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## **Draft The Sudan country strategic plan (2019–2023)**

Duration	January 2019–December 2023
Total cost to WFP	USD 2,271,560,158
Gender and age marker*	3

\* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### **Executive summary**

The Sudan is a lower-middle-income country transitioning to peace and development with the potential to reach the Sustainable Development Goal 2 targets. However, a large number of displaced people, including refugees from neighbouring countries, a volatile economic situation, increased climate variability, environmental degradation, poor natural resource management and the risk of relapse into violence present significant hunger challenges.

In response to these challenges, Sudan's zero hunger strategic review (covering the period 2017–2030) outlines interventions to achieve Sustainable Development Goal 2, with analysis identifying gaps and national priorities. The review suggests the development of stronger partnerships to enhance national capacities to end malnutrition, achieve sustainable food systems, promote peace, respond effectively to emergencies and promote self-reliance of those affected by hunger. The review highlights opportunities for WFP to leverage its comparative advantage in strengthening the capacity of national stakeholders to deliver evidence-based interventions that will save lives and enhance development.

The country office's five-year country strategic plan (2019–2023) proposes four interlinked strategic outcomes guided by the SDGs, with three contributing to SDG 2 and one to SDG 17.

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The strategic outcomes were developed in close collaboration with national partners and incorporate a nexus approach aimed at improving Sudan's capacity to reduce hunger and malnutrition while contributing to the Sustainable Development Goals for poverty, education, gender equality, climate action and peacebuilding.

Activities under strategic outcome 1 – responding to new and protracted emergencies – will be aimed at ensuring that humanitarian action is strategically linked to development and peacebuilding while strengthening government and non-government partnerships to enhance efficiency and effectiveness. WFP will ensure a timely response, help build self-reliance and promote durable solutions for access to food, nutrition and livelihoods. Strategic outcome 2 is aimed at reducing malnutrition and its root causes through an integrated package of nutrition-specific and nutrition-sensitive interventions. Strategic outcome 3 is focused on strengthening the resilience of food-insecure households and food systems while strengthening the capacity of national actors. Key elements include productive safety nets for chronically food-insecure rural households and reducing post-harvest losses for smallholder farmers and their associations. Strategic outcome 4 is aimed at strengthening systems and structures for the provision of humanitarian and development common services, through both service delivery and technical assistance relating to air services, logistics, information and communications technology.

These efforts will be supported by strong government leadership to ensure sustainability; complementary Sustainable Development Goals activities implemented by partners such as the United Nation's Children Fund and the other Rome-based agencies; and coordinated programmes focusing on other related Sustainable Development Goals, led by the Government and partner organizations. In addition, national platforms, frameworks and resources, including those of government entities and private sector partners, will be incorporated to maximize the impact of this country strategic plan.

### **Draft decision\***

The Board approves the Sudan country strategic plan (2019–2023) (WFP/EB.2/2018/8-A/10) at a total cost to WFP of USD 2,271,560,158.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## 1. Country analysis

### 1.1 Country context

1. The Sudan is a lower middle-income country currently experiencing its most stable period in 15 years. The partial lifting<sup>1</sup> of economic sanctions has opened new opportunities for social and economic development. This, coupled with a reduction in the number of new internally displaced people (IDPs) and a stronger vision for peace in Darfur, provides a solid foundation for a shift from humanitarian assistance to assistance based on the nexus between humanitarian assistance, development and peacebuilding.
2. The Sudan, however, remains characterized by macroeconomic instability, gender inequality, high rates of malnutrition and food insecurity. These internal challenges contribute to the country ranking 165th of 188 countries in the Human Development Index<sup>2</sup> and 140th of 159 in the Gender Inequality Index,<sup>3</sup> with serious gaps in most socio-economic indicators.
3. Two thirds of the population lives in rural areas,<sup>4</sup> with the Sudan's economy heavily dependent on agriculture. The sector accounts for 40 percent of gross domestic product (GDP) and employs 45 percent of the labour force.<sup>5</sup> While significant gender disparities in labour force participation exist,<sup>6</sup> recent analysis of gender and food security indicates progress towards gender equality.<sup>7</sup> Agriculture, particularly for smallholders, is mostly rain-fed,<sup>8</sup> making increasing climate variability a key concern for the economy, livelihoods and food security.<sup>9</sup> Agricultural productivity is low due to poor farming practices, major post-harvest losses, persistent gender gaps and conflict.
4. Since late 2017, the Sudan has experienced an elevated degree of economic instability.<sup>10</sup> The monetization of fiscal deficits, loose monetary policy, devaluation of the Sudanese pound, the reduction of fuel subsidies and the elimination of wheat subsidies have contributed to rapid inflation. In addition, the capacity of government institutions to tackle the emerging challenges of economic instability, climate variability and conflict is limited.

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<sup>1</sup> As of May 2018, the Sudan remained on the United States list of State sponsors of terrorism.

<sup>2</sup> United Nations Development Programme. 2016. *Human Development Index 2016: Human Development for Everyone*. Available at <http://hdr.undp.org/en/countries/profiles/SDN>.

<sup>3</sup> <http://hdr.undp.org/en/composite/GII>.

<sup>4</sup> World Bank staff estimates based on the United Nations Population Division's World Urbanization Prospects 2016. Retrieved through World Bank Data Catalogue.

<sup>5</sup> International Labour Organization, ILOSTAT database (2011). Retrieved through World Bank Data Catalogue.

<sup>6</sup> Men represent 74.71 percent and women 31.29 percent of the labour force. International Labour Organization, ILOSTAT database (2009 data).

<sup>7</sup> For example, women working in farming are now formally recognized as farmers, which positively affects their options for gaining access to resources. WFP. 2017. *Sudan, Gender Analysis in the Context of Food Security*.

<sup>8</sup> It should be noted that irrigated and mechanized agriculture in the Sudan is predominantly used in the cultivation of cash export crops, making rain-fed agriculture the domain of the poorest farmers, who produce the main staple crops and are therefore key to national food security.

<sup>9</sup> Sudan zero hunger strategic review (2017–2030). The zero hunger strategic review is the Government's agenda for and commitment to achieving SDG 2 by 2030. At the time of the preparation of the CSP, the Government was still in the process of officially endorsing the review.

<sup>10</sup> The Sudan's GDP has suffered from limited growth since the 2011 secession; since late 2017, however, economic challenges have increased substantially.

## 1.2 Progress towards SDG 2

### *Progress on SDG 2 targets*

5. Given the Sudan's abundance in natural resources, it has the potential to reach all the targets of Sustainable Development Goal (SDG) 2. With increased stability, it also has the ability to regain its role as the breadbasket of the region. The challenge for the Government, however, is to continue to invest in and strengthen national capacity to maintain recent security improvements. It must continue to develop good policy, planning and governance, including in respect of social justice and gender equality, which are essential to achieving economic stability and development. Focusing on these outcomes will help to reduce hunger and inequality.
6. Hunger remains pervasive and presents significant challenges, with Sudan ranking seventh in the Global Hunger Index.<sup>11</sup> Approximately 5.5 million people were food insecure in early 2018, increasing from 3.8 million in 2017 and 3.6 million in 2016,<sup>12,13</sup> due to internal macroeconomic challenges, localized insecurity and a high proportion of displaced people remaining in camps. Approximately 25.6 percent of the population is undernourished, higher than the continent's average of 18.9 percent.<sup>14</sup> Gender inequality plays a significant role in the food security and nutrition status of individuals, with entrenched socio-cultural norms and practices placing women and girls at greater risk of food insecurity than men and boys and women having more limited livelihood opportunities.<sup>15</sup>
7. External factors influence the country's capacity to eliminate hunger, including a relatively volatile regional, political and economic context, with no fewer than five of the Sudan's neighbours experiencing conflict themselves or bearing the burden of high levels of displaced populations.

### *Access to food*

8. *Poverty* (36 percent in 2014<sup>16,17</sup>) is exacerbated by natural and human-caused shocks and stressors; this in turn has a significant impact on access to food and exacerbates the daily challenges of urban and rural poor sectors of society. It is probable that the rapid rate of inflation observed over the past months has contributed to increased poverty.<sup>18</sup> Access problems are intensified during emergencies, including conflict, and price and climatic shocks, and by protracted displacement.<sup>19</sup>

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<sup>11</sup> International Food Policy Research Institute. 2017. *2017 Global Hunger Index: The inequalities of hunger*. Available at <http://www.globalhungerindex.org/pdf/en/2017.pdf>.

<sup>12</sup> Food Security Technical Secretariat, forthcoming 2017. *Integrated Food Security Phase Classification*.

<sup>13</sup> Other estimates put the figure much higher. For instance, based on a November 2017 comprehensive food security assessment, WFP estimates that the number of food-insecure people in the Sudan, including IDPs and refugees, is 14 million.

<sup>14</sup> Food and Agriculture Organization of the United Nations. 2017. *The State of Food Security and Nutrition in the World*. Available at <http://www.fao.org/state-of-food-security-nutrition/en/>

<sup>15</sup> The prevalence of food insecurity is 40 percent among female-headed households and 31 percent among male-headed households.

<sup>16</sup> Sudan zero hunger strategic review (2017–2020~~2030~~).

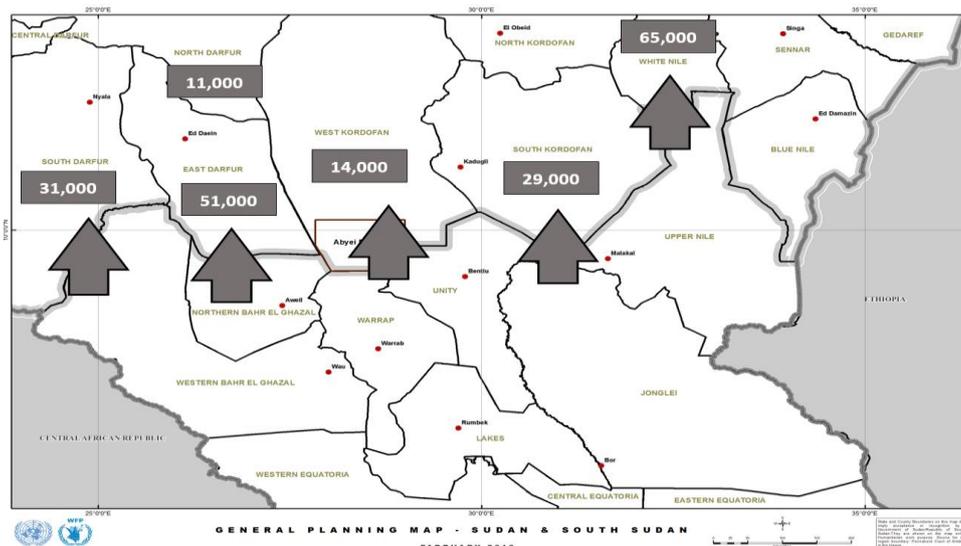
<sup>17</sup> Sudan National Baseline Household Budget Survey (2014). Sex-disaggregated data is not available.

<sup>18</sup> WFP's food security monitoring system.

<sup>19</sup> The impact of shocks is experienced most severely by marginalized people living in poverty. It is also important to note that shocks have a greater impact on people that are marginally above the poverty line through a reduction in real income due to, for example, price increases or the loss of livelihoods, leaving them with needs beyond their means.

9. *New displacement.* While 2017 and 2018 saw fewer violent conflicts, localized conflict continued to result in humanitarian needs in Darfur, South Kordofan and Blue Nile states.<sup>20</sup> In 2017, the opening up of the Jebel Marra region in Darfur was a significant development following the displacement of more than 100,000 people by protracted conflict in 2016. Despite many people returning, recovery assistance efforts continue to be hampered by sporadic violence and limited humanitarian access to the area. In addition, the humanitarian crisis in South Sudan has significantly increased the number of refugees in the Sudan over the past two years, with 770,000 in 2017;<sup>21</sup> given the continued conflict and instability, the number of refugees is expected to exceed 1 million by the end of 2018 (figure 1).<sup>22</sup>

**Figure 1: Anticipated new refugee arrivals in 2018, by state<sup>23</sup>**



10. *Protracted crises.* According to recent government estimates, 386,000 IDPs have voluntarily returned to their places of origin.<sup>24</sup> Despite this development, 2.1 million long-term IDPs remain stationed in camps in Darfur (most for the past 15 years),<sup>25</sup> with limited livelihood opportunities and no clear durable solution.<sup>26</sup> Access to food remains a challenge: only 2 percent of the IDP population in Darfur and 1 percent of the refugee population could afford sufficient food in January 2018.<sup>27,28</sup> The price of sorghum in April 2018 was 136 percent higher than the year before.<sup>29</sup> These fluctuations particularly exacerbate the insecurities of vulnerable households, including those headed by women and people living

<sup>20</sup> Office for the Coordination of Humanitarian Affairs. 2016. *5 Facts on the crisis in Darfur's Jebel Marra*.

<sup>21</sup> Office for the Coordination of Humanitarian Affairs. *Jebel Marra Crisis Fact Sheet. Issue 8. 1 October 2016*.

<sup>22</sup> Office for the Coordination of Humanitarian Affairs. 2018. *2018 Humanitarian Needs Overview: Sudan*. On top of this number, new arrivals, albeit in small number, from Eritrea and Central African Republic are more than probable.

<sup>23</sup> Office of the United Nations High Commissioner for Refugees. 2017. *South Sudan Regional Refugee Response Plan: January–December 2018*. Available at <https://reliefweb.int/report/south-sudan/south-sudan-regional-refugee-response-plan-january-december-2018>.

<sup>24</sup> Mentioned in the 2018 Humanitarian Response Plan for the Sudan (February 2018). Sex-disaggregated data is not available.

<sup>25</sup> Office for the Coordination of Humanitarian Affairs. 2017. *2017 Humanitarian Needs Overview*.

<sup>26</sup> WFP Sudan country office. 2016. *Country overview – What are the current issues in Sudan?*

<sup>27</sup> WFP. 2018. *Food Security Monitoring System for Darfur*. Available at <https://www.wfp.org/content/sudan-food-security-monitoring> (publication pending).

<sup>28</sup> WFP. 2018. *WFP Monthly Market Bulletin, Sudan, April 2018*.

<sup>29</sup> WFP. 2017. *Monthly Market Bulletin*.

with disabilities. Recent assessments indicate prevalence of food insecurity among the refugees and long-term IDPs<sup>30</sup> to be 50 percent and 53 percent, respectively, despite assistance.<sup>31, 32</sup> In addition, 230,000 IDPs in West Kordofan, South Kordofan and Blue Nile states continue to reside in host communities.<sup>33</sup> Humanitarian access to parts of these states remains a challenge due to the ongoing hostility with the Sudan People's Liberation Movement: north-eastern Sudan is host to large numbers of long-term refugees, both inside and outside camps, including approximately 135,000 long-term refugees, mainly from Ethiopia and Eritrea. They face poverty, limited access to livelihood opportunities and restrictions on freedom of movement, which affect women and men of various ages and abilities in different ways.<sup>25</sup>

11. *Climate.* The Sudan is a dry country exhibiting typical Sahelian-zone features that affect the availability of and access to food. This particularly affects smallholder farmers, who are adversely affected by limited rainfall, scarcity of water and a single agricultural season. The country is also frequently affected by recurring droughts that last two or three years, and parts of the country experience annual flooding.<sup>34</sup> In recent years climatic shocks have increased in severity and frequency, particularly affecting poor and food-insecure populations, with varying impacts across segments of society, including rural and urban households and women and men.<sup>35,36</sup> A recent food security and climate change assessment for the Sudan<sup>37</sup> highlights that in the future the climate will probably be hotter and drier and the land therefore less productive. To address these concerns, the Government has developed a national adaptation plan in collaboration with United Nations agencies and other stakeholders.

#### *Malnutrition*

12. Acute and chronic malnutrition are widespread and pervasive and constitute a significant public health problem. Over 2 million children under 5 suffer stunting annually, and 2 million wasting.<sup>38</sup> There are several causes of undernutrition, including limited access to food, marginal and unstable livelihoods, poor quality of health services, including sexual and reproductive health services, unfavourable hygiene and childcare practices, unhealthy

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<sup>30</sup> As used in the present document, "long-term IDP" and "long-term refugee" refer to IDPs and refugees whose situations are defined as "protracted" in the Sudan 2018 Humanitarian Response Plan. As so defined, the situation of an IDP is protracted if it lasts 24 months or longer, while that of a refugee is protracted if it lasts for at least five years. See [https://reliefweb.int/sites/reliefweb.int/files/resources/Sudan\\_2018\\_Humanitarian\\_Response\\_Plan.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Sudan_2018_Humanitarian_Response_Plan.pdf), p. 8.

<sup>31</sup> WFP. 2018. Sudan Food Security Monitoring System. See <https://www.wfp.org/content/sudan-food-security-monitoring>

<sup>32</sup> Indicating an elevated vulnerability compared to the general resident population, for whom the corresponding proportion was approximately 32 percent.

<sup>33</sup> Office for the Coordination of Humanitarian Affairs. 2017. *2017 Humanitarian Needs Overview*. Other estimates put the number of IDPs in West and South Kordofan and Blue Nile State as high as 600,000.

<sup>34</sup> For example, as recently as 2015, a major rainfall deficit resulted in a largely failed agricultural season, affecting 3.5 million people and requiring a substantial scale-up of humanitarian assistance. In 2016, extreme seasonal rainfall caused major floods and food insecurity, affecting approximately 40,000 households through displacement, livelihood disruption and damage to property, assets and infrastructure. Sudan zero hunger strategic review (2017-2030).

<sup>35</sup> WFP and United Kingdom Meteorological Office. 2016. *Food Security and Climate Change Assessment: Sudan*. Available at [https://www.metoffice.gov.uk/binaries/content/assets/mohippo/pdf/international/food\\_security\\_climate\\_change\\_assessment\\_sudan.pdf](https://www.metoffice.gov.uk/binaries/content/assets/mohippo/pdf/international/food_security_climate_change_assessment_sudan.pdf).

<sup>36</sup> A 2016 study on food security and climate change in the Sudan highlights a southward shift of the current climate experienced in climatic zones, whereby the future climate is likely to be analogous to a hotter version of the climate further north in the Sudan.

<sup>37</sup> <https://documents.wfp.org/stellent/groups/public/documents/communications/wfp289238.pdf>.

<sup>38</sup> The rates are higher among boys than among girls; for wasting the difference is small (1 percent) and for stunting the difference is 4 percent.

dietary habits, poor institutional capacity, gender inequality and poor infrastructure for absorbing and adapting to shocks. Basic health services are available to less than 50 percent of the population, while only 13 percent of the rural population has access to improved sanitation facilities.

13. The national prevalence of acute malnutrition (wasting) is 16.3 percent,<sup>39</sup> placing the Sudan in the “critical” category, with high levels recorded in both conflict-affected and non-conflict affected states. The chronic malnutrition rate is 38 percent, with 11 of 18 states recording stunting prevalence above 40 percent, considered very high by World Health Organization (WHO) standards. Stunting negatively affects a child’s physical development, cognitive development, ability to complete school and income-earning potential as an adult. At an aggregate level, this translates into a loss of 2–3 percent of GDP per year. Micronutrient deficiencies, particularly in iron, vitamin A and iodine, are rampant among children under 5, school-aged children and women of reproductive age.<sup>40</sup>

#### *Food security*

14. *Food systems.* The Sudan’s extensive stretches of marginal land, low productivity and high dependency on natural resources make the country’s food systems extremely vulnerable to climatic shocks, resulting in inter- and intra-seasonal disruptions.<sup>41</sup> Furthermore, during the annual lean season (April–October), a large segment of the population relying on subsistence livelihoods, particularly women and the families they support, cannot meet their basic requirements for food and other necessities due to a lack of economic opportunities. These groups are particularly vulnerable during poor harvest years, leading to a further deterioration of livelihoods, adoption of negative coping mechanisms<sup>42</sup> and the exacerbation of conflict. Consecutive bad years have a cumulative impact on vulnerable groups.

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<sup>39</sup> This is made up of 16.9 percent males and 15.7 percent females

<sup>40</sup> Central Bureau of Statistics and United Nations Children’s Fund (UNICEF). 2014. *Sudan Multiple Indicator Cluster Survey 2014: Full report*. Available from <http://mics.unicef.org/files?job=W1siZiIsIjIwMTYvMDUvMTg0MjE0NTk0NTEvODg3L1N1ZGFuXzlwMTRFTUIDU19FbmdsaXNoLnBkZjIjXQ&sha=32907fc39e6e2e6e>.

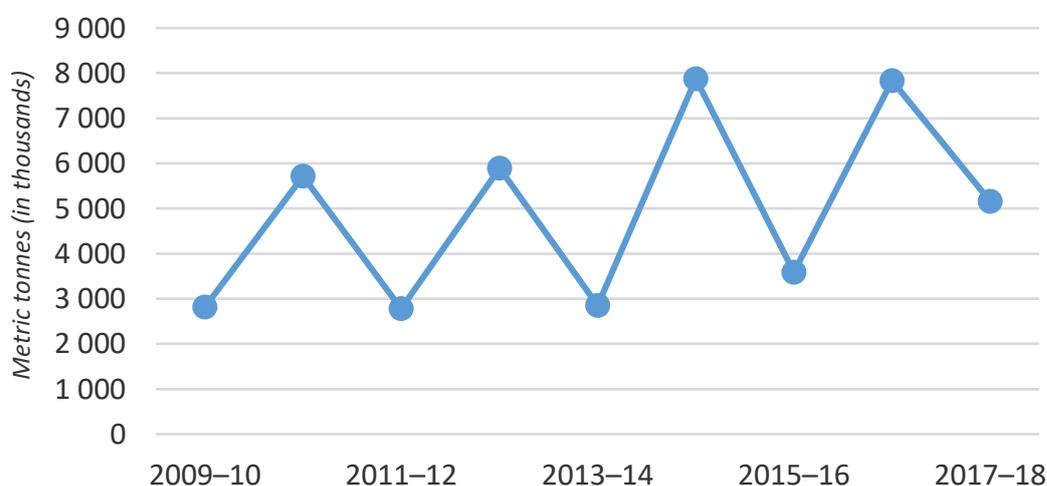
<sup>41</sup> Sudan zero hunger strategic review (2017–2030).

<sup>42</sup> The most common coping mechanisms include relying on less expensive or less preferred foods, borrowing money to buy food, spending savings and reducing the number and size of meals eaten per day. Such coping mechanisms are more common in households headed by women than in households headed by men.

*Smallholder productivity and incomes.*

15. Agriculture employs half of the labour force, with women making up approximately 65 percent of the agricultural labour force.<sup>43</sup> Agriculture is the primary source of food and income for the households engaged in the sector, and is strongly linked to and dependent on other sectors, notably trade and industry.<sup>9</sup> Smallholder farmers produce 70 percent of staple food crops and are thus crucial to the achievement of SDG 2; however, they are among the most vulnerable population groups.<sup>44, 45</sup> Variable weather and limited competitiveness in the sector contribute to substantial fluctuations in food quality and quantity annually. Options for high-quality storage to stabilize food supply and income across good and bad years are limited, as are mechanisms to minimize post-harvest losses. Even in a good production year, farmers often fail to maximize profits due to inadequate agricultural management practices and indebtedness; this is especially the case for women smallholders, who often have limited access to financial and non-financial services.<sup>46</sup>

**Figure 2: Total cereal production (sorghum, millet and wheat)<sup>47</sup>**



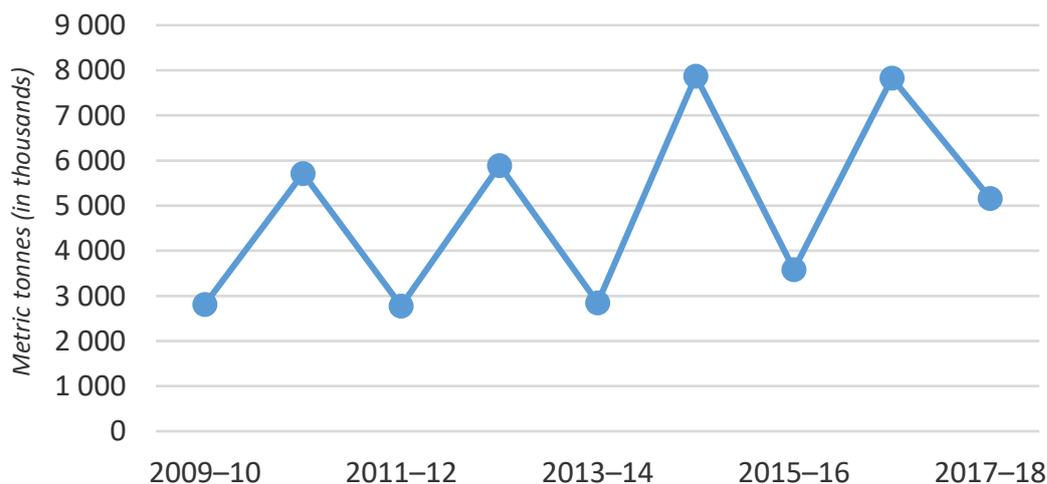
<sup>43</sup> WFP Sudan, country office. 2017. *Gender Analysis in the Context of Food Security*.

<sup>44</sup> *Ibid.*

<sup>45</sup> While women are involved in a wide range of agricultural food production and development activities, inequalities in ownership of, access to and control of resources negatively affects their food production and food security.

<sup>46</sup> WFP. 2017. *Gender Analysis in the Context of Food Security*.

<sup>47</sup> FAO, WFP and the Ministry of Agriculture and Forestry. 2009–2018 crop and food supply assessment missions.



### 1.3 Hunger gaps and challenges

16. Large protracted displaced populations that are unlikely to reduce significantly in the medium-term, continuous inflows of refugees from neighbouring countries, a complex economic situation, increased climate variability and sensitivity and the risk of conflict in the Sudan and in the region constitute significant hunger challenges.<sup>48</sup>
17. The capacity of the Government to address these challenges is limited. In addition, there is a need, at both the national and state levels, for stronger formulation and implementation of coherent policies and legislation addressing the causes of food insecurity and malnutrition, including systemic inequalities.
18. The Sudan zero hunger strategic review 2017–2030 (ZHSR)<sup>49</sup> stresses the need for stronger partnerships to enhance national capacities to design and deliver, across the humanitarian-development-peace nexus, services that:<sup>50</sup>
  - promote peace and consensus-building to mitigate conflict and violence while mechanisms for promoting equitable access to resources are developed;
  - respond effectively to new emergencies;
  - provide short- to medium-term assistance and self-reliance opportunities for displaced people while sustainable solutions are implemented;
  - address malnutrition and its root causes with nutrition-specific treatment and prevention and nutrition-sensitive interventions; and
  - enhance the resilience of food systems and provide adequate income opportunities throughout the year.

### 1.4 Key country priorities

19. National priorities of specific relevance to SDG 2 are highlighted in the ZHSR and include:

<sup>48</sup> Sudan zero hunger strategic review (2017–2030).

<sup>49</sup> The ZHSR is the Government of Sudan's agenda and commitment to achieve SDG 2 by 2030. The Government is in the process of officially endorsing the review.

<sup>50</sup> As gender inequalities are both a cause and consequence of hunger and malnutrition, all efforts will require a greater understanding of context, needs, priorities, capacities and challenges of the diverse women, men, girls and boys in the Sudan, including their agency.

- a commitment by the Government to increase its ownership of the ZHSR and eradicate hunger through clear policies and the development of credible national plans with clear tasks for all actors;
  - increasing economic access to food by creating and improving rural livelihood opportunities that benefit women and men equitably through training, financial services and investment while also supporting national efforts to prevent emergencies, maintain stable access to food and strengthen the national capacity to respond to emergencies;
  - treating acute malnutrition in emergency and recovery situations and integrating treatment through all service entry points;
  - increasing agricultural productivity and food supply by supporting financial services to expand the output of small-scale producers, particularly women, diversifying crops and livestock and improving the availability of water through water harvesting, irrigation and dams;
  - developing sustainable food systems and practices by developing a national resilience programme to enhance food security in the medium-term, to be part of and operated simultaneously with a long-term strategy addressing the underlying and basic causes of hunger and malnutrition and issues of equality and inclusion; and
  - supporting food production capacities by identifying ways to increase smallholder farmer production and reducing food costs by improving farmers' physical access to markets and market costs and efficiency, with a focus on women farmers.
20. The Government has acknowledged SDG 2 as a priority<sup>51</sup> and has developed substantial plans to achieve it, including in the areas of:
- nutrition and health, addressed mainly through the National Nutrition Strategic Plan (2014–2018), which is being updated with the support of WFP, and through the framework of the 2015 Scaling Up Nutrition initiative, aimed at eliminating malnutrition through a multi-sectoral approach;
  - natural resources, which are to be managed with a view to achieving sustainable growth in accordance with the national adaptation plan and intended nationally determined contributions to advance climate action;
  - food security, addressed through the Agricultural Revival Programme, phase I (2008–2011) and phase II (2012–2014), as part of a long-term agricultural strategy for the period 2003–2027;
  - food systems, to be addressed through the Sudan National Agriculture Investment Plan (2016–2020), which aims to improve smallholder productivity and food system resilience and launch new initiatives to address national and regional priorities; and
  - poverty, to be addressed through a national poverty mapping exercise to be led by the Ministry of Security and Social Development in 2018, which will serve to inform a planned revision of the Sudan Interim Poverty Reduction Strategy Paper.<sup>52</sup>
21. The Multi-Year Humanitarian Strategy (2017–2019), which builds on the United Nations Darfur Protracted Displacement Strategy, provides for long-term, integrated humanitarian

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<sup>51</sup> It is important to note that the Government of Sudan has recently created a task force on agriculture, food security and nutrition. This task force is chaired by the Minister of Agriculture and monitors progress and challenges related to SDG 2.

<sup>52</sup> Available at <https://www.imf.org/en/Publications/CR/Issues/2016/12/31/Sudan-Interim-Poverty-Reduction-Strategy-Paper-41025>

response, recovery and self-reliance programming aiming at improving the efficiency of life-saving interventions and establishing pathways to development in protracted crises.<sup>53</sup> Within this framework, WFP co-leads the food security and livelihoods sector with the Food and Agriculture Organization of the United Nations (FAO). The Sudan's United Nations development assistance framework (UNDAF) for 2018–2022~~2021~~ (UNDAF) has five focus areas to support the Government in achieving the SDGs,<sup>54</sup> and WFP will continue to contribute to three of them: environment, climate resilience and disaster risk management; economic development and poverty reduction; and basic services.<sup>55</sup>

## 2. Strategic implications for WFP

### 2.1 WFP's experience and lessons learned

22. WFP's portfolio in the Sudan has reinforced a long-term vision that recognizes the humanitarian-development-peace nexus and takes into account national food and nutrition security objectives, as well as emergency-response capacities. In Darfur, the targeting of long-term IDPs has shifted from status-based targeting to a household vulnerability methodology, resulting in assistance that is more closely tailored to specific needs.
23. A mid-term operational evaluation of protracted relief and recovery operation 200808<sup>56</sup> found that the design of all components was appropriate to the food and nutrition needs of the population targeted, consistent with WFP's policies and strategies and the Government's priorities. It recommended that WFP consider:
  - Scaling up cash-based transfers (CBTs) where appropriate and preferred while strengthening WFP's leadership by drawing on its comparative advantages and coordinating with humanitarian and development actors in the CBT and social protection community;
  - refining targeting and categorization considering local-level food security and vulnerability realities and strengthening relevant stakeholders' understanding and the functionality of the retargeting system;
  - ensuring that refugee assistance programming includes elements that benefit both refugee and host community populations to reduce tensions and hostilities;
  - expanding the donor base and seeking adequate financing and sourcing of nutrition commodities to meet the objectives of its community-based nutrition programme, particularly prevention activities; and
  - refocusing food assistance for assets activities on the skills and assets they produce in the long term rather than the food they deliver in the short term and recasting women's food assistance for assets activities as a mechanism for social insurance where appropriate.
24. A moderate acute malnutrition impact evaluation in Kassala state identified opportunities for strengthening nutrition programme coverage and enhancing the social and behaviour

<sup>53</sup> There are many initiatives in the Sudan related to the operationalization of the humanitarian-development-peace nexus. The United Nations country team/humanitarian country team is piloting new strategies, models and coordination mechanisms to pursue a vision in which all three elements are reached simultaneously and in a complementary manner.

<sup>54</sup> It is important to underline that work is under way to develop a new collective outcome strategy for the Sudan, which could replace both the humanitarian response plan and the UNDAF.

<sup>55</sup> Sudan United Nations Development Assistance Framework 2018–2021. WFP co-leads the environment, climate resilience and disaster risk management UNDAF focus area with the United Nations Environment Programme.

<sup>56</sup> Conducted during the first half of 2017.

change communication (SBCC) component of nutrition interventions, commencing with a review of the current SBCC strategy. Internal programmatic reviews have reinforced WFP's good practices in harnessing efficient and effective technologies, specifically for beneficiary registration, transfer modality selection, monitoring, partner and distribution management and commodity tracking. Other reviews have recommended a stronger focus on building and investing in more strategic partnerships and strengthening government institutional and cooperating partner capacity. WFP will incorporate recommendations and lessons learned from ongoing audits and reviews into the implementation of the country strategic plan (CSP).

25. A WFP-commissioned independent country-led study on gender inequality and food insecurity identifies entry points for the design of gender-transformative interventions and activities.<sup>57</sup> Strengthening the gender-transformative approach to achieving food security and nutrition and ensuring that gender analysis is incorporated into all stages of the project cycle are of strategic significance.

## 2.2 Opportunities for WFP

26. The ZHSR highlights some critical opportunities for WFP to leverage its comparative advantage in strengthening national stakeholder capacities to deliver evidence-based interventions with a view to achieving SDGs 2 and 17.<sup>58</sup> WFP has a strong track record and good reputation for supporting large-scale relief responses in the Sudan.<sup>59</sup> In addition, it has been the leading agency and the partner of choice in assessing new emergencies and facilitating humanitarian access.
27. The IDP profiling exercise<sup>60</sup> recently completed by WFP in Darfur was an opportunity for it to continue to demonstrate its expertise in building the self-reliance of long-term IDPs through asset creation and market-based solutions in collaboration with United Nations sister agencies and other partners. This activity, coupled with a well-designed capacity-strengthening portfolio and robust accountability to affected populations, has provided a foundation for enabling national stakeholders to develop and institutionalize a more comprehensive, durable solution strategy.<sup>61</sup>

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<sup>57</sup> WFP. 2017. *Gender Analysis in the context of Food Security*.

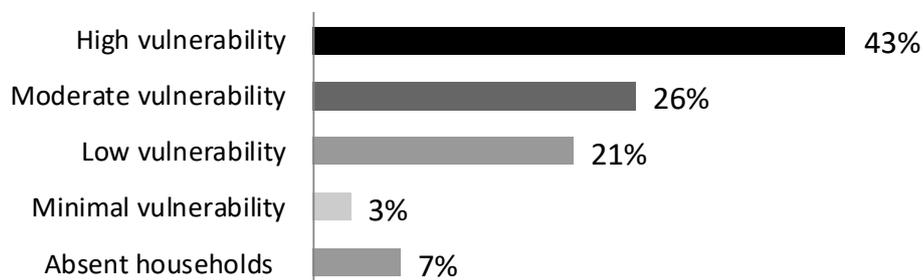
<sup>58</sup> Throughout, WFP will encourage the equal assignment of roles and responsibilities for managing and preventing malnutrition to men and women and work to ensure that gender norms do not limit opportunities for agricultural households to earn their livelihoods and gain access to food and caregiving resources, especially for women.

<sup>59</sup> In addition to the core humanitarian principles of humanity, neutrality, independence and impartiality, WFP assistance is also anchored in the principles of transparency and "do no harm".

<sup>60</sup> IDP profiling is an assistance-targeting project that determines the individual vulnerability status of each long-term IDP in Darfur, allowing food assistance to be targeted based on the individual needs of each household. It classifies long-term IDPs into four groups of vulnerability.

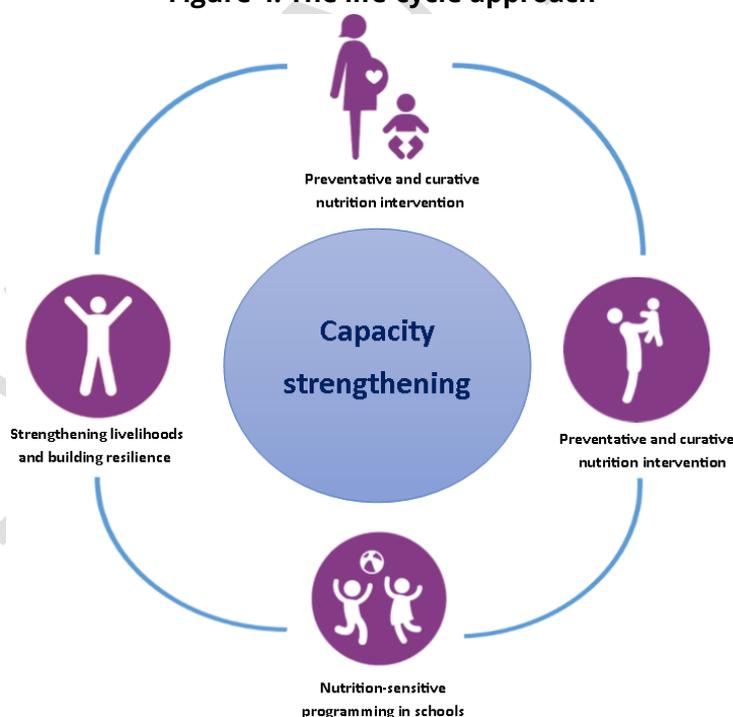
<sup>61</sup> There are three possible durable solutions identified by the Government and the international community for the IDPs in Darfur: to return to the place of origin; to integrate into the place where they have been displaced; or to relocate within an agreed area.

**Figure 3: Household food security classification of long-term IDPs in Darfur, WFP IDP profiling (2015–2017)**



28. The Sudan's national nutrition policy and WFP's nutrition policy both promote a life-cycle approach to addressing malnutrition. The life-cycle approach combines nutrition-specific interventions during the first 1,000 days of life with nutrition-sensitive programming for school-age children and focuses on strengthening livelihoods during the productive years (figure 4). A productive safety net will support families with income opportunities during the lean season and entire communities with the construction of critical assets. In addition, WFP will harness its expertise to reduce post-harvest losses, with a focus on affordable storage options and knowledge transfer to farmers and civil society, private sector and institutional partners.<sup>62</sup>

**Figure 4: The life-cycle approach**



<sup>62</sup> High post-harvest losses (up to 40–50 percent in certain areas), often caused by poor handling and storage practices, affect net food supplies and increase health risks.

29. WFP's expertise and experience in developing, testing and expanding platforms and systems for transferring cash<sup>63</sup> to beneficiaries presents an opportunity for WFP to build on this work to reduce the cost and increase the impact of CBTs. Potential areas of investigation include multi-purpose cash platforms, innovative use of mixed modalities to respond to changing contexts<sup>64</sup> and use of mobile money networks to promote two-way communication with beneficiaries.
30. WFP is one of the principal providers of food security analysis in the Sudan, ensuring continuous alignment between the Sudan's hunger challenges and WFP's responses.<sup>65</sup> Currently, WFP's analysis informs the integrated food security phase classification,<sup>66</sup> which constitutes the Government's official food security analysis statement, and a series of national analyses aimed at informing national interventions and policies.
31. By using government entities and private sector partners, the CSP will promote national ownership and institution-building for maximum impact and sustainability.
32. WFP conducted a strategic assessment in October 2017 to identify its SDG 17 targets for the coming years. Based on internal and external consultations, the assessment was aimed at complementing the findings of the ZHSR and identifying gaps in logistics and support service capacities. It generated a recommendation that WFP continue to provide common services in both areas in accordance with its global service-provision mandate.<sup>67</sup> Under the CSP, WFP will therefore seek to combine service provision with capacity strengthening for local stakeholders, proposing a phased approach that will gradually see the demand for WFP service provision decrease. WFP will also build strategic supply chain partnerships with local value chain actors, both government institutions and the private sector.
33. WFP also works towards SDG 17 through its programming and inter-agency partnerships. In line with WFP commitments to the "new way of working", these partnerships offer a significant platform for strengthening its contributions to resilience, development and peace.

### **2.3 Strategic changes**

34. In line with WFP's approach to the humanitarian-development-peace nexus and United Nations reforms, WFP will continue to work not only to save lives but also to change them, while at the same time working to strengthen national capacities and systems to support the transfer of programmes to national authorities.

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<sup>63</sup> Cash will be distributed with the support of solid financial institutions and/or telecommunication partners. Cash can be used as an alternative to food or voucher transfers; in combination with food, using the so-called hybrid approach; or as multi-purpose transfers to cover both food and non-food needs. All the three options have already been piloted in the Sudan and their impact and efficiency have been evaluated.

<sup>64</sup> WFP will continue to use its analytical capacity to undertake multi-sectorial assessments, including the Omega Value score and gender and protection analysis, to identify the most effective and efficient transfer modality. In addition, WFP Sudan has been developing a retail strategy to maximize synergies among supply chain stakeholders and eliminate or reduce inefficiencies.

<sup>65</sup> WFP's Vulnerability Analysis and Mapping (VAM) unit surveys tens of thousands of households every six months and monitors market prices, rainfall, vegetation development, etc.

<sup>66</sup> See <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1137790/>.

<sup>67</sup> With reference to air transport and information communication technology, security and common platform services.

35. In identifying key strategic focus areas, WFP has drawn on lessons learned and guidance obtained from a comprehensive consultative process undertaken during the drafting of this CSP.<sup>68</sup> Based on the ZHSR, lessons learned and opportunities identified, WFP will:
- design a package of protection-sensitive and gender-transformative programmes that continue to save lives in emergencies effectively and efficiently;
  - position itself as a partner of choice for local governments and the international community, working at the humanitarian-development-peace nexus to promote durable solutions whenever possible by enhancing assessments and targeting mechanisms; ramping up partnerships that harness comparative advantages and complementary expertise, mainstreaming conflict sensitivity and gender across the WFP portfolio; increasing the use of market-based transfers and new technologies in beneficiary management; and enhancing the self-reliance of displaced populations in urban,<sup>69</sup> peri-urban and rural settings; all the while recognizing that operating in a gender-transformative manner was essential to effectiveness and efficiency; and
  - strengthen the capacities of government and non-government partners in designing and implementing programmes that follow a life-cycle approach to reducing malnutrition and increasing resilience for food-insecure communities.
36. These efforts will succeed only if supported by strong government leadership to ensure sustainability; complementary SDG 2 activities implemented by partners such as the United Nations Children's Fund (UNICEF) and FAO, **taking advantage of opportunities for joint programming**<sup>70</sup> to ensure maximum impact; and coordinated programmes focused on other related SDGs and led by the Government and other partners. Undertaken in strong partnership with national bodies, the strategic outcomes will employ a nexus approach to ending need that aims to enhance national capacities to reduce hunger and malnutrition while contributing to the achievement of other SDGs such as those focusing on poverty (SDG 1), education (SDG 4), gender equality (SDG 5), climate action (SDG 13) and peacebuilding (SDG 16). Examples include:
- *SDG 5*: Gender inequalities and hunger in the Sudan are deeply intertwined. WFP will ensure that all activities and capacity-strengthening efforts promote gender-transformative institutional change through, for example, advocating for gender equality. WFP will have three levels of engagement on gender: minimal (making sure, for example, that its activities do not contribute to conditions that could increase gender-based violence); medium (by, for example, actively promoting equitable participation in programme design, implementation and review); and high (by, for example, contributing to the development of national legislation to establish hunger-reduction programmes that include and promote transformation) (figure 5). In addition, WFP will partner with gender-committed and gender-competent entities,

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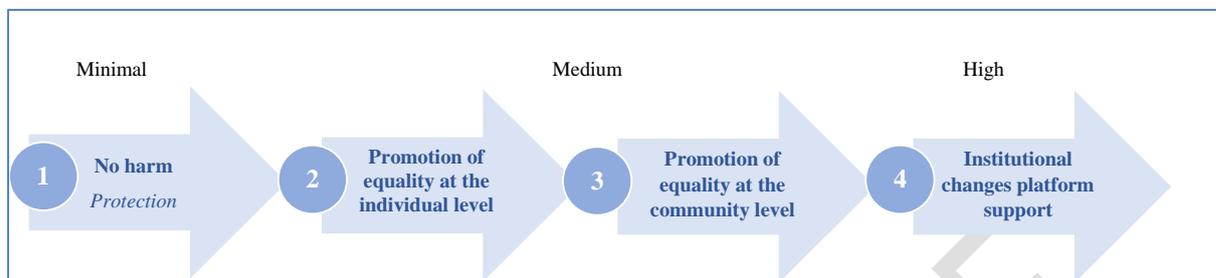
<sup>68</sup> The strategic elements of this CSP have been guided by extensive consultations with the Government, donors, United Nations agencies and cooperating partners in the Sudan.

<sup>69</sup> In refugee-hosting urban areas or refugee camps in urban and peri-urban areas, relevant resilience-strengthening programmes may be introduced in areas such as El-Fasher North Darfur.

<sup>70</sup> **WFP plans to have joint programmes for every outcome with the most relevant United Nations agencies, in line with the multi-year humanitarian response plan and the UNDAF, building on the comparative advantages and specializations of each agency to enhance the impact of its activities and to complement them with parallel outcomes on matters such as gender, education and protection.**

drawing on their technical expertise when possible and facilitating their work by offering a platform for taking programmes to scale, thereby minimizing costs.<sup>71</sup>

**Figure 5: Levels of gender intervention under the CSP**



To reduce gender inequalities, WFP will adopt a comprehensive approach to protection and accountability to affected populations, designing, implementing and monitoring activities that do not increase protection risks but rather contribute to the safety, dignity and integrity of vulnerable people.

- *SDG 13*: Tension and conflict in the Sudan are often resource-based, triggered by competition for already scarce natural resources and further exacerbated by climate change, a growing population and increasing dependency on the land for livelihood. Recognizing the link between conflict over natural resources and food and nutrition insecurity, particularly in rural areas, WFP, in collaboration with specialized stakeholders like the United Nations Environment Programme, will undertake climate risk analysis<sup>72</sup> and environmental screening to inform programme design, particularly for activities that contribute to resilience-building; ensure that climate services are integrated into community-based programmes; and identify opportunities to reduce its environmental footprint throughout its operations.
- *SDG 16*: As conflict is a leading driver of hunger in the Sudan, WFP has a stake in successful transitions to peace. WFP seeks to ensure that its food assistance programmes avoid doing harm and, where possible, contribute to peace. In accordance with established policy,<sup>73</sup> WFP will consider the latest conflict and context analysis available and participate in joint efforts to reduce the causes of conflict by increasing available resources and promoting their equal distribution in line with its new way of working commitments.<sup>74</sup>

<sup>71</sup> For example, people receiving their food assistance could also receive social and behaviour change communications prepared by other specialized partners, or parents receiving nutrition messages in clinics could also be exposed to gender information.

<sup>72</sup> Climate analysis will be conducted drawing from WFP's three-pronged approach to planning programmes and partnerships for resilience-building.

<sup>73</sup> WFP. 2013. *WFP's Role in Peacebuilding in Transition Settings*. Available at <https://docs.wfp.org/api/documents/efafdaaa6bec4f11b40e656daa6b768f/download/>.

<sup>74</sup> This includes WFP's commitment to Security Council resolution 1325 supporting the involvement of women in peace and security efforts and to incorporating gender perspectives in these efforts, as well as to Security Council resolution 2417.

### 3. WFP strategic orientation

#### 3.1 Direction, focus and intended impacts

37. The five-year CSP commences in 2019<sup>75</sup> with four interlinked strategic outcomes. Three will directly contribute to the achievement of SDG 2 and the fourth to the achievement of SDG 17.
38. In line with WFP's aim of preventing, mitigating and ending need in line with its recognition of the humanitarian-development-peace nexus, strategic outcome 1 focuses on responding to emergencies, both new and protracted, and ensuring that humanitarian, development and peace actions are strategic and interlinked.
39. Strategic outcome 2 is aimed at reducing malnutrition and its root causes through an integrated package of nutrition-specific and nutrition-sensitive interventions.
40. Strategic outcome 3 is focused on building the resilience of food-insecure households and strengthening food systems to provide building blocks for long-term recovery and development, including through climate change adaptation, while working through partnerships to strengthen the capacity of national actors. It is also focused on identifying where value can be added through regional technical expertise in post-harvest handling and a well-established community presence in the Sudan.
41. Strategic outcome 4 is aimed at strengthening systems and structures in the provision of common humanitarian and development services, through both service delivery and technical assistance to national entities in the areas of air services, logistics and information and communications technology (ICT), to maximize operational efficiency, delivery and effectiveness.<sup>76</sup>
42. Gender will be integrated into all aspects of CSP implementation and monitoring. WFP will thus ensure, among other things, the sex- and age-disaggregation of all person-related data; the inclusion of gender analysis in all assessments, research, technical assistance and knowledge and information management; the mainstreaming of gender across programme, policy and capacity-strengthening initiatives; and the engagement of women, men, girls and boys (and their organizations) in a manner that is empowering and fosters gender equality.

#### 3.2 Strategic outcomes, focus areas, expected outputs and key activities

##### ***Strategic outcome 1: People affected by shocks in targeted areas have access to food, nutrition and livelihoods during and after crises.***

43. Linked to WFP's Strategic Result 1 and SDG Target 2.1, strategic outcome 1 is focused on populations affected over short and long periods by natural and human-caused disasters leaving them unable to meet their daily food and nutrition needs and recover from these shocks. In the context of both new and protracted crises, WFP will ensure that affected populations meet their basic needs<sup>77</sup> during and after shocks through food assistance integrated with targeted curative and preventive nutrition activities, while ensuring that its assistance does not exacerbate existing protection risks. Activities under this

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<sup>75</sup> Following the conclusion of the interim country strategic plan (2017–2018) covering the period leading up to the CSP (1 July 2017–31 December 2018).

<sup>76</sup> This outcome will address SDG 17. Its targets and activities are intended to support and enable the activities of other humanitarian actors and strengthen the capacity of national actors.

<sup>77</sup> WFP will pay particular attention to the needs of people with disabilities and will tailor its assistance according to urban and rural contexts, gender- and age-specific needs and cultural habits, putting in place the protection mechanisms required to ensure that its assistance matches assessed requirements and follows humanitarian principles.

strategic outcome will promote self-reliance, targeting households and individuals through conditional seasonal programmes linked to livelihoods and community asset creation. In addition, WFP will work in close cooperation with partners to implement nutrition-sensitive activities in schools to help primary schoolchildren obtain education services in areas adversely affected by crisis.

### **Focus area**

44. This strategic outcome focuses on crisis response in emergency situations<sup>78</sup> and increasing self-reliance.

### **Expected outputs**

45. This outcome will be achieved through four outputs:
- Targeted populations (including new IDPs, refugees and residents) receive sufficient food and CBTs to meet their basic food needs.
  - Targeted populations participate in livelihood and/or food-assistance-for-assets activities that improve their access to food.
  - Targeted students, teachers and parents receive an integrated package enhancing nutrition knowledge, along with cooked school meals for the students.
  - Targeted children aged 6–59 months and pregnant and lactating women and girls (PLWG) receive specialized nutritious foods that meet basic nutritional needs and caregivers receive SBCC.

### **Key activities**

*Activity 1: Provide food and CBTs to people affected by shocks.*

46. WFP will support populations affected by shocks to enable them to meet their food, nutrition and livelihood needs in a dignified, equitable and safe manner, integrating protection concerns, through the following interventions:
- In new crises, WFP will provide unconditional and conditional assistance to affected people. The transfer modality—in-kind, cash-based, voucher or hybrid—will be chosen following an assessment of the crisis (including gender and protection analysis). After an acute shock, assistance will last from three to six months or up to two years in cases of extended displacement. Food assistance will be provided in collaboration with national authorities such as the Humanitarian Aid Commission and the Commission for Refugees Sudan and in partnership with Office of the United Nations High Commissioner for Refugees, the International Organization for Migration and others, while CBTs will build on a robust partnership already in place with the financial sector.
  - In protracted crises, integrated and targeted food assistance packages will be provided in accordance with people's vulnerability to food insecurity, assessed using a composite set of indicators and based on WFP's IDP profiling exercise and principles of accountability to affected populations. Assistance for highly and moderately food-insecure households will be prioritized. Wherever appropriate, households will participate in food assistance for assets activities in exchange for in-kind, cash-based or

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<sup>78</sup> Protection risks can exist in various contexts. While the risk that beneficiaries are exposed to may differ depending on the type of crises they face, protection risks are widespread in both natural disasters and conflicts. In the light of this, WFP emergency activities will raise awareness of protection risks and seek to avoid inadvertently creating new risks and harm to the communities that WFP supports.

voucher transfers to enhance self-reliance.<sup>79,80</sup> Asset-creation activities will include climate-smart livelihood opportunities such as skills training and community asset creation (e.g., water infrastructure, school and clinic rehabilitation and disaster risk reduction measures).<sup>81</sup> Refugees and IDPs eligible for protection-mainstreamed, integrated assistance packages, particularly women,<sup>82</sup> will be given access to the cooking technologies and fuel necessary to safely consume the food they receive and minimize dependence on traditional biomass (coal or firewood) cooking fuels.<sup>83</sup>

*Activity 2: Provide nutrition-sensitive programming in schools*

47. WFP, the Ministry of Education and communities will provide school meals for girls and boys in primary schools in areas affected by conflict and disaster, whereby WFP and the communities both contribute to encouraging children to stay in school. School meals will be fortified by the addition of micronutrient powder to ensure the delivery of essential minerals and vitamins alongside the calories needed to address short-term hunger. WFP will explore the potential for minimizing negative environmental impacts of the school meals programme by using alternative cooking fuels. WFP will undertake efforts to develop and introduce locally produced fortified foods to alleviate short-term hunger among children facing sudden onset of emergencies. These efforts will be undertaken in partnership with the private sector, drawing on local capacities and resources.

*Activity 3: Provide preventive and curative nutrition activities to children aged 6–59 months and PLWG*

48. Immediately following a shock and until relevant indicators stabilize, WFP will conduct emergency blanket supplementary feeding for all PLWG and children aged 6–59 months in affected populations, complementing general food distribution.<sup>84</sup> In protracted crises, WFP will use community-based nutrition centres as platforms for treating moderate acute malnutrition using a targeted supplementary feeding programme and food-based prevention of acute and chronic malnutrition.<sup>85</sup> The food-based prevention programme will target the first 1,000 days of life to prevent stunting and wasting and will provide for nutrition rations for at-risk PLWG and children under 5, accompanied by context-specific nutrition-sensitive interventions targeting both women and men, such as inter-active nutrition training, community and household gardens, cooking demonstrations and

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<sup>79</sup> These activities are also aimed at strengthening productive assets at the household and community levels through an additional transfer of infrastructure, income support or skills building. Those unable to engage in labour or exposed to additional shock will be eligible to receive unconditional lean season support. Asset creation activities will equitably address the priority needs and interests of, and empower, women and men.

<sup>80</sup> Seasonal livelihood programming consultations and community-based participatory planning will inform the design of these activities.

<sup>81</sup> WFP will test and roll out land and water efficient technologies such as hydroponics for animal fodder and vegetable production to provide livelihood opportunities for people affected by protracted crisis. WFP will also consider the opportunities of bio-gas in schools and will scale up as appropriate.

<sup>82</sup> As women are often responsible for cooking and face the negative impacts of procuring and using traditional biomass, they will be prioritized in the interventions.

<sup>83</sup> Where possible, households will be assisted through livelihoods activities to support self-reliance and the further take-up of fuel-efficient practices, such as sustainable resource management and behaviour change campaigns focused on gender equality, women's empowerment and sustainable resource management.

<sup>84</sup> A ration of 100 grams per day of Plumpy'Doz/Plumpy'Sup, a ready-to-use supplementary food, will be accompanied by SBCC focusing on messages tailored to the emergency context.

<sup>85</sup> A ration of 100 grams per day of Plumpy'Sup will be provided for the targeted supplementary feeding programme and 100 grams per day of Supercereal plus will be provided for the food-based prevention programme. Both of these programmes will target children under 5 and PLWG and will be accompanied by SBCC aimed at preventing and treating acute and chronic malnutrition.

indigenous food preservation and processing. Key partners include the Ministry of Health, UNICEF and WHO.

***Strategic outcome 2: Food-insecure residents in targeted areas have sustainably improved nutrition by 2024.***

49. Aligned with Strategic Result 2 and SDG Target 2.2, activities under this strategic outcome will be focused on improving the nutritional status of food-insecure residents in targeted localities affected by very high malnutrition prevalence and food insecurity. WFP will provide an integrated package of complementary activities, both nutrition-specific and nutrition-sensitive, at various stages of the lifecycle, addressing the immediate and underlying causes of malnutrition sustainably and at scale. Community nutrition implementation platforms and schools will serve as centres of service delivery for both gender-informed nutrition-specific and nutrition-sensitive interventions, and schools will provide a venue for the provision of hot meals linked to nutrition-sensitive activities, including fortification with micronutrient powders. Given the close link between nutrition and resilience, linkages will be made with strategic outcome 3 at the implementation level, and partnerships, such as those forged with UNICEF and FAO through a joint resilience project to combat malnutrition in eastern Sudan through a multi-sectoral, multi-agency, multi-year strategy that built on local capacities,<sup>86</sup> will be leveraged and strengthened.

***Focus area***

50. This strategic outcome 2 focuses on the root causes of malnutrition.

***Expected outputs***

51. This outcome will be achieved through three outputs:

- Targeted children aged 6–59 months and PLWG receive specialized nutritious foods for the treatment and prevention of wasting and stunting and all caregivers receive SBCC.
- Food-insecure people benefit from improved capacity of national authorities to coordinate, manage and implement policies to improve nutrition.
- Targeted students, teachers and parents attend nutrition education sessions, along with community school meals provided for children to meet their nutritional needs.

***Key activities***

*Activity 4: Provide curative and preventive nutrition activities to children aged 6–59 months and PLWG and capacity strengthening to national and state health institutions.*

52. In addition to moderate acute malnutrition treatment, emphasis will be placed on making prevention activities the foundation of WFP's nutrition interventions in targeted areas. Interventions will include:

- food-based prevention of malnutrition targeting the first 1,000 days of life to prevent stunting and wasting, consisting of nutrition rations<sup>87</sup> for at-risk PLWG and children under 2, accompanied by context-specific nutrition-sensitive interventions.<sup>88</sup>

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<sup>86</sup> A United Kingdom Department for International Development-funded joint resilience project was implemented in 75 villages in four localities in Kassala State from 2015 to 2017. The final outcome survey highlighted a 9 percent reduction in stunting in targeted villages by project completion.

<sup>87</sup> 100 grams of Supercereal plus per person per day.

<sup>88</sup> The use of cash as a modality for nutrition-sensitive interventions and of food assistance for assets as an activity for the creation of nutrition-sensitive assets will be explored.

- a targeted supplementary feeding programme as a life-saving intervention in areas where the global acute malnutrition rate is above 10 percent and accompanied by high food insecurity. Moderately malnourished children under 5 and PLWG will receive Plumpy'Sup, a ready-to-use supplementary food, for a period of three months, accompanied by nutrition counselling.
- home fortification interventions through the distribution of micronutrient powders<sup>89</sup> free of charge to children under 5<sup>90</sup> through nutrition centres and community workers and the establishment of a retail market in selected states for the sale of affordable multi-micronutrient powder.<sup>91</sup>
- SBCC as an integral part of all prevention and treatment activities, from policy to community programmes, utilizing innovative tools and methodologies and incorporating gender-transformative approaches to facilitate a change in nutrition knowledge and behaviour.
- advocacy and technical assistance for policies and programmes through the Scaling Up Nutrition movement, which will operationalize a multi-sector nutrition strategy with the Government and relevant development partners under which technical assistance on food fortification will be provided, focusing on the creation of an enabling legislative and policy environment for food fortification, partnership with the private sector on industrial fortification (salt iodization, flour and oil fortification), strengthening of quality assurance and quality control systems and promotion of healthy food choices.
- to further enhance local capacities, continued work by WFP and academic institutions on the development and delivery of short courses, diplomas and degrees focused on food and nutrition security, the establishment of a fund to facilitate attendance of these courses by women from rural areas, and support for evidence generation on nutrition through Fill the Nutrient Gap analysis and a Cost of Hunger in Africa study.

*Activity 5: Provide nutrition-sensitive programming to schools and capacity-strengthening support to national and state education institutions.*

53. WFP's nutrition-sensitive school meals programming will provide a safety-net-based approach to addressing child hunger at school and breaking the intergenerational cycle of hunger. This approach will include:
- Hot school meals for primary-school-aged children in areas with a high prevalence of chronic food insecurity and malnutrition, provided in close cooperation with the community. Multi-micronutrient powders will be distributed in targeted schools to address micronutrient deficiencies and enhance the nutritional value of the daily meals provided through the school meals programme. In addition, CBTs and vouchers will be provided to students (primarily girls) from extremely vulnerable households as a safety net and to promote sustained school attendance. These efforts will complement WFP's safety net work under strategic outcome 3 and the life-cycle approach to ending hunger.
  - A range of nutrition-sensitive activities targeting children, teachers and parents and other carers will be implemented. WFP will work with the Ministry of Education, the Ministry of Health, UNICEF, FAO, the private sector and others to facilitate awareness-raising to encourage a change in attitudes among students, teachers and

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<sup>89</sup> Vitamino, a Sudan-specific brand created by WFP, will be used.

<sup>90</sup> These will be children who are not eligible for selective feeding programmes like targeted supplementary feeding or food-based prevention of malnutrition.

<sup>91</sup> A transition from free distribution to retail sale will take place progressively over the course of the CSP.

parents on healthy eating and positive food preferences, equitable gender roles, encouraging physical exercise and improving hygiene. The focus will be on reaching adolescent girls and boys in the formal and informal education systems. Capacities of state and federal-level authorities will be enhanced to better manage and support implementation of school meals programmes at the operational and policy levels.

***Strategic outcome 3: Food-insecure people in targeted areas and food systems have increased resilience to shocks by 2024.***

54. Under this strategic outcome, which is linked to Strategic Result 4 and SDG Target 2.4, WFP will work with partners to strengthen the resilience of chronically food-insecure households and food systems through a combination of gender-responsive productive and shock-responsive safety nets (community and household asset creation and climate change adaptation, linked with livelihood support), support for smallholder farmers and capacity strengthening at the national and subnational levels. Activities will form part of an integrated approach to building resilience, including complementarities with nutrition and school-based activities in the same communities. Participatory processes will engage partners, beneficiaries, national institutions and municipalities so that models for building resilience that equitably address the needs, priorities, roles and workloads of women and men can be developed and scaled up.

***Focus area***

55. This strategic outcome focuses on building the resilience of households, communities and national systems, including food systems.

***Expected outputs***

56. This outcome will be achieved through three outputs:

- Targeted households participate in productive safety net programmes and receive food or cash to help meet short-term food gaps while in the long-term contributing to the reduction of disaster risk and climate change adaptation.
- Vulnerable smallholder farmers receive tools and services such as post-harvest management technologies, technical assistance and climate services that enhance their productivity and resilience.
- Food-insecure people benefit from improved national capacities to coordinate, manage and implement food security and nutrition policies and programmes that ensure sustainable access to food.

***Key activities***

*Activity 6: Offer asset-creation activities and technical assistance through safety nets to help food-insecure households to reduce risk and adapt to climate change.*

57. Drawing on significant in-country experience in implementing community-based asset creation programmes, WFP will offer opportunities for chronically food-insecure households<sup>92</sup> to participate in activities as part of a productive safety net programme, which will be aligned with the Government's national safety nets framework where possible. Identified through inclusive community consultations, asset creation activities will equitably address the priority needs of women and men (**with particular attention to the needs of young people**) and will include enhancing production, processing and market

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<sup>92</sup> Participants will be targeted, in collaboration with the relevant government authorities and other partners, based on their vulnerability status. Participants may include poor residents, returnees, former IDPs and demobilized combatants, female-headed households and other vulnerable categories.

infrastructure, on- and off-farm income opportunities and training opportunities for those unable to perform labour.<sup>93</sup> WFP will work closely with the Government and other partners to design activities that are environmentally sound, avoiding or mitigating any potential negative impact on the environment. Linking early warning systems and climate services with shock responsive safety nets to ensure that resilience gains are not lost, WFP, the Ministry of Security and Social Development and the World Bank will work through a country-based tripartite memorandum of understanding to strengthen the targeting and implementation of equitable and inclusive safety nets nationally, with WFP providing technical support to ensure quality assets, strengthen local institutional capacities and develop models for scalable productive safety nets.

*Activity 7: Provide capacity-strengthening support for farmers and local, state and national agricultural institutions.*

58. Leveraging local and regional experience in connecting smallholder farmers to markets, WFP will work with the Ministry of Agriculture and Forestry and other partners to support smallholder farmers.<sup>94</sup> Under a post-harvest losses initiative, this activity will promote post-harvest storage techniques and technologies through awareness-raising, training, provision of hermetic storage options and capacity strengthening for farmers' associations. This initiative will also foster smallholder farmer inter-action with local supply chains by facilitating access to inputs and making use of local retail networks, ensuring that farmers not reached through the face-to-face programme have access to affordable post-harvest handling and storage resources through retail channels. WFP will also work with national entities to improve access to market, agro-climatic and other information to enable smallholders to plan and adapt their livelihood strategies when shocks are imminent.<sup>95</sup> As part of the post-harvest losses initiative, WFP will work to strengthen the capacity of farmers' associations to serve the farmers they represent and build on the skills of Ministry of Agriculture and Forestry extension staff to ensure that post-harvest loss concerns are an integral part of extension services for farmers. Gender will be integrated into all capacity-strengthening efforts.

***Strategic outcome 4: Humanitarian and development actors and national systems have access to expertise, services and infrastructure in the areas of logistics (including air transport), information and communications technology, administration and infrastructure engineering.***<sup>96</sup>

59. Strategic outcome 4 is linked to Strategic Results 5 and 8 and SGD Target 17.16 and is aimed at enabling humanitarian access and response in hard-to-reach locations in the Sudan, including by providing and maintaining a secure common communications system in all United Nations operational hubs, as well as voice and data connectivity where needed, for the humanitarian community. WFP will lead, providing the necessary support to

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<sup>93</sup> The three-pronged approach and other suitable tools will be used to plan and design the most appropriate and equitable set of interventions, including transfer modalities, making sure to reach the most vulnerable in the most efficient and effective manner.

<sup>94</sup> WFP will target smallholder farmers in WFP-targeted areas (with high rates of food insecurity, global acute malnutrition and stunting) in conjunction with the State Ministry of Agriculture based on the following categories: 1) small-scale farmers (5–10 feddans); 2) farmers in areas that are viable for farming; 3) poor but economically active farmers. At least 30 percent of targeted farmers should be women to ensure that a proportionate number of women farmers are receiving support through the programme.

<sup>95</sup> WFP will also work to strengthen early warning systems through support services to the Ministry of Agriculture and the Sudan Meteorological Authority, specifically training, technology transfer and coordination support at the federal and state levels. This will involve paying conscious attention to reducing gender gaps in access to information (including climate information) and technology.

<sup>96</sup> In addition to the consultations, this strategic outcome has benefited from an ad-hoc SDG 17 desk review.

United Nations and non-government agencies within the inter-agency security telecommunications service framework, including support for services such as the WFP beneficiary management system (SCOPE), CBTs, data collection and surveys and mobile data collection and analytics. Insecurity, vast distances and poor transportation networks within the Sudan severely limit access to affected populations. At present, there are no reliable domestic air carriers serving hard-to-reach locations in the Sudan that meet the United Nations aviation standards. Air service will facilitate regular access to areas with vulnerable communities by humanitarian, development and peacebuilding actors.

60. WFP will continue to coordinate<sup>97</sup> and provide supply chain and ICT services for the humanitarian and development community, including the rehabilitation of transport corridors to South Sudan. This service-provision focus will, however, exist alongside a focus on capacity development and technical assistance for local stakeholders, with a view to gradually phasing out WFP's service-delivery role. This will be done to the extent possible, but it should be noted that needs may remain for a period even while local stakeholder capacity increases.

**Focus area**

61. This strategic outcome focuses on enabling humanitarian interventions in response to crisis.

**Expected outputs**

62. This outcome will be achieved through three outputs:
- Air services are provided for the humanitarian and development community.
  - Information-sharing and knowledge management are ensured through WFP's lead role in the logistics and emergency telecommunications sector and inter-agency security telecommunications services.
  - ICT networks and infrastructure (secure telecommunications, data and voice services) are maintained and upgraded as needed to ensure continuous, reliable service options for stakeholders.

**Key activities**

*Activity 8: Provide technical and support services (logistical, ICT, administrative and project) to the humanitarian and development community and national entities and systems.*

63. WFP will provide supply chain services and expertise as required, including transportation, storage and infrastructure project support and coordination, to ensure effective and efficient logistics services.
64. WFP will continue to provide 24/7 inter-agency security telecommunications and data voice services to the humanitarian community (including all United Nations agencies and international non-governmental organizations in 13 locations) on behalf of the United Nations Department of Safety and Security (UNDSS). WFP, as chair of the ICT working group, will work in partnership with United Nations agencies, including UNDSS staff in Khartoum and UNDSS staff in El Fasher, to ensure the provision of adequate services in response to agencies' needs. The project is run on the basis of cost-sharing among the United Nations agencies.

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<sup>97</sup> This includes the leadership role that WFP has in the logistics and telecommunications cluster and sector.

*Activity 9: Provide air transport services for personnel and light cargo alongside aviation sector technical assistance.*

65. The size and composition of the fleet will be based on forecast and actual demand for transport services, taking into consideration infrastructure limitations and security concerns.

### **3.3 Transition and exit strategies**

66. This CSP follows a gradual trajectory from the direct provision of assistance to capacity strengthening, policy guidance and support for national- and subnational-programmes along with the maintenance of a strong capacity to respond to emergencies. For relevant outcomes, WFP will ensure that activities are integrated into national and sectoral development plans for gradual hand-over while developing and transferring capacities to the Government and communities, with gender equality and climate adaptation embedded throughout. WFP will continue to advocate and facilitate durable solutions to internal displacement in the Sudan.

## 4. Implementation arrangements

### 4.1 Beneficiary analysis

<b>TABLE 1: FOOD AND CASH-BASED TRANSFER BENEFICIARIES BY STRATEGIC OUTCOME AND ACTIVITY (ALL YEARS)</b>						
<b>Strategic outcome</b>	<b>Activity</b>	<b>Girls</b>	<b>Boys</b>	<b>Women</b>	<b>Men</b>	<b>Total</b>
1	1. Provide food and CBTs to people affected by shocks.	1 437 900	1 405 400	806 500	423 600	<b>4 073 400</b>
	2. Provide nutrition-sensitive programming in schools.	482 200	502 000	4 700	4 700	<b>993 600</b>
	3. Provide preventive and curative nutrition activities to children aged 6–59 months and PLWG.	978 500	940 200	1 120 200	-	<b>3 038 900</b>
2	4. Provide curative and preventive nutrition activities to children aged 6–59 months and PLWG and capacity strengthening to national and state health institutions.	483 900	571 900	584 200	-	<b>1 640 000</b>
	5. Provide nutrition-sensitive programming to schools and capacity-strengthening support to national and state education institutions.	63 900	52 700	37 700	29 300	<b>183 600</b>
3	6. Offer asset-creation activities and technical assistance through safety nets to help food-insecure households to reduce risk and adapt to climate change.	57 600	53 100	69 100	50 600	<b>230 400</b>
	7. Provide capacity-strengthening support for farmers and local, state and national agricultural institutions.	688 100	633 000	825 800	605 600	<b>2 752 500</b>
<b>Total (without overlaps)</b>		<b>1 550 400</b>	<b>1 437 900</b>	<b>2 013 000</b>	<b>1 250 400</b>	<b>6 251 700</b>



TABLE 2: FOOD RATIONS (g/person/day)* AND CASH-BASED TRANSFER VALUES (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY																
	Strategic outcome 1										Strategic outcome 2					Strategic outcome 3
	Activity 1			Activity 2			Activity 3				Activity 4			Activity 5		Activity 6
Beneficiary type	New IDPs, protracted IDPs, protracted refugees, residents	New refugees	Protracted IDPs	IDPs	IDPs	IDPs	IDPs, refugees	IDPs, refugees	IDPs, refugees	IDPs, refugees	Residents	Residents	Residents	Residents	Residents	Residents
Modality	Food, CBTs	Food, CBTs	Food, CBTs	Food	Food	Food	Food	Food	Food	Food	Food	Food	Food	Food	CBTs	CBTs
Ready-to-use supplementary food	-	-	-	-	-	-	-	-	-	100	-	-	100	-	-	-
Total kcal/day	1 049	2 081	1 628	540	540	270	281	394	-	535	394	-	535	540	2 825	1 628
% kcal from protein	13	13	14	12	12	11	9	17	0	10	17	0	10	12	13	14
Cash-based transfers (USD/person/day)	0.25	0.34	0.16	-	-	-	-	-	-	-	-	-	-	-	0.12	0.44
Number of feeding days per year	365	365	132	178	178	178	180	180	180	90	180	180	90	178	178	132

\* The NutVal food basket calculator (available at <http://www.nutval.net/>) in the WFP Programme Guidance Manual (available at <http://newgo.wfp.org/collection/programme-design-and-implementation-emergencies>), along with specific WFP programmatic guidance, will be used to verify that the energy, protein, fat and micronutrient content of rations are in line with WFP guidelines. For information on commodity vouchers and cash-based transfer values, see the Cash and Vouchers Manual (Second edition, 2014) (available at <https://docustore.wfp.org/stellent/groups/public/documents/staffdev/wfp271375.pdf>).

<b>TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
<b>Food type/CBTs</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Cereals	1 347 563	244 145 527
Pulses	159 060	91 797 218
Oil and fats	77 681	91 120 047
Mixed and blended foods	133 858	241 315 246
Others	26 491	13 061 137
<b>Total (food)</b>	<b>1 744 652</b>	<b>681 439 174</b>
Cash-based transfers		293 083 893
<b>Total (food and CBT value)</b>	<b>1 744 652</b>	<b>974 523 067</b>

67. WFP will take an evidence-based approach to the selection of modalities. After confirming the feasibility of cash and vouchers through a multisectoral capacity assessment, WFP will proceed with a comparative analysis to select the most appropriate modality in terms of economy, efficiency and effectiveness, as well as gender equality and the safety and security of women, men, girls and boys at the point of collection. Where appropriate and sustainable, WFP will introduce a hybrid approach<sup>98</sup> that may include a combination of food and cash. WFP will determine the transfer value of food, cash and vouchers needed to fill the gap between beneficiaries' food needs and their capacity to meet those needs without resorting to negative coping strategies.
68. Under the CSP, WFP aims to mainstream innovative delivery mechanisms such as prepaid point of sale cards or automated teller machines, mobile money transfers and electronic vouchers with SCOPE cards to further improve the efficiency and effectiveness of market-based food assistance. WFP's cash transfer value and delivery mechanism will complement the Ministry of Security and Social Development's national cash transfer programme while also making use of SCOPE. Awareness campaigns will ensure that all beneficiaries, regardless of gender, age, disability, literacy level and other factors become familiar with and benefit equitably from its food assistance.

#### **Capacity strengthening including South-South cooperation**

69. WFP will continue to invest in capacity strengthening for national and local civil society partners to promote food and nutrition security. These efforts will target government capacity to design and implement inclusive, gender-transformative programmes that include environmental and social considerations in policies and activities in the areas of nutrition, school meals, productive safety nets and post-harvest losses.
70. WFP will facilitate South-South and triangular cooperation to enhance policy dialogue, share learning and conduct exposure visits focused particularly on the Group of 77 and China member countries, regional partners and the African Union and its institutions, including the New Partnership for Africa's Development secretariat.

<sup>98</sup> A hybrid approach will ensure support from various donors, increase sustainability and provide a platform for a public-private operational partnerships.

### 4.3 Supply chain

71. During the period of this CSP, WFP's supply chain unit will aim to enable national institutions to take on a greater role in emergency response and improve their systems and thus reduce food insecurity. This represents an important evolution in focus, from directly delivering assistance to both delivering assistance and supporting partners in their delivery of assistance. Decisions on the sourcing of food will therefore take into consideration the most feasible transfer modality, regularly evaluating national retail networks and the capacity of the institutions necessary to CBTs.<sup>99</sup> Qualified food inspection companies will be engaged to enhance the national institutional capacity to meet internationally recognized standards.
72. WFP Sudan will continue to source food, goods and services from both local and international suppliers while increasing the number of qualified and capable vendors. Food purchased in the Sudan might also serve the requirements of the neighbouring countries for which WFP Sudan will provide logistics support. In coming years, more direct emphasis will be placed on supporting local private enterprise, including by offering advice and training in a variety of supply chain activities.

### 4.4 Country office capacity and profile

73. To implement the CSP, the country office intends to expand from 1,100 employees to 1,350, 90 percent of whom will be recruited locally. Approximately 70 percent of the workforce will continue to be based in the field, but the geographical distribution of staff across the country will be re-aligned to fit the CSP's programmatic priorities. The high-level organizational structure of the office will remain largely unchanged, with four area offices overseeing the implementation of activities in North Darfur, West Darfur, South and East Darfur and transitional areas in the central and eastern regions, under the overall supervision of the country office.
74. Skill and competency needs will be mapped against new job requirements. In addition, new recruitment procedures have been developed to attract more women and increase gender parity in WFP's workforce by a minimum of two percent per year.

### 4.5 Partnerships

75. In line with commitments to the new way of working, multi-year programming that addresses the root causes and consequences of food insecurity and malnutrition will require the establishment of strong and diverse partnerships to support local partners in achieving the 2030 Agenda for Sustainable Development.<sup>100</sup> Partners will include government counterparts, other United Nations agencies, cooperating partners, donors, civil society and the private sector.<sup>101</sup>

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<sup>99</sup> The country office is currently strengthening its capacity in retail sector engagement; an initial assessment was carried out in 2017 and a second in May 2018 to assess retail capacity to support the CBT objective of increasing beneficiary purchasing power. The country office is in the process of hiring an international expert, and the relevant country office staff have undergone training and are receiving systems and capacity development support from the Regional Bureau in Cairo and headquarters.

<sup>100</sup> WFP is committed to ensuring that partners in achieving the strategic outcomes are equally committed to gender equality.

<sup>101</sup> **WFP is currently drafting a partnership action plan to complement the country strategic plan and to identify high-potential partnerships by strategic outcome, with a focus on moving to long-term strategic engagements across WFP's key areas of focus. The ultimate aim of this work would be to maximize the impact of WFP programmes by building complementarity and efficiency in the context of the new way of working.**

76. WFP will continue to develop its partnerships with the Government, particularly with the Humanitarian Aid Commission and the Ministry of International Cooperation. Through this government alliance, WFP will focus on work with the Ministry of Health and the Ministry of Education under strategic outcome 2 and the Ministry of Agriculture and Forestry and Ministry of Security and Social Development under strategic outcome 3.<sup>102</sup>
77. The CSP will see WFP also strengthening partnerships with other United Nations agencies. In addition to being an active member of both the humanitarian coordination team and the United Nations country team for the Sudan, WFP has strategic agreements with a number of fellow agencies, including the Office of the United Nations High Commissioner for Refugees, the United Nations Environment Programme and UNICEF, and envisages stronger partnerships with others. In line with the global memorandum of understanding among the Rome-based agencies, WFP Sudan signed a memorandum of understanding with the International Fund for Agricultural Development in 2016 and a country-level agreement with FAO in 2017.<sup>103</sup>
78. WFP maintains strong strategic and operational partnerships with non-governmental organizations and other entities. Under the CSP, WFP will build on lessons learned from an ongoing pilot capacity-strengthening initiative with the Sudanese Red Crescent Society to develop and implement a joint capacity strengthening plan for the medium term. More generally, quarterly consultation meetings with these partners provide a forum for dialogue, feedback and collaborative strategy planning with non-governmental organization partners.

## **5. Performance management and evaluation**

### **5.1 Monitoring and evaluation arrangements**

79. The country office monitoring and evaluation strategy places a renewed emphasis on outcome monitoring, including joint monitoring with partners, and measuring WFP's long-term impact on food insecurity and malnutrition. At the same time, with gender and environmental integration being central, data on beneficiaries (disaggregated by sex and age at a minimum), assistance and the general progress of activities will be collected. Results will be tracked systematically and project performance will be appraised.<sup>104</sup> Financial resources and staff capacity for monitoring and evaluation, including reporting, will be included in the country portfolio budget.
80. In the process, WFP Sudan will apply the WFP Corporate Results Framework (2017–2021) to the CSP to demonstrate WFP's contribution to global and national SDG targets and indicators. The country office monitoring and evaluation strategy will continue to focus on assessing WFP's reach and coverage, beneficiary accountability and protection and progress on gender equality commitments, as well as economy, efficiency, equity and effectiveness in its programmatic outreach.
81. A mid-term review of the CSP is planned for 2021, and two decentralized evaluations covering asset creation and refugees will be conducted during the period 2019–2023. In addition, a country portfolio evaluation will be undertaken in the penultimate year of the CSP, consistent with WFP's evaluation guidelines.

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<sup>102</sup> A memorandum of understanding with the Ministry of Security and Social Development and the World Bank establishes the framework for WFP's productive safety-net activities.

<sup>103</sup> The three Rome-based agencies collaborate on policy advice, knowledge and monitoring, operation, advocacy and communication.

<sup>104</sup> Third-party monitoring will continue to support WFP's monitoring and evaluation efforts. When possible, remote monitoring will also be used.

## 5.2 Risk management

82. Given the Sudan's complex situation, risks will be monitored and managed on a regular basis. WFP will review and update risks semi-annually, reassessing current controls and identifying mitigation actions.

<b>TABLE 4: RISK MATRIX</b>		
<b>Type</b>	<b>Threat</b>	<b>Mitigation measures</b>
Contextual	Threats to staff safety and security Threat of confiscation of assets	Implementation of minimum operating security standards, recruitment of security staff in field offices and liaison with Sudanese security services
Programmatic	Difficulties in procuring food and non-food items because of a restrictive national regulatory environment	Engagement with relevant authorities in coordination with the United Nations country team on customs delays
Programmatic	Inflation and constraints in foreign currency transactions Fuel shortages	Payment under contracts in United States dollars where feasible to counter inflation Careful monitoring of the economic situation and its impact on beneficiaries and operations at the country office and area office levels Seeking of government approval to purchase fuel on international markets
Programmatic	Limited access due to weak infrastructure in the rainy season and regulatory constraints in conflict-affected areas	Pre-positioning of food before the rainy season Regular contingency planning
Programmatic	Social risks, including resistance to a gender-transformative approach, that affect beneficiaries and WFP's effectiveness, and the risk that WFP programmes exacerbate conflicts and tensions	Use of participatory gender and protection analysis and the "do no harm" concept, particularly to mitigate risks for all members of affected populations Accountability to affected populations through community consultations and other feedback mechanisms, with a focus on capturing the voices of women and girls Prioritization of training for WFP and partner staff in do-no-harm and conflict and gender analysis.
Institutional	Insufficient staff and capacities	Establishment of the staffing structure, with appropriate staff profiles for each location, completed in 2018

## 6. Resources for results

### 6.1 Country portfolio budget

83. The budget required to implement this five-year CSP is USD 2,272 million. The largest component of WFP's assistance—77.6 percent—will be for crisis response, contributing to the achievement of SDG 2 (strategic outcome 1), while root causes and resilience (strategic outcomes 2 and 3) account for 15.3 percent of the total. WFP's contribution to the achievement of SDG 17 (strategic outcome 4) represents 7.11 percent of the total budget. In line with WFP's corporate commitment, project funds will be allocated to activities that promote gender equality.

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	2019	2020	2021	2022	2023	
1	318 413 929	335 700 057	344 573 656	364 293 725	389 727 038	<b>1 752 708 405</b>
2	20 410 390	22 989 673	25 151 088	28 719 300	29 236 147	<b>126 506 598</b>
3	22 390 528	28 051 929	39 812 260	57 347 481	76 105 275	<b>223 707 474</b>
4	34 029 420	33 451 301	33 585 689	33 712 160	33 859 111	<b>168 637 681</b>
<b>Total</b>	<b>395 244 267</b>	<b>420 192 960</b>	<b>443 122 694</b>	<b>484 072 666</b>	<b>528 927 571</b>	<b>2 271 560 158</b>

### 6.2 Resourcing outlook

84. In 2017, 87 percent of the operational requirement for the interim country strategic plan was received, with annual contributions reaching approximately USD 260 million. This enabled WFP to meet key outcome targets under strategic outcomes 1 and 2 of the interim CSP currently in effect. The international financial and political environment, with many global competing priorities, will continue to pose a challenge to resource mobilization efforts in the Sudan. Despite these challenges, based on past trends the country office is confident in its ability to secure for the first year of the programme 80 percent of the operational requirements for strategic outcome 1, 75 percent for strategic outcome 2; 65 percent for strategic outcome 3 and 70 percent for strategic outcome 4.
85. Projections for the budget are based on 2017 contributions. While the donor base has not changed, the recent trend in contributions from core donors shows increased donor interest in funding the crisis response, resilience-building and root causes focus areas, especially with multi-year contributions.

### 6.3 Resource mobilization strategy

86. In recent years, the Sudan has received extremely consistent high levels of financial support for humanitarian interventions. Between 2012 and 2014, the country office increased and diversified its donor base from 12 to 17, successfully re-engaging and securing bilateral support from donors who had in the past given only through pooled funding mechanisms and others who had not donated to WFP since the height of the conflict in 2006–2007.
87. WFP will follow a new approach in both the design and implementation of its resourcing strategy for the CSP. Engaging with key donors from the outset and receiving key endorsements at the design phase should help WFP to ensure that donors better share in

operational risk and to secure continued support. Aligned with the new way of working and the Grand Bargain,<sup>105</sup> key strategies will include:

- collaboratively increasing advocacy for humanitarian needs and response with other humanitarian actors, including other United Nations agencies;
- promoting flexible, multi-year and predictable funding to allow WFP to allocate funds based on needs and urgency and be more cost-efficient and to allow for long-term, more sustainable programmes;
- maintaining and increasing funding from existing donors;
- diversifying and expanding the donor base (i.e., identifying and securing funding from new donors and expanding to non-traditional and emerging donors, including international and regional financial institutions);
- expanding engagement with the private sector; and
- maximizing fundraising potential from pooled funds and other multi-year opportunities.

88. It is important to underline that the country office has played a leading role in the formulation of the collective outcomes being developed to operationalize the new way of working.<sup>106</sup> These outcomes have already galvanized donors' interest in aligning their strategies with them, and are thus bridging the humanitarian-development-peace divide and providing incentives for flexible multi-year funding.
89. In addition, the country office will present the planned activities to traditional and non-traditional donors with a view to obtaining sufficient funds to address all the strategic outcomes; it will also encourage and facilitate, when desirable, government involvement the involvement of line ministries, the Ministry of International Cooperation, the Humanitarian Aid Commission and other state and federal institutions in the design, implementation and funding of food and nutrition interventions.
90. In the event that resources are insufficient to meet the requirements of the CSP programmes, WFP will prioritize life-saving assistance based on the acuteness of needs. Given that all people targeted for assistance are highly vulnerable, WFP will reduce transfer values before it considers cutting the number of beneficiaries, but such cuts will be made if necessary. School meals and support for vulnerable host populations will not be started without adequate resourcing and will be lower priority in case of funding shortfalls. The impact of all reductions and cuts will be monitored.

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<sup>105</sup> To enhance flexibility, whenever possible WFP will aim to secure resources for the CSP as a whole; at the outcome level; and at the activity level. Donations below the activity level will be accepted but are not desirable. For donations at the CSP level, WFP will prioritize life-saving interventions; otherwise, it will use the resources where they are most needed.

<sup>106</sup> See <https://www.agendaforhumanity.org/initiatives/3861>

## ANNEX I

## LOGICAL FRAMEWORK OF THE SUDAN COUNTRY STRATEGIC PLAN (2019–2023)

**Strategic Goal 1: Support countries to achieve zero hunger**

**Strategic Objective 1: End hunger by protecting access to food**

**Strategic Result 1: Everyone has access to food**

**Strategic outcome 1: People affected by shocks in targeted areas have access to food, nutrition and livelihoods during and after crises**

Outcome category:

Maintained/enhanced individual and household access to adequate food

nutrition-sensitive

Focus area: crisis response

### Assumptions

Capable partners are available to support WFP interventions.

Other basic needs which influence food security and nutritional outcomes (water, sanitation, health, education, protection, etc.) are met.

Entitlements and complementary resources are sufficient to prevent negative coping strategies.

Community participation in activity and site selection and management starts at project inception and remains ongoing.

Value of assets creation entitlement is attractive against work norms.

Households have access to local functioning markets.

Limited price/currency inflation or fluctuation.

Value of school meals entitlement is attractive enough to send children, especially girls, to school.

Quality of available education is sufficient to deliver expected benefits.

Security environment improved.

### Outcome indicators

Consumption-based coping strategy index (average)

Dietary diversity score

Food consumption score

Food consumption score – nutrition

Food expenditure share

Livelihood-based coping strategy index (average)  
Moderate acute malnutrition (MAM) treatment default rate  
MAM treatment mortality rate  
MAM treatment non-response rate  
MAM treatment recovery rate  
Proportion of beneficiaries who recall and practice a key nutrition message  
Proportion of eligible population that participates in programme (coverage)  
Proportion of target population that participates in an adequate number of distributions (adherence)  
Proportion of the population in targeted communities reporting benefits from an enhanced asset base  
Retention rate

### **Activities and outputs**

#### **1. Provide food and CBTs to people affected by shocks. (URT: Unconditional resource transfers to support access to food)**

Targeted populations (including new IDPs, refugees and residents) receive sufficient food and CBTs to meet their basic food needs. (A: Resources transferred)

Targeted populations (including new IDPs, refugees and residents) receive sufficient food and CBTs to meet their basic food needs. (B: Nutritious foods provided)

Targeted populations participate in livelihood and/or food-assistance-for-assets activities that improve their access to food. (A: Resources transferred)

Targeted populations participate in livelihood and/or food-assistance-for-assets activities that improve their access to food. (D: Assets created)

#### **2. Provide nutrition-sensitive programming in schools. (SMP: School meal activities)**

Targeted students, teachers and parents receive an integrated package enhancing nutrition knowledge, along with cooked school meals for the students. (A: Resources transferred)

Targeted students, teachers and parents receive an integrated package enhancing nutrition knowledge, along with cooked school meals for the students. (B: Nutritious foods provided)

Targeted students, teachers and parents receive an integrated package enhancing nutrition knowledge, along with cooked school meals for the students. (E: Advocacy and education provided)

Targeted students, teachers and parents receive an integrated package enhancing nutrition knowledge, along with cooked school meals for the students. (F: Purchases from smallholders completed)

### **3. Provide preventive and curative nutrition activities to children aged 6–59 months and PLWG. (NPA: Malnutrition prevention activities)**

Targeted children aged 6–59 months and pregnant and lactating women and girls (PLWG) receive specialized nutritious foods that meet basic nutritional needs and caregivers receive SBCC. (A: Resources transferred)

Targeted children aged 6–59 months and pregnant and lactating women and girls (PLWG) receive specialized nutritious foods that meet basic nutritional needs and caregivers receive SBCC. (B: Nutritious foods provided)

Targeted children aged 6–59 months and pregnant and lactating women and girls (PLWG) receive specialized nutritious foods that meet basic nutritional needs and caregivers receive SBCC. (E: Advocacy and education provided)

## **Strategic Objective 2: Improve nutrition**

### **Strategic Result 2: No one suffers from malnutrition**

**Strategic outcome 2: Food-insecure residents in targeted areas have sustainably improved nutrition by 2024**

Outcome category: Improved consumption of high-quality, nutrient-dense foods among targeted individuals

Focus area: root causes

### **Assumptions**

Capable partners are available to support WFP interventions.

Other basic needs which influence food security and nutritional outcomes (water, sanitation, health, education, protection, etc.) are met.

Outbreaks and epidemics are prevented or constrained.

Clients are willing and able to visit health clinics for assistance.

Caregivers understand the benefits and preparation methods of nutritious commodities.

Sharing of individual entitlements among household members is minimal.

Value of school meals entitlement is attractive enough to send children, especially girls, to school.

Quality of available education is sufficient to deliver expected benefits.

Security environment improved.

**Outcome indicators**

MAM treatment default rate

MAM treatment mortality rate

MAM treatment non-response rate

MAM treatment recovery rate

Prevalence of stunting among targeted children under 2 (height-for-age as %)

Proportion of beneficiaries who recall and practice a key nutrition message

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Proportion of eligible population that participates in programme (coverage)

Proportion of target population that participates in an adequate number of distributions (adherence)

Retention rate

**Activities and outputs****4. Provide curative and preventive nutrition activities to children aged 6–59 months and PLWG and capacity strengthening to national and state health institutions. (NPA: Malnutrition prevention activities)**

Food-insecure people benefit from improved capacity of national authorities to coordinate, manage and implement policies to improve nutrition. (C: Capacity development and technical support provided)

Targeted children aged 6–59 months and PLWG receive specialized nutritious foods for the treatment and prevention of wasting and stunting and all caregivers receive SBCC. (A: Resources transferred)

Targeted children aged 6–59 months and PLWG receive specialized nutritious foods for the treatment and prevention of wasting and stunting and all caregivers receive SBCC. (B: Nutritious foods provided)

Targeted children aged 6–59 months and PLWG receive specialized nutritious foods for the treatment and prevention of wasting and stunting and all caregivers receive SBCC. (E: Advocacy and education provided)

**5. Provide nutrition-sensitive programming to schools and capacity-strengthening support to national and state education institutions. (SMP: School meal activities)**

Food-insecure people benefit from improved capacity of national authorities to coordinate, manage and implement policies to improve nutrition. (C: Capacity development and technical support provided)

Targeted students, teachers and parents attend nutrition education sessions, along with community school meals provided for children to meet their nutritional needs. (B: Nutritious foods provided)

Targeted students, teachers and parents attend nutrition education sessions, along with community school meals provided for children to meet their nutritional needs. (A: Resources transferred)

Targeted students, teachers and parents attend nutrition education sessions, along with community school meals provided for children to meet their nutritional needs. (E: Advocacy and education provided)

Targeted students, teachers and parents attend nutrition education sessions, along with community school meals provided for children to meet their nutritional needs. (F: Purchases from smallholders completed)

**Strategic Objective 3: Achieve food security**

**Strategic Result 4: Food systems are sustainable**

**Strategic outcome 3: Food-insecure people in targeted areas and food systems have increased resilience to shocks by 2024**

Outcome category: Improved household adaptation and resilience to climate and other shocks nutrition-sensitive  
Focus area: resilience-building

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**Assumptions**

- Capable partners are available to support WFP interventions.
- Other basic needs which influence food security and nutritional outcomes (water, sanitation, health, education, protection, etc.) are met.
- Entitlements and complementary resources are sufficient to prevent negative coping strategies.
- Community participation in activity and site selection and management starts at project inception and remains ongoing.

Value of assets creation entitlement is attractive against work norms.  
 Households have access to local functioning markets.  
 Limited price/currency inflation or fluctuation.  
 Smallholder farmers are successful at supporting increased grain production and maintaining sustainable access to markets and surplus storage mechanism.  
 Security environment improved.

### Outcome indicators

Consumption-based coping strategy index (average)  
 Food consumption score  
 Food consumption score – nutrition  
 Food expenditure share  
 Livelihood-based coping strategy index (average)  
 Percentage of smallholder farmers selling through WFP-supported farmer aggregation systems  
 Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks  
 Proportion of the population in targeted communities reporting benefits from an enhanced livelihoods asset base  
 Rate of post-harvest losses

### Activities and outputs

#### **6. Offer asset-creation activities and technical assistance through safety nets to help food-insecure households to reduce risk and adapt to climate change. (ACL: Asset creation and livelihood support activities)**

Food-insecure people benefit from improved national capacities to coordinate, manage and implement food security and nutrition policies and programmes that ensure sustainable access to food. (C: Capacity development and technical support provided)

Targeted households participate in productive safety net programmes and receive food or cash to help meet short-term food gaps while in the long-term contributing to the reduction of disaster risk and climate change adaptation. (A: Resources transferred)

Targeted households participate in productive safety net programmes and receive food or cash to help meet short-term food gaps while in the long-term contributing to the reduction of disaster risk and climate change adaptation. (D: Assets created)

Targeted households participate in productive safety net programmes and receive food or cash to help meet short-term food gaps while in the long-term contributing to the reduction of disaster risk and climate change adaptation. (E: Advocacy and education provided)

**7. Provide capacity-strengthening support for farmers and local, state and national agricultural institutions. (CSI: Institutional capacity-strengthening activities)**

Food-insecure people benefit from improved national capacities to coordinate, manage and implement food security and nutrition policies and programmes that ensure sustainable access to food. (C: Capacity development and technical support provided)

Vulnerable smallholder farmers receive tools and services such as post-harvest management technologies, technical assistance and climate services that enhance their productivity and resilience. (C: Capacity development and technical support provided)

Vulnerable smallholder farmers receive tools and services such as post-harvest management technologies, technical assistance and climate services that enhance their productivity and resilience. (F: Purchases from smallholders completed)

**Strategic Goal 2: Partner to support implementation of the SDGs**

**Strategic Objective 5: Partner for SDG results**

**Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs**

**Strategic outcome 4: Humanitarian and development actors and national systems have access to expertise, services and infrastructure in the areas of logistics (including air transport), information and communications technology, administration and infrastructure engineering**

Outcome category: enhanced common coordination platforms

Focus area: crisis response

**Assumptions**

Effective coordination structures in place.

Donors respond positively and timely to requirements.

Users understand operational constraints (such as weather and insecurity) cannot be controlled.

Users of the service are able and willing to complete the survey.

**Outcome indicators**

User satisfaction rate

### Activities and outputs

**9. Provide air transport services for personnel and light cargo alongside aviation sector technical assistance. (CPA: Service provision and platforms activities)**

Air services are provided for the humanitarian and development community. (H: Shared services and platforms provided)

**8. Provide technical and support services (logistical, ICT, administrative and project) to the humanitarian and development community and national entities and systems. (CPA: Service provision and platforms activities)**

ICT networks and infrastructure (secure telecommunications, data and voice services) are maintained and upgraded as needed to ensure continuous, reliable service options for stakeholders. (L: Infrastructure and equipment investments supported)

Information-sharing and knowledge management are ensured through WFP's lead role in the logistics and emergency telecommunications sector and inter-agency security telecommunications services. (H: Shared services and platforms provided)

**Strategic Goal 1: Support countries to achieve zero hunger****C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.1: Proportion of targeted people accessing assistance without protection challenges

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

**C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment****Cross-cutting indicators**

C.4.1: Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified

## ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)					
	Strategic Result 1/SDG Target 2.1	Strategic Result 2/SDG Target 2.2	Strategic Result 4/SDG Target 2.4	Strategic Result 8/SDG Target 17.16	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	Crisis response	Root causes	Resilience	Crisis response	
Transfer	1 324 008 663	95 714 170	169 465 015	132 889 970	<b>1 722 077 817</b>
Implementation	230 916 095	16 534 005	29 201 994	16 690 562	<b>293 342 656</b>
Direct support costs	90 810 834	6 537 364	11 386 957	8 764 708	<b>117 499 863</b>
Subtotal	1 645 735 592	118 785 538	210 053 966	158 345 240	<b>2 132 920 337</b>
Indirect support costs (6.5%)	106 972 813	7 721 060	13 653 508	10 292 441	<b>138 639 822</b>
<b>Total</b>	<b>1 752 708 405</b>	<b>126 506 598</b>	<b>223 707 474</b>	<b>168 637 681</b>	<b>2 271 560 158</b>

**Acronyms used in the document**

CBT	cash-based transfer
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
ICA	integrated context analysis
ICT	information and communications technology
IDP	internally displaced person
MAM	moderate acute malnutrition
MICS	Multiple Indicator Cluster Survey
PLWG	pregnant and lactating women and girls
SBCC	social and behaviour change communication
SDG	Sustainable Development Goal
UNDAF	United Nations development assistance framework
UNDSS	United Nations Department of Safety and Security
UNICEF	United Nations Children's Fund
WHO	World Health Organization
ZHSR	Zero hunger strategic review (2017–2030)