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**Executive Board  
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## **DEVELOPMENT PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 7 a)**



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### **PROJECT SUDAN 531 (Exp.3)**

#### **Assistance to primary school students**

Duration of project	Three years
Number of beneficiaries	230 000 students a year
Total food cost	9 469 680 dollars
Total cost to WFP	18 600 259 dollars
Total cost to Government	21 291 464 dollars

All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 1,450 Sudanese pounds in December 1996.

#### **ABSTRACT**

Several provinces in Sudan are identified as being both food-deficit and as having a school-age population characterized by low enrolment/attendance and high drop-out rates, especially among girls. WFP assistance will contribute to improving attendance rates by providing a mid-morning meal to an average of 230,000 primary school students a year in the 10 most food-insecure provinces of the country. In addition, the project will provide cash assistance (1,265,000 dollars) to local communities in order to further redress gender imbalances in educational opportunities by constructing or improving classrooms and hygiene facilities in 650 girls' primary day-schools. Project monitoring will be carried out by WFP and a government counterpart office in the Ministry of Education. Implementation, after receipt of commodities, will be almost exclusively a responsibility of local communities. The project completes a reduction of WFP assistance to education in Sudan, shifting from assisting selected secondary and primary boarding schools to focusing exclusively on all primary schools in identified food-insecure provinces.

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## NOTE TO THE EXECUTIVE BOARD

**This document contains recommendations for review and approval by the Executive Board.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal point for this document is:

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 5228-2641).



## PROBLEM ANALYSIS

1. The Republic of Sudan is the largest country in Africa, with an area of 2.5 million square kilometres and an estimated population of 29.8 million, of whom almost 70 percent live in rural areas. The country is classified as least developed, with an estimated per capita GNP of 400 dollars in 1994. Severe inflation has reduced the Government's ability to finance infrastructure and development and eroded the purchasing power of the majority of the population. Loans from international development banks have virtually ceased and grant aid from bilateral donors is almost entirely limited to emergency assistance. WFP development activities are confined to the 16 northern states, where the Government maintains unchallenged authority. Agriculture and livestock production is limited by erratic rainfall and recurrent drought. Red Sea, North and West Kordofan and North and West Darfur are chronically food-insecure states often requiring emergency food aid.
2. The country's health and nutrition situation is very poor. Protein-energy malnutrition is the main nutritional problem, followed by vitamin A deficiency, iodine deficiency (up to 87 percent in Darfur) and iron deficiency (affecting 40 percent of children under 14 years of age). The Sudan Maternal and Child Health Survey conducted in 1993 revealed that 33 percent of children under five were stunted (height for age below 80 percent) and 13 percent suffered from wasting (weight for height below 80 percent).
3. Basic education is in a state of rapid change and there is an imbalance between resources allocated and stated policy. The decentralization of government functions has shifted much of the financial burden for basic education from the federal government to state governments, district councils and local communities. The resources available at the regional and local levels vary greatly. While primary education is theoretically free to all, it is not unusual for book fees, uniforms, etc. to be a serious burden on poor families. The deepening economic crisis afflicting Sudan is also reflected at the local level, with both state governments and district councils finding it difficult to meet their newly increased commitments. The distribution of schools throughout the country is uneven, and educational opportunities in rural areas are very restricted.
4. Despite resource constrictions, there is a widespread desire for education at all socio-economic levels. Recently, there has been a substantial expansion in the number of primary day schools, and the number of teachers has increased by 40 percent since 1992. Other approaches to extend educational opportunities into remote rural areas include mobile schools (particularly for nomadic groups) and the introduction of multigrade one-teacher schools. These approaches have helped to reduce the need for costly primary boarding-schools, which have been the main opportunity for primary education for those living in remote, sparsely settled rural areas.
5. Overall school attendance is low, especially for girls: in Darfur, for example, the average attendance rate reported for girls is 27 percent. The drop-out rate is also high, with more than one third of all first-grade students (rising to 40 percent for girls) leaving school without completing their primary education. While gender disparity in education is prevalent in all regions, it is most pronounced in poor rural areas. Male students tend to receive preferential treatment in terms of opportunities and facilities; girls may be required to delay enrolment, to interrupt their schooling or to drop out because of family commitments or economic pressures. Since many parents are unwilling to send girls away to boarding-schools, the lack of sufficient day-schools is a greater barrier to girls' education than it is for boys'.



6. The facilities at most primary schools, especially at the new girls' day-schools in rural areas, are often very poor. Among the most important constraints are inadequate school buildings, a lack of basic school equipment and poor sanitation facilities. These constraints have implications not only for the ability of the school system to attract children who do not currently attend school, but also for the quality of education for those who do.
7. Short-term hunger, compounded by the long distances children often walk to school, impairs children's ability to gain the most from their educational opportunities. The dire poverty of rural families means that many children have little or nothing to eat during the mid-morning break, which is when one of the main meals of the day, *fatur*, is eaten.

### Previous WFP assistance

8. WFP support to school feeding in Sudan commenced in 1969. More than 117 million dollars have been provided by WFP through the original project and two expansions. Up until 1994, WFP assistance was provided mainly to boarding-schools, primarily in rural food-deficit states. In recent years, many of the assisted boarding-schools, particularly near cities, have become places of high quality education, attracting a clientele which is capable of paying for children's education. The pre-appraisal mission (2-26 October 1994) sought to retarget the project to eliminate bias in favour of boys and gave more prominence to primary education and the needs of day-students. Thus, the budget revision to the current project, Sudan 531 (Exp. 2), provides assistance to secondary schools only for girls, in order to redress gender disparities. In this proposed expansion, WFP will complete the process of retargeting on the basis of the recommendations of the October 1996 appraisal mission (a summary is provided in the annex): secondary schools will be completely eliminated from the project and boarding-schools will be assisted in exactly the same fashion as day-schools. Food aid will be limited to the basic education sector, in line with both government and WFP priorities. It will be targeted geographically to regions where food security is very precarious and the enrolment/attendance of girls is particularly low, in effect the poorest 10 percent of the primary school population.

## PROJECT OBJECTIVES AND OUTPUTS

### Long-term objective

9. The project's long-term objective is to contribute to achieving government policies and priorities of attaining universal primary education through the alleviation of hunger constraints faced by poor households.

### Immediate objectives

10. In areas of greatest food insecurity and low levels of educational development, the project will:
  - a) contribute to increasing and stabilizing primary school attendance, especially of girls;
  - b) improve children's capacity to concentrate and assimilate information by relieving short-term hunger; and
  - c) contribute to the reduction of gender disparities by improving the teaching facilities in girls' schools.



## Outputs

11. The project's expected outputs are as follows:
  - a) average daily attendance rates at assisted schools will increase by five percent a year;
  - b) an annual average of 230,000 daily rations will be served to primary students, phasing in at 150,000 the first year and increasing to 300,000 in the third year of operations - subject to the availability of commodities to WFP;
  - c) the ratio of girls to boys in primary schools serving the populations assisted by the project will improve from the current 30:70 to at least 40:60, with a 50:50 target to be reached in a possible further phase. Additional cash assistance for the rehabilitation or construction of an average of two classrooms per school and improved water facilities in 650 girls' schools will contribute to this goal.
12. A baseline survey of enrolment and attendance rates will be undertaken before the project commences in order to provide data against which to measure progress. The costs of the survey are to be borne from the savings fund component of project's current phase (Sudan 531 (Exp.2)). Continued WFP support to the project will be contingent upon satisfactory improvement in girls' attendance/enrolment, which will be monitored regularly.

## ROLE AND MODALITIES OF FOOD AID

### Functions

13. Under this project, food aid will act as an incentive for regular attendance, a nutritional supplement for primary students, and an income transfer to families of beneficiary students.

### Food inputs and commodity justification

14. Sudan has a variety of traditional cereal-based dishes made with sorghum, millet or wheat. The most common dishes include a sauce made with oil, vegetables and/or dried meat. A wide variety of pulses is consumed, including different types of beans, peas and lentils. In rural areas, where most of the people are involved in agricultural activities, two main meals (*fatur* and dinner) are eaten.
15. The mid-morning meal, *fatur*, is a meal which is never, if possible, missed; it supplies a substantial part of the daily calorie intake, and plays a crucial role in daily life among all population groups in northern Sudan. The provision of WFP commodities for *fatur* in primary schools should help ease some of the economic burden on parents, who otherwise must provide this meal for their children. *Fatur* provided at schools should help to increase school enrolment, maintain attendance and reduce drop-out rates. By ensuring that all children are fed, schools can expect children to participate more effectively in school activities throughout the rest of the day.
16. All primary school pupils in the project will receive a *fatur* prepared from WFP commodities for 200 days each year. The WFP daily ration will be as follows:

Commodity	Quantity (grams)
Cereal (sorghum)	150



Pulses (peas)	30
Vegetable oil	20
Iodized salt	3

The vegetable oil will be fortified with vitamin A.

Sorghum (dura) and iodized salt should be procured locally.<sup>1</sup>

The above ration provides 780 kilocalories, 24 grams of protein and 25 grams of fat.

<sup>1</sup> Due to the high prevalence of goitre in western Sudan (89 percent in Darfur; 78 percent in Kordofan) the Government should be requested to authorize the importation of iodized salt should it cease to be available locally.

17. Based on the average daily requirements for primary-school-age children (six to 12 years), this ration would cover: 40 percent of daily caloric requirements; 60 percent of daily protein requirements; approximately 25 percent of caloric intake from fat; and 50 percent (nine mg.) of daily iron requirements (based on a low bio-availability diet).
18. Because of the increased nutritional requirements of older children (over 12), in schools where the proportion of such children exceeds 20 percent, the sorghum ration component is to be computed at 200 grams rather than 150 grams, in order to maintain the 40 percent caloric requirement.
19. The provision of sorghum, peas and oil in the proposed ration respects the local food consumption pattern. Sorghum is widely used in the preparation of local dishes such as *Asidah* or *Kisra*; oil is used in the preparation of the sauce that accompanies these dishes; pulses are most frequently cooked into porridge to accompany the cereal dish. Thus, the WFP commodities could form a complete meal if local commodities were not forthcoming.
20. Additional ingredients, to be contributed by the District Councils, the local community or parents, will supplement the WFP commodities to improve both palatability and micro-nutrient supply. These locally provided ingredients will be used in the preparation of the sauce that accompanies the cereal dish, according to local custom. The typical additional foods that would be contributed locally and add to the daily ration are: okra (available fresh or dried throughout the year) - 10 grams daily; other vegetables (fresh or dried, depending on season and prices) such as tomatoes, onions, green-leafed vegetables etc. (also a source of vitamin A) - 40 grams at least three times a week; dried meat (if available) - 10 grams; and local spices, if desired.
21. The average yearly distribution of WFP commodities will be 6,800 tons of sorghum, 1,360 of pulses, 907 of edible oil and 136 of salt. In addition, WFP will provide as part of the direct support costs some 1,265,000 dollars as a contribution to rehabilitating and upgrading teaching facilities for girls in the assisted areas. If WFP funds are used to supply the materials, and the community donates all the labour required, the cost of building a new classroom is between 600 and 1,000 dollars. This would permit the construction/rehabilitation of two classrooms, plus water and latrine facilities for each girls' school assisted by the project.



## PROJECT STRATEGY

22. Upon clearance at Port Sudan, imported WFP commodities (vegetable oil and pulses) will be handed over to the Ministry of Education at its main warehouse in Port Sudan. Dura (sorghum) and iodized salt will be purchased locally, either with funds from cash in lieu of commodities or from monetizing wheat, and stored in WFP-controlled warehouses until handed over to the Ministry of Education. WFP already purchases significant amounts of dura locally for its other operations in the country, and facilities exist to purchase and store food in bulk. If wheat is monetized, it will be sold at the prevailing free market price and the funds generated transferred to a WFP-operated bank account.
23. Project authorities will arrange for the long-haul transportation of the commodities direct to stores in each province. Project authorities or local school authorities will transport the commodities to schools, utilizing locally available transport facilities.
24. Food allocations to provinces and schools will be based on an analysis of the enrolment/attendance of the previous term. A food distribution plan for the following school term will be agreed upon by the School Feeding Project and WFP on the basis of monitoring reports sent at the end of each term by state authorities. Schools will be admitted to the project only upon verification that project-required facilities are in place, i.e., suitable storage and preparation capacity.
25. In response to the concern raised by the appraisal mission, regarding more accurate tracking of project commodities, each delivery of WFP commodities to schools will be accompanied by a waybill in triplicate. One copy of the waybill will be retained by the provincial warehouse consigning the commodities; the school principal (or other authorized person) will sign the other two copies, confirming receipt of the commodities. One copy will be kept at the school and the other will be returned to the warehouse and retained to confirm delivery.
26. Since Sudan is a least developed country, WFP will provide up to 83 dollars a ton to cover 50 percent of the land transport, storage and handling (LTSH) costs for transporting the commodities to schools, upon presentation of acceptable proof of delivery to final destination. Shipments, purchases and/or exchanges should be effected to guarantee a full supply of project commodities at each school for the full term before the school term actually begins.
27. Funds from WFP to improve teaching facilities for girls will be allocated by the WFP Country Director on the basis of advice from a committee of officials from WFP and the Ministry of Education. Local communities as well as principals from schools eligible for project funds will be encouraged and assisted to make proposals to this committee.

## PHASING OUT

28. The Government of Sudan remains committed to the objectives of the project in terms of improving educational opportunities for the primary school population. In fact, there has been a substantial expansion in the number of primary day-schools, and the number of teachers has increased by 40 percent since 1992. Since the WFP project is aimed at the poorest 10 percent of the rural population, it is expected that WFP assistance will remain a useful, if not a necessary, strategy to raise opportunity levels for the latter (particularly girls).



## BENEFICIARIES AND BENEFITS

29. WFP assistance will focus on the most food-insecure provinces. Three will be selected for participation in the project on the basis of:
- levels of chronic food insecurity, as identified through the mapping of chronic food insecurity in Sudan, undertaken by the Population Studies Centre at the University of Gezira; and
  - girls' low overall primary school enrolment/attendance and high drop-out rates.
30. On the basis of these criteria, all primary school students in the following provinces will be assisted by the project: Sinkat, Toker, and Halaib in Red Sea; Bara and Sodari in North Kordofan; El Fasher, Kutum and Um Kedada in North Darfur; Genena and Wadi Salih in West Darfur.
31. All primary school pupils (including pre-school children if pre-school facilities are part of the primary school) in schools that meet the project conditions will be provided with *fatur* for 200 days each school year using WFP-provided commodities. Provision of storage and cooking facilities, as well as capacity and commitment towards the administrative requirements of the project, will be absolute conditions for a school to participate in the scheme.
32. Since not all schools will have acquired the necessary storage and cooking facilities by the project's commencement date, the number of beneficiaries will increase over the course of the project. If the project is performing satisfactorily, it may be extended to one or two additional provinces (most probably El Nuhood in West Darfur and Um Rawaba in North Kordofan) in the third year. Thus, the total number of beneficiaries, by year, would be as follows:

School year	Number of provinces	Number of beneficiaries
1997/98	10	150 000
1998/99	10	230 000
1999/2000	11-12	300 000

33. The number of schools eligible to participate from the start of the project will depend on the success of the preparatory period during the first half of 1997, when adequate storage and cooking facilities are to be provided. Primary schools with a significant number of boarders already have storage and cooking facilities. In most day-schools, it is expected that storage and cooking facilities will have to be constructed by the local community. At least 50 percent of the balance of the savings fund remaining from Expansion 2 of the project will be allocated to girls' day-schools to help them construct storage and cooking facilities (the local community will provide the necessary labour). Girls' day-schools will therefore be included in the project with the least delay.
34. WFP will provide funds as part of direct support costs to rehabilitate or improve teaching facilities for girls. Priority will be given to all-girls' schools and to co-educational ones in which at least 40 percent of those enrolled are girls, in order to encourage schools and communities to pursue gender parity in primary education. The number of girls'



day-schools requiring such assistance has increased as a result of the policy change of converting many co-educational facilities into separate premises for boys and girls; the new girls' schools are frequently rudimentary structures lacking many basic facilities.

35. WFP funds will be targeted principally to upgrading classrooms and providing or upgrading latrines and water-supply facilities. Project funds may also be allocated for the introduction of fuel-efficient or low-cost stoves to prepare school meals, and for the production and dissemination of educational materials on food and nutrition, in collaboration with UNICEF and the Centres for Nutrition and Gardening (extension units of the Ministry of Education).

## PROJECT SUPPORT

36. Grant aid to Sudan for development (as opposed to emergencies) has virtually ceased. Development loans have also all but dried up. External assistance in the education sector is practically limited to UNICEF and the three major international NGOs operating in northern Sudan, whose assistance is targeted to emergency conditions particularly affecting the children of families displaced by the civil conflict. A new UNDP initiative will help support teacher training, an element identified by the 1996 appraisal mission as reducing primary schoolchildren's opportunities in education.
37. Since the WFP project operates in areas prone to drought and identified as food-insecure, conditions affecting the school population could deteriorate significantly. In the event that supplementary food cannot be provided by the local communities in consistently sufficient quantities, WFP may obtain assistance from the Women's Health and Micronutrients Facility of the Government of Canada to provide a cereal high-protein drink for early morning consumption in the schools.
38. Kitchen utensils required for cooking and serving the meals must be provided to the schools in order to reduce the demands on cash requirements that fall on local communities. Funds to purchase the utensils (up to 300,000 dollars) will be identified by WFP or allocated as direct support costs.
39. Training of school and community staff in food management and the administrative requirements of the project plus the ongoing training of School Feeding Project monitors will involve an average of three days' training for three persons from about 1,000 schools. The cost (up to 82,750 dollars) is far in excess of the WFP counterpart training budget and must be met from direct support costs.

## Monitoring and evaluation (M&E)

40. Monthly reports will be sent by each school to state education authorities, providing information on:
- a) enrolment and average monthly attendance at each school, disaggregated by school grade, gender and age group; and
  - b) food deliveries, utilization and any losses incurred. Food reports will cover both WFP commodities and locally provided ones.
41. From these monthly reports the State Authorities will provide the School Feeding Project with a summary report for all primary schools in the project before the commencement of each term giving total school enrolment by gender, age and grade; average monthly



- attendance; food deliveries; utilization and any losses by commodity plus reports, if applicable, of local expenditure on construction/rehabilitation works funded by WFP.
42. The School Feeding Project will provide summary reports to WFP on the number of beneficiaries and the food received and utilized every six months, and estimates of food requirements for the following six months. A food distribution plan for the following school term will be agreed upon with WFP.
  43. A baseline survey of school enrolment and average monthly attendance, funded by the savings fund component of Expansion 2 of the project, will be undertaken in the first half of 1997 to help evaluate the impact of the project at a later stage. Monitoring visits by WFP staff will be made to each school at least once a year.
  44. Procedures and proformas will be prepared as necessary in accordance with the “(Draft) Guidelines for monitoring and evaluation in education projects assisted by WFP”. Each storekeeper will be issued with standard stock control forms, which should be maintained in good order, showing receipts, utilization and carry-over stock. WFP monitors will further utilize the available guidelines and formats designed by WFP to develop information from interviews and observations during visits to the schools. WFP will provide formats for the above purposes, at a cost of 7,500 dollars.
  45. Carrying out these activities will require the services of the School Feeding Project operating from its national office in Khartoum and from a directorate in each state where the project operates, and eight school feeding officers at the provincial level to monitor the project in their area. The costs of appointing such staff and providing this support will be borne by the Government at a cost of 2,850,000 dollars.
  46. Support at the local community level forms the highest cost element of the project: supplementary food, fuel, and the staff to prepare the meals and care for the food will cost up to 14,650,000 dollars plus 1.5 million dollars for the staff mentioned. It is expected that some costs may be met in kind and that some staff may work as volunteers or on a part-time basis.
  47. WFP will commit one international, one national and five locally recruited staff to full-time management and monitoring of the project. In order to meet a higher level of monitoring, WFP will engage additional resources not currently available to the project: the recruitment of a national officer (direct support costs, 78,850 dollars) and a new sub-office in Genena (West Darfur) at a direct support cost of 45,300 dollars. In addition, WFP will assist the mobility of government monitoring staff by providing up to five four-wheel drive pick-up vehicles at a direct support cost of 125,000 dollars.
  48. An inter-agency evaluation mission, with the participation of UNESCO and WHO, will be carried out about midway through the project, at a direct support cost of 35,000 dollars.

## Logistics

49. Since Sudan is a least developed country, WFP will provide up to 83 dollars a ton to cover 50 percent of LTSH up to a total of 2,291,464 dollars. The Government and local communities will bear the remaining 50 percent, up to the same figure.



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## ASSESSMENT OF WFP PERFORMANCE TO DATE

50. The October 1994 pre-appraisal mission retargeted the project to eliminate bias in favour of boys, and to increase the emphasis on primary schools. The mission also noted that local communities and schools bore the full burden of transporting WFP commodities from the nearest district store, and recommended that the LTSH subsidy be applicable to transport up to final destination and payable to the bodies actually incurring the cost of deliveries, provided suitable proof was presented.
51. The October 1996 appraisal mission found that project management and support, by both WFP and the Government, had been weak, and recommended a major effort to improve implementation capacity, and in particular to introduce sound and effective monitoring systems. The project had been further hampered by shortfalls in the WFP pipeline, which resulted in delayed or failed delivery of some WFP commodities.

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## PROJECT FEASIBILITY

52. The overall effectiveness of Expansion 2 of the current project confirms technical feasibility in accordance with established criteria. Girls' attendance may be affected by certain socio-cultural and economic constraints such as early marriage, a lack of appreciation among parents for girls' education and the practice of keeping girls at home to carry out domestic tasks.
53. The project's sustainability depends largely on the capacity and commitment of local communities to contribute heavily from scarce resources. Project inputs from WFP and the Ministry of Education cannot achieve the project outputs without local contribution. Although the value of the local inputs is high in monetary terms, much - for instance, food and fuel - can be provided in kind; management and other assistance may be volunteered.

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## RISKS

54. A major effort will be required by WFP and the Government to improve implementation capacity as described above, and in particular to introduce sound and effective monitoring systems, if this project is to be successful.
55. Because WFP assistance is targeted to schools with low female enrolment/attendance rates, it is inevitable that in the early years of the project more boys than girls will benefit from WFP food. However, it is expected that as more day-schools develop facilities to prepare *fatur*, girls' enrolment/attendance will increase. Cash from WFP direct support costs will be channelled entirely to improve girls' education. Continued WFP support for the project will be contingent upon satisfactory improvement in girls' attendance rates.
56. Evidence of support from District Councils and communities will be required before allocating WFP food for school feeding or cash for improvements in girls' education facilities. Links with other agencies working with local communities and with the WFP food-for-work project (operated in the same food-deficit areas) will help to maximize the potential community involvement, but the success of the project will ultimately depend on the level of resources and support available locally. WFP shall consider the feasibility of



augmenting the *fatur* by an early morning cereal fortified drink in the event that locally supplied foods are not consistently provided in sufficient amounts.

57. It is vital that food be available in schools before the start of each school term. Since the commodities to be provided under this project are now the same as those provided under other WFP-assisted activities in Sudan, it will be easier to maintain the food pipeline, if necessary by borrowing/exchanging from other projects.
58. Careful planning will be required to ensure that food is available in some of the more remote areas, especially during those times of the year when roads may not be transitable. The extension of the WFP subsidy to cover LTSH costs up to the school will help to ease some of the logistics burden, particularly on the school and local community. The Ministry had previously claimed only for main road transport.
59. WFP will need to monitor carefully the level of donor support for Sudan in particular and the availability of commodities in general, in order to meet the requirements of the project as planned. Should there be difficulties in this regard, it may not be possible to achieve the targets set.

## PROJECT COSTS

60. The cost breakdown is given below.

<b>PROJECT COST BREAKDOWN</b>			
	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Sorghum	20 40	250	5 1
– Pulses	4 08	450	1 8
– Vegetable oil	2 72	900	2 4
– Iodized salt	408	210	85 6
<b>Subtotal commodities</b>	<b>27 60</b>		<b>9 4</b>
Transport			
Ocean transport		27 20	2 4
Superintendence			69 0
LTSH (at 83 dollars a ton)			
Transport from Port Sudan to schools			2 2
<b>Subtotal direct operational costs</b>			<b>14 3</b>
<b>B. Direct support costs</b>			
Non-food items			
- Kitchen/serving utensils			300 0
Training workshops (in addition to WFP training budget)			
- 3 persons x 1 000 schools			82 7



<b>PROJECT COST BREAKDOWN</b>
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	Quantity (tons)	Average cost per ton	Value (dollars)
Monitoring and Evaluation			
- Cost of one national officer			78 8
- Inter-agency mid-term evaluation			35 0
- Additional WFP sub-office			45 3
- Printed forms			7 5
- Vehicles (5 four-wd pick-up units)			125 0
Cash support for construction/rehabilitation of classrooms and water facilities in girls' schools			1 2
<b>Subtotal direct support costs</b>			<b>1 9</b>
<b>Total direct costs (A + B)</b>			<b>16 2</b>
<b>C. Indirect support costs</b>			
- Contribution to ordinary office administrative costs (14.5% of A + B)			2 3
<b>Subtotal indirect support costs</b>			<b>2 3</b>
<b>TOTAL WFP COSTS (A + B + C)</b>			<b>18 6</b>
<b>GOVERNMENT COSTS</b>			
- School Feeding Project (SFP) office and project staff			2 8
- Support staff (cash wages for cooks, etc.)			1 5
- Supplementary food plus fuel (in kind or in cash)			14 6
- Contribution of LTSH costs from Port Sudan to schools (National Government plus local communities)			2 2
<b>TOTAL GOVERNMENT COSTS</b>			<b>21 2</b>
<b>TOTAL PROJECT COSTS (WFP and Government and communities)</b>			<b>39 8</b>
WFP costs as a percentage of total project costs: 46.6 percent.			

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

## COORDINATION AND CONSULTATION

61. WFP support to primary school feeding will be coordinated with projects assisted by UNICEF in North and West Darfur and North Kordofan States to provide safe drinking-water and sanitation to facilitate the organization of village communities around health and nutrition issues, and train teachers to play a pro-active role in addressing both man-made and natural constraints, and environmental issues.
62. There may also be potential to collaborate with UNICEF in developing alternative education approaches in Sudan, such as adolescent education. These will be explored by the WFP country office.



63. A new UNDP initiative will help support teacher training. International NGOs have various community development projects in the different provinces; where appropriate, WFP school feeding will be coordinated with those activities.
64. To the extent practicable, the WFP food-for-work project will be coordinated with this project, thereby ensuring that the community infrastructure built under food for work supports the primary education system. At the same time, the community organization fostered by food for work can strengthen community support for school feeding.
65. Linkages will be strengthened between the Ministry of Education and the Ministry of Health at the federal and state levels with relation to school health.
66. The proposed project is in line with the WFP Mission Statement and follows the Operational guidelines for WFP assistance to education.

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### **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

67. The project is recommended for approval by the Executive Board.



**ANNEX****SUMMARY OF THE MAIN CONCLUSIONS AND RECOMMENDATIONS  
OF THE APPRAISAL MISSION - PROJECT SUDAN 531 (Exp. 3),  
October 1996**

1. On the basis of its findings, the mission recommended a third expansion of WFP assistance to education for a period of three years. During this expansion, assistance should be targeted towards:
  - a) promoting school attendance (especially for girls) in the provinces identified as food-deficit areas and in which school attendance/enrolment, particularly of girls, is low; and
  - b) improving educational opportunities for girls by the rehabilitation/construction of facilities (classrooms, water, hygiene) in girls' schools.
2. Recent government decentralization has devolved responsibility for basic education from the National Government and the States to local and district administration, whose resources to support basic education often reflect very poor local economies. In the remote and food-deficit provinces, populations are poverty-stricken and local resources are particularly stretched.
3. The Government's School Feeding Project has not institutionally adjusted itself either to the decentralization of government administration or to the geographical changes in the WFP project which have been in operation for a full school term. Its management and monitoring roles need to be redefined and its personnel and other resources redeployed.
4. The demands of a complex emergency in Sudan have eroded the WFP contribution of staff resources to the School Feeding Project, which has resulted in inadequate monitoring and management of commodity inputs.
5. Despite improvements, Sudan's health and nutrition situation is still quite unsatisfactory: 33 percent of children under five are reported as being stunted and 13 percent as suffering from wasting; the incidence of both stunting and wasting is highest in rural areas and among those whose mothers have no education. The most important meals of the day and those most frequently consumed, even when other meals are perforce omitted, are the *fatur*, or mid-morning meal, and the evening meal. Sudan has a variety of traditional cereal-based dishes with added sauces of oil, vegetables and/or dried meat, plus several kinds of pulses. Consequently, the most effective intervention by WFP will be in providing a school meal at mid-morning in all primary schools in the provinces identified rather than the current three meals a day to much fewer students in primary boarding-schools. Mapping of chronic food insecurity, coupled with available data on primary school attendance/enrolment identifies the following 10 provinces as likely to benefit most from the WFP project: Sinkat, Tokar and Halaib in Red Sea; Bara and Soderi in North Kordofan; El Fasher, Kutum and Um Kedada in North Darfur; Genena and Wadi Salih in West Darfur.



6. While government policies are gender-neutral, traditional and economic factors combine to discriminate against girls, whose educational opportunities are likely to be curtailed first in the face of family or community resource shortfalls. In order to help reduce gender disparities in education, additional cash assistance will be provided to girls' schools to improve teaching facilities and school infrastructure such as classrooms, water facilities and latrines. Cash assistance should provide an average of two classrooms per school assisted, plus water facilities rehabilitated or constructed, using WFP cash plus local labour resources.
7. In order to provide a ration that is least liable to interruptions or shortages resulting from resource problems, WFP commodities are selected on the basis of interchangeability with locally produced commodities and those provided by WFP for other development, relief and emergency operations. The daily ration recommended will provide 40 percent of the energy, and 60 percent of protein, 25 percent of fat and 50 percent of iron requirements. Local ingredients to be added will improve both palatability and micro-nutrient supply: okra and other vegetables according to season, dried meat as available, and local spices. In addition, the vegetable oil provided by WFP should be enriched with Vitamin A, to offset the deficiency in the local food.
8. In order to provide adequate management and monitoring, the School Feeding Project should streamline its national (Khartoum) office, minimize state coverage and apply its major personnel and other resources to the provinces targeted for WFP assistance. Local and rural councils will be responsible for funding nearly all aspects of primary school education in their districts: teachers' salaries, education infrastructure, and food for boarding schools. For the project, local authorities will have to provide salaries (or volunteers) for cooks and assistants, plus active involvement in managing the project and advocating its aims. Schools should not be admitted to project participation until they are properly provided with facilities for food storage and meal preparation. WFP will ensure that girls' primary day-schools are the first to be added to the project by making funds from the savings fund component of the current phase available to assist in the provision of such requirements.
9. The key inputs for the success of the new phase will be cooks, kitchens and fuel plus supplementary local foods (vegetables, dried meat, spices), to be provided by local authorities; food stores and cooking/serving utensils to be provided with capital assistance from the balance of the savings fund of the current phase; local management (school principals) and parents' community groups; WFP cash assistance plus local labour resources for rehabilitating girls' schools; and government and WFP human resources for management and monitoring, plus cash resources for transport, storage and management of WFP commodities. Implementation of the project must be subject to improvements in monitoring and management by both WFP and the Government, and the provision of storage and kitchen facilities at schools not previously assisted by the project. This means a phase-in strategy, with 150,000 beneficiaries expected the first year, increasing to 300,000 by the third year. Although it is inevitable that WFP food assistance will initially reach far more boys than girls, many more girls' schools will be admitted to the project as more schools are prepared to participate. Improved facilities made possible by the project will further enhance girls' attendance.

