



Final Evaluation of the Unwrapped Project in the Lakes State, Sudan

Full Report

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To you all I say

“THANK YOU SO MUCH”

**Picture 1: Evaluation team at a vegetable garden and poultry unit demonstration site
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Acronyms

AHA	Animal Health Auxiliaries
AHEWs	Animal Health Extension Workers
APARD	Africa Partnership Aid for Rehabilitation and Development
CAHWS	Community Animal Health Workers
CBOs	Community Based Organizations
CPA	Comprehensive Peace Agreement
CULIDO	Cuibet Livestock Development Organization
DOR	Diocese of Rumbek
ECS	Episcopal Church of the Sudan
EWs	Extension Workers
FBOs	Faith based organizations
FGD	Focus Group Discussion
GNU	Government of National Unity
GoSS	Government of Southern Sudan
IDPs	Internally Displaced Persons
INGOs	Indigenous Non-governmental Organizations
LLDC	Lakes Livestock Development Committee
LLDO	Lakes Livestock Development Organization
M&E	Monitoring and Evaluation
MOA	Ministry of Agriculture
MoARF	Ministry of Animal Resources and Fisheries
MOS	Ministry of Social Services
NGOs	Non-governmental Organizations
Oxfam GB	Oxfam Great Britain/ Oxfam
RULIDO	Rumbek Livestock Development Organization
SDRDA	Sudanese Disabled Rehabilitation and Development Association
SINGOS	Sudanese Indigenous NGOs
SPLM	Sudan People Liberation Movement
SSRRC	Southern Sudan Relief and Rehabilitation Commission
SVI	Senior Veterinary Inspectors (also referred to as stockpersons)
SWOC	Successes Weaknesses Opportunities Challenges
ToRs	Terms of Reference
TOTs	Training of Trainers
UN	United Nations
UNMIS	United Nations Mission in Sudan (peace monitors)
VSF	<i>Veterinaires Sans Frontieres</i>
WWI	Women for Women International

Executive Summary

The implementation of the Unwrapped Project, which is the object of this evaluation, was planned to start on 1st May 2007 and end on 30th April 2008. Its aim was to contribute towards building sustainable and sufficient livelihoods in the Counties of Rumbek East, Rumbek North, Rumbek Central, Cueibet and Wullu in Lakes State of Southern Sudan, whereas the purpose was to improve access to food and income through the promotion of viable indigenous livelihoods activities in both pastoralist and agriculturalist communities. The project had six objectives; (1) to increase demand of quality livestock extension services, (2) to improve quality of extension services, (3) to increase income generated from honey production in Wullu County, (4) to promote gender mainstreaming for increased income and improved dietary intake of women, female-headed and vulnerable households, (5) to contribute towards food security and livelihood monitoring and preparedness (6) to increase gender awareness within partner agencies, local authorities and traditional community leaders.

The project document lists the activities that were to be implemented according to the seven core results they were targeted to yield. The activities aligned to these core results, can be summarised in the following key activity caucuses; capacity building with the development of supporting tools - e.g. developing curricula and messages for livestock extension and for training of women in honey, poultry and vegetable production and marketing), gender mainstreaming, campaigns and meetings, drilling boreholes, provision of basic tools, construction and equipping of four extension offices, participating in food security and livelihoods monitoring and preparedness forums.

Findings

The evaluation unearthed the following:

- The project's interventions and activities were not only highly relevant but also consultations with various partners in the period preceding the initiation of implementation, ensured that they were a priority to the communities.
- The project, having implemented activities in the livestock sector over a number of project phases, was moving towards becoming sustainable but its effort to create a critical mass of extension workers, especially at the community animal health workers level, was being frustrated by attrition. It had facilitated the formation of Lakes Livestock Development Organization (with a full executive committee) which had already assumed some responsibilities (e.g., purchasing of drugs and running a bank account) and in collaboration with the organization, progress is being made in putting management systems in place. Two extension offices out the planned four had been constructed at county levels of Wullu and Rumbek Central.
- Although activities had been initiated, the levels of implementation for vegetable, poultry and honey production were not adequate to yield the expected results.
- Activities on gender mainstreaming had just been initiated and therefore, were also not at a level that could have yielded expected results.
- The project funds were released about four months late. This is a reflection of inefficiency in utilization of both time and funds (albeit during the months 'authority to spend' was awaited staff were on salary) that contributed to incompleteness in implementation of activities.
- The implementation process reflected coordination between the project and partners, including communities, but there was over reliance on project in terms of staff time input due to inadequate capacity at the partner levels.
- It was evident that the project had made efforts to empower local civil organization in planning and implementing but it had not achieved a threshold that can be considered sustainable or adequate to yield results at a satisfactory level.
- The project mostly applied cost-effective strategies as manifested in utilization of available opportunities in the implementation. Some notable examples include the coordination between the project and FAO in vaccine supply and with *Veterinaires Sans Frontieres* Belgium in training of livestock extension supervisors.

- The integration of conflict sensitive programming into the project has been achieved at a satisfactory level but its outputs and achievements have yet to be manifested in the project's monitoring systems.
- The project put in place activities that were highly appropriate vis-à-vis the needs that were being addressed but their shortcomings are captured under challenges. The plan to have generator-powered water pumps for the boreholes that have been drilled in sustenance of vegetable gardens may place a special challenge/burden on the women.
- The stated indicators are relevant as they were designed according to the different sectors of activities that are being implemented. Nonetheless, the definition of these indicators need to be articulated, tightened and correctly classified into input, output, outcome (short and long-term) and impact as the current classification uses only impact and outcome; which means some are miss-classified.
- Apart from the livestock communities for whom the project can claim influence over socio-economic aspects of the beneficiary's lives, the other sectors were at such infant level of implementation to have had any noticeable impact.

Challenges

The project faced the following key challenges:

- Late release of initial funds and monthly allocations, which undermined timely implementation of activities and whose impact was aggravated by few core staff.
- Factors external to the project, such as, demand for sitting allowances (which is against Oxfam's policy), employment expectations, under-development of self-help group formation processes, unavailability of soft wood for timely beehive construction, stealing of honey, conflict between livestock and crop cultivators, inter and intra ethnic conflicts, unfavourable weather conditions (flooding) and dry seasons (heighten insecurity over grazing land) are challenges faced during the project implementation. Lack of livestock policies, and clear division of roles between government and Lakes Livestock Development organization, lack of viable human capacities at payam level also present unique current or potential challenges with considerable implications on the attainment of project's results.

Lessons learnt

A number of lessons were learnt and the following represent the key ones:

- Introducing labour intensive interventions can become a challenge for partners especially where beneficiaries are not accustomed to hard work.
- Location of demonstration units away from homesteads of the owners creates additional need for security hence is not an optimal cost efficient strategy.
- Planning early for activities and likewise submitting work-plans is a good strategy for achieving efficiency in time use.
- Prior assessment of capacity of partners is a worthwhile effort that can curtail frustrations in the implementation process.
- Implementing activities in an environment devoid of appropriate government policies is quite challenging.
- Newly introduced activities (such as gender mainstreaming and awareness creation) need to be allowed adequate space to get well grounded.
- In turbulent times, identification of both core issues and source of problem is an effective strategy in mitigating imminent conflicts.

Best Practices

The following emerged as practices that enhanced implementation of activities and hence achievement of its objectives:

- Working with and through development partners and being flexible to accommodate requests from partners.
- Switching to role profiles from job-description approach at project level, which allows multi-tasking and minimization of gaps when the line manager is away from office.

- Working with women due to their receptiveness is viewed by the project as a best practice.
- Provision of apiculture protective clothing was recognised as a best practice
- Having CAHWs located at cattle camp which makes immediate treatment and close follow-up during treatment feasible, is acknowledged as a best practice.
- Placing reference manuals that are appropriate for literacy level at the county level for borrowing by extension workers.
- Integrating monitoring with performance processes for extension services levels.

Conclusions

Overall, the project addressed pertinent issues that were of high priority to the target communities and the level of coordination and involvement of local development partners (that is both Government of Southern Sudan) and community based organization) was high and to a lesser extent with Sudanese Indigenous Non-Government Organizations. The following are conclusions specific to the six project objectives that define its scope:

- The project, building on the achievement of previous phases, increased demand for extension services particularly in the livestock sector. The behaviour of livestock keepers, as was the aim of the project, has been positively modified.
- The quality of services being offered by livestock extension workers, according to service users, has improved.
- Given the level of implementation of activities in vegetable, honey and poultry production, the project could not have been able to significantly increase income through production and marketing.
- The base that will lead to positive impact on women's income has been initiated but more needs to be done, allowing time for consolidation before the impact can be felt.
- The project has been successful in contributing towards food security and livelihoods monitoring and preparedness.
- The project has been successful in laying foundation from which increased gender awareness, in coordination and collaboration with partner agencies, some traditional leaders and local authorities can be built but the expected outcomes and impact have not yet been achieved. This means that continuation of activities is required to consolidate what has just started.

Recommendations

Among the recommendations documented at the end of this report and those of communities, the latter of which are displayed in Annex 4, the following are critical in ensuring the successful implementation of activities and hence the subsequent expected results:

1. For project activities to be fully implemented and as per workplan, ensure release of funds simultaneously with written supporting instructions/documents within the first month (May) of project life and maintain an efficient system that ensures timely acquisition and purchasing of materials for the project.
2. The project M&E system should be strengthened to systematically capture details of modifications vis-à-vis project documents or proposal, that is, tracking of both changes in implementation strategies and achievements. The latter implies need for better articulation of indicators and hence a sound monitoring and evaluation plan that keeps the project well informed and updated. Ensure that monthly and quarterly reporting is compatible with M&E indicators to facilitate tracking of implementation and achievements and to yield a summary of costs of activities that can be used in gauging cost effectiveness. Improve the quality of indicators; conceiving them in a logical manner that classifies them into input, process, outputs, outcome and impact.
3. Scale-up and transfer poultry keeping to household level. Two models of scaling-up could be applied on trial basis- (1) specific trained group members would be requested to serve as role models in chicken production and are matched with a non-member who they would develop on mentorship basis. (2) the other model would be the type that is being used, that is, away on a women's group plot. The two can be compared to offer the best model in expansion phases to other regions.

4. Consider expanding the range of scope of women appropriate income generating sources by supporting bases for activities, such as grinding mills, sewing machines (demand for clothes is increasing) even on revolving fund basis.
5. Harmonize terms of partnerships that would include sitting allowance and pay for facilitation in training.
6. More people be trained to ensure fast scaling-up in gender awareness related outcomes while strategies for ensuring sustenance of continuous message dissemination are integrated into project's activities on cross-cutting issue basis while considering introduction of human rights based approach to programming as a way of elevating gender issues and specifically those relevant to gender equity.
7. Oxfam needs to review its attitude and hence policy on HIV/AIDS with a view to scaling-up activities beyond workplace, this could be as simple as developing a few key messages that are cited at the beginning of meetings, workshops and other forums with members of community and partners.
8. Due to lack of rivers, consider increasing number of water sources, probably in form of boreholes, to address problem of water for domestic use and food production at household level (kitchen gardens).
9. Introduce affirmative measures to boost opportunities for women (a case in point, recruitment and training at AHA level).
10. In developing workplan, put seasons into context and specifically consider the implications of rains.

Way Forward

The following is a proposed way forward for livelihood programming in Lake State now that Unwrapped Project 2007/8 has come to an end.

- A number of project activities were incomplete hence Oxfam's priority should be to ensure that their implementation is complete. Thus completion of poultry keeping, vegetable gardening, and honey production and marketing related activities must be completed and given time to allow participants build experience and confidence bringing them to a level where they can continue on their own.
- The capacity of partners is not yet solid enough for them to operate successfully on their own hence Oxfam must continue coordinating and working with them to ensure they acquire sustainable status in performance.
- The GOSS structures and policies are in an incomplete/underdeveloped state thus the need for continued support from Oxfam is obvious. Oxfam has to continue strengthening and consolidating capacity of GOSS.
- Livestock vaccination- the government will eventually have to take-over acquisition of livestock vaccines. As a way forward, initiate dialogue and indepth discussion, that would involve exploring types of agreements that would be needed to prevent gaps in vaccine supply should Oxfam phase-out.
- Increasingly phase-out/reduce involvement in livestock aspects but continue strengthening local management systems to ensure that they attain sustainability and focus more on women income improvement activities, thus continue focusing on activities that women control and hence have the potential of improving their income status.
- Retain a project support officer at Nairobi level to be responsible for timely acquisition of and purchasing of materials for Southern Sudan until reliable supplies are established in Juba.
- Recruit an additional project officer as the programme area is vast and the current staff is over-stretched.
- Continue developing capacities of partners and civil societies.
- A marketing system for vegetables is being developed and due to its interest in improving marketing for its partners, Oxfam should work in partnership with the Italian organization that is leading in this effort.

I: Introduction

I.1 Oxfam Unwrapped Project

I.1.1 Background

Oxfam has continuously worked in Lakes State of Southern Sudan since 1993 but it is only from 2000 that its approach shifted from emergency to development, and as such, is the implementation of the Oxfam Livelihoods Project in the Lakes State, with Unwrapped funding supporting its activities from 2005. The Project works towards meeting the needs of the principally livestock-keeping Dinkas, as well as the Jurbel and the Bongo tribes that are recognised as the State's marginalised population groups. The estimated human population in the five counties (Rumbek East, Rumbek North, Rumbek Central, Cueibet and Wullu) that the Project covers is about 500,000 people, with a livestock population that is estimated at 500,000 heads of cattle, 250,000 sheep/goats and 100,000 chickens¹. At the beginning of the project 100 CAHWs and 12 veterinary supervisors were active. However, increasing livestock productivity and profits associated with low level animal health seeking practices for both preventive and curative services have been major challenges.

Since 2000, livelihood interventions under Oxfam have focused on the following:

- Delivery of animal health services (that encompass livestock disease surveillance, treatment and vaccination of livestock on cost recovery basis, training and equipping community animal health workers (CAHWs) and facilitating training of animal health auxiliaries (AHAs).
- Restocking for women-headed households.
- Honey production and marketing.
- Vegetable production.
- Ox-plough promotion.
- Micro-enterprise development and organizational capacity building for local livelihood civil society organizations.

I.1.2 Project goal

The goal of the project is to contribute towards building sustainable and sufficient livelihoods in the Counties of Rumbek East, Rumbek North, Rumbek Central, Cueibet and Wullu in Lakes State, Southern Sudan.

I.1.3 Project purpose

The purpose of the project is to improve access to food and income through the promotion of viable indigenous livelihoods activities in pastoralist communities (residents and returnees; villages and cattle camps) and agricultural communities (residents and returnees).

I.1.4 Project specific objectives

The following are the specific objectives that the project planned to fulfil:

1. To increase the demand for extension services and profits from livestock produce and products in the counties of Rumbek East, Rumbek Central and Cuibet through trainings and behavioural change campaigns in cattle keeping communities.
2. To improve the quality of service provided by extension workers in the counties of Rumbek East, Rumbek Central, Rumbek North, Wullu and Cuibet.
3. To increase the income generated from sale of honey in the Payams of Wullu, Damanjo, Bargel, in Wullu County, and Ngap Payam in Cueibet County.
4. To increase, through gender mainstreaming, women's income, and ownership of household productive assets and improve household diets by training female headed and other vulnerable households in poultry production, management and disease control in 10 villages in Wullu County and by establishing dry-season gardens for women groups.
5. To contribute towards food security and livelihoods monitoring and preparedness by contributing to relevant forums.

6. To contribute towards increased gender awareness within partner agencies, local authorities and among traditional community leaders.

1.1.5 Project beneficiaries

The project targeted beneficiary categories are shown in Table I according to core activities. Vegetable and poultry production activities were implemented among the Jurbel women to improve their economic power. Vegetable farming was to be introduced in the form of school vegetable gardens.

Table I.1: Project beneficiaries	
Core activities	Beneficiaries
Livestock- utilization of extension services	12,500 households
- Better kinship support (sharing milk & loan animals)	30,000 indirect beneficiaries
Honey production- increased income	600 households, 3,600 persons
Cash control/more income- Poultry & vegetable production	300 women

1.1.6 Project stakeholders

The key stakeholders working in collaboration with the project include Indigenous Non-governmental Organizations (INGOs), Community Based Organizations (CBOs) represented by Rumbek Livestock Development Organization (RULIDO) and Cuibet Livestock Development Organization (CULIDO), the civil administration, the Southern Sudan Relief and Rehabilitation Commission (SSRRC) and the Government of Southern Sudan (GOSS) and faith based organizations (FBOs).

1.1.7 Project key activities

The objectives of the project were to be fulfilled pursuant to key activity areas that are herewith summarized and listed in details in the terms of reference (ToR)¹ and the project document². The latter lists the activities according to seven core results that they were targeted to yield. The activities thus aligned to these core results, can be summarised into the following key activity caucuses; capacity building with development of supporting tools, e.g., curriculum and messages (these include training of livestock extension workers, of women in honey, poultry and vegetable production and marketing), gender mainstreaming, campaigns and meetings, drilling boreholes, provision of basic tools and construction of four extension offices and equipping them, participating in food security and livelihoods monitoring and preparedness forums.

1.2 Situational Context

1.2.1 Political context

As a whole, Southern Sudan has a long history of underdevelopment and conflict. Since independence was granted to Sudan in 1956, there has been continuous civil war between the north and south of the country apart from a period of peace between 1972 and 1983. Millions of civilians have been killed, displaced or became refugees. The prolonged conflict created a chronic complex emergency that prevented development, destroyed physical and social infrastructure, disrupted trade, destroyed transport routes and schools, made health facilities almost non-existent with the existing few being poorly staffed and equipped; all running under minimal administrative structures and with few resources.^{1,2}

In order to bring the civil war to an end, the government of Southern Sudan (GOSS) and the Sudan Peoples Liberation Movement/Army (SPLM/A) held peace talks in Kenya from July 2003 that culminated into a comprehensive peace agreement (CPA) being signed by the two parties on 9 January 2005. The agreement provided for power and wealth sharing, the establishment of a new umbrella Government of National Unity (GNU) and the creation of the Government of Southern Sudan (GOSS). From 2004, the progress of the peace process led to spontaneous return of thousands of internally displaced persons (IDPs) from the north to the south and from other countries and it has continued to date.^{1,2}

The establishment of GOSS structures in the ten States of Southern Sudan was complete by the end of 2006. This has contributed greatly to the rehabilitation of major roads that is currently taking place in the South to enhance the return and reintegration process.

1.2.2 Project location

Sudan is divided into north and southern Sudan; the latter being administratively sub-divided into 10 states, then into counties, to payams, to bomas, to villages and finally into households. Lakes State, which comprises the Unwarapped Project area, covers a relatively flat region of approximately 35,750 sq km² at altitude of 1,300 feet above sea level. It lies in the middle of southern Sudan, bordered by Unity State to the north, Warrap to the west, Western and Central Equatoria states to the south and Jonglei to the east³.

Unwarapped Project has been implemented in five counties of the eight that comprise Lakes State; covering 28 payams, of which four are located in Wullu while the rest are in Cueibet, Rumbek Central, Rumbek East and Rumbek North with each having six payams.

1.2.3 Project target population

The Dinka, who make up 90% of the population, are the prominent tribe in Lakes State while the Jurbel and the Bongo tribes constitute the remaining 10%. The Dinka tribe is divided into different sub-tribes along which administrative boundaries are drawn. The Jurbel and Bongo, who are marginalized by the Dinka-dominated government and aid agencies because of their low population and geographic distance from the State capital (Rumbek Town), inhabit the southern parts of the Lakes that border Western Equatoria State.

1.2.4 Income livelihoods and food security

Livestock keeping is the main source of livelihood in the Project area. The Dinkas are mainly cattle keepers who also, but to a lesser extent, grow crops while the Jurbel and Bongo mainly grow crops, keep small livestock and produce honey. Annex 2 shows the diseases that commonly afflict livestock and hence are the target of Unwarapped Project through training of livestock extension workers, facilitation of vaccine acquisition and provision of a basic tool-kit which includes a bicycle for CAHWs and a motor-bike for AHAs among other basic items.

Beekeeping and honey gathering is a major livelihood activity specifically for the Jurbel; as they comprise 71% of those who own bee hives with honey contributing to 20% of household economy but actual contribution varies with payams³. Nonetheless, some Dinkas also practice beekeeping. Minor and major months of honey harvest are March and June and August/ September respectively. For the Jurbel, the number of bee hives owned is an indicator of wealth with those owning 150-300 hives being classified as rich³. Poor households own between 5-10 beehives, while the better off own 15-25. The average yield of traditional hives, during a normal year, is 10 litres per beehive, which drops to 5 litres in bad/drought year¹. According to Oyukutu, kgs 3,566 of honey were harvested in August/September 2007 of which 93% was produced by Jurbel households³

Households meet hunger-season (May-August) food needs through a combination of selling labour and their own sources of livestock products, wild foods, dry fish and previous season's last stocks of sorghum, supplemented by subsidized grain and food aid⁴.

1.2.5 Gender

Women are in charge of small stock and kitchen gardening and are decision makers in this context². The project baseline study findings³ indicate that women cannot sell cows without a man's authority, though while almost three-quarters and fifty percent of the respondents were of the view that women can sell chicken and goats and sheep respectively without consulting a man. Thus the project considers poultry production to be an appropriate female-controlled productive asset and hence its inclusion in the project. However, the 2006 outbreak of bird-flu in Juba resulted on a ban on poultry related activities whose impact oozed into project activities causing a delay in their implementation².

1.2.6 Conflict sensitive programming

The war between Khartoum government and SPLA/M, started in 1983 and ended with the signing of the CPA in 2005. The Lakes State before and after CPA have nonetheless, continued to be insecure as a result of tribal/inter-tribal, clan/inter clan conflicts. Oxfam's desire to entrench conflict sensitive programming responds to this actual need⁹ and was planned to be achieved through training of project staff and partners in conflict sensitive programming, conflict management and peace building.

1.3 Interpretation of Evaluation Terms of Reference (ToR)

The object of the evaluation was to gauge the achievements of the 1-year Unwrapped Project against its set objectives as well as its impact. In addition, it documents lessons learnt, best practices, recommendations and makes suggestions for the way forward. The evaluation was based on the 18 specific objectives stated in the ToR (Appendix I) that in summary engulf the following; assessment of relevance, effectiveness, cost effectiveness in implementation, cross cutting issues; basically gender equity, project's programming sensitivity to conflict, its contribution to empowerment of local organizations and to monitoring and preparedness forums, coordination with stakeholders and documentation of challenges to project implementation, lessons learnt and recommendations and way forward.

The project needs to be informed by the evaluation using the following criteria, effectiveness, relevance, cost effectiveness, impact in addition to documenting best practices, generating recommendations that can be operationalised in the context of way forward. Sustainability, gender equity and empowerment of locals have generally been identified as cross-cutting development issues and hence will also be subject to this evaluation. Thus evaluation objectives will be classified according to where they fit best in terms of the set criteria hence appropriate techniques and questions applied to get the relevant data. A brief interpretation of the criteria is given below:

- Effectiveness will address the extent to which the set objectives have been achieved in addition to gauging whether implemented activities were adequate to realise the expected results. Issues of gender equity, empowerment, and sensitivity to conflict in programming will fall under these criteria.
- Cost effectiveness address the ability to achieve objectives at reasonable cost focusing on how cost effectiveness was put into context at the planning stage, the set budget against what was achieved and the accompanying challenges
- Impact will identify what has changed at the population level as a result of the project and the difference, both positive and negative that it has made. Thus seeking answers to the question such as "To what extent has the project produced significant changes in the lives of its beneficiaries? In what areas did changes occur?"
- Relevance will be addressed to the closeness with which the project activities corresponded to the identified problems; were they in-keeping with the project's objectives, should the activities continue, what should be modified?
- Sustainability will be assessed from the perspective of what will happen when project activities end; gauging whether the beneficiaries will be willing and able to continue with the activities thereafter.
- Finally best practices, lessons learnt recommendations and way forward will be generated based on the evaluations findings as well as direct inputs from the respondents.

2: Methodology

2.1 Evaluation and Approach

The evaluation, as guided by the TOR collected qualitative primary data and in addition, quantitative secondary data that was gleaned from existing documents. While focus group discussion (FGD)/group interviews were the core data collection techniques, analysis of project Success, Weaknesses Opportunities and Challenges (SWOC) (with Project staff) and in-depth interviews with key informants were also applied.

2.2 Evaluation Respondents and Selection

Selection of respondents was done in consultation between the Project Manager, Livelihood Project Officer and Consultant to ensure that different types of beneficiaries, local leaders, relevant CBOs, project implementers, extension staff and other Oxfam partners were given a voice and visibility. The aim was to make the evaluation as participatory as possible while putting evaluation's specific objectives into context. This then formed the base for mobilization of respondents. In generic terms, respondents to this evaluation included representatives of the following: Livestock extension workers (CAHWs, AHA and SVIs), GOSS representatives (Agriculture, livestock, local authorities representing Rumbek Central, Wullu and Cueibet) project beneficiaries (cattle, bee and poultry keepers), a group of female non-beneficiaries community members (Cueibet), Oxfam Unwrapped Project staff (implementers, managers, officers finance) and Oxfam partner agencies (SINGOs).

2.3 Selection of Data Collection Sites

While the evaluation planned to visit all the five counties where Unwrapped Project is being implemented, only four, Wullu, Cueibet, Rumbek Central and East were included. Rumbek North was excluded due to a conflict that was on-going at the time. The specific sites in the four counties were then selected on the basis of presence of the project.

2.4 Data Collection Techniques Tools and Analysis

Data collection techniques: Collation of secondary data was done by the consultant who also collected primary data from respondents with assistance of an interpreter, whenever necessary. Qualitative data was collected using focus group discussion (FGD), in-depth interviews and SWOC.

Evaluation tools: A question guide was developed that formed the main tool while check lists were used in extraction of data from records.

Analysis: Componential analysis was performed on the qualitative data which involved transforming data into thematic components and then aligning the findings to the objectives of the evaluation. To a lesser degree numerical data has been presented in a comparative context; achieved against planned.

3. Findings and Lessons Learnt

3.1 Relevance of the Project

3.1.1 Appropriateness of activities

Relevance in a project setting addresses the issue of whether its activities are allied to the needs of its beneficiaries. The answer to this question lies in the arena of problem analysis, that is, how well a project is acquainted with the needs and desires of the beneficiaries, in the context of the scope of its mandate. The project's problem statement, being integral to problem analysis, highlights deterioration of livelihoods during the two decades the Lakes State was ravaged by civil-war. The war, apart from severely eroding livelihoods, traditional coping mechanisms and social safety nets negatively affected livelihoods leaving them untenable and the communities in general, highly vulnerable. The project document² clearly affirms that a thorough problem analysis was done that showed that the problems tackled by already phased-out projects constituted 'unfinished business' and therefore needed further nurturing hence abandoning what had been previously initiated without allowing cohesive consolidation towards sustainability would reflect unwise decision-making on part of Oxfam. Further, the evaluation of Unwrapped Project 2005/7 highlighted that the interventions were of high priority to the community's⁵.

The Lakes Sustainable Livelihood Project (code- SDXA28) document was assumed to be the basic project document/proposal hence was used in response to one of the evaluation's objectives. Other documents that were examined included two project documents, project log-frame, budget and workplan. In the two project documents that were availed (both undated - apart from indicating the project period), activities are well articulated and appear to be all inclusive². The project log-frame also reflects the activities in the two project documents⁶. Many of the budget line-items are aggregated; without indications of adjustments and hence not feasible to distinguish the amendments. For example, drilling of boreholes does not appear on the budget. Nonetheless, oral reporting by project staff indicated that the drilling of four boreholes was an addendum to the original proposed activities. This is taken by this evaluation to mean that subsequent amendments were accommodated to add value to projects delivery to communities.

The Unwrapped Project 2007/8 activities were superimposed on those of the previously phased-out project, albeit a few new additions of which some were derived from the evaluation recommendations of the phased-out project. For the activities to continue, they must have served a positive purpose during the earlier project phase as is affirmed by the previous evaluation⁵. That notwithstanding, the current interventions are sensitive to target groups traditional and current practices and are relevant in addressing current problems and issues to an extent that the focus in training animal health extension workers (AHEWs) is based on diseases and conditions identified and prioritized by the livestock owners^{2,5}. Consequently, the livelihood acquisition strategies that the project is promoting are needs-based and are also closely aligned to the communities' traditional ways of life. Thus, for the Dinka, the project emphasis is livestock, specifically cattle, while for the Jurbel and the Bongo it is principally farming, bee and poultry keeping.

The Jurbel having been largely marginalised in many aspects of recovery and development², the project has brought them on board enabling them to engage in supported development. Honey production and selling is a pertinent choice as besides being an old practice for them, market demand for honey is higher than supply. It is well established that optimising honey production through improved bee-hives that has been going on since 2005 is an effective strategy for increasing income, in form of monetary capital, through bee-keeping. Strengthening bee-keepers capacities through improved honey production skills and availing of basic equipment is a viable strategy raising production of this commodity that constitutes an important livelihood for marginalised yet vulnerable groups.

Oxfam is responsive to population evolvement, by being dynamic in its programming approach as echoed in the shift from relief to development, since the signing of the CPA. Targeting communities, whose livelihoods have been grossly affected by civil war, with the aim of enhancing viability and sustainability while building on local knowledge and capacity² makes activities of the project extremely relevant and

appropriate to target groups and thus legitimizes it. It is in this context and without doubt that the work Unwrapped Project 2007/8 is doing is essential and highly relevant.

3.1.2 Appropriateness of project indicators

Projects utilize different types of indicators that target its range of dimensions; inputs, processes, outputs and outcomes. These provide a framework from which appropriateness of the project's indicators were gauged and hence are briefly elaborated:

- Input indicators reflect human and financial resources, physical facilities, equipment and operational policies that enable services to be delivered.
- Process indicators reflect the multiple activities that are carried out to achieve the objectives; encompassing what is done and how well it is done.
- Output indicators reflect the results of the efforts of both inputs and processes. They encompass such dimensions as results that include, service (e.g. number of trained service providers), utilization of services, access, quality and image/acceptability.
- Outcome indicators are the set of results expected to occur at the population level due to project inputs, activities and outputs. They may be divided into two; immediate outcomes; comprising set of results at the population level that are closely and clearly linked to its outputs, purpose and general objective. The long-range outcomes; a set of results at the population level that are long-term in nature are produced through the synergy of action of the project's intermediate outcomes and those of others participating in the community's overall development process. It is worth noting that there generally is a considerable time lag (about 5-10 years) between project inception and detectable long-term outcomes and that this level is closely allied to sustainability.
- Impact indicators reflect the change that has occurred in the community using pre-project activities as a point of reference and hence tries to identify the effects, both positive and negative that have occurred as a result of the project activities and whether positive one outweigh the negative.

Project input processes and outputs

In operationalizing implementation, activities were fitted into seven categories; each category holding 2-17 items excluding evaluation, accruing 49 activities in total. Evaluation was included as an activity in four out of the seven categories. This implies that a minimum of 49 process and output indicators should have been established to facilitate sound monitoring and as a by-product contribute systematic data towards end of project evaluation. Some of the activities were specified in numerical targets and hence would have been rendered easy to turn into indicators while others were not. However, only a limited number of processes and outputs were translated into indicators that the project classified, in the project document, as outcome/impact indicators. Thus it had 24 outcome and impact indicators² that are affixed into six clusters as follows, training of livestock keepers and behavioural changes (4 indicators), improved quality of extension services (5 indicators), honey production and marketing promotion (6 indicators), increased women's control over cash and ownership of household productive assets (4 indicators), Oxfam contribution to widening multi-agency and GOSS framework of food security and livelihoods access (3 indicators) and Oxfam contribution to increased gender awareness with partner agencies (3 indicators).

While the stated indicators are relevant as they gauge various dimensions and levels of the project implementation, some classified as such, do not qualify to be outcome or impact indicators, they fit in the lower levels, process and outputs indicators. The log-frame identified number of meals consumed per day and reduction in malnutrition as objectively verifiable indicators but these are not listed with others in the project document and could be part of the amendments that were done. They however do not seem valid or appropriate for the activities and for a one year project, respectively.

Classifying indicators, from input to outcome levels would clearly facilitate demarcation in level of tracking project accomplishments; with input, process and output indicators being detected at the monitoring level while impact and outcomes are detected at benchmarking, mid-term review and end of project evaluation.

3.2 Project Effectiveness and Efficiency

In a project scenario, effectiveness considers the extent to which the set objectives are achieved by gauging level of implementation of activities against the backdrop of its objectives. As outlined in Section 1 of this report, the project had six objectives that were to be fulfilled through implementation of 49 activities (see Section 3.1). The following were some of the community level project targets: to train 300 and 600 poultry keepers in production management and disease control and in trade and income generation respectively, establishing 20 demonstration units, conducting poultry production extension and follow-up, vaccination campaigns and field visits and monitoring.

Overall the initiation of activities was delayed by four months as implementation was reported to have started in September as a result of delay in release of project funds. The late start meant the project implementation period was less by 25% a, which affected its accomplishment in terms of execution of activities. For a start, the baseline was conducted in October 2007³ that is 5.5 month after the given start date for implementation, which is substantial considering this was a 12 month project. The question facing evaluation is whether indeed Unwrapped should be considered a real one year project. This is an indication of weakness in efficiency in project implementation. Having clarified this, the evaluation has then reported on the extent to which objectives/targets were achieved hence its effectiveness.

The evaluation primarily relying on the projects quarter 1-3 reports and the reports for February and March 2008, established that the project had the accomplishments listed in Table 3.1 and Table 3.2. The cost recovery based activities such as immunization and specifically treatment of livestock continued despite the delay in release of project funds. The pattern of implementation depicted in both tables indicates that the activities that heavily relied on project funds were mainly implemented from the second quarter. The gender mainstreaming activities were held from January 2008, only two of the four extension offices that were to be constructed at county level had been done by evaluation time.

Improving quality of service providers through training intended to train four AHAs and three out of the targeted four were trained. Fifty CAHWs were to be trained and 47 (94%, of targeted 50) were trained. However, only 30 (63.8%) out of the 47 were active as 17 (36.2%) dropped-out, cited reason being that they were not offered employment on completion of training.

Table 3.1 : Quarterly Project Achievements by Sector				
Livestock Services				
Condition	Qrt1	Qrt2	Qrt3	Qrt4Feb^T
Vac-Black quarter (BQ) and anthrax cattle	22,200	9,675	9,910	4,000
Hemorrhagic septicaemia-cattle	4,350	13,650	0	-
Caprine pleuro pneumonia-goats	500	50	-	-
Petit de peste ruminants (rinderpests)-goats	3,000	3350	800	-
Vaccination-Chicken Newcastle disease	-	-	100	200
Livestock treated –diseases & parasites***	40,025	23,157	9,144	5,402
LLDO facilitated to conduct one day workshop to plan drugs buying at Kampala	0	0	0	1
Sent to 4-month AHA training	0	0	0	2
Income Sud£	13,860	25,403	14,952	7,508
Poultry				
Wullu Women from 10 groups trained on poultry production, management & diseases	0	0	0	300
Poultry demonstration units constructed	0	0	0	10
✓ Means March is added				
<p>Sources: ^TOxfam- SITREPs; May-July 2007; August-October 2007; November-January 2008; Feb 2008 * 44% of generated funds used in paying as incentive to animal health workers. **High disease was due to rise in tick infestation due to rains. Contagious bovine pleuro-pneumonia- vaccine available but no demand, treatment is preferred although more expensive. Vac against haemorrhagic sept in 3rdQrt not done vaccine not available- period of high incidence rainy season (May-October) ***Disease types treated -Liver-fluke infestation, brucellosis, pink eye, lumpy skin, intestinal worms, foot rot, orf, mange, trypanosomiasis Source: SITREP March: No vaccinations in March 2008 on cattle, goats, sheep due to delayed vaccine acquisition</p>				

The following is a brief reflection of some of the stakeholders view on implementation of activities:

- Poultry production related activities were initiated in February 2008 and breeding units were either in the process of being constructed while some were not yet done, “therefore one cannot talk of impact”. Lack of achievement was hinged on lateness in budget approval.
- Beekeeping: it was acknowledged that Oxfam had introduced new honey harvesting techniques and has started rolling it out through training.
- Vegetable gardening- groups are in various stages thus for some activities are on-going while others are yet to start. MOA established a demo garden but it dried-up due to lack of water.
- Gender awareness activities were initiated in January 2008.

The outputs on Oxfam’s contribution to gender awareness displayed in Table 3.2 confirm that three gender workshops, as was the aim of the project, were conducted. Three out of five gender awareness campaigns were conducted, two inform of training workshops conducted by partners (LLDO and SDRA) and one campaign event; also shown in the Table. The training on gender awareness included 146 participants; both male (53.2%) and females (46.8%).

Table 3.2: Gender Mainstreaming and Awareness Activities			
Activities	Females	Males	Total
Implementer & participants			
Oxfam –Partners, Ministries, LLDO, WWI, SDRA	7	16	23
Oxfam -Local authorities & community leaders from four counties (Wullu excluded)	18	15	33
Oxfam -Bee-keepers, vegetable groups, local authorities & community leaders (Wullu)	19	11	30
LLDO	18	12	30
SDRA	6	24	30
Total	68	78	146
	%	46.8	53.2
WWI – gender campaign Women’s day (March 8) Oxfam contributed gender campaign messages; (pasted on 100 yellow T-shirts) in both English and Dinka languages; that were distributed. *I saw people in Cueibet wearing those T-shirts and when I asked them what is written on them “It is about equal participation between women and men”			

Active promotion of gender equity, an expected project result, was realised. This is based on reports from gender activity participants interviewed for this evaluation. The women from Women Association and WWI reported that they were asked to disseminate gender equity messages to a number of people. Six of the FGD participants had participated in the workshops reported in Table 3.2 and had disseminated to 30; as a facilitator at a workshop, 25; market place campaign, 15; in Cueibet township, 10; in Tiaptiap boma, seven, respectively and one has not yet shared the message. The fact that women are now being selected in SPLM was cited as an indicator of success of campaigns (*GOSS has an affirmative policy that 25% of seats should be occupied by women). The women’s view was that men who have been gender-sensitized should take lead in encouraging fellow men to change inappropriate attitude towards women.

3.3 Contribution to GOSS and Multi-agency Food Security Framework

The project implemented activities that contributed towards this effort by conducting three main activities; contributing to FEWSNET at least 10 monthly reports, participating in livelihood four quarterly livelihood analysis forum (LAF) meetings and submission of four quarterly livelihood reports to LAF.

It was reported that Oxfam has been able to meet its obligation to FEWSNET. It contributes reports on a monthly basis but pointed out that it is not in all reports that FEWSNET acknowledges input by partners. This was confirmed on examination of reports in which none of the contributing partners are acknowledged; November 2007⁵ and February 2008. Examination of FEWSNET reports for period May-February 2008 (10 months in total)⁷ showed that Oxfam’s contribution is acknowledged for four months (June, August, September and October) and no contributor is acknowledged for November and February.

Contributing to FEWSNET is good practice as it provides Oxfam with a forum to disseminate some of its findings on a regular reliable basis, an opportunity to input critical factors to be monitored as well as participating in the monitoring on the basis that FEWSNET identifies critical factors to be monitored.

By the time of this evaluation, the project had not implemented all the planned activities. Table 3.3 identifies the activities that the project had partially/not implemented by the time this evaluation took place. The two key factors that hampered implementation were time and funding with time appearing to be the core factor. However, time and funds are closely intertwined for activities cannot be implemented without funds and delay in release of funds results in time wastage. Indications therefore, were that the

late release of project funding resulted in delay in initiation of activities hence inadequate time for implementation especially in the context of limited project staff. The post-election crisis in Kenya also contributed in efficiency in activity implementation as it caused delay in arrival of materials some of which had not yet arrived at evaluation time.

Table 3.3 Unwrapped Lake Livelihoods Project Partially/Unimplemented Activities by Reason for Non-Implementation		
Activity	Time	Funding
Curriculum development for animal health behavioural change campaigns	X	P
Conduct 6 county-level animal health extension meetings	X	P
Conduct training workshops for animal health extension workers	X	P
Technical apiculture training of 50 bee-keepers	X	X
Marketing and business training for 400 beekeepers	X	X
Training and equipping 4 trainers on KTB construction	X	X
Training 300 poultry keepers on trade and income generation	X	X
Poultry production extension and follow-up visits	X	P
Construction of Rumbek North vet pharmacy	P	X
2 County-level gender awareness campaigns	X	P
P Indicates resource that was available X Indicates the resource that was unavailable		

3.4 Activities and Indicators Empowering Civil societies

Key informant interview with the project manager revealed that the project participated in efforts that aimed at empowering local and civil society organizations in planning and implementation, and the following were cited as evidence; gender mainstreaming training that was given to SDRA and LLDO, conflict management training for women’s groups, income generating activities for self-help groups (4 women groups and bee-keeping associations). Besides these, the project works in tandem with the civil groups, mentoring and providing advice whenever needed.

3.5 Integration of conflict sensitive programming in OXFAM GB projects/programs

Conflict sensitive programming is well integrated into the project which is manifested in form of implementation of various activities. Nonetheless, lack of articulation of the type of activities that were intended to address this element and also its absence in the project periodic (quarterly) reporting system is acknowledged. The following were cited during key informant interviews as manifestations that programming was sensitive to conflict:

- Dedication of an officer to conflict relevant programming and implementation issues under the position of Community Context Manager. The officer has been trained on peace building and conflict management.
- Dedication of a budget line-item to the tune of GB£ 37,000 for conflict sensitive programming that had all been spent by the time of this evaluation hence an indication that activities were implemented.
- All project staff received training on peace building and conflict management.
- The project conducted peace building and conflict management training for its partners.
- Community Context Manager is also the programme security officer and is responsible for monitoring security, attending overall partner shared security meetings and other peace building forums on behalf of the organization.

The following practices were cited during interviews as evidence of sensitivity of conflict programming:

- Including a session on conflict management in trainings conducted by Oxfam.
- Sensitivity in selection of beneficiaries to avoid antagonism and hence conflict.
- Close monitoring of conflict related issues by being alert to the dynamics manifesting in the community and being sensitive to early warnings through working in collaboration with the government.
- Identifying groups, e.g. the youth, with propensity to trigger conflict and getting them involved in solution seeking and conflict management.
- Conducting peace building meetings with specific Oxfam peace building partners who include Sudan Council of Churches, Sudan Catholic Bishops, Episcopal Church of Sudan, Regional Conference, Sudan Peace Pact, International NGOs, e.g., UNMIS.
- Preparation of monthly work-plans by Community Context Manager and implementation despite frequent challenges to adherence of plans.
- Participation of the Community Context Manager in the baseline survey to ensure inclusion of conflict related issues in the tools.
- Consulting with/among Oxfam and project staff and also with relevant partners.

[Highlight Box Removed]

3.6. Oxfam coordination with other stakeholders

Oxfam's coordination with other stakeholders was interpreted to include the government, individuals or organizations (local and international) that have interest in the project. The project has successfully coordinated with a number of stakeholders that fall into five basic categories; namely, UN, INGOs, GOSS, SINGOs and CBOs, as manifested in Appendix 3, and in which specific NGOs are matched with their general collaboration activity areas (livestock, poultry, bee-keeping, vegetable gardening and peace building and conflict management).

Coordination with stakeholders in activity implementation is considered to be a highly cost effective strategy. Costs are shared while the process of coordination minimizes chances of duplication and double payments. For example, FAO offers free livestock vaccines but they need to be airlifted to project site, a role that Oxfam effectively plays; the vaccines are then handed over to LLDO for utilization. This arrangement enables the LLDO to provide immunization services at a minimal and hence more affordable cost. This arrangement has inbuilt cost recovery that in turn enhances sustainability of the project's intentions.

Coordination has also allowed capacity building among SINGOs through conducting of training of trainers (TOTs) by Oxfam with subsequent sharing of the responsibility of rolling-out and dispersion of learnt knowledge and skills to the community level and at a lower cost. Hence strengthened advancement towards sustainability, which is an essential project dimension that is achieved through coordination.

In selecting livestock extension workers, Oxfam has organised a collaborative process, such that, LDCC proposes the number to be trained per county, the SVI, AHA and community leaders mobilize the community which then identifies the trainees but based on set prerequisites dependent on the level training being offered.

Coordination has had its own challenges, the employment of the trained extension workers being key. After being trained the workers expect to be employed either, under GOSS or Oxfam; this has not been feasible and some of those trained have opted to drop out of extension work. Lack of sufficient capacity among local people has resulted in Oxfam officers doing most of the work that was expected to be done by partners, especially at the community level implementation where even very basic skills are lacking, which further strains the already overstretched project staff.

3.7 Project Impact on Socio-economic aspects of beneficiaries

In the implementation of planned activities, the project aimed at having positive impact in the lives of beneficiaries. The expected impact and outcomes outlined in the project document (Oxfam, 2007) are used in gauging its achievement as presented below:

- Improved livestock management leading to increased profits from livestock produce and products. The beneficiaries indicated that this had to a large extent been realised. Production of milk was seen as having increased while better control and management of diseases was seen as having reduced livestock mortality.
- Due to limited time, the evaluation was only able to visit one honey producer and was, therefore, handicapped in forming a valid opinion on the progress made in increasing honey production and the subsequent benefits in form of income.
- The project planned to implement selected activities envisioning that increase in women's control over cash and in-kind income, ownership of household productive assets and increased household's access to animal proteins and vegetables as the impact. Although some progress was made towards implementation of the planned activities they had not been fully implemented by the evaluation time and hence the expected impact had not been realised.
- Increased consumption of animal protein and vegetables was yet another expected impact but the view of this evaluation is that the level of activity implementation was not adequate to lead to its attainment. Nevertheless, the project implemented activities that are likely to contribute towards the achievement of the desired impact. Vaccination of all poultry in targeted villages was an expected output. However, this has not been achieved due to the delayed implementation of poultry production training.

3.8 Sustainability

The activities that have been introduced and the impact that the project has achieved among livestock keepers are likely to be highly sustainable after project phase-out because: Cost recovery measures have been successfully introduced and have been accepted, a bank account has been opened in which funds are channelled through, with approved signatories that has changed the image of the LLDO which is now being considered as more credible, LLDC is set to be responsible for managing livestock issues in five counties of Lakes State though currently working closely with Oxfam GB, the LLDC has powers to sue for mismanagement, has powers to discipline SVI, CAHWs and AHAs and as expressed by the LLDC the government will eventually take over those activities. The extension staff get a certain percentage of the money generated from cost sharing so they may develop vested interest that would be advantageous to sustainability. However, with the other sectors, poultry, bees, vegetable production as well as gender awareness and mainstreaming, it is not possible to give an informed conclusion because by the time of evaluation the implementation was still at demonstration stages while only four gender awareness creation events had taken place.

3.9 Challenges Lessons Learnt and Best Practices

3.9.1 Challenges

Given the past and current socio-political setting under which the project is being implemented, it is not surprising that it has faced numerous challenges. The list below reflects most of them:

- The first three months of the project were inefficiently utilized; while awaiting written approval and release of funds that is associated with non/incomplete implementation of planned activities. The challenge was that expenses on implementation of activities could not be initiated prior to receiving written authorization. Thus delay in approval of expenditure at the initiation of the project (April-August) and requisitions has affected the efficiency in activity implementation.
- Late releasing of funds for the month ahead is also a challenge as funds are mostly received by 18th of the same month that activities are being implemented.
- Livestock extension workers, once trained expect to be employed by Oxfam despite knowing that they are not being trained to be employed but are legible for a percentage of funds generated from cost recovery. Some have dropped -out e.g., 17, in Rumbek Central.
- The number of Oxfam staff is low for the planned activities to the extent that even officers are unable to go on leave at their convenience.
- Re-location of Oxfam office to Juba is associated with under-staffing in Nairobi hence delay in procurement.
- In coordinating with partners, the project officer found that often meetings start late hence a lot of time is wasted in waiting.
- Sitting allowances is an issue of contention and hence a challenge as it is an expectation for some of the partners, while Oxfam's policy does not allow for such types of incentives; an issue further complicated by the fact that some of the partners/NGOs do give a sitting allowance.
- The project faced challenges in identifying beneficiaries, hence targeting of CBOs in form of women's group. The concept of self-help groups is not yet well developed so when Oxfam mobilizes for groups to work with, people just get together so that they can benefit but at the same time consider that the work they are doing is for Oxfam. A contingent challenge is that since groups are not registered, sometimes people of one family get together and call themselves a self-help group but in reality they are not bonafide groups. Such groups have no structure and therefore do not have a point of leadership- an executive- that the project can consistently work with. Group ownership was thus identified as a big issue in working with groups. Group registration system is not yet in place.
- Unavailability and inaccessibility of soft wood for construction of KTB-type beehives has been a hurdle in advancing achievement of honey production based objectives.
- Honey-stealing is a challenge as its harvesting is being done by non-owners since honey production setting demands placing of bee-hives away from homesteads and in places where bees can access water. These also happen to be logical sites for cattle herders, thus the conflict of interest between the two groups is a real challenge.
- Livestock extension blurs in clarity over the role of government vis-à-vis LLDO and other CBOs in the management of livestock extension services after withdrawal of INGOs. How to engage the two in beneficial non competitive collaboration is a challenge
- Cattle and women: in this polygamous society, there is so much value up-loaded on ownership of many cattle in anticipation of enhancing ability to pay dowry, such that cattle owners prefer to have many cattle whose milk production is dismal but own many; to be able to pay dowries.
- Perpetual inter-intra-ethnic conflicts manifest as challenges to project implementation especially in Rumbek North.
- There certain areas under project coverage that present implementation challenges both during the rain seasons (they are cut-off by flooding) and during dry season (due to insecurity; primarily associated with grazing lands).
- Lack of strong satellite officers at the payam level is another challenge in implementation of activities.
- With high rates of returnees, increased rate of HIV/AIDS incidence is anticipated.

[Highlight Box Removed]

3.9.2 Lessons learnt

In the process of project implementation, a number of lessons have been learnt of which some are captured below:

- Introduction of new approaches to dealing with old problems, e.g., creating demand for livestock drugs or immunization but there are no supplies
- Implementation of project activities has faced numerous challenges that are associated with inadequacy in number of existing partners that was confounded by lack of appropriate capacity assessment.
- For Oxfam, working with partners is a very challenging especially when trying to introduce new ways of doing things that are more labour intensive among communities who are not used. The local partners' failure to accept or being ignorant of what Oxfam can do or give is an additional challenge, e.g., it is clearly explained that CAHWs will not be paid or employed by Oxfam they still expect to be and perpetually make it an issue.
- For effective performance, project officers require re-orientation from humanitarian to development.
- Training is more cost effective when people are trained locally that is when training venue is located close to the community.
- Locating poultry or vegetable farms away from homesteads hence the need to employ a watch-person is not a cost effective strategy.
- Successful marketing of vegetables, being a perishable product, is going to be challenging.
- Crop disease management capacity is weak yet there are no policies in place and harvest spoilage while in granaries is challenge for households.
- To enhance implementation and thus avoid delays, it is critical to plan early for activities and submit plans likewise to the appropriate authorities.
- Role profile approach facilitates opportunities for officers to work in acting capacity in the absence of line manager. Such delegation has been claimed to be empowering. It comes with authority even to approve expenditure, offers exposure and hence builds experience and confidence.
- Ox-plough technology is high in demand across gender.
- Some of the activities that were not done due to time constraints, e.g., development of curricula, could have been achieved with the assistance of consultants.
- Gender is a new concept in the project area hence needs to be given time to be understood and to have an impact. This requires be doing and likewise repeatedly supporting, with appropriate activities and messages although community claim it is a way partners want to use to justify expenditure.
- Demand for milk is high and success in cost recovery is partially attributable.
- In extension work, women are relegated to CAHW level as their low educational status and the power husbands have over their wives reduces their opportunity for advancing into AHA and other higher levels.
- In turbulent times, it is important to identify the core issue and the persons who could be the source of conflict and then involve them in problem solving even before it acquires conflict status.
- In developing a workplan for inaccessible areas, it is critical to plan putting seasons and specifically the rains into context.

3.9.3 Best Practices

The following emerged as practices that enhanced implementation of activities and hence achievement of its objectives:

- Working with and through development partners and being flexible to accommodate requests from partners.
- Switching to role profiles from job-description approach at project level, which allows multi-tasking and minimization of gaps when the line manager is away from office.
- Working with women due to their receptiveness is viewed by the project as a best practice.

- Provision of apiculture protective clothing was recognised as a best practice
- Having CAHWs located at cattle camp levels as it makes immediate treatment and close follow-up during treatment feasible.
- Having a CAHW at the cattle camps level is acknowledged as a best practice.
- Placing reference manuals that are appropriate for literacy level at the county level as extension workers borrow and return.
- Integrating monitoring with performance processes for extension services levels.

4. Discussion and Conclusions

4.1 Discussion

The purpose of the project was to improve access to food and income through promotion of indigenous livelihoods. The focus of Oxfam was reduction of livestock deaths and improved animal health by promoting better animal health management through training of animal extension workers. The dimensions taken into account include improved supervision of service providers. According to Oyukutu³, the main food products from cattle are of course milk and meat. The peak season for milk production is June to August when pasture and water are available when on average a cow yields two litres of milk in comparison to dry season, when yield is one litre and with the lowest yields in January to April. This is the period when milk consumption is limited to children and the elderly only.

Activities aimed at the development of poultry production have only advanced to the level of construction of demonstration units. This means that some critical stages, that must be completed, for this intervention to bear fruits process are pending. The location of the demonstration unit far away from homesteads is already manifesting challenges in form of insecurity both for the shed (already parts of the grass thatched roofs have been stolen. This is an experience that should be taken seriously if replication is being considered. Improvement of protein intake was one of the objectives of this activity. Poultry producers need to be psychologically well prepared in advance as the idea of eggs and chicken for the market might completely over-shadow the idea of eggs and chicken for home consumption. The project may thus consider development and dissemination of some key promotive messages a worthwhile investment to be implemented in tandem with completion of the remaining activities. Even prior to development of such messages, dialogue among the producers can be initiated at no additional cost. Conversion of the units into demonstration sites where even non members can go and learn skills is an idea that can be explored. The units would then serve as capacity development '*institutions*' for poultry producers.

The attrition due to preference of trained extension workers to go and work in areas other than those they have been trained-on, has a diminishing effect in the creation of critical mass in capacity building for service provision especially in the livestock sector. The desire to have CAHWs at cattle camp level appeared to gathering momentum, probably this is an idea that could be explored, and interested cattle camp owners can even be challenged to send people to training on cost sharing basis with Oxfam meeting part of the cost.

At the time of evaluation, four boreholes had been drilled and were awaiting delivery and installation of generators. However, there did not seem to be plans for maintenance on who would be responsible for what, including the security of the generators. This calls for deliberations between Oxfam and pertinent partners.

There always seems conflict where crop producers converge with livestock keepers of which the latter is a risk to the former. Indications from respondents were that GOSS needs to formulate policies geared towards protecting crop producers from livestock keepers.

Generally, HIV/AIDS is considered to be a cross-cutting issue hence the project cannot afford to continue with its '*HIV/AIDS hand-off path*' particularly in these times when population dynamics is characterised by high rate of returnees. This is a risk factor that should encourage the project to engage in mitigation against the spread of the infection even if only at a minimal level. It could be as simple as sharing of key messages whenever there is convergence of people for the purpose of project activities.

4.2 Conclusion

Overall the project addressed pertinent issues that were of high priority to the target communities and the level of coordination and involvement of local development partners, that is both GOSS and community based organization, was high and to a lesser extent with SINGOs. The following are conclusion specific to the six project objectives that define its scope:

- The project, building on the achievement of previous phases, increased demand for extension services particularly in the livestock sector. The behaviour of livestock keepers, as was the aim of the project, has been modified.
- The quality of services being offered by livestock extension workers, according to service users, has improved.
- Given the level of implementation of activities in vegetable, honey and poultry production, the project could not have been able to significantly increase income through production and marketing.
- The base that will lead to positive impact on women's income has been initiated but more needs to be done allowing time for consolidation before the impact can be felt.
- The project has been successful in contributing towards food security and livelihoods monitoring and preparedness.
- The project has been successful in laying foundation from which increased gender awareness, in coordination and collaboration with partner agencies, some traditional leaders and local authorities can be built but the expected outcomes and impact have not yet been achieved. Which means continuation of activities is required to consolidate what has just started.

5. Recommendations and Way Forward

5.1 Recommendations

The respondents were given an opportunity to give recommendations and these, are presented in Appendix 4. The following are recommendations derived from the project staff and observations from the evaluation on ways of working with the emerging government and communities so as to feed into next Unwrapped Project and for improved service delivery:

1. For project activities to be fully implemented and as per workplan, ensure release of funds simultaneously with written supporting instructions/documents within the first month (May) of project life.
2. Retain a project support officer at Nairobi level to be responsible for timely acquisition of and purchasing of materials for Southern Sudan until reliable supplies are established Juba.
3. GOSS should endeavour to post liaison officers at payam level to make operations of Unwrapped Project more feasible.
4. The project M&E system should be strengthened, to be enabled to systematically capture details of modifications vis-à-vis project documents or proposal with an indication of both the activities (dropped or added) and the period in the project life, that they were introduced, dating versions of documents would suffice. It is also desirable that such amendments be reflected in the other pertinent project documents, specifically the log-frame, budget and work-plans.
5. Ensure that monthly and quarterly reporting is compatible with M&E indicators to facilitate tracking of implementation and achievements and to yield a summary of costs of activities that can be used in gauging cost effectiveness.
6. Improve the quality of indicators; conceiving them in a logical manner that classifies them into input, process, outputs, outcome and impact.
7. Scale-up and transfer poultry keeping to household level. Two models of scaling-up could be applied on trial basis- (1) specific trained group members are requested to serve as role models in chicken production and are matched with a non-member who they would develop on mentorship basis. (2) the other model would be the type that is being used, that is, away on a women's group plot. The two can be compared to offer the best model in expanding to other regions.
8. Consider expanding the range of scope of women appropriate income generating sources by supporting bases for activities, such as grinding mills, sewing machines (demand for clothes is increasing) even on revolving fund basis.
9. Harmonize terms of partnerships that would include sitting allowance and pay for facilitation in training.
10. More people be trained to ensure fast scaling-up in gender awareness related outcomes while strategies for ensuring sustenance of continuous message dissemination are integrated into project's activities on cross-cutting issue basis while considering introduction of human rights based approach to programming as a way of elevating gender issues and specifically those relevant to gender equity.
11. Oxfam needs to review its attitude and hence policy on HIV/AIDS with a view to scaling-up activities beyond workplace, this could be as simple as developing a few key messages that are cited at the beginning of meetings, workshops and other forums with members of community and partners.
12. Due to lack of rivers, consider increasing number of water sources, probably in form of boreholes, to address problem of water for domestic use and food production at household level (kitchen gardens).
13. In evaluation ToR, specific objective 3 referred to 'other documents' containing subsequent modifications to the project in the process of implementation; to allow high degree of clarity to such activity dynamics, specific documents should be identified and availed to evaluation team or consultant as a means of enhancing efficiency (time saving strategy) in the evaluation process and to give evaluators an immediate focus.
14. Introduce affirmative measures to boost opportunities for women (a case in point is recruitment and training at AHA level).
15. In developing workplan, plan with seasons and specifically consider the implications of rains.

5.2 Way Forward

The following is a proposal way forward for livelihood programming in Lake State now that Unwrapped Project 2007/8 has come to an end.

- A number of project activities were incomplete hence Oxfam's priority should be to ensure that their implementation is complete. Thus completion of poultry keeping, vegetable gardening, and honey production and marketing related activities must be completed and given time to allow participants build experience and confidence bringing them to a level where they can continue on their own.
- The capacity of partners is not yet solid enough for them to operate successfully on their own hence Oxfam must continue coordinating and working with them to ensure they acquire sustainable status in performance.
- The GOSS structures and policies are in an incomplete/underdeveloped state thus the need for continued support from Oxfam is obvious. Oxfam has to continue strengthening and consolidating capacity of GOSS.
- Livestock vaccination- the government will eventually have to take-over acquisition of livestock vaccines. As a way forward, initiate dialogue and indepth discussion, that would involve exploring types of agreements that would be needed to prevent gaps in vaccine supply should Oxfam phase-out.
- Increasingly phase-out/reduce involvement in livestock aspects but continue strengthening local management systems to ensure that they attain sustainability and focus more on women income improvement activities, thus continue focusing on activities that women control and hence have the potential of improving their income status.
- Retain a project support officer at Nairobi level to be responsible for timely acquisition of and purchasing of materials for Southern Sudan until reliable supplies are established in Juba.
- Recruit an additional project officer as the programme area is vast and the current staff is over-stretched.
- Continue developing capacities of partners and civil societies.
- A marketing system for vegetables is being developed and due to its interest in improving marketing for its partners, Oxfam should work in partnership with the Italian organization that is leading in this effort.

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Annexes

Annex I: Evaluation Terms of Reference

The specific objectives of the evaluation are:

- Assess effectiveness of the project based on the set objectives/targets.
 - Set objectives see Proposal Appendix 1 and 2.
- Assess the extent to which objectives/targets and refined objectives/targets were achieved
- Evaluate the appropriateness of the activities and indicators with respect to problem analysis in the proposal and any other subsequent amendments.
- Relevance of the project with respect to the approach used such as the Community Management Model on the delivery of animal health services
- Review the level of community participation in project planning and implementation whether the project adequately addressed gender equity.
- Assess the empowerment of local Civil Society organisation in planning and implementing projects. (Integrated into Lakes Livestock Development Organization-LLDO)
- Assess the integration of conflict sensitive programming in OXFAM GB projects/programs
- Capture to what extent the project adequately addressed/promoted gender equity.
- Assess the level of coordination with other stakeholders (INGOs, UN, SINGOs, GoSS, SSRRC, local authorities, etc.)
- Examine cost effectiveness in the delivery of the project activities/impact and give suggestions on improving cost effectiveness in terms of human, material and financial resources
- Assess the level of coordination with other stakeholders, examine cost effectiveness in the delivery of the project activities and identify factors for achievement of the project objectives.
- Assess the sustainability of project with respect to the replication process and long-term partner engagement i.e. government, CBOs and local NGOs activities undertaken and give recommendations for enhancement.
- Assess impact of the project on the socio-economic aspects of the beneficiaries lives
- Capture the challenges faced, lessons learnt and emerging best practices during the implementation of the project.
- Document best practices in building and working with local livelihood partners and lessons learnt
- Make recommendations on ways of working with the emerging government so as to feed into the next Unwrapped Project.
- Suggest other appropriate modifications to the project design so as to feed into next Unwrapped Project.
- Clarify the way forward for livelihood programming in Lake State.

Annex 2 : Common Livestock Diseases in Unwrapped Project Areas

Affected animals	Disease and pests
All domestic animals	Trypanosomiasis (T)
Cattle	Contagious bovine pleuro-pneumonia (*)
Cattle	Black quarter (BQ)(*)
Cattle	Hemorrhagic septicaemia (*)
Cattle and goats	Liver-fluke infestation (T)
Cattle, sheep, goats	Brucellosis (T)
Cattle, sheep and goats	Anthrax (**)
Cattle	Pink eye ((T)
Cattle	Lumpy skin
Cattle, sheep, goats and chicken	Intestinal worms (T)
Goats	Caprine pleuro pneumonia (*)
Goats	Petit de peste ruminants (rinderpests) (**)
Cattle, sheep and goats	Foot rot (T)
Sheep and goats	Orf (T)
Cattle, goats, sheep and chicken	Mange (T)
Chicken	Newcastle disease (**)

Oyukutu (2007) diseases afflicting livestock in Unwrapped Project areas reflected above and the peak cattle deaths period as between June and November. The Appendix further shows the management strategies:

T=Treatment and the disease is not immunizable
 *= Indicates that disease is immunizable and can be treated.
 **= Indicates that disease is immunizable but not treatable

Annex 3: Oxfam Coordination Spread with Stakeholders

UN/Regional Agencies	INGOs	GOSS	SINGOs	CBOs
FAO -Supply of vet vaccines	Oxfam -Supply of additional vet drugs -Training of vet supervisors and CAHWs -Technical and logistical support -Construction of vet pharmacies	Directorate of Animal Resources, Lakes State -Regulation of vet services	LLDO -Supervision of vet services and management of vet inputs and cost recovery fund -Purchase of vet drugs	VSI & CAHWs -Provision of animal health services -Community dialogue/campaigns on disease management and control
	Oxfam -Poultry production training for women	Directorate of Animal Resources, Lakes State -Supervision of agriculture projects	LLDO -Facilitation and follow-up on poultry production training	Self-help groups -Nukta Manga women group -ECS Wulu women group -ECS Wulu Gedim Women group -Women Solidare group -Vaccination of poultry by CAHWs
FAO -Supply of additional seeds and tools	Oxfam -Provision of inputs for crop production and apiculture	Directorate of Agriculture -Supervision of agriculture projects	APARD -Supply of ox-ploughs -Training and follow-up of farmers	Self-help groups -Nukta Manga women group -ECS Wulu women group -ECS Wulu Gedim Women group -Women Solidare group -Beekeepers association
FEWSNET/LAF -Production of monthly bulletins	Oxfam GB -Monthly livelihoods updates from programme area	LAF/Southern Sudan Centre for Statistics, Census and Evaluation (SSCSCE) -Facilitating quarterly livelihood analysis meetings at Juba-level		
	Oxfam GB -Technical capacity building -Provision of additional project inputs		SDRDA -Microfinance/income generating activities for the disabled	-Association members receive start-up loans for small scale business enterprises
	Oxfam GB -Mainstreaming gender in livelihoods programming	MOSS, Lakes State -Beneficiary of gender mainstreaming training	SDRDA, LLDO, WWI -Beneficiary of gender mainstreaming training	Local authorities/community leaders - Gender awareness
UNMIS	Oxfam Collaborate in peace	GOSS Collaborate in peace	Sudan Council of Churches, Sudan	Communities Collaborate in peace

UN/Regional Agencies	INGOs	GOSS	SINGOs	CBOs
	building & conflict management	building & conflict management	Catholic Bishops, Episcopal Church of Sudan, Regional Conference, Sudan Peace building & conflict management	building & conflict avoidance/prevention and management
Source: Unwrapped Project Manager				

Annex 4: Recommendation from Beneficiary

Recommendations collated from respondents, partners and community

- Now that the processes for health management are set, focus should shift to increased milk and meat production by bettering the breeds (through cross-breeding).
- In preparation for phase-out and sustainability, offer further training of stock personnel in human resource, finance and administration. Oxfam should be offering timely explanations for unmet commitments.
- Ox-plough technology: Promote this technology by distributing to CBOs and extension workers as a way of scaling-up.
 - The CAHWs justify distribution of ox-ploughs to them as a way of compensating them for time spent giving community services whose consequence is foregoing working on their own land.
 - Give ox-plough to women's groups to enable them expand cultivated land for more food and hence increased in food security.
- Continued capacity building (diverse aspects) was highly recommended.
- Train farmers in organic farming.
- For increased milk production and better breeds introduce crossbreeding.
- Assist scaling-up gender awareness by supporting SINGO trained TOTs to conduct dissemination workshops at the payam level.
- Consider providing bicycles to women groups to facilitate scaling-up in dissemination of messages. This is something that would be acceptable to the men/spouses.
- Print more T-shirts and distribute as it is a good way of spreading gender awareness creation messages.
- Promote girl-child education as a way of increasing women's participation. and feeling that girls may be disadvantaged 'bothered by boys' separate education be organised
- Support buying and installation of grinding mills to ease women's workload and free time for them to participate more in away from home development oriented activities.
- Elevate gender activities to a project that will focus purely on gender issues.
- Ensure that activities planned to be implemented with partners are done as per scheduled.
- Provide extension workers with spare-parts, e.g., for bicycles, give one more motorbike per county and provide additional livestock surgery kits
- During rainy season vaccination campaigns, provide extension workers with tents.
- Restocking of goats for vulnerable households.
- Oxfam should consider drilling a bore-hole per payam.
- Oxfam should consider re-introducing human health services to fill the big gap such services.
- Provide fishing kits, targeting those without livestock.

Annex 5: ORGANOGRAM – Livelihoods Project

[Figure Removed]

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