

Eastern Nile Technical Regional Office

**WATERSHED MANAGEMENT FAST
TRACK PROJECT, SUDAN
DETAILED PROJECT PREPARATION
STUDY**

**INTERIM INSTITUTIONAL
ASSESSMENT REPORT**

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Abbreviations

ADS	Area Development Scheme
CBO	Community Based Organisation
CDF	Community Development Fund
CPA	Comprehensive Peace Agreement
CRA	Cooperative Regional Assessment
CSO	Community Steering Committee
DNP	Dinder National Park
EIA	Environmental Impact Assessment
ENSAP	Eastern Nile Subsidiary Action Programme
ENTRO	Eastern Nile Technical Regional Office
FAO	Food and Agriculture Organization
Finnida	Finnish Development Agency
FNC	Forest National Corporation
GEF DNPP	Global Environment Facility Dinder National Park Programme
IDEN	Integrated Development of the Eastern Nile
IDP	Internally Displaced People
IWM&D	Integrated Watershed Management and development
IWRM	Integrated Water Resources Management
JAM	Joint Assessment Mission
LFA	Logical Framework Analysis
MOIWR	Ministry of Irrigation and Water Resources
NBI	Nile Basin Initiative
NC	National Coordinator
NCWR	National Council for Water Resources
NELSAP	Nile Equatorial Subsidiary Action Programme
NFC	National Forestry Corporation
NFP	National Focal Point
NGO	Non-governmental Organisations
Nile-COM	Nile Council of Ministers of Water Affairs of the Nile Basin
Nile-SEC	Nile Secretariat
Nile-TAC	Nile Technical Advisory Committee
NRM	Natural Resource Management
NSDC	National Social Development Coordinators
NTEAP	Nile Transboundary Environmental Assessment Project
O&M	Operation & Maintenance
OM	Operational Manual
PID	Project Identification Document
SAP	Subsidiary Action Programme
SCENR	State Council for Environment and Natural Resources
SIA	Social Impact assessment
Sida	Swedish International Development Cooperation Agency
SOS WFP	SOS SAHEL Women's Forestry Programme
SWOT	Analysis of Strengths, Weakness, Opportunities and Threats
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
VPC	Village People's Committee

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1 Objectives

1.1 Introduction

This is an interim report (working document) of the institutional assessment of integrated watershed management interventions. This report is accompanied with complementary interim reports on technical, environmental and social aspects. The report forms part of a multidisciplinary consultancy assignment aimed at assisting the Government of Sudan to prepare a detailed fast-track integrated watershed management projects in three target areas, namely Lower Atbara, Bau Locality and Dinder National Park Area.

This report is based on the findings from field visits up to June 2007 and thorough review of secondary information.

1.1.1 ENSAP Vision

The Project Identification Document (PID) for ENSAP, approved by the Eastern Nile Council of Ministers in March 2001, establishes the long-term goals and objectives for the first ENSAP investment program for the Integrated Development of the Eastern Nile (IDEN).

ENSAP has the objective to:

“ensure efficient water management and optimal use of the resources through the equitable utilization and no significant harm; ensure cooperation and joint action between the Eastern Nile Countries seeking win-win goals; target poverty eradication and promote economic development; and to ensure that ENSAP results in a move from planning to action”¹.

The long term objective of the Eastern Nile Watershed Management Program is to improve the **standard of living of the populations** residing within the selected watersheds of the Nile basin, **reduce soil and water loss**, improve agricultural productivity increase food security, decrease sediment transport and reduce siltation of reservoirs and canals, reduce erosion and morphological changes along the rivers, and decrease pressure on natural resources. To achieve the above objectives the countries have -among other efforts - embarked on two parallel programmes, explicitly the Cooperative Regional Assessment (CRA) and the Fast Track projects. While the CRA is an effort for identifying long term opportunities for cooperative

¹ Eastern Nile Subsidiary Action Program (ENSAP) – Project Identification Document, Eastern Nile Council of Ministers, 2001.

actions, the fast track watershed projects aim at demonstrating early results of on the ground improved watershed management.

1.2 Sudan Fast Track Watershed Project- Justifications and Objectives

The proposed fast-track watershed management project is intended to demonstrate rapid local benefits as well as to contribute to sustainability of any future multi-purpose investments. While multi-country benefits will come primarily from improved water management and reduced erosions, it is recognized that this cannot be achieved without the support and action of the people who occupy the land of the watersheds, and draw their livelihoods from it. Therefore, the primary focus of the project is improved rural livelihoods, with water and sediment management also as critical outcomes.

The development objective of the fast track watershed management project is to improve and diversify incomes, as well as diversify agricultural and forest products and improve yields through more efficient/sustainable land and water management; more reliable access to water, conservation of biodiversity and natural habitats, and reduction of erosion and soil nutrient loss and decreased pressure on natural resources.

It is furthermore desirable that the fast track project deliver visible results within about two to three years from project implementation start-up that can demonstrate the value of local watershed management in the country in the context of regional cooperation and yield lessons for strengthening similar interventions within Sudan across the Eastern Nile Basin. In other words the project will focus on demonstrating community managed activities resulting in local and regional socio-economic and environmental benefits.

1.3 Specific Objectives of the Detailed Project Preparation

In order to achieve the above specified objectives careful project planning is required. To this end, the Consultancy is expected to analyze institutional, environmental, social, economic and technical aspects of proposed watershed management interventions in the three selected areas and produce a detailed Project Implementation Plan (PIP) and associated procurement plan in an investment-ready format.

The consultancy is furthermore expected to ensure consensus and common understanding of the project components and implementation framework among the various stakeholders.

2 Approach and Activities undertaken under Detailed Institutional Assessment

2.1 Study organisation

The objectives of the detailed assessment were (a) to carry out more detailed assessment by visiting more villages as well as supporting institutions to achieve a satisfactory representative coverage of all the villages in each project target area, (b) to ensure consensus and common understanding among all stakeholder groups of the key issues to be targeted under this project in the project target areas, and (c) to delineate focal areas or villages for implementation of the watershed management fast-track project on a pilot basis.

The expected outputs from the institutional assessment is a document that comprises: (i) full documentation of existing players relevant to the three areas, their capacities and interest in terms of supporting the projects; (ii) capacity building institutional strengthening activities to enhance the administrations', local communities, civil society and other socio-professional groups', planning, implementation, monitoring and evaluation capacity; (iii) identified implementing agencies and possible partnership modalities; and (iv) an assessment of Micro Finance institutions and Saving and Credit Associations.

The documentation and mapping of the existing players have been undertaken previously and the resulting stakeholder database has been submitted to the Client. The assessment of Micro Finance institutions and Saving and Credit Associations is included in the Technical Interim report. Hence this report will concentrate on assessing institutional strengthening and capacity building needs and identifying implementing agencies and possible partnership modalities.

The detailed assessment was carried out in the Lower Atbara, DNP area and Bau locality by multi-disciplinary missions in April and June 2007 and with additional visits - before and after these dates - by various national team members.

Activities carried out included:

- Field visits and consultations with stakeholders by multi-disciplinary Team
- Collection of secondary and primary data
- Analysis and screening
- Presentation of justifications and recommendations in Interim Reports.

During the detailed assessment in April, the Team visited approximately 20 villages and interviewed over hundred village members and 50 government officials and experts, in addition to the villages visited and local community members interviewed during the previous mission in February.

During the present as well as the previous missions, a total of at least 10 villages have been visited, and a total of 50 government officials and experts and 50 local community members have been interviewed in Lower Atbara. Similar number of consultations in the Dinder area. In Bau locality during the course of assignment at least 16 villages were visited and 25 officials and experts and 70-80 local community members were interviewed.

The assessment of present and alternative livelihood practices involved working with the target groups in selected sample areas in a more detailed manner in order to analyse existing community based organisations and their involvement in local planning and development.

Regarding the supporting institutions, the Consultant have assessed the current capacity and made an effort to identify in what areas strengthening is needed in order for the *relevant local institutions and supporting stakeholders* to efficiently, effectively and sustainably fulfil their roles and responsibilities as required by the project.

The institutional assessment is based on the requirements emerging from the Technical Interim Report where a set of land and water management interventions are discussed and proposed.

The detailed assessment mission enabled the Consultant to understand the institutional set-up and to identify capacity gaps related to the successful implementation of the fast track watershed management project within each representative geographical area.

In June the Team revisited selected stakeholders to discuss proposed menu of coordinated interventions, prerequisite requirements and possible implementation arrangements.

3 Proposed Objectives and Key Framework Components

This section gives an overview of proposed project objectives and key project components as a framework for the detailed technical assessments. Detailed justifications and background to this structure is given both in this Technical Interim Report and in the Institutional Interim report.

The project includes a more diverse set of activities than other previous and on-going projects in Sudan. The Project is committed to moving as quickly and as responsibly as possible towards implementing concrete developments in the project areas that will contribute to the primary development goals of Sudan.

The present detailed project preparation has evolved through a process of extensive consultation and feedback amongst the main project partners and stakeholders in the three project areas and at Federal level. It naturally builds on and complements the information gathered, outputs achieved and lessons learned during previous and current projects and government efforts.

3.1 Overall and Specific Programme Objectives

A detailed analysis of key problems, root causes and objectives has been undertaken as described in separate sections, resulting in the emergence of concrete and specific project objectives well in line with the broad range of project objectives stated in the ToR.

The overall objective of the Fast Track Watershed Project in Sudan is:

“ensure efficient integrated land and water management (watershed) and optimal use of the natural resources through the equitable utilization and no significant harm and to target poverty eradication and promote economic development.”

The specific project objectives are proposed to be formulated as to:

“i) strengthen relevant local institutions, stakeholders and systems at all appropriate levels for the integrated and sustainable management of water resources in the Lower Atbara, Dinder and Ingessana project areas, and ii) to stimulate, support and demonstrate fast track appropriate development-oriented investments in the project areas that contribute to poverty reduction and environmental sustainability.”

3.1.1 Main outcomes supported by the Project

- a. Strengthen the role and capacity of localities and supporting stakeholder in the delivery of pro-poor investments and services to promote productive and environmentally sound livelihoods with local community participation.
- b. Strengthen local participation - community and/or a specific watershed user - in the identification of basic livelihood needs within a framework that encourages environmental responsibility and transparency in priority setting and allocation of resources.
- c. Establish a intersectoral and cooperative framework for *efficient integrated and participatory land and water management (watershed) and optimal use of the*

- natural resources* involving state ministries, Localities, NGOs and local communities.
- d. Local watershed management and development interventions delivered and demonstrated on the ground.
 - e. The Government's commitment to the empowerment of local agents of change (Localities, NGOs) and develop social capital at the local level by strengthening the role of local partners in planning and implementation of improved livelihood activities demonstrated.

3.1.2 Performance indicators

Progress towards the above outcomes would be measured and monitored based on the following key performance indicators:

- a. Improvement in the diversification and intensification of livelihoods and reduction of environmental degradation caused by target communities and user groups;
- b. Increase in the share of public investments implemented by Localities and NGOs;
- c. Increase in the share of the State budgets elaborated and disbursed on the basis of participatory plans for local development.

3.2 Key Framework Project Components

The proposed key framework project components of the new project are divided into three general output areas (each with a number of sub-components):

Component 1: Institutional Strengthening in order to strengthen the capacity of *relevant local institutions and supporting stakeholders* to efficiently, effectively and sustainably fulfil their defined roles and responsibilities

Component 2: Critical Development Projects which are deemed necessary to create a foundation for a successful Fast Track Watershed Management Project.

Component 3: Integrated Watershed Management and Development (IWM&D) Fund with the objective to support local IWRM&D initiatives at community level with a strong poverty reduction and environmental focus, that will simultaneously deepen local participatory IWRM processes

3.2.1 Component 1: Institutional Strengthening and Project Management

Institutional development and capacity building – alongside stakeholder participation – should be acknowledged from the outset as being critical to the project's success and sustainability.

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There are various institutional and technical gaps that need to be addressed in the Fast Track Project related both to Locality core business and to the evolving IWM&D framework. Linked to such gaps, there are concerns about the limited human and financial resource constraints, and hence vulnerability, of Localities in fulfilling all its responsibilities. It will still be some years before Localities can become financially strong.

Regarding institutional strengthening at Locality level, the focus of support proposed here is primarily related to

- i) general watershed resources management and development, for example to increase understanding and capacity in relation to integrated, poverty-oriented approaches to ILWRM and
- ii) participatory planning and support to community managed projects.

In addition, this component will establish the eligibility of target localities to receive funds from the project through conducting a training program aimed at building their capacity in the areas of project management (e.g., transparency, accountability, financial management, procurement), and community participation and empowerment (e.g., participatory planning process and inclusion of marginalized segments of the population in decision-making).

3.2.2 Component 2: Critical Development Projects

The Project will support concrete Critical Development Projects, which are deemed necessary to create a foundation for a successful Fast Track Watershed Management Project. The critical development projects are of cross cutting nature rather than specific watershed interventions however they constitute important supporting interventions which should be undertaken in parallel or prior to the specific watershed interventions. Hence, these projects are not suitable to be directly financed under the Fast Track Watershed Project. Examples of critical development projects are road infrastructure, establishment of operative Locality offices and staff quarters and strengthening of micro-finance institutions to support project interventions.

3.2.3 Component 3: IWM&D Fund

Integrated management of water resources necessarily requires appropriate legal and institutional frameworks and technical and management capacities amongst a range of formal national and local-level institutions. However, much of the day-to-day responsibilities for – and various effects of – IWRM occur at local catchment and community levels. This is particularly evident when considering such threats to the

basin's water resources posed by uncontrolled gold panning or environmentally damaging land use practices. That is why- in addition to coordination amongst relevant sector agencies- stakeholder participation at all appropriate levels, is such a critical aspect of IWRM&D. In order to deepen such participation and provide early concrete benefits to communities within the basin, attention will be given to supporting and encouraging local, community-based IWM&D initiatives.

The IWM&D Fund will support concrete Projects which have been prioritised by stakeholder in each project area. They are intended to address urgent needs, and to contribute to concrete improvements both in the area's water resources and in the overall quality of people's lives. While designed with a consideration for appropriate institutional capacity, stakeholder participation, and integration with relevant cross-cutting issues – all of which have implications for the efficiency, effectiveness and sustainability of investments – most of these projects, as well as various other programme components, include some degree of infrastructural or hardware development on the ground.

The proposed project will contribute both directly and indirectly to economic growth, sustainable livelihoods, environmental security, poverty reduction, and improved health and social development for different communities in the three project areas.

These small-scale investments are intended to link local communities more closely to IWRM processes, provide practical experience and lessons both in IWRM and related development activities, and contribute to poverty reduction, gender equity, improved health in general and especially in relation to environmental sustainability. This component is an effort that supports community-led development through partnerships among local stakeholders, including: localities, communities, NGOs and community-based organizations, on the basis of subprojects submitted by local communities and developed through a consultative, participatory planning process.

To support such initiatives, a flexible fund is needed, yet one based on clear selection criteria that concretise the principles and strategies of IWRM&D. This could include support for such activities as shelterbelts and homestead tree growing projects, achieving 10% tree cover on rainfed mechanised farms, development of drinking water supply, development of an appropriate livelihood project (such as shallow wells, pumps and improved small-scale irrigation systems), or an activity aimed at improved health and sanitation (such as ecological sanitation). The projects should have a particularly strong emphasis on poverty reduction and other cross-cutting issues as mentioned above, and should entail at least a basic environmental and social impact assessment prior to approval.

Community contribution is proposed to be 10% up to a ceiling of \$10 000. The contribution can be in cash or in kind depending on the economic strength of the beneficiary. All subproject proposals have to satisfy specific selection and eligibility

criteria as stipulated in the project's Operational Manual (OM). Each project is implemented through a three partite agreement between the PIU, the Local Government and the CBO (if such is involved in the implementation).

Monitoring and management is proposed to be undertaken by the Implementation Unit, which will be responsible for transferring funds to the selected communities in agreed amounts, based on transparent reporting. Formal auditing of the Fund will be undertaken. The project specific Local Executive Management Committee will play a critical role in guiding and monitoring the implementation of the Fund, and will constitute a review panel for assessing and approving applications for individual projects or groups of projects, based on defined selection criteria to be finally agreed upon during the Inception Phase of the Implementation Projects, but to be reviewed as the project proceeds. Important links need to be made between these pilot projects and the piloting of the micro-credit project component i.e. a community that is involved impacted by a WM&D Fund intervention should be prioritised for the micro-credit component.

4 Stakeholder Mapping

As stated in the ToR and reconfirmed by the Consultant, existing players can be broadly divided into two groups – community organizations which will implement and maintain the interventions, and external institutions (government, NGO, private) which support the implementation.

The Consultant has made an effort to identify existing institutions directly or indirectly involved in watershed management in the three project areas. These institutions and their relative importance for the Watershed Project are listed in the Stakeholder Database.

The Stakeholder Database, i.e the documentation of existing players relevant to the three areas, their capacities and interest in terms of supporting the projects, is provided in the format of an excel workbook . This format allows a full scale overview of the project and is easy to up-date. The database is anticipated to be a dynamic product to be continuously up-dated/refined during project implementation.

The stakeholder database is included in Annex 1.

During the next phase of the detailed Project Preparation phase the database may be refined with disaggregated data (women, men, children etc) by the Sociologist and included in the Social and Environmental Interim Report.

5 International and National Institutional Context

This section lines out the institutional framework at national, local and community level as well as at international level i.e. under the NBI/ENTRO umbrella.

5.1 International institutional framework

A coordination unit ENTRO has been established for ENSAP. ENTRO is a sub-regional organ that is linked to the Nile Basin Initiative (NBI) and its organization. At country level ENSAP has the National Focal Points (NFP), National Coordinators and Working Groups for the individual investment projects, and National Social Development Coordinators (NSDCs).

ENTRO, as a sub-regional organization, has a distinct role and profile in working for the sustainable integrated development of the Eastern Nile under the umbrella of the NBI. It serves ENCOM and ENSAPT in their pursuit to ensure cooperation and joint action in the Eastern Nile

5.2 National Institutional framework

5.2.1 Overview

There are three levels of institutional authority; national (federal) level, state level and locality level.

Sudan Federal Government structure is made up of 25 states and each state is divided in localities. Within the jurisdiction of localities, there are administrative units and village councils.

The State government is headed by Walli (Governor), who is appointed by the President. Each State has its own Legislative Assembly with an executive administration, which consists of the following ministries:

- Finance, Economic Planning and Labor Forces
- Agriculture, Animal Resource and Irrigation
- Physical Planning and Public Utilities
- Health
- Education
- Social Affairs

The Localities are governed by a Locality committee headed by a Commissioner (Mutamad) who has the status of a State Minister. Decision-making at the Locality level is taken by a Locality Council composed of representatives of the villages within the Locality's boundaries.

Within the administrative units, there are few rural offices, each headed by a Local Government officer and representatives selected by Village People's Committees (VPCs). Down the hierarchy, at the village level, there are also Village People's Committees elected by villagers to administer village affairs and to select members to represent them in Administrative Units and in Locality Councils.

In addition to the Executive Administration, a Traditional (Native) Administration system (Nazara) presides over local administrative and judicial affairs. The Nazara system consists of three administrative tiers: the Nazars, who are the highest officials within the administrative and judicial structure; the Omdas who are medium level leaders, and who are usually heads of tribal subsections; and the Sheikhs, who are village or camp headman. All of these Native Administrators are granted legal powers to maintain law and order, to monitor development within their respective constituencies, and to collect taxes. Both Sheikh and Omda report to the Locality officials.

5.2.2 MOIWR and the National Project Counterpart

The Ministry of Irrigation and Water Resources (MOIWR) governs the water sector in Sudan. All water affairs have been brought under the umbrella of the Ministry. At National level the National Council for Water Resources (NCWR) was established in 1995. It is headed by the Minister of Irrigation and Water Resources with representatives from major suppliers and users of water nationally and at State level. They include representatives from related government Ministries, organisations, academics, water users associations and the states represented by their Ministers responsible for Water Affairs. The Council is also responsible for transboundary waters. This forum is a good platform for promoting integrated and inter-sectoral planning, management and development of interstate waters. At state level not all water affairs are managed under the apex of MOIWR. Instead water affairs and water resources -other than interstate waters- are managed both by MOIWR and the State governments (so called concurrent powers). Within State governments water affairs (irrigation, drinking water supply) are managed under slightly varying set-ups but generally under State Ministry of Agriculture, Livestock and Irrigation and Ministry of Physical Planning and Public Utilities (i.e. State Drinking and Rural Water Corporations). At locality level government is supposed to be represented by extension officers with specific responsibilities such as health, forestry, agriculture and livestock. However, the capacity and responsibility for hydrological engineering often lay with the MOIWR's offices in Khartoum.

The Sudan EN Watershed Coordinator in the Ministry of Irrigation and Water Resources (MOIWR) and the national watershed working group are the direct counterparts during the detailed project preparation phase. The watershed national working group in Sudan comprises members from a number of agencies and sectors, including the Ministry of Irrigation and Water Resources, the Forest National Corporation (FNC), the Energy Research Institute, the Ministry of Finance and National Economy, the Higher Council for Environment and Natural Resources. NGOs are also supposed to be represented in the Working Group.

The role of MOIWR and the present national watershed working group in the project implementation phase of the fast track watershed management project in Sudan will be further analysed.

6 Institutional Assessment for Atbara

6.1 Implementing agencies and participating institutions

6.1.1 River Nile State and Ed Damer Locality

The institutional structures of the River Nile State and Ed Damer Locality at different levels are set up as follows.

At the State level there is a Wali (Governor). Under him there are eight ministries. These are the Ministries of Agriculture, Health, Education, Finance, Youth and Sports, Physical Planning and Public Utilities, Welfare and Ministry of Local Governance. The Nile State also has six localities, explicitly: Ed Damer, Atbara, Shindi, El Matama, Barber, and Abu Hamad.

Ed Damer Locality constitutes the following structure:

- El Muhtamad (Commissioner)
- Executive Manager
- Four departments for: Agriculture and Planning, Finance and Works Affair, Education, and Health, Welfare, Youth and Sports.
- Each Locality has a number of Administrative Units. In Ed Damer Locality there are 6 Administrative Units. These are: El Engas, El Zaidab, El Nile, El Damer town, Atbarawi (targeted area), and Sidon (targeted area).

The responsibility of Ed Damer Locality is to:

- Provide agricultural extension, health, education and local water supplies, and rural roads maintenance
- Implement rangeland and forestry conservation and development
- Invest and maintain water points
- Plan land use

6.1.2 Other focal point institutions

Forest National Cooperation

Research institutes: Hudeiba Agricultural Research Station, Hydrological Research Station, Forest Research Centre and Energy Research Institute

NGOs: Sudanese Environment Conservation Society (SECS), LADACO (Lower Atbara Development Company), Sahel and SOS SAHEL women's group, Sudanese Women Lower Atbara.

Unions: Pastoralists Union, Mechanized Farmers Union and Farmers Union

A mapping of above listed focal point institutions and their location, perceptions, assets, importance and influence in relation to the project is provided in the Stakeholder database, Appendix 1.

6.1.3 CBOs

Community organizational structure left behind by ADS in all 51 village clusters (covering all villages) where voluntary development societies, and village development committees were established. The structure and operation of women's groups established under the SOS Sahel project are also still functioning.

6.2 Capacity assessment within implementing agencies

The details of number of staff, their existing roles and level of education and capacity in relation to watershed management are given below, as obtained by the Consultant. However, in line with the ongoing effort to decentralize the institutional framework in Sudan, restructuring has been on-going until recent. This implies that there are still some uncertainties at State and Locality level and many positions are yet to be filled, especially at locality level.

6.2.1 Agricultural extension

There should be an agriculturist at each of the administrative units indicated above however this goal has not been achieved. There is also lack of transport and facilities within several of the administrative units. The State Ministry of Agriculture is targeting to achieve that every 1000 feddans be supervised by a university graduate in agriculture. In order to reach that goal they have raised the number of graduate intake in the Ministry by 30 new employees. However, transport and office facilities must also be organised.

The total number of agriculturalists in Ed Damer locality is about 40 persons. This staff has one car and 4 motorbikes. Some of the staff have neither offices nor desks.

Their affiliations are the following

1. 1 general Manger (university graduate [u.g.])
2. 1 Manger of Agricultural Land (u. g.)
3. 4 Mangers of Subunits (u. g.)
4. 2 Extension Officers (u. g.)
5. 30 Field Supervisors (u. g.)
6. 2 Horticultures (rankers)

There are governmental agricultural schools for farmers that run during the seasons. In each of these schools about 30 farmers are trained yearly both theoretically and practically in the field attached to the school. They are trained a package of cultural practices for each crop. The technical information comes from the findings of the Hudeiba Research Station. The scientists from Hudeiba Research Station are involved in teaching in these schools. There are more than 26 such schools in the State. Sidon and Atbarawi Administrative Units each has a Farmers School. Women have also their schools where they are taught food processing and some agricultural practices. The total number of women trained in improved agricultural practices is unknown. However, in this region, the role of women in crop production is minor. They play bigger role in animal rearing, particularly sheep and goats.

To maximize the benefits from agricultural research, agriculture information systems and transfer technology units need to be started and links made to the local, national, regional and international research systems. There are many research results which can be transferred or extended but the community is not benefiting from them because the technology is not being transferred or made available to the beneficiaries and the stakeholders. The authorities in Ed Damer Locality lack facilities at the moment to cope with the burden of reaching farmers.

6.2.2 Forestry extension

River Nile State's Forestry Service has 140 members of staff. This consists of 1 director, 6 deputy directors, 15 inspectors, 9 technicians, 9 rangers and 116 forest guards and nursery labourers. Among the 140 directors, forest inspectors, forest technicians and rangers, three are BSc degree, three diploma and 34 high school certificate holders.

Permanant presence of forest extension staff in the administrative units is missing.

Both FRC and FNC have past experience in project activities similar to the proposed forestry and agroforestry interventions. FNC has been involved in a number of shelterbelt and community forestry activities. For example, the experience of FNC in shelterbelt establishment and management activities in the Northern State through the assistance of SOS-Sahel and UNSO is well documented (FNC & UNSO, 1993;

FNC & SOS Sahel, 1998). FNC also has experience in homestead tree planting activities, for example, in the River Nile State, Atbara area with the support of SOS Sahel. This was evidenced by the Expert when he visited El Debura village in Lower Atbara.

It is, therefore, concluded that the involvement of both FRC and FNC as partners in the planning and implementation of the watershed management project is very well justified and appropriate as effective project planning and implementation requires the engagement of such institutional stakeholders with past experience.

6.2.3 Water and Environmental Resources Management

Rural water supply is the responsibility of State Drinking and Rural Water Corporations under the Ministry of Physical Planning and Public Utilities, which is also the case for the Nile State and Ed Damer Locality. Although engineering activities of larger water infrastructure projects such as siting, design, construction and construction supervision of dams and hafirs is often undertaken by MOIWR in Khartoum.

Ministry of physical Planning and Public Utilities generate some resources from water fees.

In terms of IWRM, the Water resources Directorate, MOIWR is the responsible authority for monitoring and control of the Nile System in Sudan. A prerequisite for efficient IWRM is information monitoring and management. To this end an assessment of the status of water quality data management in Sudan has been undertaken by NBI/NTEAP and finalised in December 2006. The assessment concluded that the available water quality data management systems in Sudan are fragmented and does not satisfy water quality objectives. Instead data is linked water services activities e.g. urban drinking water supply. Water resources and environmental monitoring is to some extent undertaken at State level however the data management and analysis are the responsibility of various centres of excellence at national level such as MOIWR in Khartoum and the Hydraulic Research station in Wad Medani etc. However, there is an Environmental Coordinator located within the State Ministry of Agriculture, Animal Wealth and Forestry.

It is uncertain to what extent the water balance of the whole river basin is considered in the planning of new schemes.

This prevailing situation has consequences for the Lower Atbara Area for which any development will impact on the water quantity and quality. It is especially important that the water balance but also the environmental criteria for the watershed are considered in development planning.

In terms of provision of water infrastructure, it has been observed by the Consultant that water infrastructure construction and rehabilitation is often characterised by poor technical design, planning and supervision. Also the operation of water points is poor. There is also distrust vis a vis community capacity of managing water points. These

observations are also confirmed by parallel projects i) NBI/NTEAP: Assessment of the status of water quality data management in Sudan, December 2006; and ii) CDF presentation at the Inception Workshop for the Fast Track Project Preparation in March 2007 and iii) World Bank/LICUS, "Assessment of Localities' compliance with and Identification of their capacity needs in Northern Sudan" Synthesis Report, January 2007.

Taking the above information in account for the Fast Track Watershed Management Project in the Lower Atbara, it clearly justifies that the project is guided by its own guidelines (Project Implementation Manual and ESMF) on environmental, social as well as technical aspects in order to safeguard the interventions as well as the Atbara River in general. The guidelines are also proposed to be complemented with training and technical assistance in order to build capacity through the project within the following themes;

- Integrated land and water management and planning
- Capacity building of designers, contractors and supervisors in order to improve quality of water facilities
- Capacity building of operators and users of water facilities in order to minimize water spillage and usage.
- Capacity building of institutions, which are responsible for advice to farmers and other users on water utilities

6.2.4 Participatory planning and management

Generally in Sudan, few localities use participatory processes or make any attempt to involve communities in the planning, and interaction with the People's Committees is limited in most localities. This is also valid for the Ed Damer Locality however, to a less degree.

The ADS project made an effort to build capacity in participatory planning and management which has resulted in that the Ed Damer Locality, Atbara based NGOs and CBOs are familiar with these working methods. Although, participatory planning in its true sense has not been practised in the Lower Atbara in previous interventions at least the awareness has been build.

Resource people for community mobilisation are available among locally based NGOs and CBOs although training would be needed. The implementation participatory planning would also require the permanent presence of Locality staff e.g. agricultural and forest extension staff in the administrative units which is currently not the case.

Participatory planning and management interventions could build on the organizational structure left behind by ADS in all 51 village clusters (covering all villages) where voluntary development societies, and village development committees were established. The structure of women's groups established under the SOS Sahel project could also be revitalised.

Apart from CBOs and NGOs, also Unions are implementing projects in cooperation with the Ed Damer Locality. There is at least one irrigation scheme implemented in this manner.

However, during the various missions we have met many of these organizations and found that their planning and managerial capacities are still weak and that they would require intensive retraining and capacity development. Inclusiveness of women, female headed households, nomadic pastoralist also needs to be improved.

Furthermore, it appears that the semi-nomads in the Baluuk area to a certain degree have resented the ADS structure and prefer their traditional structure (sherks etc.), and there is a need to bring the two together. The locality authorities also advised on the need to avoid former projects' high overhead costs which resulted from the fact that project staff and locality counterparts resided in Ed Damer which necessitated frequent and expensive travels.

6.2.5 Integrated and sustainable development planning

Inter sectoral cooperation has traditionally been very weak. However, under the new constitution and decentralization process, there are new directives for inter sectoral planning.

In the Nile State, inter-sectoral cooperation in formulating development strategies and plans has been introduced for the first time 2006. However, since this is the first year the project counterparts were not able to share information with the Consultant on the detailed mechanisms and the list of content for the State development plans as they do not exist as yet.

At Locality level, the Ed Damer Locality has the responsibility for land use planning within its jurisdiction. However, a recent assessment of Localities' compliance with and Identification of their capacity needs in Northern Sudan² concluded that almost all localities show low capacity in the area of development planning in terms of analytical basis, depth of explanation, clarity of objectives, prioritisation, link to budgets, and monitoring. There is no reason to believe that the situation is very different in Ed Damer. Many different and individual project proposals have been suggested to the Consultant, but few background studies or analytic justifications have been submitted. No land use development strategy or plan for the Ed Damer Locality has been obtained.

Again, decision making has to be built on a good information baseline. The Remote Sensing Authority in Khartoum (Dr. Amna Ahmed Hamid) undertakes landuse

² World Bank/LICUS, "Assessment of Localities' compliance with and Identification of their capacity needs in Northern Sudan" Synthesis Report, January 2007

mapping and other GIS services to States on a demand basis. No such work has been requested by the Nile State.

It is therefore proposed that the present landuse of the Lower Atbara should be mapped in detail using remote sensing by the Remote Sensing Authority combined with some installation of simple GIS tools at the Locality and training in using simple GIS-viewing tools etc.

It is uncertain if there is an Executive Committee for the Ed Damer Locality in which the four locality departments should be represented i.e i) Agriculture and Planning, ii) Finance and Works Affair, iii) Education, and iv) Health, Welfare, Youth and Sports. In any case some degree of inter-sectoral accountability is seen where departments share information but not externally to NGOs and communities.

An enabling framework for integrated development planning at locality level could be supported through the establishment of a project specific Executive Committee.

The Watershed Project could support and improve both inter-sectoral and participatory planning in IWRM by establishing this project specific Local Executive Committee that is composed of representatives from various locality departments, unions, NGOs, women groups and CBOs.

Hence, the fast track watershed project could be a good spring board for further capacity building on integrated and participatory planning and management for sustainable development.

A project specific Local Executive Committee, would also be instrumental in strengthening the State/Locality planning and budgeting frameworks to incorporate the integrated watershed management perspective.

6.3 Institutional Strengthening and Capacity Building Components

Below section discusses capacity building components which would fall under Key Framework Component 1.

6.3.1 Objective of Component 1: Institutional Strengthening Lower Atbara

To strengthen the capacity of relevant local institutions and supporting NGOs at Locality level to efficiently, effectively and sustainably fulfil their defined roles and responsibilities.

6.3.2 Sub-components

It includes four sub-components:

- i) piloting of an improved governance/enabling framework for participatory and integrated watershed management and development within the Ed Damer Locality;
- ii) capacity building of Locality staff and supporting NGOs to fulfil their roles and responsibilities as defined by the governance framework.
- iii) Community organisation and strengthening

6.3.2.1 Piloting of an improved governance/enabling framework

This sub-component basically involves:

- i) the establishment of a Project Executive Committee (PEC) at Locality level with inter-sectoral and stakeholder representation. Its mandate would be project steering and decision making and monitoring. The Local Executive Committee would be represented by Locality Staff from various departments, State Ministry representative as appropriate, Project Manager, Union representatives, NGO representative, Community representatives and vulnerable groups representative.
- ii) the “institutionalisation” of the POM, ESMF and watershed planning guidelines
- iii) improved procedures for integrated and participatory planning
- iv) possible support to offices and extension staff in the administrative units.

6.3.2.2 Training and Capacity Building of supporting institutions

Enhancing the following skill areas at Locality and stakeholder organisations:

- Strategic planning
- ILWRM
- Stakeholder participation and joint management
- Use of interactive maps and basic GIS
- Small dam design and supervision
- Leadership, organisational development and team building
- Financial accounting and management

- Conflict resolution
- Gender sensitisation

The Locality staff, NGOs and project staff involved in implementation of project activities will specifically be trained in formation of community based organisations, community driven needs assessment and community-based project planning, implementation, monitoring and management (including financial management). The training together with POM and SEMF will enable them to mobilise communities, backstop community organisations and ensure that vulnerable groups are equitably partaking and benefiting.

6.3.2.3 Community organisation and strengthening

In order to benefit from the IWM&D Fund representative community based organisations with sub-committees must be established and functioning. Up to four sub-committees could be organised in any given community i.e. i) water management committee to manage water utilities, ii) farmers' committee, iii) forestry committee and iv) livestock or rangeland committee.

To this end the project should:

- Build on and revitalize the organizational structure left behind by ADS (voluntary development societies, village development committees), and SOS Sahel (structure of women's groups) in the management of land resources.
- Provide intensive re-training and capacity development, and develop a hybrid structure that would accommodate the ADS/SOS structure and the traditional local administration.

Activities involved are to form new CBOs and sub-committees or reform existing CBOs following a participatory needs assessment and planning process and election process.

The CBOs will also be trained in formation of community based organisations, community driven needs assessment and community-based project planning, implementation, monitoring and management (including financial management).

In addition, skills training and extension services will be provided to communities and target groups under Project Component 3: IWM&D Fund

6.4 Project management, governance and implementation arrangements for the Lower Atbara

The detailed project preparation has revealed that the three project areas the Lower Atbara, DNP Area, and Bau Locality are characterised by different problems and needs which requires different project approaches. In addition the three areas are located far apart from each other. With this background, it feels necessary to discuss whether it would be more appropriate if implemented by three different project teams especially since there is little overlap in terms of the circumstances, objectives and interventions suggested for the three areas. Information exchange between the projects would naturally be beneficial in the same way as it would be beneficial to exchange lessons learnt with other parallel projects such as for example the Butana Integrated Rural Development Project and the FAO reseeding of wadis project in the case of the Lower Atbara region. In order to initiate the discussion two alternatives for project governance and implementation is given below for the Lower Atbara.

As opposed to the other two project area, the Lower Atbara will not require any major Critical Development Projects as a prerequisite for a successful Fast Track Watershed Management Project.

6.4.1 Lead Project Agency

The tentative structure for project management, governance and implementation arrangements assumes a light project apex at national level which coordinates the interventions in the Lower Atbara, DNP area and the Bau Locality as three separate projects each one with its own specific implementation arrangement and time line etc.

The three project have different project governance and implementation structure with the Lower Atbara being the least complex.

A national body would be responsible for the overall project governance. This Lead Project Agency is suggested to be the MOIWR in its capacity as the responsible authority for monitoring and control of the Nile System in Sudan, through its Water resources Directorate.

The Lead Project Agency (MOIWR) would be responsible for mobilizing and managing GOS counterpart funds in addition to donor funding. It would also be responsible for establishing the Project Steering Committee and for overall monitoring of the three Fast Track Watershed Management projects.

The Lead Agency would be responsible for channeling the project funds and delegate project execution directly to a Local Implementation Unit (LIU), established at the **Ed Damer Locality level** as an independent unit with administrative and financial autonomy.

6.4.2 LIU

In order to manage the day-to-day running of the Project under supervision by and in co-operation with Locality, FNC, State Ministries and to enhance management capacity in these organisations this sub-component involves the establishment of the Local Implementation Unit and staff.

The LIU would be composed of Locality staff and project staff. Project staff to be recruited included i) Project Manager/ILWRM or natural resources specialist, ii) Sociologist/Community mobiliser and iii) financial controller. Locality staff to be deployed to the LIU are agricultural, forestry, livestock and rangeland and engineering staff.

The LIU will be supported by and implement the activities through consultancies, private sector contractors and suppliers, research institutions, NGOs, and communities themselves or their representative grassroots organizations. Local government and sector ministries will facilitate implementation by providing logistical and technical support and allocating the necessary counterpart recurrent budget for the operation and maintenance of assets built under the project.

The mandate of the LIU consist of: i) managing funds from the Lead Agency at national level (and state authorities); ii) facilitating the execution of the project interventions through the provision of necessary investments, capacity building and resource development; iii) strengthening and assist stakeholders' organizations for the improved utilization of natural resources for livelihood activities; iv) facilitating the process for the identification, approval and institutionalization of improved governance framework; v) ensuring replication through mobilization of additional resources; and vi) monitoring of project activities, results and impacts and reporting on implementation, and accounting for resources to the Lead Agency. Project evaluation is recommended to be undertaken by an external body.

Regarding the assistance to communities (activity iii listed above) the LIU will undertake the i) screening and selection of communities based on the defined selection criteria (discussed in the Technical Interim Report); ii) assisting the establishment of CBOs or interest groups according to specific guidelines; iii) assist in assessing community needs and assets; iv) assisting communities in the formulation and monitoring of their development and environmental protection plans; v) implementation of training and extension services to target groups with the various fields of water, agriculture and rangeland and forestry as well as marketing of products.

An interest group could be a smaller group within a community or representing a larger group covering several communities e.g. unions.

In this manner it would supplement the locality capacity.

The decentralized institutional model proposed relies directly on localities as local government structures to facilitate area planning, review and approve community subprojects, disburse and manage funds, contract for the required goods and services from either private or NGO sources, and monitor implementation. This institutional model ensures a simple and streamlined flow of funds that allows for building the capacity of localities, which are critical to long-term local development.

NGOs would play a critical advocacy and project facilitation role. Although the localities assume the main responsibility for project implementation, NGOs, women groups and CBOs will be participating in project decision making through representation in the Local Executive Committee.

6.4.3 Local Steering and Executive Committee

The project specific Local Executive Committee would be represented by Locality Staff from various departments, State Ministry representative as appropriate, Project Manager, union representatives, NGO representative, Community representatives and vulnerable groups representative. With this composition both participatory and intersectoral project planning and decision making could be ensured.

In this manner all the project "contributors" to the Lower Atbara Fast Track Watershed Project would partake in the project steering.

6.4.4 Community Organizations

The CBOs or interest group organizations would be legal entities. They would constitute the link between the project and the communities.

The representative grassroots organizations have responsibility for mobilizing communities and prioritize their needs and developing development and environmental protection plans (that translate those needs into actual benefits) within the project framework i.e. the menu of coordinated activities proposed under the IWMD Fund. They should ensure that participatory and gender sensitive approaches are used and CBO members are representative from a gender and equity perspective and elected democratically. They should undertake monitoring of results and performance.

6.4.5 Government contribution

A precondition for the project is that all parties benefiting from the project should also contribute.

However, Mr. Ali (the Deputy Director of Agriculture) insisted that locality contribution to the project will be nil. Federal and State governments may be able to contribute by 10% to any project as a maximum. However, he said Ed Damer Locality can provide in-kind contribution in the form of offices and desks and perhaps petrol to the vehicle could be considered by the state.

This issue should be further discussed at the Workshop scheduled for August 2007.

Another precondition is that Ed Damer Locality can ensure that all staff positions are filled and located as appropriate both in Ed Damer and in the two administrative units.

7 Institutional Assessment for Dinder

7.1 Implementing agencies and participating institutions

The national park and surrounding areas fall under different institutional structures and management authorities. In particular the National Park Falls principally under the centralised government with some participation in decision making by state governments whereas the areas outside the park fall principally under state government with some support from national institutions such as the Higher Council for Environment and Natural Resources with some powers devolved to the SCENR State Council. In practice this devolved structure is not functioning as yet.

The wildlife resources, including the protected areas in their various forms in the country, are being managed by the General Administration for National Parks and Wildlife Conservation. The Administration Falls fully under the Ministry of Interior. In practice the management of the park has fallen under two management sections the first being administration which is responsible for policy and planning and the second being technical which is responsible for implementation and policing.

The legislation surrounding environmental issues and in particular issues relating to the requirement for environmental impact assessments prior to developments are governed under the environmental policy act of 2002 but as far as is known the regulations for EIAs have not been promulgated. National parks are created under the 1935 wild animals ordinance. Control of the parks is delegated to the Director of the Wildlife Administration. The 1939 National Parks regulations restrict the use of parks and specifically prohibit the use of firearms and any soil modifying operations in national parks.

Sudan is a signatory of a number of relevant international conventions including the convention on biodiversity, the Man and the Biosphere convention and the world heritage sites convention. In practice little or nothing has been done to implement the requirements of these conventions and in particular although Dinder was declared a biosphere reserve in 1982 it is only in the recent Dinder management plan that any attempt has been made to implement the requirements of a biosphere reserve.

The focus of parks management has been on law enforcement and in particular on the prevention of poaching. In light of this emphasis the parks rangers are all members of the police force and as a result may be freely moved between duties within this force.

More recently the president has established a Dinder Park Committee chaired by the national minister of the environment with representation from the three states bordering the park. Representation is by the ministers of agriculture and the ministers of finance of these states. The primary purpose of this committee seems to be to

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ensure the fair division of income from the park between the states. However the committee does not appear to be functioning efficiently and is not involved in the development or execution of management plans for the park.

Land allocation and use outside the park appears to fall under the ministries of agriculture of the three states. All of these states have some plans for the development of movement corridors for the use of pastoralists.

7.1.1 Capacity building assessment

The management of the park has long been ineffective and movement inside the park is so difficult that it seems as if some areas of the park (particularly in the north east quadrant) are poorly known even to the rangers. Although Sudan has produced a good number of graduates through its wildlife management programmes at University level very few of these have been employed in the national parks system. As a result the level of planning in the national parks system has been between low and non-existent. The management plan for Dinder supported by the GEF appears to be only the second such plan in the country.

The very high level of movement within the police force means that officers building up experience move away and take their experience with them. If the park is to remain under the control of the police then a special division of the police should be created with officers who will only be responsible for wildlife management. Such officers should be qualified and trained principally in wildlife management.

Under the GEF project it seems that some officers did receive training in South Africa but this training seems to be limited to make a real impact.

In practice the responsible staff seem very ill prepared to manage the resources of world wide importance that Dinder represent and a major effort to train and retain capable officers and men will need to be made.

Similarly given the social problems related to the management of the park it is necessary that there are officers and rangers who have been trained in the human dimensions of wildlife management in order to interact effectively with other park stakeholders.

It is therefore necessary to make a major investment in building the capacity of the park management staff.

7.1.2 Project management, governance and implementation arrangements

The institutional set-up of the Dinder National Park Project was concentrated at the national level and did not have a permanent presence in and around the Park. This structure is not considered suitable for the watershed project. Instead, the following focal point institutions and principles should be considered:

Focal point institutions:

Eastern Nile Technical Regional Office
July 2007
Detailed Project Preparation Study

27 (39)
Project 1989151; TOL
c:\1989151000 watershed management
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sudan july 2007.doc



- The Dinder project site falls into three different states and three localities, and being a national park the core area falls under the direct control of the central government and the ministry of the interior. The executing agency is the General Administration for National Parks and Wildlife Conservation. The relevant institutional framework includes the committee of the three states known as the Dinder Park Committee under the minister of the environment which is to coordinate the efforts of the three states. In addition the states have their own ministries of agriculture and environment and water resources who are involved. Finally the localities immediately surrounding the park are also responsible for management of their region.

Guiding principles:

- A substantial part of the watershed project will be capacity development at the state level, within the Ministry (ies) of Agriculture, and this requires continued support at least in the beginning of implementation.
- State of the art development approaches call for creation of ownership at the state level to ensure long term sustainability, and therefore the watershed project implementation should be integrated with the relevant Ministries in the respective states. If only the Rahad area is being selected some project staff should be placed there and closely cooperate with appointed counterparts.
- The watershed project will also work extensively with the local communities, and the set up should make provision for permanent presence of staff from the locality and if necessary the Ministry should second additional staff. They would closely cooperate with NGOs who would provide training and capacity building to communities and their organisations including VDCs, popular committees, traditional leaders and women's groups. Locality staff and NGOs would also liaise with the park administration and facilitate improved dialogue between the park administration and the local communities. They should be represented in the proposed "Dinder National Park stakeholder committee".

7.1.3 Participatory planning and management

Currently there is no formal structure for participatory planning and management of the park. Concessions that have been made to park dwellers in terms of resource use appear to have been made unilaterally by the park staff in order to reduce the level of conflict with these communities.

7.1.4 Private sector participation in investment

The rest camp in the park is managed by a tourism organisation known as Nadus which also runs hotels elsewhere in Sudan. There is the possibility of a Spanish investment group developing a hotel near to Sinja which it is hoped will attract visitors to the area of the national park. The same group has expressed an interest to develop lodges in the park.

7.2 Local community organizations and civil society

The communities in and around the park are fairly well organised due to DNPP. Apart from the popular committees and the traditional leadership, most of the villages have a Village development committee that serves clusters of villages. In the Rahad River area the village development committees have even formed an apex organisation for the effective representation of their interests. The chairman is a very enthusiastic and dynamic person whom the project preparation team has identified as "community champion" and it is suggested that the watershed project makes use of his competence and social capital. The committees and the population have been more or less successfully sensitised for the environmental concerns of the park and therefore understand the need to conserve the park also for their own sake. They have been exposed to participatory planning and implementation of watershed and livelihood improvement interventions. Although far from being self reliant and sustainable, there is a basic structure and therefore the watershed project need not start from scratch. The watershed project should build it on these structures - also to avoid proliferation and "organisation fatigue", but need to provide further capacity development support as the VDCs are not yet sustainable and many have become dormant after termination of DNPP and need to be revitalised.

DNPP has cooperated with a number of national NGOs such as "Sudanese Environment Conservation Society" and taking into consideration the short time frame for implementation, the watershed project should make use of them as they are already familiar with the area and its communities. As during DNPP, their role should be to provide awareness raising and capacity building among communities and local government and parks staff and the communities and to facilitate conflict resolution, participatory planning and cooperative park management.

Should a decision been made to include the Blue Nile State villages in the Watershed Project, the "Kadalu People Development Society" should be used as entry point. It is however suggested that due to the prevailing disagreement with regard to the park boundary in this area, watershed activities focus on trust making, conflict management, and environmental awareness raising and as a minimum they should have representation in the below mentioned "Council of the Dinder National Park Stakeholders" representatives.

Transhumant pastoralists are represented by the VDCs as witnessed in the Rahad River area, but nomadic pastoralists are difficult to reach. They are to a certain degree represented by the "Pastoralist Union" and the Watershed Project should make use of the local representatives and facilitate their membership in the local "Council of Park Stakeholders" which will be established as proposed in the Dinder National Park Management Plan. The Copuncil is envisaged to include the DNP administration, village development committees, Unions of planned and unplanned mechanized farmers, traditional farmers, pastoralists, traditional community organisations and leaders, and representatives of the involved states.

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8 Institutional Assessment for Ingessana

8.1 Implementing agencies and participating institutions

8.1.1 Blue Nile State and Bau Locality

The institutional structures of the Blue Nile State and Ed Damer Locality at different levels are set up as follows.

At the State level there is a Wali (Governor). Under him there are eight ministries. These are the Ministries of Agriculture, Animal Wealth and Forestry, Health, Education, Finance, Youth and Sports, Physical Planning and Public Utilities, Welfare and Ministry of Local Governance.

The Blue Nile State government is run by two parties: 45% SPLA and 55% NP. 90% of the State budget comes from the Federal Government and the remaining 10% is obtained from local tax, other incomes and contributions. The State government is currently planning to construct a metal road to Bau. The construction of two dams: one in Soda and the second in Salbel is also in the pipeline.

The Blue Nile State is divided into four localities: El Damazin, El Roseires, El Kurmuk and Bau. The targeted area lies within the Bau locality. It has a population of approximately 140,000 inhabitants scattered over an extensive savannah area.

Bau Locality constitutes the following structure:

		Commissioner	
		Executive Director	
<u>Education</u>	<u>Chief Finance</u>	<u>Chief Technical</u>	<u>Services</u>
		<i>Inspector - Agriculture</i>	<i>Health</i>
		<i>Rainfed Agri. Inspector</i>	<i>Welfare</i>
	<i>Procurment</i>	<i>Forestry Inspecture</i>	<i>Engineering</i>
		<i>Horticulture</i>	
		<i>Animal Wealth</i>	
		<i>Inspector</i>	
		<i>Inspector of Pasture</i>	
		<i>and Fodder</i>	

In Bau Locality there are 3 Administrative Units.

The responsibility of Bau Locality is to:

- Provide agricultural extension, health, education and local water supplies, and rural roads maintenance
- Implement rangeland and forestry conservation and development
- Invest and maintain water points
- Plan land use

A recent assessment of Localities' compliance with and Identification of their capacity needs in Northern Sudan³ concluded that Bau Locality show low capacity in development planning and budgeting capacity. Explicitly the assessment states:

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- **“Functioning of the locality Executive Committee in development planning.** State regulations do not require an Executive Committee at locality level, accordingly there is no such Committee in place at Bau.
- **Existence of a timely and council approved annual social and economic plan.** Bau locality has not produced a separate plan for 2006, but relies on the annual budget for listing upcoming activities.
- **Existence of a timely and Legislative Council approved annual budget.** Bau has an annual budget, which was assessed by the Team. According to the Financial Controller the annual budget has been prepared, signed and submitted in accordance with the guidelines. No submission letter was available.
- *The locality budget is divided into four chapters. Chapter 1 for locality staff salaries; Chapter 2 covers the operational costs of the locality; Chapter 3 covers rehabilitation of existing projects and Chapter 4 covers development of new projects. The State covers all funding under Chapter 1, 3 and 4.*
- *As the Legislative Council of Bau was only formed in March 2006, the Council was not in a position to discuss and approve the annual budget, which was finalized in December 2005. There is no evidence to suggest budgeting issues were discussed at the 2006 Legislative Council meetings.*
- **Clear link between annual plan and budget.** As there is no plan available, the locality only relies on the budget.

³ World Bank/LICUS, “Assessment of Localities’ compliance with and Identification of their capacity needs in Northern Sudan” Synthesis Report, January 2007

- **Capture of operational costs in the budget derived from capital investments.** *The Chapter 2 budget should fund non-salary operational costs. The locality has covered operational costs in Chapter 2. It was not feasible to assess whether the budget was sufficient, but funds were allocated for operational costs.*
- **Capture of maintenance costs in the budget derived from capital investments.** *Small scale maintenance is captured in the Chapter 2 budget, while the State is responsible for larger scale maintenance and rehabilitation.”*

8.1.2 Other key participating supporting institutions

Forest National Cooperation

Research institutes: Hudeiba Agricultural Research Station, Hydrological Research Station, Forest Research Centre and Energy Research Institute

NGOs and multilateral organisations: UNICEF (water supply and sanitation; building schools), Islamic Relief (schools, water pumps, distribution of seeds); World Vision (agricultural activities); Practical Action (appropriate technology for improved agricultural production); IRC (humanitarian assistance); Blue Nile Organisations Network.

Unions: Pastoralists Union; Farmers Union which represents small scale farmers, large scale mechanised farmers, and gum arabic producers, vegetable and fodder producers, and agricultural companies.

A mapping of above listed focal point institutions and their location, perceptions, assets, importance and influence in relation to the project is provided in the Stakeholder database.

8.2 Capacity assessment within implementing agencies

Bau Locality is a special case. The detailed project preparation has revealed a number of critical issues, explicitly

- Prevailing locality organisation and outreach
- Unsettled land tenure

- Strong Conflicts
- Weak CBOs

8.2.1 Locality outreach and participatory planning

At Locality level, the Bau Locality has the responsibility for extension services and land use planning within its jurisdiction. The recent assessment of Localities' compliance with and Identification of their capacity needs in Northern Sudan⁴ concluded that Bau Locality show low capacity in development planning in terms of analytical basis, depth of explanation, clarity of objectives, prioritisation, link to budgets, and monitoring. For instance, the report states:

***“Existence of a participatory planning process.** The locality has no plan for 2006, but instead relies on the 2006 annual budget. With the exception of the Legislative Council there are no efforts at involving the community in the locality planning and budgeting process. The locality does however have frequent interaction with NGOs at the locality on the rehabilitation of the Baw dam.*

The main institutional setup for ensuring community participation in development planning on a day-to-day basis is the Legislative Council, which represents the people's committees in the locality. However, there is little evidence to suggest that planning has been debated at the Legislative Council meetings. No outreach activities were undertaken in 2005 to ensure community involvement in the locality planning. There is no clear evidence of analysis of special needs or poverty related aspects of the locality for the identification of project activities”.

Extension services are weak mainly due to absence of Locality staff in the field. In forestry the situation is better however permanent presence of forest extension staff in the administrative units is missing. The forestry staff of Bau Locality consists of 5 forest inspectors (BSc degree holders) and 25 assistant inspectors and forest guards (secondary and primary school education). Within the water development sector the situation is similar as for the Lower Atbara.

As for Sudan in general, the Bau Locality is weak in using participatory processes and involving communities in the planning. First of all, the implementation participatory planning would require the permanent presence of Locality staff the administrative units which is currently not at all the case.

⁴ World Bank/LICUS, “Assessment of Localities’ compliance with and Identification of their capacity needs in Northern Sudan” Synthesis Report, January 2007



Successful participatory planning and management interventions would firstly require establishment of supporting institutions in the project areas in the case of Bau, which should be organized prior to the project implementation.

8.2.2 Unsettled land tenure and sustainable development planning

Also in the Blue Nile State, inter-sectoral cooperation in formulating development strategies and plans has been introduced for the first time 2006. At Locality level, some degree of inter-sectoral accountability is seen where departments share information but not externally to NGOs and communities.

Again, inter-sectoral planning and decision making has to be built on a good information baseline. The Remote Sensing Authority in Khartoum (Dr. Amna Ahmed Hamid) undertakes landuse mapping and other GIS services to States on a demand basis. No such work has been requested by the Blue Nile State.

Rational land use planning and necessary land reallocation (as required for some of the proposed fast track watershed activities such as support to rehabilitation and improvement of cattle routes) may be hampered in view of prevailing land tenure uncertainties, lack of land use policy and ambiguous land allocation procedures in Bau Locality (as elsewhere in Sudan). These are rooted in the existence of two parallel and partly contradicting land tenure systems - statutory law on the one hand and customary law on the other.

According to statutory⁵ law all unregistered land (including customary land which is unregistered land) is owned by the government and can be made available by the government for any public purpose. This has been the basis for making land available for investments in the ever expanding large scale mechanized farms which for long have been seen by the government to be the major path to development in Sudan.

Customary land tenure, in contrast, has been practiced since time immemorial. Although weakened in the 1970's, it was reconfirmed through several bills and acts in subsequent years :

"...Local institutions, mainly relying on customary norms and practices, have (traditionally) managed land and natural resources in Sudan. Pre-independence administrations have relied heavily on the services of these institutions, at no or marginal cost to the state. Over the last 35 years legitimate local customary handling of land management has been strongly influenced by the state. One major consequence of the government interventions since 1970⁶ is that customary rights have become very precarious and vulnerable in law. Rural communities do enjoy usufruct rights, but without any real tenure security". However, it would be wrong to conclude that the impact of this legislation on holders of non-registered land rights, i.e. a vast majority of the rural population, is completely at the will of government.

⁵ Since the enactment of the Unregistred Land Act in 1970.

⁶ See 4.

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"There are already signs of defiance to the customary rights by people themselves, not by the government. Some people, especially these who have grievances against others on the basis of historic land occupation, rely on the legal position that unregistered land belongs to the government land in order to claim access to land and natural resources that have been occupied, used and managed by others since time immemorial. The argument that 'no one has a better title than the others' on government land is the mechanism used for this purpose"⁷.

In Bau Locality, these land tenure uncertainties have resulted in skewed access to land and natural resources by different land user groups and have resulted in a multitude of conflicts between small scale rain fed farmers, nomadic and transhumant pastoralists and large scale mechanized farmers.

- Small scale rain fed farmers in the Ingessana Foot Hills who are the traditional inhabitants of the area, live in villages whose customary land has been limited to an area of about 7 km around the villages by the traditional leaders (?). This distance has been adjusted over time (4, 8, 6, 7 km) and has apparently been devised primarily to protect the villages from land grabbing by the expanding large scale mechanized farms. The land allocated to the villages is generally considered to be too small to secure households livelihoods and does not consider demographic changes resulting from household increases, in-migration of IDPs and other settlers etc.

Many villagers have become laborers on the mechanized or have been attracted to the area because of available work on these farms. Income generation is however limited to two to three months during harvest season as the major work is done by a few permanent employees.

- At the same time, the land tenure uncertainties have resulted in drastically reduced livelihood conditions for nomadic and transhumant pastoralists. Rain fed farming (both small scale and large scale) has encroached on grazing areas and blocked watering points, and pastoral routes and corridors in the farming areas were narrowed to an unsustainable width. Under these circumstances it is hardly avoidable that herds enter the fields and destroy crops, leading to arguments about compensation payments and physical violence.
- Large scale mechanized farm operators, in turn, consider themselves the "lawful" users of the land and see pastoralists - despite of their customary land right - as the "lawless" intruders who can either be evicted from the area or held responsible for damages done to their crop. Pastoralists were also mentioned to be the reason why large scale farmers do not comply with their obligation to reserve 10% of their area for trees. Tree planting is not attractive as the herds either trample or eat the newly planted trees or they are destroyed by fires which are purposely set by pastoralists to make fresh grass grow.

⁷ FAO: Project Document for Technical Support to the Establishment and Functioning of the national Land Commission, 2005 to 2007.

In this situation it is difficult to select sustainable fast track watershed activities that are beneficial for as many population groups as possible. Rehabilitation of animal routes for example would require additional land which is currently not easily available as it is occupied by others. Such interventions also have a regional perspective which is outside the scope of the fast track watershed project. Animal routes traverse several localities and states which must be addressed concurrently to avoid bottlenecks. Likewise, provision of hafirs and dams - if only built close to villages - would basically exclude benefits for pastoralists.

It appears that a major precondition for fast track watershed projects is a land tenure reform to strengthen customary rights (e.g. through registration) and the introduction of a land use policy by the government that recognises realities on the ground. For Blue Nile State, a solution may come from the Comprehensive Peace Agreement which has addressed land tenure uncertainties and their solutions as a major precondition for peace. As a result and in accordance with the Interim Constitution of 2005, a National Land Commission (NLC) is in the process of being established awaiting the approval of the National Land Commission Bill. Together with the Southern Sudan Land Commission and the South Kordofan and Blue Nile State Land Commissions the NLC will have the powers to:

- Receive and address land claims; and
- Advise the governments on land tenure reform and land use policy and law development.

Provided that Blue Nile State Commission starts operating in the near future it could be instrumental for the customary land claims and land reallocations necessary for the different proposed fast track watershed interventions.

8.2.3 CBOs and NGOs

Until the 1970's Bau locality has been historically isolated with little exposure to the outside world and received little development support. This tendency has been exacerbated by the civil war which has affected the area between the 1980's end the recent peace agreement. Bau Locality Administration merely exists on paper as Locality staff reside in Damazin and only pay occasional visits to the area. This also contributes to the marginalization of Bau locality. As one of the consequences, local organizational and community based structures have hardly been developed. All villages have popular committees with a number of sub-committees and government initiated women's committees. In some villages that were supported by UNICEF to develop water supply and sanitation, village water and sanitation committees exist. However, during field visits the consultancy team learnt that these organisations are generally weak or not functioning at all.

In contrast, the traditional leadership system - also called native administration - appears to be vital and generally respected by the population and the political actors alike. During our recent visit in Fadamia village SPLA representatives came for consultations with the Omda. Bau locality is sub-divided in nine Omdias that cut

across the three Administrative Units, the lowest level of the Local Government system. Each Omdia is headed by an Omda who is responsible for the villages within this area. The villages in turn are headed by sheiks who refer to the Omda. Together they take major decisions concerning the areas and villages under their mandate. Among pastoralist they have administrative, judicial and security powers - but no power over pastoral land which is considered unregistered waste land owned by the government. In sedentary villages the Sheiks have administrative and security powers and are the custodians of the customary land rights of their respective community. It also appears that the traditional leadership system is preferred to Pastoralist Unions and Farmer Unions which are not considered to be true representatives of the interests of (poorer) pastoralists and small scale farmers.

Due to the reasons mentioned above only few NGOs operate in Bau locality and with limited presence on the ground as most NGOs offices are located in Damazin. Among the NGOs, Practical Action and World Vision with whom meetings were conducted appear to be the most suitable cooperation partners as they work within the same sectors as the fast track watershed project including participatory and gender sensitive approaches to livelihood improvements, improved and appropriate agricultural practices and environmental conservation.

For the fast track watershed project the above described organisational landscape implies that a major effort must be made to form CBOs from scratch and to develop the capacity at community and Locality level to carry out participatory planning and implementation of livelihood improvement activities before any meaningful investments can be made. The NGOs working in the area will have to play a major role in this process as they are the only stakeholders with appropriate experience and competence. At the same time the traditional leaders must be integrated as much as possible due to their credibility among the local communities and the important roles they play in regulating community affairs.

8.3 Institutional Strengthening and Capacity Building Components

For the Bau Locality major Institutional Strengthening would be required but more importantly major organisational issues would first need to be solved such as Locality organisation and outreach and land tenure issues. These issues should be discussed with the Client and Counterpart.

Taken the above described situation and prevailing uncertainties the following preconditions are proposed:

1. Coordinate with CDF. The main institutional strengthening and restructuring needs for the Fast Track project are equally required for the CDF. Based on CDFs intention to start up its operation in Bau during 2007 the fast track project, with a potential earliest start up at the end of 2008, should build on and closely coordinate with the CDF in Bau.

2. The need for development support in the Bau area is substantial and complex, yet could be considered too complex for a fast track watershed management project. The intention of the fast track project is to demonstrate early benefits dealing with local environmental problems in a local and participatory manner and such an effort may failed if “disturbed” by too many external problems. Hence, the fast track project in Bau is suggested to start small and in areas where land tenure is not an issue.

Within the above proposed institutional context (proposal), the institutional strengthening is proposed to include the components recommended for the Lower Atbara region. In brief, the support includes four sub-components, explicitly:

- i) piloting of an improved governance/enabling framework for participatory and integrated watershed management and development within the Bau Locality;
- ii) capacity building of Locality staff and supporting NGOs to fulfil their roles and responsibilities as defined by the governance framework.
- iii) Community organisation and strengthening

8.3.1.1 Piloting of an improved governance/enabling framework

This sub-component basically involves:

- iv) the establishment of a project specific Local Project Executive Committee (LPEC) at Locality level with inter-sectoral and stakeholder representation. Its mandate would be project steering and decision making and monitoring. The LPEC would be represented by Locality Staff from various departments, State Ministry representative as appropriate, Project Manager, Union representatives, NGO representative, Community representatives and vulnerable groups representative.
- v) the “institutionalisation” of the POM, ESMF and watershed planning guidelines
- vi) improved procedures for integrated and participatory planning.

8.3.1.2 Training and Capacity Building of supporting institutions

Enhancing the following skill areas at Locality and stakeholder organisations:

- Strategic planning



- ILWRM
- Stakeholder participation and joint management
- Use of interactive maps and basic GIS
- Small dam design and supervision
- Leadership, organisational development and team building
- Financial accounting and management
- Conflict resolution
- Gender sensitisation

The Locality staff, NGOs and project staff involved in implementation of project activities will specifically be trained in formation of community based organisations, community driven needs assessment and community-based project planning, implementation, monitoring and management (including financial management). The training together with POM and SEMF will enable them to mobilise communities, backstop community organisations and ensure that vulnerable groups are equitably partaking and benefiting.

8.3.1.3 Community organisation and strengthening

In order to benefit from the IWM&D Fund representative community based organisations with sub-committees must be established and functioning. Up to four sub-committees could be organised in any given community i.e. i) water management committee to manage water utilities, ii) farmers' committee, iii) forestry committee and iv) livestock or rangeland committee.

To this end the project should:

- Form new CBOs and sub-committees or reform existing CBOs following a participatory needs assessment and planning process and election process.
- Involve NGOs in this process. The project should establish contacts with – among others- Practical action and World Vision – for cooperation in the Bau area.
- Train the newly established CBOs in formation and management of community based organisations, community driven needs assessment and community-based project planning, implementation, monitoring and management (including financial management).

In addition, skills training and extension services will be provided to communities and target groups under Project Component 3: IWM&D Fund.

