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COUNTRY PROGRAMMES

Agenda item 8

For approval

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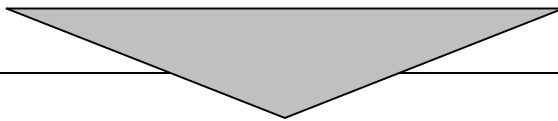
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COUNTRY PROGRAMME— SUDAN (2002–2006)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

This Country Programme (CP) builds on the Country Strategy Outline (CSO) presented to the Executive Board in October 2000. The CSO Executive Summary is attached as Annex I.

¹ Since the CSO was presented to the Board one year ago, there has been no major change in the complex emergency situation in the country. The Sudan continues to require large-scale humanitarian assistance, concerted moves towards peace and assistance for recovery and development. WFP is confronted with the need to deliver the greater part of its assistance to the Sudan through relief operations, while exploiting the limited opportunities available to promote recovery and encourage development.

This Country Programme is fully harmonized, in terms of its objectives and timing, with the United Nations Development Assistance Framework (UNDAF), which is in the process of being completed by the United Nations Country Team in the Sudan. In line with the United Nations General Assembly's call for "a comprehensive approach to countries in crisis", ² the Country Programme aims towards greater integration between the development programme and WFP relief and recovery operations in the Sudan.

The CP's core component consists of two main interlinked activities: school feeding and food for work. The first of these also includes a mother and child nutritional support element. Food for work is mainly in support of improved water access in semi-arid areas, with special emphasis on increasing the food security of women. It also includes strengthening educational infrastructure in support of the school feeding component.

This core development component, while relatively modest in terms of resources, will be implemented in a flexible manner, strengthening the ties between the relief, recovery and development categories of WFP assistance to the Sudan. Eventually this approach will be reflected in the transformation of the latest in a long series of emergency operations (EMOP 10048.0—Food Assistance to Populations Affected by War and Drought) into a longer-term protracted relief and recovery operation (PRRO). This PRRO will be compatible with the development programme—the two will have shared goals, mutually supporting implementation strategies and a common approach to advocacy.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives, which may be selected and combined in accordance with the specific circumstances of the recipient country. This CP addresses primarily two of these Enabling Development policy objectives, 2 and 3, namely:

- Enable poor households to invest in human capital through education and training; and
- Make it possible for poor families to gain and preserve assets.

The CP includes two further development objectives, namely, to mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind; and to enable young children and expectant and nursing mothers to meet their nutritional and nutrition-related

¹ The 1999 estimate of per capita gross national product (GNP) for Sudan has been revised upwards from US\$290 (the figure indicated in the CSO Executive Summary) to US\$330 (World Development Report 2000/2001). The under-5 mortality rate is estimated to be 109 deaths per 1,000 live births (UNICEF, 2001).

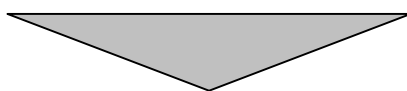
² United Nations General Assembly Triennial Policy Review, 1999.



health needs. The latter two objectives, while very important, would assume greater prominence if, in addition to the basic development budget, supplementary development resources were to be made available to WFP for the Sudan.

For the proposed Sudan Country Programme covering the period 2002–2006, the Executive Director requests that the Executive Board approve, under the development programme category and subject to the availability of resources, US\$38.8 million, representing all basic direct operational costs, and to endorse US\$18.4 million for supplementary resources.

Draft Decision



The Board approves the Country Programme for the Sudan (2002–2006) (WFP/EB.3/2001/8/8).



STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. The key question, not only for the Sudan but also for many countries around the world suffering protracted crises, is how to avoid postponing development assistance indefinitely for people affected by those crises. Instead of adhering to the conventional model in which development follows emergency, it becomes necessary to consider ways of strengthening basic elements of development assistance while a crisis is still unfolding. In order to do this, the Sudan Country Programme has a focus on the basic prerequisites for development—in particular, the promotion of peace, the development of local capacity and the satisfaction of basic needs (food, health and education). While emergency activities continue to protect lives and livelihoods in acute crisis situations, development opportunities will be sought out in the interstices of emergency work, rather than framed as separate proposals. All WFP assistance to the Sudan, whether for the drought-prone areas of the north or the war-torn areas of the south, has the common goal of creating better opportunities for food-insecure people to develop their capacities to confront crises and contribute to peace-building, recovery and development.
2. Under conditions of prolonged, violent conflict, development activities will have to be linked with protection: of civilians, because they have become a primary target of war; of women, because they are subject to violence and exploitation; of children, because of their particular vulnerability; and of humanitarian resources (including food), which are prone to predatory attack.
3. The greater part of WFP assistance to the Sudan is still likely to address emergency needs. However, the Country Programme, in addition to its central role with regard to all activities funded under the WFP development category of assistance, will have a role, under the broad framework provided by the CSO, in strengthening recovery and development components under other categories of WFP food aid. The next phase of assistance to drought- and war-affected populations will be provided under a PRRO (conditions permitting), thereby expanding the scope for longer-term recovery and development-oriented work in areas hitherto regarded as mainly the preserve of emergency, while maintaining full capacity for effective emergency interventions, when and where needed. The recovery components of the eventual PRRO will to the extent possible share the CP development priorities in the fields of educational and nutritional support, the creation and the rehabilitation of assets, and the mitigation of the negative impact of emergencies.
4. Up until now, WFP's development activities have been concentrated in the more peaceful areas of the Sudan. In future they will be considered for all regions. Peace-building, for example, is most appropriate in strife-torn parts of the country. Capacity-building, a prerequisite for development, must be concentrated in the war-affected zones, where such essentials as infrastructure, development partners and basic security are hard to come by. Education must be promoted where it exists the least. According to this way of thinking, it is not the most amenable but the most needy areas that should attract the largest volume of development assistance, even though development in turmoil has a higher initial cost and lower initial return, and despite the fact that it is not easily distinguishable from emergency activity. This approach challenges traditional categorization of assistance, but also facilitates the move from a emergency to a protracted relief and recovery mode. In this sense, the Country Programme paves the way for development interventions not only in the more peaceful north but also in the strife-torn south of the Sudan.



5. There will be a greater emphasis on advocacy. Having a large and dynamic presence in the country brings with it certain responsibilities, and under the Country Programme WFP's country office will put its considerable experience to greater use by speaking out more strongly and having greater influence on decisions related to food security issues. Food for work, food for education and food for health will be major areas of concern. The interrelationship between food security and peace will be increasingly underlined.
6. The need to design development interventions in the context of the country's emergency situation was emphasized in the Sudan CSO, presented to the Executive Board in October 2000. While fully endorsing the document, the Board emphasized that issues such as disaster mitigation, protection and partnerships should be given due consideration. Such concerns have been taken fully into account.
7. Since the presentation of the CSO, conditions in the Sudan have not improved. The humanitarian ceasefires have lapsed. The war continues to displace millions and affect the lives and livelihoods of millions of others, especially in the south. The north has received further large influxes of internally displaced persons (IDPs), thus putting more pressure on the limited resources and services available. Several parts of the country have been affected by a damaging drought, exposing large numbers of people to the peril of starvation and prompting yet another WFP appeal for substantial emergency food assistance. The number of refugees along the Ethiopian and Eritrean borders has not been significantly reduced. The current exploration for oil may well have a stabilizing effect in the long term, but there are indications that at present it is rather a source of additional tension within the concession areas. In short, there is little to suggest that any dramatic improvement in the economic and political situation is at hand. While WFP will retain the flexibility required to adjust its CP to changes in the situation, it is realistic to assume that the Sudan will continue to need large amounts of emergency food and other humanitarian aid for a considerable time. Therefore, the Country Programme has been designed accordingly.

PROGRAMME OF COUNTRY ACTIVITIES

8. The core of the Country Programme, the development component, consists of two interlinked activities: school feeding and food for work. The first of these includes a mother and child nutrition support element. These activities are not new to WFP, nor to the Government and other partners—both school feeding and water harvesting are currently supported by the Programme. The small mother and child nutrition support component builds on experience from an earlier joint WFP/UNICEF emergency programme. Activities under the Country Programme will continue to be integrated with those of other actors in order to mutually reinforce benefits to the poorest and most food insecure. All activities fully respond to government and United Nations priorities.
9. On average, development projects account for only 15 percent of the total WFP contribution to the Sudan, with the remainder going to relief operations. The Country Programme, while constituting the framework document for this relatively small proportion of the WFP portfolio, also provides the conceptual framework for all WFP activities in the country; it will impart greater coherence and direction to work in the domains of both emergency and development. Linkages will be strengthened and the developmental components will have an enhanced emergency response capacity.
10. Most important, the transformation of the EMOP into a PRRO will take place in a manner compatible with the focus provided by the Country Programme. This



transformation process will lead to greater coherence among WFP's programmes in the Sudan. The intention is to articulate an explicit and persuasive rationale for what WFP aims to achieve in the country, in terms of peace-building, through more clearly defined advocacy goals. To this end, the promotion of women's interests will be more focalized. The potential for disseminating information on HIV/AIDS will also be more fully realized.

11. Water harvesting, the main component of the food-for-work activity, is already having considerable success, not only in mitigating the effects of drought, but in reducing the burden of work on rural women in drought-prone areas. Being the main beneficiaries, however, does not mean that women will perform all the work, as is the prevailing tendency; this is where advocacy and the food-related activity can come together in a powerful coalition. A major part of the programme will be directed to school feeding, and ways of expanding this activity will be vigorously pursued. School feeding takes place at a formative stage in children's lives and presents opportunities to deliver a message of hope and civic responsibility that is just as important as providing food.
12. Apart from the major emergency operation of assistance to war- and drought-affected people (EMOP 10048.0, approved in April 2001), WFP also continues to support Ethiopian and Eritrean refugees, who have been in the Sudan since 1967, under PRRO 6189.00 and EMOP 6250.00.

Country Programme Resources and Preparation Process

13. As detailed in Annex III, the proposed basic programme requires about 89,000 mt of food commodities over the five-year period. Direct operational costs (DOC) amount to US\$38.8 million. This proposal is based on WFP's expected level of resources for development activities; the needs, however, are considerably higher.
14. In view of resource constraints and the strong justification for a continuation of the current level of support by WFP to school feeding activities in the Sudan, educational and nutritional support will receive about 76,000 mt, or 85 percent of the basic programme resources. Of this quantity, 3,666 mt, or about 5 percent of the activity total, will be made available for a small mother and child nutrition support component, in order to begin to address the severe problems of vulnerable groups in the very poor and food insecure communities targeted by the school feeding component.
15. The balance of basic programme resources, about 13,000 mt, or 15 percent, will be allocated to food-for-work activities, about 90 percent of which will be in support of water-harvesting activities and 10 percent in support of education infrastructure.
16. A supplementary budget of US\$18.4 million in DOC has been included for increases in both basic activities, which could be initiated quickly, should additional resources become available for the Sudan.
17. This proposal takes into consideration past experiences, including periodic management reviews and sector appraisals and evaluations. The Country Programme preparation has benefited from the parallel work on the Common Country Assessment (CCA) and the UNDAF. This has been particularly useful in that it has resulted in a common United Nations agency position on the need to work towards the creation of a peaceful, enabling environment for development without neglecting continuing emergency requirements. The five-year programming cycles of UNDP, UNICEF, the United Nations Population Fund (UNFPA) and WFP will be harmonized from 2002. The adopted approach in the Sudan, with emergency and development assistance interacting, is also fully in line with the General Assembly's call for "a comprehensive approach to countries in crisis".



18. The Government, United Nations sister agencies, donors and non-governmental organizations (NGOs) were consulted during the preparation of this Country Programme.

Basic Activity 1: Educational and Nutritional Support

Strategic Focus

19. WFP is currently implementing a project to benefit 335,000 children in the poorest and most food insecure areas of northern Kordofan, northern Darfur, western Darfur, western Kordofan, the Red Sea State and Kassala, under development project Sudan 6190.00—“Assistance to Primary School Girls and Boys and Secondary School Girls”. This three-year project was approved by the Executive Board in October 2000, and will continue in its present form under this Country Programme. The current phase reflects the recommendations of a WFP review-cum-appraisal mission, with the participation of UNESCO, in November 1999, which endorsed continued WFP assistance to school feeding in these six states of northern Sudan. In the areas targeted under the existing development project, primary school enrolment rates are generally very low and girls’ enrolment rates in some areas are as low as 22 percent. The Country Programme will, therefore, continue to provide assistance through school feeding in these very food insecure areas.
20. In southern Sudan, an emergency school feeding activity, mainly for IDPs, is included under the ongoing emergency operation. This component will be continued and needs to be expanded in the future under the proposed PRRO. There is an urgent need to extend support to school feeding to other areas in the south, taking into account lessons from WFP’s long experience in northern Sudan and progress towards peace in the region.
21. Many children are malnourished when starting school and consequently disadvantaged with regard to their learning capacity and ability to attend classes. A small mother and child nutrition component has, therefore, been included in this activity to help prepare young children for school and to ensure that their mothers regain their nutritional health.
22. The activity will thus address mainly Enabling Development policy objective 2: enable poor households to invest in human capital through education and training. The mother and child nutrition component included under this activity, while linked to this educational objective, will indirectly also meet Enabling Development policy objective 1: enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs.

Problem Analysis

23. Basic education faces problems in the Sudan with regard to both enrolment and drop-out rates. Primary school enrolment figures are alarmingly low, at about 50 percent in northern Sudan and 15 percent in the south. Only half of those enrolled complete primary school. The low enrolment rates for girls are attributed to the cost of schooling, long distances and sociological factors such as early marriage. Currently, the WFP-assisted school feeding project is implemented in six of the poorest states in government-administered regions of the Sudan, and given the local authorities’ limited resources, this assistance is proving to be a crucial factor in supporting the educational system in those areas. The other major source of support is the local community.
24. The Government is committed to universal primary education for all children from 6-13 years of age. However, in the country as a whole and in those states where WFP currently operates a school feeding programme, there are insufficient schools to provide full



educational coverage. Those children who do go to school find poor infrastructure, badly trained and unpaid teachers and an absence of teaching materials.

25. Throughout the Sudan, basic education is in crisis. Massive expansion in primary education is far beyond government capacity. For cultural reasons, girls are particularly disadvantaged. Nomadic children also have difficulties attending school, particularly in northern Darfur. But the worst situation exists in the non-governmental areas of the south, where no formal schooling is available.

Objectives, Intended Outcomes

26. The long-term activity **objective** is to improve the food security, and the quality and level of education, for primary and secondary schoolchildren, especially girls. Food aid will contribute to reducing gender disparities by targeting areas where the enrolment rate for girls is low, and stabilize rates of attendance for both boys and girls. The activity will also contribute to efforts aimed at promoting education among the nomadic population, particularly of northern Darfur. A secondary objective is to meet some of the special nutritional health needs of pre-school children and their mothers.
27. There are three major problematic issues facing primary education in the Sudan: coverage, quality and disadvantaged groups, especially girls. WFP will continue to give priority to girls' education according to established and agreed-on guidelines: In any region selected for WFP assistance, all girls attending primary day schools and boarding institutions at both the primary and secondary levels will be covered.
28. The main issues with regard to quality improvement relate to school infrastructure and teachers' training and salaries. WFP's contribution to infrastructure improvement is limited to support of latrine construction at girls' schools—an important factor in attracting girls to school and keeping them there—and the provision of additional classrooms through food for work, in collaboration with UNICEF and the Government. Continuing strong community backing is essential to retaining qualified teachers through the provision of salary supplements (e.g. chickens, goats and free meals).
29. As regards coverage, the south constitutes the greatest challenge. At locations where school feeding is deemed appropriate, WFP will establish partnerships with UNICEF and other organizations in order to provide an appropriate education package. This assistance will initially be provided through the current EMOP and the planned PRRO.
30. The intended **outcomes** of this activity are increased school attendance, particularly by girls, and relief from short-term hunger.
31. The following **outputs** are expected:
 - An average of approximately 310,000 children per year, attending primary day schools, will receive breakfast at school.
 - An average of 20,000 children a year, mostly girls but also some nomadic boys, in primary and secondary boarding schools, will have two meals a day.
 - The ratio of girls attending school in the targeted areas is expected to increase from 44 to 53 percent over the five-year duration of the activity, through improved infrastructure, increased advocacy/community awareness and the provision of school meals.
 - An annual average of 5,000 malnourished women and 9,000 pre-school children will receive food rations under the mother and child nutrition component of this activity.



The women will be trained in basic health. Possibilities to link up with a planned HIV/AIDS awareness campaign will be explored.

The Role and Modalities of Food Aid

32. WFP provides a dietary supplement in the form of school meals to girls and boys attending primary day schools, girls attending primary and secondary boarding schools and a small number of nomadic children. The meals serve as: (i) a nutritional support to alleviate short-term hunger; (ii) an incentive to parents to send their children to school; and (iii) an indirect income transfer to the children's family.
33. The appropriateness of WFP assistance with regard to school feeding has been well established through projects Sudan 531 and 6190.00. The Country Programme activity will build on experiences accumulated in these projects.
34. About 10 percent of the resources under Basic Activity 2, Water Harvesting and Education Infrastructure, has been set aside as direct support to the school feeding activity, mainly through the construction of classrooms. Such food-for-work interventions will be expanded in the event of crop failures, thus reducing the need for emergency food distributions.

Implementation Strategy

35. WFP will continue to work through the relevant state and local authorities in the targeted areas, forming partnerships as required. WFP will, in particular, both rely on and support local community participation in this sector. The communities are organized at the village level into community and parents' committees, contributing in the form of school fees and donations, including the payment of cooks' salaries. The crucial role played by the communities makes them essential partners and constitutes a solid base for the activity's long-term sustainability.

Beneficiaries and Intended Benefits

36. The majority of beneficiaries will be day-school students, their number averaging 310,000 per year, with about 145,000 of them girls.
37. Students in primary and secondary boarding schools for girls constitute the second category of direct beneficiaries. The average number for the five-year period is expected to be about 19,000. A start will be made to assist nomadic children in boarding schools. Numbers will be modest initially and then, in the final year of the Country Programme, are expected to reach 2,000, 40 percent of whom will be girls. The average number of nomadic children receiving two meals a day has been calculated as 1,000 over the lifetime of the CP, bringing the total number of children receiving two daily meals to 20,000.
38. An annual average of 5,000 malnourished women and 9,000 pre-school children will receive food assistance under the activity's mother and child nutrition component. As far as possible, schools will be encouraged to form cooperatives or young farmers' clubs. Through these bodies, school farms and gardens could be established to provide vegetables for the school feeding programme and to encourage the development of pro-environmental attitudes among children.

Support and Coordination

39. As mentioned above, the community and parents' committees will play a crucial role in the activity's implementation at the village level. Currently, the proportion of women on



the parents' committees is less than 50 percent. In the course of implementation, WFP will make efforts to increase this proportion through community awareness. Together with the head teachers, the committees will be responsible for organizing the school feeding, mobilizing local resources for the preparation of meals, paying cooks' salaries, providing complementary food and condiments and for initiating, where applicable, school gardening activities. The committees will also contribute the bulk of the schools' running costs.

40. In view of the budgetary constraints facing the authorities involved, WFP will continue to meet most of the costs of landside transport, storage and handling (LTSH). Where NGOs are implementing school programmes, WFP may contribute to meeting their costs related to the preparation of WFP food. Allocations will be made under the activity's budget for other direct operational costs (ODOC).
41. In northern Sudan, the Ministry of International Cooperation (MoIC) will have overall responsibility for the coordination of the activity and for policy guidance. The federal Ministry of Education (MoE) will be responsible for implementation through its decentralized bodies—the state MoEs and the provincial Directorates of Education. The Ministry of Health (MoH) will provide support for the mother and child nutrition component. In the south, WFP will support initiatives taken by other organizations. The activity will further strengthen WFP's partnership with the United Nations agencies operating in the education sector, namely UNICEF and the World Health Organization (WHO).

Monitoring Arrangements

42. Monitoring is a particular weakness of the current operation. Targeted schools are scattered, making it difficult for WFP and counterpart staff to visit all of them on a regular basis. Monitoring will be strengthened to ensure that all aspects of delivery, distribution and reporting are covered.
43. The relevant monitoring system will be outlined in detail in the activity summary. Principal indicators will include enrolment and attendance rates by gender. Other indicators will refer to the utilization of WFP food and other inputs. Suitable indicators for measuring the effectiveness of the participation of parents' committees will assist in assessing local community involvement and, indirectly, the sustainability of the activity.
44. Monitoring reports, aggregated at various levels such as those of school, district and province, will form the basis for WFP's country office project reports and standard project reports.

Cost Estimate (WFP, Government, Supplementary)

45. The activity will require about 76,000 mt of commodities, at a total DOC of US\$33.3 million over the five-year period.

Basic Activity 2: Water Harvesting and Education Infrastructure

Strategic Focus

46. This activity employs food for work together with some food for training and builds on WFP's positive experience in water harvesting in semi-arid areas of north Darfur and north Kordofan. WFP is currently supporting the construction of *hafirs* (ponds dug in depressions where a clay subsoil layer retains water). The activity meets Enabling Development policy objective 3: make it possible for poor families to gain and preserve assets. As a secondary objective, these assets also help to meet Enabling Development



objective 4: mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind. The activity has first and foremost a food and women focus; the created assets are to be seen principally as a means to enhance women's lives.

47. As noted under Basic Activity 1, above, about 10 percent of the food-for-work budget under Basic Activity 2 has been set aside as direct support to the school feeding activity, mainly through the construction of classrooms.
48. The construction of *hafirs* is likely to remain limited to north Darfur and north Kordofan, in view of resourcing constraints. The small educational support component will be available to all states where WFP provides other educational assistance under Basic Activity 1, above.

Problem Analysis

49. The western parts of the Sudan are semi-arid, with an annual rainfall of 300 to 400 mm. Only one third of the population has access to safe drinking water. Collection points are far apart. Villagers often spend every second day collecting water from remote sources; normally, it is women who carry out this arduous task in addition to their other duties at home and in the fields.
50. Health indicators confirm the poor nutritional status of the Sudanese population generally. Expectant and nursing mothers and children in food-insecure regions are the most vulnerable. Lack of water and related shortcomings with regard to sanitation compound existing health problems. Villagers in the areas frequently face severe water supply problems together with food shortages, and water supply is a top priority for these communities.

Objectives and Intended Outcomes

51. The ongoing WFP-assisted project Sudan 5745.00—"Improved Water Access in Semi-arid Areas"—has the long-term **objectives** of improving household water resources and enhancing the livelihoods of rural subsistence farmers. The project has had considerable success in mitigating the effects of drought, alleviating domestic water shortages, reducing women's workload and preserving the environment.
52. A central objective is to improve the situation of women by reducing the time spent on water collection. This will create space for pursuing more rewarding economic and social opportunities. The provision of food for work and food for training within the communities will reduce the need for seasonal labour migration in search of cash incomes; it will also provide relief from short-term hunger, which is particularly important during the lean season before the new harvest.
53. Throughout much of the region, *hafirs* are the main source of household water. While specialized technical support is needed for site identification, unskilled workers can undertake *hafir* construction and maintenance. Since they are located usually in open land with no tree cover, the *hafirs* will have to be properly protected in order not to silt up.
54. The food-for-work activities will be linked with the sanitation activities of the UNICEF-assisted Water, Environment and Sanitation (WES) Programme, which will receive assistance from WFP and the federal Government.
55. Food for work will also be used in support of Basic Activity 1, through the construction of classrooms and latrines, with the objective of enabling more girls to attend schools. This modest component will also have the flexibility required for timely responses through the scaling-up of implementation during periods of food shortage, if additional resources are



approved under the supplementary activities budget, and/or through an emergency operation in the case of a major drought.

56. The following **outputs** are expected under Basic Activity 2:

- 35 *hafirs* will be constructed (each with an average capacity of 15,000 cubic metres) and 25 (7,500 cubic metres each) rehabilitated;
- 30,000 households will have easier access to safe domestic water; and
- 30,000 rural households will receive health education and participate in the sanitation activities of the WES Programme.

Role and Modalities of Food Aid

57. The *hafirs* constructed under this activity will give the communities increased access to domestic water, particularly during the dry season. WFP rations will serve as an incentive for participants in food-for-work schemes during the lean season.

58. About 10 percent of the resources has been set aside for work related to the protection of the *hafirs*, such as planting trees as wind barriers. A similar allocation will be used as support to Basic Activity 1, mainly through the construction of classrooms. All food-for-work interventions will be expanded, in the event of drought and/or crop failures, through emergency food distributions in the affected areas.

Implementation Strategy

59. The activity will be implemented through implementing agencies, including government agencies and national and international NGOs. The international NGOs involved in the ongoing phase of the water-harvesting project include CARE, OXFAM and Fellowship of African and Islamic Relief.

60. Proposals for the construction or rehabilitation of *hafirs* and other food-for-work interventions originate from the community. NGOs, community-based organizations and relevant government agencies assist in activity implementation. The proposals will specify actions to be taken to prevent the water from being contaminated and the *hafirs* from silting up.

Beneficiaries and Intended Benefits

61. Rural communities with chronic water-supply problems will receive assistance. The activity will be implemented among communities that typically are unable to grow sufficient quantities of staple foods and that rely on migration to other areas as part of their strategy to cope with food shortages. The WFP food ration will replace, for one work season, the cash wage that would otherwise be obtained from migration, enabling able-bodied members of the community to remain in the village and participate in the *hafir* construction.

62. It is expected that at least 30,000 people will be provided with direct employment during the lean season when alternative income-earning opportunities are lacking. Approximately 180,000 people will have access to the *hafirs* and other assets created. Women and girls will benefit the most from having water resources closer to their villages, the collection of water for domestic use generally being their responsibility. Currently, women also make up the bulk of the construction workforce. Men will be encouraged to take more responsibility for heavier work components, with the less arduous tasks to be undertaken by women.



Support and Coordination

63. WFP assistance will meet an estimated 80 percent of the activity's total cost, with the government contribution covering approximately 20 percent.
64. UNICEF will contribute technical assistance, training packages and materials and will take responsibility for any therapeutic feeding programmes that may be warranted. UNDP may contribute towards the maintenance and protection of *hafirs* and may also support training and other programmes directly benefiting the communities, in particular the women.

Monitoring Arrangements

65. A standard system of monitoring and reporting will be instituted. Monthly progress reports will compare actual and planned achievements and list the expenditure incurred, food distributed and workdays utilized. Reports will be aggregated at the state level and sent to the main government counterpart, the Ministry of International Cooperation. The information will be consolidated, reported to WFP and used for the preparation of regular country office project reports and standard project reports.
66. WFP and MoIC monitors will provide regular field trip reports, including comments on the adequacy of the work undertaken, the availability of non-food inputs, the distribution of WFP rations, the ability of the communities to manage the completed ponds, and conditions of food storage and management.

Cost Estimate (WFP, Government, Supplementary)

67. The basic activity will require about 12,900 tons of food commodities, with total DOC of US\$5.5 million for the Country Programme period. Requirements for non-food inputs and various support arrangements will be specified during the planned appraisal.

Support Activities

68. **Training** of local communities and counterparts forms an essential part of capacity-building. Adequate allocations will be made under the ODOC budget lines of the two activities.
69. **A vulnerability analysis and mapping (VAM) unit** was established within the WFP Khartoum office in 1997. VAM capacity is currently being developed in the south through the WFP country office in Nairobi. Increasing reliance on VAM information collection methods has led to a widespread use of WFP data within the Government and among United Nations agencies and NGOs. This will be further developed with a view to facilitating inter-agency coordination. Given the existing paucity of baseline data, the establishment of gender-disaggregated databases and the strengthening of counterparts' capacities for information gathering, analysis and dissemination will remain a priority during the Country Programme period.
70. An early warning system for drought is in the process of development. Emphasis will in this context be put on building up the capacity of local authorities with regard to both collection and use of data. Expected expenditures will be included in each activity's ODOC.
71. **Gender mainstreaming** has been given high priority in both north and south Sudan operations. The country office has an impressive track record of empowering women in the most difficult of situations. A number of gender studies have been produced and workshops conducted, some in war-affected areas. WFP's northern sector office increased



the percentage of international women staff recruited from 37 in 1999 to 47 percent in 2000, and efforts in this direction will be continued throughout the course of the Country Programme. A gender task force that meets monthly has been in operation since 1998 and has been instrumental in the considerable progress towards the achievement of WFP's Commitments to Women. With the actual situation now well documented, emphasis will be on the advocacy role; WFP will use its influence to improve the situation not only of beneficiaries but also of Sudanese women in general.

Key Issues, Assumptions and Risks

72. The instability in the Sudan, caused by the prolonged civil war, makes it difficult to predict developments with any degree of certainty. The Country Programme is based on the assumption that the operational climate will remain largely as it is at present. WFP will, of necessity, have to adopt an opportunistic approach, introducing or expanding development elements whenever the situation allows. Given the CP's duration, considerable flexibility is needed to allow timely and appropriate responses to the changes that will undoubtedly take place.
73. The slow and limited progress in peace negotiations leaves the door open for continued insecurity and the outbreak of new hostilities. Natural calamities, such as renewed drought, can cause increased inter-tribal conflict as competition over water and pastures intensifies. Should this happen, concerns related to access and security may force WFP to revert to core life-saving interventions with reduced development activities.

PROGRAMME MANAGEMENT PROCESS

Appraisal

74. The current school feeding project was appraised in November 1999. It will continue as approved by the Executive Board until 2003. WFP expects to maintain its present level of support to this activity throughout the CP cycle.
75. The current water-harvesting project will terminate at the end of 2001. An appraisal mission for the continuation of this assistance as a food-for-work activity has been scheduled for September 2001.

Programme Implementation

76. Apart from specific arrangements for individual activities, a number of implementation issues relate to the CP as a whole. These include:
 - **Advocacy.** An important element in fulfilling the aims of the two activities, advocacy is also essential for the WFP contribution to peace-building, the advancement of women's issues, increasing the school enrolment rates for girls and for the promotion of better nutritional practices. WFP's role in this respect will be further strengthened.
 - **The WFP country office.** Staff capacities will need to be strengthened through training in project management, assessments and participatory rural appraisal techniques, gender analysis and commodity tracking. A programme for security awareness training (SAT) is in place and will be continued. Required provisions will be made under the direct support costs (DSC) of the activities.
 - **Partnerships.** In northern Sudan, the Government will be the principal partner, with NGOs occasionally involved in activity implementation. In non-government-



controlled areas of the south, partnership arrangements are governed by the Operation Lifeline Sudan (OLS) agreement on access. Until assistance can be effectively provided through the Country Programme to regions outside the Government's control, these areas will continue to be assisted mainly through relief operations.

- **Participatory planning and management.** The level of participation of the beneficiary communities themselves can be regarded as both a principal driver for, and a key indicator of, the progression from relief to development. Local capacity-building is an indispensable prerequisite for development in a crisis situation. Ultimately, supporting international organizations will have to transfer responsibility to local communities and authorities. To facilitate this, the activities will from the outset be planned with a high level of community involvement. In this context, the participation of women is of particular importance.
 - **Logistics.** OLS has provided WFP with a wealth of experience in the logistics sector. This will benefit the Country Programme. The cost-effectiveness of development interventions extended into the south can be improved by using existing facilities, such as stores, established for emergency operations. WFP may also be in a position to provide logistics services to other organizations.
 - **LTSH costs.** In view of the budgetary constraints facing the authorities responsible for moving and handling WFP food, and considering the Sudan's classification as a least developed country (LDC), WFP will contribute a major share of LTSH costs.
 - **Operational facilities.** In step with the anticipated gradual expansion of development initiatives in south Sudan, WFP's field presence needs to be strengthened. This can be achieved most cost-effectively through increased cooperation with implementing partners. WFP is considering the build-up of a network of operational facilities consisting of simple camps with basic amenities for staff to use during short stays in connection with distribution, monitoring, etc. WFP would contribute to the establishment of the facility but will leave its maintenance to the partners who have a permanent presence at the location. When these facilities are also required for ongoing relief operations, construction costs will be covered from emergency funds. Expenditures directly attributable to CP activities would be included in their budgets.
 - **Local purchases.** When in-country surplus stocks are available and cash resources provided, WFP will, as in the past, consider local purchases of cereals. Decisions on whether to import or buy locally will be based on price comparisons and delivery time considerations.
77. There are also areas with surplus production in the south. Purchases by WFP and other actors could well have a positive impact on local production. Prospects are hampered, however, by a number of constraints, such as the lack of an organized marketing structure, varying pricing systems, a lack of quality standards, the small quantities available with individual traders and logistical difficulties. WFP will continuously assess the situation and embark on purchases in the south only if this is confirmed as being practicable and cost-effective and if it will not have negative effects on local markets.

Exit Strategy

78. The geographical areas currently supported are the most deprived in the country. WFP's VAM unit will monitor those economic and social indicators that will measure changes in vulnerability. While WFP assistance is likely to be required well beyond the duration of this Country Programme, VAM data will assist in deciding on any changes that may be



warranted with regard to areas, sectors or population groups to be assisted. Data collected will be disaggregated by gender.

Sustainability

79. This is seen as a crucial criterion for WFP involvement in development activities in the Sudan. In this respect, particular attention will be paid to the participation of local communities and civil society to ensure continued support for the activities and the protection and maintenance of created assets.

Programme Monitoring and Audit

80. The monitoring and reporting system will be developed from practices already in use. Its primary aim will be to account for inputs and resultant outputs and outcomes. The information obtained will also help to identify problems and constraints that may require plan adjustments. Indicators referring to cross-cutting issues will be reconciled to ensure that data from various activities can be compared and aggregated. Data collection will be kept to the minimum required to measure progress: indicators for outputs, outcomes and, where feasible, impact will be carefully selected to ensure that they are relevant, accessible, affordable and unambiguous.
81. The individual activity summaries will provide details on the reporting requirements. The system will be based on the use of standard gender-sensitive checklists and reporting formats to ensure that data from various sources are consistent and comparable. Baseline data will be collected before the start of activities to allow measurement of achievements. The country office and the Ministry of International Cooperation will closely supervise the progress of all CP activities on the basis of periodic reports submitted by implementing partners and the findings of WFP monitors.
82. The WFP Country Director, in consultation with the Government, will appoint a qualified external auditor to produce annual audited and certified accounts for each activity.
83. Although there are no monitoring indicators for the non-programmatic aspects of the Country Programme (advocacy, overall framework), an effort will also be made to monitor and assess progress regarding these essential elements of WFP's work in the Sudan.

Supplementary Activities

84. As shown in Annex III, two Supplementary Activities are proposed. These are mainly expansions of the two Basic Activities. Thus Supplementary Activity 1 would allow an increase in the number of schoolchildren receiving WFP meals. Supplementary Activity 2 refers to an increase in the geographical coverage of water harvesting, benefiting women in particular, and additional educational infrastructure related to the school feeding component.
85. In addition, under Supplementary Activity 1, the possibility of expanding the scope of the activities by adding a new element has also been explored: the provision of WFP rations in support of training courses for teachers will encourage teachers to participate in that training and improve their skills. At present, teachers with only the Sudan School Certificate are accepted for teaching at the basic level. With less than 60 percent of teachers having received adequate training, the quality of teaching is clearly compromised. Improvements in this sector will have a direct and positive effect on the primary beneficiaries, the schoolchildren.



86. The implementation of supplementary activities will be subject to the availability of bilateral or additional directed multilateral funding. All WFP resources depend on voluntary donor contributions.

Evaluation

87. An evaluation of the Country Programme will be undertaken in 2004. Its findings and recommendations will then be available for the preparation of the next CSO.
88. The purpose of the evaluation is to appraise the country programme approach in the Sudan context in terms of coherence, focus, integration and flexibility. It will assess whether the Country Programme objectives remain realistic and attainable, given developments since the CP's inception. It will examine key subjects such as targeting, food consumption, sustainable asset-creation, partnerships, strengthening of local capacities and gender. Finally, it is expected to record lessons and recommendations for future Country Programmes and provide accountability to the Executive Board.
89. As the central theme of this Country Programme is an examination of the possibility of undertaking development activities in a country in crisis, an evaluation of the assumptions and premises upon which this thesis was based will prove valuable.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

90. For the proposed Sudan Country Programme covering the period 2002–2006, the Executive Director requests that the Executive Board approve, under the development programme category and subject to the availability of resources, US\$38.8 million, representing all basic direct operational costs, and to endorse US\$18.4 million for supplementary resources.



ANNEX I

EXECUTIVE SUMMARY OF THE SUDAN CSO (WFP/EB.3/2000/6/3)

Sudan is both a least developed and a low-income, food-deficit (LDC/LIFDC) country, with a per capita gross national product (GNP) of US\$290. The UNDP Human Development Report for 1999 ranked it 142nd out of 174 countries. Sudan is home to the highest number of internally displaced persons (IDPs) in the world—about 4 million, of whom approximately 2 million receive humanitarian assistance. Operation Lifeline Sudan (OLS), established in 1989, is the main mechanism for humanitarian aid in Sudan and incorporates the United Nations system and international NGOs. Within OLS, WFP is the principal partner for the provision of food and related logistics. Efforts to bring peace and stability to the country have not been successful, although in recent months there have been positive signs of a possible political settlement. The prolonged conflict has constrained economic development and severely eroded people's standards of living. Recurring natural disasters have compounded the extent of food insecurity in northern Sudan, and in southern Sudan, food insecurity has been the result of conflict-induced mass population displacement, poor infrastructure, insecurity and access problems.

In the absence of political stability, this Country Strategy Outline (CSO) for 2002-2006 recommends a cautious approach for the future Country Programme. Even under the best-case scenario, with significant progress in the peace process, it is recommended that WFP move gradually towards a development mode in southern Sudan. Flexibility is needed for an adjustment to evolving situations and needs. In the south, a gradual shift will be made from relief to a protracted relief and recovery operation (PRRO) in early 2001. WFP-supported development activities in northern Sudan will continue to be focused on food-insecure areas. These activities will help to strengthen the survival strategies of resource-poor rural households. Disaster-preparedness will receive appropriate attention in the planned Country Programme, including the setting up of early warning systems, a standardization of assessment methodologies, information-sharing among all partners and contingency planning. In accordance with decision 1999/EBA/2 of the Executive Board, the future Country Programme will address Enabling Development priorities 1, 2 and 3.

WFP is actively participating in the preparation of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF), the latter starting in January 2002 with the new programme cycle of UNDP, United Nations Population Fund (UNFPA) and UNICEF. WFP's Country Programme cycle will be harmonized with those of these sister agencies.



HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR SUDAN

The Board welcomed the CSO for Sudan and noted with satisfaction the proposed strategy, which was designed to be flexible and based on a range of scenarios in line with the evolving situation and needs in Sudan. The Board considered the middle-case scenario as the most realistic one on which to base WFP's plans and strategic options for the immediate future.

The Board welcomed WFP's gradual shift in southern Sudan from protracted relief towards rehabilitation and recovery. It also noted WFP's participation in the United Nations Common Country Assessment and preparation of the UNDAF, as well as the harmonization of the forthcoming WFP Country Programme with those of UNDP, UNFPA and UNICEF. A number of representatives expressed concern about the protection of children, including those recruited for the armed forces or militia. One representative informed the Board that, due to legal constraints, his country's aid was limited to humanitarian support.



ANNEX II

COUNTRY PROGRAMME—SUDAN (2002–2006)—LOGICAL FRAMEWORK SUMMARY		
Goal of Country Programme: Contribute to the improvement of the situation of vulnerable groups with regard to food, education and health		
Results Hierarchy	Indicators	Assumptions, Risks
Immediate objectives		
<ul style="list-style-type: none"> ➤ increase access to basic education ➤ reduce drop-out rates ➤ improve nutritional status ➤ relieve short-term hunger 	<ul style="list-style-type: none"> ➤ number of children who had access to education ➤ rate of drop-outs ➤ nutritional status of schoolchildren (rate of malnutrition) 	<p>Assumption:</p> <ul style="list-style-type: none"> ➤ operational climate is conducive to development <p>Risk:</p> <ul style="list-style-type: none"> ➤ security situation affects performance
Outputs		
<ul style="list-style-type: none"> ➤ 310,000 children each year will receive food at basic day schools ➤ 20,000 children will receive food at boarding schools ➤ proportion of girls will increase from 44 to 53 percent between 2002 and 2006 ➤ 25,000 women and 45,000 children will receive supplementary rations 	<ul style="list-style-type: none"> ➤ number of schoolchildren who received food at basic day schools ➤ number of children fed in the boarding schools ➤ Proportion of girls to boys ➤ number of women and children who received supplementary rations 	<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ parents are convinced of benefits of schooling, especially of girls ➤ active community support is forthcoming
Activity 1		
<ul style="list-style-type: none"> ➤ food (breakfast) distributed to all children in targeted day schools ➤ girls at primary and secondary boarding schools receive two meals daily ➤ nomadic children at boarding schools receive two meals daily ➤ supplementary rations distributed to selected women and children 	<ul style="list-style-type: none"> ➤ quantity of food (mt) distributed to day schools ➤ quantity of food (mt) distributed to primary and secondary boarding schools ➤ quantity of food (mt) distributed to nomadic schools ➤ quantity of food (mt) distributed to selected women and children 	<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ there is adequate technical financial support from partners ➤ there is adequate distribution capacity ➤ there are adequate facilities for food preparation ➤ there are adequate eating arrangements <p>Risk:</p> <ul style="list-style-type: none"> ➤ shortage of government funding affects performance
Inputs		
<ul style="list-style-type: none"> ➤ 54,500 tons of cereals ➤ 3,120 tons of CSB ➤ 10,070 tons of pulses ➤ 7,092 tons of vegetable oil ➤ 234 tons of sugar ➤ 1,030 tons of salt 		<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ sufficient quantities of food commodities are received ➤ food arrives at the schools in a timely fashion
Immediate objectives		



COUNTRY PROGRAMME—SUDAN (2002–2006)—LOGICAL FRAMEWORK SUMMARY		
Goal of Country Programme: Contribute to the improvement of the situation of vulnerable groups with regard to food, education and health		
Results Hierarchy	Indicators	Assumptions, Risks
<ul style="list-style-type: none"> ➤ provide opportunities for work diversification ➤ decrease need for labour migration ➤ improve nutritional status ➤ relieve short-term hunger 	<ul style="list-style-type: none"> ➤ types of activities implemented ➤ number of people employed by those activities ➤ rate of malnutrition 	<p>Assumption:</p> <ul style="list-style-type: none"> ➤ operational climate is conducive to development <p>Risk:</p> <ul style="list-style-type: none"> ➤ security situation affects performance
Outputs		
<ul style="list-style-type: none"> ➤ 35 <i>hafirs</i> constructed ➤ 25 <i>hafirs</i> rehabilitated ➤ 30,000 households having gained access to safe water 	<ul style="list-style-type: none"> ➤ number of <i>hafirs</i> constructed ➤ number of <i>hafirs</i> rehabilitated ➤ number of households who have access to safe water 	<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ community support is forthcoming ➤ maintenance of created assets is secured
Activity 2		
<ul style="list-style-type: none"> ➤ rations distributed to participants in food-for-work activities ➤ health education and sanitation activities initiated ➤ <i>hafir</i> management training initiated 	<ul style="list-style-type: none"> ➤ number of participants who received rations ➤ number and type of sanitation activities undertaken ➤ number of training courses undertaken 	<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ there is adequate technical and financial support from partners ➤ there is adequate distribution capacity ➤ sufficient labour force is available
Inputs		
<ul style="list-style-type: none"> ➤ 11,250 tons of cereals ➤ 675 tons of pulses ➤ 563 tons of vegetable oil ➤ 450 tons of sugar 		<p>Assumptions:</p> <ul style="list-style-type: none"> ➤ sufficient quantities of food commodities are received ➤ food arrives at the work areas in a timely fashion ➤ there is an adequate and timely supply of NFIs



ANNEX III**BUDGET PLAN FOR SUDAN COUNTRY PROGRAMME (2002–2006)****Basic Activities**

	Activity 1	Activity 2	Total
Food commodities (mt)	76 046	12 948	88 994
Food commodities (value)	20 558 010	3 131 160	23 689 17
External transport	2 448 970	701 696	3 150 6€
LTSH (total)	8 897 382	1 514 916	10 412 2€
LTSH (cost per mt)	117	117	117
ODOC	1 350 000	200 000	1 550 0€
Total Direct Operational Costs	33 254 362	5 547 772	38 802 13
DSC ¹			3 648 6€
ISC ²			3 311 1€
Total WFP costs			45 761 9€
Government Contribution	9 200 000	900 000	10 100 0€

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.

BUDGET PLAN FOR SUDAN COUNTRY PROGRAMME (2002–2006)**Supplementary Activities**

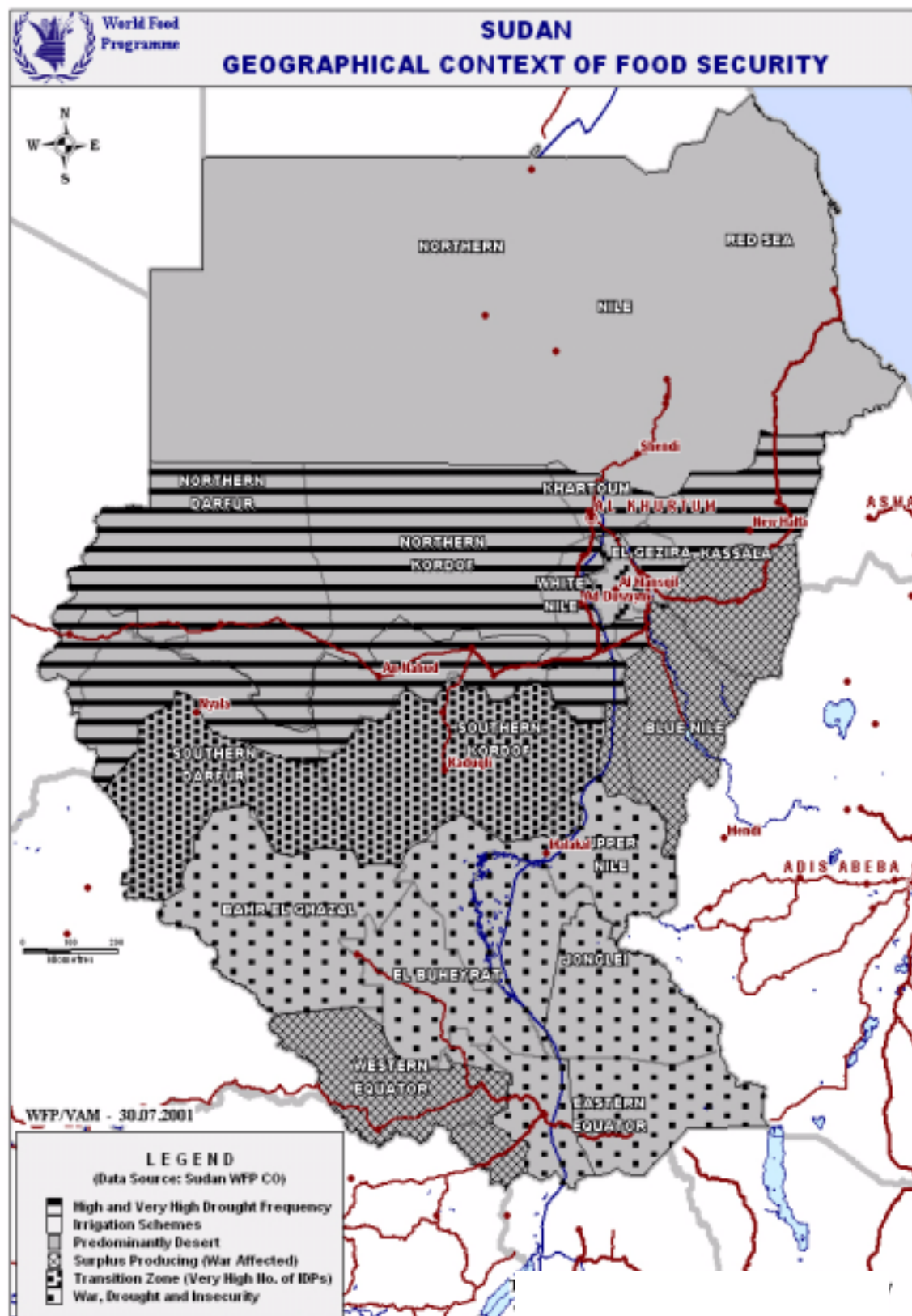
	Activity 1	Activity 2	Total
Food commodities (mt)	13 555	32 448	46 003
Food commodities (value)	3 598 81	7 835 61	11 434 430
External transport	369 918	495 762	865 680
LTSH (total)	1 589 8€	3 796 4€	5 386 300
LTSH (cost per mt)	117	117	117
ODOC	245 000	450 000	695 000
Total Direct Operational Costs	5 803 62	12 577 7€	18 381 410
DSC ¹			1 108 400
ISC ²			1 520 205
Total WFP costs			21 010 015
Government contribution	1 500 0€	2 500 0€	4 000 000

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.



ANNEX IV



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CSO	Country Strategy Outline
CP	Country Programme
DOC	Direct operational costs
DSC	Direct support costs
EMOP	Emergency operation
IDP	Internally displaced person
ISC	Indirect Support Costs
LDC	Least-developed country
LTSH	Landside transport, storage and handling
MoE	Ministry of Education
MoH	Ministry of Health
NGO	Non-governmental organization
ODOC	Other direct operational costs
OLS	Operation Lifeline Sudan
PRRO	Protracted relief and recovery operation
SAT	Security awareness training
SPR	Standard Project Report
UNAIDS	United Nations AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WES	Water, environment and sanitation
WHO	World Health Organization

