

OPERATION EVALUATION

Sudan Protracted Relief and Recovery Operation 200808:
Support for food security and nutrition for conflict-affected and
chronically vulnerable populations (1st July 2015 – 30th June 2017)

A Mid-term evaluation of WFP's Operation

Evaluation Report

June 2017

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Acronyms

AAP	Accountability to Affected Populations
ADRA	Adventist Development and Relief Agency International
AGD	Age, Gender and Diversity (UNHCR Policy)
AIDS	Acquired Immune Deficiency Syndrome
ARV	Anti-Retroviral
BMI	Body Mass Index
CBO	Community-Based Organisation
CBPP	Community-Based Participatory Planning
CBT	Cash-Based Transfers
CEDAW	Convention of Elimination of All Forms of Discrimination Against Women
CETA	Central and Eastern (Areas of Sudan)
CFM	Complaints and Feedback Mechanism
CFSNS	Comprehensive Food Security and Nutrition Survey
CNIP	Community Improved Nutrition Practices
CMAM	Community Management of Acute Malnutrition
CO	Country Office
CP	Cooperating Partner
CS	Corporate Strategy
CSP	Country Strategic Plan
C/V	Cash and / or Vouchers
DDPD	Doha Document for Peace
DDS	Darfur Development Strategy
DD Score	Dietary Diversity Score
DEV	Development Operation
DfID	Department for International Development
DRC	Danish Refugee Council
EB	Executive Board
eBSFP	Emergency Blanket Supplementary Feeding Programme
EMOP	Emergency Operation
EQAS	Evaluation Quality Assurance System
ET	Evaluation Team
FAO	Food and Agriculture Organization
FBP-MAM	Food Based Prevention of Moderate Acute Malnutrition
FCS	Food Consumption Score
FDC	Food Distribution Committee
FFA	Food Assistance for Assets
FFP	Food for Peace
FFT	Food Assistance for Training
FGD	Focus Group Discussion
FLA	Field Level Agreement
FSL	Food Security and Livelihoods (cluster)
GAM	Global Acute Malnutrition

GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GFD	General Food Distribution
GII	Gender Inequality Index
GoS	Government of Sudan
HAC	Humanitarian Affairs Commission
HDI	Human Development Index
HfA	Height for Age
HIPC	Heavily Indebted Poor Countries
HIV	Human Immunodeficiency Virus
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
ICSP	Interim Country Strategic Plan
IMAM	Integrated Management of Acute Malnutrition
IRIN	Integrated Regional Information Networks
IYCF	Infant and Young Child Feeding Practices
JAM	Joint Assessment Mission
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
MDG	Millennium Development Goal
MOE	Ministry of Education
MoH	Ministry of Health
MoU	Memorandum of Understanding
MT	Metric Tonnes
MoWSS	Ministry of Welfare and Social Security
NCP	National Congress Party
NGO	Non-Government Organisation
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
OEV	Office of Evaluation
OpEV	Operation Evaluation
PDM	Post Distribution Monitoring
PLW	Pregnant and Lactating Women
PMT	Proxy Means Test
PPP	Purchasing Power Parity
PRRO	Protracted Relief and Recovery Operation
RB	Regional Bureau
RUSF	Ready to Use Supplementary Food
SABER	Systems Approach to Better Education Results
SAFE	Safe Access to Fuel and Energy
SBCC	Social and Behaviour Change Communication

SD	Standard Deviation
SDD	Sex Disaggregated Data
SDG	Sudanese Pound
SDGs	Sustainable Development Goals
SENS	Standardised Expanded Nutrition Survey
ScF	School Feeding
SGBV	Sexual and Gender Based Violence
SM	School Meals
SO	Special Operation
SO	Strategic Objective
SPLA/M	Sudanese People's Liberation Army/Movement
SPR	Standard Project Report (WFP)
SRCS	Sudanese Red Crescent Society
SUN	Scaling Up Nutrition Movement
TL	Team Leader
TOR	Terms of Reference
TSFP	Targeted supplementary feeding programme
UN	United Nations
UNAMID	United Nations Mission in Darfur
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNISFA	United Nations Interim Security Force in Abyei
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
VFM	Value for Money
WASH	Water, Sanitation and Hygiene
WfH	Weight for Height
WHO	World Health Organization
WVI	World Vision International

Operational Fact Sheet

OPERATION				
Type/Number/Title		Protracted Relief and Recovery Operation - Sudan 200808 Food Assistance and Nutrition for Conflict Affected and Chronically Vulnerable Populations		
Approval		20/06/2016		
Amendments	BR1: <ul style="list-style-type: none"> • Increase of US\$28.5m • Increases WFP's food assistance under General Food Distribution (GFD), Food Assistance for Assets (FFA) and nutrition interventions as a result of new internally displaced people (IDPs) affected by conflict in the Jebel Marra area of Darfur, and refugees from South Sudan, in line with the Office of the United Nations High Commissioner for Refugees (UNHCR) Regional Refugee Response Plan 2016. • Increases WFP's relief assistance to rural communities affected by the El Nino climatic event. • Prolongs assistance to IDPs in Darfur due to the delayed transition to vulnerability-based assistance. BR2: <ul style="list-style-type: none"> • Increase of US\$5.3m for the PRRO. • Introduced a Capacity Development and Augmentation (CD&A) component. • Replaced SuperCereal Plus with Lipid-based Nutritional Supplement-Large Quantity (LNS LQ) for the curative nutrition interventions. • Realigns operation with SDGs (2.2 and 17.9 in particular). BR3: <ul style="list-style-type: none"> • Increase of US\$6.16m for the PRRO • Increase support to home-fortification and stunting reduction under the Capacity Development and Augmentation component, plus increased transport costs 			
	Duration	<u>Initial:</u> 01 July 2015 – 30 June 2017	<u>Revised:</u> 01 April 2016 - 30 June 2017	
	Planned beneficiaries	<u>Initial:</u> 5,220,000	<u>Revised:</u> 6,107,200	
	Planned food requirements	<u>Initial:</u> CBT: 99,606.359 MT: 493,256	<u>Revised:</u> CBT: 99,606,359 MT: 539,736	
	US\$ requirements	<u>Initial:</u> US\$693,274,155	<u>Revised:</u> US\$732,711,363.73	
OBJECTIVES AND ACTIVITIES				
Contribution to MDGs 1, 2, 4, 5	Strategic Objective	Operation specific outcomes	Activities	
	SO.1 Save lives and protect livelihoods in emergencies	Save the lives of people affected by severe food insecurity and malnutrition because of conflict and natural disasters, including IDPs, refugees and resident communities	<ul style="list-style-type: none"> • General food distribution (GFD) Food or Vouchers depending on cost-efficiency and effectiveness. • Targeted supplementary feeding (TSFP) to treat moderate acute malnutrition (MAM) in children aged 6–59 months and pregnant or lactating women. • Emergency blanket supplementary feeding (eBSF) will be used to prevent acute malnutrition in emergencies where affected populations lack immediate access to prevention or treatment services. 	
	SO.2 Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies	Restore household food security and livelihoods and treat and prevent acute malnutrition following shocks and protracted displacement, through an integrated package of complementary activities	<ul style="list-style-type: none"> • Food assistance (Food or Vouchers) for assets or training (FFA/FFT) will target households affected by seasonal vulnerability, providing employment opportunities in creating or rehabilitating community infrastructure, skills training, or income-generating activities. Also introduced to IDPs. • Nutrition interventions through community-based integrated nutrition programme. Activities will include TSFP, food-based prevention of acute malnutrition (PAM), micronutrient supplementation (M-SUP) through home fortification with micronutrient powder (MNP), and social and behaviour change communication. 	

		<ul style="list-style-type: none"> • School Meals (ScF on-site) will provide daily cooked meals fortified with MNP to address short-term hunger while improving children’s micronutrient status, learning ability and access to education. It will also increase girls’ attendance in school through a take-home ration (ScF ration). • Pilot a home-grown School Meals (HGSF) initiative for 6,600 children in two states from July 2015 to March 2016 as part of a hand-over strategy.
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PARTNERS

Government	Ministry of Foreign Affairs, Ministry of Health, Ministry of Agriculture, Ministry of Education, Ministry of Social Welfare and Social Security, Central Bank of Sudan, State level Line Ministries
United Nations	UNICEF, UNHCR, IFAD, FAO
NGOs	72 NGOs

RESOURCES (INPUTS)

Contribution received (US\$)

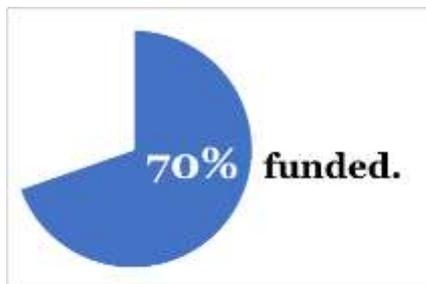
(by 09 May 2017):
US\$510,285,965

% against appeal: 70%

Top 7 donors:

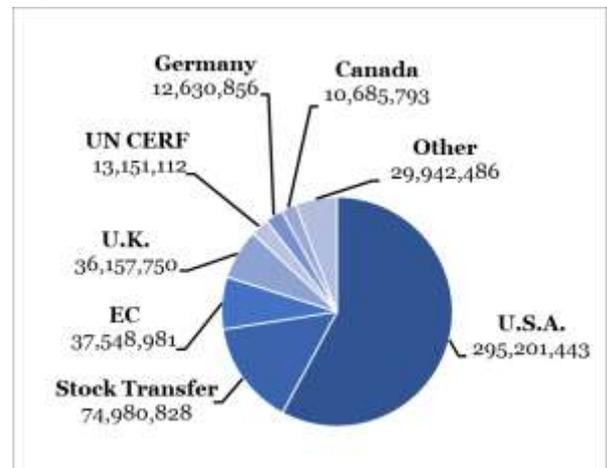
- USA (Stock Transfer)
- European Commission
- United Kingdom
- UN CERF
- Germany
- Canada
- Switzerland

Figure 1: Funding Situation



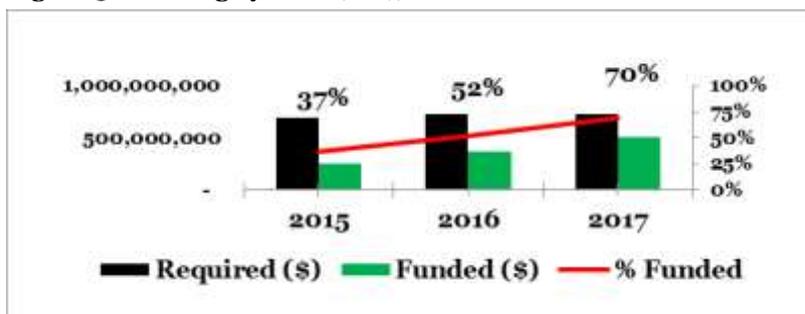
Source: Resource Situation May 2017

Figure 2: Contributions Received (US\$)



Source: Resource Situation May 2017

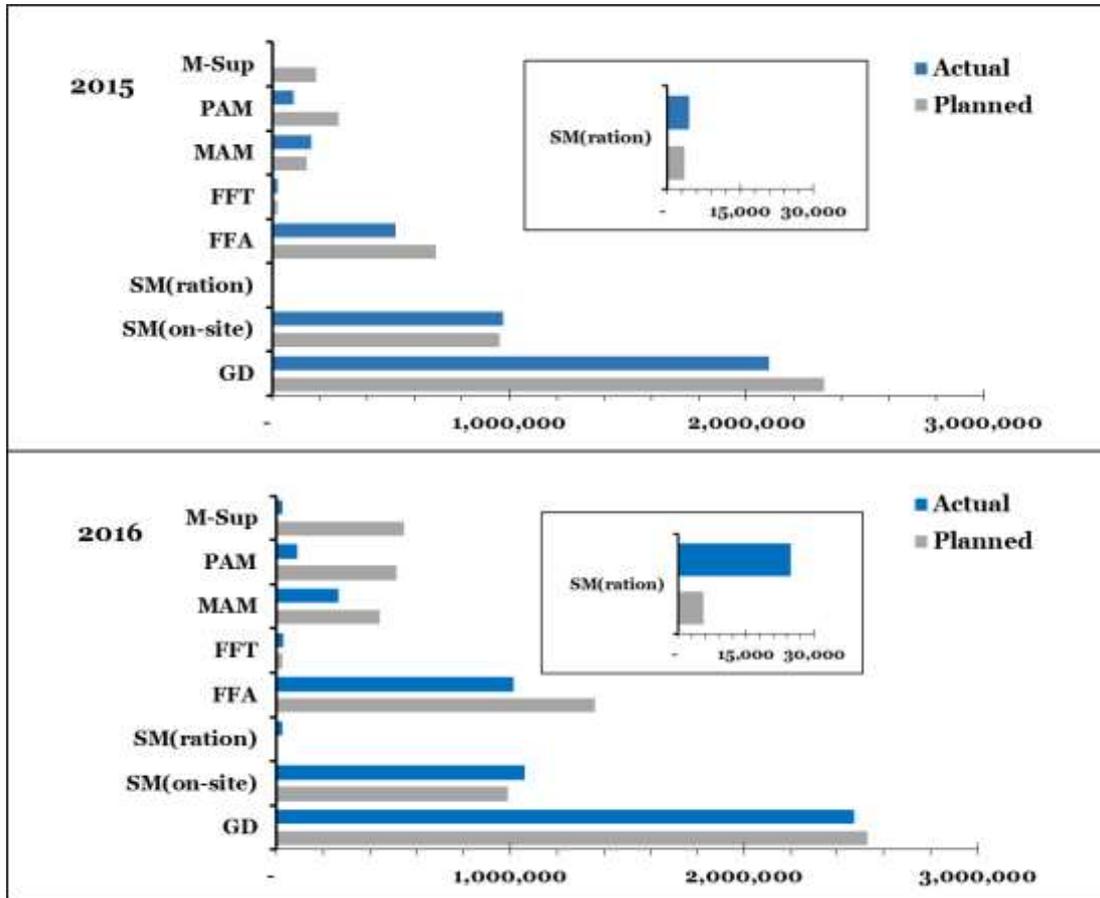
Figure 3: Funding by Year (US\$)



Source: 2015 SPR, BR1 and Resource Situation 02 Oct 2016, and Resource Situation 09 May 2017

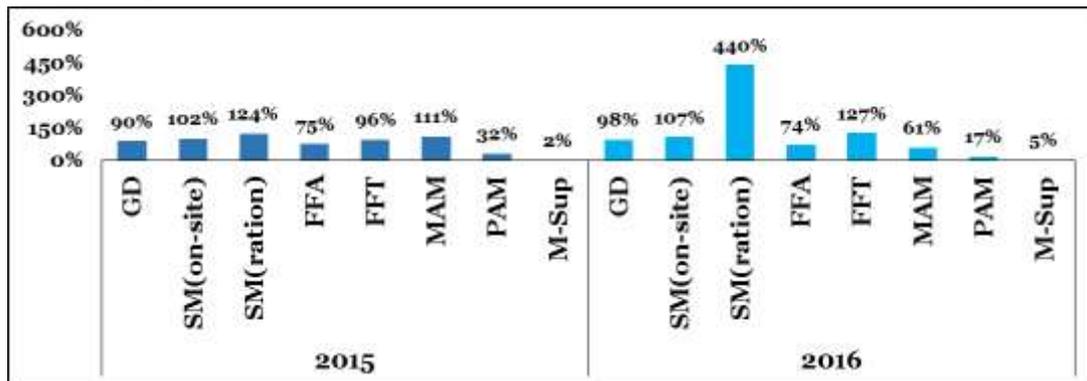
OUTPUTS

Figure 4: Actual versus planned beneficiaries by year and activity



Source: 2015 and 2016 SPR

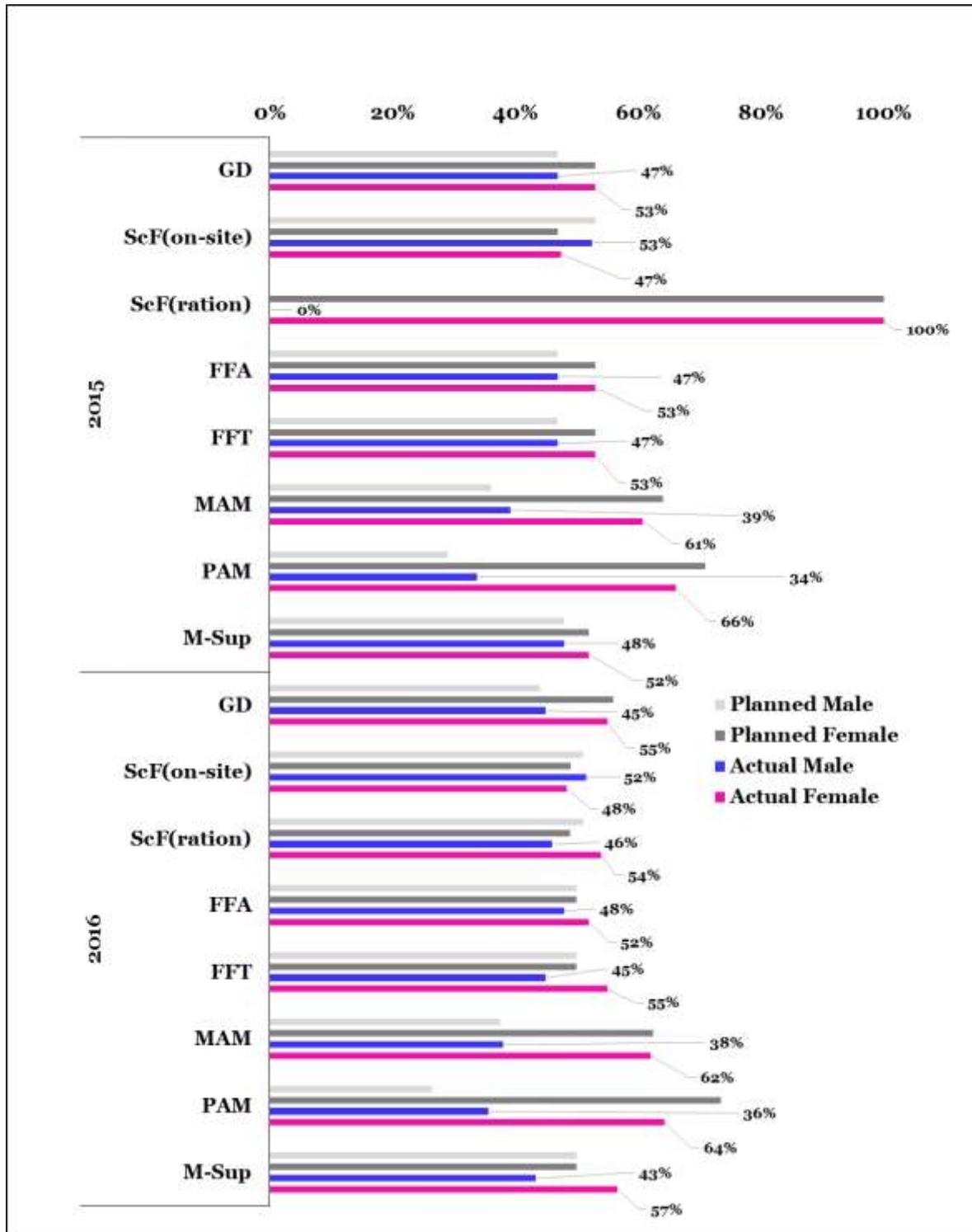
Figure 5: % of total actual beneficiaries covered by each activity¹



Source: 2015 and 2016 SPR

¹ Figure 5 shows the percentage of beneficiaries reached vs. planned for each activity. For example, in 2016 there were 5,640 planned beneficiaries of SM(ration) vs. 24,810 actual; for this activity, WFP exceeded its target by 440%. With reference to table 7 below, these 24,810 beneficiaries represent 1% of the PRRO's 3,902,157 total beneficiaries (per figure 8).

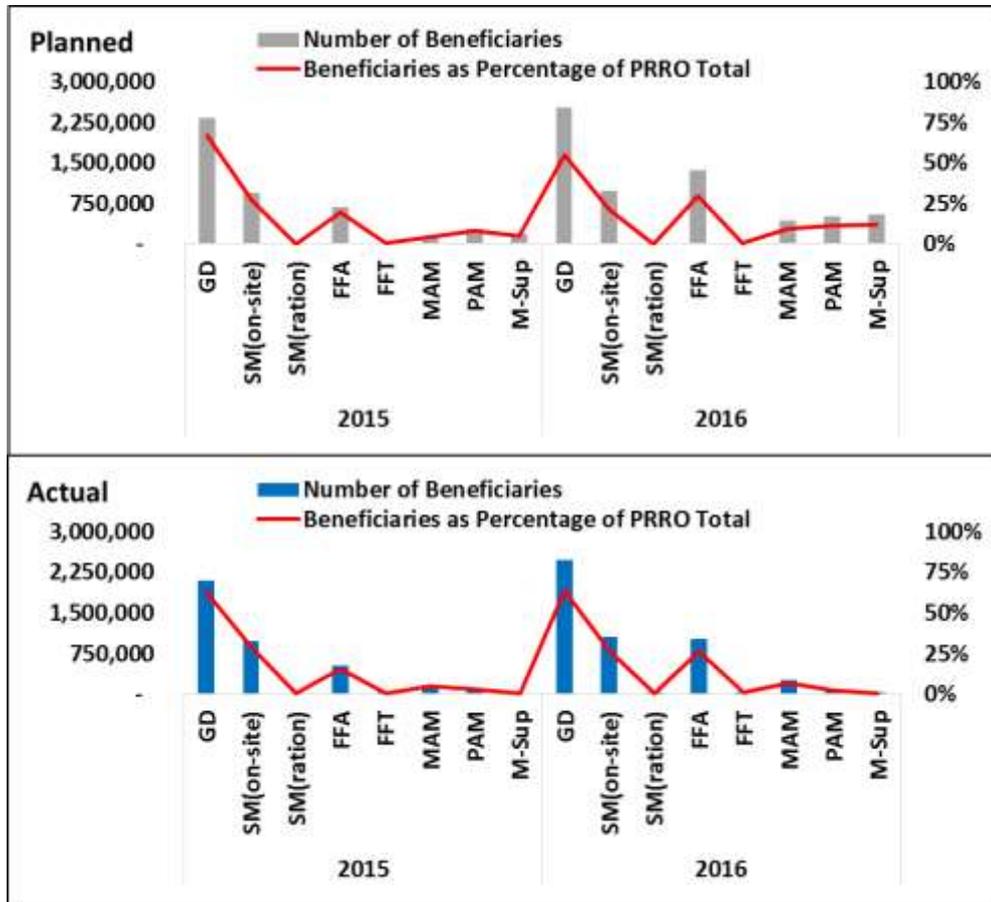
Figure 6: Sex Ratios of Beneficiaries by Activity and Year²



Source: 2015 and 2016 SPR

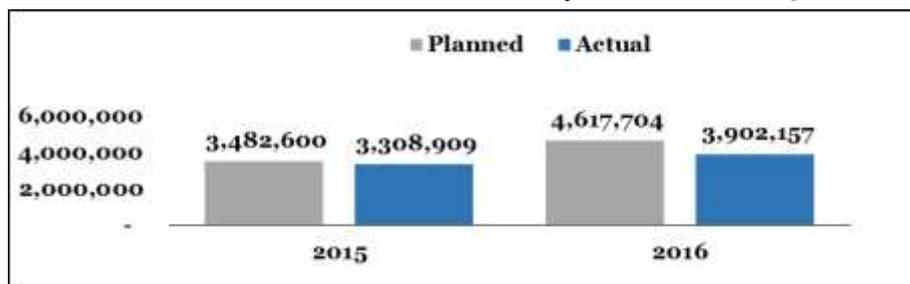
² In the 2015 SPR, a gender ratio was not applied to the calculation of beneficiaries of girls' take-home rations. The planned gender ratio was 49% female to 51% male, while beneficiaries are reported to be 100% female. In 2016, there was a 54% female to 46% male gender ratio applied to the beneficiary calculation (using a multiplier of 5). No explanation is given for the change in gender ratio.

Figure 7: % of total PRRO beneficiaries covered per activity as trend line³



Source: 2015 and 2016 SPR

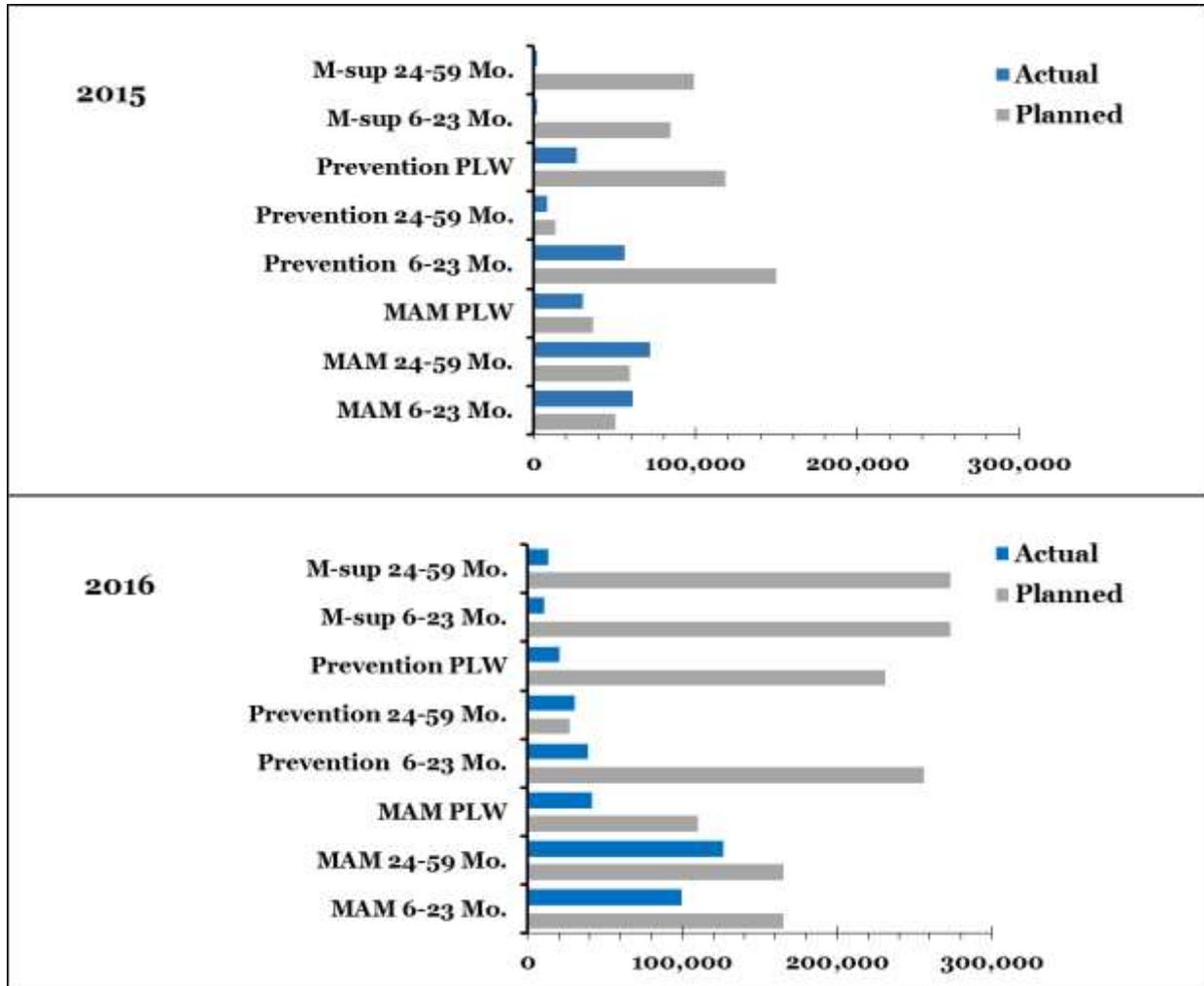
Figure 8: Total Planned vs. Actual Beneficiaries by Year (note 2015 = 6 months only)



Source: 2015 and 2016 SPR

³ WFP’s standard project reporting practice uses non-mutually exclusive activity-level beneficiary coverage categories. Figure 7 shows the planned and actual percentage of overall beneficiaries covered by each project activity. There is overlap in this group of categories, and cumulative calculations are not possible with this data as a result (i.e.: the coverage exceeds 100%). Without more detailed beneficiary data, it is also not possible to see the extent or distribution of category overlap in the existing data. In order to understand the project’s overall cumulative beneficiary count, refer to figure 8.

Figure 9: Planned vs. Actual Nutrition Beneficiaries/Year



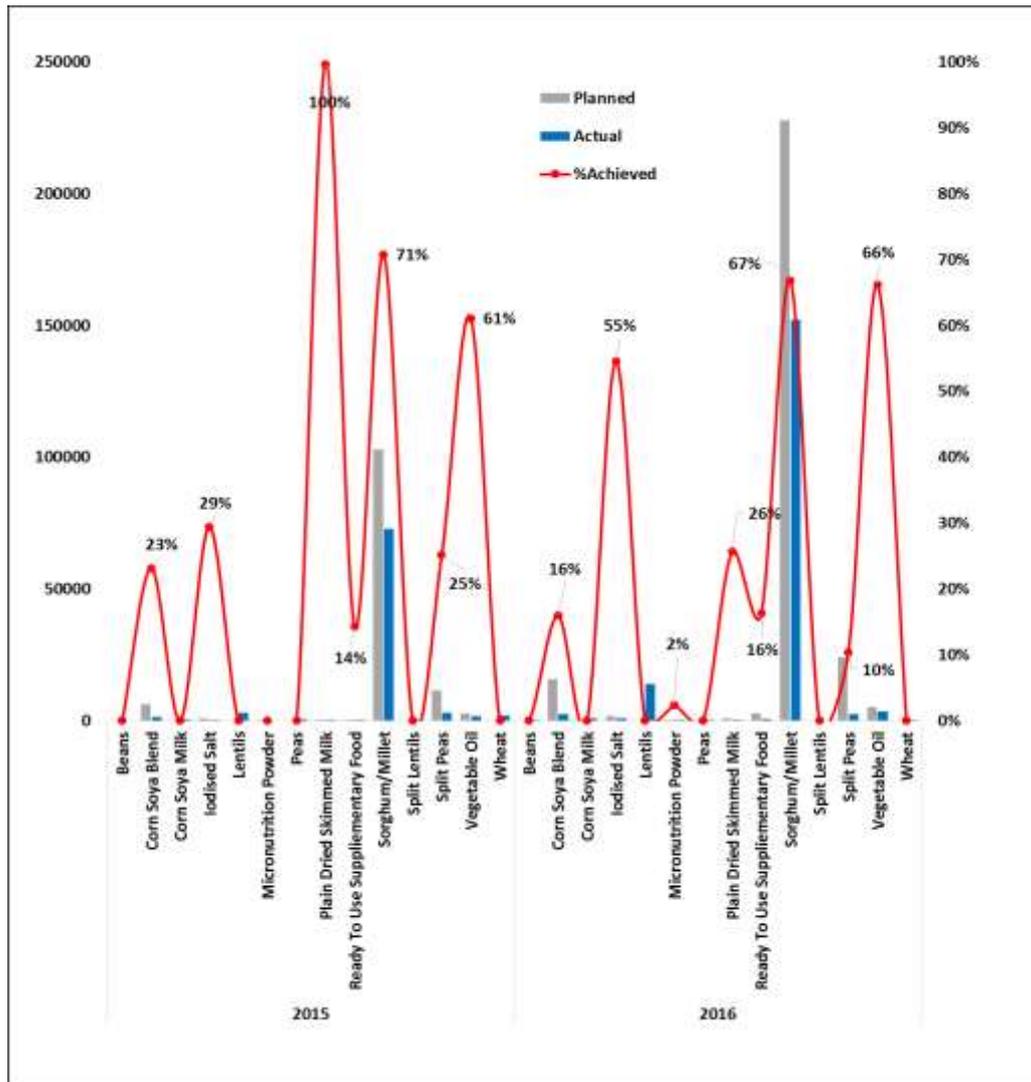
Source: 2015 and 2016 SPR

Figure 10: Planned vs. Actual Distributions/Year (MT) (note 2015 = 6 months only)



Source: 2015 and 2016 SPR

Figure 11: Amount of food distributed by commodity (MT)⁴



Source: 2015 and 2016 SPR⁵

⁴ Data not available by activity

⁵ Several commodities were distributed that were not planned, it is not possible to calculate % achieved for these commodities as that would require dividing by zero; % achieved is shown as 0% for these commodities on the trend line, but data labels are not shown; if there is no data label for % achieved for a commodity, this indicates that no distribution was planned or no distribution was carried out.

Table 1: Outcomes and Outputs⁶

Outcome Indicators (Per SPR 2016) KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target, FCS – Food Consumption Score	PET	BV	PFU	LFU
SO 1: Save lives and protect livelihoods in emergencies				
Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women				
Proportion of target population who participate in an adequate number of distributions				
SUDAN, PET: 2017.06, BV: 2015.05, LFU: 2016.08	>66	71	-	55
Proportion of eligible population who participate in programme (coverage)				
SUDAN, PET: 2017.06, BV: 2015.05, LFU: 2016.08	>70	93	-	84
Stabilized or improved food consumption over assistance period for targeted households and/or individuals				
FCS: percentage of households with poor FCS				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	<5	6	4	6
FCS: percentage of households with poor FCS (female-headed)				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	<5	6	4	5.4
FCS: percentage of households with poor FCS (male-headed)				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	<5	7	4	9.6
Diet Diversity Score				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	>4.9	4.9	4.5	3.6
Diet Diversity Score (female-headed households)				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	>4.9	4.9	4.6	3.6
Diet Diversity Score (male-headed households)				
CETA SOUTH SUDAN REFUGEES, PET: 2017.06, BV: 2014.12, PFU: 2015.12, LFU: 2016.11	>4.8	4.8	4.5	3.6
FCS: percentage of households with poor FCS				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	7	12	25
FCS: percentage of households with poor FCS (female-headed)				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	12	14	27
FCS: percentage of households with poor FCS (male-headed)				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	4	10	22
Diet Diversity Score				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	>4	4	2.9	3.1
Diet Diversity Score (female-headed households)				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	>3.8	3.8	2.8	3
Diet Diversity Score (male-headed households)				
DARFUR, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	>4.1	4.1	3	3.2
FCS: percentage of households with poor FCS				
KASSALA REFUGEES, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	13	25	8
FCS: percentage of households with poor FCS (female-headed)				
KASSALA REFUGEES, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	16	23	11.7
FCS: percentage of households with poor FCS (male-headed)				
KASSALA REFUGEES, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	<5	12	28	6.2
Diet Diversity Score				
KASSALA REFUGEES, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	>3.6	3.6	4.3	4
Diet Diversity Score (female-headed households)				
KASSALA REFUGEES, PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11	>3.4	3.4	4.3	3.8

⁶ To enhance readability of the table, we refer the reader to SPR reporting for details on the source of data for each indicator. For quick reference, dates of points-in-time when measurements were taken are included.

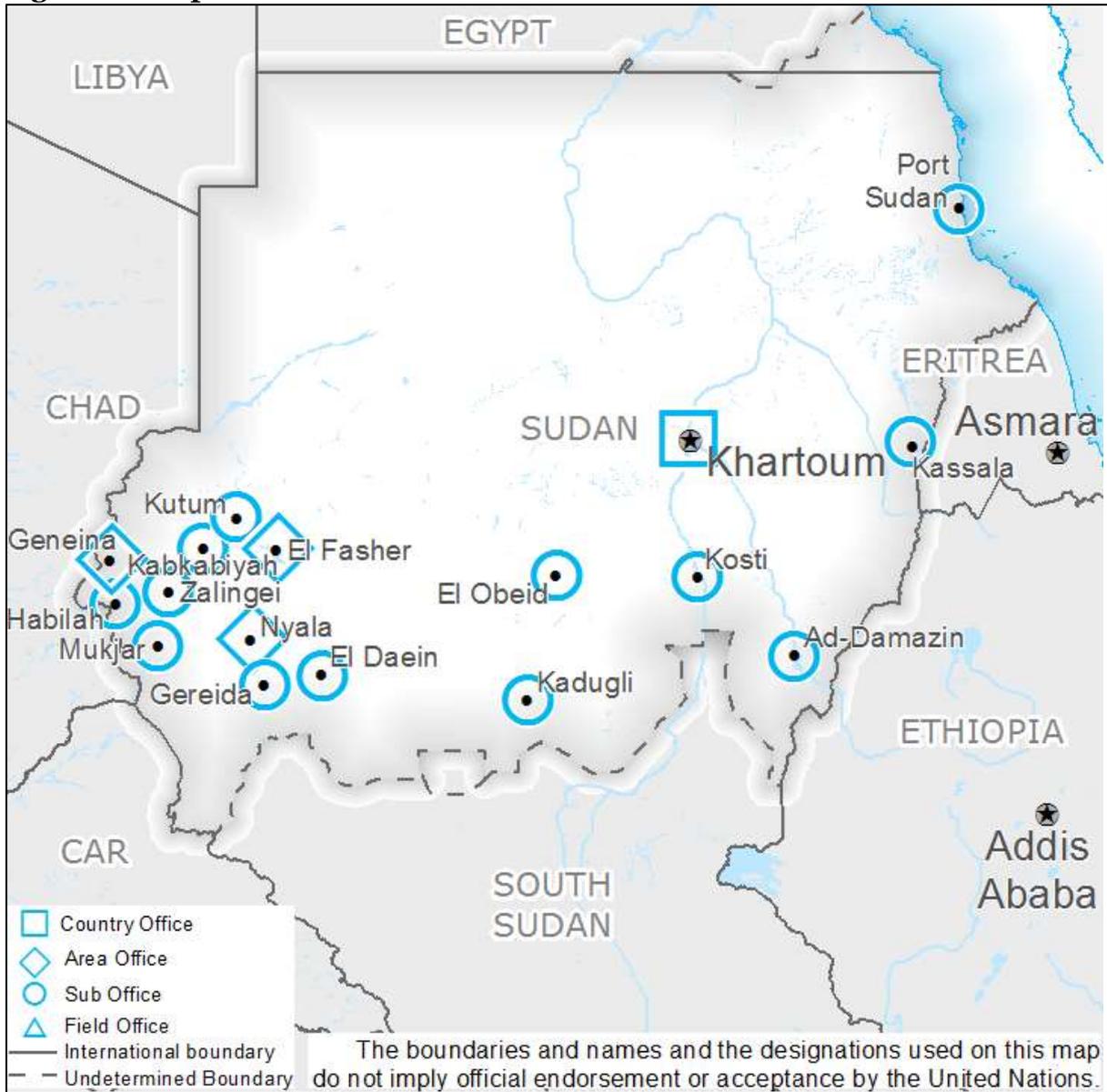
Outcome Indicators (Per SPR 2016) KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target, FCS – Food Consumption Score	PET	BV	PFU	LFU
Diet Diversity Score (male-headed households)				
KASSALA REFUGEES, <i>PET: 2017.06, BV: 2015.05, PFU: 2015.12, LFU: 2016.11</i>	>3.7	3.7	4.2	4.2
National Institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies				
EPCI: Emergency Preparedness and Response Capacity Index				
SUDAN, <i>PET: 2017.06, BV: 2014.12</i>	>2.1	2.1	-	-
SO2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies				
Adequate food consumption reached or maintained over assistance period for targeted households				
FCS: percentage of households with poor Food Consumption Score				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	5.7	9.1	25	29
FCS: percentage of households with borderline Food Consumption Score				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	5.7	19.4	40	29
FCS: percentage of households with poor Food Consumption Score (female-headed)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	7.2	13.4	41	26
FCS: percentage of households with poor Food Consumption Score (male-headed)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	4.6	6.2	25	31
FCS: percentage of households with borderline Food Consumption Score (female-headed)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	7.2	22.8	25	27
FCS: percentage of households with borderline Food Consumption Score (male-headed)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	4.6	17	40	32
Diet Diversity Score				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	>5.1	5.1	5.3	5
Diet Diversity Score (female-headed households)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	>4.9	4.9	5.3	5.1
Diet Diversity Score (male-headed households)				
SUDAN, <i>PET: 2017.06, BV: 2015.05, PFU: 2016.04, LFU: 2016.11</i>	>5.1	5.1	5.2	4.9
Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children				
MAM treatment recovery rate (%)				
SUDAN, <i>PET: 2017.06, BV: 2015.06, LFU: 2015.12</i>	75	91.6	88	91.1
MAM treatment mortality rate (%)				
SUDAN, <i>PET: 2017.06, BV: 2015.06, LFU: 2015.12</i>	<3	0.1	0.1	0.2
MAM treatment default rate (%)				
SUDAN, <i>PET: 2017.06, BV: 2015.06, LFU: 2015.12</i>	<15	6	9.7	6.7
MAM treatment non-response rate (%)				
SUDAN, <i>PET: 2017.06, BV: 2015.06, LFU: 2015.12</i>	<15	2.3	2.1	2
Proportion of target population who participate in an adequate number of distributions				
SUDAN, <i>PET: 2017.06, BV: 2014.12</i>	66	62	-	-
Proportion of eligible population who participate in programme (coverage)				
SUDAN, <i>PET: 2017.06, BV: 2014.12</i>	50	81	-	-
Improved access to assets and/or basic services, including community and market infrastructure				
Retention rate in WFP-assisted primary schools				
CETA, <i>PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	95	96.4	97.9
Retention rate (girls) in WFP-assisted primary schools				
CETA, <i>PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	94.9	96.3	97.9
Retention rate (boys) in WFP-assisted primary schools				
CETA, <i>PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	95	96.5	97.9
Retention rate in WFP-assisted primary schools				

Outcome Indicators (Per SPR 2016) KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target, FCS – Food Consumption Score	PET	BV	PFU	LFU
<i>DARFUR, PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	97.4	98.6	98.9
Retention rate (girls) in WFP-assisted primary schools				
<i>DARFUR, PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	97.4	98.4	98.7
Retention rate (boys) in WFP-assisted primary schools				
<i>DARFUR, PET: 2017.06, BV: 2015.02, PFU: 2015.12, LFU: 2016.12</i>	>70	97.5	98.8	99
CAS: percentage of communities with an increased Asset Score				
<i>SUDAN, PET: 2017.06, LFU: 2016.12</i>	80	-	-	41
Cross-cutting Indicators:				
Partnership				
Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)				
<i>SUDAN, General Distribution (GD), PET: 2017.06, LFU: 2016.12</i>	1.5m	-	-	1.9m
Number of partner organizations that provide complementary inputs and services				
<i>SUDAN, General Distribution (GD), PET: 2017.06, LFU: 2016.12</i>	50	-	-	77
Proportion of project activities implemented with the engagement of complementary partners				
<i>SUDAN, General Distribution (GD), PET: 2017.06, LFU: 2016.12</i>	100	-	-	100
Protection and Accountability to Affected Populations				
Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2016.12</i>	>70	38.4	-	-
Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12, LFU: 2016.12</i>	>70	39	62.8	32
Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2016.12</i>	>80	100	-	-
Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12, LFU: 2016.12</i>	>80	98	99	97.6
Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2016.12</i>	>70	39.7	-	-
Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12, LFU: 2016.12</i>	>70	54	58.8	34
Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2016.12</i>	>80	100	-	-
Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12, LFU: 2016.12</i>	>80	98	99.7	96.8
Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2015.06, LFU: 2016.12</i>	>70	37.5	-	39
Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12</i>	>70	47.2	60.7	-
Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site				
<i>SUDAN, Food-Assistance-for-Assets, PET: 2017.06, BV: 2016.12</i>	>80	100	-	-
Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site				
<i>SUDAN, General Distribution (GD), PET: 2017.06, BV: 2015.06, PFU: 2015.12, LFU: 2016.12</i>	>80	98	99.4	97

Outcome Indicators (Per SPR 2016) KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target, FCS – Food Consumption Score	PET	BV	PFU	LFU
Progress Towards Gender Equality				
Proportion of households where females and males together make decisions over the use of cash, voucher or food				
<i>SUDAN, Food-Assistance-for-Assets , PET: 2017.06 , BV: 2015.06, LFU: 2016.12</i>	40	34	-	34
Proportion of households where females and males together make decisions over the use of cash, voucher or food				
<i>SUDAN, General Distribution (GD) , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.11</i>	40	12	12.3	22.7
Proportion of households where females make decisions over the use of cash, voucher or food				
<i>SUDAN, Food-Assistance-for-Assets , PET: 2017.06 , BV: 2015.06, LFU: 2016.12</i>	40	52	-	62
Proportion of households where females make decisions over the use of cash, voucher or food				
<i>SUDAN, General Distribution (GD) , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.11</i>	40	78	82.3	67.7
Proportion of households where males make decisions over the use of cash, voucher or food				
<i>SUDAN, Food-Assistance-for-Assets , PET: 2017.06 , BV: 2015.06, LFU: 2016.12</i>	20	14	-	4
Proportion of households where males make decisions over the use of cash, voucher or food				
<i>SUDAN, General Distribution (GD) , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.11</i>	20	10	5.4	9.6
Proportion of women beneficiaries in leadership positions of project management committees				
<i>SUDAN, Food-Assistance-for-Assets , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.12</i>	50	42	44	37
Proportion of women beneficiaries in leadership positions of project management committees				
<i>SUDAN, General Distribution (GD) , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.12</i>	50	32	34	33
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution				
<i>SUDAN, Food-Assistance-for-Assets , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.12</i>	50	34	41	40
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution				
<i>SUDAN, General Distribution (GD) , PET: 2017.06 , BV: 2015.06 , PFU: 2015.12, LFU: 2016.12</i>	50	39	39	35

Operational Maps

Figure 12: Map of WFP Offices in Sudan



Source: WFP 2015

Executive Summary

- S1. The World Food Programme (WFP) Regional Bureau (RB) selected, in consultation with the Sudan Country Office (CO) the ‘Sudan Protracted Relief and Recovery Operation (PRRO) 200808 (total budget US\$732,711,363.73¹) to be the subject of an independent evaluation). The specific objectives of the PRRO are to ‘save the lives of people affected by severe food insecurity and malnutrition because of conflict and natural disasters, including Internally Displaced Persons (IDPs), refugees and resident communities’ and ‘restore household food security and livelihoods and treat and prevent acute malnutrition following shocks and protracted displacement, through an integrated package of complementary activities’. These were: General Food Distribution (GFD), Food Assistance for Assets and Food Assistance for Training (FFA/FFT), School Meals (SM) and Nutrition activities. The programme included cross-cutting objectives relating to gender equality and women empowerment, protection, accountability to affected populations and partnerships. This evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and/or design of the forthcoming Country Strategy Plan (CSP), and seeks to answer the following questions: a) How appropriate is the operation; b) What are the results of the operation, and c) Why and how has the operation produced the observed results? The period covered by this evaluation is late 2014 (development of the operation) to April 2017 (report writing of the Evaluation Report).
- S2. The evaluation made use of an extensive range of primary and secondary data collected from various sources, including beneficiaries, WFP and Co-operating Partner (CP) staff, programme stakeholders and internal and external documents and reports. It used a mixed-method approach with strong focus on triangulation of sources and data collection methods (Focus Groups Discussions, Key Informant Interviews, observation, desk review, etc.). It paid special attention to ensuring the views and perspectives of all different beneficiary groups were adequately captured and considered, in particular those of the most vulnerable such as women. Despite some operational constraints in the conduct of the evaluation, no major limitations affecting the quality of the data were encountered.

Country Context

- S3. Sudan is a low income and food deficit country. It gained independence on 1st January 1956 and since then political instability and prolonged armed conflicts in various parts of the country have resulted in loss of lives, and had devastating effects on rural livelihoods.² Sudan faces regular food security crises, with Darfur, Eastern region, and West Central region (Kordofan and White Nile) being particularly affected. Gender inequality is widespread, and the country has a Gender Inequality index (GII) score of 0.591 (2014), ranking it 135 out of 155 countries. In October 2016 OCHA estimated that there were 2.3 million IDPs in Sudan (largely in Darfur), and 386,000 refugees from Chad, the Central African Republic, South Sudan, Eritrea and Ethiopia in the country. Many of these displaced people have been in camps for several years due to the ongoing nature of the conflict in the places they fled.
- S4. The poverty rate in rural areas is 58 percent compared to a national average of 47 percent. The July-November 2015 Inter Phase Classification (IPC) Report³ indicated that around four million people are food insecure. According to data collected in 2010 to calculate the Multidimensional Poverty Index (MPI) for Sudan, around 53 percent of the population is multidimensional poor while an additional 17.9 percent live near multidimensional poverty.⁴

¹ 70% funded

² OCHA reports that some 3.3 million people were in need of humanitarian assistance in Darfur in 2016

³ http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_SouthSudan_Report_Analysis_September2015.pdf

⁴ Work for human development - Briefing note for countries on the 2015 Human Development Report- Sudan

- S5. The Food and Nutrition Security Assessment Report (Southern Sudan Centre for Census, Statistics and Evaluation Central Bureau of Statistics, 2009) revealed that around 28 percent of the population of Northern Sudan were food deprived. Deprivation varies by state where the lowest 15-16 percent was in the Northern and Nile states; and the highest 40-44 percent was in Darfur, Kordofan and White Nile states. Within the refugee population women and children are disproportionately affected. The 2014 Sudan Multiple Indicator Cluster Survey (MICS) report revealed that 33 percent of <5 children are underweight, 38.2 percent are stunted, and 16.3 percent are wasted. Boys are slightly more underweight, stunted, and wasted than girls. A higher percentage of children in the age group 12-23 months are undernourished according to all three indices compared to other age groups. Children living in the rural areas are most affected by malnutrition – 37 percent of children in rural areas are underweight, compared to 23.2 percent in urban areas. The levels of acute malnutrition are 17.4 and 13.4 percent respectively. The rate of child stunting in rural areas is 43 percent and 27.1 percent in urban area. The states of Darfur, Kordofan, and Kassala suffer the highest levels of child stunting.

Appropriateness of the Operation

- S6. The evaluation found that the design of all components was appropriate to the food and nutrition needs of the population targeted, consistent with WFP's policies and strategies and the Government of Sudan's priorities; the decision to use GFD, SM, Nutrition approaches and FFA was adequate to meet the objectives set, although ration sizes were generally lower than required and FFA/FFT interventions were not always linked well to existing markets. WFP has good working relationships with the Humanitarian Affairs Commission and the Ministries of Health and Education at the State Level, and coordinates well with the United Nations High Commission for Refugees (UNHCR) in the refugee camps.

Results of the Operation

- S7. **General Food Distributions:** In 2015 (a half year) and 2016 respectively, WFP reached 90 percent and 97.8 percent of its planned beneficiaries. In 2015 it distributed 62,782 MT (69 percent of planned) of food commodities and cash and vouchers worth US\$18,062,644 (62.7 percent of planned), while in 2016 140,617 MT of food (64 percent of planned) and US\$33,793,986 of cash and vouchers (72 percent of planned) were distributed. The reason for the shortfalls was resource constraints and the beneficiary retargeting exercise, which removed a significant number of people from beneficiary lists. WFP did not reach most of its targets with regard to food consumption and dietary diversity scores, although exceeding the dietary diversity target for female headed households was an exception to this. Eligibility for GFD is currently being reviewed under the reclassification exercise; one of the factors determining eligibility is household labour availability – households with a working age adults are more likely to be able to cover their needs without assistance. However, this assumption does not hold true in some areas, particularly in CETA, where residents of camps are not allowed to work outside the camp confines, severely constraining their ability to support themselves.
- S8. **Nutrition:** The emergency Blanket Supplementary Feeding Programme (eBSFP) reached 21,016 beneficiaries (46 percent of planned) in 2015 and 71,925 (68 percent of planned) in 2016, translating into 32 and 23 percent of the planned food tonnage for each year. Coverage of Targeted Supplementary Feeding (TSFP) was better, with 429 (46.7 percent of planned) and 490 (53.1 percent of planned) centres supported in 2015 and 2016 respectively, and 111 percent of planned beneficiaries reached in 2015 and 60.7 percent of planned reached in 2016. Resource constraints limited impact of the CNIP, particularly in food-based prevention of malnutrition and micronutrient deficiencies. Overall, treatment of MAM through the TSFP was successful, but there is some indication that the aggregate data is masking some centres with high defaulter rates. Social and Behavioural Change Communication (SBCC) resulted in 47.1 percent and 63.4 percent of the planned number of caregivers receiving three key messages in 2015 and 2016 - below optimal, and

probably related to regular pipeline breaks reducing the incentive for caregivers to attend. Due to the focus on emergencies that occurred during the project period and pipeline breaks, nutrition activities focused more on emergency interventions and treatment of malnourished target groups than on Food Based Prevention of Malnutrition (FBPM). Throughout 2015 and 2016 WFP was unable to meet its planned beneficiary targets and in 2016 was only able to meet 17.5 percent of the planned beneficiaries for FBPM. Child-level data, disaggregated by age and gender, is routinely collected in WFP MAM programmes. However, this was not reported in the performance indicators, so there is little understanding of how management of acute malnutrition may result in default and/or relapse differently in boys compared with girls. WFP recognises it is not present in all states to support MAM treatment and it is agreed with the Ministry of Health that for areas that WFP is not present, the MoH will lead. However, there are instances when MoH is unable to support, and in these cases, UNICEF has been asked to increase their discharge criteria to capture MAM children as well. While WFP recognises that this is their area of responsibility, funding constraints prevent their presence in all areas of need. WFP staff reported that the MoH, WFP and UNICEF were due to collaborate on a survey that would include the coverage of MAM treatment in 2016. However, the survey did not take place as planned.

- S9. **School Meals:** WFP targeted SM to the most food insecure areas and rural areas in Darfur beyond the IDP population with hot meals in schools, while in Central and Eastern (CETA), targeting was driven by both food security and education criteria and the intervention included both school meals and take-home rations (THR) for girls. In 2015, 10,050 MT (59% of planned) was distributed to schools, while the figure for 2016 was 15,656Mt (55% of planned). WFP reached more than the planned number of students through its SM programme, and distributed to 97.5 percent of targeted schools in 2015 and 104.4 percent in 2016. The SM and THR have maintained retention rates for boys and girls above the target value of >70 percent, and they have enabled girls to attend schools in some of the more conservative communities in Kassala and Red Sea state.
- S10. **Food Assistance for Assets and Food Assistance for Training:** FFA/FFT was targeted in Darfur and Eastern Sudan (Kassala and Red Sea), and North & West Kordofan states, but other vulnerable CETA states - South Kordofan, Blue Nile, and the White Nile – were left out due to access constraints and / or limited resources. Interventions were planned after national and sub-national, consultations with government, partners, and at community level, Community Based Participatory Planning (CBPP) was used. Only refugees and IDPs were eligible to participate in FFA/FFT activities, and in White Nile and Kassala at least, allowing members of host communities to participate could have gone some way to reducing tensions between this group and refugees. The total number of actual participants in Darfur and CETA during 2016 was 209,643 (75.4 percent of the target), the shortfall largely due to resource constraints. The provision of seasonal work opportunities and the improvement of community assets and alternative livelihood options were suitable to beneficiary needs. However, impact was sometimes compromised by under capitalization, poor selection of Income Generating Activities (IGAs), limited time span, weak asset management structures and FLAs that focus on delivery of outputs rather than the achievement of outcomes. FFA/FFT successes included increasing area under farming by 50 percent and increasing yields by 50-75 percent, and some groups in Darfur began pooling earnings for use as a social insurance fund. The Safe Access to Fuel and Energy (SAFE) project's focus on fuel saving stove construction, in addition to its environmental benefits, protected rural women against sexual assault while gathering firewood. Water supply interventions reduced the time women spend collecting water. Some CPs proved adept at recasting FFA/FFT interventions as social insurance mechanisms by ensuring that they focused on products for which there was high demand and enabling participants pooled the small amounts of income generated to be shared in emergencies rather than used to cover daily consumption needs. The programme did not collect data to allow the calculation of the Community Asset Score (CAS).

- S11. **Gender:** The operation is coherent to the WFP Gender Policy. The twin track strategy is implemented partly, and gender is mainstreamed into the needs assessment, design, implementation, monitoring and evaluation of food assistance in all field and area offices. WFP was successful in ensuring that the registered GFD recipient in any household is female, and that women were represented on all food distribution committees too. The ET found no evidence of women facing danger when collecting rations, and WFP's output figures support this finding.

Internal and External Factors Affecting Results

- S12. The main internal factors affecting the results were: (i) The categorization of IDPs resulting in a considerable number of people being moved off long term GFD onto shorter-term FFA/FFT activities; (ii) staff vacancies at the field level; (iii) pipeline breaks which particularly affected the SM and TSFP; delays were also experienced with the delivery of MNP; (iv) limited resources for Cooperating Partner (CP) capacity building and Field-level Agreements (FLAs) that were too short to enable thorough implementation of FFA/FFT activities to an acceptable standard, and were overly focussed on the delivery of outputs rather than outcomes, meaning CPs paid less attention to developing systems and structures which would have increased the prospects for assets' long term impact. In addition, external factors such as the El Niño- induced drought of 2016, the adverse financial environment for protracted crises due to the Syrian crisis among other emergencies, an increase in the number of refugees coming from South Sudan, the increase of the IDP caseload (over 100,000 from Jebel Marra in 2016) and the reluctance of the Government of Sudan to invest in SM programme at federal level have also influenced the operation's results.

Conclusions and Lessons Learned

- S13. **Relevance, Coherence and Appropriateness:** The PRRO was largely consistent with WFP's various policies and strategies, and was planned with full consideration of the food security situation in mid-2015. However, a severe El Nino event, combined with a short-fall in funding, and an increase in new refugee and IDP arrivals stressed the programme's ability to remain fully appropriate to beneficiary needs and programme objectives, particularly with regard to GFD ration size. Bold efforts were made to reduce the IDP caseload by moving from a status-based targeting approach to a vulnerability approach. Re-targeting was successful in considerably reducing the number of IDP beneficiaries, but the system was not without its problems – chiefly a lack of understanding by beneficiaries and many field-level staff about how the grievance procedure worked.
- S14. **Effectiveness:** The GFD and eBSFP interventions, while missing their targets for commodities / cash distributed (and increased food consumption and dietary diversity scores in the case of GFD), contributed to the objective of saving lives. The SM programme was effective in increasing retention rates and the FFA/FFT interventions achieved some successes in improving community assets and building income generating businesses for participants, although some were not adequately capitalised or were not sufficiently aligned to local demand to have the intended level of impact.
- S15. **Efficiency:** The main challenge to efficiency derived from the nature of the PRRO's funding, which was largely in kind. Recent assessments of the efficiency of different transfer modalities by WFP in Darfur (WFP CBT (cash-based transfer) Assessments, 2016) found that value vouchers are the most cost-efficient option, closely followed by cash and commodity vouchers. Cash and vouchers are preferred by beneficiaries for their inherent flexibility, but WFP's options for scale up of these were limited by the restricted cash pipeline. WFP Sudan has realized that it needs to work on a more equal footing with CPs. WFP had to continue with short-term FLAs with CPs which are more contractual than collaborative in nature during the PRRO. Resources for the capacity building efforts needed were not available.

- S16. **Sustainability:** GFD is clearly not sustainable, but as mentioned above, progress has been made in converting FFA/FFT activities into micro-level social insurance mechanisms. This type of programming combined with linking groups to financial products and markets should be explored in the CSP. The nutrition programme components are well integrated with the Federal Ministry of Health (MoH) nutrition strategy and its adoption of the Community Management of Acute Malnutrition (CMAM) guidelines as its main tool for nutrition programme implementation. This coupled with the Government's involvement in WFP's current Community Nutrition Integrated Programme (CNIP), for example providing nutritionists to undertake the technical training to partners, bodes well for the sustainability of the programme. The School Meals handover plan faltered early, with the Sudanese Government unable to take over the first phase of the handover, resulting in WFP continuing the programme,⁵ and it is unlikely that the Government will have sufficient resources to take over activities such as School Meals in the near future.⁶
- S17. **Gender:** WFP Sudan has made serious efforts to address the considerable gender based aspects of vulnerability, including devising an in-country gender strategy and putting in place various protocols with regard to registration of female household members and ensuring women are represented on food distribution committees.
- S18. **Synergies between Components:** The ET found some good evidence of synergies between the different components of the programme – for example using FFA resources to pay parents working to develop school gardens, using vouchers and/or food to pay nutrition outreach staff, and ensuring that groups formed for the purposes of FFA/FFT also benefited from best feeding practice training modules delivered by nutrition partners. In many sites visited, CPs had ensured that the various PRRO activities were clustered together – for example nutrition training was delivered in the same locations where FFA/FFT activities took place.
- S19. **Key lessons for the future:** Two main lessons for the future include recognising that the approach to partnership must be improved to bring it more into line with the principles of cooperation that the partnership strategy espouses. WFP must demonstrate that it can add real value to local level organisations so that they can gradually own and implement the solutions to food insecurity. The second lesson that can be drawn from the PRRO is that progress will only come with bold and decisive decision-making. The senior management team in WFP Sudan recognizes the changes that need to be made, but in many ways their ambitions are constrained by the short funding horizons and general lack of resources. Leveraging the CO's main assets of national scale, good relations with government, logistics management, and strong vulnerability assessment to join the dots between needs of beneficiaries, the capacity requirements of CPs, and the priorities of donors will be central to ensuring WFP Sudan remains relevant in the coming years.

Recommendations

Immediate priority by end of 2017

- S20. **Recommendation 1 (CO):** Nuance targeting / categorisation criteria in White Nile and Kassala refugee camps to take into account local-level food security and vulnerability realities. WFP should, in coordination with UNHCR and CPs, discuss the value of conducting a similar vulnerability profiling exercise to that conducted in Darfur to develop targeting criteria that are specific to the refugee context in the East of the country.
- S21. **Recommendation 2 (CO):** Strengthen field staff, CPs and Government of Sudan stakeholders' understanding and functionality of the re-targeting system. WFP should, in line with its corporate commitment to affected populations, ensure that all WFP staff, CP

⁵ WFP, 2014. WFP Sudan School Feeding Strategy Draft

⁶ WFP, 2013. Country Portfolio Evaluation

staff, other stakeholders (e.g. HAC) and beneficiaries are aware of the way that re-classification is handled including the importance of bearing in mind protection considerations classifying households. Initially, this should take the form of a document or diagram (in Arabic and English) that is widely distributed to all stakeholders, including sheiks. WFP and the CP should also enhance communication on entitlements and changes to entitlements with beneficiaries, specifically but sensitively explaining how and why decisions are being made.

- S22. **Recommendation 3 (CO): Do more to support host communities in (White Nile State) in order to reduce tensions between the refugee and host populations.** Currently host communities in White Nile State are allowed access to MAM treatment, but in order to reduce host communities' resentment towards refugees, support should be expanded to allow the host community to benefit from FFA/FFT activities where resources allow.

Medium-term priority (until end of ICSP period)

- S23. **Recommendation 4 (CO with support from RB): Expand donor base and seek adequate financing and sourcing of nutrition commodities to meet the objectives of the CNIP and particularly the preventive activities.** Despite correctly prioritising the treatment of MAM over prevention activities, the lack of nutrition products ultimately impacts negatively on WFP's nutrition objectives. This could be addressed by identifying donors who prioritise CNIP and prevention activities and advocating for the importance of CNIP with more reluctant ones. Efforts could also be made to negotiate with current donors to allocate a certain percentage of nutrition funding to be allocated specifically to CNIP and prevention.

- S24. **Recommendation 5 (CO): Support UNICEF and Government of Sudan (MoH) to undertake a national nutrition survey to enable WFP to determine MAM treatment programme impact.** In collaboration with UNICEF, CO should take immediate steps to actively advocate for the realisation of a national survey similar to the S3M7, (with disaggregated nutritional data to enable WFP to determine the coverage of MAM treatment) to be led by MoH. CO should include the survey as a priority in its discussions with MoH. CO should raise with MoH the feasibility of conducting the survey and should attempt to come to an understanding on the type of support WFP could provide to MoH. CO should advocate for the survey to be conducted by the end of 2017 in order to be able to determine the impact of the programme.

Longer-term priority (by end of the CSP period)

- S25. **Recommendation 6 (CO): Refocus FFA /FFT to focus on the skills and assets they produce in the long term, rather than the food they deliver in the short term** (i) Ensuring that the FFT schemes are sufficiently capitalised to offer training that is suitable to men (e.g. welding, construction, carpentry, etc.) and ramping up the literacy, numeracy and management skills that are offered to group members. This could involve a reassessment of budgets or working with partners who are able to provide matched funding. (ii) Considering expanding the budget available for 'start-up kits' that allow FFT to establish sustainable businesses. (iii) Improving the quality and marketability of handicrafts created under FFT schemes. Finding and partnering with organisations that specialise in this area will be important. (iv) Continuing to build relations with the Ministry of Welfare and Social Security (MoWSS) as it is the most relevant government counterpart for gender mainstreaming and capacity development and social protection. The MoWSS could provide support through its financial and social packages to reduce women vulnerability.
- S26. **Recommendation 7 (CO): Where appropriate specifically focus on recasting women's FFA/FFT activities as a mechanism for social insurance by** (i) Encouraging the formation and sustainability of larger groups in order to increase the value of the savings fund. (ii)

⁷ Simple Spatial Survey Method

Assisting women's groups with officially registering with the relevant local Government department. (iii) Based on an analysis of the needs of individual groups, strengthen skills of key group members as appropriate so they are able to manage savings and group activities effectively, and assisting groups with registration with the relevant government departments and accessing formal credit when appropriate (iv) Strengthening CPs' capacity in gender and women's empowerment programming. This may include ensuring that CPs and other stakeholders are aware of the important part that social insurance plays in the theory of change for women's empowerment. (v) In the longer term, WFP should explore ways of working with the Government and other stakeholders (UNICEF etc.) on a social protection strategy (including guaranteed work for vulnerable households over multiple years in order to buy-down risk) for non-refugee populations in Darfur, Kassala and Red Sea state. This should complement the Government of Sudan SP strategy (currently in draft form).

- S27. **Recommendation 8 (CO): Revisit the conditions of FLAs and the speed at which contractual obligations are processed in order to reduce cash flow constraints faced by CPs through** (i) Devise a funding mechanism that ensures CPs are not exposed to the exchange rate risks inherent when using the SDG – this could involve making all budgets and payments in US\$, or pegging a dollar/SDG exchange rate at the point in time the FLA is signed for the duration of the contract (ii) Make FLAs longer (2 – 3 years) and focused more on outcomes rather than activities – i.e. the changes that WFP want to see in beneficiaries' lives, rather than quantities of food distributed (iii) Invest more time in communicating with CPs, particularly about breaks in pipeline and explore with them ways that WFP can share the risks inherent in the FLA system with them (iv) Ramp up efforts to develop the capacity of CPs. So far this has taken the form of training in WFP reporting procedures and CBPP. More is needed and will take the form of mentoring as well as training, particularly in financial management, which will assist with the timely turn-around of payments. Lack of resources such as transport and computers / generators are a major constraint to CPs, and more could be done to strengthen their understanding of programming that impacts on women's empowerment. Where documents and manuals are supplied, provide simplified versions translated into Arabic. This will be necessary as WFP moves into longer term partnership arrangements, and expects CPs to engage more closely with communities in development-type activities (rather than just food distributions).
- S28. **Recommendation 9 (CO with support from RB): Prioritise the transition cash transfers, or where not possible, voucher transfers.** Initial evidence from the CBT assessments in West Darfur State (WFP 2016) show that beneficiaries prefer vouchers over in-kind and cash transfers, while the CBT assessment in South Darfur (WFP 2016) indicates that cash is the most efficient transfer modality in that area. As such, cash and vouchers should be rolled out more widely where circumstances are appropriate, protection risks have been assessed, and funding is available. WFP has already invested heavily on CBT assessments, so should prioritise the actions identified in these studies, and build the capacity of CPs for cash and voucher programming. This will involve training them how to do market assessments, and the process of handling and disbursing cash and vouchers

1 INTRODUCTION

1.1 Evaluation Features

1. The Regional Bureau (RB) selected, in consultation with the Sudan Country Office (CO), the ‘Sudan Protracted Relief and Recovery Operation 2008o8 - Support for Food Security and Nutrition for Conflict-Affected and Chronically Vulnerable Populations’ (July 2015 – June 2017), to be the subject of a mid-term independent evaluation from a shortlist of operations meeting criteria prepared by the WFP Office of Evaluation (OEV). This evaluation was timed to ensure that findings can feed into future decisions on programme implementation and/or design of the Country Strategy Plan (CSP), implementation of which will commence in 2019 after an ‘interim CSP’ (ICSP) which will run from mid-2017 until the end of 2018.
2. The evaluation serves the dual and mutually reinforcing objectives of accountability (performance and results of the operation) and learning (the reasons why certain results occurred or not). It was designed to answer to the Key Evaluation questions outlined in the Terms of Reference (TOR) (Annex 1), developed further in the Evaluation Matrix (Annex 2) while using the OECD/ DAC criteria coverage, efficiency, effectiveness, impact and sustainability.¹ The three Key Evaluation questions are:
 - How appropriate is the operation?
 - What are the results of the operation?
 - Why and how has the operation produced the observed results?
3. The evaluation covered the Sudan PRRO 2008o8 including all activities² and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The evaluation assessed all four components of the PRRO 2008o8 (General Food Distribution [GFD], School Meals [SM], Food Assistance for Assets and Training [FFA/FFT], and Nutrition), as well as the cross-cutting issues – gender, protection, accountability to affected populations and partnerships. It also seeks to provide an assessment of WFP Sudan’s progress on transitioning to more resilience-focused programming. The period covered by this evaluation captures the time from the development of the operation (from late 2014/ early 2015) to the implementation of the operation (which started in July 2015) until the start of the field evaluation mission (February 2017).
4. The evaluation was conducted in three distinct phases; Inception Phase (August 2016 – January 2017) evaluation mission (October 2016 – March 2017), additional data gathering and reporting phase (March 2017 – June 2017). For further details on the evaluation timeline, see Annex 8.
5. The evaluation paid special attention to the expectations expressed by the CO and the RB during the inception phase, namely: provide a better understanding of the CO’s position with the Government; the interconnection between resilience and social protection; geographical targeting and its complementarity with partners, and targeting gaps; the timing and planned phasing of activities; shift from a status-based approach to a vulnerability-based approach through the profiling of IDPs in camps; and the adequacy of the WFP’s livelihood support activities for targeted beneficiaries to become self-sufficient.
6. The main users of the evaluation results are expected to be the CO, their Cooperating Partners (CPs), UNHCR, various government authorities, Non-government organisations (NGOs), RB and OEV.

¹ The DAC Principles for the Evaluation of Development Assistance, OECD (1991), Glossary of Terms Used in Evaluation, in ‘Methods and Procedures in Aid Evaluation’, OECD (1986), and the Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000)

² Note: during the Inception Call held on the 16th November it was noted that the capacity building objectives planned under the PRRO should not come under the purview of this evaluation as they have not taken place as planned.

7. The Evaluation Team (ET) was gender and culturally balanced, including two Sudanese experts. It consisted of a core team composed of five members: a team leader (TL), with a background in food security, livelihoods and evaluation, a nutritionist, a gender expert, and a livelihoods expert. The team was complemented by an evaluator with long experience in partnerships and transition settings and a data analyst. Three of the four core team members were fluent Arabic speakers with considerable experience of Sudan. The Evaluation Manager was responsible for quality assurance using WFP's Evaluation Quality Assurance System (EQAS) standards for Operations Evaluation.

Methodology

8. The field team developed an evaluation matrix which set out detailed sub questions to the ToR's main questions and possible sources of information to answer these. Answering these questions required a mixed methods approach, involving collecting primary qualitative data, collation and analysis of secondary quantitative data, triangulation of different findings between stakeholders and ground-truthing other evaluations' findings. Through extensive consultation with the CO, a number of field sites were selected by the ET, based on a series of criteria selection and a sampling approach, to represent the range and diversity of activities taking place under the PRRO. This list informed the development of a mission schedule (Annex 3) that was practical given the security and logistical-related access limitations that affect all humanitarian operations in Sudan. In the event, the ET was able to visit all sites (El Geneina, Habila, Kutum, El Fasher, Kassala, Kosti and Nyala) apart from Ed Daien in South Darfur.
9. Reference was made to an extensive range of secondary data (WFP and external) augmented by a large quantity of primary data collected via multiple Focus Group Discussions (FGDs), Appreciative Enquiry, and Key Informant Interviews (KII) with Programme stakeholders, actors and beneficiaries in country which allowed the team to answer the questions identified in the evaluation matrix. A full list of people interviewed is presented in Annex 4.
10. In addition to the WFP global policies and strategies, the country-specific strategies on Gender Mainstreaming, Nutrition, School Meals, Resilience, M&E, and Humanitarian Principles/Protection were considered in the evaluation, together with an assessment of how they contribute to enhance the synergies and complementarities within WFP's portfolio of activities.
11. While in all cases interviews were focused on the component(s) of the Programme with which the informant was involved (GFD, SM, FFA/FFT, and nutrition), all interviews addressed the evaluation's requirement for information on the Programme's cross cutting themes – gender, protection, accountability to affected populations and partnerships. Capacity building – although touched on - was covered to a lesser extent because resources to fund this component were not secured by WFP in BR2.
12. The methodology was gender sensitive and the team paid special attention at ensuring that the views and opinions of the most vulnerable, especially girls and women, were adequately captured and incorporated in the analysis. Interviews were carried out in accordance with 2008 Ethical Guidelines for Evaluation of the United Nations Evaluation Group (UNEG), notably to ensure that key informants understood that their participation was voluntary and that confidentiality would be respected. In addition, steps were taken to ensure that men, women, boys and girls felt they were in a safe space where they were able to freely express their views and concerns without fear of reprisal.

Limitations of the Evaluation

13. A number of possible limitations and constraints to the evaluation were identified at the inception phase; these are outlined in detail in Annex 9. However, in the event only two issues impacted on the evaluation in any way: the first being limited access to deep field sites because of security concerns, and the second being one team member falling sick in

Khartoum, resulting them being unable to travel to the field. In the latter case, the team member concerned was still able to conduct a large number of Khartoum-level interviews.

1.2 Country Context

14. **Political background:** Sudan gained independence on 1st January 1956, since then the country has experienced political instability characterized by a series of alternating forms of democratic and single-party governments. The prolonged armed conflicts in Southern Sudan, Blue Nile, and South Kordofan in 2003, in Darfur, and later in 2005 in Eastern Sudan, resulted in loss of lives, and had devastating effects on rural livelihoods. In 2005, the National Congress Party (NCP) and the Sudanese People's Liberation Army/Movement (SPLA/M) signed The Comprehensive Peace Agreement (CPA) formally ending the war between the North and the South. In line with the stipulations of the CPA, a referendum took place in Southern Sudan regarding the creation of an independent state, which received a majority in favour. South Sudan officially declared its independence on 9th July 2011. In 2005, two years after the start of the Darfur war, the Eastern Sudan Front, supported by Eritrea, started an armed conflict with the Government in Kassala and Red Seas states along the Eritrean borders. The demands of the Eastern Front were: equity in distribution of oil revenues, power sharing at the regional and federal level and the liberation of Hala'ib from Egyptian occupation. In June 2006 peace talks started between the two parties and were culminated by the Eastern Sudan Peace Agreement in October 2006.
15. **Focus on Darfur:** The origins of the Darfur crisis lie in colonial-era boundary disputes, conflicts between livestock herders and sedentary farmers over land and water, and spill over from the conflict in South Sudan. The conflict began in 2003, and by February 2008 the total dead in Darfur stood at 450,000 with an estimated 3,245,000 people displaced. In 2007 the United Nations Mission in Darfur (UNAMID) took charge of peace-keeping. A Darfur Peace Agreement to supersede the 2005 Abuja Peace Agreement was signed by the Government of Sudan and the Liberation and Justice Movement on 14 July 2011. Since 2012 little progress has been made in moving forward with the agreement's proposals. Inter-tribal tensions continue to cause displacement of civilians and disruption of basic services. The OCHA 2016 Humanitarian Needs Overview reports that some 3.3 million people are currently in need of humanitarian assistance in Darfur.
16. Since 2009, resources allocated to address humanitarian needs in Darfur have been insufficient (The Darfur Development Strategy [Government of Sudan 2013] states that the six-year plan to meet both social and infrastructural needs, totals US\$7,245m. The Government of Sudan has committed US\$2,650m to the Doha Document for Peace in Darfur (DDPD), leaving a donor requirement of US\$4,595m to be pledged within the same time frame). As of May 2016, there were 4,446 aid workers in international humanitarian organizations in Darfur. This represents a decrease of over 75 per cent in comparison to 2009. Government support has also been insufficient: Prior to the conflict and over the last ten years, Darfur States have received less than half of the fiscal transfers allocated to states with comparable population and administration (Darfur Development Strategy, 2013). The region is strikingly dependent on these federal transfers, as state revenues contribute less than 20 percent of the fiscal resources available.³
17. **Geography and the Environment:** Sudan covers a total area of 1.882 million Km² of land and water bodies. Despite its diverse ecosystems, Sudan's natural resources have been increasingly exploited and poorly managed, leading to serious environmental degradation. Reports of the Forest National Corporation (FNC) in 2009 revealed that an estimated 400,000 ha⁴ of forest land is being cleared annually.

³ Developing Darfur: A recovery and reconstruction strategy, Government of Sudan, 2013.

⁴ Sudan Environment Outlook 2009

18. The 2008 census estimated Sudan's population to be 34 million people. By 2015 it had risen to 40,234,882⁵ with a population growth rate of 2.48 percent. The rural population constitutes around 63 percent, indicating that most of the households depend on the natural resource base for their livelihoods. Sudan's HDI value for 2014 was 0.479, which put the country in the 'low human development' category (167 out of 188 countries). Sudan has a young population: people under 15 years of age constitute about 43 percent of the population, those above the age of 60 years represent roughly five percent, while around 50 percent is considered to be within the workforce age group.⁶ The population of Sudan predominately descends from both indigenous African groups and Arabs. Most tribes in the country speak Arabic and the Arab culture predominates. Since independence, Muslims in the north have attempted to forge a national Sudanese identity based on Arabic culture and language, at the expense of southern cultures. Islam is very influential on the culture of Sudan, with 97 percent of the population being Muslim.
19. **Economic Context:** Sudan is a low income and food deficit country. Gross domestic product (GDP) per capita in 2015 was US\$1,840. The GDP growth was 3.15 percent in 2015, and is projected to be 3.8 percent in 2017 (World Bank Sudan data). The contributions of agriculture, industry, and services to the economy in 2009 was 31.1, 23.9, and 45 percent respectively (Economic and Financial Statistics Review - Central Bank of Sudan). Sudan's oil-dependent economy was severely weakened when it lost 75 percent of its oil revenues following the separation of South Sudan in July 2011.
20. **Poverty in Sudan:** The poverty rate in rural areas is 58 percent compared to a national average of 47 percent. The July-November 2015 Inter Phase Classification (IPC) Report⁷ indicated that around four million people are food insecure. According to data collected in 2010 to calculate the Multidimensional Poverty Index (MPI) for Sudan, around 53 percent of the population is multidimensional poor while an additional 17.9 percent live near multidimensional poverty.⁸ According to the Interim Poverty Reduction Strategy Paper⁹ (2012), the main drivers of poverty include:
- The long civil conflicts in southern, western and eastern Sudan;
 - The number of protracted displaced persons in Sudan (over 3.8 million people, 82 percent IDPs and 18 percent refugees¹⁰);
 - Spill-over from regional crises in the Central African Republic, Chad, Libya, and most recently, South Sudan.
 - The urban bias of development policies and programs in the past neglecting rain-fed agriculture;
 - The lack of a coherent effort to diversify the economy;
 - The burden of an unsustainable external debt, and long economic international sanctions.
21. The Poverty Reduction Strategy is clustered under four broad pillars: a) strengthening governance and institutional capacity of the public sector; b) reintegration of IDPs and other displaced populations; c) developing human resources; d) promotion of economic growth and employment creation
22. **Gender:** Gender inequality in Sudan is widespread. Sudan has a Gender Inequality index (GII) score of 0.591 (2014), ranking it 135 out of 155 countries. The 2014 female HDI value for Sudan is 0.428 in contrast with 0.516 for males, resulting in a GDI value of 0.830.¹¹ The World Bank¹² reports that women comprise only 23 percent of the formal economy but 70

⁵ <http://data.worldbank.org/country/sudan>

⁶ Sudan Census, 2008

⁷ http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_SouthSudan_Report_Analysis_September2015.pdf

⁸ Work for human development - Briefing note for countries on the 2015 Human Development Report- Sudan

⁹ IMF 2012

¹⁰ *ibid*

¹¹ Sudan Human Development Report 2015

¹² Sudan Country Profile, World Bank 2015

percent of the informal economy. Rural women have longer working days, encompassing fieldwork, home-care and reproductive duties.

23. Traditional cultural norms and practices, particularly in rural areas, leave women marginalized in decision-making at both community and household levels. In areas of eastern Sudan, communities are comprehensively segregated along gender lines, with women unable to access markets or basic social services. Socio-cultural aspects such as early marriage and negative perceptions on family planning often have adverse effects on female health, nutrition and productivity. Higher rates of illiteracy among women than that for males (45 and 10 percent respectively), make for a vicious progression of gender bias.
24. Islam is still very influential but the Sudanese government has made attempts of modernization. For example, women are given a quota of at least 25 percent representation in national or state parliaments in the 2008 Electoral Law, which is also reflected in the real political representation of women in the National Assembly. According to the 2010 Millennium Development Goals (MDGs) Report, women occupy 28 percent of the seats in the newly elected parliament in 2010.
25. **International Assistance to Sudan:** Between the 1995 and 2002 aid inflows to Sudan were between US\$0.2 and US\$0.4 billion dollars per year.¹³ In 2003 the amount of aid increased to about US\$1 billion per year, rising again in 2005 to about US\$2.1 billion, and remaining at over US\$2 billion per year until 2010.¹⁴ However, development assistance to Sudan, especially access to concessional funding and concessional debt relief, was significantly affected following accusations of genocide in 2003 and the sanctions imposed by the United States Government and the European Union due to accusations of supporting terrorism in 2012. During the years 2012-2014 official bilateral development assistance to Sudan amounted to US\$3,574.5 million, with around 79 percent of this assistance being for humanitarian aid to the war affected populations in Darfur, Kordofan, Blue Nile and the Eastern Region.¹⁵
26. **Food security:** The Food and Nutrition Security Assessment Report (Southern Sudan Centre for Census, Statistics and Evaluation Central Bureau of Statistics, 2009) revealed that around 28 percent of the population of Northern Sudan were food deprived. Deprivation varies by state where the lowest 15-16 percent was in the Northern and Nile states; and the highest 40-44 percent was in Darfur, Kordofan and White Nile states. Within the refugee population women and children are disproportionately affected.¹⁶
27. The most recent Integrated Food Security Phase Classification (IPC) report produced in September 2015 estimates that around 4 million people, representing 10 percent of Sudan population, were food insecure and in crisis and emergency phases. The majority of the affected population was located in Darfur, the Eastern region, and the West Central region (Kordofan and White Nile) where 23, 25, and 14 percent of the populations respectively were affected. As the previous report estimated the food insecure population was around four percent, it is clear that the food security situation of Sudan is very volatile.
28. Food insecurity in terms of availability, access and sustainability is strongly correlated to rainfall. Over 70 percent of the staple commodities are grown under rain-fed conditions.¹⁷ The sector is characterized by low and fluctuating yields, low level investment in inputs and lack of appropriate technology packages. According to the FAO,¹⁸ the 2013/2014 harvest was 48 percent lower than the previous year and 68 percent lower than the previous five-year average. 2016 grain prices are considerably higher than their month-on-month averages for the previous two years because of the previous year's poor harvest and the

¹³ OCHA Website 2016 – Development Initiatives, 2009

¹⁴ OCHA

¹⁵ ibid

¹⁶ WFP Sudan website, 2017

¹⁷ FAO Country Programming Framework Sudan 2012 – 16, FAO 2012

¹⁸ Country Programming Framework for Sudan – Plan of Action 2015-19 –FAO Country Programme

impact of the 2015/16 El Niño phenomenon. The Sudan Seasonal Calendar (Annex 11) shows the negative food security implications of the El Niño event.

29. **Nutrition:** The 2014 Sudan Multiple Indicator Cluster Survey (MICS) report revealed that 33 percent of <5 children are underweight, 38.2 percent are stunted, and 16.3 percent are wasted. Boys are slightly more underweight, stunted, and wasted than girls. A higher percentage of children in the age group 12-23 months are undernourished according to all three indices compared to other age groups. Children living in the rural areas are most affected by malnutrition – 37 percent of children in rural areas are underweight, compared to 23.2 percent in urban areas. The levels of acute malnutrition are 17.4 and 13.4 percent respectively. The rate of child stunting in rural areas is 43 percent and 27.1 percent in urban area. The states of Darfur, Kordofan, and Kassala suffer the highest levels of child stunting.
30. Sudan has committed to the 2015 Millennium Development Goals aiming to eradicate extreme poverty and hunger. The reduction of child malnutrition is one of the goals of Sudan's National Health Sector Strategic Plan (NHSSP 2012-16), which intended to reduce the prevalence of moderate malnutrition (underweight) from 32 percent to 16 percent. According to the Ministry of Health, pneumonia, malaria, diarrhoea and malnutrition are the major causes of <5s' illness and hospital admission.
31. Sudan has a National Nutrition Policy which supports many of the interventions that are considered to be high impact and evidence based. Within the NHSSP efforts have been made by the Government of Sudan and donors to strengthen coordination and management of nutrition services at federal, state and district levels, and to increase financial investment in prevention and treatment of acute malnutrition. The coverage of health-based services for treatment of severe acute malnutrition reached 28 percent in 2014, and in 2015 the government allocated US\$8 million for therapeutic foods. Sudan has recently applied to join the Scaling Up Nutrition movement (SUN).
32. **HIV/AIDS in Sudan:** According to UNICEF Sudan Programme, the HIV situation in Sudan has been classified as a low, concentrated epidemic with prevalence rates of 0.67 percent among the general population (just under half are women) and 0.16 percent among pregnant women (2009 HIVSSS ANC report). However, in contrast, the Integrated Bio-Behavioural Survey (IBBS) of 2011 found alarmingly high rates among most at-risk populations.
33. In Response, Sudan has been proactive in initiating activities that contribute towards achieving the global goal of preventing mother to child transmission (PMTCT). These include adopting Provider Initiated Testing & Counselling (PITC) and developing a Reproductive Health Integration Strategy, which offers HIV testing services and counselling to all pregnant women who attend routine antenatal clinics.¹⁹
34. The UNDP HIV/AIDS programme in Sudan leads an integrated strategy to promote HIV/AIDS prevention, treatment and care amongst the Sudanese public. This work is undertaken in close collaboration with the Sudan National HIV/AIDS Programme (SNAP), in addition to national and international organizations working in the field of HIV/AIDS. As a result of the donors' efforts to expand and improve the HIV/AIDS response nationwide, HIV testing, counselling and treatment facilities had increased to 279 by 2012. Around 110 of these sites²⁰ provide treatment to PMTCT and approximately 30 offer anti-retroviral (ARV) treatments.
35. In 2012, communications campaigns aimed at encouraging behaviour change, reached over 2,132,827 people from the general population and 790,313 in high risk, vulnerable and youth populations. Some 5,532 people with advanced HIV infection were receiving ARV combination therapy. While the programme aimed at targeting those most at risk, in 2012

¹⁹ http://www.unicef.org/sudan/media_7490.html

²⁰ Global AIDS Response Progress Reporting: Sudan National AIDS and STI Control Programme, MoH 2014

counselling and testing was provided to over 60,000 people; 4,487 people were reached through peer education; and over two hundred and ninety specialized health care providers were trained.²¹

36. **Education:** The education sector in Sudan is divided into two subsectors - General Education and High Education. General Education comprises three levels; these being: Pre-school level, basic or primary level, and secondary level. The most recent National Household Baseline Survey Report (2009) present the following education indicators:
- **Literacy:** 62 percent of the population in the age of 15 years or more are literate. 79 percent of the urban population is literate compared to 51 percent of the rural population. The range of the literacy rate spans from 81 percent in Khartoum State to 44 and 46 percent in Western Darfur and Kassala States respectively. The literacy gender gap ratio is 0.71.
 - **Primary school enrolment:** The net primary school enrolment rate for the population in the 6-13 years age group is 67 percent, with a significant difference between urban (82 percent) and rural (60 percent). The gender gap ratio is 0.93 with 69 and 64 percent male and female net enrolment respectively.

1.3 Operation Overview

37. PRRO 200808 runs from July 2015 to June 2017 (see Figure 13 for major events). The specific objectives of PRRO 200808 are to ‘save the lives of people affected by severe food insecurity and malnutrition because of conflict and natural disasters, including IDPs, refugees and resident communities’ (consistent with WFP Strategic Objective [SO] 1²²); and ‘restore household food security and livelihoods and treat and prevent acute malnutrition following shocks and protracted displacement, through an integrated package of complementary activities’ (consistent with WFP SO2).²³ It is also in line with pillars 1, 2 and 4 of the Zero Hunger Challenge²⁴ and MDGs 1 to 5.²⁵ It aims to assist 6.1 million conflict-affected and food insecure people with 493,296MT²⁶ of food, and has a budget²⁷ of US\$732,711,363 (70 percent funded). In 2016, the PRRO underwent three budget revisions: 1) an increase of US\$28,499,153 to address increased humanitarian needs of 5,220,000 people as a result of the additional arrival of South Sudanese refugees, the El Niño climatic event, and Jebel Marra conflict-related displacements; and 2) an unfunded request for US\$5,287,228 to support to fund a capacity development and augmentation plan of key line ministries (Agriculture, Health, Welfare and Social Security, Education) and regulatory agencies to tackle hunger and malnutrition through additional nutritional products. A third budget revision (BR3) of an additional \$6.16m to reduce stunting and increase home fortification took place in early 2017.

²¹ http://www.sd.undp.org/content/sudan/en/home/operations/projects/hiv_aids/fighting_hiv.html.

²² Save lives and protect livelihoods in emergencies

²³ Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies

²⁴ ZHC 1 = zero stunted children less than 2 years; 2 = 100% access to adequate food all year round; 4 = 100% increase in smallholder productivity and income; 5 = zero loss or waste of food

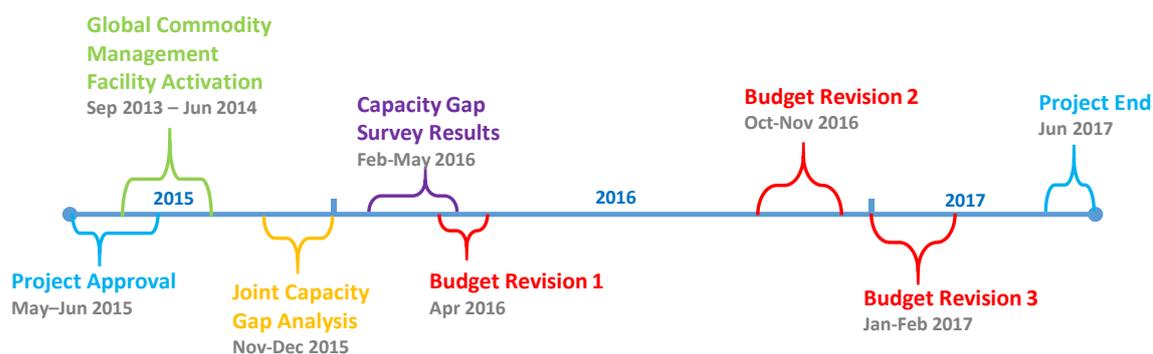
²⁵ 1 = eradicate extreme poverty and hunger; 2 = achieve universal primary education; 3 = promote gender equality and empower women; 4 = reduce child mortality; 5 = improve maternal health

²⁶ Initial Project Proposal, WFP 2015

²⁷ After three budget revisions

Figure 12: PRRO Timeline

Timeline of Activities | PRRO 200808: May 2015 – June 2017



38. WFP has provided assistance in Sudan through emergency operations (EMOPs) since 2009, the most recent of which (EMOP 200597) transitioned into PRRO 200808 in July 2015 as WFP embarked on a three-year more recovery-focused country strategy (2015-17) with four pillars (1. save lives in emergencies and protracted crises; 2. support early recovery through safety net activities; 3. build resilience of local communities to withstand shocks and seasonal vulnerability; and 4. address underlying causes of undernutrition), and three cross-cutting issues (gender, protection, accountability to affected populations and partnerships). In addition to its delivery of the PRRO, WFP contributes to the coordination and leadership of the Humanitarian Response Plan and the UN Development Assistance Framework.
39. The aim of the PRRO is to deliver on these broad objectives through five main intervention approaches: 1. General Food Distribution (GFD)²⁸ targeting people who have recently been displaced by conflict or natural disaster, the most vulnerable refugees and long-time IDPs, returnees and severely food-insecure resident communities with food in kind, cash or vouchers (commodity or value); 2. Nutrition including Targeted Supplementary Feeding (TSFP) to treat MAM in children aged 6–59 months and pregnant or lactating women and Emergency Blanket Supplementary Feeding (eBSF) to prevent acute malnutrition in emergencies where affected populations lack immediate access to prevention or treatment services; 3. Food Assistance for Assets and Food Assistance for Training (FFA/FFT)²⁹ to provide employment opportunities in creating or rehabilitating community infrastructure, skills training, or income-generating activities for people affected by seasonal vulnerability; and 4. School Meals (SM) to provide daily cooked meals fortified with MNP to address short-term hunger while improving children’s micronutrient status, learning ability and access to education.
40. Consistent with the objective of moving from a ‘saving lives to supporting livelihoods’ focus, the PRRO encompassed a re-targeting exercise – a huge undertaking which so far has resulted in 1.4 million³⁰ beneficiaries being assigned to one of four vulnerability categories, membership of which determines eligibility to the different types of support delivered by WFP: GFD, seasonal FFA/FFT, School Meals, nutrition and supplementary feeding programmes, and farmers to market interventions.

²⁸ In the form of paper or electronic vouchers or in-kind transfers

²⁹ This included the Safe Access to Fuel and Energy Programme (SAFE), which was fund by the Dutch Postcode Lottery under a Trust Fund arrangement

³⁰ WFP Sudan IDP profiling update, February 2017

2 EVALUATION FINDINGS

2.1 Appropriateness of the Operation

41. In addition to the assessment of the evaluation results, in recognition that the focus of programming in Darfur is moving from ‘a purely humanitarian orientation to one which considers more sustainable and cost-effective interventions and facilitates a longer-term vision of self-reliance based on specific identified needs’³¹ the ET considered the appropriateness of the systems and processes that have been put in place to manage this transition. An analysis of the appropriateness of partnerships as a cross-cutting issue is presented in Annex 12.

2.1.1 Appropriateness to existing and emerging needs and Coherence of the operation with WFP policies and strategies

General Food Distribution

42. WFP’s programming, targeting and choice of activities is informed by various food security assessments carried out at different times prior to the PRRO. For the main operational areas of Darfur³² and CETA,³³ these were carried out respectively in December 2014 and May 2015. They are reliable, using a combination of primary and secondary data and extensive triangulation. Approximately a fifth of all households in both areas were found to be food insecure, although in North Darfur 38 percent of households were food insecure. The figures are likely to have increased over 2016³⁴ because of a severe El Niño event and rising food prices (caused by decreases in production and the devaluation of the Sudanese Pound [SDG]).
43. GFD is targeted at refugees and IDPs in CETA (mostly refugees) and Darfur (mostly IDPs). Refugees are mainly confined to camps, while IDPs also live in camps but in some cases are hosted in local communities – building shelters amongst existing settlements in towns. Although host communities are affected by food insecurity, IDPs are particularly badly affected because of their lack of farming and livelihood options: appropriate land is scarce, and they rarely have the capital or skills to get involved in off-farm income generating activities: in many cases GFD is the only way they can be supported.
44. Unlike IDPs, whose food entitlements are not protected by international law, refugees are targeted based on their status as per WFP’s MoU with UNHCR³⁵ regardless of their vulnerability. WFP provides refugee households with a food ration (in kind or in vouchers) for two years once they are registered by UNHCR, after which they are placed on a reduced ration unless they are classified as most vulnerable. As registration has so far been done on a monthly basis, some households have had to go for as long as a month without a food ration;³⁶ however, this issue will be remedied as plans are in place to conduct new registrations every week.
45. In line with WFP Sudan’s Protracted Displacement Strategy objective to maximize the efficient use of limited resources, as well as transition from providing humanitarian assistance to building resilience, since July 2009, WFP has been implementing a rationalization strategy, transitioning when and where possible from emergency food assistance to more targeted recovery activities in Darfur as part of a long-term exit strategy, and to deal with a decline in funding for its operations in Sudan. Under this exercise, the vulnerability of all IDP households was assessed and they were assigned to one of four

³¹ Darfur Protracted Displacement Strategy: a new programmatic approach to serve IDPs and hosting communities. WFP Sudan, 2016 - 2019

³² Darfur Comprehensive Food Security Assessment, December 2014

³³ CETA Joint Assessment Mission, Government of Sudan, EFP, UNHCR, March 2016 (final report)

³⁴ FEWSNET estimates that between March and September 2016 over 4 million people would be in ‘crisis’ (IPC phase 3 or more). FEWSNET Sudan Food Security Outlook, February – September 2016

³⁵ WFP and UNHCR, 2011

³⁶ Assuming the refugee arrives in the camp the day after registration has taken place.

vulnerability categories.³⁷ The most vulnerable IDP households will continue to receive year-round food assistance (GFD or livelihood support) and moderately vulnerable households will receive livelihood support for six months or unconditional support only during the lean season. Households who are classified as relatively better-off (those with low or minimal vulnerability to food insecurity) are phased out of GFD. However, all profiled IDPs in camps, including relatively better-off IDP households, will remain eligible for WFP's safety net programmes, including school meals, nutrition and supplementary feeding programmes, and farmers to market programmes. Profiling has continued during the PRRO, and by February 2017, it had been completed for 50 camps in Darfur. WFP reports that the exercise has been effective in reducing inclusion errors: in South and East Darfur it resulted in a 20 percent reduction in the number of people requiring assistance by identifying households that have moved out of the camps.³⁸ However, the ET found anecdotal evidence at a field visit to a distribution site in Kutum (North Darfur) that the system had resulted in some exclusion errors.

46. Although WFP makes considerable effort to ensure targeting is accurate – for example, re-assessing households from whom data was not collected accurately or was of poor quality, and ensuring that classification decisions are made on the basis of multiple responses rather than one single variable - there is still a possibility that exclusion errors arise from interviewees misunderstanding questions. For example, in Sultan House camp in El Geneina the ET was informed that some interviewees thought that the questions they were asked about livestock ownership referred to the number of animals they had lost to theft rather than the number of animals they currently owned - as they were under the impression they were being assessed for compensation. It is possible that other questions were misinterpreted as well, thereby affecting the household's classification and possibly resulting in them being excluded from GFD transfers.³⁹
47. A second issue is the lack of clarity around the working and functionality of the Complaints and Feedback Mechanism (CFM). Although the ET found widespread awareness of the existence of a grievance process, none of the WFP staff at the Field Office level, HAC officers, CP staff, or beneficiaries were able to give a full account of how the process worked.⁴⁰ From a beneficiary's perspective in particular, this resulted in doubts about the transparency of the system.
48. The ET found instances where the standards which the Humanitarian Protection Policy is meant to protect had been breached. All were linked to the rollout of the IDP profiling programme, which has resulted in thousands of households no longer receiving transfers of any kind. In Kutum the evaluation team found thousands of highly agitated ex-GFD recipients massed at the distribution site asking to be readmitted to the programme. None of those interviewed could explain why they had been deemed ineligible to continue to receive food, nor how they would make good their missing food entitlements; a similar situation was found to a lesser extent in Zamzam (El Fasher). It emerged that reclassification had been done in these camps but the CFM had not yet been put in place, so they had no means of redress. A breakdown in communications was observed in the Cash Based Transfer (CBT) distribution in Alagays camp: by recipients complained that the transfer for February had not been paid in full by April 2017, yet, according to WFP, part of the February transfer was paid in advance in January for funding reasons. This arrangement was not communicated to camp residents by the respective 'block committees'.

³⁷ 1 = minimum vulnerability, 2 = low vulnerability, 3 = moderate vulnerability, 4 = high vulnerability

³⁸ IDP profiling update, WFP, December 2017

³⁹ Although, if they included in a less vulnerable category they are eligible for FFA/FFT where it is available

⁴⁰ All households that have a complaint are first reviewed by the IDP community itself. Community panels consist of five members that represent the community, i.e. at least one woman and no sheikhs, and with representation from the youth and elderly. This panel recategorizes the households based on their nuanced understanding of the household's circumstances.

49. Typically, WFP does not provide GFD assistance to host communities;⁴¹ this has resulted in tensions developing in some areas. The ET found evidence of this in White Nile State (clashes between ethnic Nuer from South Sudan and local residents), but not in Darfur, which could indicate that this is not an issue in areas that host IDPs rather than refugees. Furthermore, both UNHCR staff and a village chief in Kassala requested that WFP do more to assist the local residents most vulnerable to climatic shocks (e.g. the recent El Niño phenomenon) as a means of mollifying the unrest which is manifested by local residents preventing refugees from pursuing livelihood options like firewood collection outside the precincts of the camps.
50. In all of Sudan, but especially in Darfur the burden of providing for the family is traditionally that of women – as such, the consequences of food insecurity are especially felt by this group and female-headed households (FHH).⁴² In line with WFP Sudan’s Gender Policy 2015-2020, WFP tries to ensure that the registered GFD recipient in any household is female. Given the lack of livelihood options, particularly for the most labour constrained households, using GFD as a way to address food insecurity and ensuring that, where possible, female household members are the registered recipients, is an appropriate response.
51. GFD is delivered either in kind or through cash or commodity vouchers (where vouchers can be exchanged for specific quantities of predetermined items) or value vouchers (which can be exchanged for a wide range of commodities up to a certain value) depending on WFP’s assessment of the modality’s appropriateness, the presence of traders who are able to service the value-voucher system, and a consideration of its ability to maintain a reliable pipeline. The full ration for in-kind transfers comprises 16kg of cereal (usually sorghum because that is what is provided by the PRRO’s main donor)⁴³, 600g of pulses (lentils) and 30g of oil per person – equivalent to 2,100 calories, or 100 percent of an adult human’s daily needs.⁴⁴ However, in many cases where GFD was delivered in kind, oil was not included in the transfer. Value vouchers were, at the design stage, worth US\$0.45 per person per day for a full ration and US\$0.24 per person per day for reduced ration, but the value of the voucher is changed depending on the prevailing price of the basic food basket in the distribution area in the month before the distribution. The voucher can be used to select any foods offered by participating traders up to the voucher’s value. The non-availability of oil in kind meant that the voucher was more appropriate than the in-kind ration.
52. Due to resource constraints (69 and 64 percent of the planned metric tonnage was delivered in 2015 and 2016 respectively), and the prerogative for ensuring new refugee arrivals get full rations, and in line with the Sudan Protracted Displacement Strategy, in most cases IDPs and longer term refugees in both Darfur and CETA were in receipt of reduced rations. This meant that the PRRO was covering at most half of their daily needs and in many cases (because of the lack of oil) less than that.
53. All respondents interviewed for this evaluation considered that even the size of the full ration transfer (both in-kind and voucher) was too small to cover their full needs – lasting around about half the month, (and the reduced ration lasting about a week to ten days). Sorghum is tolerated, but is not the preferred staple food (wheat or millet are preferred), partly because of the costs involved in grinding.⁴⁵ In some instances (e.g. Taliwet camp) the content of the ration was decided in consultation with beneficiaries, but this choice was not available to recipients of in-kind transfers, who receive sorghum rather than the preferred

⁴¹ They are able to use nutrition centres and access some water facilities and 363,980 non refugees / IDP people affected by El Niño were assisted with GFD in 2016 after BR2.

⁴² A fact recognised by both Darfur and CETS food security assessments

⁴³ USAID Food for Peace

⁴⁴ SPHERE guidelines

⁴⁵ Sorghum requires a two-stage grinding process involving first decortication and second grinding to flour, both of which incur costs for the consumer.

millet.⁴⁶ The in-kind transfer's lack of diversity and the lack of a cash component results in beneficiaries selling a portion of the ration to buy different food types and to cover milling costs. As such, the ET finds that GFD delivered through vouchers or cash is more appropriate for beneficiaries' needs than that delivered in kind because it allows access to a wider variety of foodstuffs. From a calorific content perspective, the operation was moderately appropriate: it contributed to 'saving lives', as per SO1, but households in receipt of reduced rations had to rely on scarce local labour opportunities to make up their missing food entitlements and survive.

54. Where beneficiaries received their ration in the form of electronic⁴⁷ or paper vouchers,⁴⁸ WFP had clearly given consideration to the viability of the various transfer options available (in line with the 2008 Policy on Cash and Vouchers),⁴⁹ and has internalized the lessons learned from the evaluation of the 2013 commodity transfer pilot in North Kordofan⁵⁰ (e.g. ensuring that there are sufficient traders engaged to cover drop outs and prevent cartel-like behaviour). As per the 2008 policy, market functionality was analysed, and in-kind transfers were used where markets are not functional (in the more remote parts of North Darfur, for example).
55. The choice of transfer modality was partly based on an assessment of the realities on the ground: in areas with limited market functionality in-kind transfers were used, while vouchers were used in places (usually urban areas) where a sufficient number of traders could be found to participate in the programme. As far as this process went, the ET found it to be appropriate. However, the choice of modality used was not entirely dependent on its appropriateness: the resources available to WFP also had a bearing on the transfer type – over 60 percent of the PRRO's contributions were in the form of food commodities, meaning that there were limitations on the extent to which cash and vouchers could be used. WFP has a corporate requirement to assess the ways its activities reinforce community cohesion, or at least, do no harm (as articulated in the documents: WFP's Role in Peacebuilding in Transition Settings, 2013; WFP's Policy on Humanitarian Principles and Access in Humanitarian Contexts, 2004; and WFP Humanitarian Protection Policy 2012). As many of the distribution arrangements deployed under the PRRO were a continuation of those used in previous EMOPs, it is assumed that protection and/or conflict sensitivity analysis was done before the PRRO started.
56. The ET found that in all cases where a beneficiary had received in-kind and vouchers,⁵¹ the preference was for vouchers over in-kind because they reduce the length of queues, enable a more diverse choice of foods (e.g. milk for children and vegetables), the quantity of different food items purchased can be varied, and the potential for pipeline breaks is minimized. Anecdotal evidence⁵² collected through discussions with cash transfer recipients in Otash camp suggests that cash transfers are – given the right market context and WFP pipeline – preferable to both in-kind and vouchers: they allow recipients to shop around for the cheapest prices and draw down credit from traders:⁵³ prices in the area have reduced by around five percent because of competition.

⁴⁶ Sorghum needs to be first decorticated and then milled – a two stage process that requires two different machines and incurs more cost.

⁴⁷ Transfers made via electronic vouchers take longer for the traders to process at the distribution site because of poor phone network. The situation is improving, however: a distribution that used to take ten days because of this issue now only takes two.

⁴⁸ DfID is funding a cash transfer pilot in Ed Daein, but this does not comprise part of the PRRO.

⁴⁹ Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges. WFP, September 2008

⁵⁰ Evaluation of North Kordofan Commodity Voucher Distribution, Abdallah Elsheik and Yasmin Abdelgadir, September 2013

⁵¹ E.g. Shagreb, Sultan House and Dereige

⁵² A comprehensive evaluation of the DfID-funded Cash Transfer Programme in South Darfur was underway at the time of this evaluation.

⁵³ It should be noted that voucher schemes as they currently operate (vouchers can only be redeemed with a number of pre-selected traders) are favoured by traders involved in the system. Although they are prevented from fixing prices by WFP who specify a maximum price per kg for each commodity based on market assessments, they are guaranteed a large and regular client base.

Nutrition

57. A Comprehensive Food Security Assessment undertaken by WFP in 2012 in Darfur reported that “Mid Upper Arm Circumference (MUAC) was measured for nearly 7,700 children aged between 6-59 months. Using a cut-off point of <12.5 cm for global acute malnutrition (GAM), a total of 6.9 percent of the children measured were acutely malnourished, ranging from six percent in West Darfur to 8.9 percent in North Darfur. Children 6-23 months of age were more likely to be malnourished (15.6 percent) than those two years of age and over (3.2 percent)”. The 2014 CFSA undertaken by WFP reported the Global Acute Malnutrition rate in Darfur to be an average of seven percent and two percent had severe acute malnutrition indicating very little change in acute malnutrition rates.
58. Nutrition surveys undertaken in Darfur in 2016 recorded a range of Global Acute Malnutrition (GAM) from 12.4 to 23.0 percent, in some cases indicating a crisis situation.⁵⁴ The surveys in Umkhier, Hamidia, Garsila and Umd in Darfur also recorded stunting or chronic malnutrition rates of 31.6-38.5 percent.^{55,56,57,58}
59. The Joint Assessment Mission (JAM) of 2015⁵⁹ carried out for refugees in Kassala State found the prevalence of wasting to be 17.3 and 20.1 percent respectively in Shagrab and Labor camps, with stunting recorded at 44.8-57.9 percent in all nine camps (Faur, Abuda, Shagarab I, II and III, Girba, Kilo 26, Um Gargour, Wad Sharifey) in the state of Kassala.⁶⁰ In White Nile State, MUAC mass screening data showed a reduction in MAM prevalence from 2.45 percent to 1.99 percent in children under five and from 8.4 percent to 4.52 percent in pregnant and lactating women.⁶¹
60. In early February 2016, the Government of Sudan with its development partners, including FEWSNET, raised the Integrated Phase Classification (IPC) to Emergency (Phase 4) for South Kordofan and Blue Nile. Phase 4 indicates at least one in five households face extreme food consumption gaps resulting in very high acute malnutrition or excess mortality, or face extreme loss of livelihood assets that will likely lead to food consumption gaps. Phase 5 classification would indicate a famine.⁶²
61. This high prevalence of wasting and stunting coupled with the likely high⁶³ levels of micronutrient deficiencies in Sudan⁶⁴ and ongoing food insecurity in the targeted States justify WFPs nutrition interventions both in terms of the treatment of MAM and prevention activities.
62. WFP’s nutrition activities fall under the two strategic objectives of PRRO 200808. Firstly, the emergency Blanket Supplementary Feeding Programme (eBSFP) falls under Strategic Objective 1 of PRRO 200808 which is to “save the lives of people affected by severe food insecurity and malnutrition because of conflict and natural disasters, including IDPs, refugees and resident communities”.⁶⁵ eBSFP is the standard intervention to prevent acute malnutrition in young children in an emergency, particularly in one where high MAM, high food insecurity (availability and/or access) or high prevalence of chronic undernutrition and micronutrient deficiencies (MNDs) exists prior to the emergency.⁶⁶ eBSFP took place in emergency situations arising during the PRRO timeframe. The eBSFP appropriately targeted all children under five years of age and PLW that had been newly displaced

⁵⁴ According to the WHO classification a prevalence of GAM >15% denotes a crisis

⁵⁵ IMC, 2016. Umkhier Nutrition SMART Survey Report

⁵⁶ IMC, 2016. Hamidia Camp Nutrition Survey Report

⁵⁷ IMC, 2016. Garsila Adminstartive Unit, Nutrition and Mortal Survey Final Report

⁵⁸ IMC, 2016. Umd, SMART Survey Report

⁵⁹ The field work for the 2015 Jam took place in November 2015.

⁶⁰ UNHCR, WFP, Government of Sudan, 2015. Joint Assessment Mission.

⁶¹ UNHCR, 2016. Revised South Sudan Regional Refugee Response Plan

⁶² Coordination Unit South Kordofan and Blue Nile State, 2016, Humanitarian Update

⁶³ The 2015 JAM for Eastern Sudan reported a prevalence of anaemia among children (6-59 months) that ranges from 43.6 to 53.2% in all camps.

⁶⁴ WFP, 2014. Sudan Nutrition Strategy 2014-2018

⁶⁵ WFP, 2015. PRRO 200808 Project Document

⁶⁶ IASC, 2012. Moderate Acute Malnutrition, A decision making tool.

(refugee or IDP)⁶⁷ and required nutrition interventions to prevent MAM during a limited, critical period, moving away from its previous approach as a blanket seasonal intervention in 2014.⁶⁸

63. The Community Nutrition Integrated Programme (CNIP) activities including MAM treatment and prevention fall under WFP's Strategic Objective 2, which is to "restore household food security and livelihoods and treat and prevent acute malnutrition following shocks and protracted displacement, through an integrated package of complementary activities".⁶⁹
64. CNIP activities included TSFP for MAM treatment, Food based Prevention of MAM, Home Fortification and Social and Behavioural Change Communication. These activities appropriately targeted children under five years of age and pregnant and lactating women who are IDPs, refugees, long term displaced and host communities. All food based activities (i.e. distributions) took place in Health or Nutrition centres, while SBCC took place in nutrition centres and at community level through outreach including mothers' clubs. Annex 13 contains the admission and discharge criteria by CNIP activity.
65. Table 14.1 (Annex 14) details the nutrition ration for each of the nutrition activities as planned in the PRRO 200808 project document. The planned rations were adequate, providing the required macro and micronutrients, although changes were made to the rations during the PRRO timeframe. For eBSFP, newly displaced or refugee children aged 6–59 months and pregnant and lactating women received a one-month ration of Ready to Use Supplementary Food (RUSF) to prevent deterioration of their nutrition status while they are registered for food and other assistance, followed by SuperCereal and vegetable oil for up to five months.⁷⁰ This ration was changed in mid-2016, and the oil and SuperCereal were replaced by SuperCereal Plus, reducing the calorific value of the ration to 749 kcal/pers/day. This ration size remains acceptable and allows for some sharing of the take home product. In addition, due to a WFP corporate decision in 2015, the SuperCereal Plus ration for TSFP was changed to 92g of RUSF per day from SuperCereal Plus. This change is acceptable as SuperCereal Plus and RUSF are both adequate products for the treatment of MAM.⁷¹
66. In addition, during the timeframe of PRRO 200808, the ration for food based prevention (FBP) for Darfur was changed to 100g/pers/day of SuperCereal Plus from 120g of SuperCereal, 10g of oil and 20g of dried skimmed milk /person/day providing 394 kcal/pers/day. This change brought the FBP ration in Darfur in line with that provided in CETA. The ration remained the same in CETA and was adequate as per the CNIP guidelines, which state that an FBP ration "is approximately half the size of the ration provided for the treatment of MAM."⁷²
67. WFP also planned to undertake home fortification using Micronutrient Powder (MNP) and planned to provide 1g of MNP every other day to beneficiaries. However, as a result of delays in the availability of MNP, very few distributions of MNP occurred through 2015 and 2016. In 2015 WFP reported that distribution of MNP only occurred in one out of the seven planned states,⁷³ but that there was a high uptake of the product. However, the lack of MNP in the other states severely reduced the overall effectiveness of the programme.
68. Underlying causes of malnutrition in Sudan include inadequate social and care environment, inadequate access to health services, and environmental factors, such as poor water and sanitation facilities. Sudan experiences a range of cultural practices that undermine nutrition and well-being such as; low rates of exclusive and continued breast

⁶⁷ This includes newly arrived refugees from South Sudan and IDPs within Darfur.

⁶⁸ WFP, 2015. Standard Project Report (PRR) 200808

⁶⁹ WFP, 2015. PRRO 200808 Project Document

⁷⁰ WFP, 2015. Sudan PRRO 200808 Project Document.

⁷¹ IASC, 2012. Moderate Acute Malnutrition, A decision making tool.

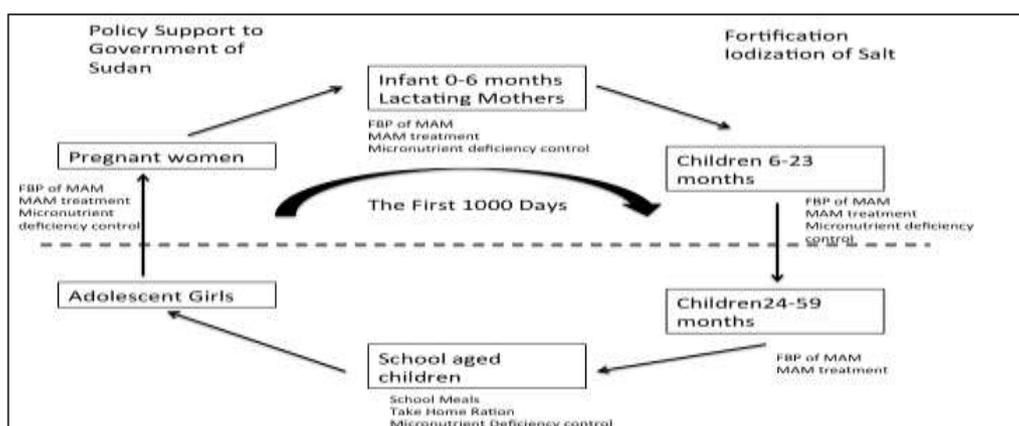
⁷² WFP, 2015. Community Nutrition Integrated Programme, A field guide for WFP supported Nutrition Projects in Sudan

⁷³ WFP, 2015. Standard Project Report

feeding (only 40 percent for both), limited dietary diversification and intra-household food distribution usually prioritizing men.⁷⁴

69. Recognizing the multi-sectoral and cultural practices that influence undernutrition in Sudan, WFP implemented Social and Behavioural Change Communication targeting primary caregivers – both women and men – to overcome cultural obstacles to good feeding, water and sanitation practices, and to increase the use of health services.
70. The objectives of the SBCC were to: promote the adoption by mothers and caregivers of positive feeding and hygiene practices and increase utilization of health and nutrition services through effective behaviour change communication; and to increase awareness about social and behavioural changes required to reduce undernutrition amongst influential community and religious leaders and policy makers (social changes). This is an important aspect of WFP’s CNIP given the multi-sectoral factors affecting malnutrition. In addition, this was often the only preventive component fully operating given the pipeline breaks experienced for FBP and Home Fortification.
71. WFP also undertook Community Based Participatory Planning (CBPP) exercises which had as a focus empowerment of the most vulnerable, and women in particular, through their equal representation in decision-making and the selection of activities. CBPP also aims to address and reduce women’s hardship by engaging with communities to understand the services required to overcome a particular challenge.⁷⁵ Given the role of women and the highly conservative traditions in some communities in Sudan, participatory planning exercises are key tools to engage communities and better understand the suitability of activities that WFP undertakes.
72. Figure 14 below summarizes the “life cycle” approach, the targeted groups and the planned interventions by WFP in the fight against hunger in Sudan. The life cycle approach recognizes that nutrition plays a part in child development from conception through to adolescence and adulthood. The approach tackles the first 1,000 days from conception, targeting pregnant and lactating women, through to the age of two years in order to prevent chronic undernutrition, enabling children to develop to their full potential.⁷⁶ It then supports children through pre-school and school years, maintaining health and supporting cognitive development through to adolescence and adulthood.

Figure 13: Life cycle approach, Target Groups and WFP nutrition activities in Sudan



73. While a life cycle approach to interrupt the intergenerational causes of malnutrition is appropriate, regular and extended pipeline breaks coupled with the need to prioritize emergencies limited the preventive actions under the CNIP, including FBP and home-based

⁷⁴ Government of Sudan, 2013. Sudan National Nutrition Strategy 2013-2016

⁷⁵ WFP, 2015. Community Nutrition Integrated Programme

⁷⁶ Black, R., Allen, L., Bhutta, Z., Caulfield, L., de Onis, M., Ezzati, M., Mathers, C. and Rivera, J. 2008. Maternal and child undernutrition: global and regional exposures and health consequences. *The Lancet*, 371 (9608): 243–260.

m micronutrient fortification. This meant that often the only preventive activity that took place was the SBCC. In certain parts of the country (e.g. North Darfur) during the pipeline break for the prevention programme, in addition to SBCC messages, women's clubs were utilised to cook local nutritious foods - e.g. porridges - which ensured that the prevention component continued even without the WFP food input.

74. WFP's Nutrition Policy (2012) states that WFP's vision for nutrition "is a world in which all human beings have access to adequate nutrition, enabling them to develop their full potential and live healthy and fulfilled lives". It promotes five related focus areas in nutrition. Table 14.2 (Annex 14) describes the five focus areas and the activities WFP is undertaking through the Community Nutrition Integrated Programme in Sudan to address them.
75. WFP Sudan's BR1 (July 2015) increased nutrition interventions. This increase in the number of beneficiaries was for new IDPs affected by conflict in the Jebel Marra area of Darfur, and refugees from South Sudan in line with the Office of the United Nations High Commissioner for Refugees' (UNHCR) Regional Refugee Response Plan 2016. Furthermore, it increased WFP's relief assistance to rural communities affected by the El Niño climatic event. However, although the strategy and changes foreseen in BR1 were appropriate, implementation of WFP's strategy in Sudan encountered difficulties over the PRRO period, including pipeline breaks, resource constraints, and shortages in nutrition commodities coupled with the need to respond to emergencies. This meant many of the preventive nutrition activities were implemented in 2015-2016, including FBP and Home Fortification.

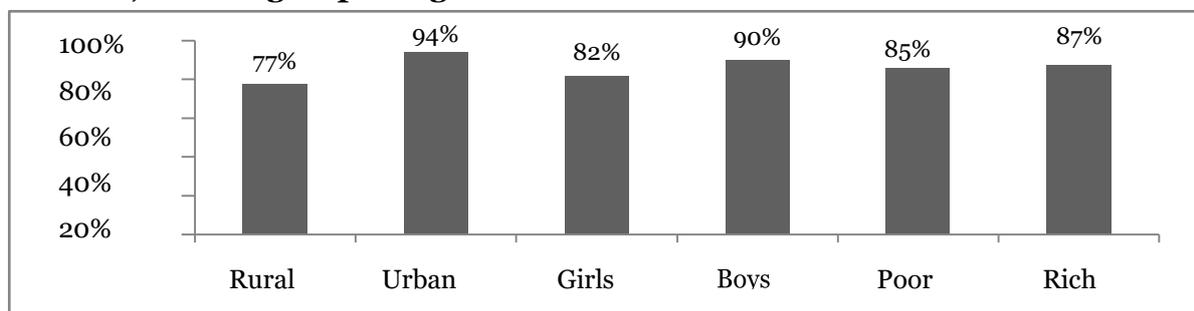
School Meals

76. The profile of out-of-school children in Sudan indicates that exclusion from school prevails in rural settings among disadvantaged groups including nomads, war-affected populations and internally displaced persons. Children from poor families and girls remain at risk of leaving school due to economic factors and social norms. Some ethnic and religious communities hold negative perceptions of formal education. Such inequalities or disparities often interact to create complex and mutually reinforcing patterns of disadvantage and barriers to schooling.⁷⁷
77. The Interim Basic Education Strategy 2012-2014 recognized that "while there has been significant progress in education as a result of peace initiatives, conflict continues to be a powerful factor in Sudan that impacts on access to, and quality of, education provision. Moreover, it is recognized that inequitable access to education and education that does not improve chances for employment have the potential to contribute to further destabilization of the country".
78. Despite progress in overall access to basic education, as Table 14.3 (Annex 14) shows, there are large disparities in the Global Enrolment Rate (GER) across states. The GER varies enormously from one state to another, with the range from 65 to 94 percent for basic school. The scale of these ranges, particularly the one for basic school, indicates that some states have quite advanced education systems, while others are far behind in terms of even enrolling children in basic school.
79. Table 14.3 also shows the probability of being out of school in North Darfur is the lowest in the country at 26 percent, whereas it is highest in Kassala at almost 60 percent. Completion and retention rates also vary significantly from one state to another.
80. Aside from regional disparities in education access, children in rural areas, girls, and vulnerable groups such as IDPs are at a disadvantage in terms of access to schooling. Urban children are 17 percentage points more likely than rural children to access school, and boys are eight percentage points more likely than girls to access school. Figure 15 below shows

⁷⁷ UNICEF, 2014. Sudan Country Report on Out-of- School Children

that the urban-rural location is the best predictor of a child's chance of ever going to school, but gender and poverty also matter.

Figure 14: Probability of ever enrolling in basic school (grade 1) according to location, income group and gender



Source: Government of Sudan, 2012-2014 Interim Basic Education Strategy

81. These factors, coupled with high rates of malnutrition affecting cognitive development, make WFP's efforts in School Meals relevant and important for the future of Sudan.
82. Adherence to strict targeting criteria ensured that School Meals were appropriately targeted at primary schools in food-insecure areas, and IDP communities. Refugee populations did not receive School Meals during the PRRO period because they received a general food distribution. This is appropriate given the GFD support provided. The eligibility criteria were as follows:
 - a. Rural schools in the "yellow" chronic food insecure localities as measured by the CFSA⁷⁸ with gross enrolment rate below 80 percent and gender disparity ratio below 85 percent, in line with the Sudan Interim Basic Education Strategy objectives;
 - b. Girls (through THRs as an additional incentive beyond the school meals) in localities with gender disparity ratio below 85 percent (the THRs intervention was piloted first in Kassala and Red Sea States during the 2014-2015 school year);
 - c. Rural schools in the "red and orange" chronic food insecure localities as measured by the VAM Comprehensive Food Security Assessment.
 - d. Schools attended predominantly by IDP children.
83. WFP's School Meals planned to provide daily cooked meals fortified with MNP to address short-term hunger while improving children's micronutrient status, learning ability and access to education. In Kassala and Red Sea State, where gender disparity is high, WFP intended to provide take-home rations (THRs) to increase girls' attendance in school.⁷⁹ The THR consisted of 25kg of cereal per month conditional on the attendance of girls for the month. The ration provides approximately 667 kcal/person/day for a family of five, which is sufficient as an incentive for girls to attend school. In fact, despite only 64 percent of the planned food being distributed in 2015 and 2016 the number of beneficiaries increased markedly, reaching over 400 percent of the planned number in 2016. The THR was provided in areas where gender disparity was greatest i.e. Red Sea and Kassala States. Table 2 details the planned ration for School Meals.

⁷⁸ The food insecurity targeting criterion were based upon the outcomes of the VAM CFSA which identifies four different levels/areas of food insecurity i.e. green (0-10% of food insecure households), yellow (>10-20%), orange (>20-30%), and red (>30%). The outcomes of the above-mentioned VAM exercise also reflect poverty levels given the fact that data on household income, expenditures and assets were collected and analysed jointly with the ones related to the food consumption.

⁷⁹ WFP, 2015. PRRO 200808 Project Document

Table 2: The planned ration for School Meals

Commodity	g/person/day
Cereals	100
Pulses	20
Vegetable oil	15
Salt	5
MNP	0.40
Total	141
Total kcal/day	535
<i>% kcal from protein</i>	<i>16.6</i>
<i>% kcal from fat</i>	<i>18.2</i>
Feeding days/ person/year	180
Voucher value	0.18

Source: WFP, 2015, PRRO 200808 Project Document

84. WFP Sudan's School Meals Strategy has five objectives and these are closely aligned with WFP's revised Corporate School Meals Policy.⁸⁰ The PRRO activities align with WFP Sudan's School Meals programme objectives and WFP's corporate objectives. Despite an interest and some progress in home grown school meals, WFP Sudan does not have a specific objective in its School Meals programme to develop links between School Meals and Local Agricultural Production. The SPR 2016 states "other integration areas such as fostering links with local agricultural production could be explored and improved."⁸¹ These linkages are also addressed in WFP Sudan's Interim Country Strategic Plan 2017-2018. Table 14.4 (Annex 14) provides further detail on the alignment of PRRO activities and the WFP Strategic Objectives.
85. Based on the CFSA carried out in 2012-13, WFP is targeting School Meals to the most food insecure areas and rural areas in Darfur beyond the IDP population. In all areas, targeting is driven by both food security and education criteria. Based on the objectives (1-3), which focus on SM as a safety net, increased access and improved nutrition, the targeting criteria used by WFP for School Meals were appropriate. However, this targeting strategy will likely need to be altered, should progress be made on supporting the Government of Sudan in implementing a National School Feeding (SF) programme, to be more inclusive and focused on educational criteria unless a safety net approach is adopted by the Government of Sudan as a key outcome of SF. This is because, if the Government of Sudan has education objectives rather than safety net objectives, then these are unlikely to be reached only by targeting food insecure areas, which vary over time. Furthermore, the use of education criteria for targeting may expand the areas in which SMs are required.

Food Assistance for Assets and Food Assistance for Training

86. According to the Project document, the FFA activities target IDPs in camps and outside camps and vulnerable groups in food insecure areas in Darfur and CETA, with more focus on Darfur relative to CETA. In Darfur, the activities covered IDPs in camps and vulnerable groups. In CETA the activities covered vulnerable groups in Eastern Sudan (Kassala and Red Sea), and North and West Kordofan states, with more focus on Eastern Sudan.⁸² Some of the beneficiaries in Kassala were affected by the hostilities with Eritrea in the 1990s and the Eastern Sudan conflict in 2005-2006, fleeing from their original villages on the borders with Eritrea, and resettled around the Gash River. The targeted states were selected based on the food security assessments conducted by WFP in participation with the government twice a year in June and December, and the ET finds the selection of the states was appropriate and in line with WFP SO2.

⁸⁰ WFP, 2013. Revised School Feeding Policy

⁸¹ WFP, 2016. Standard Project Report

⁸² Compilation of outputs for Kassala, Red Sea, NK and WK - 2016

87. However, other vulnerable CETA states - South Kordofan, Blue Nile, and White Nile – were left out due to resource constraints, so coverage was not adequate relative to the size of the national-level food security problem. Part of the reason for this omission was, according to the SPR 2016, due to insecurity. Blue Nile and South Kordofan are indeed insecure, but White Nile state has no access constraints, so the host communities in refugee areas could have been targeted, especially considering the 2014 MICS figures for White Nile: children stunted and wasted 36.6 percent and 14 percent respectively, households with poor and borderline food consumption 15 percent, and households with access to clean water 32 percent.
88. In Darfur camps, IDP profiling identified households for FFA/FFT activities. In CETA states and vulnerable communities in Darfur, the WFP food security monitoring system (FSMS) and Comprehensive Food Security and Vulnerability Assessments (CFSA), the Government of Sudan Annual Crop and Food Supply Assessment, and the Integrated Food Security Phase Classification (IPC) were used to identify vulnerable localities, and WFP's three-pronged approach⁸³ resilience tool were used to identify prospective locations for FFA/FFT activities.
89. In Darfur, WFP started IDPs' vulnerability profiling exercises in the camps in 2015 - categorizing protracted IDPs based on their vulnerability to food insecurity.⁸⁴ As of May 2017, IDP profiling has identified 349,000 IDPs as relatively better-off and found 131,000 IDPs to have left the camps, while an additional 383,000 IDPs have been transitioned to livelihood activities (or a combination of livelihood activities and seasonal unconditional support). Some 702,000 people, (approximately 44.5 percent of people profiled to date), were found to be highly vulnerable to food insecurity, and continue to be supported by year-round food distributions. Once completed, the targeting project will have covered a population of 1.6 million persons across 54 camps.
90. The profiling criteria to determine the food security vulnerability situation covered household demographic characteristics, type of housing material, house furniture and personal effects, livelihood and employment, land access and type of access, expenditure items, household productive assets, and livestock ownership.⁸⁵ As mentioned previously (GFD section, paras 42-56), these proxy criteria go some way to predicting the level of vulnerability to food security, but exclusion errors can and do occur for various reasons, including data collection errors, the highly dynamic nature of vulnerability and the fact that even a mild shock (for example, the main breadwinner being unable to work for a few days) can make a household's situation considerably worse very quickly. As such, the profiling exercise should be ongoing, and flexible enough to account for the churn that will continually occur between the various vulnerability categories.
91. In Darfur, the objective of the FFA/FFT component is to assist IDPs inside and outside camps and food insecure communities to rebuild their livelihoods and address short-term food security needs. Livelihoods activities for IDPs in camps and outside camps covered construction and rehabilitation of schools and nutrition centres, skills training and income generating activities support, farming support for those who have access to land and training in fuel efficient stoves. For food-insecure communities the activities covered reconstruction/rehabilitation of community assets including haffirs for domestic and livestock water supply, dams and dykes for flood protection, schools, nurseries, and forestation and reforestation. At the household level the activities covered support in farming through restoration of farming potential by land clearance, distribution of fruit transplants, and extension services. Activities also apparently covered life skills training and material support in income generation activities, though no detailed data was provided

⁸³ The three pronged approach comprises: Integrated Context Analysis (ICA) at the national level, Seasonal livelihood programming (SLP) at the sub-national level, and Community-based Participatory Planning (CBPP) at the local level.

⁸⁴ WFP Profiling update – February 2017

⁸⁵ WFP CO IDP Profiling Guidance Note

in relation to the types of activities implemented for each group of beneficiaries i.e. IDPs in camps, IDPs outside camps and vulnerable communities.

92. In CETA region the objective of the FFA is to meet food gaps during the lean season, while supporting livelihoods and resilience through increasing food production and income generation capacity, natural resources management and improved access to social services. The ET found that in Darfur FFA interventions are appropriate to contribute to rebuilding the livelihoods, food security and nutrition, and build resilience of IDPs and vulnerable communities, and reduce dependence on food aid. However, the Income Generating Activities (IGA) selected are not always wholly appropriate, sometimes being selected more on the basis of availability of funds rather than demand for the goods produced⁸⁶ – a concern reflected by women beneficiaries interviewed in El Geneina and other places visited by the ET in Darfur, as well as the recent evaluation of the SAFE programme (WFP, May 2016).
93. Given that Darfur, Blue Nile, South Kordofan, West Kordofan, and to an extent Kassala and the Red Sea states have experienced prolonged armed conflicts related to disputes over natural resources, and North Kordofan, Kassala and the Red Sea have experienced shocks resulting from long cyclical and short term droughts and floods, the ET finds that all these interventions are consistent with the needs of the targeted communities, a fact that was confirmed through FGDs with various participating communities.
94. Experience from Habila shows that some IGAs were better thought out than others. They generally addressed recurring basic local demands like vegetables, bread or fuel. The stories in Annex 16 explain these activities and how the groups involved made arrangements to benefit from the limited income generated in a sustainable manner. The cases from Habila camp indicate that IGAs selected on a market demand basis generate better results. The weekly share of profits per household is inadequate to meet the basic weekly needs but the groups invented effective arrangements to overcome such constraints.
95. From a gender perspective, FFA interventions in Darfur and CETA in the different sectors of water supply, SAFE, skills training in income generation activities, and literacy and numeracy are appropriate to meet the gender needs of men and women. There is a special focus on women's needs to address specific gender gaps, especially in Darfur and Eastern Sudan, as well as incorporating good practice with regard to GBV and protection objectives. The SAFE interventions, in addition to the environmental benefits, were aimed to protect rural women against sexual assault while gathering firewood far from camps and villages, which were appropriate to the Darfur context. Water supply interventions in both Darfur and CETA reduce women's hardships of bringing water and avail more time for other home duties and production activities - especially for women in Darfur and Kordofan who are more involved in crop and livestock production compared to women in Eastern Sudan. IGAs in Darfur and Eastern Sudan mainly focused on women to increase their participation in decision-making and control over resources. Women were also incorporated in food distribution committees to increase their participation in decision-making.
96. In both regions there is high unemployment among the youth because of conflicts, droughts and limited economic opportunities. Although there was demand, the IGAs were not designed to include male youth needs (training blacksmithing, carpentry and construction). The FFA interventions are highly relevant with WFP Sudan's Gender Empowerment and Mainstreaming Strategy and strategic objectives of WFP Gender Policy, including ensuring food assistance is adapted to the needs of women, gender and protection, and decision-making by women and girls. The component is of less relevance to the policy objective of equal participation, as the needs of male youths were not catered for.
97. WFP's Capacity Development Policy framework includes outcomes such as: 'Successive cohorts of empowered individuals emerge' and 'Communities capable of designing and

⁸⁶ There was a demand for fuel efficient stoves, but locally produced bags and shoes faced stiff competition from cheap imports.

implementing efficient and effective food assistance programmes and policies'. While individuals and communities have participated in the identification, design, and implementation of the FFA activities, and the PRRO supported the establishment of some social safety net groups, members were not always fully capacitated in the management of their groups. Community committees to manage and oversee the community flood projection and water harvesting structures were established under the FFA, but it is likely that in some cases these institutions are weak. For example, the ET found a haffir that had been dug to improve the availability of water for human consumption that was also being encroached upon by livestock. This example of poor community management arrangements is at odds with WFP's objective of enabling communities to 'identify, design, implement, and manage sustainably effective livelihoods interventions and community assets established through FFA activities'.

98. FFA/FFT interventions are coherent with WFP's Gender Policy. The twin track strategy is implemented partly, and gender is mainstreamed into the needs assessment, design, implementation, monitoring and evaluation of food assistance in all field and area offices. The FFA/FFT schemes provide different opportunities for women's IGAs. The main objectives of the SAFE FFT component is preserving women's human rights and protecting them from exploitive conditions in and outside the household. However, the operation failed to deliver any capacity development and a training component for all WFP staff and all the CPs.

2.1.2 Coherence of the operation with Government and with other humanitarian interventions, policies and strategies

99. **General Food Distributions:** The GFD component's focus on the delivery of basic services (food) to the most vulnerable ensures that it is harmonised with the Government of Sudan/United Nations Development Assistance Framework (UNDAF).⁸⁷ According to UNHCR, it is also consistent with the Federal Government's policies towards refugees and the Asylum Act (2014), although any procurement at local level which creates shortages or inflation would counter this. The provision of a half ration is consistent with WFP's policy of supporting the long-term displaced and also in line with the Government's El Niño Mitigation and Preparedness Plan,⁸⁸ which recommends a ration of 300g of food per beneficiary per day for affected populations. Through the strong interface between the Vulnerability Assessment and Monitoring (VAM) unit and the Government, WFP is also compliant with the plan's stipulation that information should be shared between humanitarian actors.
100. At a field level the ET found a broad acknowledgement by Humanitarian Affairs Commission (HAC) staff that WFP is trying to move in the direction of the de facto⁸⁹ official policy to make IDPs more self-reliant and support return to areas of origin where circumstances allow, with the IDP classification exercise (in which HAC has been and still is an active participant) being seen as a useful step in this direction, along with the ongoing vulnerability mapping conducted by the VAM unit. In Darfur in particular, there appears to be a desire on the part of HAC to see more national NGOs performing the role that WFP often contracts out to international organisations, and feedback from the CPs themselves indicates that WFP could do more to build these local organisations' capacity.
101. **Nutrition:** The Government of Sudan (Government of Sudan) Nutrition Strategy 2013-2016 has eight strategic objectives. Overall, WFP activities under the PRRO are in line and continue to support the Government to achieve its nutrition objectives. Further details can be found in table 14.5 (Annex 14).

⁸⁷ Pillars 1 and 2 (poverty reduction and provision of basic services)

⁸⁸ Government of Sudan and UN, 2016

⁸⁹ The ET did not see any official documents that outlined a specific policy on IDP return

102. UNICEF and WFP led advocacy efforts for Sudan to join the Scaling Up Nutrition movement (SUN).⁹⁰ The Presidential endorsement of the Food Security and Nutrition Council in early 2015 resulted in Sudan joining the movement in November 2015. WFP supports the authorities in their efforts as a member of the movement in Sudan alongside UNICEF, WHO and FAO amongst other United Nations organisations committed to eliminating undernutrition.
103. The collaboration between WFP and UNICEF in the nutrition sector is sanctioned at the global level through a Memorandum of Understanding (MoU)⁹¹ that details their complementary roles and responsibilities with regards to undernutrition. UNICEF's focus is on the treatment of Severe Acute Malnutrition (SAM) while WFP's focus is on the treatment and prevention of MAM. This partnership continues to work in Sudan with evidence from key informant interviews of good collaboration between SAM and MAM centres on case referral. In addition, UNICEF and WFP are also members of the technical working group on Community Management of Acute Malnutrition (CMAM) in Sudan.
104. **School Meals:** The School Meals programme has been implemented by WFP, through Country Programmes and EMOPs, in Sudan since 1969. In 2011, the Sudanese Government expressed an interest in a National School Meals programme and developed a plan that involved the gradual handover of activities by WFP to the authorities.
105. In addition, learning from previous attempts to hand over School Meals, WFP, the Ministry of Education and the World Bank are partnering to implement the Systems Approach to Better Education Results (SABER) in order to develop a plan for supporting and handing over SM. This approach takes a more systematic approach to assess policy, financial capacity, institutional capacity, implementation capacity and community capacity for delivering SM. Key informant interviews suggest that commitment by the Government at the federal level is the most challenging aspect of implementing the School Meals programme while state level commitment is more forthcoming.
106. **Food Assistance for Assets:** The FFA activities of community assets, farm and non-farm enterprises, supporting establishment of social safety net structures, reforestation and SAFE are contributing to three of the four pillars of Sudan Poverty Reduction Strategy: Reintegration of IDPs and other displaced populations, developing human resources and promotion of economic growth, and employment creation. The activities also contribute to implementation of the Government's Interim Basic Education Strategy and WFP's SO2 - improving access to basic education. Furthermore, Government sources in Darfur indicated that the PRRO interventions in livelihoods are targeting one of the state and federal government priorities of enabling IDPs to become self-dependant and return voluntarily to their villages. The FFA activities contribute to three of the four pillars of UNDAF, and are coherent with the objectives of the 2016 United Nations' Humanitarian Response Plan.

2.2 Results of the Operation

2.2.1 General Food Distribution

Strategic Objective 1: Save lives and protect livelihoods in emergencies

107. In 2015 (a half year) WFP distributed 62,782.04MT (69 percent of planned) of food commodities, and cash and vouchers worth US\$18,062,664.⁹² In 2016 these quantities rose considerably, with 140,617.10MT (64 percent of planned) and US\$33,793,986 distributed⁹³ (see Table 3 for cash and vouchers). The reason for the shortfall in actual versus targets is due to resource constraints.

⁹⁰ <http://scalingupnutrition.org/news/category/un-system-network/>

⁹¹ UNICEF and WFP, 2005. Memorandum of Understanding

⁹² WFP CO data

⁹³ *ibid*

Table 3: Value of vouchers and cash distributed under GFD in 2015 & 2016

Year	Modality	Planned US\$	Actual US\$	% Actual v Planned
2015 (half year)	Cash	0	0	0
	Voucher	28,830,030	18,062,664	62.7
	Total	28,830,030	18,062,664	62.7
2016	Cash	No target	1,615,207	-
	Value Voucher	46,945,213	28,490,120	60.7
	Commodity Voucher	No target	3,688,659	-
	Total	46,945,213	33,793,986	72.0

Source: SPRs 2015 and 2016

108. Table 4 shows that overall the PRRO slightly missed its targets in terms of number of beneficiaries reached, although it did surpass its target for Cash Based Transfers (CBT) by 28.5 percent in 2016. From a gender perspective, the PRRO was more effective in reaching its target for male beneficiaries (90 percent in 2015 and 100 percent in 2016), than it was in reaching women, (90 and 96 percent respectively) (Table 5). The reasons for this are unclear, but could be related to the increased work burden that women face which precludes them from participating in food distributions if the distributions are delayed or rescheduled. Information on the number of households receiving GFD by beneficiary status (IDP / refugee is not available).

Table 4: Number of GFD beneficiaries by transfer modality 2015 & 2016

Year	Planned			Actual			% Actual v Planned		
	Food	CBT	Total	Food	CBT	Total	Food	CBT	Total
2015 (half year)	1,699,050	629,500	2,326,500	1,615,179	480,389	2,095,568	95.1	76.3	90.0
2016	2,050,046	478,537	2,528,583	1,857,701	615,042	2,472,743	90.6	128.5	97.8

Source: SPRs 2015 and 2016

Table 5: Number of males and females participating in and benefiting from GFD (in-kind and cash / voucher)

Year	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Tot.
2015	1,094,419	1,234,131	2,328,550	984,917	1,110,651	2,095,568	90.0	90.0	90.0
2016	1,112,577	1,416,006	2,528,583	1,112,734	1,360,009	2,472,743	100.0	96.0	97.8

Source: SPRs 2015 and 2016

109. The SPRs do not include information on the proportion of deliveries that were made on time: the ET did not find any serious cases of delayed distributions in the sites visited, but this may be due to the fact that the more logistically challenging deep field sites were not sampled. Indeed, the ET heard anecdotal reports that some food distributions to the deep field were delayed during the rainy season because of poor roads. Pipeline breaks were also exacerbated by the stringent standards that the Sudan Standards and Measures Office has in place regarding the GMO content of imported grain, resulting in delays with the approval and release of food imports.
110. The ET found that the key stipulations of the 2011 Humanitarian Protection Policy, such as adequate staff training, safe food distribution sites, and principled and accountable food assistance programming were all well entrenched in the various Field Offices' modus operandi, this being helped by the institutional memory that ensues from the relatively low level of local staff turnover. While CPs' capacity may be lacking in areas such as resilience programming, their long experience in delivering GFD and good working relationship with security forces (both from the Government of Sudan and UNAMID) generally made for orderly and safe distributions. In many cases distributions took place in close proximity to IDP camps, meaning the time beneficiaries spent travelling was minimized.

111. As Table 6 shows, WFP exceeded its targets for the percentage of people reporting their ability to collect their ration safely and on ensuring that women participated in decision making and on the use of food. Safety is improved by the fact that in most cases distributions are made at, or very close to, camps, so the distances travelled by beneficiaries is low. Cultural factors will have aided the attainment of the decision-making target – women are generally responsible for making decisions on food consumption in the typical Sudanese household. The stipulation that food management committees must contain at least one female member was well observed by CPs and ensured that the target for female representation on these committees was met. It is worth noting that the proportion of women reporting that they were ‘informed about the programme’ was quite low (48.5 percent). The ET does not fully understand the reason for this low score, and it is not commented on in the SPRs; however, it could be related to the survey design, understanding of the question, or the fact that the complaints mechanism had not been fully rolled out in all areas at the time of the survey.

Table 6: GFD Process Indicators 2015 and 2016

Cross-cutting Indicators	Baseline	Target	2015	2016	% achieved
Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site	98.0	80.1	99.0	97.6	121.8
Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites	98.0	80.1	99.7	96.8	120.8
Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site	98.0	80.1	99.4	97.0	121.1
Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)	47.2	70.1	60.7	-	
Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	54.0	70.1	58.8	34.0	48.5
Proportion of households where females and males together make decisions over the use of cash, voucher or food	12.0	40.0	12.3	34.0	85.0
Proportion of households where females make decisions over the use of cash, voucher or food	78.0	40.0	82.3	22.7	56.8
Proportion of households where males make decisions over the use of cash, voucher or food	10.0	20.0	5.4	9.6	48.0
Proportion of women beneficiaries in leadership positions of project management committees	32.0	50.1	34.0	33.0	65.9
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	39.0	50.1	39.0	35.0	69.9

Source: SPRs 2015 and 2016

112. All in-kind, voucher and cash distributions are distributed by WFP’s CPs. Given that all the CPs involved were partners under the previous EMOPs, the protocols for distributions are well understood, and the ET found that all partners had a good grasp of the distribution process and the subsequent data gathering procedures for post-distribution monitoring (PDM). Under its new M&E strategy, WFP Sudan has taken the step of outsourcing some PDM to third party contractors – generally specialist data gathering companies. The idea is

that this will give CPs and WFP staff more time to focus on outcome monitoring and delivery.

113. Two outcome indicators – Food Consumption Score (FCS) and Dietary Diversity Score (DD Score) – are used to measure GFD outcomes. The results attained are presented in Table 7 (note: no data for 2015 at a Programme level), and show that the PRRO did not achieve any of its targets apart for Female Headed Households (FHH) DD Score in 2016. WFP cites the reasons for the non-achievement of FCS as the use of a different methodology to measure this indicator at baseline and in subsequent follow-ups, the re-classification exercise, during which households exaggerated their food insecurity by under-reporting consumption with the objective of being assigned to a more vulnerable category. Another reason was the continued arrival of new highly vulnerable refugees from South Sudan and IDPs from inside Sudan over the programme period. A further factor may have been that many households were in receipt of reduced rations, the size of which is not sufficient to register significant changes in the FCS.
114. The chance of a household exceeding the dietary diversity target is better if the beneficiary household received value vouchers that can be exchanged for a variety of foods with traders, as per the holder’s preference. As Table 7 shows, the target was only reached for FHH. The reasons for this are not clear, but could be due to different decision making processes when women have full control over the use of the voucher. Dietary diversity for Male Headed Households (MHH) actually declined from baseline levels. The reasons for this are probably related to the very poor El Niño-related agricultural season, which will affect households that are more likely to be involved in agricultural production (MHH) disproportionately.

Table 7: Food Consumption and Dietary Diversity Scores 2015 & 2016

Year	HH type	% of HH with Borderline FCS		% of HH with Poor FCS		DD score	
		Target	Achieved	Target	Achieved	Target	Achieved
Base value (May 2015)	FHH		22.80		13.40		4.90
	MHH		17.00		6.20		5.10
	Total		19.40		9.10		5.10
2015	FHH	7.24		7.24		>4.90	
	MHH	4.64		4.64		>5.10	
	Total			5.70		>5.10	
2016	FHH	7.24	27.00	7.24	26.00	>4.90	5.06
	MHH	4.64	32.00	4.64	31.00	>5.10	4.93
	Total			5.70	29.00	>5.10	4.97

Source: SPRs 2015 and 2016

115. While the small size of the ration is likely to be a factor in the PRRO not reaching its outcome targets (as mentioned earlier, the ET were repeatedly told that the quantity of food distributed or available through a voucher under a reduced ration only lasted the average family a week to ten days), there is also the possibility that the results are biased by survey respondents under-reporting their consumption, especially as many were aware that there was an on-going beneficiary reclassification exercise.
116. Overall, however, the programme’s outcomes achievements must be considered in the light of the external operating environment. The PRRO was designed and outcome targets were set at a time when the full strength of the 2015/16 El Niño event was unknown. It developed into one of the strongest and most damaging events recorded, and had a significant impact on vulnerable households’ food security through a reduction in crop yields and consequential increase in food prices. Arguably – considering that the half-ration GFD is only supposed to supply 50 percent of a household’s food needs - there should have been a revision in FCS and DD Score targets in early 2016 when the full scale of the drought was evident. The ET finds, therefore, that even though GFD distributions

were not successful in achieving outcome targets, the scores attained would have been significantly lower and households considerably more food insecure, if the distributions had not taken place.

2.2.2 Nutrition

Strategic Objective 1: Save lives and protect livelihoods in emergencies

eBSFP Outputs and Outcomes

117. Table 8 below details the number of planned and actual beneficiaries of the emergency Blanket Supplementary Feeding Programme (eBSFP). WFP fell short of the planned number of beneficiaries despite a period where there has been considerable influx of refugees and further internal displacement.

Table 8: Planned and Actual Beneficiaries of eBSFP

Year	Planned	Actual	%A/P
2015	45,713	21,016	46
2016	104,621	71,025	68

Source: WFP Sudan Country Office Data

118. Table 9 details the planned and actual food tonnage distributed under the eBSFP (gender disaggregated data not available). WFP reported that “nutrition activities were heavily affected by pipeline breaks in nutrition commodities, which prevented WFP reaching the planned number of beneficiaries”. In addition, access to selected distribution sites was constrained due to the rainy season and concomitant flooded roads.⁹⁴

Table 9: Planned and Actual food distributed (MT) under the eBSFP

Year	Planned MT	Actual MT	%A/P
2015	1,589	510	32
2016	4,498	1,042	23

Source: WFP Sudan Country Office Data

119. Focus Group Discussions with women refugees in White Nile State suggested that SuperCereal Plus is sold to purchase other food commodities. This finding is supported by the 2016 JAM the same State which found that “many refugees sell food assistance in order to cover other critical needs, particularly firewood and milling of cereal.”
120. Women interviewed suggested they could sell a 1.5 kg bag of SuperCereal Plus for SDG 5 (US\$0.33). Traders would then sell this on at SDG 10 (US\$0.66). The ET confirmed it was possible to purchase two bags of SuperCereal Plus for SDG 16 (US\$1.06) on the local market. WFP estimates the cost of SuperCereal Plus purchase to be US\$0.22 per 1.5 kg⁹⁵ without transport and distribution costs factored in. These additional costs are likely to mean that there is a loss in efficiency on the transfer. The main reason given for the sale of the SuperCereal Plus was the need to purchase other items of food to diversify the diet of the GFD, and to pay for milling of rations. A solution for improving dietary diversity of longer term refugees⁹⁶ and milling rations should be sought in order to reduce the likelihood of sale of SuperCereal Plus and other food commodities.
121. Through eBSF newly displaced or refugee children aged 6–59 months and pregnant and lactating women received a one-month ration of RUSF to prevent deterioration of their nutrition status while they are registered for food and other assistance; followed by SuperCereal and vegetable oil for up to five months.⁹⁷ This ration was changed in mid-2016, and the oil and SuperCereal were replaced by SuperCereal Plus. This approach signified a

⁹⁴ WFP, 2016. Standard Project Report

⁹⁵ This is based on an estimated cost of US\$3,000/MT provided by WFP, and does not factor in transport costs to end point distribution.

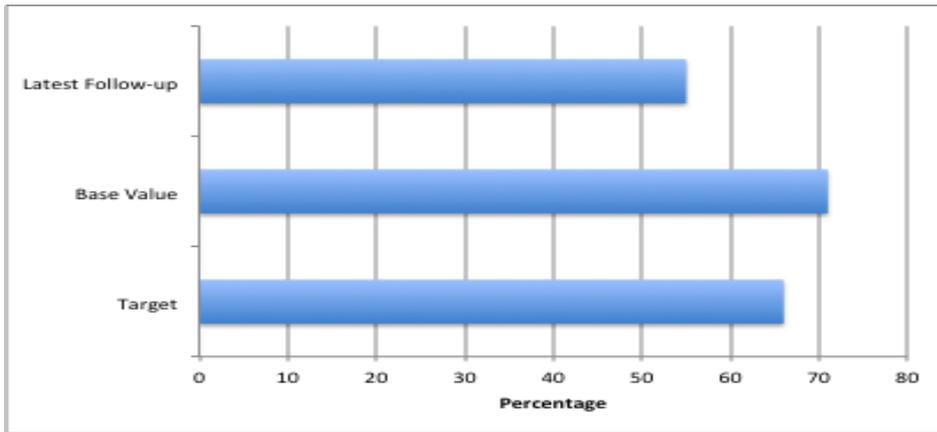
⁹⁶ Consideration should be given to the use of CBT to address the diversity of the diet of refugees from South Sudan.

⁹⁷ WFP, 2015. Sudan PRRO 200808 Project Document.

change from the use of the eBSFP as a seasonal intervention. Distributions took place as part of GFD.

- 122. Figure 14 shows the target proportion of the population that participate in an adequate number of distributions against the baseline and follow-up proportion in 2016. The graph shows that there has been a decrease in participation in distributions, based on the follow-up in 2016, below the target of greater than 66 percent and the baseline recorded in 2015.

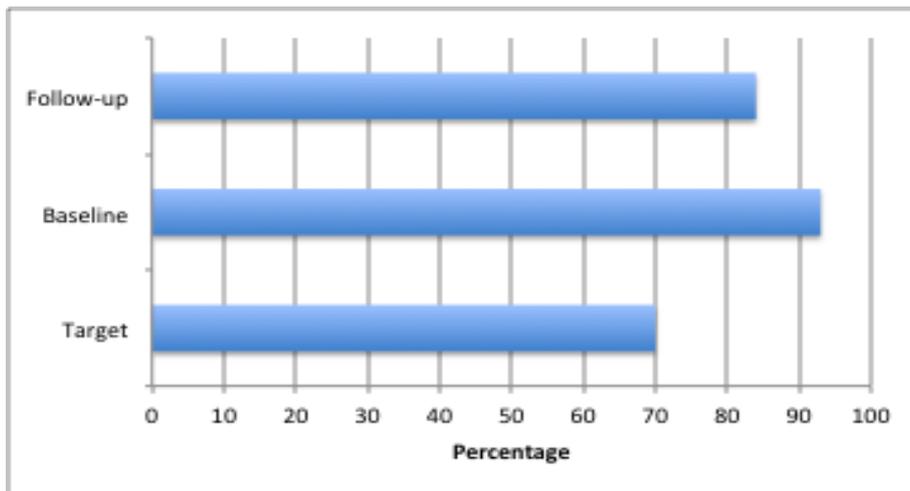
Figure 15: Proportion of population that participate in adequate number of distributions



Source: WFP, 2016, Standard Project Report

- 123. However, Figure 15below shows the proportion of the eligible population that participate in the programme (coverage) which, at 84 percent, remains above the target of greater than 70 percent although lower than the baseline (93 percent) of 2015. WFP’s 2016 SPR noted that the reason for this was that “nutrition activities were heavily affected by pipeline breaks in nutrition commodities.” In addition, access to some distribution points was constrained by heavy rainfall.

Figure 16: Proportion of the eligible population that participate in the eBSFP (Coverage)



Source: WFP, 2016, Standard Project Report

- 124. Discussions with beneficiaries, WFP and UNHCR staff suggested that the eBSF ration has proved useful. UNHCR and WFP staff reported that this is particularly the case where new refugee arrivals are only registered on a monthly basis by UNHCR, and are only entitled to receive assistance following registration. Focus group discussions suggested that new arrivals of South Sudanese refugees into White Nile state are currently only registered on a

monthly basis, and can only receive assistance once registered by UNHCR, so the eBSF is often the only assistance they receive in the first month. UNHCR and WFP staff in White Nile state confirmed this, as did the 2016 JAM, which stated that “many new arrivals have to wait for 2-4 months to receive their first food rations, due to slow registration”.⁹⁸ UNHCR reported that they are currently planning to undertake registration on a weekly basis as a result of the increase in new arrivals.

Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies

TSFP and Nutritional Practices Behaviour Change Outputs and Outcomes

125. Table 10 demonstrates that WFP was only able to support 46.5 percent and 53.1 percent of TSFP centres in 2015 and 2016 respectively. The SPRs did not explain why this was the case, however WFP staff reported that this was a result of a number of factors including funding availability, availability of appropriate partners, the staffing and quality of centres.

Table 10: Planned and Actual TSFP centres supported by WFP

Year	Planned	Actual	%Actual/Planned
2015	923	429	46.5
2016	923	490	53.1

Source: WFP, Standard Project Report 2015 and 2016

126. The TSFP targeted moderately malnourished children aged 6-59 months and pregnant and lactating women. Table 11 details the planned and actual beneficiaries of TSFP in 2015 and 2016.

Table 11: Planned versus actual beneficiaries of MAM Treatment

Year	Target Group	Planned			Actual			%Actual/Planned
		Male	Female	Total	Male	Female	Total	
2015	Children 6-23 months	24,200	26,400	50,600	29,310	31,974	61,284	121.1
	Children 24-59 months	28,600	30,800	59,400	34,639	37,302	71,941	121.1
	Pregnant and Lactating Women		36,650	36,650		29,921	29,921	81.6
	Total	52,800	93,850	146,650	63,949	99,197	163,146	111.2
2016	Children 6-23 months	72,774	79,390	152,164	42,924	56,479	99,403	65.3
	Children 24-59 months	86,005	92,621	178,626	58,738	67,775	126,513	70.8
	Pregnant and Lactating Women		110,264	110,264		41,651	41,651	37.8
	Total	158,779	282,275	441,054	101,662	165,905	267,567	60.7

Source: WFP, Standard Project Report 2015 and 2016

127. In 2015, WFP reached more than the planned moderately malnourished children aged 6-59 months. However, only 81.6 percent of the planned pregnant and lactating women were reached. 2016 saw a significant decrease in the proportion of beneficiaries of TSFP when compared to the planned number of beneficiaries, with 65.3, 70.8 and 37.8 percent of children 6-23 months, children 24-59 months and PLW reached respectively. This may reflect a surplus production from the 2014/15 season which has kept current prices of staple foods (millet and sorghum) unseasonably stable⁹⁹ and reduced levels of malnutrition.
128. The initial planned ration provided to beneficiaries of the TSFP was 200g/pers/day of SuperCereal Plus, totalling 787 kcal/pers/day. However, supply of SuperCereal Plus was problematic and ceased for much of the latter months of 2015 for both MAM treatment and food based prevention activities. This was, according to WFP CO sources, due to national import restrictions on nutrition commodities due to the presence of trace levels of Genetically Modified Organisms (GMO). This restriction prevented the use of SuperCereal Plus from April to November 2015. Table 12 shows the planned versus actual food by commodity for 2015 and 2016.

⁹⁸ UNHCR and WFP, 2016. Joint Assessment Mission

⁹⁹ <http://fscluster.org/sites/default/files/documents/ACFSAM%202014-2015.pdf>

Table 12: Planned versus actual food products distributed under TSFP for 2015 to 2016¹⁰⁰

Food Product	Year	Planned Mt	Actual Mt	% Actual / Planned
SuperCereal Plus	2015	6,291	1,454	23.1
	2016	15,698	2,505	16
RUSF	2015	119	17	14.4
	2016	2,799	456	16.3

Source: WFP, Standard Project Report 2015 and 2016

129. In 2016, due to a corporate directive, MAM treatment rations were changed to RUSF, Plumpysup, with a ration of 92g (500kcal)/pers/day. Studies have shown that the use RUSFs to treat MAM, compared with other supplementary foods such as corn/soy blends (CSBs), improve nutritional recovery in children suffering from MAM.¹⁰¹
130. However, WFP experienced a lack of RUSF commodities in the pipeline throughout 2016. Despite this and perhaps, in part, because of the focus of WFP on treatment and behavioural change communication the programmes, outcomes remained within Sphere indicators. The supplementary food ration in the TSFP was complemented with appropriate Vitamin A and Iron/Folate supplementation, de-worming and measles vaccination.¹⁰²
131. WFP staff stated that difficulties in sourcing RUSF include the global needs/requirements¹⁰³ for the commodity versus production capacity. With this in mind WFP reported in the 2016 SPR that it is establishing a food supply agreement with a local supplier. WFP expected to place orders in April 2017 following an upgrade in production capacity of the supplier from 200 MT to 700 MT per month.¹⁰⁴
132. CPs and WFP staff indicated that the pipeline breaks, in addition to contributing to higher defaulter rates, also made it more difficult to pre-position supplies for hard to access areas during the raining season.
133. WFP supports CPs by providing an incentive (a food ration that consists of Cereal 450g/pers/day and Pulses 90g/pers/day for 22 days a month for a family of five) for volunteers to undertake nutrition screening on a regular basis in camps. CPs report that the screening exercises undertaken in camps capture those in need of treatment. However, they also report that the number of volunteers is too few to cover the large geographical areas in the camps and that the low ration level does not attract sufficient volunteers.
134. WFP focussed on life saving activities given the limited resources during the project period. This, coupled with pipeline breaks, meant nutrition activities focused more on emergency interventions and treatment of malnourished target groups rather than on Food Based Prevention of Malnutrition (FBPM). In addition, the change in WFP's approach to FBPM from the previous range of beneficiaries which targeted children under three years of age required training of CPs, which further contributed to reduced beneficiary achievement.¹⁰⁵ Figure 16 demonstrates the planned and actual number of beneficiaries by sex for 2015 and 2016. It shows that throughout 2015 and 2016 WFP was unable to meet its planned beneficiary targets and in 2016 was only able to meet 17.5 percent of beneficiaries planned.¹⁰⁶ Focus Group Discussions with women also suggested that there is a general lack of confidence in the programme due to the pipeline breaks.

¹⁰⁰ This table includes products used for the FBP programme as well as treatment of MAM.

¹⁰¹ <http://fic.tufts.edu/assets/Acute-Malnutrition-Executive-Summary.pdf>

¹⁰² WFP, 2015. Community Nutrition Integrated Programme, A Field Guide for WFP Supported Nutrition Projects in Sudan.

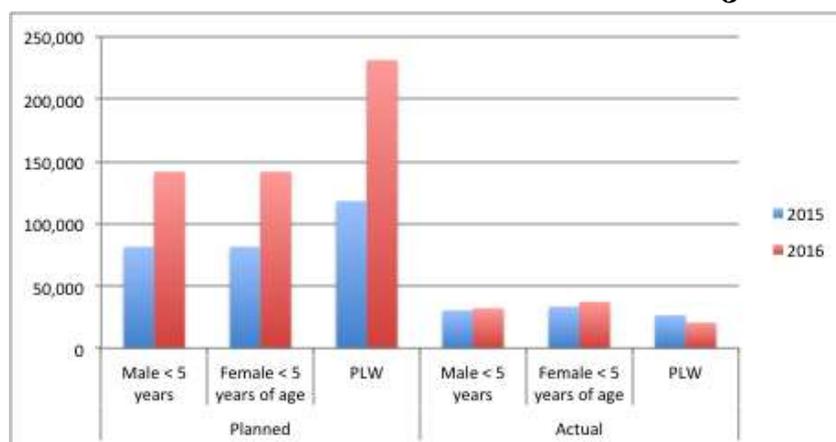
¹⁰³ Needs in Syria, Iraq, Yemen, Libya are reported to consume much of the production capacity of nutrition products.

¹⁰⁴ WFP, 2016. Standard Project Report

¹⁰⁵ WFP, 2015. Standard Project Report

¹⁰⁶ WFP, 2016. Standard Project Report

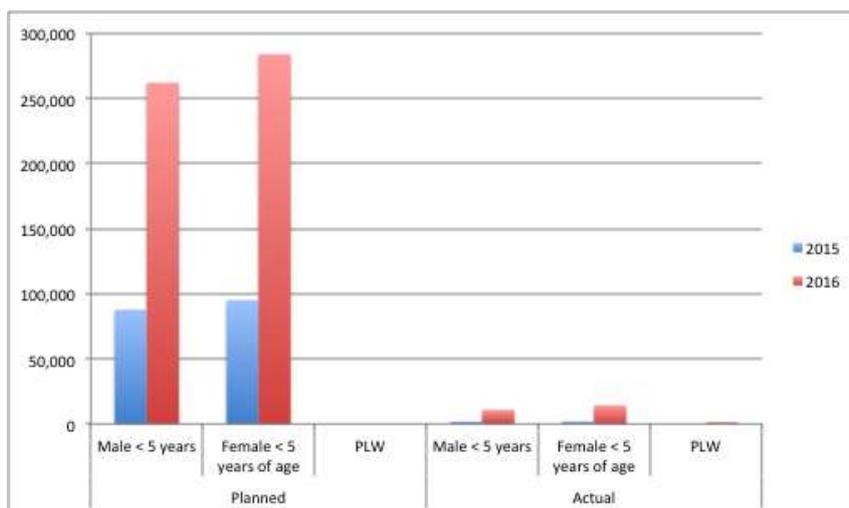
Figure 17: Planned versus Actual beneficiaries of FBPM 2015-2016



Source: WFP, Standard Project Report 2015 and 2016

135. Although not well documented, levels of micronutrient deficiencies are likely to be high in Sudan.¹⁰⁷ The 2015 JAM in Eastern Sudan reported that up to 52.3 percent of children under the age of five were anaemic. As part of the CNIP Micronutrient Powder distribution was planned to address micronutrient deficiencies. The distribution of MNP targeted children under five years of age and pregnant and lactating women. Figure 17 describes the planned and actual number of beneficiaries of the MNP.

Figure 18: Planned and actual number of beneficiaries of the MNP



Source: WFP, 2015-2016 Standard Project Report

136. WFP did not meet its planned number of beneficiaries in 2015 or 2016, with only 2.1 percent and 4.6 percent of planned beneficiaries receiving MNP in 2015 and 2016 respectively. Key informants and WFP reports confirmed that the reasons for the low distribution of MNP were the late arrival of the product and concomitant pipeline breaks as well as a request from the Ministry of Health to develop national guidelines prior to implementation.¹⁰⁸ The production of the national guidelines was linked to the development of the national strategy on micronutrient deficiencies. Both these are Government-led processes involving more than one department in the MoH and required a significant amount of lead-time.
137. The ET observed caregivers receiving key messages at nutrition centres in camps in White Nile State. CP staff in camps reported that key messages included topics such as hygiene,

¹⁰⁷ WFP, 2014. Sudan Nutrition Strategy 2014-2018

¹⁰⁸ WFP, 2015 and 2016. Standard Project Report

sanitation, food processing, environment and home gardening. Table 13 describes the number of planned and actual caregivers that have received three key messages during the period covered by the PRRO.

Table 13: Planned and actual caregivers that have received 3 key messages

Year	Planned	Actual	%Actual/Planned
2015	288,118	135,738	47.1
2016	288,118	182,581	63.4

Source: WFP, Standard Project Reports 2015-2016

138. The proportion of caregivers receiving three key messages has reached 63.4 percent in 2016. This remains below optimal, but is likely related to the low coverage achieved in the FBPM programme resulting from the regular pipeline breaks reducing the incentive for caregivers to attend. In addition, the first year of SBCC activities was spent in undertaking formative research and developing tools. This was then followed by training of partners on the ground who then implemented the activities at community level.
139. In North Darfur, the Evaluation team observed a Nutrition Centre that was well run by a local CP. This particular centre had no pipeline issues with SuperCereal Plus and also ran a women's club. Women attend eight sessions over one month after their children have been discharged from treatment for MAM. They learn about best feeding practices, homestead gardening, and the importance of defying dangerous traditions usually perpetuated by grandmothers, such as removing children's teeth and uvulectomies.¹⁰⁹
140. CPs report that community volunteers, a key component of the Social and Behavioural Change Communication, consistently complain about the food incentive they receive not being enough, and in some cases not being distributed on time. In addition, there are requests from volunteers for further support in non-food items such as the provision of t-shirts with organization logos as well as bags to carry their work materials.
141. WFP is supporting different population groups, including long term settled refugees in Eastern Sudan, new refugees from South Sudan as a result of on-going conflict, IDPs and host populations with MAM treatment. As Table 14 shows, WFP is achieving all the Sphere standard¹¹⁰ indicators for MAM treatment, which are greater than 75 percent, less than 15 percent, and less than three percent respectively for recovery rates, default rates and mortality rates.

Table 14: Performance Indicators for MAM treatment in WFP Supported Centres

	Recovery Rate %	Default Rate %	Non-Response Rate %	Mortality Rate %
Baseline	91.6	6.0	2.3	0.1
2015	88.0	9.7	2.1	0.1
2016	91.1	6.7	2.0	0.2

Source: WFP, Standard Project Report 2015 and 2016

142. Despite the pipeline breaks in RUSF experienced throughout the project, positive performance was achieved due to the prioritization of TSFP activities over food based prevention of malnutrition activities. In addition, Behavioural Change Communication, which continued despite pipeline breaks, may have contributed to the positive performance.¹¹¹ However, this data is an aggregate of a large number (490)¹¹² of MAM centres supported by WFP, and masks the fact that some centres are reporting higher than acceptable default rates. WFP monitoring data for 2016 suggests centres in White Nile State and South Kordofan had total default rates of 20.1 percent and 27 percent

¹⁰⁹ A uvulectomy is a procedure in which all or part of the uvula, the bell-shaped organ hanging from the top of the throat, is removed.

¹¹⁰ See Annex 6 for Sphere indicators on MAM treatment performance.

¹¹¹ WFP, 2016. Standard Project Report

¹¹² WFP, 2016. Standard Project Report

respectively.¹¹³ While these are improvements from 2015, where default rates were 42.6 percent and 40.7 percent in White Nile and South Kordofan States, they remain above the SPHERE target of less than 15 percent. Discussions with MAM treatment centre staff and women in Alagaya and Al Kashafa camps in White Nile State suggested that default rates could be high due to: -

- Pipeline breaks in commodities and concomitant loss of incentive for attendance at centres.
- Work opportunities, i.e. during agricultural seasonal work, particularly as there are two large sugar cane factories near the refugee population
- Carers seeking income-earning opportunities including, fishing, wood collection and sale and petty trade.
- Visitors to the camp being screened and referred to the centre and attending once but then leaving the camp to return to their homes.

143. Child-level data, disaggregated by age and gender, is routinely collected in WFP MAM programmes. However, this was not reported in the performance indicators. There is therefore a gap in understanding how management of acute malnutrition may result in default and/or relapse differently in boys compared with girls.
144. WFP staff reported that the MoH, WFP and UNICEF were due to collaborate on a Simple Spatial Survey (S3M),¹¹⁴ which would include the coverage of MAM treatment in 2016. However, due to a lack of agreement with the MoH the survey did not take place in 2016. WFP hopes the survey takes place in 2017.¹¹⁵ This is an important outcome indicator for TSFP since it determines the likely impact of the programme because an effective programme with poor coverage will not have sufficient impact.
145. The focus of the nutrition activities of WFP is on children (both boys and girls) under five years of age and pregnant and lactating women. Using the life-cycle approach (described earlier) automatically ensures that women of reproductive age are targeted for improved health and nutrition outcomes. While male and female caregivers are targeted for SBCC, the SPRs do not present disaggregated data.
146. The only protection issue mentioned was in relation to the increasing tension (in refugee areas) between the refugees and the host population. An example from an FGD held with women was when the host community members threatened refugee women collecting firewood for cooking or selling. Refugees reported that some host community members were charging the refugee women for collecting firewood from their land. Host communities thought that the refugees were using their land for lodging and collecting firewood without being compensated for this use. In designing the programme WFP has not anticipated such risks.
147. According to an informant in the WFP White Nile state sub-office, the tensions may increase with the increasing number of refugees, and WFP should consider redesigning the White Nile programmes by targeting the host communities with FFA interventions. As stated by the head of the popular committee of one of the host community villages, “The people don’t need any direct food support, they rather prefer support in farming, livestock production and fisheries’.
148. During FGDs, women were asked how they would complain if they needed to. While a number of women had not heard of the complaints boxes at distributions they knew about committees (for example, the relief committees (made up of male and female refugee representatives) for each block in a refugee camp and the overall management committee for the camp. They also knew that, in that particular case, the Sudanese Red Crescent

¹¹³ WFP Sudan Targeted Supplementary Feeding Programme database

¹¹⁴ The Simple Spatial Survey Method (S3M) was developed from the CSAS coverage survey method as a response to the widespread adoption of community management of acute malnutrition (CMAM) by ministries of health. Large-scale programs need a large-scale survey method and S3M was developed to meet that need.

¹¹⁵ WFP, 2016. Standard Project Report.

Society (SRCS) was responsible for camp management and would complain directly to the SCRS representative in the camp. IDPs were also aware of the partners providing assistance and would directly contact them and WFP field monitors.

149. Having said this it was evident that beneficiaries were not always aware, or did not understand, why certain changes (e.g. targeting and ration changes) were taking place. This suggests that a better, concerted communication strategy needs to be put in place. In some locations visited by the ET it was reported that despite women being on committees, men are often making decisions without considering or consulting the women colleagues.
150. WFP partners the MoH as well as many international and national NGOs to implement the nutrition programme. In general, the partnerships are viewed positively, with the MoH both involved in the treatment and training of other partners. However, Field Level Agreement (FLA) negotiations and signing are often delayed requiring CPs to take on the risk of maintaining staff and activities without being under contract. In 2012¹¹⁶ and 2015 FLAs were also reported to be too short in length (six months); however, this appears to have improved in 2016 with one to 1.5 year FLAs signed.
151. Partners also reported delays in payments, which WFP staff in field offices confirmed, indicating that this is often the approval process at Country Office level. An international NGO also suggested that some of these delays are probably associated with difficulties related to sanctions and the international banking system which they have experienced in other projects.
152. CPs feel that much of the capacity development undertaken by WFP focuses on areas of direct concern to WFP activities, for example, basic nutrition, anthropometric measurements and completing reporting forms etc. CPs expressed an interest in broader capacity development in topics such as proposal writing, fund raising and monitoring and evaluation.

2.2.3 School Meals

Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies

153. Table 15 details the number of schools assisted by WFP in 2015 and 2016. By 2016 WFP exceeded the number of schools it planned to assist.

Table 15: Number of Schools assisted by WFP

Year	Planned	Actual	%Actual / Planned
2015	2,254	2,198	97.5
2016	2,254	2,354	104.4

Source: WFP Standard Project Report 2015-2016

154. Table 16 details the number of planned and actual beneficiaries of school meals. The table demonstrates that the school meals programme exceeded the number of beneficiaries planned for. In addition to support to the primary schools WFP assisted 7,920 girls in secondary schools.¹¹⁷

¹¹⁶ WFP Sudan: An Evaluation of the Country Portfolio, 2010 -12, OEV/2013/006

¹¹⁷ WFP, 2016. Standard Project Report

Table 16: Planned and Actual beneficiaries of School Meals

Year	Planned			Actual			%AP	%AP	%AP
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2015	507,554	450,096	957,650	511,600	453,683	965,283	100.8	100.8	100.8
2016	528,155	468,364	996,519	548,935	506,709	1,055,644	103.9	108.2	105.9

Source: WFP Standard Project Reports 2015-2016

155. The planned ration for the School Meals programme consisted of 100g cereal, 20g of pulses, 15g of vegetable oil and 5g of salt, providing a total of 535 kcal/day. Table 17 details the planned and actual food commodities provided for School Meals. WFP only provided 59 and 55 percent of planned food in 2015 and 2016 respectively. Key informants reported that MNP is currently being used in School Meals after delays in supply of the commodity meant none was used in schools in 2015 and 2016.¹¹⁸

Table 17: Planned and Actual Food provided for School Meals

Commodity	2015			2016		
	Planned Mt	Actual Mt	%A/P	Planned Mt	Actual Mt	%A/P
Cereals	12,139	7,435	61	19,823	11,217	57
Pulses	2,428	1,293	53	3,965	2,303	58
Vegetable Oil	1,821	822	45	2,973	1,565	53
Salt	607	160	26	991	380	38
DSM	0	333		497	188	38
MNP	49	0	0	79	0	0
Mix Blended Food	0	7.41		0	0	
Corn Soya milk				0	2.53	
Total Mt	17,044	10,050.41	59	28,328	15,656	55

Source: WFP Sudan Country Office Data

156. A number of reports indicate that pipeline breaks were frequent and resulted in a less than planned distribution of food.¹¹⁹¹²⁰¹²¹ This was further supported by key informant interviews, which also revealed that in some cases schools only opened when food was provided. Key informants from the MoE in North Darfur also stated that approximately 40 percent of schools received food from WFP and that this has resulted in some students moving schools in order to receive the food. In addition, secondary food transportation costs from MoE facilities to schools was reported as costly.¹²²
157. WFP is also implementing a Take Home Ration (THR) in the two states with the highest gender disparity of girls attending school, namely Kassala and Red Sea State. This take-home ration consists of 25 kg of cereal. Table 18 shows the planned and actual number of girls (participants) and beneficiaries¹²³ of the THR.

¹¹⁸ WFP, 2016. Standard Project Report

¹¹⁹ WFP, 2016. West and Central Darfur Monitoring and Evaluation Report

¹²⁰ WFP, 2016. 1st Quarterly Outcome Monitoring Report, North Darfur

¹²¹ WFP, 2016. Quarterly Outcome Monitoring Report, CETA

¹²² WFP, 2016. 1st Quarterly Outcome Monitoring Report, North Darfur

¹²³ Beneficiaries are calculated as the average family size multiplied by the number of participants i.e. girls attending school. Since the ration is a take home ration it is assumed it is consumed or used by the household as a whole rather than the individual girl.

Table 18: Number of planned and actual participants and beneficiaries of the Take Home Ration

Year	#	planned	actual	%Actual/Planned
2015	Participants	720	896	124.4
	Beneficiaries	3,600	4,480	124.4
2016	Participants	1,128	4,962	439.9
	Beneficiaries	5,640	24,810	439.9

Source: WFP Standard Project Reports 2015-2016

158. WFP has exceeded the number of planned participants for THR in 2015 and 2016. However, the planned number of participants does not appear to be very ambitious given the potential number of primary school aged girls in Kassala and Red Sea State. Having said this, WFP showed flexibility in providing rations to a larger number of beneficiaries than planned for. The 2016 SPR states that the THR entitlement has acted as an incentive for households to send their girls to school and initiated a positive acceptance in communities and positive changes in attitudes to girls' education, even encouraging girls' education in communities not targeted by WFP. Focus group discussions in Hamash Koreib, Kassala suggested that both the School Meals and THR were an incentive to send girls to school in what was otherwise a very conservative community.
159. Table 19 demonstrates that WFP only distributed 64 percent of planned cereals as THR in 2015 and 2016. The shortfall in food distributed was a result of pipeline breaks suggesting that beneficiaries did not receive their full entitlement throughout the project period. Despite this, FGDs with girls suggested the THR increased the amount of sorghum available to the household which increased sorghum consumption and availed them an opportunity to exchange sorghum with other food items like milk and sugar, acting as a general economic resource to the household.

Table 19: Planned and Actual Cereals distributed for the Take Home Ration

Year	Planned (Mt)	Actual (Mt)	% Actual/Planned
2015	498	319.11	64
2016	1,206	771	64

Source: WFP Sudan Country Office Data

160. Table 20 shows the retention rate of girls and boys against the target set by WFP and the base value collected in 2014. The data show that throughout 2015 and 2016 the retention rate in assisted schools for both boys and girls remains above the target set by WFP and above the base value of 2014. The ET was unable to collect data on retention rates of children in primary schools that are not assisted by WFP in order to compare the potential impact of the School Meals programme.

Table 20: Retention rate of Girls and Boys at WFP assisted Primary Schools in CETA and Darfur Areas

Area		Target	Base Value	2015	2016
CETA	Boys	>70	95.0	96.5	97.9
	Girls	>70	94.9	96.3	97.9
	Total	>70	95.0	96.4	97.9
Darfur	Boys	>70	97.5	98.8	99.0
	Girls	>70	97.4	98.4	98.7
	Total	>70	97.4	98.6	98.9

Source: WFP Standard Project Report 2015-2016

161. An informant from Kassala state Ministry of Education confirmed the following changes brought about by the School Meals and THR:-

- Improved enrolment and dropout rates
 - Improvement of the school environment (improvement in cleanliness and use of soap and water)
 - Reduced household expenses on education.
162. Key informant interviews and FGDs suggested that while the SM programme is appreciated, many think the ration is monotonous and it often comprises, where sorghum is provided, boiled up cereal and pulses since the sorghum is whole grain and not milled. Key informants expressed a preference for wheat flour, which could be made into bread and even suggested that perhaps CBT could be used as a means of instilling variety in the diet, particularly in schools near urban centres where traders could provide commodities.
 163. Key informants and FGDs suggested that Parent Teacher Associations (PTAs) are very active in the School Meals programme, often contributing to its success by providing cash to pay cooks and sometimes volunteer teachers where required, cooking utensils, firewood and complementary foods to vary the ration e.g. garlic and vegetables. WFP reports state “School Meals activities have been successful in promoting community participation through active PTAs.” However, reports also recognise that further efforts could be made to foster links with local agricultural production, supporting community assets and school gardens.¹²⁴ The FGDs also implied that parents are feeling the strain of having to contribute to the functioning of the School Meals programme, suggesting that “there is no free primary school”. This is supported by WFP reports that suggest firewood costs are rising and school fees are proving a burden to parents.¹²⁵
 164. Discussions with school girls in a village of Hamash Koreib locality suggested they had learned to speak and write Arabic, which has facilitated communication with others, e.g. with the teacher, which improved their learning and understanding capacities. In addition, they are now able to communicate with the medical officers in Kassala when they are referred from the local health centre.¹²⁶
 165. Other benefits reported included learning arithmetic, which has assisted those girls whose mothers have income generating activities in calculating the expenses and returns of the activity; and reduced skin disease as a result of better nutrition and hygiene. Girls stated that they would return to school even without School Meals because they have understood the value of education.
 166. The focus on girls, through the THR, in the two states showing the greatest disparity between the attendance of girls and boys has had the desired effect of increasing enrolment of girls. It has overcome traditional conservative views of girls’ and women’s roles in communities and has attracted the attention of communities not currently targeted by WFP, who have shown an interest in schooling their children.
 167. The ET found no reports of any protection issues, related to school meals or THR. However the fact that in North Darfur students are moving to attend schools where School Meals take place could result in increased risk resulting from insecurity and the distances involved.
 168. The MoE and PTAs are the main partners of WFP in the SM programme. In general, the partnerships appear to work well and are very much appreciated, however increasing costs of firewood for fuel and other costs borne by PTAs is putting added strain on the community. In addition, increased cost of secondary transportation, from MoE facilities to schools, has been reported in some locations.
 169. Nevertheless, the plan to handover activities to the Government of Sudan faltered early with the authorities unable to take over the first phase of the handover, resulting in WFP

¹²⁴ WFP, 2016. Standard Project Report

¹²⁵ WFP, North Darfur First Quarterly Outcome Report

¹²⁶ Previously this was not easy due to their lack of understanding and speaking of Arabic.

continuing the SM programme.¹²⁷ In addition, the Country Portfolio Evaluation of 2013 noted that it “found it unlikely that the Government will have sufficient resources to take over activities such as School Meals in the near future”.¹²⁸

170. A 2012 interim Basic Education Strategy by Government of Sudan stated that “the second strategy to reduce household costs and promote access is support for school meals.” It goes on to say that there is provision for interventions involving a combination of direct provision of school meals in the neediest schools as well as development and piloting of home grown production of meals for schools.¹²⁹
171. In 2015, WFP reported progress being made on the Government’s handover plan for School Meals. Awareness raising and capacity building initiatives were undertaken, such as study visits to Brazil, Cape Verde and Ethiopia. In October 2015, senior officials announced that a decree would be announced at the 2016 African Union summit, which would put home grown School Meals as a vehicle to promote education.¹³⁰

2.2.4 Food Assistance for Assets and Food Assistance for Training

Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies

172. Total numbers of planned and actual participants in the two regions during 2016 was 277,945 and 209,643 respectively, achieving coverage of 75.4 percent of the target, the shortfall being due to resource constraints. The planned male and female participants and beneficiaries of FFA activities were set at 50 percent each. The female coverage in terms of participants and beneficiaries was 58 and 52 percent for Darfur and CETA respectively (Annex 7). Table 21 summarizes the types of activities conducted in Darfur and CETA regions, where the bulk of the activities were implemented in Kassala and Red Sea States. The tables reflecting the number of outputs planned and achieved and percentages in Darfur are attached in Annex 7. The output achievements represented around 89 percent of the planned. According to WFP, the underachievement in outputs and beneficiaries were attributed to prioritization of emergency responses to the new IDPs from Jabal Marra and the refugees from South Sudan; and to the insecurity situation in the some of the targeted areas.¹³¹

Table 21: Summary of FFA activities in Darfur and CETA

Construction/rehabilitation of community assets including haffirs for domestic and livestock use, schools and nutrition centres, dams and dikes for floods protection, forestation and reforestation	Darfur/ community Level	
Skills training and income generating activities support	Darfur / household level	
Farming support through restoration of land potential, extension services, and distribution of fruit transplants	Darfur / household level	
Training in food efficient stoves	Darfur / household level	
Activities covered construction/rehabilitation of community assets including rehabilitation of haffirs for domestic and livestock consumption; dams for farming and flood protection; construction/rehabilitation of schools and kitchens for school Meals		CETA/ community level
Natural resources management activities and training in fuel efficient stoves		CETA/ community level

¹²⁷ WFP, 2014. WFP Sudan School Feeding Strategy Draft

¹²⁸ WFP, 2013. Country Portfolio Evaluation

¹²⁹ MoGE, 2012. Interim Basic Education Strategy

¹³⁰ WFP, 2015. Standard Project Report

¹³¹ PRRO 200808 SPR - 2016

Skills training on livelihoods and income generation activities and literacy and numeracy training for women		CETA/ household level
Support to restoration of farming potential by land clearance from mesquite, terrace cultivation, and demonstration farms & agricultural extension services		CETA/ household level

173. In Kordofan, the activities covered forestation, reforestation, support to farming through extension services and facilitation to access agricultural insurance, literacy training for women, and construction of haffirs.
174. In Darfur, livelihoods skills training and IGAs were implemented through women's groups. FGDs with female beneficiaries interviewed by the ET in Darfur revealed that the majority of the activities generate very limited or no income, while a few activities have generated relatively better incomes. For example, in El Geneina a group of 40 women making shoes had so far made US\$20 between them, which they had reinvested back into group savings. The whole operation is challenged by difficulties in accessing raw materials, low demand and competition. Another group of 15 women making noodles made only SDG 100 (US\$7) between them in a month. By comparison, the rate for daily casual labour (if it is available) in collecting firewood or working in building is about SDG 30 per day (US\$2). In Tawila in North Darfur the ET interviewed a group of women on the SAFE nursery programme trained by the CP SEAKER. The scheme did not generate any income for the women as the seedlings were not sold and were given free. The women were rotated off the scheme every month to ensure that everyone got some benefit, but each only got one month of food transfers. In terms of livelihoods and food security impact these schemes were of minimal utility.
175. The main factor behind the limited incomes generated from IGAs is that the activities selected had to work within WFP's funding constraints rather than using market demand and profitability as the primary design consideration. Other activities like bread making or making of fuel briquettes could have generated sufficient incomes if provided with additional material support in terms of production equipment, assets, and operation capital. The funding gap could have been reduced if the FFA intervention was linked to the existing national safety net structures of *Zakat*¹³² and the safety net programme of the Ministry of Welfare and Social Security (MoWSS). Both funds provide material support to poor households in farming and establishing non-farm IGAs.
176. The size of food transfer given to participants in the FFA activities, whether being community assets or activities targeting households is 50 kg of sorghum and 3.5 kg of lentils per month – generally sufficient for one week only. As such, the majority of the IGAs implemented generate insufficient income to household food needs, and to cover outstanding food needs, women beneficiaries have to seek casual work, which is not always available, and can be risky for them. (It should be noted that WFP has been aware of this issue for some time, and consultations about increasing the size of the transfer were ongoing at the time of the evaluation.)
177. The baseline value for the percentage of HHs with poor FCS for the project communities was 9.1 percent, and the value for the latest follow in November – December 2016 was 29 percent - more than double the baseline. Similar results were achieved for HHs with border line FCS. The figures indicate that the food consumption of the majority of the targeted HHs in the PRRO areas has not improved (FCS indicators for FFA beneficiaries were not provided separately from other beneficiaries). In Darfur, the IGAs intervention was not adequate to improve or maintain the food consumption needs of the targeted beneficiaries during the assistance period.

¹³² Zakat is an Islamic tax levied on the better off to redistribute wealth to the poor.

178. In Kassala, the farming support provided through FFA activities has increased cultivated areas and sorghum production. Men from Shalaloab village in rural Kassala stated that clearing of land from mesquite availed 200 feddans (84HA) of land for 100 families (two feddans per household). The average yield per feddan was six bags, whereas if the land was infested with mesquite the average yield is usually two bags (mesquite trees absorb much of the soil moisture because of its extensive root system). The increase in yield was attributed to clearance of mesquite and above average rainfall. Kassala area office records indicated that cultivated areas increased by 50 percent in the 11 villages supported, and yields per feddan have increased by 50-76 percent in ten of the eleven villages supported.
179. Beneficiaries in Kassala have reported several benefits from the food assistance including increased number of meals, varied diet, reduced in-kind borrowing from village traders, cash savings from family budget used to buy more milk for children, vegetables and meat sometimes and was also used to buy clothes for the children.
180. In the conservative Haladeit village in Hamesh Koraib locality (Kassala State), women received FFT through vouchers. The voucher value was SDG 120/month (increased to SDG 140 due to inflation in food prices). As the community is conservative and women's mobility is limited, WFP asked retailers to prepare the orders of women and pre-package these in bags to be delivered to women at the village. The retailer reduces the value of each bag by SDG 5 to cover transportation. This arrangement was acceptable to the beneficiaries, who said they generally consume the food items at home, but sometimes sell some to buy other items such as vegetables, milk or meat, which are not available under the value voucher.
181. The above analysis indicates that the FFA interventions in Kassala have supported the targeted beneficiaries to improve their food consumption during the assistance period, although the extent to which this occurred was too low to register changes in FCS scores.
182. In North Darfur, in interviews conducted with some government officials from HAC, the MoH and the Ministry of Agriculture, the ET heard that some of the CPs need more capacity and support to finish the FFA activities to acceptable standards. Their opinion was based on their own visits to 72 FFA sites in North Darfur.
183. In CETA, the ET visited Kassala State and only one community activity: the rehabilitation of a haffir for domestic use and animal drinking. Men from Dablawait village said that cleaning silt from the haffir increased their water supply for an additional four months compared to before rehabilitation. However, the haffir was not completely cleaned from silt because the work started late and continued for only two months. An informant from the implementing CP confirmed that the reason for this was a delay in signing the contract with WFP – it was due to be signed in March 2016 but it was only signed in May, so all the work had to be done within a short period prior to the start of the rains (July-August). The ET found that the haffir was poorly rehabilitated and with no hygiene measures such as fencing, filtration, and separate points for humans and livestock. In addition, water enters directly to the haffir from the feeder water course without going through even a simple filtration system found in most haffirs. Because of the substandard rehabilitation, water supplied from the haffir is not clean and the lack of filtration will make the rehabilitation ineffective after a few rainy seasons as sediment will fill the seasonal water course, rapidly creating the need for another cleaning. Because of the small number of community assets visited by the ET and the unavailability of sufficient outcome indicators, the ET cannot say whether this example is representative of the general FFA effort.
184. The percentage of communities with an increased community asset score (CAS) as reflected by PRRO SPR 2016 was 41 percent - considerably lower than the end project target of 80 percent.¹³³ WFP states that this figure does not reflect the actuals achieved because, due to the long lean season, FFA activities started earlier and finished later towards the beginning

¹³³ A baseline figure for the indicator was not provided to measure the progress made

of the rainy season, and some of the functional assets in Darfur could not be reached due to access issues (SPR 2016).

185. The percentages of actual male participants and beneficiaries compared to planned in 2016 were 62.6 percent and 71.5 percent respectively, and those of females were 86.4 percent and 77.5 percent. The actual number of females who participated and benefited from FFA activities represented 58 percent and 52 percent of the total, which were slightly higher than the target reflecting the reality that females are the most affected by conflicts and natural disasters. In Habila in West Darfur State, Almanara Association developed management committees in each of the 16 villages they supported. Each of the committees consists of seven members - two men and five women. The women are also participating in decision making at the household level concerning utilization of resources. The income generated by the participation of the women in the FFA activities is spent in covering household needs of food, school fees and other general expenses. Most of the interviewed beneficiaries mentioned that they had not encountered any safety problems in going to or from the WFP program sites.
186. Women are actively participating in decision-making through the IDP committees, and are actively involved in the community awareness raising for nutrition and child care. Through the FFA/FFT projects women are strengthening their role as the main contributor to the household economy, and this economic empowerment has been backed by social recognition of females who participated in the local community committees.
187. The ET found evidence of CPs working together: for example, in Kassala where the CP Talaweit just distributed food to pay beneficiaries on FFA/FFT activities designed and implemented by other CPs. However, Talaweit suggested that the partnership with WFP could be improved by timely disbursements of funds, training of the field monitors in monitoring and the voucher programme, provision of a voucher counting machine to improve relevant staff productivity and generate timely reports. The ET also found limited evidence of WFP building CPs' capacity, and what was done was focused on food programme issues alone, e.g. training on the vouchers and calculation of rations, and gender training. Betay CP in Kassala expressed that further capacity development may have been useful, for example by participating in exchange visits between partners. This view was confirmed by informants from the Ministries of Agriculture, Education and Health in North Darfur, who all stated that some of the CPs need more capacity and support to finish the FFA activities to an acceptable standard.
188. In some areas (e.g. Habila) the ET found that international CPs were not so interested in the FFA because the budgets are so low and activities cannot be capitalized properly to have impact. Experience from another PRRO (Zimbabwe) showed that FFA activities have a better chance of being effective when the CP brings its own resources to complement WFP inputs.

2.3 Factors Affecting Results

2.3.1 Internal Factors

189. **Categorization of beneficiaries:** The ongoing categorization of IDPs under the move from status-based to vulnerability based targeting has resulted in a considerable number of people being moved off long term GFD onto shorter-term FFA/FFT activities. Making the adjustment to these new circumstances takes time, and the process will have been affected by the severe El Niño drought that prevailed through most of 2016.
190. WFP's efforts to cushion the transition did not always help. In some areas, former GFD recipients were registered as traders who would provide food to certain camps, but they did not have sufficient cash reserves so needed advance payment from WFP before they could restock for every distribution. As a result, they were not always able to participate in distributions.

191. Another possible impact of the categorization of beneficiaries is that respondents sometimes assume that these exercises are connected to targeting decisions, and try to game the system by under-reporting their food consumption, resulting in inaccurate data being collected during food security assessments. This factor is potentially one of the reasons why FCS in 2016 were worse than at baseline.
192. **VAM unit:** The quality of information provided in house by the VAM unit gives WFP what one informant described as ‘a strong strategic advantage’. Without the data provided by this unit the design of the PRRO as well as the quality of support provided to the Government of Sudan and other humanitarian actors would have been significantly weaker. The ET found that the authorities and donors particularly value the support provided and data generated by the VAM unit.
193. **Staffing:** As in previous evaluations (e.g. the Country Portfolio Evaluation of 2102), the ET found weaknesses at the field level because of unfilled staff vacancies. The FO in White Nile State serves as an example of what is happening all over the programme: at the time of the evaluation the office had vacancies for three nutritionists and the staff roster required strengthening with a logistics officer, and finance and admin staff. The fundamental reason behind these shortages is that it is difficult to recruit both national and international staff willing to take hardship posts for protracted lengths of time.
194. By the same token, it is also the case that some long-term staff have, after decades of EMOP programming, got into a relief mind-set. On several occasions, it was reported to the ET that the EMOP was a more flexible delivery mechanism. Clearly, as WFP moves towards its resilience agenda hearts and minds will have to be won, while at the same time ensuring that valuable institutional knowledge is not lost, as there is likely to be a role for humanitarian relief alongside development programming for the foreseeable future. (The issue of transition is addressed in more detail in Annex 10.)
195. **Pipeline breaks:** The School Meals programme and the TSFP were affected by pipeline breaks. For example, some schools in more difficult to access areas went for months without their food. Pipeline breaks were cited as one of the main reasons for people defaulting from TSFP. Delays were also experienced in the delivery of MNP and the requirement by the MoH for implementation guidelines for the home fortification programme, meaning very few of the planned number of beneficiaries were reached. Pipeline breaks occurred for a number of reasons, including especially stringent grain inspection procedures by the Government, poor road networks, limited capacity/motivation of the private sector transporters¹³⁴ contracted to move food and the occasional unavailability of UNAMID escorts to accompany food convoys. WFP has made efforts to counter these barriers, by buying inspection machines for the Government, supporting the establishment of a strategic grain reserve, procuring a fleet of heavy duty vehicles supported by an expert mechanic, and pre-positioning food supplies where possible, but it has little influence over UNAMID.¹³⁵ Pipeline breaks will have contributed to the general failure to reach household FCS and DD scores.
196. **Lack of and methods of funding:** The fact that the PRRO was only 69 percent funded impacted on the programme in several ways, including the removal of oil from in-kind GFD rations, limited capacity building support to Government and CPs, and undercapitalization of many FFA/FFT activities thereby limiting their effectiveness and utility. Because much of the support to the programme came in the form of food (from USAID Food for Peace) this had to be distributed in kind and the extent to which WFP could engage in the more efficient voucher delivery modality was limited. As with the pipeline issues, funding limitations will have impacted negatively on FCS and DD scores.

¹³⁴ Particularly in North Darfur

¹³⁵ The ET found that in some FOs the preference as to work with the Sudanese army and police for security because of the high levels of bureaucracy involved in organising a UNAMID escort

197. Another issue impacting negatively on food consumption is that the food in-kind cereal is sorghum. Households pay for milling by selling some of the grain or SuperCereal Plus to pay milling costs and to diversify the diet.
198. **Partnership approach:** The bulk of WFP's renewed focus on partnership concerns strengthening relations with CPs. A good working relationship with the Sudanese Government is also sought, but the evaluation found that, at least at the federal level, partnership with the authorities - as it currently stands - is not aligned to the principles set out in WFP's Partnership Strategy, which prescribes mutual trust and a collaborative rather than contractual relationship. Securing access to vulnerable populations and securing buy-in on what are supposed to be policy priorities (e.g. school meals) are just two examples of issues that have proved challenging and frustrating.
199. At a State level the situation is somewhat better: the ET found that FOs had built strong and functional relationships with key Government counterparts, including HAC, the MoE and the MoH, and staff from these ministries had a good understanding of and respect for WFP's programming. As mentioned earlier, HAC in particular feels that WFP could do more through local rather than international NGOs, seeing them as more efficient and likely to be around for the long term.
200. Many informants told the ET of the difficulties faced in working with Government of Sudan at the federal level. The School Meals programme serves as a good example: work in school meals has been going on for 47 years in Sudan, but still there is unwillingness to invest at the federal level. The SM unit uses the Systems Approach to Better Education Results (SABER) capacity assessment tool (policy, financial capacity, institutional capacity, implementation capacity, community capacity), but are struggling to get the central Government Ministry to commit to a work plan to address identified weaknesses (despite paying for exchange visits to Brazil etc.) There does appear to be more commitment to SM at the field level, with some state Governments having allocated funds.
201. WFP's working relationship with CPs is also an issue. Despite the 'Cooperating Partner' denomination, and the collaborative ambitions of the Partnership Strategy, during the PRRO the relationship between WFP (in Sudan and elsewhere) and CPs is actually quite mechanistic in nature, with partnership arrangements being set out in strong contractual terms through FLAs. As two examples, one CP reported that recently WFP wanted them to increase the number of beneficiaries covered under the existing FLA without any increase in budget that they (the CP) considered necessary. Another key CP reported that they were not given clear information as to when food for distribution in North Darfur would actually be available, causing them to expend time and resources on 'false' mobilisations. Furthermore, several CPs reported having to wait months before being paid for the activities they had delivered – an issue that is particularly serious when the Sudanese pound is devaluing against the US dollar, as it was over the period of the PRRO. Capacity building focuses primarily on ensuring that CPs could fulfil their food delivery¹³⁶ and monitoring and reporting obligations to WFP, rather than strengthening management systems, filling resourcing gaps,¹³⁷ or delivering the kind of capacity support that CPs identified as a priority (e.g. proposal writing and fund-raising). The ET detected a tendency of WFP staff (at CO and FO level) to blame poor programme delivery on CPs. While they are indeed at the front line of service delivery, this criticism is not entirely fair since one of the PRRO's objectives that WFP largely was unable to deliver, because of funding constraints, was building the capacity of these entities.
202. Another issue with the partnership model - raised as a topic for attention in the CPE of 2013-remains challenging: many of the FLAs were too short to enable implementation of FFA/FFT activities to the standards set out in WFP's FFA/FFT manual. FLAs focus on the

¹³⁶ Actors involved in SM and GFD were trained in food storage and handling, and nutrition volunteers also received basic training.

¹³⁷ E.g. computers and vehicles.

delivery of outputs rather than realisation of outcomes: this, combined with the short duration of FLAs, is not conducive to encouraging CPs to prioritise developing the necessary management systems that will support sustainability and longer-term impact. To be fair, the ET found that field staff worked hard to ensure partnership ran as smoothly as possible within existing operational procedures (for example, letting partners use the FO to type up reports and enter data during the frequent power cuts in El Geneina).

203. The quality of partnership continues¹³⁸ to be affected in some cases by lengthy delays in communication between FOs and the CO, which has to authorize many budget and payment decisions. The movement to longer-term FLAs has gone some way to reduce the frequency with which this becomes an issue, but the ET found several instances where partners have to cover several months of costs before they receive funds agreed under the FLA because of slow decision-making at the CO level. In some cases, the delays are the result of the CP not submitting the correct documentation, but ultimately this reflects poorly on WFP's capacity building efforts.
204. **Approach to gender:** WFP Sudan's recognition of the gendered nature of food insecurity and vulnerability and its attempts to address this through various programme design features – such as attempting to put in place grievance mechanisms, stipulating the number of women that should be on food management and FFA/FFT committees and where possible ensuring that women were registered as the household member to collect food, should be applauded. Nevertheless, the ET found some evidence to indicate that these ideals were not always functioning as well as planned, particularly with regard to targeting, and this will impact on the PRRO's gender equality outcome target.
205. A particular issue is the way that food distribution committees are interlocked with existing power structures within camps. Sheiks have a large amount of power in the camps; they serve as representatives for their tribe or community, typically have a seat on the food distribution committee and are involved in resolving any grievance that a member of their group has with WFP regarding targeting or any other issue. For these reasons, WFP is bound to work with and through the sheiks, but the combination of considerable control in the hands of one man combined with limited grievance options, and low self-esteem of women, opens the possibility of abuse of power. Even when women are numerically represented on management committees, their power is limited. Interviews with the CPs and IDP women in West Darfur revealed that some women might lose their rations due to conflict with the head of the tribe/IDP committee, and the ET also heard anecdotal evidence from informants in WFP field offices, and from CPs and beneficiaries, that women sometimes must pay bribes to community leaders in order to continue to receive food distributions.
206. **M&E System:** In terms of FFA/FFT the M&E system provides outcome indicators for community assets in terms of percentage of beneficiaries utilizing these assets without disaggregation by type of asset (e.g. community forest, water source etc.), but it does not provide any indicators reflecting the quality of management of these assets, such as the percentage of management committees functioning. The system also does not provide any outcome indicators for activities directly targeting households (farming, skills training and income generation) and linking them to beneficiaries' status (IDPs, returnees etc.). The output indicators for FFA activities were not disaggregated by gender, by type of activities or by participant's status (IDPs in camps, IDPs outside camps, returnees etc.). The production of such indicators will provide valuable information essential to learning and provide information that supports accountability to donors, Government and beneficiaries. The CO recognizes the importance of measuring outcomes as well as outputs. WFP Sudan's M&E strategy (2016-21; under very early implementation at the time of the evaluation) sets out how outcome M&E will be prioritised and facilitated - including the use of third-party monitoring firms to collect output data in some areas.

¹³⁸ This was raised as an issue in the CPE of 2013

2.3.2 External Factors

207. **Climatic / Environmental:** Sudan is normally prone to droughts, but the El Niño-induced drought of 2016 was particularly serious. This caused crop failure, further compounding food shortages caused by a poor 2015 season, and significantly increased food prices – a phenomenon worsened by the depreciation of the Sudanese pound against the dollar. El Niño could not have been anticipated by WFP at the design stage – had they done so they could have factored in the missing food entitlements that households would face into transfer values. WFP did react to this by submitting a budget revision, but this could have arguably been accompanied by a downward revision of programme targets with regard to FCS and DD scores. Looking forward, WFP also collaborated with the UK Meteorological Office on a study to assess the long term impacts of climate change on food security in Sudan.
208. **Global / Regional Refugee Crises:** With the eruption of large humanitarian crises in Syria and other parts of the Middle East in recent years, the crisis in Darfur is no longer at the forefront of world news or donor priorities. This likely contributed to the shortfall in the PRRO's funding by 30 percent. The PRRO was also affected by an escalation of the conflict in South Sudan, which precipitated the arrival of a large number of unexpected refugees from that country.
209. **Coordination:** The evaluation found evidence of occasional service delivery challenges between UNICEF and WFP, usually involving stepping on each other's mandates, and was sometimes caused by the Government dealing with one or the other differently. One example mentioned from UNICEF informants was the issue of WFP not delivering enough supplementary feeding, so UNICEF had to extend its own therapeutic feeding programme countrywide. WFP recognises it is not present in all states to support MAM treatment and it is agreed with the Ministry of Health that for areas that WFP is not able to support, the MoH would support. There are instances when MoH is unable to support and in these cases, UNICEF has been asked to increase their discharge criteria to capture MAM children as well. While WFP recognises that this is their area of responsibility, funding constraints prevent their presence in all areas of need.
210. There is also a feeling by some stakeholders (e.g. ECHO and UNHCR) that WFP could improve its response to new arrivals in camps,¹³⁹ and they generally have a preference for voucher or cash distributions over in-kind transfers. Cash/vouchers bestow more dignity and choice to refugees, reduce protection concerns that arise when people wait for extended periods at distribution points and lessen the potential of pipeline breaks.
211. While WFP plays a leading role in the coordination of the Humanitarian Response Plan and UNDAF, it's the Food Security and Livelihoods (FSL) cluster, which targets about 3.5 million people, that serves as WFP's main coordination interface with other humanitarian actors. Technically, the Government leads the cluster, with WFP and FAO as co-chairs. The consultants found a widely-held view that FAO is the weak link¹⁴⁰ in the system – imposing a short-term development agenda,¹⁴¹ often absent from meetings¹⁴² and drafting such a poor FSL cluster strategy that it failed to secure funding. (In fact, this provided WFP (and ADRA) with an opportunity to demonstrate their value by redrafting the entire document). Informants reported that cluster coordination is strong in Darfur and is improving in CETA.
212. The ET gathered the impression that despite the relatively effective role that WFP plays in coordinating the FSL cluster, it recognizes the conflicts inherent in being the coordinator and an implementing agency in its own right, and is frustrated that other United Nations Agency players are perhaps not as committed to the goal of 'zero hunger' as they are themselves. There is a widely-held consensus (United Nations and NGOs) that the

¹³⁹ This was echoed by a donor representative in Khartoum.

¹⁴⁰ Also identified in the CPE 2010-12 (WFP 2013)

¹⁴¹ Distribution of seeds and tools rather than promoting resilience

¹⁴² Particularly since they lost OCHA funding for the cluster co-ordinator in 2015

humanitarian management architecture in Sudan is somewhat cumbersome and would benefit from a review – a process which WFP, being a key player in the FSL cluster, could support.

213. Coordination challenges also affect the use of volunteers. Much of the nutrition outreach work is done by volunteers paid by FFA, but there is a problem with retention of these people because different NGOs offer different remuneration rates, which results in volunteers shopping round for the best offer.
214. **Increased Caseload:** Increased numbers of South Sudanese refugees arriving in Sudan – particularly in White Nile and Darfur - because an upsurge in conflict and food insecurity there, an influx of returnees from Chad and new wave of IDPs from Jebel Marra in 2016, put additional pressure on already stretched resources, with new arrivals tending to be prioritized over old caseload IDPs.
215. **Cultural issues:** In Darfur there is a strongly held cultural belief that women should be the main breadwinner, as well as performing most other household function - such as getting water, firewood and cooking. Polygamy is also practiced and women may be abandoned by their husbands if they fail to have children, hence the high birth rate. A woman's status is linked to that of her husband, so she has a strong incentive to make sure he has the disposable income necessary to present this image. This puts increased pressure on women and makes achievement of gender objectives even more difficult.
216. **Access to beneficiaries:** The poor state of roads in the rainy season and UNAMID's limited capacity to provide security to staff often results in difficulties with accessing vulnerable people in a timely and regular way. CPs, who do not have the same security protocols as WFP, often do not have the necessary vehicles or the mandate to access these people.

3 CONCLUSIONS AND RECOMMENDATIONS

3.1 Overall Assessment

217. **Relevance, Coherence, Appropriateness and Effectiveness:** The PRRO was largely consistent with WFP's various policies and strategies, and was planned with full consideration of the food security situation in mid-2015, a factor that was helped by WFP's strong in-house vulnerability assessment capacity. However, a severe El Niño event, combined with a shortfall in funding, an increase in new refugee arrivals from neighbouring countries, and the arrival of over 100,000 new IDPs from Jabal Marra during the first quarter of 2016,¹⁴³ stressed the programme's ability to remain fully appropriate to beneficiary needs and programme objectives with regard to GFD. Many beneficiaries receiving in-kind transfers were placed on less than half rations (as a result of no oil) at a time when the food security situation was worsening considerably. While this choice was consistent with WFP's long-term displacement strategy and unavoidable due to resource constraints, it compromised the intervention's effectiveness in addressing food insecurity and its ambitious targets with regard to FCS and DD scores were not achieved.
218. Bold efforts were made to reduce the IDP caseload by moving from a status-based targeting approach to a vulnerability approach. Re-targeting was successful in considerably reducing the number of IDP beneficiaries, but the system was not without its problems – chiefly a lack of understanding by beneficiaries and many field-level staff about how the grievance procedure worked. It could also be argued that the pace of re-targeting should have been matched by the pace with which WFP and partners could provide viable livelihood and seasonal safety net options for those that have moderate or low vulnerability to food insecurity.

¹⁴³ During the first quarter of the year 2016 over 100,000 civilians have been displaced from the Jebel Marra area in Darfur as a result of increased hostilities between the Sudanese Armed forces and Abdulwahid faction of the Sudan Liberation Army (SLA). The Abdulwahid faction was not a signatory in Doha Peace Agreement. SLA forces were based in Jebel Marra and fighting with the government forces burst from time to time causing displacement and loss of lives.

219. WFP Sudan has realized that it needs to work on a more equal footing with CPs – they implement all of the PRRO’s activities and can access areas where WFP cannot. It also realizes that many of these partner organisations – particularly the local level groups that have lower overheads than international NGOs - need to be stronger. The capacity building strategy was designed to address this, but it was not fully funded. Capacity building also takes time – including mentoring staff and exposing them to best practice. The lack of both funds and time meant that, in order to ensure it meets its targets (which it largely did), WFP had to continue with short-term FLAs with CPs, which are more contractual than collaborative in nature.
220. The School Meals programme was effective in increasing retention rates, and is very popular with state-level Ministries of Education. However, the long- term sustainability will depend on the Federal Government’s capacities to take over the responsibilities in the future.
221. Nutrition programming was well planned, relevant to needs, but it also faced challenges with regard to pipeline breaks and funding constraints, which resulted in it not reaching the planned targets for beneficiaries in most components.
222. Many of the FFA/FFT interventions were under-capitalized (in other words, funds for ‘start up kits’ such as tools, machinery or inputs were not available) or had design constraints rendering them unlikely to provide significant changes in people’s lives (for example, robust management systems to govern access to and use of community assets, and production of goods for which there was a limited market (handicrafts)). However, some CPs proved adept at recasting FFA/FFT interventions as social insurance mechanisms¹⁴⁴ by ensuring that they focused on products for which there was high demand, and enabling participants to pool the small amounts of income generated to be reinvested in IGAs and shared in emergencies rather than used to cover daily consumption needs. This model should be built on and rolled out more widely in the future.
223. WFP Sudan has made serious efforts to address the considerable gender based aspects of vulnerability, including devising an in-country gender strategy and putting in place various protocols with regard to registration of female household members and ensuring women are represented on food distribution committees. Tough challenges – largely related to deeply entrenched cultural norms - still remain though, and WFP’s gains with regard to gender equality are likely to remain a result of protection rather than empowerment work for the foreseeable future.
224. **Efficiency:** The main challenge to efficiency derived from the nature of the PRRO’s funding, which was largely in kind. Recent assessments of the efficiency of different transfer modalities by WFP in Darfur (WFP CBT Assessments, 2016) found that value vouchers are the most cost-efficient option, closely followed by cash and commodity vouchers. Cash and vouchers are preferred by beneficiaries for their inherent flexibility, but WFP’s options for scale up of these were limited by the restricted cash pipeline.
225. **Sustainability:** Continuing GFD is clearly not a sustainable solution to food insecurity. WFP is pursuing a resilience agenda as and when possible, but it fully realizes that food distributions will be an important part of the humanitarian arsenal for some time to come, especially as the options for sustainable livelihoods for many GFD recipients remain highly limited and seasonal. As mentioned above, progress has been made in converting FFA/FFT activities into micro-level social insurance mechanisms (see previous example citing pooling of earnings by women’s groups engaged in horticulture in El Geneina). It is this type of programming, combined with linking groups to financial products and markets that

¹⁴⁴ Whereby funds earned are pooled by the group and used to reinvest in IGAs and to deal with acute shocks that affect group members rather than daily or monthly dividends. Examples of shocks include: working days lost to illness, local short-term lapses in demand for labour, and medical expenses. Management of this type of arrangement requires group members to have a certain level of book-keeping / numeracy as these savings and disbursement arrangements are organised by the group rather than WFP / CPs.

offers good prospects for facilitating households to graduate off food aid until security improves and people are able to access agricultural land again that should be considered for the CSP. It helps build self-reliance and resilience rather than just covering daily consumption needs. Even then, WFP must be prepared for the fact that returning to their place of origin is not an option or a desire for many IDP households. They have become used to living in urban areas, despite the hardships they face there, so any sustainable solutions with regard to providing viable livelihood strategies must take this into consideration.

226. The nutrition programme components are well integrated with the MoH nutrition strategy and its adoption of the CMAM guidelines as its main tool for nutrition programme implementation. This coupled with the Government's involvement in WFP's current CNIP, for example providing nutritionists to undertake the technical training to partners, bodes well for the sustainability of the programme. In addition, Sudan has recently joined the SUN movement, providing an incentive for the authorities to maintain nutrition as a high priority.
227. The School Meals handover plan faltered early with the Sudanese Government unable to take over the first phase of the handover, resulting in WFP continuing the programme.¹⁴⁵ In addition, the Country Portfolio Evaluation of 2013 noted that it "found it unlikely that the Government will have sufficient resources to take over activities such as School Meals in the near future".¹⁴⁶
228. A 2012 interim Basic Education Strategy by the Government of Sudan stated that "the second strategy to reduce household costs and promote access is support for School Meals." It goes on to say that there is provision for interventions involving a combination of direct provision of school meals in the neediest schools as well as development and piloting of home grown production of meals for schools.¹⁴⁷
229. In 2015, WFP reported progress being made on the Government's handover plan for School Meals, including awareness raising and capacity building initiatives were undertaken such as study visits to Brazil, Cape Verde and Ethiopia. In October 2015, senior officials announced that a decree would be announced at the 2016 African Union summit, which would put home grown School Meals as a vehicle to promote education.¹⁴⁸ This, coupled with the SABER approach adopted by WFP in Sudan, may result in a sustainable approach to school feeding in the country.
230. **Synergies between various components:** The ET found some good evidence of synergies between the different components of the programme – for example using FFA resources to pay parents working to develop school gardens, using vouchers and/or food to pay nutrition outreach staff, and ensuring that groups formed for the purposes of FFA/FFT also benefited from best feeding practice training modules delivered by nutrition partners. In many sites visited, CPs had ensured that the various PRRO activities were clustered together – for example nutrition training was delivered in the same locations where FFA/FFT activities took place.
231. **Key Lessons for the future:** With the move towards an interim CSP, and then a full CSP, WFP Sudan is in transition, and many of the systematic changes that are taking place at the same time as this PRRO are preparations for the significant shift in culture and operational approach that the CSP will require. At the same time, the PRRO has also highlighted the scale of the task ahead.
232. A first lesson is that the whole approach to partnership must be improved to bring it more into line with the principles of cooperation that the partnership strategy espouses. Contracting NGOs to deliver largely output-based interventions can be done by most

¹⁴⁵ WFP, 2014. WFP Sudan School Feeding Strategy Draft

¹⁴⁶ WFP, 2013. Country Portfolio Evaluation

¹⁴⁷ MoGE, 2012. Interim Basic Education Strategy

¹⁴⁸ WFP, 2015. Standard Project Report

donors, and some NGOs have the ability to act as consortia to deliver sizeable relief operations. Many also have more experience in resilience programming than WFP, making them more attractive to donors who are keen to fund what they see as more sustainable solutions to food insecurity. WFP is in danger of being outflanked on these two fronts unless it demonstrates that it can add real value to local level organisations so that they can gradually own and implement the solutions to food insecurity.

233. The answer to this problem lies to a great extent in the second lesson that can be drawn from the PRRO – that progress will only come with bold and decisive decision-making. The senior management team in WFP Sudan recognizes the changes that need to be made, but in many ways their ambitions are constrained by the short funding horizons and general lack of resources. Bringing in staff who can use the CO's main assets of national scale, good relations with the Government, logistics management, and strong vulnerability assessment to join the dots between needs of beneficiaries, the capacity requirements of CPs and the priorities of donors, will be the main task in ensuring WFP Sudan remains relevant in the coming years.

3.2 Recommendations

3.1.1 Immediate priority by end of 2017

Recommendation 1 (CO): Nuance targeting / categorisation criteria in White Nile and Kassala refugee camps to take into account local-level food security and vulnerability realities

234. The assumption that any household containing males of working age is not vulnerable does not hold true in Kassala. Residents of the camp are not allowed to travel more than an 18km radius outside the camp thereby precluding them from employment opportunities on farms or in the urban areas.
235. WFP should, in coordination with UNHCR and CPs, discuss the value of conducting a similar vulnerability profiling exercise to that conducted in Darfur to develop targeting criteria that are specific to the refugee context in the East of the country.

Recommendation 2 (CO): Strengthen field staff, CPs and Government of Sudan stakeholders' understanding and functionality of the re-targeting system

236. Currently there is a lack of clarity and understanding about the way that the re-targeting system and the mechanism to challenge decisions works: the process is opaque and seemingly non-transparent, especially to beneficiaries. WFP should, in line with its corporate commitment to affected populations, ensure that all WFP staff, CP staff, other stakeholders (e.g. HAC) and beneficiaries are aware of the way that re-classification is handled including the importance of bearing in mind protection considerations classifying households. Initially, this should take the form of a document or diagram (in Arabic and English) that is widely distributed to all stakeholders, including sheiks.
237. WFP and the CP should also enhance communication on entitlements and changes to entitlements with beneficiaries, specifically but sensitively explaining how and why decisions are being made.

Recommendation 3 (CO): Do more to support host communities in (White Nile State) in order to reduce tensions between the refugee and host populations

238. Currently host communities in White Nile State are allowed access to MAM treatment, but in order to reduce host communities' resentment towards refugees, support should be expanded to allow the host community to benefit from FFA/FFT activities where resources allow.

3.1.2 Medium-term priority (until end of ICSP period)

Recommendation 4 (CO with support from RB): Expand donor base and seek adequate financing and sourcing of nutrition commodities to meet the objectives of the CNIP and particularly the preventive activities.

239. Despite correctly prioritising the treatment of MAM over prevention activities, the lack of nutrition products ultimately impacts negatively on WFP's nutrition objectives. This could be addressed by identifying donors who prioritise CNIP and prevention activities and advocating for the importance of CNIP with more reluctant ones. Efforts could also be made to negotiate with current donors to allocate a certain percentage of nutrition funding to be allocated specifically to CNIP and prevention.

Recommendation 5 (CO): Support UNICEF and Government of Sudan (MoH) to undertake a national nutrition survey to enable WFP to determine MAM treatment programme impact

240. . In collaboration with UNICEF, CO should take immediate steps to actively advocate for the realisation of a national survey similar to the S3M¹⁴⁹, (with disaggregated nutritional data to enable WFP to determine the coverage of MAM treatment) to be led by MoH. CO should include the survey as a priority in its discussions with MoH. CO should raise with MoH the feasibility of conducting the survey and should attempt to come to an understanding on the type of support WFP could provide to MoH. CO should advocate for the survey to be conducted by the end of 2017 in order to be able to determine the impact of the programme.

3.1.3 Longer-term priority (by end of the CSP period)

Recommendation 6 (CO): Refocus FFA /FFT to focus on the skills and assets they produce in the long term, rather than the food they deliver in the short term

241. This recommendation will include the following: -

- Ensuring that the FFT schemes are sufficiently capitalised to offer training that is suitable to men (e.g. welding, construction, carpentry, etc.) and ramping up the literacy, numeracy and management skills that are offered to group members. This could involve a reassessment of budgets or working with partners who are able to provide matched funding.
- Considering expanding the budget available for 'start-up kits' that allow FFT to establish sustainable businesses.
- Improving the quality and marketability of handicrafts created under FFT schemes. Finding and partnering with organisations that specialise in this area will be important.
- Continuing to build relations with the Ministry of Welfare and Social Security as it is the most relevant government counterpart for gender mainstreaming and capacity development and social protection. The MoWSS could provide support through its financial and social packages to reduce women vulnerability.

Recommendation 7 (CO): Where appropriate specifically focus on recasting women's FFA/FFT activities as a mechanism for social insurance

242. This recommendation could include the following: -

- Encouraging the formation and sustainability of larger groups in order to increase the value of the savings fund.
- Assisting women's' groups with the process of officially registering as a CBO or other entity (as appropriate) with relevant local Government bodies.

¹⁴⁹ Simple Spatial Survey Method

- Based on an analysis of the needs of individual groups, strengthen skills of key group members as appropriate so they are able to manage savings and group activities effectively, and assisting groups with registration with the relevant government departments and accessing formal credit when appropriate.
- Strengthening CPs' capacity in gender and women's empowerment programming. This may include ensuring that CPs and other stakeholders are aware of the important part that social insurance plays in the theory of change for women's empowerment and literacy / management skills play in ensuring group viability and sustainability.
- In the longer term, WFP should explore ways of working with the Government and other stakeholders (UNICEF etc.) on a social protection strategy (including guaranteed work for vulnerable households over multiple years in order to buy-down risk) for non-refugee populations in Darfur, Kassala and Red Sea state. This should complement the Government of Sudan SP strategy (currently in draft form).

Recommendation 8 (CO): Revisit the conditions of FLAs and the speed at which contractual obligations are processed in order to reduce cash flow constraints faced by CPs

243. This recommendation may include the following: -

- Devise a funding mechanism that ensures CPs are not exposed to the exchange rate risks inherent when using the SDG – this could involve making all budgets and payments in US\$, or pegging a dollar/SDG exchange rate at the point in time the FLA is signed for the duration of the contract.
- Make FLAs longer (2 – 3 years) and focused more on outcomes rather than activities – i.e. the changes that WFP want to see in beneficiaries' lives, rather than quantities of food distributed.
- Supporting CPs with necessary accounting capacity building to enable processing payments within 30 working days. Also consider setting a target for number of payments made within 30 days every year.
- Invest more time in communicating with CPs, particularly about breaks in pipeline and explore with them ways that WFP can share the risks inherent in the FLA system with them
- Ramp up efforts to develop the capacity of CPs. So far this has taken the form of training in WFP reporting procedures and CBPP. More is needed and will take the form of mentoring as well as training. Lack of resources such as transport and computers / generators are a major constraint to CPs, and more could be done to strengthen their understanding of programming that impacts on women's empowerment. Where documents and manuals are supplied, provide simplified versions translated into Arabic. This will be necessary as WFP moves into longer term partnership arrangements, and expects CPs to engage more closely with communities in development-type activities (rather than just food distributions).

Recommendation 9 (CO with support from RB): Prioritise the transition cash transfers, or where not possible, voucher transfers.

244. Initial evidence from the CBT assessments in West Darfur State (WFP 2016) show that beneficiaries prefer vouchers over in-kind and cash transfers, while the CBT assessment in South Darfur (WFP 2016) indicates that cash is the most efficient transfer modality in that area. As such, cash and vouchers should be rolled out more widely where circumstances are appropriate, protection risks have been assessed, and funding is available. WFP has already invested heavily on CBT assessments, so should prioritise the actions identified in these studies, and build the capacity of CPs for cash and voucher programming. This will involve training them how to do market assessments, and the process of handling and disbursing cash and vouchers.

Annexes

Annex 1: TOR



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL VERSION, 8 JUNE 2016]

TERMS OF REFERENCE – MID TERM OPERATION EVALUATION SUDAN PROTRACTED RELIEF AND RECOVERY OPERATION 200808 “SUPPORT FOR FOOD SECURITY AND NUTRITION FOR CONFLICT- AFFECTED AND CHRONICALLY VULNERABLE POPULATIONS”

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1: Introduction

1. These Terms of Reference (TOR) are for the mid-term evaluation of the Sudan protracted relief and recovery operation (PRRO 2008o8) “Support for Food Security and Nutrition for Conflict-affected and Chronically Vulnerable Populations”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from May 2016 (preparation) to May 2017 (final report). In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

2: Reasons for the Evaluation

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.¹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO), the Sudan PRRO 2008o8 “Support for Food Security and Nutrition for Conflict-affected and Chronically Vulnerable Populations” for an independent evaluation. In particular, this mid-term evaluation has been timed to ensure that findings can feed into future decisions on programme design for 2018, as well as potential adjustments to the implementation of the ongoing PRRO.

2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

2.3. Stakeholders and Users

¹ The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) based in Cairo	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS (See Table 2 for list of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The Government's Humanitarian Aid Commission (HAC) coordinates humanitarian assistance and disaster management. Various ministries are partners in the design and implementation of WFP activities, including the Ministry of Foreign Affairs, the Ministry of Health (for nutrition interventions), the Ministry of Agriculture, the Ministry of Education and the Ministry of Welfare and Social Services with whom WFP has signed an agreement on ensuring gender equity in FFA/FFT projects. Finally, the Central Bank of Sudan and State-level line ministries are also involved.
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level. The Office for the Coordination of Humanitarian Affairs (OCHA) coordinates the overall humanitarian response and its sector system. The Food and Agriculture Organization of the United Nations (FAO) co-leads the food security and livelihoods sector with

	WFP and provides agricultural and livestock inputs, services and capacity development; the International Fund for Agricultural Development (IFAD) focuses on rural agricultural development and climate change adaptation; the United Nations Children’s Fund (UNICEF) supports activities in nutrition, primary health care, water supply, sanitation, hygiene and education; the Office of the United Nations High Commissioner for Refugees (UNHCR) coordinates the inter-agency response to the refugee crises; and the International Organization for Migration is involved in the registration of IDPs. WFP also collaborates with the United Nations Environment Programme (UNEP) and the United Nations Development Programme (UNDP).
UNAMID	The United Nations-African Union Mission in Darfur (UNAMID) provides security escorts and mediation and supports an inclusive political process. The Integrated Strategic Framework for Darfur guides joint activities by UNAMID and the United Nations country team.
NGOs	NGOs are WFP’s partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
Civil society	Civil society groups work within the same context in which WFP operates and have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships. In late 2015, WFP has signed an MoU with the Sudan Food Bank, aiming to enable both organizations to cooperate and coordinate their work to jointly assist towards realization of the SDG2 Zero Hunger goal.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP’s work has been effective and contributed to their own strategies and programmes.
Private Sector	WFP works with local companies for primary, secondary and tertiary transport services and on specific interventions such as the production of supplementary nutritious foods, the fuel efficient stoves and carbon credits project. WFP also partners with market retailers for the implementation of the voucher programme. The respective perspectives of these companies will be sought to assess the efficiency and sustainability of WFP’s interventions.

8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation, design of the ongoing PRRO (expected to be adjusted through a budget revision), country strategy plan development and strategic partnerships.
- Given RB’s core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

3: Subject of the Evaluation

9. The Sudan is one of WFP’s most complex and dynamic operations, with protracted conflict and displacement in Darfur and the southern Border States, exacerbated by crises in the region. Approximately 3.9 million people are food-insecure, more than 2 million children aged 6–59 months are acutely malnourished (wasted) and another 2 million are chronically malnourished (stunted). Since 2009, WFP has implemented one-

year emergency operations. Its three-year country strategy (2015–2017) has four pillars: i) save lives in emergencies and protracted crises; ii) support early recovery through safety net activities; iii) build resilience of local communities to withstand shocks and seasonal vulnerability; and iv) address underlying causes of undernutrition. Capacity development, gender and protection are cross-cutting issues.

10. The Sudan PRRO 200808 launched in July 2015 targets 5.2 million people over a two year period, of which 69 percent are in Darfur. The operation aims to save the lives of highly vulnerable people affected by food insecurity and malnutrition because of conflict and natural disasters (Strategic Objective 1); and to restore household food security and livelihoods, and treat and prevent acute malnutrition following shocks and protracted displacement (Strategic Objective 2). The operation supports implementation of the Government’s humanitarian and development policies and priorities and is aligned with the 2015 humanitarian strategic response plan and the 2012–2016 United Nations Development Assistance Framework (UNDAF).
11. The project document including the project logframe and the latest resource situation are available by clicking on the following [hyperlink](#).² The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

OPERATION			
Approval		The operation was approved by the Executive Board in May 2015	
Amendments		As of May 2016, the first proposed amendment (BR#1) to the project document is under review. The BR aims at supporting new internally displaced people (IDP) in Darfur and refugees from South Sudan, increasing relief assistance to rural communities affected by the El Niño climatic event, and prolonging assistance to protracted IDPs in Darfur due to the delayed transition to vulnerability-based assistance. It is also foreseen by the CO that a further BR in early 2017 would extend the project’s duration until the end of the calendar year.	
Duration		<u>Initial</u> : 2 years (July 2015 – June 2017)	
Planned beneficiaries		<u>Initial</u> : 5,220,000	
Planned food requirements		<u>Initial</u> : In-kind: 493,256 mt of food commodities; Cash and vouchers: US\$101.6 million	
US\$ requirements		<u>Initial</u> : US\$693,274,155	
OBJECTIVES, OUTCOMES AND ACTIVITIES			
	WFP Strategic Objective	Operation specific objectives and outcomes (as per PRRO logical framework)	Activities
Contribution to MDGs 1, 2, 3, 4 and 5, UNDAF ³	SO 1	Objective 1: Save the lives of people affected by severe food insecurity and malnutrition because of conflict and natural disasters, including IDPs, refugees and resident communities	
		Outcome 1.1: Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women	- Emergency Blanket Supplementary Feeding (BSF)
		Outcome 1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals	- General Distributions (GFD) for IDPs, refugees and vulnerable residents

² From WFP.org – Countries – Sudan – Operations.

³ MDG 1 – Eradicate extreme poverty and hunger; MDG 2 – Achieve universal primary education; MDG 3 – Promote gender equality and empower women; MDG 4 – Reduce child mortality; MDG 5 – Improve maternal health.

		Outcome 1.3: National institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies	Technical assistance (training in emergency preparedness and response, school Meals, nutrition, food fortification and food management)
SO 2	Objective 2: Restore household food security and livelihoods and treat and prevent acute malnutrition following shocks and protracted displacement, through an integrated package of complementary activities		
	Outcome 2.1: Adequate food consumption reached or maintained over assistance period for targeted households	Food Assistance for Assets/Training (FFA/FFT)	
	Outcome 2.2: Improved access to assets and/or basic services, including community and market infrastructure	School Meals Food Assistance for Assets/Training (FFA/FFT)	
	Outcome 2.3: Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children	Community-based integrated nutrition programme. Food-based MAM prevention; MAM treatment; home fortification with micronutrient powder (MNP) and behaviour change communications;	
Cross-cutting results: Gender: Gender equality and empowerment improved Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions Partnership: Food assistance interventions coordinated and partnerships developed and maintained			

PARTNERS

Government	HAC, Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Welfare and Social Security, Central Bank of Sudan.
United Nations	FAO, IFAD, IOM, UNHCR, UNEP, UNDP, UNAMID and UNICEF.
Cooperating partners	International NGOs: 20 National NGOs: 41 Others: Sudanese Red Crescent Society, State ministries, universities
Others	World Bank; WFP's Centre of Excellence in Brazil; Chinese Agriculture Technology Demonstration Centre, Haggard Holding, etc.

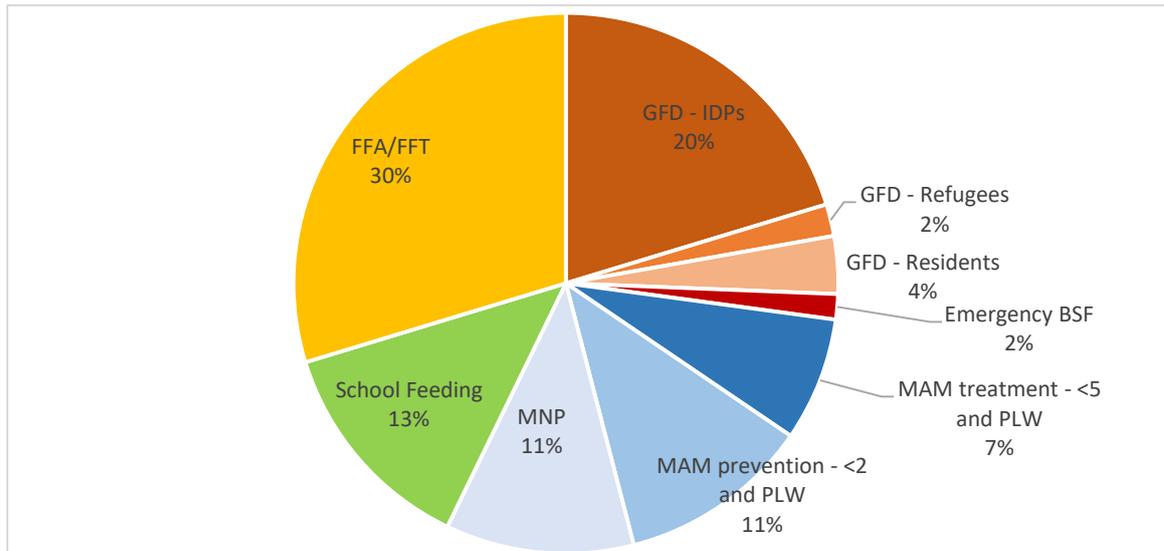
RESOURCES (INPUTS)

<p>Contribution received [as of 9 May Dec 2016]: US\$177,253,353</p> <p>% against appeal: 42% (time elapsed: 43%)</p> <p>Top 5 donors: -USA (53%) -UK (10%) -European Commission (7%) -Germany (4%) -UNCERF (4%)</p>	<p>% funded of total requirements</p> <table border="1"> <caption>% funded of total requirements</caption> <tr><th>Category</th><th>Percentage</th></tr> <tr><td>Shortfall</td><td>58%</td></tr> <tr><td>Gross needs funded</td><td>42%</td></tr> </table>	Category	Percentage	Shortfall	58%	Gross needs funded	42%	<p>Top five donors</p> <table border="1"> <caption>Top five donors</caption> <tr><th>Donor</th><th>Percentage</th></tr> <tr><td>USA</td><td>53%</td></tr> <tr><td>Other</td><td>22%</td></tr> <tr><td>U.K.</td><td>10%</td></tr> <tr><td>European Commission</td><td>7%</td></tr> <tr><td>UN CERF</td><td>4%</td></tr> <tr><td>Germany</td><td>4%</td></tr> </table>	Donor	Percentage	USA	53%	Other	22%	U.K.	10%	European Commission	7%	UN CERF	4%	Germany	4%
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Other	22%																					
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European Commission	7%																					
UN CERF	4%																					
Germany	4%																					

PLANNED OUTPUTS (at design)

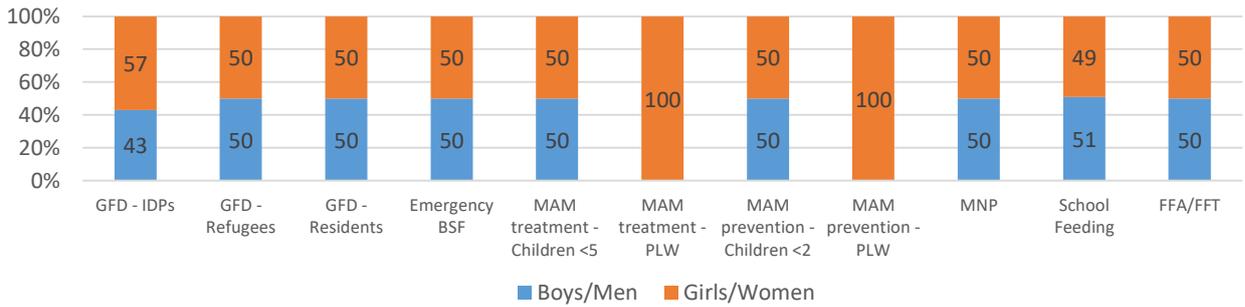
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Planned % of beneficiaries by activity*



*Percentages based on total beneficiaries calculated without taking into account people receiving support from more than one activity.

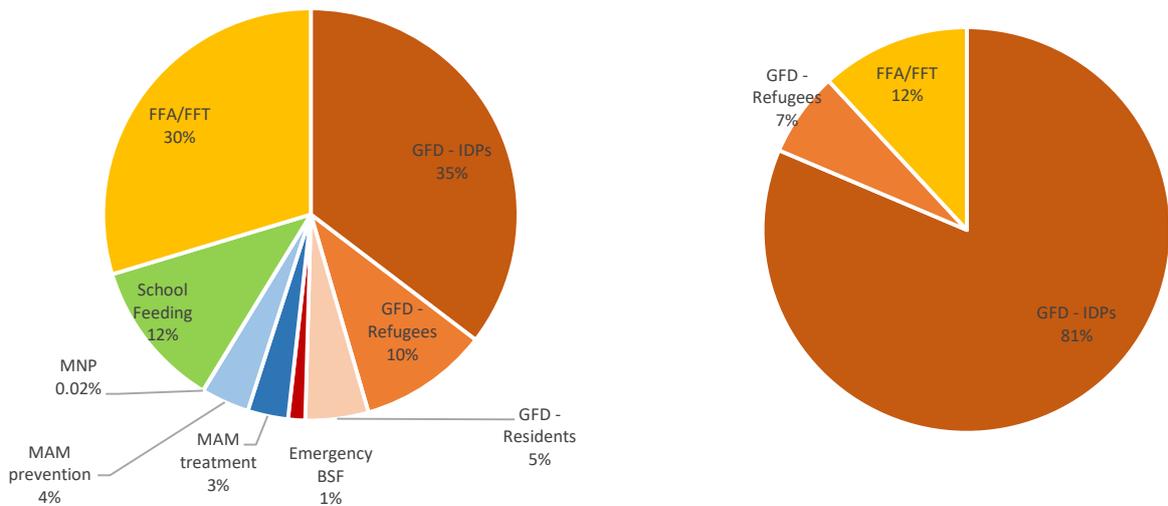
Planned % of women/girls versus men/boys by activity



Planned % of food requirements (mt) by activity

requirements (US\$) by activity

Planned % of voucher



4: EVALUATION APPROACH

4.1. Scope

12. **Scope.** The evaluation will cover the Sudan PRRO 200808 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development of the operation (from November 2014) to the implementation of the operation until the start of the field evaluation mission (February 2017). In particular, main areas of focus of this evaluation will include: Policy and engagement with Government; Transition from Emergency to Recovery; Harmonization of different WFP interventions.

4.2. Evaluation Questions

13. The evaluation will address the following three questions:

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.
- Are coherent with relevant stated national policies, including sector and gender policies and strategies (where these exist and are appropriate to the needs of the people, otherwise coherence in regard to other relevant strategies by civil society and other key players in Sudan) and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country.⁴
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender⁵), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs (and later aligned with the SDGs) and other system-wide commitments enshrining gender rights.

14. Under Question 1, the CO and RB have a specific interest on the following points:

15. The appropriateness of WFP's strategy to transition from relief assistance under the EMOP to early recovery and support towards self-reliance under the PRRO. In particular, the following elements should be looked at: timing and planned phasing; shift from a status-based approach to a vulnerability-based approach through the profiling of IDPs in camps; adequacy of the WFP's livelihood support activities for targeted beneficiaries to become self-sufficient.

16. WFP Sudan has developed a number of strategies on the following areas: Gender Mainstreaming, Nutrition, School Meals, Resilience, School Meals, M&E, and Humanitarian Principles/Protection. Those country-specific strategies should be considered in the evaluation together with an assessment of how they contribute to enhance the synergies and complementarities within WFP's portfolio of activities.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);

⁴ The CO also implements several Trust Funds (SAFE TF in Darfur; Joint Resilience TF in collaboration with UNICEF and FAO) and a Special Operation (SO 200774) to provide Humanitarian Air Services to the humanitarian community.

⁵ Relevant policies and normative guidance will relate to the following subjects: Gender, resilience building, nutrition, school feeding, cash and vouchers, safety nets, WFP's Role in Peacebuilding in Transition Settings, Humanitarian Protection, capacity development, targeting in emergencies, and disaster risk reduction and management. For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
- How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country; and
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.
-

Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally (factors outside WFP's control): the external operating environment (including government procedures, the scale down of UNAMID presence in Darfur); weather hazards (inconsistent rainfalls); the funding climate; external incentives and pressures; etc.

4.3 Evaluability Assessment

17. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
18. In answering question one, the team will be able to rely on assessment reports (including comprehensive food security assessments, the integrated food security and humanitarian phase classification, joint assessment missions carried out jointly by WFP and UNHCR), written comments made by HQ units through the Programme Review Process, the project document and logframe, budget revision documents, WFP's strategy for Sudan (2015-2017), WFP Sudan operational strategies (mentioned in para 16), an evaluation of WFP's Sudan portfolio (2010-2012)⁶ as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
19. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports⁷ (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives. In addition, the CO produces quarterly monitoring reports covering both output and outcome indicators and monitoring tools. Results from the June/July 2016 JAM mission and the June-July 2016 national nutritional survey by UNICEF, Ministry of

⁶ Final report is available at the following link: <http://www.wfp.org/node/397749>

⁷ A draft version of the 2016 SPR will be available at the time of the field mission, and the final version will be available at the end of March 2017, at the time of reporting. The 2015 SPR is already available as of May 2016.

Health and WFP are expected to be available at the time of the inception phase, this will include a market assessment and a nutrition assessment carried out by UNHCR.

20. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.
21. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.
22. There may be access limitations during the field work due to insecurity and travel restrictions. The evaluation team will liaise with the country office to develop the most feasible field schedule during the inception phase and adjust as necessary based on the situation during the field mission. Government travel permits to visit some areas will be need to be requested once the team arrives in the country.

4.4. Methodology

23. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender⁸);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
 - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
 - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
 - Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
 - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

24. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.
25. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line

⁸ These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

5: PHASES AND DELIVERABLES

26. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
27. **Preparation phase** (May - August 2016): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
28. **Inception phase** (September 2016 - January 2017): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package.** The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

29. **Evaluation phase** (February-March 2017): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary findings and conclusions (powerpoint presentation) will be prepared to support the de-briefings.

30. **Reporting phase** (April- May 2017): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation.

For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

31. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP’s management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP’s Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables:

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

The evaluation TOR, report and management response will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates (tentative)
EM/ET	Inception	Draft Inception Package	4 December 2016
EM/ET	Inception	Final Inception Package	15 January 2017
CO/ET	Evaluation	Evaluation field mission	19 February – 13 March 2017
ET	Evaluation	Exit Debriefing Presentation	13 March 2017
EM/ET/CO/RB	Reporting	Call to discuss emerging areas of recommendations	10 April 2017
EM/ET	Reporting	Draft Evaluation Report	19 April 2017
EM/ET	Reporting	Final Evaluation Report	17 May 2017
CO/RB	Follow-up	Management Response	4 June 2017

6: ORGANIZATION OF THE EVALUATION

6.1 Outsourced approach

32. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

33. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

34. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

35. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2: Evaluation Management

36. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.3: Evaluation Conduct

37. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.

38. **Team composition.** The evaluation team is expected to include 3-5 members, including the team leader and several national and international evaluators. It should include women and men of mixed cultural backgrounds and nationals of the Republic of Sudan. At least two team members should have WFP experience.

39. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):

- A policy specialist (with experience in transition settings);
- Emergency Preparedness;
- Humanitarian and Transition settings;
- Safety Nets within the social protection framework (including school Meals, livelihood support);
- Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

40. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region. The team members need to be fluent in English, both orally and in writing. Arabic speakers amongst the team members would be an asset.

41. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.

42. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

43. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

44. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.4: Security Considerations

45. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

46. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

7: ROLES AND RESPONSIBILITIES OF WFP STAKEHOLDERS

The Country Office. The CO management will be responsible to:

- Assign a focal point for the evaluation. **Jayoung Lee**, Head of M&E, will be the CO focal point for this evaluation and **Abdalla El-Sheikh**, M&E Officer, will be the alternate focal point.
- Comment on the TORs, inception package and the evaluation report
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up

meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.

- Organise security briefings for the evaluation team and provide any materials as required
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Prepare a management response to the evaluation recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

The Regional Bureau. The RB management will be responsible to:

- Assign a focal point for the evaluation. **Claudia Ah Poe**, Regional M&E Adviser, will be the RB focal point for this evaluation and **Edgar Luce**, Regional M&E Consultant, will be the alternate focal point.
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
- Provide comments on the TORs, inception package and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

Headquarters. Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.

The Office of Evaluation. OEV is responsible for commissioning the evaluation and **Filippo Pompili**, Evaluation Officer, is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
- Comment on the draft inception package.
- Comment on the evaluation report and approve the final version.
- Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
- Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8: COMMUNICATION AND BUDGET

Communication

47. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5 (para 32) describes how findings will be disseminated.

48. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

8.2: Budget

49. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

50. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

- Use the management fee corresponding to a large operation;
- Budget for international and domestic travel via plane.

Please send queries to Filippo Pompili, Evaluation Officer:

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Phone number: + 39 06 65 13 64 54

ACRONYMS

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
SDGs	Sustainable Development Goals
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
WFP	World Food Programme

Annex 2: Evaluation Matrix

Key Question 1: How appropriate is the operation?						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time?	<p>1.1.1: Relevance of the objectives of the operation regarding the context and needs identified, and of the evolution of needs of refugees / IDPs and host populations during implementation.</p> <ul style="list-style-type: none"> - Process and quality of disaggregated assessments of nutrition, food security, humanitarian protection and education needs and the extent to which these informed the design of the operation - Process and quality of the continuing review of needs during the implementation of the operation - Situation and needs in terms of nutrition, health, vulnerability, food security, humanitarian protection and education when the programme was designed (SDD food consumption, coping strategies, livelihoods, malnutrition, school enrolment and frequency...); situation and specific needs of women, men, girls and boys - Accountability: proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) - Protection: proportion of assisted people who do not experience safety problems travelling to or from WFP programme sites - Extent to which GEWE analysis was conducted to inform the design of the operation (including the use of GEWE principles, SDD and Gender Marker). Presence of explicit gender programming and budgeting in the PRRO and gender indicators in the M&E systems. - Extent to which the operation represents and appropriately responded to identified needs over the life of the project - Extent to which alternative intervention strategies were examined and assessed during the design and life of the project. 	<ul style="list-style-type: none"> - Strategic Review team - WFP staff involved in the programme design - Government at national and local levels, UNHCR, Cooperating Partners - Teachers - Refugee committees - Male and female beneficiaries (including separate male/ female FGD) - Local community representatives - Project document - Needs assessment reports such as JAM, Joint Rapid Food Security Assessment and Market assessment reports (UNHCR) - Other relevant documents, such as PDMs, partner monitoring reports. - WFP relevant policies - SPR 2015 (and 2016 if available at time of final write up) - Complaints system records of UNHCR and partners - UNHCR protection reports - Stakeholder staff (WFP, UNHCR, UNICEF, MoH, refugee committees, schools, students, parents, male and female beneficiaries, host communities) 	<ul style="list-style-type: none"> - Semi structured interviews - Observations - Literature review - Secondary data review - Literature review - Validation during debriefing on preliminary findings 	<ul style="list-style-type: none"> Triangulation of evidence Validation of preliminary findings in restitutions Comparative analysis between project document and WFP Country Strategy and relevant policies 	

		<p>1.1.4: Appropriateness of WFP's strategy to transition from relief assistance under the EMOP to early recovery and support towards self-reliance under the PRRO, segueing into differentiated responses.</p> <ul style="list-style-type: none"> - timing and planned phasing - shift from status based approach to a vulnerability-based approach through the processing of IDPs in camps - adequacy of WFP's livelihood support activities for targeted beneficiaries to become self sufficient 				
1.2	<p>To what extent has the operation been coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarities with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country?</p>	<p>1.2.1: Coherence of the operation with Government policies and strategies on refugees, host communities, food security, livelihoods, gender, humanitarian protection, education, durable solutions, in term of:</p> <ul style="list-style-type: none"> - Objectives - Approaches - Priorities - Alignment between the PRRO and WFP Sudan's country strategy <p>1.2.2: Coherence of the operation with other humanitarian interventions:</p> <ul style="list-style-type: none"> - UNHCR and WFP MoU at global and national level - Other activities supported by UNICEF, UNHCR (e.g. consistency with UNHCR's Education Strategy 2012-2016) - Consistency with cluster approaches - Consistency with UNDAF - Respect of Sphere standards - Activities supported by other actors 	<ul style="list-style-type: none"> - Government institutions staff (HAC, MoA, MoE, MoH, Ministry of welfare and Social Services, Central Bank of Sudan and other relevant sectorial bodies) - Documents on national and regional policies, strategies and national programmes - Project document - UNHCR, donors and other stakeholders' staff - UNHCR-WFP MoU - UNDAF Sudan 2013-2017 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review and comparative analysis - Semi structured interviews - Literature review 	<p>Comparison of the programme's objectives, activities, standards and approaches with national policies and strategies and other interventions' objectives and activities</p>	
1.3	<p>Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including</p>	<p>1.3.1: Coherence of the operation with WFP country-level strategic plans for Gender mainstreaming, nutrition, school feeding, Resilience, school feeding, M&E, Humanitarian Principles and protection in terms of:</p> <ul style="list-style-type: none"> - objectives - activities - indicators - modalities... 	<ul style="list-style-type: none"> - WFP representative and head of programme - WFP strategic plans - MoH and MoA staff - Monitoring reports 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review - Literature review 	<p>Comparison of the programme's objectives, activities, approaches and modalities with the objectives and</p>	

	<p>gender), and remained so over time. In particular, if and how gender empowerment and equality of women (GEWE) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights?</p>	<p>- how they contribute to enhance the synergies and complementarities within WFP's portfolio of activities</p> <p>1.3.2: Coherence of the operation with WFP regional strategy - lessons from the Sudan operation that can potentially be applied to other situations in the region.</p> <p>1.3.3: Coherence of the operation with relevant WFP policies and strategies, including: - 2015 Gender Policy, 2015 Building Resilience for Food Security & Nutrition, 2013 School Feeding Policy, 2013 WFP's Role in Peace building in Transition Settings, 2012 Nutrition policy (specifically regarding stunting prevention and treatment of MAM), 2012 Humanitarian Protection Policy, 2012 WFP's Role in Humanitarian Assistance System, 2010 HIV and AIDS Policy, 2008 Policy on Vouchers and Cash Transfer (together with the 2011 Update), 2004 Humanitarian Principles. - Gender policy: did WFP's programming incorporated gender dimension, in all aspects of planning and implementation? - Consistency between the PRRO and 2009 school feeding policy - 2015-17 M&E Strategy</p> <p>1.3.4: Coherence of the operation with WFP sectoral policies and technical guidance in terms of: - Food security - School Feeding - Nutrition - FFA - Gender: to what extent have gender dimensions been incorporated in all aspects of planning and implementation - Humanitarian protection - Nutrition: - The nutrition policy (2012), specifically regarding stunting prevention and treatment of MAM</p>	<p>- WFP regional strategy - Senior regional programme advisor - Regional M&E advisor</p> <p>- WFP technical staff - Strategies, policies and technical guidance documents</p>	<p>- Semi structured interviews - Literature review</p>	<p>guidance of strategic plans and technical guidance documents</p>	
Key Question 2: What are the results of the operation?						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality

2.1	<p>What is the level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys?</p>	<p>2.1.1: General Food Distribution and Blanket Supplementary Feeding - Number of extremely food-insecure household members by age group and gender receiving partial rations / non-food items / cash / vouchers as percentage of planned (quantity and timeliness) - Number of moderately food-insecure IDP households members by age group and gender receiving full rations as percentage of planned (quantity and timeliness) - Quantity of WFP food distributed, disaggregated by commodity and tonnes, as % of planned (quantity and timeliness)</p> <p>2.1.2: School feeding - Number of students receiving WFP assistance per month - Quantity of WFP food distributed as percentage of planned by food type</p> <p>2.1.3: FFA - Number of beneficiaries by age group and gender and type of activity, receiving WFP assistance - Quantity of WFP food distributed as percentage of planned food type - Retention rate in WFP-assisted schools disaggregated by sex - CAS: percentage of communities with an increased asset score</p> <p>2.1.4: Nutrition: Treatment of MAM (TSFP) - Number of children 6-59 months, by gender and age group, having received food assistance - Quantity of food distributed, by type - Number of health centres/sites assisted</p> <p>2.1.5: Prevention of chronic malnutrition - Number of PLW, and children 6-23 months, by sex and age group, having received food assistance - Quantity of food distributed, by type - Number of health centres/sites assisted - Number of feeding days - Number of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p>	<ul style="list-style-type: none"> - Schools - Refugee committees - Teachers - Students - Students' parents - Beneficiaries of GFD - Partners - Standard Project Reports - Monthly distribution reports - Partner's reports - M&E reports <ul style="list-style-type: none"> -SPRs and Operation Annual Plans - Monthly distribution reports - Cooperating Partners and partner reports - WFP M&E reports - Beneficiaries, both women and men - Refugee authorities, refugee women's committees 	<ul style="list-style-type: none"> - Semi-structured interviews: individual (partner staff, teachers) and focus groups (beneficiaries, students, parents) - Observation - Literature review - Restitution of preliminary findings <ul style="list-style-type: none"> - Semi-structured interviews: individual (WFP staff, partners, health County Teams, health centres staff) and focus groups (beneficiaries) - Observation - Literature review - debriefing on preliminary findings 	<p>Comparison between planned and attained outputs using tables and graphs</p> <p>Triangulation of evidence</p> <p>Validation of preliminary findings during debrief</p>	
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		<ul style="list-style-type: none"> -Number of women/men beneficiaries exposed to nutrition messaging supported by WFP -Number of women/men receiving nutrition counselling supported by WFP 				
2.2	<p>To what extent the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved?</p>	<p>2.2.1: Outcome measurement: GFD /BSF</p> <ul style="list-style-type: none"> - Food consumption score: percentage of households with poor food consumption score - Diet diversity score, disaggregated by sex of household head <p>2.2.2: Outcome measurement: school feeding</p> <ul style="list-style-type: none"> - To what extent did SF contribute to school enrolment and school retention of boy and girls? <p>2.2.3: Outcome measurement: FFA</p> <ul style="list-style-type: none"> - To what extent did FFA projects contribute to food security and access to market for the local population? - Ratio of male to female/refugee to host population beneficiaries - Number of planned FFA project against actual completed <p>2.2.4 Nutrition – TSFP and Stunting Prevention</p> <ul style="list-style-type: none"> - Prevalence of GAM among children 6-59 months - MAM treatment recovery rate - MAM treatment mortality rate - MAM treatment default rate - MAM treatment non-response rate - Prevalence of stunting among children under 2 <p>2.2.5: Gender and Humanitarian Protection</p> <ul style="list-style-type: none"> - Proportion of assisted women, men or both women and men who make decisions over the use of the food within the household - Proportion of women beneficiaries in leadership positions in refugee committees - GEWE, e.g. proportion of women committee members trained on modalities of food distribution - Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites <p>2.2.5: Other effects, positive or negative</p>	<ul style="list-style-type: none"> - Standard Project Reports - Partners reports - Post distribution monitoring reports <ul style="list-style-type: none"> - Standard Project Reports - Partners reports <ul style="list-style-type: none"> - Standard Project Reports - Partners reports - Beneficiary lists <ul style="list-style-type: none"> - SPRs, Project documents, BR, JAMs - Partners' reports - M&E database - SENS surveys <ul style="list-style-type: none"> - WFP operational annual plans and output monitoring related documents - Beneficiaries, men and women - Refugee organizations, refugee committees - Partners 	<ul style="list-style-type: none"> - Literature review <ul style="list-style-type: none"> - Literature review <ul style="list-style-type: none"> - Literature review - Observation - Individual and focus group interviews <ul style="list-style-type: none"> - Individual and focus group interviews 	<ul style="list-style-type: none"> - Comparison between targets and achieved - Comparison between targets and achieved - Comparison between targets and achieved 	

		<ul style="list-style-type: none"> - Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) - Proportion of project activities implemented with the engagement of complementary partners - Amount of complementary assistance provided to the project by partners (including NGOs, civil society, private sector, international financial institutions and regional development banks) - Number of partner organizations that provide complementary inputs and services - Effects on the environment - Partners' capacities - Education institutional capacities - Refugee organization and social coherence - Relations between refugees and local populations - Beneficiary livelihoods 	<ul style="list-style-type: none"> - WFP CO staff - Partner staff - Refugee committees - Local authorities - UNHCR - UNICEF - Beneficiaries 	<ul style="list-style-type: none"> - Individual and focus group interviews - Observation - Debriefing on preliminary findings - Participatory assessment tool (see annex) 		
2.3	To what extent did different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country?	<p>2.3.1: Synergies and complementarities of the activities of the operation in term of:</p> <ul style="list-style-type: none"> - To what extent is there geographical convergence between the activities of the PRRO and other UN activities in the country? - Were the timeframes for phasing in and phasing out of the various components of the various WFP programs well planned and coordinated? (e.g. technical coherence with MoH standards) - How did nutrition PRRO activities complement with other WFP PRRO activities (e.g. educational messages included in school curricula) and with interventions/programs of other partners (e.g. UNICEF, UNHCR and FAO)? - Links and synergies between activities under the PRRO and nutrition interventions of other actors in the same counties/beneficiaries. <p>2.3.2: Status of WFP and partner relations with other humanitarian actors in project areas? What is the perception of other actors about WFP operations?</p> <ul style="list-style-type: none"> - appropriateness - coverage - coordination - timeliness 	<ul style="list-style-type: none"> - WFP CO staff - Partner's staff - UNHCR - Other UN agencies - Actors intervening in the same areas/population/sectors - Beneficiaries - Project documents of previous and other on-going programmes (design, evaluations) <ul style="list-style-type: none"> - WFP CO staff - Partner staff - Refugee committees - Local authorities - UNHCR, UNICEF, FAO 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review - Restitution of preliminary findings <ul style="list-style-type: none"> - Semi structured interviews 	<p>Identification and analysis of convergence / synergies aspects and contradictory approaches and overlaps</p> <p>Validation during debriefing sessions</p>	

			- Beneficiaries			
2.4	What has been the efficiency of the operation and what are the perspectives of sustainability of the effects after the end of the implementation period of the operation?	<p>2.4.1: Value for Money:</p> <ul style="list-style-type: none"> - Alpha and Omega values compared to chosen modalities and analysis of cost of imported vs locally produced food - Extent to which resource forecast was accurate - Existence of evidence showing how resources were optimized to achieve best results - Evolution of the breakdown of Direct Support Cost budget line - Analysis of associated costs given to cooperating partners vs quality of the services provided - Timeliness: management of distribution cycles and efforts to contain distribution costs for all activities - Efficiency in the implementation: planned vs mobilized resources actually used - What were community asset scores for FFA and what is the evidence of outcomes? - Were there alternative intervention approaches that could have provided better VFM? <p>2.4.2: Perspective of continuation of the activities and their effects</p> <ul style="list-style-type: none"> - Existence/relevance of the exit strategies for the different project components and measures planned to support the sustainability of actions - Use of lessons learnt from previous programmes - Level of sustainability of actions in term of appropriation by national actors and partners: social and organizational, technical, economic institutional, environmental 	<ul style="list-style-type: none"> - WFP CO staff - Partner's staff - Health centre staff - Teachers - Refugee committees - Beneficiaries - Other key informants 	<ul style="list-style-type: none"> - Individual and focus group interviews - Observation - Restitution of preliminary findings 	<ul style="list-style-type: none"> - Triangulation of evidence - Validation during debriefing sessions 	OK
Key Question 3: Why and how has the operation produced the observed results?						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1	What internal factors and processes within WFP's control, systems and tools were in place to	<p>3.1.1: Quality and efficiency of the operation's implementation, in term of:</p> <ul style="list-style-type: none"> - Planning process and appropriateness and respect of activities' implementing periods - Institutional arrangements, decision making process and constraints management 	<ul style="list-style-type: none"> - WFP representative and head of programme - WFP CO staff - Partners 	<ul style="list-style-type: none"> - Semi-structured interviews - Literature review 	<ul style="list-style-type: none"> - Triangulation of evidence 	

	support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.?	<ul style="list-style-type: none"> - Logistic and food procurement (procurement, transport, storage, losses, management of pipeline breaks,...) - Quality and constraints of partnerships, partner's capacity - Normative guidance available for each component - Administrative and financial management of the operation (appropriateness and respect of procedures) - Cost of the operation regarding benefits generated - M&E and reporting systems - Resource mobilisation strategy - Support provided by the CO, RB and HQ - Appropriateness, competences and capacities of staff - Participation in sectorial coordination mechanisms - Appropriateness and quality of the management of material means available - Appropriateness and quality of capacity building activities 	<ul style="list-style-type: none"> - Donors - Participants in coordination mechanisms - Documents of planning of activities - Logistic, administration and finance management tools - Distribution reports - Partners reports - M&E reports - Project equipment - Project budget and financial reports - MoUs with partners 	<ul style="list-style-type: none"> - Observation - Debrief on preliminary findings 	<ul style="list-style-type: none"> - Validation during debriefing sessions 	
3.2	What external factors outside WFP's control such as the external operating environment, (including government procedures, the scale down of UNAMID presence in Darfur) weather hazards (inconsistent rainfall), the funding climate; external	<p>3.2.1: What are the main opportunities and threats in the external operating environment that have influenced results?</p> <ul style="list-style-type: none"> - Political, economic, institutional and security situation - Existence/quality/appropriateness of national policies and strategies, and institutional support to the operation - Evolution of the food security and livelihoods situation of refugees - Situation of women and girls - Other constraints faced by beneficiaries - Efficiency and constraints related to the education system for refugees - Socio-cultural characteristics and knowledge, behaviour of beneficiaries - Access to beneficiaries - Communication infrastructure - Level of mobilization and support from donors - Climatic shocks 	<ul style="list-style-type: none"> - WFP Representative and head of programme in Sudan - WFP CO staff - LRRRC - MOH - UNHCR in Sudan - Other UN agencies - Donors - Teachers - Refugee committees - Beneficiaries - Other key informants - Policy and strategy documents - Sitreps - Partners reports - M&E reports 	<ul style="list-style-type: none"> - Semi-structured interviews - Literature review - Observation - Debriefing on preliminary findings 	<ul style="list-style-type: none"> - Triangulation of evidence - Validation during debriefing sessions 	
	incentives and pressures etc.?					

Annex 3: Field Schedule

Date	Activity
S 18 th Feb	<ul style="list-style-type: none"> Team arrives in Sudan (except Kelly David)
S 19 th	<ul style="list-style-type: none"> Briefings with WFP Sudan staff Security briefing Initial discussions on focus of field work and securing travel permissions Internal team meeting – organisation of work and tasks
M 20 th	<ul style="list-style-type: none"> Kelly David arrives (early morning) Interviews with staff of: WFP / Government of Sudan / NGOs / Donors / other stakeholders Finalisation of field interview guides and interview logging templates
T 21 st	<ul style="list-style-type: none"> Travel to field – 2 teams. <ul style="list-style-type: none"> SEE WORK PLAN FOR FIELD MISSION BELOW
W 8 th	<ul style="list-style-type: none"> Additional meetings with partners WFP / Government of Sudan / etc. if needed Team meeting – collate and assemble information, identify gaps and additional meetings required Preparation of debriefings
T 9 th	<ul style="list-style-type: none"> Internal and external debriefings
F 10 th	<ul style="list-style-type: none"> ET internal meetings
S 11 th	<ul style="list-style-type: none"> ET internal meetings
S 12 th	<ul style="list-style-type: none"> Evaluation team departs Sudan

WORK PLAN FOR FIELD MISSION (21 st Feb – 8 th Mar)		
Date	Team A (Geneina, Fasher)	Team B (CETA, Nyala)
T 21 st	Arrive in Geneina (10:30 am), security briefing, meet with HoAO and HoP, briefing on activities with focal points	Arrive in Kassala
W 22 nd	Jama (FFA) and Ardamata (nutrition) camps in Geneina, meet with CP and beneficiaries	Meet with HoFO and HoP, briefing on activities with focal points, visit Wad Sharifeh refugee site (GFD, nutrition)
T 23 rd	Travel to Habila (10:25), Meet with HoFO and HoP, briefing on activities with focal points	Visit FFA sites (2), School Meals sites, meet with CP and beneficiaries
F 24 th	REST	Travel to Kosti
S 25 th	Visit Habila FFA sites, meet with CP and beneficiaries	Meet with HoFO and HoP, briefing on activities with focal points Visit GFD sites (2), meet with CP and beneficiaries
S 26 th	Debriefing with HoFO and HoP, Travel back to Geneina (12:50), debriefing with HoP	Visit nutrition sites (2), meet with CP and beneficiaries, debriefing with HoP
M 27 th	Sultan House in Geneina (CBT-GFD/SCOPE), meet with CP and beneficiaries	Travel back to Khartoum
T 28 th	Arrive in Fasher (11:30 am), security briefing, meet with HoAO	Arrive in Nyala (9:25 am), security briefing, meet with HoAO and HoP,

	and HoP, briefing on activities with focal points	briefing on activities with focal points
W 1st	Travel to Kutum (12:45), meet with HoFO and HoP	Visit Beleil in Nyala, meet with CPs and beneficiaries
T 2nd	Visit activity sites (GFD/SAFE (FSS, FBB, Nursery, IGAs/FFE/Nutrition/FFA), meet with CPs and beneficiaries	Travel to Ed Daein (12:00), meet with HoFO and HoP, briefing on activities with focal points
F 3rd	REST	REST
S 4th	REST	Visit GFD for refugees, CP, beneficiaries
S 5th	Visit activity sites (GFD/SAFE (FSS, FBB, Nursery, IGAs/FFE/Nutrition/FFA), meet with CPs and beneficiaries, debriefing with HoFO and HoP	Debriefing with Ed Daein HoP/HOFO, Travel back to Nyala (13:25), visit Dereige in Nyala
M 6th	Return to Fasher (9:10), visit camps (Vouchers/SAFE (FSS, FBB, Nursery)/FFA and Nutrition (no e-EBSFP)/SM), debriefing with HoAO, HoP	Visit Otash camp in Nyala, debriefing with HoAO, HoP
T 7th	Return to Khartoum (13:10)	Return to Khartoum (13:10)

Annex 4: List of People Interviewed

People / Groups Interviewed		
Name	Position	Location
Carl Harriss	FFP USAID	Khartoum
Haron Salih	Nutrition Advisor, Concern	El Geneia
Mohammed Manzoul Afani	HAC Secretary	El Geneia
Jamal Addin Adam Khatir	HAC Commissioner	Habila
Abdalla Yousif Haroun	Executive Office (OIC)	Taweela Locality
Ahmed Hasabo	Programs Manager, Saeker Voluntary Organization	Taweela Locality
Yassin Ahmed	Field Office Manager, Saeker Voluntary Organization	Taweela Locality
Mr. Yassir Mohamed Adam	Coordinator of the Agricultural Extension Organization	Kutum Locality
Ms. Ibtihaj Ahmed	TSFP/ FCMAM monitoring supervisor	World Relief/ Zamzam IDP camp
Ms. Amel Khalilr	FPMAM	World Relief/ Zamzam IDP camp
Eng. Abdelaal Abdelatif Adelsamad	D.G	Ministry of Agriculture
Dr Jeff Ashley	USAID	Khartoum
David Fontana	WFP Human Resources	Khartoum
Najwa Rizallah	UNICEF	El Fasher
Mohammed Adda	IOM	El Fasher
Ismael Abdullah	IOM	El Fasher
Burie Alsadig Ibrahim	COR - Manager of Shagarab Refugee camp - Kassala	Al Girba Locality
Abdelbasit Yasisn Abdin	Under Secretary State Ministry of Education	Kassala State
Fatima & Salma	Female Teachers Haladait village	Hameshoraib locality - Kassala state
	Director of School Nutrition	Kassala state
Mawahib Mohamed Ali	Talawiet NGO - Admin. officer	Kassala
Maison Abbas	Talaweit NGO - Director Voucher Programme manager	Kassala

Ahmed Abdalla	WFP - Head of Field Office	Kassala
Abu Obaidha Siddig	UNICEF - HoFo	Kassala
Wisal Abdalla	UNICEF - Monitoring office	Kassala
Zainabish	WFP HoFo	White Nile
Abbashar Alnour	SRCS -CampSupervisor	White Nile State- Alagaya Refugee
Omar Mohamed Osman	SRCS- GFD Programme manager	White Nile State
Yousif Mohamed	SRCS - Field Monitor -	White Nile - Alagaya Refugee Camp
Ali Shoaib	SRCS - Water & Sanitation	White Nile - Alagaya Refugee Camp
Aljonaid Hussein	SRCS - Camp Supervisor	White Nile - Kashafat Refugee Camp
Imad Abdelrahman	UNHCR - HoFo	Kosti - White Nile-
Maha Adam Jamma	UNICEF - HoAo	Kosti - White Nile
Azza Alnour	UNICEF - M&E Officer	Kosti - White Nile
Jalal Aldin Altahir	FAO - Acting Officer in Charge	Kosti - White Nile
Mahir Ali	WFP - Senior Programme Assistant - Focal Point School Meals.	Nyala
Dr Jamal Yousif	HAC Director	Nyala - South Darfur
Jeffrey Kimaiyo	WV Operations Manager	Nyala - South Darfur
Imad Altigani	WV - Team Leader - Food Assistance	Nyala - South Darfur
Abdelrahman Nouraldin	WFP M&E officer	Nyala - South Darfur
Ruth Mukwana	OCHA Deputy	Khartoum
Jean Marie Stratigos	OCHA Field Coordinator	Khartoum
Mujahid Zahoor	UNICEF Emergency Specialist	Khartoum
Tall Faroung Mahgoub	UNICEF Nutrition Specialist	Khartoum
Tom Deltue	UNRC Early Recovery Advisor	Khartoum
Veronica Quattrota	FAO Deputy	Khartoum
Mesfim Degemu	UNHCR Head of Programme	Khartoum
Peter Mansfield	UNICEF EA Regional Emergency Officer	Khartoum

Matthew Hollingworth	WFP Head of Office	Khartoum
Marco Cavalcante	WFP Head of Programme	Khartoum
Jyoti Rajkundlia	WFP Partnerships Officer	Khartoum
Ali Salih	WFP CSR Coordinator	Khartoum
Ali Hamid	WFP FFA	Khartoum
Bezuayehu Tefera	WFP FFA	Khartoum
Aisha Abdalla	SRCS Relief Coordinator	Khartoum
Cecilia Adalla	CRS Head of Programme	Khartoum
Vincent Edwards	WVI Country Programme Director	Khartoum
Paul Howe	ADRA Country Director	Khartoum

Annex 5: Literature Review

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Annex 6: Sphere Performance Indicators for MAM treatment

Indicator	Target
Recovered	>75%
Defaulted	<15%
Mortality	<3%

Source: Sphere, 2011, Humanitarian Charter and Minimum Standards in Humanitarian Response

Annex 7: FFA/FFT Outputs in Darfur and CETA

Nyala 2016 FFA/FFT Outputs (South and East Darfur)

Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	9	9	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	27	45	167%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	9	6	67%
Gender-Cross Cutting	Number of members of food management committees (male) trained on food distribution modalities	45	72	160%
Gender-Cross Cutting	Number of members of food management committees (female) trained on modalities of food distribution	36	24	67%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	35	35	100%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	14	14	100%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	0
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	0	0	0
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	2	2	100%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	6	6	100%
Support to the restoration of agriculture potential	Number of community forests established	NA	NA	
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures (e.g. compost making, green manure, mulching, etc.) in their homestead and cultivated fields	NA	NA	
Support to the restoration of agriculture potential	Number of tree seedlings produced	150,000	145,000	97%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	50,100	50,100	100%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for afforestation, reforestation and vegetative stabilization	3,500	2,500	71%
Natural resources development and management	Number of households who received fuel efficient stoves	16,000	15,823	99%
Support to the restoration of agriculture potential	Number of Terraces constructed	NA	NA	
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	NA	NA	
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	NA	NA	
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	6,500	6,500	100%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms		0	
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)		0	
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (livelihood skills-support/agriculture& farming/Income Generating Activities)	25,000	23,147	93%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture farming/IGA)	126	126	100%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	NA	NA	

Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	NA	NA	
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	2	2	100%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	NA	NA	

El Fasher 2016 FFA/FFT Outputs

Activity Group	Output Indicators	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	14	14	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	2,280	2,280	100%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	1,140	1,140	100%
Gender-Cross Cutting	Number of members of food management committees (male) trained on modalities of food distribution	684	684	100%
Gender-Cross Cutting	Number of members of food management committees (female) trained on modalities of food distribution	456	456	100%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	5	5	100%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	12	12	100%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	0%
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	14	14	100%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	0	0	0%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	0	0	0%
Support to the restoration of agriculture potential	Number of community forests established	25	25	100%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures (e.g. compost making, green manuring, mulching, etc.) in their homestead and cultivated fields	7,750	7,750	100%
Support to the restoration of agriculture potential	Number of tree seedlings produced	70,300	70,300	100%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	0	0	0%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for afforestation, reforestation and vegetative stabilization	100	100	100%
Natural resources development and management	Number of households who received fuel efficient stoves	63,208	96,943	153%
Support to the restoration of agriculture potential	Number of Terraces constructed	18,270	18,270	100%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	4,500	4,500	100%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	0	0	0%
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	5,000	3,386	68%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	5,000	3,386	68%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	600	596	99%

Support to skills and experience sharing	Number of participants in beneficiaries training sessions (livelihood skills-support/agriculture& farming/Income Generating Activities)	48,755	47,440	97%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture farming/IGA)	1,200	1,078	90%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	144	130	90%
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	0		0%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	0		0%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	0		0%

Geniena FFA/FFT Outputs (West and Central Darfur)

Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	10	10	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	102	94	92%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	102	110	108%
Gender-Cross Cutting	Number of members of food management committees (male) trained on modalities of food distribution	1,312	164	13%
Gender-Cross Cutting	Number of members of food management committees (female) trained on modalities of food distribution	1,312	255	19%
Community infrastructure rehabilitation	Number of centres / kitchens rehabilitated or constructed	2	1	50%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	NA	NA	
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	NA	NA	
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	4	3	75%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	8	5	63%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	9	8	89%
Support to the restoration of agriculture potential	Number of community forests established	9	9	100%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures (e.g. compost making, green manure, mulching, etc.) in their homestead and cultivated fields	6,695	6,470	97%
Support to the restoration of agriculture potential	Number of tree seedlings produced	378,000	316,000	84%
Support to the restoration of agriculture potential	Number of individual households benefiting from tree seedlings	33,000	11,800	36%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for afforestation, reforestation and vegetative stabilization	345,000	291,200	84%
Natural resources development and management	Number of households who received fuel efficient stoves	7,682	7,682	100%

Support to the restoration of agriculture potential	Number of Terraces constructed	1	0	0%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	2,527	2,527	100%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	NA	NA	
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	5,888	5,888	100%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	900	900	100%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	NA	NA	
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (livelihood skills-support/agriculture& farming/Income Generating Activities)	3,706		0%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture farming/IGA)	TBC	TBC	
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	NA	NA	
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	NA	NA	
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	4	4	100%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	4	4	100%

Field Office Name: Kassala Field Office				
Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Sub Office	4	5	125%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	24	20	83%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	12	10	83%
Gender-Cross Cutting	Number of members of food management committees (male) trained on modalities of food distribution	24	20	83%
Gender-Cross Cutting	Number of members of food management committees (female) trained on modalities of food distribution	8	6	75%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	20	18	90%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	12	6	50%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	#DIV/0!
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	2	2	100%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	11	11	100%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	2	2	100%
Support to the restoration of agriculture potential	Number of community forests established	13	13	100%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures (e.g. compost making, green manuring, mulching, etc.) in their homestead and cultivated fields	0	0	
Support to the restoration of agriculture potential	Number of tree seedlings produced	550,000	540,000	98%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	100	45	45%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for afforestation, reforestation and vegetative stabilization	100	100	100%
Natural resources development and management	Number of households who received fuel efficient stoves	720	610	85%
Support to the restoration of agriculture potential	Number of Terraces constructed	17,560	17,000	97%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	2,512	2,000	80%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	10,000	8,000	80%
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	7,450	5,000	67%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	7,450	5,000	67%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	953	953	100%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (livelihood skills-support/agriculture& farming/Income Generating Activities)	250	200	80%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture farming/IGA)	200	130	65%

Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	40	20	50%
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	0	0	
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	2	2	100%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	2	2	100%

Red Sea Outputs 2016				
Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	2	2	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	171	171	100%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	109	109	100%
Gender-Cross Cutting	Number of members of food management committees (male) trained on food distribution	36	36	100%
Gender-Cross Cutting	Number of members of food management committees (female) trained on food distribution	23	23	100%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	0	0	0%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	0	0	0%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	0%
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	2	2	100%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	0	0	0%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	7,200	7,200	100%
Support to the restoration of agriculture potential	Number of community forests established	28	28	100%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures s	0	0	100%
Support to the restoration of agriculture potential	Number of tree seedlings produced	45	45	100%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	100%	100%	100%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for forestation, reforestation & vegetative stabilization	100%	100%	100%
Natural resources development and management	Number of households who received fuel efficient stoves	23,550	23,550	100%
Support to the restoration of agriculture potential	Number of Terraces constructed	2	2	100%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	12	12	100%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	680	680	100%
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	14,000	14,000	100%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	14,000	14,000	100%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	0	0	0%
Support to skills and experience sharing	Number of participants in training sessions (agriculture/IGAs)	16,850	16,850	100%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (agriculture & GA)	544	544	100%

Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	0	0	0%
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	0	0	0%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	4	4	100%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	4	4	100%

Sub Office Name: El Obied North Kordofan				
Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	6	6	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	255	255	100%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	86	84	98%
Gender-Cross Cutting	Number of members of food management committees (male) trained f food distribution	317	317	100%
Gender-Cross Cutting	Number of members of food management committees (female) trained on food distribution	148	148	100%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	0	0	0%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	0	0	0%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	0%
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	0	0	0%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	0	0	0%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	0	0	0%
Support to the restoration of agriculture potential	Number of community forests established	0	0	0%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures	0	0	0%
Support to the restoration of agriculture potential	Number of tree seedlings produced	500,000	412,275	83%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	0	0	0%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for forestation, and vegetative stabilization	500,000	412,275	83%
Natural resources development and management	Number of households who received fuel efficient stoves	0	0	0%
Support to the restoration of agriculture potential	Number of Terraces constructed	0	0	0%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	0	0	0%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	0	0	0%
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	8,000	7,919	99%
Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	0	0	0%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	1,000	1,000	100%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (agriculture& IGAS)	0	0	0%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture & IGA)	0	0	0%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	132	132	100%
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	7,919	7,919	100%

Water harvesting for livestock & domestic use	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	5	3	60%
Water harvesting for livestock & domestic use	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	0	0	0%

Sub Office Name: Kadugli - State covered West Kordofan

Activity Group	Output Indicator	Planned	Actual	% Actual Vs Planned
General	Number FFA agreements implemented under the Area Office	2	2	100%
Gender-Cross Cutting	Number of men in leadership positions on food management committees	7	7	100%
Gender-Cross Cutting	Number of women in leadership positions on food management committees	6	6	100%
Gender-Cross Cutting	Number of members of food management committees (male) trained on modalities of food distribution	7	19	271%
Gender-Cross Cutting	Number of members of food management committees (female) trained on modalities of food distribution	6	13	216%
Community infrastructure rehabilitation	Number of centers / kitchens rehabilitated or constructed	0	0	0%
Community infrastructure rehabilitation	Number of Class rooms constructed / rehabilitated	0	0	0%
Community infrastructure rehabilitation	Number of latrines constructed/rehabilitated	0	0	0%
Support to the restoration of agriculture potential	Number of dams rehabilitated / constructed	0	0	0%
Support to the restoration of agriculture potential	Number of existing tree nurseries supported	0	0	0%
Support to the restoration of agriculture potential	Number of new trees-nurseries established	0	0	0%
Support to the restoration of agriculture potential	Number of community forests established	0	0	0%
Support to the restoration of agriculture potential	Number of farmers who have adopted fertility management measures (e.g. compost making, green manuring, mulching, etc.) in their homestead and cultivated fields	0	0	0%
Support to the restoration of agriculture potential	Number of tree seedlings produced	0	0	0%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced provided to individual households	0	0	0%
Support to the restoration of agriculture potential	Percentage of tree seedlings produced used for afforestation, reforestation and vegetative stabilization	0	0	0%
Natural resources development and management	Number of households who received fuel efficient stoves	0	0	0%
Support to the restoration of agriculture potential	Number of Terraces constructed	0	0	0%
Support to the restoration of agriculture potential	Feddans (FA) of land planted and established	0	0	0%
Support to the restoration of agriculture potential	Feddans (FA) of land cleared (cleared from bug/ pests collection)	0	0	0%
Support to skills and experience sharing	Number of farmers participated in agricultural extension sessions	0	0	0%

Support to skills and experience sharing	Number of farmers participated and benefited from demonstration farms	0	0	0%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (literacy)	0	0	0%
Support to skills and experience sharing	Number of participants in beneficiaries training sessions (livelihood skills-support/agriculture& farming/Income Generating Activities)	0	0	0%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (livelihood-support/agriculture farming/IGA)	0	0	0%
Support to skills and experience sharing	Number of training sessions for beneficiaries carried out (literacy)	0	0	0%
Promoting access to risk transfer schemes	Number of farmers who received agricultural insurance	0	0	0%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	2	2	80%
Water harvesting for livestock and human consumption	Number of excavated community water ponds for livestock uses constructed (3000-15,000 cbmt)	0	0	0%

FFA/FFT 2016 participants and beneficiaries by gender

Number of beneficiaries participated in FFA/FFT by gender (male/female) plan versus actual	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
Food-Assistance-for-Assets									
People participating in asset-creation activities	136,455	136,455	272,910	85,366	117,887	203,253	62.60%	86.40%	74.50%
Total participants	136,455	136,455	272,910	85,366	117,887	203,253	62.60%	86.40%	74.50%
Total beneficiaries	682,274	682,276	1,364,550	487,805	528,458	1,016,263	71.50%	77.50%	74.50%
Food-Assistance-for-Training									
Activity supporters	2,517	2,518	5,035	2,620	3,770	6,390	104.10%	149.70%	126.90%
Total participants	2,517	2,518	5,035	2,620	3,770	6,390	104.10%	149.70%	126.90%
Total beneficiaries	12,588	12,587	25,175	14,379	17,572	31,951	114.20%	139.60%	126.90%
Food assistance for Assets and Training									
Total FFA/FFT participants	138,972	138,973	277,945	87,986	121,657	209,643	63.31%	87.54%	75.43%
Total FFA/FFT Beneficiaries	694,862	694,863	1,389,725	502,184	546,030	1,048,214	72%	78.58%	75.43%
Percent of females from total participants		50%			58%				
Percent of females from total beneficiaries		50%			52%				

Annex 8: FFA/FFT Evaluation Timeline

Participants	Activities	Key dates
PHASE 2- INCEPTION		
OEV, CO, RB, EM, TL	Handover conference call	August 22 2016
ET, EM	Introductory conference call with ET	Sept 7, 2016 (TBC)
EM, ET, CO, RB	Inception call: Discussion on key methodological tools (Evaluation matrix, stakeholder mapping, site selection)	Nov 16 th
ET	Desk Review, data analysis, drafting of Inception Package (IP)	August 22 - Dec 3, 2016
EM, ET	Quality Assurance (QA) IP and revision process	Nov 26- Dec 3, 2016
EM	❖ Draft IP	Dec 4, 2016
CO, RB, OEV	Comments from CO, RB and OEV to IP	Jan 8, 2017
ET	Addressing comments to IP (including QA)	Jan 9-15, 2017
EM, ET	QA, final revision, approval and circulation	Jan 13-19, 2017
EM	❖ Final IP	Jan 19, 2017
PHASE 3 – EVALUATION MISSION		
CO	Preparation of the evaluation mission (including setting up meetings, arranging field visits, etc.)	October 2016 – Feb 18, 2017
ET	Introductory briefing	TBD
ET	Interviews with key internal and external stakeholders, project site visits, etc.	Feb 18 – Mar 12, 2017
ET	Exit debriefing presentation	Mar 9 (internal and external)
ET	❖ Exit Debriefing Presentation	Mar 9
PHASE 4 – REPORTING		
ET	Evaluation Report drafting	Mar 16 – Apr 19, 2017
ET, CO, RB, EM	Conference call to discuss emerging areas of recommendations	April 10, 2017 (TBC)
EM	Quality Assurance of Draft Evaluation Report	Apr 16 – 19, 2017
EM	❖ Draft Evaluation Report	Apr 19, 2017
CO/RB/OEV	Stakeholders comments on Evaluation Report	Apr 19 – May 3, 2017
EM	Comments matrix	May 3, 2017
ET	Revision of the Evaluation Report	May 4 – 17, 2017
EM, ET	Quality Assurance	15-17
EM	❖ Final Evaluation Report	May 17
PHASE 5- DISSEMINATION AND FOLLOW UP		
CO/RB	❖ Management Response	June 4

Annex 9: Constraints faced by evaluation team

Constraint	Identified at Inception (yes / no)	Effect (no / little / limited / moderate/ strong)
Time: the scale of the programme and size of the country mean that any delays will impact on the depth of the evaluation	yes	Limited effect: the field schedule was intense and well organised, although the team designated to visit Ed Daein were not able to because of a mix up with a flight booking.
Access to field sites for non-Sudanese team members:	yes	Little effect: the Government of Sudan eased restrictions on non-Sudanese nationals visiting field sites shortly before the evaluation commenced.
Staff turnover and institutional memory:	yes	No effect: the evaluation team found a good level of institutional memory (spanning both EMOP and PRRO) at all office levels.
Staff Availability:	yes	No effect: although staff terms and conditions in Sudan allow for frequent R and R, the field team were able to interface with all necessary key informants (e.g. heads of Field Offices, Head of Mission, thematic leads, etc.) in a meaningful way.
Language and cultural constraints	yes	Little effect: of the four members of the two field teams, three were of Sudanese heritage and spoke fluent Arabic.
Data availability and reliability	yes	Limited effect: the CO provided a large amount of well organised and up-to-date data at the inception stage and throughout the field work stage. Some policy documents were not included in the inception package, but were made available to the team on request.
Biased Sampling	yes	Little effect: concerns that the ET would be steered towards better performing sites were unfounded. The team encountered the range of programming quality that would be expected in an operation of this size, although it should be noted that the team was not able to visit and assess some of the 'deep field' sites that WFP staff rarely access for security / logistical reasons.
Availability of gender related data and information	yes	****
Security and administrative limitations	yes	Little effect: due to recent loosening of the Government of Sudan's restrictions on non-authorised personnel visiting certain parts of the country, and good coordination between WFP and UNAMID / Sudanese Police Force in organisation of security escorts
Illness of evaluation team member	no	Moderate effect: the team member designated to cover partnership and transition issues suffered the recurrence of a chronic intestinal infection shortly after she arrived in Sudan, resulting in her returning home after a few days in country. While she was able to make good use of the time she had in country conducting interviews, she was not able to join the evaluation team members in South Darfur as planned, nor was she able to discuss findings with the team members in person. The other team members assumed responsibility for writing up her sections of the evaluation report based on extensive notes she made based on interviews conducted in Khartoum.

Annex 10: Transition to Resilience Programming

1. This section of the report presents the ET's observations on the process of transition that the CO is undergoing as it moves towards a resilience agenda.
2. The CO's transition to a focus on resilience programming – an approach that is central to the Country Strategic Plan (CSP) - began in 2014, signified by the Executive Director's rejection of a further EMOP proposal from the Head of Office at the time¹. Momentum increased with the arrival of a new Head of Office and Head of Programmes in 2015: they mainstreamed the transition to the CSP, recognizing the old way of doing business was not fit for purpose in terms of delivering on WFP's new strategic agenda, which is in line with an array of global policy developments in 2015 and 2106 that focus on the need for closer linkages between humanitarian and development action². Some in-country assessments, most notably the OCHA-donor mission to Sudan (autumn 2015) and reflection exercises such as the Darfur stocktake (December 2015, organized by DFID and OCHA) also provided an impetus to look at how humanitarian, development and peace actors coordinate, plan and programme together in Sudan.
3. Other factors were at play as well: the reduction in donor funds for protracted crises with high levels of chronic needs in Africa in general, and Sudan in particular, meant that implementation agencies are obliged to explore new ways to address old problems. Furthermore, a limited pool of WFP staff with first class resilience experience meant that the earlier a country³ committed to a CSP, the better chance it had of securing the best talent.
4. The transition process has been guided by the CO's Protracted Displacement Strategy 2016 -19⁴ (WFP 2016), and more recently the 'Integrated Road Map'⁵ (WFP 2016), and the OCHA-coordinated Multi-Year Humanitarian Strategy (2017-19), which commits to reducing vulnerable people's dependence on external aid as well as enabling them to survive with dignity. The PRRO bridges the gap between the straight-up emergency response of the EMOP, which spoke to the 2014 - 17 CS, whose primary objective was to 'save lives and protect livelihoods in emergencies', and the more ambitious 2017 - 21 CS, whose primary objective is 'support countries to achieve zero hunger'.
5. Central to the development of the CSP is a "strategic review," ownership of which lies with the Ministry of Welfare and Social Security and High Council for Food Security. It has an independent advisory board consisting of: major government ministries, UN agencies, universities, the private sector, and national and international NGOs. The ET was not provided with a draft version of the review's findings, but verbal reports from WFP indicate that a) they are more concerned with recovery than humanitarian aid, b) the government's aspirations are much bigger than what the UN can deliver, and c) there is a need for all UN agencies to better synchronize around area plans in Sudan and to regional cross Africa plans.
6. After 11 years of relief-focused EMOPs in Darfur, transition to a PRRO (and eventually to the CSP), was always going to face certain challenges. WFP Sudan's four main components – its staff, its partners, its operational processes and its beneficiaries -- are reacting to the transition process in different ways, and are dealt with in turn below.

WFP staff

7. As would be expected after the prolonged focus on humanitarian programming, the transition to resilience programming is taking time to gain traction. One informant told us

¹ Instead the EMOP was extended for six months and the PRRO 200808 proposal was prepared

² 2030 Agenda for Sustainable Development, WHS Commitment to Action, 1017-2020 QCPR.

³ Other countries embarking on the CSP process are: Bangladesh, Zimbabwe, China, Colombia, Ecuador, Indonesia, El Salvador, and Laos.

⁴ This Document is guided by the Doha Document for Peace in Darfur (Government of Sudan, 2013), which sets out the rights of IDPs, and the Darfur Development Strategy (Government of Sudan, 2013), which presents the three pillars (governance, reconstruction and economic) of development for the region in the coming years.

⁵ The Integrated Road Map articulates how four main strategy tools (WFP Strategic Plan, Country Strategy Plan, the Financial Review Framework and the Corporate Results Framework) work together.

that when the first HRP multi-year workshop took place, some participants were not even aware that there was an UNDAF for Sudan. Staff in both Kassala and El Geneina reported that the transition from EMOP to PRRO has been difficult, with some perceiving that the EMOP allows greater flexibility in responding to needs. Nevertheless, many field-level staff have been with WFP for a long time and are embedded in local communities: they are aware of the type of programming needed to resolve food insecurity in a sustainable way.⁶ The key task will be ensuring a change of mindset in the mid-level core emergency specialists towards a more community based, resilience focused approach. The ET finds that the current senior management team and the VAM unit management have the vision, knowledge and respect (within the organisation and outside) to drive this process forward. A good starting point would be to develop and encourage staff to complete an online training module in resilience (similar to the modules available for other aspects of WFP programming such as gender awareness).

CPs and other stakeholders / partners

8. The ET heard from various sources about the CO's new, strong and persistent efforts to strengthen relations with the Government of Sudan beyond the level of formalities and operational level coordination. Indeed, this is apparently, slowly but surely, bearing fruit. This is in part because the Government is effectively broke because of the sanctions and thus need WFP and development partners more so than they did before. Additionally, the Government increasingly sees building resilience as part of the solution to Sudan's food security crises.

9. Some of WFPs traditional partners (e.g. ADRA, WVI, CRS, Cafod, Oxfam, etc.) have been delivering resilience programming for years (hence their ability to effectively input into the HRP and other key guidance documents), and have generated a significant body of knowledge on what works⁷. WFP must ensure that it moves forward with these agencies in the true spirit of partnership, including more actively seeking to learn from their experience. By the same token, WFP must continue to work with and recognise the role that can be played by other UN agencies that are traditionally stronger in the key competencies necessary to build resilience – for example, UNICEF in social protection and UNDP in resilience measurement and monitoring. It must also be aware of the frictions that can occur when agencies see others expanding into thematic areas in which they are mandated and/or have been effectively providing leadership (e.g. UNICEF with cash transfers, or UNDP and OCHA on coordination).

10. Presenting a united front in dealings with the Government of Sudan will also be important in order to gain influence and build long-term capacity and mindset in the best way. For example, informants reported that, to strengthen good working relationships, WFP (and others) sometimes do one-off deals that benefit individuals. For example, both WFP and UNICEF sent the HAC Commissioner on different trips abroad (WFP to Rome, and UNICEF to Tunisia for six weeks).

11. While most organisations are cognizant of the need for a new way of working, some saw a need for caution given the realities of the Sudan context. OCHA in particular voiced concerns over how to operationalize resilience programming in a country with large and sometimes growing humanitarian caseloads; and where the root causes of vulnerability have not been addressed, there is limited development funding due to sanctions, limited “visibility” on solutions for the resettlement of IDPs and a corresponding lack of robust development capacities, coordination and Government leadership. UNHCR may see resilience as outside of their core mandate. Some others, such as FAO, UNHCR and ADRA, stressed the need to proceed carefully with regard to new coordination architecture and planning.

⁶ A staffer in Nyala mentioned that *‘the transition from EMOP to PRRO is most relevant to the changes in Sudan – the war is fading out – normal people want to have normal situations.’*

⁷ For example: *‘The Road to Resilience: A Scoping Study for the Taadoud Transition to Development Project’* Merry Fitzpatrick and Helen Young, Feinstein International Centre, November 2015

Operational structures, processes and coordination mechanisms

12. The existing humanitarian and development coordination structures in Sudan have been in place for well over two decades, and are largely siloed with separate architecture for humanitarian actors, development agencies and two UN missions. Humanitarian coordination is conducted through the HCT, a technical level inter-sector coordination group and 11 sectors, which were formally activated in 2008. This has made for what is regarded as a very heavy coordination structure. Overall the clusters are perceived as weak, in part because Sudan has lost so much humanitarian capacity, especially at the state level. Development coordination is based around the objectives of the UNDAF. The current UDAF process has been postponed to 2018 to allow for more conscious effort towards the alignment of humanitarian and development planning processes.

13. Ongoing discussions around these issues have highlighted questions regarding the financing terms for humanitarian and development programming, and also vis-a-vis the connectedness and alignment of analysis, planning, programming and coordination of the humanitarian and development response. To this end, an IASC-UNDG review of the coordination architecture and planning in Sudan is underway. Whether this will result in a shift away from a separate UNDAF and HRP towards a single integrated plan supported by new coordination arrangements -- as some agencies including UNDP and WFP seem to favour - is unclear. However, there is movement in this direction, with UNDAF results-based management indicators now apparently being used to monitor the HRP, even though the Government of Sudan is reportedly not supportive of the 'one plan' idea⁸. The ET also found some support amongst other development actors for a more 'resilience-specific' development plan (referred to by some as a 'Durable Solutions Strategy') and a corresponding coordination fora that either subsumes or forms around the existing RRR fora chaired by UNDP. If such a plan is developed, efforts will have to be made to ensure that it is consistent with the HRP. Efforts must also be made to ensure that resilience features in the new PRSP.

14. The VAM unit is regarded by other organisations and the Government of Sudan as giving WFP a huge operational advantage, and its work in identifying changes in affected populations' vulnerability will continue to be central to both WFP's and other organisations' work in the future. However, changes will need to be made to the criteria it uses for assessing vulnerability to improve its utility for measuring resilience. The current approach is very much focused on food security and the household economy; it does not take account of other vulnerabilities, such as rule of law, land, documentation, health, education, and other variables that impact on a household's resilience.

15. WFP will also need to pay attention to the way it actually delivers programmes. There is recognition that the 'food for' approaches cannot provide the complete answer to resilience, and that greater focus is needed on systems, as opposed to one-off fixed asset, development. Further, emergency assistance tends to focus on funding activities over staffing, whereas the level of community engagement needed to build resilience requires greater investment in building the capacities of people, partners and the government. Questions also remain over how WFP will operate in the areas to which IDPs will possibly return – an operating environment which is different than the highly-concentrated populations in IDP camps.

16. Resilience programming will mean that efforts will have to be made to encourage donors to commit to timely and multi-year funding – a situation which is not currently aided by the humanitarian community's submission of budgeted humanitarian plans every year – as well as more evenly distributed, holistic funding to all elements of the response.

Beneficiaries

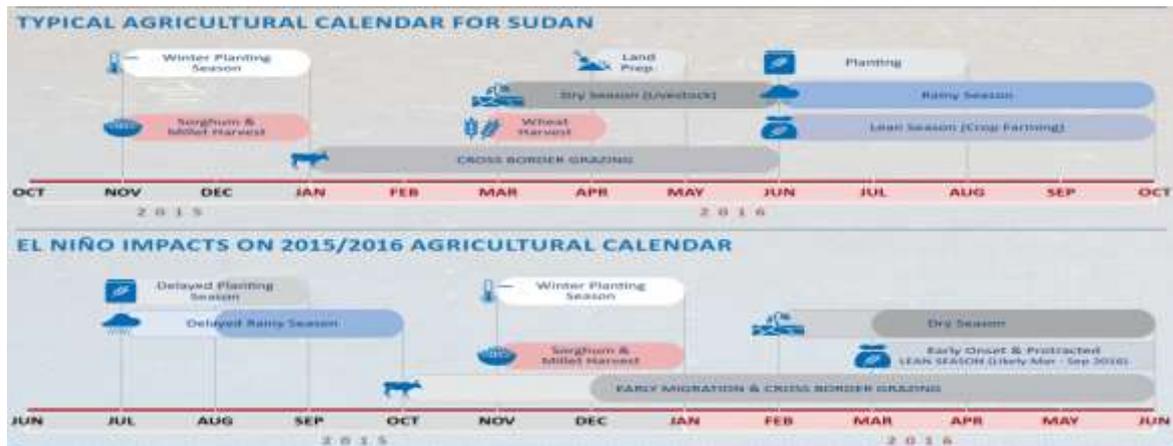
⁸ We were not able to speak to anyone from the Government to confirm this.

17. The ET found considerable evidence of the difficulties the WFP is facing and will continue to face as it attempts to change beneficiaries' mindsets and transition them from free handouts into programmes that involve them in building their own livelihoods – e.g. FFA / FFT. In El Geniena, the ET was told that it had been difficult to get ex-GFD recipients to register for FFA/FFT activities, because of the low level of remuneration offered.

18. WFP has a well-entrenched reputation as the 'organisation that gives free food.' Part of the solution to changing this mindset, and indeed designing effective resilience programming, will be a significant ramp-up of its community consultation and participatory planning processes. Attempts have been made to do this under the PRRO, with the roll out of a Community Based Participatory Planning (CBPP) training module for CPs. And it should be understood that community consultation should take place over the course of the intervention, not just at the planning stage, and this requires staff time and resources.

19. Resilience programming will be complicated by the fragmentation of communities and weakening of community governance structures that have resulted from the mass displacement of people. Autonomous management capacity and agreements over access to resources have to be rebuilt at the community level – again requiring skills in which WFP does not traditionally have a strong track record, so partnerships with organizations that bring these qualities to the table will be vital.

Annex 11: Sudan Seasonal Calendar (Typical year and El Nino year).



Source: El Niño Mitigation and Preparedness Plan, UN and Government of Sudan, 2016

Annex 12: Partnerships as a cross-cutting issue

1. The ET found that the CO has given the issue of partnerships with CPs serious consideration. Cognizant of recommendations to strengthen partnerships made in both the 2010-2012 Country Portfolio Evaluation and the 2015 Annual Performance Audit, and the 2017 – 2021 Strategic Plan’s introduction of a discrete partnerships ‘pillar’ as a means to ending hunger, the PRRO contains a cross-cutting partnership objective¹ and a dedicated partnership outcome focused on building partners’ capacity to prepare for and respond to emergencies. A full-time Partnerships Officer was employed, with a brief to build strategic dialogue and “change the mindset” of WFP partners about WFP as a partner by working more closely and “being involved” with them, and to generally align WFP’s Sudan operations with the objectives of its global Partnerships Strategy (2014 – 17).² The central positioning of partnerships in the PRRO also reflects WFP Sudan’s recognition that the longer-term ‘development’ programming that it plans to transition to is not possible unless reliable and capable implementing agencies are available at the field level³ as well as the fact that in the future WFP may have to conduct its entire operations in ‘no access areas’ through local partners.

2. The CO’s further commitment to partnership is evidenced in the WFP Sudan 2016 ‘Partnership Operational Strategy’ and the ‘Capacity Development Interventions for CPs’ concept note. The Partnership Operational Strategy document was developed to guide the capacity building process. Building on a large body of capacity assessments conducted by other UN agencies⁴ this strategy suggests a focus on strengthening CPs’ accountability, financial reporting and proposal writing skills. The strategy acknowledges that “training cannot stand alone as a means to address organizational capacity issues”, and “new efforts could include development of guidelines, organizational SOPs, provision of support to management functions, provision of equipment and technical assistance”. It also recognises that different CPs will require different types of support.

3. The Capacity Development Interventions concept note goes one step further, introducing a rating tool that sub-offices can use to rate CPs and setting out an array of new operating procedures including more frequent strategic meetings and better communication⁵ between partners and WFP, development of MoUs with key partners, signing of longer FLAs, moving beyond training as the sole means of capacity building and ensuring that delays in payments are addressed. A pilot strategic partnership with WFP’s largest CP – SCRS – is also proposed in the concept note.

¹ to ensure that ‘food assistance interventions are coordinated and partnerships developed and maintained

² This articulates partnership as a working relationship that is characterized by, amongst other things, joint decision making, complementarity of strengths, collaboration and agreement on outcomes and mutual accountability, trust and transparency.

³ WFP worked with 120 CPs during the last EMOP, but partners with 78 under the PRRO, largely because of some agencies’ limited capacity to deliver more complex programming like FFA/FFT.

⁴ The capacity assessment exercise proposed in the PRRO proposal did not take place

⁵ E.g about pipeline breaks

Annex 13: Targeting Criteria for the CNIP Activities

Table 13.1: Entrance and Exit Criteria for TSFP

Category	Entrance Criteria	Discharge Criteria
Children 6-59 months	<ul style="list-style-type: none"> MUAC ≥ 115 and < 125 mm AND no oedema <input type="checkbox"/> 	<ul style="list-style-type: none"> MUAC > 125 mm for two consecutive visits and After three months in the program if the child is not responding
Children 6-59 months	<ul style="list-style-type: none"> All children discharged from OTP 	<ul style="list-style-type: none"> After two months of follow up
Pregnant women	<ul style="list-style-type: none"> From 2nd or 3rd trimester of pregnancy* 	<ul style="list-style-type: none"> Delivered and MUAC > 210 mm for two consecutive visits
Lactating women	<ul style="list-style-type: none"> Infant < 6 months old** and MUAC 	<ul style="list-style-type: none"> Child is > 6 months and MUAC > 210 mm for two consecutive visits

* verified with health card or visible pregnancy

**verified with health card or birth certificate or measuring less than 65cm

Table 13.2: Admission and discharge criteria for FBPM in locations where GAM $< 20\%$ => “at risk” approach

Category	Entrance Criteria	Discharge Criteria
Children 6-23 months (Height 65-87cm)	Height 65 cm to 87 cm in case birth date is not known. MUAC ≥ 125 mm and < 135 mm	<input type="checkbox"/> MUAC > 135 mm for two consecutive visits <input type="checkbox"/> Child develops MAM or SAM (refer for treatment) <input type="checkbox"/> After 6 months in the programme if the child is not responding (refer for medical check- up)
Pregnant women (2 nd or 3 rd trimester - verified)	MUAC ≥ 21 cm and < 23 cm	<input type="checkbox"/> MUAC > 23 cm for two consecutive visits <input type="checkbox"/> Delivered <input type="checkbox"/> Develops MAM (refer for treatment) <input type="checkbox"/> After 6 months in the programme if the woman is not responding
Lactating women (infant < 6 mo - verified)	MUAC ≥ 21 cm and < 23 cm	<input type="checkbox"/> MUAC > 23 cm for two consecutive visits <input type="checkbox"/> Child is > 6 months or <input type="checkbox"/> Develops MAM (refer to TSFP for treatment) <input type="checkbox"/> After 6 months in the programme if the woman is not responding

Table 13.3: Admission and discharge criteria for FBPM in locations where GAM>20% => Blanket approach

Category	Admission	Discharge
Children 6-23 months	<ul style="list-style-type: none"> Height 65 cm to 87 cm in case birth date is not known. 	<ul style="list-style-type: none"> Child reaches 24 months or with a height \geq 87 cm in case birth date is not known Child develops MAM or SAM. The child is immediately referred to OTP/stabilization centre or TSFP as appropriate if services are available
Pregnant women	<ul style="list-style-type: none"> 2nd or 3rd trimester of pregnancy verified by health cards or visible pregnancy 	<ul style="list-style-type: none"> Delivered
Lactating women	<ul style="list-style-type: none"> Infant < 6 months old verified by health card or child's birth certificate. 	<ul style="list-style-type: none"> Child is > 6 months

Table 13.4: Admission and discharge criteria for home fortification

Category	Admission	Discharge
Children 6-59 months	<ul style="list-style-type: none"> Age between 6-59 months Not currently enrolled in FBPM, TSFP, or OTP 	<ul style="list-style-type: none"> Age \geq 60 months

Annex 14: Additional Tables

Table 14.1: Nutrition Ration per Nutrition Activity- g/pers/day

Commodity	eBSFP		CNIP			
	Emergency BSF		Food-based prevention of MAM		MNP distribution	TSFP
	Month 1	Months 2-6	Darfur	Central and Eastern		
Vegetable oil	-	20	10	-	-	-
Supercereal	-	200	120	-	-	-
Supercereal Plus	-	-	-	100	-	200
RUSF	92	-	-	-	-	-
Dried skim milk	-	-	20	-	-	-
MNP	-	-	-	-	1	-
Total	92	220	150	100	1	200
Total kcal/day	500	929	609	394	0	787
<i>% kcal from protein</i>	<i>10.2</i>	<i>13.2</i>	<i>16.8</i>	<i>16.3</i>	<i>0</i>	<i>16.6</i>
<i>% kcal from fat</i>	<i>54.9</i>	<i>35</i>	<i>29.2</i>	<i>23.2</i>	<i>0</i>	<i>23.2</i>
Feeding days/ person/year	30	150	365		180	90

Source: WFP, 2015, PRRO 200808 Project Document

Table 14.2: The Five focus areas of the WFP Nutrition Policy and WFP Sudan Activities to address them

WFP Nutrition Focus Areas	WFP Sudan Activities (CNIP) ¹
Treatment of moderate acute malnutrition	Targeted Supplementary Feeding Programme
Prevention of acute malnutrition, with an emphasis on the first 1,000 days	Food Based Prevention Programme Social Behavioural Change Communication
Prevention of stunting and micronutrient deficiencies, with an emphasis on the first 1,000 days	Food Based Prevention Programme Social Behavioural Change Communication
To address micronutrient deficiencies among the most vulnerable through fortification	Micronutrient Powder for Home fortification
Strengthen the focus on nutrition in non-nutrition-specific programmes	Micronutrient Powder for fortification of School Meals FFT activities have a food processing and preparation component FFA activities-gardening

Source: WFP, 2012, Nutrition Policy, WFP, 2016, Standard Project Report

¹ Note that WFP through a trust fund is supporting Iodization of Salt in Sudan and is undertaking MNP distribution in addition to effort under the PRRO 200808.

Table 14.3: Poverty and Education Indicators by State

	Gross Intake Rate	Gross Enrollment Rate	Basic educ completion rate	% pop which is classified as rural	Student to class ratio	Teachers per class	Retention	% of total pop in Sudan	Poverty Incidence	Prob of being out of school (age 10-24)
Sudan	80.0%	72.0%	54.0%	63.0%	47.7	1.47	67.6%	100%	46.5%	
Northern	79.4%	83.8%	65.8%	82.0%	31.9	1.93	83.0%	1.8%	36.2%	32.4%
Sinnar	75.3%	73.8%	62.6%	79.0%	49.8	1.54	83.2%	4.2%	44.1%	48.6%
River Nile	92.2%	87.3%	69.9%	72.0%	36.8	1.65	75.8%	3.6%	32.2%	35.6%
White Nile	92.8%	80.7%	64.5%	66.0%	51.3	1.71	69.5%	5.6%	55.5%	39.3%
Khartoum	96.6%	93.3%	88.3%	18.0%	50.6	1.70	91.4%	17.1%	26.0%	27.8%
Gezira	94.0%	83.8%	70.1%	82.0%	46.7	1.68	74.6%	11.6%	37.8%	38.9%
South Kordofan	79.6%	79.3%	73.0%	77.0%	38.6	0.99	91.7%	4.6%	60.0%	43.2%
West Darfur	83.7%	80.5%	69.9%	79.0%	63.8	0.99	83.6%	4.2%	55.6%	41.0%
Blue Nile	80.5%	56.3%	32.0%	74.0%	48.7	2.33	39.8%	2.7%	56.5%	43.7%
Red Sea*	65.8%	47.3%	20.4%	23.0%	40.6	1.56	31.1%	4.5%	57.7%	40.0%
Kassala*	80.0%	54.3%	24.6%	71.0%	49.4	1.74	30.8%	5.8%	36.3%	59.4%
Gadarif	78.3%	68.1%	40.1%	73.0%	48.4	1.33	51.2%	4.4%	50.1%	47.0%
North Kordofan	75.8%	71.8%	54.4%	80.0%	45.7	1.11	71.8%	9.5%	57.9%	48.8%
South Darfur*	57.0%	39.9%	21.7%	65.0%	56.1	1.28	38.1%	13.3%	61.2%	35.3%
North Darfur	79.7%	65.0%	44.4%	83.0%	49.1	1.05	55.6%	6.8%	69.4%	26.0%

*Government of Sudan 2012-2014 Interim Basic Education Strategy.² Denotes indicative numbers given issues with enrolment or population data

² The evaluation team is not aware of an up to date Government of Sudan Education Strategy but is aware of efforts currently under way to develop a new one.

Table 14.4: WFP Corporate and Sudan School Meals Objectives and Activities

WFP Corporate School Meals Policy Objectives	WFP Sudan School Meals Objectives	Activities
Objective 1: To Provide a Safety Net for Food-Insecure Households through Income Transfers	Objective 1. Reaching the most food-insecure households through a safety net particularly in the case of emergencies.	Cooked School Meal Take Home Ration
Objective 2: To Support Children's Education through Enhanced Learning Ability and Access to the Education System	Objective 2. Supporting children's education by improving their learning abilities and access to education. Objective 5. Contributing to ending hunger by increasing human capital.	Cooked School Meals Take Home Ration targeting girls
Objective 3: To Enhance Children's Nutrition by Reducing Micronutrient Deficiencies	Objective 3. Contributing to enhancing children's nutrition by reducing micronutrient deficiencies.	Limited MNP Distribution during 2015 and 2016.
Objective 4: To Strengthen National Capacity for School Meals through Policy Support and Technical Assistance	Objective 4. Assisting the Government of Sudan (Government of Sudan) along the process aimed at building a national school Meals programme.	SABER Study Visits
Objective 5: To Develop Links between School Meals and Local Agricultural Production Where Possible and Feasible	No Specific Objective	Some links through the FFA component e.g. fuel efficient stoves but not specific to agriculture

Table 14.5: Comparing Government of Sudan Nutrition Strategy objectives with WFP Activities in Sudan

Objectives of Government of Sudan Nutrition Strategy	WFP Activities in Support of Government of Sudan Nutrition Strategy
Strengthen the policy, legislative and institutional frameworks for improving nutritional outcomes within the population; using advocacy for resource mobilisation and galvanising political commitment	Support to Nutrition Strategy Development 2013-2016 Support to The Case for investment in Nutrition in Sudan, 2014 ³
Improve access to and utilisation of quality services for the management of acute malnutrition; strengthen linkages to effectively coordinate, plan and implement programmes to improve nutritional outcomes	Targeted Supplementary Feeding Programme
Increase the percentage of child caregivers adopting appropriate infant and young child (IYCF) feeding practices, to prevent malnutrition	Social and Behaviour Change Communication
Enhance behaviours, customs and traditions of men, women, caregivers, family and community members and those who influence them, which impacts positively on nutrition	Social and Behaviour Change Communication
Reduce the prevalence of micronutrient deficiency disorders (in particular iron, iodine, Vitamin A and zinc) and enhance consumption of diverse nutritious and fortified food throughout the country	Micronutrient Powder for Home Fortification Support to iodisation of salt
Strengthen the delivery of clinical nutrition services through capacity building and effective linkages with health services	Many TSFP run through Centres Managed by MoH
Ensure nutritional responses to emergency or crisis situation are timely, appropriate and effectively managed	General Food Distributions Emergency Blanket Supplementary Feeding
Strengthen research, monitoring and evaluation to inform development planning and emergency response	None ⁴

Source: Government of Sudan, 2013, Nutrition Strategy 2013-2016, WFP, 2016, Standard Project Report

³ Note that these activities were undertaken outside PRRO 200808 timeframe

⁴ Note that WFP supports the government of Sudan to research and develop solutions to Micronutrient Deficiencies such as the MNP and Salt Iodization. These activities are not funded under the PRRO. WFP also supported the research in 2014 to develop “The case for Investment in Nutrition In Sudan”.

Annex 15: Additional notes on FFA/FFT appropriateness

1. The PRRO 200808 document suggested using seasonal livelihoods planning (SLP) and community based participatory planning for the selection and design of the FFA activities. The FFA guidance manual suggested the Three-Pronged approach for the selection, design and implementation of FFA interventions. Table 15.1 **Error! Reference source not found.** explains in brief these steps, and their aims, how partners select and design activities and the process FFA proposals were approved¹. As seen, national-level context integrated analysis is not conducted, and at the sub-national and community levels interventions are selected, designed and implemented by the CPs with minimal involvement of WFP and local government. Moreover, multi-year multi-sector plans at the state, locality or community levels are not produced; instead only short-term community plans are formulated. According to the CPs in Darfur and CETA, activities were selected through community needs assessment involving beneficiaries and using rapid appraisal tools. According to one CP in Kassala, the tools used are the problem tree and seasonal livelihoods planning (SLP). However, the ET was not able to assess the extent to which these tools were used to identify the activities or whether more simple ‘community consultations’ formed the basis of planning. The proposals reviewed by the ET did not include any summary of how the interventions were selected, which would indicate that the procedures and steps set out in the FFA Guidance manual were not adhered to, possibly because the document is written in English and is of huge length (over 400 pages).

Table 15.1: Steps in selecting FFA activities

Steps of the Pronged Approach and aims	Outcomes of the Step	Actual Steps followed	Evaluation Remarks
<p>Integrated context analysis at the national level: Trend analysis of food insecurity, nutrition, livelihood context and shocks, analysis of environmental risks e.g. land degradation</p> <p>Findings of the trend analysis are complemented with other information e.g. security and political context, population densities, services and infrastructure etc. to understand potential risk to vulnerable populations.</p>	<p>The step provides the first block for building resilience by achieving the following results:</p> <p>What types of intervention strategies are required and where.</p> <p>Facilitate identifying appropriate responses, partnerships.</p> <p>Help to determine what may affect the delivery of such programmes.</p>	<p>Analysis at the national level was done in some areas in 2014 (some areas were omitted due to data constraints) by WFP, Government and other UN Agencies e.g. food security and nutrition, environmental aspects, annual crops food supply assessments.</p>	<p>Integrated context trend analysis conducted to identify geographic areas of chronic foods insecurity and related factors to identify appropriate programme responses in 2014 (though limited to certain parts of the country because of data constraints).</p>
<p>Seasonal Livelihood programming (SLP) at the sub-national level (states level): The tool should be implemented at the states level lead by WFP field offices in</p>	<p>Multi-year operational plan at the state & localities levels showing which programmes will be implemented,</p>	<p>According AO and CPs the steps implemented are as follows:</p> <p>AO request CPs to prepare proposals.</p> <p>CPs conduct</p>	<p>AO and state governments are not involved in selection and design of the FFA interventions</p>

¹ Based on interviews with Kassala HoAO and CPs

<p>participation with the local governments and CPs with the following aims: provide foundations for flexible longer term resilience planning, identify context and target group specific interventions and complementarities, strengthen existing and build new partnerships, support government coordination and capacity building efforts</p>	<p>where, when, with what, and why, and by which partners.</p>	<p>community needs assessment, prepare proposals. AO submits proposals to the CO for review and approval.</p>	<p>and government is not involved in implementation. Multi-year multi-sector plans at state level are not developed. Only short term seasonal community plans were developed</p>
<p>Community Based Participatory planning (CBPP): At the community level community based participatory planning identifies, together with the community, government, and partners, the activities required to build resilience in the community.</p>	<p>Integrated multi-year, multi-sector community plans prepared and used by all CPs to implement interventions in complementary ways.</p>	<p>Each CP prepare proposals with seasonal plan for implementing multi-sector activities in several communities.</p>	<p>No multi-year multi-sector community plans were prepared</p>

Annex 16: Stories from Habila Camp

Stories From Habila Camp – West Darfur

Bread Making: In Habila camp in West Darfur a group of 11 women were trained by Almanara CBO to bake bread. During the year 2016 and from the daily sales returns, the group distributed to each member SDG 100 (\$6.6)/week and the balance of sales after paying the cost of operation was saved. The group accumulated savings during the year amounted to SDG 5000 (\$333). The group said that they are saving to buy machines that would allow them to automate production to produce more bread to increase their daily sales and they reported that they don't need more assistance, just capital investment.

Stoves & Fuel briquettes: Another group, also under Almanara make fuel briquettes out of dung, sawdust and other waste and fabricate fuel efficient stoves. They pay each member between SDG 50 and 60 per week (\$3.33 - \$4), but each group member pays between SDG 10 - 25 (\$0.6-1.6) of this back into a group-managed savings account which can be drawn on if any of the women faces a particular hardship.

Combining Life Skills and Financial Management Training: Developing groups' management capability is also very important, and has happened better in some cases than in others. A group of 130 women who started vegetables production business under the FFT made SDG 8,000 (\$533). Realising that cashing out would have given members just \$4.10 each, they decided to invest the proceeds and keep it as a social insurance fund. Part was invested in sorghum trading where they buy sorghum when it was cheap and sell when the prices rose. The other part was invested in renting an irrigated plot (approx. 1 HA) and buying seeds and started producing onion, garlic and tomatoes. The group divided itself into 13 subgroups of 10 each of which works on the plot on sequential days and seeks casual labour on the 12 of the 13 days they are not working in the garden. If they are unsuccessful in securing work they can apply to borrow money from the fund which will be paid back when they realise the profits from the vegetable and sorghum sales. All this requires a certain level of skill in book keeping, which the CP provided to one group member as part of the FFT. The plot will be used by its owner in the rainy season, so the women will look for another scheme to reinvest their capital.

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