

INDEPENDENT EVALUATION UNIT
OFFICE OF EVALUATION AND INTERNAL OVERSIGHT

INDEPENDENT TERMINAL EVALUATION

REPUBLIC OF SOUTH SUDAN

ENHANCED LOCAL VALUE ADDITION AND STRENGTHENED VALUE CHAINS

UNIDO project ID: 140320



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

Distr. GENERAL

EIO/IEU/21/R.14

November 2022

Original: English

This evaluation was managed
by the responsible
UNIDO Evaluation Officer
with quality assurance by the
Independent Evaluation Unit

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This document has not been formally edited.

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Abbreviations and acronyms

Abbreviation	Meaning
APC	Agro Processing Centre
BEAD	Bahr El Ghazal Effort for Agriculture Development
CVP	Communication and Visibility Plan
KPI	Key Performance Indicator
EQ	Evaluation Question
EU	European Union
FAO	United Nations Food and Agricultural Organization
GBG	Greater Bahr el-Ghazal
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
M&E	Monitoring and Evaluation
MOA	Ministry of Agriculture and Food Security
MOU	Memorandum of Understanding
NBG	Northern Bahr El Ghazal
NGO	Non-Governmental Organisation
PPP	Public- Private Partnership
QRM	Quarterly Review Meetings
ROM	Result Oriented Monitoring
SH	Slaughterhouse
SO	Specific Objective
SORUDEV	South Sudan Rural Development Programme
SSDP	South Sudan Development Plan
TA	Technical Assistant
TE	Terminal Evaluation
TL	Team Leader
TOC	Theory of Change
UNIDO	United Nations Industrial Development Organization
UNOPS	United Nations Office for Project Services
WBG	Western Bahr El Ghazal
WFP	United Nations World Food Programme
ZEAT	Zonal Effort for Agriculture Transformation

Glossary of evaluation-related terms

Term	Definition
Activity	Actions taken or work performed through which inputs, such as funds, technical assistance, and other types of resources are mobilized to produce specific outputs.
Assumptions	Hypotheses about facts or risks which could affect the progress or success of a development intervention.
Beneficiaries	The individuals, groups, or organizations, whether targeted or not, that benefit, directly or indirectly, from the development intervention.
Conclusions	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
Data collection tools	Methodologies used to identify information sources and collect information during an evaluation.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, considering their relative importance.
Efficiency	A measure of how economic resources/inputs (funds, expertise, time, etc.) are converted into results.
Evaluation	The systematic and objective assessment of an ongoing or completed project, program, or policy, its design, implementation, and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability.
External evaluation	The evaluation of a development intervention conducted by entities and/or individuals outside the donor and implementing organizations.
Finding	A finding uses evidence from one or more evaluations to allow for a factual statement.
Goal	The higher-order objective to which a development intervention is intended to contribute.
Impacts	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Independent evaluation	An evaluation carried out by entities and persons free of the control of those responsible for the design and implementation of the development intervention.
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Inputs	The financial, human, and material resources used for the development intervention.
Lessons learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact

Term	Definition
Logical framework (Log frame)	A management tool used to improve the design of interventions, most often at the project level.
Mid-term evaluation	Evaluation performed towards the middle of the period of implementation of the intervention.
Monitoring	A continuing function that uses a systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs.
Outputs	The products, capital goods, and services that result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Project or program objective	The intended physical, financial, institutional, social, environmental, or other development results to which a project or program is expected to contribute.
Quality assurance	Quality assurance encompasses any activity that is concerned with assessing and improving the merit or the worth of a development intervention or its compliance with given standards.
Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies.
Reliability	Consistency or dependability of data and evaluation judgments, regarding the quality of the instruments, procedures, and analyses used to collect and interpret evaluation data.
Results	The output, outcome, or impact (intended or unintended, positive and/or negative) of a development intervention.
Results framework	The program logic that explains how the development objective is to be achieved, including causal relationships and underlying assumptions.
Review	An assessment of the performance of an intervention, periodically or on an ad hoc basis.
Risk analysis	An analysis or an assessment of stakeholders (called assumptions in the logframe) affect or are likely to affect the successful achievement of an intervention's objectives. A detailed examination of the potential unwanted and negative consequences to human life, health, property, or the environment posed by development interventions; A systematic process to provide information regarding such undesirable consequences; the process of quantification of the probabilities and expected impacts for identified risks.
Stakeholders	Agencies, organizations, groups, or individuals who have a direct or indirect interest in the development intervention or its evaluation.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed.

Term	Definition
	The probability of continued long-term benefits. The resilience to the risk of the net benefit flows over time.
Terms of reference	A written document presenting the purpose and scope of the evaluation, the methods to be used, the standard against which performance is to be assessed or analyses are to be conducted, the resources and time allocated, and reporting requirements.
Validity	The extent to which the data collection strategies and instruments measure what they purport to measure.

Executive summary

Evaluation purpose and methodology

The “*Enhanced Local Value Addition and Strengthening Value Chains*”¹ Project is part of the ZEAT BEAD programme financed by EU Cooperation through EDF special funds for South Sudan; ² ZEAT BEAD embraces a total envelope of 80,000,000 EUR of which 2,000,000 (about 2,5% of the total value of the programme) were initially allocated to this project.

The evaluation aims to support the assessment of results and lesson learning, with relevant recommendations for key stakeholders.

The initial project document foresees 4 main results covering i) knowledge on value addition commodities, ii) access to technology, iii) capacities of operators and iv) establishment of 4 agro processing centres. With addendum 5 the result framework is adjusted to the following: Output 1: Knowledge on potential value addition commodities in target area improved; Output 2: Access to value chain technology improved; Output 3: Capacity of value chains’ operators strengthened.

The evaluation uses contribution analysis and the theory of change applying mixed qualitative and quantitative methods to collect data. Findings are supported by data triangulation, ensuring a sound evidence-base. Data collection includes the following sources: document review, (over 100 documents); visit to five project sites: Wau, Aweil, Gok machar, Aduel, Kangi; interviews with 85 project stakeholders and beneficiaries; 8 Focus Group Discussions; Video Conferences with 10 respondents; survey: questionnaires were prepared for the 6 categories of respondents. The evaluation also used the project monitoring system, data on indicators and meta-analysis of external assessments. The evaluation was conducted by Paolo Scalia (Evaluation Team Leader) and Lona Luduro, Evaluation expert, National consultant.

Key findings:

Effectiveness: The project established functional service provision in Kangi and Ayien, supporting some 7,600 households in food processing; Project design meant to establish 5 multifunctional centres (Agro-processing centres or APCs) supporting value chain production, processing and marketing across the region. Implementation achieved two processing units for sorghum and groundnut. APCs neither managed to establish sustainable agribusinesses nor to expand private sector businesses, enhance value chains or deliver significant benefits to farmers. Constraining the effectiveness of the APC approach have been i) the structural weaknesses of local private sector, ii) the lack of attention to private sector needs, iii) the adoption of a Public Private Partnership approach when conditions were not in place. Contextual challenges are further discussed in the main report. Additional external constraints included interference from the local authorities as well as their expectations to directly benefit from the project. Further the lack of timely review of the business model on the part of UNIDO (compounded by Covid challenges) could have worsened the situation.

Grain storage facilities were provided to 934 beneficiaries.

Slaughtering facilities in Wau and Ayien were improved, with benefits related to the hygiene of butchered meat.

Under SO 3, the Project implemented 31 training events, with a total number of 1,491 participants. Delivery was effective and several benefits have been evidenced. The nature of the training, short workshops of an average duration of 3.5 days, could not address medium- and long-term transformational changes.

Deliverables under SO 1, apart from the conflict sensitivity analysis,³ have been completed. Products were instrumental to support strategic project choices, including selection of value chains, APC design and business plans development. The evaluation evidenced a number of shortcomings across several products of the first Component which affected their capacity to produce outcomes for expected beneficiaries.

Overall effectiveness was constrained by a number of concomitant external factors that limited the capacity of the project to deliver results, hindering the theory of change and the transformation process.

Progress towards Impact: Several testimonies indicate how, in the very difficult and insecure context of the region, the presence of a project and the access to processing services were highly appreciated by beneficiaries. Impact included a number of initial behavioural changes across several group of actors.

Changes in terms of rural households' food security and income should be considered as very limited given the limited scope of the investment, the large area, contextual challenges, and the limited results achieved. Clients of APC brought modest amounts of grains for processing (about 12 kg per household per year), so the impacts at level of livelihoods are quite limited. Skills development may have contributed to support people to sustain themselves and create opportunities. The evaluation did not find evidence of an impact on local businesses and entrepreneurship development.

APC provided an inclusive access to their services and the evaluation did not observe any exclusion from APC processing. However, the project, also in consideration of contextual challenges experienced in 2020, missed the opportunity to strengthen its inclusiveness carrying out specific studies dedicated to diversity and inclusion, conflict sensitivity analysis and political economy. The project's M&E system disaggregated beneficiaries by gender when relevant but it was not geared to track vulnerable groups within beneficiary communities.

Project design considered local entrepreneurs as "competitors" and the project did not manage to strengthen value chains through entrepreneurship development.

PPP at local level did not work due to the absence of capacities and conditions to set a viable partnership. The public-private partnership once setup, contributed to generate tensions and distrust and hindered the good governance and transparency of APC financial management.

Impacts were also diluted by the overall ZEAT BEAD programme strategy, with limited capacity to build effective synergies across components beyond the positive interaction with the feeder roads component. The project strategy to allocate the bulk of its resources to micro-interventions (APC), may have diluted impact opportunities, with relatively high investment and operation costs, burdened by significant management and governance challenges, while dispersed over a very large territory.

Conflict, insecurity, weak institutions, dysfunctional markets were additional and significant factors that deeply affected the project's capacity to contribute to its long-term goals.

Relevance: The project addressed relevant needs of local households, farmers, and livestock owners, particularly through its support to the processing of sorghum, groundnut and the hides and skins value chains, the setup of APCs, and the improvement of 2 slaughterhouses.

¹ In the context of this evaluation the project full title will also be shortened to "Enhanced Value Addition" Project

² Council Decision No. 2011/315/EU

³ Conflict sensitivity was dropped in in Addendum 6 in consultation with EUD because the mobility in the project area was severely limited due to COVID 19 pandemic (UNIDO communication to the evaluation, May 2021)

The intervention, in its design and implementation, is less relevant to the priority needs of the majority and most vulnerable section of the rural population, in consideration of the fact that only a small fraction of the population had a marketable surplus of staple' production. The large majority of beneficiaries were subsistence farmers, struggling to provide food for their households. Only to a minor extent did the project respond to the priorities of local business and value chain operators, unable to meet demands for a more favourable enabling environment for micro enterprises development and an inclusive access to micro finance.

The project is highly relevant to South Sudan national policies and priorities, as defined by South Sudan National Development Plan and the Agricultural Sector Policy Framework and is relevant to EU priorities set by the Strategy for South Sudan in 2011. The goal of enhancing value addition and agro-processing for selected value chains bears full pertinence to UNIDO mandate and priorities.

Efficiency: The project was delivered according to the planned budget, without cost overruns. The initial budget of EUR 2,000,00 was increased to EUR 3,000,000 with addendum 5.

The implementation flow has been uneven, with periods of efficient delivery followed by times of relative inactivity, due to several factors, including security concerns and movement restrictions across the project area, heightened in 2020 by the pandemic. External constraints were compounded by contractual and administrative factors.⁴

Performance of the 2 functioning APCs was, at times satisfactory (that is the full time use of the APC unit during the peak season, with users' satisfaction) and at times low, with periods of interruptions due to need of repairs and at times to floods. Overall services were positively appreciated by users, including for their quality. However, several users pointed to the need of better maintenance and timely repairs.

Project management and governance were organized although in some respect proved not efficient and effective to support the intervention. The management was distant from implementation and the principle of subsidiarity was not applied, resulting in inadequate management capacities, follow up and decision making at the project sites. In 2018 UNIDO made efforts to move the Chief Technical Advisor from Juba to Wau, an initiative appreciated by the EU. The dispersed project locations and the way UNIDO is organised, made it difficult for project management to be closer to the action without incurring in higher operational costs.

The project managed to achieve numerous activities and deliverables with relatively limited resources. In this sense it could be argued that the project may have represented a fair "value for money" for stakeholders and the Donor. However, achievements at outcome and impact levels were modest, lessening its value per unit of investment. Different approaches could have been developed with significantly lower investment and operation costs. For instance, providing support and expanding existing processing operations by local micro-entrepreneurs.

Sustainability: Some precursors of sustainability are evident in emerging manifestations of behavioural changes, due to skills development and post-harvest losses activities, which targeted a limited number of stakeholders and households. By the end of the project, early changes include: a more committed behaviour of APC's private sector operators; the hides and skins value chain appears to be genuinely private sector driven, with some likelihood of sustainability.

However most of the project results manifest sustainability gaps by the end of the intervention:

⁴ For instance when the project did not have access to funds from November 2018 to January 2020 with the delayed approval of addendum 5 (Source: UNIDO communication to the evaluation mission)

- Value Chain Strategies have been designed as “project strategies” rather than as strategic plans for value chains stakeholders, with limited stakeholders’ ownership and commitment
- APCs face issues of market, organizational sustainability, financial sustainability and lack of entrepreneurship, challenges set largely by choices made during the design phase
- Slaughterhouses also face challenges related to organizational set up and the capacity to secure future investment, operations and maintenance costs.
- Training activities addressed relevant gaps, but their duration was in general very short and insufficient to support sustainable changes in behaviours, although limited sustainable benefits could be identified in the adoption of a number of practices.
- The project supported training of trainers and promoted collaboration across operators. Few mechanisms are however in place to strengthen capacities after the end of the intervention.

Project design: The shallow design has significantly undermined the project’s effectiveness, its efficiency, its sustainability, the relevance to the private sector and its capacity to achieve long term impacts. The project’s logic and theory of change were simplistic, based on naïve assumptions and an inadequate result chain. Arguably the shortfalls of design have been the key constraining factors impeding the achievement of project goals.

Design was never fully readjusted to take into account the changed context, insecurity and conflict. Reasons underlying the absence of a full overhaul of the design include the very limited viable options to promote business development, the rigidity of administrative mechanisms, the volatile and fluid context and, at a later stage, the development of COVID 19 pandemic.

The project’s follow up and the monitoring system were activity and product oriented and - up to the end - the intervention did not benefit from a result-oriented management tool guiding decision making toward the achievement of objectives and results. An upgrade of the M&E system was implemented in 2020.

Performance of partners: The performance of the EU and UNIDO was variable; both organizations displayed strengths. However neither had the capacity to address the project’s strategic issues, including the quality of design, the redefinition of the engagement with the government, the approach for private sector and business development, and building accountability on results at outcome level.

Overarching assessment:

The project offered useful services over a very critical period to local communities. Service users appreciated the presence of the project and considered its services as very important.

However, in consideration of both internal and external factors, the project did not succeed in establishing sustainable agri-business development and could not significantly impact the livelihoods of target populations. The potential for impact of this development effort was exploited only to a limited extent.

Conclusions:

The intervention piloted a new approach to agro-processing development for the Greater Bahr el-Ghazal Region in South Sudan. The model was based on supporting value chain strategies, strengthening skills and promoting access to technologies through the development of a network of small agro-processing centres managed by public-private partnerships.

C1. The project was useful and well appreciated by local communities. Useful services were provided to local population, supporting some 7,600 farmers’ households in food processing (including milling services, groundnut grinding and experiments with madeeda) over a period of 18 months in Kangi

and Ayien. Training was delivered to some 1,492 stakeholders; grain storage facilities were provided to 934 beneficiaries; slaughtering facilities in Wau and Aweil were improved, with better hygiene of meat.

C2. The project did not establish sustainable agribusiness centres.

C3. Due diligence and good practices were not systematically applied to design and implementation.

C4. The project offered significant opportunities to contribute to gender empowerment, sector good governance and inclusive support of the vulnerable population. However, these priorities were pursued only to a very limited extent by design and during implementation. The project explored only to a limited extent its significant potential to address important priorities as private sector development, women empowerment, good governance and inclusiveness.

C5 Need to strengthen sustainability - important sustainability gaps observed for APC, grain storage support, meat processing and capacity development.

C6 Implementation mechanisms have improved significantly over the last two years; decentralization of UNIDO management mechanisms and flexibility need to be reinforced. Management tools also need to be strengthened, including results orientation, monitoring, learning from previous experiences and conflict sensitivity analysis.

Recommendations

- R1 **Future work** in South Sudan should reconsider goals, governance and approaches. Cooperation effort should additionally aim at peace building and alleviating vulnerability of local populations.
- R2 **Best practices** need to be applied to both project design and implementation. This will significantly boost opportunities of impact, effectiveness, sustainability and performances, particularly when operating in a challenging environment.
- R3 **Private sector approach** needs to be informed by entrepreneurship capacities (or lack thereof) and be driven by a full involvement and ownership of private sector. The business (enabling) environment needs to be studied and supported; entrepreneurship should be at the hearth of business development.
- R4 **APC and PPP approach:** In case an APC approach is pursued in future programming, the following measures should be adopted: sustainability should be based on entrepreneurship; conditions to set up PPP need to be very carefully assessed. When such conditions do not exist (as in the case of APC and slaughterhouses) such partnerships should not be pursued; business plans need to be based on due diligence and aligned to private sector best practices.
- R5 **Management mechanisms:** New mechanisms should be developed by UNIDO to strengthen its management effectiveness in challenging local context. Options may include sub-contracting to NGOs present on the ground.
- R6: **Business support** should be part of a strategy to leverage women and youth empowerment.

Lessons learned

1. The risk of building projects upon unfounded assumptions and unquestioned paradigms.
2. Small projects in difficult contexts need agile and flexible implementation mechanisms.
3. Importance of conflict sensitivity analysis and political economy analysis in fragile context, especially, in South Sudan.

Good practice

1. Developing “project sponsored service provision centres”, as an approach to help communities to bridge the transition between emergency, recovery and development.
2. Supporting grain storage and post-harvest losses.

Evaluation rating

	Evaluation criteria	Rating
A	Impact	
1	Impact	3
B	Project design	
1	Overall design	1
2	Log frame	2
C	Project performance	
1	Relevance	4
2	Effectiveness	4
3	Efficiency	4
4	Sustainability of benefits	2
D	Cross-cutting performance criteria	
1	Gender mainstreaming	4
2	M&E design and implementation	4
3	Results-based Management (RBM)	3
E	Performance of partners	
1	UNIDO	3
2	National counterparts	3
3	Donor	3
F	Overall assessment	3

1. INTRODUCTION

1.1 Evaluation objective and scope

According to the Terms of reference the purpose of the evaluation is to *“independently assess the project to help UNIDO improve performance and results of ongoing and future programmes and projects”*.

The evaluation has two specific objectives:

1. Assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact;
2. Develop a series of findings, lessons and recommendations for enhancing the design of new and implementation of ongoing projects by UNIDO.

The evaluation embraces the following scope:

- **Temporal scope**; The terminal evaluation covers the whole duration of the project from its **starting date** (3 February 2015) to the **completion date** (28 February 2021). The evaluation looks at the projects' life-span as a whole, including issues of initial project design, implementation, lessons learnt, good practices, replicability/scaling-up and recommendations for future programmes.
- The **analytical scope** includes identifying levels of achievement of outcomes and outputs, explaining how and why these have been attained in such ways. The purpose is to help the stakeholders to learn from this experience.
- The **Juridical scope** is set by the Contribution Agreement (FED/2014/353-881) signed by the Contracting Authority (EU) and UNIDO in December 2014, and the follow up Addendums (6 Addendums were signed for this contract).
- The **geographical scope** is defined by the targeted intervention region in South Sudan, the Greater Bahr el-Ghazal, including States of Western Bahr el Ghazal, Northern Bahr el Ghazal, Warrap and Lakes.

The evaluation process is directed by a set of evaluation questions and sub-questions) taking into account evaluation criteria and key issues raised by the terms of reference.

1.2 Overview of the context

The *“Enhanced Local Value Addition and Strengthening Value Chains⁵* Project is part of the ZEAT BEAD programme financed by EU Cooperation through EDF special funds for South Sudan; ⁶ ZEAT BEAD embraces a total envelope of 80,000,000 EUR of which 2,000,000 (about 2,5% of the total value of the programme) were initially allocated for this project.

ZEAT BEAD strategy featured a geographically focused and integrated approach, with projects and contracts being part of a common scheme, with strong synergies and interactions. The strategy was based on strengthening production and post-harvest activities, linking producers to markets. The market orientation component of the strategy was justified by the time of the design (2012), reflecting partners' mainstream approach for South Sudan and hopes for stability and economic growth following the foundation of the new State.

⁵ In the context of this evaluation the project full name will also be referred to in the abbreviated form of “Enhanced Value Addition” Project

⁶ Council Decision No. 2011/315/EU

The Overall Objective for the ZEAT BEAD Programme, (as well as for the “*Enhanced Local Value Addition and Strengthening Value Chains*” Project) is to contribute to improved food security and income of the population of the Republic of South Sudan.

ZEAT BEAD specific objective is defined as “Improved Food Security and Income for Rural Smallholders”. The programme is structured in 5 main results:

1. Facilitating, monitoring and regulating government structure.
2. Sustainable supply of agriculture and livestock inputs and services.
3. Enhanced local value addition and strengthening value chain, a component addressed by the project object of this evaluation.
4. Improved basic technical literacy and numeracy skills.
5. Increased trade and marketing volume.

1.3 Overview of the project

1.3.1 Overview

ZEAT BEAD result 3 is implemented through the “*Enhanced Local Value Addition and Strengthening Value Chains*” project, with UNIDO as Implementing Partner, in a Joint Management mode with the EU Delegation. ZEAT BEAD action document specifies that result 3 would be achieved by applying “a two-pronged approach:

- *Large infrastructure will be constructed to be managed under Public Private Partnership mechanisms*
- *Individual farmers and entrepreneurs will be supported to increase value added*”

The Project, as stated by its title, aims to enhance local value addition as well as to strengthen value chains, in order to contribute to improved food security and income for rural small holders in the Greater Bahr el-Ghazal region.

1.3.2 The result chain

The original project document foresees 4 main results covering i) knowledge on value addition commodities, ii) access to technology, iii) capacities of operators and iv) establishment of 4 agro processing centres.

The result chain and the logical framework were adjusted in 2019, with changes at level of outputs, activities and indicators. Specific and overall objectives remained unchanged.⁷

The following table shows the outputs at project inception and their definition following the amendment.

Table 1: Adjustments of to the project result chain

Original result chain <i>(Action document, from 2015 to 09/2019)</i>	Adjusted result chain <i>(Addendum 5, 09/ 2019 to 02/2021)</i>
Output 1: Knowledge on potential value addition commodities in target area improved	Output 1 Knowledge on potential value addition commodities in the area improved
Output 2: Access to value chain technology improved	Output 2 Access to value chain technology improved
Output 3: Capacity of value chains’ operators strengthened	Output 3 Capacity of value chain operators strengthened

⁷ Changes to the indicators on the log frame were also made in July 2020 (addendum 6) based on recommendation from EU-TA.

Original result chain <i>(Action document, from 2015 to 09/2019)</i>	Adjusted result chain <i>(Addendum 5, 09/2019 to 02/2021)</i>
Output 4: Four agro processing centres established and fully equipped in selected locations and farmer organizations benefitted directly from project assistance for the establishment of self-sustainable micro-processing pilot centres	

1.3.3 Contract and Amendments

The project started on February 1st 2015 and according to the contract was due to be completed in December 2017. The Contribution Agreement underwent 6 amendments (Addenda):

- **Addendum 1** (April 2016): The project budget is adjusted into a results-based budget.
- **Addendum 2** (February 2017): Changes at level of description of the Action and a revised work plan.
- **Addendum 3** (December 2017): Description of Action, including the revised work plan and budget modification. The logframe is partially adjusted.
- Between Addendum 3 and 4 no activities could be performed as these would have violated the eligibility of expenditures. Skeleton staff were maintained by UNIDO.
- **Addendum 4** (June 2018). No cost extension, with a revised work plan and budget modification, with additional 50,000 EUR co-financing from UNIDO. The implementation period is extended to 45 months.
- **Addendum 5**: (August 2019); the result framework is adjusted to three main outputs linked to a) knowledge about potential value chains is improved b) access to technology is increased and c) capacities of value chain stakeholders are increased; the duration of the project is extended to 66 months, while the total budget increased to 3,100,000 EUR
- **Addendum 6** (July 2020): The implementation period is extended to 73 months; the focus of APC support will be for Ayien and Kangi; during the no-cost extension UNIDO will prioritize support to the 2 slaughterhouses in Wau and Aweil. Overall, the period of extension aimed at achieving the completion of project activities and contribute to improving the sustainability of interventions. The increased scope of the intervention of supported by the additional funding of EUR 1M (approved with addendum 5) becoming accessible to project team in early Feb 2020, meant to enable the completion of project activities within the limitations posed by the onset of COVID-19 and the delays related to the formation of a new transitional government.

1.3.4 Project timeline

The following Table 2 describes important dates along the timeline of the project implementation.

Table 2: Main benchmarks in the project timeline

Benchmark date	Event
December 2014	Project signature
February 2015	Funds available for start up
April 2016	Addendum 1
February 2017	Addendum 2
February 2016	Monitoring report by ZEAT BEAD technical assistance
2017	Mid Term Review by UNIDO
December 2017	Addendum 3

Benchmark date	Event
December 2017	Monitoring report by ZEAT BEAD technical assistance
June 2018	Addendum 4
June - December 2018	EU programme level evaluation
August 2019	Addendum 5
December 2019	Funds disbursed Funds available by February 2020
February 2020	COVID-19, restriction to travel for UNIDO staff
March 2020	EU TA Monitoring Mission to the Project, followed by Mission Report
March and April 2020	COVID-19, restrictions for travelling in the Region
July 2020	Addendum 6
February 2021	End of addendum 6 and end date of the project
February 2021	Start of Terminal Evaluation

1.3.5 Evaluations and external assessments

The project benefited from several assessments:

- The project mid-term evaluation, managed by UNIDO
- ZEAT BEAD mid-term review (including annex 11-E, dedicated to the specific assessment of the “Enhanced Local Value Addition and Strengthening Value Chains” Project)
- ZEAT BEAD Technical Assistance monitoring missions
- Participatory Quarterly Review Meetings (QRM) organized by the EU Delegation

Monitoring reports, the Mid-Term review and QRM participatory monitoring pointed consistently to the need of consolidating results and providing additional time to allow for the completion of results.

1.3.6 Budget and financial breakdown by result

The project started with a budget of 2,000,000 EUR as a grant from the EU, from the 11th EDF special funds for South Sudan. In 2018 UNIDO provided a contribution of 100,000 EUR. Addendum 5, in August 2019, allowed for an increase of budget of 1,000,000 EUR from the EU, achieving a total project envelope of 3,100,000 €. Table 3 below shows the breakdown of the budget, disaggregated by source and results.

Table 3: Financing plan summary - Output breakdown ⁸

Project output	EU (EUR)	Co-Financing by UNIDO (EUR)	Total (EUR)
Output 1: Knowledge on potential value addition commodities in target area improved	835,798.89	0	835,798.89
Output 2: Access to value chain technology improved	454,192.90	0	454,192.90
Output 3: Capacity of value chains’ operators strengthened	713,482.85	0	713,482.85
Output 4: Four agro processing centres established and fully equipped in selected locations and farmer organizations benefitted	684,512.04	100,000	784,512.04

⁸ Source: Project document.

Project output	EU (EUR)	Co-Financing by UNIDO (EUR)	Total (EUR)
directly from project assistance for the establishment of self-sustainable micro-processing pilot centers ⁹			
Independent evaluation	36,992.76	0	
PSC	190,748.56	0	
Contingency	84,272.00		
Total (EUR)	3,000,000	100,000	3,100,000

Source: Project document

1.4 Theory of Change

The Theory of Change (TOC) ¹⁰ has been reconstructed by the evaluation team (see figure 1) to build with project stakeholders a common understanding of the logic underlying the project and identifying key factors contributing to the expected transformation process.

The Theory of Change adopts the structure of activities and results defined by the Addendum 6 (February 2021).

This reconstruction of the TOC includes changes not explicitly addressed by project design and its logical framework. Such changes are represented in dotted-line boxes. Particularly important are changes at the level of “intermediate outcomes”, i.e. the benefits stemming from the three main results of the project. Also, particularly important for the understanding of the project logic, is the change linking the “specific objective” ¹¹ with the overall objective “*improved food and nutrition security for the rural population of the region*”.

The transformation implies the emergence of benefits related to “*increased income and increased food availability*”. The evaluation sought evidence of changes at this level to measure the effectiveness as well as the opportunity of impact of the intervention.

The evaluation analysis also shows how the project theory of change is weakened by two key elements:

- 1) Lack of results directly linked to an increase of beneficiaries’ income and entrepreneurship development. This constraint was imposed by the original design of the project; later, during project implementation, the adjustments could not be made at level of the specific objective.
- 2) The Theory builds on important assumptions, including:

⁹ The project log frame was revised with addendum 5 and the outputs were consolidated into 3 outputs.

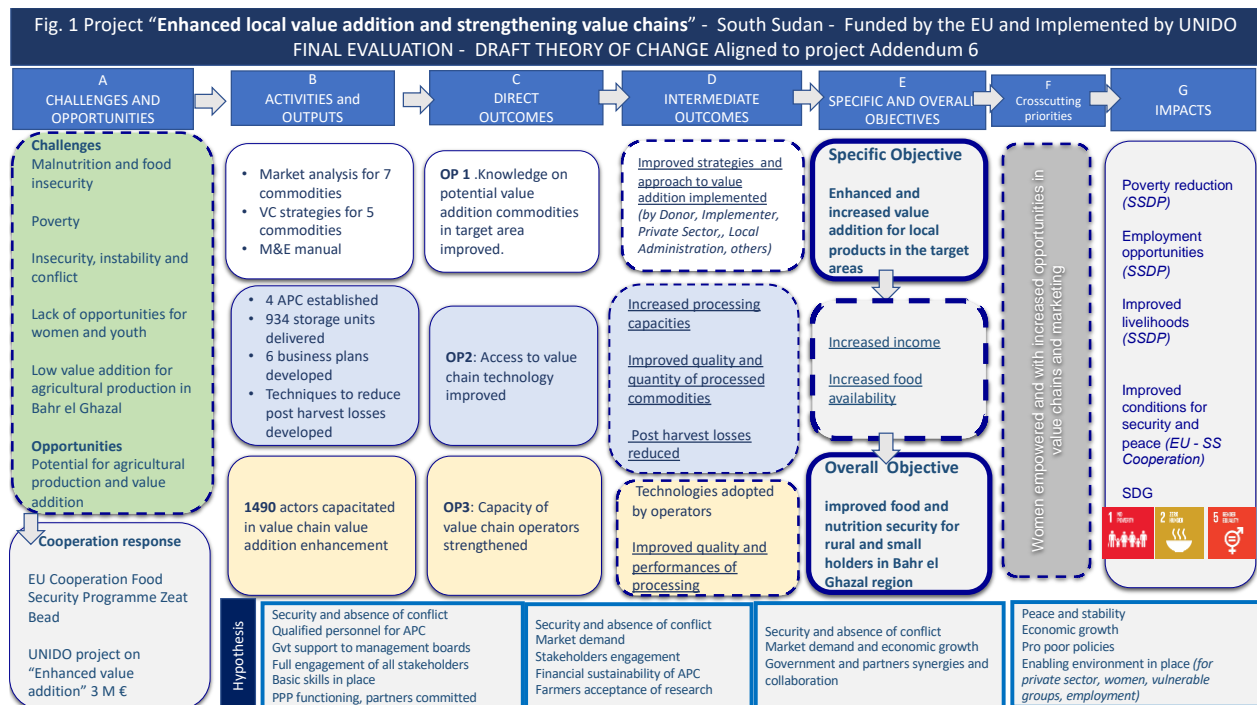
¹⁰ The theory of change (TOC) is a heuristic approach to help clarify the links between project activities and long-term objectives. Key in the development of a TOC is the identification of the conditions likely to bring about the behavioural changes required to achieve the long-term goal of the project (Chen 1990; Mayne 2008), typically referred to as system transformations. Given the complex nature of the interactions of human behaviour and the environment, and the unpredictability of outcomes of these interactions, it is also critical to identify the key assumptions made during project design and the ways project management adapted to unexpected circumstance during implementation (Folke *et al.* 2002; Levin 2003).

The use of a theory of change in an evaluation does not mean that the project will be held accountable for having resulted in system change as system transformations take time and rarely take place within the time span of a project. Nevertheless, the theory of change can be used by the evaluators to assess the extent to which project activities correctly targeted the conditions that are likely to contribute to the long-term goals of the project. Most importantly, TOCs are a valuable tool that can help stakeholders better understand the processes that projects seek to influence, which evaluators use to derive lessons and provide recommendations to improve future projects.

¹¹ The specific objective is defined by the project document as “*enhanced local value addition*”

- Prevailing conditions of peace, stability, security and economic development in the region supporting value chain development and local value addition.
- Sorghum and groundnut production in the region will significantly expand, also as an effect of the support from ZEAT BEAD and other projects, leading to a sustainable and increased demand for processing and value addition.
- Capacities are in place, both in the private and public sectors, to establish effective PPP;¹²
- A positive political environment to stimulate good governance, inclusive access and transparency of APC
- The APC model, applied to the Greater Bahr el-Ghazal Region, will promote value chain development, private sector expansion and will produce positive trickle-down effects on local economy and food security.
- The feeder roads rehabilitation component of ZEAT BEAD Programme will stimulate markets, increased trade and expansion of APCs.

The project assessment shows how the majority of these assumptions, proved not to hold true, critically undermining the transformation process and the capacity of the project to achieve the expected goals.



1.5 Evaluation methodology

The evaluation uses contribution analysis and the theory of change applying mixed qualitative and quantitative methods to collect data. Findings are consistently supported by data triangulation.

Data collection includes the following sources:

- **Documentary review**, including over 100 documents (see list of documents consulted in Annex 3)
- **Visit to project sites:** Wau, Aweil, Gok Machar, Kangi. This was done by the National Evaluator in compliance with the prevailing local COVID-19 regulations in South Sudan.
- **Interviews with 85 project stakeholders** and beneficiaries
- **8 Focus Group Discussions**
- **Video Conferences with 10 respondents** located in Vienna, Brussels, Johannesburg, Juba)

¹² ZEAT BEAD Action document provides a very positive assessment of public sector capacities: “the ultimate backbone of sustainable and successful development in South Sudan is the competence of the organizations of public administration at national, state and county levels”

- **Survey:** Questionnaires were prepared for the following categories of respondents: i) government officials, ii) private sector stakeholders, iii) APC users, iv) private sector operators, v) farmers not using APC and vi) butchers and meat buyers; stakeholders' responses were structured in "interview notes" and then organized in matrix. Unfortunately, the challenging context did not allow to interview private sector stakeholders and farmers not using APC
- **Project monitoring system and data on indicators**
- **Meta-analysis of the following evaluations / assessments:**
 - Project MTR (2017)
 - Evaluation of SORUDEV and ZEAD BEAD programmes (2018)
 - APC assessments (2020)
 - Slaughterhouse's assessment (2020)
 - Technical assistance report

Gender mainstreaming is addressed by a specific sub-question (EQ 7.3) in accordance with the UNIDO Policy on gender equality and the empowerment of women, UNIDO gender guidelines and the UNEG guidance on evaluating gender and human rights.

The evaluation placed importance on **learning**, supporting UNIDO's priority to capitalize on good practices, key results achieved and challenges.

1.6 Limitations of the evaluation

The evaluation team had full access to documents, including project M&E data, APCs assessments, formulation studies and APC records. UNIDO, the EU delegation and the Project Team shared without restrictions documents with the Evaluation Team.

Data collection has been significantly constrained by restrictions due to security and to COVID 19. However these restrictions did not significantly impair the data collection process, particularly as the Team, supported by UNIDO, managed to plan the field visits in detail and obtain the necessary security clearances in time. Field visits were implemented by the National Consultant, following a data collection protocol agreed during the inception phase with the Team Leader.

2. PROJECT CONTRIBUTIONS TO DEVELOPMENT RESULTS EFFECTIVENESS AND IMPACT

2.1 EQ 1 - Effectiveness

To what extent did the project deliver results?

Summary response

The project established functional service provision in Kangi and Ayien, supporting about 7,600 households in food processing. However, the APCs did not manage to establish sustainable agribusinesses or to expand private sector businesses, enhance value chains and deliver significant benefits to farmers. The effectiveness of the APC approach was constrained by:

- i) the structural weaknesses of local private sector,
- ii) the lack of attention to private sector needs
- iii) the adoption of the Public Private Partnership when conditions were not in place.
- iv) Concurring external constraints included the inability to deploy an international expert to assess the model and propose alternatives with the onset of COVID-19.

Grain storage facilities were provided to 934 beneficiaries.

Slaughtering facilities in Wau and Ayien were improved, with benefits related to the hygiene of meat.

Under SO 3 the Project implemented 31 training events, under challenging circumstances, with a total number of 1,491 participants. Delivery was effective and several benefits have been evidenced. However the nature of training, short workshops of an average duration of 3,5 days, did not allow to address medium- and long-term transformational changes.

Deliverables under SO 1, with the exception of the conflict sensitivity analysis,¹³ have been completed. Products were instrumental to support project strategic choices, including selection of value chains, APC design and business plans development. The evaluation evidenced a number of shortcomings across several products of the first Component which affected their capacity to produce outcomes for expected beneficiaries.

Overall effectiveness was affected by many concomitant external factors that limited the capacity of the project to deliver results, hindering the transformation process.

The analysis of effectiveness covers the review of results, both outputs and outcomes, for each of the three Strategic Objectives of the project,¹⁴ studying their conduciveness to produce benefits for rural households and private sector stakeholders.

Effectiveness analysis and understanding of the context

Conflict, insecurity, weak institutions, dysfunctional markets were critical defining factors of the project context and significantly affected both project stakeholders and the project's own capacity to deliver its development interventions. This project was designed in 2011/12, when hopes for peace, state building,

¹³ Conflict sensitivity was dropped in Addendum 6 because the mobility in the project area was severely limited due to COVID 19 pandemic (UNIDO communication to the evaluation, May 2021)

¹⁴ The evaluation adopts the adjusted result chain agreed by Addendum five and used by the project since 2019/2020. The result chain embraces three main Components: 1) Knowledge of value addition commodities, ii) Access to technology and iii) Capacity strengthened.

market economy and rapid economic growth ran high. The context suddenly changed at project start up and conditions deteriorated continuously over the following 6 years.

JC 1.1 Knowledge on potential value addition commodities improved (Output 1)

Under the first component the Project planned four main deliverables:

- Market analysis for seven potential commodities
- Value chain strategies for 5 commodities developed
- Conflict sensitivity analysis conducted and validated 15
- M&E system designed and deployed

These deliverables, with the exception of the conflict sensitivity analysis, have been completed. Products were instrumental to support project strategic choices, including selection of value chains, APC design and business plans development.¹⁶

Studies included consultation with stakeholders and received the endorsement of beneficiaries following “validation workshops”.

Government officials in Wau and other sites praised the value addition strategies and their consultative approach¹⁷. Government officials also stated that strategies’ “*spillover knowledge did benefit also neighbouring communities*”. Views from private sector stakeholders interviewed during field visits were more neutral, as few may have been present in 2015 or been associated with the strategy design.

The **evaluation observed several shortcomings** across the products of the first Component:

1. Market analysis and value chain strategies implemented in 2015, were rapid studies¹⁸, and project driven. The project consulted 200 traders, 5 market managers, 17 wholesale traders for the market analysis. Although the consultation process was relatively broad, private sector stakeholders were not consulted and had little participation in decision-making processes, resulting in lack of ownership.¹⁹ Private sector capacities and entrepreneurship were (and still are) very scarce in the region and, in at least three APC locations there were no agro processors.
2. Value Chain strategies had various critical limitations that significantly affected the capacity of the project to achieve its goals of stimulating business and entrepreneurship development:
 - Value chain strategies were generic studies,²⁰ not specifically tailored to the conditions and the challenges of Greater Bahr el-Ghazal and targeted States.
 - Strategies were based on the development of APC models, limiting opportunities for micro entrepreneurs to develop micro-processing businesses in response to local market demands.²¹
 - Value chain strategies for sorghum and groundnut did not review the needs and priorities of the few private sector operators existing in urban markets in the region (such as in Gok Machar and Wau) and did not develop with them a strategy which may have responded to their priorities.

¹⁵ Cancelled with addendum 6, see note above

¹⁶ It could be argued that outputs under SO1 are not technically “**project results**” (i.e. measurable changes produced by project activities); Rather they should be considered as preparatory studies to achieve project results and or components of the project management system (as in the case of the M&E system)

¹⁷ For instance, some Government officials interviewed for this evaluation declared to have been fully involved in strategy definition in 2015

¹⁸ Project Progress report n. 5, UNIDO, 2020

¹⁹ Finding supported by interviews with several project stakeholders, including both public and private sector actors

²⁰ To explain why the evaluation applies the term “generic” to value chain strategy studies, we bring one of several examples: the sorghum value chain strategy, for instance, discusses the unlikely products for the region and underlines the extremely limited local capacities for production of lager beer.

²¹ By the time of the design, no milling facilities were established yet in Ayien, Kangi and Aduel.

- Profitability analysis was based on few and sketchy calculations based on unprecise assumptions, whereas financial calculations were not supported by sensitivity analysis applied to key variables ²².
 - Market studies did not adequately analyse the critical production shortages that constrained the supply of the APCs.
 - Value chain strategies were unable to consider external factors and to effectively stimulate private sector growth, which in turn, would have contributed to improved food security and livelihoods for farmers, rural households and local communities.
3. The deterioration of the political, security and market context would have required frequent updates of market analysis and value chain strategies as well as the implementation of conflict sensitivity analysis to adapt the project's interventions accordingly. It was still difficult to introduce changes based on contextual challenges. This led to a limited possibility for regular updates of market and value chain analysis²³ until close to the project's end-date. Thus, for the Luakluak market, the market analysis was updated and a new strategy was developed.
 4. Conflict sensitivity analysis was also specifically recommended by the evaluation of SORUDEV and ZEAT BEAD 2018, for the "*Enhanced local value addition and strengthening value chains*" Project. The Conflict Sensitivity Analysis was not included in project design and following the evaluation recommendations it was foreseen with Addendum 5. However, due to COVID 19 restrictions, the project had to terminate the contract with the selected service provider²⁴. The absence of a conflict sensitivity analysis was a huge drawback in the project design and implementation process, limiting its capacity to adjust to the context.

Importance of conflict sensitivity to the creation and sustainability of Agro-Processing Centres

Commercial environments are not only built on business viability but also on community relations. Their ability to secure safe conditions for operation that will be safeguarded not only by the owners but by the ethnic/tribal leaders is also critical. The evaluation noted that the backers of many small market systems were not from the community, but were often traders from North Sudan who could finance the equipment and makeshift infrastructure that private millers/processors were using (Source: Stakeholder Interview)

5. The Project Monitoring and Evaluation system was significantly and positively upgraded in 2020. The project team carefully selected indicators ²⁵ that could measure changes within the period of approximately one year following access to the additional funding. Throughout its life, the project did not develop adequate tools to track results at outcome level and to guide management at a

²² This finding supported by the evaluation mission's review and assessment of value chains strategies

²³ The update of the market and analysis and value chain strategies were proposed in addendum 5, and the discussions on them started in the third quarter of 2018. The negotiations for addendum 5 took much longer than anticipated and the funding only became available early 2020. With COVID-19 restrictions, the international consultant's market analysis field work ended prematurely and despite efforts to complement data collection with field team support, limitations persisted given continued travel restrictions within the country until mid-2020.

²⁴ When it came time to sign the contract with the awardee for the conflict sensitivity analysis, the situation surrounding COVID-19 was very fluid. International flights in/out of South Sudan were not available and key staff of the contractor could not be deployed to the field. RRC (government agency responsible for aid) had instructed NGOs to restrict monitoring and workshops in the field. As it was not possible to anticipate how long these constraints would last and given the risk of potentially not being able to deliver, UNIDO decided to focus on components of the project that could still be implemented. This was discussed with the donor in a transparent way and agreed. The formal agreement was made in addendum 6 (*Evaluation Team interviews*)

²⁵ New indicators were developed in consultation with EU-TA and EUD with some of them being specifically proposed by them during the negotiations in addendum 5 and 6 (*source: UNIDO communication to the evaluation*).

strategic and at operational level. Thus, although the project management team grew aware of the need for an affective and result-oriented monitoring system, the evaluation team notes that it takes time and needs capacities in place ²⁶, neither of which were available in abundance in 2020. Thus, the improvements in the monitoring system, following addenda 5 and 6, had limited capacity to address these constraints.

6. For the same reason, by the end of the project, there were no mechanisms in place to assess benefits in terms of improved food security, incomes and business development for targeted beneficiaries.

Table 4 below summarizes the strategy outlined for the five value chains.

Table 4: Value Chain strategies

Value Chain	Project Strategy
Sorghum	<ul style="list-style-type: none"> • Training producer groups on improved post-harvest techniques (drying and storage) including primary processing and value addition. Introduction of manual and mechanized sorghum processing units. • Linking producer groups to the potential buyers and explore new buyers. • Linking producer groups to the nearest processing centres.
Groundnut	<ul style="list-style-type: none"> • Training producer groups on improved post-harvest management techniques including primary processing and value addition. • Introduction of manual shelling machines and mechanized groundnuts oil production unit. • Linking producer groups to the potential buyers and explore new buyers. • Linking producer groups to the nearest processing centres.
Rice	<ul style="list-style-type: none"> • Introduction of power operated paddy ripper. • Introduction of power operated paddy thresher. • Introduction of small capacity rice mill. • Training of farmers on operation and use of ripper and thresher. • Training of farmers on basic maintenance of ripper and thresher. • Training of operators on operation and basic maintenance of rice mill. • Training of managers on business management and book keeping.
Hides and Skins	<ul style="list-style-type: none"> • Training on improved flaying techniques. • Training on improved de-fleshing & de-fatting techniques. • Training on improved preservation and processing methods. • Introducing improved low-cost drying structures. • Developing/improving market linkage by exploring new markets and traders.
Fish	<ul style="list-style-type: none"> • Training of fisher folks on improved preservation techniques (drying and smoking) and production of other VA products. • Training of fisher folks on hygiene and sanitation. • Introduction of low cost drying and smoking kilns. • Market linkages through promotion of collective marketing.

Source: Evaluation Team analysis

²⁶ Capacity development of the team proved quite difficult during the last year of project life, in consideration of time constraints, staff turnover and bad connections (internet access often not being stable/reliable) (source: UNIDO communication to the evaluation).

Overall the value chain strategy implementation addresses only a fraction of each value chain bottlenecks with major focus on training, introduction of equipment with the processing centres; there was some limited success in linking producers with buyers for two of the five value chains: sorghum and groundnuts.

The evaluation notes that the project intervenes more at a micro level, and strategies failed to address value chain issues at macro and meso-level.²⁷

Strategies did not address important enablers for value chain and business development including for instance:

- Access to finance
- Access to inputs and equipment (example of fishermen needing fishing tools)
- Policy, legislative and regulatory framework
- Sustainable extension services support to value chains
- Entrepreneurship development
- Quality support mechanisms

The evaluation did not identify benefits that could be attributed directly to market analysis and or to value chain strategies²⁸; the outputs under the first component did not produce outcomes for the project targeted beneficiaries.²⁹

JC 1.2 Access to value chain technology improved (Output 2)

Under the second component the Project supported:

- 1) Establishment of the Agro-processing Centres
- 2) Improvement of slaughterhouses
- 3) Reducing post-harvest losses

JC 1.2.1 Establishment of Agro Processing Centres (APC)

The Project set up APCs to increase access to value chain technology. Out of an initial target of 4 APCs³⁰ by the end of the project only two Centres were operational, in Ayien and in Kangi (the only accessible Centres during COVID-19). These centres were chosen as the focus of the intervention for the additional period granted with addendum 5 and 6.³¹

In both cases the project managed to establish centres for processing of sorghum and groundnuts, which serviced farmers and near-by households. These two centres provided, to a certain extent, an improved access to value chain technology, functioning as service providers for the duration of the project. The majority of the evaluation survey respondents appreciated APC services in consideration of “*easier accessibility to grinding services*”.

Best practice for APC: Ayien groundnut processing; With relatively high groundnut production in Ayien, the groundnut paste making machine is always in operation. Local residents mostly women and girls, bring their groundnut to the APC for groundnut paste making either for home consumption or for sale in local

²⁷ The design of the project as part of the ZEAT BEAD Programme was not specifically done to target the meso and macro level” – Communication from UNIDO October 2018

²⁸ The finding is supported by lack of evidence of planned outcomes and or measurement of outcomes under project M&E system. Interviews with project staff and stakeholders did not reveal any planned or unplanned outcomes for these products.

²⁹ Targeted beneficiaries include “individual and group value chain actors” (Project Progress report n.5, UNIDO, 2020)

³⁰ Initial target was 4 APC. With addendum 5 UNIDO proposed to increase the number to 5, but this was again reduced to 4 with addendum 6, given movement restrictions posed by COVID-19 pandemic shortly after getting access to additional funding approved with addendum 5 (Source UNIDO Communication to the Evaluation).

³¹ Source UNIDO Communication to the Evaluation).

markets. The machine remains in fairly good condition after close to two years in operation and the engine has not yet been overhauled due to good handling and management. (Source: APC assessment report, Nov 2020, UNIDO)

Both in Kangi and in Ayien the evaluation observed how APCs depended significantly on the project for their sustained operation (see sustainability analysis, chapter 3.3). The APC model promoted by the project, was not effective in establishing viable businesses, promoting local entrepreneurship and developing APC ownership across stakeholders. This finding is supported by the observation that after 5 years of protracted effort, APCs did not manage to produce viable businesses.

Local communities perceived³² these facilities as a support from donors and often questioned the need to pay for the services received.³³ The limited interest of paying for services is a consequence of conditions of poverty and vulnerability of local population, as well as the donor driven economy and free hand outs of inputs and services provided over recent years by other donor efforts in the region.

The project made micro attempts (also referred to as “pilot” attempts) to support entrepreneurship development, including through training, trying to create brands, labelling and marketing of products. However, there was no coherent overall strategy to support entrepreneurship development.

The evaluation attributes the limited capacity of the APCs to promote entrepreneurship and viable business to inadequate design and uncritical application of the PPP paradigm to the Greater Bahr el-Ghazal Region (see design analysis in chapter 3.6), a challenge which was compounded by a particularly unfavourable context (see analysis of the PPP approach below). Efforts made in 2020 to change the APC approach and strategy were constrained when project team experienced resistance in making any drastic change to the management structure.³⁴

Critical shortfalls of the project design include the lack of consideration of viable alternatives to promote private sector development during the EU-led formulation phase, leading to critical rigidities that affected the project throughout its life (see box 1); subsequent shallow studies for market analysis (2015), value chains strategies (2015) and business plans development (both 2015 and 2020 versions) did not address the inadequacy of the APC set up; when stakeholders, by 2020, realized that the model was not working and that alternatives should be set up, it was too late in consideration of the time shortage compounded by the challenges of the pandemic.³⁵

APC’ assessment report³⁶ highlights three main categories of hindrances, affecting the APCs’ capacity to perform and achieve their goals:

1. Mechanical problems and frequent breakages of APC machinery
2. Lack of transparency and poor financial management
3. Extremely low volumes of commodities being processed, due mainly to low production capacity and dependency on food assistance.

Evaluation site visits to the APCs in Ayien and Kangi³⁷ showed that the following records were not available from the Private Sector and or Government Officials:

- Number of clients
- Grains received and processed

³² Community Focus group discussions and personal communication of one APC private operator.

³³ Source: 2017 end of the year UNIDO report

³⁴ Source: APC restructuring report (UNIDO, 2020)

³⁵ Source: Evaluation team interviews with project stakeholders.

³⁶ APC Assessment Report, UNIDO, Nov 2020

³⁷ April 2021

- Expenditures (fuel, maintenance, personnel, other)
- Revenues, with analysis of profit and losses

It is to be noted that most small and informal businesses in the project area do not adopt written records, and they lack an established culture and practice of writing and bookkeeping.³⁸ This information was provided to the evaluation team by the project monitoring system (see Annex 7).³⁹

The PPP approach

The project progress report 5 (August 2020) refers to challenges constraining APC effectiveness, including “*management struggling with record keeping and maintenance*”, “*inefficient management models*” and the need to “*review the PPP approach and to strengthen the management structure*”.

The analysis of the APC model revealed how the partnership between the private and the public sector does not work under the conditions existing in the Greater Bahr el-Ghazal.⁴⁰

Previous studies indicate that the effective setup of PPPs requires several conditions that were not in place:

- The analysis of PPP by AMTIP Project (also part of ZEAT BEAD) points how “*PPP as concept is not yet fully accepted at state, county or town administrations and faces sometimes strong objections*”⁴¹;
- The South African Institute of International Affairs study to establish PPP in Africa made several recommendations for the setting up of PPP for the APCs, including:⁴²
 - Conduct country-specific reviews of the institutional and legal environment for PPPs
 - Conducting a thorough sector need analysis, consider options and implement a thorough feasibility study
 - Develop multi-year budget framework to assess affordability of projects for specific institutions
 - Address the issue of cost recovery
 - Encourage competition
 - Build effective regulation
 - Develop capacity at national, provincial and municipal level
 - Set up mechanisms to root out corruption, pre-empt public complain and suspicion
 - Define the investment obligations of the private sector
 - Form partnerships with experienced private operators

By the end of the project, and with only two APCs functional, many stakeholders⁴³ expressed their doubts of the capacity of the APCs to maintain their activities beyond the project life span.

Box 1: Alternative approaches for business development and value addition.

Processing of sorghum and groundnuts is an activity successfully established by several small entrepreneurs in some local markets, including Wau and Aweil. The project could have achieved its goals

³⁸ Bar el Ghazhal is a fragile and fluid environment where businesses cannot be expected to operate it in the same way as in other parts of the continent (source: Project stakeholder interview with evaluation team)

³⁹ Evaluation team interviews, 27 May 2021

⁴⁰ “... a PPP model in an environment of low governance, hyper corruption, lack of government resources and systems that can't support its civil servants will make it very difficult to create a viable business”, quote from stakeholder interviews.

⁴¹ Action Document § 2.1.1.2 Results

⁴² Such guidance need to be tailored to the specific context of South Sudan. The recommendations drawn from the study bear a significant relevance to the situation of the project area.

⁴³ Evaluation team interviews with project staff, private sector stakeholders and government officials, April 2021

by supporting an enabling environment for these operators, rather than considering them as “competitors” of the APC and eventually undermining their fragile businesses. Alternative approaches could have been considered during project formulation and inception stages of implementation, as the support to farmers’ groups (including women groups) through the purchase of basic processing equipment and building their capacities for sustainable operation.⁴⁴

The project management has been earnestly struggling, from the beginning to the end of the project, to address the various and continuous challenges raised by PPP and APC management and operation. After 2019, several stakeholders realized the model was just not viable in the specific context, but contract rigidities, resistances to change, contextual factors and a short timeline⁴⁵ did not allow to seek for alternative approaches, with the participation of value chains private sector.

Business Plans development: Business plans were developed for the APCs first in 2015 and then adjusted in the last year of the project (2020/21). The 2015 version was developed by a consultant without involvement of the private sector and was flawed by approximations and unverified assumptions, including over optimistic supply figures, many costs not accounted for and not considering inflation. It is noted that very few agro-processing micro-entrepreneurs were (and are) present in the region, but their capacities, priorities and views would have been essential to define the feasibility and eventually support the design of a sustainable strategy for private sector led agro-processing development.

The revised version in 2021 addressed some of the initial drawbacks and included a consultation with stakeholders. Figures of revenues and costs in this version express stakeholders’ expectations. This recent version of the business plan should be considered as a strategic guidance for stakeholders, setting ambitious targets aimed at encouraging stakeholders in expanding the business. Business plans cannot be considered an operational blueprint, as crucial elements need further analysis. The projection of revenues based on expected supply of sorghum and groundnut appears unrealistic, considering present and past levels of production. For instance, projection of costs (in excess of €15,000 per month)⁴⁶ appear disproportionately high compared to current revenues (approximately €4,000 to €5,000 per month).

The plan does not explain who will bear responsibility for losses, how the cash flow will be assured and by whom. **The plan also does not explain how APC finances and cash will be managed in consideration of the absence of financial institutions in Ayien and in Kangi.** Management capacities, entrepreneurship development, conflicts or disagreements between private and public sector (local authorities especially at County levels) are also not addressed.

JC 1.2.2 Improvement of slaughterhouses

With addendum 5 (August 2019) the project was assigned with the additional task of “*Developing and implementing a sustainable operation and management plan for 2 Slaughterhouses*” in Wau and Aweil, an intervention under the umbrella of ZEAT BEAT programme that was left unfinished when GIZ, one of the project implementers, closed its cooperation with South Sudan in 2017. ZEAT BEAD mid-term evaluation identified structural challenges linked to this intervention in 2018, including a poor design, the lack of viability of the PPP set up, issues of financial, technical and institutional sustainability, and the need to support the downstream market environment.

UNIDO supported the two slaughterhouses with an assessment of both facilities’ operations, the preparation of a Revised Business (Operational) Plans, the provision of food safety and hygiene training

⁴⁴ Such option was considered by project management for a 5th APC in Aluakuak.

⁴⁵ UNIDO was not able to mobilize an international expert to develop a new viable model for business development (as foreseen by addendum 5), due to the travel restrictions related to COVID19 (*Source: stakeholder interviews*)

⁴⁶ The increase of costs is due to the variable component, matching the increased revenues projected by the study (*Source: analysis of financial projections by the evaluation team*)

for butchers and slaughterhouse operators, and equipment. The project supplied headlamps to butchers in Wau slaughterhouse and solar panels were installed in Aweil.

During the evaluation mission, butchers were interviewed in Wau and Aweil (survey, form D1); Answers converge in a positive appreciation of UNIDO support, as better equipment, tools and clothing contributed to create a safer and more efficient environment for the butchers and better hygienic conditions for the meat. Perceived benefits include: *“Higher quality of meat as well as hygiene”*. *“Environment has been kept tidy and clean”*. *“The quality of the meat has improved due to the vast amount of training and better tools and clothing like the wheelbarrow and apron. The consumers benefit from cleaner and higher quality and quantity meat when purchased from the slaughterhouse”*.

According to local operators several challenges continue, including *“limited commitment and conflicting priorities from the private operator”*, *“roofing and lighting remains a challenge (which may force the facility to close during rains)”*) and *“poor maintenance”*.⁴⁷ Waste management, an aspect not included in the contract with UNIDO, needs as well to be addressed.

The issue of sustainability of the support received was raised by key informants as *“the current equipment and tools will maintain the slaughterhouse for the next six months and will then need to be replenished”*.⁴⁸ The project attempted to address sustainability with a cost recovery plan and with training, but issues of trust, lack of transparency and accountability on the side of the slaughterhouse management committees have been an obstacle to the operationalization of the cost-recovery mechanism.

All the interviewed operators agreed that the greater concern is the price of meat rather than the quality of meat, questioning the correctness of the original EU-GIZ project which assumed local demand and priority for quality meat.

UNIDO completed satisfactorily the task of improving the operation on both sites; the structural issues related to the initial design of the project still remain to be addressed.

JC 1.2.3 Grain storage and post-harvest losses reduction

Grain storage facilities were provided to 934 farmers. Capacity building supported grain storage and post-harvest losses with the following activities:

- Training of metal workers on fabrication of improved storage structures (metal bins/silos)⁴⁹
- Training of farmers on post-harvest management and storage of food grain crops⁵⁰
- Training of trainers on post-harvest Management and storage of food grain crops⁵¹

⁴⁷ At the end of the project, a Wau slaughterhouse owner invested 5,000,000 SSP into a new slaughter slab for shoats and started construction of a roof (UNIDO communication to the evaluation, September 2021).

⁴⁸ UNIDO facilitated cost recovery system towards the end of addendum 4. Lack of transparency and accountability on the side of the slaughterhouse management committees have been an obstacle to the operationalization of the cost-recovery mechanism. Butchers remained reluctant to continue contributing their money as long as they have not received proper record of utilization of their previous contributions. In an incident in Aweil, it was reported that the SMC using butcher contributions for other purposes instead of new tools post-project. UNIDO used training “Supporting sustainable operations and management: financial literacy training and business coaching” to re-engage actors on this issue to encourage the Ministry and SH management to find a solution. (Source: stakeholder interviews)

⁴⁹ January 2016, 20 participants

⁵⁰ November to December 2016, 475 participants; Training producer groups on improved post-harvest techniques (drying and storage) including primary processing and value addition Introduction of manual and mechanized sorghum processing units

⁵¹ December 2016, 38 participants

By the end of the project (2020) a study on post-harvest losses control was launched but⁵² could not be completed due to the pandemic and by August 2021, there was no evidence of a study report.⁵³ However, towards the end of September 2021 a communication to the evaluation team informed that a report had been finalized, showing that “*hermetic technology of PICS bags is a good alternative to extensively used storage units*”.⁵⁴

A quantitative analysis of benefits is not available for this component. Interviews with farmers show that project support to grain storage and post-harvest losses reduction was appreciated by beneficiaries. Testimonies of projects benefits include “*decreased post-harvest losses for groundnuts, and better storage facilities*”.

This component addressed a relevant window of opportunities to reduce losses, increasing grain quality during storage and improve food security. Economic savings for grain storage techniques are estimated by an FAO study at USD 12.5 per 100 kg hermetic bag.⁵⁵ It deserved accrued attention and a more strategic approach, looking at sustainability and opportunities for expansion beyond the 934 direct beneficiaries of storage equipment.

Research was not required, particularly at the end of the project, due the ample offer of studies and on shelf technology for sorghum and groundnut storage in the region.⁵⁶

JC 1.3 Capacity of value chain operators strengthened (Output 3)

The Project implemented 31 training events, with a total number of 1,491 participants.⁵⁷ Each event had an average duration of 3.5 days, and an overall delivery of 109 training days. The list of all trainings is detailed in **Annex 8** and the table below summarizes for the main training topics for each value chain.

Trainings were delivered in a workshop format, over two periods:

- 2016 to 2017: 10 workshops amounting to a total of 52 days.
- By end of the project (September 2020 to January 2021): 20 workshops and a total duration of 57 days.

They were designed to strengthen specific set of skills for value chain stakeholders including a) farmers

⁵² Assessment of storage strategies associated with post-harvest losses in on-farm grain storage for sorghum in South Sudan, UNIDO

⁵³ Compensation was provided to the farmers, to avoid risks of disrupting supplies of key commodities

⁵⁴ Communication from UNIDO to the evaluation: “*There were a number of challenges to the research due to COVID-19 but a report has been completed and will be shared. Overall, the study demonstrated that hermetic technology of PICS bags is a good alternative to extensively used storage units: polypropylene bag, for sorghum storage in smallholding farms in South Sudan. PICS bag with the combination of storage in brick silo shown to be more effective in reducing weight loss and seed damage percentage due to insects for preservation of sorghum grain in on-farm condition of South Sudan. Application of improved storage strategies such as PICS bag in brick silo, PICS bag in hut and metal silo in hut can help in reducing the incident of weight loss and seed damage percentage due to insects.*”

⁵⁵ FAO, 2017 post-harvest loss assessment, recommended solutions and strategies

⁵⁶ See for instance: Post-harvest loss assessment in cowpea, maize and sorghum selected supply chains in Burkina Faso and recommended solutions and strategies (FAO, IFAD, WFP, 2017),

- Groundnut Production and Storage in the Sahel: Challenges and Opportunities in the Maradi and Zinder Regions of Niger;
- Assessment of groundnut research achievements in the savannah regions of West Africa(1) R. Schilling (and SM Misari;
- Effect of Sources and Storage Conditions on Quality of Sorghum Seeds *D. P. Mamiro and G. Clement Department of Crop Science and Production, Sokoine University of Agriculture;
- Feed the future (USAID) improved drying,
- Storage Techniques Make Groundnut Farmers More Resilient;
- Journal of storage product research, Purdue Improved Crop Storage (PICS) bags for safe storage of groundnuts;
- Grain storage and insect pests of stored grain in rural Niger

⁵⁷ It should be noted that the same persons attended the same training several times, so the total number of beneficiaries is lower than the total number of participants.

(including for production and post-harvest techniques), b) APC operators and maintenance staff, c) government officials, d) butchers and slaughterhouses operators. Two workshops also addressed capacities for rice value chain (for operators of Aweil rice scheme) and fisher-folks. One five-day training session was designed to support skills for a Team of Trainers.

Participants' gender ratio shows a participation of women ranging from 50% (farmers) to less than 10% (operators of machines, slaughterhouses, government officials). The majority of attendants were men, reflecting the stakeholders' gender ratio, particularly across government officials, and private sector operators. Specific groups as butchers, flayers, welders, APC operators did not include women, reflecting the scarcity of women in these professions. In these cases the project had no choice but to train more men than women.

Training for farmers had a significant participation of women, ranging between 35 and 58%. Also a meaningful participation of women is observed in training related to financial literacy and business development (approximately 30% of participants).

Table 5: Summary table - trainings by value chain and number of participants

Value Chain	Beneficiaries	Main Events and key topics	Attendees	% Women
Sorghum and groundnuts	Farmers	• Post-harvest management and storage	475	35
		• Sorghum and groundnut processing methods	297	58
			30	36
			30	53
Sorghum / groundnuts	ToT	• Post-harvest management and storage	38	13
Sorghum / groundnuts	Machine operators, Welders	• Operation and maintenance of power tools and equipment • Fabrication storages	26	7
Sorghum / groundnuts	APC stakeholders	• Management, accounting, bookkeeping	109 9	10
Sorghum / groundnuts	APC stakeholders	• Operation and maintenance of APC equipment	5	10
		• Financial literacy and business management	5	
		• Management, accounting, bookkeeping	4	
		• Business development	5	
		• Business coaching	5	
Meat, hides and skins	Butchers, flyers, government officials, traders	• Slaughtering, flaying, de-fleshing and de-fatting techniques	40 40	0-4
		• Food Hygiene/Occupational Safety	46	
		• Financial literacy training and business coaching - slaughterhouse	42	
		• Refresher, slaughtering, hygiene and occupational health		
		• hide and skin production and processing		
Fish	Fisher folks	• Fish handling and preservation		
Rice	Aweil rice mill staff	• Reaper, Thresher and Rice Mill	30	0

Source: Training data from Project M&E (see also Annex 8), elaborated by Evaluation Team

Training results: The analysis of the capacity building effort allows to point to the following findings:

- An important number of capacity building sessions supported the development of a range of relevant skills across a meaningful number of value chain operators.

- The large majority of stakeholders interviewed by the evaluation mission agreed that trainings proved relevant and useful. They also indicated that, thanks to the training, performances across value chains have improved⁵⁸. Perceived benefits include:
 - Improved production of sorghum and groundnuts; (it should be noted that the evaluation did not gather evidence of increased production as a result of project activities);
 - Reduced losses from storage
 - Improved quality and hygiene of meat
 - Improved maintenance of APCs
 - Improved record keeping
 - Overall improved performances of APCs
- Trainers often measured skills before and after the workshops⁵⁹ providing evidence about changes in knowhow and skills. The project's M&E developed a composite indicator dedicated to the adoption of skills (see table 6 below). Only in a few cases did the project track changes in behaviours and performances related to the application of improved skills⁶⁰, thus limiting the possibility to quantify the outcomes of the capacity building effort.
- Project staff gathered positive indications that, thanks to the trainings and the protracted project support, some mind-sets and behaviours are starting to change. Positive indices include⁶¹:
 - APC operators showing increased self-initiative, with incipient signs of entrepreneurship
 - Increased commitment and continued presence of APC operators
 - Positive and improving perceptions of the communities of APC services
 - First examples of improved record keeping
 - APC operators developing an operation and maintenance check list
 - Farmers adopting improved techniques on post-harvest management

These indications have been observed particularly after the last batch of workshops, delivered over the last 6 months of activities.

- Contextual factors affected training: project locations being dispersed across a large area and difficulties in mobilizing personnel due to limitations on travel (2020). During the pandemic protocols had to be followed and training was offered to smaller groups. Also beneficiaries faced challenges for longer-term training which clashed with their daily household chores. A high turnover of government officials also limited the effectiveness of the training.
- The nature of the training events (workshops with average duration of 3.5 days) is designed to address specific gaps and support short-term improvements in skills and, eventually, in behaviours. However short workshops, for their nature, are not designed to achieve transformational changes.

Box 2 Transformational changes, definition

“Transformational change embodies the concept of institutionally sustained results - consistency of achievement over time. It excludes short-term, transitory impact. Positive development results are real and sustained improvements in the lives of people, households and communities.” Source: UNDP, Supporting transformational changes

- Patterns of behaviours for farmers, private sector operators and government officials are affected by

⁵⁸ Source: interview notes from field mission, April 2021

⁵⁹ Source: Interview with UNIDO project management

⁶⁰ “The project team tried to pick a few selected areas that could be practically measured to give an indication on changes during the short period from having access to additional funds approved with addendum 5 till end of implementation (approximately 1 year)” Source: UNIDO project staff communication to the evaluation team, April 2021

⁶¹ Source: Communications of UNIDO project management to the evaluation team, March and April 2021

the broader context, including, to mention a few, social norms, the political context, the institutional set up, the security situation.⁶²

Project induced changes may require years of continued efforts, with the concurrence of successful demonstrations and supported by positive contextual changes. Short workshops may be considered important steps initiating a long-term process of change, but cannot achieve “*real and sustained improvements in the lives of people, households and communities*”.

- The project training effort did not support the development of sustainable capacity development mechanisms (with the exception of a 5-day training of trainers’ event).

Table 6: Summary table - % of trainees adopting selected training skills

Topic of training	Selected skills to be adopted	% trainees adopting select skills
Food safety and occupational safety for hides & skins value chain	• Use of PPE	35%
	• Adherence to SOPs related to Occupational Safety and Health (OSH)	18%
Operation and maintenance of APC equipment	• Ability to maintain APC equipment	100%
Operation and maintenance of APC equipment	• Ability to fix most common problems affecting operation of APC equipment	100%
Post-harvest management	• Adherence to recommended drying practice	100%
Post-harvest management	• Adherence to recommended cleaning practice	63%
Business management	• Ability to prepare cash book	55%
Business management	• Ability to prepare profit/loss statement	55%

Source: UNIDO Project monitoring system (May 2021)

External factors affecting the project effectiveness; Effectiveness was affected by several concomitant external factors that limited the capacity of the project to deliver results, hindering the implementation according to the project’s theory of change and expected transformation process:

- Steep and rapid deterioration in the political climate and security conditions affecting farmers’ production capacity.
- Decreased capacities and resources of national institutions.
- Creation of new states (December 2015) modified the existing structure of state ministries and counties with a significant negative impact on local administration resources and capacities.
- Constraints related to security and the economic context limited the development of local markets and anticipated accrued volume of trade.

⁶² For instance, small farmers capacity and willingness to change their farming may depend only to a very limited extent from their know-how of farming techniques. Household farming decisions will be determined by several variables including the conditions of security, the household labour availability, the willingness to face risks (the poorer the farmer, the less likely that she/he engages in change and takes risks), external support, quality of rains and many other factors. Poor farmers’ households, living in the difficult and unsecure environment of Greater Bahr el-Ghazal, are likely to adopt very conservative behaviours, privileging risk minimizing strategies over the risks of innovation.

- Assumptions about positive synergies with other ZEAT BEAD projects, aimed at enhancing farmers production and marketing surpluses did not materialise. There are several reasons for this, including the fact that ZEAT BEAD interventions targeted a different group of Counties (a serious ZEAT BEAD programme design shortcoming) and the unfavourable security context which constrained potential increases in production.

2.2 EQ 2 - PROGRESS TOWARDS IMPACT

How likely is the project to contribute to long term goals of food security and increased income for rural communities in the Greater Bahr el-Ghazal Region?

Summary response

Stakeholder testimonies indicate how, in the difficult and insecure context of the area, the presence of a project and the access to processing services were highly appreciated by beneficiaries. Impact includes evidence of initial behavioural changes across several group of actors.

Changes in terms of rural households' food security and income should be considered as extremely limited in consideration of the limited scope of the investment, the size of the area, contextual challenges and the results achieved (see analysis in previous chapter). Clients of APC brought modest amounts of grains for processing (each client would carry in average one 12Kg bag of grains for processing), so the effects at level of livelihoods are modest.

Skills development may have contributed to support people to sustain themselves and create opportunities. The evaluation did not find evidence of impacts on local businesses and entrepreneurship development.

APC provided inclusive access to their services and the evaluation team did not observe any evidence that certain groups or individuals were excluded from accessing APC services. Nevertheless, the project, also given the contextual challenges experienced in 2020, missed the opportunity to strengthen its inclusiveness by not conducting specific studies dedicated to diversity and inclusion, conflict sensitivity analysis and political economy. Target groups were vulnerable farmers, a good majority of whom were women. The project design and M&E system could have strengthened to address and monitor the inclusiveness dimension, vulnerability targeting and benefit distribution across social groups.

Local entrepreneurs were considered as "competitors" and the project did not manage to strengthen value chains through entrepreneurship development. The project may – unfortunately – have contributed, with mainstream donors' interventions, to consolidating a mentality of "project dependency" across stakeholders.

Conditions were not in place for the building of a PPP and tensions and distrust have been evidenced within PPP relationships. Consequently, the set up hindered the good governance and transparency of APC financial management.

Impacts were also diluted by the overall ZEAT BEAD programme strategy, which had limited capacity to build effective synergies across components beyond the positive effects of the road network. The project strategy of allocating the bulk of project resources to micro-interventions (APC), also may have diluted impact opportunities, with high investment and operation costs, burdened by significant management and governance challenges, while dispersed over a large territory.

Conflict, insecurity, weak institutions, dysfunctional markets were factors deeply affected project capacity to contribute to its long-term goals.

Overall assessment of impacts: Impacts in terms of rural household's food security and income should be considered as extremely limited in consideration of the limited scope of the investment, the size of the area, contextual challenges and the results achieved. **The project did not impact on local businesses and entrepreneurship development.** The evaluation observed how the protracted project support and training organized under Component 3 sorted beneficial effects manifested by initial changes of behaviour in APC operators and stakeholders.

JC2.1 The extent of the project's contribution to long term goals and potential contribution to impacts, positive or negative

Positive perceptions of APC users

The evaluation team, during field visits and interviews with APC stakeholders gathered positive statements from farmers' and women in Kangi and Ayien, sites where the APCs are operational, expressing the satisfaction with the presence of the APCs and the support received by the Project. Below excerpts of such testimonies:

- *"The APC is the life of the Ayien Community"*⁶³
- *"It is strongly recommended that such facility should be constructed in the other Bomas of this community to reduce the burden of walking for a long distance to look for where to process sorghum and groundnuts"*⁶⁴.
- *"The project is geared towards providing an opportunity for the community to not only reduce poverty but also to build relationship, have a space to interact and to discuss issues related to the development of their own community and to know themselves better"*⁶⁵

APC users perceived project benefits in terms of time and energy savings; additional testimonies of benefits include perception of *increased yields* and *decreased post-harvest losses for groundnuts, business management, less travel distance for seed grinding and better storage facilities*.⁶⁶

The owner of a small local food stall in Ayien started serving a mix of sorghum and groundnut porridge in her local restaurant, pointing this as a positive effect of the project

These testimonies indicate how in the difficult and insecure context of the project area, the presence of a project and the access to processing services are highly appreciated by beneficiaries.

Behavioural changes: The evaluation observed how project support and the training organized under Component 3 resulted in beneficial effects manifested by initial changes of behaviour in APC operators and stakeholders. Indices of such changes include an increased commitment of private sector operators, improved record keeping, improved sanitary conditions in slaughterhouses and improved farmers practices for grain storage.

The evaluation did not find evidence of behavioural changes supporting local entrepreneurship.

Impact opportunities for food security, improved livelihoods and incomes

Notwithstanding these indications of changes in behaviour, project-induced changes, in terms of rural household's food security and income, should be considered as extremely limited. This is as a result of the limited scope of the investment, the size of the area, contextual challenges and the results achieved (see analysis in previous chapter); the finding is supported by the following information:

- The APCs services were accessible in only two sites where UNIDO could continue its work since the fall of 2018. They were available to a limited number of farmers and for a limited period of time. APC records show that daily users brought an average amount of 12 Kg (4 Maluas)⁶⁷ of

⁶³ Farmer, Ayien, April 2021

⁶⁴ idem

⁶⁵ Evaluation interview with Government official, Ayien, April 2021

⁶⁶ Evaluation beneficiary survey, April 2021

⁶⁷ Amount based on UNIDO data on customer traffic. UNIDO suggests that average amount is likely to be higher if based on individual users (*UNIDO communication to evaluation team*)

sorghum or groundnuts for processing and spent an average 450 SSP (€ 3.2) in processing services. These amounts are too small to produce impacts in livelihoods and food security.

- The evaluation did not observe effects that may impact on households and communities' food security and nutrition.
- APCs did not support increased revenues and or incomes for farmers and their households; 13% of users accessed APCs for the purpose of onward selling of the product in particular in Ayien,⁶⁸ providing some limited benefits (value added related to 12 Kg of grains, deducted from the processing costs) to approximately one thousand users. Also, APC users may have saved money for transportation and time avoiding travelling to distant processors in other markets.
- Farmers households could mill sorghum and grind groundnuts manually at home. Therefore, the opportunity cost of the operation should be considered as extremely low (cost of unskilled family labour). It should be noted, however, that spare time created by using the APC services could be used in diverse family and social chores, contributing to improve livelihoods of beneficiary households, particularly for women and children

The project monitoring and evaluation system did not measure changes of rural households' food security, livelihoods or incomes⁶⁹. Interviews with Project staff indicated how contextual challenges limited the project's capacities to track benefits at farmer level, the interrupted timeline, with short extensions parted by periods of inactivity and, since 2020, the limited field operationality caused by COVID 19.⁷⁰

The project did not impact on local businesses and entrepreneurship development. This finding is supported by the following evidence:

- The project, using the APC models, did not set up viable businesses (see analysis of APC in section 2.1 and analysis of sustainability in section 3.3)
- The project dedicated some activities to entrepreneurship development, including training and marketing support, but this was not the main a focus of the intervention. It did not provide a strategic approach to promote entrepreneurship in value chain development
- The project considered local agro-processors as "APC Competitors" rather than a genuine expression of local entrepreneurship: as mentioned in the "APC assessment" *Additionally, Gok machar APC has suffered a great deal of competition from several milling machines owned by private business operators in the market Centre*⁷¹ It should be noted that very few agro-processing entrepreneurs were present in the region, and that out of the four APC locations, micro-businesses were in place to mill sorghum and grind groundnuts only in Gok machar market.
- Value chain strategies were developed in 2015 with a fair consultation of private sector stakeholders, but without their real participation and ownership of key project strategies.⁷² Although very few micro-entrepreneurs were present, sustainable project strategies should have informed by their views, needs and priorities.

⁶⁸ UNIDO communication to the evaluation team and project progress report, 2020

⁶⁹ Source: a) Evaluation Team review of M&E tools and indicators; b) Interview with Project staff and M&E advisor

⁷⁰ When a new project team came to institute the M&E system in early 2020, it had to make practical decisions on key indicators to collect data for and at the appropriate level of costs. Baselines on food security were not available.

⁷¹ Sources: Project Report, UNIDO, August 2020; APC assessment, UNIDO 2020

⁷² Sources: review of market analysis and value chain strategies (UNNIDO, 2015); Evaluation Team interviews with private sector operators

Table 7: Impacts Opportunities (farmers and rural households' food security, income and livelihoods)

Project results and activities	Impact opportunities	Sources
Value Chain Strategies	<ul style="list-style-type: none"> Value chain strategies did not directly affect farmers livelihoods, income and food security (but could have) 	<ul style="list-style-type: none"> <i>Evaluation assessment of strategies</i> <i>Interviews</i>
Grain storage techniques	<ul style="list-style-type: none"> Grain storage techniques: economic savings estimated at USD 12.5 per 100 kg hermetic bag. 934 bags were distributed 	<ul style="list-style-type: none"> <i>FAO, 2017 post-harvest loss assessment, recommended solutions and strategies</i>
APC services	<ul style="list-style-type: none"> Limited effects on farmers, rural households and communities Limited positive effects on private sector and micro-entrepreneurs 	<ul style="list-style-type: none"> <i>APCs assessments</i> <i>Interviews with farmers</i> <i>Contribution Analysis of project activities</i>
Slaughterhouses	<ul style="list-style-type: none"> Improved hygiene of slaughtered meat in Wau and Aweil; limited impact on meat consumers (note: hygiene improvements needing to be consolidated in slaughterhouse and to be extended to the value chain (transportation, marketing) Limited effects on farmers, rural households and communities 	<ul style="list-style-type: none"> <i>Slaughterhouse assessment</i> <i>Interviews</i>
Hides and skins value chain	<ul style="list-style-type: none"> Limited effects on farmers, rural households and communities 	<ul style="list-style-type: none"> <i>Progress reports</i> <i>Interviews with beneficiaries</i>
Skills development training	<ul style="list-style-type: none"> Limited effects on farmers, rural households and communities 	<ul style="list-style-type: none"> <i>Project M&E system</i> <i>Training reports</i> <i>Interviews with beneficiaries</i>

Source: Evaluation Team

Social Inclusiveness, Creating Shared Prosperity: statements by Government officials point to an inclusive access of all residents to the APC “*All the farmers in Ayien and the other 5 neighbouring Bomas have unlimited access*”.⁷³ The evaluation did not observe any possible exclusion of access to the APCs services.

The project did not conduct preparatory studies for:

- i) diversity and inclusion,
- ii) conflict sensitivity analysis and
- iii) political economy analysis (applied for instance to the distribution of APC revenues).

Addendum 5 foresees the implementation of conflict sensitivity analysis, and the activity was almost contracted but the pandemic in 2020 did not allow its implementation. These studies would have been important to guide and strengthen an inclusive approach. Given the ethnic tensions pervading South Sudan and the risk of supporting discriminatory policies applied by conflicting parties, the studies would have provided useful insights into optimising project results.

⁷³ Evaluation Team Interview with Government official in Ayien, April 2021

The evaluation also observed that the project's M&E system considered gender disaggregation where relevant. However, it did not measure the inclusiveness of its approach and was not specifically designed to target vulnerable groups. Therefore, it did not track benefit distribution across ethnic groups.

Negative impacts

The project contributed to some counterproductive effects:

1. APC contributed to the building up of a mentality of “project dependency” across stakeholders. After six years of project support, evaluation interviews brought to evidence that many stakeholders envisage a continued UNIDO support to cover APC operations, including for costs of fuel, repairs, maintenance and conflict resolution.
2. The PPP, built when conditions for such partnership were not in place, generated tensions and distrust, an effect of the difficult partnership between public and private stakeholders for the management of the APC.⁷⁴ Interviews and project reports point that the restructuring of APCs in the final phase of the project to address some of these tensions.

Project contributions to a sustainable environment are discussed in EQ 7.

JC 2.2 To what extent did the project contribute to developing a “value addition” model replicable in other parts of the country?

Broader adoption: Opportunities for replicability and a broader adoption in the specific context of South Sudan can be considered for specific activities, including:

- **Developing “project sponsored service provision centres”,** as an approach to help communities bridge the transition between emergency, recovery and development. Such centres can also help stimulate positive dynamics within and across communities, promoting dialogue across stakeholders, supporting participatory planning and conflict resolution and eventually, gradually evolve into a market economy. New management mechanisms should be identified, but PPP should be avoided under the current political and social circumstances. Such an approach would aim at providing short-term conflict alleviation benefits to local communities. The approach should be effective in supporting micro-enterprises and private sector development.
- **Supporting grain storage and post-harvest losses:** This group of activities represents a window of opportunity: on-the-shelf technology is readily available and future projects should avoid a research approach built-into project implementation. This is particularly unhelpful when households are poor and the environment insecure. The project did provide compensation to the farmers, which is a good practice and helps avoid the risks of disrupting supply, in a context of high vulnerability.

JC 2.3 To what degree did conditions of conflict, insecurity and other external factors, constrain the achievement of impacts?

Conflict, insecurity, weak institutions, dysfunctional markets were factors defining the development context in South Sudan. They deeply affected project stakeholders and constrained the capacity to deliver development interventions. The project was designed in 2011/12, when hopes for peace, state building, market economy and rapid economic growth ran high. Unfortunately, the context suddenly changed at project start up and conditions deteriorated over the following 6 years. These conditions persisted throughout the period and resulted in:

- Limited access to the project area.
- Insecurity concerns at all levels.
- Unclear position vis à vis the Government and national institutions.
- Weaker institutions.
- Lack of farmer incentives to increase production.

⁷⁴ Several converging sources, including interviews with Government officials, Interviews with Private Sector and farmers, interviews with UNIDO staff, APC assessment report (UNIDO, 2020).

- Lack of incentives for private sector and business development.
- Limited marketable surplus for selected value chains.
- Limited consumers' willingness to spend for new products.

Nonetheless, the APC and the PPP approaches would have maintained their limitations even in a better environment, in the disconnection from private sector needs and priorities and the very weak social and institutional capacities in place. The APC approach, even under conditions of peace, security and economic growth, was unlikely to produce sustainable long-term benefits in terms of business development and enhancement of entrepreneurship, food security and livelihoods of rural population.

Impacts were also diluted by the project strategy of allocating the bulk of project resources to micro-interventions (APC), with relatively high investment and operational costs, significant management and governance challenges and dispersed over a very large territory. The project has been struggling against these structural challenges and, to a limited extent, promoted some changes at level of the three results.

3. PROJECT QUALITY AND PERFORMANCE

3.1 EQ 3 - Relevance

To what extent did the intervention respond to the needs of the beneficiaries and stakeholders?

Summary response

The project addressed relevant needs of local households, farmers and livestock owners, particularly through its support to sorghum, groundnut and the hide and skin value chains, the setup of APCs and the improvement of 2 slaughterhouses (JC3.1).

After the onset of the crisis and conflict, the intervention's relevance to the priorities of the majority and most vulnerable section of the rural population was weakened. Those needs have been focused on food security, peace, security and protection. Only to a minor extent could the project respond to the priorities of local business and value chain operators (JC3.1).

The project is highly relevant to South Sudan national policies and priorities, as defined by South Sudan National Development Plan and the Agricultural Sector Policy Framework (JC 3.2) and is relevant to EU priorities set by the Strategy for South Sudan in 2011 (JC 3.3).

The goal of enhancing value addition and agro-processing for selected value chains bears full pertinence to UNIDO mandate and priorities, but the project's design and implementation diluted the intervention's capacity to achieve these goals (JC 3.4)

JC 3.1 Relevance to the needs and priorities of target beneficiaries and of the rural population of the Greater Bahr el-Ghazal

The project was relevant to the needs of local households, farmers and livestock owners, particularly through its support to sorghum, groundnut and the hide and skin value chains, the setup of APCs and the improvement of 2 slaughterhouses.

There were very few existing businesses in the intervention area, with few capacities in place. Only to a minor extent did the project respond to the priorities of local business and value chain operators.

JC 3.2 Relevance to South Sudan Government plans and priorities

The project is highly relevant to South Sudan national policies and priorities, as defined by South Sudan National Development Plan (NDP 2011 – 2013) ⁷⁵ and the Agricultural Sector Policy Framework (2012 – 2017). ⁷⁶

The Comprehensive Agricultural Development Master Plan (CAMP, 2015), implemented in line with the national development policies by the Ministry of Agriculture and Forestry, with its primary focus to contribute to food security, has established immediate agricultural development objectives, including

⁷⁵ The South Sudan National Development Plan (2011 – 2013), identifies “...the greatest potential for initial new growth is likely to be from the small- scale private, predominantly family, agriculture and livestock sectors”. Also the Plan specifies that “...to ensure that the economic benefits from improved agriculture and livestock production are fairly distributed and local economies benefit from off-farm agro-processing, it will be critical to support the development of a range of farmer/pastoralist business and producer associations”.

⁷⁶ The Agricultural Sector Policy Framework (2012 – w2017) sets a goal of “Increased agricultural productivity to improve food security and contribute to economic growth and environmental sustainability”. Key policy choices and objectives includes “To Improve agricultural markets and trade through investing in market infrastructure and institutions, and developing value chains, through agribusinesses and value addition, promoting value addition and agro-processing”

“accelerating development and commercialization of strategic commodity value chains”; promotion of value addition and establishment of agro-processing industries is referred to as a required public intervention⁷⁷.

Relevance to National priorities is confirmed by external assessments, including ZEAT BEAD evaluation (2018), Thematic Evaluation (February 2016, Sarah Gray), and the project Mid Term Review (2017).

Adherence to national priorities was built through close consultation during the formulation and design processes with Ministry of Agriculture and Food Security officials and their participation to value chain selection and strategy development.

JC 3.3 Relevance to EU priorities for South Sudan

The project is relevant to EU priorities set by the Strategy for South Sudan⁷⁸ in 2011. The document was developed a decade ago, immediately after independence, inspired by genuine hopes and ambitious goals for the emerging of the new State. The Strategy identifies Natural Resources and Food Security sector as one of the priority intervention sectors: *“The EU lead will develop a sector joint approach with the objectives of transitioning from food assistance to sustainable food security and to supporting SSDP objectives of increasing crop, livestock and fish commodities production. The EU will focus on supporting rural smallholders, including by developing small and medium rural businesses”*.

Since 2013, the social, economic and political context shifted considerably, and EU priorities adjusted to the evolving situation.⁷⁹ The current situation calls for an increased attention to peace building, alleviating suffering and vulnerability of rural population while offering some opportunities to improve livelihoods.

JC 3.4 Pertinence to UNIDO mandate, its priorities and approaches

The goal of enhancing value addition and agro-processing for selected value chains bears full relevance to UNIDO mandate. However design and implementation did not capitalize on UNIDO specific strengths and diluted the intervention’s capacity to achieve these goals.

The EU-TA monitoring mission in 2020⁸⁰ found that *“APCs should be operating as aggregation centres where community members bring their sorghum and groundnuts for value addition, bulking, grading and packaging for onward sell to markets (local or external markets depending on demand). Overall, an APC should be offering a range of business development services to the local population and operate as an economic hub that can spur inclusive economic growth. The mission therefore felt the current design and focus of the APCs is rather limited and, at the moment, only provides milling services to the local population,*

⁷⁷ UNIDO MTR 2017

⁷⁸ EU Single Country Strategy for South Sudan (2011 – 2013)

⁷⁹ Since 2013 conflict, insecurity and natural hazards have displaced nearly 4 million people, with many forced to flee multiple times. The Delegation currently aims at strengthening EU-South Sudan relations by contributing to progressing peace, stability and development in South Sudan, in line with the EU's Global Strategy, the principles and values at the core of the Union's foreign policy. The EU Delegation works with government bodies, parties, civil society, faith based and other stakeholders as well as EU member states and international and regional partners including the UN, African Union, IGAD and the Troika in supporting progress on the implementation of the Revitalised Agreement on the Resolution of Conflict in South Sudan. Progress on the implementation of the peace agreement will determine whether a more peaceful and stable South Sudan will emerge, with which the EU can build a long-term partnership for development cooperation and trade. At the same time, the EU delegation works to address medium to long-term challenges with regard to the protracted humanitarian crisis and chronic underdevelopment, continuing to focus on the provision of humanitarian assistance to the most vulnerable population and support the delivery of basic services such as education, health and livelihoods in the country. Source: Website of the EU Delegation to South Sudan, April 2021

⁸⁰ UNIDO Project Monitoring Mission report: Enhanced local value addition and strengthening value chains, Tonderayi Makumire, April 2020

something already being done by independent local entrepreneurs”⁸¹. The EU-TA recommendations arrived late, as by 2020, with COVID restrictions and only few months left for implementation, there was little margin to reorient APC business services.

By the end the intervention, project sources point that APCs in Ayien and Kangi were producing packaged sorghum flour, packaged ground nut paste and madeeda, although no information is available about amounts and values produced and marketed.

3.2 EQ 4 - Efficiency

To what extent has the project performed well through its implementation?

Summary response

The project was delivered according to the planned budget, without cost overruns. The initial budget of EUR 2,000.00 was increased to EUR 3,100,000 with addendum 5. The implementation flow has been uneven, with periods of efficient delivery followed by times of relative inactivity, due to extraneous factors, including security concerns and movement restrictions across the project area, heightened in 2020 due to the pandemic. External constraints were compounded by contractual and administrative factors.⁸²

Performance of the two functioning APC was at times satisfactory (i.e. with use of the unit at full capacity during the peak season and expression of users’ satisfaction) and at times low, due to need for repairs or even floods. Overall, services were positively appreciated by users, including for their quality. However, key informants pointed to the need of better maintenance and timely repairs.

Project management and governance were organized although in some respect proved not efficient and effective to support the intervention. The management was distant from implementation and the principle of subsidiarity was not applied. With inadequate management capacities, follow up and decision making in the project sites was not agile enough to address emerging challenges. In 2018 UNIDO made efforts to move the Chief Technical Advisor from Juba to Wau, an initiative appreciated by the EU.

The dispersed project locations made it difficult for project management to be closer to the action without incurring with higher operational costs.

The project managed to achieve numerous activities and deliverables with limited resources (see JC4.4). In this sense it could be argued that the project may have represented a fair “value for money” for stakeholders and the Donor. However achievements at outcome and impact levels were modest, lessening its value per unit of investment.

Also in consideration of the very weak capacities and few entrepreneurs present in the region, different approaches (for instance supporting and expanding existing micro businesses in local markets or facilitating the emergence of micro entrepreneurs) could have been developed at lower investment and operational costs.

⁸¹ It should be noted that private millers were in place only in a few markets of Great Bar el Ghazal (including Wau and Gok-Machar)

⁸² For instance when the project did not have access to funds from November 2018 to January 2020 with the delayed approval and fund disbursement of addendum 5 (Source: UNIDO communication to the evaluation mission)

JC 4.1 The project was efficiently delivered, with expenditures and timeline according to plans and budget

Financial performance: The project was delivered according to the planned budget, without cost overruns. The initial budget of EUR 2,000,000⁸³ was increased to EUR 3,100,000 with addendum 5 with 100,000 EUR contribution from UNIDO. ⁸³ Table 8 below gives an overview of financial implementation according to most recent financial records provided by the project (April 2020).

Table 8: Financial Implementation Summary (EUR)

Output / Budget line	Total budget (Addendum 6)	% total direct costs	Total expenses (30/04/2020)	Balance at (30/04/2020)	% Financial execution
Upgrading strategies for VC	835,798.89	31%	816,701.70	19,097.1939	97.71
Implement upgraded VC strategies	454,192.91	17%	439,803.85	14,389.061	96.83
Capacity Building	713,482.85	26%	625,685.28	87,797.57	87.69
Establish micro-processing pilot centres	684,512.03	25%	676,467.12	8,044.91	98.82
Total direct costs excl. contingencies	2,724,979.43		2,598,344.75	129,328.73	95.35
Grand total, incl. contingencies	3,100,000.00				

Source: Final Project Financial Report (30 September 2021) ⁸⁴ ⁸⁵

Timeliness of delivery: Delivery over time was constrained by several factors, including limited flexibility of the EU and UNIDO financial systems.⁸⁶ The implementation flow has been uneven, with periods of efficient delivery followed by times of relative inactivity, due to several factors, including security concerns and movement restrictions across the project area, heightened in 2020 due to the pandemic. External constraints were compounded by contractual and administrative factors.⁸⁷

Reports and interviews with stakeholders highlight examples pointing to both positive performance and low efficiency.

Table 9: Examples of positive and low performances

Positive performance	Low performance
Overall the project delivered a substantial number of products and services with a limited budget ⁸⁸ .	At local level stakeholders pointed to delays in repairs and maintenance of the APC ⁸⁹

⁸³ Both project scope and budget have been broadened in 2019 with Project Addendum 5.

⁸⁴ Evaluation Note: this is the most updated financial figure received from the Project Team by end of May 2021)

⁸⁵ Note: these figures should be reconfirmed by UNIDO according to updated financial statements, not available to the evaluation team.

⁸⁶ Challenges in financial implementation included delays in payment as well as the lack of capacity of UNIDO to advance for activity implementation.

⁸⁷ For instance when the project did not have access to funds from November 2018 to January 2020 with the delayed approval of addendum 5 (Source: UNIDO communication to the evaluation mission)

⁸⁸ Initially 2,000,000 € (project signature, December 2014), later raised with Addendum 5 to 3,000,0000 € (August 2019)

⁸⁹ As key investments took place at the end of the project, APCs in Ayien and Kangi report less disruption in operations due to new machinery installed the last 1-2 months of the project Source: UNIDO project team communication to the evaluation team, September 2021

Positive performance	Low performance
Delivery was implemented overcoming challenges of an exceedingly difficult context in a broad geographical area.	
Remarkable performance is recorded for the delivery of training, which exceeded expected targets	Management performance has varied, from satisfactory to slow. EU points to cases of slow management response and lack of UNIDO capacity to anticipate (pre-finance) financial resources following contract/addendum signature. Financial performance was affected by delayed EU disbursements.
Particularly positive performance was recorded over the last period of project life (August 2019 to May 2021), including in consideration of added limitations due to the pandemic	UNIDO pointed to delayed payments at signature and again following Addendum 5
	Overall performances of APC are assessed as low or very low

The interrupted course of implementation affected not only performance but also sustainability and impact. According to one government official, *“Impact on the sustainability and ownership of the project were affected by continuous interruptions of the project.”*⁹⁰ Key events that marked the project life are summarized in the Table 10 below.

Table 10: Main benchmarks in the project timeline

Benchmark date	Event
December 2014	Project signature
February 2015	Funds available for start up
April 2016	Addendum 1
February 2017	Addendum 2
February 2016	Monitoring report by ZEAT BEAD technical assistance
2017	Mid Term Review by UNIDO
December 2017	Addendum 3
December 2017	Monitoring report by ZEAT BEAD technical assistance
June 2018	Addendum 4 - implementation period ran up to 31 Oct 2018. Addendum 5 was then signed in Aug 2019.
June - December 2018	EU programme level evaluation
August 2019	Addendum 5
Early February 2020	Funds disbursed made available
February 2020	COVID-19, restriction to travel for UNIDO staff
March 2020	EU TA monitoring mission
Mach and April 2020	COVID-19, restrictions for travelling in the Region
July 2020	Addendum 6
February 2021	End of addendum 6 and end date of the project
February 2021	Start of Terminal Evaluation

⁹⁰ Source: Interview with Government official, Ayien, April 2021

JC 4.2 Performance of the APC

Out of four APC initially planned, two were operating by the end of the project, in Ayien and Kangi. Performance was assessed for Ayien APC over the period of three months (August – November 2020) for both sorghum and groundnuts processing. Table 11 below presents volumes, revenues and direct expenses over the period.

Table 11: Performance of Ayien APC (August to November 2020)

Months	Products	Beneficiaries	Volume (Malua)	Kg (approx 1 malua = 4 kg)	Unit price SSP/Malua	Unit Price €/kg	Total Revenue (SSP)	Total Revenue €	Expenses SSP	Expenses €
August	Sorghum	132	338	1.352	150	0,25	50.700	338		
August	Groundnut	104	525	2.100	150	0,25	78.750	525		
August									14.300	95
September	Sorghum	30	78	312	150	0,25	11.700	78	9.550	64
September	Groundnut	98	494	1.976	150	0,25	74.100	494	20.900	139
October	Sorghum	432	1.116	4.464	150	0,25	167.400	1.116		
October	Groundnut	167	854	3.416	150	0,25	128.100	854		
October									30.000	200
November	Sorghum	581	1.502	6.008	150	0,25	225.300	1.502	51.600	
November	Groundnut	-								
		<i>N</i>	<i>Malua.</i>	<i>Kg</i>	<i>SSP/Malua</i>	<i>€/kg</i>	<i>SSP</i>	<i>€</i>	<i>SSP</i>	<i>€</i>
TOTAL		1.544,0	4.907,0	19.628,0			736.050	4.907	126.350	498

Source: Business plan development for Ayien Amuol APC, UNIDO 2021, valuation team

Over the 4 months of observation the APC provided services to 1,544 clients and processed a total of Kg 19,628 of unprocessed grains (both sorghum and groundnuts). Calculating 90 days of operation, the APC had daily an average of 17 clients. Each client (or APC “beneficiary”) brought an average of 12.7 Kg of grains, paying in average the equivalent of € 3.2⁹¹

The APC daily revenue averages € 40.9 result of processing an average 218 kg of grains. The agro-processing centre works significantly below its potential capacity, as the available equipment could easily process more than Kg 200 per hour.

Performance for groundnut oil extraction are particularly low, as in Aduel the APC records an oil to groundnuts ratio of 1:10 (5 litres per 50kg of groundnut), when literature shows that the average should be around 1:5.

According to several sources the efficiency of APCs operation was lowered by significant delays for repairs due to “*lack of specialized welders and mechanics*”.

Quality of records: according to key informants record keeping should be improved, particularly for the lack of financial records on expenditures. There is general lack of understanding of profitability of the operation “*The private operator in Ayien is not in the position to tell whether the Centre is running with profit or at loss*”⁹². It should be noted that additional training was delivered following the scoping mission.

⁹¹ UNIDO scoping missions in March – May 2020 recorded “*approximately 30 people per day (of which the majority female) and average production per day (9 a.m. to 5 p.m.) is approximately 150 kg of sorghum flour and 70 kg of groundnut paste*” Source: APC assessment report, UNIDO November 2020

⁹² Source: APC assessment report, UNIDO; November 2020

Nevertheless the evaluation field visits (July 2021) found evidence of serious shortcomings in APC record keeping.

Quality of services and beneficiary’s satisfaction: Overall APC users have a positive perception of services; according to interviews during field data collection 75% of the respondents’ state that the quality of the services of the APC is very good, while 20% feel it is good and 5% finds services become poor when “*the machine breaks down and the operator is nowhere to be seen or to respond timely*”.

Access to services: A total of 7600 farmers had access to APC, of which 87% for self-consumption and 13% (only from Ayien) with the purpose of marketing the processed product. The following table presents the number of farmers and agro-processors who had access to the APCs.

Table 12: Access to APC by farmers and agro-processors

APCs	No. of agro-processors accessing project-supported APCs	% agro-processors accessing APCs for onward-selling
Kangi	2,125	0%
Gok-machar	176	0%
Ayein	5,299	13%
Aduel	0	0%
Total	7,600	13%

Source: Project monitoring system, May 2021

JC 4.3 Were project management and governance mechanisms adequate, with appropriate level of decentralization and well-defined roles, responsibilities and accountability?

Project management and governance were organized although but proved to not be efficient or effective in supporting the intervention, a perception shared by stakeholders interviewed by the evaluation:

- Management was fractioned which resulted in delayed response at times
- The management was distant from implementation and the principle of subsidiarity⁹³ was not applied, with inadequate management capacities, follow up and decision making in the project sites, including Ayien, Gok-Machar, Kangi, Rumbek and Aweil suffered from delays. It is recognized that challenges in the field restricted opportunities for staff in UNIDO headquarters to make monitoring visits and limited supervision capacities of the Team in Juba and in Wau. The dispersed project sites and the way UNIDO is organised, made it difficult for project management to be closer to the action without incurring in higher operational costs.
- The project did not define specific management responsibility and accountability on results at outcome level, this contributing to the limited result orientation of the intervention

JC 4.4 The project provided good “value for money” and results were achieved at an acceptable cost. Would alternative approaches have accomplished the same results at less cost?

The project managed to achieve numerous activities and deliverables with limited resources. The project had a total approved budget of 3 million EUR, with ambitious goals of supporting 5 value chains in a remote region of South Sudan and a very difficult milieu; supporting three result areas; dealing with low

⁹³ Subsidiarity is a principle of social organization that holds that social and political issues should be dealt with at the most immediate (or local) level that is consistent with their resolution (source: Wikipedia)

capacities, conflict and distrust across stakeholders. The project was committed to a large number of deliverables, including training, APC set up, equipment delivery, value chain studies, business plan development, and PPP set up. Addendum 5 added the completion of a previous GIZ project with 2 slaughterhouses to the scope of work. In this sense it could be argued that the project may have represented a fair “value for money” for stakeholders and the Donor. However, achievements at outcome and impact levels are modest, lessening its value per unit of investment.

Different approaches could have been tested to enhance value addition, for instance providing support to the emergence, consolidation and when possible, expansion of private sector operators already in place, with microbusinesses of grain milling and agro-processing. This could have been developed at much lesser investment and operation costs. If conditions were not in place for entrepreneur-led value addition, the project should have defined different goals and approaches.

When in February 2020 funds were made available (addendum 5) to assess alternative options, it was already too late to reorient the project approach and project implementation was slowed by the effects of the pandemic

Box 3: comparing alternatives for agro-processing in Greater Bahr el-Ghazal:

An alternative approach to the establishment of APC was to support the operation of private sector operators already active in some local markets, who already provide sorghum milling or groundnut grinding services, using small engines and equipment in tiny market stalls.

These entrepreneur-led small operations represent the opportunity cost to the establishment of an APC.⁹⁴ Follow a quick comparison of the two approaches:

- The APC investment is estimated at EUR 60,000, including infrastructure, fence and equipment⁹⁵. A local entrepreneur would have spent a fraction of this amount (possibly less than 10%) to provide similar services
- The APC has significant operational costs and works only with external support, including expensive items of management, technical assistance. The local businessperson has minimal operation costs
- The APC model brought significant problems of engine repairs, fuel provisions, conflicts, financial management, and transparency.
- Although private sector capacities are extremely weak, micro-entrepreneurs establishing their own business could have been more effective in dealing with the important challenges (i.e. fuel, spares, and maintenance) of developing a micro business in the Great Bahr el Ghazal.
- The APC model did not seek to support and expand private sector and entrepreneurship in the area while the support to the enabling environment for private sector operators would have contributed to project goals

APC management: as discussed in section 1,3 (results of training) the numerous capacity development sessions increased skills of APC operators. Project records show how the majority of improved techniques were adopted by APC operators (see table 6, % of adoption of selected training skills). Capacities of private sector operators have improved very significantly since 2019/2020. All respondents in Aweil and Ayien provided statements of “high satisfaction” or “satisfaction” for services, with a few complaints about occasional breakdowns and lack of fuel.

⁹⁴ In microeconomic theory, opportunity cost is the loss of the benefit that *could* have been enjoyed if the best alternative choice was chosen instead (source: Wikipedia)

⁹⁵ SORUDEV And ZEAT BEAD evaluation, Annex 12, of the project “Enhanced local value addition and strengthening value chains” - 2018

New management arrangement (20% community and 80% operator) were positively appreciated by a majority of stakeholders interviewed during site visits, as respondents feel that the partnership between public and private sector has improved and is now working.

3.3 EQ 5 - Sustainability

To what extent the project outputs and outcomes are likely to be sustained after the end of donor funding?

Summary response

Precursors of sustainability can be observed in early manifestations of behavioural changes, in terms of skills development and post-harvest losses activities, which targeted a limited number of stakeholders and households.

Observable changes include an increased commitment of APC's private sector operators. In addition, the hides and skins value chain appears to be genuinely private sector driven, with a likelihood of sustainability.

However, most of the project results manifest sustainability gaps by the end of the intervention:

- Value Chain Strategies have been designed as “project strategies” rather than as strategic plans for value chains stakeholders, with limited stakeholders' ownership and commitment (see § 6.1, sustainability for output 1).
- APCs face market issues, organizational sustainability, financial sustainability and lack of entrepreneurship (see § 6.2, sustainability for output 2).
- Slaughterhouses also face organizational challenges and limited capacity to address future investment, operation and maintenance costs (see § 6.2, sustainability for output 2).
- Training addressed relevant capacity gaps but their duration was in general very short and insufficient to support sustainable changes in behaviours, although limited sustainable benefits could be identified in the adoption of a number of practices.
- The project did not support mechanisms which could refresh and or strengthen capacity development after the end of the intervention (see § 6.3, sustainability for output 3);

Three factors contributed to the significant sustainability gap) (§ 6.4):

- a) Design: this likely the single most important factor affecting sustainability
- b) Deteriorating and very challenging socio-economic context which severely affected the region, its population and local markets.
- c) Late implementation of several activities aimed at strengthening sustainability.

The evaluation developed a sustainability assessment matrix, supporting a systematic analysis of sustainability factors for project deliverables (see Table 13). The matrix points to significant sustainability challenges for most project results. Sustainability appears in place only for the hides and skins value chain.⁹⁶

To what extent are value chain strategies and improved knowledge likely to be sustainable?

Value chain strategies were designed to support project implementation and were project driven, with limited ownership and commitment by value chain actors and stakeholders. As such, they served the

⁹⁶ Statement based on the observation that the hide and skin business was entirely driven by the private sector and was in place before the project start. The business continued with limited support of the project.

project and can be considered part of its design and implementation. Validation workshops were held with government officials, institutions and value chains' stakeholders to endorse the project strategic choices. However, these consultation mechanisms fell short of a handover to value chain stakeholders. Also, these strategies were not officially adopted by Ministry of Agriculture and Food Security (MAFS) or by value chains associations. There is seemingly no tangible commitment for their follow up once the project is concluded.

Strategies articulated a number of priority actions, including:

- Training of producers' groups on post-harvest techniques
- Linking producers with potential buyers (sorghum, groundnuts)
- Linking producers with processing centres
- Introduction of mechanized shelling, grinding and milling units and packaging technologies
- Training for hides and skins operators and linkage to new markets
- Training fisher folks and promotion of collective marketing

These activities are unlikely to be pursued after the project ends. The Evaluation Team did not find evidence of mechanisms and budget for future support of these actions.

Although unusual challenges limited the sustainability of the intervention (see details in section 6.4), the project management implemented the following activities, contributing to sustainability:

- 1) Training of trainers in production of metal storage
- 2) Establishing linkages between Ayien and Kangi operators to strengthen collaboration and coordination post project
- 3) Integrating APC operators into APC machinery repair and maintenance training - when mechanics left Kangi APC, an operator was able to perform regular maintenance and some repairs
- 4) Support to communities post post-harvest training to organize gatherings to share best practice learned amongst other community members.

To what extent are results linked to the improved value chain technology sustainable?

The evaluation team assessed the sustainability factors affecting APC, technology for post-harvest losses, slaughterhouses support and the hides and skins value chain.⁹⁷

Agro-processing centres sustainability

By the end of the project, two APCs are operational in Ayien and Kangi. The sustainability of these Centres is affected by constraints rooted in the conceptualization of the APC:

- The APC is a predetermined model, based on the assumption that a functional alliance exists between the private and the public sector.
- The PPP approach was defined by ZEAT BEAD action document design, inspired by previous GIZ experiences and supported by EU willingness to promote in 2011 /12 new partnerships with local governments. The model was not adequately studied in relation to the evolving socio-economic and political context and of local conditions. The PPP model was questioned by EU Food Security Programme' evaluation (2018) and more intensively studied by the APC assessment (UNIDO 2020). Then management faced significant challenges to shift focus and reorient APC mechanisms towards sustainability.
- The APC model, entirely project driven, is not based on "entrepreneurship" as the key driver of business development (see definition of entrepreneurship in the box below)

When sustainability challenges were raised following the ZEAT BEAD evaluation mission and addressed by addendum 5, focus was placed on a number of measures including:

- 1) encouraging entrepreneurial thinking through training (business management + business plan development) in Ayein,

⁹⁷ The analysis of sustainability does not embrace the rice and fish value chains, as with addendum 5 it was agreed to focus project efforts on groundnut, sorghum and meat / hide and skin value chains

- 2) linking businesswomen to the APC
- 3) Launching the new product Madeeda to stimulate the APCs as well as packaging of sorghum flour, sorghum grains and groundnut paste.
- 4) Promoting existing supply chains for spares of engines and equipment

Box 4 Entrepreneurship definition

“The process of identifying opportunities in the marketplace, arranging the resources required to pursue these opportunities and investing the resources to exploit the opportunities for long-term gains. It involves creating wealth by bringing together resources in new ways to start and operate an enterprise. The entrepreneur is a job creator, a person with a vision and is willing to take a risk.”

Source: UNIDO Business Management Training Manual, “Enhanced local value addition and strengthening value chains”

- APCs were developed without adequate market analysis, even though in 2012/13 the project projections showed a scarcity of sorghum and groundnuts production in the project area
- Cost analysis in the initial business plan did not consider several costs including infrastructure and equipment obsolescence, operation and maintenance, and transportation. Inflation was also not considered by calculations.
- Benefit analysis was based on optimistic and unverified assumptions about the volume of sorghum and groundnut brought to the APC for processing.
- A heavy management and governance mechanism, not adapted to the local context and the operation of a relatively small operation. Management challenges were heightened by high operation costs (including for issues of staff mobilization and security for UN Agencies in South Sudan)
- Unclear definition of roles and responsibilities (project management during the last phase of the project supported the clarification of roles and responsibilities and the improvement of the governance set up of the APCs)
- Limited capacities at all levels;
- Perception of local communities and rural households of the APC being a donor supported service provider, with limited understanding and acceptance of the fees applied by the APC.

Box 5 Excerpts from stakeholders’ interviews about perceptions of APC sustainability

Farmer in Ayien points how the access of spare parts may be a factor hindering the sustainability of the Center.

Ayien operator feels that the recent support received in terms of skills, tools and equipment should allow the centre to survive.

Majority of survey respondents perceive the APC operation will continue after the end of the project as people will continue to need its services, although they point to several challenges for its future functioning, including access to spare parts.

Tuktuk sustainability depends on purchase of spares.

There is no clarity from the government on how it intends to ensure APC sustainability. This will depend entirely on the private operator. (Government official)

Lack of legal support, since the signed {agreement} between the private operator and the community seems not to be binding ... the community members are not sure about the future of the APC. In cases where there is violation, the issue will be handled legally for the benefit of both the Community and the private operator. (Government official)

6.3 To what extent can the enhanced capacities of value chain stakeholders be maintained after the intervention?

- The project delivered a significant number of training activities, addressing a broad range of capacity gaps (see detail in Annex 8). Training sessions were tailored to context and limited beneficiary availability, with average duration of 3.5 days. By the end of the project, it was possible to observe early manifestations of behavioural changes. However, the nature these activities and their limited duration is unlikely to support longer-term transformational changes, unless supported by additional capacity building activities over a long period. Alternative approaches to capacity building could have been studied during design and implementation, including for instance through existing vocational centres in place in the region.⁹⁸ The design of sustainable capacity development mechanisms could not be envisioned with the implementation of Addendum 5 for lack of time and resources compounded by COVID restrictions.
- No sustainable entrepreneurial skills were developed during the project life, although the field team observed early signs of APC management and operators embracing an entrepreneurial mind-set.⁹⁹
- The project did not develop sustainable mechanisms for skills update and development. Challenges included turnover of government officials integrated into training activities and remote location of targeted communities for follow up from local NGOs and government institutions.

6.4 What key opportunities and challenges affect sustainability?

Design, has been a key factor limiting the sustainability of the project, including for the following aspects:

- Uncompleted design of the action deferring critical formulation activities (including choices of value chains, project strategies and plans) to the implementation phase
- Design and approach to value chain and private sector development
- Design reliance on external factors which did not occur – without subsequent adequate adjustments
- Design reliance on synergies with other components, including ZEAT BEAD projects which in the end did not add value to the UNIDO project (as the projects were located in other counties).
- APC were in some instances designed before the identification of the producers' groups and private operator selection.
- The same design applied to all APC and were not tailored to the diverse community settings
- Quality of business plans
- Nature of partnerships was not properly explored.
- Limited design support to stakeholders' accountability and value chain governance

⁹⁸ For instance a Salesian vocational centre is existing in Wau.

⁹⁹ i.e. making more decisions around the business given the new APC management structure had empowered them, planning in advance of rainy season buying grains to be able to continue processing and packaging during the slower periods, carrying out recruitment of new machine maintenance and operations personnel (source: Project Team communication to the evaluation)

Table 13: Sustainability Assessment Matrix

Sustainability Dimension	Findings	Sources	Assessment score ¹⁰⁰
Value Chain Strategies	<ul style="list-style-type: none"> a) Value chain strategies developed at project level without ownership by public and private sector stakeholders b) Strategies dependent on project inputs 	<ul style="list-style-type: none"> a) <i>Strategies, review and assessment by evaluation team</i> b) <i>Interviews with Project staff and with stakeholders</i> c) <i>No observable public and private sector commitment to strategies</i> 	Low
Grain storage techniques	<ul style="list-style-type: none"> a) Some technologies are well-adapted to milieu, others less so, particularly when requiring investment b) Limited capacity to sustain expenditures required purchase and maintenance c) Limited time to consolidate transformational pathways for diffusion (delayed research phase in 2021 was unhelpful) 	<ul style="list-style-type: none"> a) <i>Project reports and monitoring reports</i> b) <i>Interviews with grain beneficiaries</i> 	Satisfactory
APC, market supply	<ul style="list-style-type: none"> a) Serious sorghum and groundnut production constraints b) Households around APCs have very little harvest to bring to APC for processing and majority cannot afford to buy grain from the market. Households tend to depend on food assistance programs to get grain 	<ul style="list-style-type: none"> a) <i>Market and APC assessments (2020)</i> b) <i>Interviews with beneficiaries</i> 	Very low
APC outputs, market demand	<ul style="list-style-type: none"> a) Limited demand for value addition (quality, packaging, branding) 	<ul style="list-style-type: none"> a) <i>Market and APC assessments (2020)</i> b) <i>Interviews with beneficiaries</i> 	Low
APC Institutional sustainability	<ul style="list-style-type: none"> a) PPP mechanism not studied b) Management board: limited efficiency (heavy mechanism for a microstructure as the APC) and conflicts c) New operation plan to address challenges (2021); improvements were made but sustainability unlikely at this late stage of implementation. Plus, resources and COVID restrictions prevail for the duration of Addendum 5 	<ul style="list-style-type: none"> a) <i>Evaluation ZEAT BEAD, APC assessments, interviews with stakeholders, evaluation assessment of set up</i> b) <i>APC Assessment</i> 	Very low/ Low

¹⁰⁰ The following Likert scale is adopted for the evaluation sustainability assessment: Very Low, Low, Satisfactory, Good, Very Good

Sustainability Dimension	Findings	Sources	Assessment score ¹⁰⁰
APC entrepreneurship	<ul style="list-style-type: none"> a) Absence of entrepreneurship in the APC model b) Positive indications of (recent) increased involvement and commitment of private operators 	<ul style="list-style-type: none"> a) <i>Project reports, APC assessment</i> b) <i>Interviews with private operators and UNIDO staff</i> c) <i>Evidence of project driven initiatives and absence of private operator ownership</i> 	Low
APC, financial sustainability	<ul style="list-style-type: none"> a) Shallow and project driven business plans (2015) b) Improved of business plans (2020), although still project driven, new business plans supported stakeholders' sensitization and ownership of processes. c) Cost recovery mechanisms in place, but limited buyers' willingness-to-pay (services perceived as support from the Project to the Community) d) Neither Government nor Private Operators are likely to sustain future costs 	<ul style="list-style-type: none"> a) <i>Evaluation review and assessment of business plans</i> b) <i>Evaluation of EU Food Security Programmes (2018)</i> c) <i>APC assessments (2020)</i> d) <i>Progress reports, site visits, review of APC books, interviews</i> 	Very low/ Low
Slaughterhouses	<ul style="list-style-type: none"> a) Institutional sustainability: PPP not viable b) Financial sustainability: Extremely limited capacities to meet operations, maintenance and investment costs (although in some cases private sector operators started covering maintenance and operation costs) c) Market sustainability: Indications of increasing supply of animals and demand for better slaughtered meat d) Capacities: significantly improved capacities; Slaughterhouse management skills was included in the training. e) Lack sustainable mechanisms for skills update and strengthening (although the project in Aweil slaughterhouse identified focal points to train new butchers especially in food hygiene and occupational health and safety). 	<ul style="list-style-type: none"> a) <i>Slaughterhouses' assessment</i> b) <i>Project progress reports n. 5</i> c) <i>EU food security programmes evaluation (2018)</i> d) <i>Site visits and interviews with stakeholders</i> 	Low

Sustainability Dimension	Findings	Sources	Assessment score ¹⁰⁰
Hides and skin value chain	<ul style="list-style-type: none"> a) Hide and skin business based on financially viable entrepreneurship b) Good supply of hides and skins and market demand c) Need yet to address capacities gaps, improved quality and manufacturing skills 	<ul style="list-style-type: none"> a) <i>Progress report</i> b) <i>Interviews with business operators and stakeholders</i> c) <i>Evaluation of EU Food Security Programmes (2018)</i> d) <i>Site visits and interviews with stakeholders</i> 	Good
Skills development	<ul style="list-style-type: none"> a) Sizeable number of training addressing different capacity gaps b) Recent manifestation of behavioural changes c) Short training sessions unlikely to generate transformational change d) Sustainability efforts addressed with addendum 5 could not support long term capacity development needs, particularly in consideration of time, budget and COVID-19 restrictions 	<ul style="list-style-type: none"> a) <i>Progress report n.5,</i> b) <i>Training reports, Monitoring reports</i> c) <i>Interviews with trainees and with project staff</i> 	Satisfactory

3.4 EQ 6 - Gender, human rights, environment and good governance

Did the project systematically support women empowerment in Value Chain development? Did the project support inclusiveness and vulnerable groups? To what extent did the project support environmental sustainability, good governance and human rights?

Summary response

Project design, implementation and monitoring were gender sensitive. However, the intervention did not exploit its potential to further support women's empowerment (3.4.1)

Although APC provided inclusive access to farmers, design did not consider inclusiveness, vulnerability and human rights (3.4.2)

Memorandum of Understanding was meant to promote a management system aimed at supporting good governance, but the implementation of APC governance displayed a manifest gap in terms of transparency and financial accountability (3.4.3)

The project in consideration of its nature, had limited scope to support environmental sustainability (3.4.4)

3.4.1 Gender empowerment

Project design and implementation were gender sensitive, addressing several topics of significant relevance to women:

- Sorghum and groundnut processing and marketing
- Mechanical milling of sorghum grinding of groundnuts with significant labour saving for women (over 90% of APC users women)
- Enhancement of meat hygiene quality and the reduction of post-harvest losses.
- Women in the hide and skin and fishery value chains are culturally allowed to conduct some specific activities: filing, trimming, de-fleshing and de-fatting for hide skin processing; and cleaning and scaling of fish and selling at market for fishery processing¹⁰¹

Focus group with women, testimonies

During field visits, the evaluation team held Focus Group Discussions (FDGs) with women. Below are some of their testimonies:

All the respondents agreed that APC brought benefit to them. Benefits included business expansion and improving family standards of living.

APC also provided them with an opportunity to discuss individual challenges, learn from each other and resolve their personal challenges.

The support helped in building confidence and self-esteem.

Trainings supported the discovery of participants' potential.

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The project sought consistently to address gender equity in activity targeting and monitoring data was disaggregated by gender. Thus, the monitoring system sought to capture the extent of participation of women. Monitoring however did not track changes at outcomes level for women, including in terms of workload, skills, food security, income, livelihoods and roles in value chains.

Although the subject of value chain enhancement offered manifest opportunities for empowering women as key players in selected value chains, the evaluation could identify only few activities designed to improve women's political, social and economic status (for example with activities dedicated to women leadership, nutrition, entrepreneurship and business development in selected value chains).¹⁰² Also the

¹⁰¹ Source: EU Food Security Programme evaluation, 2018

¹⁰² It should be noted however that APC management boards include 1 representative of women.

national project team sensitized local stakeholders to gender empowerment and inclusion of women in strategic discussions.

Women empowerment training was recommended by the APC assessment report.¹⁰³

It is important to note that, in South Sudan and in the region of Greater Bahr el Ghazal, social barriers are in place affecting project capacities to support gender. In some communities, women were not encouraged to or allowed to attend training sessions¹⁰⁴.

3.4.2 Project support to the human rights and inclusiveness

Stakeholder interviews confirmed that everybody from neighbouring communities would have access to the APC and that there were no exclusion mechanisms.

Targeting focused on the relatively better off segment of the population with access to markets and, with few exceptions,¹⁰⁵ the project did not offer services for the majority of farmers' households, composed by food insecure, vulnerable and poor people. Poor people would mill their sorghum and grind groundnut paste manually and may not have the resources to pay for APC fees (150 SSP per Malua). The explicit market orientation of the intervention may have limited the access to the participation of vulnerable and food insecure groups whose production is mostly dedicated to household subsistence. For average farmers, the consumption expenditures per month range between 80 and 90 SSP.

To effectively address vulnerability and inclusiveness, the project would have benefitted from an entirely different design. Although it should be noted that addressing inclusiveness would have been very sensitive during the conflict period. The absence of a conflict sensitivity analysis did not endow the project with the tools to address human rights and inclusiveness. Human rights could have been addressed by an assessment of economic and social human rights, including rights to access to work, to food and to water, disaggregated by gender and identity group in the project area.

3.4.3 Support to good governance and accountability

The Project intended to promote a management system aimed at supporting good governance; Memorandum of Understandings (MoU) were developed, explaining roles and responsibilities of the main stakeholders including Local County Authorities, State Ministry of Agriculture and the UNIDO. Their primary purpose was to establish a mutual reinforcement of good practices and help the smooth operations of the APC. The management board was a potentially useful mechanism to support governance and APC management committees included representatives from youth and women groups.

However, these positive intentions did not be translate into practice as APC governance had a manifest gap in terms of transparency and financial accountability. Beneficiaries surveyed pointed to stakeholders' demand for "*more transparency from the management Board and the Private Operator*". Neither public officials nor private sector operators were accountable for APC results and their fiscal management.

Civil society and beneficiary communities had limited leverage in the APC's governance,¹⁰⁶ constraining the intervention's contribution to inclusiveness, democratic mechanisms, dialogue and oversight;¹⁰⁷

¹⁰³ UNIDO, November 2020)

¹⁰⁴ Independent MTR, Enhanced Value Addition and Strengthening Value Chains Project, November 2017

¹⁰⁵ Grain storage services for instance had a broader targeting.

¹⁰⁶ Each APC agreement ensured that the management committee included 1 representative from the chamber of commerce, youth group, women's group, Payam administrator and Payam paramount chief. (Source: APC Management Report and APC management agreements)

¹⁰⁷ Source: Sorudev and Zeat Bead Programmes Final Evaluation, October 2019

3.4.4 Project support to the environment

The project in consideration of its nature, had limited scope in supporting environmental sustainability. APCs are contained structures operating small engines and do not have a significant environmental impact. The limited project intervention on the slaughterhouses in Wau and Aweil proved beneficial to the environment, although the issue of management of animal waste has yet to be dealt with.

By the end of the project there were no design features for proper disposal of waste at the slaughtering facilities, maintaining a significant environmental hazard. The lack of design and implementation of adequate disposal facilities is the responsibility of the uncompleted GIZ project. Therefore, such shortcomings were not addressed under the project and its addendum 6, given the short duration and the onset of COVID 19.

The previously installed equipment by GIZ, which was meant to process animal waste into biogas, remains non-functional and is now dated.¹⁰⁸

3.5 EQ 7 - Design

To what extent was project formulation conducive to a successful implementation, supporting effectiveness, impact, sustainability and positive performance?

Summary response

The weak design has significantly undermined the project's effectiveness, efficiency, sustainability, the relevance to the private sector and its capacity to achieve long term impacts.

The project logic and theory of change were simplistic, based on naïve assumptions and an inappropriate result chain. The shortfalls in design are the key constraining factor impeding the achievement of project goals.

Design was never fully readjusted to consider the changed socio-economic context, insecurity and conflict.

Reasons underlying the absence of full redesign include the rigidity of administrative mechanisms, the volatile and fluid context and, at a later stage, the onset of COVID -19.

Project follow up and the monitoring system were activity and output oriented. Significant improvements to the M&E system were however made toward the end of the project. Before that, the project did not benefit from an instrument to guide management toward objectives and results.

The project has been implemented through an incredibly challenging period, facing a succession of formidable external constraints including conflict, internal displacement, high level of insecurity, flooding, high inflation, an adverse national political context, and the effects of a global pandemic.

Nevertheless, the limited capacity of the project to produce long term benefits for rural households (see impact analysis in chapter 2) cannot be attributed solely to the demanding context. The evaluation identified weak design as one of the primary causes affecting the project capacity's to achieve sustainability and impacts. The assessment of the identification and formulation process is summarized in below.¹⁰⁹

¹⁰⁸ Project Monitoring mission, Makumire, UNIDO April 2020

¹⁰⁹ The analysis includes the studies implemented during the project life supporting the implementation of follow up phases

It is important to note how the initial design was affected by 2011/2012 context, when the EU was eager to support the Government toward the building of a new State, with hopes of consolidation of peace and expansion of the economy; under these conditions the strategy of EU Cooperation involved consistently partnering with the Government. The idea of building PPPs derived from the willingness to replicate previous GIZ experiences in Sudan, and the hope that synergies between local administrations and private sector could prove an effective tool for agro-business development. The design of the larger Programme, ZEAT BEAD, was also based on overly optimistic assumptions of increased production in the Greater Bahr el Ghazal region, as an effect of EU intervention.

JC 8.1 To what extent was project design aligned to best practices and due diligence?

Due diligence and best practices for project design should have been reinforced, particularly in view of the sensitive and high-risk situation of the country.

Overall strategy and approach; The overall project strategy aims at reducing poverty and improving living conditions through value addition on selected value chains and the setup of multiple APCs managed through PPPs. The viability of the approach was not questioned and alternative approaches for private sector and value chain development were explored. Important assumptions remain unverified (see below analysis of assumptions and risks).

In March 2020, EU-TA monitoring mission report observes that “...*the rationale was for the APCs to ensure that smallholder producers had access to value addition technology which will further enhance the competitiveness of their products, enhancing market access and better incomes. There is still no strategy in place from UNIDO to ensure the APCs operate as value addition/agro-processing centres. The current state of play is that households and individuals bring their sorghum and groundnut commodities to the milling plant where it is processed into mealie-meal or paste and transported back home for consumption, with no business perspective to the entire process. The mission observed that there already exist privately owned milling plants in all the locations in which the APCs were installed and there does not seem to be any more added value from UNIDO investments, other than replicating what ordinary individuals are already doing in the locations.*”¹¹⁰

Analysis of Private – Public Partnerships: The establishment of PPP was a predetermined model, promoted by EU and GIZ with the design of EU Food Security programmes in 2012/13. The implementation of these partnerships was not supported by analysis. A literature review of PPP in Africa revealed several recommendations on how to establish viable PPP.¹¹¹ Most of these conditions were not met by the PPP established by Project.

¹¹⁰ The statement refers verbatim the findings of the TA mission. It is noted however that privately owned milling plants still do not exist in Ayien, Aduel and Kangi.

¹¹¹ The following recommendations and best practices were issued for establishing a PPP in Africa (*The South African Institute of International Affairs, Nepad Policy Focus Series, Assessing Public-Private Partnerships in Africa, Peter Farlam*): i) Conducting a thorough sector need analysis and consider options, ii) Thorough feasibility study iii) Multi-year budget framework to assess affordability of projects for specific institutions, iv) Address the issue of cost recovery, v) Encourage competition, vi) Build effective regulation, vii) *Develop capacity* at national, provincial and municipal level, viii) build mechanisms to root out corruption, ix) establish mechanisms to pre-empt public complain and suspicion, x) define the investment obligations of the private sector, xi) provide incentives and penalties for network extension (or lack thereof), xii) Enter into management contracts with an emphasis on the transfer of skills to local staff, xiii) Form partnerships with experienced private operators with proven track records, ivx) Include criteria for partnership with and subcontracting of local firms in evaluating bids xv) Develop an approach for dealing with unsolicited bids xvi) Conduct country-specific reviews of the institutional and legal environment for PPPs; xvii) Quality of the Theory of Change, xviii) Analysis of external factors and risk management, xix) Design of management and governance mechanisms, xx) Design of M&E mechanisms and xxi) Participation and ownership

The feasibility of partnering through the APC/PPP with local administrations should have been investigated further. This would also have supported the principle of cooperation neutrality in the context of the conflict. ¹¹²

Analysis of context; Project formulation includes some preliminary analysis of the context, but quite general, unable to support the design with adequate specification of problems (gaps in the analysis of context included a production baseline, socio-economic conditions, security and conflicts and capacity assessment).

To what extent project design was based on previous learning and best practices: Important lessons adopted from previous experiences, which may have informed and significantly improved the design, have not been taken into account, including for instance the analysis of PPP in the region, GIZ experiences on PPP in South Sudan (SPRC evaluation) and UNIDO lessons on agro-industry development interventions (thematic evaluation, 2010).

On-the-shelf results were available for sorghum and groundnut post-harvest losses, but these were not considered to inform design. A new research was launched by the end of the project (2020) although the limited duration ¹¹³ could not produce conclusive results.

Analysis of assumptions and risks: The project builds on important assumptions which have not properly been assessed by feasibility studies. Several of these assumptions proved to be unrealistic. Some examples:

- Agricultural production; APCs business plans are based on the postulate that production of sorghum and groundnut brought to the APC will increase significantly, although no explication is given of why and how farmers will increase their production capacity (the business plans explains that “farmers must be convinced” and that “other projects should provide support to agricultural production”).
- Several project sources point to the scarce availability of sorghum and groundnuts for APC processing: *“The majority of the targeted beneficiaries in APC locations are small holder farmers who have limited capacity to produce required volumes of either sorghum or groundnut in a season. Households around APCs have very little harvest to bring to APC for processing and majority cannot afford to buy grain from the market. Households tend to depend on food assistance programs to access grain”* (source: APC assessment, November 2020)
- Capacity development: Another assumption made by the project design was that stakeholders after the participation in short training workshops would be able and willing to apply improved technologies and that this will impact positively on value chain development and value addition activities. The assumption seems to ignore that transformational changes need to be supported by protracted effort over a considerable period of time.
- Enhanced value addition and poverty reduction: An important implicit assumption of the project is that “enhanced value addition” will contribute to improve farmers food security and livelihoods, contributing to decreased levels of poverty; the project design however does not offer explanations as why and how the increased value addition will produce benefits for small scale farmers.
- PPP operation: The project sets the PPP based on the assumption that public and private sector will work in harmony, will be responsible and accountable, will be committed to social and

¹¹² The adjustment of PPP mechanisms was planned following Addendum 5, with vacancy announcement made, and a shortlist of international candidates was formulated. By the time the additional funds approved were made available, international missions were restricted due to COVID-19 and the project had to cancel the assignment.

¹¹³ limited duration was due to COVID-19 disruptions (staff travel, access to identified labs for analysis), delayed harvests and therefore the need to readjust the component strategy

financial goals of the business and that they have capacities to implement the partnership. There was no further analysis assessing whether these important hypotheses were founded.

Sustainability factors: Project design did not sufficiently address sustainability factors, such as market sustainability (with inadequate assessment of market supply and farmers' production), institutional and organizational sustainability (see PPP analysis), financial sustainability (see issues with business plans, but also lack of consideration and study of viable alternatives (as supporting local micro-entrepreneurs or farmers associations instead of APCs) and social sustainability (need for a conflict sensitivity analysis, social analysis, gender empowerment studies). The project did not explore the possibility of setting up sustainable mechanisms to support results of capacity building and strategy development.

Market analysis and value chain studies: The project document was not supported by a market assessment, which may have led to alternative strategic choices for the design of the project. By 2013 several market studies were carried out in the Bahr Al Ghazal Region, pointing to limited market surplus for sorghum and groundnuts.

- GIZ in 2013 conducted a market assessment in Northern Bahr Al Ghazal, Western Bahr Al Ghazal and Warrap and Lakes States focusing on 5 value chains Groundnut, Sorghum, Sesame, Bean and Fish.¹¹⁴ The study did not provide quantitative analysis of the volumes produced and exchanged, as well as margin distribution along specific value chains.
- Also, in 2013 a market assessment study was carried out for Warrap State by the Goal Project.¹¹⁵ This study revealed that the majority of farmers' production was consumed, with only 25% of production sold or exchanged.¹¹⁶
- The same year a baseline survey carried out by CONCERN indicated that a small number of farmers were able to produce sizeable surpluses. Within the sample surveyed, around 25% of farmers reported selling surplus sorghum, against less than 20% selling excess groundnuts.

With the onset of the project, in 2015, UNIDO launched a market assessment, exploring development strategies for 5 value chains (groundnut, poultry, sorghum, rice and sesame).¹¹⁷ Also on this case, the study did not provide quantitative analysis for each area of production, amounts for marketing, prices, demand and prices for agro-processed products, mapping of existing agro-processors. The study did not analyse margin distribution along specific value chains. The document was meant to provide the inputs for the design of the APC and their business plan. However, the weak analysis did not allow to anticipate the production gaps that critically constrained APC operation in the following years. The profitability analysis developed by the study was flawed by inaccurate data.¹¹⁸ The study was carried out by the project with lack of participation of private operators, farmers and local administrations. Consultation mechanisms have been organized through focus group discussions. Results of the study were validated by a workshop with stakeholders.

Overall, the market analysis is assessed as a rapid and project driven analysis, inadequate to provide guidance on the feasibility of the value chain development strategies and the business plans for the APCs. This project driven approach did not encourage ownership across stakeholders and did not study alternative approaches.

¹¹⁴ Altai consulting study, December 2013

¹¹⁵ Foncier Study, Goal, 2013

¹¹⁶ Of the average 164 kilos of the main crop cultivated by farmer households in the previous season, an average of only 38 kilos was sold or exchanged (source: Foncier Study, 2013)

¹¹⁷ Agro industrial value chains development strategy in Greater Bahr el-Ghazal, Jean Raux, UNIDO, October 2015

¹¹⁸ For instance, the study anticipated that 1 litre of oil produced will require 2,2 kgs of groundnut; Performances of APC showed that in practice ratio the ratio is of 10 kg of groundnuts for 2 l of oil

Market assessment, 2020: In 2020, following addendum 5 to the Contract, a new market assessment was carried out by the Project, focusing on sorghum and groundnuts. This confirmed how farm production levels remained extremely low; while feeder roads have improved traders and brokers access to markets, access for small scale farmers remains a challenge due to lack of transportation.

Also in this case the production analysis is insufficiently detailed, lacking cost-benefit analysis for sorghum and other crops, estimation of production for location, marketable surplus per households, cultivated areas, inputs, family labour distribution.¹¹⁹

The evidence gathered of production shortages did not discourage the project from developing ambitious business plans based on comfortable but unlikely supply projections for sorghum and groundnuts. These business plans *“were used as tools to encourage beneficiaries to consider the different aspects of the business in a participatory manner and as a tool to show approach to business development”*.¹²⁰

Analysis of alternative viable strategies, (as supporting local micro-entrepreneurs), was not considered before 2018 and could not be implemented after addendum 5 (as discussed earlier).

Overall, 2020 market assessment contributed to a renewed reflection on groundnuts and sorghum value chains development. However, its generic analysis and unlikely assumptions do not allow to determine operational follow up plans for the selected value chains (see contextual challenges in footnote above).

APC Business Plans (2015): APC Business Plans were not developed by entrepreneurs but entirely designed by the project, without the participation of private sector operators. Validation sessions were held with stakeholders. The quality of the business plans was inadequate to support the APC investment; business plans provided an incomplete analysis of costs. Revenue projections were based on unrealistic assumptions, not founded on in-depth analysis of markets and production capacities. No accountability mechanisms were established by the plan. Roles and responsibilities were not clearly defined; and by the end of the project, APC management boards had not yet established ownership and commitment to the business plans.

APC Business Plans (2020); Business plans were developed through a participatory approach with the APC management board and operator, supported by a UNIDO expert by the end of 2020. These activities were integrated with training in business plan development and re-enforcement of previous financial literacy course; plans were validated during a workshop by local stakeholders. Analysis of costs was significantly improved, and the plans presented a much clearer definition of roles and responsibilities. However, several of the hindrances observed in 2015, emerged again in this updated version: supply projections were based on unrealistic assumptions, not based on likely events or planned activities. According to the mission calculations and based on current revenues and projected costs Ayien APC would suffer a net monthly loss of 10,392 € per month. It should be considered however that variable costs will vary according to the size of revenue, meaning that lower revenues are likely to produce lower costs and vice versa. The business plan does not provide clarifications and insights on financial responsibilities and accountability mechanisms.

¹¹⁹ Several of these gaps were recognized by UNIDO management when the first draft was submitted but it was not possible to make adjustments and collect additional field data due to restricted movement with the COVID-19 pandemic (Source: UNIDO management communication to the evaluation)

¹²⁰ Source: UNIDO management communication to the evaluation

Box 7 summary of cost, revenues, and net losses for Ayien APC

Cost projections		Per Year	Per month	Per month	Revenue poer month (2020)	Revenue per month
	SSP	€	SSP	€	SSP	€
Fixed costs	5.172.000	34.480	431.000	2.873		
Variable costs	22.367.000	149.113	1.863.917	12.426		
TOTAL COSTS	27.539.000,0	183.593	2.294.917	15.299	736.000	4.907
NET LOSS PER MONTH						
(based on current revenues and projected costs)			SSP		€	
		-	1.558.916,7	-	10.392,8	

Source: cost based on 2020 business plan; revenues on 2020 revenues;

Quality of the Theory of Change and of the Project Intervention Logic: The project did not develop a Theory of Change; The evaluation team reconstructed the Theory of Change (see figure 1) based on the review of the project document and its 6 addendums. The intervention logic present gaps and inconsistencies including for:

- Definition of specific objective ¹²¹
- Overall lack of focus on measurable outcomes, with prevailing project attention on activities and deliverables (outputs). This includes the absence of measurement of the outcomes of the 5 value chain strategies and the lack of measurement of the effects related to output 3 (increased capacities and skills and application of these skills in value addition and income generation).¹²² The overhaul of the M&E system (2020) partially addressed previous shortcomings, focusing indicators and data collection on what was realistic under time, budget and field limitations. The improvement of the M&E system included intermediate indicators to measure initial changes in behaviours.

Conflict sensitivity analysis supporting design and implementation; this was recommended by EU Food Security Programmes evaluation; the study, although planned under addendum 5 and almost contracted, could not be implemented in consideration of the insurgence of COVID-19;¹²³

M&E system: The initial monitoring system has been, for most of the project duration, (2015 – 2019) activity and product oriented. In 2020 it received a robust overhaul with definition of indicators at outcome at specific objectives level.

The project did not specify number of targeted beneficiaries, disaggregated by gender and identity group and neither developed baseline and targets to assess project contributions to food security, income and entrepreneurship development.

Efforts to support record keeping were frustrated by local management and capacities and data on APC (revenues, costs and clients) have been structured only by the project end.

¹²¹ Stakeholders were admittedly aware of the need to improve the definition of the project specific objective, but this would not have been allowed under EU procedures.

¹²² New indicators we agreed, following addendum 5, in close coordination between UNIDO management (and its M&E consultant), EU and EU TA Team.

¹²³ From UNIDO Project Monitoring Mission Report (Makumire, April 2020) "The mission felt that there is now enough secondary information from studies and reports generated from previously funded EU conflict studies which UNIDO can draw from without commissioning new studies"

Data on grain storage and post-harvest losses are partial and do not allow to assess benefits and impacts. Data collection on post-harvest was significantly affected by external factors, including COVID-19 movement restrictions, delayed harvest, and flooding.

Several indicators at objective level are of no immediate interpretation and or do not allow to quantify “project benefits.”¹²⁴

Up to its end the project did not benefit of an instrument to guide management toward objective and results.

The project throughout its life had very limited measurability and result orientation at outcome and objective level.

Design process supporting adequately ownership and participation of stakeholders and beneficiaries; the project design involved a quick and weak consultation with the private sector. Private sector stakeholders limited consultation during the design phase did not involve their participation to the formulation of value chain strategies and to the project decision to set up APC (rather than supporting private sector processors).

Project outputs have been consistently project and consultant driven. Participation was sought by the end of products development with workshops meant to provide stakeholders endorsement. This type of endorsement represented often a formal “rubber stamping” with very limited real ownership of the stakeholders, particularly the private sector.

¹²⁴ As an example, the number of new products and brands developed by APC (total of 3) does not allow to seize benefits related to sales, brand’ ownership and sustainability and number of actors involved. Another example is the indicator of “Availability of business plans (a total of 6 business plans endorsed by APC and slaughterhouses stakeholders). The indicator provides a measurement of a quantitative deliverable but does not help to understand the quality, usefulness and sustainability of the product.

4. EQ 8 - PERFORMANCE OF PARTNERS

To what extent did UNIDO, partners and national counterparts performed efficiently in their support of project goals and its implementation?

Summary response

The performance of both EU and UNIDO has been variable. Both organizations displayed strengths, however it appears that neither had the capacity to understand and address project's strategic challenges, in particular, for the quality of design, the redefinition of the engagement with the government, the approach for private sector and business development, and building accountability on results at outcome level.

4.1 Performance of UNIDO

- a) **Strengths:** The specialized expertise in agro-processing and value chains development, offered a significant comparative advantage to UNIDO as implementing partner; the organization recorded positive performances in the initial phase of the project (2016/2017) and then again over the last period of implementation (2020).

UNIDO demonstrated proactiveness and proved its determination in addressing comments raised by 2018 Evaluation, showing commitment to redress situation of the APCs and the slaughtering houses. Its management has been consistently flexible and attentive to the dialogue with the EU; by the end of the project UNIDO significantly improved its management, monitoring and technical coordination of the project.

- b) **Limitations and challenges:** Despite its sector-specialized know-how, UNIDO was not able to provide adequate strategic guidance to the project. Issues which could not be addressed during the years of implementation include the flawed design and the challenge of working during conflict and engaging with local governments, even though the context may have required full neutrality. Also the project management delivered studies which did not comply with good practices (including market analysis, business plans, and value chain strategies) and did not apply adequate quality control mechanisms. Since February 2020, Covid-19 significantly aggravated the challenges for the project management due to considerable restriction of movements

The management set-up was heavy and layered and did not allow for agility to adjust a complex project with a limited budget. The management set-up also was unable to ensure adequate presence on the APC sites and did not identify alternative contracting mechanisms, supporting subsidiarity and flexibility.

New mechanisms should be developed by UNIDO to strengthen its management effectiveness in challenging context. Options to be considered may include sub-contracting to reliable NGOs present on the ground.

Notwithstanding the final efforts to improve the M&E system following Addendum 5, overall UNIDO had limited result orientation, accountability on results and lack of attention at outcome level. Attention to human rights issues, inclusiveness and good governance should have been significantly stronger.

4.2 Performance of the EU

- a) **Strengths:** The EU, with its SORUDEV and ZEAT BEAD Food Security Programmes promoted a "programme" approach, seeking actively synergies across projects; for instance this intervention was meant to interact with a project supporting rural roads and markets infrastructures and others, implemented by NGOs, addressing increased production for small scale farmers.

- b) Throughout the crisis EU maintained a proactive programme level management, with a continuous management, supported by technical assistance and a consultative approach through programme level “quarterly Review Meetings”. EU maintained a patient and flexible approach, supporting progressive adjustments and improvements to the project.
- c) **Limitations and challenges;** The EU did not address the issue of an inadequate design, including the lack of a sound stakeholder assessment and market assessment before the signature of the contract. ZEAT BEAD action document promoted the PPP approach and the APC model, without an informed analysis of its viability in the context of South Sudan. This approach was never questioned over a period of 5 years. The EU did not identify and address the structural challenges of the intervention.

Following the crisis, the EU did not redesign its food security programmes, to consider conflict, insecurity, dysfunctional markets and to redefine its engagement with the Government. Performance was affected by slow procedures, including delayed release of funds following contract signature and after the addendum 5.

4.3 Performance of the Government

Regular consultations took place with the officials of the Ministry of Agriculture and Food Security, Ministry of Livestock and Fisheries, Ministry of Trade, Industry and East Africa Community Affairs and Chamber of Commerce of the four states where project was implemented.

The project engagement with the Government was guided by a design conceived in 2012, when EU and development partners sought a solid partnership with the Government, aimed at establishing capacities and contributing to South Sudan State building. With the deflagration of the crisis, by end of 2013, plans to partner with the Government were suspended. However the design of projects and the narrative of the intervention “Theory of Change” were not substantially changed. The project maintained the Ministry of Agriculture and Food Security as its national counterpart, plans for setting up PPP remained unchanged, and the Government was central to the project steering committee and APC management bodies.

Box 9 Donors’ engagement in South Sudan and a deeply rooted crisis of Governance

Analysis by Netherland Institute of International Relations

*The crisis in South Sudan calls for a critical reflection on past and forthcoming aid practices in the country, and on the assumptions and ambitions that underpin them. On the whole, donor engagement in South Sudan has been based on a flawed situational framing, informing a dominant theory of change that disregarded key elite interests, misjudged the main conflict driver, promoted a culture of appeasement, and obscured symptoms of a deeply rooted crisis of governance. As this crisis pushed itself to the fore in mid-December 2013, the old narrative of development and partnership has become untenable. Donors should prepare and plan for working in an environment where armed conflict is cyclical and where periods of relative calm offer limited options for longer-term development schemes or sustainable reform, narrowing the scope for constructive engagement and enhancing the risks involved.*¹²⁵

The evaluation fully endorses the assessment made by Netherland Institute of International Relations, highlighting that the situation already in 2014–2015 should have called for a redefinition of the design and the partnership with the Government, addressing the deeply rooted crisis of governance and human rights, shifting entirely the paradigm of collaboration and partnership with the Government. The lack of an explicit disengagement affected also the neutrality of the Donor and the Implementing Partner in the ongoing conflict.

¹²⁵ When Peace is the Exception: Shifting the Donor Narrative in South Sudan, Jort Hemmer and Nick Grinstead Clingendael Institute (2015)

The collaboration and partnerships with local authorities may have lessened the intervention capacity to address issues of human rights and support partnerships with non-government actors.

a) Strengths: Several staff in Juba, Wau and project sites demonstrated motivation and commitment;

b) Limitations and challenges: The key challenge for government officials and Ministry Staff were the very limited capacities at all levels and the absence of functioning institutions, legislative and regulatory frameworks. .

5. FACTORS FACILITATING OR LIMITING THE ACHIEVEMENT OF RESULTS AND PROJECT GOALS

The achievement of goals and results has been affected by several variables, some internal (i.e. within the range of project management and decision management) and some external.

5.1 Internal variables

- **Weak design:** Likely the single major factor affecting the capacity to achieve results and objective (see detailed analysis in EQ 8).
- **Uncritical application of paradigms:** PPP and APC approaches were applied as a paradigm, without previous adequate questioning of their applicability in the very specific context of Greater Bar el Ghazal;
- **Limited use of previous experiences and strategic vision for private sector development;** both EU and UNIDO did not apply strategic vision and their ample experiences from many projects on agro-processing to address the challenges to this intervention.
- **Need to reinforce management focus on outcomes and goals:** Decision makers and management did not apply a focus on results and goals. As such the project follow up was based on the monitoring of activities and deliverables, lacking of a profound commitment on results; contextual challenges have contributed to limit the attention on outcomes.
- **Layered management and decision making and limited flexibility:** Both UNIDO and EU had a layered management, divided across headquarters, Juba and Wau. Decision making and capacities at local level have been consistently low throughout the project life.

5.2 External variables

The project Theory of Change was based on assumptions of an expanding economy, a stable and peaceful State, functioning markets and incentives for farmers to increase production and entrepreneurs expand businesses. Not only these conditions never happened but external factors have been diametrically opposed to what was expected: including for protracted conflict, lack of security, political uncertainties, economic stagnation, seasonal floorings and since 2020, COVID-19, c with significant restriction of movement within the project area. The context can be considered as extremely unfavourable to a development intervention of this nature, particularly if aimed at market expansion and private sector development.

Box 10 To what extent would the project have achieved its results and objectives if the external context would have been favourable?

Even in the hypothesis of a conducive environment, it is very unlikely that the project may have achieved its goals in consideration of concurring internal factors related to poor design, PPP and APC approach, output-oriented management, fragmented decision making, limited presence and capacities on the ground.

The challenging external circumstances would have called to significantly reinforce quality of design and of management as well as the timely implementation of conflict sensitivity analysis.

Was the intervention supported by adequate monitoring, evaluation and lesson learning tools?

In general, management and decision-making tools were not sufficiently developed by the project, including for a weak theory of change, based on unverified assumptions, a weak monitoring system (reinforced only in 2020), lack of focus on outcomes and project objectives. Relevant lessons related to agro-processing development have been acquired by UNIDO, EU and other development agencies (including World Bank and FAO) covering project (including for entrepreneurship development, PPP set up, milling of grains, post-harvest losses) but were not adequately exploited by the project

Did implementation apply a result-based management? Management by results was applied at level of outputs but not of outcomes.

Were adequate coordination and consultation mechanisms established? Coordination and consultation mechanisms were in place, including through effective platforms as Quarterly Review Meetings. Notwithstanding consultations during the design phase, private sector operators' participation to project strategic choices was largely missing and the intervention did not manage to address their needs and priorities. Although entrepreneurship in the region was (and still is) in its emerging phase, with very few micro-businesses in place, the project design and implementation should have been informed by their views, needs and priorities.

6. Overarching Assessment and Ratings

Summary response

The project offered useful services over a very critical period to local communities. Service users appreciated the presence of the project and considered its services as very important; However, in consideration of both internal and external factors the project did not achieve to establish sustainable agri-business development and to significantly impact on the livelihoods of targeted population.

The potential for impact of this development effort was exploited only to a limited extent.

1.1. Evaluation Ratings

The following table summarizes the evaluation ratings according to UNIDO evaluation guidelines and instructions for rating. Scores vary between 1 (minimum) and 6 (maximum), according to the evaluation rating scale defined in table 16 below. The range 1 to 3 is defined as “unsatisfactory” and the range 4 to 6 as “satisfactory” (see UNIDO evaluation rating scale, table 17).

Table 14: Summary of the evaluation ratings

	Evaluation criteria	Summary assessment	Rating
A	Impact		
1	Impact	Moderately Unsatisfactory: The project did not manage to affect significantly long-term changes related to food security, improved livelihoods, business development and other long-term changes;	3
B	Project design		
1	Overall design	Highly unsatisfactory: design (or lack of) was the main origin of key challenges of the intervention; key design gaps were inadequately addressed during 5 years of implementation	1
2	Log frame	Both Theory of change and logical framework were poorly designed; results were not enough to achieve expected goals; assumptions were unrealistic; when the context changed dramatically, the log frame and design were not adjusted; Log frame did not provide attention and measurability for outcomes; adjustments of the log frame have been constrained by contract rigidity and the hope that, with continued support, APC model could work	2
C	Project performance		
1	Relevance	Moderately satisfactory: the project was very relevant by the time of design (2012); the APC approach undermined the relevance to private sector stakeholder	4
2	Effectiveness	Moderately satisfactory: The project established functional service provision in Kangi and Aweyin, supporting some 7,600 households in food processing over a period of 18 months; Training was delivered to some 1000 stakeholders; grain storage facilities were provided to 943 beneficiaries; slaughtering facilities in Wau and Ayien were improved, with improved hygiene of meat; however the project did not achieve to establish sustainable agribusiness centres	4

	Evaluation criteria	Summary assessment	Rating
3	Efficiency	Moderately satisfactory: project management reacted positively to a number of challenges;	4
4	Sustainability of benefits	Unsatisfactory: the analysis indicates serious sustainability gaps in the organizational and institutional set-up, financial sustainability, market sustainability. Moreover the political and conflict environment are not conducive to sustainability.	2
D	Cross-cutting performance criteria		
1	Gender mainstreaming	Satisfactory: The score reflects how the project supported gender mainstreaming across its activities. Positive feedback from women include benefits in terms of progressive change in attitude; the large majority of APC users are women, and they the received key benefits for access to processing services; main activities included gender targeting and monitoring was gender disaggregated. Notwithstanding these positive achievements a score of 4 wishes to bring the attention to missed opportunities, as the project could have worked more on women empowerment through entrepreneurship development, including with women associations, providing a more central role for them in project design and implementation.	4
2	M&E design and implementation	Moderately Unsatisfactory: the project was not supported by a monitoring system at outcome level guiding management decision towards the achievement of results and goals; the monitoring system was significantly improved in 2020	4
3	Results-based Management (RBM)	Main management focus was on activities and deliverables and not at outcome level	3
E	Performance of partners		
1	UNIDO	Unsatisfactory; UNIDO management team made significant efforts to address the recommendations of ZEAT BEAD mid-term evaluation, significantly enhancing performances after the signature of Addendum 5. Notwithstanding these positive achievements the score of 3 reflects a number of management issues which have affected the intervention, including the need to reinforce subsidiarity, reduce layers of management levels (Vienna, Juba, Wau) and bring decision making closer to the action, while increasing flexibility. Juba management level was then removed in 2018, with an effort to reinforce management capacities in Wau. Also, management should be able to seize and address strategic issues, like the intervention inadequate design, the need to adjust better to conflict and insecurity and the sustainability of the APC set up. UNIDO was selected as implementing partner because of its comparative advantage in agri-business and agro processing; however the organization specialization was not adequately	3

	Evaluation criteria	Summary assessment	Rating
		used to support design and implementation of the project; due diligence was not applied to key studies; management was flexible and often reactive, but not sufficiently proactive and result oriented; management conservative approach was likely influenced by the very volatile and risky environment;	
2	National counterparts	Unsatisfactory; several staff at local level proved committed and supportive; however limited capacities and the inadequate institutional set up limited their contributions;	3
3	Donor	Unsatisfactory: Donor had a proactive and consultative management approach (including through Quarterly Review Meetings and monitoring missions); however, it did not manage to address the challenges to achieve project goals and sustainability. ZEAT BEAD design led to an approach which limited the opportunities of impact; both Donor and Implementing Partner delayed in adjusting to contextual changes; follow up was at output rather than outcome level.	3
F	Overall assessment	The project offered useful services (mainly milling) over a critical period to local communities. Service users appreciated positively project support; due to internal and external factors the project did not manage to establish sustainable agri-business development and significantly impact on the livelihoods of targeted population. The potential for impact was exploited only to a limited extent.	3

Source: Evaluation Team Assessment, May 2021

Table 15: UNIDO evaluation rating scale

Score		Definition	Category
6	Highly Satisfactory	Level of achievement presents no shortcomings (90% - 100%) achievement rate of planned expectations	SATISFACTORY
5	Satisfactory	Minor shortcomings (70% - 89%) achievement rate of planned expectations and targets	
4	Moderately Satisfactory	Moderate shortcomings (50% - 69%) achievement rate of planned expectations and targets	
3	Moderately Unsatisfactory	Some significant shortcomings (30% - 49%) achievement rate of planned expectations and targets	UNSATISFACTORY
2	Unsatisfactory	Major shortcomings (10% - 29%) achievement rate of planned expectations and targets	
1	Highly Unsatisfactory	Severe shortcomings (0% - 9%) achievement rate of planned expectations and targets	

Source: UNIDO Evaluation Manual, 2018

7. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

7.1 Conclusions

The intervention piloted a new approach to agro-processing development for Greater Bahr el-Ghazal Region in South Sudan. The model was based on supporting value chain strategies, strengthening skills and promoting access to technologies through the development of a network of small agro-processing centres managed by public-private partnerships.

C1. The project was useful and well appreciated by local communities: Useful services were provided to the local population, supporting some 7,600 households in food processing over a period of 18 months, mainly in Kangi and Ayien. Training was delivered to some 1000 stakeholders; grain storage facilities were provided to 934 beneficiaries; slaughtering facilities in Wau and Aweil were improved and provided access to better quality of meat.

C2. The project did not achieve the goal of establishing sustainable agribusiness centres. By the end of the project only two APCs were operational, and notwithstanding some positive signals of increased ownership and commitment of operators, there is high likelihood that services will soon be interrupted. The APC model and the public private partnership model offered some useful lessons but, in the end, it did not work, due to several external and internal challenges:

- Although the training brought valuable contributions to the development of entrepreneurial mindset, the project did not achieve to have entrepreneurs to drive agro-processing and value addition across the area;
- The project did not have a strategic and holistic approach to support entrepreneurship, did not directly target private business development and the private sector was not on the front line of the intervention. It is noted that the private sector was extremely weak in the intervention area at the time of the design and the initial assessments.
- Unclear intervention goal and theory of change
- Conditions for the setup of viable PPPs not in place
- Poor design
- Unrealistic expectations of agricultural production, marketable surplus and demand for APC services and by-products
- Protracted insecurity, conflict and, since 2020, the effects of the corona virus

C3. Due diligence and good practices were not systematically applied to design and implementation: The quality of several studies needed to be reinforced and was often affected by contextual factors, for instance, through in-depth market analysis, stronger participatory mechanisms associating private sector to strategic decisions, and aligning quality and standards of outputs to international best practices. Business plan development also need to be aligned to best practices.

Given the changed environment, the project should have been guided by a conflict sensitivity analysis to support implementation.

C4. The project seized only to a limited extent its significant potential to address important priorities as private sector development, women empowerment, good governance and inclusiveness: the project offered opportunities to further mainstream issues of good governance and inclusive approach in development practices.

C5 Need to strengthen sustainability: A key sustainability gap is linked to the market which did not offer a processable surplus for food staples. Sustainability gaps were observed for APC, grain storage support, meat processing, market linkages and capacity development. APCs remained under the care of the project with regard to repair and maintenance throughout the project's life span. Training was delivered efficiently over a broad range of subjects, benefitting some 1000 stakeholders. However, the

short duration of courses did not allow to support transformational changes and the project promoted only partially sustainable capacity development mechanisms.

C6 Implementation mechanisms have improved significantly over the last two years; Subsidiarity of UNIDO management mechanisms and flexibility need to be reinforced. Management tools, including monitoring, learning from previous experiences, conflict sensitivity analysis and political economy analysis need to be also strengthened, particularly when working in a complex and sensitive environment.

7.2 Recommendations

R1: Future work in South Sudan need to reconsider goals, governance and approaches

Recommendation addressed to EU and UNIDO

Importance: High; Priority: High

Cooperation effort should be aiming at goals of peace building and alleviating vulnerability of local populations.

Interventions should be based on accurate studies of conflict sensitiveness, political economy analysis, targeting for an inclusive approach, human rights protection and good governance.

Research activities (see post-harvest losses) should be avoided in a context of food insecurity and high vulnerability of population, privileging quick-win solutions with on-the-shelf technology.

“Donors and Partners should prepare and plan for working in an environment where armed conflict is cyclical and where periods of relative calm offer limited options for longer-term development schemes or sustainable reform, narrowing the scope for constructive engagement and enhancing the risks involved”

When Peace is the Exception: Shifting the Donor Narrative in South Sudan, Jort Hemmer and Nick Grinstead Clingendael Institute (2015)

R2: Good practices and due diligence

Recommendation addressed to EU and UNIDO

Importance: Very High; Priority: high

Simply applying best practices to design and implementation will significantly boost opportunities of impact, effectiveness, sustainability and performances, particularly when operating in a challenging environment.

[A sound design is the single most important recommendation and best investment to set a successful intervention.](#)

Box 8 Key recommendation for improved identification and design of Agro-industry development interventions

The Thematic Review of Agro-industry Development Interventions implemented by UNIDO in 2010 identified amongst its key recommendations one specifically dedicated to the need to strengthen the quality of the formulation of this type of project: *“More time and resources are devoted to context analytical work, project identification and project design”*.

R3: Private sector development approach

Recommendation addressed to EU and UNIDO

Importance: Very High; Priority: high

- Private sector approach needs to be informed by entrepreneurship capacities (or lack thereof) and driven by the full involvement and ownership of private sector
- Business enabling environment needs to be studied and supported

- Entrepreneurship should be at the hearth of business development
- Avoid project competition with local private sector (crowding out), rather seek to support and expand existing agro-processing, building on local opportunities and assets

R4: APC and PPP approach

Recommendation addressed to EU and UNIDO

Importance: Medium; Priority: Medium

In case an APC approach is pursued the following measures should be adopted:

- Sustainability should be based on entrepreneurship
- Conditions to set up PPP need to be very carefully assessed. When such conditions do not exist (as in the case of APC and slaughterhouses) partnerships should not be pursued
- Business plans need to align to private sector best practices

A new life for the APCs

Notwithstanding the positive signal that months after the end of the project Ayien and Kangi APCs are still operational, the evaluation recommends that durable solutions are found for APC, avoiding that achievements that costed so much effort are lost and the risk that these centres may stay abandoned or misused. Solutions need to be studied on the ground and tailored to existing opportunities and established design practices.

An option to be considered is the conversion of the APCs into service provision centres for local communities, managed by NGOs, well respected and endowed with suitable capacities. These could include INGOs, Faith Based Organisations and local NGOs. The goal of these service provision centres could embrace providing support with agro-processing services accompanied by peace building, dialogue, women empowerment, youth motivation, capacity building, nutrition, support to marketing and agricultural extension. In other words APC should continue with a “role of poles” for dialogue and economic development, supporting the sensitive phase of transition towards development and peace building.

As such these centres should not seek business sustainability, but rather channel Donor support to local communities, contributing to increase resilience and improve livelihoods.

R5: Management mechanisms

Recommendation addressed to UNIDO

Importance: Medium; Priority: Medium

New mechanisms should be developed by UNIDO to strengthen its management effectiveness in challenging context. Options may include sub-contracting to NGOs present on the ground.

R6: Business support as a strategy to leverage women and youth empowerment

Recommendation addressed to UNIDO

Importance: Medium; Priority: Medium

Entrepreneurship development could be instrumental to support women and youth empowerment, particularly in a context, as South Sudan, where they face significant challenges to access to equal opportunities. This approach may call for a dedicated design, for instance targeting women or youth groups, strengthening their individual and group capacities to contribute to dialogue and to develop economic activities, supporting goals of peace and better conditions in their communities.

7.3 Lessons learned

- It is risky to build projects on unfounded assumptions and unquestioned paradigms.
- Small projects in difficult contexts need agile and flexible implementation mechanisms
- Importance, in a fragile development context as South Sudan, of sound conflict sensitivity analysis and political economy analysis to support interventions.

7.4 Good practices

Developing “project sponsored service provision centres”, as an approach to help communities to bridge the transition between emergency, recovery and development. Such centres can help to stimulate positive dynamics within and across communities, promoting dialogue across stakeholders, support participatory planning and conflict resolution and open gradually to a market economy. New management mechanisms should be identified but PPP should be excluded. Such approach would aim to providing some short-term respite to local communities. The approach would not be effective in supporting micro-enterprises and private sector development.

Supporting grain storage and post-harvest losses: This group of activities represents a window of opportunity; on-the-shelf technology is readily available and future projects should avoid a research approach, particularly when households are poor and the environment insecure.

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Annex 2: Evaluation framework

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ANNEX 1: Terms of Reference



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TERMS OF REFERENCE

Independent terminal evaluation of project

REPUBLIC OF SOUTH SUDAN

ENHANCED LOCAL VALUE ADDITION AND STRENGTHENED VALUE CHAINS

UNIDO project ID: 140320

November 2020

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Table 1. Financing plan summary

Table 2. Financing plan summary - Outcome breakdown

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Table 4. UNIDO budget execution

Table 5. Project evaluation criteria

Table 6. Project rating criteria

Table 7. Major timelines

I. PROJECT BACKGROUND AND CONTEXT

1. Project factsheet¹²⁶¹²⁷

Project title	[Title]
UNIDO ID	[Status]
Region	East Africa
Country(ies)	South Sudan
Project donor(s)	European Union
Project implementation start date	02 March 2015
Original expected duration	02 March 2017
Expected implementation end date	28 February 2020
Implementing agency(ies)	UNIDO
Government coordinating agency	Ministry of Agriculture and Forestry and Fisheries
Executing Partners	N/A
UNIDO RBM code	EC1 Poverty Reduction
Donor funding	EUR 3,000,000 (Original agreement - addendum 4: EUR 2,000,000; addendum 5 - 6: EUR3,000,000)
UNIDO input (in kind, EUR)	EUR 100,000
Co-financing at CEO Endorsement, as applicable	
Total project cost (EUR), excluding support costs and PPG	2,824,979.44
Mid-term review date	Mid-term review: November 2017 Donor evaluation: November 2018
Planned terminal evaluation date	March 2021

(Source: Project document)

2. Project context

The UNIDO action Enhanced local value addition and strengthening value chains falls under result of the global EU ZEAT-BEAD action of improved food security and income in the region of the Great Bahr el Ghazal. The overall objective of the current project is to contribute to improved food security for rural small holders in Bahr el Ghazal region by enhancing value addition and strengthening value chains.

Background

The South Sudan Development Plan (SSDP)¹²⁸ and its follow-up documents, such as the South Sudan Vision for 2040¹²⁹, provide the overarching framework as well as key objectives, commitments, and activities of the South Sudanese development policy.

¹²⁶ Data to be validated by the Consultant

¹²⁸ http://www.grss-mof.org/wp-content/uploads/2013/08/RSS_SSDP.pdf

¹²⁹ <http://grss-mof.org/south-sudan-development-plan>

The SSDP underlines the importance of the agricultural sector for economic development – for reference, 80 percent of poor households in South Sudan depend on agriculture for their livelihood.¹³⁰ Therefore, one of the four core objectives of the SSDP is *to achieve rapid rural transformation to improve livelihoods and expand employment opportunities*. In order to do so, the SSDP calls for continued improvements in transport infrastructure, increased agricultural and livestock production, clarification of issues pertaining to land, as well as improved access to markets, inputs, finance and extension services.¹³¹ Other initiatives such as the Zonal Effort for Agricultural Transformation (ZEAT) or the Comprehensive Agricultural Development Plan (CAMP) also highlight the pivotal role of the agricultural sector for South Sudan's development.

The Joint Country Strategy Paper (JCSP) developed by the European Union (EU) and the Member States (MS) came among other partner initiatives as a contributing response to the SSDP effort to support South Sudan in moving from food assistance to food security. In the JCSP and in line with the zonal approach, the EU and the MS have identified the Bahr el Ghazal region as a recipient zone for its rural and agricultural development programs. The programme is called the Zonal Effort for Agricultural Transformation - Bahr El Ghazal Effort for Agricultural Development (ZEAT-BEAD).

This action responds in essence to the four challenges identified by the SSDP: Access to agricultural inputs, intensification of extension services, access to market through improved infrastructure and the development of professional organizations to access finance and get the scaled advantage of the market.

Relevance of the Action

Relevance to the objectives/sectors/themes/specific priorities of the call for proposals

The overall objective of the ZEAT-BEAD Programme is to contribute to improved food security and income of the population of Republic of South Sudan. The activities implemented by UNIDO under component 3 of the programme (see chapter 2.1. for further details), enhanced local value addition and strengthened value chains will address smaller initiatives targeting individuals or groups of farmers – both new and those in already existing producer groups. The value chains that offer the most promising prospects for economic growth and poverty reduction will be identified and mapped, technological capacities at the smallholder level will be analysed, and the upgrading strategy for the selected value chains will be formulated. The strengthened value chain of a specific commodity will serve as a catalyst for the further development of the value chains and contribute to enhanced food security and income of the rural communities.

Food security is one of the main priorities of the Government of South Sudan. In support of Government efforts to reduce food insecurity, the UNCT supports initiatives that increase cereal crop production and improve livelihoods of small-holder farmers, vulnerable groups including women and returnees¹³². In addition, the UNCT will help to improve animal disease control, increase fish production and strengthen extension services. Specific support will be provided to establish a strategic grain reserve and to help formulate gender-sensitive policies and strategies for sustainable agricultural and rural development including mechanized agricultural schemes. The global action launched by the EU through this programme will contribute to the development of the agricultural sector and the five outputs which will be achieved through the programme are closely linked. It will complement each other and the development of micro-level value chains will contribute to the sustainable development of the agricultural sector.

¹³⁰ SSDP, page xiii

¹³¹ SSDP, page xiv

¹³² United Nations Development Assistance Framework (UNDAF) for Republic of South Sudan 2012-2013

Relevance to the particular needs and constraints of the target region and sector

The global action launched by EU in the Bahr el Ghazal region consists of a multidimensional approach where small households are in the centre of the focus. Improving the quality and the access to inputs will ensure better harvests during the cropping season. The result of this component will support the reduction of postharvest losses and consequently increase the amount of available produce on the markets. This will result in more regular production and continuous food availability in the region. The intensification of the extension services will also help in the improvement of farmers' crop management skills, resulting in better productivity and product quality. Improved roads will provide easier and cheaper access to markets, thereby contributing to a better supply of commodities and more competitive prices. The value addition and value chains strengthening under the UNIDO project will have an impact the added value of different products and will structure the commodities market in a more dynamic and sustainable manner. Small business owners as well as the operators will be empowered to play an important role in the value chain. The improvement of the operators' skills in value addition will open new paths in agro-industrial transformation and access to new technologies for small households.

The last component to add a high value to this global action is the capacity building of the Government structures and staff, allowing them to play a catalytic role in the market development approach and economic development by facilitating mutually beneficial interactions between the private sector and the small households.

Target groups and final beneficiaries, needs

In the target states of the Bahr el Ghazal region, as well as in the rest of South Sudan, the small household producers represent a great potential for agricultural development and food security. As stated before, 80 percent of poor households in South Sudan depend on agriculture for their livelihood.¹³³

3. Project objective and expected outcomes

The overall objective is to contribute to improved food and nutrition security for rural small holders by enhancing value addition and strengthening value chains. Through this project, UNIDO focuses on small household producers and small private business owners to create a sustainable and simple marketing network by developing and implementing upgrading value chain strategies. Interventions focused on building the capacity of the different actors to operate in the value chain and tune to technological and business features for more value addition of their production assets including a focus on women and youth.

Expected Outcomes: Enhanced/increased value addition for local products

¹³³ SSDP, page xiii

4. Project implementation arrangements

The project management structure as designed is provided in **Error! Reference source not found.**

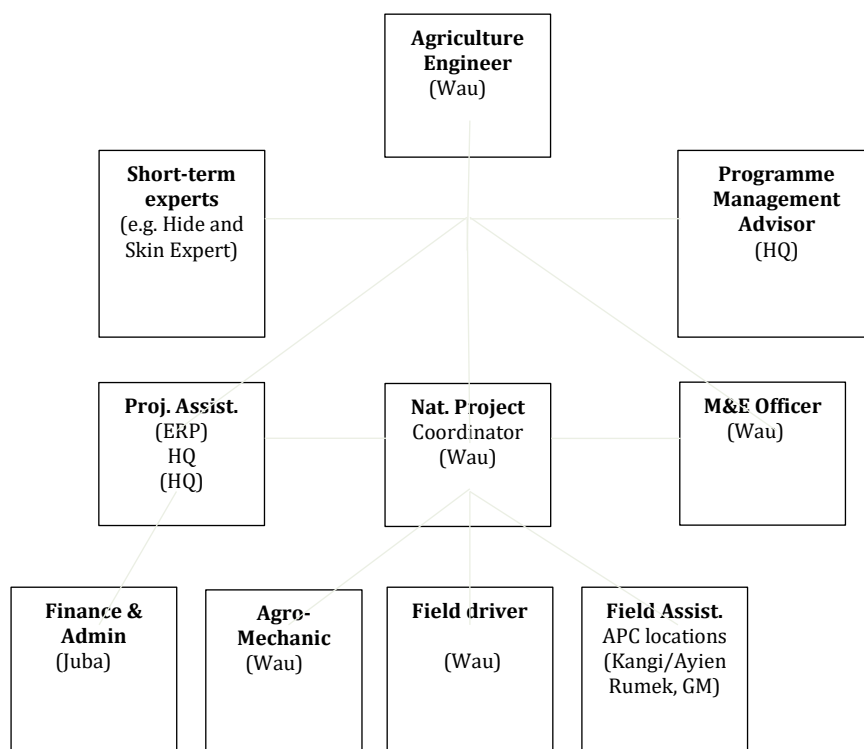


Figure 1

5. Main findings of the Mid-term review (MTR) and Donor Evaluation

Summary of Mid-term review (MTR)

The following excerpt summarizes the findings from the MTR that took place November 2017:

“The Project was assessed based on the five evaluation criteria according to the following six-point system: highly satisfactory, satisfactory, moderately satisfactory, moderately unsatisfactory, unsatisfactory and highly unsatisfactory.

The Project has high Relevance, assessed from its consistency with South Sudan’s development as well as agricultural development policies; the beneficiaries’ needs of value chain upgrading for food security; UNIDO’s industrial development policies; and the donor’s development assistance policies to South Sudan.

The Effectiveness of the Project was assessed as moderately satisfactory since the specific objective will be partially achieved during the project period, while the stakeholders’ perception of the results of the implemented value chain upgrading strategies is positive; the beneficiary groups believe that they will be able to increase their income with the knowledge and skills acquired as well as the use of processing facilities of the agro processing centres (APCs), Aweil Rice Mill or the target slaughter houses (SHs).

The Efficiency of the Project was judged as moderately satisfactory. Many of the Project inputs have been implemented as planned in order to produce intended outputs; and the various cooperation with the implementing partners (IPs) have increased the efficiency of project implementation.

However, there have been several delays in project activities that affected the achievement of expected outputs, thus the achievement of the specific objective.

The Impact of the Project was assessed as moderately satisfactory; while it would be too early to judge the probability of achieving the overall objective, (actual and potential) positive impacts on gender issues among others have been identified.

The Sustainability of the Project was judged as moderately satisfactory from institutional and organizational, financial, technical, and other points of view. While the Project's sustainability in terms of institutional and organizational as well as technical aspects is expected to be secured to some extent through the implementation of planned activities with necessary follow-up to be provided, the financial capacity of the Government of South Sudan is too limited to continue value chain upgrading activities on its own."

Summary of donor evaluation (November 2018)

The EUD carried out its own evaluation of the ZEAT BEAD project which was completed in November 2018. Assessment criteria was relevance, effectiveness, efficiency, sustainability, impact, and strategic partnerships. The following is a summary of the main conclusions from the evaluation:

➤ **The main conclusion is of a relevant project with challenges to achieve sustainability and to translate its activities and outputs into outcomes and impacts**

- a) The Value Addition Project is relevant to the needs of vulnerable rural population as it aims improving livelihoods supporting value addition in five pertinent value chains, offering significant opportunities for inclusive development and poverty reduction. The choice of value chains has several merits, including the potential value for nutrition (protein rich groundnut and fish), to staple production (sorghum and rice) and, unlikely most SORUDEV and ZEAT BEAD activities, addresses the most important value chain for South Sudan: livestock, with the hide and skin by-product.
- b) Challenges to achieve outcomes and impacts are related also to a profoundly changed context, as initial assumptions progressively lost their relevance;
- c) Strategic choices to support value chain development (including project driven initiatives, limited role of private sector, PPP mechanisms for management and governance) had limited effectiveness, proved to have high unit costs and could not support adequately sustainability;
- d) The project did not have time, means and sufficient attention to address transformational changes required at all levels to achieve value chain development.

➤ **Positive achievements have been recorded**

The analysis of performances evidence a positive work for some deliverables

- a) Choice of value chains (with exception of the rice value chain)
- b) Consultation for strategies
- c) The project established close links with the other implementing partners such as UNOPS (feeder roads and markets), and the NGOs engaged in the region. A special agreement was reached with WFP to conduct Training of Trainers programme.
- d) Extensive trainings (over 1000 beneficiaries embracing a range of relevant subjects) were performed efficiently

➤ **The project had mixed performances; over its last year accumulated significant delays; EU Delegation and follow up mechanisms prompted increased result orientation and delivery since the early stages**

- a) The project accumulated significant delays, in part related to an objectively difficult context and in part imputable to the Implementing Partner performances;
- b) A close follow up by the Delegation and the Quarterly Review Meetings allowed to address several implementation constraints; following the inception the Delegation requested and obtained that the budget should be organized according to results; also accrued clarity on progress was requested. By the last QRM the pressure was high from EU Delegation and stakeholders for the finalization of expected deliverables
- c) Mechanisms supporting implementation, including quality of logical framework, management, monitoring, reporting and evaluation need to be strengthened
- d) At few months from the conclusion gaps related to physical infrastructure and equipment need be addressed
- e) Sustainability mechanisms for value chains strategies are not yet achieved

➤ **Need to fully reassess the PPP model and approach to value chain development**

- a) The relevance, effectiveness, costs and sustainability of the PPP mechanism have not been adequately assessed during design and implementation. Aspects calling for in-depth analysis include inherent risks, capacity gaps, institutional requirements at central, state and local levels, policy and regulatory frameworks, the political economy of these partnerships and conflict sensitiveness considerations.
- b) The current context is offering limited opportunities of policy dialogue; moreover working with local governments involves risks of severe budgetary constraints, capacities, staff motivation, high turnover and limited accountability; these factors should also call for the reassessment of the PPP strategy.
- c) The relevance of the PPP mechanism to support micro-projects of value addition should be reconsidered as the private sector in local markets is already successfully implementing similar value addition initiatives with lower costs and full sustainability.

➤ **Need to reassess the role of private sector and other stakeholders for value chain development**

- a) In the Value Addition project the private sector has a secondary role as the main stakeholder and project partner is the public sector; private sector participation to design and implementation was limited and its main role was of service provider for the PPP. Although the evaluation recognizes its critical weaknesses, the private sector should be the engine driving the process of value chain development; value addition projects should support the enabling environment and capacities.
- b) Partnerships with civil society were not adequately supported for grass root support of community initiatives of value addition.

➤ **A completely changed environment calls for a re-contextualization of the project and its goals**

- a) The progressively deteriorating situation linked to the political crisis and the conflict changed entirely the assumptions made in 2012/13. Cooperation efforts should take into account the new environment through conflict sensitiveness analysis and readjustment of goals and strategies;
- b) The contextualization of the intervention and the strategy adjustments should take into account decreased capabilities of the public sector, limitations for dialogue and reforms, less functional

markets, the economic crisis affecting negatively production and marketing capacities of rural communities, increased needs for resilience and better nutrition.

- c) Also the current situation of South Sudan offers the rationale for strengthening food security projects to the context of conflict, the call for peace and dialogue and support human rights.
- **Better design, risk management and an increased focus on outcomes would have eased several of the challenges currently affecting the project**
 - a) The analysis of the EQs consistently points to design shortfalls and lack of adequate assessment of the context, problems and risks both during the initial design (Zeat Bead TAPs design and Action document design) and during project implementation and monitoring;
 - b) The project did not provide sufficient attention to results at outcome level and to impacts, focusing more on the physical deliverables than on their effects;
 - c) The evaluation concludes that these two factors have significantly affected the capacity of the intervention to achieve effectiveness, sustainability and impacts.
 - **The project was gender-sensitive however the intervention had scope to further strengthen contributions to EU policy priorities**
 - a) The value addition project targeted positively women who have a principal role in value addition in the different value chains; the evaluation found that this project offered an excellent platform to further support several crosscutting priorities with scope for mainstreaming women empowerment, nutrition, good governance and human rights throughout design, implementation and monitoring;
 - **Few options and no easy solutions are available for establishing now sustainable mechanisms for the APCs and other micro-projects for value chain development**
 - a) With the project coming to its end and with structural problems yet to be addressed, options are limited by several factors:
 - Time availability that do not allow to address major changes
 - The risk and complexity of establishing viable partnerships with State and Local Administrations particularly in the current context
 - Performance records of the Implementing Partner
 - The importance to obtain positive outcomes and contribute to expected impacts, supporting project accountability vis à vis end beneficiaries
 - The risk of leaving behind non functioning structures

6. Budget information

Table 1. Financing plan summary

EUR	<i>Project Preparation</i>	<i>Project</i>	<i>Total (\$)</i>
Financing (EU)	0	3,000,000	3,000,000
Co-financing (Cash from UNIDO)	0	100,000	100,000
Total (EUR)	0	3,100,000	3,100,000

Source: Project document / progress report

Table 2. Financing plan summary - Output breakdown¹³⁴

¹³⁴ Source: Project document.

Project output	Donor (EUR)	Co-Financing (EUR)	Total (EUR)
Output 1: Knowledge on potential value addition commodities in target area improved	835,798.89	0	835,798.89
Output 2: Access to value chain technology improved	454,192.90	0	454,192.90
Output 3: Capacity of value chains' operators strengthened	713,482.85	0	713,482.85
Output 4: Four agro processing centers established and fully equipped in selected locations and farmer organizations benefitted directly from project assistance for the establishment of self-sustainable micro-processing pilot centers ¹³⁵	684,512.04	100,000	784,512.04
Independent evaluation	36,992.76	0	
PSC	190,748.56	0	
Contingency	84,272.00		
Total (EUR)	3,000,000	100,000	3,100,000

Source: Project document / progress report

Table 3. Co-Financing source breakdown

Name of Co-financier (source)	In-kind	Cash	Total Amount (EUR)
UNIDO		100,000	100,000
Total Co-financing (EUR)	0	100,000	100,000

Source : Project document

Table 4. UNIDO budget execution (Grant)

*See attached separate document titled *140320 budget execution*

Items of expenditure	2015	2016	2017	2018	2019	2020	2021	Total expend.
11 International experts								
15 Project Travel								
16 Staff Travel								
17 National experts								
21 Subcontracts								
30 Training								
35 International meetings								
43 Premises								
45 Equipment								
51 Miscellaneous								
Grand Total								

Source: UNIDO Project Management database as of xxx

¹³⁵ The project log frame was revised with addendum 5 and the outputs were consolidated into 3 outputs.

II. Scope and purpose of the evaluation

The purpose of the evaluation is to independently assess the project to help UNIDO improve performance and results of ongoing and future programmes and projects. The terminal evaluation (TE) will cover the whole duration of the project from its starting date in 2018 to the estimated completion date in 28 February 2021.

The evaluation has two specific objectives:

- (i) Assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact; and

Develop a series of findings, lessons and recommendations for enhancing the design of new and implementation of ongoing projects. A more holistic approach for the meat value chain needs to be considered, including supporting to processes upstream and downstream of animal slaughtering, adapting technologies to local conditions, assess local demand for meat quality, study in depth issues of sustainability and address waste management.

- (ii) Supporting ongoing projects by UNIDO.

III. Evaluation approach and methodology

The TE will be conducted in accordance with the UNIDO Evaluation Policy¹³⁶ and the UNIDO Guidelines for the Technical Cooperation Project and Project Cycle¹³⁷.

The evaluation will be carried out as an independent in-depth evaluation using a participatory approach whereby all key parties associated with the project will be informed and consulted throughout the evaluation. The evaluation team leader will liaise with the UNIDO Independent Evaluation Division (ODG/EIO/IED) on the conduct of the evaluation and methodological issues.

The evaluation will use a theory of change approach and mixed methods to collect data and information from a range of sources and informants. It will pay attention to triangulating the data and information collected before forming its assessment. This is essential to ensure an evidence-based and credible evaluation, with robust analytical underpinning.

The theory of change will identify causal and transformational pathways from the project outputs to outcomes and longer-term impacts, and drivers as well as barriers to achieve them. The learning from this analysis will be useful to feed into the design of the future projects so that the management team can effectively manage them based on results.

1. Data collection methods

Following are the main instruments for data collection:

- (a) **Desk and literature review** of documents related to the project, including but not limited to:
 - The original project document, additional addendums, EU independent evaluation of 2018, monitoring reports (such as progress and financial reports, mid-term review report, output reports, back-to-office mission report(s), end-of-contract report(s) and relevant correspondence.
 - Notes from the meetings of committees involved in the project.
- (b) **Stakeholder consultations** will be conducted through structured and semi-structured interviews and focus group discussion. Key stakeholders to be interviewed include:
 - UNIDO Management and staff involved in the project; and
 - Representatives of donors, counterparts and stakeholders.
- (c) **Field visit** to project sites in April 2021.

2. Evaluation key questions and criteria

The key evaluation questions are the following:

¹³⁶ UNIDO. (2015). Director General's Bulletin: Evaluation Policy (UNIDO/DGB/(M).98/Rev.1)

¹³⁷ UNIDO. (2006). Director-General's Administrative Instruction No. 17/Rev.1: Guidelines for the Technical Cooperation Programme and Project Cycle (DGAI.17/Rev.1, 24 August 2006)

- (b) What are the key drivers and barriers to achieve the long term objectives? To what extent has the project helped put in place the conditions likely to address the drivers, overcome barriers and contribute to the long term objectives?
- (c) How well has the project performed? Has the project done the right things? Has the project done things right, with good value for money?
- (d) What have been the project's key results (outputs, outcome and impact)? To what extent have the expected results been achieved or are likely to be achieved? To what extent the achieved results will sustain after the completion of the project?
- (e) What lessons can be drawn from the successful and unsuccessful practices in designing, implementing and managing the project?

The evaluation will assess the likelihood of sustainability of the project results after the project completion. The assessment will identify key risks (e.g. in terms of financial, socio-political, institutional and environmental risks) and explain how these risks may affect the continuation of results after the project ends. **Error! Reference source not found.** below provides the key evaluation criteria to be assessed by the evaluation. The details questions to assess each evaluation criterion are in Annex 2.

Table 5. Project evaluation criteria

#	<u>Evaluation criteria</u>	<u>Mandatory rating</u>
A	Impact	Yes
B	Project design	Yes
1	• Overall design	Yes
2	• Logframe	Yes
C	Project performance	Yes
1	• Relevance	Yes
2	• Effectiveness	Yes
3	• Efficiency	Yes
4	• Sustainability of benefits	Yes
D	Cross-cutting performance criteria	
1	• Gender mainstreaming	Yes
2	• M&E: ✓ M&E design ✓ M&E implementation	Yes
3	• Results-based Management (RBM)	Yes
E	Performance of partners	
1	• UNIDO	Yes
2	• National counterparts	Yes
3	• Donor	Yes
F	Overall assessment	Yes

3. Rating system

In line with the practice adopted by many development agencies, the UNIDO Independent Evaluation Division uses a six-point rating system, where 6 is the highest score (highly satisfactory) and 1 is the lowest (highly unsatisfactory) as per **Error! Reference source not found.**

Table 6. Project rating criteria

Score	Definition	Category
6	Highly satisfactory Level of achievement clearly exceeds expectations and there is no shortcoming.	SAT ISF ACT ORY

Score		Definition	Category
5	Satisfactory	Level of achievement meets expectations (indicatively, over 80-95 per cent) and there is no or minor shortcoming.	
4	Moderately satisfactory	Level of achievement more or less meets expectations (indicatively, 60 to 80 per cent) and there are some shortcomings.	
3	Moderately unsatisfactory	Level of achievement is somewhat lower than expected (indicatively, less than 60 per cent) and there are significant shortcomings.	UNSATISFACTORY
2	Unsatisfactory	Level of achievement is substantially lower than expected and there are major shortcomings.	
1	Highly unsatisfactory	Level of achievement is negligible and there are severe shortcomings.	

IV. Evaluation process

The evaluation will be conducted from 20 March to 20 April 2021. The evaluation will be implemented in five phases which are not strictly sequential, but in many cases iterative, conducted in parallel and partly overlapping:

- i. Inception phase: The evaluation team will prepare the inception report providing details on the methodology for the evaluation and include an evaluation matrix with specific issues for the evaluation; the specific site visits will be determined during the inception phase, taking into consideration the findings and recommendations of the mid-term review.
- ii. Desk review and data analysis;
- iii. Interviews, survey and literature review;
- iv. Country visits;
- v. Data analysis and report writing.

V. Time schedule and deliverables

The evaluation is scheduled to take place from 1 April to 31 May 2021. Given the current COVID-19 situation, if field missions are possible for the national staff, the field mission is tentatively planned for 20-30 April 2021. At the end of the field mission, there will be a presentation of the preliminary findings for all stakeholders involved in this project in . The tentative timelines are provided in **Error! Reference source not found.**

After the evaluation field mission, the evaluation team leader will present of the preliminary findings of the terminal evaluation to Vienna HQ via teleconference. The draft TE report will be submitted 4 to 6 weeks after the end of the mission. The draft TE report is to be shared with the UNIDO PM, UNIDO Independent Evaluation Division, and other stakeholders for receipt of comments. The ET leader is expected to revise the draft TE report based on the comments received, edit the language and form and submit the final version of the TE report in accordance with UNIDO ODG/EIO/EID standards.

Table 7. Tentative timelines

Timelines	Tasks
1-9 April	Desk review and writing of inception report
13-15 April	Briefing with UNIDO project manager and the project team based in Vienna and Wau through Skype
20-30 April	Field visit to project locations (to be determined in inception phase and in consultation with the donor)
15 May	Debriefing with UNIDO HQ through teleconference Preparation of first draft evaluation report

Timelines	Tasks
20 May	Internal peer review of the report by UNIDO's Independent Evaluation Division and other stakeholder comments to draft evaluation report
31 May	Final evaluation report

VI. Evaluation team composition

The evaluation team will be composed of one international evaluation consultant acting as the team leader and one national evaluation consultant. The evaluation team members will possess relevant strong experience and skills on evaluation management and conduct together with expertise and experience in innovative clean energy technologies. Both consultants will be contracted by UNIDO.

The tasks of each team member are specified in the job descriptions annexed to these terms of reference. According to UNIDO Evaluation Policy, members of the evaluation team must not have been directly involved in the design and/or implementation of the project under evaluation.

The UNIDO Project Manager and the project team based in Wau, South Sudan will support the evaluation team.

An evaluation manager from UNIDO Independent Evaluation Division will provide technical backstopping to the evaluation team and ensure the quality of the evaluation. The UNIDO Project Manager and national project teams will act as resourced persons and provide support to the evaluation team and the evaluation manager.

VII. Reporting

Inception report

This Terms of Reference (ToR) provides some information on the evaluation methodology, but this should not be regarded as exhaustive. After reviewing the project documentation and initial interviews with the project manager, the Team Leader will prepare, in collaboration with the national consultant, a short inception report that will operationalize the ToR relating to the evaluation questions and provide information on what type of and how the evidence will be collected (methodology). It will be discussed with and approved by the responsible UNIDO Evaluation Manager.

The Inception Report will focus on the following elements: preliminary project theory model(s); elaboration of evaluation methodology including quantitative and qualitative approaches through an evaluation framework ("evaluation matrix"); division of work between the International Evaluation Consultant and national consultant; mission plan, including places to be visited, people to be interviewed and possible surveys to be conducted and a debriefing and reporting timetable¹³⁸.

Evaluation report format and review procedures

The draft report will be delivered to UNIDO's Independent Evaluation Division (the suggested report outline is in Annex 4) and circulated to UNIDO staff and national stakeholders associated with the project for factual validation and comments. Any comments or responses, or feedback on any errors of fact to the draft report provided by the stakeholders will be sent to UNIDO's Independent Evaluation Division for collation and onward transmission to the project evaluation team who will be advised of any necessary revisions. On the basis of this feedback, and taking into consideration the comments received, the evaluation team will prepare the final version of the terminal evaluation report.

The ET will present its preliminary findings to the local stakeholders at the end of the field visit and take into account their feed-back in preparing the evaluation report. A presentation of preliminary findings will take place at UNIDO HQ after the field mission.

The TE report should be brief, to the point and easy to understand. It must explain the purpose of the evaluation, exactly what was evaluated, and the methods used. The report must highlight any

¹³⁸ The evaluator will be provided with a Guide on how to prepare an evaluation inception report prepared by the UNIDO ODG/EVQ/IEV.

methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should provide information on when the evaluation took place, the places visited, who was involved and be presented in a way that makes the information accessible and comprehensible. The report should include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

Findings, conclusions and recommendations should be presented in a complete, logical and balanced manner. The evaluation report shall be written in English and follow the outline given in annex 4.

VIII. Quality assurance

All UNIDO evaluations are subject to quality assessments by UNIDO Independent Evaluation Division. Quality assurance and control is exercised in different ways throughout the evaluation process (briefing of consultants on methodology and process of UNIDO Independent Evaluation Division, providing inputs regarding findings, lessons learned and recommendations from other UNIDO evaluations, review of inception report and evaluation report by UNIDO's Independent Evaluation Division).

The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality, attached as Annex 5. The applied evaluation quality assessment criteria are used as a tool to provide structured feedback. UNIDO Independent Evaluation Division should ensure that the evaluation report is useful for UNIDO in terms of organizational learning (recommendations and lessons learned) and is compliant with UNIDO's evaluation policy and these terms of reference. The draft and final evaluation report are reviewed by UNIDO Independent Evaluation Division, which will submit the final report to the EUD and circulate it within UNIDO together with a management response sheet.

Annex 1: Project Logical Framework - ?

See attached file titled *(Mastercopy) Logframe_Add 6*

Annex 2: Detailed questions to assess evaluation criteria: See Annex 2 of the UNIDO Evaluation Manual

Annex 3: Job descriptions



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	International evaluation consultant, team leader
Main Duty Station and Location:	Home-based
Missions:	N/A
Start of Contract (EOD):	1 April 2021
End of Contract (COB):	31 May 2021
Number of Working Days:	42 working days spread over the above mentioned period

1. ORGANIZATIONAL CONTEXT

The UNIDO Independent Evaluation Division (ODG/EIO/IED) is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes. Independent evaluations provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons learned into the decision-making processes at organization-wide, programme and project level. ODG/EIO/IED is guided by the UNIDO Evaluation Policy, which is aligned to the norms and standards for evaluation in the UN system.

2. PROJECT CONTEXT

Detailed background information of the project can be found the terms of reference (TOR) for the terminal evaluation.

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
1. Review project documentation and relevant country background information (national policies and strategies, UN strategies and general economic data). Define technical issues and questions to be addressed by the national technical evaluator prior to the field visit. Determine key data to collect in the field and adjust the key data collection instrument if needed. In coordination with the project manager, the project management team and the national technical evaluator, determine the suitable sites to be visited and stakeholders to be interviewed.	<ul style="list-style-type: none"> Adjusted table of evaluation questions, depending on country specific context; Draft list of stakeholders to interview during the field missions. Identify issues and questions to be addressed by the local technical expert 	6 days	Home-based
2. Prepare an inception report which streamlines the specific questions to	<ul style="list-style-type: none"> Draft theory of change and Evaluation framework to 	5 days	Home- based

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
<p>address the key issues in the TOR, specific methods that will be used and data to collect in the field visits, confirm the evaluation methodology, draft theory of change, and tentative agenda for field work.</p> <p>Provide guidance to the national evaluator to prepare initial draft of output analysis and review technical inputs prepared by national evaluator, prior to field mission.</p>	<p>submit to the Evaluation Manager for clearance.</p> <ul style="list-style-type: none"> Guidance to the national evaluator to prepare output analysis and technical reports 		
<p>3. Briefing with the UNIDO Independent Evaluation Division, project managers and other key stakeholders at UNIDO HQ (included is preparation of presentation).</p>	<ul style="list-style-type: none"> Detailed evaluation schedule with tentative mission agenda (incl. list of stakeholders to interview and site visits); mission planning; Division of evaluation tasks with the National Consultant. 	2 day	Via teleconference
<p>4. Conduct teleconference meetings with project stakeh/provide guidance and support to national evaluator for field mission (specific locations to be identified at inception phase) in 2021¹³⁹.</p>	<ul style="list-style-type: none"> Wherever possible through teleconference, conduct meetings with relevant project stakeholders, beneficiaries, the, EU-TA, etc. for the collection of data and clarifications. Where teleconference is not possible, provide guidance to national evaluator prior to the meetings and debriefing after; Agreement with the National Consultant on the structure and content of the evaluation report and the distribution of writing tasks; Evaluation presentation of the evaluation's preliminary findings, conclusions and recommendations to stakeholders in the country, including the and EU-TA, at the end of the mission. 	14 days	Home-bsaed
<p>5. Present overall findings and recommendations to the stakeholders at UNIDO HQ</p>	<ul style="list-style-type: none"> After field mission(s): Presentation slides, feedback 	2 day	Via teleconference

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
	from stakeholders obtained and discussed.		
6. Prepare the evaluation report, with inputs from the National Consultant, according to the TOR; Coordinate the inputs from the National Consultant and combine with her/his own inputs into the draft evaluation report. Share the evaluation report with UNIDO HQ and national stakeholders for feedback and comments.	• Draft evaluation report.	10 day	Home-based
7. Revise the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and edit the language and form of the final version according to UNIDO standards.	• Final evaluation report.	3 day	Home-based
	TOTAL	42 days	

REQUIRED COMPETENCIES

Core values:

1. Integrity
2. Professionalism
3. Respect for diversity

Core competencies:

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

Managerial competencies (as applicable):

1. Strategy and direction
2. Managing people and performance
3. Judgement and decision making
4. Conflict resolution

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education:

Advanced degree in agri-business, value chain development, development studies or related areas.

Technical and functional experience:

- Minimum of 15 years' experience in evaluation of development projects and programmes
- Good working knowledge in agri-business and value chain development
- Knowledge about EU funded projects an advantage
- Experience in the evaluation of EU funded projects and knowledge of UNIDO activities an asset
- Knowledge about multilateral technical cooperation and the UN, international development priorities and frameworks
- Working experience in post-conflict countries especially in Africa

Languages:

Fluency in written and spoken English is required.

All reports and related documents must be in English and presented in electronic format.

Absence of conflict of interest:

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the UNIDO Independent Evaluation Division.



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	National evaluation consultant
Main Duty Station and Location:	Home-based
Mission/s to:	Travel to potential sites within GBEG region, South Sudan
Start of Contract:	1 April 2021
End of Contract:	31 May 2021
Number of Working Days:	32 days spread over the above mentioned period

ORGANIZATIONAL CONTEXT

The UNIDO Independent Evaluation Division (ODG/EIO/IED) is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes. Independent evaluations provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons learned into the decision-making processes at organization-wide, programme and project level. ODG/EIO/IED is guided by the UNIDO Evaluation Policy, which is aligned to the norms and standards for evaluation in the UN system.

PROJECT CONTEXT

The national evaluation consultant will evaluate the projects according to the terms of reference (TOR) under the leadership of the team leader (international evaluation consultant). S/he will perform the following tasks:

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Desk review Review and analyze project documentation and relevant country background information; in cooperation with the team leader, determine key data to collect in the field and prepare key instruments in English (questionnaires, logic models); If need be, recommend adjustments to the evaluation framework and Theory of Change in order to ensure their understanding in the local context.	Evaluation questions, questionnaires/interview guide, logic models adjusted to ensure understanding in the national context; A stakeholder mapping, in coordination with the project team.	4 days	Home-based
Carry out preliminary analysis of pertaining technical issues determined with the Team Leader. In close coordination with the project staff team verify the extent of achievement of project outputs prior to field visits. Develop a brief analysis of key contextual conditions relevant to the project	Report addressing technical issues and question previously identified with the Team leader Tables that present extent of achievement of project outputs Brief analysis of conditions relevant to the project	6 days	Home-based
Coordinate the evaluation mission agenda, ensuring and setting up the required meetings with project partners and government counterparts, and organize	Detailed evaluation schedule. List of stakeholders to interview during the field missions.	2 days	Home-based

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
and lead site visits, in close cooperation with project staff in the field.			
Coordinate and conduct the field mission with the team leader in cooperation with the Project Management Unit, where required; Consult with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks. Conduct the translation for the Team Leader, when needed.	Presentations of the evaluation's initial findings, draft conclusions and recommendations to stakeholders in the country at the end of the mission. Agreement with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks.	12 days (including travel days)	Specific locations to be identified at inception phase
Follow up with stakeholders regarding additional information promised during interviews Prepare inputs to help fill in information and analysis gaps (mostly related to technical issues) and to prepare of tables to be included in the evaluation report as agreed with the Team Leader. Revise the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and proof read the final version.	Part of draft evaluation report prepared.	8 days	Home-based
TOTAL		32 days	

REQUIRED COMPETENCIES

Core values:

1. Integrity
2. Professionalism
3. Respect for diversity

Core competencies:

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

Managerial competencies (as applicable):

1. Strategy and direction
2. Managing people and performance
3. Judgement and decision making
4. Conflict resolution

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced degree in agri-business, development studies or related areas.

Technical and functional experience:

- Excellent knowledge and competency in the field agribusiness and value chain development
- Evaluation experience, including evaluation of development cooperation in developing countries is an asset
- Exposure to the needs, conditions and problems in developing countries.
- Familiarity with the institutional context of the project is desirable.

Languages: Fluency in written and spoken English is required and local languages Dinka and Luo are desirable.

Absence of conflict of interest:

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the UNIDO Independent Evaluation Division.

Annex 4- Outline of an in-depth project evaluation report

Executive summary (maximum 5 pages)

Evaluation purpose and methodology

Key findings

Conclusions and recommendations

Project ratings

Tabular overview of key findings – conclusions – recommendations

1. Introduction

1.1. Evaluation objectives and scope

1.2. Overview of the Project Context

1.3. Overview of the Project

1.4. Theory of Change

1.5. Evaluation Methodology

1.6. Limitations of the Evaluation

2. Project's contribution to Development Results - Effectiveness and Impact

2.1. Project's achieved results and overall effectiveness

2.2. Progress towards impact

2.2.1. Behavioral change

2.2.1.1. Economically competitive - Advancing economic competitiveness

2.2.1.2. Environmentally sound – Safeguarding environment

2.2.1.3. Socially inclusive – Creating shared prosperity

2.2.2. Broader adoption

2.2.2.1. Mainstreaming

2.2.2.2. Replication

2.2.2.3. Scaling-up

3. Project's quality and performance

3.1. Design

3.2. Relevance

3.3. Efficiency

3.4. Sustainability

3.5. Gender mainstreaming

4. Performance of Partners

4.1. UNIDO

4.2. National counterparts

4.3. Donor

5. Factors facilitating or limiting the achievement of results

5.1. Monitoring & evaluation

5.2. Results-Based Management

5.3. Other factors

5.4. Overarching assessment and rating table

6. Conclusions, recommendations and lessons learned

6.1. Conclusions

6.2. Recommendations

6.3. Lessons learned

6.4. Good practices

Annexes (to be put online separately later)

- Evaluation Terms of Reference
- Evaluation framework
- List of documentation reviewed
- List of stakeholders consulted
- Project logframe/Theory of Change
- Primary data collection instruments: evaluation survey/questionnaire
- Statistical data from evaluation survey/questionnaire analysis

Annex 5: Checklist on evaluation report quality

Project Title:

UNIDO ID:

Evaluation team:

Quality review done by:

Date:

Report quality criteria	UNIDO IEV assessment notes	Rating
a. Was the report well-structured and properly written? (Clear language, correct grammar, clear and logical structure)		
b. Was the evaluation objective clearly stated and the methodology appropriately defined?		
c. Did the report present an assessment of relevant outcomes and achievement of project objectives?		
d. Was the report consistent with the ToR and was the evidence complete and convincing?		
e. Did the report present a sound assessment of sustainability of outcomes or did it explain why this is not (yet) possible? (Including assessment of assumptions, risks and impact drivers)		
f. Did the evidence presented support the lessons and recommendations? Are these directly based on findings?		
g. Did the report include the actual project costs (total, per activity, per source)?		
h. Did the report include an assessment of the quality of both the M&E plan at entry and the system used during the implementation? Was the M&E sufficiently budgeted for during preparation and properly funded during implementation?		
i. Quality of the lessons: were lessons readily applicable in other contexts? Did they suggest prescriptive action?		
j. Quality of the recommendations: did recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?'). Can these be immediately implemented with current resources?		
k. Are the main cross-cutting issues, such as gender, human rights and environment, appropriately covered?		
l. Was the report delivered in a timely manner? (Observance of deadlines)		

Rating system for quality of evaluation reports

A rating scale of 1-6 is used for each criterion: Highly satisfactory = 6, Satisfactory = 5, Moderately satisfactory = 4, Moderately unsatisfactory = 3, Unsatisfactory = 2, Highly unsatisfactory = 1, and unable to assess = 0.

Annex 6: Guidance on integrating gender in evaluations of UNIDO projects and projects

A. Introduction

Gender equality is internationally recognized as a goal of development and is fundamental to sustainable growth and poverty reduction. The UNIDO Policy on gender equality and the empowerment of women and its addendum, issued respectively in April 2009 and May 2010 (UNIDO/DGB(M).110 and UNIDO/DGB(M).110/Add.1), provides the overall guidelines for establishing a gender mainstreaming strategy and action plans to guide the process of addressing gender issues in the Organization's industrial development interventions.

According to the UNIDO Policy on gender equality and the empowerment of women:

Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not suggest that women and men become 'the same' but that women's and men's rights, responsibilities and opportunities do not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. It is therefore not a 'women's issues'. On the contrary, it concerns and should fully engage both men and women and is a precondition for, and an indicator of sustainable people-centered development.

Empowerment of women signifies women gaining power and control over their own lives. It involves awareness-raising, building of self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discriminations and inequality.

Gender parity signifies equal numbers of men and women at all levels of an institution or organization, particularly at senior and decision-making levels.

The UNIDO projects/projects can be divided into two categories: 1) those where promotion of gender equality is one of the key aspects of the project/project; and 2) those where there is limited or no attempted integration of gender. Evaluation managers/evaluators should select relevant questions depending on the type of interventions.

B. Gender responsive evaluation questions

The questions below will help evaluation managers/evaluators to mainstream gender issues in their evaluations.

B.1. Design

- Is the project/project in line with the UNIDO and national policies on gender equality and the empowerment of women?
- Were gender issues identified at the design stage?
- Did the project/project design adequately consider the gender dimensions in its interventions? If so, how?
- Were adequate resources (e.g., funds, staff time, methodology, experts) allocated to address gender concerns?
- To what extent were the needs and priorities of women, girls, boys and men reflected in the design?
- Was a gender analysis included in a baseline study or needs assessment (if any)?
- If the project/project is people-centered, were target beneficiaries clearly identified and disaggregated by sex, age, race, ethnicity and socio-economic group?
- If the project/project promotes gender equality and/or women's empowerment, was gender equality reflected in its objective/s? To what extent are output/outcome indicators gender disaggregated?

B.2. Implementation management

- Did project monitoring and self-evaluation collect and analyse gender disaggregated data?
- Were decisions and recommendations based on the analyses? If so, how?
- Were gender concerns reflected in the criteria to select beneficiaries? If so, how?
- How gender-balanced was the composition of the project management team, the Steering Committee, experts and consultants and the beneficiaries?

- If the project/project promotes gender equality and/or women's empowerment, did the project/project monitor, assess and report on its gender related objective/s?

B.3. Results

- Have women and men benefited equally from the project's interventions? Do the results affect women and men differently? If so, why and how? How are the results likely to affect gender relations (e.g., division of labour, decision making authority)?
- In the case of a project/project with gender related objective/s, to what extent has the project/project achieved the objective/s? To what extent has the project/project reduced gender disparities and enhanced women's empowerment?

ANNEX 2: Evaluation framework

Evaluation Questions and sub questions	Indicators	Data collection tools
1. IMPACTS - How likely is it the project to contribute to long term goals of food security and increased income for rural communities in the Great Bahr el Ghazal Region?	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
1.1.a To what extent the project contributed to improved food security and accrued income?	<ul style="list-style-type: none"> • Change in food security, food availability (<i>with plausible attribution to the project</i>) • Decreased losses of groundnuts and sorghum following processing in APC • Increased availability of sorghum and groundnuts • Increased income due to increased availability of groundnuts and sorghum for sale 	<ul style="list-style-type: none"> • Measure total amount of processed grains in each APC (<i>source: APC inventory / M&E</i>) • Check processing losses for each grain and each APC (<i>APC assessment study / M&E</i>) • Compare APC losses with traditional losses (<i>available studies on average PH Losses for gnuts and sorghum</i>) • Net gain of grain (kg) for each APC (<i>calculation</i>) • Attribute value in terms of marketable grains (<i>calculation</i>) <p><i>Immediate follow up with Daniel and Vedaste; Check contacts for APC managers</i></p>
1.1.d To what extent the project contributed to private sector development in selected value chains?	<ul style="list-style-type: none"> • Evidence of private sector development(including PS investments, access to credit and new jobs; (<i>KPI for private sector development</i>)) 	<ul style="list-style-type: none"> • Interviews with private sector operators in each center • Interviews with project management
1.2 Did the project contribute to additional impacts, positive or negative?	<ul style="list-style-type: none"> • Evidence of additional impacts (<i>or opportunities of impacts</i>) <p><i>Examples: a) whether municipality services have improved, or increased conflicts due to PPP mechanisms; b) positive effects on women and youth and their empowerment in the value chain</i></p>	<ul style="list-style-type: none"> • Interviews with stakeholders • Question for the survey • Review of documentary sources
1.3 To what extent the project contributed to develop a replicable “value addition model”?	<ul style="list-style-type: none"> • Study to set up a replicable model • Evidence of replicable model in place • Expert assessment of quality of VA model 	<ul style="list-style-type: none"> • Verification with project management and UNIDO staff • Evaluation team assessment of the value addition model
1.4 To what degree conditions of conflict, insecurity and other external factors, constrained the achievement of impacts?	<ul style="list-style-type: none"> • Instances of conflict and insecurity affecting performances 	<ul style="list-style-type: none"> • Interviews with stakeholders • Question for the survey

	<ul style="list-style-type: none"> • % of stakeholders perceiving value chain development was affected by insecurity conditions and conflict 	<ul style="list-style-type: none"> • Review of documentary sources, including UNIDO "<i>conflict sensitivity assessment</i>"
2. RELEVANCE - To what extent the intervention responded to the needs of the beneficiaries and stakeholders ?	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
2.1 To what extent the intervention was relevant to needs and priorities of targeted beneficiaries and of the rural population of the Great Bahr el Ghazal?	<ul style="list-style-type: none"> • Evidence of assessment and quantified needs of targeted beneficiaries guiding project design and formulation • Perception of local farmers, women and private sector operators that APC, strategy and training are relevant to their needs 	<ul style="list-style-type: none"> • Check design process and assessment • Survey with farmers, women and private sector operators • Interviews with stakeholders
2.2 Was the project relevant to South Sudan Government plans and priorities?	<ul style="list-style-type: none"> • Instances of project goals matching national priorities (<i>Plan for South Sudan 2030</i>) 	<ul style="list-style-type: none"> • Relevance check on key policy documents
2.3 Was the project relevant to EU priorities for South Sudan?	<ul style="list-style-type: none"> • Instances of project goals matching EU priorities (<i>check strategies / NIP for EU – South Sudan and action Document</i>) 	<ul style="list-style-type: none"> • Relevance check on key policy documents • Interview with EU management
2.4 To what extent the project was pertinent to UNIDO mandate, its priorities and approaches?	<ul style="list-style-type: none"> • Instances of project approach and goals matching UNIDO strategies 	<ul style="list-style-type: none"> • Relevance check on key policy document • Interview with UNIDO management
3. DESIGN - To what extent project formulation was conducive to a successful implementation, supporting effectiveness, impact, sustainability and positive performances?	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
3.1 To what extent was project design aligned to best practices and due diligence, including analysis of problems, assessment of alternative choices, specification of the result chain and external factors' assessment / risk analysis?	<ul style="list-style-type: none"> • Expert assessment of design, in its main components; evidence of: <ul style="list-style-type: none"> - Due diligence - Gaps in due diligence 	<ul style="list-style-type: none"> • Sources: MTR and ZCAT BEAD evaluation • Assessment of preparation and action document • Questions to local stakeholders (level of participation) • Questions to UNIDO management

<p>To what extent issues as gender and insecurity have been taken into account? <i>The evaluation will specifically review and assess key project studies including the action document, market analysis, value chains analysis, studies for PPP set up, business plans and the conflict sensitivity analysis</i></p>		
<p>3.2 To what extent project design provided a detailed and measurable result framework?</p>	<ul style="list-style-type: none"> • M&E framework in place, fully measurable, with baseline and credible targets 	<ul style="list-style-type: none"> • Verification of logframe, and measurability of results
<p>3.3 Did design process support adequately ownership and participation of stakeholders and beneficiaries?</p>	<ul style="list-style-type: none"> • Evidence of beneficiaries' participation to design • Evidence of beneficiaries' ownership and commitment • Number of Centers with financial contributions of beneficiaries (and % of total investment) 	<ul style="list-style-type: none"> • Questions to local stakeholders (level of participation) • Questions to UNIDO management
<p>3.4 To what extent project design was based on previous learning and best practices?</p>	<ul style="list-style-type: none"> • Examples of lessons and design best practices used (or not used) in design 	<ul style="list-style-type: none"> • Review of Action Document • Questions to Stavros • Review of MTR and Zeat bead evaluation • Review of UNIDO learning platform
<p>23.5 Were the theory of change and intervention logic adequately constructed?</p>	<ul style="list-style-type: none"> • Expert assessment of logframe and TOC 	<ul style="list-style-type: none"> • Review of logframe and its adjustments • Interviews with UNIDO staff and management
<p>4 - EFFECTIVENESS To what extent the project delivered results across its three main result areas?</p>	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
<p>4.1 Knowledge on potential value addition commodities in target area improved,</p>	<ul style="list-style-type: none"> • Evidence of increased knowledge and skills for value chain processing 	<ul style="list-style-type: none"> • Interviews should verify whether strategies and market analysis improved knowledge of commodities and production / processing capacities • Survey
<p>4.2 Access to value chain technology improved</p>	<ul style="list-style-type: none"> • Number of value chain operators with improved access to technology 	<ul style="list-style-type: none"> • Records from APCs and access to services

		<ul style="list-style-type: none"> Perception of APC users (about quality of processing, cost, accessibility, access, et cetera) – INTERVIEWS (individuals and groups) Survey
4.3 Capacity of value chain operators strengthened	<ul style="list-style-type: none"> Evidence of improved practices and behaviors 	<ul style="list-style-type: none"> Check type of trainings and training reports Interviews with people trained (perception of their capacities and how this is improving value addition) Interviews with trainers, Daniel, M&E and other field staff Survey questions
4.4 Was the project effectiveness supported by adequate measurability and result orientation at output and at outcome levels?	<ul style="list-style-type: none"> Number and % of measurable outputs in project monitoring system Number and % of measurable outcomes in project monitoring system 	<ul style="list-style-type: none"> Review of M&E system at output and at outcome level Data performances of APCs
5 - EFFICIENCY To what extent the project performed well through its implementation?	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
5.1 Was the project efficiently delivered, with expenditures and timeline according to budget and plans?	<ul style="list-style-type: none"> % of financial execution by end of project Review of delays and timeliness in implementation 	<ul style="list-style-type: none"> Review of financial reports and data Interviews with finance officers and management Review of progress reports and evaluations Verification of performances in transfer of funds (from EU to UNIDO and from Vienna to the field) Interviews with stakeholders about timeliness of delivery Check external factors (i.e. inflation incidence on financial performances)
5.2 Were project management and governance mechanisms adequate, with appropriate level of decentralization and well-defined roles, responsibilities and accountabilities?	<ul style="list-style-type: none"> Project KPI Quality of management of governance 	<ul style="list-style-type: none"> Review of progress reports, MTR, evaluation Interviews to EUD, UNIDO, counterparts Interviews with steering committee
5.3 Was the intervention supported by adequate monitoring and evaluation / lesson learning tools?	<ul style="list-style-type: none"> Assessment of monitoring and evaluation arrangements Lessons taken on board 	<ul style="list-style-type: none"> Review of monitoring Review of evaluations Review of lesson learning Interviews with UNIDO staff

5.4 Did implementation apply a result-based management?	<ul style="list-style-type: none"> Evidence of management decision making based on analysis of results (outputs and outcomes) 	<ul style="list-style-type: none"> Interviews with management
5.5 Were adequate coordination and consultation mechanisms established ?	<ul style="list-style-type: none"> Assessment of coordination mechanisms % of stakeholders consulted during design and implementation phase 	<ul style="list-style-type: none"> Review of Project Document Review reports Interviews with counterparts, local partners, private sector operators Interview with UNIDO and field staff
5.6 Did the project provide good “value for money”? Were the results achieved at an acceptable cost? Would alternative approaches have accomplished the same results at less cost?	<ul style="list-style-type: none"> Cost and benefit analysis Cost – benefit ratios for key results (strategy, APC, training) Opportunity costs analysis 	<ul style="list-style-type: none"> Cost – benefit analysis Analysis of opportunity costs Analysis of cost of private sector processing units Review of APC assessment reports Review of MTR and ZB evaluation Interviews with UNIDO staff
5.6 Were UNIDO, partners and project management sufficiently responsive and flexible to take into account an evolving and challenging context, including for issues like conflict, security and COVID 19?	<ul style="list-style-type: none"> Review of flexibility and response mechanisms % of stakeholders who feel the intervention was adequately flexible to the context 	<ul style="list-style-type: none"> Interviews and specific questions for UNIDO, partners, projects staff Review of office guidelines for COVID 19 Review conflict sensitivity analysis Perception of project stakeholders
6 -SUSTAINABILITY To what extent the project outputs and outcomes are likely to be sustained after the end of donor funding?	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
6.1 To what extent value chains strategies and improved knowledge are likely to be sustainable?	<ul style="list-style-type: none"> Number of strategies currently in used by local stakeholders Number of adjustments and improvement strategies by local stakeholders 	<ul style="list-style-type: none"> Interviews with government officials and value chain stakeholders Survey Review of new / improved strategies and action plans
6.2 To what extent APC sustainability builds on: - sound business practices - stakeholder's capacities - adequate market	<ul style="list-style-type: none"> business performance indicators verified for the 5 APCs Assessment of PPP sustainability (specific KPI for PPP) 	<ul style="list-style-type: none"> Data from APC requested to the Project Verification of books, documents and capacities in each APC Interviews with Managers and local stakeholders, Unido staff Interviews with users Survey

- sustainable PPP set up?		<ul style="list-style-type: none"> • Document reviews (APC assessment, evaluations, progress reports) • Documents on PPPs
6.3 To what extent enhanced capacities of value chain stakeholders will be maintained after the end of the intervention?	<ul style="list-style-type: none"> • Stakeholders and staff turnover • Continuous capacity building mechanisms set up • Evidence of sustainable capacity building mechanisms in place • Perceptions of PS manager 	<ul style="list-style-type: none"> • Interviews to check how skills will be used after the end of the project • Survey of trained operators
7 - CROSSCUTTING To what extent the project has supported crosscutting priorities?	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
7.1 Did the project systematically support women empowerment in Value Chain development? Did the project support inclusiveness and support to vulnerable groups?	<ul style="list-style-type: none"> • Number and % of women in APC management committees • Specific strategies for women empowerment • Examples of inclusive approach 	<ul style="list-style-type: none"> • Review of design • Review strategies • Composition of APC management committees and training groups (gender disaggregation) • Gender friendly measures in trainings • Interviews (men, women, women groups) • Survey
7.2 To what extent the intervention was environmentally sustainable and supported adequate environmental and health safeguards?	<ul style="list-style-type: none"> • Environmental assessment studies implemented and recommendations followed up • Evidence of impacts on the environment 	<ul style="list-style-type: none"> • Check design (waste management for SH and APC) • Check environmental and health safeguards – important for slaughterhouses • Check strategies and environmental assessment
7.3 To what extent the intervention supported improved governance for the targeted value chains?	<ul style="list-style-type: none"> • Transparency of financial management of PPP • Evidence of improvements in governance mechanisms 	<ul style="list-style-type: none"> • Review of design of PPP • Democratic mechanisms of PPP • Transparency of financial accounts of each APC • Interviews with private sector, managers, government officials...
7.4 To what extent the project established positive synergies with other interventions (including with other components of the ZEAT BEAD Programme) ?	<ul style="list-style-type: none"> • Instances of functional synergies with other components of ZEAT BEAD and or other projects 	<ul style="list-style-type: none"> • Interviews with UNIDO and EU • Review evaluations • Interviews with staff and local stakeholders • Survey • Interviews with WFP and road construction

ANNEX 3: List of documentation reviewed

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3. EU Single Country Strategy for South Sudan 2011-2013.
4. Addendums to the Contribution Agreement (Addendum 1,2 3,4, 5 and 6)
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7. Project financial statement of Account (2016, 2017, 2018, 2019, 2020) UNIDO
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10. EU Technical Assistance Monitoring Reports (February 2016, January 2018)
11. UNIDO Project Monitoring Mission report, y Tonderayi Makumire, April 2020
12. Thematic performance evaluation report, CARDNO, Sarah Gray, February 2016
13. South Sudan Development Plan 2011-2013
14. South Sudan National Development Strategy, 2018 - 2021

Training manuals prepared by UNIDO project Enhanced local value addition and strengthening value chains:

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16. Hide and skin training manual
17. Improved fish handling training manual
18. Post-harvest management training manual
19. APC Machinery training
20. Market Assessment and Value Chain Analyses in Lakes States, Prepared by Altai Consulting for UNIDO | South Sudan April 2021
21. Market needs assessment, UNIDO 2020

22. Rapid appraisal of the Fishing Value Chain in the Lakes state Prof Krishen Rana, Fishery Value Chain Analyst, Juba August 2015
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30. Meat Value chain reports: Business Plan Wau slaughterhouse Improved, 2020
31. Meat Value chain reports: slaughter facilities – food and hygiene training - 2020 (slideshow)
32. Meat Value chain reports: Occupational Safety and Health training – 2020 (slideshow)
33. APC Assessment Report November 2020
34. APC PPP restructuring report February 2021
35. Assessment of storage strategies associated with post-harvest losses in on-farm grain storage for sorghum in South Sudan, Abstract, UNIDO, 2020
36. Communication and Visibility Plan for the Enhanced Local Value Addition and Strengthening Value Chains Project, April 2020
37. Project M&E documents (logframe, original and addendum 6), M&E Matrix, RAMM and revised RAMM, Data Summaries on project M&E indicators march2021, Indicators IIS
38. Thematic review by UNIDO of agro processing development interventions, UNIDO 2010
39. Project newsletters (1, 2, 3 and 4)
40. Factsheet UNIDO project
41. Post-harvest loss assessment in cowpea, maize and sorghum selected supply chains in Burkina Faso and recommended solutions and strategies, A Tagnan, D Diancoumba, H Sawadogo-Ouédraogo, FAO, IFAD, March 2017,

ANNEX 4: List of stakeholders consulted

Name	Institution	Position	Phone contact	Email
UNIDO				
MATSUMOTO, Chie	UNIDO HQs	Project Manager		
EISCHEN, Jonathan	UNIDO HQs	Program officer		
Vedaste Gatebuka	UNIDO	Agriculture Engineer		
Daniel Ruben	UNIDO	Project coordinator		
EU				
ANCILLOTTI Manuel	European Union	Head of program		
	European Union	Head of Cooperation		
Technical Assistance				
Tonderayi MAKUMIRE	Agriconsulting Europe S.A.	EU TA team leader		
Tayo ALABI - AGRER	Agriconsulting Europe S.A.	EU TA		
Other Partners / INGO				
Zwelo Ndebele	NPA	Head of program		
Eddington Chinyoka	NPA	Project Manager		
Cleto kunda'	HARD	Executive Director		
Wycliffe Mudah	HARD	Project manager		
Daniel Olang	VSF-G	Head of program		
Tesfu Tesfay	World Vision	Project Director		
Thomas Amos	NRC	Project Coordinator		

Name	Institution	Position	Phone contact	Email
Western Bar el Ghazal (Wau)				
Joseph Richard	State Ministry of Agriculture	Director General - Agriculture		
Sebit Bernardo	State Ministry of Agriculture	Director General - Agriculture		
Edward Lino	State Ministry of Agriculture	Director General - Animal Resource		
William Simon	State Ministry of Agricultural	Director of Animal production		
Ali hassen	Wau Slaughter House	Owner		
Jimmy Elberto	Wau Slaughter Hosue	Manager		
Mathew Armando	Wau Slaughter House	Worker		
James Alfred	Kangi County	Executive Director		
Arkangelo Deng Akot	Kangi County	Paramount Chief, APC Management Board Chairperson		
Mary Akau Akot	Kangi County	Board member		
Josephina Abuk	Kangi County	Board member		
James Buola Piel	Kangi APC	Private Operator		
Warrap State (Auyen)				
Peter Madut Amet	State Ministry of Agriculture	Director General		
Barac Muiltg	Twic County HQS	Executive Director		
James Manok	Twic County Agricultural Department (CAD)	Ag. Director of Agricultural		
Bak Bol	Ayien Amuol Boma	Boma Administrator		
Joseph Mayien	Ayien Amuol Boma	Executive Chief		
Angong Deng	Ayien Amoul Boma	Women Representative		
Akok Manut	Ayien Amoul Boma	Youth Representative		
Northern Bar el Ghazal (Aweil)				
Samuel Ajing	State Ministry of Agriculture	Ag. Director General		

Name	Institution	Position	Phone contact	Email
Martin Ahel Garam	State Ministry of Agricultural	Slaughter House management committee		
Paulino Deng Thiek	Aweil Slaughter house	Manager		
Bengimin Andrea	State Ministry of Agricultural	Director of Animal Production		
Makuei Anyar	Aweil Slaughter house	Butcher		
Athian Yai Athian	Aweil Slaughter house	Flayer		
Deng Mangar Deng	Aweil Slaughter house	Flayer		
Ngor Jor Wala	Aweil Slaughter house	Butcher		
Wek Jongkor	Gok-Machar Malual North County Agriculture Department	Director of Agriculture		
Andrea Majok	Gok-Machar APC	Private operator		
Lakes (Rumbek)				
Gabriel Makuc	State Ministry of Agriculture	Director General - Animal Resource		
Mabor Kau	State Ministry of Agriculture	Director General - Agriculture		
Kharbino Kuac	Rumbek East County Agricultural Department (CAD)	Director of Agricultural		
Lino Marial	Aduel APC	Private operator		
Gabriel Makuc	State Ministry of Agriculture	Director General - Animal Resource		
Mabor Kau	State Ministry of Agriculture	Director General - Agriculture		

Name	Institution	Position	Phone contact	Email
Kharbino Kuac	Rumbek East County Agricultural Department (CAD)	Director of Agricultural		
Lino Marial	Aduel APC	Private operator		
Gabriel Makuc	State Ministry of Agriculture	Director General - Animal Resource		
Mabor Kau	State Ministry of Agriculture	Director General - Agriculture		
Kharbino Kuac	Rumbek East County Agricultural Department (CAD)	Director of Agricultural		

Source: UNIDO Team

ANNEX 5: Primary data collection instruments: evaluation survey/questionnaire

Data collection questionnaires: Use of questionnaires and data collection overview

Field work will be carried out in 5 geographical sites.

1. Wau (regional headquarter, slaughterhouse and hide and skin)
2. Aweil (slaughterhouse and hide and skin business)
3. Ayien (APC)
4. Gak Machar APC
5. Kangi APC

The main focus will be on results achieved with the three APC, being this a key area of attention of the project.

In each site the evaluation will seek to meet the beneficiaries related to the three project components:

Output 1 Knowledge on potential value addition commodities in the area improved

Output 2 Access to value chain technology improved

Output 3 Capacity of value chain operators strengthened

The following table explains, for each output, the type of evidence sought by the evaluation team

Output	Type of Evidence	Beneficiaries
<p>Output 1 Knowledge on potential value addition commodities in the area improved</p> <p>Groundnut Sorghum</p>	<ul style="list-style-type: none"> • Evidence of usefulness of the strategy to value chain stakeholders (to: farmers, to livestock owners, to traders and processors) • Evidence of ownership of the strategy for each group • Evidence of sustainability of the strategy • Evidence of impacts (or impact opportunities) of the strategy (contribution to long term changes) 	<ul style="list-style-type: none"> • Government and institutional stakeholders (Ministry of agriculture, Local governments) • Farmers (sorghum, groundnuts) • Private millers in markets • Traders •
<p>Output 2 Access to value chain technology improved</p>	<ul style="list-style-type: none"> • Evidence of improved access to processing technology for farmers and livestock owners • Quantification of benefit for average user of APC <ol style="list-style-type: none"> 1. financial benefit (SSP)? 	<ul style="list-style-type: none"> • Farmers • Traders • Millers / processors (all sorghum and groundnut millers should be interviewed)

Output	Type of Evidence	Beneficiaries
	2. Decreased losses / increased availability of grains (kg) <ul style="list-style-type: none"> • Farmers perception oo quality of services (cost, access, timeliness) • Evidence of sustainability of the APC and of slaughterhouses • Evidence of ownership of the business (by management committee? By private sector operator?) • Evidence of profit to business operator • 	<ul style="list-style-type: none"> • Government • Women groups
Output 3 Capacity of value chain operators strengthened	<ul style="list-style-type: none"> • Perceptions of trainees • Evidence of improved levels of skills, • Evidence of improved performances due to trainings • Evidence of change in behaviours of trainees • Evidence of capacity gaps 	<ul style="list-style-type: none"> • Trainees (farmers) • Trainees (machine operators / maintenance)

Interview guides

Flexible interview guides are designed to orient the exchange of the evaluator with respondents of different categories, identifying main topics and questions that are of interest to the evaluation.

The evaluator will not follow rigidly the intercvew guideline, but as much as possible, will try to cover the key topics, whenever these prove relevant to the respondent.

Interviews guides are developed for the following categories of stakeholders:

A – Local administrations and government institutions

FORM A

Government: local administrations and institutions

(particularly members of APC management committees)

For interviews in the 5 sites. At least 7 respondents per site

Date and time	
Location	
Evaluator	Lona Luduro
Name of respondent	
Category	Public Sector
Function (specify job/ role)	

(*) Public sector, Private Sector APC operator, Private Sector, Farmer

A.1 Output 1 Knowledge on potential value addition commodities in the area improved

An introduction on the project value chain studies and support to 5 value chain strategies in 2015

- 1.1 Are you aware of the strategy developed with the project support for groundnuts and sorghum value addition? *(eventually prompt a few questions to assess the level of understanding of the strategy)*
- 1.2 To what extent did you participate to the formulation of the strategy?
- 1.3 What have been the benefits brought by these value chain strategies?
- 1.4 In your view, to what extent the strategy contributed to an increased processing and value addition of sorghum and groundnuts?
If yes, how?
If no, why?

1.5 Have sorghum and groundnut strategies been adapted / improved / changed since 2015?

1.6 Qualitative comments about strategy

Usefulness of the strategies

Extent of ownership of the strategy by the government (please explain as well which office is it responsible for it?)

Sustainability (how the strategy will be “kept alive” and updated by government and private sector stakeholders? Is there plan and budget for further consultations?)

1.7 Recommendations for future work on value chain strategies

A.2 Output 2 Access to value chain technology improved

1.1 Did the APC succeed in establishing a successful business?

1.2 Did the APC succeed in improving access to processing services for farmers?

1.3 What is the role of the government in the APC and its management?

1.4 why not supporting private sector to establish themselves small processing units for sorghum and groundnuts, as already exist in Wau and other local markets?

1.5 What have been the main challenges for the successful operation of the APC?

1. _____

2. _____

3. _____

1.5 Who will sustain the cost of the APC (maintenance, repairs, inputs) now that the project is ending?

1.6 Could local authorities share with the evaluation records of APC processing for the past year)? And record of revenues?

1.7 Did the government pay for any work (maintenance, repairs, upgrade) of the APC?

If yes, how much? (SSP)

If no, why?

1.7 Recommendations for future work to improve processing and value addition

Output 3 Capacity of value chain operators strengthened

1.1 Were the trainings successful in improving the operation of the APC?

If yes, how?

If no, why?

1.2 Did Local Authorities / institutions receive any capacity building to strengthen capacities for

- a) Development of new strategies
- b) Management of PPP
- c) Good governance, financial management, transparency
- d) Participatory planning
- e) M&E

1.7 Recommendations for future support in capacity building

FORM B - Farmers
B.1 Farmers / users of APC

Date and time	
Location	
Evaluator	Lona Luduro
Name of respondent	
Category	Farmer
Specify (gender, age, size of farm)	

For visits to: Ayien, Kangi and Gok Machar

To be interviewed:
at least 10 farmers for each location
at least 1 group of farmers

A.2 Output 2 Access to value chain technology improved

1.1 Did the APC bring benefits to small scale farmers?

If yes, explain main benefits:

If not, why?

1.2 If there was no APC, how would you mill your sorghum and grind groundnuts?

1.3 Is it better to grind sorghum and groundnuts at home or in the APC?

Were you consulted during the design

1.4 How is the quality of services of the APC?

- 1 Very good
- 2 Good
- 3 Fair

- 4 Poor
- 5 Very poor

Explain why:

1.5 Is grain processing an important priority for farmers in this area?

If yes, explain why?

If not, why?

1.6 What have been the main challenges for the operation of the APC and services provided to farmers?

1.7 Recommendations for future improvement of farmers access to sorghum and ground nut processing *(given another opportunity, what could be done differently?)*

FORM B - FARMERS

B.2 - Farmers beneficiary of improved storage techniques

Farmers who participated to 2020 on-farm trials (Ayien) and beneficiaries of storage devises

10 respondents in Ayien (or focus group discussion for on farm trials)

5 respondents in other locations

Date and time	
Location	
Evaluator	Lona Luduro
Name of respondent	
Category	Farmer

Specify (gender, age, size of farm)	
-------------------------------------	--

A.1 Output 1 Knowledge on potential value addition commodities in the area improved

1. To what extent the project support contributed to improve the quality of storage and decrease losses of sorghum and other grains?

If significant benefits were achieved, explain how?

If not, why?

2. How will you be able to maintain / purchase new technology now that the project is over?

3. What have been the main challenges for you to apply storage technology?

4. What are the main challenges for the majority of farmers in this area to adopt the same technique?

5 Recommendations for future improvement of farmers' storage of sorghum and groundnuts
(given another opportunity, what could be done better?)

FORM C – PRIVATE SECTOR
C.1 Market operators *(not with the project)*

Business operators with private milling machines in local markets
 Confirmed presence in Gok Machar and in Wau
 Check possible presence in Kangi and in Ayien
 Meet at least 5 in each location

Date and time	
Location	
Evaluator	

Name of respondent	
Function	
Category (*)	

(*) Public sector, Private Sector APC operator, Private Sector, Farmer

All three outputs

1. Were you, or other business operators, involved by the project (and or the Government), in the **definition of the strategy for value chain development**?
2. To what extent project support to the APC did promote private sector development and improved processing of sorghum and groundnut?
3. Do you consider that conditions are in place to set up a partnership public – private sector to manage APCs?
4. Which are the main challenges for the development of businesses for milling sorghum and groundnuts in the region?
 - 1.
 - 2.
 - 3.
 - 4.
5. Do you feel that the setup of APCs may have undermined the businesses of private sector operators in the Region (project support amounting to “unfair competition”?)

6. Did the project support you (or other private sector operators)

With training? If yes specify

With equipment? If yes specify

Any other type of assistance ? If yes specify

7 Recommendations for future support to the private sector to increase capacities of sorghum milling and other value chain processing
(given another opportunity, what could be done better?)

FORM C – PRIVATE SECTOR C.2 APC operators

3 operators / managers in Ayien, Kangi nd Gok Machar

Date and time	
Location	
Evaluator	Lona Luduro
Name of respondent	
Category	Private Sector, APC operator
Specify (gender, age, number of years in APC)	

A.2 Output 2 - Access to value chain technology improved

1. Now that the project has arrived to its end, do you think the APC will be able to survive for long?
If yes, how?
If not, why?
2. Will you continue working with the APC now that the project is coming to an end?
3. Please share the APC records for the past 12 months
 - Number of clients
 - Amounts processed
 - Amount received
 - Expenditures (fuel, maintenance, personnel, other)
4. Is the APC making profit or losses?
If profit, how much per month?

If losses, how much per month?
5. Please list key challenges for the operation of the APC
 - A.
 - B.
 - C.
 - D.

6. Is the management board and partnership of private sector with Local Authorities working well?

If yes, explain how

If not, explain why

7 Recommendations for future support to the private sector to increase capacities of sorghum milling and other value chain processing
(given another opportunity, what could be done better?)

ANNEX 6: List of trainings and number of beneficiaries

Date	Key topics	Trainers	Location(s)	Duration (days)	No. of participants	% women
Jan 28 - 8 February 2016	Training on fabrication of metal workers on fabrication of improved storage structures (metal bins/silos)	Juba MTC	Juba	10	20	0 (0%)
Nov 22 - Dec 27, 2016	Training of farmers on post-harvest management and storage of food grain crops	Consultant (Juba catering service)	Kangi, Ayien, Gok-Machar, Aduel	5	475	170 (35%)
Dec 6 - Dec 8, 2016	Training of trainers (TOT) on post-harvest Management and storage of food grain crops	Consultant (Juba catering service)	Wau	5	38	5 (13%)
April 3 to April 7 and April 9 to April 13 2017	Training of fisher folks on improved fish handling and preservation techniques	Consultant (Juba catering service)	Yorol Town and Pagerau Payam		50	6 (12%)
Sep 4 - Sep 6 and Sep 12 - Sep 14 2017	Training of butchers and flyers on improved slaughtering and flying techniques	Consultant (Juba catering service)	Aweil, Kuajok	5	52	0 (0%)
Sep 7 - Sep 9 2017	Training of traders/skin processors on improved processing and preservation techniques	Consultant (Juba catering service)	Wau	1	45	4 (8%)
Sep 2017	Training of government officials on improved hide and skin production and processing	Consultant (Juba catering service)	Kuajok	5	11	0 (0%)
April - May 2017	Training on business management, accounting, bookkeeping and entrepreneurship	Consultant GIAS	Wau, Aweil, Rumbek and Kuajok	5	109	11 (10%)
5 Dec - 7 Dec 2017	Training Aweil Rice Scheme staff on the use of Reaper, Thresher and Rice Mill	UNIDO project team	Aweil	4	30	0 (0%)
Sep 2017	Training of farmers on improved sorghum and groundnut processing methods	UNIDO project team	Gok-Machar, Ayien, Aduel and Kangi	1	297	174 (58%)
Sep 2017	Training on operation and maintenance of power tools and equipment for the operators of the machines at the APCs and Slaughter House of Aweil and Kuajok, Aweil	UNIDO project team	Gok-Machar, Ayien, Aduel, Aweil, and Kangi	1	26	2 (7 %)

Date	Key topics	Trainers	Location(s)	Duration (days)	No. of participants	% women
Sep 16 - Sep 19 2020	Training Farmer on post-harvest management	UNIDO project team	Kangi	4	30	11 (36%)
Sep 22- Sep 25, 2020	Training Farmer on post-harvest management	UNIDO project team	Ayien	4	30	16 (53%)
Apr 24 – Apr 25 2020	Training on operations, maintenance of APC processing equipment	UNIDO project team	Kangi	2	3	0 (0%)
Jul 29 – Jul 30 2020	Training on operations, maintenance of APC processing equipment	UNIDO project team	Ayien	2	3	0 (0%)
Dec 3 - Dec 4, 2020	Training on operation and maintenance of tricycle engine	UNIDO project team	Kangi	2	3	0 (0%)
Nov 25 - Nov 26, 2020	Training on operation and maintenance of tricycle engine	UNIDO project team	Ayien	2	3	0 (0%)
Oct 12 - Oct 15, 2020	Improved slaughtering, flaying, de-fleshing and de-fatting techniques	Mr. William Simon and UNIDO project team	Wau	2	40	0 (0%)
Oct 27 - Oct 30, 2020	Improved slaughtering, flaying, de-fleshing and de-fatting techniques	Mr. Benjamin Andrea and UNIDO project team	Aweil	2	40	0 (0%)
Oct 6 - Oct 9, 2020	Training on Food Hygiene/Occupational Safety and Health (2 rounds) SH	UNIDO project team	Wau	2	46	2 (4%)
Oct 21 - Oct 24, 2020	Training on Food Hygiene/Occupational Safety and Health (2 rounds) SH	UNIDO project team	Aweil	2	41	6 (15%)
Dec 2 - Dec 6, 2020	Training on financial literacy and business management - APC	Mr. Mama Julius (IABC)	Kangi	5	9	3 (33%)
Dec 7 - Dec 11, 2020	Training on financial literacy and business management - APC	Mr. Mama Julius (IABC)	Ayien	5	10	2 (30%)
Jan 23 - Jan 26, 2021	Training on business plan development - APC	Mr. Mama Julius (IABC)	Kangi	4	11	2 (18%)
Feb 1 - Feb 5, 2021	Training on business plan development - APC	Mr. Mama Julius (IABC)	Ayien	4	10	2 (22%)

Date	Key topics	Trainers	Location(s)	Duration (days)	No. of participants	% women
Feb 8- Feb 12, 2021	Supporting sustainable operations and management: financial literacy training and business coaching - slaughterhouse	Mr. Mama Julius (IABC)	Aweil	5	5	0 (0%)
Feb 15- Feb 19	Supporting sustainable operations and management: financial literacy training and business coaching - slaughterhouse	Mr. Mama Julius (IABC)	Wau	5	5	0 (0%)
Feb 11, 2021	Refresher course in slaughtering, hygiene and occupational health (2 rounds of 1 days each)	UNIDO project team	Aweil	1	4 ¹⁴⁰	0 (0%)
Feb 15- Feb 18, 2021	Refresher course in slaughtering, hygiene and occupational health (2 rounds of 2 days each)	UNIDO project team	Wau	2	46	2 (4%)
Feb 16 2021	Refresher course in operations, maintenance of APC equipment	UNIDO project team	Kangi	1	1	0 (0%)
Feb 22, 2021	Refresher course in operations, maintenance of APC equipment	UNIDO project team	Ayien	1	3	0 (0%)

Source: UNIDO Programme Management communication to the Evaluation Team, March 2021

¹⁴⁰ 40 were planned but due to the local context and new COVID restrictions for number of persons to be gathered together, a refresher training was delivered to 4 slaughterhouse group leaders to relay information to their respective teams.