

FOOD SECURITY THROUGH AGRIBUSINESS IN SOUTH SUDAN (SSADP II)



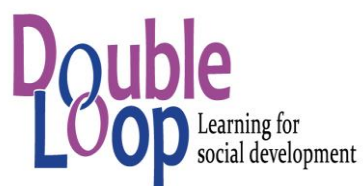
Kingdom of the Netherlands



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Action Research Report



Johan te Velde, 6 February 2020

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Acronyms

A2F	Access to Finance
AR	Action Research
BDA	Business Development Advisor
BPC	Business Plan Competition
C&D	Church & Development
CDOT	Catholic Diocese of Torit
CMDRR	Community Managed Disaster Risk Reduction
CSRF	Conflict Sensitivity Resource Facility
DRR	Disaster Risk Reduction
EU	European Union
FAO	Food and Agricultural Organization
FEMA	Farmer Economy and Market Association
FF	Field Facilitator
FFS	Farmer Field School
FGD	Focus Group Discussion
GAP	Good Agriculture Practices
HP	Loan Hire Purchase Loan
IDP	Internally Displaced Person
IPC	Integrated Phase Classification
KII	Key Informant Interview
LANA	Loan for Agricultural Non-Production Actors
LAPA	Loan for Agricultural Production Actors
LRA	Lord's Resistance Army
LTO	Long-Term Outcome
M4P	Making Markets Work for the Poor
MFA	Ministry of Foreign Affairs
MFI	Microfinance Institution
MSMEs	Micro, Small and Medium Enterprises
MSP	Multi-Stakeholder Platform
MTO	Medium-Term Outcome
NCA	Norwegian Church Aid
NGO	Non-Governmental Organisation
NNGO	National NGO
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
PDRA	Participatory Disaster Risk Assessment
PfRR	Partnership for Recovery and Resilience
PMEL	Planning, Monitoring, Evaluation and Learning
PSC	Project Steering Committee
PWGT	Project Working Group Team
R-ARCISS	Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan
RDAA	Rural Development Action Aid
RRC	Relief and Rehabilitation Commission
RUFI	Rural Finance Institution
SMEs	Small and Medium Enterprises
SSADP	South Sudan Agribusiness Development Programme
SSADP II	Food Security Through Agribusiness in South Sudan
SSAPU	South Sudan Agricultural Producers Union
SSP	South Sudan Pounds (exchange rate USD 1 = SSP 290)

SSPDF	South Sudan People's Defence Forces (formerly: SPLA)
SRSG	Special Representative of the Secretary-General
STO	Star Trust Organization
TOR	Terms of Reference
ToT	Training of Trainers
TT	Technical Team
UN	United Nations
UNMISS	United Nations Mission in South Sudan
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
VCA	Value Chain Analysis
VESA	Village Economic and Social Association
VEMSA	Village Economic Market and Social Association
VSLA	Village Savings and Loans Association
WFP	World Food Programme
YWE	Youth and Women's Empowerment

Preface

It was a pleasure to do the action research component of the SSADP II program in South Sudan.

The fieldwork with the SSADP II team proved very worthwhile. Staff of all organizations Cordaid, Agriterra, SPARK, RUFU, Global Aim, RDAA and C&D were supportive. I want to thank them for the great cooperation. I enjoyed the excellent spirit of cooperation between the consortium members.

Without excluding anyone, I want to thank all the team members who made this learning adventure possible and for writing this report.

I wish you all the best in the next phase of the implementation of this courageous and important project. And I am looking forward to future collaboration to look at the highlights and bottlenecks of the SSADP II next time.

Johan te Velde, Consultant Double Loop.

Executive summary

Current estimates of the death toll in South Sudan are at nearly 400,000. The national conflict has pitted President Salva Kiir against his once deputy, Riak Machar, with peace efforts unsuccessful for the most part. However, the Revitalised Peace Agreement and the subsequent agreement to postpone its implementation offer a glimpse of hope, having put a stop to most hostilities for now.

South Sudan has also been adversely affected by many social, ethnic and political controversies and conflicts at community level, involving looting, theft, plundering of livestock, rape, murder, revenge attacks and child abductions. To make matters worse, a number of natural disasters have taken place, such as floods in Bor and Torit that left 900,000 people displaced just before and during fieldwork for this study.

More than 7 million people in South Sudan need humanitarian assistance, 2.3 million citizens live as refugees in neighbouring countries and around 1.5 million South Sudanese are internally displaced. Many South Sudanese suffer from serious food shortages. Women and children are the main victims of the conflict, with gender-based violence widespread. In this context, lack of social capital and trust, aid dependency present additional burdens to development projects.

The SSADP II

Against this background, in 2018 the South Sudan Agribusiness Development Programme II (SSADP II), 'Food Security Through Agribusiness in South Sudan', was formulated. This an ambitious five-year programme (August 2018 to August 2023), funded by the Ministry of Foreign Affairs of the Netherlands, is being implemented by a consortium involving Cordaid (lead), SPARK and Agriterra.

The overall goal of the SSADP II is to improve food security, increase incomes and create employment for 10,000 farmer households in three South Sudanese counties: Yambio, Torit and Bor. To do this, it supports farmer economy and market associations (FEMAs); cooperatives; micro, small and medium enterprises (MSMEs); village economy market and social associations (VEMSAs); community-managed disaster risk reduction (CMDRR) committees; and access to organisation, technology, markets and finance. Support is given to the sorghum, maize, groundnut and cassava value chains.

The Making Markets Work for the Poor (M4P) approach is used to help poor people also benefit from planned growth in agriculture. Part of the programme's philosophy is that agricultural growth can be achieved, even in the difficult South Sudanese context, through the market orientation of the private sector/traders, and through better preparation for natural and conflict-related risks. Conflict sensitivity/the do no harm principle – based on previous experience with the SSADP I – and a gender lens, with associated gender-transformative activities, are considered key.

Action Research

From the outset, an AR component has been present in the SSADP II, in recognition that it would face many challenges and associated adjustments, with which AR can assist. This year's AR has been used to assess the SSADP II in general, with a central question: Is implementation of the SSADP II on track?

To this end, 347 questionnaires were distributed in Yambio, Bor and Torit; 17 focus group discussions (FGDs) were conducted; 1 case study was carried out; 17 interviews were held with the South Sudan government, non-governmental organisations (NGOs), the UN, the Netherlands Embassy and the Catholic Church; and many interviews were carried out with project staff of Cordaid, Agriterra, SPARK, Rural Development Action Aid (RDAA), Global Aim, Rural Finance Institution (RIFI) and South Sudan Agricultural Producers Union (SSAPU).

The AR also included learning and sense-making sessions. In the context of the final report, statistical data that the project had previously collected were also analysed. One reservation relates to the systematic biases and reduced validity of (any) statistical data gathered in South Sudan.

Project outputs

It can be said that the SSADP II is currently on track, with outputs sometimes exceeds planning. Staff enthusiasm and excellent consortium management have led to good results.

- As of 11 October 2019, 28 *boma*-level CMDRR committees (10 in Bor, 13 in Torit and 5 in Yambio) had been installed, with trainings conducted.
- As of 30 September 2019, Cordaid and its partners Church & Development (C&D), Global Aim and RDAA had supported 100 FEMAs, with 3,019 members (51% female). A total of 91 demonstration plot have been established.
- The SSADP II has supplied seeds for all demonstration plots. All individual farmers have benefited from this.
- As of January 2020, the actual number of cooperatives supported was 80 cooperatives – 13 in Bor, 31 in Torit and 36 in Yambio. In total, these cooperatives have 2,629 members (52% female). Their training is on the way.
- A total of 27 VEMSA groups are identified, in Bor (10), Torit (7) and Yambio (10). These have 717 members (62% female). These await further support.
- In total, six cooperatives, two individual farmer and two Youth and Women’s Empowerment (YWE) projects have received a loan from RUFU.
- The SSADP II has trained 28 business development advisors (BDAs) (3 female, with additional female BDAs sought), who have supported entrepreneurs to produce loanable and profitable business plans.
- SPARK has trained 36 MSMEs, with 20 admitted to the next round for coaching and mentoring.
- The SSADP II supports YWE agribusinesses through a business plan competition (BPC). This started with 348 youth and women (186 women and 142 men) submitting a preliminary business plan and ended with 20 participants (10 men, 10 women).
- A value chain analysis and development plan was created for the major crops in each county from production to marketing: Yambio – maize, groundnuts and cassava; Torit – sorghum, maize and groundnuts; Bor – sorghum, maize and groundnuts.

In addition to these outputs, the AR shows that some outcomes are also on track. Although there are some inconsistencies between datasets, some things are clear: production is increasing, as is the amount of land used and, generally speaking, productivity.

Conflict sensitivity

The programme now needs to pay more attention to conflict sensitivity and conflict analysis (see resources from the Conflict Sensitivity Resource Facility). This report presents relevant contextual developments in Torit and Yambio and explains how to pay attention to conflict sensitivity. It is recommended not to delay any longer activities planned in ‘IO-’*payams*; working only in *payams* near the town is understandable (given poor infrastructure and reduced safety on the roads) but in the end will lead to an undesirable urban bias in activities.

According to plan, CMDRR committees have been installed and are being trained. To achieve the outcomes, however, some recommendations are as follows:

- Many committees already exist at the local level. It is recommended to increase efforts to support already existing structures rather than setting up new ones.
- It is important to ask whether the planned outcomes will be achieved only by technically training community members. An important aspect of peace-building lies in having a good overview of the threats (conflict analysis). For example, when progress in a community is blocked by (the threat of) a community conflict, a legitimate person or specialised peace organisation, that is acceptable to both parties, must be found to mediate or build peace.

Agribusiness and value chains

There is a risk that, if the development of agribusiness and production for a market ultimately do not work, households will not be able to return to subsistence farming and other traditional coping strategies. This applies in particular to remote *payams* in Bor and Torit, where few possibilities for the development of agribusiness exist. As such, a step-by-step approach is advised.

Agribusiness is maximised through the use of rational tools (facts, input, revenues) but in South Sudan irrational decisions are often made (owing to the conflict context). In this case, communication requires more than the provision of technical agricultural information; it requires knowledge of the public, their key figures and how they handle information. Based on this, a communication plan can combat disinformation (this is especially important for multi-stakeholder platforms, the granting of loans and the organisation of BPCs). Radio is a useful medium to reach beneficiaries.

Often, the development of value chains is promoted without clarity on the market for the crops. Quite a few of such value chain development activities fail. So far, a market has been identified only in Yambio (World Food Programme); in Bor and Torit no market has yet been identified. It may be important to identify such markets before the value chain support activities are undertaken.

Development of the selected value chains (three value chains in three intervention areas) may exceed the capacity of the staff. It is recommended to focus on one value chain per intervention area. This requires a discussion with the donor, because this is a deviation from the programme document.

As indicated in interviews and FGDs, support to cooperatives and FEMA groups is developing well. One area for attention is the internal coherence of cooperatives or FEMAs. These house many different groups with different interests, which can lead to conflicts, especially when a political element comes into play.

Training plays an important role in the SSADP II. The Training of Trainers (ToT) approach seems not to work very well in the intervention area, with direct training of beneficiaries more appreciated. Another point relates to whether the training approach is flexible enough to meet the different needs of the beneficiaries (and whether it is flexible enough to deviate from a pre-set format). It is also important to assess whether the training of men or of women is more efficient, and whether the degree of acceptance after training on Good Agricultural Practices (GAP) (e.g. planting in a row) is higher among women or among men.

Access to finance

Rural credit is very scarce in South Sudan: the chance to receive credit is an important element in promoting agribusiness. Some recommendations are as follows:

- Streamline the internal loan procedures of the SSADP II: do not pass the buck between Cordaid, RUFU, SPARK and Agro Premium. There will preferably be a one-stop shop, so

candidates will deal with only one person. RUFJ judges whether an individual receives a loan, thus it should be RUFJ that determines the standards a bankable business plan must meet. Internal SPARK procedures for improving a business plan need fine-tuning. Lack of clarity on internal procedures leads to disappointments.

- Another source of disappointment among applicants is that many beneficiaries are stimulated to apply for a loan, raising their expectations. However, RUFJ does not approve many applicants, in line with the (reduced) SSADP II goals. A policy discussion among SSADP II members is required to bridge this gap: should the number of beneficiaries remain as it is – meaning expectations need to be lowered – or should the number of beneficiaries and the speed of granting loans increase – meaning risks for RUFJ must increase.

The South Sudanese context entails many rumours about the SSADP II and RUFJ. In this sense, a communication plan should include ways to communicate about loans.

Gender

The SSADP II is not yet gender-transformative, although it is gender-sensitive to a degree. To address this, several actions are recommended:

- Analyse gender roles in SSADP II activities (FEMA groups, cooperatives, businesses, CMDRR groups, etc.) and identify obstacles to women's participation in trainings (transport, children, unwillingness of husband). Based on this analysis, implement simple, gender-transformative activities (kindergartens, transport facilities, etc.),
- Build the capacity of staff on gender-transformative strategies;
- Collaborate with players with have capacity in gender and gender-based violence within agribusiness projects (NGOs, donors, international organisations, churches, etc.), for example on gender-based violence in Torit;
- Shorten and put into practice the gender agenda action programme of the gender study that has been carried out;
- Data on production levels are disaggregated by sex. It seems that women benefit more from SSADP II trainings. Investigate this in more depth and analyse which women in which circumstances benefit from the SSADP II.

Collaboration with partners

So far local organisations have played a minor role. The recommendation is that local organisations are seen as truly strategic partners, conducting more activities, getting more involved in strategic discussion decisions and receiving capacity training in agribusiness development – a subject that is new to them. Alternatively, if they remain implementing partners, a question arises as to whether the actual management set-up is efficient.

1. Introduction and background

1.1 The SSADP II (South Sudan Agribusiness Development Programme II)

From 2013 - 2018 the South Sudan Agribusiness Development Programme I (SSADP I) was implemented. Mainly, as a consequence of political unrest, armed conflict and corresponding insecurity, the overall goals and objectives of the SSADP I were only met partially.¹

Against this background, in 2018, the South Sudan Agribusiness Development Programme II (SSADP II) 'Food Security Through Agribusiness in South Sudan' was formulated. The 'Food Security through Agribusiness Development in South Sudan Programme' also called SSADP II, is an ambitious five-year programme (16 August 2018 to 31 July 2023), funded by the Ministry of Foreign Affairs of the Netherlands.² The programme is implemented by a consortium of Cordaid (lead agency), SPARK and Agriterra.

The overall goal of the programme is to improve food security, increase income and to create employment for 10,000 farmer households in three South-Sudanese counties: Yambio, Torit and Bor. In order to achieve this, the project works directly with farmers and agribusinesses. The project proposal mentions that the project will support farmer groups, Micro Small and Medium Enterprises (MSMEs), Cooperatives, Village Economy, Market and Social Association (VEMSA) with access to organization, technology, to markets and finance.

The Making Markets Working for the Poor (M4P) approach is used in order that poor people also benefit from the planned agricultural growth.³ Part of the philosophy of the programme is that agricultural growth can be achieved, even in the tough South Sudanese context, through the market orientation of private sector/traders.

SSADP II activities are: support for Farmer Economy and Market Associations (FEMAs), support for Village Economy Market and Social Associations (VEMSAs), improving the performance of cooperatives, support for climate smart food production as improved post-harvest storage, improved agribusiness marketing, value chain development, secure farmers' access to and the availability of quality inputs, development of the producers/ entrepreneurs' technical and business skills, and access to finance, and better preparation for natural and conflict related hazards. Conflict sensitivity/do no harm-principle - based on prior experience of the SSADP I - , and a gender lens including concomitant gender transformative-activities are key.

Besides the three international partners, there are a number of local implementing partners involved as presented in table 1. Each international and local implementing partner is responsible for a specific aspect (and approach) of the SSADP II. In section 3.2 these approaches are explained in depth.

Cordaid works with Rural Development Action Aid (RDAA), Church & Development (C&D) and Global Aim as implementing partners in respectively Bor, Yambio and Torit. Agriterra and South Sudan Agricultural Producers Union (SSAPU) are linked to support cooperatives in South Sudan (any activity in South Sudan of Agriterra and SSAPU is linked) and SPARK has engaged the South-Sudanese consultancy firm Agro-Premium for agri-business development. Cordaid is the main International

¹ SOUTH SUDAN AGRIBUSINESS DEVELOPMENT PROGRAMME II (SSADP II) FINAL BASELINE REPORT, 2019 p. 8

² Decision grant Food Security through Agribusiness Project South Sudan, 8 Aug. 2018

³ Food Security through Agribusiness in South Sudan (SSADP II), Inception Report Final, February 2019, p.1

partners of Rural Finance Institution (RUFi), and in the SSADP II, but RUFi has also linkages with SPARK and Agriterra.

Table 1: Partners involved in the implementation of the SSADP II

Consortium partner	Organisation
CORDAID	RDAA, C&D, and Global Aim
Agriterra	SSAPU
CORDAID, (SPARK, Agriterra)	RUFi
SPARK	Premium Agro Consult
SPARK, (CORDAID)	Premium Agro Consult

There are selected 17 Payams in the three counties (Yambio, Torit and Bor). These are located in resp. the states Gbudue, Torit and Jonglei:⁴

County	Payams selected	Names of selected Payams
Yambio	4	Gangura, Yambio, Bazungwa and Ri-Rangu
Torit	8	Nyong, Bur, Kiyala, Himadong, Imorok, Ifwotu, Ikotor and Irye
Bor	5	Makuach, Anyidi, Baidit, Jalle and Kolnyang

The planned outcomes of the SSADP II are presented in table 2.

Table 2: Long-term outcomes (LTOs), medium-term outcomes (MTOs) and indicators of the SSADP II

Level	Description	Indicator	Explanation/Calculation	Overall Target
LTO A	Farmers and Agri-businesses more resilient to shocks and hazards – both natural and conflict	# of HHs better prepared and able to cope with shocks and hazards	HHs who prepared and demonstrate coping mechanisms at household level for shocks & hazards	8.000 of HHs
MTO A1	Enhanced disaster risk reduction (DRR) and trust in targeted communities	# of Community Managed Disaster Risk Reduct (CMDRR) Plan implemented by target Communities	Through the Participatory Disaster Risk Assessment, CMDRR Plan will be discussed and endorsed at communities. This capture the number of communities that put their prioritized DRR plan into actions. These communities are from targeted FEMA.	105
MTO A2	Continued Action Research Supporting Informed Decision Making	# of lessons learnt incorporated in Project Implementation through evidence-based action research	Lessons learnt per each long term outcomes and recommendations adopted for fine-tuned action plan of the next year	4

⁴ Governance in South Sudan is organised as follows: National level, State, County, Payam, Boma, usually a boma is made up of several villages.

LTO B	Enhanced sustainable production and productivity	Volume of yields per hectare cultivated increased in % by farmers (crops, vegetable & fruit)	Compare the production difference in weight of produce per hectare with baseline, breakdown by a) Crops b) vegetable, c) fruit	30% in yields
		# of hectares cultivated increased in % by farmers (crops, vegetable & fruit)	Compare the cultivated hectare difference with baseline, breakdown by a) Crops b) vegetable, c) fruit	50%
MTO B1	Availability of and Access to Agricultural Inputs (seeds, fertilizers, pesticides, tools) ensured	# of farmers accessed the available improved agricultural inputs (disaggregated by sex)	Number of farmers benefited access the available agricultural inputs by a) Crops b) vegetable, c) fruit	8.000 farmers
MTO B2	Good Agricultural Practices Enhanced and Extension Services Improved	# of trained farmers applying good and climate smart agricultural practices including nutrition education, gender and resilience (disaggregated by sex)	Good and climate smart agricultural practices are based on the needs identified during the FEMA. 10.000 farmers, adoption rate 65% makes 6500 farmers trained	4.750 farmers
		# of farmers who joined cooperatives (disaggregated by sex)	Because of SSAPU extension services farmers show willingness to join existing Cooperatives or to form new cooperatives	4750 farmers
LTO C	Improved inclusive agri-business market functioning	# of farmers access the available improved formal markets outlets (disaggregated by sex)	Access to markets means the capacity of farmers to buy, to sell and to bargain in the improved formal market. Availability means the physical presence of an improved formal market outlets (which farmer/ group/VEMSA/ Cooperative can access).	8.000 farmers
MTO C1	Adequate and relevant Market Information Accessible and Available for Farmers and Agribusinesses	# of farmers using market information as part of their decision making (disaggregated by sex)	HHs who reports to have received market info from our channels, and applied in their decision making to expand their market outlets	8000
		# of Agribusinesses owners using market information as part of their decision making (disaggregated by sex)	Agribusiness who reports to have received market info from our channels, and applied in their decision making	750 of agribusiness
MTO C2	Improved post-harvest handling and physical	# of farmers that make use of the available	Post-harvest facilities include storage bags and warehouses	8.000 farmers

	market infrastructure	post-harvest facilities (disaggregated by sex)		
MTO C3	Market Linkages Enhanced through Cooperatives/ Associations/ Farmer Organizations	# of Value Chains developed/ upgraded/ updated	Value chain means counting the marketing channels linked in the value chain (crops and vegetables) Developed means strengthen the value chain actors linkage in a win-win relation and make functional. Upgraded means new channel created from existing value chain Updated means it was not identified/ linked/ aware of, but now it is.	7
		# of farmers adding value to their commodities (disaggregated by sex)	Adding value on a commodity means reducing costs of inputs, reducing transaction costs, improving quality of inputs used or bulking, packing, sorting, or present in different form and selling for higher prices compared with non-supported individually selling farmers	5.000 farmers
LTO D	Improved performance of cooperatives and Agri-MSMEs and new jobs are created	# of Cooperative and Agri-MSMEs owners having improved income performance	Comparing income of Cooperative and Agri-MSMEs between first year of establishment and final year. Performance is measured by turn over and benefits of the members	120 of Cooperative and Agri-MSMEs
		# of jobs created in agribusiness across the value chain (disaggregated by sex)	A new jobs created due to developed value chain (30 per county)	90 Jobs
MTO D1	Cooperatives have adequate organizational and financial management capacity	# of cooperatives which have improved performance on organizational and financial management	Cooperative assessments are done at the starting point of advisory support and after 2 years of training and follow-up again. Cooperative assessment is an Agriterra tool.	135 of Coops
MTO D2	Women, youth, MSMEs are capable and equipped with skills to start and grow their business	# of Business grow after one year	A business in relation to value chain and agribusiness. It could be an input supply, trading, processing, exporting and other function because of the value chain or agribusiness	500 of business
MTO D3	Availability of- and Access to	# of farmers, VEMSA, Coops and MSME's that	The VESAs (Village Economic and Social Associations)/VSLAs	3.895 of VSLAs,

	Appropriate Financial Products and Services Ensured	have access to and received an appropriate loan products and financial services	(Village Savings and Loans Associations), coops and MSMEs linked with RUFi and other finance service providers who applied for access to finance (A2F) and received an appropriate loan product and financial services we can also report the value of loan provided by RUFi and other finance service providers	Coops and MSME's
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Since its formulation in 2018, the SSADP II management embarked on the preparatory activities. The formulation of the programme and its approval by the Ministry of Foreign Affairs in August 2018 was followed in January 2019 by a gender assessment/plan of the SSADP II,⁵ followed by the Inception Report in February 2019.⁶ The inception phase was finished with the finalisation of the baseline report.⁷

After arranging logistical aspects, the implementation phase started.⁸ With great enthusiasm and excellent mutual cooperation the consortium embarked on the implementation. Such enthusiasm is needed in the still fragile South-Sudanese circumstances.

1.2 Purpose and objectives of the Action Research

Action Research (AR) can be used to test a concept (proof of concept). A specific concept, that is implemented leads to outputs. But whether the outputs lead to the planned outcome is based on assumptions. AR is an important instrument to test approaches ad interim (e.g. design testing) and monitor the validity of assumptions. In this sense, AR can be used to evaluate methodologies as a basis for a redesign process if needed.

AR strengthens projects' ability to adapt to local circumstances. It is particularly helpful in the complex and conflict-prone context of South Sudan and the SSADP II intervention areas Yambio, Torit and Bor. Project implementation in these contexts can almost be called a process of trial and error, i.e. we learn from moments in which implementation does not work out the way we planned, and we propose (new) ways forward (trial). In this sense, AR can support staff/management to take informed decisions (based on facts) and adapt the project accordingly.

Additional advantages of AR are that:

- It allows an organisation to systematically review progress,
- It opens opportunities within the consortium to learn,
- AR builds evidence to show relevance of a project,
- the results of the AR can be used for accountability purposes towards the donor,

⁵ GENDER ASSESSMENT AND PLAN FOR THE FOOD SECURITY THROUGH AGRIBUSINESS PROJECT IN SOUTH SUDAN JANUARY, 2018, BY JULIE NDWIGA

⁶ Food Security through Agribusiness in South Sudan (SSADP II), Inception Report Final, February 2019

⁷ Baseline SSSADP II report, 2019

⁸ SSADP II Interim report 1 February to 31 July, 2019

- It facilitates building of stronger relationships among consortium partners and stakeholders.

To conclude, the use of AR in this context improves the quality of the implementation of the SSADP II.

Figure 1: Elements of action research



Concretely the following AR-activities are undertaken.

1) Identification of research questions

- Based on the theory of change (how are the intervention strategies leading to outcomes, on what assumptions is it based. Critical assumptions are selected. This leads to a number of research questions.

2) Data collection

- Data is collected by the staff and by external party/researchers. Data collection in conflict contexts requires particular attention.

3) Making sense of the data (reflection and learning)

- Sense making of the data is an essential step in the AR process. In reflection and learning sessions, the implementing team, with other relevant stakeholders, relates the data, the intervention strategies and expected outcomes.

4) Integration of lessons learned in the implementation

A) logical next step is to put into practice the findings of the AR : what does this mean for practice? What are we going to do differently?

B) What managerial steps do we need to take to put these new insights into practice?

1.3 Action Research team

Without accepting anybody, the consultant (Johan te Velde) was very well received by all and had good opportunities to exchange views, even in the weekends.

During the preparations, there was a first life contact with Enkas Chau (Resilience and Livelihood Programme Manager) in The Hague on 29 October 2018. Also, there were several skyperes with Teshale Endalamaw (Senior Project Manager) and Amule Robert (Planning, Monitoring, Evaluation and Learning (PMEL) Manager). The consultancy contract was signed on 13 November 2019.

Amule Robert guided the consultant during the first days in Juba, he organised a first briefing session in Juba and he accompanied the consultant the first day of his visit to the intervention area Torit. Subsequently, they divided tasks among them: Amule Robert took care of the AR in Bor and the consultant in Yambio. Amule Robert took care of the elaboration of data of the questionnaire (the questionnaire was prepared jointly) and first cleaning and elaboration of the data was done by Amule Robert. The elaboration of the raw data of the questionnaire into manageable data was done by Godfrey Omondi.

Teshale Endalamaw and Godfrey Omondi were helpful throughout the mission, ranging from continuously discussing implementation issues and concepts of the SSADP II to solving practical issues and socializing.

The field missions to Torit and Yambio would not have succeeded without the engaged help of Cordaid field coordinators Mark Okongo (Torit) and Aloro Babanju (Yambio).

The visit to Yambio was jointly done with Teshale Endalamaw, Godfrey Omondi, and Lokule Yengi. This made possible a direct exchange of views in the field. This was very helpful.

Roo Griffiths assisted with editing parts of the report.

2. Methodology

2.1 The AR methodology

As already described in Chapter 1, AR is usually done into a specific dilemma that staff encounters. Sometimes AR is a test of the original design of the program.

In this case, as requested by the management of the SSADP II, this AR also does research into issues that are regular PMEL activities:

- collect data about medium-term outcome indicators and analyse these,
- analyse the gender differences in the performance of the farmer groups,
- analyse the differences in the performance of the farmer group, the entrepreneurs and cooperatives in the three intervention areas as an entry point to learning,
- come up with recommendations based on these findings to improve the implementation,
- come up with other AR questions as identified and describe an AR-agenda

A strategic and conceptual framework of a programme should lead to guidelines for implementation. In the case of the SSADP this is not always the case. The SSADP II full proposal document has many methods, approaches, theories of change and intervention strategies, as indicated in figure 2.

Figure 2: Summary of the methods, approaches, theories of change and intervention strategies proposed in the SSADP II programme.



In practise, along the way, choices have been made about which approach was followed in a specific case. This however leads to questions as to the whether the operational choices are still justifiable in the light of the original design.

This report is a combination of AR and PMEL- activities. In fact, what is requested is an opinion about the implementation of the SSADP II in general. This question could be translated into '*are we on the right track with the implementation of the SSADP?*'

It should also be emphasised that the project itself has done quite some quantitative research. It would be good to analyse these data thoroughly before doing more quantitative research. Research is for instance done in the frame of the value chain analyses about production data.⁹ Precisely

⁹ Agricultural Value Chain Analysis Report, Teshale Endalamaw, Godfrey Omondi, Lokule Yengi October 2019

because it is known that quantitative research in South Sudan suffers from biases (see section 2.3 Limitations and Constraints).

Due to the broad questions posed in the terms of reference TOR, this AR exercise ran the risk touching on many issues, but not going to the bottom of any. There is of course a time constraint of maximally three weeks field work. Therefore it is important to emphasize that this is not a comprehensive evaluation or monitoring activity. This AR pays extensive attention to conflict sensitivity and doing context analyses, as one of the priorities of the SSADP II.

In this case, as we will see, a mixed method approach is used: regular quantitative data collection tools (questionnaires) are used to measure progress against MTOs indicators (in as far as these MTOs can be measured, because the programme is still starting up); subsequently qualitative data collection tools are used to put these results on the indicators in perspective and analyse other specific AR questions. The consultant also used his personal experience as a reflexive practitioner based on (other) programmes in South Sudan.

The good relations between consortium partners, the open atmosphere and the excellent timing (approx. one year after the start) helped making the AR relevant.

The TOR suggests that the performance of the farmer groups, cooperatives entrepreneurs in the three locations Torit, Bor and Yambio are compared, as a starting point of a learning exercise. However the discussions and learning sessions required that the AR uses the same lens as the SSADP II staff uses. Therefore, in this AR, follows the categorisation as hereunder. The comparison between the farmer groups, implementation between the gender polices in the three intervention areas is made only implicit along the way, as we will see.

Table 3: Intervention strategies and implementing partners

Intervention strategy	Consortium and implementing partner
FEMA	CORDAID, RDAA, C&D, and Global Aim
VEMSA	CORDAID
CMDRR/peace dialogue	CORDAID
Cooperatives	Agriterra, SSAPU
A2F Yambio and Torit	CORDAID, SPARK, Agriterra, RUFU
YWE	SPARK, Premium Agro Consult
MSME	SPARK, CORDAID, Premium Agro Consult

Each intervention strategy will be explained in section 3.2 .

2.2 Research Tools

The Questionnaire (SSADP II Survey questionnaire MTOs)

The questionnaire was designed to make a comparison with data collected earlier possible. The questionnaire has different sections, corresponding to the research questions.

Section	Contents of specific section
Section SO 1 – SO 18	Background on respondents
Section OC 1 – OC 3	Income and nutritional status
Section A1 – A5	Community Managed Disaster Risk Reduction, conflict sensitivity

Section B1 – B19	Data on production and productivity data, effects of SSADP activities on production
Section C1 – C11	Market information and market access, storage, value addition ,
Section D1 – D3	Training in financial bookkeeping and organisational management

Sample size

The number of beneficiaries so far has been 3044, i.e. 1082 in Torit, 1064 in Yambio and 898 in Bor. Using a specific calculation,¹⁰ the sample size of the questionnaire should at least be 341 respondents (in reality 347 questionnaires were done). The sample size per county, based on the number of beneficiaries per county.

Table 4: Number of questionnaires per county.

County name	No of respondents
Torit	126
Yambio	117
Bor	104
Total	347

Selection criterion on whether to include a person as a respondent in the survey was based on whether a person is a member of a FEMA, or a cooperative. Subsequently, a practical stance was taken. Once the consultant had decided to do a focus group discussion (FGD) with a specific FEMA or cooperative, the enumerators would accompany him.¹¹ Arrived at the location of the FGD, the supervisor of the enumerators would select at random 5 members of the FEMA group or cooperatives visited for the enumerators to interview. Then, 5 members of other FEMA groups or cooperatives in the vicinity were interviewed, etc.

The online Kobo statistical package¹² was used to record and analyse data.

FGDs among FEMAs, cooperatives and CMDRR committees

FGDs were organised with FEMA groups, Cooperatives¹³ and CMDRR committees. As advised by the SSADP II staff, VEMSA groups were excluded as they would at this stage still be at a starting point.

After some introductory notes and some questions related to the background of a group, the FGDs focussed on the opinion of the respondents on the trainings, whether they thought the trainings were useful. On the conflict and natural hazards and on prospects for future upgrading to agribusiness. The FGDs were also used to get some general background on the groups supported. Next to that, gender issues and conflict sensitivity were discussed.

Finally, questions related to aid dependency and potential for Agribusiness were asked.

Case studies

¹⁰ Cited as using the Krejcie & Morgan, 1970 table.

¹¹ The fact that this would lead to an underrepresentation of respondents of remote FEMA groups and cooperatives was taken for granted.

¹² <https://kobo.humanitarianresponse.info/#/forms/aP9yZWCF85q4DQt4aYWhrm/edit>; Many thanks to project staff Aloro Babanju and Godfrey Omondi for their work on the data.

¹³ In Torit and FEMA groups were at the same time cooperatives.

There was one case study worked out in Bor following the designed format. In Torit and Yambio other research tools were issued.

Key informant interviews

Key informant interviews (KIIs) were conducted. Informants were selected from two categories.

- Interviews with external parties: South Sudan Government, non-governmental organisations (NGOs), UN organisations, Netherlands Embassy members, national NGOs (NNGOs) and members of the Catholic Church,
- Interviews with internal staff of Cordaid, Agritererra, SPARK, RDAA, Global Aim, RUFU, SSAPU

Learning sessions (sense-making sessions)

Two learning and sensemaking sessions were organised. The first meeting the essence of Action Research was discussed. The second meeting was a presentation of results and a joint sensemaking exercise.

The research activities conducted and their number are summarised in table 5

Table 5: Action Research activities

4 FGDs among FEMA groups in payams (Torit, Bor and Yambio)
9 FGDs among Cooperatives in payams (Torit, Bor and Yambio)
2 FGDs among CMDRR groups in payams (Torit, Bor and Yambio)
Interviewing most staff involved Cordaid, Agritererra, SPARK, RDAA, Global Aim, RUFU, SSAPU
1 case study Bor
Discussion with 3 winners of Business Plan Competitions (BPCs) in Torit
Analysis of prior statistical data already collected (baseline, VC, production data, etc.)
Questionnaires: Yambio: 117; Bor: 104; Torit: 126
2 FGDs and quick questionnaires among 8 enumerators about possible biases in data collection
17 Interviews with: South Sudan Government, NGO, UN, Embassy, NNGO, Catholic Church.
Meeting at UN with Dutch delegation (9 persons) in Yambio, presentation by UN about the Partnership for Recovery and Resilience (PfRR) framework
Learning and sensemaking sessions (28 Nov., and 16 Dec. 2019 and 17 Jan 2020)

2.3 Limitations of the AR and constraints

The security situation in South Sudan remains precarious, with a constant need to check the latest security information and policies. Routine Cordaid protocols need to be followed — following the travel advice. There were no immediate security incidents affecting this mission.

The flooding in Torit and Bor complicated the mission. Some areas could not be reached, and sometimes respondents had just experienced hardship due to the flooding and were (logically) not in a mood for engaging in action research.

Under the current political circumstances, people do not feel free to answer questions with absolute honesty, given widespread pervasive fear and insecurity.

Reduced attention for Bor

The AR in Torit and Yambio were taken care of by the consultant, Amule did Bor. The decision that the consultant would visit Yambio was made because allegedly most progress could be noticed in Yambio. It is certainly a limitation that the consultant did not visit Bor himself. These constraints are felt at the interpretation of research findings. This report is more based on the context analyses of Torit and Yambio than of Bor.

Data on states, counties, payams and bomas

The rearrangement of 10 states into 28 states and in the end into 32 states and concomitant changes in lower levels of governance: counties, payams and bomas causes conflicts about turf among South Sudanese authorities.

It also brings about confusion when doing AR. Whereas the SSADP II uses the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) classification, some interlocutors use the old classification, others the new, and again others use just other names.

Also, the fact that a geographical name is spelled differently by different people is complicating things.

Bias in answers on the survey

In two separate debriefings (in Torit and Yambio), enumerators expressed that they notice a considerable bias in the answers of the questionnaires. The enumerators think that respondents do not answer always truthfully. Some enumerators think the respondents fear telling the truth: expressing how many cows you have brings bad luck and it opens the possibility that you will be raided – unfortunately a realistic problem in the intervention areas (mainly Bor and Torit) -. Some respondents accuse the enumerators of ‘You benefit from our names’ assuming that the enumerators would receive aid based on their stories.¹⁴

This consultant also thinks that respondents also just answer what they think is appropriate to say, they would say anything what you want to hear. It is good to remember that many households are dependent on humanitarian aid or seeds and tools. Such a dependency makes that the interests are high when they answer a survey (they think they receive aid based on the survey, if even you say they do not get this).

Seen its importance, - the bias could undermine any outcome of the research – this point of a bias is investigated in greater detail. The consultant reflected together with two groups of enumerators on two questions:

- If there is a bias in the answer of the respondents, what factors could be responsible for this bias?
- To what extent (quantitatively) is each factor relatively responsible for the bias?

Table 6 presents the biases as perceived by the enumerators and the percentage to which each specific reason for a bias contributes to the total bias.

Table 6: perceived biases in AR and percentages of enumerators per category¹⁵

¹⁴ It is also noticed that among the enumerators there is a difference of opinion: one school says that you should write down the answer of a respondent irrespective of whether they as enumerator think this is the truth, the other school says that ‘you have to cook their brains’ to find out the truth and do an effort to discover the truth.

¹⁵ One group of three enumerators in Torit and one group of five enumerators in Yambio. All enumerators had been involved in the data collection. Some did the collection of the baseline, others other data collection activities in SSADP II as e.g. the Value Chain Analysis. Three of the eight selected enumerators are now engaged in the implementation of the

Scoring by 8 Enumerators in Torit and Yambio	Percentage
Bias due to:	
Respondents exaggerate numbers as members in household, underestimate the production numbers; they try to make themselves look poor, so that they will receive humanitarian aid	26%
People overestimate what they eat (meals) and other issues. People do not want to look poor, as just being dependant	27%
Ignorance, not understanding the questions	32%
Fear for consequences (political)	15%
Total	100%

- All enumerators were convinced of a considerable and systematic bias in the answers
- This consultant notices a considerable underestimation if it comes down to production numbers and overestimation of (other) factors that can be perceived as increasing the misery, in order that the households might receive humanitarian aid.
- Because of established biases, the interpretation of the data needs extra care. The established biases should be weighted when interpreting the data.

SSADP II programme. The enumerators were requested to score the four categories in table 6 with a 1 – 4 score. The consultant reworked their scores to the overview of percentages as displayed.

3. Findings

3.1 Context South Sudan

The ceasefire agreement that accompanied the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCISS) peace agreement put an end to five years of war, pitting the Kiir-government, dominated by a Dinka majority (the largest ethnicity) against the SPLA-IO dominated by the Nuer (the second ethnicity) factions of Machar and other rebels. It is estimated that 383,000 people have died in the period December 2013 until April 2018 as a result of South Sudan's civil war, according to a report that documented the extraordinary scale of devastation in South Sudan.¹⁶

Previously, the peace agreement ARCISS of 2015 and its revitalisation efforts, had little effect on the ground. The actual agreement R-ARCISS and the joint decision to delay its implementation has at least stopped the fighting and South Sudanese enjoy more freedom of movement and have better access to their agricultural fields and humanitarian aid.¹⁷ But, it is clear that parties struggle to live up to the terms of the agreement to form a transitional unity government, a precondition for elections in 2022.

In the meantime, the population of South Sudan continues to suffer. South Sudan ranks in 2019 third from below on the Fragile States Index, after having been the most fragile country in the world for two years (2018 and 2017 out of 178 countries).¹⁸

Over 7 million people in South Sudan are in need of humanitarian assistance, 2.3 million civilians live as refugees in neighbouring countries and around 1.5 million South Sudanese remain internally displaced. Most South Sudanese face serious food shortages.¹⁹ It is particularly women and children who bear the brunt of the conflict. Gender-based violence is pervasive, yet underreported throughout South Sudan owing to social stigma and fear of retaliation by perpetrators.

On top of that, the vulnerability of South Sudan to hazards of climate change is high. The Verisk Climate Change Vulnerability Index evaluates the vulnerability of human populations to climate change over the next 30 years in South Sudan. The Vulnerability Index looks at the risk of exposure to climate change and at the resources of a country to cope with extreme weather. Out of 186 countries, South Sudan ranks 3rd. from below. Since 1980, decreasing rainfall has been accompanied by a rapid increase in temperature of around 1°C. This warming, which is two and a half times higher than average global warming, is making 'normal' years drier.²⁰ On the other end, just in the second half of 2019, flooding has affected 900,000 people in South Sudan, washed away crops, destroyed homes and contaminated water supplies, negating partly the improvements to the humanitarian situation described above. To their credit, the state Governments, humanitarian agencies and donors have responded quickly.²¹

Every day peace in the communities

¹⁶ The report, published by the London School of Hygiene and Tropical Medicine and financed by the State Department (USA), revealed that about half of the dead were killed in fighting between ethnic rivals as it spread across the country, and the other half died from disease, hunger and other causes exacerbated by the conflict.

¹⁷ Déjà Vu: Preventing Another Collapse in South Sudan, Crisis Group Africa N°147, 4 November 2019, p.1

¹⁸ <https://fragilestatesindex.org/country-data/>

¹⁹ UN report quote from: European Civil Protection and Humanitarian Aid Operations, South Sudan Crisis Report, No. 61 (October 2019) p. 31

²⁰ Climate Change Profile South Sudan, Apr. 2018, Dutch Ministry of Foreign Affairs Netherlands

²¹ Reports of the Secretary-General on the Sudan and South Sudan 17 Dec. 2019 by SRS/SG David Shearer p.4

While local communities hold their breath about the outcome of these national level peace processes, the national conflict has sparked and reinforced a host of often discrete conflicts that are the product of escalating, pre-existing local tensions. Indeed the everyday peace²² of the communities is as much troubled by these diverse local community conflicts as it is by the national conflict.

Context Torit

The turmoil in Torit state in mid-2016 and its aftermath was traumatic. In Torit state, a number of incidents have seen undisciplined militia looting and vandalising, in Nimule but also Torit town, causing great suffering to the population. A large proportion of the population fled their homes to Uganda. Resentment has been one of the main drivers of support.

Torit county is inhabited by the ethnic group Horiok in the west (from west to east: Kudo, Iyire, Imurok, Ifotu and Himodonge payam) and the Lotuko, the largest ethnic group, in the east (Bur, Nyong and Hyala payams). The Lotuko were once united in a single kingdom. But due to dynastic rivalry the kingdom split into two. The smaller kingdom has its centre in Tirangore, the larger one has split again with one king in Hyala and another one in Loronyo. The inhabitants of Kudo payam are from the ethnic group the Lokoya.²³ The Lotuko and the Lokoya are used to a traditional local governance system (a king or rainmaker, and an age-set that rules a village, the Monyomiji).

According to FAO²⁴, population number of Torit county is 99740 (19822 households; just above 5 members per household) divided as follows over the payams:

Table 7: population sizes per payam in Torit

Inhabitants per Payam (projection for 2020)	
Bur	23508
Himodonge	14105
Hiyala	36917
Imurok	10796
Kudo	16717
Torit	58684
TOTAL	160727

The food security situation is precarious: the representative of the World Food Programme (WFP) estimates that 40% of the households in Torit state received food aid in 2019, the RRC Director, John Odongi Simom²⁵ thinks 35%.

The households that received seeds and tools is even higher, up to 75% received.²⁶ FAO is distributing seeds and tools.²⁷ FAO assesses two times a year how many seeds are needed and there are two

²² Internationale veiligheidsstudies: een zaak van oorlog en vrede, Prof. Georg frerks, NDA, Fac. Militaire wetenschappen, 2018; p.19: when analysing the local reality of everyday we must use specific research methods including anthropological/ethnographic methods (translation JtV)

²³ 'Defining Complementary Roles for VNG, Cordaid and PAX in Interlinking Peacebuilding, Decentralisation and Development in Budi, Ikwoto [Ikotos] and Torit Counties, Eastern Equatoria, South Sudan', Simonse, 2014.

²⁴ Data are prepared by the National Bureau of Statistics of South Sudan (2015); The data are based on 2008 census results which are extrapolated for an increase of population in South Sudan by 3 – 4 % per annum. These data do not take into account that inhabitants fled or left otherwise. These are thus exaggerations. UNFAO uses a total population figure for Torit county which is only 61% of the number used by the National Bureau of Statistics; interview Tafiqul Islam, Head of field office Torit, 3 Dec. FAO/Torit 3 Dec. 2019 (Nov 2019 data).

²⁵ Interview with RRC director John Odongi, Torit 2 Dec 2019

²⁶ Ibid

²⁷ Next to the FAO there are NGOs that do other projects that increase this number, like the SSADP II, which provide seed for 1082 farmers and tools in groups for 35 FEMAs in Torit.

rounds (main season and dry season) of distributing 'seeds and tools'.²⁸ This year (2020) the amount of seeds and tools distributed by FAO will be lower due to a lesser need²⁹: in 2019 45.000 households were served after a first measurement, this year 28.816 will be served, meaning a reduction of approx. one third.³⁰ This reduction is due to the good prospects about the harvest this year – because of increased production and productivity this year.³¹ This is reflected for instance by the fact that the price of g-nuts has dropped from 500 SSP to 200 SSP per bag.³²

These improved harvest data might be partially undone by the recent flooding. A SUDD report describes damages in Torit county, among others in the villages Tirangore, Mura-Hatiha, Hafarore, Lafon, Torit East County, Laudo –Bur, Payam. Roads and bridges are damaged and the flooding caused the displacement of 8000 people In Torit State. 'This is a double tragedy for those who are already affected by the 6-year-old conflict. For example, UNOCHA reports that over "60 percent of the flood-affected counties, are currently classified as facing extreme levels of acute malnutrition."³³

Sometimes there is criticism that the delivered seeds are not of good quality. A field coordinator admits that not the quality of all seeds can be guaranteed: there is a large bulk and the time is short. Another issue is that local seed suppliers cannot face the competition of free seeds and disappear. In order to assist the local economy, next years' target of the FAO is to source at least 25% locally in Torit.

Most of the 1 million refugees in Uganda fled from Eastern Equatoria. The RRC director estimates that three quarters of the population of Torit town had left the town in 2016.³⁴ At this moment, within Eastern Equatoria Torit county is the third county in receiving most returnees (after Magwi and Ikotos).

The Torit state households can be divided into farmers, and agro-pastoralists. It should be kept in mind that the majority of the agriculturalist do not only keep cows from a business perspective , but regard to have cows as prestige, it increases somebodies status to have cows.³⁵ This is not in line with the principle of agribusiness when surplus money is quickly spent on purchasing cows.

Threats to local everyday peace

- Cattle raiding is still quite common in Torit State. The Lotuko are said not to raid among themselves. They are sometimes the victim of outside ethnic groups. It is worrying that the scale of raiding is increasing according to UN sources: Data from 2016 until the end of 2018 demonstrates that cattle raiding incidents and resulting casualties increased more than twofold in 2018.³⁶ Some communes after having been raided, say they do not keep cattle anymore, only goats.³⁷ Most of their cattle is not kept at home due to security reasons, but are herded in large (and protected) cattle camps by 'youth'.

²⁸ Distribution is done by the implementing partner BRAC Intl; FAO distributes some seeds and tools directly.

²⁹ For example the IPC report Aug 2019 with predictions for 2020.

³⁰ Tafiqul Islam: head of FAO field office Torit, 3 Dec. 2019

³¹ Wani Kute Isage Director General Ministry of Youth, Information and Gender officials 2 Dec 2019

³² Interview with Wani Kute Isage 2 Dec., Ministry of Agriculture

³³ South Sudan's devastating floods: why they happen and why they need a coherent national policy ; November 15, 2019, SUDD institute, Nhial Tiitmamer

³⁴ Interview RRC Director John Odongi, Torit, 2 December 2019,

³⁵ Isaac Director General Agriculture and Fisheries 2 Dec 2019 Torit and Wani Kute Isage Director General Ministry of Youth, Information and Gender officials 2 Dec 2019

³⁶ UNMISS Joint Mission Analysis Centre (JMAC), Cattle Raiding Assessment, January 2019.

³⁷ FGD Torit County Himodonge Payam, Oruhoi Boma, village Bore-Wajak, 5 Dec. 2019

- There are three cantonment sites (following the R-ARCISS peace agreement) in Torit State: two near Torit (5 to 10 Km from the town) and one near Nimule. Sometimes undisciplined soldiers start looting. This is aggravated by the low levels of services in the cantonment sites.³⁸
- In March 2019 individuals from Lopa Lafon (ethnic group Pari) have raided the payam Bur and at least 17 persons were killed. Although the commissioner tried to mediate the issue is not yet solved. When Pari go to Juba they avoid passing Bur (which would have been the shortest route) because of this conflict.
- In Kudo, a group of 20 – 40 (Lokoya) children were abducted, allegedly by the ethnic group Murle.
- In Hyala, there is a long lasting conflict between two villages. Over the last 5 years several people were killed, houses were looted and populations were displaced, a new conflict resolution effort was done by and the Peace commission of Government, ICC (Inter Church Committee) and the international NGO NCA.³⁹
- Sometimes tensions are reported between returnees and those who stayed, reports the Catholic Diocese of Torit (CDOT).
- United Nations Mission in South Sudan (UNMISS) reports about a peace meeting held necessary to mediate between populations in Otese about recent conflicts over natural resources and increased cattle raids.⁴⁰

Yambio

In normal circumstances, Yambio and Western Equatoria at large are seen as the food basket of South Sudan. But, a dramatic turn of events led to local tensions spiralling out of control and involving Yambio in the conflict and reducing its agricultural production capacity. In 2014, in Western Equatoria only some community-based groups launched a handful of non-strategic, localised guerrilla attacks against government facilities. The significance of these incidents was blown out of proportion by the fact that these attacks were claimed by the SPLA-IO. The combination of the existence of a local insurgency and the stated SPLA-IO intent to form a front in the region shifted Juba's view of many local citizens from "neutral" to "rebels". Matters worsened when some local groups declared allegiance to Machar's SPLA-IO in parts Western Equatoria –among others in Yambio.⁴¹

Hereafter, several clashes were reported between the government forces and the SPLA-IO which became the main opposition. In this period, it were mainly the local populations that suffered as we will see in the focal group discussion in section 3.3. A survey of Nov. 2017 established that 13 out of a total of the 52 villages of Yambio payam were completely deserted.⁴²

When there was a cessation of hostilities following the stipulations of the R-ARCISS, the role of yet another opposition group, NAS⁴³, led by Thomas Cirillo Swaka formed the main opposition and some SPLM/A-IO fighters seem to have defected to the NAS in Yambio State). NAS activities are mainly in the southern part of Yambio county. The ethnic composition of the SPLA-IO and the NAS is similar.

³⁸ Father Santino Loinoi and Lilian Ochoo, station manager FM Radio Emanuel, dd.

³⁹ DG Ministry of Agriculture and Cooperatives, Isaac Aleardo Paul 2 Dec. 2019

⁴⁰ UNMISS Civil Affairs Division Summary action report: 27-29 November, Otese, Torit State.

⁴¹ 'Soldiers Assume We Are Rebels', Escalating Violence and Abuses in South Sudan's Equatorias, HRW, 2017.

⁴² Yambio Payam - Village Assessment Survey (VAS), November 2017, DTM tracking mechanism IOM

⁴³ The South Sudan Opposition Alliance led by Thomas Cirilo, in the end agreed to the cessation of hostilities agreed previously by the government and SPLA-IO, Rome Declaration on the peace process of 14 Jan 2020.

Yambio State has a total population of 193,408 persons.⁴⁴ The director of RRC estimates that some 25% has received seeds and tools from FAO in 2019.⁴⁵⁴⁶ Although relations between the government and SPLA-IO are amicable now - SPLA-IO members travel now from the cantonment area to Yambio town - ⁴⁷, many fled households wait for a full return until it is completely safe, confining themselves to a reconnaissance visit for the time being.

In Yambio, the FAO organises seed fairs in which selected households (Returnees, IDPs and vulnerable) can 'buy' seeds and tools with vouchers.⁴⁸ The FAO estimates that FAO will serve (first distribution) some 10% of the total population in 2020. This percentage will increase higher if we take into account the second distribution and another programmes FAO has in the area.⁴⁹

In the spirit of good cooperation, local interlocutors shared some complaints of beneficiaries: waiting times are too long, the desired type of seeds is not available, there is no training that matches the type of seeds, they complain about the fact that they receive a mix of different varieties, and some seeds fail to germinate.

This year 98 % of the seeds was imported from outside. The aim is to source at least 25 % in Yambio itself to support local seed suppliers in 2020.

Box 1: Hubs of Stability Approach in South Sudan

The SSADP II is financed by the Dutch Ministry of Foreign Affairs. The Netherlands Ministry Foreign Affairs follows the hubs of stability approach or Partnership for Resilience and Recovery (PfRR).⁵⁰ 5 hubs in South Sudan are selected among which Yambio and Bor and Torit (and also Rumbek and Juba). In these areas different aspects of recovery and development are worked at. Conflict-sensitivity is key and each intervention will be assessed by the CRSF and that impact criteria of conflict sensitivity will be established. The main pillars in Yambio (and in Torit and Bor) are: 1) Rebuild trust in people and institutions 2) Re-establish access to basic services, 3) Restore productive capacities, 4) Nurture effective partnership. On 11 Dec. 2019 the consultant attended a UN-presentation about the PfRR approach in Yambio, to a mission of the some 10 members of the Dutch Ministry of Foreign Affairs visiting Yambio.

Conclusions

Conflict

Even if the R-ARCSS would hold we should remain on guard: conflicts at the national level and the local level are interwoven. National conflicts can steer up local level conflicts and vice versa. For the SSADP II it is important not only to monitor the national level ARCSS developments, but also the local levels conflicts.

⁴⁴ Strategic Plan, Government of South Sudan, p 13

⁴⁵ RRC, Gbudue state, Joseph Salvatore Nzaku, 10 Dec 2019

⁴⁶ In Yambio, the SSADP also provided seed for 1038 farmers and tools in groups for 35 FEMA. So, the total number of households that receive seeds and tool is again higher.

⁴⁷ UNOCHA Kanyi Abdu. 10 dec. 2019

⁴⁸ FAO Louis Bagare (head of Office), 10 Dec 2019, Yambio

⁴⁹ A resilience and development programme (based on farming as a business) in Yambio (Gangura and Basunga), and in other areas in former Western Equatoria as Nzara and Tambura.

⁵⁰ In January 2018, a Joint Donor and UN Agency visited Yambio involving UN Agencies, donor agencies (USAID, Netherlands, Japan, Canada, and Germany), NGOs and business leaders. This resulted in the adoption of the Yambio 11-Point Agenda for the Partnership for Recovery and Resilience. Source: PARTNERSHIP FOR RESILIENCE AND RECOVERY, June 2019.

South Sudan local conflicts have some commonalities:

- there is a decline of respect for traditional authority, and a decreased social cohesion due to the war. Nevertheless, local traditional institutions should not be brushed aside 'as institutions that embodies "culture" and "tradition" that resist change, rather than as entry points from where change could begin.'
- In everyday life, the negotiating capacity of senior women is sometimes overlooked,⁵¹
- distrust between communities and even intra-community distrust can be high, affecting social relations, and weakening the cohesiveness of communities,
- there is a culturally emphasised principle of retaliation,
- many unemployed youth with any prospect pose a problem. They are especially vulnerable to recruitment and mobilisation by elites and politicians,
- due to the arming of civilians by armed groups for opportunistic reasons, there is a prolific presence of small arms and weapons in the hands of civilians. This makes conflicts, when they occur, more deadly than before.

Resilience and agribusiness

The described combination of reinforcing national and local conflicts and violence resulting in large scale displacement, and the economic crisis, characterized by rising prices and worsening conditions for cereal cultivation and horticulture, has driven food insecurity to high levels.⁵² Affected communities are still adopting negative coping strategies by reducing meals, going without food or selling their last animals. This is reflected in food consumption gaps, reduced dietary diversity, limited access to land, reduced harvests, fear of violence preventing cultivation of new fields, loss of livestock, loss of assets, and limited investments in market-based employment opportunities, ever-deepening poverty, vulnerability and food insecurity making it increasingly difficult for affected populations to recover.⁵³

Cattle raiding

The phenomenon of cattle raiding is widely practised in the Torit and in Bor. In some areas young men need cattle to be able to pay for marriage, which they raid from other communities, leading to reprisal attacks and cycles of violence.⁵⁴ Data from 2016 until the end of 2018 demonstrates that cattle raiding incidents and resulting casualties increased more than twofold in 2018.⁵⁵ These increasing numbers and intensity of cattle raids amount to a serious obstacle to achieving sustainable peace in South Sudan, which are not mentioned in the mentioned in the R-ARCSS.

The psychological effects of the conflict on the mentality for agribusiness

The conflicts are of a traumatic nature:

- many households have lost family members,
- many households fled to Uganda or left to another safe area within South Sudan,
- there are uncertainties involved in a possible return
- when returned there are bleak prospects for survival and

⁵¹ Oosterom, M. (2017) 'Gendered (In)security in South Sudan: Masculinities and Hybrid Governance in Imatong State', *Peacebuilding* 5(2): 1–17

⁵² Other problems include the increase in disease outbreaks, seasonal and climatic shocks such as floods, drought spells and crop and livestock diseases and pests. This has undermined people's resilience by depleting household assets.

⁵³ OCHA (2015) 'Humanitarian Needs Overview 2018', November 2017

⁵⁴ 'Defining Complementary Roles for VNG, Cordaid and PAX in Interlinking Peacebuilding, Decentralisation and Development in Budi, Ikwoto [Ikotos] and Torit Counties, Eastern Equatoria, South Sudan', Simonse, 2014.

⁵⁵ UNMISS Joint Mission Analysis Centre (JMASC), 'Cattle Raiding Assessment', January 2019.

- recently there is the flooding,

This has led to a population that is uprooted, traumatised, phlegmatic and sometimes aid dependent. This results in an attitude of ‘wait and see’ and in a tendency to spread risk – even if a rational profit-based agribusiness advice would be to do certain investments they might not do this.

In these circumstances, there is a lack of undisputable facts about agriculture (or about other issues) There are many rumours: ‘the FAO seeds are not at all of good quality. This is worsened by the fact that many South Sudanese are analphabetic.

Recommendations

- Most of the land is used for subsistence agriculture, but there is considerable natural potential for large-scale commercial agriculture and agribusiness development, as was also shown in the first SSADP project. Clearly, the highest potential for developments beyond subsistence is in Yambio. It certainly helps that Yambio had already, before the recent conflict, a relative developed agricultural sector. Bor and Torit start from a lower level.
- Applying the concept of conflict sensitivity means that SSADP II activities in the payams which are in the hands of the SPLA-IO - Ri-Rangu payam in Yambio, Jalle in Bor and Lyire in Torit - should no longer be delayed.
 - o Relations between the government and SPLA-IO groups have improved. Before the SPLA-IO would look at you as a spy if you would go there. This is not anymore the case,
 - o One should not neglect a specific (SPLA-IO) group. It is important not to exclude groups that are based on political grievances, from a conflict sensitivity point of view.
 - o The Dutch government has financed the reconstruction of the road leading to Ri-Rangu payam,
 - o The UN in Yambio explicitly advised Cordaid to start working in Ri-Rangu.
- From a pragmatic point of view SSADP II has selected payams near to its field offices to start with. Payams a bit further way indeed pose a challenge due to bad road conditions and security challenges. However. It is important to realise that this leads to bias in favour of urban/peri-urban areas at the expense of rural payams. This bias is made worse because other organisations make the same trade-off.
- Now that the SSADP II project is basically established, the collaboration with the UN and NGO organisations that implement projects in the hubs of stability can improve. Especially on issues that are not the core-competence of the SSADP II as conflict analysis and peace mediation, but also seed multiplication.

3.2 Set-up of the SSADP II activities

CMDRR approach

The CMDRR approach is introduced to make ‘Farmers and Agri-businesses more resilient to shocks and hazards – both natural and conflict’⁵⁶. CMDRR committees are formed. The farmer groups and cooperatives are taken as an entry point to support the communities to do their own assessments on risk and disaster and to make their own DRR plans.⁵⁷

⁵⁶ Long-term Outcome A of the SSADP II

⁵⁷ SSADP II Interim report 1 February to 31 July, 2019, p.10

The CMDRR approach follows a certain order: after a PDRA, a community action plan is made, followed by the monitoring of this action plan.

There was a 5-days ToT training in May 2019 trained 11 staff members of SSAPU, Cordaid, its partners C&D, RDAA and Global Aim, in the three counties in the facilitation of PDRA, CMDRR and Peace dialogues processes.

Per 11 October 2019 28 Boma level CMDRR Committees (10 in Bor, 13 in Torit and 5 in Yambio) were installed. And some 5 PDRA's and community action plans are prepared. Per mid-Dec in Yambio 10 CMDRR committees were trained, and respective PDRA's were done. As their major problems they mentioned the lack of drinking water in the dry season, fire outbreak during dry season (every year). In addition, in Yambio, a one-day community meeting to create awareness on DRR for 53 community members (20 female) was conducted.⁵⁸

In October 2019, the internal evaluation service of the Dutch Ministry of Foreign Affairs (IOB) published an evaluation of the 'Reconstruction Programme'.⁵⁹ In this frame, peace committees are evaluated: 'These structures (the peace committees) have different names, such as community action groups, community security working groups, peace committees, peace clubs or disaster risk reduction committees'. 'These committees draw on both traditional and modern conflict resolution mechanisms. Most NGOs trained the members of peace committees on issues such as conflict resolution, non-violent communication, human rights and gender issues'.

Some findings:⁶⁰

- Most peace committees contribute to resolving local interpersonal disputes, such as elopement, domestic violence, dowry payments or quarrels between neighbours. Some of them also addressed intercommunal disputes, including issues related to cattle raiding or land and water rights,
- The effects of higher-level conflicts sometimes undermines the local peace committees.

Relevant findings of the IOB report for the CMDRR committees in the SSADP could be:⁶¹

- The committees need outside support for dealing with higher-level conflicts such as the persistence of armed groups or political violence.
- There is a proliferation of peace committees. Each NGO setting up its own peace committee

⁵⁸ Interview Aloro Babanju (Yambio) Yambio 9 Dec. 2019

⁵⁹ Less Pretension, More Realism - An evaluation of the Reconstruction Programme (2012 - 2015), the Strategic Partnerships in Chronic Crises Programme (2014 - 2016) and the Addressing Root Causes Tender Process, 1 July 2019. The reconstruction programme is a budget facility for NGOs that has spent 154 million EUR in 4 years (2012 – 2015) in 24 countries (more than 25% of this budget was spent on projects in South Sudan).

⁶⁰ -Less Pretension, More Realism - An evaluation of the Reconstruction Programme (2012 - 2015), the Strategic Partnerships in Chronic Crises Programme (2014 - 2016) and the Addressing Root Causes Tender Process, p. 46 and p.47, some quotes of findings and recommendations:

- In order to minimise the risk of negative side-effects, dialogues should be led by professional facilitators and be based on a thorough conflict analysis.
- In many cases, project reports did not paint a realistic picture about the sustainability of the newly created peace committees. In South Sudan, for example, one project established community security groups comprising chiefs, youth, women, policemen and local authorities. Their aim was to bring law enforcement agencies and the community closer together to solve local conflicts, crimes and security issues. During fieldwork, IOB's evaluators found that most of these community groups no longer existed.
- As different implementing organisations established their own committees in the same community, the proliferation of peace committees was encouraged. New committees were regularly set up instead of building on already existing structures or revitalising inactive committees. In various instances, these newly created structures worked in parallel with existing ones, with hardly any interaction or knowledge sharing, let alone coordination.

⁶¹ The recommendations based these findings are presented in the sections 3.3 (Results of Action research) and 4.1 (Conflict sensitivity and CMDRR approach)

- Lack of sustainability of the peace committees: The voluntary nature of the committees is an important obstacle for their sustainability once NGO funds are no longer provided. Regular monitoring and logistical and financial support from implementing agencies are often critical for their functioning.

FEMA

The FEMA group approach is an elaboration of the Farmer Field School (FFS) group approach. These groups, consisting of cooperative and association members, are the entry point for the project's production and productivity interventions. The idea is that each group can have its own emphasis. The essence of the approach is that the farmers learn from each other. Some FFS groups focus on vegetables, others on crops, others on ox ploughing, irrigation, storage, marketing, or on several of these topics combined. Each member has his/her own plot and learns how to optimize his/her agricultural practices. A FFS consists of a maximum of 25-30 members, facilitated by FFS Facilitators.⁶²

The SSADP II chose to change the name of FFS to FEMA to mark a change in the approach. In addition to the FFS approach, the SSADP II-support to the FEMA groups also includes 'to promote input and output marketing systems, to facilitate market-oriented production, to promote value addition, to enhance farmers marketing skills and bargaining power and to promote partnerships.

During the reporting period, several training modules for FEMAs and farmers were developed including modules on crop production techniques, Good Agricultural Practices (GAP), post-harvest handling, value addition, profit margin calculation, group governance and membership mobilization. These training modules are currently used to train, coach and mentor our beneficiaries in the project locations in a market-oriented extension service delivery.⁶³

The establishment of demonstration plots is key to the approach. At these demo plots farmers are trained in Good Agricultural Practices (GAP), Integrated Pest Management, Innovative Technologies Promotion and demonstration for improved cultural practices and value addition. This is also the place where improved technology demonstration and adaptation and further mentoring and coaching regarding good agricultural practices including land selection, land preparation, row planting, weeding, pest and disease control and postharvest handling practices.

In global terms, the implementation is on track: most of the outputs planned for one year in the project documents are reached. Per 30 September 2019, Cordaid and partners C&D, Global Aim and RDAA have supported 100 FEMAs (of these 100 FEMA's 19 are also a cooperative)⁶⁴, with 3019 members (51% female). Some 11 percent of the beneficiaries is a returnee.⁶⁵ There are 91 demonstration plot established.⁶⁶

Table 8: Number of FEMA groups, demonstration plots and number of participants

County	# FEMA	# of Demo Plots	Number of participants		
			Female	Male	Total
Bor	30	29	448	452	900
Torit	35	27	563	518	1081

⁶² FULL PROPOSAL SSADP II, March 2018, CORDAID, March 30, 2018, p.14

⁶³ SSADP II Interim report 1 February to 31 July, 2019 p.11

⁶⁴ Cooperatives will be discussed below.

⁶⁵ Defined as a person that has planted crops for the first time after five years.

⁶⁶ 10 demonstration plots in Bor County are however destroyed due to flooding.

Yambio	35	35	522	516	1038
Grand Total	100	91	1533	1486	3019

At first, two lead farmers were selected from each FEMA. Following the train-the trainers philosophy, 200 members (41% female) were given a 5-days in-depth theoretical and practical trainings on GAP-modules from Feb – Mar 2019. Subsequently, in May 2019 (a bit late: planting season starts in March), all FEMA members were trained including the lead farmers. Clearly, this requires quite some staff: the training load was shared between Cordaid and its local partner, SSAPU, in Yambio two staff members of the Ministry of Agriculture were engaged and other local solutions were found.⁶⁷

The SSADP II supplied seeds for all demonstration plots and also for all individual farmers. 75% of the farmers received 1 - 10 Kg maize seed, 70% received 2 - 5 kg ground nuts seed, and 30% received 5 kg sorghum seed. Cassava cuttings were supplied only to the FEMAs in Yambio (1000 cuttings each). Some tools were also distributed, for use on the demonstration plots. It is not yet decided whether the SSADP II will again provide seeds and tools in 2020.

Cooperatives

The cooperatives are governed (board) and owned (shares) by farmers, meant for processing and marketing the farmers' produce at the best possible price. In that perception, the core activity of a cooperative is business aiming at the highest benefit for the members/shareholders.⁶⁸

Baseline research reveals that the following are the main challenges of the cooperatives:⁶⁹

- lack of market for members' produce
- high level of illiteracy among cooperative members
- lack of capacity by cooperative officers in terms of management, logistics and trainings
- most cooperatives officials do not understand business development
- lack of mechanization
- 'fall Armyworm and striga-' weed infestation on members' farms meant low business for cooperatives
- lack of fund to upscale operations

The inception report add another challenge: 'there was no umbrella cooperative or better a cooperative union.'⁷⁰

The baseline recommends the following activities:⁷¹

- membership mobilization: because most of the cooperatives had low memberships level
- governance: capacity building on governance
- financial management: (capacity building cooperatives boards)
- marketing (train boards and develop new market links, WFP can purchase more grain)
- internal capitalization

⁶⁷ Interview Aloro Babanju (Yambio) Yambio 9 Dec. 2019

⁶⁸ FULL PROPOSAL SSADP II -MARCH 2018, CORDAID p. 23

⁶⁹ Baseline SSSADP II FINAL BASELINE REPORT, 2019 p. 47

⁷⁰ Food Security through Agribusiness in South Sudan (SSADP II), Inception Report Final, February 2019, p.18

⁷¹ Baseline SSSADP II FINAL BASELINE REPORT, 2019 p.6

The approach is to first do a scoping of an interested cooperative (this includes an action plan), and hereafter training on financial management and governance is rendered. The financial management training deals with planning, M&E, reporting, good bookkeeping, accountability, stock control etc. Good governance focuses on the structure, legislative responsibilities, the human resources aspects of governance (skills and competences of the board members and involvement of youth and female leaders). This provides an ethical basis for governance. Agriterra has worked-out training modules which are adapted to the local circumstances.

So far⁷² the scoping of 49⁷³ existing cooperatives was done: 8 in Bor, 20 in Torit and 21 in Yambio. In total these cooperatives have 1552 members (50 % female). Hereafter some FEMA groups were 'promoted' to become a cooperative, increasing the numbers of cooperatives to 58.⁷⁴

Per January 2020 actual numbers have increased to 80 cooperatives: 13 in Bor, 31 in Torit and 36 in Yambio. In total these cooperatives have 2629 members (52 % female).⁷⁵

After scoping, the next step is the assessment of the cooperative for 'health' checks in finance and governance. Hence, two assessments have been made by the Agriterra Business Advisor in which the cooperatives can assess themselves and plan for improvements, innovation and developments.

In Yambio, a cooperative is supported to prepare a business plan to expand business in rice production and value addition.

Six cooperatives in Yambio have been supported to prepare a business plan to have access to finance to expand their agribusiness. These six cooperatives received a loan, ranging from 200.000 to 500.000.⁷⁶

VEMSA

Initially, the communal Village Saving and Loan Association (VSLA-) system was planned to be used for the lowest level of credit demand. However, this approach was broadened. The name VSLA was changed to Village Economy, Market and Social Association (VEMSA).

The aim of VEMSA is to encourage production, enhance productivity, and increase the access to credit while promoting a savings culture, and group solidarity. It could be a first step towards a link with an MFI. The aim is to train VEMSA groups also on gender issues, nutrition and climate change and on how to promote resiliency and food security.

So far, 27 groups are identified: Bor (10 groups), Torit (7) and Yambio (10). There are 717 members (62% female) of the VEMSAs. An average VEMSA group has 25 members. 15 Of the 27 groups are also FEMA groups and cooperatives, 12 are new groups

The next step is the provision of a tool kit to the VEMSAs. The idea is that they will be trained in Resilience Business Development Services/Business Skills and in Business Plan preparation to access loans from RUFU to start group agribusinesses.⁷⁷

Access to Finance (A2F)

⁷² SSADP II Interim report 1 February to 31 July, 2019, p.16

⁷³ 11 of them are also FEMAs, - see above.

⁷⁴ monitoring data SSAD P II November20-19

⁷⁵ Comments on draft report by Teshale Endalamaw 20.1.2020

⁷⁶ see section on Access to Finance below

⁷⁷ SSADP II Interim report 1 February to 31 July, 2019, p. 21

In South Sudan there are hardly MFIs. And to make matters worse, those that were present in South Sudan retreated as a consequence of the recent crises – some with considerable losses.

However, micro-finance is an indispensable component of a project that aims to help households to step out of subsistence farming and upscale production and get products to the market. The SSADP II and the Rural Finance Institution (RUFi) courageously established a Revolving Loan Fund scheme to farmers and agribusinesses to ensure access to finance.

The project developed three Revolving Loan Fund Financial Products with specifications, eligibility criteria, features, terms and conditions:

- Loan for Agricultural Production Actors (LAPA) – for producers,
- Loan for Agric Non-Production Actors (LANA) – for agro-input dealers, processors, transports, etc.,
- Hire Purchase Loan (HP Loan) – for MSMEs and Member-based entities that intend to add value to agriculture products but have limited finances to procure the relevant asset.

RUFi applies a monthly repayment period (or if applicable after harvest) for individual farmers), also monthly for smaller agribusiness/enterprises and semi-annually for big enterprises. The interest rate is maximally 21% per annum (1.75% per month) and there are some fees to be paid (2% of the total loan amount, and in total USD for fixed costs).

So far, only LANA loans were distributed. Six cooperatives, all in Yambio county received a loan, ranging from SSP 200.000 to 500.000.⁷⁸ Also, one individual farmer received a loan (SSP 700.000). In total, six cooperatives, one individual farmer and two YWEs were approved. Next to this, RUFi appraised other cooperatives, FEMAs, VSLAs, progressive farmers and agro input dealers. But so far they were not yet found eligible for a loan to receive a loan.

Business Support Service

Business Support Centre are to support agribusiness development for young entrepreneurs in Torit, Bor and Yambio. Also, business support officers conducted two business plan competitions in Yambio and Torit.

For business skills development, several training materials are adapted. The training covers six modules: Entrepreneurship and Business Management Skills, Business Plan Writing, Marketing Plan, Operational Plan, Financial Management and Human Resources including presentation skills, Training and Facilitation Skills for BDA. For semi-literate entrepreneurs training materials is adapted.

The training material developed by previous SSADP (I) on the Youth and Women Entrepreneur (YWE) project for low-literate entrepreneurs is deemed still up-to-date with its focus on subsistence level entrepreneurs.

The Business Development Advisors (BDAs) will support the entrepreneurs to produce loanable and profitable business plans through training, coaching and mentoring. The BDAs will support illiterate entrepreneurs by summarizing the business plan in writing and they will work closely with literate entrepreneurs to develop their plans though coaching and mentoring. The SSADPS II has trained so far 28 BDAs (3 female, and there is a search for more female BDAs).

SPARK trained as well trained 36 MSMEs of which 20 are admitted to the next round for coaching and mentoring. The existing MSMEs will not participate in any BPC.

Youth and Women Entrepreneur Support project (YWE)

⁷⁸ SSADP II Interim report 1 February to 31 July, 2019, p.9

The agribusinesses of women and youth enterprises are supported in the SSADP II. They were invited to take part in a business plan competition. The business plan competition has the following steps: planning stage (criteria), promotion (radio Miraya and Radio Emmanuel FM 89 in Torit), an innovation sessions (promotion of the BPC), submission of preliminary business plans, participants with successful business plans are invited to the Business Skills Training, final business plan are written (this includes coaching), business plans are judged, business plans are refined to the point that they are ready for financing by RUF⁷⁹

This process started with 348 youth and women (186 women and 142 men) submitting the preliminary business plans to in the end 20 participants (10 men and 10 women).⁸⁰

Value chain analysis and development

VCA seeks to enhance the functioning of the value chains in the market system by analysing the market system and addressing key weaknesses that can contribute to development or improvement of the value chains.

To support VCA, the consortium applies a strategy that has three main components:

- Conduct thorough value chain analysis to identify market opportunities as well as barriers for smallholder farmers and agri-businesses, youth and women entering and/or participating in the value chain
- Support for improving the participation of smallholder farmers in value chains by building their capacity, and facilitate access to and availability of inputs, information, technology and finance
- Support value chain actors to address barriers that prevent the growth of value chains⁸¹

After these major crops were identified, a subsector analysis matrix was used to prioritize the crops for Value Chain Analysis and Development in each county from production to marketing. .

- Yambio County – Maize, Groundnuts and Cassava
- Torit County – Sorghum, Maize and Groundnuts
- Bor County – Sorghum, Maize and Groundnuts⁸²

The VCA report of SSADP II^{83,84} reconfirms that sorghum, maize, groundnut and cassava are priority value chains with great potential in terms of production, value addition, employment, income and marketing. Others include local poultry and tomato. The key elements of the strategy are:

Process/Product Upgrading:

- a. sell of high quality certified seeds to increase agricultural productivity and production,
- b. upgrade the value chain product, i.e. that FEMA approach works on production but also on value addition,
- c. reduce farming risks for diseases,
- d. procure seeds in bulk and these should be distributed to farmers via farmer organizations. seed samples from suppliers should be subjected to germination and other purity tests,
- e. development actors to provide seed capital to serious VEMSAs,
- f. a mix of grant and loans (RUF⁸⁴) package would need to be availed to the agricultural MSME on case-by-case basis,

Functional Upgrading

⁷⁹ Annex 5: BPC Process, taken from SSADP II Interim report 1 February to 31 July, 2019

⁸⁰ These data exclude Bor. The data of Bor were not available at the moment of this assessment.

⁸¹ FULL PROPOSAL SSADP II –March 2018, CORDAID p.13

⁸² Food Security through Agribusiness in South Sudan (SSADP II), Inception Report Final, February 2019, p 8:

⁸³ AGRICULTURAL VALUE CHAIN ANALYSIS REPORT, Teshale Endalamaw, Godfrey Omondi, Lokule Yengi October 2019

⁸⁴ This is an elaboration of the recommendations done in the report 'Food Security through Agribusiness in South Sudan (SSADP II) - Inception Report, p 13,14

- g. establish bulking and primary-level processing at farmer-level to reduce post-harvest and other transaction losses,
- h. have the farmer cooperatives as a centre for bulking of farm produce and centres for primary value addition,

Upgrading of Coordination and Business Models

- i. use of platforms and radio programs to make public information on crucial agricultural production and season, harvesting and post-harvesting,
- j. build the capacity of value chain actors (especially the farmers),
- k. monitor sub-sector performance,
- l. foster trust and long-term relationships among value chain stakeholders through quarterly Multi-Stakeholder Platforms (MSP) where critical issues such as project implementation, crop production and market price are discussed in details, and challenges facing farmers are identified and sorted out, and opportunities are tapped in to by the respective value chain players,

Improving Business Enabling Environment

- m. support the GOSS in the development and implementation of Agricultural policies,
- n. standardize units of measurements,
- o. Reduce multiplicity of taxes, market licenses and fees.

The consortium organised an MSP process in Yambio to present the VCA report to local stakeholders. It was well received. The Director General of the Ministry of Agriculture however comments in an interview that other value chain should added to the SSADP II: 'Poultry, fishery, livestock finger millet should be added.'⁸⁵

3.3 Results of Action research

The respondents of the questionnaire were asked to mention their most common hazards. This is displayed in table 9. Drought and flooding (combined 57%) are mentioned as the most common causes. The fact that 16% mention 'national conflict as a common cause is a sign of the pre-occupation ordinary citizens have regarding national political developments. More than 27% mention different community-based man-made disasters.

Table 9: Common Hazards per village? (respondents mention more than one hazard), N = 576, TOTAL IS 100 (index)

	Drought	Floodi ng	Cattl e raidi ng	Natio nal conflict s	Child abduc- tion	Pastoral movements in farmers fields	Inter ethnic tensio n	violent conflic t	Total
Torit	8	15	4	1	3	2	3	1	37
Bor	9	13	4	3	0	4	2	3	38
Yambio	12	0	0	11	0	0	0	3	26
Total	29	28	8	15	3	6	5	7	101

⁸⁵ Director General Ministry of Agriculture, Forestry , Fisheries and Environment, Mariano. Mangu, 12 dec 2019; This is not a recommended in this report.

Both in Torit and in Yambio FGDs were done with local CMDRR committees.

Box 2: A FGD with a Peace Dialogue and CMDRR committee in Torit County (Himodonge Payam, Oruhoi Boma, village Bore-Wajak.

- There were on average some 11 men and 3 women present (5 members were also a member of a FEMA), in Oct 2019 a PDRA was done.
- They explain the benefits of the CMDRR approach (to reduce natural and man-made disasters, including practical details as : if there is flooding, they prepare to go to higher places, for avoiding droughts they propose irrigation, they will be careful not to start wild fires, etc.

When discussing with the group more in depth additional problems surfaced:

- They express that land grabbing by a brother of the village chief who used to be village member, based on unclear claims, is a problem. They tried to invite him to a séance for traditional mediation, which involved the groups of youth called Monyomiji, and tradition swearing, but he did not show up (which means that he gave up)
- The villagers describe a long lasting problem with the youth in the village Hafarore (Hyalapayam (also an intervention areas of the SSADP II). These youth raid cattle from them cattle every year (2010 – 2017). Last year they had moved the cattle to the river, out of reach of the raiders. But this year (Aug 2019) they raided the 150 goats which were still in village. ‘they have arms, we do not’. They say they feel desperate.
- A threat is that the cantonment area is located near their village (Now this is not a problem, but when the ARCSS would collapse (and the cantonment areas cease to exist) , the question is what the 1000s of SPLA-IO fighters will do; they describe some illegal activities the SPAL-IO did before: road blocks (tax) and they stole (confiscated) the harvest the fields.

Box 3: FGD with a CMDRR committee in Yambio was done (CMDRR committee Saura boma (12 members), Yambio⁸⁶

- The CMDRR committee has 13 members (10 male 3 female); 14 members including the boma chief; the vice chair is female
- Most of the CMDRR-members are also a member of the Saura I cooperative. There additional members: a person responsible for community police, and the boma chief, a sub-chief and a head man (the latter is a member so Kitodo cooperative)
- In the training they described their biggest problems: the outbreak of fire, lack of drinking water; conflicts (when the conflict between the government and the SPLA-IO problem was at its peak they went into the bush for half a year)
- The fact that they do not have a prison forms a problem: recently they arrested a member of the SPAL-IO, but turned him quickly over to the authorities in Yambio.
- They describe some precautions for avoiding bush fires: not to burn the bushes , avoid that hunters use fire for hunting, awareness raising in the churches
- In an interview the boma chief explains the cases he is confronted with as the juridical authority in the boma: these are mainly gender related issues as rape, domestic violence ; he also explains the problems related to the issue of new land (his local subordinates the sub-chief receives SSP 10.000 and headman SSP 5000 for the issuance of a new plot.)

Production and productivity data

⁸⁶ FGD CMDRR committee Saura boma, 12 Dec, 2019.

An outcome of the questionnaire is that in every intervention county (Torit, Yambio and Bor) and of every crop (groundnuts, maize and sorghum), the production of the beneficiaries increased significantly during the first year of the SSADP II. The results of the AR-questionnaires are displayed hereunder.

Table 10: Production data (groundnuts, maize and sorghum) of the beneficiaries in Torit, Yambio and Bor

Crop type in Torit	Production 2019	Production 2018	Increase %
Ground nuts	280,7	112,5	150%
Maize	843,8	247,3	241%
Sorghum	843,8	247,3	241%
Others	396,9	164,9	141%
Yambio	Production 2019	Production 2018	Increase %
Ground nuts	365,0	260,1	40%
Maize	365,0	261,8	39%
Sorghum	100,0	50,0	100%
Others	0,0	0,0	0%
Bor	Production 2019	Production 2018	Increase %
Ground nuts	1651,1	426,5	287%
Maize	903,4	325,5	178%
Sorghum	1112,9	447,7	149%
Others	1917,1	488,7	292%

So the results of the questionnaires show a coherent, positive increase in production data.⁸⁷ These data set can be compared to other data sets:

- Agricultural value chain analysis report (p. 31 Maize, p.35 Sorghum and p. 39 Ground nuts.)⁸⁸
- Data of baseline survey,
- SSADP II own monitoring data set.

The data are not always compatible:⁸⁹

- For Bor the data are comparable between AR questionnaire and VCA
- The results in absolute produced number of KGs yielded and the percentages of increases in production is much lower in the AR questionnaire (N=426) than in the Value Chain analysis report in Yambio and Torit (N=95), especially for sorghum and maize
- The results of the AR questionnaires (Dec. 2019) are only partially in line with the own monitoring data of the SSADP II. The SSADP II own monitoring data show in Yambio an increase in the maize, production but a decrease in groundnuts.⁹⁰

⁸⁷ The differences between the different questionnaires between the intervention areas are difficult to explain. The high scores for Bor do not match the results from other qualitative sources, as the FGDs and earlier SSADP reporting. One would expect Bor to score lower.

⁸⁸ AGRICULTURAL VALUE CHAIN ANALYSIS REPORT, Teshale Endalamaw, Godfrey Omondi, Lokule Yengi October 2019, p. 31 Maize, p.35 Sorghum and p. 39 Ground nuts.

⁸⁹ See annex five AGRICULTURAL VALUE CHAIN ANALYSIS REPORT, Production Data

⁹⁰ This might be partially a timing issue: The monitoring data date from mid Nov 2019, the AR was done later in the harvest season. The questionnaire is done among a sample of selected beneficiaries, whereas the project data encompass all beneficiaries. This difference requires more detailed analysis. NB: SSADP II monitoring data on sorghum were not yet available in Nov 2019.

- The baseline production data (the starting point) are much higher than the respondents of the questionnaire say with hindsight they were in 2019, (AR questionnaire data)
- If there would indeed be an increase (or decrease) in production, this could be partly attributable to the efforts of the SSADP II. But there are also other factors which might affect this is natural circumstances and the fact that many respondents had a poor yield due to the conflicts (and many had to flee their land), reducing the production data to very low levels
- General biases to questionnaires are discussed in section 2.3.

Although there is not yet a final answer to the comparison of the data sets, the conclusion can be drawn that all data sets reconfirm significant increases in production and (except for one data set which concludes a decline in ground nuts production in Yambio, based own project monitoring data)

The own monitoring data of the SSADP II show the production increases are higher for women than for men. This would point to the fact that women benefit more than men from the SSADP II (trainings, seeds and tools, mentoring, etc.).⁹¹

Production for own consumption or production for the market

A focus of the SSADP II is on agri-business. Table 11 gives an impression about the margins the farmers have beyond subsistence farming to know the degree to which beneficiaries use the production for home consumption (this includes the use for seed for the next year) as opposed to what they sell in the market.

Table 11: Percentage of the production that is designated for consumption/for market.

	reserved for consumption	sold at market	reserved for consumption	sold at market	reserved for consumption	sold at market
County	Bor		Torit		Yambio	
Ground nuts	62%	38%	87%	13%	46%	54%
Maize	60%	40%	66%	34%	46%	54%
Sorghum	43%	57%	66%	34%	33%	67%
Others	65%	35%	91%	9%	No data	

- Yambio is the county in which most agricultural produce is sold in the market.
- Sorghum seems to be the crop that is most sold in the market, groundnuts for home consumption.
- The data of the 'own' questionnaire and the data of the SSADP II monitoring data on the use of the produce (own consumption or marketing) is similar for groundnuts for Yambio (project data were only available for Yambio at that time). The SSADP II monitoring data point out that maize is more a 'cash crop' than groundnuts, whereas the questionnaire data demonstrate that both groundnuts and maize are sold in the market to an equal degree.

Table 12: Comparison between results of the questionnaire and the data gathered by the SSADP II staff on use of produce (consumption versus market)

County	Yambio questionnaire	Yambio data project implementers
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⁹¹ It would be interesting to look at the micro level and analyse which women under which circumstances benefit most from the SSADP II.

	reserved for consumption	sold at market	Reserved for consumption	Sold at market
Ground nuts	46%	54%	48%	52%
Maize	46%	54%	33%	67%
Sorghum	33%	67%	No data	
Others	No data			

It is important to know if the beneficiaries received seeds and if there are others that distribute seeds to the beneficiaries in addition to Cordaid and partners. Almost 80% (275 of the 346 respondents) said they had received seeds the preceding year. And most respondents answered that they received tools as well.

Table 13: Did you receive any seeds from Cordaid or another partner in the last 1 year?

County	Yes	No	No response	Total
Bor	74	29	0	103
Torit	106	19	1	126
Yambio	95	22	0	117
Total	275	70	1	346

Effectiveness of trainings

It is important to assess the effectiveness of the trainings. A first question is if the respondents have received (any) training from Cordaid or its partners at all (what they remember from it). The second question is if they applied what they have learnt during the trainings, a third question is whether their yields increased as a consequence of the application of what they had learnt (or otherwise).

In total, some 63% (219 of the 347 respondents) say they have received training in GAP (see table 14)⁹²

Table 14: Answer of respondents on question ‘whether they received training on good and climate smart agricultural practices’

County	Yes	No	No response	
Bor	68	35	0	103
Torit	67	58	1	126
Yambio	84	33	1	118
	219	126	2	347

When asked whether they applied what they had learned, some 62 % say they do (see table 15 hereunder).

Table 15: : Answer of respondents on question whether they applied on their own farm what they were taught

⁹² Although information obtained from interviews of staff suggests all beneficiaries were trained, it would be interesting to verify against lists of trainings participants if they indeed were trained. A possible explanation is that some did not remember the training, or another member of the household was trained than the one interviewed. Maybe they interviewed did not know it was Cordaid or one of its partners that trained him/her?

County	Yes	No	No response	Total
Bor	56	36	11	103
Torit ⁹³	76	16	34	126
Yambio	82	30	5	117
	214	82	50	346

Finally, 58% of the respondents state that their yields have increased (17% no response and 25% state that their yield has not increased), as presented in table 16.

Table 16: Answer of respondents on question whether their yield has increased.

County	Yes	No	No response	Total
Bor	51	35	17	103
Torit	68	22	36	126
Yambio	80	31	6	117
	199	88	59	346

When the respondents were asked what they remembered about the trainings without doing suggestions, they give the following categories: training on crop growing, about savings and financial management, budgeting, about breast feeding, about Mycoop. A disturbing high percentage of 24% said they did not receive any training and did not remember the topics. The category of 'no response' was highest (40%).

Access to agricultural information

Part of upgrading the peasant agricultural practice to agri-business is based on access to (qualitatively good) agricultural information. As displayed in table 17, 75% say they have the access to information. At the interpretation of the data a warning is needed. The degree of perceived access to market information says something about the degree to which farmers know there is information, which they have no access to: 'they do not know what they do not know'.

Table 17: Access to market information of respondents for produce and essential farm information on inputs and markets

County	Yes	No	No response	Total
Bor	66	37	0	103
Torit	81	44	1	126
Yambio	111	6	0	117
Total	258	87	1	346

When we look in detail at the type of information in Table 18, it is clear that most of the information they consider is the market prices of agricultural products and prices of inputs on the market (57%), while they have less information about new buyers (7%) and market demand (16%).

⁹³ It is not explained how some respondents in Torit are not trained, but nevertheless state that they applied what they had learnt (it could be that they applied what they have learnt from colleague (lead-)farmers).

Table 18: Sort of information accessed? (some respondents mentioned more than one sort), N= 323, is fixed at 100

County	Market prices	New buyers	Market demand for agricultural commodities	Other	Total
Bor	9	0	11	10	30
Torit	20	3	1	8	33
Yambio	28	4	4	1	36
Total	57	7	16	20	100

Listening to the radio is a major source of information of agricultural information (25%) and also the extension workers provide information on agricultural subjects (22%), next to local leaders (12%). A large share is the category 'others' (32%).

Table 19: Source of market information for agricultural products (respondents mentioned sometimes more than one source), N= 346, is fixed at 100

County	Radio	Television	News paper	Local leaders	Extension workers	Others	No response	
Bor	1	0	0	2	14	11	1	29
Torit	8	0	0	8	5	8	6	35
Yambio	16	0	0	2	3	13	0	34
Total	25	0	0	12	22	32	7	100

Value addition

Value addition is an important ingredient of Agri-business. When asked, 33% of the residents state they add value before they sell it. This percentage is highest in Bor (58%).

Table 20: percentage of respondents that state that add value to the product before selling, (N is 346)

County	% yes	% no
Bor	58	42
Torit	20	80
Yambio	25	75
Total	33	67

Among the 114 respondents that say they add value, the value addition activity that is mentioned most frequently is drying (51 times), then packaging (36 times mentioned), cleaning (25 times) and grinding (5 times).

Table 21: Type of value addition (absolute numbers)

County	Drying	Cleaning	Packing	Grinding
Bor	47	7	33	1
Torit	2	0	2	2
Yambio	2	18	1	2
Total	51	25	36	5

Storage facilities

Post-harvest losses are a severe problem in South Sudan. Proper storage facilities - bags or collective store - can reduce these losses.

Table 22: Type of storage facility (N = 346)

County	% using bag	% using store
Bor	77%	23%
Torit	74%	26%
Yambio	65%	35%
Total	72%	28%

Before, the respondents have received storage facilities from others (46%); 18% of the respondents say they have received the storage facilities from Cordaid or one of its partners (Global Aim, RDAA, C&D)⁹⁴; No response is 37%.

Table 23 : Which organisation provided storage facility (N= 346 is put at 100)

County	Cordaid	Global Aim	DRAA	C&D	FAO	Others	No response	
Bor	3			3		26	1	33
Torit	3	4			2	14	14	37
Yambio	5		0		1	6	22	34
Total	11	4	0	3	3	46	37	104

Qualitative Action Research

Besides the questionnaires a number of FGD were done with 4 FEMAs and 9 with cooperatives (some of which were also FEMA). 7 FGDs are presented below (these 7 were selected because they are representative for all FGDs)

Torit

Box 4: FGD with Bira Multi-purpose Cooperative Society Torit⁹⁵

The cooperative started in Feb. 2015 (the chair of the cooperative is a woman). The members came together because they are neighbours. They have a different ethnic background. They started the first years as VLSA. After registration as a cooperative they attended a training on GAP. They have prepared a business plan (assisted by Agriterria) and have sold products to FAO at the trade fair. The profit even supersedes the profits planned in the BP. Part of the profit they plan to reinvest in agriculture.

Due to hostilities and looting of soldiers and militia members in early 2017, they sought refuge at the nearby UNMISS compound. They fled from there and from Jan 2017 until Nov. 2017 they were scattered over Nimule, Juba and even Uganda. Of the 30 members 4 are still refugees (and have not returned)

⁹⁴ Cordaid did not (yet) supply storage facilities through the SSADP II; it might be that respondents refer to earlier projects or that they confuse different projects.

⁹⁵ FGD participants are 6 men and 24 women, Nyang Payam (near Torit town), Torit , 4 Dec. 2019

They applied for a loan from RUFU after hearing about the possibility on the radio. They say they applied already in September at RUFU and are waiting for a response.
Together, they weed the Groundnuts, sorghum and sesame. In addition to the activities at the cooperative they all have other (urban) activities as riding as driving a boda boda)
NB: the background of the cooperative members as being a VLSA can be noticed by the manner in which they share the benefits among their members (as if they are a VLSA)

Box 5: FGD with Logire Cooperative Group Torit⁹⁶

We meet at the house of AIC pastor of African Inland Church, who is the chair and also the spill of the cooperative. He is not present at the moment of the FDG (he is abroad). He has a tractor which the members of the cooperatives are allowed to use (if they pay the petrol)
They have 15 members (in 2018 they had 20). They had received seeds from FAO.
They do not often hire labour, they have themselves labour (it seems that mainly young women do the manual labour – the women hardly speak during the FGD). If the cooperative hires labour it is for ploughing and clearing of the land from trees.
They received trainings form SSAPU in Feb 2018 Oct on management and budgeting.
CARE trained them before
During the crisis in 2017 they ran together to an area some 10 km away in the bush. At that time the SPLA-IO members fled as well.
The Business Plan includes a sizeable increase in the farm (80 feddan next year – 40 feddan for sorghum , 40 feddan for sesame). In order to implement this they need a loan from RUFU they say When the consultant inspect the documents the cooperative members say they have submitted to RUFU for a loan, it appears that official documents as act of constitution, articles of association, minutes of last held annual general meeting, financial statements⁹⁷ are missing and that the BP is still in a rudimentary state.

Box 6: FGD FEMA Kuak Etemundo (Loudo boma, Bur payam), Torit⁹⁸

The name Kuak Etemuno appears to mean ‘to become happy in a short period of time’. Most of the FEMA members are illiterate, except for a few: one is a school teacher (treasurer , women), and one is a medical nurse (chair, male).
They operate now one year here in this land, before they worked in a nearby village. They explain the trainings of the GAP: how to plant gnuts: planting, preparation, and weeding.
The rain destroyed all the plots a bit and the crops. They show destroyed sorghum yield (see photo).

⁹⁶ FGD participants are 4 men and 7 women, Torit , 4 Dec. 2019

⁹⁷ Fact sheet: scoping tool Agriterra Training programme.

⁹⁸ FGD participants are 7 men and 11 women, Torit , 3 Dec. 2019.



Next year if there is an opportunity they will move to the upper land, in order to escape that their land will be flooded again. Recently, on 30 Nov. they received seeds from FAO (through the implementing organisation BRAC: Cow peas, vegetables, maize and sesame). Among the seeds they received only the groundnuts came uniquely from Cordaid, other seeds were received also received from others.

During the conflict in 2016 and 2017 they hid in the bush; many did not come back (yet). If there is an actual security issue, there is bell that is rung. This is the sign for all the Monyomiji to gather and discuss the issues (as recently as Oct. 2019 a new age set took over the power after having reigned for 20 years)

Global Aim had prepared a board to mark that the project works in the specific area, the boma Fodo Fodo. However the chief refused to put the board because he thought the board would mean that he transfers the ownership of the land to those mentioned on the board. This is an example of quick misunderstandings .

Photo: board in the patio of local organisation of Global Aim



Bor

Box 7: Waun Aheer Cooperative Kolyang Payam, Bor and MPACS Cooperative Lualdit - Makuuchi Payam, Bor 5 - 11 Dec 2019

The number of members for Waun Aheer Cooperative is 45 (32 male and 13 female) and for PACS Cooperative 27 (10 male and 17 female).

When asked, they could recall the following topics of the training: planting in rows and columns, spacing of crops, cooperative management, soil management and application of manure, intercropping, land preparation, marketing of farm produce.

The majority in the Waun Aheer Cooperative mentioned having applied what they learned from the training. They were trained by Catholic Relief Services before. In MPACS Cooperative, the majority mentioned having not applied what they learned from the training. They say they will apply the knowledge and skills next planting season.

in Waun Aheer Cooperative the yields increased since they have used modern methods of farming. This year alone their harvest is 60 bags of ground nuts from their 20 feddan. They also can weed the crops easier because of the planting in rows. And finally, harvesting is also easier with crops planted in rows and columns.

At MPACS Cooperative they are optimistic that the yield will increase, but they cannot tell now, because this is the first time they farm in this area.

According to both cooperatives, the trickling down (train led farmers first who in turns train their fellow farmers) effect did not work. The lead farmers say they wanted first to find out for themselves if it works before telling others.

The following are the categories of farmers: women, men, and members of armed forces who have left the army and have resorted to farming, Majority of the members of these cooperatives are host community and returnees. Although all of them were once IDP after the 2013 conflict. Their request is to be linked to buyers to sell their produce.

Their major conflict worries are Cattle raiding Child abduction by the ethnic group, the Murle warriors, and any failure to peace which brings them back to square one.

The cooperative members do not have any idea of how they can improve on women participation. The vice chairperson is a woman.

The Waun Aheer Cooperative asks if the project would know where they can sell the 600 bags of ground nuts and 200 pieces of pumpkins. The MPACS Cooperative requests fencing materials to safeguard their farm from animals that now destroy the crops.

Box 8: Meeting with 3 winners of the SPARK business Plan Competition (5 Dec 2019)

In Torit the consultant had a meeting with 3 winners⁹⁹ (one women, two men) of the Business Plan competition. All three were educated with university degrees (abroad).

They heard through radio Emanuel about the possibility of the BPC (actually from a friend at the radio). At first there were 98 candidates. Among them, there were only three that had really progressed with their business plans.¹⁰⁰

The winners say that they were subsequently received by the Minister of Agriculture who told them that they soon should receive their loans. This has helped raising expectations to high levels. At the interview the winners say that, they are now very disappointed that they did not yet receive a loan.¹⁰¹ They add that: The time has more or less run out to use a potential loan due to the rhythm of the agricultural season.

The three winners are in the meantime doing other productive work (buying flour from Uganda and selling in Torit, sell organic seeds (groundnuts, maize and sorghum) at seed fares of BRAC, PLAN International and Global Aim and one works in the(large) family shop.

Yambio

Box 9: FGD Saura I Cooperative, Yambio payam and county¹⁰² and FGD Saura Multi-purpose Cooperative Society Yambio payam and county, Saura boma 11 Dec.¹⁰³

Both Saura I Saura Multi-purpose Cooperative Society Yambio applied for a loan and did not get this. Only in 2018 the former secretary of Saura I created Saura Multi-Purpose cooperative and became its chair

In Apr 2019 they received some seeds from GIZ, for the second season they received seeds from Cordaid (they say the seeds came late) - they say they also bought some seeds in the market. The latest training on GAP was in 20 October 2019, the CMDRR - training was in November.

The security situation remains precarious. Rebels are in Ri – Rangu. At the height of the conflict they fled the area and lives for 7 months along the Yubu stream (they thought it to be wise not to leave South Sudan for DRC). The gradually came back, still 14 members of the cooperative of Saura I are not yet back, waiting for being sure about the security situation. Cattle raiding is not a problem in this area, but there is theft

Both groups were not given a loan, although they applied. Saura I says that they did not receive a loan because the area under cultivation of the cooperative was only 4 feddan. There representative of RUFU regarded this as too low. They claim that RUFU said they would come back, but they did not - now they have increased the number of feddan under the Cooperative. Saura Multi-purpose say two members passed away, therefore they were not able to concentrate fully on the agriculture. RUFU commented that this cooperative was not well organised.

⁹⁹ Spark three winners of business plan competition (Otware Delphine Idahu; Justine Taban Juma; Hidita Scovia Beda) 5 December 2019.

¹⁰⁰ Comments on draft report by Pieter de Vries 20 January 2020

¹⁰¹ Comments on draft report by Pieter de Vries 20 January 2020: 'none of the interviewed had prepared a business plan to the satisfaction of SPARK to receive an approval of a loan '.

¹⁰² 11 women and 5 men took part in the FGD.

¹⁰³ 33 members (18 fem, 15 male) took part in the FGD.

When asked among some women how they felt about this rejection, they said that they feel discouraged. In order to increase the acreage they worked hard clearing the land. They say why can Cordaid not be as World Vision that gives cash for work: so other women in the bomas served by World Vision just receive cash and we nothing. The consultant asked them to do simple math calculations: they could not do this. So lack of numeracy and being analphabetic makes that the management of the cooperatives can hardly be controlled by the members.

Box 10: FDG with Napisi Cooperative, Bazungua payam, Bodo boma, village Gitigiri, Yambio, (10 Dec 2019)

The cooperative exists since Jan 2019, others joined later until May 2019 (at the beginning there were 8 members, later there joined more , not there are 30 members)
The lead farmers were trained in GAP, how to do collective production and marketing. They practised planting in a row and other GAP. They were asked to compare the two methods of production (using the same parcel of land , the old yielded 3 bags whereas the new yielded 7 bags of 50 kg maize).
They received a loan of 200.000 SSP from RUFU. This loan they used for hiring labour to clear and weed the land. They increased the acreage of the cooperative from 7 to 30 feddan of land.
They explain, in case a villager wants to use additional land he asks the headman, the sub-chief and the boma chief. There is a fee to be paid (this is the procedure for plots that have not yet been given out).
Security became an issue at the end of 2017, when ‘Dinkas’ suspected them from hiding rebels. In the end most of the cooperative members left to a border area with DRC (a three days walk), few sought refuge in town Yambio. They stayed one year in that area (Jan – Dec 2018). They describe the situation in the bush as hardship : there was ‘no soap and no salt’.
The most recent issue now is the storage of the yield in order not to have post-harvest losses. The SSADP II staff explains that there are hermetic bags, but they come at a price. Another possibility is the construction and /or rehabilitation of storage facilities, but there is only one available for a cluster of 4 or 5 cooperatives. Also the SSADP II staff warns to quickly come into contact with STO to sell the yield to avoid losses

Box 11: FDG with Ghabat Cooperative, Bazungua payam, bodo boma, village Ghabat (10 Dec 2019)

Every year the World Food Day 16 Oct. is celebrated. The members of the Ghabat cooperative are proud that they won a contest among many cooperatives: the price was a grinding mill and a bike (this was a UN award, the money for the award came from the Embassy of the Netherlands).
Since 2015 they function as a group and since 2019 as a cooperative (33 members and they have in total use 66 feddan – of which 33 feddan are used for the cooperative and each members uses one feddan for him/herself).
They were trained by Cordaid in 2019 and received seeds of maize and cassava cuttings; before they received seeds and tools from World Vision 17/18 (tools and maize seeds), and from RDAA they received soybeans in 2017.
Although they are one of the most advanced cooperatives, only some boards members can read and write, all others not.
They received a loan of RUFU 200.000 which they used for the second season (Sept 2019); they engaged labour for clearance and weeding.
During the conflict (they say between Arrow Boys (not SPLA-IO) and the government), the cooperative members ran away and most stayed at Rimenze, some 9 km near border with DRC and some 4 members left to Yambio town to seek refuge. In the meantime, most crops were damaged by animals and rain and taken by looting militia, but there was also some left

As their biggest problems they describe the flooding, drought (last year), conflict, fires;
All land is demarcated and belongs to somebody: If you want to have land, you have to buy it.

Some conclusions on the FGDs are:

- In general the participants to the FGD say that the production and productivity increased. Only one cooperative in Torit does not have higher yield due to flooding of their lands,
- They remember the training. But they all say in one way or another that the ToT did not work. Some lead farmers say that they did not pass on the knowledge because they wanted to know whether it works (they feel it as a responsibility),
- In every FGD the conflict had led to the cooperative or the FEMA members to flee (mostly to the bush, not abroad or to the town). Probably the number of farmers that fled their home is higher than the official number (which are already high). This also means that many farmers can be called a 'returnee',
- Most groups are made up of one ethnic group. Only one cooperative in Torit town is multi-ethnic (Bira),
- Many people, especially women, are illiterate and cannot make calculations. It must be realized that this makes it virtually impossible to control the leadership of the cooperative / FEMA / VEMSA.
- Although most groups are gender-balanced (50% men, 50% women), women sometimes hardly benefit from membership and their main contribution is cheap manual labour (weeding),
- When cooperatives receive a loan, they use the money to hire manual labour. The main purpose of this hired manual labour is to clear land and help with the harvest,
- The members of cooperatives who have applied for a loan and have not received it have been quite disappointed. Some members did not understand the difference between a loan and a grant.
- The three winners of the BPCs who were interviewed in Torit (highly educated, University degrees) were very disappointed that they did not get a loan.¹⁰⁴
- All cooperatives received this year seeds (and tools),
- Unfortunately, cattle raiding is an issue in both Bor and Torit.

¹⁰⁴ SPARK comments that they will receive a loan once their Business Plans meet the requirements of SPARK and RUFU, which they did not at the moment of the interview.

4 Conclusions and recommendations

4.1 Conflict sensitivity and the CMDRR approach

Conflict sensitivity is key to the SSADP II. The SSADP I did not make sufficient progress as a result of its lack of response to the conflict context. Conflict sensitivity is one of the key principles of Dutch policy, and the hub of the stability approach and the PfRR framework. Cordaid's policy is 'to work in and on fragility'; in other words, Cordaid is specialised in applying a conflict sensitivity lens. On top of this, the SSADP II contract (grant decision) says that 'The Conflict Sensitivity Resource Facility (CSRF) will assist the programme team in drawing up a Conflict Sensitivity Analysis.'¹⁰⁵

Although its primary focus is not to bring peace (but agricultural development), the SSADP II works under the principle of conflict sensitivity. However, this important principle has been undervalued during the hectic first year of implementation. More attention to conflict sensitivity is therefore recommended.

Annex 4 presents a more detailed approach to conflict-sensitive working, using a practical tool.¹⁰⁶ Conflict sensitivity has three programming strategies:¹⁰⁷

1. A focus on 'do no harm' (avoiding negative impacts); for example, targeting specific groups (social, ethnic, etc.) or geographic areas could create or reinforce grievances by exacerbating societal divides and prevent negative coping strategies in the face of food insecurity;
2. Maximising positive effects on stability without changing the primary objectives; for example, to provide beneficiaries with a (socio-economic) perspective in agribusiness, increase the contact of groups across societal divides along a value chain, and provide incentives for drivers of conflict to support stability;
3. Deliberately designing and adapting objectives to improve stability.

The basis of working in a conflict sensitive manner is a context analysis or a political economy analysis. This includes understanding the causes and drivers of conflict (who, what, where, when) that determine (in)stability. Section 3.1 pays extensive attention to the conflict analysis in Torit and Yambio (the consultant could not visit Bor). Information for the conflict analysis can be obtained in part from the beneficiaries through the CMDRR processes.¹⁰⁸

Other key elements include complementarity with other interventions, a long-term perspective, flexibility (adaptive programming) and operational aspects (who should implement).

CMDRR

The SSADP II supports the creation of CMDRR committees that incorporate local stakeholders. However, a plethora of organisations exist at commune level – newly created by other international organisations (non-violent peace forces, peace committees, Saferworld, community action groups, community policing groups), etc., more traditional structures (*monyomiji*/rainmakers) or

¹⁰⁵ Grant Decision, 9 August 2018.

¹⁰⁶ See Bolling, R. and Goris, Y., 'Food Security & Stability – A Tool for Conflict Sensitivity in FNS Programming', <http://www.thebrokeronline.eu/content/download/81709/815555/version/1/file/Tool+for+conflict+sensitivity+in+FNS+programming.pdf>. This tool was particularly developed for food and nutrition security interventions in fragile settings for embassies of the Dutch Ministry of Foreign Affairs.

¹⁰⁷ See also Annex 5: 'Cordaid Framework for Enhancing Resilience in Fragile & Conflict-Affected Contexts', which determines the concepts in a slightly different way.

¹⁰⁸ However, CMDRR committees have a bottom-up perspective; to complement this, a top-down perspective is needed. Also, people in conflict areas are not free to discuss conflict dynamics and instead prefer to speak about natural disasters – which are nobody's fault.

governmental structures (the *boma* councils).¹⁰⁹ With reference to the IOB evaluation,¹¹⁰ it is recommended that more effort be made to support structures that already exist.

This would also improve the sustainability of the CMDRR committees and would mean that CMDRR committees no longer need to become legal entities.¹¹¹

CMDRR committees pay a fair amount of attention to natural disasters, according to communities in the Participatory Disaster Risk Assessments (PDRAs). However, many security issues exist that communities do not like to discuss in the open. To give an example, members of a CMDRR committee in Bore-Wajak Torit village are afraid of the youth in the village of Hafarore, who come every year to their village to raid their cows or goats. A conflict-sensitive approach would involve paying attention to this major problem. However, the SSADP II is not a peace-building or mediation programme. In this case, a third organisation (CDOT, NCA, Pax, local government) could be asked to mediate.

It should be remembered that peace-building is not in the first place a matter of planning but one of grasping the right moment, and finding people who are legitimate and respected in the eyes of the two parties. The conflict-sensitive policy instruction to field staff could be ‘monitor, advise and advance’ – in other words, monitor and persevere in finding a solution.

Conclusion/Recommendation 4.1: Improve the conflict sensitivity of the SSADP II

- Hold a meeting with the CRSF and work out how to improve the conflict sensitivity of the SSADP – this requires in the first instance an assessment of half a day.¹¹²
- Start working as quickly as possible in SPLA-IO areas (Ri-Rangu *payam* in Yambio, Jalle¹¹³ in Bor and Irye in Torit). There is no justification for not working in these areas; security is no longer an obstacle. This overturns the baseline recommendation ‘Project staff should avoid *payams* held by rebels.’¹¹⁴
- Be aware that a seemingly neutral choice, such as working in the *payams* close to the town, based on accessibility criteria (road, floods, security), benefits urban or peri-urban groups (other NGOs will probably make the same choice) and leave remote groups with little assistance.
- Apply the principle of monitor-advise-advance when the development of a community is blocked by (the threat of) conflict and engage a specialised peace organisation.
- Cooperate actively with implementers that focus on other aspects of emergency aid/development (e.g. returnee programmes, land rights, gender equality).
- Stay tuned with local context development through CMDRR committee meetings, regularly contacting UNMISS staff, and join peace cluster meetings and others.
- Try not to create new CMDRR committees but work with local structures that are already there.

4.2 Making markets work for the poor: from subsistence to agribusiness

The ambition of the SSADP II is high: getting beneficiaries out of food aid and early recovery into production for the market by upgrading value chains.

The conditions for agribusiness development beyond subsistence farming are not favourable in South Sudan. The beneficiaries of the SSADP II have suffered a great deal during recent years as a result of the crises. Without any exception, every FGD’s participants had had to flee their homes to safer areas

¹⁰⁹ CMDRR committees are not the only structures to handle environmental and conflict-related problems, as suggested in the baseline study: ‘Most of the people did not know how to mitigate such disasters due to lack of Community Managed Disaster Risk Reduction (CMDRR) committees within the communities’ (2019, p.5).

¹¹⁰ See Section 3.2, ‘Set-up of SSADP II activities’, CMDRR approach.

¹¹¹ Which is brought forward as an important issue in Cordaid (2015) ‘Experiences from Community Managed Disaster Risk Reduction Approaches in South Sudan – Our Peace, Our Future’.

¹¹² Meeting with Leslye Rost van Tonningen, CRSF, 29 November 2019.

¹¹³ The situation in Yalle is a bit different. The project worked here but had to stop recently because of the bad road conditions related to the flooding.

¹¹⁴ SSSADP II Baseline Study, 2019, p.7.

‘in the bush’, only returning after half a year or more. This varied in time, from 2013 in Bor to 2016–2018 in Yambio and Torit. Prior to this were many years of civil war.

These events make the beneficiaries feel uprooted. People have become aid-dependent (on humanitarian relief, seed and tools) and have only a short-term horizon, hardly planning for the future. Meanwhile, there is a culture of subsistence. Sometimes agriculturalists are crop farmers but in their heart they feel like pastoralists, for example some Lotuko in Torit county, and thus are not inclined to invest in agriculture. Prospects for agribusiness development are further dampened by low literacy and numeracy. The infrastructure (roads) has become very poor.

In this context, in many FGDs, rumours were shared and it was difficult to distinguish what was true and false. Rumours are easily spread – for example, ‘the seeds distributed by FAO are not good’ or ‘the Ministry of Agriculture forbids the use of chemical fertilisers’.¹¹⁵ To make matters worse, rumours often claim that deals are shady and are carried out to benefit certain individuals.¹¹⁶

On the bright side, markets sometimes work for the poor! Agribusiness development can take beneficiaries out of humanitarian aid and lead them into production for the market: in Yambio, the loans for cooperatives and for progressive farmers look promising. In Torit, the consultant visited two flourishing cooperatives.

Distribution of seeds and tools and seed multiplication

Although this is not in line with a market-based philosophy, Cordaid distributed seeds and tools in the first year, but is undecided as to whether to distribute them in 2020. Some say this is not a good idea: beneficiaries will become aid-dependant; others see it as an inevitable tool for survival.

Meanwhile, if Cordaid does not distribute seeds and tools to its beneficiaries, others (FAO and NGOs) will do so. Although the level of distribution is decreasing as a result of the expected good harvest this year, it will continue to be substantial in the next season.

In FGDs, beneficiaries complained that Cordaid seeds and tools were not issued in time (for planting). They said FAO were of variable types and qualities (mixed varieties combined together), that they were not adapted to local circumstances and that some did not germinate at all.¹¹⁷

The other side of the coin is seed multiplication. Clearly, distribution of seeds and tools leads to a distortion of the market. Most seeds and tools come from outside South Sudan, pushing local seed suppliers out of the market. This may be inevitable in the short term but is undesirable long term.

VCA and the SSADP II

The VCA report of the SSADP II indicates that sorghum, maize, groundnut and cassava are priority value chains with great potential in terms of production, value addition, employment, income and marketing.

The SSADP II has started to improve agricultural productivity by focusing on increasing smallholders’ access to productive resources and markets (FEMAs, VEMSAs, cooperatives, etc.). While value chains have been selected, the production node/level remains the starting point, with VCA not being the

¹¹⁵ Officials from the Ministry of Agriculture have discouraged (not forbidden) the use of chemicals because unprofessional use may do more harm than good to the crop.

¹¹⁶ This is not to deny that often elites benefit from agribusiness development.

¹¹⁷ Some of these complaints are justified, as admitted by FAO, which cannot control the seed suppliers thoroughly owing to limited time.

foundation on which the intervention is built. This means that linkages with other nodes and players in the value chain and in the overall market system are not directly addressed.¹¹⁸

Conclusion/Recommendation 4.2: Making markets work for the poor (from subsistence to agribusiness)

High expectations

- ‘Do not reach for the moon’: There is a risk that, if the development of agribusiness and production for a market ultimately do not work, households can no longer return to subsistence farming and other traditional coping strategies that they left behind. This applies in particular to remote *payams* in Bor and Torit where the possibilities for the development of agribusinesses are not many. As such, a step-by-step approach is advised.
- There are huge urban–rural differences. The consultant visited a flourishing cooperative in the periphery of Torit town, which is made up of different ethnicities; members are somewhat educated and have, besides the cooperative work, part-time urban jobs. Against this, one farmer group could be reached only with difficulty because of the road conditions. Members of this group are from one ethnic group, and depend on the distribution of humanitarian aid and of seeds and tools. In the latter case, the SSADP II is assisting former IDPs and returnees to re-establish and reintegrate.

Beneficiaries

- As a consequence of this, there is a bias among the beneficiaries of the agribusiness activities towards urban and peri-urban areas. Most SPARK activities (with a focus on processing and producing entrepreneurs) draw on urban beneficiaries, and RUFU has so far not gone far from urban centres.
- When the selection criteria are applied, there remains a large group of potential beneficiaries. Subsequently, those who are the final beneficiaries are selected by the *boma* chiefs and the Ministry of Agriculture and Ministry of Cooperatives and Rural Development.
- It would be good to find out how to qualify the beneficiaries among the target groups in the original proposal, which made use of the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) typology ‘Five Rural Worlds’.¹¹⁹

Communication plan

- Agribusiness is promoted through the use of rational arguments (facts, input, revenues), but in South Sudan irrational decisions are often made as a result of the conflict context. Communication requires more than the provision of technical agricultural information; it requires knowledge of the public, key figures and how they handle information. Based on this, a communication plan can combat disinformation (this is especially important for multi-stakeholder platforms (MSPs, for the granting of loans and for organising BPCs). Target beneficiaries often listen to the radio so this is a useful medium.

Value chain development

- It is pertinent and opportune to identify a market for the selected value chains: it is demand that pulls a value chain. So far, only Yambio has seen a market identified (WFP); no market has been identified in Bor and Torit .
- The VCA and recommendations are ambitious, with at least three value chains in three intervention areas. This may be beyond the capacity of the staff. For instance, to hold a MSP every quarter for each value chain means 36 MSP meetings per year. Concentration on one crop per intervention area may be better. This requires a discussion with the donor.
- The business environment in South Sudan is not very healthy: ‘A domestic entrepreneur’s ability to operate a business in South Sudan is to a large degree determined by his or her ability to leverage proximity to – and ‘holding power’ within – the elite networks that span the public/private divide’.¹²⁰ Therefore, ‘... many SMEs operating in places of insecurity and high risk deliberately deploy coping strategies rather than realising their growth ambitions. This allows them to operate below the radar, minimise exposure to risks and circumvent relations of mistrust. As such, these commonly found coping strategies are likely to differ from the promising investment plan that typically makes an SME qualify as a beneficiary of commercially driven SME support programmes.’¹²¹

Cooperatives

¹¹⁸ FAO (2016) ‘Developing Gender-Sensitive Value Chains, A Guiding Framework’, p.10.

¹¹⁹ For a detailed explanation of this typology, see <http://www.rural21.com/english/news/detail/article/revamping-the-rural-worlds-model-00001935/>

¹²⁰ Twijnstra, R. and Hilhorst, D. (2017) ‘Blind Spots: Domestic Entrepreneurship and Private Sector Development in South Sudan’, p.7.

¹²¹ Clingendael, A. (2018) ‘Growing or Coping? Evidence from Small and Medium Sized Enterprises in Fragile Settings’, p.4.

- As indicated in KIIs and FGDs, support to cooperatives is going well. As an ambiguous success factor, it can be noted that the governmental tax on cooperatives has increased in Yambio to SSP 11,000.
- Another issue relates to the internal coherence of a cooperative or FEMA. Economic success increases the stakes and interests, and different categories of people are involved in cooperatives, all with different interests: chair and board vs. members, men vs. women, members vs. those who sell produce to the cooperative to sell on, members vs. those who carried out the daily labour paid by a cooperative. This is particularly complicated if a political element and other groups from outside come into play.

Conflict sensitivity

- SPARK has previously implemented a value chain development project but the December 2013 civil war meant plans for value chain upgrading had to be changed completely (different intervention areas, different crops). Lessons learnt based on the experience of SPARK include not making the intervention too big, but rather starting with small steps and considering fall-back scenarios.
- The World Bank recommends value chain development as an activity that can bring back trust (social capital) after a crisis or conflict. But this needs to be planned: what (ethnic) groups are involved in the value chain? Is one group benefiting above others? One way to get adversarial groups to work together is to give only one storage facility to several opposing FEMA groups.

4.3 Gender

The role of women in value chains and gender equity are incorporated into the design of the project.¹²² With the aim of having gender as a mainstreamed objective of the SSADP II, the report ‘SSADP II Project Gender Assessment and Action Plan – January, 2019’ was prepared:

‘The aim of this assessment is... a gender strategy that moves beyond simply accounting for equal representation of female and male beneficiaries in all activities to confronting the deeper root causes of gender inequality and supporting female empowerment...’

Some gender problems encountered during the FGDs were as follows:

- Women are brought up differently from men: they are less self-confident and take less risks. This is also reflected in FEMAs: at meetings, they tend to not speak.
- A successful woman in a group (FEMA, cooperative) has additional challenges. There are cases of husbands not allowing their wives to come any more.¹²³
- Women are culturally responsible for the care of children and have domestic duties, so have less time and are less inclined to take risks (as children will suffer if an investment fails).
- It is culturally hard for woman to travel (alone), reducing trade possibilities.
- Gender-based violence, although not openly talked about in FGDs, is widespread.¹²⁴
- Depending on the ethnic group, women tend to do most of the agricultural work, apart from land clearance, which is a man’s work. Women involved in cooperatives may look progressive but are sometimes used as cheap labour (men are pastoralists).
- CDOT regularly organises ‘women peace fora’ in Torit. Cordaid may be interested in joining these to boost the gender aspects of the SSADP II.

¹²² Full Proposal, SSADP II, 30 March 2018, p.7,

¹²³ Interview with Nancy Lumeit Agriterra, SSAPU, 28 November 2019.

¹²⁴ Cited in Cordaid, (2019) ‘Women’s Perspectives on Security in South Sudan, WPS Barometer 2019’, November: ‘In 2018, UNMISS communicated an “alarming increase in the number of incidents and victims of conflict-related sexual violence.” In 2019, the Commission on Human Rights in South Sudan reinforced this message by making clear that “despite the signing of the peace agreement, violations including rape and sexual violence continue to occur which may amount to international crimes, including war crimes and crimes against humanity.”’

The consultant looked at the aspect of gender in the training session of 28 November 2019. SSDAP II staff were asked how they would score their activities. Table 24 presents the categories Table 25 the self-scoring of the staff. Staff members scored their 'own' activity.

Table 24: Gender rubrics

Gender Research Rubric	
<i>Gender-blind</i>	Gender (the differentiated and intersectional experiences of women, men, and gender diverse groups) is <i>not</i> considered in the research project; not even in its conceptualization or its rationale.
<i>Gender-aware</i>	Gender is considered in the research project's rationale, but is not an operative concept in the design and methodology.
<i>Gender-sensitive</i>	Gender is considered in the research project's rationale, project design and methodology. Data is disaggregated by gender, and gender is also considered in the composition of the research team and reviewers. Gender-sensitive research does not (yet) extend to analysis and action to address gender inequalities.
<i>Gender-responsive</i>	Gender is considered in the research project's rationale, design, and methodology and is rigorously analysed with a view to inform implementation, communication, and influencing strategies. Gender-responsive research does not (yet) address the underlying structural factors such as norms and power relations that contribute to gender inequalities.
<i>Gender-transformative</i>	Examines, analyses, and builds an evidence base to inform long-term practical changes in structural gender power relations and norms, roles and inequalities. Gender-transformative research should lead to sustained change through action (e.g. partnerships, outreach, and interventions, particularly with women's rights organizations).

Table 25: Self-classification of members of the briefing meeting (28 November 2019)

Activity	Classification 1–5	Explanation of SSADP II staff members:
FEMA	4	51% of FEMA members in the 3 locations are women; in other locations some groups are 100% women. Women are in leadership positions.
VEMSA	3	The majority of VEMSA members are women; some VEMSAs are 100% female.
CMDRR	2	Most CMDRR and peace dialogue committee members are men. However, women are represented in key positions like treasurer.
Cooperatives	4	39% of Cooperative members who have received loans are women; women receive loans equal to those given to men.
MSMEs Yambio and Torit	4	There are visible gender results in the BPC, which had 4 women and 6 men. Of the 10 winners of SPARK in Torit, the business plans of 6 women is under review for funding. Most MSMEs admitted to the SPARK programme are women: 13 of the 25. They are currently engaged in coaching and mentorship by the Business Development Advisors.

Note: 1 is gender-blind; 2 is gender-aware; 3 is gender-sensitive; 4 gender-responsive; 5 is gender-transformative.

Some considerations from the training session of 28 November are as follows:

- Having women in cooperatives seems gender-responsive. However, sometimes, men in cooperatives use women as cheap labour, and they are sometimes present only because it is required to have 50% women.
- Sometimes, women are there in name only: they do not speak and do not have real power (e.g. as vice-chairs). 'Most of the decisions taken in a FEMA group are done by men' although women are present.¹²⁵
- A modest self-classification offers a better starting point for learning and changing/improving the strategy.

¹²⁵ Comments of Aloro Babanju, Mark Okongo and Gai Kuch, 28 November 2019.

The SSADP II is gender-sensitive (Category 3). Data are disaggregated by sex. Nevertheless, the structurally disadvantaged position of women in society caused by gender inequalities, including social norms and unequal power relations, it is not always obvious.

A next step would be to make the proposed gender strategy more concrete: shorten the gender analysis and action plan and put it into practice. To repeat key items:

- Capacity-building of staff on gender-transformative strategies;
- Analysis of gender roles in FEMA cooperatives, businesses, CMDRR committees, etc.;
- Scoping and collaborating with players who have shown commitment and capacity to mainstreaming gender within agribusiness projects (NGOs, donors, international organisations, international financial institutions, line ministries, gender equality national machineries, etc.);
- Appointment of a gender focal point for the SSADP II.

A challenge could involve looking at the causes of gender inequalities and coming up with practical solutions to the practical problems women face – in other words, designing small, gender-transformative interventions: making women-only FEMAs or cooperatives, putting a kindergarten next to a cooperative, supporting transport for women who want to go to the market for business, involving husbands as well if women are involved in a specific FEMA.¹²⁶

Conclusion/Recommendation 4.3: Improve gender transformation in the SSADP II by implementing simple, gender-transformative activities

- The SSADP is gender-sensitive but not yet gender-transformative.
- Shorten and put into practice the gender agenda action programme:
 - Build staff capacity on gender-transformative strategies.
 - Appoint a gender focal point for the SSADP II and investigate the possibility of working together (e.g. on gender-based violence in Torit).
- Collaborate with players who have capacity on gender and gender-based violence within agribusiness projects (NGOs, donors, international organisations, churches, etc.).
- Analyse gender roles women in SSADP II activities (FEMAs, cooperatives, businesses, CMDRR groups, etc.) and identify obstacles to women’s participation in training (transport, children, unwillingness of husband).
- Illiteracy is higher among women than men: this makes their participation in SSADP II activities such as training and controlling the board of cooperatives more difficult.
- Production data are disaggregated by sex and show women benefit more from SSADP II trainings. It would be useful to investigate this more in depth, to see when women benefit from the SSADP II.

4.4 Effectiveness of the training set-up

The way the GAP training and other training were carried out changed over the course of the first year. At first, a ToT approach was applied. This did not have the planned effect: the lead farmers did not train the other farmers. This was confirmed in the FGDs: the trickle-down effect of lead farmers training their peers did not take place. Subsequently, a direct training of all beneficiaries at the demo plots was organised.

There are many different ways to carry out such training. Generally, the interviewees were positive about the training, but ambiguous views were also heard. In Yambio, for instance, a man said the GAP training on maize helped a lot but made the gnuts more vulnerable to pests. It would be interesting to carry out AR into the effects of the different aspects of the training and whether it is

¹²⁶ See <http://www.fao.org/policy-support/resources/resources-details/en/c/1175525/>; CARE Gender Justice (January 2019), Gender Marker Guidance; Guijt, I. and Parvaz Butt, A. (2019) ‘How to Integrate Gender in Research Planning’, Oxfam Action Research Gender Blog, 8 March, <https://views-voices.oxfam.org.uk/2019/03/gender-research-planning/>

more effective to train men or women. Decisions can be made on the best approach to each subject, to be delivered through training of appropriate intensity and frequency.

Conclusion/Recommendation 4.4 Effectiveness of the training set-up

- Look at literature regarding the effectiveness of GAP trainings and consult other organisations that implement a similar approach and discuss their experiences.
- Investigate the shortcoming of the ToT approach. Is this approach indeed less effective than a direct training approach?
- Investigate if the training on demonstration plot approach is effective.
- Investigate if the training approach is flexibly applied to cater to the differential needs of beneficiaries (or whether it was impossible to deviate from a pre-set format).
- Investigate further how much the beneficiaries remember for a training directly after a training; see how much they apply to their own field and keep track of how much their yields increase.
- Is training women or training men more efficient regarding different crops? For example, is the adoption rate of training on GAP, e.g. on planting in rows, higher among women or men?

4.5 Access to finance

Microfinance is an indispensable component of the SSADP, which aims to help households step out of subsistence farming and to upscale production and get products to market. It is very much welcomed, for example by the Director General of the Ministry of Agriculture, Forestry, Fisheries and Environment in Yambio: ‘We do not have something like RUFi here.’¹²⁷

The history of MFIs in South Sudan is difficult. To start with, hardly any MFIs survived the security crises in South Sudan in 2013. Meanwhile, the sharp devaluation of the SSP against the US dollar in 2016 brought the operations of RUFi almost to a halt. Since then, the largest share of RUFi’s portfolio has been in Uganda, among South Sudanese refugees and others. RUFi is now again carefully rebuilding a new portfolio in South Sudan, taking one step at a time. Representatives of RUFi say that there are many challenges, related to the presence now of a generation of people used to relief and aid. The security situation is not yet 100% and RUFi activities require frequent monitoring visits – including carrying money on roads that are unsafe. A final challenge is the recent flooding.

RUFi applies a monthly repayment period (or, if applicable, after harvest for individual farmers), and also monthly repayment for smaller agribusinesses/enterprises and semi-annually for big enterprises. The interest rate is maximally 21% per annum (1.75% per month) and there are some fees to be paid (2% of the total loan amount, and some fixed costs). The philosophy of the SSADP II is that RUFi remains after the project finishes.

So far, six cooperatives, all in Yambio county, have received a loan, ranging from SSP 200,000 to SSP 500,000.¹²⁸ One individual farmer also received a loan (SSP 700,000), as well as two YWE projects.¹²⁹ Next to this, RUFi assessed other cooperatives, FEMAs, VSLAs, progressive farmers and agro-input dealers, but none is so far eligible to receive a loan. ‘The total number of beneficiaries is on-target, even though the project had started late and taking into account the careful approach.’¹³⁰

The repayment rate so far is as high as 98%. The only arrears are those of WFP, which has not paid one cooperative according to the contract. To solve this matter, the cooperative has sued WFP.

The other SSADP II components are quick to support FEMAs, cooperatives and BPCs, with the ultimate aim being for beneficiaries to obtain a loan from RUFi. A BPC organised by SPARK in Torit

¹²⁷ Director General Ministry of Agriculture, Forestry, Fisheries and Environment, Marian Mangu Torit, 12 December 2019.

¹²⁸ SSADP II Interim Report, 1 February–31 July 2019, p.9.

¹²⁹ The overall goal of RUFi in the SSADP is to reach 3,000 farmers and 895 agribusinesses/MSMEs in the project period.

¹³⁰ Interview Lokule, Director of RUFi, 13 December 2019.

narrowed down a group of 348 candidates to only 20 winners (among whom there was a top 3) to prepare proposals that are bankable (so far these have not prepared bankable business plans, according to SPARK). Winners said they were ready to receive their loan but had been waiting a long time already. Cooperative members also said they were discouraged because they had prepared extra land and paid money to get papers and had not yet received a loan.¹³¹

Conclusion/Recommendation 4.5: Access to finance

SSADP II internal procedures to get a loan

- Streamline the internal loan procedures of the SSADP II; do not pass the buck between Cordaid, RUFU, SPARK and Agro Premium. By preference, there should be a one-stop shop, so candidates deal with only one person. RUFU judges if an individual receives a loan and should determine the standards a bankable business plan must meet. Internal SPARK procedures for improving a business plan need fine-tuning. Lack of clarity on the internal procedures leads to disappointments.
- Another source of disappointment among applicants is that expectations are raised in the face of limited successful applications by RUFU. A policy discussion among SSADP II members is required to bridge this gap: should the number of beneficiaries remain as it is – meaning expectations must be lowered – or should the number of beneficiaries and speed of granting of loans increase – increasing the risks to RUFU?
- The internal SPARK procedure for scrutiny for a business plan involves quite a few people, including Agro Premium. Problems arise when SPARK says a business plan is bankable, which leads to high expectations that the proposal will be financed, with the candidate unaware that RUFU has its own appraisal trajectory. The procedure (criteria, deadlines) also needs to be explained to applicants.
- The consortium should be careful about whom it invites to apply for a loan. If a person has only a small chance in the end of getting a loan, they should not be stimulated to apply.

SSADP external communication

- The South Sudanese context is rife with rumours about the SSADP II and RUFU. A communication plan should cover ways to communicate about loans.
- Disappointment among candidates at not receiving a loan relates partly to the context of humanitarian aid, as people are used to getting things for free. Sometimes they do not understand the difference between a loan and a grant.
- The project should try not to disappoint too many applicants and to keep the possibility of a loan alive.

Loans in the value chain approach

- RUFU and getting loans is an important instrument in promoting value chain development. This requires room to give loans to stakeholders in the value chain.

4.6 Mutual collaboration consortium and implementing partners

The management structure is well worked out: the Project Working Group Team (PWGT) is the formal body through which Cordaid and the consortium partners together coordinate the running of the project. The PWGT consists of the senior project manager, micro-finance specialist, agronomist and value chain specialist and resilience and livelihood programme manager from Cordaid, the project coordinator from SPARK and the business advisor from Agriterro.¹³²

The PWGT answers to Project Steering Committee (PSC) – the highest decision maker of the project – which includes staff of the respective global offices and (optionally) Embassy staff.¹³³

At county level, under the PWGT is a Technical Team (TT), which comprises of Cordaid, Agriterro and SPARK field office staff and the local partners project officer of RDAA (in Yambio county), with Global Aim (in Torit county) and C&D (in Bor county).

¹³¹ Some female respondents referred to a World Vision project in a neighbouring *payam* that gives money for free if the beneficiaries work their land: a cash-for-work programme. They find it unfair that they do not get cash, because, although they have had to prepare the land, in the end they do not even get a loan.

¹³² SSADP II, Project Working Group Team ToR (internal document).

¹³³ Ibid.

The consortium partners have signed a specific sub-contract project agreement with different local partners: Agriterra with SSAPU, SPARK with Premium Agro-Consult Ltd. (the HUB) and Cordaid with RDAA (in Yambio county), with Global Aim (in Torit county) and with C&D (in Bor county).

Mutual cooperation consortium partners

Mutual coordination among the consortium partners is well organised and efficient, and the collegial atmosphere is good. It could in fact be used as an example for consortium management. The PWGT partners coordinate well and deal with each other respectfully. The TTs adapt their management according to what the strategic and policy decisions require.

The different organisations complement each other flexibly.¹³⁴ There has been more direct training than anticipated (at the expense of ToT). A direct training approach of all beneficiaries requires more staff time than planned. Field coordinators say that this approach, if it is brought to scale in the next year, will require one staff member per *payam* – that is, in total 17 staff members.

Implementing partners

Content-wise, collaboration with local implementing partners is well organised, although contract management could improve. The yearly contracts of Cordaid lead to uncertain prospects for implementing partners, as referred to by IOB.¹³⁵

A principled discussion is needed based on the question: What is the role the local implementing partners play in the SSADP II? Possible arguments are as follows:

- The local partners are strategic partners. When the project stops, they will remain. This will require an enlargement of the contract with Cordaid. At present, the contract is only for the training of the FEMA groups.
- The local partners are implementing partners, instrumental to reach the SSADP II's aims. In this case, the efficiency of the actual contract could improve: why have one extra staff from an implementing partner whose work is not principally distinguishable from the work of Cordaid staff?

The implementing partners at the moment have too much of a focus on reaching short-term outputs (at the expense of outcomes). The SSADP II is not a project to distribute just seeds and tools, or a project to promote food resilience alone. The long-term aims are value chain development and agribusiness. As of now, local partners are implementing FEMA groups through training,¹³⁶ in such a manner that they are meeting short-term goals, but it is unclear if they are on course to reach the outcomes.¹³⁷

Conclusion/Recommendation 4.6 Mutual collaboration consortium and implementing partners

- Have a principled discussion on the role of the local partners of Cordaid.

¹³⁴ Based on interview with Alore Babanju, 9 December 2019: the training workload was shared between two staff of Cordaid, two of SSAPU, one of RDAA and two of the Ministry of Agriculture (two extension workers assisted with GAP for two months) for 35 cooperatives in Yambio. The division between Cordaid and Agriterra was: Cordaid: Input provision, GAP, Linking to RUFU, Financial literacy (making the business case); SSAPU: Governance, My cooperative attitude, Book-keeping.

¹³⁵ 'The long-term commitment and flexibility that MFA provides to Northern-CSOs is not always transferred to Southern-CSOs, many of which are still bound to annual contracts, activity-based budgets and strict reporting requirements' (IOB, 2019, 'Strategies for Partners: Balancing Complementarity and Autonomy: Evaluation of the Functioning of Strategic Partnerships between the Netherlands Ministry of Foreign Affairs and Civil Society Organisations', 1 August, p.13.

¹³⁶ Taken from a project document that also said that local implementing organisations would also carry out the CMDRR and VEMSA trainings.

¹³⁷ Meeting with Global Aim Programme Coordinator Samuel Gale (Torit) and RDAA Wanga Emmanuel, Vice Director, and Kirima Paul Augustino, Extension Worker, RDAA (Yambio), 5 December 2019.

- Depending on the above, prepare a capacity-building plan for the local partners in agribusiness.
- Change the contract with the local implementing partner.

Annex One: Terms of reference

Annex Two: Itinerary

Date	Activities
Fri 25 Oct	Teshale Endalamaw skype
Mon 28 Oct	Teshale Endalamaw and Amule Robert Elly Skype
Tue 29 Oct	Meeting Enkas Chau at Cordaid The Hague
Th 14. Nov	Travel by car Leiden – Breda/Visumdienst for visa South Sudan Phone With Gerrit-Jan van Uffelen , knowledge manager FAO
Fr 15 Nov	Skype father John Opi (CDO Torit), Justice and Peace
Mon 18 Nov	Prepare questions related to assignment Written feedback of Teshale Endalamaw and Enkas Chau Skype with Teshale Endalamaw
<u>Tu, 19 Nov</u>	Meeting with Nigel Ellams and Harma Rademaker Cordaid HQ
<u>Wed 20 Nov</u>	Working on research questions and assignment
<u>Th 21 Nov</u>	Skype Teshale Endalamaw
<u>Fr 22 Nov</u>	Phone with Niek Thijssen, Henk Pot

Date	Activities
Mon Nov 25	Travel from Amsterdam to Juba
Tue Nov 26	Arrival to Juba
Wed Nov 27	Introduction: Godfrey Omondi, Cordaid; Agriterra (Nancy Lumeit Agriterra/SSAPU), Kiden Mary Lukudu, HR Cordaid; Amule Robert Elly PMEL, Cordaid/Juba; Security briefing, logistics, HR, finances, communication and IT preparation for staff training (in Juba)
Thu Nov 28	Training/learning session: Cordaid/Yambio: Aloro Babanju Sila Cordaid; Mark Okongo; Ghai Kuch ; Benjamin Ndikiri SPARK; Nancy Lumeit Agriterra/SSAPU ; Ating Charles SPARK; Amule Robert Elly PMEL, Cordaid/Juba
Fri Nov 29	Noeke Ruiter Netherlands Embassy Aloro Babanju Sila Cordaid – preparation for Yambio trip Leslye Rost van Tonningen, CSRF Logistics Prep for Torit Trip
Sat Nov 30	Godfrey Omondi
Sun Dec 1,	Rest
Mon Dec 2 nd	Travel to Torit (UNHAS) + Amule Director RRC , Director John Odongi Simon Meeting Minister Akille Maridi, State Minister of Agriculture Meeting with Peter Oyef and Atim Sirsan (extension workers SSADP) DG Ministry of Agriculture and Cooperatives , Isaac Aleardo Paul Wani Kute Isage DG Ministry of Youth, Information and Gender officials
Tue Dec 3 rd	Tafiaql Islam, Head of field office , Torit/FAO Khang Chol, Livestock, Monitoring and Information Torit/FAO Michael Onwulkwe PSCO, UNMISS Torit FGD FEMA Kuak Etemundo (Bur payam, Loudo Boma) FD FEMA Obwara (Solar Boma) Accompanied by Cordaid staff (Peter Oyef and Atim Susan, and Mark Okongo and staff member of Global Aim)

Wedn Dec 4th	Meeting Peace and Justice Coordinator (Catholic Diocese) , Mike Andruga and Richard Chandi (peace worker) FGD with Bira Cooperative (6 men + 24 women), Nyong Payam FDG Logire Cooperative Group (4 men + 7 women) SSAPU Field Facilitators (Ochang Charles Mathew; Simon Peter Kashmiri Wani) Fr. Santino Loinoi and Lilian Ochoo, station manager FM Radio Emanuel
Th 5 th	Meeting with Global Aim programme Coordinator -Samuel Gale FGD with a Peace Dialogue and CMDRR committee in Torit County (Himodonge Payam, Oruhoi Boma, village Bore-Wajak (11 men + 3 women) Meeting Spark 3 winners of business Entrepreneurs (Otware Delphine Idahu; Justine Taban Juma; Hidita Scovia Beda) Meeting with 3 enumerators of Value Chain Survey (Ohiri Thomas Makario: Jacob Odong Simplicio; Atim Susan)
Fri Dec 6 th	Debriefing Field Office Coordinator Mark Okongo Meeting at RUFU office with Nigeria Regina Natima Delayed flight back from Torit to Juba (MAF) Logistics for Yambio trip
Sat Dec 7 th	Fine-tune questionnaire together with Amule (ME officer)
Sun Dec 8 th	Discuss with Enkas Chai and Teshale Endalamaw (Cordaid)
Mon Dec 9 th	Flight Juba to Yambio Courtesy Visit to MOAF Meeting with Cordaid (Aloro, Teshale Endalamaw) Preparations for enumerators
Tue Dec 10	FDG with Napisi Cooperative FDG with Ghabat Cooperative FDG with 4 women from Gabati Cooperative Meeting RRC/Gbudue state (Joseph Salvatore Nzaku) Meeting UNOCHA Kanyi Abdu Meeting FAO Louis Bagare (head of Office)
Wed Dec 11th	FDG Saura I Cooperative (approx. 11 women, 6 men) FDG Saura Multi-purpose Cooperative Society (3 men, 5 women) CMDRR committee Saura boma (12 members) Boma chief Simon James Meeting with delegation of Netherlands MFA and Netherlands Embassy Henny Gerner IGG, Nicole Maes Policy coordinator DAF, Vincent van Roon DAF, Fahad Saher (Policy Officer, Humanitarian Affairs) DSH, Ronald Siebes DSO, Richard Aludra (Policy Officer Water, Private Sector Development); Michel Deelen (Head of Development Cooperation), Noeke Ruiters (Rule of Law), Marc Mazairac (Development Cooperation)
Th 12th	Meeting with UNMISS Civil affairs (Emanuel Dukundane) and political affairs officer (Geofrey Omon) DG Min of Agriculture, Forestry , Fisheries and Environment, Mariano. Mangu Alex Anibikumba Peter, Agriterra Wanga Emmanuel (adj. director), and Kirima Paul Augustino, extension worker (RDAA) FDG with 5 enumerators Benjamin Ndikiri SPARK BDA Dinner with Cordaid staff in Yambio
Fri Dec 13	Return flight Yambio to Juba Meeting with Lokule Yengi
Sat Dec 14	Prep for meetings and/or reports writing

	Teshale Endalamaw
Sun Dec 15	Godfrey Omondi
Mon Dec 16	Debriefing, sensemaking meeting including Cordaid: Teshale Endalamaw, Lokule Yengi, Amule Robert Elly, Godfrey Omondi, With SPARK: Lauren XX, Agriterra: Henk Pot Travel back to Amsterdam
Tue Dec 17	Arrival to Amsterdam
	For data analysis and report writing – from the Hague; Including draft submission, comment by the team, Skype discussion

Annex three: Future Action Research agenda

As explained in chapter 2, this first year the AR questions were a combination of specific questions and more general evaluation questions related to whether MTOs were achieved.

The AR-cycle is that AR will be done once a year. The next AR will take place in Nov., and Dec. 2020.

The next round could be a similar general AR as this year. Alternatively, specific AR questions could be posed which would lead to a more specific AR agenda. This needs to be discussed in the course of 2020

In an agricultural project AR it might be needed to do AR at the appropriate moment. So, this could be done earlier in the year – possibly organised from a distance, involvement in the design of the AR, instructing the local staff, and being involved in the analysis. E.g. the issue of marketing seems to be opportune in Jan. 2020; if research is done on whether the GAP- training on planting in a row leads is effective and that this is practised by the farmers (gender specific) and whether this would increase the yield August about the opportune moment could be in August or September.

possible AR questions:

Context analysis and support the implementation of conflicts sensitivity

- Working in SPLA-IO areas, what are experiences and how to improve? Or working in environmentally problematic area (flooding) how to work in these areas?
- How to overcome an unwanted preference for urban and peri-urban target group
- Work out examples, or investigate examples in which the SSADP II could refer conflict issues to specialist organisations?
- Look how the collaboration with other organisations of emergency aid/development (e.g. returnee programmes, land rights, gender equality) works and how this could be improved
- What were the effects of the CMDRR trainings for conflict prevention and preparation for natural disasters? Link to conflict sensitivity and to regional level conflicts; What is the perspective of the CMDRR committees on the link between community conflicts and on the national conflict?

Making market work for the poor: from subsistence to agri-business

- Investigate whether the downsides (risks) of agri-business development are sufficient clear and what can the SSADP II do about this ?
- Investigate the results of Cordaid given seeds and tools to beneficiaries and come up with a recommendations to do this or not and eventually how?
- How do the selected beneficiaries align with the defined target groups in the original proposal that made use of the OECD/DAC typology of the ‘Five rural worlds’

- Work out a communication plan based on insight in the target group populations
- Look at the MSPs organised and do recommendation
- Given the political context, are there SMEs or cooperatives that deliberately operate below the radar, to minimise exposure to risks and circumvent relations of mistrust
- Analyse cooperatives in South Sudan with as a starting point the different interests of the stakeholders in a cooperative. How do cooperatives solve arising conflicts? What internal tensions are there in a cooperative? How can training help to mitigate? What can staff do to help?
- Value chain development is recommended by the World Bank as an activity that can bring back trust (social capital) after a crisis or conflict. How can the SSADP II be implemented such that it optimally contributes to the increase of social capital?

Gender

- Analyse gender roles in FEMA cooperatives, businesses, CMDRR, and identify obstacles to women participation in trainings (transport, children, unwillingness of the husband that his wife participates)
- Analyse whether women indeed benefit more from the SSADP II activities (specific per category). It would be interesting to look at the data and analyse which women under which circumstances benefit from the SSADP II.
- Are women used as cheap labour instead of being full-fledged partners in the FEMA groups and cooperatives?

Effectiveness of trainings:

- Investigate if the training approach is flexibly applied to cater for differential needs of beneficiaries (or was there not a possibility to deviate from a pre-set format)
- Investigate the shortcoming of the ToT approach. Is it indeed less effective than a direct training approach?
- Investigate if the training on demonstration plot approach is effective
- Investigate further how much the beneficiaries remember from a training (on crop production techniques, Good Agricultural Practices (GAP), post-harvest handling, value addition, profit margin calculation, group governance and membership mobilization) directly after a training, see how much they apply to their own field and keep track of how much their yields increase (gender sensitive)
- Is training women or training men more efficient regarding different crops? e.g. is the adoption rate of a training on GAP, e.g. on planting in row higher among a women or among men?
- Do the trainings include former rebels, IDPs, returnees etc.? Are special activities needed to include them and to make the trainings successful?

Access to finance

- If RUFII increases its portfolio (beyond the targets of the SSADP II) of giving loans what are the risks and how and where can this best be done?
- What additional hurdles do returnees and traumatised participants need to take to successfully receive and pay loan?
- How can a communication plan be setup to avoid disappointments and rumouring about the SSADP II and RUFII.
- AR could accompany, give background information to and facilitate a principled discussion on the role of the local implementing partners of Cordaid

Annex four: Conflict Sensitivity in the SSADP II

In actual circumstances in South Sudan, it is a first condition that Cordaid and its partners implement the SSADP in a conflict sensitive way. Even though the SSADP programme is not designed in the first place to directly build peace or directly mitigate the effects of conflicts, a good understanding of the drivers of conflict is of the utmost importance. Application of the principle of conflict sensitivity does not only lead to more effective decision-making and programming, but also to better risk management. Further, it ensures do-no-harm and contributes to 'doing good'.

Our approach towards conflict sensitivity largely follows the proceedings laid out in a practical tool recently published.¹³⁸ Conflict sensitivity is translated into three programming strategies:

- a focus on do-no-harm (avoid negative impacts), e.g. targeting specific groups (social, ethnic, etc.) or geographic areas could reinforce or create grievances by exacerbating societal divides and prevent negative coping strategies in the face of food insecurity,
- maximising positive effects on stability without changing the primary objectives; e.g. to provide beneficiaries with a (socio-economic) perspective in agribusiness, increase contact of groups across societal divides along a value chain, and provide incentives for drivers of conflict to support stability,
- deliberately design and adapt objectives to improve stability (a.o. based on results of action research).¹³⁹

Conflict sensitive programming may result from formal policy and explicit objectives, but is most effective once anchored in the day-to-day practice of the practitioners.

Conflict analysis

The SSADP II is necessarily built on a thorough understanding of the drivers of conflict, based on a conflict analysis that needs to be updated regularly. This includes understanding the causes and drivers of conflict (who, what, where, when) that determine (in)stability and analysing to what extent these factors can be influenced by means of the SSADP. This also means gaining insight into the needs of and relationships between different stakeholders to promote inclusiveness and to avoid biases. The focus is on the 'everyday peace'¹⁴⁰ of the selected beneficiaries and communities.

By adequately identifying limitations and options, appropriate choices will be made in terms of target groups and areas. Geographical targeting is very much a conflict sensitivity issue. This includes questioning whether the selected area is in fact most opportune. Typical questions are: Are interventions in certain sectors more likely to foster collaboration between groups of people? Is it at all possible to work in the area, given its conflict history and context? Are there other areas where we could have greater impact (on stability)?

Complementarity with other interventions

¹³⁸ See 'Food security & stability - A tool for conflict sensitivity in FNS programming' Bolling & Goris, The Broker <http://www.thebrokeronline.eu/content/download/81709/815555/version/1/file/Tool+for+conflict+sensitivity+in+FNS+programming.pdf>. This tool was particularly developed for FNP interventions in fragile settings for embassies. Also ref to report of meeting by Marja Reijerse: 'Verslag van Honger naar Hoop – Zuid Sudan' of 12 February 2018 at Ministry of Foreign Affairs. In the case of South Sudan, the application of other approaches sometimes leads to too optimistic assumptions about conflict developments (e.g. Measuring Achievements in Private Sector Development in Conflict-Affected Environments Practical Guidelines, January 2013 DCED). Compare also context developments during the SSADP I.

¹³⁹ The CMDRR approach overlaps with the principle of conflict sensitivity. The locally implemented CMDRR includes a focus on potential natural hazards risks (see CMDRR approach).

¹⁴⁰ See conflict analysis section 3.1

Conflict sensitivity implies a focus on complementarity with other programmes, not in the least to avoid programmes working against one another. An important way to contribute to stability without adopting it as an explicit goal is to establish collaborative ties with other initiatives implemented in the same area. Synergies can result in increased efficiency and impact. SSADP and other programmes can build on and bolster each other's efforts by working together in various ways:

- to further (beyond what is done already) consult other organisations and donors at the base line stage and identify possibilities for synergies and learn from their experiences. This includes discussing options to link initiatives and establish cooperative ties,
- to link up to relevant donor and NGO consultation and coordination mechanisms at the respective intervention levels,
- to active cooperate with implementers that focus on other aspects of emergency aid/development (e.g. returnee programmes, land rights, gender equality) or on security (e.g. safety, rule of law, peace mediation),
- to adjust SSADP-activities to programmes of others, and even sometimes refrain from doing planned activities,
- to adjust the sequencing of the SSADP activities (e.g. by working on seeds and tools programmes before starting agribusiness activities), coordinating (smaller) initiatives around a lead programme (e.g. by complementing value chain development with the provision of safe access to markets).

Long term perspective

- The development of Agribusiness supports beneficiaries in the longer term. 'Having little future perspective' can drive people to seek illicit – and often conflict conducive – means of making a living or moving away. Thus, a sustainable contribution to stability can only be achieved if the programme offers beneficiaries a long-term perspective, which matches with their needs and goals. This includes strategies to sustain perspective in the face of conflict – i.e. increasing resilience – for instance by preventing households from selling off their productive assets.
- Agribusiness development pulls beneficiaries out of food aid and early recovery and in the end leads them to produce for the market. This is the only road to development. However we realise that this also harbours a risk: producing for a market leaves behind subsistence farming and other traditional coping strategies. One coping mechanisms of SME's in fragile settings is to not continue growing and stay under the radar in order to avoid public attention.
- Since many stakeholders and organisations are interested in developing longer term (agribusiness-)perspectives, - particularly when IDP's and refugees return -, is important to carefully document successful interventions in order that these can be repeated.

Flexibility (adaptive programming)

- In South Sudan, as we have seen in the SSADP I, circumstances change quickly and dramatically. This may require a rapid and sometimes drastic change of the course of the programme.
- It may be difficult for parties 'higher up the chain' to stay fully informed about local dynamics and respond to them swiftly.
- A successful implementation of the SSADP relies on:
 - 1 flexibility of the Theory of Change and programme design. There should be a possibility of shifting targets, outputs or outcomes as the context evolves.

- 2 the capacity of implementers to stay up to date (update conflict analyses) and cope with the ad hoc challenges of the SSADP as its implementation progresses.

Operational

- It are the field staff, local organisations and their staff who will shape the conflict sensitivity approach in the day-to-day practice. They will be supported beyond the initial conflict analysis. This requires:
 - 1 Regular monitoring and contact (if the context allows, including field visits) in the chain
 - 2 Training of relevant persons in conflict sensitivity (staff members who play a key role in the conflict analyses and the adaptive planning processes)
 - 3 relationships of openness and trust between the actors
- It is important to recall that there are often different perspectives on conflict sensitivity for instance: HQ and Field offices, local organisations and local organisations as the farmer field schools, value chain groups, CMDRR committees etc. The programme will cater for exchange possibilities of these perspectives.

Annex five: Cordaid framework for Enhancing Resilience in Fragile & Conflict-Affected Contexts

Linking Disaster Risk Reduction with Conflict Risk Analysis & Conflict Risk Reduction

Cordaid aims to enhance community resilience in disaster-prone and fragile / conflict-affected areas. The main goal of the Resilience (Disaster Risk Reduction) programme of Cordaid is: To assist vulnerable people and communities to become more resilient to disasters - in the face of climate change, environmental degradation and conflict / fragility - thereby enabling livelihood security, access to basic services, peaceful living, and inclusive economic growth.

Cordaid aims to enhance Resilience in areas affected by climate change & conflict (risks), because:

- About 30% of all disasters take place in fragile and conflict-affected areas. Thus many people are affected by both conflict or fragility and by natural hazards.
- 58% of deaths from disasters related to natural hazards (e.g. floods, cyclone, drought) take place in the top 30 fragile states [ODI, 2016], where there is lack of government capacity for Disaster Risk Management.
- Especially in fragile contexts, climate change has a multiplier effect on conflict. E.g. climate change leads to increased tensions or conflict over access to natural resources (water, land).
- Fragility and conflict decrease people's coping capacity regarding natural hazards, thus increasing their disaster risks.
- Migration and displacement – within or between countries - (partly) caused by climate change are increasing, and can cause tensions in the areas where people move to.

The Community Managed Disaster Risk Reduction (CMDRR) approach

Cordaid is using the Community Managed Disaster Risk Reduction approach (which also includes climate change adaptation and ecosystem management & restoration) to enhance resilience in fragile and conflict-affected areas. Through this approach Cordaid increases capacities of communities to become more resilient. CMDRR brings together multiple stakeholders, to jointly analyse and address disaster risks, starting from the community's knowledge on different hazard events and possible solutions. Cordaid trains local staff and partner organisations on how to facilitate the CMDRR process.

Development of a Conflict (Risk) Analysis Tool for use at local level

Nowadays, a quarter of the global population (about 1.5 billion people), live in societies affected by fragility, conflict and violence. To support their sustainable and inclusive development, it is of utmost

importance to analyse and understand local contexts and dynamics. When working in fragile contexts one needs to have systematic information about conflict issues as they relate to resilience activities. Consistent and comprehensive conflict (risk) analysis is needed to ensure a “do-no-harm” approach and to aim for deliberate conflict (risk) reduction through resilience / CMDRR interventions.

From Cordaid experiences re. enhancing resilience fragile and conflict-affected areas, we learned that the CMDRR approach as used is not sufficient to address conflict risk reduction. The Participatory Disaster Risk Analysis (PDRA) tool used is about analysing disaster risks linked to natural hazards (drought, floods e.g.); in fragile contexts there also is a need to analyse conflicts or conflict risks. The Cordaid Resilience programme focusses on addressing conflicts at local level, e.g. regarding natural resources. Thus it is important, on top of the PDRA, to do a conflict (risk) analysis at local level; and to work in a conflict-sensitive manner or to work deliberately on conflict (risk) reduction (depending on the context) in areas affected by both climate change & conflict.

For this reason Cordaid developed a draft Conflict (Risk) Analysis toolkit, as an annex to the CMDRR Training Manual. The toolkit focusses on doing a conflict (risk) analysis at a local level, by partner organisations and communities. The conflict (risk) analysis will then be used for context specific resilience programming, which can be differentiated in supporting *conflict sensitive resilience projects* and/or *conflict risk reduction activities*. This will enable organizations to increase their understanding of the contexts of conflict and fragility in which they work, and to reduce conflicts or conflict risk

Conflict Sensitive DRR versus Conflict Risk Reduction

(USAID definition) *Conflict sensitivity refers to the ability of an organisation to:*

1. Understand the conflict dynamics in the context in which they operate, particularly with respect to intergroup relations;
2. Understand the interaction between the (Resilience) intervention and the conflict dynamics in the specific context;
3. Act upon this understanding in order to avoid negative impacts and maximise positive impacts of the (Resilience) intervention (on the conflict dynamics).

To work on Conflict Risk Reduction, it is needed to add a 4th ability:

4. Make deliberate efforts to address drivers of conflict and to contribute to stability / conflict risk reduction.

Recommendations to enhance Resilience in fragile and conflict affected areas

- Need **risk analysis** re. both natural hazards & (possible) conflicts – incl. climate change info.
- Add a **conflict analysis** to ‘usual’ DRR work; assess level of conflict (local, national), conflict causes, conflict actors, conflict dynamics; work on conflict sensitive DRR or add conflict risk reduction (peace) component to DRR work, in context affected by climate related insecurity.
- Use **multi-stakeholder approach**: involve CSO’s, Gov., private sector, research (climate).
- Involve **different groups** (farmers/ pastoralists; IDP’s/ residents; youth/ elderly; men/ women).
- Develop **knowledge base**: how best to work on climate security, using DRR + CA approach.
- Advocate for **enhanced capacity** + financial resources at Government and CSO level to work on climate security: use DRR + CA approach to tackle CC related risks (conflict + nat. hazard)

The Cordaid Conflict (Risk) Analysis Tool – work in progress

The Cordaid Conflict (Risk) Analysis Tool will consist of 6 steps, similar to the CMDRR / Resilience approach. It can be used when planning and implementing Resilience projects in fragile and conflict affected areas. The main additional element is the Conflict (Risk) Analysis, which needs to be done as an addition to the Participatory Disaster Risk Analysis (PDRA). We use the term ‘conflict (risk) analysis’ because in some contexts a current or former conflict needs to be analysed, and in other contexts a possible conflict risk needs to be analysed. The 6 steps in the process are the following:
Step 1: Conduct a conflict (risk) analysis:

Key building blocks / components that need to be analysed are:

- Conflict Profile (incl. type of conflict, level of conflict – *local, national*)
- Conflict Causes (environmental, political, economic, socio-cultural)
- Conflict Actors (stakeholders involved, power relations, role in conflict)

- Conflict Dynamics (analysing trends, risks, opportunities)
- Summary of data, and analysis (high – medium – low conflict risk)

Step 2.a: Determine the scope / focus of the project (*part of planning phase*):

Discuss what is appropriate in the context: work on a conflict sensitive resilience / DRR project; or also work specifically on Conflict risk reduction (incl. peace dialogues e.g.)

Step 2.b: Community Action Planning for the Resilience project in a context / area affected by conflict or conflict risk and by disaster risk (linked to climate-related natural hazards)

Step 3: Establish or strengthen Community structures for the Resilience project. This may include existing development / DRR / other committees at community level, and/or specific peace committees.

Step 4: Implementation of Resilience measures, to address disaster risks and/or conflict risks.

Step 5: Monitoring and Documentation of the outputs and outcomes of the Resilience project

Step 6: Advocacy & Fundraising for upscaling the work done, to further enhance people's resilience.

The 5 components of the Cordaid Conflict (Risk) Analysis Tool

1. Conflict profile

- Is there an active / ongoing conflict?
- Is there risk of an upcoming conflict?
- At which level is the conflict / the conflict risk?: local (communal), district / regional, national, international.
- In the case of a local conflict: is the conflict internal (within a community), external (outside the community) or between the community and other communities ?

There are different 'levels' at which tensions / a conflict can take place (or risk of conflict). These need to be identified when doing the conflict (risk) analysis:

- *Local level; and then differentiate between: conflict within communities, between communities, or between communities and other groups (e.g. government, private sector, others)*
- *Regional level in-country (e.g. county / district / municipality level; or provincial / state level)*
- *National level; between different groups at national level (e.g. between political parties; government and other groups; different religious / ethnic groups)*
- *International level; between countries.*

2. Conflict causes

- What are background / structural causes of a conflict?
- What are the foreground / proximate causes of a conflict?
- What are the triggers contributing to the outbreak and/or continuation of the conflict?
- What new factors contribute to prolonging conflict? (e.g. changing climate, migration)

i.e. Political factors, Economic / Livelihood Security factors, Socio-cultural factors, Environmental factors (incl. Climate Change factors), Security factors?

Many underlying factors of fragility and (risks of) tensions / violence / armed conflict relate to:

- *Increasing pressure on natural resources (access to land and water <-> climate change) and increased competition over these resources by the population,*
- *shrinking ecological space to secure livelihoods (linked to private / government investments),*
- *lack of protection against natural hazards, leading to displacement (<-> climate change), also linked to weak government capacity.*

These are identified in the 'conflict causes' component of the analysis.

3. Conflict actors

- Who are the main actors?

- b. What are their interests, goals, positions, capacities?
- c. What is the relation between the parties? And within the parties?

There are different 'actors' / stakeholders in a conflict, that need to be looked at. Conflict and / or tensions [not only focus on armed conflict] can be:

- *within communities (e.g. different age / gender / religious groups; abled / disabled; ethnicity),*
- *between communities (based on different livelihoods; different ethnicity / religion; rural vs. urban; residents vs. IDPs vs. refugees),*
- *between communities and other groups/ stakeholders (e.g. government, private sector, militia)*

4. Conflict dynamics

- a. How did the conflict develop over time? What are the trends?
- b. What are the main events and episodes?
- c. What are the most important changes in actors, issues and society at large?

5. Analyse the conflict risk

- a. Summary of step 1-4 with prioritization of certain important elements included.
- b. leading to indication whether there is high / medium / low risk of conflict in the area.

If there is a low risk of conflict, you can still work on conflict-sensitive programming. If there is medium / high risk of conflict, you can further reflect on conflict risk reduction programming, looking at: What factors can contribute to peace (relating to conflict causes)?; What capacities for peace can be identified (relating to conflict actors)?; What are windows of opportunity (relating to conflict dynamics

