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# PROJECTS FOR EXECUTIVE BOARD APPROVAL

## Agenda item 8

*For approval*



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## DEVELOPMENT PROJECT— SUDAN 6190.00

### Assistance to Primary School Girls and Boys and Secondary School Girls

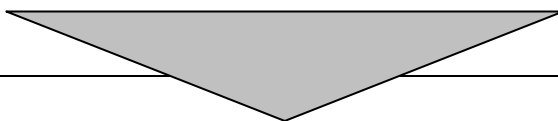
Number of beneficiaries (Average)	335,000
Year 1	301,310 (girls: 135,990 boys: 165,320)
Year 2	334,930 (girls: 156,400 boys: 178,530)
Year 3	367,330 (girls: 179,850 boys: 187,480)
Duration of project	Three years

#### Cost (United States dollars)

Food cost to WFP	10,486,820
Total cost to WFP	20,363,706
Total cost to government	5,200,000
Total contribution by communities	1,500,000

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

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

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# Executive Summary



Sudan is a least developed country (LDC) facing problems of poverty and limited access to food and other basic needs, particularly in rural areas. The states of northern Kordofan, northern Darfur, western Darfur, western Kordofan, the Red Sea State and Kassala, targeted for WFP assistance under this project, are the poorest and most food-insecure areas. The population in these states—together with that of war-affected southern Sudan—is most vulnerable nutritionally and, therefore, at risk. The majority of schoolchildren in these areas face a low food intake, an unbalanced diet (mainly cereals/legumes, with a minimum intake of fresh vegetables or fruits). In rural areas, many have to walk long distances (2-8 km) to reach their schools. They usually go to school having had their last meal the previous evening, and eat nothing substantial until they return home. Primary school enrolment rates in these states are very low, especially for girls; some are as low as 22 percent compared with the national average of 49.8 percent. Apart from dietary considerations, another important factor inhibiting school enrolment and attendance, especially of girls, is the cost of schooling. Families have to pay tuition fees for each child besides contributing to various other school costs. These are an excessive burden for a typical rural family or an urban poor family.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. This project addresses objective 2 (enable poor households to invest in human capital through education and training). WFP food assistance will provide a dietary support in the form of school meals to girls and boys attending primary day schools and to girls attending primary and secondary boarding schools, thereby contributing to reducing gender disparities in education.

The school meals will serve to relieve short-term hunger and as an incentive to parents to send their children to school. They will also indirectly act as an income transfer to the families of schoolchildren. In addition, the project will contribute to promoting education among the nomadic population in targeted areas. The Government's aim to achieve education for all by the year 2002 is unlikely to be achieved because of its inability to provide the necessary budgetary support for education. However, the initiatives and interest of the local communities in their children's primary education, as well as their desire to further the education prospects for girls, are extraordinary and need continued support.

The three-year project would require WFP to provide a total of US\$20,363,706, including US\$10,486,820 in food costs.

## Draft Decision



The Board approves project Sudan 6190.00—Assistance to Primary School Girls and Boys and Secondary School Girls (WFP/EB.3/2000/8-A).



## PROBLEM ANALYSIS

1. Sudan—the largest country in Africa, with an estimated population of 31 million—attained independence in 1956. Since then, the country has witnessed only 11 years of peace. The continuing conflict has left nearly 1.9 million dead, four million internally displaced persons (IDPs) and 500,000 refugees. This situation has been exacerbated by recurrent drought, floods and famine, abject poverty and ecological degradation, leading to further displacement. The financial costs of the civil war, and its international repercussions, have had a negative impact on the economy and constrained development prospects. External financial assistance 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 grant aid is almost entirely in the form of humanitarian assistance.
2. Classified among the least developed countries (LDC), Sudan ranked 142<sup>nd</sup> out of the 174 countries listed in UNDP's Human Development Report for 1999. The infant mortality rate is 73 per 1,000 live births; life expectancy is estimated at 56 years for women and 53 for men. According to the 1990 labour and migration survey, 77.5 percent of total households in Sudan fell on or below the poverty line. The 1996 survey gave a higher incidence of poverty (90.5 percent). Darfur replaced Kordofan as the poorest region in northern Sudan, with 95 percent of households falling below the poverty line. The 1993 population census indicated that 22.6 percent of all the households in the north were headed by women.
3. Sudan is facing problems of access to food and other basic needs, particularly in rural areas. It is estimated that the food intake of over 30 percent of the total population is far below the minimum energy requirement. The poorest and most food-insecure areas are the southern regions, the states of northern Darfur, western Kordofan, northern Kordofan, and the Red Sea State. The most vulnerable groups from a nutritional point of view are war-displaced people, drought victims, nomads and inhabitants of remote rural areas. The National Nutrition Department Survey of 1997 showed high morbidity rates among children under 5: about 40 percent suffered from diarrhoea, 54 percent from malaria, and about 53 percent from respiratory infection. Wasting in the six targeted areas was found to be higher than the national average.
4. The reforms in Sudan's federal system implemented since 1994, which increased the number of states from nine to 26, have contributed to changes in the states' economic and financial position, increasing disparities between them, particularly between the poor western states and the relatively richer central and eastern states. Since 1996, the role of the state governments has increasingly expanded to include responsibility for levying taxes, generating revenues and providing essential social services such as basic health and education. These far-reaching reforms have shifted the financial burden for basic education from the Federal Government to the states, district councils and local councils.
5. As the availability of resources varies widely, some states and local councils have been able to meet their financial obligations. Others, particularly in the western part, are so resource-poor that they are unable to pay the teachers' salaries regularly. The Government informed the WFP/UNESCO appraisal mission of November 1999 that it has a programme of subsidies for those states and councils that are unable to raise sufficient revenues to meet their needs. The Government further informed the mission that additional revenues coming from oil exports would enable it to increase its development budget and thus reallocate resources to the poorer states.



6. The Government is committed to universal basic education for all children from the age of 6 to 13 years, as stated in the ten-year national comprehensive strategy, 1992-2002. It hopes to achieve this goal through the expansion of basic, pre-school and non-formal education. Furthermore, the Government's policy is to place greater emphasis on vulnerable groups—girls, and nomadic, displaced and handicapped children. However, with the existing human and financial constraints, these universal goals remain elusive, although they reflect the Government's aspirations.
7. The overall primary school enrolment rate is currently 57 percent: 49 percent for girls and 65 percent for boys. However, some states, such as the Red Sea State, northern Kordofan, western Kordofan, northern Darfur and western Darfur have overall rates averaging 30 percent. Enrolment ratios for girls in these states vary between 22 percent and 50 percent. The most important factors inhibiting girls' enrolment are the cost of schooling, parental attitudes, long distances and sociological factors such as early marriage.
8. The states targeted by the project are among the most deprived in the country. Basic education services are on the verge of collapse, as they have been grossly under-funded in the past. The appraisal mission found communities' commitment to education and girls' education in particular to be encouraging. The schools are largely supported by communities which provide cash, goods or service to support teachers and schools. The communities are already extremely poor and overstretched; therefore, they require external support to enable them to keep their children at school.
9. Before primary boarding schools were closed in 1995/96, the drop-out rate in rural areas for girls between grades 5 and 8 was about 25 percent. Thereafter, in some schools, this rate reached about 50 percent. The drop-out rate among boys in the Red Sea State, western Kordofan and western Darfur is high because they have to replace other males to till the fields and look after herds of animals, or seek other employment opportunities to support their families. Because of the proximity of the conflict areas, the rate of conscription of male adults into the military is also high in these states, which places pressure on younger males to leave school to begin work.
10. Nomadic children enrolled in schools in the Kordofan and Darfur regions number about 22,000. Of these, girls make up only 34 percent. School attendance rates for nomadic children are lower than for the rest of the school-age population because their families are obliged to move in search of water and pasture, or for security reasons. The government of northern Darfur wishes to establish boarding schools or use existing facilities to enable nomadic children to complete primary schooling. It has requested WFP's support to provide meals for these children.
11. WFP's assistance has played an important role in reducing gender disparities. Under project Sudan 531.03—"Assistance to Primary School Students"—the number of girls' schools increased from 478 to 521, representing a 9 percent increase during the project's three-year duration (1996-1999). The Government is committed to increasing the enrolment rate for girls. The Ministry of Education (MOE) has conducted sensitization campaigns at the state, provincial and local levels to explain the value of education to parents and to urge them to send their daughters to school. WFP has made a substantial contribution to this effort by providing food rations to alleviate short-term hunger, and constructing two classrooms and one latrine for each of the 75 girls' schools targeted. Further assistance is required to bolster the enrolment rate of girls and to prevent them from abandoning school after grade 4. The appraisal mission found that the provision of school meals, and of funds for construction materials for girls' school latrines and for advocacy—together with strong government and community motivation for the education



of girls—were adequate incentives to promote girls' education, thus obviating the need to provide other special incentives such as take-home food rations for girls only.

12. WFP received requests from the Government and the local authorities to further girls' education in conservative and deprived areas through support to girls' secondary boarding schools. Secondary schools in the targeted areas are few and must have boarding facilities to accommodate rural children scattered throughout the areas. It was found that parents were willing to send their children to secondary school, provided that their daughters' security and protection were ensured. Yet, many rural parents, who cannot afford to provide food, do not send their children to school. To promote continuity of girls' education in deprived communities, the appraisal mission recommended that WFP support girls' secondary boarding schools at least on a pilot basis. The proposed project aims not only to encourage school enrolment, but also to reduce drop-out rates for girls, which are relatively high in the higher grades of primary school and in secondary schools.

### Previous WFP Assistance

13. WFP's association with the project dates back to 1969, when project Sudan 531—“Assistance to Primary, Secondary and Vocational Schools” was launched with food aid valued at US\$37.6 million. The project was expanded in 1976 (Exp.1—School Feeding), in 1989 (Exp.2—Assistance to Primary and Secondary Boarding Schools) and in 1996 (Exp.3—Assistance to Primary School Students). The number of beneficiaries ranged from 180,000 to 500,000. The original project and expansions 1 and 2 supported both boarding and day students.
14. The third expansion was redesigned to focus on primary education with emphasis on girls' education in the poorest and most food-insecure areas. Its main objectives were to help increase and stabilize primary school attendance, especially for girls; improve children's ability to concentrate by relieving short-term hunger; and help reduce gender disparities by improving school facilities for girls. The project commenced in 1996 covering an average of 230,000 pupils in 12 provinces in five states of the Kordofan and Darfur regions and the Red Sea State. It has made a substantial contribution to increasing the enrolment rate of the school-age population in the targeted areas. From the start of the project in 1996/97 to 1999/2000, the rates of attendance of girls and boys have increased by 117 percent and 68 percent, respectively, thus increasing the girls to boys ratio from 38 to 44 percent.
15. The provision of school meals, the construction of girls' classrooms and latrines supported by WFP and sensitization campaigns by the local MOE authorities geared towards community awareness have had a very positive impact on girls' education by more than doubling their enrolment rate in the targeted areas. Actual girls' enrolment increased from 84,601 in 1996/97 to 183,456 in 1999/2000. The additional number of girls enrolled has indeed narrowed the gender gap. On average, girls' drop-out rates fell from 71 to 38 percent.
16. WFP rations ensure that all children attending school in the targeted provinces are fed, increasing their learning capacity and enabling them to participate in school activities. They also help to ease some of the economic burden on parents. Based on local prices, the daily food basket is valued at 53.3 Sudanese pounds (Lsd) (US\$0.34) per pupil, representing a monthly income transfer of Lsd 1,333 (US\$8.50) to the families of the pupils. As of 30 September 1999, WFP had delivered 19,258 tons of food commodities, or 69.8 percent of its commitment. WFP also made available funds for the purchase of construction materials for the rehabilitation and construction of 75 classrooms and latrines for girls' schools. In addition, it supplied five vehicles to MOE to strengthen project



monitoring and implementation. Furthermore, WFP provided kitchen utensils to the schools, valued at US\$100,000.

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## PROJECT OBJECTIVES AND OUTPUTS

### Long-term Objective

17. The project's long-term objective is to support the Government's policies on education and the efforts of local communities to improve the food security, and the quality and level of education of primary and secondary schoolchildren, especially of girls.

### ➤ *Immediate Objectives*

18. The immediate objectives of the project are to:
- improve the food security and relieve short-term hunger of girls and boys attending primary schools, and of rural girls attending boarding secondary schools, thus improving their ability to concentrate and assimilate information;
  - contribute to efforts aimed at increasing and stabilizing primary and secondary school attendance;
  - contribute to reducing gender disparities by targeting areas where the enrolment rate for girls is low; by assisting all girls' primary and secondary boarding schools in the targeted areas by promoting the advocacy of girls' education, particularly in the Red Sea State; and
  - contribute to efforts aimed at promoting education among the nomadic population, particularly in northern Darfur.

### ➤ *Outputs*

19. The outputs of the project will be as follows:
- approximately 301,300 children in the first year, 334,900 in the second year and 367,300 in the third year attending primary schools will receive food rations, which will be used for preparing a mid-day meal;
  - an average of approximately 26,500 children a year, mostly girls and some nomadic children, in primary and secondary boarding schools, will be provided with a food ration for preparing two meals a day; and
  - the number of girls attending school is expected to increase from 135,990 to an estimated 179,850 over the duration of the project. The number of boys is expected to increase from 165,230 to 187,480. The ratio of girls to boys is anticipated to increase from 44 to 49 percent.

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## ROLE AND MODALITIES OF FOOD AID

### Functions

20. WFP will provide a dietary support in the form of school meals to girls and boys attending primary day schools and to girls attending primary and secondary boarding



schools. The meals will serve as: a) a nutritional support to relieve short-term hunger; b) an incentive to parents to send their children to school; and c) indirectly as an income transfer to the children's families.

### Food Inputs and Commodity Justification

21. The selection of the food basket is based on the need to provide an adequate incentive, while at the same time taking food habits into account. The beneficiaries will receive cooked meals for approximately 200 days in a school year. This is based on individual daily rations of 150 grams of cereal, 30 of peas, 20 of vitamin A-fortified vegetable oil and 3 of iodized salt for day schools; and 400 grams of cereal, 40 of peas, 30 grams of vitamin A-fortified vegetable oil and 5 of iodized salt for boarding schools. WFP's supply of vitamin A-fortified vegetable oil is warranted by the fact that the inhabitants of the project areas are vitamin A-deficient because of the very low intake of fruits and vegetables.
22. The nutritional values of these rations are: 780 Kcals, 24 grams of protein and 25 grams of fat for day schools; and 1,700 Kcals, 52.8 grams of protein and 37.6 grams of fat for boarding schools. The day-school ration provides 31 percent of the daily energy requirement to children aged 6 to 13 and 67 percent of protein requirement (adjusted to 85 percent digestibility). The daily WFP ration will be supplemented with local vegetables, such as okra, expected to be available at least three times a week.
23. The boarding-school ration (two meals) provides the girls with 70 percent of daily energy requirement and 100 percent of protein requirement. This is expected to be supplemented with a meal of vegetables at least three times a week, which will be contributed by the local councils, community committees and parents' committees.

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## PROJECT STRATEGY

### Implementation Strategy

24. The role of the state governments, as introduced in the new federal system in 1994, includes support to the education sector in their respective states. Responsibility includes the financing of basic education, including payment of teachers' salaries. Community participation is expected to continue to be the strongest point in the project's implementation. The communities are organized at the village and school levels into community committees (*lijan shabia*) and parents' committees (*lijan aaba*). They contribute in the form of school fees and ad hoc donations, thus covering nearly all school costs with the exception of teachers' salaries, textbooks and WFP food. Their contributions include maintenance (and often construction) of school facilities, purchase of school materials, supplementation of teachers' salaries, provision of complementary food and condiments for the school meals and payment of cooks' salaries. The crucial role played by the communities makes them essential partners and co-funders of the WFP-assisted project. This constitutes a solid basis for the project's long-term sustainability.

### Selection Criteria

25. The project will focus on the chronically food-insecure geographical areas of the country as identified by the Vulnerability Analysis and Mapping (VAM) Unit in the country office. WFP's support will be targeted to the most vulnerable beneficiary groups. In order to select these, the following criteria have been established:





- high level of chronic food insecurity and malnutrition;
  - low rate of school attendance of girls—under 40 percent; and
  - children from nomadic households attending primary boarding schools (up to grade 8) in the targeted areas.
26. Six states and 16 provinces have been targeted for WFP assistance, based on the selection criteria mentioned above.

States	Provinces
Red Sea	Tokar, Sinkat, Halayeb, Port Sudan-rural
Northern Kordofan	Sodari, Bara and Um-Rowaba
Western Kordofan	En-Nuhood, Abyei, Es-Salam, El-Fula
Northern Darfur	El-Fasher, Kutum, Um-Kadada
Western Darfur	Geneina
Kassala	Hamashkoreb

## Logistics

27. The commodities originate from two main sources. The first is overseas (i.e. in-kind donations—mainly pulses, oil and, if necessary, iodized salt) with delivery at Port Sudan. The second is local purchase, mainly cereals (sorghum and millet).
28. The WFP country office will be responsible for primary transportation of food commodities from Port Sudan for imported commodities and from Kosti, Gedaref, El Fasher and other surplus producing areas for commodities purchased locally, to the project's warehouses in the states, as well as for the management of the central warehouses in Port Sudan or at local procurement points, in collaboration with the project management authorities.
29. MOE will arrange for all the necessary exemptions and waivers in order to ensure the timely release of food commodities and their forwarding to the states. WFP will handover the title of the food commodities to MOE at the state warehouses. From these points onwards, MOE will be responsible for transport to the provinces and ultimately to the schools.
30. WFP will contribute 75 percent of landside transport, storage and handling (LTSH) cost, covering the entire cost of handling and storage at the entry port or local procurement points, and transportation to the states. The internal transport, storage and handling (ITSH) subsidy will amount to US\$117 per ton. The Federal Government will contribute the remaining 25 percent of LTSH cost, covering mostly the portion of transport from the state warehouses to the schools.

## Phasing Out

31. The Government remains committed to universal basic education for all children from 6 to 13 through the expansion of basic, pre-school and non-formal education. Furthermore, the Government's policy is to provide equal opportunities in education with more emphasis



on the most vulnerable groups which have been defined as girls, and nomadic, displaced and handicapped children.

32. The targeted states are among the most deprived in the country, where basic education services are grossly under-funded. Despite their meagre resources, the communities' commitment to education, particularly for girls, forms a solid basis for the project's long-term sustainability. Communities, which provide cash, goods or services to support the teachers and the schools, carry a significant part of the financial burden of the schools.

### Beneficiaries and Benefits

33. The direct beneficiaries of WFP assistance are girls and boys attending primary and secondary schools in the selected areas. All primary day and boarding schools, and all girls' secondary boarding schools in the targeted provinces will be assisted. Direct beneficiaries are estimated to number 301,310 in the first year, 334,930 in the second year and 367,330 in the third year of the project. The number of female beneficiaries is expected to increase from 135,990 to an estimated 179,850 over the three-year duration of the project. In the same period, the number of male beneficiaries is expected to increase from 165,230 to 187,480. All the population in the targeted provinces will benefit indirectly from the project.
34. Anticipated benefits from project activities include an improvement in the food security and level of education of the targeted population. Girls attending schools supported by WFP will also benefit from improved sanitation and hygiene. It is further anticipated that the advocacy campaigns supported by WFP will attract more girls to the schools in the Red Sea State.

### Anticipated Effects of the Project on Women

35. The project will support primary education in states and provinces where the enrolment rates for girls are relatively low. It will help to increase girls' primary school enrolment and attendance, and reduce drop-out rates. By assisting secondary boarding schools, the project will make it possible for girls from rural areas and from the nomadic population to complete their primary schooling. This will in turn contribute to reducing the gender disparities between urban and rural areas. The project will promote girls' education beyond the primary school level, thus giving them better opportunities and improved social standing in their communities. In addition, it will enhance the participation of women in the community and parents' committees through advocacy activities and gender training.

### Project Support

36. The Ministry of Finance and National Economy will have overall responsibility for the coordination of the project and for policy guidance. The Federal Ministry of Education will be responsible for the actual implementation through its decentralized bodies—the state MOEs and the Directorates of Education in the provinces and localities. The community and parents' committees will play a crucial role in the project's implementation at the village and school levels. Together with the head teachers, they will be responsible for organizing the school meals, mobilizing local resources for the preparation of meals, paying cooks' salaries, providing complementary food and condiments, and for initiating, where applicable, school gardening activities. They will also contribute the bulk of the schools' running costs.
37. A project management unit, headed by a national project manager, within the federal MOE, will be responsible for overall supervision, monitoring and reporting on the project



at the national level. The project management unit will operate at the federal, state and provincial levels. At the state level, there will be a school feeding office headed by a Director General of Education. He or she will be assisted by inspectors who will visit the provinces and schools to monitor and report on the project.

38. At the provincial level, there will be one or two school feeding staff under the supervision of the provincial Director of Education and the state School Feeding Officer. At the school level, the head teacher will be responsible for the implementation of the project. The teacher in charge of home economics, nutrition and hygiene will supervise the preparation of meals for the children. Although cooks will be employed for the preparation of meals, schools will be encouraged to organize food committees of students to participate, in turns, in the preparation and serving of meals. This will enable the children to take practical lessons in food hygiene and nutrition.
39. The project will strengthen its partnership with other United Nations agencies operating in the education sector, namely UNICEF and WHO. In view of the acute budgetary constraints facing state and local governments and considering Sudan's position as an LDC, WFP will contribute 75 percent of LTSH costs of the project, or up to US\$117 a ton. The remaining 25 percent will be contributed by the Federal Government.

### Monitoring and Evaluation (M&E)

40. A monitoring and evaluation system is in place under the ongoing project Sudan 513.03. It keeps track of the project's inputs in terms of movement of food and use of allocated funds for girls' schools. The project also collects data on school enrolments and drop-outs, but not in a systematic and reliable manner. There is scope for improvement in the project's capacity to monitor progress in achieving the project's stated objectives and targets. The project management unit, supported as necessary by the planning department of the Federal Ministry of Education and the WFP office in Sudan, will be responsible for overall monitoring and reporting on the project and the utilization of WFP food. It is proposed that WFP allocate US\$50,000 to set up a monitoring and ongoing evaluation system, including the training of project staff.
41. The following information will be collected on a six-monthly basis to monitor progress made towards achieving the project's stated objectives:
- number of parents' committees formed and operational;
  - number of women and men participating in the parents' committees;
  - number of community committees formed and operational;
  - number of women and men participating in the community committees;
  - number of girls and boys enrolled in school by grade and type of school (primary, secondary, day, boarding);
  - number of boys and girls attending school, by grade and type of school;
  - number of boys and girls dropping out of school, by grade and type of school;
  - number of boys and girls repeating the same grade, by grade and type of school;
  - number of girls and boys passing the exam from seventh to eighth grade, by type of school;
  - number of local community advocacy groups formed and operational in the Red Sea State;
  - number of women and men participating in the advocacy groups;



- extent of the impact of advocacy campaigns on the education of girls; and
- government and community cash and in-kind contributions to the project.

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## PROJECT FEASIBILITY

### Technical Feasibility

42. The technical feasibility of the proposed project was ascertained by the 1999 appraisal mission. The project will rely mainly on the experience gained and the lessons learned from the ongoing project Sudan 531.03 and its previous phases. Under the current phase, the local capacity of the project management has been enhanced by material and financial support from WFP in terms of training in school feeding management, logistics and gender awareness.

### Social Feasibility

43. Although poverty remains an important limiting factor, the level of awareness of the communities in respect of girls' education is indeed encouraging, particularly in the western states. It is clear that there has been a positive change of attitude in the rural population towards girls' education since the formal review of the last phase of the project, somewhat overcoming past socio-cultural constraints such as early marriages.
44. The state and local governments have conducted effective sensitization campaigns for the education of girls, supported by the federal MOE. The level of school participation, particularly of girls, is likely to be enhanced further under the proposed project, which focuses on the areas most in need. It is proposed to include a modest allocation of US\$75,000 by WFP to support advocacy for female education in the Red Sea State and, perhaps, in the nomadic areas of northern Darfur to further enhance the communities' awareness. These funds will be used to strengthen local governments' campaigns to promote girls' education, for posters to be exhibited at schools and villages concerned and for mass media communication, particularly through local radio.
45. The project is largely a partnership between WFP, the Government and the communities, with varying degrees of support from the Government at various levels and from the communities. This partnership will be consolidated and strengthened through enhanced WFP monitoring and supervision in the targeted states.

### Sustainability

46. The project's sustainability is largely based on the motivation and commitment of the communities to contribute to the cost of basic education, as well as on the Government's support. In the western states, the communities contribute from their meagre resources over 70 percent of the cost of schooling, including school uniforms, stationery, textbooks, water supply, fuelwood, salaries for cooks, condiments and, in some cases, the cost of transport of WFP food from the state warehouses to the schools. In the Red Sea State, these contributions are shared between the local governments and the communities. Significant progress has been made towards achieving long-term sustainability of the project. The communities and the Government need external support to complement their efforts.



## RISKS

47. **Budgetary constraints.** The resource-poor western states and provinces may face difficulties in raising funds to meet their financial obligations as the Federal Government's funds may not be allocated or disbursed. The parents' committees may often be obliged, despite their limited resources, to take on at least some of this financial burden. WFP will closely monitor governments' and communities' cash and in-kind contributions to the project.
48. **Project staff turnover.** There has been a frequent turnover in the project management staff in recent years, notably the national project manager from the Federal Ministry of Education. This has had adverse results on the effective management of the project. This issue will be addressed in the plan of operations.

## Disincentives, Displacement and Dependency

49. Annual WFP supplies under the project will amount to about 12,156 tons of sorghum/millet, 1,470 of vitamin-A-fortified vegetable oil, 2,219 of pulses and 227 of iodized salt. The annual supply of pulses under the project will represent an insignificant share of average annual production and average annual imports. Similarly, vegetable oil will represent a negligible share of average annual production and average annual imports of vegetable oils. Sorghum and millet are likely to be purchased locally in surplus producing areas, thus encouraging local production and marketing of these staple foods.
50. It is therefore expected that the quantities of food supplied by WFP will improve the food consumption of the beneficiaries and, considering the rather small quantities imported by the project, no adverse effect on local production and trade is anticipated to result from the implementation of the project.

## Project Budget

51. WFP will supply a total of 36,467 tons of sorghum/millet, 6,657 of pulses, 4,412 of vitamin-A-fortified vegetable oil and 682 of iodized salt over a three-year period. The total direct operational costs amount to US\$17.8 million. The direct support costs total US\$1.1 million. The indirect support costs amount to US\$1.47 million. The total cost to WFP is US\$20.36 million. The contributions by the Government and the communities are estimated at US\$5.2 million and US\$1.5 million, respectively. The details are provided in Annexes I and II.

## Coordination and Consultation

52. The project proposal was formulated by the country office in consultation with MOE, both at the federal and state levels, and the project management authorities of project Sudan 531.03. It was appraised by a mission conducted by WFP headquarters staff with UNESCO participation. As explained in paragraph 1, external development assistance to Sudan has been dwindling in recent years. Apart from WFP, assistance to basic education has come largely from UNICEF and, to a limited extent, WHO.
53. UNICEF is supporting basic education in the area of teacher training (around 17,000 teachers a year) which is most relevant in terms of improving the quality of basic education, although the actual needs are much larger. It also supports a programme to promote basic education for nomadic children in northern Darfur through one-teacher, four-grade mobile schools. UNICEF provides tents, training of teachers and teaching materials. The Government pays teachers' salaries while the nomadic communities meet



all other costs, such as incentives for teachers (in terms of heads of milking goats), food supplies for children, transport on camels, and purchase of textbooks and other school materials.

54. Concern has been expressed about the inability of nomadic children to continue primary education beyond grade 4 and the risk that they may forget what they have learned (literacy and numeracy). The Government intends to establish boarding schools or accommodate nomadic children in existing boarding schools. The proposal may be supported by UNICEF. It is proposed that WFP support boarding schools for nomadic children, at least on a pilot basis.
55. WHO has agreed to introduce health and nutrition education in the curriculum of WFP-assisted primary schools in collaboration with the School Gardening and Nutrition Education Department of the Ministry of Education. To this end, a Letter of Understanding was signed in September 1999 between WFP and WHO country offices.

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#### RECOMMENDATION OF THE EXECUTIVE DIRECTOR

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



## ANNEX I

## PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodities			
– Sorghum/millet	36 467	170	6 199 390
– Pulses	6 657	230	1 531 110
– Vegetable Oil (vitamin A-fortified)	4 412	600	2 647 200
– Iodized salt	682	160	109 120
<b>Total commodities</b>	<b>48 218</b>		<b>10 486 820</b>
External transport			<b>921 939</b>
Landside transport			
ITSH		117	5 641 506
<b>Total LTSH</b>			<b>5 641 506</b>
<b>Other Direct Operational Costs</b>			<b>750 000</b>
<b>Total direct operational costs</b>			<b>17 800 265</b>
<b>B. Total direct support costs (See Annex II for details)</b>			<b>1 090 000</b>
<b>C. Indirect support costs</b>			<b>1 473 441</b>
<b>TOTAL WFP COSTS</b>			<b>20 363 706</b>



**ANNEX II**

DIRECT SUPPORT REQUIREMENTS ( <i>dollars</i> )
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**Staff costs**

International	396 000
International consultants and SSA	58 000
Local staff and temporaries	252 000
<b>Subtotal</b>	<b>706 000</b>

**Technical support services**

Project monitoring and evaluation by WFP	50 000
Training	48 000
<b>Subtotal</b>	<b>98 000</b>

**Travel and DSA**

Blanket travel	30 000
In-country travel	30 000
<b>Subtotal</b>	<b>60 000</b>

**Office expenses**

Rental of facility	70 000
Utilities	5 000
Communications	11 000
Office supplies	5 000
Equipment repair and maintenance	5 000
<b>Subtotal</b>	<b>96 000</b>

**Vehicle operation**

Fuel and Maintenance	25 000
<b>Subtotal</b>	<b>25 000</b>

**Equipment**

Vehicles	75 000
Computer equipment	10 000
<b>Subtotal</b>	<b>85 000</b>

**Other**

Security	20 000
<b>Subtotal</b>	<b>20 000</b>

<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 090 000</b>
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## ACRONYMS USED IN THE DOCUMENT

IDP	Internally Displaced Person
ITSH	Internal Transport, Storage and Handling
LDC	Least Developed Country
LTSH	Landside Transport, Storage and Handling
MOE	Ministry of Education
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
WHO	World Health Organization

