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COUNTRY STRATEGY OUTLINES

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COUNTRY STRATEGY OUTLINE— SUDAN

Note to the Executive Board



This document is submitted for consideration to 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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Executive Summary

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.

Draft Decision

The Board endorses the Country Strategy Outline for Sudan (WFP/EB.3/2000/6/3) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



INTRODUCTION

1. Sudan, the largest country in Africa in terms of geographical area, with a population of 31 million, in many ways represents a special humanitarian and development situation. Since independence in 1956, civil wars in southern Sudan have ravaged the country. The most recent phase started in 1983, after only a decade of relative peace. The conflict has left nearly 1.9 million people dead, 4 million internally displaced persons (IDPs) and 500,000 refugees.
2. The protracted civil war continues to drain national resources to the detriment of social and economic development. Recurring droughts and floods have exacerbated the situation, leading to further displacement of the population, famine, abject poverty and environmental degradation. Classified among the least developed countries (LDCs), Sudan ranked 142nd out of the 174 countries listed in the Human Development Report released by UNDP in 1999. Its infant mortality rate is 73 per 1,000 live births, and life expectancy is estimated at 56 years for women and 53 for men. People's capacity to obtain food and other basic necessities has been severely eroded, as witnessed during the severe 1989 famine in Bahr al-Ghazal. The conflict has also destroyed the modest infrastructure that existed in the southern regions.
3. The international repercussions of the conflict have constrained Sudan's development prospects. In 1996, the United Nations Security Council imposed diplomatic sanctions against the country. International financial assistance to Sudan dropped from an average of US\$850 million a year in the early 1990s to an estimated US\$74 million in the late 1990s. Bilateral grants are given almost entirely in the form of humanitarian assistance.
4. Operation Lifeline Sudan (OLS) was established in 1989, following the famine in Bahr al-Ghazal, to provide relief to the population affected by civil war and natural disasters. One of OLS's main tasks is to negotiate with the warring parties access by the humanitarian agencies to the population affected by the conflict. OLS includes United Nations agencies—the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UNICEF and WFP—and some 42 international and national NGOs. OLS operates in government- and non-government-held areas in southern Sudan, as well as in the northern part of the country, where IDPs are concentrated (Khartoum, Kassala, southern Kordofan, western Kordofan and southern Darfur). Within OLS, WFP is the principal partner for the provision of food aid and logistics. Operationally, the area covered by OLS is divided into two sectors: the northern sector, including areas under government control (transitional areas in the north and garrison towns in the south), and the southern sector, covering non-government-controlled areas. In the northern sector, humanitarian assistance functions are split between the United Nations agencies and the Government.
5. OLS started as a relief operation in response to conflict-induced famine, but the general shift in humanitarian response from relief to the promotion of longer-term self-reliance is also reflected in the most recent OLS strategies. For example, in September 1999, OLS organized a workshop that looked at ways of moving beyond emergency programming.



FOOD INSECURITY AND THE HUNGRY POOR

Food Insecurity at the National, Regional and Household Levels

6. Sudan has important agricultural potential and other natural resources such as oil. Irrigated farming (representing some 10 percent of arable land) and mechanized rainfed crop production account for roughly two thirds of total agricultural output and contribute the bulk of the country's foreign currency. Traditional rainfed subsistence farming makes a smaller contribution to the economy. However, this contribution is crucial as it provides a significant part of the food requirements in rural areas and employs three quarters of the rural population.
7. Rainfall varies from almost zero in the arid northern region to about 1,800 mm in the more tropical extreme south. The pronounced variability of rains, even in areas with moderate rainfall, results in sharp fluctuations in the production and prices of sorghum and millet, the staple foods, thus contributing to the volatility of the food markets and accentuating the food insecurity of the poor.
8. At the national level, the country is normally self-sufficient in sorghum, and it exports limited quantities when the harvest is favourable. Regional imbalances and localized shortages exist. Traditional subsistence farming is dominant in southern Sudan and western Darfur and western Kordofan, which are structurally food-deficit areas. In the south, production is constrained by the long-running civil war, limited access to farmland and a reduced planted area. The war has also prevented farmers from properly tending their plots, resulting in poor yields. In addition, poor infrastructure and insecurity have limited access to food markets.
9. The densely populated areas of the central and eastern regions, where irrigated and mechanized farming is concentrated (Gedaref, Gezira, Damazin, etc.), are generally surplus producing. The problem of food insecurity is related to limited production as well as to the difficulty in moving food commodities from surplus-producing to deficit areas because of insecurity, poor infrastructure and lack of a market stabilization mechanism.
10. Commercial food imports and food aid have been used, to varying degrees, to offset food shortages. As a result of urbanization, imports of wheat have risen by almost five times between 1990 and 1999. WFP emergency food aid, largely targeted to southern regions, averaged 248,000 tons a year in the 1990s. During the same period, WFP project food aid, which is entirely targeted to the northern regions, amounted to an average of 13,000 tons a year.
11. Sorghum (*dura*) is the main staple food of the majority of the rural population, while wheat, consumed mainly as bread, has increasingly become part of the diet in urban areas and in the north. Cassava, yams and sweet potatoes are the main staple food commodities in southern Sudan. Maize and milk also contribute to the diet in the south. The contribution of cereals, which constitute more than half of total calorie supply, has remained relatively stable over the last three decades, while the contribution of roots, tubers and pulses has fallen.



12. According to FAO, the average per capita energy supply (including commercial imports and food aid) amounted to 2,155 Kcal in 1989/91 and 2,379 Kcal in 1995/97, as compared with an average of 2,205 Kcal (1996) for sub-Saharan Africa. However, these aggregate figures conceal regional and household disparities. It is estimated that the food consumption of some 30 percent of the population was well below the recommended minimum food intake of 2,100 Kcal.
13. The available nutritional data indicate high global malnutrition rates in the following states: northern Kordofan, 16 percent; western Kordofan, 23 percent; northern Darfur, 31 percent; and Red Sea State, 25 percent. They also show a high prevalence of micronutrient deficiencies (anaemia and vitamin A deficiency), and a prevalence of goitre (iodine deficiency). In the southern region of Bahr al-Ghazal, the global malnutrition rate, which was as high as 45 percent during 1998, was reduced to 15 percent in 1999 under the WFP/OLS-supported relief operations.
14. **Vulnerability to shocks.** Most of Sudan's territory falls in the Sahelian belt and suffers from periodic drought. It is estimated that local cereal supply is insufficient in two out of every five years. Severe drought during the last three decades led to large-scale famine, loss of livestock and other assets and extensive rural migration to urban areas. The prolonged civil war is compounding the problem. The Red Sea State, and the Darfur and Kordofan regions in the north, as well as Bahr al-Ghazal in the south, are particularly prone to this type of natural disaster. Intermittent floods, such as those in 1998 and 1999 in northern Kordofan, southern Kordofan and Kassala, also have a negative impact on food production. Locusts, rats and other pests are additional threats to an already fragile agricultural economy.

The Target Population

15. In accordance with the United Nations Common Country Assessment (CCA), the following groups have been identified as vulnerable: persons internally displaced by war (IDPs), victims of natural calamities, refugees and chronically resource-poor households, including those headed by women.
16. **IDPs.** Sudan is believed to have the largest number of IDPs in the world. By mid-1996 some 4 million Sudanese had been displaced by the war. Of these, approximately 1.5 million remained within the areas of conflict. The remainder are located in the north and the transitional zone. Surveys show that IDPs have higher malnutrition and mortality rates than the resident population. The IDPs in the northern sector consist of three main categories: IDPs living in garrison towns (Wau, Juba, Malakal), those living in the transitional zone (southern Kordofan, western Kordofan and southern Darfur), and those in camps (Khartoum, Kassala and Upper Nile). The remainder are scattered in towns.
17. The number of IDPs in the southern sector is difficult to quantify because of lack of access to many locations. It is estimated that there are approximately 1.4 million IDPs in areas controlled by the Sudanese People's Liberation Movement/Army (SPLM/A) and other armed opposition. Conditions of the displaced people vary widely, depending on their location, the duration of their displacement, their ability to earn income or have access to land, their access to safe drinking-water and adequate sanitation and the degree of humanitarian access to them. Coping mechanisms in garrison towns are limited. IDPs in the transitional zone are chronically displaced and share livelihoods with host communities. In southern Kordofan and southern Darfur, IDPs have access to agricultural land under unfavourable share-cropping arrangements with local landowners.
18. **Victims of drought and other natural calamities.** The populations in Kordofan and Darfur used to have various coping mechanisms during severe drought, including



temporary migration southwards, where the effect of drought was less severe. Since the 1983 resumption of the civil war in the south, this is no longer an option. Other traditional coping mechanisms (sale of livestock and fuelwood) are being exhausted as a result of recurrent drought. This is further exacerbated by the settlement of large numbers of IDPs from the south in the transitional zone, placing additional pressure on the local economy. More than 400,000 people were displaced during the 1984/85 drought, and most of those people have never gone back. In recent years, floods affecting large segments of the population have become more frequent. During the 1998 floods, some 2 million people were affected, and in some areas, up to 70 percent of the summer crops were destroyed.

19. **Refugees.** For over 30 years, Sudan has provided asylum to large numbers of refugees, the majority fleeing civil conflict in Ethiopia and Eritrea. Currently, Sudan hosts more than 300,000 refugees, of whom WFP assists the most vulnerable—approximately 133,000 Eritreans and Ethiopians, located in refugee camps. It was expected that most of these refugees would repatriate over the next two years, but the recent war between Eritrea and Ethiopia has led to the suspension of the planned repatriation programme. A new wave of Eritrean refugees (currently over 95,000) fled into eastern Sudan as a consequence of this war.
20. **Resource-poor households.** Chronically resource-poor households are characterized by low levels of household labour, limited assets and limited support from family members and the community. This corresponds to the local population's own definition of "vulnerability". They include schoolchildren of poor families, widows, the elderly without family, orphans and households headed by women. These households are found among communities hosting the displaced people or refugees.

Gender Considerations

21. According to the 1993 census, 22.6 percent of all households in the north were headed by women. A more recent survey, conducted among the IDPs in Khartoum, shows that 34 percent of households are female-headed. The 1998 ILO/UNDP study on poverty in Sudan concluded that these households suffer from lower levels of social welfare. Women's income is generally much lower than men's. Still, women play a key role in bringing income (from small trade and bartering) into their households to meet family needs, and have decision-making power over their income.
22. Sudanese women still lag behind in education and health indicators. Female illiteracy reaches 58.8 percent, compared with 44.8 percent for the male population. In 1990, the rate of maternal mortality was estimated at 660 per 100,000 live births. There is little evidence to suggest that this has radically improved over the last decade. The national primary school enrolment rate for girls is 49 percent, but there are large discrepancies between states. WFP has targeted its assistance to those states where girls' school enrolment is below the national average. Under the ongoing WFP-assisted school feeding project, girls' enrolment increased by 9 percent over the last three years. WFP assistance for education will continue to focus on girls, in line with WFP's commitment to directing 50 percent of its education projects to girls.
23. Nutritional hazards are common among expectant and nursing mothers, affecting their lives and those of their children. In the southern sector, UNICEF and WFP have launched a one-year renewable programme aimed, in the long term, at eradicating harmful nutrition practices and taboos and reducing maternal and infant mortality and morbidity. Short-term objectives are to raise public awareness about the negative effects and hazards of nutrition taboos in the IDP areas through the use of educational materials such as booklets, pamphlets and posters used during public sessions.



24. As in many sub-Saharan African countries, women bear a disproportionate burden of household care and maintenance duties. Water collection for household use is an extremely time-consuming task. Although not exclusively performed by women, the responsibility for the provision of water rests with them. WFP-supported water-harvesting schemes in Kordofan and Darfur regions have therefore had a significant positive impact on women's workloads. In southern Sudan, the war has changed the traditional division of roles between men and women in that men are occupying roles more related to "security", whereas women have more productive roles. This implies more work for women. With the war hindering men's traditional activities, in most cases women are responsible for feeding the family.
25. Sudan is one of four non-signatory African states to the Convention on the Elimination of Discrimination Against Women (CEDAW). WFP is an active member of the United Nations Gender Task Force in Sudan, which advocates for the signing of CEDAW. At a seminar held on International Women's Day (8 March 2000), with the participation of the Government, the judiciary and civil society, the question of CEDAW ratification was debated with a view towards promoting a better understanding of the convention and the importance of its adoption.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

General Policies

26. The Government's ten-year Comprehensive National Strategy (1992–2002) states that the elimination of poverty and the improvement of the living conditions of the people are the principal and ultimate development objectives. It emphasizes that poverty alleviation should focus on the promotion of private investment, employment generation and social safety nets. It also includes objectives for peace and capacity-building such as:
- a) strengthening coping and recovery capacities of the affected population;
 - b) restoring the capacity of national institutions and civil communities; and
 - c) mainstreaming disaster mitigation into national capacity-building.

Food Security Policies

27. The Government of Sudan and the armed opposition are aware that the only durable solution for achieving food security and eradicating hunger in Sudan is lasting peace, security and stability. Food security forms an integral part of the Government's overall agricultural policy. Special attention is being given to improving food crop productivity, storage and transport infrastructure in the main agricultural areas and in consumption areas. The Government intends to promote cereal and seed banks in drought-prone areas.
28. *Zakat*, widely practised in Sudan, is a system by which each year Muslims of "wealth" are expected to voluntarily provide a fixed percentage of their earnings to poor families. The collection and distribution of *zakat* is overseen by a non-governmental organization coordinated by the Ministry of Social Planning. Thousands of local committees collect *zakat* and distribute it locally. This practice serves as a model for social welfare within civil society.
29. The Government is also enhancing its food security monitoring capacity by strengthening the Early Warning System under the Humanitarian Aid Commission (HAC). The WFP country office in Sudan, through its Vulnerability Analysis and Mapping (VAM)



Unit, is assisting the Government in data collection, analysis and monitoring of food security indicators.

30. The Government's food security policy includes the establishment of buffer stocks amounting to 600,000 tons of cereals (mainly sorghum) to be managed by the Agricultural Bank with the support of the Ministry of Finance. The quantity is to be replenished every three years. About 50 percent of the cost of the food is to be provided by the Federal Government. The remaining 50 percent is to be met by the food-deficit states. At present, there is a storage capacity (silos and warehouses) of 500,000 tons, owned by the Agricultural Bank.

Food Aid Policies

31. Food aid has been included in the Government's humanitarian and development plans as an important external resource for alleviating poverty. It has been targeted largely to lessening the plight of the population displaced by the war, providing sustenance to refugees and supporting developmental activities of resource-poor communities.
32. Food aid has undergone significant shifts over the last decade, fluctuating between 513,000 tons in 1990, 58,000 in 1995 and about 233,000 in 1999, the bulk of which was contributed through WFP and targeted mostly to successive emergency interventions. The amount of food aid was dictated mainly by the scale of the emergency.
33. In recent years, food aid for development has been targeted to food-insecure areas in the north to support school feeding and water harvesting projects. The Government and SPLM/A urged WFP to support school feeding in the more stable areas in the south. The Government of Sudan supports the use of targeted food aid in emergency situations. In OLS-assisted areas, the Government actively participates in the periodic and annual multi-agency needs assessment activities. The Federal Ministry of Agriculture regularly supports the FAO/WFP crop assessment missions.
34. WFP's current policy to purchase cereals (mainly sorghum) in surplus producing areas of Sudan for the Programme's relief and development operations in food-deficit areas has been much appreciated by the Government and other partners. This policy has beneficial effects on the local production and marketing of cereals. It also results in reduced transport costs, improved delivery time and the supply of types of cereals that are fully acceptable to the beneficiaries.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

35. Sudan was the first recipient country of WFP development food aid. In June 1963, WFP's governing body approved project Sudan 001—"Resettlement of Wadi Halfa". Since then, a range of development activities has been supported through 21 projects. Since the 1980s, all WFP programme categories—emergency operations, protracted relief operations (now protracted relief and recovery operations) and development projects—are being implemented simultaneously in different parts of the country. Between 1989 and 1999, total WFP assistance amounted to US\$245.0 million for emergency operations, mostly in southern Sudan, US\$67.7 million for Eritrean and Ethiopian refugees and US\$42.4 million for development projects. Over the period 1989–95, WFP also provided services for the delivery and monitoring of bilateral food aid grants to Sudan, which amounted to some 992,000 tons.
36. Lessons learned from past WFP-supported development activities have helped to shape the design of the current development portfolio. Evaluations and reviews concluded that



the incentive value of the WFP food ration was not high when projects were implemented in food-surplus areas. In other cases, food aid served mostly as a budgetary support for socio-economic activities in favour of poor people, making it rather difficult to establish a link between the provision of food and project outcomes. With declining budgetary provisions and dwindling international development assistance, the Government's commitment to WFP-assisted projects in terms of staffing, non-food items, food management and transport has been less than satisfactory. The multisectoral project, Sudan 3709—"Assistance to Rural Works in Drought-prone Areas"—approved in November 1988, focuses exclusively on poor and food-insecure areas of the country. However, of the many activities supported within that project, water-harvesting activities have proved to be the most successful. For this reason, a project specifically designed to improve access to water was approved upon completion of project 3709.

37. In line with the Programme's Commitments to Women (1996–2000), WFP has been promoting a leading role for women in local decision-making committees on food management and in the management of assets created through food-for-work projects. Gender-disaggregated data have been collected since 1998 in the northern sector. In 1999, 57 percent of total beneficiaries among the drought-affected population were women. For the Ethiopian and Eritrean refugees, 50 percent of beneficiaries were women. Of the beneficiaries assisted under the school feeding and water-harvesting projects, 47 and 51 percent respectively, were women. As indicated in paragraph 22, WFP assistance is facilitating an increased enrolment of girls in the formal education system.

Ongoing Development Projects

38. Project Sudan 531.03—"Assistance to Primary School Students"—started in 1976 with the overall goal of supporting the Government's education policy. Initially, WFP support was conceived as budgetary backing to secondary boarding schools. During the 1980s, the project was redesigned to include primary education. Its objectives were to increase school enrolment and expand school facilities through funds generated as a result of WFP assistance. The current project has been targeting primary day schools in chronically food-deficit districts in six states, with an emphasis on girls' enrolment in order to address existing gender disparities.
39. A WFP management review-cum-appraisal mission, with the participation of UNESCO, visited the project area in November 1999 and concluded that on the whole, WFP assistance was being effectively implemented. The project encouraged parents to enrol their children in primary schools and to maintain them in the system. The construction and rehabilitation of classrooms and latrines in girls' schools helped attract more girls to the schools. In the western states, communities contributed to the costs of water, fuelwood, of cooks' salaries, condiments and, in some cases, the transport of WFP food commodities from the state or district warehouses to the schools. In the Red Sea State, these contributions were shared between local government and communities. This strong community involvement constitutes a solid basis for the sustainability of the activity.
40. Project Sudan 5745.00—"Improved Water Access in Semi-arid Areas"—was approved in May 1998 for a period of three years. The construction and rehabilitation of the improved rainwater collection system (i.e. large mud ponds—known locally as *hafirs*—dug by the local population to collect water during the rainy season for people and animal use during the dry season) in the rural communities of northern Darfur and northern Kordofan addresses three major problems: food, drinking-water and unemployment. WFP food assistance is intended to fill the chronic food gap and retain able-bodied villagers (who would otherwise be forced to migrate for work) to construct their *hafirs* during the



lean season (January to June). Food for work in each community is limited to one work season. *Hafirs* are managed and maintained by the communities after they have received training. Non-labour costs are financed from the water fees collected. To maximize the health benefits of improved water availability, the Water, Environment and Sanitation (WES) Programme, assisted by UNICEF and WFP, has agreed to provide health education and sanitation facilities to the communities participating in the project. Women constitute about 60 percent of the labour force engaged in *hafir* construction, and 50 percent of the *hafir* committee members are women.

41. The project has good prospects for integrated development, in partnership with others. It alleviates both food and domestic water shortages without placing unnecessary stress on the natural environment. Furthermore, it contributes to improving household sanitation and reducing women's workloads. Impact studies carried out by CARE (the main NGO partner) on similar improved *hafirs* in northern Kordofan have shown an average reduction in the distance travelled to fetch water (mostly for women and young girls) from 10 to 2 km, an increase in daily per capita water consumption from 11 to 17 litres and an increase in food consumption during the lean period.

Protracted Relief and Recovery Operations

42. Since 1967, WFP has been providing food assistance to Eritrean and Ethiopian refugees in eastern Sudan through a number of emergency interventions and protracted relief operations. Many of these refugees have since returned to their homelands. In February 2000, PRRO 6189.00 was approved for a period of 18 months to cover the needs of up to 133,000 refugees, including the 11,919 Ethiopian refugees who were targeted for repatriation by UNHCR. However, due to changed circumstances in Ethiopia, the repatriation process has not taken place. The repatriation of Eritrean refugees began in May 2000, following a tripartite agreement between UNHCR and the Governments of Sudan and Eritrea. That process has also been delayed following renewed fighting between Eritrea and Ethiopia, leading to a new influx of refugees from Eritrea into Sudan.

Emergency Operations

43. **Emergency assistance to populations affected by war and natural calamities.** Since 1989, when OLS was created, WFP has been providing food aid to war- and drought-affected populations in Sudan under emergency operations. In view of the volatile and largely unpredictable situations and shifting security circumstances, WFP has not been able to prepare a PRRO for these populations. The current emergency operation (EMOP-6215.00) provides assistance to up to 2.4 million beneficiaries. The 1999 evaluation of the impact of WFP emergency interventions under OLS concluded that food assistance had prevented widespread famine and hunger, particularly among the most vulnerable population.
44. In the southern sector, the relief committees are composed of men and women, often with a majority of women who also act as committee chairpersons. When feasible, family rations are distributed to women as a matter of priority. In a volatile security environment, with frequent banditry and raiding, directly targeting women also entails certain risks, such as the looting of their food rations by non-targeted members of the community who turn up at distribution sites. To the greatest extent possible, WFP endeavours to protect its beneficiaries at the distribution sites.
45. The WFP country office in Khartoum has overall responsibility for operations in Sudan, with substantial support provided by the WFP regional office in Nairobi for the receipt, delivery, distribution and management of food assistance to needy people in southern



Sudan. WFP staff from both offices meet regularly to discuss policy and coordination issues, in addition to conducting daily communication and weekly conference calls. Recently, assessment methodologies, reporting formats and procedures have been standardized. WFP also works closely with the Humanitarian Aid Commission (HAC) under the Ministry of Social Planning in the northern sector, and with the Sudan Relief and Rehabilitation Association (SRRA) and Relief Association of Southern Sudan (RASS), which are the humanitarian wings of the SPLM and South Sudan Independence Movement (SSIM), respectively.

46. **New influx of Eritrean refugees.** The resumption of war between Ethiopia and Eritrea, on 12 May 2000, resulted in a large-scale population displacement of Eritreans and a new influx of refugees into Sudan. As of the end of June, approximately 95,000 Eritreans had crossed the border into Sudan. WFP will provide assistance to those refugees for the period May-November 2000. The refugees are expected to repatriate as soon as peace is restored in their places of origin.

Logistics

47. Food is delivered by air, road and river barge. WFP has operational and logistics bases in Khartoum, Port Sudan, Kosti, el-Obeid, Malakal, Juba, Wau, Bentiu and Ed Daein. WFP operates Ilyushin-76, Hercules C-130 and Antonov-12 aircraft from bases in the northern sector in order to serve southern-sector locations, primarily in Bahr al-Ghazal. Barges are used to deliver relief food and non-food items to beneficiaries along the four river corridors (Sobat, Bentiu, Zeraf and Juba) when security conditions allow.
48. For the southern sector, food is delivered using a combination of rail, road and air transport. Commodities are transported from Mombasa by road and rail to Lokichoggio, Kenya, or by rail to WFP intermediate storage facilities in Kampala, and onward by road to Koboko, in northern Uganda. From Koboko, food aid is delivered to beneficiaries by road through commercial transporters, primarily to the Bahr al-Ghazal region. From Lokichoggio, deliveries are made to beneficiaries by air, using Hercules C-130, Ilyushin-76 and Buffalo aircraft.

FUTURE ORIENTATION OF WFP ASSISTANCE

49. Despite the efforts of the Sudanese parties to the conflict and those of the international community to achieve a negotiated political settlement, prospects for lasting peace in Sudan remain difficult to predict. From an operational point of view, the situation in the government-controlled areas in northern Sudan is relatively stable and, to some extent, predictable. Population movements are likely to continue as a result of continuing conflict, recurring natural calamities and seasonal or longer-term labour migration. WFP's operations in the north will continue to encompass both development and emergency operations, as well as protracted relief and recovery operations for refugees.
50. In southern Sudan, including the garrison towns under the Government's control, the situation remains volatile and largely unpredictable. WFP's interventions have so far been limited to relief operations. This CSO attempts to define a WFP strategy for the next five years based on three different scenarios, described below. WFP's plans, or its strategic options for the immediate future, will be based on the "middle-case scenario", which is considered the most realistic one. This, however, will have to retain the necessary flexibility to include elements of the other two scenarios.



51. **Best-case scenario.** This scenario is based on the assumption that the current "humanitarian ceasefire" will continue and may even evolve into a comprehensive ceasefire, with or without a negotiated political settlement between the Government and the SPLM and other armed opposition groups. It is likely that isolated security incidents may continue to occur in some areas in the south. The 1998 constitution foresees a referendum on the issue of self-determination for the south. This referendum may or may not take place. On the other hand, a peace agreement based on a political settlement may be reached. Normal rehabilitation, recovery and development activities may resume in all parts of Sudan. Domestic resources and international assistance would focus on rehabilitation and development to enable people to benefit from a peace dividend. Large numbers of displaced people and refugees would return to their places of origin and begin new lives.
52. **Middle-case scenario.** The situation might not improve to the extent outlined above. A continuation of the "humanitarian ceasefire" and a low-scale civil war, where pockets of significant insecurity coexist with areas of relative stability, might be a realistic scenario. This is the present climate in which WFP and its OLS partners are operating. Even within this context, OLS and other agencies are planning to move from relief towards longer-term recovery and rehabilitation activities.
53. **Worst-case scenario.** This represents an overall deterioration of the situation caused by intensified fighting in vast areas of the southern regions. Inter-ethnic strife may worsen the scale of the conflict and result in deaths and extensive human suffering as a consequence of fighting, raiding and looting. This may lead to mass population displacement, increased food insecurity, high malnutrition rates and famine. Natural disasters might further complicate the situation. Access to the affected population would be limited, and WFP's interventions would revert to "core" life-saving activities, with reduced or no development activities.

Geographical Focus

54. WFP's future development portfolio in northern Sudan will continue to focus on the food-insecure areas and areas prone to recurring natural disasters (western Kordofan, western Darfur, and Red Sea State). Districts and communities will be selected on the basis of the vulnerability and poverty maps prepared by the VAM unit of the WFP country office. The adequacy of geographical targeting will be monitored and WFP-supported interventions adjusted accordingly during the implementation of the Country Programme.
55. WFP-supported interventions in southern Sudan will gradually shift from relief towards recovery activities, assuming that the civil war continues at its present low-scale or improves. Efforts will be made to design a PRRO to follow up the ongoing emergency operation, starting in early 2001. The activities under the PRRO, particularly the school feeding and the mother and child nutrition support components, will be developed as two separate recovery activities.

Key Areas for WFP Assistance

56. The ultimate objective of WFP's development assistance to Sudan is to contribute to the improvement of food security and enhance the self-reliance of resource-poor households living in food-insecure areas and areas prone to natural disasters. In southern Sudan, WFP's objectives are to enhance existing coping mechanisms, improve food security and promote self-reliance. The level of insecurity and weather conditions will determine the modalities of WFP assistance. In stable areas, WFP will move away from free food distribution to targeted rehabilitation activities and, ultimately, to development activities. The selection of



areas will be based on OLS/WFP annual needs assessments and the VAM activities of the WFP country office.

57. WFP food monitors will regularly review the required level of WFP food assistance, using the food economy assessment methodology. This methodology uses both quantitative and qualitative methods to explore the various options people employ to secure access to food, and looks at how food sources other than traditional production can be used in times of crisis. In the first quarter of 2000, the majority of beneficiaries under the current emergency operation received 25 to 50 percent of the full (2,100 Kilocalories) ration, implying that people had other resources to draw on at the beginning of the year.
58. Overall, the future Country Programme will focus on three of the five priorities for WFP development activities as set out in the Board's decision 1999/EB.A/2:
 - enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
 - enable poor households to invest in human capital through education and training; and
 - mitigate the effect of natural disasters in areas vulnerable to recurring crises.

Sectoral Priorities

59. **Mother and child nutrition support.** In southern Sudan and transitional zones in the north, assistance is being provided under the current emergency operation in the form of targeted food distribution to vulnerable groups, including wet feeding for initial stages of displacement, supplementary feeding for moderately malnourished children and mothers and therapeutic feeding for severely malnourished children and mothers. These activities are carried out mostly through NGOs. WFP will continue to monitor the nutritional situation of displaced persons and will develop these selective feeding programmes into a "mother and child nutrition support", which will be one of the main targeted activities of the PRRO planned for 2001 and, subsequently, one of the future Country Programme activities.
60. **Development of human resources.** In November 1999, a WFP review-cum-appraisal mission, with the participation of UNESCO, recommended the continuation of the WFP-assisted school canteen programme in six states of northern Sudan. Girls' enrolment is an important feature of the project. It also includes provision for WFP assistance to secondary boarding schools for girls, and funds for the construction of latrines. In southern Sudan, an emergency school feeding activity, mainly for IDPs, is included under the ongoing emergency operation. This will constitute one of the targeted activities under the PRRO, which will be designed as a follow-up to the current EMOP. The aim is to improve the diets and increase school enrolment and attendance of schoolchildren, particularly girls.
61. **Disaster preparedness and mitigation.** The ongoing water-harvesting project in northern semi-arid areas, through the construction and rehabilitation of rainwater ponds (*hafirs*), is having considerable success in mitigating the effect of drought, alleviating drinking-water shortages, reducing women's workloads and preserving the environment. It is entirely a community-based project, using a well-tested simple technology. Project activities will continue as a component of the forthcoming Country Programme.
62. Sudan suffers from recurrent natural disasters, particularly cyclical drought and floods. Inadequate local preparedness to manage disasters and mitigate their effects has made the population in drought-prone areas, both in the north and in the south, extremely vulnerable and prone to food shortages and malnutrition. It is proposed that WFP assist local institutions (HAC, SRRA and RASS) in responding to immediate disaster-related food



requirements with a view towards reducing the suffering or loss of life of disaster victims and preserving minimal household food security in affected areas.

63. The VAM, Logistics and Emergency Programming Units in the country office will assist local institutions in monitoring disaster-prone sites and developing a strategy for determining food needs, beneficiaries and modalities of food aid, based on experience and information gathered. This will also constitute a component of the forthcoming Country Programme.
64. **Modalities of WFP assistance.** In the context of the ongoing operations, key WFP concerns are being addressed, including community and counterpart participation in project design and implementation, promotion of gender equality and fulfillment of WFP's Commitments to Women. WFP is committed to empowering women by promoting their role as food recipients; women are given ration cards with their names printed on them to ensure that the women collect and control their entitlements. These concerns will continue to be addressed in the planned Country Programme.
65. Vulnerability assessment activities will be enhanced under the forthcoming Country Programme, in close cooperation with HAC, SRRA, RASS, the Ministry of Agriculture, relevant United Nations agencies, Save the Children Fund (UK) and CARE. The longer-term objective of these activities is to contribute to the institutionalization of a food security and early warning system under the Ministry of Social Planning. In the short and medium term, VAM activities will contribute to sharpening geographical targeting within the selected states and implementation modalities. Rapid rural assessments, including the household food economy approach, are also planned to provide more in-depth analysis of rural economies and the interrelationship of the socio-economic groups within them. A poverty and vulnerability map, classifying the regions by hazard type (drought, flood and war) has been prepared (see Annex). It will be regularly updated and revised. A VAM Country Programme preparation mission to Sudan will be scheduled for early 2001.
66. Provided that cash resources are available, WFP will continue to purchase cereals locally. In general, local purchase of sorghum is more cost-effective and ensures that WFP food aid comprises locally acceptable varieties. Local purchase supports local markets and reduces internal transport, storage and handling (ITSH) charges. It also enables WFP to respond quickly to emergency food needs.
67. The country office is planning to enhance training for counterpart staff, partner NGOs and beneficiaries in project monitoring, food management, vulnerability and gender analysis, assessment methodologies and monitoring and evaluation (M&E) systems. The current M&E systems of individual projects, emergency operations and PRROs have been or are being reviewed to include selective qualitative and quantitative indicators, such as community participation and gender-disaggregated data. The future Country Programme will draw on the new M&E systems being designed in conjunction with the German Agency for Technical Cooperation (GTZ).
68. Considering the volatile security environment in which WFP and other agencies are operating, emphasis is being placed on strengthened security, including the posting of a strong team of experienced security officers and the provision of proper communications equipment.



Operational Implications of a Programme Approach

69. The United Nations CCA (“Building Partnership for Peace and Sustainable Development”) is currently being finalized by the United Nations country team. The analysis provides the basis for the preparation of UNDAF, starting in January 2002, with the next (harmonized) five-year programme cycle of UNDP, UNFPA, UNICEF and WFP. The following priority areas have been identified in the CCA: a) poverty alleviation in the special development context of Sudan; b) the environment, climate and energy; c) food production and food security; d) education and vocational training; and e) nutrition, health, water and sanitation. Peace-building, a rights-based approach, community empowerment, gender and HIV/AIDS are considered cross-cutting issues. Following approval of the Country Programme by the Board, the two ongoing development projects will be integrated within the Country Programme, as they address the aforementioned priority areas identified by the Government and the United Nations country team.
70. The core WFP Country Programme in Sudan for the year 2002-2006 will consist of the following activities:
- mother and child nutrition support;
 - school feeding; and
 - disaster preparedness and mitigation, including water-harvesting activities.

Resource Requirements

71. The country office, supported by a headquarters mission, will prepare the Country Programme. It will also assess, in light of the specific development context of Sudan, the level of WFP assistance and the distribution of resources among the various programme activities, based on this CSO and the total resources available to WFP.

Partnerships

72. This CSO has been prepared in close consultation with representatives of government departments, United Nations agencies, donors, NGOs and beneficiaries. Collaboration with the Ministry of Education, UNICEF and WHO in the school feeding project in northern Sudan is being strengthened. Collaboration with the IFAD-funded rural development projects in northern and southern Kordofan and with UNDP’s area development programme will be explored further between now and the start of the Country Programme. WFP-supported water-harvesting activities may provide an effective vehicle for UNICEF and UNFPA to initiate complementary activities in the fields of hygiene, water and sanitation, even after the end of WFP assistance.
73. Within OLS, WFP will continue to collaborate closely with NGOs and counterparts for supplementary/therapeutic feeding and other health-related activities under the current emergency operation. WFP collaborates closely with the Government’s Commissioner for Refugees (COR) and UNHCR in the framework of the current PRRO. WFP will continue its collaboration with CARE, Fellowship for African Relief (a Canadian NGO) and OXFAM in water-harvesting activities.



KEY ISSUES AND RISKS

Resumption of war

74. A renewed conflict would cause a major displacement, which would increase substantially the number of IDPs requiring life-saving assistance. The number of refugees would increase in the event of conflict in neighbouring countries.

Access

75. The main risks of the proposed strategy relate to problems of access to targeted groups due to the unpredictability of the conflict and its shifting actors and alliances, or due to denial of access by one of the parties to the conflict. Insecurity is one part of the problem. The lack of infrastructure is another limiting factor, particularly in the south. In the rainy season, airstrips and roads often become unusable. WFP and its OLS partners have acquired the necessary experience and flexibility in working under these constraints.

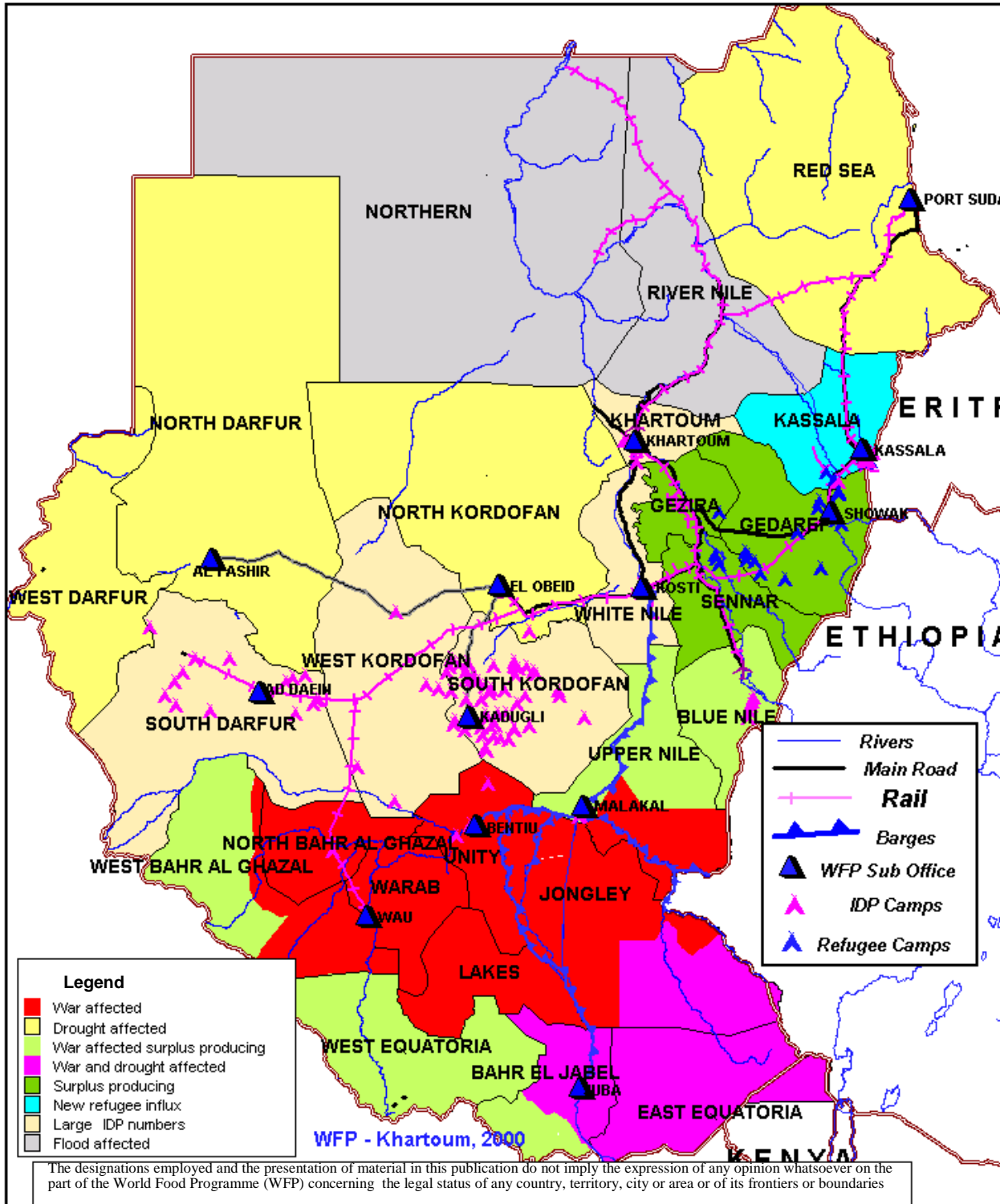
Natural calamities

76. Climate-related disasters such as drought or floods are recurring phenomena in Sudan and may be expected to occur within the duration of the Country Programme. A disaster-preparedness and mitigation element has been incorporated in this strategy, including a contingency plan for future emergency interventions.



ANNEX

SUDAN—VULNERABILITY MAP



LIST OF ACRONYMS USED IN THIS DOCUMENT

CARE	Cooperative for Assistance and Relief Everywhere
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of Discrimination Against Women
COR	Commissioner for Refugees
CSO	Country Strategy Outline
EMOP	Emergency operation
GNP	Gross national product
GTZ	German Agency for Technical Cooperation
HAC	Humanitarian Aid Commission
IDP	Internally displaced person
ITSH	Internal transport, storage and handling
LDC	Least-developed country
LIFDC	Low-income, food-deficit country
M&E	Monitoring and evaluation
NGO	Non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OLS	Operation Lifeline Sudan
PRRO	Protracted relief and recovery operation
RASS	Relief Association of Southern Sudan
SPLM/A	Sudanese People's Liberation Movement/Army
SRRA	Sudan Relief and Rehabilitation Association
SSIM	South Sudan Independence Movement
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
VAM	Vulnerability Analysis and Mapping
WES	Water, environment and sanitation

