



World Food Programme

A Report from the Office of Evaluation



*Full Report of the Evaluation of the
WFP Emergency Operations
(EMOPs) 10048.00/01/02 in the
Sudan: Food Assistance to
populations affected by war and
drought*

28 January-10 March 2004

Rome, August 2004

Ref. OEDE/2004/5



Acknowledgement

The evaluation team visited the Sudan and Kenya for five weeks from end January to early March 2004. This document was prepared by the team leader, with inputs from team members, on the basis of pre-mission research and the mission's work in the field.

On behalf of the team, the author wishes to extend thanks to all those who facilitated the team's work in the field and in Headquarters. A list of persons met will be found in the Annex to this report.

Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

Mission Composition

Bernard Broughton, team leader (consultant)
Darlene Tymo, deputy team leader (WFP staff member)
François de Meulder, logistics consultant
Ellen Girerd-Barclay, nutrition consultant
Yasuko Asano, statistician (WFP staff member)
Farouk Elhadi, national consultant, northern sector
Solomon Kemba Alibea, national consultant, southern sector

The evaluation was managed by Julian Lefevre, Chief Evaluation Officer, Office of Evaluation, WFP



Acronyms

ANA	Annual Needs Assessment
BR	Budget Revision
CD	(WFP) Country Director
CFSAM	(FAO/WFP) Crop and Food Supply Assessment Mission
CO	(WFP) Country Office
COMPAS	WFP's Commodity Tracking System.
CRN	Commodity Request Note
CSB	Corn Soya Blend (a micro-nutrient fortified blended food)
DP	Distribution Point
DSC	Direct Support Costs (a WFP budget category)
ECW	(WFP) Enhanced Commitments to Women
EMOP	(WFP) Emergency Operation
ESFP	Emergency School Feeding Programme
FFA	Food-for-Assets
FFR	Food-for-Recovery
FFT	Food-for-Training
FFW	Food-for-Work
GAM	Global Acute Malnutrition
GD	General Distribution
GFD	General Food Distributions
GMO	Genetically Modified Organisms
GoS	Government of Sudan
HEA	Household Economy Approach
HFEA	Household Food Economy Approach
IC/IT	Information and Communications/Information Technology
ICT	(WFP) Information and Communications Technical Division
IDP	Internally Displaced Person
IF	Institutional Feeding
IGAD	Inter-Governmental Authority on Development
IP	Implementing Partner
ITSH	Internal Transport, Storage and Handling.
LoA	Letter(s) of Agreement
LTSH	Landside Transport, Storage and Handling
MAP	(WFP) Management and Appraisal of Performance System (staff).
M&E	Monitoring and evaluation
MoU	Memorandum of Understanding
MT	Metric tons
NGO	Non-governmental organisation
ODK	(WFP) Eastern and Central Africa Regional Bureau (Kampala)
ODOC	Other Direct Operational Costs (a WFP budget category).
OEDE	(WFP) Office of Evaluation
OLS	Operation Lifeline Sudan
OTL	(WFP) Surface Transport Service (logistics)
PAR	Performance Appraisal Report (staff)
PDM	Post-Distribution Monitoring
PRRO	(WFP) Protracted Relief and Recovery Operation



RBM	Results Based Management
RC	Relief Committee
SFP	Selective (or Supplementary) Feeding Programmes
SLM/A	Sudan Liberation Movement/Army
SO	(WFP) Special Operation
SPLM/A	Sudan People's Liberation Movement/Army
SPR	(WFP) Standardized Project Report
SRC	State Rail Corporation (Sudan)
SRRC	Sudan Relief and Rehabilitation Commission
TAF	Targeted Aircraft Funding (a full cost recovery arrangement)
TCHA	Technical Committee on Humanitarian Assistance
ToR	Terms of Reference
TFP	Therapeutic Feeding Programmes
RTC	River Transport Corporation
UNKAC	United Nations Khartoum Air Cell
VAM	Vulnerability Analysis and Mapping
WINGS	WFP's corporate information network (global system)/SAP-based.



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Executive Summary

The operation is characterised by its long duration and scale. It was amongst WFP's top five emergency operations in 2003. It is also one of WFP's most complex operations due to the combination of war and drought/chronic food insecurity, the frequent emergence of new crises and the necessity of developing a sophisticated air operation. The unique characteristics of and serious constraints faced by the operation must be acknowledged when assessing accomplishments and weaknesses, in particular the impact on staff time of securing and maintaining humanitarian access.

WFP's emergency operation has been central to humanitarian efforts in Sudan and WFP has saved lives. This is widely recognised by donors, other humanitarian agencies and beneficiaries. WFP staff and implementing partners have distributed food in difficult and often hazardous living and working conditions, over sustained periods of time. Unfortunately, it is not possible to quantify how many lives have been saved, and, as is recognized by field staff, it would be difficult in any event to attribute lives saved to food aid alone. It will always be difficult to measure results at this level, although WFP would be in a better position to demonstrate results if the successes highlighted by staff and partners had been better documented.

Under the current (third) phase of EMOP 10048, the prime objective of contributing to saving lives is to be effected by 'improving and/or maintaining the nutritional status of target persons with specific emphasis on women.' The specific targets set are the reduction of malnutrition rates to below the (2002) national average of 18 percent Global Acute Malnutrition (GAM), or maintenance below the present rate where it is less than 18 percent. The 2003/2004 Annual Needs Assessment reported an overall GAM rate of 21 percent for both sectors, which is higher than the target and well above the 'critical threshold' of 15 percent. The reality is that unacceptably high malnutrition rates have persisted for many years in Sudan and unless a concerted effort is made by WFP and operational partners to develop a holistic and comprehensive approach to tackling malnutrition, there is little reason to believe that the situation will improve.

The second indicator specified in the current phase of the EMOP relates to outputs – timeliness of food distributions in accordance with EMOP plans. There was considerable under-delivery against what was planned over the three calendar years 2001-2003. In terms of commodities, 66% of what was planned for distribution was actually delivered (or air dropped) for final distribution. Under-delivery was most pronounced in the northern sector, and most pronounced for both sectors in 2003, when the targets were higher, however. This was compounded by an incomplete food basket - pulses, oil, salt and/or CSB were often missing. Although every effort



was made to carry out distributions during the 'hunger season', food supplies were often available later than planned.

There have been annual increases in commodity requirements. Overall, the EMOP has been resourced to an average of only 70.4 percent in dollar terms over the three phases and the percentage of requirements met by donors has recently declined. The timing of commitments has been a problem, with the bulk of funds only registered during the second and third quarters resulting in shipments reaching Port Sudan or Mombasa during the second part of the year. It has been possible to mitigate these difficulties by utilising carry-over stocks (in the first phase of the EMOP) and making extensive borrowings.

The additional factor at play has been pipeline flow. The relatively large stocks on hand in the northern sector in December 2002, and again in December 2003 through February 2004, indicate some congestion over and above what can be explained by a normal build-up at this time of the year. The major constraints are limited road and air capacity from the major WFP hubs and restricted access.

As mentioned above, 66 percent of what was planned for distribution in the period 2001-2003 was actually delivered for final distribution. What is not clear is the exact proportion of commodities that has reached intended beneficiaries. Although targeting has been a major preoccupation of the operation and numerous exercises have been undertaken to improve it, redistribution in the form of sharing on the basis of kinship is widespread. Although it may be hoped that redistribution favours the most vulnerable, or at least does not discriminate against them, we do not know enough to be confident.

In addition to redistribution, there has been some diversion of commodities, further reducing the quantities available to intended beneficiaries. Taxation has occurred (and may still be occurring) in the southern sector where it has been organised by local authorities through traditional structures. Non-civilians have also had access to WFP relief supplies in the southern sector, putting WFP staff and intended beneficiaries at risk.

Distance decay (the relationship between distance and the breakdown in the effectiveness of targeting) is also a significant factor, particularly in the southern sector where it has been most difficult to establish distribution points close to beneficiaries. It should also be noted that planned ration sizes and duration have generally been modest and finely tuned. This is positive because it maximizes the use of scarce resources, but it leaves little room for error in the event of undersupply, late distribution, redistribution, etc.

Given the reductions that had to be made to the commodities distributed due to under-delivery, timing problems, and the various effects of redistribution, diversion, taxation and distance decay, senior managers need to consider the possibility that the hungry poor WFP seeks to assist in Sudan sometimes do not receive enough food to make a real difference nutritionally, and work through the implications. More generally, the evaluation team believes that improving the effectiveness of final distribution has to be accorded a higher corporate priority by WFP - it goes directly to WFP's core mandate.



In order to be able to guide programming in Sudan and assess the progress and impact of its food relief operations, WFP needs to be more involved in the collection and analysis of nutrition data and information, including the analysis of the causality of malnutrition in areas with chronic food insecurity that appear unresponsive to ongoing food relief. WFP has a global MoU with UNICEF through which UNICEF is expected to take the lead, but its terms related to nutrition are not being implemented by UNICEF for a variety of reasons principally related to capacity.

WFP has a strong logistics operation, particularly in air transport, with national reach and extensive coverage, putting WFP in a league of its own in relation to other agencies and organisations. WFP logistics have long provided the backbone to Operation Lifeline Sudan. WFP recognises the need to substantially improve overland transport to move commodities, and substantial funds have finally been received to do so. But it will be only possible to switch from airlift / airdrop operations to road deliveries once the road repair and rehabilitation operations are well under way and peace becomes a reality.

The funds requested for the rehabilitation of the road system and runways in the southern sector by way of a budget revision are significant (US\$26.7 million) and the responsibility to be shouldered by WFP is considerable. It is recommended that HQ assist the Logistics Unit in the southern sector conduct a risk management exercise in relation to the successful completion of these works.

As is well known, the costs of conducting emergency operations in Sudan are high - the final cost per ton under EMOP 10048.2 Budget Revision 3 has risen to around US\$1,000 due principally to the inclusion of the aforementioned works. But under the circumstances, with a transport system stretched to the limit and persistent insecurity in some areas, WFP has little leverage to contain costs.

Together with the Crop and Food Supply Assessment Missions, the Annual Needs Assessment (ANA) exercise has been the most regular and extensive source of information on food security covering Sudan. But despite the time and energy put into conducting and strengthening the ANA by WFP, and wide participation, donors are not necessarily convinced by ANA recommendations. This was most notable in 2003.

The inclusion of recovery/peace related objectives in the EMOP, with modest targets for Food-For-Work, Food-For-Training and Emergency School Feeding Programmes (7 percent of commodities in the third phase), was appropriate, although the EMOP documents did not adequately connect planned activities to the achievement of the recovery/peace related objectives. This reflects inadequate corporate guidance about how to realize 'recovery' and 'transition' objectives.

Food-for-Work and Food-for-Training activities have been difficult to get in motion and there have similarly been constraints on scaling up Emergency School Feeding Programmes. While concrete outputs have been achieved, targets have not quite been met. There has been no assessment of recovery outcomes for these activities, making it difficult to evaluate effectiveness. The setting of global targets, while necessary as a guide, has tended to ignore the local situation, resulting in some areas moving ahead with these activities when staff capacity, local IP capacity, and/or technical expertise are inadequate.



Expectations among the donor and humanitarian communities of making the transition to more developmental activities have risen steadily in recent years. This has been positive but to some extent transition has become an imperative to move out of relief rather than a fair assessment of

relief needs moving forward and the challenges of effectively utilising food assistance to support recovery and rehabilitation (the difficulties relate to geographic coverage, targeting, timing and capacity). Without dampening enthusiasm for a shift from relief to recovery, senior WFP managers need to provide more guidance and counsel caution and realism.

It also needs to be recognised that peace not only offers opportunities for recovery – it offers opportunities to improve the effectiveness of food relief (better coverage, better targeting, improved timing, more attention to micronutrients, etc) and thereby make a more effective contribution to finally reducing persistently high malnutrition rates.

WFP has been a leader and an advocate for women within the Sudan emergency operation, a role clearly recognized by its partners, and has made progress towards institutionalizing Enhanced Commitments to Women (ECW). The responsible staff members in both Khartoum and Lokichoggio agree that management must now shift the focus toward mainstreaming and better monitoring the implementation of the ECW.

Overall, monitoring at both the output and outcome levels remains an institutional weakness, a reflection of practical difficulties and the lower priority accorded to performance information. Commodity tracking remains problematic. A major problem is that the Logistics and Programme Units monitor commodity throughput in a different way. A means has to be found of reconciling this information and presenting a readily intelligible overview to senior managers.

The management structure for the EMOP, which is divided between two country offices, involves some logistical and programming inefficiency, and to this extent hinders the effective implementation of the operation. However, WFP has no choice but to operate two systems in tandem and it is unlikely that a peace agreement would change this. It would be appropriate nonetheless for the CO Khartoum and CO Nairobi to jointly review the management structure of WFP's operations in the Sudan (led by the ODK Regional Director or HQ).

The evaluation team agrees that the EMOP should be converted to a PRRO for 2005 - it should bring more rigour to strategic planning and provide a longer timeframe. Relief and recovery strategies should now be developed, starting with locally determined strategies and targets based on realistic assessments of how best to meet local food needs and strengthen livelihoods.



1. INTRODUCTION

1.1 Evaluation objectives

The objectives of the evaluation are to:

- Assess whether the objectives of the operation are being achieved and to make recommendations for the design of a future phase;
- Identify lessons from the Sudan experience that could be of use in other emergency operations; and
- Provide accountability to the WFP Executive Board.

1.2 Scope of work

The evaluation addresses three phases of EMOP 10048 covering the period 1 April 2001 to 31 March 2004.¹ It examines how the EMOP has been implemented in what WFP and other OLS agencies refer to as the ‘northern and southern sectors’ of Sudan². Due to the complexity of the evaluation and time constraints, the focus is on WFP’s operational performance and not on the effectiveness of its role and partnerships within OLS³. The evaluation team addresses management issues only where they are deemed to affect WFP’s ability to achieve its objectives. Given the importance of logistics and nutrition in this EMOP, the evaluation team puts particular emphasis on these aspects.

The scope includes the links between the EMOP and the Special Operations (SOs) that were launched to support it, with a focus on how the SOs are helping the EMOP to achieve its objectives. While the evaluation also intended to look at potential complementarities between the EMOP and Sudan Country Programme, it was deemed early on that these are nominal at this stage - therefore the evaluation team decided to focus its limited time on the EMOP itself.

The PRROs supporting Ethiopian and Eritrean refugees in the Sudan and WFP operations in neighbouring countries in support of Sudanese refugees are not covered by this evaluation.

‘Key issues’ were included in the Terms of Reference (ToR) to guide the evaluation. These were grouped under the headings: Relevance of the operation, Effectiveness, Operational issues, Connectedness, and Lessons (see Annex A).

The ToR made no reference to Sphere Project Minimum Standards and although the team leader was cognisant of them they were not expressly employed.

1.3 Method

The evaluation team included Bernard Broughton (team leader, consultant), Darlene Tymo (deputy team leader and WFP staff member), Francois de Meulder (logistician, consultant), Ellen

¹ 10048.00, 10048.01 and 10048.02. The third phase has been extended to end 2004 but the cut-off point for this evaluation is 31 March 2004.

² In this report the ‘northern sector’ refers to areas in which WFP operates that are under the control of the GoS (which WFP manages from Khartoum), and the ‘southern sector’ refers to areas in which WFP operates that are under the control of the SPLM/A (which WFP manages from Nairobi/Lokichoggio).

³ This was addressed in the Evaluation of the Impact of WFP Emergency Food Aid Interventions in ‘Operation Lifeline Sudan’ (Northern and Southern Sectors), Dutch Government and DFID, November 1999



Girerd-Barclay (nutritionist, consultant) and Yasuko Asano (statistician and WFP staff member). Two national consultants were hired for part of the overall mission – Farouk Elhadi (northern sector) and Solomon Alibea (southern sector). The evaluation was managed by Julian Lefevre, Chief Evaluation Officer, OEDE/WFP.

The evaluation was divided into five phases:

Planning exercise (10 days)

To identify key issues, determine team composition, and outline a process for managing the evaluation, the deputy team leader consulted key individuals in HQ and ODK and travelled to Khartoum, Lokichoggio and Nairobi to meet with WFP staff, implementing partners and donors (December 2003).

Desk study (10 days)

The team leader prepared a desk study of the extensive material already available on food aid assistance to Sudan to summarize this information and identify gaps to focus the fieldwork.

Team preparations (3 days)

The team leader drafted a field programme; team members reviewed the desk study and important background documents; and the international team members met in Rome for briefings and to finalise the field programme, and individual roles and responsibilities.

The Country Office (CO) Khartoum convened a temporary evaluation task force comprised of senior representatives of key stakeholders (IPs, GoS, SPLM, donors) which met prior to the team's arrival to review the draft evaluation ToRs and prioritize the issues to be addressed by the evaluation team. (Management of the South Sudan operation agreed to do likewise but this did not happen). The Khartoum task force subsequently met with the evaluation team and attended the debriefing. It is planned that the CO will meet one last time with the task force to discuss the recommendations of this report.

Finally, CO Khartoum provided OEDE with a draft logframe matrix for the EMOP based on a monitoring and evaluation training exercise undertaken in Lokichoggio and Khartoum.

In-country mission (5 weeks)

The evaluation team spent eighteen days in northern Sudan, and broke into three teams in order to cover as much ground as possible. Telephone/radio discussions were held with most of the Sub Offices that were not visited by the team. Seventeen days were subsequently spent in the southern sector, using the same approach. (See Field Programme, annexed.) For the southern sector, the evaluation relied considerably on the findings and recommendations of a technical review of operations in southern Sudan undertaken in mid-2003 (hereafter referred to as the 'Technical Review').⁴

⁴ Southern Sudan Technical Review of EMOP 10048.02, FAO/WFP, Smart et al, 2003 (revised 2004)



The evaluation team relied principally on data and information already generated by the COs, including quantitative outputs, monthly reports, distribution reports, post-distribution reports, guidelines and other working papers. While the team did not attempt to generate primary data, significant effort was put into aligning data sets for both the northern and southern sectors, and adding output data for nutritional indicators. Amongst the materials to be provided by the CO Khartoum and Nairobi/Lokichoggio were tables detailing planned versus actual distributions for each commodity. There were significant difficulties reconciling the data provided by the two different sectors and the result was unsatisfactory.

Considerable reliance was also placed on interviews of WFP staff in Khartoum, Nairobi, Lokichoggio and various Sub Offices (see annexed Field Programme). In addition the team met relevant GoS and SPLM/A authorities, donor representatives, and UN agency and NGO representatives and staff with an interest in food aid for the Sudan (see annexed List of Persons Met). While the evaluation team conducted occasional beneficiary interviews during visits to IDP camps, villages, schools, clinics, etc. (individuals, households and groups), these were not a central component of the field methodology given time constraints.

At the conclusion of the mission, debriefings were held in Lokichoggio, Nairobi, Khartoum and Rome using a PowerPoint presentation. An aide-memoire was presented shortly after the team had completed its mission.

Report writing (5 days team members, 10 days team leader)

Separate logistics and nutrition reports have been prepared by the respective experts on the evaluation team. Together with the desk study, they provided significant material and recommendations for the preparation of the full evaluation report. A summary evaluation report will be presented to WFP's Executive Board in October 2004.

2. CONTEXT AND RELEVANCE OF THE EMOP

2.1 Causes of food insecurity

The principal cause of food insecurity in the southern sector is the conflict between the Government of Sudan (GoS) and the Sudan People's Liberation Movement/Army (SPLM/A) which commenced in 1983 with the resumption of a civil war that started shortly after independence in 1956. This has had a range of direct and indirect effects, from the immediate displacement of those attacked or fleeing the fighting, to decades of no development and the continued impoverishment of millions of people in the south.

Conflict involving other parties has also affected parts of the east and west of Sudan, most notably Kassala State and Greater Darfur during the period under review where fighting has disrupted cultivation on a large scale. The displaced are especially vulnerable where they are denied access to cultivable land and/or pastures.

Recurrent drought and to a lesser degree periodic flooding also underlie food insecurity. During the period of the EMOPs, drought persisted in the north of Sudan and some parts of the south through 2001 and 2002, depleting productive assets, natural resources and stocks. However, good rains fell in most (but not all) areas in 2003 improving harvests, pastures and fishing stocks.



Many parts of the north of Sudan, are said to be chronically food insecure, including Red Sea State and parts of Greater Darfur. The people concerned are predominantly agro-pastoralists who face many problems including lack of water for human and animal consumption and sometimes disadvantageous terms of trade between livestock and cereals. Sudan regularly exports large quantities of sorghum from eastern Sudan, however.

2.2 WFP's operating environment

The operation is characterised by its long duration and scale. It was amongst WFP's top five emergency operations in 2003⁵. It is also one of WFP's most complex operations due to the combination of war and drought/chronic food insecurity related caseloads; the frequent emergence of new crises; and the necessity of developing a sophisticated air operation.

Sudan's transport infrastructure is generally very poor and in many areas in the south non-existent. Relief operations are obstructed in the rainy season when many roads become impassable and airstrips become unusable. Access denial by the authorities, security problems, staff evacuations and attacks have also had a considerable impact over the period under review and hindered WFP's ability to reach beneficiaries and deliver and monitor programmes. Insecurity has often dictated WFP's mode of operation (e.g. air drop operations in the southern sector where WFP distribution teams can only spend a maximum of 3 days on site), which needs to be borne in mind when considering the effectiveness of final distribution. Moreover, neither the GoS nor the SPLM/A has developed a satisfactory humanitarian response strategy and the capacity and reach of civil authorities, and NGOs, is limited in many areas, particularly in the southern sector. This constrains WFP's ability to deliver and monitor assistance, especially through 'recovery' type activities.

Management of the operation has been and continues to be complicated by the necessity of operating separate northern and southern sectors, set up to accommodate a country divided by war. Staff rotation has been frequent at senior levels and it has been difficult to attract staff. There have been, and still are, quite a high number of vacancies. Stress levels have been high, taking a toll on staff at all levels (including senior staff).

The unique characteristics of and serious constraints faced by the operation must be acknowledged when assessing accomplishments and weaknesses. In particular the evaluation team acknowledges the impact on staff time and attention of securing and maintaining humanitarian access. Operation Lifeline Sudan was the first 'negotiated access' model. As would be expected in a situation of civil war, securing and maintaining access has been a major ongoing concern for WFP, tending to crowd out a more careful consideration of outcomes. WFP utilises in the order of 350 drop sites/airstrips in Sudan and 2002 saw a record number of flight denials. It is also noted that constantly negotiating access and other approvals from national authorities is stressful and takes its toll on staff.

⁵ EMOP 10048.02 was approved for 3.2 million beneficiaries and 148,419 metric tons and later increased to 205,022 metric tons through budget revisions.



This evaluation comes at a time when it has become possible, with relative peace in the south, to look beyond access to issues of performance and impact (although the situation in Darfur at the time of the evaluation's visit to the Sudan reminds us that access can still be a leading concern).

Significant progress in the peace talks, conducted under the authority of the Inter-Governmental Authority on Development (IGAD), since 1994 was made during the period of EMOP 10048.⁶ Most significantly, the GoS and SPLM/A signed a provisional protocol in July 2002 on important aspects of a settlement under which southern Sudan would be able to hold an independence referendum after a six-and-a-half year power-sharing transition period, while the north would keep shari'ah law (the 'Machakos Protocol'). Heavy fighting subsequently erupted on a number of fronts, particularly following the SPLA's capture of Torit, and talks were broken off in September 2002. But negotiations resumed and the GoS and SPLM/A signed an MoU agreeing to cease hostilities in October 2002 (since extended at three-monthly intervals).

Importantly, the GoS and SPLM/A also signed a tripartite agreement with the United Nations in October 2002 allowing for unimpeded humanitarian access based on monthly notification lists of locations (initially for November and December 2002, but subsequently extended). Then in January 2003 the UN negotiated separate agreements with the GoS and SPLM/A for humanitarian access to southern Blue Nile (for the first time) and to Hamash Koreb in Kassala State, and extensions were secured for the cease-fire agreement for the Nuba Mountains and the Technical Committee on Humanitarian Assistance (TCHA) agreements to facilitate humanitarian access and cross-line operations. In April 2003 the GoS and SPLM/A agreed to open a corridor along the River Nile. All in all, these developments represented tangible improvements in the operational environment and enabled WFP and other agencies to respond to the humanitarian needs of more people.

Through 2003 the talks between the GoS and the SPLM/A focused on the disputed border territories of southern Blue Nile, Abyei, and the Nuba Mountains, and the security, administrative and oil-wealth sharing arrangements that would operate during the six-and-a-half year transitional period that would follow the signing of a peace agreement. Progress was made in relation to many of these matters and by 2004 it appeared the parties were on the eve of an historic peace agreement. In February a possible final round of peace talks were held in Naivasha, Kenya, but talks were then adjourned and had not resumed by the end of March 2004. Fighting between the GoS and the SPLA broke out in several areas in the south in the first quarter of 2004.

There was also a troubling new development during the period of the EMOPs – conflict in Greater Darfur which appears to threaten the conclusion of a north-south peace agreement. The Front for the Liberation of Darfur emerged in February 2003, changing its name to the Sudan Liberation Movement/Army (SLM/A) in March. The GoS retaliated with military force. Government-allied militias attacked villages. By June 2003 there was widespread displacement and refugees were fleeing to Chad. In September the GoS and SLM/A signed a cease fire agreement brokered by Chad and peace talks subsequently commenced, but they had broken down by December 2003 and the situation on the ground deteriorated even further. Humanitarian

access was still largely denied at the time of the evaluation (the evaluation team was unable to visit the Darfurs as intended).

⁶ The principal source for the following events and dates is IRIN Special Report III on Sudan, chronology of events, posted February 2004. Additional information is from the Consolidated Appeal for the Sudan Assistance Programme 2004.



In Sudan as elsewhere the manner in which war is conducted frequently results in the denial and sometimes the manipulation of humanitarian assistance. Critics have charged that the international community has ‘acquiesced in the use starvation as a central war tactic’⁷ and that ‘the neutrality demanded by relief operations and diplomatic negotiations has conflicted with the requirement under international law to prevent and punish crimes’⁸. Whether the criticisms are fair or not, WFP is an operational instrument of the UN system and the responsibility to confront the warring parties on denial of humanitarian access and human rights issues lies elsewhere within that system. However WFP has a role to play in reporting on these matters, and does so. WFP has become more sensitive to the potential for food assistance to be manipulated in conflict situations. This has been a matter of considerable concern most recently in the Darfurs.

Relative peace since 2002 over most of Sudan and the anticipated peace agreement between the GoS and the SPLA have created expectations of a ‘transition’ among the donor and humanitarian communities. This has been positive but to some extent transition has become an imperative to move out of relief rather than a fair assessment of relief needs moving forward and the challenges of effectively utilising food assistance to support recovery and rehabilitation (the difficulties relate to geographic coverage, targeting, timing and capacity).

Lesson

When securing and maintaining access to deliver humanitarian relief is a major preoccupation it may crowd out the attention of senior managers to performance at the *outcomes* level.

2.3 Relevance of the EMOP and quality of design

The objectives of the third phase of the EMOP, which have not changed substantially since the first phase, are to:

- Contribute to saving lives⁹ of vulnerable populations in the Sudan by improving and/or maintaining the nutritional status of target persons with specific emphasis on women.
- Contribute to the prevention of distress migration of the food-insecure population by supporting peace building process and resettlement of returnees and internally displaced persons.
- Contribute to the recovery and rehabilitation of social and economic infrastructure of target communities through asset creation; and
- Support the peace-building process and return of IDPs once the conditions for their return are put in place.

Ninety percent of food requirements for the latest phase of the EMOP were to be met through general distributions to vulnerable groups and IDPs. A target of 10 percent was set for other modalities, including 3 percent for supplementary feeding, 2.5 percent for food-for-work/assets,

2.5 percent for food-for-training and 2 percent for emergency school feeding. Almost three-quarters of the beneficiaries for the latest phase were targeted to receive food because of conflict (73 percent) while the remainder were targeted due to drought and acute food insecurity.

⁷ Ending Starvation as a Weapon of War in Sudan, International Crisis Group, Nov 2002, p ii

⁸ Humanitarianism Unbound? Current dilemmas facing multi-mandate relief operations in political emergencies, Alex de Waal, African Rights, Nov 1994, p 22-29

⁹ In the first two phases the objective was simply ‘save lives’ – the latest phase has qualified it.



In general terms, the objectives are relevant to assessed needs, the operating environment and the emergency nature of the operation, as are the priorities evidenced by the proportion of commodities to be channelled through each modality. WFP's major priority is contributing to saving the lives of people caught up in humanitarian crises - the objectives and activities accord with this.

The objectives of EMOP 10048.02 could however have been better formulated. There is too much overlap between objectives 2 and 4 and objective 2 has been qualified in a way that excludes distress migration due to lack of food. (The first phase of the EMOP included a better formulation of objectives concerning distress migration and support for the peace process.) The objective statements in the EMOP documents are for the most part too broadly stated, particularly objective 3 in EMOP 10048.02 concerning recovery. This makes performance difficult to measure.

There is a significant gap in the objectives statements for EMOP 10048. General food distributions should aim to provide targeted households with food to make up the difference between (a) their nutritional needs and (b) what they are able to provide for themselves *without damaging coping mechanisms*.¹⁰ There is no reference to minimising the strain on coping mechanisms, preventing the erosion of productive assets, etc in the objectives of the EMOP. (In the ANA, the contribution to the household food economy of any strategy that exposes people to danger is treated as a deficit, but these are extreme cases.)

The approved full ration (on which full and partial rations have been based) provides approximately 2,100 kilocalories and consists of 450 g of cereals, 50 g of pulses, 50 g of blended food/Corn Soya Blend (CSB), 30 g of (vitamin A and D fortified) vegetable oil, and 5 g of iodised salt. In light of the high levels of Global Acute Malnutrition¹¹ (GAM) identified in Sudan, the food basket appears appropriate.

The main indicator introduced in the latest phase of the EMOP is the reduction of GAM to below the national average of 18 percent, or maintenance below this rate where it is less than 18 percent. It would have been more appropriate to set a target of reducing GAM rates to below 15 percent, notwithstanding that this is not entirely within WFP's control given the role of non-food factors in nutrition.¹² This standard was actually used in the southern sector and is referred to in the 2003/2004 ANA as the 'critical threshold'.

Some commentators argue that humanitarian agencies and donors have become de-sensitised to high levels of deprivation and suffering in Sudan, only reacting to indicators that the situation is

worsening.¹³ The longevity of the crisis and its unmet needs may have had this effect, although WFP would argue that this phenomenon represents a funding constraint which WFP attempts to counter.

¹⁰ WFP Emergency Field Operations Pocketbook, p 103

¹¹ Global Acute Malnutrition refers to a measurement of weight for height in under-5 children of -2 Z scores or less (<80percent of the median) and/or presence of oedema.

¹² In Nutrition in Emergencies texts (including WHO guidelines) GAM above 10 percent is a serious nutritional crisis. In the WFP Food and Nutrition Handbook, the figure of 15percent is used.

¹³ See for example, Framework for a Common Approach to Evaluating Donor Assistance to IDPs, Philip Rudge and Margie Buchanan-Smith, London, 4 September 2003, p 11



Given that this is a long standing operation for WFP, it should have been possible and would have been helpful if each of the three EMOP documents had been supported by documented strategies for achieving stated objectives. This would have been particularly helpful in the case of the more complex objectives: e.g. contributing to the rehabilitation of economic and social infrastructure, and supporting the peace process. A simple results hierarchy would have helped in terms of explaining the progression from planned outputs, to anticipated outcomes and to the realization of each of the four higher level objectives. Another defect is that there is no attempt to address the key assumptions that needed to be realised to achieve outcomes and higher level objectives.

Converting the EMOP to a PRRO is advisable - it should bring more rigour to strategic planning and provide a longer timeframe. The PRRO Guidelines emphasise the development of a recovery strategy, however it is advisable to develop *relief and recovery strategies* bearing in mind that the PRRO category combines relief and recovery elements depending on needs and opportunities. To ground these strategies in what is most appropriate and realistic the planning process should start with the “bottom up” development of local strategies.

Conclusions

The emphasis on general distribution to vulnerable groups and IDPs has been appropriate given assessed needs, the operating environment and the emergency nature of the operation. The inclusion of recovery/peace related objectives with modest targets was also appropriate, although the EMOP documents did not adequately explain how these were to be achieved.

The outcomes level is the missing link in these EMOPs. A simple results hierarchy for each objective, accompanied by a brief but rigorous testing of related assumptions, would have rectified this and points the way to improving the preparation of future EMOP documents.

Recommendations

The EMOP format should be amended to make provision for a simple results hierarchy for each objective, with particular attention to the formulation of the outcome level, accompanied by a brief examination of related assumptions to test relevance and feasibility.

The target for future Sudan EMOPs/PRROs should be ‘reduction of high malnutrition rates to below 15 percent GAM, or maintained below this where they are less than 15 percent’.

Relief and recovery strategies should be developed in good time for the conversion of the EMOP to a PRRO starting with locally determined strategies and targets based on realistic assessments of how best to meet immediate relief needs and make the most of any opportunity to protect and strengthen livelihoods.

3. ASSESSMENT AND PROGRAMMING

3.1 Food needs assessment processes

Together with the Crop and Food Supply Assessment Missions (CFSAM), the ANA exercise is the most regular and extensive source of information on food security covering Sudan. The



tonnages included in the three phases of the EMOP reflect ANA recommendations, adjusted on the basis of further consideration by WFP. Donors and partners also rely on this information to plan and make decisions.

It should be noted before discussing the assessment methods behind the ANA that the result in terms of tonnages for the two sectors appears to reflect a need for a certain parity between the GoS and the SPLM/A, raising questions about the pressure that may or may not have been brought to bear on WFP.

The ANA is based mainly on the Household Economy Approach (HEA), which is used to quantify the percentage of households in distinct socio-economic groups in an area facing a food deficit, and within that group the average food deficit for the poor, average, and more food secure households within that socio-economic group. Determining the status of the coping mechanisms available to the more 'vulnerable' populations groups is an important step in making these estimates. While this is appropriate, there is a risk of not identifying and excluding detrimental coping strategies from these estimates. This became apparent to the evaluation team when considering how the most food insecure people survive. For example, IDP women walk very long distances from Juba, sometimes staying overnight in the bush, to cut grass for sale in the Juba market – very arduous and sometimes dangerous work for a tiny return, but not considered so negative a coping mechanism to be excluded. Life is tough for everyone in southern Sudan, but it seemed to the evaluation team that there may have been inadequate appreciation of just what this coping strategy entails for the women concerned.

The HEA was a leap forward when it was introduced in 1994,¹⁴ and will remain indispensable until such time as something better is developed, but is acknowledged as having several limitations. Amongst the reservations most frequently mentioned to the evaluation team by WFP staff and/or other agencies are: doubts about the validity of extrapolating from a small sample of households; doubts about the responses provided by (now seasoned) respondents; doubts about the skills of some interviewers; questions about the reported population data underlying the results; and concern that socio-political status is not considered despite the fact that it has a strong bearing on the actual distribution of resources including relief. (See also the list of limitations in the Technical Review.¹⁵)

Over the past two years positive steps have been taken to address these weaknesses and improve the ANA. For the 2003-04 assessment, the (purposive) sampling size was increased from 130 to approx. 200 sites and the overall approach and methods used in the north and south were consolidated. For the 2004-05 assessment, additional information was sought to establish a baseline ('typical year'), and more quantitative information was collected in a more

comprehensive and structured questionnaire (although some argue it is now too long). The final assessment document also more frankly acknowledges the limitations of the methodology. In addition, WFP has sought to supplement ANA results with data/information provided by INGOs operating in particular areas.

More broadly it was noted by a number of respondents that the ANA does not give a complete picture because it excludes locations that can't be accessed; that WFP relies too heavily on the

¹⁴ Then known as the Household Food Economy Approach (HFEA)

¹⁵ Paragraph 3.32. See also the gaps listed in the Report of the Targeting and Food Distribution in Complex Emergencies Forum for the Horn of Africa, Nov 29 to Dec 4, Nanyuki, Kenya, 1999, p 49.



ANA; and that there is no mechanism for methodically updating the picture provided by the ANA with the results of food security monitoring conducted through the year. With respect to the latter two points, WFP responds that, on the contrary, operational responses are effectively adjusted on the basis of periodic assessments. It is acknowledged that there are examples of this. The Humanitarian Policy Group (HPG) notes that the concept of need as deficit and the calculation of food gaps reinforces the tendency to define needs in terms of what is available i.e. food aid, and argues that food security assessments should rather provide “a basis for determining a broader range of intervention options” than food aid, including livelihood support.¹⁶ In large part however this goes beyond the ANA and reflects the inability of WFP, UNICEF, UNDP and FAO to agree how to present needs and integrated responses.

A considerable amount of training has been conducted for NGOs and counterparts that participate in the regional assessments that underpin the ANA. This has contributed to local capacity building. However, while the regional assessment stage of the assessment process is participatory, some field staff and partners felt that they were inadequately consulted about final programming decisions. The issue raised was reducing the food assistance levels, modality of assistance (GFD, FFW, etc) and/or duration recommended by the regional ANA team. While oversight is necessary, the changes have led to frustration in some sub-offices and amongst some participating NGOs and counterparts, which carries the risk of undermining their continued participation.

The ANA process is said to normally involve 4-5 weeks in the field and 2-3 weeks compilation (i.e. at least two months) although preparations for the most recent ANA commenced in late August 2003 (preparation of a strategy paper and invitations to workshops), field work was conducted during October to early December and the final report was not made available until late February 2004 (a draft was prepared in late December but management issues between the two sectors delayed finalisation). There is a consensus amongst WFP staff that the ANA should evolve into a ‘lighter’, more iterative process that includes a less cumbersome annual assessment complemented by ongoing food security monitoring, but a unified model has yet to be agreed. The office in Lokichoggio is developing and introducing a food security information system which includes the regular collection of information from sentinel sites, reflecting an approach that has been under discussion for several years.¹⁷ The northern sector also intends to place more emphasis on the collection and verification of ‘real time’ seasonal information both centrally and through local food security networks.

The Khartoum based representatives of USAID and the EC appear to believe that WFP underestimates production and coping mechanisms and as a result overstates needs and requests too much food aid. This seems to be a general belief and not restricted to the 2002-2003 agricultural season which WFP acknowledges was initially under-estimated. In any event, the fact that WFP does not produce evidence of the impact of undersupply on vulnerable populations when food needs assessments are believed to have been accurate plays into donor assumptions.

¹⁶ According to Need? Needs Assessment and decision-making in the humanitarian sector, James Darcy and Charles-Antoine Hofmann, ODI, 2003, pp 64-65.

¹⁷ In 1999 it was recommended that sentinel sites be established in southern Sudan (see Report of the Targeting and Food Distribution in Complex Emergencies Forum for the Horn of Africa, Nov 29 to Dec 4, Nanyuki, Kenya, WFP, 1999, p 57). See also Technical Review paragraph 3.33 for comments on the system being developed and introduced by the VAM/TSU office in Lokichoggio.



The consequences of under-supply are not addressed in the ANA. Logically if food was really needed, but not provided, it would contribute to food insecurity and malnutrition. For example, WFP planned to provide 25,000 MT for Red Sea State in 2003 but was only able to distribute approx. 9,000 MT. The consequences have not been assessed and are not known, however. CO Khartoum's view is that this is a complex issue, however an attempt should have been made to assess the consequences of such a deficit in terms of meeting assessed needs.

Conclusions

The ANA is valuable and valued, but not without significant limitations that remain to be addressed by WFP. As many WFP staff now recognise, the ANA should now evolve into a 'lighter' more iterative process, but a unified model has yet to be agreed and documented. Ideas about how to proceed have been circulating within WFP in Sudan for several years and should finally be determined.

The difference between the fully participatory needs assessment process at the regional level and the more WFP led process in making final recommendations could be better communicated to donors, NGOs and counterparts.

Despite the time and energy put into the ANA process by WFP, and wide participation, donors are not necessarily convinced by ANA recommendations. The fact that WFP does not produce evidence of the impact of undersupply on vulnerable populations may play into donor assumptions, for the northern sector, that more food aid is regularly requested by WFP than needed.

Recommendations

Given WFP's now extensive experience with the conduct of large-scale needs assessments in Sudan, HQ should document what has been learned in terms of assessing food needs in a *chronic, complex* emergency.

WFP, together with key implementing partners, relevant government departments and donors, should review needs assessment requirements and methodologies in light of changes on the horizon in Sudan and the corporate priority to develop more accurate assessments (perhaps in the form of a technical workshop bringing together the two sectors). In doing so WFP should also consider to what extent an investment should be made in the capacity of GoS, SPLM/A and local institutions to collect, present and analyse food security information. As a key output of this process, the northern and southern sectors should finally agree on a unified needs assessment model giving consideration to replacing the ANA with rolling assessments, backed up by the

collection of data from sentinel sites. WFP's experience in the southern Africa regional emergency operation should be examined to see what lessons may be applicable.¹⁸

¹⁸ The terminology currently being utilized in the southern Africa operation is "Community and Household Surveillance" – CHS – rather than the earlier terminology of sentinel sites. The method tracks changes over time in a selected number of representative sites, normally using a survey approach, conducted on a regular basis. This approach was introduced in southern Africa in mid-2003.



WFP should bring the consequences of undersupply against assessed needs home to the donors by examining them in terms of food insecurity and malnutrition. Future needs assessments should include WFP's performance in meeting assessed needs in food security analysis, and the ramifications of any shortfall.

To further address the credibility issue, and to ensure that the participatory approach carries through from beginning to end, WFP should develop a communications strategy for its assessments, in consultation with field staff, partners and donors.

3.2 Verification and registration

As had been mentioned, population estimates underpin WFP's planning but they are highly political and problematic in both sectors. WFP should consider approaching the RC/HC with a plan for advocating for an improved system of demographic data collection across Sudan.

In the northern sector, WFP registers encamped IDP populations and in some cases targeted households in dispersed settings (e.g. through Save the Children in the Darfurs). In 2003, the CO Khartoum prepared comprehensive verification and registration guidelines and undertook its first large-scale exercise. This was an attempt to move away from relying on figures provided by the authorities or obtained from the ANA. Verification yielded significant results in establishing more realistic beneficiary numbers, although it was not successful in all cases (e.g. in Red Sea State where it had to be abandoned in some areas due to lack of cooperation by local authorities). Similarly, re-registration of some caseloads proved problematic and had to be abandoned (e.g. IDPs in Juba).

Individual registration of beneficiaries has not been feasible in the southern sector due to the operating environment. Population estimates for some beneficiary populations have been amended from time to time when it is clear they have been inflated, and on occasion when they have been under-estimated, but it has not been possible to mount full population verification exercises.

Conclusions

Verification is a valuable exercise for reducing inflated population and beneficiary estimates and in some cases increasing them where they had been under-estimated (although the experience in Red Sea State underlines the difficulties).

Registration should only be undertaken when it is practicable to repeat the exercise annually. Re-registration works relatively well for encamped IDPs, but it is not feasible in many dispersed population settings.

3.3 Adequacy and use of nutrition data

WFP has a global MoU with UNICEF through which UNICEF is expected to take the lead in assessing the prevalence of malnutrition, the special needs of young children and women as well as needs for water, sanitation, health care, education and other social services. The terms of the MOU related to nutrition are being only partially implemented by UNICEF in the Sudan emergency operation for a variety of reasons, principally related to capacity (see the Nutrition Annex to this report).



WFP does not request or commission surveys and UNICEF does so rarely. To the extent that WFP relies on nutritional data, the agency looks to NGOs, which sporadically conduct anthropometric surveys under the loose coordination of nutrition coordination groups, headed by WFP in Lokichoggio and by UNICEF/WFP in Khartoum. Some WFP staff members are doubtful about the value of nutrition data, perhaps reflecting concerns about the reliability of many NGO surveys. Nutrition partner agencies were encouraged to follow standardised nutrition survey methodology, and were offered technical and logistics support and advice from WFP and UNICEF. But without formal agreements regarding the surveys, NGOs were not obliged to use a standardised data collection methodology. Some other nutrition information/data are available from IPs reporting on supplementary and therapeutic feeding programmes, where they exist.

The 2003-2004 ANA acknowledged that, despite considerable efforts by WFP and partner agencies to improve and standardise nutrition data collection during the period of the EMOP, “a reliable, accurate nutrition information system does not yet exist in Sudan”. Nutrition surveys continue to be carried out in an ad hoc manner, in terms of timing and geographical coverage for a number of reasons including lack of access, insecurity, lack of capacity and/or funds, poor coordination, etc. In the period 2001-2003 WFP entered the results of over 125 nutrition surveys conducted by various agencies and organisations into its databases (one in the northern and one in the southern sector).¹⁹ However, due to the generally limited coverage and regularity of these surveys it has not been possible to use all this information to determine seasonal trends in most areas, limiting the usefulness of the data for planning. Moreover, there is no baseline data against which to provide a benchmark and there is little surveillance of mortality data to complement nutrition data.

A baseline survey, assessing nutritional status as well as a limited number of critical indicators of causality (including conditions of health care, water supply, sanitation and hygiene, and care) would permit UN agencies, other humanitarian actors, and counterparts to design and implement the most appropriate interventions to reduce and prevent malnutrition. UNICEF has the mandate to take the lead in establishing such a baseline. If collected, the information for the South should be linked with the Health Information System Database that is being formulated by counterparts. WFP’s capacity and confidence to support and supervise data collection, analysis and the implementation of specialised feeding programmes is limited due to the small number of qualified nutrition staff relative to the programme area. WFP has one Nutrition Project Officer in Lokichoggio and one in Khartoum. WFP’s Nutrition Officers have been able to provide only

limited training in nutrition to staff. Training programmes are available within WFP but, at the time of the mission, there had been no recent participation by Sudan emergency field staff.

Additional technical expertise in the field of nutrition is required to adequately manage nutrition information, to provide supervision to SOs on nutrition and selective feeding programme issues, build capacity of WFP and IP staff in nutrition, and to monitor WFP’s progress towards meeting its primary nutrition objective. Accordingly, WFP should strengthen its corporate expertise and role in nutrition surveillance and analysis. (In the longer term, WFP could seek to be regarded within the UN system as a *food and nutrition agency* (for emergencies), not just a food aid

¹⁹ In the northern sector this included 21 surveys carried out by 12 different agencies in 2001, 27 by eight agencies in 2002 and 18 by five agencies in 2003. In the southern sector it included 16 surveys conducted by 10 agencies in 2001, 21 by six agencies in 2002, and 22 by nine agencies in 2003.



agency. This would of course require considerable HQ attention, a reordering of priorities and additional resources).

Although the ANA includes the results of nutrition surveys, it does not combine food needs and nutrition data in an integrated food needs assessment model. This has been an outstanding problem with food assessment methodologies for many years, not helped by the fact that WFP and UNICEF no longer conduct joint assessments in Sudan. These matters should be addressed by WFP and UNICEF as a matter of urgency.

Conclusions

There are inadequate nutrition data and insufficient analysis of the role of food needs in malnutrition to guide UN programming in Sudan or to enable WFP and other agencies to monitor trends and the impact of interventions. More regular and systematic nutritional surveillance, or a combination of complementary information systems, e.g. both surveillance and periodic surveys, needs to be established.

Critical situations will continue to arise where neither UNICEF nor an NGO will be able to conduct a survey or otherwise provide adequate analysis and advice. WFP needs to be able to fill these gaps and this will require both short-term and longer-term solutions.

Nutrition data, including both anthropometric and food consumption data, should be more adequately integrated in food needs assessments and reports.

Recommendations

In relation to Sudan, WFP should develop its capacity (in-house, through regional offices or through counterparts) to (a) supervise and where necessary collect timely and accurate nutrition data; and (b) analyse nutrition data and the role of food in malnutrition to support appropriate programming recommendations and determine the effectiveness of interventions.

An Annual Work plan for nutrition surveys should be developed for the northern and southern sectors together with UNICEF and IPs to obtain their commitment.

ToR on periodic nutrition data collection should be included in the Letters of Agreement (LoA) with appropriate Implementing Partners.

WFP training plans for staff should systematically include orientation and/or training in basic nutrition concepts. The new PRRO document should include an appropriate budget.

Every EMOP or PRRO should consider nutrition surveillance needs and re-affirm arrangements with UNICEF. If critical situations are still likely to arise where neither UNICEF nor an NGO will be able to conduct a survey, or otherwise provide data and analysis, WFP should budget for (a) a full-time nutritionist; (b) contingency funds to enable WFP to fund IPs or other NGOs to carry out crucial surveys; and (c) (for chronic emergencies) training on food and nutrition issues in a food aid situation.



In terms of WFP policy, WFP should strengthen its corporate expertise and role in nutrition surveillance and analysis and consider seeking to be regarded within the UN system as a *food and nutrition agency* for populations in crisis, not just a food aid agency.

3.4 Planned rations and their duration

The ration sizes and duration planned under the three phases of the EMOP have generally been modest, particularly for non-IDPs (e.g. half rations for just four months to those targeted within a population, equivalent to just 16 percent of their annual energy requirements). Modest rations leave no room for error in the event of undersupply, late distribution, redistribution, etc and might have been too finely tuned in some cases. Presumably due to shortages, 25 percent rations were sometimes delivered in the southern sector (25 percent rations were not recommended by an ANA). Such small rations are not effective and even where partial rations are indicated, it may be preferable to combine them into a reduced number of distributions (i.e. same amount distributed overall but more each time).

It should also be noted that rations and their duration are derived from an *average* household food gap for each socio-economic group, with the result that the rations will be inadequate for those households within the group with the least food and the least ability to cope. This would be most detrimental to such households when the disparities within targeted groups are large.

The recent Technical Review questioned the appropriateness of rations programmed for the southern sector, concluding that food requirements were under-stated by WFP ‘as a response to donor skepticism and the widely held perception that the ANA and EMOP have tended to over-estimate food aid needs’.²⁰ The reviewers referred to ‘unrealistic and risky assumptions about the duration of the hunger gap, the level of household stocks and the size of the target population’, which were ‘more pronounced in the South where food security monitoring and beneficiary registration are more difficult due to insecurity and limited access’.²¹ The reviewers concluded that the food aid programmed was ‘inadequate to cover fully the nutritional needs of the vulnerable target populations’.²² The evaluation team believes these findings should be taken seriously.

The issue of the appropriateness of programmed food aid arose during the evaluation in relation to the temporary break in assistance from January 2004 for older IDPs in northern sector locations like Juba and Kassala and the plan to resume supply after 2-3 months on 50 percent rations. In Kassala, older IDPs may have secured some level of food/income security, but one may query how well this was tested. In any event, WFP/Khartoum provided little if any

information about the cessation in distributions to the IDPs concerned in Kassala or Juba and little clear information to other agencies and organisations working in these locations. (The lack of information was in part due to delays in the release of the ANA report, outlining these changes.). Moreover, WFP did not put any additional monitoring in place to determine if the cessation in rations impacted negatively on sections of the IDP populations concerned, including women who bear the brunt of ‘coping mechanisms’. WFP did not have a safety net in place, other than the possibility of resuming general food distribution.

²⁰ Paragraph 3.8

²¹ Paragraph 4.14

²² Paragraph 5.28



One of the factors contributing to ration reductions in some locations for 2004 (reflected in the most recent ANA) is a perception that malnutrition has not been responsive to food aid and that other factors like poor hygiene and health are more important e.g. Red Sea State. (The CO Khartoum has responded that food assistance was reduced in Red Sea State because of improvements in food security including a better cereal harvest and improved pasture, livestock condition and terms of trade, but continues to argue that food assistance has not been effective and is not the right intervention).

Although areas with chronic food insecurity and persistent malnutrition may appear unresponsive to ongoing food relief, and although other factors are no doubt contributing, it does not necessarily follow that food aid can be reduced without impacting negatively on malnutrition rates. The relative contribution of inadequate food supply to high levels of malnutrition in these areas cannot be assumed and will remain unknown without further investigation. Food aid may in fact have prevented further deterioration in nutritional status, in the absence of other interventions. It is also possible that food aid has indeed not made an appreciable difference and that other interventions would be more effective, but WFP should consider the possibility that the ineffectiveness of food relates more to WFP's difficulties in effectively targeting the most food insecure households.

Conclusions

Ration sizes and duration may have been too finely tuned in some cases given the likelihood of redistribution and the risk of undersupply and/or late distribution. A minimum cut off should probably be set (i.e. food input per beneficiary per annum).

In those areas where high levels of GAM persist despite ongoing WFP assistance (such as in the Red Sea State, Kassala and others) WFP should be very wary of concluding that malnutrition is unresponsive to food aid in the absence of evidence that WFP's assistance substantially met assessed needs and in the absence of adequate information on the other factors presumed to be contributing to malnutrition.

While WFP needs to advocate for a multi-sectoral approach, decreasing food aid in areas of chronic food insecurity and persistent malnutrition may result in worsening malnutrition.

Although the three-month break in the provision of rations to some northern sector IDPs may have been appropriate, WFP made inadequate preparations for this transition in some locations.

Recommendations

As recently implemented, the minimum ration size for programming purposes should be affirmed at 50 percent and rations below 50 percent should only be resorted to in extreme situations where there is no alternative. Partial rations should not be provided for less than three months. Where practicable, partial rations may be combined into a smaller number of less frequent distributions i.e. same amount provided overall (as adopted for some distributions in 2003.)



The determination of ration sizes and their duration should take into account all factors affecting food intake, including redistribution, inter-familial sharing, and the absence of nutrient-rich commodities for extended periods of time. Criteria for reducing rations should be established and applied systematically.

Where there are large disparities in food needs amongst targeted groups, ration sizes and the duration should be weighted towards the most vulnerable/food insecure end of the spectrum, rather than taking an average which would result in considerably less assistance being provided than the most vulnerable require.

Ideally in partnership with UNICEF and relevant NGOs, WFP should gather qualitative information on the causality of malnutrition in areas with chronic food insecurity and persistently high levels of acute malnutrition to guide advocacy and decision-making. In areas where malnutrition has decreased, WFP should find out why, and try to replicate/disseminate positive lessons identified.²³ Additional resources will be required to accomplish this, particularly if the collaboration of other agencies/organisations can't be secured.

WFP should use its logistics capacity and greater presence in southern Sudan to assist other UN agencies to provide complementary inputs in nutrition-related areas (water and sanitation, primary health care and education).

Nutrition information should be systematically used in advocacy efforts at all levels (internal and external), aimed at raising awareness of critical situations in order to ensure that planned needs are met.

In future, WFP needs to satisfy itself that it has checks and balances in place before stopping the provision of food assistance to encamped IDPs, including additional monitoring and some means of responding to the needs of the most vulnerable.

3.5 Responsiveness

WFP is recognized in Sudan as having good emergency response capacity, demonstrated in WFP's capacity to gear up for large crises like that in the Darfurs. This has been facilitated by the strength and flexibility of WFP's logistics operation, including WFP's capacity to divert food from other regions. This is a life saving capacity. More localised examples were given to the evaluation team of WFP's successful responsiveness. However, Lafon in southern Sudan (but northern sector) is an example of a lower profile 'emergency' where WFP and the local

humanitarian community failed to respond when very high malnutrition was identified in mid-2003. By February 2004, agencies based in Juba had still not agreed upon the causes of malnutrition or decided on an appropriate response.

WFP has invested in the development and maintenance of a contingency plan for Sudan, commencing with a workshop for CO and field staff, northern and southern sectors, in October 2002. A further workshop was conducted in November 2003 to update events/assumptions. The Strategic Priorities for 2004 include improved emergency preparedness mechanisms.

²³ SCF planned to undertake a study related to this issue.



After the 1998 famine in Northern Bahr el-Ghazal, WFP accepted the need to carry contingency stocks to address accelerating famine conditions. An additional 10percent of assessed commodity requirements were regularly requested during EMOP 10048. The evaluation team has no information on how contingency stocks were utilised.

Conclusion

WFP has considerable emergency response capacity, although there are broader weaknesses in the humanitarian community’s capacity to conduct rapid localised assessments and mount a speedy response, reflecting poorly on preparedness and coordination in terms of the assignment of roles and responsibilities.

4. RESOURCING AND THROUGHPUT OF COMMODITIES

4.1 Level of funding

The three EMOP phases inclusive of budget revisions were approved for a total US\$453 million and by February 2004 US\$319 million had been secured (70,4 percent; which is somewhat below the recent global average for EMOPs of 76 to 85 percent - based on WFP Annual Report figures). The requirements of each phase and the percentage of funds secured are shown in the table below. While EMOP commodity requirements rose substantially over the three years (by almost 100 percent overall), the percentage of commodity requirements met by donors declined markedly in 2003.

Table 4.1: Resourcing of EMOP 10048.00/01/02 to 5 February 2004²⁴

	EMOP 10048.00 01/04/01 - 30/09/02	EMOP 10048.01 01/04/02 - 31/03/04	EMOP 10048.02 01/04/03 - 31/03/04
Planned beneficiaries	2,967,112	3,527,776	3,899,000
Total cost to WFP	US\$109,201,955	US\$163,517,320	US\$180,382,873
Total funded	US\$82,148,289	US\$125,564,950	US\$111,694,393
Costs percent funded	75.22 percent	76.79 percent	61.92 percent
Food aid req. as per EMOP Budget	118,418 MT ²⁵	192,167 MT.	203,702 MT

²⁴ Additional commitments may have been secured for the third phase since the evaluation team’s visit.



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Food aid funded	108,006 MT	165,805 MT.	129,135 MT ²⁶
Tons as percent of budget	91.21 percent	86.31 percent	63.39 percent ²⁷

The main donor to EMOPs 10048.00/01/02 has been the USA (accounting for 70 percent, 76 percent, and 52 percent of commitments as of 19 January 2004). In May 2003, WFP was informed by the GoS that imports of genetically modified organisms (GMO) would be banned and the US government was requested to provide a ‘GMO-free’ certificate for donated commodities. This caused some delays. Fortunately, a six month period of grace was granted during which the authorities agreed to release the stockpiled food aid into the country. The period of grace was subsequently extended for a further six months, to June 2004. It is uncertain what will happen at the expiration of this period.²⁸ There are evidently some differences in the views of the various GoS ministries and official agencies involved.

Conclusions

The EMOP has been resourced at only some 70,4 percent overall during the three years under review and donor commitments have declined recently, as a percentage of (increased) needs.

The unresolved GMO issue coupled with WFP’s heavy reliance on the donations of a single major donor puts WFP in a precarious position.

Recommendation

The CO Khartoum, in collaboration with HQ, should develop a contingency plan in case an impasse is reached on the GMO issue.

4.2 Timing of commitments

The bulk of funds committed by donors are only registered during the second and third quarter resulting in shipments reaching Port Sudan or Mombasa during the second part of the year (see

following graph). This has been a function of the EMOP cycle (April – March). Although the timing of commitments and the consequent late shipment and arrival does not serve programming needs, it has been possible to mitigate these difficulties by making extensive borrowings.

²⁵ This is the net food requirement taking into account carry-over stocks (project 6215.00 and others) of 54,781 MT. The gross requirements were 171,699 MT, plus a budget revision for 1,500 MT.

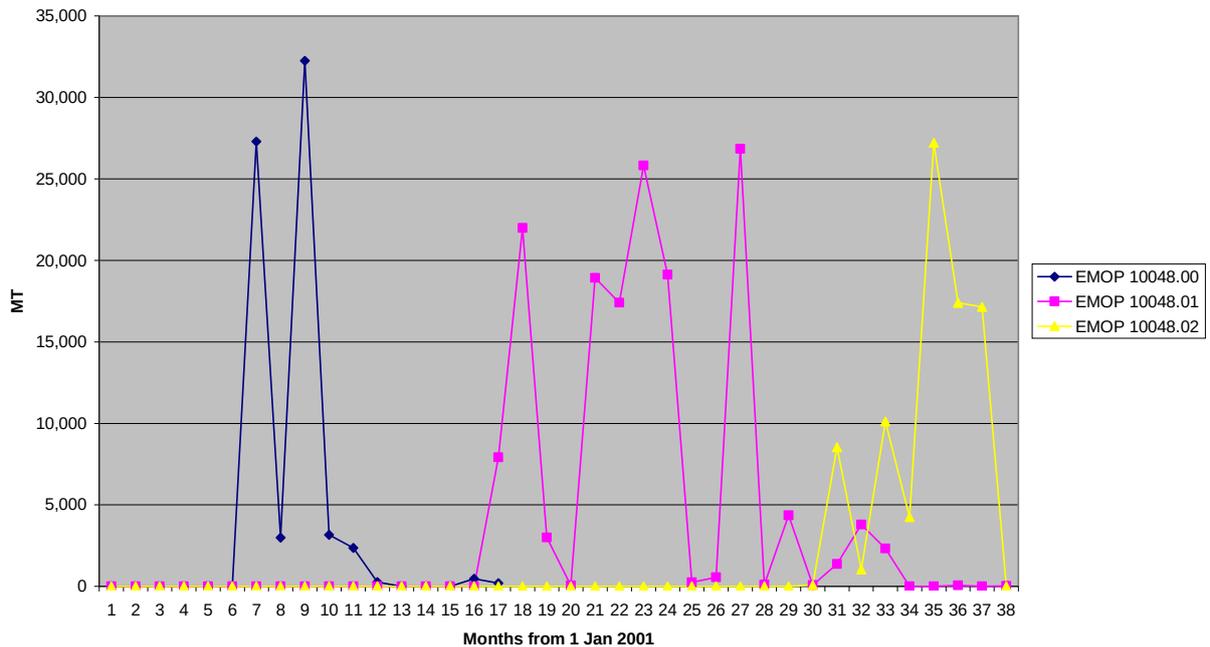
²⁶ By February 2004

²⁷ *ibid*

²⁸ According to latest information from the Country Office (August 2004), the “grace period” has been extended to January 2005. A GoS Ministerial technical recommendation on GMO has been issued.



Port Sudan & Mombasa - EMOP 10048 combined arrivals April 2001 to February 2004



EMOP 10048.00 commodities did not begin to arrive until July 2001 (94 percent of EMOP 10048.00 commodities entered through Port Sudan). WFP relied on carry-over stocks from the previous operation and then had to revert to large borrowings and loans from other projects in the region to implement the operation. The bulk of commodities for EMOP 10048.01 was landed from June 2002 through to February 2003 and the balance was delivered during the currency of EMOP 10048.02. Deliveries for EMOP 10048.02 did not commence until mid-2003 and the bulk of commodities arrived between November 2003 and January 2004. It should be noted however that the preceding graph does not include carry-over stocks or borrowings and thus does not reflect the time at which stocks became available to the operation.

During the period under review, 21,156 mt or 6,5 percent of the total input of food aid was locally procured in Sudan, Kenya and Uganda (mainly sorghum and lesser quantities of salt, beans, CSB). There is room to do more local purchases in eastern Sudan (where production is mechanised) and on a smaller scale in Western Equatoria. In the latter case, farmer expectations of above-market prices must be kept in check given past experience.

Conclusion

Given the longevity of the operation, WFP should have addressed the funding and supply cycle, given the negative impact it has had each year on meeting assessed needs e.g. by issuing preliminary appeals for a base quantity to get food into the pipeline early in year. The 2003

Technical Review recommended a calendar year cycle instead of April to March, which is being implemented.

Recommendations



WFP HQ should assist CO Khartoum and Nairobi/Lokichoggio by determining how to better align the timing of food deliveries with programming requirements in Sudan, whether in the context of an EMOP extension, another EMOP or a PRRO. The new corporate WFP Business Process Review (BPR) could help in this respect.

WFP should encourage donors to provide more cash for local procurement in areas of food surplus in the Sudan, such as eastern Sudan and Western Equatoria.

4.3 Pipeline flow

By 5 February 2004, a total 326,159 mt of commodities had been received for the three phases of the EMOP, of which almost 75 percent entered through Port Sudan and the northern corridor and around 25 percent entered through Mombassa and the two southern corridors. Of the amount received into ports, 277,085 mt or 85 percent had passed through the pipeline to final distribution points (approx. 60 percent of which was distributed in the northern sector and 40 percent in the southern sector). The balance in the pipeline was 55,756 mt - mainly in Port Sudan, El Obeid, Kosti, Loki and Rumbek. (Additional warehouses had to be rented in Port Sudan, El Obeid and Kosti to cater for this, the costs of which have exceeded the estimations made in the LTSH calculation).

Table 4.2: Effective throughput for final distribution in tons, 1 April 2001 to 5 Feb 2004

EMOP phase	Budgeted	Received	Delivered	Deliveries vs budget	Throughput	On hand
10048.00	118,418	64,174	64,722	55%	100%	0
10048.01	192,167	172,855	179,360	93%	100%	4,558
10048.02	205,022	89,130	33,003	16%	37%	51,198
Totals	515,607	326,159	277,085	54%	85%	55,756

The level of stocks on hand indicates that the pipeline is temporarily congested in the northern sector (i.e. the rate of delivery for distribution to beneficiaries is not matching the rate of input). In part this reflects the fact that targeted beneficiaries and tonnages have increased by almost 100 percent since the commencement of EMOP 10048 in April 2001, although stock balances of over 46,000 MT at the end of 2002 suggests that it is not a new phenomenon, at least not in the northern sector. WFP staff in Khartoum responded that the high level of stocks at the end of the year/commencement of the next reflects an untimely resource flow from donors (poorly timed for seasonal distribution) rather than a capacity to move and distribute commodities.

It will take several months to move this food based on previous throughput. The major constraints are (a) limited road and air capacity from the major WFP hubs (Kosti, El Obeid,

Lokichoggio and Rumbek); (b) restricted access (insecurity, access denials, increased difficulties in the rainy season); (c) limited field capacity (both implementing partner and WFP); and (d) to some extent inefficiencies in field level programming. Lack of effective access to the Darfurs was a key factor at the time of the evaluation.



Overland transport needs to be substantially improved to move food in line with EMOP 10048.2 Budget Revision 3 and the Darfur operations. But it will be only possible to switch from airlift / airdrop operations to road deliveries once the road repair and rehabilitation operations are well under way. (See *Transport capacity and constraints* below.) Increased volumes of food aid will call for more costly additional transport facilities in terms of WFP controlled and/or operated planes, trucks and barges. The pressure for more special operations, whether embodied in EMOP or not, may be expected to increase. LTSH, ODOC and DSC rates have already been steadily increasing, however, with the operation now costing US\$1 million to deliver a thousand tons of food to final beneficiaries. (See *Cost-efficiency* below.)

Almost 85 percent of the 55,756 mt on hand at early February 2004 were allocated for a certain area and/or project, sometimes two months or more in advance. This is particularly the case in the northern sector where the situation is aggravated by the rigid allocation of large quantities of food aid in advance in accordance with the Commodity Request Note (CRN) system and consignment in advance to a specific contracted haulier. This leaves little room for flexibility for the heads of sub-offices or logistics officers on the spot e.g. reduces the quantities available for emergency allocation and diminishes the opportunities for last-minute swap operations of commodities between the northern and southern sectors or to shift consignments from one transport contractor to another in line with available transport capacity.

In the northern sector, difficulties in carrying out registration and verification exercises have on occasion delayed the start of distributions (as reported by the Sub-Office in Port Sudan).

Conclusions

The northern sector pipeline is currently (March 2004) well supplied and it is unlikely that pipeline breaks will be experienced in the near future. The current problem is getting commodities through the pipeline to distribution points.²⁹

Any further increase in the volume of food aid imported into Sudan will require concomitant additions to transport facilities in terms of WFP controlled and/or operated planes, trucks and barges, whether as Special Operations or embodied within operational budgets. LTSH, ODOC and DSC rates have already been steadily increasing, however.

It will be only possible to rely less on airlift / airdrop operations in the southern sector once the road repair and rehabilitation operations are well under way and better security is assured.

Recommendations

The Technical Review proposal to have a single dedicated pipeline officer for the northern and southern sectors should be implemented without delay. Logistics should remain under the

control of the respective Senior Logistics officer for northern and southern corridors. If it has not already been done, an analysis of current pipeline congestion should be conducted and strategies should be developed for improving the flow.

4.4 Planned vs actual deliveries to distribution points

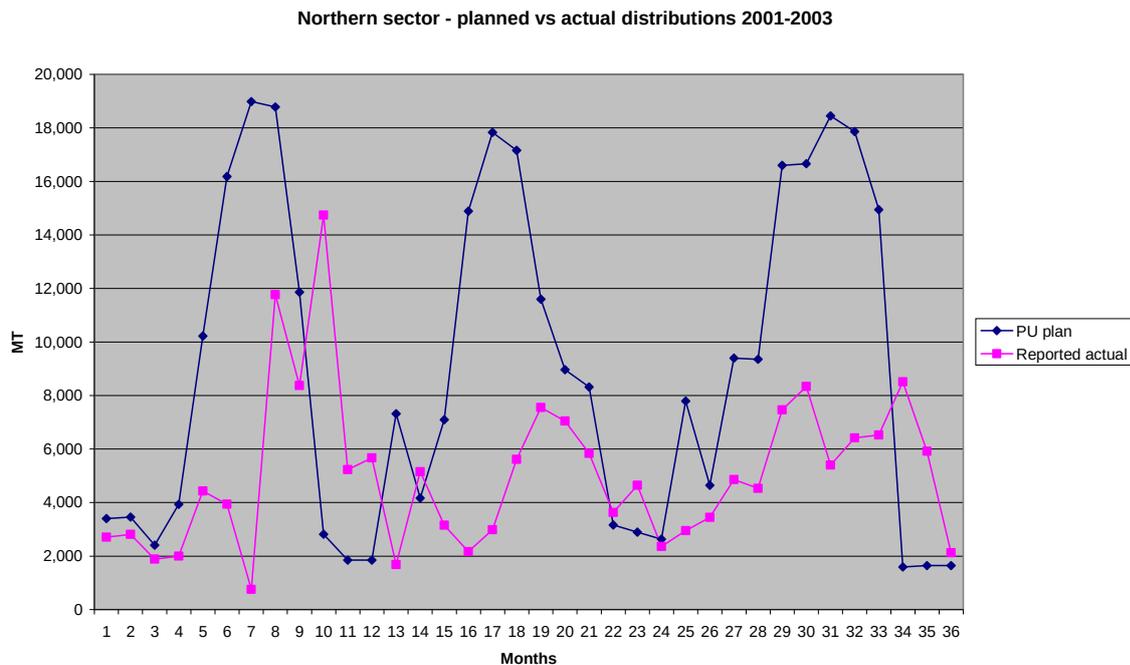
²⁹ Editor's note: The new large-scale Darfur emergency operation, which started subsequent to the evaluation mission, may impact on this conclusion.



There has been substantial under-delivery of food over the three calendar years 2001-2003.³⁰ In terms of commodities, 66 percent of what was planned for distribution was actually delivered to final distribution points (in this case based on information provided by the Programme Units and collated by the evaluation team). Under-delivery was more pronounced in the northern sector than the southern sector (57 percent and 79 percent respectively distributed against what was planned). Performance against planning targets for the combined sectors declined over the three years - from 74 percent in 2001, to 68 percent in 2002, to 57 percent in 2003 (although requirements increased significantly over this period).

In terms of beneficiaries, 63 percent of the planned number for the combined sectors were reached in 2001, 51 percent in 2002 and 52 percent in 2003 (an average of 55 percent for the period). Performance for the northern and southern sectors for the period was 44 percent and 65 percent respectively. See beneficiary and distribution data in the Annex to this report.

The graphs below depict monthly performance against plan for the three years.³¹ It is noted that there appear to be inconsistencies between the data set provided by the Programme Units that underlies these graphs, and the table in the preceding section which is based on information provided by the Logistics Units.³²



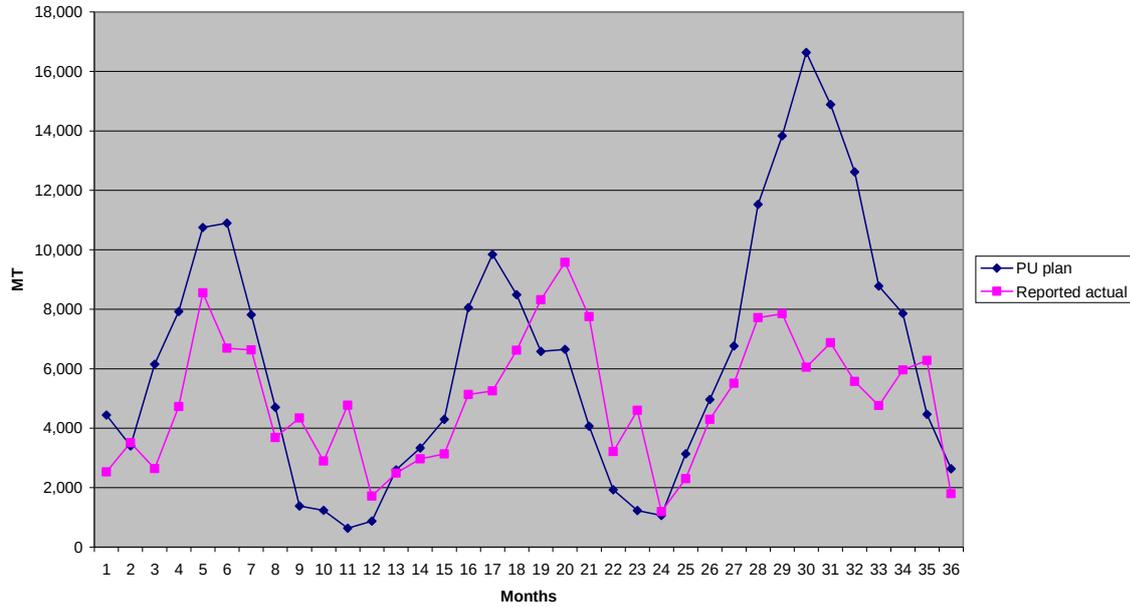
³⁰ Commodities are considered to have been ‘delivered’ when they are released to an IP for final distribution or delivered on site (landed or air dropped) for final distribution by WFP staff

³¹ ‘PU plan’ are the amounts planned for distribution by the respective Programme Units for the two sectors. Note that carry-over stocks from the previous operation 6215.00 are included in the first year.

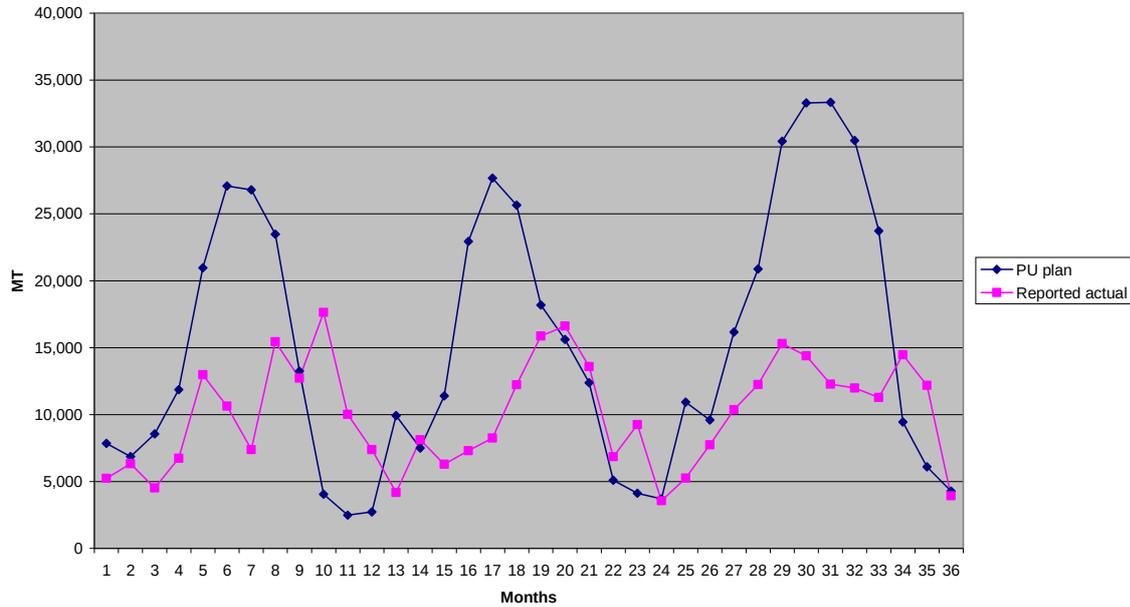
³² The discrepancy in commodities distributed is 67,363 MT over the three phases. This can be largely but not fully explained by the fact that the Logistics Units do not include carry-over (i.e. non-EMOP 10048) stocks in its total (the carry-over from previous operations was 54,781 MT). The evaluation team cannot explain the remaining discrepancy of 12,582 MT. It is noted that there are greater consistencies between Logistics and Programme Unit data sets when each phase is considered in isolation (i.e. greater than the overall result). An important factor may be that second phase commodities continued to arrive during the third phase, which are treated differently by the Logistics and Programme Units.



Southern sector - planned vs actual distributions 2001-2003



All Sudan - planned vs actual distributions 2001-2003



Although every effort was made to carry out distributions during the ‘hunger season’, food supplies were often available later than planned. Indeed as discussed elsewhere in this report an ideal delivery schedule would ensure a good proportion of the food is distributed to coincide with land preparation and planting (peak energy requirements). To the extent possible, beneficiaries in the most nutritionally vulnerable areas were prioritised when there were shortages.

Under-delivery against assessed needs has been compounded by an incomplete food basket - pulses, oil, salt and/or CSB were often missing. This significantly reduced the energy equivalent of rations. (The evaluation team attempted to quantify this by expressing planned vs actual



deliveries to final distribution points in kilocalorie equivalents but it was not possible to obtain a full data set disaggregated by commodity distributed.)

Modification tables were developed to provide guidance on temporary, short-term substitutions for missing food basket commodities and reports suggest that cereals were often (but not always) increased to make up the total planned kilocalories. But even to the extent that this was done, long-term shortages of other food basket commodities would have reduced the beneficiaries' intake of required macro- and micronutrients, contributing to the prevalence of high levels of malnutrition amongst some populations. Notable examples of missing commodities are the Nuba Mountains and Lafon, which received only cereals through 2003.

The WFP nutritionist for the northern sector estimated that over the period 2001-2003 WFP rations provided an average of 1,500 kilocalories in 75 percent of WFP's operational areas due to an incomplete food basket.

WFP provides fortified oil to address vitamin A deficiency, iodised salt for iodine deficiency disorders and CSB for micronutrient deficiencies, but does not closely monitor their provision or consumption. Little seems to be known about food utilisation in the household. Anecdotal information from field staff suggests that women and children do not necessarily get the benefit of high value commodities.

Delays in obtaining donor funds for local (or regional) iodised salt procurement resulted in extensive non-delivery of iodised salt (up to two years in the southern sector) although for some reason relatively large stocks of salt are currently held in the northern corridor - nearly 200 mt as at 5 February 2004, representing approx. five months supply.

WFP policy requires the fortification of all vegetable oil with Vitamin A and D. During the evaluation mission, visits to several WFP warehouses and distribution sites and centres revealed that the labels on some donated vegetable oil did not specify whether or not it was fortified. This appears to have been vegetable oil procured internationally by WFP.

Conclusions

There was considerable under-delivery against what was planned over the three calendar years 2001-2003. Under-delivery was most pronounced in the northern sector, and most pronounced for both sectors in 2003.

When distributions were reduced because of low food stocks, especially in areas with high levels of food insecurity, it seems possible that the reduced food supplies did not meet intended beneficiaries' nutritional needs, especially during lean periods when they were at their highest.

Although WFP food aid is aimed indirectly at alleviating micronutrient malnutrition, inputs are limited and outcomes are unknown.

General distributions, targeted to the extent that they can be, should continue to be WFP's first line of defence against malnutrition and food insecurity. WFP should advocate to donors for the timely contribution of all required food commodities to accomplish this. Donors should be provided with regular information on Sudan, including updates on malnutrition rates and the negative consequences of missing commodities and late food deliveries.



Recommendations

Logistics and programme management should give priority to ensuring complete food baskets arrive as scheduled. When one or more food commodities in the food basket are unavailable, WFP should systematically increase the quantities of available commodities to compensate, using existing guidelines. When commodities are missing for over one month, urgent action must be taken to correct the situation.

In future, the COs should report kilocalorie equivalents of rations delivered (e.g. add one column to reporting tables) as this will help to visualize intake deficits. Consideration should be given to introducing this as a corporate requirement.

In addition to anthropometric data collection, WFP should organise, together with UNICEF and through nutrition partner agencies, the collection of micronutrient nutrition data followed by periodic assessments through sentinel sites, on vitamin A deficiency, Iodine Deficiency Disorders, and nutritional anaemia amongst the vulnerable groups.

In order to ensure that all vegetable oil provided by WFP (including that procured internationally by WFP) is adequately fortified with vitamins A and D, containers should be well labelled, providing information on the type of fortification and quantity. Expiry date should be visible on containers.

Donors who are unaware of WFP's fortification requirements should be briefed on the importance of micronutrients in relief food. WFP should not accept donations of vegetable oil that are not fortified according to WFP standards.

WFP should review the current specifications for iodised salt and periodically conduct iodised salt testing. Technical assistance should be employed to address requirements for iron, especially in populations suffering from prolonged acute malnutrition, including children, women and men.

Guidelines should be developed and implemented to provide guidance to WFP decision-makers in case of shortfalls in micronutrient-rich food commodities.

All WFP staff and beneficiaries of WFP relief food should be provided with information on the importance of micronutrients, micronutrient malnutrition, and guidelines for enhancing micronutrient status through health care, nutrition and hygiene.

WFP should determine the extent to which it is meeting its objective of targeting women and children with high nutritional value commodities and devise strategies to rectify problems identified (e.g. in relation to actual consumption within the household).

5. FINAL DISTRIBUTION

5.1 Targeting and redistribution

In Sudan, general distributions are targeted to vulnerable groups (within a population) and IDPs (all encamped IDPs are entitled to a ration, although not necessarily a full ration and not normally for the whole year). There are generally three levels of targeting – based on geographic, vulnerability and seasonal criteria. Firstly, the more food insecure geographic or administrative areas are selected. Secondly, rations are planned for the percentage assessed to be



the most food insecure/vulnerable. Thirdly, rations are planned for the assessed duration of the critical food gap. The ANA sets the parameters for this, but detailed targeting, particularly in terms of more precise geographic or administrative areas, is determined subsequently, during the EMOP preparation process.

Targeting has thus been a major preoccupation of the operation and numerous exercises have been undertaken to improve it. In the northern sector WFP relies on implementing partners (IPs), although field staff members are closely involved in distributions and monitoring. The most difficult caseloads to target have probably been widely dispersed agro-pastoralists in Red Sea State. WFP and its IPs have set up a large number of distribution points to try to deal with this; nevertheless community leaders interviewed in Sinkat, Red Sea State, said that food relief is redistributed to the entire population. Although this is a phenomenon associated with dispersed populations, redistribution also occurs in IDP camps when numbers exceed those registered (e.g. in Juba).

In the southern sector WFP conducts most of the distributions itself, although in most cases this has to be effected from the airstrip. WFP relies heavily on Relief Committees (RCs) to select vulnerable households and ensure that they ultimately receive food assistance. WFP made laudable efforts to reform and revitalise the RCs from 2001, but, although RCs are reported to have made a difference in some locations, real authority continues to rest with civil authorities and traditional leaders (particularly the chiefs). In any event the reality on the ground is that food is normally voluntarily redistributed. This is typically in the form of sharing on the basis of

kinship, a customary social mechanism typical of agro-pastoral populations with precarious food security.

Post-distribution reports include estimates of the rations received by intended beneficiary households.

WFP is well aware of the phenomenon of redistribution and there is also recognition that it can't be prevented. Most if not all WFP staff appreciates that communities would not have survived thus far if they were not prepared to share resources. Although it may be hoped that the redistribution of relief supplies favours the most vulnerable, or at least does not discriminate against them, we do not know enough to be certain. WFP distribution and post-distribution monitoring reports for the southern sector provide contrasting views. It is reported for some distributions that, although relief was widely shared and not targeted as intended, vulnerable households were given priority and received more food. On the other hand it is reported for other distributions that those with a higher social status received more food than the poor/vulnerable; that the strong prevailed; that the fact that, in a few instances, poor/vulnerable women were seen struggling to break bags and take the spillage indicated they are not receiving their entitlements. In one report WFP staff concluded that the inequitable nature of distributions is responsible for persistent malnutrition (Aroyo payam, Aweil West County, Northern Bahr el Ghazal; March 2003).

One would expect that relatives share what they manage to receive, although some field staff and a senior member of the civil administration in Northern Bahr el Ghazal suggested that cultural values and kinship support have deteriorated, because of the war and constant stress.

The 2003 FAO/WFP Technical Review of southern sector operations concluded:



Sharing food rations among members of a clan, i.e. among households that are not targeted, is a socio-cultural fact that WFP has to accept and needs to take into account when establishing food rations. However, distribution monitoring reports do show that reported diversion is decreasing as a result, to some extent, of more active involvement of RCs; advocacy among chiefs and local administration officials; and the reduction of hostilities which has lessened the need for households to provide food to their members in the military.³³

The Technical Review recommended the intensification of advocacy and awareness raising activities at all levels of the local administration as well as beneficiaries, revolving around concepts of vulnerability, food entitlements, the social implications of food diversion, etc.³⁴ The evaluation mission agrees that this should improve final distribution, but is of the view that no amount of advocacy and awareness-raising will prevent redistribution. Even registration and the use of ration cards cannot prevent it (as WFP's IP in the Darfurs, SCF, has learned).

Conclusions

WFP's targeting procedures have been regularly followed by redistribution in many parts of Sudan. WFP needs to be realistic about the prevailing dynamics of distribution and explore additional if not alternative approaches.

There seems to be no realistic alternative other than to work more directly with customary distribution systems, rather than ignoring them, directing the energies of field staff at negotiating realistic boundaries related to WFP's mandate. This would be a demanding approach, requiring staff to be more analytical and proactive, building on the strengths of customary distribution systems and addressing their weaknesses (e.g. poor regard for the role of women in decision-making).

This is a difficult call for WFP which is caught between the logic of targeting the most food insecure/vulnerable with precise rations to ensure a minimum kilocalorie intake and the best use of scarce international food aid resources, on the one hand, and local socio-political and customary realities on the other. The challenge for WFP is to bridge the gap between the two, which means engaging, negotiating and advocating. A satisfactory outcome would be substantially better targeting of food assistance. Unsatisfactory outcomes would include even weaker targeting and/or the greater diffusion of food assistance amongst the population. The evaluation team agrees with the CO that the question of how to deal with redistribution merits debate within a broader policy framework, however having such a debate should not be a precondition to addressing the pressing reality in Sudan.

Any sustained effort to improve targeting will involve additional staff time and attention and this will involve a reprioritisation of existing tasks and possibly additional resources. But if it were possible to improve targeting by (say) 20 percent with only a 2 percent increase in overall cost, it would be worth it.

Recommendations

WFP should continue to work with RCs and local authorities and leaders to target the lowest administrative level possible i.e. to decentralise distributions to a level where the community can

³³ Para 4.2

³⁴ Para 5.23



impose greater accountability on leaders. WFP should also continue to explain the basis of the distribution in terms of rations, targeting and the role of women and to advocate that this be implemented.

However, WFP should acknowledge the need to work with rather than against positive customary practices, and field staff should be trained to negotiate mutually satisfactory compromises, the impact of which should be a focus of post distribution monitoring.

The evaluation team supports the recommendation of the Technical Review that an analysis of socio-political structures, community dynamics and power relations be commissioned (para 5.24) – but for both northern and southern sectors. This will help determine *inter alia* the risks of certain persons or groups being discriminated against in the distribution of food relief.

5.2 Diversion and taxation

In addition to redistribution, there have been reports of some diversion of commodities, and some voluntary and involuntary taxation, although the extent is unknown. Diversion may take place directly from the distribution site (e.g. when crowd control breaks down) or post-distribution (e.g. when individuals take commodities from women returning from a distribution). On a few occasions teams have had to be pulled out, abandoning the distribution. Staff indicated that this sometimes follows an artificially created incident like firing of weapons (i.e. those concerned wanted WFP staff to leave).

Taxation has occurred (and may still be occurring) in the southern sector where it was organised by local authorities through traditional structures (chiefs, sub-chiefs, clan headmen, etc).

There are references to diversion and taxation in 2002 and 2003 WFP distribution and post-distribution monitoring reports for the southern sector (various locations in Northern Bahr el Ghazal, Western Upper Nile and Lakes), but the northern sector has not registered such phenomena. It appears from WFP reports that oil, CSB and salt are more likely to be diverted or taxed than cereals.

In some cases WFP reports refer to the re-collection by the authorities of a proportion of the food aid distributed. In 2002 WFP southern sector raised the issues of diversion and taxation with civil authorities and the Sudan Relief and Rehabilitation Commission (SRRC) and action was subsequently taken to address gross abuses.

As an example, a post-distribution monitoring report conducted in May 2003 covering Wuncum and Panthou in Aweil South in Northern Bahr el Ghazal reported that in Wuncum each village was forced to part with 0.5 mt cereals, 0.25 mt pulses and 0.15 mt CSB. Those interviewed believed it was for the benefit the chiefs, ghol leaders and relief committee members.

The possibility that non-civilians may access relief supplies in the southern sector puts WFP personnel and intended beneficiaries at risk. In February 2002 bombs were dropped on Akuem in Northern Bahr el Ghazal within three hours of a WFP distribution killing two children and injuring twelve others. In the same month a helicopter gunship killed 24 people waiting to receive relief food in Bieh in Western Upper Nile; it fired its rockets while hovering over the WFP compound.



Although it is likely that beneficiaries sell some commodities to generate cash to purchase for other food types or necessities, this does not seem to be a big factor in Sudan, particularly in the south where markets are very limited.

Conclusion

There has been some diversion of foodstuffs and some voluntary and involuntary taxation in the southern sector, although the extent is unknown. It also appears that, at times, non-civilians have had access to WFP relief supplies, reducing the quantities available to intended beneficiaries and increasing the risk of harm to WFP staff and beneficiaries. WFP needs to tackle these issues with increased vigour.

Recommendations

Field staff should be requested to report more systematically on the current extent of any form of taxation imposed on relief supplies in any part of Sudan to help senior management determine how high a priority should be accorded to addressing the problem.

The CO Khartoum and Nairobi/Lokichoggio should review and document for future guidance the risk assessment processes that should be adopted when needs and circumstances dictate that food aid has to be distributed in or near an area where there is a military conflict. This includes assessment of the risk of the food being accessed by combatants and the related risk that such distributions may be disrupted by an opposing force, putting WFP staff and intended beneficiaries at risk.

5.3 Beneficiary access to distribution points ('distance decay')

In 2001 and 2002, flight denials to many locations in Upper Nile and Bahr el Ghazal together with insecurity incidents forced WFP to use fewer, more centralised distribution points. According to southern sector reports (distribution reports, post-distribution monitoring reports, monthly reports) this forced beneficiaries to walk much further for food. As WFP field staff put it early in 2001:

The usual result is that only the strongest members of the population will go to such distribution points, and the situation of the weaker members will further deteriorate, leading to increased malnutrition.³⁵

Distance decay (the relationship between distance and the breakdown in the effectiveness of targeting) is less of a factor in the northern sector because it has been possible to establish more distribution points, reducing the distances beneficiaries have to travel. Nevertheless there was some indication that it is a factor in the Nuba Mountains and Red Sea State. It is currently (March 2004) a major factor in the Darfurs.

Conclusion

It is possible that in some cases the various effects of diversion, redistribution, taxation and distance decay reduce the rations received by the intended beneficiaries to a point where they

³⁵ Monthly report, January 2001. See also Monthly report for April 2002 where it is noted that the necessity of using a less than ideal alternative airstrip (Maluakon) meant some beneficiaries would be required to walk all day: "The implication is that some of the most vulnerable people will not be able to walk this long distance, especially from Maker and Mayon Akol".



may make minimal difference nutritionally. Senior managers need to consider this possibility and work through the implications.

Recommendations

Distribution and post-distribution monitoring reports should include estimates of the furthest targeted beneficiaries would have had to walk to reach a distribution point to assist managers to monitor the likely effectiveness of each distribution.

More generally, improving the effectiveness of final distribution in reaching the ‘hungry poor’ has to be accorded high corporate priority by WFP. It goes directly to WFP’s core mandate.

6. IMPACT OF GENERAL FOOD DISTRIBUTIONS

6.1 Contribution to saving lives

Under the current phase of the EMOP, the prime objective of contributing to saving lives is to be effected by ‘improving and/or maintaining the nutritional status of target persons with specific emphasis on women.’ As noted earlier, the specific targets set were the reduction of Global Acute Malnutrition (GAM) rates to below 18 percent, or maintenance below the present rate where they are less than 18 percent. The 2003/2004 ANA reported an overall GAM rate of 21 percent for both sectors, which is considerably higher than the target. It is also higher than the rates reported at the commencement of the EMOP, although lower than the rates reported in the 2002/2003 ANA. (See further details in the Nutrition Annex.)

The reality is that malnutrition rates have persisted at unacceptably high levels for many years throughout the areas of Sudan where nutrition data have been collected for long enough to demonstrate trends. The highest GAM rates reported in 2002 were from Upper Nile and Jonglei regions in the southern sector (as high as 39.9 percent). Even the lowest rate of GAM (12.9 percent, reported in Equatoria) was higher than expected in a non-drought situation in Africa³⁶. The most alarming rates reported in 2003 were from the Darfurs (25.4 and 25.6 percent in North and South Darfur respectively). According to the most recent ANA, nutritional status was expected to “deteriorate in the Darfurs, remain critically high in Red Sea States and parts of Upper Nile, and remain the same or reduce only slightly in Unity, Bahr el Ghazal, Jonglei and Nuba regions”.

It is perhaps not surprising that high GAM rates have persisted given that distribution targets were not met, neither in terms of quantity or timing, and WFP’s inability in many cases to effectively target rations, although it is recognised that malnutrition has multiple causes. Most observers are nevertheless convinced that WFP’s interventions have been critical in contributing to saving lives, It is very difficult to estimate the contribution general and selective feeding programmes have made to saving lives, however, when it is unclear to what extent WFP food assistance reaches intended beneficiary households or how it is utilised, and in the absence of baseline and trend data on mortality, morbidity and malnutrition. Moreover, many factors come into play in ‘saving lives’ and food aid’s contribution is difficult to assess.

WFP would be in a better position to demonstrate its successes if they had been better documented. Monthly reports point to a number of situations where WFP was able to assist very

³⁶ Reports on the Nutrition Situation of Refugees and Displaced People (RNIS), ACC-SCN (undated)



vulnerable populations and contribute to saving lives e.g. several locations in Western Upper Nile in the period 2001-2002 for which flight denials had previously prevented access. But there is no systematic record or analysis and we are left with anecdotal accounts.

Conclusions

WFP has contributed to saving lives but it is not possible to estimate how many.

During the period of the three EMOPs, malnutrition rates persisted at unacceptably high levels and well over the critical threshold of 15 percent throughout the areas of Sudan where nutrition data have been collected for long enough to demonstrate trends. Malnutrition rates in Sudan have been unacceptably high for such long periods of time that they no longer draw the attention they merit.

In order to be able to assess the progress and impact of its food relief operations, WFP needs to be more involved and in control of nutrition data in Sudan (discussed in detail in paragraphs 3.25 – 3.39 above).

There is evidence to suggest that WFP has been able to improve the nutritional situation in some locations, nevertheless unless a concerted effort is made to develop a holistic and comprehensive approach to tackling malnutrition in Sudan, there is little reason to believe that high GAM rates can be reduced to the critical threshold of 15 percent.

Recommendations

With support from Public Affairs in ODK or HQ, CO Khartoum and Lokichoggio should document best practices where the provision of food aid may have contributed to the saving of lives in the Sudan.

In the context of Strategic Priority 1 and rolling out RBM principles and reporting requirements to the field, HQ needs to determine how WFP's contribution to savings lives in conflict situations is to be measured or estimated.

Renewed efforts should be made to address the overall problem of malnutrition, with UNICEF and WFP taking the lead, together with WHO, FAO, nutrition implementing partners and GoS/SRRC. A first step could be the establishment of a 'Malnutrition Elimination' task force, aimed at developing strategies to alleviate malnutrition in Sudan, and renewing the commitment of all concerned agencies to resolve at least some of the immediate and underlying causes.

6.2 Preventing distress migration, and support for peace-building and returnees

The second objective of EMOP 10048.02 is to “contribute to the prevention of distress migration of the food-insecure populations by supporting peace building processes and resettlement of returnees and internally displaced persons.” The formulation in EMOP 10048.00 was “reduce mass migration due to lack of food and encourage the affected population to remain and engage in cultivation”.

The provision of food aid must have had an impact on distress migration, but there are few references to this in WFP reports, including the southern sector monthly report for April 2002



which stated that the main impact of food provided to Aweil West was to minimise migration to the north and attract returnees. The overview report for EMOP 10048.1 stated that distress migration had been ‘minimised’ in drought affected areas.

The fourth objective of EMOP 10048.02, which overlaps with the second, is to “support the peace-building process and return of IDPs once the conditions for their return are put in place.” EMOP 10048.00 referred to promoting peace building through emergency food aid.

It was anticipated that WFP food aid would be very important in supporting peace building at the community level and to consolidate the peace process. The 2003 Workplan stated that: “The ongoing peace process offers opportunities to explore and promote rehabilitation and recovery activities aiming at promoting self-reliance”. The Country Brief 2003 discusses these matters in general terms and mentions “using food as leverage for peace and to exemplify alternatives to war”.³⁷ However, no indicator is provided in the EMOP or in any other document to measure WFP’s performance in this area.

It was reported in the 2004 CAP that through 2003:

....the provision of food, water and sanitation made significant contributions to sustaining peace in the Nuba Mountains by contributing to the resettlement of IDPs and returnees in the area.³⁸

This is undoubtedly true, and the Nuba Mountains is the prime example of WFP’s support for returnees. There were delays in the provision of assistance, however, and the food basket was incomplete in 2003.

Conclusion

WFP’s objectives in relation to the prevention of distress migration, and support for peace-building and returnees, are too broadly stated and WFP has paid very little to monitoring and reporting. It can be assumed that the provision of food aid reduced distress migration due to hunger; however, there is no information to suggest to what extent. The provision of food aid has supported returnees.

7. EFFECTIVENESS OF OTHER MODALITIES

7.1 Selective feeding programmes

These include supplementary, therapeutic and institutional feeding programmes, all carried out by NGOs. UNICEF provides material (including some food) and technical support for therapeutic feeding and has assumed lead responsibility, other than for some areas in the north where WFP steps in. WFP’s contribution has been providing take-home rations for caregivers. In the case of supplementary feeding, WFP provides the main food items and has assumed the role of supervising and monitoring nutrition partner agencies throughout Sudan.

³⁷ WFP Country Brief, July 2003, pp 10, 20

³⁸ 2004 CAP, p 14



Issues of concern regarding supplementary and therapeutic feeding include shortfalls, missing commodities and/or late deliveries in food from WFP and (in the case of therapeutic feeding) from UNICEF. WFP commonly had difficulty in notifying nutrition partners in advance of the expected date when food would be available and delivered, and which commodities might be unavailable.

In the case of supplementary feeding, there is also a complaint about the inadequacy of the prescribed WFP ration in meeting the required nutrient standards for malnourished patients.³⁹ A high default rate is often experienced for supplementary feeding programmes and it was also reported that take home rations are shared within the family.

Institutional feeding (IF) has consisted of hospital feeding for in and out-patient beneficiaries receiving treatment for tuberculosis, leprosy, kalazar, and other chronic diseases. Guidelines were developed and used for the implementation of IF, which outlined criteria for establishing IF and monthly reporting requirements, as well as WFP commitments in terms of food supplies. In the future, WFP will need to determine criteria for phasing out its support to IF.

Selective feeding programme beneficiary numbers are based on initial estimates at the beginning of each EMOP⁴⁰. It is unclear to the evaluation team how WFP performed against planned beneficiary numbers. It is known that need and demand has been far greater than supply, however, mainly due to limited partner capacity. In some areas, only 20 percent of estimated beneficiaries were actually enrolled in selective feeding programmes, raising questions about the overall impact of the programmes on reducing malnutrition.

WFP's capacity to monitor and supervise selective feeding was generally inadequate due to a lack of technical support to nutrition at the field level, and because of insufficient staff to cover all selective feeding centres/sites on a regular basis.

Conclusions

Although selective feeding programmes must have alleviated malnutrition amongst beneficiaries, their overall impact on reducing malnutrition amongst the population as a whole was limited by low coverage.

With limited capacity to guide, supervise and direct selective feeding programmes, WFP is not in a good position to verify outputs and outcomes.

Recommendations

In areas where coverage of malnourished individuals with selective feeding programmes is low, WFP should advocate for nutrition partner agencies to expand feeding programme coverage and/or invite new partner agencies to implement programmes.

WFP should ensure that no selective feeding programmes are carried out in the absence of a general distribution.

³⁹ WFP's ration of 20 g of Vegetable Oil for SFP provides 885 kcal or only 28percent of the required overall per capita daily kcal intake, vs. global requirement of 30 – 35percent for fats as a percentage of overall daily kcal. intake.

⁴⁰ Nutrition survey results were used to estimate the approximate number of malnourished under-fives in the entire population. For example, if the GAM rate was 20percent in a population of 50,000 persons, (approximately 20percent of whom are under 5, or 10,000 individuals), an estimated 2000 children would be malnourished.



WFP should maintain its strong efforts in Selective Feeding Programme coordination, taking the lead role in supervision and monitoring of supplementary feeding programmes, with UNICEF assuming this responsibility for therapeutic feeding programmes.

Although bilateral Letters of Agreement (LoA) currently exist between nutrition partner agencies and UNICEF for most therapeutic feeding programmes, tripartite LoA should be considered to include WFP as an implementing partner. This would clarify a) the obligations of UNICEF to supply certain supplementary food commodities and b) the obligations of WFP to provide rations for caregivers.

In areas where UNICEF does not operate, WFP should assume responsibility for the monitoring and supervision of therapeutic feeding programmes and for the provision of food supplies, including therapeutic milk, sugar and oil. WFP's obligations should be supported by appropriate staffing and expertise.

UNICEF and WFP should establish joint nutrition programming in areas where supplementary and/or therapeutic feeding programmes are implemented, in order to ensure that non-food related causes of malnutrition are adequately addressed. Such programme efforts in the areas of

hygiene, health, sanitation and water would vastly improve the impact of supplementary and/or therapeutic feeding programmes on reducing malnutrition.

7.2 Recovery oriented activities

The third objective of EMOP 10048.02 is to 'contribute to the recovery and rehabilitation of social and economic infrastructure of target communities through asset creation.' The modalities for pursuing this objective have been Food-For-Work (FFW), Food-For-Training (FFT) and Emergency School Feeding Programmes (ESFP). The modest targets set for the proportion of commodities to be utilised through each of these modalities were substantially met (5percent overall against a target of 7percent) however there is insufficient information on outputs or outcomes to determine if WFP's nascent recovery activities in Sudan have been effective to date.

WFP reported through the 2004 CAP that the results for 2003 were as follows:

These activities have created sustainable assets and livelihoods for the local communities. Beneficiaries, especially women, have been trained in health, nutrition, income-generating opportunities and other skills to improve their quality of life. Provision of food aid to tuberculosis and leprosy patients has also made a considerable contribution in their recovery and quick return to productive livelihoods.⁴¹

This may be so and it is recognised that the CO Khartoum and Nairobi/Lokichoggio took advantage of the relatively calm environment through 2003 to pursue these activities. The evaluation team was impressed by some of them e.g. latrine construction in IDP camps in Kassala and dyke construction near Bor (both carried out by experienced IPs). Nevertheless the results could only be modest given the small scale of the activities to date.

Conclusion

⁴¹ 2004 CAP, p 14



Contributions to the recovery of social and economic infrastructure through Food-for-Assets, Food-for-Training and the Emergency School Feeding Programme reflect the difficulty of introducing and implementing these activities in Sudan.

7.3 Food-For-Assets/Work and Food-For-Training

The focus to date has been on the proportion of commodity inputs utilised for these activities (rather than on outputs and outcomes). The broad targets for EMOP 10048.02 were 2,5 percent of total commodities through Food-For-Work (FFW) and 2,5 percent through Food-For-Training (FFT). These targets were not met in either the northern or southern sector, underscoring the relative difficulty of scaling up these activities.

The objectives of approved FFW and FFT activities have tended to be vague. If it has been collected, WFP has not managed to collate quantitative data on assets created through Food-for-Work (FFW) activities or Food-for-Training (FFT) outputs. There has been inadequate attention to performance monitoring at the outcomes level.

Efforts are being made to address these deficiencies. In northern Sudan, WFP has put in place a more rigorous process for screening and approving project proposals. The downside is that some partners are concerned that registration, application and reporting requirements may be putting undue burden on partners, particularly local NGOs.

Although field staff are generally positive about shifting to recovery, a number complained that unrealistic targets are now being set. Indeed the first draft of the 2004 Strategic Plan, drafted in Khartoum, set a target 60 percent of food through modalities other than free food distribution. (The southern sector countered with a more realistic target of 20 percent.) This figure was subsequently revised downwards but still appears to push transition beyond what is realistic.

The setting of global targets, whatever their magnitude, has tended to ignore the local situation, resulting in some areas moving ahead with FFW, FFT (and the Emergency School Feeding Program) when staff capacity, local IP capacity, and/or technical expertise are inadequate. Some field staff members were critical of the feasibility of some activities they are expected to promote with FFW e.g. the repair of feeder roads in the absence of traffic or serviceable trunk roads.

There doesn't appear to be sufficient appreciation of the costs of FFW activities. Members of the evaluation team were shown a village school building that WFP helped rehabilitate near Kadugli (in collaboration with the Joint Monitoring Commission). A total of 52 MT of food was provided by WFP, the costs alone of which must be approaching \$50,000. This would not appear to be cost-effective, from a purely asset creation perspective.

Conclusion

With inadequate quantitative information at the outputs level and no information at the outcomes (benefits) level, it is impossible for WFP to demonstrate the effectiveness of FFW and FFT (at a time when there is a push from the Khartoum CO to vastly increase the scale of these activities).



7.4 School feeding

Emergency School Feeding Programmes (ESFP) were carried out in most WFP operational areas, targeting school children in both the northern and southern sectors, with varying degrees of coverage. In 2002, 26,803 boys and 27,344 girls received school meals. At the end of 2003, most of the 24 national and international NGOs with whom WFP had agreements were implementing ESFP, in coordination with counterparts in the north and south.

The WFP-assisted school feeding programme supported 5,8 percent of basic education students in the country at the end of 2003 (the target was 7 percent)⁴². An obstacle to increasing coverage is that most primary schools in WFP's operational sites did not meet the criteria of adequate food storage and cooking facilities, clean water supply, latrines, and adequate educational services.

Issues included problems in the timely delivery of commodities resulting in ruptures of stocks; at times, the provision of culturally inappropriate foods (such as sorghum to wheat or maize-consuming populations); insufficient coordination and collaboration with UNICEF in the education sector; inadequate monitoring of ESFP implementation by partner agencies and WFP; insufficient numbers of technically competent partner agencies to implement ESFP; and the magnet effect whereby a small number of schools with ESFP attract students from other schools without ESFP. It is also apparent that the pace of the introduction of ESFP sometimes exceeds the capacity of the schools to provide a minimum learning environment to an increased number of students (e.g. in Rumbek and South Darfur).

ESFP are aimed at improving scholastic performance by improving attendance and concentration. However, WFP has not systematically collated data on attendance or sought to measure scholastic performance, in part because of the difficulty of access in emergency areas. Even if not explicit, ESFP are also aimed at reducing short-term hunger and/or micronutrient deficiencies, as evidenced by the nutritional quality of the food basket provided to schools. There is evidence that the food provided to school children in food insecure areas contributed significantly to their daily dietary intake.

The ESFP is generally viewed as successful by partners (e.g. in Juba and Kadugli) and local authorities, especially in southern Sudan where high priority is being given to education.

Conclusion

The evaluation team recognises that the school feeding programme is unique and supports its steady expansion, in pace with education capacity.

Recommendations

Realistic local targets should be set to ensure that schools included in the ESFP are able to provide a basic learning environment and acceptable level of education to increased numbers of children.

⁴² WFP beneficiaries at basic education level in 2003 were 163,543 under the Country Programme; 54,147 under ESFP, total: 217,690 compared to total enrolment in basic education (2002-2003): 3,748,309. Source: Ministry of Education Sudan. The CO Khartoum has raised doubts about some of the percentages and totals included in this paragraph but the team does not have a means of cross-checking.



UNICEF and WFP should carry out a mapping exercise to improve coordination and further determine common areas of operation for ESFP. Within these areas, joint programming should be established, through MoUs, outlining each agency's respective support to the basic education sector. Key areas to be addressed immediately include food preparation and school meal delivery, classroom facilities, hygiene and sanitation facilities, education services, and teacher training.

7.5 Looking ahead

More developmental interventions are certainly required to improve long-term food security in Sudan. Moreover, the optimistic environment created by the peace negotiations and the anticipation of an agreement creates programming expectations and opportunities that WFP should prepare for. But while it is positive that WFP seeks to contribute to the rehabilitation of social & economic infrastructure, it needs to be recognised that relief needs will continue to dominate even if a peace agreement is signed (indeed in the short term there will be additional relief needs to assist returnees). The time and energy required to effectively meet ongoing relief needs should not be under-estimated. Peace not only offers opportunities for recovery – it also offers opportunities to ensure relief is effective (better coverage, better targeting, more attention to micronutrients, etc) and thereby make a greater impact on persistent and unacceptably high malnutrition rates.

Lessons learned over many years in many countries by WFP need to be carefully considered:

- Food aid does not necessarily have a comparative advantage in the rehabilitation of social and economic infrastructure – carefully selected interventions are necessary.
- Non-food inputs, implementing partners and collaboration with other agencies are essential for success.
- If food is provided when and where it is needed (i.e. under general distributions), it can free people to choose their own recovery activities.
- Programming recovery activities has an opportunity cost.

Many WFP staff mentioned the dangers of 'dependency' to the evaluation team, implying that protracted relief makes beneficiaries lazy. This is an untested proposition and should not be employed to justify a reduction in relief.

As concepts 'recovery' and 'transition' are variously understood amongst WFP staff in Sudan and it is evident that there is inadequate corporate guidance about how to realise recovery and transition. In the northern sector staff generally see transition in terms of increasing the proportion of food assigned to non-GFD modalities, with insufficient attention to problem analysis and the feasibility of effectively improving food security through asset rehabilitation/creation. There is also a danger of losing sight of the fact that in an EMOP the first priority is meeting the assessed food needs of the most food insecure/vulnerable.

The difficulties include geographic coverage, targeting, timing and capacity. Coverage is a big challenge when the population is widely dispersed and difficult to access. Targeting is also problematic. FFW (but not FFT) can be self-targeting of the most food insecure, but this is an assumption that must be tested in each case, and even if satisfied, the need for geographic coverage remains – people have to be able to reach a suitable project and be involved for an



appropriate duration. Then there is timing - it is difficult to schedule FFW and FFT projects for the hungry period and accomplish the work or training within this timeframe. Finally, capacity may be lacking, including WFP staff and expertise, and IP availability and expertise. This varies considerably from area to area.

Conclusions

Without dampening enthusiasm for a shift from relief to recovery, senior managers need to ensure staff appreciate WFP's core responsibilities in relation to the provision of relief and provide more guidance and counsel caution and realism in relation to recovery activities.

WFP needs to provide more precise guidance about 'transition' and 'recovery' programming.

Lesson

Expectations of a transition to recovery after many years of relief can create a dynamic whereby programming (at least temporarily) loses sight of the reality of ongoing relief needs and the challenges of undertaking more developmental work.

Recommendations

WFP should focus on a few key recovery activities in Sudan in which it is confident of success, rather than develop a diverse portfolio which may include risky projects and that will be difficult to manage. In line with WFP's standards, Food-For-Assets (FFA) type activities including Food-For-Recovery should only be approved if they will (a) effectively and efficiently contribute to meeting assessed food relief needs, (b) be of demonstrable longer term benefit to the beneficiaries involved and (c) the local capacity exists (or can be developed in the foreseeable future) to undertake the activity. The anticipated benefits of the assets should be expressed as outcomes, which should be directly relevant to WFP's mandate (e.g. enhanced food security), and IPs should be bound by LoAs to evaluate and report against these outcomes.

In areas such as the Nuba Mountains and Juba, where it is not yet feasible to undertake FFA projects due to limited local capacity and technical expertise, or a developed plan, no new projects should be approved. All sub-offices should be requested to make a similar assessment. The staff and partners should then focus in 2004 on improving the targeting and monitoring of general distributions, carefully monitoring the expansion of school feeding, and preparing relief and recovery strategies.

The CO Khartoum and Nairobi/Lokichoggio should jointly review the concept of Food-For-Recovery (FFR) that appears in the Sudan strategy paper for 2004 before it is implemented in either sector. WFP HQ should similarly critically review the concept of FFR as it appears in the Programme Design Manual.

The conditions under which FFA/W is likely/unlikely to be self-targeting should be explored in the upcoming OEDE evaluation of targeting.

8. COMMITMENTS TO WOMEN

WFP has been a leader and an advocate for women within the Sudan emergency operation, a role clearly recognized by its partners. Both in the northern and southern sectors, WFP has made



steady progress towards institutionalizing the Enhanced Commitments to Women (ECW): oversight procedures are in place (focal points, task forces); formats for contractual agreements with partners have been modified to reflect the commitments; close attention is paid to gender issues in the ANA exercise; and at WFP's insistence, women are well represented on relief committees. In the north, a national gender officer was appointed in 2002 to follow the implementation of the CW/ECW. In the south, this responsibility is assumed by the nutritionist.

An effort was made by the evaluation team to determine *trends* toward achieving the ECW, but this was not possible due to the lack of comparable data over the three year period. In the south, a data base capturing gender-disaggregated data was established in 2002, but has not been maintained due to lack of capacity. In the north, monitoring focuses on outputs rather than outcomes and data are not always reliable or consistently collected. This problem should be rectified by a corporate-wide exercise to undertake gender baseline surveys, scheduled in Sudan for the first quarter of 2004.

The responsible staff members in both Khartoum and Lokichoggio agree that management must now shift the focus toward mainstreaming and better monitoring the implementation of the

ECW. This includes ensuring that WFP staff and IPs monitor and regularly submit reliable information on achieving gender targets.

Field staff expressed some concern about the burden placed on women by insisting that they attend distributions and be seen to carry-off household rations. (The ECW do not require women to come in person to collect rations.) This may also have placed women at increased risk given that distribution points can be dangerous, with some fatalities having been reported during distributions.

Conclusion

WFP has been a leader and an advocate for women and has made progress towards institutionalizing ECW. The focus now needs to shift to monitoring and mainstreaming.

Recommendations

The CD in Khartoum and the Operations Manager in Lokichoggio should ensure that: (a) the MAPs (PARs) of gender focal points reflect this responsibility; (b) the MAPS of all staff reflect individual responsibilities for implementing the ECW, where relevant and feasible; and (c) ECW- related responsibilities are explicitly reviewed when staff performance is assessed.

The position of Gender Focal Point in sub-offices should be rotated annually between male and female staff in order to contribute to the broader understanding of gender needs among staff.

In both the south and north, gender training should be increasingly mainstreamed into other types of training. Priority should be given to designing and integrating appropriate modules into all training events organized or sponsored by WFP.

As an incentive to staff and partners, the CO and Lokichoggio should consider giving an annual award on International Women's Day, both at CO and Sub-Office levels, to staff and IPs that have made the most progress during the year toward advancing the ECW.



9. TRANSPORT CAPACITY AND CONSTRAINTS

Confronted with the limited capacity of the transport system in Sudan, WFP has been compelled to take various actions, including: organising a dedicated, efficient cargo and passenger air transport system; improving airstrip facilities; engaging in road rehabilitation; leasing a dedicated fleet of trucks ex El Obeid; and developing extensive IC/IT communication facilities. There is little or no spare capacity in the transport system, however. The transport related problems that remain for WFP to contend with are discussed below.

9.1 Ports

Both Port Sudan and Mombasa are congested and transit times are slow. Port Sudan is of more concern and unless transit procedures are streamlined and eased up, any surge in import volumes would create congestion. Despite congestion and the occasional bunching of ships, Mombasa has modern bulk grain discharge and silo facilities and a container terminal and WFP dedicated storage facilities inside the port area. Haulage capacity to Lokichoggio and Tororo/Koboko are adequate and can be increased at short notice, although the roads in northern Kenya and Uganda are poor and can substantially delay delivery.

Recommendation

WFP should seek and obtain a dedicated container area in Port Sudan and negotiate the facility of a fast track documentation lane.

9.2 Rail transport

The arrangements made with the privatised rail operator El Bazim are sound, although the capacity is limited (160 covered wagons and 2 mainline locomotives). The capacity of the rail system cannot be easily increased, without extraordinary arrangements with the State Rail Corporation (SRC) or the leasing of extra locomotives from other countries (e.g. South Africa). Embargo measures are still in force for the Sudan, hampering the import of railway engine spares.

9.3 River transport

Although WFP has made great efforts to organise barge convoys, only five convoys of a total dead weight of 5,902 tons could be organised over the period 2001-2003. If peace prevails under a concluded agreement, river transport is the obvious and prime choice for north-south transport and there is thus an urgent need to address the river transport problem and work out contingency plans.

Recommendation

WFP should develop a contingency plan for river transport and review the relationship with the GoS River Transport Corporation (RTC), aiming for a long lasting and profitable co-operation for both parties. This should include a bare-boat time charter agreement whereby WFP operates pushers and barges under its own flag (a set of two pushers and three sets of four barges seems the best solution provided suitable terms can be negotiated with RTC).

9.4 Road transport



For the northern sector, WFP has appropriately contracted a fleet of 30 dedicated trucks of 10 – 12 ton capacity ex El Obeid. Their utilisation should now be maximised. The recent contracting for an additional 80 trucks ex El Obeid strengthens WFP's emergency response operations in the Darfurs.

In the southern sector, roads are very poor and road transport capacity scarce if non-existent. Cross-border trucking capacity (via Lokichoggio to Equatoria; via Koboko to Lakes/Bahr el Ghazal) is minimal and way below standard to sustain reliable transport operations. There is scope for better transport arrangements with hauliers willing to put serviceable equipment in line. Mines along the eastern corridor particularly will continue to impede road transport until cleared. Irrespective of the condition of roads in the southern sector, insecurity often dictates air transport.

Critics are inclined to believe WFP has relied too heavily on air transport and should have focused on roads earlier. This is easy to say but security has been a major impediment and even

minimal road repairs require a considerable investment. WFP unsuccessfully sought funds for road transport in 2001⁴³

US\$26.7 million is being sought under EMOP 10048.02 Budget Revision 3 mainly for the rehabilitation of the eastern and western road corridors and US\$12 million had been secured by mid-February 2004. The funds involved are so significant that it would be interesting to monitor the savings effectively achieved, through a cost-benefit analysis. It will surely take at least 18 to 24 months to realise a return on these investments, possibly longer. Also, there is little time left to undertake substantial work before the rains commence.

The recommendation of the WFP Special Operations thematic evaluation of 2001⁴⁴ (which used southern Sudan as one of nine field case studies) was that only essential road repairs, sufficient to get food through, should be undertaken by WFP. The works to be undertaken on the eastern and western corridors into southern Sudan depart from this principle. (See further *Other management issues*.)

Recommendations

The practical modalities for the use of the El Obeid fleet need to be better defined in order to increase its efficiency and usefulness. The fleet should be increased to serve the Darfurs and the Nuba Mountains.

As the road rehabilitation project gains steam WFP should avail itself of a fleet of 4x4 or 6x4 seven to ten ton capacity trucks. Costing exercises and options need to be worked out as soon as possible. WFP should explore the scope for better cross border transport arrangements with hauliers willing to put serviceable equipment on line.

9.5 Air lift/air drop

⁴³ Special Operation 1008.0 for road repairs in southern Sudan and airstrip improvements in support of EMOP 10048.00 (US\$ 8.1 million for the period 1 July 2001 to 31 December 2002) was not funded.

⁴⁴ Document WFP/EB.3/2002/6/2 dated 23 August 2002.



As of 25 February 2004, WFP had under contract two aircraft based in El Obeid (an Illyushin and an Antonov of 36 ton and 12 ton capacity respectively) and seven aircraft in Lokichoggio (an Illyushin, two Antonovs, two Hercules and two Buffalos, the latter of 16 ton and 7 ton capacity respectively). As a rule, these aircraft are scheduled to carry out two to three airdrop/airlift rotations a day. In addition, WFP had 'off contract' access to a further four aircraft (an Illyushin, two Hercules and a Buffalo). Considering the significant backlog in El Obeid, there might be a case for positioning a third aircraft (Antonov 12 or Illyushin) there.

Air operations are conducted in a very efficient and professional manner under considerable day-to-day pressure, particularly in relation to arranging flight clearances with the Civil Aviation Authority of GoS. Ways should be explored to bring the advance notification forward. Restrictions on aircraft movements by GoS and aircraft breakdowns (particularly of Buffalos, which play a unique role but which are not meeting throughput expectations) sometimes throw flight plans in disarray, but the air-ops staff and crews have developed the skills to adjust flight plans at short notice.

Urgently required improvements/repairs to the Rumbek airstrip are covered by the current EMOP 10048.02 BR3. These works should proceed forthwith.

Recommendations

Considering the significant backlog in El Obeid, WFP should assess the merits of increasing aircraft operations by positioning a third aircraft in El Obeid (Antonov 12 or Illyushin).

Step up the air/land operations ex Lokichoggio and later ex Rumbek with Buffalo aircraft or alternative type. Re-assess the effective throughput of the Buffalos. Proceed with urgently required improvements/repairs to Rumbek airstrip without delay (covered by the current EMOP 10048.02 Budget Revision 3).

9.6 Passenger air service

Northern sector: Special Operations 10181.0 and 10181.1⁴⁵ - UN Khartoum Air Cell - have been vital in providing passenger air transport in support of the EMOPs. The Darfur situation has required a further review of the size of the fleet and plans are in hand to secure as many as four additional aircraft to transport WFP, other agency, and NGO staff.

Southern sector: Services provided under the Targeted Aircraft Funding (TAF), on a cost-recovery basis, are indispensable. WFP operates five Caravan and one Twin Otter aircraft under the TAF to ferry passengers between Kenya and southern Sudan, and within south Sudan. Air operations staff members in Lokichoggio believe the fleet should be strengthened to seven Caravans and two Twin Otters. The evaluation team was not in a position to ascertain whether this is necessary at this time, but there may be a case to adjust the fleet if the numbers of air drop/air lift ex El Obeid, Lokichoggio and Rumbek are substantially increased.

Conclusion

WFP has played an indispensable role in providing a well managed passenger air transport service to the humanitarian community, especially in the south.

⁴⁵ Budgeted at US\$951,838 and US\$1.1 million respectively



Recommendation

The Khartoum Air Cell (UNKAC) operation supporting the EMOP should be maintained for as long as accessibility remains precarious.

9.7 Cost-efficiency

The costs of conducting emergency operations in Sudan are high – the final cost per ton (including food, transport and all overheads) of delivering food aid to distribution points for the three EMOPs was US\$922, \$850 and \$885 respectively. The final cost per ton under EMOP 10048.2 BR 3 has risen to US\$1,001 due principally to the inclusion of extensive road rehabilitation works in southern Sudan. From a purely cost perspective, the northern corridor is to be preferred for the bulk of food assistance, although there is little spare capacity along either corridor.

LTSH costs per ton for the three EMOPs were US\$416, \$415 and \$396 respectively. Though high, they have been stable and justified under the circumstances. DSC has declined marginally per ton (US\$142, to \$115, to \$102).

ODOC per ton has risen from approx. US\$5 to nearly \$39 under EMOP 10048.02 BR2, because an amount of US\$7.8 million was budgeted for road repairs, and will jump to US\$130 per ton under 10048.02 BR 3 as a result of a revised and increased budget for airstrip and road rehabilitation works in the amount of over US\$26.7 million. These works are necessary, however. All humanitarian agencies and organisations will benefit and implementing the works places a huge responsibility on WFP (see further *Logistics* below).

Conclusion

Under the circumstances, with a transport system stretched to the limit, WFP has appears to have little leverage to contain costs in the immediate future.

10. MANAGEMENT OF THE OPERATION

10.1 Performance monitoring (outputs and outcomes)

There are gaps in the collection of performance information concerning *outputs*, particularly in relation to nascent recovery activities e.g. there seem to be no quantitative data on assets created through FFW. There are also weaknesses in the collection, retention and presentation of basic data for commodities delivered to distribution points for final distribution (for all modalities). WFP has recently sought to report actual distribution compared to targets, however. WFP provides fortified oil to address vitamin A deficiency, iodised salt for iodine deficiency disorders and CSB for micronutrient deficiencies, but does not closely monitor their provision and end use.

In the southern sector, frequent fighting, the unpredictable nature of access, and a limited field presence have made it difficult for WFP to put in place a comprehensive distribution monitoring system. However, distribution and post distribution monitoring appear to be relatively strong, given that WFP staff conducts many of the distributions. These reports, together with monthly reports, deliver good insights into the distribution (and redistribution) process. The evaluation team noted, however, that in both sectors, field staff members appear to be frustrated at the lack



of feedback on their observations and recommendations from managers in Lokichoggio and Khartoum. Senior managers need to be more responsive to the field staff in sub-offices.

There is only limited performance monitoring at the *outcomes* level, both in relation to relief (contribution to saving lives) and recovery activities (the benefits to vulnerable populations of assets created, contribution to longer-term household food security, etc). A key problem in relation to the former is that WFP does not play a direct role in the collection of information relevant to its key indicator (trends in malnutrition). The differences between reporting formats between the northern and southern sectors is a hindrance to country-level reporting. There are insufficient data to allow program managers to track gender achievements against the ECW.

Simple, realistic outcome indicators need to be formulated and refined over time, and these should be reflected in reporting formats from the IP level upward. Senior managers need to provide practical leadership in relation to the implementation of results-based management. The approach should not be too formalistic. At the heart of RBM is a simple discipline – testing assumptions and results.

CO Khartoum has recently taken significant steps to improve monitoring by creating a dedicated M&E unit in 2003 and giving priority to setting up a comprehensive database. Moreover, twenty WFP national staff members from both the northern and southern sector are currently receiving intensive, applied M&E training. This commenced in November 2003 with an eight-day workshop in Khartoum, followed by some months of on-the-job application, and another two workshops - one in Lokichoggio and a second in Khartoum. The lead trainer has reported that there are many hurdles preventing the application of M&E by trainees, including the lack of prioritization for results-oriented M&E by their managers.⁴⁶

The evaluation team notes that HQ has not yet introduced a corporate management report for COs, leaving a significant gap in the monitoring cycle. At present, the only tool is the Standardized Project Report (SPR), which was designed primarily as an annual donor report, and, as currently designed, is not suited to management needs or to evaluating operational performance. The SPR format makes no provision for information on nutrition.

Conclusions

Overall, monitoring at the output and outcome levels remains an institutional weakness, in part a consequence of poor attention to design, but more broadly a reflection of the low priority accorded to performance information. This is counterproductive - managers cannot address problems or highlight successes of which they are not aware.

WFP will continue to be unable to measure performance against its primary objective if it does not take on a greater role in the collection of nutrition data and the analysis of the role of food needs in malnutrition.

Recommendations

WFP management in Khartoum and Lokichoggio should make the collection of performance information a higher priority, including the collection of timely information on outcomes and trends, not just commodity inputs and snapshots.

⁴⁶ WFP M&E training programme for Sudan, Final Report for Phases 1 to 3, November 2003 to March 2004, Bob Vandenberg, Results-Based Management Group, April 9, 2004, p 3



WFP should put in place a simple, rapid system for analysing observations and recommendations included in regular field reports, and for providing feedback and guidance to field staff.

HQ should give priority to introducing a short, standard Country Office Reporting format that managers can use to make informed program decisions. Given the size and complexity of the operation, Sudan should be among the first users (possibly as a pilot country).

10.2 Tracking commodities

The COMPAS system is invaluable to senior logistics officers for retaining pipeline information, although the Mombasa, Nairobi, Kampala and Lokichoggio COMPAS desks operate as stand alone systems, making it difficult to monitor the whole pipeline. In addition to COMPAS, WFP Logistics Units in the northern and southern sectors have developed their own, often very good, reporting and recording system, although the disparities between the forms and formats in use are significant.

Neither COMPAS nor the additional forms and formats developed by the Logistic Units were designed to serve programming needs. It is difficult to see how they could be adapted to do so. Strangely, WFP does not have a system comparable to COMPAS, or even common formats, for capturing and reporting planned versus actual distributions. So as in other operations, the two Sudan Programme Units have developed their own Excel and D-Base formats. Inevitably, the formats in use within and between the two sectors have varied/changed resulting in gaps and differences that are difficult to reconcile. Moreover, reconciling these with COMPAS and other information generated by the Logistics Units is very difficult (and indeed trying to do so generated considerable frustration for the evaluation team).

A major problem is simply that the Logistics and Programme Units monitor commodity throughput in a different way, even though it is all part of one extended pipeline from high seas to final distribution point. The Logistics Units track the throughput of commodities by Shipping Instruction and EMOP number, whereas the Programme Units plan and monitor distributions for particular timeframes, irrespective of where the commodities originate i.e. irrespective of whether they are carry-over stocks, commodities procured under an earlier phase of the EMOP that has not been closed, borrowings in advance of the receipt of commodities, or commodities procured under the EMOP that actually relates to the period in question. (An additional complication in the Sudan operation is that the Programme Units have planned and reported by calendar year instead of the 1 April to 31 March EMOP period).

This is an unsatisfactory state of affairs, not least because Logistics and Programme Unit staff members devote an enormous amount of time and effort only to come up with different and inconclusive results. It has been recognised for some time in Sudan that the Programme Units need to develop a simple data base system and that this needs to be linked with COMPAS⁴⁷, and efforts to accomplish the former have been undertaken in Khartoum and Lokichoggio. However, there has been no progress on the latter (link to COMPAS). Other countries have faced the same challenge. It is understood that the CO in Angola tried to modify COMPAS to include final distributions and that the CO in Cambodia developed a system that could interface with COMPAS. WFP HQ clearly needs to take the lead and rectify this problem once and for all. Version 2 of COMPAS now being rolled out has been extended to include the tonnages included

⁴⁷ E.g. see EMOP – Lessons Learnt, 2002, WFP Khartoum, February 2003



in LoAs to enable COs to monitor the LoAs, but this falls short of enabling COs to monitor planned versus actual distributions.

Conclusions

CDs and senior programming and logistics officers do not have ready access to a database or regular report that capture in one format (in terms of progress): what entered the pipeline or arrived in port for a period of interest; what was delivered to distribution points for final distribution; what is expected to enter the pipeline or arrive in port for a period of interest; and what is required for distribution.

The problem of keeping track and reporting in an efficient manner on transport and distribution operations is a complex issue encompassing many aspects. It is difficult to integrate Logistics and Programme Unit data sets because they track/monitor commodities in different ways. But a means at least has to be found of reconciling them and presenting a readily intelligible overview

to senior managers. It is not clear if this can be accomplished simply by extending the COMPAS system to capture programming data requirements.

Recommendations

Full COMPAS connectivity between Khartoum, Mombasa, Nairobi, Kampala and Lokichoggio should be implemented without further delay.

CO Khartoum and Lokichoggio should create a working group to harmonize databases and monitoring forms for all reporting levels, and for both logistics and programming.

HQ (Operations Department and the Surface Transport Service) should determine a practical way to reconcile planned/actual inputs (pipeline information) with planned/actual outputs (programme information) at the CO level.

10.3 Coordination between the two sectors

The management structure for the EMOP is unique in that it is divided between two country offices - CO Khartoum and CO Nairobi/Lokichoggio. In principle, the CD in Khartoum is responsible for the EMOP. In practice, the Operations Manager in Lokichoggio, under the supervision of the CD in Nairobi, manages the southern part of the operation. This arrangement reflects the realities of operating on both sides of a civil war and the distrust between the parties. It involves some logistical and programming inefficiency, and to this extent hinders the effective implementation of the operation. However, WFP has no choice but to operate two systems in tandem and it is unlikely that a peace agreement, if concluded, would change this.

Coordination between the two sectors could be improved. The turnover of senior staff has been a negative factor, and more leadership should probably have been provided by ODK and/or Headquarters in Rome to build a stronger sense of common purpose between the two sectors.. The development of a PRRO provides a good opportunity to consider measures and structures that may improve coordination.

A number of concerns were expressed by field staff about: programming discrepancies for populations living in close proximity but assisted from different sectors (Nuba Mountains, Juba and environs); poor communications regarding food deliveries from the other sector; the lack of



standardized monitoring data for beneficiaries across both sectors, etc. The recent Technical Review of the southern sector noted that although management staff members from the two sectors are expected to meet regularly to discuss policy issues and coordinate programmes, implementation and monitoring, this has not been happening “to the extent necessary and desirable”.⁴⁸

The Nuba Mountains present an opportunity to address coordination at the local level. At present, beneficiaries in the GoS-controlled areas of South Kordofan are assisted through a SO in Kadugli, which reports to CO Khartoum. Beneficiaries in neighbouring SPLM/A areas are assisted through a SO in Kauda, which reports to Lokichoggio. Programme coordination and communications between WFP staff in Kadugli and Kauda is recognized as problematic. In view of the proximity of beneficiary populations, it can surely be improved.

Conclusions

The timing is right for senior management to revisit the management structure of the operation. Three possible options are: 1) leave the current management structure unchanged; 2) develop two separate EMOPs or PRROs, one managed from CO Khartoum and one from CO Nairobi/Lokichoggio; or 3) consolidate the management of the operation under the CD in Khartoum, with a Deputy Country Director (DCD) eventually based in southern Sudan (and with the necessary delegated authorities). The decision on the overall structure must be determined by what is most effective and efficient operationally (access, logistics, communication, programming).

As the largest humanitarian agency in the country with the broadest field coverage, WFP has an opportunity to take the lead in encouraging programme rationalisation. Given the relative peace in the Nuba Mountains/South Kordofan over the past two years, and the success of the Joint Monitoring Commission (JMC) in terms of facilitating contact between the SPLM and GoS, the evaluation team feels that it may be time to consolidate operations. This will help to rationalize programming and save money.

Recommendation

The CO Khartoum and CO Nairobi should jointly review the management structure of WFP’s operations in the Sudan. The review should be led by the ODK Regional Director or HQ.

10.4 Other management issues

Programming

In long-running emergency operations, performance would benefit from greater attention to implementation plans. Annual plans were developed for the northern sector, which was a sound initiative. The plans focused on (ideal) targets with no prioritisation, however, and the critical outcome level statements were not developed to clearly show how to achieve the more complex objectives. In any event they did not prove to be useful.⁴⁹

⁴⁸ Paragraph 3.44

⁴⁹ It was noted in the northern sector Programme Unit retreat in April 2003 that workplans were “not used as a guide to achieving set priorities of the CO nor used as a guide to SO activities. Many Sub-Offices did not design a meaningful work plan; some are not complete nor offer measurable targets.”



The difficulty is to put in place implementation plans that guide without constraining, recognising that emergency planning has to be responsive and dynamic. This calls for ‘rolling plans’ but it requires a considerable investment by managers. The best model may be to conduct brief quarterly reviews at the Sub-Office level, with a revised implementation plan being the main output.

Logistics

WFP logistical operations in Sudan are conducted in a professional manner. Air operations out of Khartoum and Lokichoggio are efficiently run and in line with good management practice. The organigram of the Logistics Unit for the southern sector however requires streamlining and clarification (see Logistics Annex 5.3). Responsibility for the southern corridor should be

clearly vested with the Senior Logistics Officer based in Lokichoggio, who should work in tandem with the Senior Logistics Officer in Khartoum (the latter being ‘primus inter pares’). The funds requested for the rehabilitation of the road system and runways under budget revision 3 of EMOP 10048.02 are significant (US\$26.7 million). The contracting and supervision of the very substantial works involved will presumably fall mainly on the shoulders of staff of the Logistics Unit in Lokichoggio.

Budget

The DSC budget is split between the northern and southern sectors 51percent and 49 percent respectively. The evaluation team notes that, during 2003, CO Khartoum required a significant DSC advance for the northern sector, while the southern sector DSC reserve fund had over US\$1 million remaining at the time. This raises the question of whether the DSC is appropriately divided to ensure adequate programme support funds for both sectors. Considering that 75percent of the food aid is effectively routed via the northern corridor and that 60percent of the food aid is eventually distributed to beneficiaries located in GoS-controlled areas, there may be a case for management to review the DSC allocation (see section 6, Logistics Annex), while recognising that DSC allocations should not be based exclusively on tonnage through-put.

The evaluation team also noted that program managers are not able to directly monitor DSC expenditures and balances due to lack of access to familiarity with WINGS, presumably making it difficult to manage budgets.

Human Resources

Given the gradual shift toward recovery activities over the past year, some staff may require a different combination of skill sets to enable them to effectively assess, plan and monitor recovery-oriented activities. In response to the recent Technical Review (paras 4.69, 5.10), Lokichoggio is already taking steps in this direction. Based on the size of the operation (approximately 500 staff), and in the context of preparing a relief and recovery strategy for a PRRO, WFP management should consider requesting an independent HR review of the staffing structure and profiles in both the northern and southern sectors.

The staffing structure for southern Sudan is unique in that many of the staff are based out of the country (Nairobi and Lokichoggio), historically for good reason. Over the past year, however, the security and political landscape have shifted, making it feasible to think about moving staff and operations into southern Sudan. Progress has been made in that four sub-offices have been



opened in southern Sudan since 2001, and two more are planned for 2004. The view in the field is that this has positively affected the quality and responsiveness of programming by bringing staff closer to the beneficiaries. The evaluation team supports the conclusion of the Technical Review that “it would be opportune for WFP to consider moving its field management activities and some of its programme activities to appropriate locations in southern Sudan, with Lokichoggio remaining the base of food logistics operations” (paragraphs 4.64 and 5.12). As the largest humanitarian operator in the country, it would be prudent for management to develop a comprehensive, phased plan to eventually move all of the program and logistics staff into southern Sudan. The timing should be linked with the development of the necessary communications, transport and other infrastructure to ensure acceptable working and living conditions. Having such a plan in place will ensure that WFP is prepared to keep pace with any momentum that follows the signing of a peace agreement.

About a quarter of the field posts managed from Lokichoggio were vacant as of February 2004. Vacancies in the various logistics services are also mentioned in several reports. Unfilled posts are having a detrimental impact on WFP’s ability to deliver food, and on its ability to plan and monitor more labour intensive recovery activities.

There is a perception among many field staff in the south that the various types of contractual arrangements and benefits are not transparent or fair. Sudanese staff members in south Sudan are hired according to UNDP/Khartoum regulations, however, while Kenyan staff members in southern Sudan are hired according to UNDP/Nairobi regulations, which are different. Although the reasons for these differences have been explained to staff, some find them difficult to accept. Given the difficult working and living conditions of staff in the field, management should pay special attention to issues which may affect morale and motivation.

Technical Support

In both the northern and southern sectors, field staff indicated that they would benefit from more frequent visits by the “technical” staff (nutrition, program, assessment, ICT, etc) based in CO Khartoum and Lokichoggio. Particularly in view of the shift towards recovery activities, program management should request technical staff in Khartoum and Lokichoggio to give priority to visiting and servicing the field. The workplans of the technical units should reflect this and could be regularly reviewed by management to ensure even coverage, possibly in the context of the MAP exercise. Field staff meetings should also be held regularly, to the extent feasible, as these are highly valued by staff posted outside of Lokichoggio and Khartoum.

As previously highlighted, WFP field staff in Sudan are working in difficult and often hazardous conditions. Direct contact with support function units is limited, and basic requests related to equipment, communications and living/working conditions sometimes go unheeded for lengthy periods of time. To help boost morale, administrative units in CO Khartoum and CO Nairobi/Lokichoggio should give priority to quickly servicing needs in the field.

Lesson

WFP needs to develop implementation plans for long-running emergency operations, whether they are included in the EMOP document and subsequently revised, or developed as annual plans after the EMOP has been approved.

Recommendations



Simple, dynamic implementation plans should be developed for each sector which staff are demonstrably prepared to use. The plans should encourage greater attention to outcomes.

WFP management in the southern sector should streamline the organigram for the Logistics Unit, clarifying the chain of command and the link with the Logistics Unit in the northern sector. (The responsibility for the southern corridor should be clearly vested with the Senior Logistics Officer based in Lokichoggio.)

HQ should assist the Logistics Unit in the southern sector to conduct a risk management exercise in relation to the successful implementation of transport infrastructure rehabilitation work under EMOP 10048.02 BR 3. It may be prudent to encourage other UN agencies to shoulder some of the responsibility/risk.

WFP management should review the apportionment of direct support costs (DSC) between the two sectors, considering the current balance of food aid that is routed through and distributed to beneficiaries in each sector.

There is an urgent requirement for WINGS training for all staff that manage budgets to ensure that they can adequately plan and monitor operational expenditures.

HQ should lead a human resources review which covers both the northern and southern sectors to ensure that the structure, number and profile of posts is suitable for implementing a more recovery-oriented operation such as a PRRO. This should also include a review of contractual arrangements for all categories of staff to ensure consistency, transparency and fairness.

The evaluation team concurs with the recommendation of the Technical Review to transfer operational staff to southern Sudan (para. 5.12) and further recommends that, in the context of an upcoming PRRO, management prepare a comprehensive, phased plan in anticipation of the signing of a peace agreement. It would be prudent to have three timetables based on varying scenarios (status quo, optimistic, pessimistic).

As recommended by the Technical Review (para. 5.9), the human resources unit in Nairobi must give priority to filling the vacant field posts in southern Sudan. Management should review and address the reasons for the delays.



WFP's Strategic Priorities and the Results of the Sudan EMOP 10048.02⁵⁰

SP1: Save lives in a crisis situation

Activities: GFD (90percent of commodities), SFP and TFP (2percent combined)

- **Reduce or stabilize prevalence of acute malnutrition**

The overall rate of global acute malnutrition remains unacceptably high in the Sudan, at 21percent. However, in the absence of baseline and trend data on mortality, morbidity and malnutrition, and given the multiple factors that affect malnutrition levels, it is difficult to assess the contribution of WFP's food aid over the period of the EMOP.

- **Reduce or stabilize crude mortality**

Consistent data on crude mortality rates is not available. In any event, such information would be difficult to link to WFP's food aid interventions in a crisis situation.

It is widely recognized that WFP's food assistance has contributed to saving lives in the Sudan over the last 3 years. In the absence of data on mortality and malnutrition trends (noted above), it is recommended that WFP prepare case studies of situations where it is clear that its interventions have saved lives (possible examples are: Bahr El Gazal, Western Upper Nile, the Darfurs). It is also recommended that, at the corporate level, WFP should review the feasibility of measuring the objective of savings lives in conflict situations, as well as of attributing any measurement to WFP's food aid interventions.

SP2: Protect livelihoods in crisis situations and enhance resilience to shocks

Activities: FFW (2,5 percent of commodities), FFT (2,5 percent) and ESFP (2 percent)

- **Increase ability to manage shocks and meet necessary food needs**

There is inadequate quantitative information at the outputs level and no information at the outcomes level for WFP to demonstrate the effectiveness of FFW and FFT at this time.

Emergency School Feeding Programmes (ESFP) were carried out in most WFP operational areas, although the coverage was low, providing food to only 5.8percent of a planned 7percent of basic education students in the country, due to resources constraints, the difficulties operating in conflict areas and the problems in identifying schools that met WFP's basic criteria for inclusion in the ESFP. (WFP beneficiaries at basic education level in 2003 were 163,543 under the CP and 54,147 under the ESFP, totalling 217,690 students. According to the Ministry of Education, some 3.75 million children were enrolled in basic education in the Sudan in 2002-2003). Although

⁵⁰ It is noted that EMOP 10048.02 was designed in early 2003 for the period April 2003 – March 2004 (later extended to December 2004) and that WFP's Strategic Priorities were approved by the EB in October 2003. This should be kept in mind when reviewing the achievements of the EMOP in the context of the five strategic priorities.



improving nutritional status was not an explicit objective of the ESFP, food provided to children in food insecure areas was reported to have contributed significantly to their daily dietary intake.

SP 3: Support the improved nutrition and health status of children, mothers and other vulnerable people

Activities: nutrition programmes for pregnant/lactating women, children, nutrition measures in ESFP.

- **Improve nutritional and health status of beneficiaries**

There are insufficient micronutrient nutrition data to determine the impact of WFP's fortified food aid on various targeted nutritional disorders. Consolidated trend data on the numbers of vulnerable women and children reached through food-supported nutrition interventions, and changes in health and nutritional status are not available.

- **Reduce impact of HIV/AIDS on food security among vulnerable populations**

Not relevant to this EMOP.

SP4: Support access to education and reduce gender disparity in access to education and skills training

- **Increase enrolment of boys and girls in primary schools**
- **Improve attendance of boys and girls in primary schools**
- **Improve capacity of boys and girls in primary schools to concentrate and learn**
- **Reduce gender disparity between boys and girls in primary and secondary schools, and skill training**

School feeding has been reported under SP2 – ESFP (above)

SP5: Help governments to establish and manage national food assistance programs

Activities:relevant institutional support.

- **Governments are able to plan and manage food-based programs**

Early warning systems have been put in place, and food security policy and disaster management strategies are being planned. Significant numbers of local officials have received on-the-job training during the Annual Needs Assessment exercises.



Evaluation of WFP Emergency Operations (EMOPs) 10048.00/01/02 in the Sudan



Annexes



Annex 1

Terms of Reference for the Evaluation of Sudan EMOPs 10048\01\02

1. An Overview of EMOP 10048

WFP has been providing relief assistance to the Sudanese population affected by war and natural disasters since 1989, when Operation Lifeline Sudan (OLS) was established. Within the OLS consortium, which includes UN system agencies and over 40 international and national NGOs, WFP is the principal agency for providing food aid and co-ordinating logistics. Currently, WFP is implementing EMOP 10048.02 (April 2003 – March 2004) entitled “Food Assistance to Populations affected by War and Drought”. There are 3.9 million planned beneficiaries, at a total cost of some US\$180 million and a commitment of 203,702 tons of food commodities.

The EMOP is supported by two Special Operations (SOs). SO 10181.01 is a passenger air service for the humanitarian community. SO 10278 was approved to rehabilitate a key section of the Sudan railway network. The aim was to link the northern and southern operations by surface transport in order to reduce the need for costly airdrops. However, this SO was not funded. (See annex 1 for an overview of WFP operations in the Sudan.)

2. Objectives of the Evaluation

The objectives of the evaluation are to:

1. assess whether the objectives of the operation are being achieved and to make recommendations for the design of a future phase;
2. identify lessons from the Sudan experience that could be of use in other emergency operations; and
3. provide accountability to the WFP Executive Board.

3. Scope of Work

The evaluation will begin with the first phase of the current EMOP, which was launched in April 2001, up to the present. It will examine how the EMOP has been implemented in the north and south of Sudan. It will also cover the links between the EMOP and the SOs that were launched to support it with a focus on how the SOs are helping the EMOP to achieve its objectives. The evaluation will also look at any actual or potential complementarities between the EMOP and the Sudan Country Programme (CP).

While this is not an evaluation of the management of the EMOP per se, it will address management issues where they are deemed to affect WFP’s ability to achieve its objectives. The evaluation will focus on WFP’s operational performance and not on the effectiveness of its role and partnerships within OLS. The PRROs supporting Ethiopian and Eritrean refugees in the Sudan and WFP



operations in neighbouring countries in support of Sudanese refugees will not be covered by this evaluation.⁵¹

4. Key Issues

The evaluation will address the following questions:

A. Relevance of the operation

- 1 To what extent are the objectives of the current EMOP 10048.02 relevant?
⇒ *Do the objectives accurately reflect the situation analysis, fall within WFP's mandate and give effect to WFP's policies?*
- 2 Do the objectives meet the real needs of beneficiaries?
⇒ *Are needs being accurately and appropriately assessed?*
- 3 Are the activities and outputs consistent with the objectives?
⇒ *Is the EMOP well designed?*
- 4 Does the operation take into account longer-term needs and problems?
⇒ *Minimize the disincentive to production, in particular food production*
⇒ *Help to restore livelihoods*
⇒ *The possible negative impact of food aid on local markets*
⇒ *Promote local purchases of food where possible and appropriate*
⇒ *Are the food rations nutritionally adequate over the longer term*

B. Effectiveness

- 1 To what extent are the operation's objectives being achieved?
- 2 Targeting: Are the right beneficiaries being identified and are they being reached at the right time?
⇒ *Are WFP's early warning systems in place and working?*
⇒ *Is VAM being effectively applied?*
⇒ *Has WFP been prepared to respond to significant changes in the emergency situation?*
⇒ *Is targeting effective?*
⇒ *Does the implementation of the EMOP adequately reflect the Commitments to Women and Enhanced Commitments to Women (EW/ECW)?*
⇒ *Is the EMOP moving from general food distributions (GFD) to more targeted distribution when appropriate? Is such a move effective?*
⇒ *Is the distribution of food timely?*
- 3 Are targets being met according to plan?
⇒ *Issues of humanitarian access*
⇒ *Pipeline management*
⇒ *Actual food distribution vs. planned*
- 4 How has the situation of the beneficiaries changed (intended and unintended results) as a result of the operation?

C. Operational Issues

⁵¹ A joint WFP/UNHCR evaluation of Sudan PRO 4168.05 and PRRO 6189 was undertaken in March-April 2001. See document WFP/EB.3/2001/6/3 dated 5 September 2001 and the full report for this mission.



- 1 **Management structure:** does the WFP management structure (regional and country level) effectively support the implementation of the EMOP?
- 2 **Implementing partners:** are the partners adequate and appropriate for implementing the activities under the EMOP?
- 3 **Logistics:** has logistical support been adequate, timely and efficient?
- 4 **Security:** have adequate measures been introduced and adhered to in order to minimize the risk to WFP staff, partners and beneficiaries?
- 5 **Monitoring:** are appropriate monitoring systems in place and being used to make management decisions?

D. Connectedness

- 1 How and to what extent does the operation complement, duplicate, overlap or work against other programs, with focus on:
 - north-south coordination within WFP (programme harmonization);
 - link with Special Operations 10080, 10181.0\1 and 10278;
 - link with the Sudan Country Programme (CP).
- 2 Has the implementation of the operation taken into account longer-term needs and problems (see A4)?

E. Lessons

What lessons can be drawn from WFP's experience in the Sudan to inform similar emergency operations?

5. Notes on Methodology

The evaluation will be divided into five phases:

Phase 1 - Planning Exercise (10 days)

The planning exercise will identify key issues, determine the team composition, and outline a suitable process for managing this relatively large and complex evaluation. In addition to consulting key individuals at HQ and in ODK, the WFP evaluation specialist will travel to Khartoum, Lokichoggio and Nairobi to consult with WFP staff, implementing partners and donors. The outputs of this exercise are a detailed terms of reference for the evaluation and a reading list for the desk study.

Phase 2 – Desk Study (10 days):

The evaluation will begin with a desk study of the extensive material already available on food aid assistance to Sudan. This will be conducted by the team leader, and will result in a short pre-mission inception report. The main objective of this task is to summarize the information already available on the evaluation issues and identify the gaps in order to focus the fieldwork. Using the results of this exercise, the team leader may refine the key evaluation issues and table of contents for the evaluation report. He will also draft a table of contents for the nutrition annex (for discussion with the nutritionist).

Phase 3 – Preparation (3 days)



CO Khartoum and the Nairobi liaison office for South Sudan will convene two temporary evaluation task forces. They will be comprised of senior (but adequately operational) representatives of the key stakeholders (IPs, GOS, SPLM, donors). The task force(s) will meet four times:

- in early January to review the draft evaluation TORs and prioritize the issues to be addressed by the evaluation team. Task force members will follow-up with their organizations to ensure that the necessary information is prepared for the team and to make logistical arrangements for the fieldwork.
- Upon the arrival of the evaluation team, to brief the members prior to beginning fieldwork.
- At the final debriefing, when the team presents the preliminary evaluation results for discussion.
- Towards the end of March to provide feedback on the draft evaluation report, and discuss how to implement the recommendations.

Based on a monitoring and evaluation training exercise which WFP staff from northern and southern Sudan are undertaking concurrently to the evaluation, CO Khartoum and Loki will provide OEDE with a completed logframe matrix for the EMOP by mid-January 2004. The team will use this as the starting point for the evaluation exercise.

Prior to the mission, all evaluation team members will review relevant background documents, including the desk study. The team leader will prepare and circulate a field programme which outlines team member responsibilities, field movements, and methods for collecting information. The team members will meet in Rome for a briefing prior to going to the Sudan. While in Rome, the team members will agree on roles and responsibilities during the overall exercise, and refine the field programme.

Phase 4 – The in-country mission (5 weeks):

To the extent possible, the Team should meet with all relevant stakeholders, including beneficiaries, Government of Sudan (GOS) and counterpart authorities, key implementing partners, donors and other agencies with an interest in food aid for the Sudan. Data collection will take place both in the offices of key stakeholders in the capital and in the field where the activities of the EMOP can be visited.

Phase 5 – Report writing (5 working days team members, 10 working days team leader).

During each phase of the evaluation, the team leader should confirm the duties and responsibilities of each team member. These can be organized around the subjects to be covered in the full evaluation report. The team leader is responsible for co-ordinating inputs to and writing the Aide Memoire and the full evaluation report. The nutritionist and logistician will prepare a short report to be annexed to the full report. The WFP evaluation specialist will prepare the draft EB summary report.

6. Products of the Evaluation Desk Study Report (pre-mission inception report)

1. **Aide Mémoire** for debriefing the Country Offices, ODK and HQ (maximum 5 pages)
2. **Nutrition and Logistics Technical Annexes** (maximum 10 pages each)
3. **Final Evaluation Report**
4. **Evaluation Summary Report and Recommendations Tracking Matrix** (maximum 5000 words for the main text of the Summary Report; the RTM will be an annex to the summary report)



Evaluation of WFP Emergency Operations (EMOPs) 10048.00/01/02 in the Sudan

All reports will be prepared in English. The mission is fully responsible for its independent full report, which may not necessarily reflect the views of WFP. The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.



Annex 2

EMOPs Sudan 10048.00/01/02 Nutrition and Food Aid

April 2001 to February 2004

1. Introduction

Between April 2001 and February 2004, WFP designed and implemented three Emergency Operations (EMOPs) in Sudan, Nos.10048.00, 01 and 02, all of which aimed to contribute to saving lives of vulnerable populations in the Sudan, by improving and/or maintaining the nutritional status of targeted persons with specific emphasis on women. The bulk of WFP's food aid was provided through General Distributions (GD), with about one tenth through Supplementary Feeding Programmes (SFP), Food for Training (FFT), Food for Work (FFW) and Emergency School Feeding (ESFP). During the period immediately prior to EMOP 10048.00, many areas experienced Global Acute Malnutrition (GAM)⁵² rates of 30 percent and higher. At the close of 2003, GAM rates in all areas of WFP operations remained higher than the national average of 18 percent⁵³, with nutrition survey data from the worst affected areas reporting levels far higher (22 to 39,9 percent) than those deemed to be "high and indicating a serious situation" (over 20 percent).⁵⁴ This Annex briefly presents issues of concern, conclusions regarding persisting high rates of malnutrition and recommendations for consideration in Sudan.

2. Malnutrition in Sudan

In 2001, the average GAM rate for all Sudan was 15percent, and the 2001/02 Annual Needs Assessment (ANA) predicted that the nutritional status of the general population in Southern Sudan would deteriorate without emergency food aid and other relief inputs.⁵⁵ In 2002, the overall GAM rate had increased to 19 percent, with the 2002/03 ANA reporting "unprecedented high and constant malnutrition rates countrywide." In the worst affected areas of both North and South, nutrition surveys reported malnutrition rates between 22 and 39,9 percent, with an average GAM rate of 24 percent in the most insecure regions, where up to 50 percent of women were at risk of malnutrition, and 10 percent suffered from severe malnutrition. Between April 2002 and March 2003, the highest GAM levels were reported in Bieh State (39,9 percent), Padak (37,7 percent), Old Fangak (30,3 percent) and Atar (33,1 percent) in Upper Nile/Jonglei regions.

Whilst the 2003/04 ANA concluded that "malnutrition in Sudan had declined somewhat from 2002 levels,"⁵⁶ some previously reported high malnutrition rates remained unchanged or actually rose in 2003. Although the overall GAM rate had fallen from 24 to 21 percent at the end of 2003, nearly half of all regions surveyed reported rates well above 20 percent, and considerably higher than the critical

⁵² Global Acute Malnutrition (GAM) refers to Weight for Height (wasting) in <5 children of -2 Z scores or less (<80percent of the median) and/or presence of oedema.

⁵³ Sudan Annual Needs Assessment 2003/04, WFP, Khartoum: February 2004

⁵⁴ Food and Nutrition Handbook, WFP, Rome: 2003, p. 39

⁵⁵ Sudan Technical Review of EMOP 10048.02

⁵⁶ Sudan ANA 2003/04, WFP, Khartoum: 2004.



threshold of 15 percent.⁵⁷ Even the lowest reported GAM rate (12,9 percent in Equatoria) was higher than expected in a non-drought situation in Africa.⁵⁸ The most alarming rates reported in 2003 (25,4 and 25,6 percent in North and South Darfur, respectively) indicated the continuing prevalence of malnutrition at emergency levels in large geographic areas of the country. Nutritional status was expected to “deteriorate in the Darfurs, remain critically high in Red Sea States and parts of Upper Nile, and remain the same or reduce only slightly in Unity, Bahr el Ghazal, Jonglei and Nuba regions.”⁵⁹ Although malnutrition prevalence rates in Sudan were unacceptably high for such long periods of time, it appears that they failed to draw the concern and attention they sorely merited. Unless efforts are made soon to develop holistic and comprehensive strategies to tackling malnutrition, there is little reason to believe that the nutrition situation will improve in the near or even more distant future.

The 2003/04 ANA cautioned that malnutrition, rather than being an outcome of food deficits alone, had multiple and interrelated causes such as poor sanitation, inadequate hygiene practices, insufficient health services and inappropriate care practices for young children and women. WFP recognised that malnutrition could not be resolved solely by the provision of food aid, and advocated a holistic approach combining the inputs of all nutrition partner agencies. In a small number of cases, such as in Ajiép in Bahr-El- Ghazal (where GAM rates declined from 48 percent in September 1998 to 5,9 percent in July 2000) multi-disciplinary interventions had been shown to substantially reduce malnutrition rates. Few assessments of the multiple causes of malnutrition, however, were carried out during the period of the three EMOPs, and vital inputs (disease control and preventive health services; provision of water, sanitation and non-food items; appropriate shelter and responsive care for children and women) were not systematically implemented in WFP’s zones of intervention.

At least some of the potential benefits of food aid were undermined because steps were not taken to address beneficiaries’ persisting health problems and/or the inadequate care of children and women. This could partially explain the relatively poor progress made in reducing malnutrition despite considerable food distributions. At the same time, in areas where nutrition survey data reported high levels of GAM (such as in the Red Sea State, and Kassala), WFP assumed that malnutrition was unresponsive to food aid, in the absence of data on factors related to other possible causes of malnutrition.⁶⁰ On the contrary, however, WFP’s food aid may have in fact prevented further deterioration in nutritional status, in the absence of other interventions.

RECOMMENDATIONS:

WFP should:

- *Establish a small, but highly motivated “Malnutrition Elimination” Task Force or Think Tank, together with GoS/SRRC, UNICEF and other partners, aimed at developing practical strategies to alleviate malnutrition in Sudan, and renewing the commitment of all concerned agencies/departments to resolve at least some of the immediate and underlying causes.*
- *Revise its indicator from “reducing malnutrition to below the national average of 18 percent” to “**below 15 percent**”, WHO’s definition of a nutritional emergency.*
- *Advocate with counterparts, partner agencies and donors to respond appropriately in areas experiencing nutritional emergencies (where malnutrition rates are 15 percent and above).*

⁵⁷ WHO Classification of Wasting Prevalence

⁵⁸ Reports on the Nutrition Situation of Refugees and Displaced People (RNIS), ACC-SCN, Geneva (undated).

⁵⁹ Handover Note: Nutrition and Health Activities in WFP Sudan: Khartoum, February 2004.

⁶⁰ Sudan ANA 2003/04, WFP, Khartoum: 2004



3. UNICEF and WFP Coordination

In accordance with the 1998 UNICEF/WFP Memorandum of Understanding (MoU) in Emergency and Rehabilitation Interventions, UNICEF was WFP's closest UN nutrition partner during the 2001-2004 EMOPs. Whereas in the Southern Sector, the global MoU was used, a locally adapted version of the document guided UNICEF-WFP collaboration in the North. Although considerable efforts were made by both agencies to coordinate nutrition survey methodology and the management of and technical support to feeding programme partners, UNICEF was only partially able to fulfil its MoU commitments. For example, UNICEF did not systematically monitor the nutritional status of most of the populations served by WFP, nor determine and meet children and women's non-food needs. And, while UNICEF's key nutrition staff provided valuable and consistent support to WFP at national level, the absence of field-based technical staff and UNICEF's much smaller field presence limited its contributions to improving nutritional status in Sudan.

WFP's operational area was much larger than UNICEF's, resulting in gaps in zones where UNICEF inputs were insufficient or non-existent. In the South, UNICEF, operating through Operation Lifeline Sudan, had even fewer nutrition technical staff than in Khartoum, with one Nairobi-based international project officer, and a national officer (NOB) post in Lokichoggio that was vacant for over two years. Improved planning and programming efforts, together with increased numbers of UNICEF technical staff would have greatly improved the implementation of the MoU. However, in light of UNICEF's separate programming cycle, limited coverage and minimal nutrition technical staff, WFP would have also required additional technical staff and expertise, and the assumption of a more technical role in nutrition, to ensure that its food aid was accompanied by adequate inputs.

RECOMMENDATIONS:

WFP should:

- *Carry out a mapping exercise with UNICEF to identify common operational constraints and jointly programme nutrition interventions together in these locations. In zones where UNICEF is not operational, alternative sources of technical and financial assistance should be identified.*
- *Develop a more critical role in emergency nutrition programming in Sudan, ensuring the timely collection and dissemination of accurate, reliable and pertinent nutrition data and information from all operational areas. WFP should also maintain a core nutrition unit of technical staff in order to supervise, monitor and provide appropriate technical assistance to implementing partners of nutrition-related programmes.*

4. Nutrition Data Collection in Sudan

The 2003/04 ANA acknowledged that, despite considerable efforts by WFP and partner agencies to improve and standardise nutrition data collection during the period of the EMOP, "a reliable, accurate nutrition information system does not yet exist in Sudan." Nutrition surveys were carried out in an ad hoc manner, in terms of timing and geographical coverage, in a relatively small portion of WFP's operational sites in areas where agencies implemented feeding programmes. Survey data



therefore covered only a fraction of the actual beneficiaries and permitted little more than rough generalisations to be made about the prevalence of malnutrition. Yet, estimated prevalence rates from surveys were routinely used by decision-makers to describe the nutritional status of a given population, and to justify decisions such as initiating or closing feeding centres or increasing or decreasing GD rations.

Most partner agencies used their own or donor funds to cover the costs of surveys since WFP did not request or finance these activities and UNICEF only did so occasionally. WFP and UNICEF encouraged agencies to follow standardised nutrition survey methodology, and offered technical and logistical support and advice upon request. However, neither UN agency participated routinely in nutrition surveys, preventing verification that the standardised survey methodology was actually followed. At times, the lack of rigour in nutrition data collection prevented partner agencies from comparing results from different geographical regions and from the same zones at different times of the year. Whereas some surveys benefited from high level technical experts, others were carried out by staff with inadequate experience and training, with potentially adverse effects on validity and reliability of results.

The timing of nutrition surveys was largely irregular due to difficulties in reaching populations at risk resulting from insecurity and/or inclement weather and poor roads; seasonal migrations of the target populations; the non-availability of trained survey teams and supervisors, and/or a lack of funds. Because surveys were not conducted at fixed times each year, capturing nutrition prevalence during periods of both plenty and of greatest need, it was impossible to determine seasonal trends over time in most areas. Consequently, WFP was unable to accurately detect or predict changes in malnutrition prevalence rates during the year, which in turn limited its capacity to use food aid to effectively alleviate or prevent malnutrition. The lack of routinely collected nutrition data also prevented WFP from assessing the impact of its interventions on beneficiaries' overall nutritional status.

In 2003, 22 surveys were carried out using the standardised methodology,⁶¹ in 16 of 26 states/counties in the Southern Sector, by nine different agencies. In the Northern Sector, 18 surveys were carried out by five agencies in 2003, 27 surveys by eight agencies in 2002, and 21 surveys by 12 agencies in 2001. More areas in the North benefited from two surveys per year, although most agencies collected nutrition data only once per year in any given project site. Anthropometric survey data were entered into WFP's Nutrition Databases, whereas data from surveys that failed to adhere to the accepted methodology were excluded. In some cases, surveys that used the standard methodology but which provided data that conflicted with available information were also excluded from the Nutrition Databases and ANAs until the data had been validated. WFP Nutrition Officers occasionally visited the field to review questionable nutrition survey data, in an effort to confirm or reject findings and to reach a mutually agreed conclusion on malnutrition rates. The large numbers of agencies carrying out dozens of surveys each year in numerous geographic zones rendered WFP's task of ensuring quality control of the Sudan nutrition databases an extremely complex one. In order to have assessed the progress and impact of its food relief operations, WFP would have had to be more involved and in control of nutrition data collection, analysis and reporting in Sudan.

Retrospective mortality data collection, used to approximate mortality rates, was subject to recall bias, and results were therefore highly unreliable. Such data were not reported in the nutrition

⁶¹ Only surveys using the standard methodology were included in WFP databases; it is not known how many surveys were carried out using other methodologies.



database, nor used in the analysis of malnutrition trends, preventing decision-makers from estimating the impact of mortality on changes in malnutrition prevalence rates.⁶² In view of the high rates of malnutrition reported for extended periods of time in most parts of Sudan, it is possible that high death rates of infants and young children accounted, at least in part, for reported reduced rates of severe malnutrition.

Survey data results were reported in terms of GAM and Severe Acute Malnutrition (SAM)⁶³ by age group and by sex. Although data on age were collected, and used in reporting on rates of wasting,⁶⁴ the indicator of chronic malnutrition (height-for-age) or stunting was not reported. Considering the long-term prevalence of acute malnutrition throughout Sudan, it would have been useful to monitor trends in stunting as well as wasting.

RECOMMENDATIONS:

WFP should:

- *Ensure the systematic collection of nutrition data in Sudan, in the form of nutritional surveillance, or a combination of complementary information systems, e.g. both surveillance and periodic surveys, to measure trends, to monitor the impact of WFP and others' interventions over time, and to link Annual Needs Assessments more systematically with both anthropometric and food consumption data collection efforts.*
- *Ensure that baseline nutrition surveys are carried out to assess nutritional status and a few critical indicators of causality, including health care, water supply, sanitation and hygiene, and care. Baseline data should be used to design and implement more responsive nutrition programmes, and in the South, linked with a Health Information System Database, being formulated by counterparts.*
- *Supervise, monitor and if necessary, fund partner agencies to carry out nutrition surveys, in order to ensure compliance with the agreed-upon methodology and to confirm the reliability of the data. ToRs on periodic nutrition data collection should figure in LoAs with partner agencies and annual Nutrition Survey Workplans should be developed between UNICEF, WFP and partners.*
- *Advocate for a system of demographic data collection in Sudan, including mortality data, in order to improve the analysis and use of nutrition survey data for decision-making.*
- *Develop capacity (in-house, through regional offices or through counterparts) to ensure regular, reliable nutrition data collection when none is forthcoming from external sources.*
- *Expand its use of Nutrition Data Bases from reporting on and mapping malnutrition prevalence rates, to assessing seasonal and long-term nutrition trends; cross-tabulating malnutrition rates with other variables such as gender, access to water, immunisation status, morbidity and mortality rates, assessing other indicators of malnutrition such as stunting and preparing information for donors.*

5. General Distributions

⁶² In a number of nutrition survey reports in North Sudan, the percentage of males in the survey sample was much higher than that of females. It is not clear if this difference was due to higher mortality amongst girl children, or to sampling error.

⁶³ Severe Acute Malnutrition (SAM) refers to Weight for Height of < 5 children of -3 Z scores or less (<70percent of the median) and/or presence of oedema.

⁶⁴ WFP staff commented that age data collected in nutrition surveys were inaccurate due to lack of birth registration and low levels of literacy. Yet, age data were routinely collected, using local calendars, and used to report on wasting.



In light of the high levels of GAM identified in Sudan, the food basket, intended for vulnerable groups within the general population, and Internally Displaced Persons (IDPs) totally dependent on food aid, appeared to be appropriate in terms of quantity and choice of commodities. The approved GD ration provided approximately 2100 kcalories and consisted of 450 g of cereals (unmilled sorghum, wheat and occasionally maize), 50 g of pulses (lentils and dried peas), 30 g of vitamin A/D fortified vegetable oil, 5 g of iodised salt, and, in areas with high rates of malnutrition, 50 g of blended food/Corn Soya Blend (CSB).

Despite WFP's concerted efforts to accurately assess food needs, identify beneficiaries, and to plan for and provide adequate food rations, planned commodities were not always available. Relief foods were mainly donations in kind, leaving WFP relatively little control over the type of commodity received and resulting in the absence of some items, especially pulses, fortified vegetable oil, iodised salt and CSB for all or part of planned distribution periods. From 2001-2003, it was estimated that WFP rations provided an average of 1500 kcals in 75 percent of WFP's operational areas in the Northern Sector due to an incomplete food basket, arising from insufficient commodities, or their delayed arrival.⁶⁵ Although modification tables were developed and provided guidance on temporary, short-term substitutions for missing food basket commodities, it was unclear if the recommendations were actually implemented. Reports suggested that quantities of cereals were increased in the absence of other food items, in order to meet calorie requirements. However, long-term shortages of some commodities undoubtedly reduced beneficiaries' intakes of required nutrients, contributing to the prevalence of high levels of malnutrition amongst some populations.

WFP commonly limited GD to 75, 50 or 25 percent of the full ration to prevent the "total dependency of the population on food aid and in consideration of other household food sources from harvests, livestock and gathering of wild foods".⁶⁶ GD were also programmed for only a few months instead of the entire year in an effort to fill temporary gaps in food supplies of the most vulnerable households, as identified in the Annual Needs Assessment (ANA). Although WFP strived to carry out GD during the "hunger season" in both Northern and Southern sectors, for at least a period of four to five months, food supplies were often unavailable until much later than planned, with GD actually taking place after the harvest. In light of reports of sharing⁶⁷, and diversion of GD rations, which undoubtedly reduced the nutritional intake of the intended beneficiaries, decisions to provide less than full rations may not have been appropriate. Occasionally, decisions to reduce GD were reversed and larger rations then provided to beneficiaries in areas where nutrition data indicated unacceptably high rates of malnutrition.

WFP was also obliged to distribute less than 100 percent of the planned rations due to insufficient stocks. To the extent possible, unforeseen adjustments to rations prioritised beneficiaries in the most nutritionally vulnerable areas such as the IDP camps and conflict areas, or selective feeding programmes.⁶⁸ There was considerable risk, however, that inadequate ration size negatively affected the population's nutritional status, especially during lean periods or in areas with high food insecurity.⁶⁹

⁶⁵ Food and Nutrition Handbook, WFP, Rome: 2003, p 39.

Handover Note: Nutrition and Health Activities in WFP Sudan, Khartoum: February 2004.

⁶⁶ Handover Note: Nutrition and Health Activities in WFP Sudan, Khartoum: February 2004.

⁶⁷ Although surveys on intra-household food consumption had not been carried out, it has been reported that high status nutrient-rich foods such as oil and CSB were commonly reserved for men, rather than for children and women.

⁶⁸ Handover Note: Nutrition and Health Activities in WFP Sudan, Khartoum: February 2004.

⁶⁹ Handover Note: Nutrition and Health Activities in WFP Sudan, Khartoum: February 2004.



RECOMMENDATIONS:

WFP should:

- Consider factors affecting actual food consumption, such as re-distribution, inter- and intra familial sharing, and the absence of some food basket commodities for extended periods of time when considering a reduction in GD ration size.
- Include CSB in GD until malnutrition rates have reached acceptable levels (<15 percent GAM).
- Systematically increase the quantities of available commodities to compensate for missing commodities, using existing guidelines.
- Advocate to donors for the timely contribution of all required food commodities, providing them with updates on malnutrition rates in Sudan, and information on the potentially damaging consequences of missing commodities and late food deliveries.
- Organise, together with partner agencies, the collection of household food consumption data (if possible using observation rather than recall methods) in order to estimate dietary intakes, and thus assist WFP to create the most appropriate food basket and to accurately adjust ration sizes and duration.

6. Micronutrient Nutrition and Fortified Food Commodities

Micronutrient nutrition was neither systematically assessed nor monitored in Sudan, leaving only anecdotal evidence of actual deficiencies. Although vitamin A supplements were distributed to children under five years of age through National and Sub-national Immunisation Days, a lack of adequate health services and low immunisation coverage suggested that such efforts were insufficient to prevent widespread subclinical vitamin A deficiency. Observations of visible goitres amongst WFP beneficiaries in Red Sea State, Kassala, and Bahr el Ghazal, and information from UNICEF that less than 10 percent of salt was iodised in Sudan indicated that Iodine Deficiency Disorders (IDD) were prevalent, at least in parts of the country.⁷⁰ Iron-folate supplementation of pregnant and lactating women had yet to be established, and only a handful of medical relief NGOs provided tablets through antenatal health care services.

The items most commonly absent from WFP food supplies were those fortified in micronutrients: vitamin A and D fortified oil and iodised salt.⁷¹ Visits to several WFP warehouses, distribution sites and centres revealed that labels on some vegetable oil did not specify that it was properly fortified. Oil purchased by WFP with funds from the UK and from Japan was labelled only as “bleached palm oil”, while US Government donated oil tins mentioned vitamin A, but not vitamin D.⁷²

Since 2001, iodised salt was procured locally on two occasions in the Northern Sector, with the first shipment of 231 mt delivered to Port Sudan in late 2003, and a second shipment of 235 mt ordered in early 2004.⁷³ Gezira Agency Inspection Services randomly tested the iodised salt immediately following production in October 2003, showing iodine concentrations ranging from

⁷⁰ International Council on the Control of Iodine Deficiency Disorders (ICCIDD) database describes IDD in Sudan as a serious public health problem, with moderate IDD levels throughout Sudan, and high levels in the Darfurs and Khartoum.

⁷¹ WFP policy requires Vitamin A (30,000 IU/kg-9,000 mcg RE/kg) and Vitamin A (3,000 IU/kg or 75 mcg/kg) fortification of all vegetable oil; specifications for iodised salt require 20 – 40 mg of iodine/kg, or 33 - 66 mg of potassium iodate per kg.

⁷² Although most adults and older children would have sufficient vitamin D from exposure to the sun, infants and young children who are kept indoors or covered might be at risk of deficiencies.

⁷³ Raw salt was iodised in Port Sudan with 20 to 40 ppm of potassium iodate, and packed in 50-kg polypropylene bags.



21.2 – 36-parts per million (mean concentration of 26.8-ppm).⁷⁴ Considering the small amount of iodised salt distributed (5 g/person/day vs. 10g, the average daily per capita consumption), and the extremely harsh climactic, transport and storage conditions, WFP’s specifications for iodised salt appeared to be inadequate. Globally, 80-ppm is recommended for bulk salt at factory level; 70-ppm at distribution site; and 45-ppm at household level,⁷⁵ whilst existing legislation in Sudan required a minimum of 50-ppm.⁷⁶

Although appropriate bags were used for the initial packing of iodised salt, sacks were not marked with manufacturer’s name, date of manufacture, iodising agent, iodine content, date of expiration at 12 months from the date of manufacture, net weight, and the caution to store in a cool, dry place⁷⁷. In several WFP warehouses salt was found stored in open sacks, and beneficiaries reportedly collected iodised salt in cups or bowls. Field staff confirmed that after the initial testing, iodised salt was not tested in the field, preventing confirmation of adequate iodine content at household level.⁷⁸

RECOMMENDATIONS:

WFP should:

- *Organise, together with partner agencies, the collection of baseline prevalence data, preferably using biochemical indicators, followed by periodic assessments through sentinel sites, on vitamin A deficiency, IDD, and nutritional anaemia amongst the vulnerable groups, in order to provide the basis for designing joint UNICEF-WFP programmes aimed at alleviating micronutrient-related deficiencies of public health significance, and to enable WFP to assess the impact of food aid on such deficiencies.*
- *Ensure that all vegetable oil is fortified according to WFP standards and ensure that containers are labelled with the types and quantities of micronutrients, and expiry date.*
- *Increase the minimum quantity of potassium iodate specified for iodised salt from 20 – 40-ppm to 80-ppm at production level, minimum of 45 – 50-ppm at household level. Carry out rapid iodised salt testing routinely at WFP warehouses and at distribution sites; return salt that is inadequately iodised to production level for re-iodisation. Provide staff and partners with information on IDD and the importance of iodised salt, and guidelines on the appropriate storage and distribution of iodised salt. Ensure appropriate storage at warehouses to maintain adequate iodine levels.*
- *Brief beneficiaries, donors and staff on the importance of micronutrients in relief food and on micronutrient malnutrition, and inform staff and beneficiaries of ways to enhancing micronutrient status through health care, food and nutrition, and hygiene.*

7. Therapeutic and Supplementary Feeding Programmes

UNICEF was responsible for Therapeutic Feeding Programmes (TFP) in the North and South, whilst WFP managed Supplementary Feeding Programmes (SFP) in both Sectors. Partnerships with implementing agencies were formalised through the establishment of a Letter of Agreement

⁷⁴ Purchase Order Documents, submitted to Baaboud Salt Plant in Port Sudan

⁷⁵ Salt Iodisation for the Elimination of Iodine Deficiency, MG Venkatesh Mannar & John T Dunn, ICCIDD, Geneva: 1995.

⁷⁶ IDD Prevalence and Control Program Data, ICCIDD, USA: 2002.

⁷⁷ In accordance with ICCIDD regulations for labelling iodised salt.

⁷⁸ A recommendation to distribute “iodine supplementation” in the Minutes of the Nutrition Coordination Meeting for the Southern Sector (Oct 2003) was rejected due to concerns about initiating a new vertical programme. However, UN policy advocates universal salt iodisation, not supplementation, as the intervention of choice for IDD control and elimination.



(LoA) between partner agencies and WFP, covering a maximum period of one year. Planned beneficiary numbers varied according to changes in malnutrition prevalence rates, with figures based on estimates at the beginning of each EMOP.⁷⁹ By 2004, WFP-Khartoum reported providing SFP to over 64,000 beneficiaries, TFP to over 10,000, and institutional feeding for 7,000 patients in IDP camps in Benitu, Wau, Kassala, and Malakal, and in hospitals in Red Sea State.⁸⁰ Feeding programmes generally grew in size and coverage during the hunger gap period, when malnutrition rates were highest, and decreased and sometimes closed, at least in the most secure regions (such as Northern Bahr el Ghazal and Upper Nile), during the post-harvest period.⁸¹ Most feeding programme beneficiaries were malnourished children and pregnant women/lactating mothers, even in areas with extremely high rates of malnutrition where blanket feeding of all vulnerable group members (not only those suffering from malnutrition) was most likely warranted, in accordance with WFP Food and Nutrition guidelines.

The need for feeding programmes was greater than partner agencies could provide due to limited resources and numbers of available agencies. In some WFP operating areas, only 20 percent of estimated beneficiaries were actually enrolled in a programme. As of 2003, WFP-Khartoum, in conformity with a GoS mandate, required all NGOs receiving food aid for SFP and/or TFP to be registered with the GoS, eliminating several long-term partner agencies, and further reducing the limited pool of partner agencies. Feeding programme coverage was constrained due to insecurity, which prevented partners from obtaining access to the neediest areas. Although feeding programmes undoubtedly alleviated malnutrition amongst participants, their overall impact was limited by low coverage.

Whilst criteria, guidelines and reporting formats from various NGOs and MoH were harmonised and standardised during the EMOPs, considerable variations were observed in nutrition partner agencies' technical capacity and experience in SFP and TFP. Larger, international NGOs generally offered more resources than MoH or local NGOs in terms of staff, equipment and technical backstopping with subsequent differences in programme quality. WFP nutritionists in both sectors occasionally provided training and programme guidance to partner agencies, whilst Nutrition Coordination Groups in both the North and South disseminated information on TFP and SFP through email and monthly meetings.

TFP was carried out by partner agencies, with most food and equipment provided either by the NGO itself or by UNICEF, and take-home food rations for caregivers of severely malnourished patients provided by WFP. In the North, WFP provided some TFP rations (F100 and F75 therapeutic milk, sugar and oil,) whilst in the South therapeutic milk, followed by ready-to-eat foods (such as Plumpy Nut⁸²) was provided by UNICEF. Partner agencies reported shortfalls and/or late deliveries, in addition to confusion regarding the commitments of both agencies. Although TFP was generally implemented in conjunction with primary health care services, some centres operated in the absence of medical care in areas where medical NGOs had moved their clinics elsewhere (e.g. Mariel Bai in Bahr el Ghazal). In some areas, the same agency carried out both TFP and SFP; in areas where two different agencies were responsible, interagency collaboration was sometimes problematic. In Southern Sudan and some areas in the North, a new feeding strategy focusing on

⁷⁹ Nutrition survey results were used to estimate the approximate numbers of malnourished under-fives in the entire population. For example, if the GAM rate was 20percent in a population of 50,000 persons, (approximately 20percent of whom are under 5, or 10,000 individuals), an estimated 2000 children are expected to be malnourished and would be targeted for TFP and SFP.

⁸⁰ Handover Note: Nutrition and Health Activities in WFP Sudan, Khartoum: February 2004.

⁸¹ WFP South Sudan Operations Review of the EMOP April 2002 to March 2003, Lokichoggio: 2003.

⁸² Plumpy Nut (Registered Trademark) is a ready-to-eat, individually packaged nutritional supplement consisting of peanut butter, vegetable fat, dry skimmed milk, lactoserum, maltodextrines, sugar, and a mineral and vitamin complex.



treating malnourished in their homes known as Community-based Therapeutic Care (CTC) was initiated by partner agencies on a trial basis in an attempt to address high rates of malnutrition due to chronic food insecurity.

While SFP were operated at any time of the year in IDP camps, in response to high rates of malnutrition, SFP for the general population were generally initiated during the hunger gap months, when malnutrition rates started to rise, and closed during the harvest season, when they declined. Most SFP used dry, take-home rations, although some wet or “on-the-spot” SFP were operated.

Issues of concern regarding SFP food supplies included shortfalls in or non-availability of food commodities from WFP due to pipeline breakdowns, late delivery of food commodities, and the inadequacy of the prescribed WFP rations in meeting the required nutrient standards for malnourished patients.⁸³ WFP’s practice of rounding monthly SFP food requirement figures to the nearest decimal point (in order to avoid delivering partial or opened sacks or containers), sometimes resulted in insufficient deliveries of food items. Following pipeline breaks, WFP policy did not permit the provision of restorative rations (i.e. compensation with food deliveries at a later date for food not delivered due to stock shortfalls). Partners were obliged to make up the difference in rations, to limit distributions to whatever foodstuffs were available, or in extreme circumstances, to postpone or cancel distributions. WFP commonly had difficulty in notifying nutrition partners of the expected date when food would be available/delivered, and which, if any commodities were unavailable. Other problems included:

- Low coverage of targeted beneficiaries due to limited resources and capacity in terms of staff, space and logistics of partner agencies; lengthy approval process for WFP food aid, and required re-approval in order to raise numbers; competing priorities of caregivers, limited time available to bring family members to SFP; insecurity and ongoing warfare, limiting beneficiaries’ access to SFP
- Extreme food insecurity of SFP beneficiaries’ families, with SFP rations commonly replacing rather than supplementing beneficiaries’ meals
- Inability of beneficiaries to benefit fully from SFP rations, due to obligations to share food at home
- Practice of calculating rations on a 30-day month resulting in shortfalls during months with 31 days
- Occasional errors in initial estimates of food security, in forecasts of harvests, and measurement of malnutrition rates, resulting in insufficient requests for WFP food (While some agencies could fill gaps themselves, inadequate supplies at times negatively affected coverage.)
- High defaulting rates, due to caretakers’ unwillingness to attend SFP over long periods of time, which meant giving up income or other resources
- Tendency of TFP to achieve malnutrition recovery targets of death rate, maximum length of stay and weight gain more often than SFP, whose beneficiaries often failed to put on weight
- Failure of some nutrition agency partners to comply with WFP reporting requirements (Requiring monthly reports to be submitted before authorising the release of food delivery was reported to have improved the timeliness of SFP reporting.)
- Variations in food storage facilities for WFP-provided commodities amongst partner agencies, in some cases resulting in damage to commodities due to inadequate storage conditions.
- WFP’s inadequate capacity to monitor and supervise SFP due to a lack of technical competence in nutrition at the field level, and insufficient staff to cover all SFP centres regularly, with WFP

⁸³ WFP’s ration of 20g of Vegetable Oil for SFP provides 885 kcal or only 28percent of the requirement for fats vs. global requirement of 30 – 35percent for fats



staff making irregular visits partners to address issues of concern, rather than regular technical visits to SFP centres to view procedures, discuss outcomes, and strategise for improvements.

SFP partner agencies were satisfied with their relations with WFP, and appreciated WFP's efforts to deliver food supplies despite difficult and dangerous circumstances. However, several NGOs reported delays in food supply deliveries, and the absence of planned commodities, while the GoS in one location felt that SFP coordination was inadequate. WFP staff raised doubts of partner agencies' willingness to openly raise problems, for fear of jeopardising their access to relief food. Regarding the accuracy of nutrition survey results, upon which beneficiary forecasts were based, WFP voiced concerns that malnutrition rates might be either inflated by partners, to justify the initiation of SFP, or conversely, deflated, either to substantiate a decision to close a centre or to demonstrate positive results.

RECOMMENDATIONS:

WFP should:

- *Establish tripartite LoA's for TFP including UNICEF, partner agency and WFP, in order to clarify the obligations of all parties.*
- *Ensure the availability of field staff with expertise to monitor and supervise SFP and its contributions to TFP.*
- *Advocate for partner agencies to expand TFP and SFP coverage and/or invite new agencies to implement programmes, especially where coverage is very low.*
- *Increase training and/or technical support to partner agencies with low implementing/technical capacity, and facilitate mentoring relationships between competent partners and those less skilled.*
- *Ensure adequate food supplies for SFP and TFP, in quantity and quality, and closely monitor pipelines to provide advance warning to partner agencies in case of breaks or delays.*
- *Assess Community-based Therapeutic Care (CTC) as a potential model for feeding programmes.*

8. Other Nutrition-related Food Distributions (ESFP, FFT, IF)

An Emergency School Feeding Programme (ESFP) was carried out in most WFP operational areas, although coverage was very low, providing food to only 5,8 percent of a planned 7 percent of basic

education students in the country⁸⁴ due to resource constraints and difficulties operating in conflict areas. In many areas, the few schools in existence were located great distances from the population, had poor facilities, and provided low quality education,⁸⁵ and thus did not meet the WFP's criteria for ESFP. In 2002, 26,803 boys and 27,344 girls received school meals, and by the end of 2003, most of the 24 national and international NGOs with whom WFP had entered into LoA's under EMOP 10048.02 were implementing ESFP.⁸⁶ Issues of concern included problems in the timely delivery of commodities resulting in ruptures of stocks; the provision of culturally inappropriate foods; insufficient coordination and collaboration with UNICEF; inadequate monitoring of ESFP implementation by partner agencies and WFP; insufficient numbers of competent partner agencies,

⁸⁴ WFP beneficiaries at basic education level in 2003 were 163,543 under the Country Programme and 54,147 under the EMOP (ESFP), totalling 217,690 compared to total enrolment in basic education (2002-2003) of 3,748,309 children (source: Ministry of Education).

⁸⁵ Expansion of Support to the Basic Education Sector, 7-17 December 2003, WFP-UNICEF Joint Mission Report

⁸⁶ Expansion of Support to the Basic Education Sector, 7-17 December 2003, WFP-UNICEF Joint Mission Report



and a magnet effect where ESFP coverage was low, with a small number of schools benefiting from feeding programmes drawing many students from surrounding schools without programmes.

Although improving nutritional status was not an explicit objective of ESFP, food provided to children in food insecure areas contributed significantly to their daily dietary intake. School-aged children suffered from malaria, helminth infections/schistosomiasis, diarrhoeal diseases, respiratory infections and various forms of malnutrition, including vitamin A, iron and iodine deficiencies.

Food for Training (FFT) included rehabilitation activities for the use artificial limbs and other mobility devices, nine-month health worker courses; and primary teacher training. Institutional Feeding (IF) consisted of hospital feeding for in- and outpatient beneficiaries receiving treatment for several chronic diseases. Institutional Feeding guidelines outlined criteria for establishing them and monthly reporting requirements, as well as WFP's food commitments. Late or cancelled food deliveries created problems for FFT and IF, and in several centres, beneficiaries requested additional rations for their families, citing the difficulties their families faced in obtaining sufficient food while they participated in training. WFP supervision and monitoring was generally inadequate, due to insufficient staff and lack of technical expertise.

RECOMMENDATIONS:

WFP should:

- *Establish joint basic education programming with UNICEF, in coordination with GoS/SRRC, and guided by MoUs outlining each agency's respective support to the sector (including food preparation and school meal delivery for WFP; classroom, hygiene, sanitation and education services/facilities development and teacher training for UNICEF). In areas where UNICEF is not present, other education partner agencies should be identified for ESFP.*
- *Maintain the highest possible coverage of ESFP, in order to minimise the "magnet effect" whereby a small number of schools with ESFP attract many students from schools without ESFP.*
- *Expand the objectives of ESFP to include reducing and preventing malnutrition amongst school-age children, developing complementary activities such as bi-annual deworming; micronutrient supplementation (vitamin A and iron); school hygiene promotion and sanitation improvement; health, nutrition and hygiene education for behaviour change; malaria control, including bed net impregnation, and life skills education for HIV-AIDS awareness.*
- *Provide additional rations for family members of IF and FFT, to enable primary food providers to be absent for extended periods of time.*
- *Develop exit strategies for IF and FFT, to ensure the sustainability in the event that WFP is no longer able to provide relief food.*
- *Improve monitoring and supervision of ESFP, IF and FFT, in partnership with UNICEF, WHO, FAO and other appropriate agencies.*

9. Nutrition Technical Capacity

In 2002, an Area Officer post (P-3) was transformed into a Nutrition Officer post, reflecting the incumbent's considerable nutrition training and responsibilities, including HIV-AIDS and WFP-UNICEF-NGO coordination. For the South, a Nutrition and Gender post (NOB) was established in Lokichoggio in late 2002 and filled with an experienced nutritionist. In 2004, HIV-AIDS duties were added, and plans made to upgrade the post to international level, and to relocate it to Southern



Sudan. The ToRs of both nutrition posts outlined a wide range of duties far beyond the scope of one individual. The Khartoum-based post, for example, included responsibility for all nutrition activities; maintaining the Nutrition Database; providing oversight to feeding programmes; mainstreaming nutrition in all WFP programmes; carrying out regular visits/missions to the field; and leading emergency assessment missions. In the South, the NO-B was also responsible for promoting and mainstreaming gender in all activities, disseminating nutrition and gender information, and providing training in both areas. Although the nutrition officers operated independently from one another, information was shared informally between the Northern and Southern sectors.

Field-based staff members with previous nutrition training or emergency nutrition experience were sometimes asked to serve as “nutrition focal points”, and as such were responsible for monitoring feeding programmes, preparing nutrition feedback in monthly and annual reports, and reporting nutrition survey data. By 2004, with only two nutrition officers, and a very small number of staff members in sub-offices trained in Food and Nutrition Guidelines, WFP was unable to adequately supervise nutrition partner agencies or monitor nutrition-related micro-projects and activities. With additional qualified nutritionists, and more programme staff and managers trained in nutrition, WFP-Sudan could have provided more consistent technical support to field offices, and better maintained its critical role in capacity-building, nutrition programme coordination, feeding programme supervision and monitoring and Nutrition Database management.

RECOMMENDATIONS:

WFP should:

- *Increase the number of nutrition experts on staff, adding a National Nutrition Officer and a Nutrition Training/Data Management Officer to the existing international Nutrition Officer post, in both Northern and Southern Sectors, thereby creating a Sudan Nutrition Unit.*
- *Ensure that Northern and Southern sectors work together more closely on nutrition issues, harmonising feeding programme guidelines and reporting forms, combining Nutrition Databases, and eventually, establishing a common nutrition workplan.*
- *Provide food and nutrition orientation and/or training for all levels of programme staff, including Country Office and field-based programme staff and managers.*



Annex 3

WFP - OEDE Evaluation Mission Sudan 2004.

EMOPs 10048.00 – 10048.01 – 10048.02.

Total Supply Chain – Logistics

Period April 2001 to February 2004

1. Funding and resourcing

- 1.1.** The three EMOPs 10048.00 – 01 – 02, inclusive of their budget revisions, were approved for a total cost to WFP of US\$453 million. As at early February 2004 the three EMOPs were funded to the level of respectively 75 percent, 77 percent and 62 percent (the latter still in progress) for a total amount of US\$319 million.
- 1.2.** Resulting from the EMOP time frame (April – March) the bulk of the donor funds are mainly registered during the second and third quarters of the year. This results in shipments reaching Port Sudan or Mombasa only during the second part of the year (during or just after the harvesting period).
- 1.3.** Because of resources delays, EMOP 10048.00 took almost four months before becoming effective on the ground. Thereafter, for four full months – from December 2001 to April 2002 – hardly any tonnage was landed at Port Sudan or Mombasa. WFP management in both Khartoum and Nairobi had to resort to extensive borrowings and loans from other projects in the region in order to avert major pipeline breaks. The bulk of the food aid under EMOP 10048.01 was eventually landed during the second half of 2002. A similar pattern was repeated in 2003. The food aid under EMOP 10048.02 only started arriving in significant quantities during the last quarter of 2003. The southern corridor is apparently subject to more erratic arrivals than the northern corridor. No vessel berthed at Mombasa with EMOP 10048.02 consignments during the period January and February 2004.
- 1.4.** Confronted with the limited and ever dwindling capacity of the transport system in both north and south Sudan, WFP has been increasingly compelled to encompass programmes specifically designed to enhance and support the capacity of the transport system (rehabilitation of roads, rail, airports and barges) or its accessibility (de-mining). Initially appeals for such projects were submitted to donors under the cover of Special Operations (SOs), for example:
 - SO 1008.0 (17 months 01/07/2001 – 31/12/2002) for US\$ 8.1 million – road repairs in southern Sudan; however, airstrip improvements in support of EMOP 10048.00 were never funded.
 - SO 10278.0 (6 months) US\$ 1.9 million – Rehabilitation Banabusa – Wau rail corridor in support of EMOP 10048.02 was never funded.

Such SOs, standing on their own, appeared to be out of favour with the donor community and WFP changed tack. These are now incorporated in and form an integral part of the EMOP proper. They



are budgeted, if not directly under the LTSH, then under the ODOC rubric. (See e.g. EMOP 10048.02 – Budget Revision 3 – Airstrip and road rehabilitation works approved early March 2004 for US\$ 25.6 million) Some operations like de-mining have simply been de-listed and referred to specialised agencies (UNMAS – FSD).

The Khartoum Air Cell passenger air transport services (provided in northern Sudan under respectively SO 1010.0 for US\$ 0,9 million and SO 10181.1 for US\$ 1.1 million) have been much appreciated by WFP and NGO staff operating in the field, sometimes in very remote areas. The Special Operations have provided invaluable direct support to various humanitarian projects in northern Sudan.

1.5. Project approvals and funding technicalities take time, making projects fall behind schedule. So it is unfortunate the recent road repair and rehabilitation contracts were signed or renewed only two months before the onset of the rainy season in the region (EMOP 10048.02 - Budget Revision 3).

2. Input – Receipt of food aid⁸⁷

2.1 Northern Corridor

(Situation as at 05 February 2004; all figures in metric tons net)

EMOP	RECEIPTS	PLANNED DISTRIBUTIONS	EFFECTIVE DISTRIBUTIONS	STOCKS ON HAND
10048.00	59,801	66,985	60,346	0
10048.01	109,539	126,176	118,258	3,895
10048.02 (*)	70,179	146,756	25,747	39,721
TOTALS	239,519	339,917	204.351	43.616

(*) EMOP 10048.02 is still in progress.

2.1.1. Almost 75 percent of the total food aid earmarked for Sudan (239,519 mt out of 326,159 mt) has been or is being routed via the northern corridor. (Axis: Port Sudan – Kosti – El Obeid). Accessibility, convenience and the level of the transport costs (rail – road – barge and air) justify the extensive use of this corridor and its continued priority use in the future.

⁸⁷ The Tables recap the core figures of the flow of food aid in each of the corridors from April 2001, the first one up to February 2004. They cover:

- the original EMOP budget and tonnage figures, with budget revision figures where applicable;
- the quantities of food aid received and available to WFP Sudan for distribution (quantities landed at the ports, locally procured plus borrowings and minus loans)
- the quantities jointly agreed and planned for distribution by both the Logistics Unit (LU) and the Programme Unit (PU). Quantities and tonnages are subject to review in line with the situation in the field. Consequently these figures do not necessarily tally exactly with the EMOP budget figures
- the quantities delivered and/or distributed to the IPs and/or beneficiaries

All the figures are official figures supported by COMPAS data and cross-checked with various returns such as bills of lading, WFP waybills and stock reports



- 2.1.2. The volumes of food aid effectively routed via the northern corridor (75 percent) fall more or less in line with the figures jointly planned by the Programme and Logistic Units (68 percent).
- 2.1.3. One should however bear in mind that the northern corridor, as a transport system, is stretched to the limit and has little spare capacity. Port Sudan’s current disorganisation and the rickety rail and river transport system preclude any major tonnage increase along this corridor, at least for the moment.
- 2.1.4. The current relatively high level of stocks on hand in northern Sudan – 43,616 mt – has been subject to slow delivery. Although earmarked for distribution, the slow delivery has been due, in major part, to the tense unrest prevailing in the Darfur provinces, the restricted access to the Nuba mountains and the various river corridors.

2.2 Southern Corridor.

(as at 05 February 2004; all figures in metric tons net)

EMOP	RECEIPTS	PLANNED DISTRIBUTIONS	EFFECTIVE DISTRIBUTIONS	STOCKS ON HAND
10048.00	4,373	62,379	4,376	0
10048.01	63,316	41,733	61,102	663
10048.02 (*)	18,951	53,042	7,256	11,477
TOTALS	86,640	157,154	72,734	12,140

(*) EMOP 10048.02 is still in progress.

This corridor is split into two sections: the eastern corridor via Lokichoggio and the western corridor via Tororo, Kampala and Koboko.

- 2.2.1. The port of Mombasa is suffering from endemic congestion. This is however compensated by the existence of modern bulk grain discharge and silo facilities, the availability of a container terminal and WFP dedicated storage facilities inside the port area. Haulage capacity to Lokichoggio and Kampala/Tororo is adequate and can be increased at short notice, if required.
- 2.2.2. Truck transit times between Mombasa and Lokichoggio average 10 days, though transit times of 3 weeks and more have been reported. This, if confirmed, calls for correction.
- 2.2.2. Under EMOP 10048.00 only 4,376 mt were routed via this corridor, well below the 62,379 mt planned. On the other hand, under cover of EMOP 10048.02 the volumes routed via Mombasa exceeded the planned figure (63,316 mt against 41,733 mt planned). For EMOP 10048.02 the share of the southern corridor stands currently at 25 percent, in line with the planned figures.

2.3 Local Procurement



- 2.3.1. A total of 21,156 mt of food aid, mainly sorghum and lesser quantities of salt, beans and blended food has been procured locally in Kenya, Sudan and Uganda during the three year period under review. This represents 6,5 percent of the total input of food aid (326,159 mt).
- 2.3.2. Though aware of the conditions frequently attached to donations by donor countries, the GoS pleads for more local procurement, the more so because the harvests for 2003 and 2004 appear to be above average. The purchase of food in areas with a food surplus and its transport to areas with a food deficit, provided it is feasible, is high on the priority list of the GoS.
- 2.3.3. Opportunities for local procurement, if adequate funds and the right commodities are available, should be actively pursued by the COs concerned.

2.4 Corridor options.

- 2.4.1. The available spare capacity along each corridor does not allow for much flexibility. WFP already makes full use of whatever transport means and capacity are available. The mode of transport retained is almost entirely dictated by the available means. Unfortunately costs or possible savings seldom dictate the choice of corridor in the absence of a reliable alternative.
- 2.4.2. Hence it will be possible to switch from airlift/airdrop (AL/AD) operations to road deliveries only once the road repair and rehabilitation operations are well under way along the western road corridor (Koboko – Kaya – Rumbek area) and the central road corridor (Narus – Kapoeta – Bor). The opening of more cross-line roads between the GoS and SPLM controlled territories would certainly speed up return to lower cost road haulage.
- 2.4.3. Considering the conditions prevailing along the various corridors in northern and southern Sudan during the period under review, the COs and their staff have made the correct choices.

3. Output – Planned versus actual deliveries to Extended Delivery Points (EDPs) and beneficiaries

(All tonnage figures in metric tons net).

EMOPs	Food aid as per approved EMOP budget	RECEIPTS	EFFECTIVE DELIVERIES	percent EFFECTIVE DELIVERIES versus BUDGET
10048.00	(1) 118,418	64,174	64,722	55percent
10048.01	192,167	172,855	179,360	93percent
10048.02 (2)	203,702	89,130	33,003	16percent
Totals:	514,287	326,159	277,085	54percent

(1) EMOP 10048.00 net food requirements, excluding carry-overs. (2) EMOP 10048.02 still in progress.

3.1. With an effective distribution rate of only 55 percent against the budget, EMOP 10048.00 appears to have been stopped at the time EMOP 10048.01 was launched. With a delivery ratio



of 93 percent, WFP can claim that it almost fully met the targets set out in the budget for EMOP 10048.01, although deliveries were extended in time. On the contrary, for EMOP 10048.02 the delivery ratio drops to 16 percent as at February 2004. The receipts and distributions remain well below the planned figures. This low ratio indicates that the implementation of the current EMOP (10048.02) is running behind schedule, mainly as a result of recurrent accessibility problems. In fact, according to WINGS, the actual start date for EMOP 10048.02 was changed to 15 September 2003 (a delay of five and a half months, from the original start date of 1 April 2003) and the revised projected end date is now 31 December 2004 (i.e. a nine months' extension in time from 31 March 2004). EMOP 10048.01 tonnages would have covered the interim five and a half months' period from April to mid-September 2003. For the three year period under review a total of 277,085 mt (or almost 85 percent of the receipts – 326,159 mt) has been distributed by WFP to the beneficiaries or delivered to Implementing Partners for final distribution.

3.2. Considering minor recording errors, small losses and borrowings still to be repaid, the food aid (minus the stocks on hand) may be shown as having been distributed as follows:

To beneficiaries in Northern Sector.	Via Northern Corridor	Via Southern Corridor	Totals
EMOP 10048.00	47,704	0	47,704
EMOP 10048.01	97,986	0	97,986
EMOP 10048.02	20,302	0	20,302
Totals :	165,992	0	165,992

To beneficiaries in Southern Sector.	Via Southern Corridor	Via Northern Corridor and El Obeid.	Totals
EMOP 10048.0	4,376	12,642	17,018
EMOP 10048.1	61,102	20,272	81,374
EMOP 10048.2	7,256	5,445	12,701
Totals :	72,734	38,359	111,093

According to these figures 60 percent of the food-aid was eventually delivered to recipients in GOS-controlled areas and 40 percent to recipients in SPLM/SRRC-controlled areas.

3.3. Stocks in hand at 55,756 mt are quite high and represent (based on the level of daily delivery/distribution achieved in the course of the last 12 months) almost 6 months deliveries to the beneficiaries. The pace of delivery must therefore be enhanced by all available means once the security situation improves.

3.4. The level of delivery/distribution to the IPs/beneficiaries is not matching the level of input. The major constraints are:

- Limited off-take capacity out of the major WFP hubs: Kosti, El Obeid, Lokichoggio and Rumbek.
- Capacity for off-take by road and air is below the required level.
- Limited accessibility and protracted unrest in Darfur provinces.



-
- 3.5.** The off-take volumes by planes and trucks are to a certain extent controlled by the capacity of the airfields (El Obeid, Rumbek and Lokichoggio) and the actual condition of the road system. Over the span of EMOPs 10048.00/01/02 the targeted beneficiaries and the tonnages have increased by almost 100 percent. A certain ceiling may have been attained, therefore, beyond which the delivery system stalls.
- 3.6.** Increased volumes of food aid will call for more costly additional transport facilities in terms of WFP controlled and/or operated planes, trucks and barges. The pressure for more special operations, whether embodied inside or outside the EMOP proper, will steadily rise. EMOPs have been worked out based on FAO/WFP crop assessment figures and ANA figures. EMOPs should also be designed keeping in mind realistic Logistics Capacity Assessment (LCA) findings and the feasibility to increase capacity in a realistic manner.

4. Pipeline Management

- 4.1.** Breakdowns in the food-aid pipeline have occurred. Reasons put forward are many: late funding and resourcing as explained above, fuel shortages, restrictions imposed on aircraft movements, weather and road conditions and limited accessibility (e.g. Darfur, S. Kordofan, Upper Nile provinces). Programming Unit and Logistics Unit in both sectors have been attentive to these upheavals. The situation was alleviated making extensive use of loans and borrowing facilities with other projects in the region, wherever possible.
- 4.2.** All these reasons are genuine and have certainly contributed to the perception that pipeline breaks are frequent and long lasting. Stock figures in northern Sudan reveal a slightly different picture, however, as shown in the table below.

Food aid stocks on hand in north Sudan. (All WFP operations - EMOPs and other Country activities – All figures in metric tons net).



STOCKS ON HAND in	On 31 December 2002	On 31 December 2003	5 February 2004
Bentiu	805	877	867
El Daein	1,161	1,220	1,207
El Fasher	388	1,979	1,328
El Obeid	18,967	12,662	14,622
Genina	162	208	208
Juba	705	529	613
Kassala	533	1,886	2,623
Khartoum	58		
Kosti	11,865	6,000	12,579
Malakal	102	469	300
Nyala	0	829	1,031
Port Sudan	9,254	9,984	17,633
Rabkona	863	626	618
Wau	752	823	833
Kadugli	457	876	1,172
Ed Damazine		642	624
Totals:	46,072	39,610	(*) 56,258

(*) Out of this total EMOP 10048.01 stocks are 3,895 mt and EMOP 10048.02 stocks are 39,721 mt.

The data suggest that the balance on hand of 55,756 mt for the two ongoing EMOPs 10048.01 and 02 is not the result of just a snapshot taken on 5 February 2004. The WFP main hubs and EDPs have been well stocked much of the time. The significant stocks in the system along both corridors in northern and southern Sudan reflect the underlying problem of poor accessibility caused by poor road conditions, fuel shortages, insecurity, access denials etc. The one giving the most cause for concern is definitely the last one (i.e. access denial).

4.3. Almost 85 percent of the stocks on hand are allocated for a certain area or to specific micro-projects (FFA, FFW, FFT, ESFP and SFP), sometimes two months or more in advance. This is particularly the case in northern Sudan where the situation is aggravated by rigidly allocating consignments to a specific transporter, to whom the contract was awarded. This leaves little room for flexibility to the Head of Sub-Office (HSO) or the logistics officers on the spot.

4.4. Rigid allocations of large quantities of food aid in advance (under the Commodity Request Note – CRN - system) no matter whether these are moving or not, reduces greatly the quantities available for emergency allocation and diminishes the opportunities for swap operations of commodities between the northern and southern sectors and vice-versa.

4.5. The proposal, made in the Sudan Technical Review report, to have a dedicated pipeline officer for northern and southern sectors would go a long way to enhance a better allocation of the available resources in line with the available transport facilities. With the peace process gaining



momentum more opportunities for cross-border deliveries will arise. The appointment of such an officer should be pursued without delay.

4.6. Finally, considering the significant level of stocks at present on hand, it is unlikely that pipeline breaks will occur during the next half year, i.e. before end July 2004.

5. Available means - capacity and constraints

5.1. Transport infrastructure

5.1.1. Port Sudan

Unless transit procedures are streamlined and eased up at the port (containers take between 3 and 4 weeks to clear the port), a surge in import volumes (e.g. in the event of a peace agreement) will create congestion at the port. WFP should seek to obtain a dedicated container area in the port and negotiate the facility of a fast track documentation lane.

Mombasa.

Despite the occasional bunching of ships, the port and the inland corridors are expected to remain fluid.

5.1.2 Rail

The arrangements made with the privatised Sudan rail operator, El Bazim, are excellent but the capacity on offer is limited (160 covered wagons – 2 heavy duty mainline locomotives). Without extraordinary arrangements with Sudan Rail Corporation or the leasing overseas of extra locomotives, the capacity of the rail system cannot be easily increased. Embargo measures are still in force and hamper the import of railway engine spare parts into Sudan.

5.1.3. Barge and river transport

Although WFP staff has deployed great efforts to organise with the GoS barge convoys only 5 convoys for a total dead weight of 5,902 mt could be organised during the years 2001 to 2003. Once peace returns, river transport is the obvious prime choice. The Nile River transport system is the natural gateway to the South.

There is therefore an urgent need to address the river transport problem and work out contingency plans so as to resume barge operations once peace is a reality. In the process WFP should overhaul and re-appraise its relationship with the River Transport Corporation (RTC), preferably aiming for a long lasting and profitable co-operation for both parties. A bare-boat time charter agreement, whereby WFP operates, under its own flag, a set of 2 pushers and 3 sets of four barges, seems the best possible solution provided suitable terms can be negotiated with RTC/GOS. Malakal (Upper Nile) could be developed as an important interface for barge, air and road transport, under this scenario.



5.1.4 Roads

With the approval in early March 2004 of Budget Revision 3 for EMOP 10048.02 a budget of US\$25.6 million⁸⁸ is being set aside for seven infrastructure activities (road and dike repairs) along the central and western road corridors in southern Sudan. Time is now of the essence since only a few months remain before the onset of the rains. This time the response of the donors has been more encouraging and, by early March 2004, funding of almost US\$12 million had been formally registered.

The various EMOP documents and the Technical Review of EMOP 10048.02 advocate the potential cost savings one may expect from shifting operations from air to road transport. Whilst the various cost savings calculations appear convincing, road rehabilitation is a long-lasting and recurrent exercise in the absence of massive earth moving equipment and an experienced work force. Consequently the return on such investments will not appear before at least 18 to 24 months. Funds committed for these infrastructure activities are so significant that it would be interesting to monitor and measure, in two years time, the level of savings effectively achieved. The quality of the road rehabilitation works, whether carried out by civil engineering companies, local contractors, IPs or WFP beneficiaries, should be subject to regular controls on site by qualified surveyors.

It is good to note that WFP/Nairobi has taken the lead in this field. At present, road survey and assessment teams are in the field. De-mining operations, though now de-listed from the WFP Special Operations list, are run conjointly with the road rehabilitation projects. Road building equipment is arriving (albeit slowly) on site and the first two contracts with civil engineering companies have been approved and signed.

Transport capacity inside southern Sudan is very limited. As the road rehabilitation project progresses, WFP should avail itself a fleet of 4x4 or 6x4 heavy duty trucks with a 7 – 10 tons capacity. Costing exercises and options need to be worked out as soon as possible.

The cross-border trucking capacity in the South (Lokichoggio – Equatoria and Koboko – Rumbek/ Bhar el Ghazal) is minimal and way below standard to sustain durable and reliable transport operations in the region. There is scope for better transport arrangements with haulage companies willing to put serviceable equipment on line.

WFP Khartoum has availed itself, in El Obeid, of a fleet of thirty dedicated trucks of 10 – 12 tons capacity. The practical modalities for the use of this fleet need to be tied up in order to increase its efficiency. Additionally recent contractual arrangements for the positioning in El Obeid of a dedicated fleet of eighty trucks have enabled WFP to strengthen its emergency transport operations into the Darfur provinces.

5.1.5 Air Operations.

The Air Operations staff in Khartoum/El Obeid and Lokichoggio conduct the air operations in a very efficient and professional manner. All the cost elements are kept under continuous scrutiny.

⁸⁸ US\$6.8 million under EMOP 10048.02/Budget revision 1, plus US\$18.8 million under EMOP 10048.02/Budget revision 3).



The daily flight plans are worked out looking for efficiency and rigour. All flight details, the fuel consumption, the amount of block hours and the rotation times are kept in a very professional way. Problems are solved on the spot long before they become unmanageable. Aviation security is subject to permanent monitoring by qualified staff. The general attitude both in Khartoum/El Obeid and Lokichoggio is very pro-active.

The merits of each airlift or airdrop operation are evaluated with care in terms of lifting capacity, flight time, fuel consumption and fleet optimisation. All the statistical data is readily available to make optimal choices. The monitoring systems are comprehensive and in line with good management practices.

Aircraft breakdowns (Buffalos) or restrictions on aircraft movements by GoS sometimes throw flight plans into disarray, but the air-ops staff and the crews have developed the necessary skills to adjust flight plans at short notice.

As a rule, flight plans for airdrops in southern Sudan are prepared daily in Lokichoggio once the go-ahead is received (by radio) from the WFP staff in the field. Flight plans for the next day are finalised in mid-afternoon. When plane and cargo are earmarked to come from the North, the WFP El-Obeid Air Operations staff is left with very little time to arrange flight clearances with the Civil Aviation Authority of GoS and to prepare the next day's shipments. Ways should be explored to bring the advance notification forward.

The positioning of an Antonov 12 aircraft in Lokichoggio will indefinitely increase the flexibility of the air operations in the South. Considering the significant backlog in El Obeid, there may be a case for positioning a third aircraft (Antonov 12 or Ilhousin).]

Urgently required improvements/repairs to the Rumbek airstrip are covered by the current EMOP 10048.02 BR3. These works should proceed forthwith.

5.2. WFP Special Operations in support of the implementation of the Sudan EMOPs

- 5.2.1. Special Operations 10181.0 and 10181.1 (UN Khartoum Air Cell) provide passenger air transport and, thereby, support to projects of many humanitarian agencies operating out of Khartoum. They have budgets of US\$951,838 and US\$1.1 million respectively for one aircraft, plus two monitoring aircraft under EMOP 10048.02, and have provided continuous and reliable service.
- 5.2.2. In view of the urgency of the situation and the latest developments in the Eastern Darfur province, plans are in hand to have as much as four small aircraft available to transfer and ferry WFP and NGO staff in and out of the region. This SO is urgently required to provide the necessary support to enhanced transport operation of food aid by road, rail and air ex El Obeid into the disaster area. This special Khartoum Air Cell operation will last only as long as access in the Sudan remains precarious and a reliable commercial option is not available.
- 5.2.3. Air support services under the Targeted Air Funding (TAF) arrangements are essential for the implementation of EMOP operations in southern Sudan. In the South the Air Operations staff feel the fleet of aircraft should be strengthened from five Caravans and one Twin Otter Aircraft to seven Caravans and possibly two Twin Otter aircraft. The Evaluation Mission was not in a position to ascertain whether such a request was justified. There might be a



case to adjust the fleet only if the numbers of air drops of air lifts from El Obeid, Lokichoggio and Rumbek are substantially increased.

5.3. Effectiveness of operational monitoring by the WFP Logistics Units

Various points need to be addressed to increase the efficiency of logistics operations:

- 5.3.1. The Logistics Unit's organigram in southern Sudan needs some streamlining. The chain of command should be clear for all. The responsibility for the logistics operations along the southern corridor should be vested with the Senior Logistics Officer based in Lokichoggio. He should be the alter ego of the Senior Logistics Officer based in Khartoum. The latter can (and preferably should) be *primus inter pares*.
- 5.3.2. Logistics units in Mombasa, Kampala and Nairobi are liaison offices which, in the framework of the southern Sudan operation, fall under and report to the Senior Logistics Officer in Lokichoggio.
- 5.3.3. Vacancies in the various logistics services are mentioned in several reports. There is a case for a well-balanced Logistics Unit (LU) organigram to be worked out, straddling the entire southern corridor. The workload for each and every post should be carefully assessed and measured. Given a more centralised reporting system and an enhanced COMPAS connectivity in Lokichoggio, some of the tasks actually performed by the LU in Nairobi could be transferred to Lokichoggio. A better redistribution and streamlining of the workload may go a long way to mitigating a perceived shortage of logistics staff.
- 5.3.4. The COMPAS system is invaluable as a control and monitoring tool. Whilst it contains all the basic and accurate information which Senior Logistics Officers may require, the COMPAS system has not been designed as a management tool capable of delivering on line operational information in a handy format. The Mombasa, Nairobi, Kampala and Lokichoggio COMPAS desks operate as stand alone stations. The full COMPAS connectivity with Lokichoggio and Khartoum needs to be implemented without further delay. The minutes of the Joint north and south Logistics meeting held on 28 – 30 October 2003 and the Sudan 2004 Work plan are clear on this issue.
- 5.3.5. In an ideal situation the COMPAS system should be enhanced to produce on line delivery and distribution information which makes sense and is meaningful to both the Logistics Unit and the Programming Unit.
- 5.3.6. All WFP Logistics Unit workstations in northern and southern Sudan have developed their own, often very good, reporting and recording system over the years. The disparity between forms and formats is striking, however. They serve specific, often local, logistics purposes with little or no reference to the overall needs of the Programming Unit or Logistics Unit. For sure the staff directly involved is properly and accurately informed about each separate link of the transport chain, but the information fails to filter up to the decision-making level of senior field managers in the form of a comprehensive daily overview. Eventually it deprives the Country Director and the senior Programming Unit and Logistics Unit officers of basic information on the daily progress of the emergency operation.



6. Operational costs

The costs of conducting emergency operations inside Sudan are high as shown in the following table:

EMOPs incl. Budget Revisions	10048.00 BR + BR2.	10048.01 BR + BR2 + BR3	10048.02 BR + BR2
Total budget	US\$109,201,955	US\$163,517	US\$180,382,874
Required food aid:	118,418 MT (1)	192,167 MT.	203,702 MT.
LTSH per MT.	US\$416.18	US\$414.59	US\$396.00
DSC per MT.	US\$142.24	US\$114.76	US\$102.07
ODOC per MT.	US\$4.96	US\$5.10	US\$38.64
Final cost per ton (including food and transport/overhead costs)	US\$922.17	US\$850.00	US\$885.52 (2)

(1) Net requirement excluding carry-overs from previous EMOPs.

(2) The EMOP 10048.02 BR3 for additional food aid for the Darfur provinces and extensive road rehabilitation works in southern Sudan was approved whilst the Evaluation Mission was underway. If these additional costs and tonnage under cover of this budget revision are taken into consideration the final cost per delivered ton of food aid rises to US\$1,001.63 per ton. (Total budgeted costs US\$205,357,763 for 205,022 tons of food aid)

- 6.1. Though high, the LTSH costs have remained fairly stable over the span of the three EMOPs. It must be observed that the transport system being stretched to the limit, WFP management has been left with only limited choices between various transport modes, opting for the most cost efficient one. (The LTSH rate is high, however, mainly due to the air component, which forms a significant element in overall transport, due to insecurity, which limits surface transport opportunities).
- 6.2. A recurrent lack of accessibility causes large tonnages of food aid to require warehousing facilities for a considerable length of time and certainly in excess of the length of time initially provided for in the budget. The management has been compelled to look for additional warehousing spaces in Port Sudan, Kosti and El-Obeid. This entails extra warehouse rentals and increased security charges. It can therefore be assumed that the final LTSH costs will turn out to be US\$5 to 6 higher than initially budgeted.
- 6.3. Since the time frame allocated for the various EMOPs tends to be invariably exceeded, so will the recurring fixed costs or the direct support costs (DSC) part of the project costs increase. It was not possible to calculate the extra costs resulting from extended EMOP operations within the time frame allocated to the evaluation mission. The DSC being more or less a pool of funds for all the fixed running costs of the various WFP agencies and hubs involved in the three EMOPs, it is obvious that the higher the quantities of food-aid delivered to the beneficiaries in a given period, the lower the DSC costs per ton will be. The reduction of the DSC per MT for EMOP 10048.02 compared to the DSC for EMOP 10048.00 (US\$ 142 against US\$102) stems from the anticipated larger tonnages and thus forms an



anticipated enhanced efficiency. If the time frame of an EMOP is extended, so will the DSC per ton automatically increase, even if all other parameters remain equal. Caution must therefore be exercised: the face value of the budgeted DSC can at times be misleading. It would be interesting to calculate the accurate DSC when a project is formally terminated. This could give a fair indication of the margin of error to be taken into account for future EMOP direct support cost calculations.

- 6.4. The DSC budget is split between north and south Sudan on a 51 percent – 49 percent basis. Considering that 75 percent of the food-aid is effectively routed via the northern corridor and that 60 percent of the food aid is eventually distributed to beneficiaries located in GoS-controlled areas, there could be a case for re-appraising the actual budgetary allocation. The discrepancy between the formal budgetary DSC allocation (51 percent – 49 percent) and the reality dictated by the volumes handled in the northern and southern sectors may explain why WFP/Khartoum is meeting financial difficulties which are unknown in Lokichoggio.
- 6.5. As already implied in paragraph 1.4 it is clear that the transport system has reached saturation point. Beyond that point additional tonnages must be supported by costly transport capacity enhancing activities: airport or runway repairs or improvements, extensive road rehabilitation or road repair works, chartering of barges, the procurement of extra road transport facilities and the increase of air transport support services. Whether the costs for transport capacity building are included under an SO or under the EMOP (ODOC) is not immediately relevant. The reality is that under cover of EMOP 10048.02 BR3 the ODOC will rise to US\$26,708,990 or over US\$130 per MT. The question is whether such an ODOC figure will be acceptable to donors. One may also wonder if it is fair to leave the heavy responsibility to supervise such major exercises with staff members, who, no matter how dedicated and committed they may be, are not in a position to measure all the implications of activities which, by and large, are beyond the traditional core mandate of WFP.
- 6.6. The staff of WFP at medium and senior management level is used to calculating costing figures. They have acquired good expertise at working out the budget of complex logistics and transport operations. Painstaking efforts are made to submit accurate budgets fitting the reality on the ground as closely as possible. The staff must be commended for this very responsible and professional approach. It should however be acknowledged that, under the circumstances, with a transport system stretched to the limit, the staff can exercise very little leverage to contain costs, let alone look out for more cost effective transport means.

7. Appropriateness and quality of the commodities.

- 7.1. Genetically Modified Organisms (GMO) issue. It is acknowledged that the GoS has granted to WFP a grace period until end July 2004 to provide appropriate certification on cereal imports.⁸⁹ In the absence of clear guidelines and decisions by GoS it is difficult for the Sudan CO to work out contingency plans should the case arise that GMO food aid commodities are landed at the ports after July 2004. The situation is compounded by the fact that the GoS Ministries of Health and Agriculture and the SPLM/SRRC and SSMO do not always share unanimous views on the subject.
- 7.2. Poor packaging of some supplies of vegetable oil in tins or plastic containers is a problem. This is a corporate issue which has been faced for many years; regrettably, the problem has so

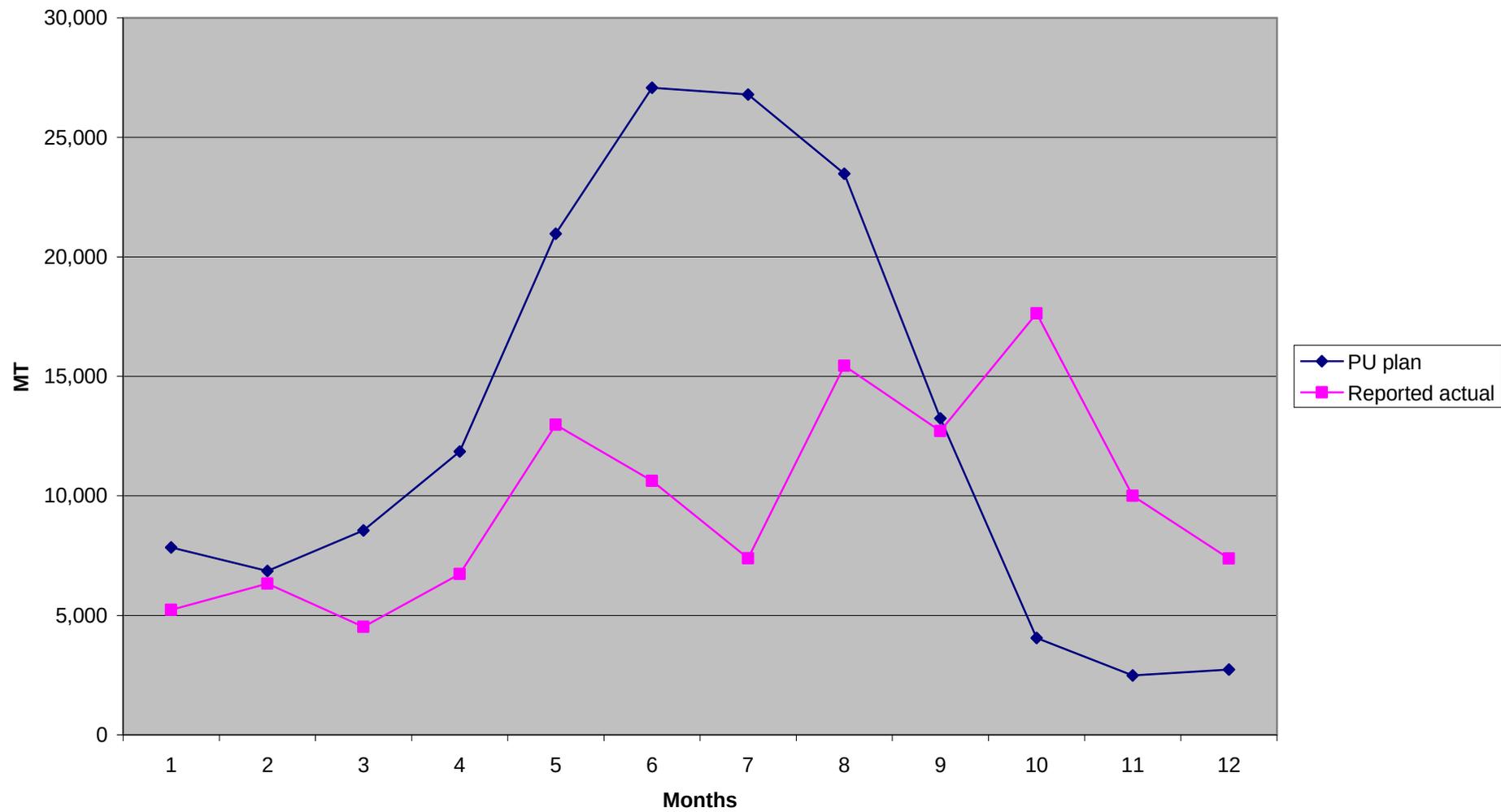
⁸⁹ Later extended to January 2005, according to a communication from the WFP office in Khartoum of August 2004.



far not been adequately addressed for all in-kind suppliers of oil. In the meantime the hygienic conditions during the re-conditioning of the vegetable oil into WFP supplied containers could give rise to concern. As noted in the nutrition section, proper labelling of vegetable oil needs to be addressed as an important issue, to show, inter alia, vitamin fortification, in particular for vegetable oil purchased by WFP on the international market.

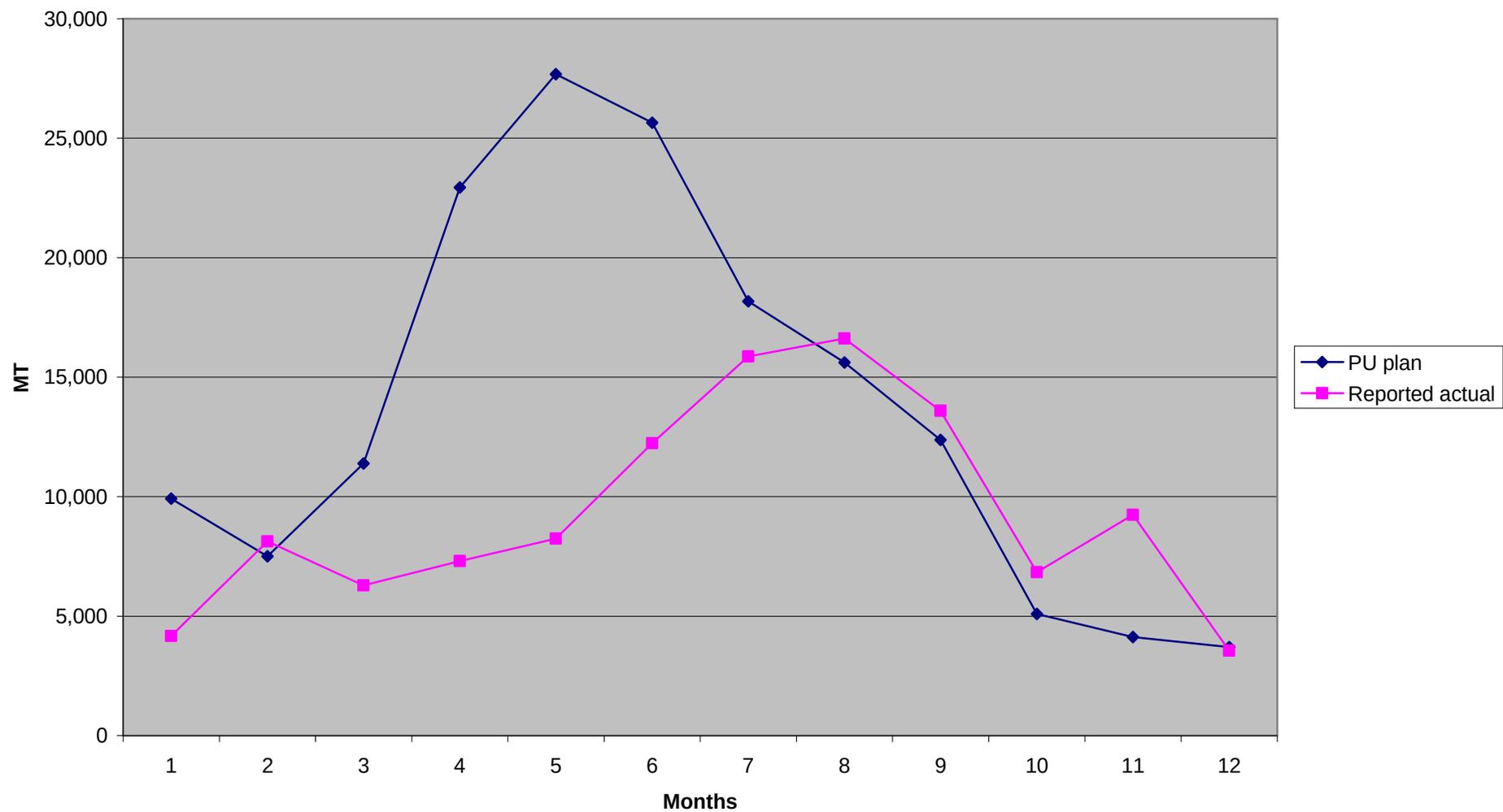


All Sudan 2001



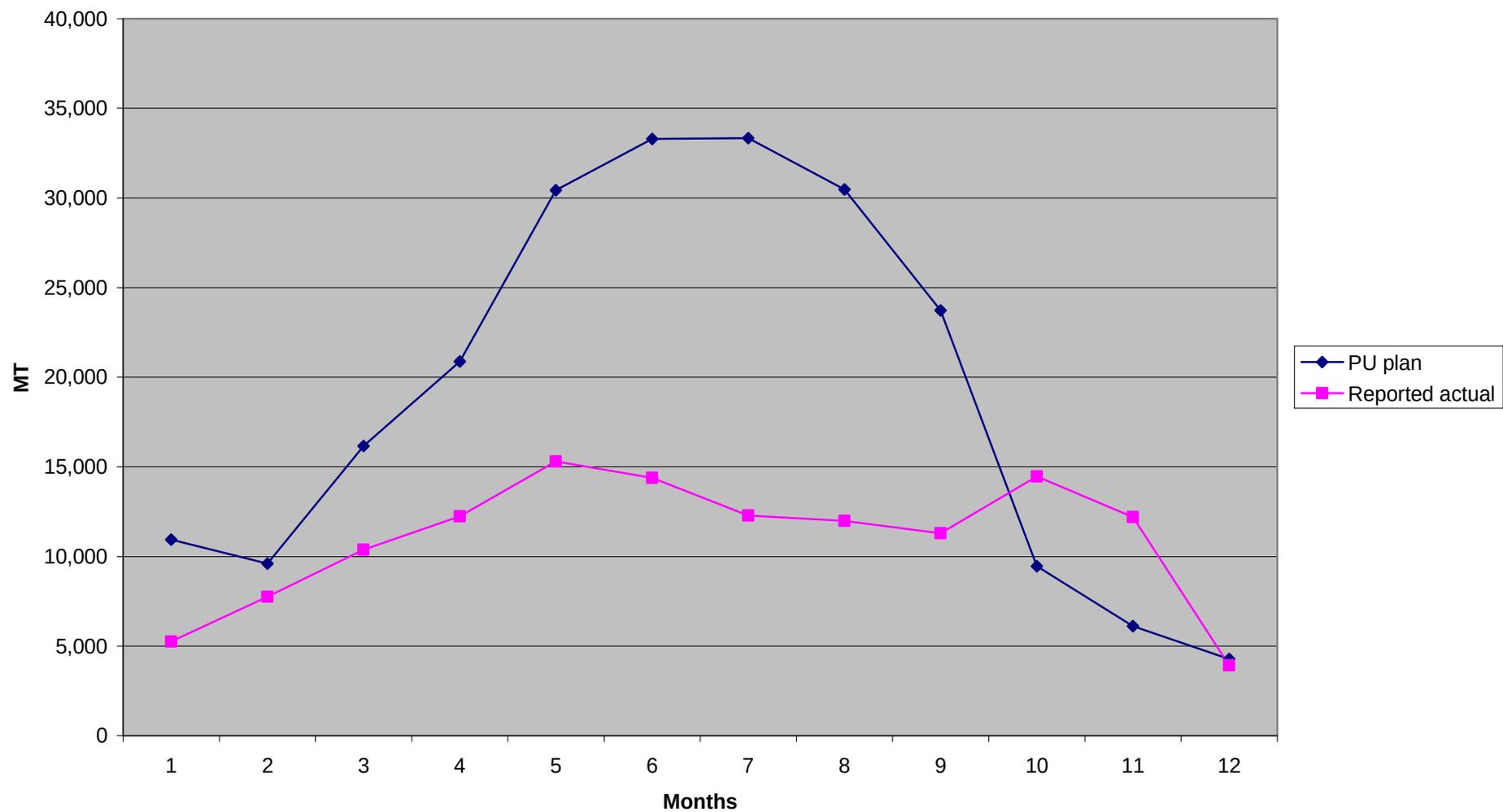


All Sudan 2002



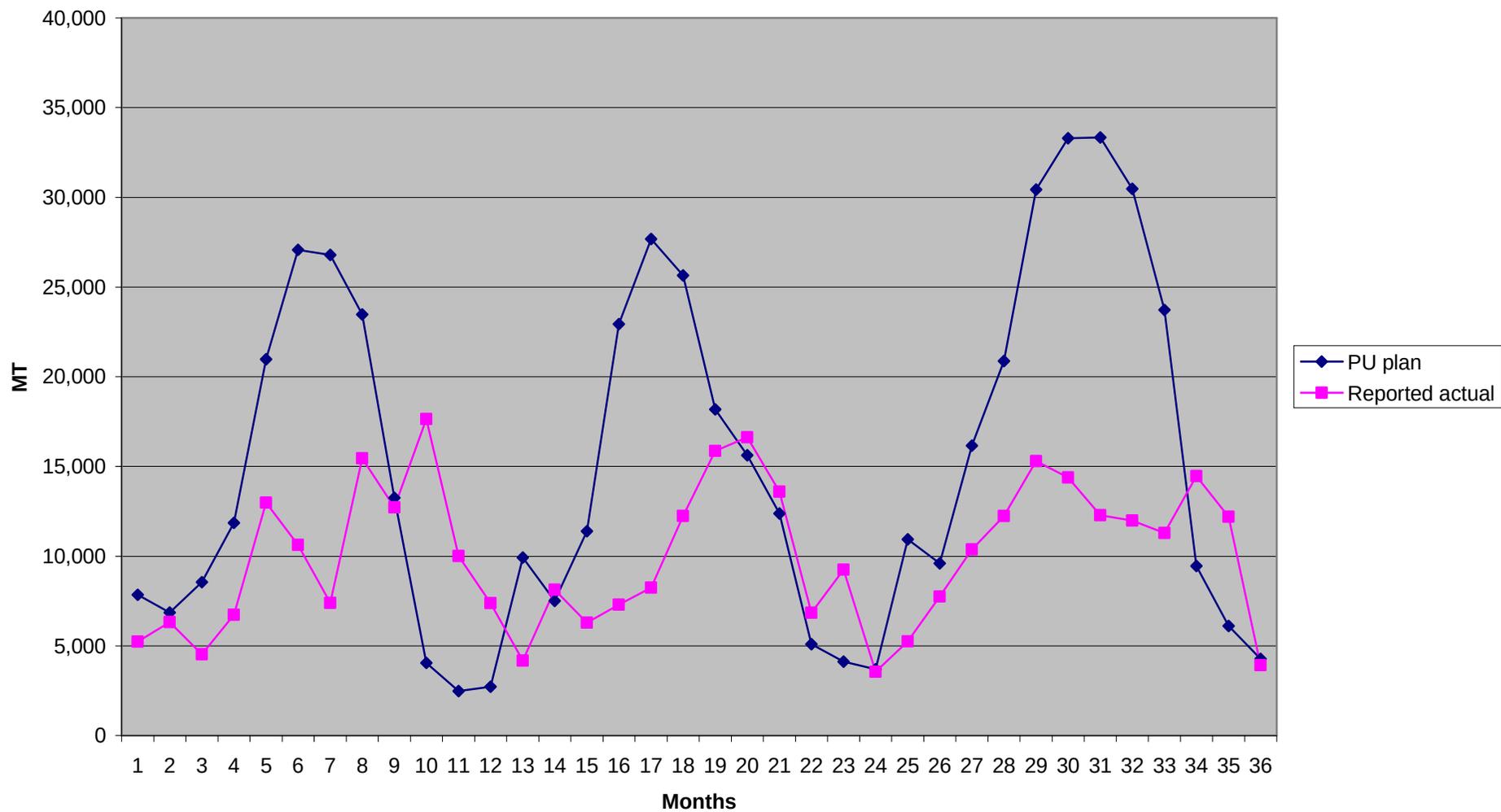


All Sudan 2003





All Sudan 2001-2003





Annex 6

List of People met

Place	Organisation	Name	Title
Akon	WFP SO	Josephine Uttua David	Programme Assistant
	WFP SO	Michael Nyang	Programme Assistant
	WFP SO	Monica Arara	Programme Assistant
	WFP SO	Tom Boya	Head, Area Sub-Office Bhar-el-Ghazal
Atar	WFP SO	Howard Ayiro	Log/Clerk
	WFP SO	Tobias Ogada	Team Leader
Aweil	SRRC Sudan Relief & Rehabilitation Commission	Angon Ungon	Secretary, Aweil West
	SRRC Sudan Relief & Rehabilitation Commission	Mel Wal	Secretary, Aweil North
	SRRC Sudan Relief & Rehabilitation Commission	Simon Wol	Commissioner, Aweil West
Juba	ACF	Faets Londogo	
	ACF	William Lado	
	FAO	Isac Aleardo	Agriculture Team Leader, FAO
	GLARA	Dr Rulmann J.P	Director
	Global Health Foundation (GHF)	Justin Myoma	
	HAC (Humanitarian Aid Commission), Bahr El Jebel State (BJS)	Stans Yatta	
	HAC WES	Christopher Guma	
	HAC, Eastern Equatoria State (EES)	Angela Abuelia	
	HAC, Western Equatoria State (WES)	Bullen YHIHA	
	Ministry of Agriculture, BJS	Subek Samson	
Place	Organisation	Name	Title



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	Ministry of Education, BJS	Josephe Pitia Wani	
	Ministry of Education, Eastern Equatoria State (EES)	Gabriel Ohiha	
	Ministry of Education, WES	Werije Wilfred	Officer in charge
	Ministry of Health, BJS	Elizabeth Acan	
	Ministry of Health, EES	Daniel H Loxon	
	NAD (Nile Assistance to the Disabled, Nad-Juba)	Peter Ibra	
	Norwegian Church Aid (NCA)	Matia Omera	
	OCHA	Margaret M Rawnda	Field Coordinator
	Sudan Aid	Soma Francis Wani	
	Sudan Aid	Tobias Afede	
	Sudanese Development and Relief Agency (SUDRA) / Episcopal Church of the Sudan)	Felix Leju Waga	
	UN AID / WHO	Simona Seravesi	UNV, HIV/AIDS Specialist
	UNCIEF	Jan Le Dang	RPO
	UNDP	Jonathan Goodwill	Area Coordinator
	UNDP	Mubarak Michael	Field Officer
	UNDP	Ocum Genes Karlo	Cross Border Officer
	UNDP	Wilson Nagib	Programme/Operation Officer
	USRATUNA	James Pakir	
	WFP Juba SO	Abdallah Al Wardat	Head of Sub Office
	WFP Juba SO	Benjamin Binda Wol	Storekeeper
	WFP Juba SO	Evans Lou Binyason	Field Monitor
	WFP Juba SO	Henry Mario IDI	Field Monitor
	WFP Juba SO	Martin Laku	Logistics Clerk
	WFP Juba SO	Martin Mizani	Field Assistant



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Place	Organisation	Name	Title
	WFP Juba SO	Mary Lero Luis	Field Monitor
	WFP Juba SO	Mary Lero Louis	Field Monitor
	WFP Juba SO	William Okot	Administrative Assistant
	WHO	Dr Parmena Marial	Public Health Coordinator
Kadugli	FAO	Mahmoud Daffalla Suleiman	
	HAC	Idris Omer Elnour	
	JMC(Joint Military Commission)/JMM (Joint Monitoring Mission)	Rindert Leegsma	Humanitarian Affairs Officer
	MEDAIR	Marielle Bemmelmans	Project Manager
	Save the Children US	Saad Yousif Murkaz	Save the Children US
	State Ministry of Education, Kadugli	Ali Bajun	Acting Director
	State Ministry of Education, Kadugli	Mohamed Baingi	Manager, School Feeding
	State Ministry of Education, Kadugli	Mohamed El Tieb	Director, Director
	State Ministry of Education, Kadugli	Monsur Kataran	Director of Planning
	State Ministry of Education, Kadugli	Taya Dabuba	Director, Basic School
	Sudanese Red Crescent (SRCS)	Miseikha Eldaw Miseikha	State Director
	WFP Kadugli SO	Michael Majok	Programme Assistant, Officer In Charge
	WFP Kadugli SO	Mohamed Bashir	Programme Assistant
	WFP Sudan CO	Yaver Sayyed	Programme Officer, Area Programme Officer
Kassala	GOAL	Brigid O'Cornor	Area Coordinator
	GOAL	Khamisa Ayoub	Nutritionist
	GOAL	Zemzem Yebio	Nutritionist
	IRC	Musa Ibrahim	Civil Engineer
	IRC	Soafir Nasr	Field Coordinator



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Place	Organisation	Name	Title
	SRC	Ibrahim Abdalla	
	WFP Kassala SO	Ali Moh'Salih	Chekcer
	WFP Kassala SO	Ali Seedahmed	Food Aid Monitor
	WFP Kassala SO	Baton Osmani	Area Programme Officer
	WFP Kassala SO	Idris Adam Hamid	Checker
	WFP Kassala SO	Khaldu Khalatulla	Field Assistant
Khartoum	ACF	Patric David	Head of Nutrition
	AL-BAZIM Group (Rail transport)	Abdulsalm M. Yahya	General Manager
	CARE Sudan	Stanley Ambajoro	Technical Officer
	EC, Delegation of the European Commission in Sudan	Paul Symonds	Food Security Coordinator
	ECHO Khartoum	Ivo Feijzen,	
	Embassy of Japan, Khartoum	Masaki Amadera	Second Secretary
	Embassy of Japan, Khartoum	Masayuki Makiya	Ambassador of Japan for the Sudan
	FAO Emergency Coordinator, Khartoum Sudan	Marc S Bellemans	
	International Cooperation and Investment Administration in Ministry of Agriculture and Forestry	Mohamed Hassam Jubara Mohamed	Director General
	Italian Embassy	Andreina Marsella	Second Secretary
	Ministry of Health	Dr. Seraj El Dien Mustafa	Head of Food Control Unit
	NRRDO	Tia Tutu	Field Officer
	OCHA	Ms Guadeloupe De Sousa	Senior Humanitarian Affairs Officer
	River Transport Corporation (R.T.C.)	Maj.Gen. Ibrahim Saliem Elbur	General Manager
	SCF-UK	Kate Halff	Programme Director
	SCF-UK	Yousif M. Abakel,	



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Place	Organisation	Name	Title
	Sudan Relief and Rehabilitation Commission	David Sadiq	Secretary
	Sudanese Standards and Metrology Organisation	Dr. Yaseen El Disogi Eltayeb	Manager
	TRANSINTRA (S) Ltd. (C&F)	Bruce CURRIE	General Manager
	UNFSCO (United Nations Field Security Coordinating Office)	Roger Arsenault	Security Coordinating Officer
	USAID	Abdel Rahman Hamid	Food Security Advisor
	USAID	Kate Farnsworth	Senior Humanitarian Advisor
	WFP Sudan CO	Arif Husein	Head of VAM, Northern Sector
	WFP Sudan CO	Asfaw Ayelign	Head of Logistics
	WFP Sudan CO	Bradley Guerrant	DCD
	WFP Sudan CO	Deepak Shah	ICT Officer
	WFP Sudan CO	Fatai Adegboye	Head of Finance and Administration
	WFP Sudan CO	Getachew Diriba	Head of Programme Unit
	WFP Sudan CO	Jyoti Rajkundlia	Programme Officer
	WFP Sudan CO	Lucy Woldu	HR Officer
	WFP Sudan CO	Pierluigi Martinesi	Programme Officer, M&E F.C.
	WFP Sudan CO	Thomas Dyregaard	Field Security Officer
	WFP Sudan CO	Wilfred Banmbuh	Head of Reporting Unit
Lokichoggio	Operation Lifeline Sudan	Arthur Gaines	Deputy Chief of Security
	Operation Lifeline Sudan	Omar Castigilioni	Security Officer
	WFP Lokichoggio	Abdoulaye Balde	Operations Manager
	WFP Lokichoggio	Adlard Shorty	Air Transport Officer
	WFP Lokichoggio	Andrew Odero	VAM Officer
	WFP Lokichoggio	Dawit Wondwossen	Programme Officer
	WFP Lokichoggio	Herman Odhiambo	TSU/Agriculture and Livestock advisor
	WFP Lokichoggio	Jane Brown	Programme Coordinator



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Place	Organisation	Name	Title
	WFP Lokichoggio	Jean-Marie Mulonda	Warehouse Officer
	WFP Lokichoggio	Joseph Nguku	Programme Officer
	WFP Lokichoggio	Joseph Mambo	Nutrition/Gender Programme Officer
	WFP Lokichoggio	Josephat Nanok	Programme Analyst Officer
	WFP Lokichoggio	Joshua Maviti	IDP Officer
	WFP Lokichoggio	Laxman Thakuri	Programme Officer
	WFP Lokichoggio	Tarcisius Nitta	Public Information Officer
	WFP Lokichoggio	Thomas Hoerz	Programme Officer
Mabior	CARE Sudan	Sadrack Lopeyok	Team Leader
	Save the Children Sweden	Richard Mukhwana	Team Leader
	Sudan Medical Care	Dr.Kwai Deng Kwai	Team Leader
Mabior	Sudan Medical Care	J. Penina Ogada	Project Manager
	Sudan Relief and Rehabilitation Commission	David Pajual	SRRC Secretary
	WFP KO	Josesh Lual	Team Leader
Malualkon	International Aid Sweden	Andrew Butholi	Programme Coordinator
	International Aid Sweden	Linda Uthali	Programme Officer
	International Aid Sweden	Michael Owen	Programme Officer
	International Aid Sweden	Robert Thoba	Education Officer
	WFP SO	Geoffrey Lakula	Logistics Clerk
	WFP SO	John Kyongo	Programme Assistant
Marial Bai	IRC	James Samuel	Programme Officer
Nairobi	Embassy of Italy	Luca Zampetti	Advisor to the Cooperation in Southern Sudan
	Embassy of Netherlands	Irene Plugge	First Secretary
	Embassy of UK	Rachel Sisk	First Secretary, Sudan Peace Building
	FAO	Mario Samaja	Emergency Coordinator, South Sudan



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Place	Organisation	Name	Title
	IRC	Alice Kibisu	Operations Manager
	SC UK	Wendy Fenton	Country Director
	SRRC (Sudan Relief and Rehabilitation Commission)	Dr. Thomas Dut	Deputy Director
	United Nations	Bernt Aasen	UN Deputy Humanitarian Coordinator (Southern Sector)
	USAID/FFP	Dan Suther	Emergency Food Aid Advisor
Nairobi	WFP Kenya CO	Eri Kudo	Programme Officer, South Sudan Desk/Liason Office
	WFP Kenya CO	Gabriel Omondi	National Programme Officer, South Sudan Desk/Liason Office
	WFP Kenya CO	Tesema Negash	WFP Representative & Country Director
	World Vision	Hilary Sims	Commodity Manager
	World Vision	John Thso	Grant Accountant
	World Vision	Mr. Gerald Wagana	Relief Director
Port Sudan	ACF Port Sudan	Amba O Smesss	
	ACF Port Sudan	Dr Rabab Abd El Fatals	
	ACF Port Sudan	Sophie Bruneau	Nutritional Responsible
	Baasher Barwil Agencies Ltd. (WFP's ships agent)	Hisham A. Baasher	Commercial Manager
	Barawith Shipping Cy. Ltd. (Stevedoring Cy. Bagging agent)	Mahgoub Osman	Managing Director
	Gezira Agency for Inspection Services (SGS)	Zakaria M. Suliman	Operations Manager
	Operations Sudan Sea Ports Corporation (SPC)	Abd Elgader Abu Ali Magzoub	Deputy General Manager
	sdv TRANSINTRA (C&F agent)	Samir William Missak	Branch Manager



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Place	Organisation	Name	Title
	SRC	El Shiekh Gamar Eldin	Project Manager
	SRC	Hashim Salih	DPR Officer, SRC/RSS
	SRC	Mohamed Taha Osman	State Director, SRC/RSS
	SRC	Mohmed Tqhq	
	Sudan Railways Corporation	Musa M. Musa	Eastern Region Manager
	Sudan Shipping Line Ltd. (Stevedoring Cy)	Ali Ahmed Zarroug	Assistant General Manager
	WFP Port Sudan SO	Hafiz Ibrahim	VAM Assistant
	WFP Port Sudan SO	Mohamed Nuredaiem	
Rome	WFP Rome	Alexis Hoskins	Policy Analyst, PSPP
	WFP Rome	Allan Jury	Chief, Food Security, Safety Nets & Relief Service, PSPP
	WFP Rome	Carlo Scaramella	Chief, Emergency, Preparedness & Response Unit, OEP
	WFP Rome	Charisse Tillman	Assessment Officer, OEN
	WFP Rome	Charles Forbes	MSS
	WFP Rome	Chris Nikoi	Chief, OTF
	WFP Rome	Christa Rader	Gender Team Leader, PSPP
	WFP Rome	Flora Sibanda-Mulder	Programme Officer, PSPF
	WFP Rome	François Buratto	Head, ODFP
	WFP Rome	Jamie Wickens	Associate Director of Operations, ODO
	WFP Rome	Josefa Zueco	Logistics Officer, OTF
	WFP Rome	Kees Tuinenburg	Director, OEDE
	WFP Rome	Kim Fredriksson	Senior Shipping Officer, OTS
	WFP Rome	Kojo Anyanful	Senior Internal Auditor
	WFP Rome	Menghestab Haile	Programme Adviser, VAM



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Place	Organisation	Name	Title
	WFP Rome	Michiel Meerdink	Programme Officer, ODP
	WFP Rome	Parvathy Ramaswami	Programme Officer, ODO
	WFP Rome	Pierre Carrasse	Chief Logistics Officer, OTL
	WFP Rome	Rita Bhatia	Senior Programme Adviser, Nutrition Service (PSPN)
	WFP Rome	Valerie Guarnieri	Senior Policy Analyst, PSPP
Rumbek	Malteser	Philip Ochieng	Programme Administrator
	Missionary Of Charity	Sister Jacqueline Claire	Sister In Charge
	UNICEF Office of Emergency Programmes	Sikander Khan	Deputy Director
	UN-OCHA	Chris Parker	Area Coordinator
	WFP SO	Abdullahi Saraat Omar	Logistics Clerk
	WFP SO	Ayalneh Biazen	Workshop Clerk
	WFP SO	Benson Mureithi	Programme Assistant
	WFP SO	Charles Imwani	Field Officer
	WFP SO	Charles Inwani	Field Officer
	WFP SO	Dawit Wondwossen	Programme Officer
	WFP SO	Esther Munyao	Programme Assistant
	WFP SO	Franklyn Frimpong	Aviation Safety Officer
	WFP SO	George Onyango	Logistics Assistant
	WFP SO	Goerge Onyango	Logistics Assistant
	WFP SO	Julius Kangeri	Logistics Clerk
	WFP SO	Lino Lual	Logistics Clerk
	WFP SO	Philip Makoor	Logistics Clerk
	WFP SO	Philip Makoor	Base Clerk
	WFP SO	Simon Ngor	Programme Assistant
	WFP SO	Wol Akec	Programme Assistant

Please note that the above list may not include all people met by the mission. The mission apologises for any unintended omissions.



Annex 7

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