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SPR Reading Guidance



Provision of Humanitarian Air Services in Sudan
Standard Project Report 2016

World Food Programme in Sudan, Republic of (SD)



World Food Programme

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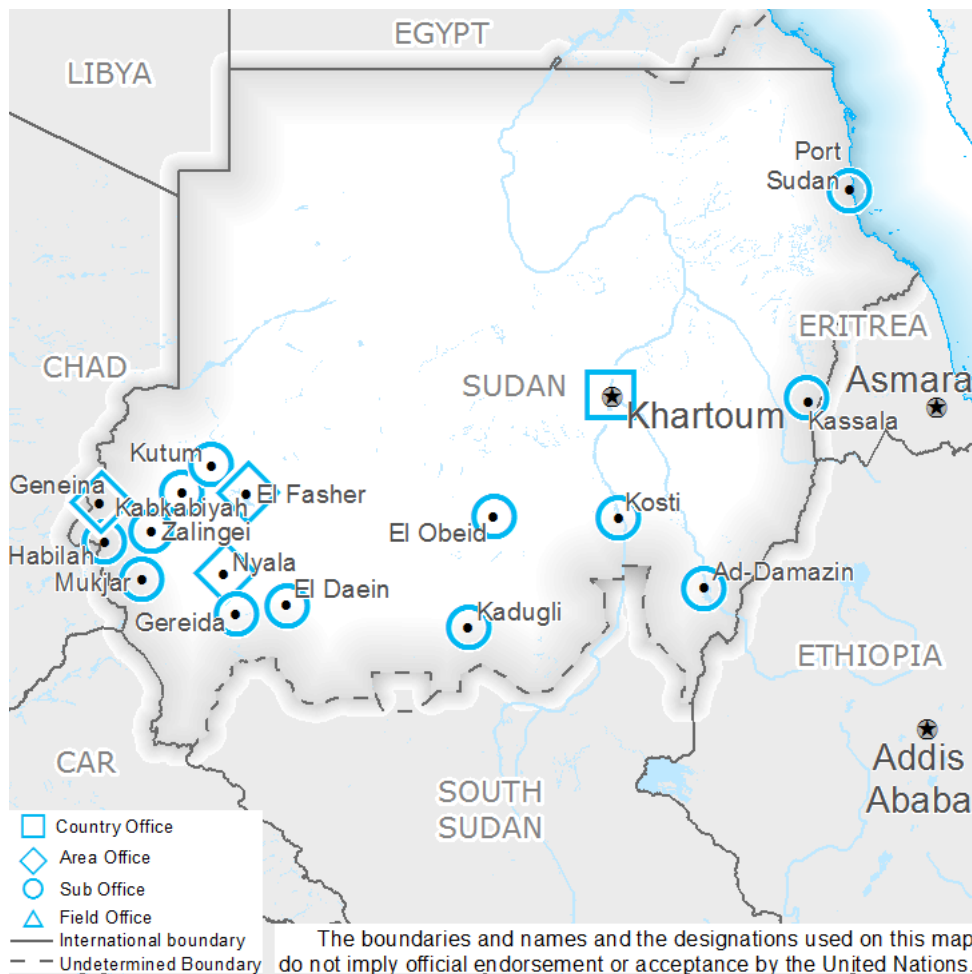
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Country Context and WFP Objectives



Country Context

Sudan is characterized by a highly complex political environment, new as well as protracted displacement, regional insecurity, crisis levels of malnutrition and high levels of food insecurity. These factors rank Sudan 167th out of 188 countries in the human development index (2015) [i].

According to the Global Hunger Index (2016), Sudan ranked 5th among the most food insecure countries in the world. Food insecurity in Sudan is exacerbated by several factors including the large scale of conflict-related internal displacements, sustained economic sanctions and macroeconomic instability, conflict in the neighboring region, compounded by the combination of marginal livelihoods and sporadic climactic shocks.

Approximately two thirds of the population live in rural areas, where the poverty rate is 58 percent compared to the national average of 47 percent [ii]. Sudan's economy depends heavily on the agricultural sector, which contributes to one third of GDP and employs 80 percent of the labour force [iii]. Agriculture in Sudan is mostly rain-fed, and the extensive application of marginal, low-productivity and climate-sensitive production [iv] makes the country's food system extremely vulnerable to climate variability [and climate change] [v]. This was demonstrated in 2015, when a major rainfall deficit, due to the El Niño weather phenomenon, resulted in a largely failed agricultural season. The rainfall shortage impacted 3.5 million people [vi] and in 2016, extreme seasonal rainfall caused major floods and food insecurity.

In 2016, increased hostilities in Jebel Marra, Central Darfur, led to mass displacements, increasing food and livelihood insecurity. Sudan was also impacted by continued regional crises specifically in South Sudan.

There are 3.8 million protracted displaced persons in Sudan, 82 percent of whom are internally displaced and 18 percent refugees [vii]. In Darfur alone, more than two million people (one-third of the entire Darfur population) are displaced, living for the past decade in camps. In addition, in Kordofan and Blue Nile states, several thousand internally displaced persons (IDPs) reside with host communities. Regular and unconditional humanitarian access to affected populations in these localities remains limited.

Sudan hosts a large number of refugees inside and outside camps. The largest group consists of refugees from South Sudan, who have settled mostly in the southern part of the country and in urban areas. In addition, eastern Sudan hosts refugees from Eritrea and Ethiopia (120,000 individuals) living mostly in camps, with limited livelihood and self-reliance opportunities.

With regard to acute malnutrition, the Sudan National S3M Survey (2013) found that 59 out of 184 localities had global acute malnutrition (GAM) prevalence above the World Health Organization's (WHO) emergency threshold of 15 percent. This is due to a combination of factors; poor quality of health services, unfavourable hygiene and sanitation conditions, poor child caring practices, and traditional dietary habits, poor access to food as well as marginal and unstable livelihoods. Recent findings also show that more than two million children aged 6-59 months experience wasting (16.3 percent) [viii]. This problem exists not only in conflict-affected areas, where it is well above emergency thresholds, but also in stable states such as Red Sea, where 20 percent of children are wasted. With regard to chronic malnutrition, the national stunting rate is 38 percent [ibid]. and areas such as Darfur, North Kordofan, Gedaref and Kassala have reached alarming levels, with more than 50 percent of all children under five suffering from stunting. Micronutrient deficiencies are also rampant, particularly for iron, vitamin A and iodine.

Unfavourable macroeconomic conditions and climate-related shocks have caused inflation and seasonal fluctuation of food prices. Food prices have reached record high levels, with sorghum prices, in 2016, 53 percent above the five-year average [ix].

Despite the crucial role that women play in the agricultural sector, and also in household food production and provisioning, significant gender inequalities exist. In the 2014 Gender Inequality Index, Sudan ranked 135 out of 155 countries.

Primary education in Sudan remains challenging with high dropout rates due to early marriage for both boys and girls, prevalence of child casual labour, long distances to schools, traditional mining activities that detracted boys from attending school, civil strife and natural disasters that have impacted access to schools. Across Sudan, 1.9 million primary school children remain out of school [xi]. In addition, gender disparities remain high in conservative areas such as Kassala and Red Sea, where the overall gender ratio in WFP assisted schools in Kassala state was 0.29 and in Red Sea state 0.71 in 2014 on average as per latest Ministry of Education figures [xii].

Footnotes:

[i] *Human Development Report 2015: Work for Human Development (2015)*. http://hdr.undp.org/sites/default/files/2015_human_development_report.pdf. Accessed at 9 February 2017.

[ii] *FAO, Representation in Sudan. Sudan Country Programme Framework Plan of Action (2015-2019): Resilient Livelihoods for Sustainable Agriculture, Food Security and Nutrition*. Khartoum, January 2015; page v.

[iii] *IMF. World Economic Outlook Database (April 2015)*. Accessed 08 January 2017.

[iv] *Broader climate trends show a constant increase in drought incident and rainfall variability, thereby exacerbating the impacts of seasonal variability. Climate observations show that rains have declined since the 1970s between 10 and 20 percent and that there has been a warming of 1.3 degrees Celsius between 1975 and 2009. In the future, projections show that rainfall patterns will be irregular and warming a constant trend, unless serious measures are taken to reverse these trends. In this context, the Government of Sudan is looking to address climate change and provide assistance to smoothen the shocks on production, with a focus on smallholders, through social protection tools.*

[v] *Met Office. Food security and climate change assessment: Sudan (2016)*. http://www.metoffice.gov.uk/binaries/content/assets/mohippo/pdf/international/food_security_climate_change_assessment_sudan.pdf. Accessed at 1 February 2017.

[vi] *OCHA. El Nino in East Africa (2016)*. <http://www.unocha.org/el-nino-east-africa>. Accessed at 08 January 2017.

[vii] *Crawford N., Cosgrave J., Haysom S., and Walicki N. Protracted Displacement: uncertain paths to self-reliance in exile*. Overseas Development Institute (ODI), September 2015; page 8.

[viii] *Central Bureau of Statistics (CBS) Sudan, and UNICEF. Multiple Indicator Cluster Survey (MICS) Sudan, Key Findings*. Khartoum, 2014; page 4

[ix] *WFP Sudan. Monthly Market Bulletin Sudan. December 2016; page 1.*

[x] *Human Development Reports. Gender Inequality Index (2014).* <http://hdr.undp.org/en/composite/GII>. Accessed 24 February 2017.

[xi] *Sudan Country Report on Out-of-School Children (2014).* http://www.oosci-mena.org/uploads/1/wysiwyg/reports/150311_MENARO_Sudan_Report_English_Preview.pdf. Accessed 26 February 2017.

[xii] *Gender Parity Index, Ministry of Education (2014).*

Response of the Government and Strategic Coordination

Through the quarter century National Strategy (2007-2031) by the National Council for Strategic Planning [i], and other supporting policies, the Government of Sudan has recognized important challenges and priorities relevant for Sustainable Development Goal (SDG) 2 and SDG 17, including: 1) Food Security, through the Higher Council for Food Security and the Agriculture, Irrigation and Livestock Strategy, aimed at rural food security, job opportunities and forestalling the impact of drought; 2) Food Systems, through the National Agriculture Investment Plan for Sudan, aimed towards developing the agricultural sector by improving the productivity and resilience of food systems, including smallholder agriculture; 3) Nutrition and Health, particularly through the National Nutrition Strategy Plan and membership to the Scaling Up Nutrition (SUN) movement, aimed at addressing malnutrition with a multi-sectoral approach; 4) Natural Resources, through strategies for population and the economy, aimed to achieve sustainable growth, while the Environment and Physical Development Strategy and the National Adaptation Plan aim at adjustments to climate change; and 5) Social Services, through a strategy aspiring to ensure access quality basic services for all.

Preparatory work was initiated for a new Multi-Year Humanitarian Response Plan (MY-HRP), that builds on the United Nations Darfur Protracted Displacement Strategy for 2016–2019 [ii], gives space for longer-term programming that integrates response, recovery and self-reliance, aiming to improve life-saving interventions in conjunction to providing development pathways in protracted crises. Finally, the new 2018-22 United Nations Development Action Framework (UNDAF), closely linked to the MY-HRP, has identified five focus areas for the United Nations to support the Government to reach the SDGs. The eight outcomes provide a common framework for work under the SDGs.

The Farmers to Market (F2M) project – a government-led initiative, where WFP plays a role in both implementation of food-assistance-for-training activities and coordination – has been a successful initiative in improving farmers access to markets through unique partnerships linking government with the private sector and with United Nations agencies. One of the lessons learned is to work more closely with the International Fund for Agricultural Development (IFAD) and the Food and Agriculture Organization of the United Nations (FAO) which has already been initiated. Areas of collaboration with FAO and IFAD to improve agricultural production of smallholder farmers in Sudan will focus on medium and long term food security resilience building programmatic interventions, enhancing access to quality declared agricultural inputs and extension services, and strengthening cooperation for risk analysis.

The Government of Sudan launched an Investment Case of Nutrition project in partnership with the United Nations Children's Fund (UNICEF) and WFP. Under this project, UNICEF and WFP will carry out direct nutrition actions and nutrition sensitive interventions through integrated multi-sectoral packages that facilitate the prevention of both acute and chronic malnutrition, the reduction of child mortality, and the improvement of maternal nutrition.

Based on the PRRO strategy and Zero Hunger Initiative, government capacity development (both programmatic and institutional) has been an increasing area of focus for WFP. WFP's capacity development strategy in 2016 identified the five areas included under the umbrella of, and support for, gender-responsive social protection policies and targeting, which encompass nutrition governance, information system for the agricultural sector, the development of school meals policy and programme, food safety regulation and quality assurance, and early warning - where the expertise and capacities of WFP to respond to emergencies while building community self-reliance could maximize government efforts to enhance governance for hunger reduction among the most vulnerable. This has been reflected in Budget Revision 2.

National actors, including NGOs, community-based organisations (CBOs) and governmental organisations are currently the cooperating partners for most WFP activities. Strengthening the capacity of national actors at field level has promoted national ownership while enhancing WFP's efficiency and effectiveness. WFP is collaborating with different line ministries and other United Nations agencies on capacity development of ministerial staff in the areas of data collection, report drafting, information management systems, geographical information systems (GIS) and Integrated Food Security Phase Classification (IPC) analysis.

Alongside UNICEF and FAO, WFP has continued its efforts to strengthen resilience in communities regularly impacted by shocks that result in food and nutrition insecurity in Eastern Sudan through a package of nutrition, health and livelihood interventions implemented jointly in a life-cycle approach where safety net support and livelihood strengthening assistance is complemented by a focus on nutrition promotion under the Joint Resilience Project (JRP).

WFP contributes to the coordination of humanitarian action as an active partner in the United Nations Country Team (UNCT), the Humanitarian Country Team, Area Humanitarian Country Team, Security Management Team, Area Security Management Teams and Security Cells. WFP is also the lead agency for Logistics and Emergency Telecommunications and co-lead with FAO on the Food Security and Livelihoods sector. WFP is also a member in the nutrition, education, protection and refugee and returnees sectors.

Footnotes:

[i] *The General Secretariat of the Sudan National Council for Strategic Planning. The Twenty-Five-Year National Strategy 2007-2031. Khartoum, 2007.*

[ii] *Humanitarian Country Team United Nations in Sudan. Darfur Protracted Displacement Strategy: a new programmatic approach to serve IDPs and hosting communities 2016 – 2019. Khartoum, 2016.*

Summary of WFP Operational Objectives

WFP launched its PRRO 200808 (2015-2017) with an approved budget of USD 727,029,649. The PRRO 200808 objectives are to save the lives of highly vulnerable individuals affected by food insecurity and malnutrition, as well as restore household food security and livelihoods, and treat and prevent acute malnutrition following shocks and protracted displacement. The PRRO initiates WFP's long-term vision in Sudan to progressively move away from emergency assistance and expand recovery and resilience activities to support lasting solutions for food and nutrition security in the country.

The PRRO targets 6.1 million conflict-affected and food insecure people. In 2016, the PRRO underwent two budget revisions: 1) to address increased humanitarian needs as a result of the additional arrival of South Sudanese refugees, the El Niño climatic event, and Jebel Marra conflict-related displacements; and 2) to reflect 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.

WFP provides internally displaced persons (IDPs) with relief and recovery assistance, through general food distribution (GD), including cash based transfers (CBT), the treatment and prevention interventions for moderate acute malnutrition (MAM), school meals and food assistance for assets (FFA) or food assistance for training (FFT) activities. WFP responds to refugees from South Sudan, Chad, Eritrea, Ethiopia and Somalia who lack access to alternative food sources through the provision of life-saving food and nutrition assistance. Through participation in FFA and FFT activities, targeted residents receive GD in the form of seasonal support, nutrition assistance, as well as in-kind food assistance and CBTs. Food insecure primary and secondary children in rural and conflict-affected areas, where access to food is limited, receive school meals including take-home entitlements to enhance enrollment and attendance rates and improve the gender ratio.

WFP also implemented its Safe Access to Fuel and Energy (SAFE) Initiative in Darfur, the Joint Resilience Project (JRP) with the Food and Agriculture Organization (FAO) and the United Nations Children's Fund (UNICEF) and the micro nutrient powder home fortification and stunting reduction pilot in Red Sea and North Darfur states through trust funds.

The PRRO is complemented by the United Nations Humanitarian Air Service (UNHAS) Special Operation 200774 (2015-2016), with an approved budget of USD 52,962,439. The Special Operation provides air transport to 76 humanitarian organizations flying to 41 destinations across Sudan.

Country Resources and Results

Resources for Results

The Protracted Relief and Recovery Operation (PRRO) overall received 66% of its 2016 requirements, through directed multilateral contributions, and enjoyed a relatively healthy pipeline for cereals, pulses, vegetable oil and cash-based transfers (CBT) throughout the year – enabling WFP to ensure adequate household food consumption during emergencies and periods of sustained hardship, provide short/medium term food assistance and self-reliance opportunities for protracted displaced people, and combat malnutrition through integrated nutrition services. Two large in-kind contributions from the United States ensured adequate supply of cereals, pulses and fortified vegetable oil and a stable pipeline for these commodities. The CBT pipeline was constrained at times, but through additional contributions from donors, WFP was able to continue activities for those most in need. Despite the relatively healthy food and CBT pipeline, WFP prioritized general distributions to those newly affected by emergencies, including 267,473 newly displaced in Darfur and Blue Nile, 452,341 affected by El Niño and 83,935 more South Sudanese refugees than planned for. This compromised some of the planned activities, such as food-assistance-for-assets and other activities related to resilience building.

The funding for specialised nutritional foods including Ready to Use Supplementary Foods (RUSF) was not adequate in meeting the needs. As a result many of the malnutrition prevention activities were suspended and WFP needed to prioritize emergency situations including newly arrived internally displaced persons (IDPs) and refugee populations. WFP procured more RUSF locally than in previous years and should more funding become available, WFP will work with local suppliers to increase the production capacity of RUSF. In seeking additional funding, WFP has been and will continue to provide regular updates to donors on the PRRO food and nutrition pipeline situation and on needs relating to development activities and dissemination of appeal letters and will continue to work to identify non-traditional sources of funding.

WFP received two multi-year contributions including one from UKAID to support general distribution activities through CBT and another from the European Commission DEVCO to support food fortification efforts.

WFP continues to seek additional funding for development activities including the newly included capacity development and augmentation component, and for activities that support sustainable livelihoods and asset creation, particularly in Eastern Sudan.

The United Nations Humanitarian Air Service (UNHAS) Sudan was fully funded with overall funding levels similar to previous years. In large part to consistent yearly contributions from traditional donors, funding for UNHAS was sufficient in continuing operations throughout the year without any interruptions. Donors actively participated in quarterly steering committee meetings and were generally satisfied with the operations and transparency of financial reports.

Achievements at Country Level

WFP's portfolio in Sudan has evolved to cater for three main beneficiary groups – internally displaced persons (IDPs), refugees and residents, including the inflow of South Sudanese refugees, El Niño climatic event, and Jebel Marra conflict-related displacements, and in need of food assistance. Between 60-70 percent of all food insecure people in Sudan live in conflict-affected areas, the majority are internally displaced. WFP has been supporting the IDP population for many years with general distribution (GD), and is committed to continue to support the most vulnerable people. WFP has taken the complex and ever-changing context into account, acknowledging that, over time, these displaced people can become self-reliant economic actors. As such, WFP has started a re-targeting exercise, to ensure that assistance is provided on the basis of vulnerability. The profiling of IDPs was by the end of 2016 completed for 48 camps across all five Darfur states. In the course of the IDP profiling, 241,000 IDPs were transitioned to livelihood activities (or seasonal unconditional support), while 400,000 IDPs were identified as not requiring further assistance from the part of WFP. The targeting project aims to cover 1.5 million IDPs across 53 camps for displaced people in Sudan.

Sudan continues to host refugees particularly in the South and East, for which similar assistance as in Darfur ranging from GD to food-assistance-for-assets (FFA), school meals and a range of nutrition activities were needed to guarantee critical access to food and to stabilize their general food security situation.

Sudan remained susceptible to natural disasters against a backdrop of chronic poverty. WFP was well positioned to strengthen effective and efficient responses to address emergencies and short-term hunger and boost resilience, in

particular for residents and IDPs.

WFP tapped into its unique advantage through its existing outreach and mandate to support beneficiary access to food, while transitioning towards recovery. WFP activities ranged from nutritional interventions incorporating both preventative and curative elements, to school meals for children, to FFA and other forms of livelihood support.

WFP successfully completed its IDP Profiling exercise in 89 percent of the planned camps across Darfur at the end of 2016. The exercise identified that close to half of the profiled people, approximately 647,000 people, were highly vulnerable to food insecurity. These people will continue to be supported by year-round food distributions; meanwhile, 241,000 IDPs were transitioned from general food distribution to livelihood activities (or a combination of livelihood activities and seasonal unconditional support) and 334,000 IDPs were identified as relatively better-off households and thus no longer in need of year-round general food distributions. While IDP Profiling allows WFP to focus its limited resources on the most vulnerable segments of the protracted IDP population, it is important to note that households who are classified as relatively better-off still remain vulnerable, and continued investments in sustainable development for all IDPs by the humanitarian and development community is imperative. Importantly, all verified IDPs in camps, including relatively better-off IDP households (those with low or minimal vulnerability to food insecurity), will remain eligible for WFP's safety net programmes, including school feeding, nutrition supplementary feeding programmes, and farmers to market programmes. Once completed, the targeting project will have covered a population of more than 1.55 million persons across 54 camps.

With conflict-fueled and chronic issues that continue to present for protection and gender, as evidenced by annual internal programme reviews, monitoring on gender, protection and accountability to beneficiaries continued to be essential to ensure a response that is sensitive to gender and protection specific needs.

Remaining at the forefront of innovation, in October, WFP initiated unconditional cash-based transfers (CBT) and a related cash impact study in one camp in South Darfur with the aim to replicate and expand the scheme in the future. Simultaneously the corporate on-line beneficiary management solution, SCOPE, was rolled out in five camps across the region, recording over 1 million beneficiaries in the system, documenting biometric data for all those receiving in-kind, voucher and cash assistance.

WFP's voucher transfer assistance continues to provide targeted individuals or households in West Darfur through commodity vouchers which are redeemed for fixed quantities of specified foods and whose value is expressed in quantities of food – and through value vouchers in North Darfur and Kassala state which are redeemed for a choice of specified food items with the equivalent cash value of the voucher and whose value is expressed in monetary terms.

In addition to other future activities within WFP's capacity development strategy of 2016, WFP's technical support has already contributed to overall changes in the national capacity, especially in the areas of nutrition and school feeding. WFP has supported the development of key national nutrition documents (such as national strategy for prevention of micronutrient deficiencies, national guidelines for home fortification, and quality assurance for universal salt iodization) and has significantly facilitated Sudan's joining to the Scaling Up Nutrition movement. For national school feeding, WFP together with government actors and relevant education stakeholders, including the private sector, have nearly finalized the System Approach for Better Education Results (SABER) action plan to develop a Sustainable School Feeding Programme in Sudan.

WFP partnered with the Met Office Hadley Centre to develop innovative climate-induced food insecurity analyses to inform programming and decision-making at the national and sub-national levels. WFP and the Met Office worked together to explore this relationship between climate and food security under three different and plausible scenarios of climate change across livelihood zones that span the range of model projections for Sudan. The results of the assessment are very telling: The climate change projections considered indicate a substantial increase in warming, resulting in increased heat stress, reductions in water availability, and continued rainfall variability, making food production more challenging.

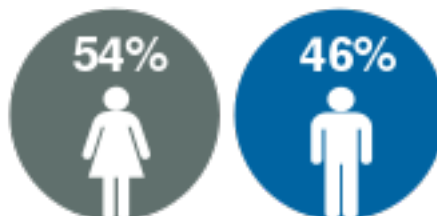
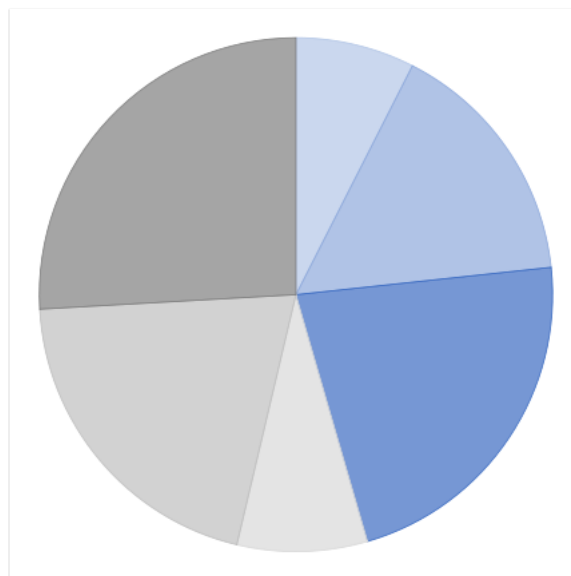
In a context where there are no reliable domestic air carriers in hard-to-reach locations in Sudan that are up to international standards, WFP manages the United Nations Humanitarian Air Service (UNHAS), providing air transport to approximately 76 humanitarian organisations flying to 41 destinations across Sudan.

Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	292,662	319,977	612,639
Children (5-18 years)	616,541	796,040	1,412,581
Adults (18 years plus)	866,279	1,010,658	1,876,937
Total number of beneficiaries in 2016	1,775,482	2,126,675	3,902,157

Country Beneficiaries by Gender and Age

-  Children (under 5 years)
-  Children (5-18 years)
-  Adults (18 years plus)
-  Children (under 5 years)
-  Children (5-18 years)
-  Adults (18 years plus)





Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country PRRO	152,281	3,378	16,944	3,790	1,089	177,482
Total Food Distributed in 2016	152,281	3,378	16,944	3,790	1,089	177,482



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country PRRO	1,615,207	28,490,120	3,688,659
Total Distributed in 2016	1,615,207	28,490,120	3,688,659

Supply Chain

Most commodities in Sudan arrived as in-kind or international purchases into Port Sudan. Local food procurement was primarily of sorghum, corn soya blend (CSB), ready to use supplementary food (RUSF) and iodized salt. Overall, local purchases fulfilled WFP needs.

The local purchase of sorghum remains at competitive prices. Through Global Commodity Management Facility (GCMF), WFP was able to purchase sorghum with a cost saving of 1.5 million USD. The procurement lead time was reduced by 50 percent. Sorghum was purchased under this mechanism for final delivery to Sudan, South Sudan and Chad. The main challenge for WFP was to obtain purchase and export permits from local authorities to respond to humanitarian needs for Sudan and neighbouring countries. WFP obtained the export permit for 40,000 mt per annum. The export customs clearance still remain an issue for Chad, for which a three-party MOU is being sought. WFP is working on a food supply agreement with the national Strategic Grain Reserve, to be finalized in 2017.

On RUSF, WFP is in the process of establishing a food supply agreement with a local supplier. The price was negotiated and reduced to 30 percent. Overall, there were no quality or specification issues. The supplier is working to extend the production capacity from 200 to 700 mt per month, and as such WFP expects to place orders after April 2017, after an HQ-supported quality mission is conducted to ensure the new production line meets the WFP specifications and requirements.

The primary route of transport originated in Port Sudan and involved movement to the main hubs of Kosti, Khartoum, or El Obeid. The secondary leg serves the extended delivery points of Darfur and Central, East, and Three Areas (CETA) regions before the food was delivered to the final destination. In-country transport is largely by road using commercial transportation and WFP's fleet for the last miles.

In order to minimize transport costs, WFP continued to implement the changes in transport contracting modalities initiated in 2015, employing competitive contracts instead of tariff system agreements. This led to a significant decrease in both transport and handling costs.

WFP fleet trucks were an essential part of the supply chain system that complements commercial transportation. WFP has 109 trucks with over 10 million ton kilometer operating mainly in the Darfur and the Kordofan states. By December, over 500 convoys delivered 51,000 mt to beneficiaries located in remote areas where commercial transporters were unable to gain access due to seasonal constraints, difficult terrain or security concerns. WFP held five workshops that completed about 4,200 maintenance and repair work orders (i.e. light vehicles, generators, trucks etc.) for both WFP and 12 other humanitarian actors (United Nations and non-governmental organisations). Rigorous systems have been put in place to monitor and ensure that the services remain efficient and cost effective.

Minimal losses occurred during the reporting period. The majority of the losses occurred during transportation. These losses were deducted from transporter's invoice and the values were recovered. WFP continues to enhance internal control mechanisms to minimize losses through real time management of stocks.

Activities related to the supply chain for cash-based transfers (CBT) activities included an evaluation for all functioning CBT retailers at locations using CBT modalities, retailers payment process and reconciliation and multi-sectorial capacity assessments for CBT implementation in West Darfur, Red sea state and for the ongoing cash programme in South Darfur.

WFP continues to support humanitarian efforts through the provision of Logistics Services on a cost recovery basis. Nine Service Level Agreements (SLA) have been signed with other United Nations Agencies and NGOs for services related mainly to transport and storage. Furthermore, WFP is the Logistics Emergency Telecom (LET) sector lead. WFP organised and delivered logistics specific training to cooperating partners and government partners to enhance partnerships and strengthen capacity on sudden emergency response. Some of the modules covered included warehouse management, port operations, contracting, transport and Fleet Truck management.

WFP Sudan provided logistical support to the neighbouring countries: Ethiopia, Chad and South Sudan. Over 20 road convoys delivering 28,600 mt of assorted food commodities to support the South Sudan emergency operation.

The Sudanese standards of food quality and safety differ from the international standards, and as the result the clearance of food and non-food items (NFIs) at the port remains a challenge. The lengthy process of inspection, tests and verification often resulted in delays in delivering food to the final destinations, negatively impacting the pipeline. The recently issued government regulation on foreign exchange and the Ministry of Transport mandated changes on axle load limitation is expected to trigger an increase in the cost of food transportation.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Corn Soya Blend	1,287	4,139	5,426
Iodised Salt	789	-	789
Micronutrition Powder	-	10	10
Plain Dried Skimmed Milk	-	212	212
Ready To Use Supplementary Food	582	1,320	1,902
Sorghum/Millet	14,554	-	14,554
Split Peas	-	2,832	2,832
Vegetable Oil	-	277	277
Total	17,212	8,790	26,002
Percentage	66.2%	33.8%	

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Sorghum/Millet	8,999
Total	8,999

Implementation of Evaluation Recommendations and Lessons Learned

Given the continued displacements, macroeconomic instability, marginal livelihoods and climatic shocks, WFP will need to continue to bridge the emergency-development divide over the next five years. Emphasis should be placed on improving selected parts of the current programme portfolio through process innovations, while re-shaping other programmes into new areas through product innovations which allow WFP delivers food assistance to beneficiaries in a more cost-effective and sustainable way. This would need to culminate in an integrated life-cycle approach that starts from nutritional interventions targeting the first 1000 days of life, to school meals for children, up to food-assistance-for-assets (FFA), and connecting farmers to market post-harvest loss reduction.

The focus on four main beneficiary groups – internally displaced persons (IDPs), refugees, residents and a combination of emergency beneficiaries - followed findings through the 2010-12 Country Portfolio Evaluation (CPE) commissioned in 2013, which gave suggestions to improve interventions for resident populations through social safety net programmes and nutrition sensitive programming. The 2015 Institute of Development Studies report, *Social Protection and Safety Nets in Sudan*, recommended WFP move more towards a productive safety net through asset creation activities through cash transfer modality in future programmes which is reflected in the PRRO as WFP expanded its use of cash-based assistance where markets could absorb the additional demand. The study concluded that WFP schools meals, a safety net that contributes to countries' social protection and development goals, have proven to be very effective in reducing dropouts and increasing enrolment rates, in addition to its effects on the nutritional status of students.

Further internal programmatic reviews noted that WFP's operation was found to be supported by efficient and effective use of technologies, in particular for beneficiary registration for food and cash-based transfers (CBT), monitoring, cooperating partner and distributions management, and commodity tracking. WFP has expanded the use of SCOPE following the pilot phase and lessons learned in 2015. SCOPE has enabled WFP to store beneficiary information and track distributions under one system, leading to faster distribution times, more cost-effective processes and a significant reduction in administrative work. SCOPE has also allowed WFP to extract reports on purchased commodities immediately, speed up the process of retailer payments, and collect information on the communities served in order to improve distributions and reduce inclusion errors. WFP has reiterated the need to focus on nutrition sensitive programming, and increasing self-reliance, while remaining flexible to respond to emergencies, through a prioritization in the annual operational plan that was reviewed on a periodic basis.

Strategic partnerships were highlighted particularly in the CPE and reviews, where more strategic partnerships need to be forged, effectively managed and coordinated. As WFP shifts to include more recovery-based activities, cooperating partners will be required to take on more livelihood recovery responses. WFP has moved towards partnering more with government partners and less with INGOs. However, developing partners' capacity and creating the momentum for increased cooperation in livelihoods support projects remains a work in progress.

WFP identified the need to better refine its targeting based on the vulnerability levels of the population. Initial community reluctance to accept the exercise and results and the difficulty of transitioning away from unconditional, status-based assistance was a challenge. This was overcome by engaging in extensive sensitization of the vulnerability analysis exercise at all levels, and continuing dialogue with community representatives and government counterparts to address concerns and ensure that WFP continues to support the most vulnerable.

In preparation for the strategic shift both in-country and corporately, WFP conducted an internal analysis in 2015 to seek ways to improve the use of monitoring and evaluation in programming. The main issues identified were on process monitoring carried out at the expense of a review of outcomes and results, an emphasis on reporting that required improvement in timeliness and utility, extensive data collection of limited use and the need to support staff capacity. A gradual shift has been underway to ensure that WFP uses outcome monitoring findings to systematically improve activities, take gender, protection and accountability to affected populations (AAP) considerations into account, contribute to the design of future activities and essentially close the learning loop.

Several risks were identified, of which the key risks included 1) difficulty in procuring food and non-food items due to a restrictive national regulatory environment; 2) insecurity threatening staff safety; and 3) high cost of local purchases, such as services and non-food items, due to inflation. Mitigation actions included continuous dialogue with relevant government authorities to ease customs and regulatory restrictions, continued security monitoring and risk assessments, and payments in dollars instead of in Sudanese pounds to the extent possible to mitigate the effects of the rapid escalation of inflation.

WFP expects to continue its role in enhancing and leveraging partnerships for other humanitarian and development actors, in particular for air services, logistics and emergency telecommunications. Given the continuous need and demand for humanitarian assistance, the humanitarian actors re-affirmed the need to maintain the common service to ensure continuity of interventions in September. Needs assessments conducted by United Nations Humanitarian

Air Services (UNHAS) further confirmed the requirement to continue air services, and as such a new Special Operation was prepared for launch in 2017. WFP is furthermore expected by the humanitarian community to tap into its unique logistics and emergency telecommunications expertise to serve both the humanitarian community in Sudan and logistical corridors to the neighbouring countries.

Two evaluations, MAM impact evaluation and Cash pilot impact study, will continue in 2017 when also the recommendations from the evaluations will be presented. The recommendations from the SAFE trust fund project have been considered in future activity planning, including strengthening the capacity of partners and reinforcing monitoring tools.

Trust fund projects

1- Safe Access to Fuel and Energy Programme (SAFE)

In 2014, the Dutch National Postcode Lottery donated a grant of over USD 3,400,000 for the Safe Access to Fuel and Energy Programme (SAFE) in Sudan. This contribution was used to roll out SAFE across all regions of Darfur, investing in sustainable solutions to the challenges linked with cooking and access to cooking fuel, reaching over 480,000 conflict-affected households between April 2014 and March 2016, totalling 2.5 million beneficiaries.

With the conclusion of the project, an evaluation was conducted, which determined that SAFE was successful in meeting its objectives, namely: improving access to energy saving methods for cooking; mitigating protection risks associated with firewood collection; improving environmental conditions; and strengthening livelihood opportunities.

Under SAFE, 270,000 households benefited from the use of Fuel Efficient Stoves (FES) technologies, which resulted in a 40 percent reduction in per person, per day use of firewood. In conjunction, 716,000 households benefited from Fire Fuel Briquette-making (FFB) activities, which helped consolidate the reductions achieved in firewood use. Total firewood consumption savings under SAFE were approximately 180,000 tons, which corresponds to a reduction in deforestation of approximately 15,000 hectares of forest land per annum.

In this regard, SAFE has also been effective in mitigating protection risks. Household surveys and focus group discussions confirmed that the reductions in firewood consumption contributed to a reduction in the frequency of firewood collection trips which has in extension reduced the associated Gender Based Violence (GBV) risks. GBV has been tackled through gender empowerment and broad sensitization strategies. The multi-pronged approach helps change behaviours that are harmful and often lead to violence against women.

FES and FFB activities in conjunction with afforestation and other sustainable livelihood alternatives promoted through SAFE have supported environmental improvements and greater incomes for participants, especially women. The SAFE project included a number of components aimed at promoting livelihoods and restoring and developing natural assets. These were forest-based income-generating activities (IGA); construction of seed and tool banks; training on good agricultural practices; training on non-farm income generating activities, including handicrafts and food processing; and the production of FES and FFB. Respondents to surveys noted a higher uptake of FES and FFB activities compared to others, which beyond producing an extra income, produced considerable savings in fuel that supported greater household expenditure on food, education, and household durables.

SAFE aimed to guarantee that WFP beneficiaries benefit from the assistance provided without facing risks to their well-being. SAFE minimized the need for women to travel long distances to collect cooking fuel. By promoting fuel alternatives and fuel-efficient cooking technologies, SAFE in Darfur was able to mitigate GBV risks by 40 percent, equal to the decrease in per person daily firewood consumption. Recognizing that it isn't enough to mitigate GBV risks, SAFE promoted gender empowerment, through the promotion of income generating activities for women and GBV sensitization training, to reverse negative stereotypes against women that make them susceptible to GBV. Greater incomes among women reduced their reliance on negative coping strategies that can expose them to GBV. Further, it can contribute to a change in the perception of their status, which accompanied with GBV training, support positive behavioral change. By working side by side in SAFE activities related to afforestation and agricultural production, women and men also became accustomed to working together as equals. While at the same time, there were 50 centers across Darfur that support women and provide them a gathering space for productive group activities.

WFP achieved its goal of reaching over six million beneficiaries with SAFE, a worldwide commitment that was made by WFP's then Executive Director in 2009. This grant, building on prior SAFE activities in North Darfur, accounted for close to 45 percent of the target met by a collective 18 countries. In a local perspective, with a population of six million people in Darfur, SAFE reached 45 percent of the total population. This achievement made SAFE in Sudan a significant component of WFP humanitarian assistance.

2- Joint Resilience Project

The objective of the Joint Resilience Project (JRP) is to increase resilience to droughts and floods in the targeted communities in four selected localities (Aroma, Hamashkoreeb, North Delta and Telkuk) in Kassala state. The partnership between the Food and Agriculture Organization (FAO), the United Nations Children's Fund (UNICEF) and WFP presents a coordinated, holistic approach to increase resilience of the targeted villages through 1) villages' own priority actions to address the effects of floods and drought, ii) improved nutrition status of women and children, iii) improved sanitation and hygiene practices, and iv) improved food availability, diet diversity and expanded opportunities for income and asset generation. The agencies have their own roles and expertise in these activities while working closely together to achieve the planned outcomes.

The targeted population is 193,000 people across the 4 localities over 3 years. WFP's budget is GBP 5,806,067 out of total JRP budget GBP 15,942,000, and WFP spending rates as of November 2016 were at 89 percent.

In the targeted localities, stunting in children 6-23 months decreased significantly by 9 percentage points, from 66.9 percent to 57.5 percent with 95 percent confidence intervals of 66 - 67.7 percent and 56.5 – 58.5 percent, respectively. The highest reduction was observed among girls with 12.6 percentage point reduction, from 65.8 percent to 53.2 percent. All targeted communities reported improved capacity to manage climatic shocks and risks such as droughts and floods, measured through focus group discussions in 34 of the villages. These have been achieved in part through building community ownership of the project, with resilience plans developed in participation of both women and men in all 75 villages. Both women and men have been active in the village development committees and community based organisations (CBOs) in implementing the project, and both women and men have participated in the training for livelihoods skills and nutrition activities. As women's mobility and participation is often restricted in the conservative communities, which sets women in a particularly vulnerable position during drought or floods, the project has made significant progress in that the community leaders have accepted women's movement and their participation. Women centers have become entry points where women gather for various activities outside the JRP. Nutrition package activities have been conducted in 57 villages (the other villages of the project being already a part of PRRO nutrition activities). Protection measures established by WFP such as gabion walls and check dams in Telkok and Hamashkoreeb locality decreased the effect of floods in 2016. Gabion walls constructed in Hamashkoreeb caught the attention of the private sector and were replicated in gash flood irrigated area in Tawalet village.

The main challenges were that the target area with 75 villages is broad and the villages difficult to reach. In addition, the coordination between the three agencies and partners was a new way of implementation, for which the agencies continue to improve. There has been a lack of water in the area, which has affected some of the outcomes of the project.

3- Home Fortification Project

The objective of the Home Fortification trust fund project was to prevent micronutrient deficiencies amongst specific vulnerable groups through point-of-use fortification of staple food with micronutrient supplementation and improve feeding practices through Social and Behaviour Change Communication (SBCC). The duration of the project was from 2013 to 2016 with the budget of USD 2,000,000, and implemented in six states: North Darfur, West Darfur, Central Darfur, South Darfur, Red Sea State and Kassala.

Micronutrient powders were distributed across all six states in 2016 and a scale-up plan intends to cover an additional 5 states. The national strategy of micronutrient deficiency was developed and is waiting for the endorsement by Federal Ministry of Health.

WFP and a partner company delivered the final brand strategy and guidelines introducing VITAMINO as the first micronutrient supplement in Sudan, and a home fortification database was included in the national nutrition information system. WFP's SBCC strategy and toolkit was developed and training were conducted for over 6,869 front line SBCC facilitators (community health workers).

The initial arrival of micronutrient powders in Sudan was delayed due to quality assurance issues with the packaging (color), which was a challenge for the project. The scaling up of the project was delayed because of the additional procedures by authorities.

Project Objectives and Results

Project Objectives

In line with WFP's Strategic Results Framework, the objectives of the Special Operation 200774 were: 1) to provide non-governmental organisations, United Nations agencies, donor organizations and diplomatic missions in Sudan with safe, effective and efficient access to beneficiaries and project implementation sites; 2) to transport light cargo such as medical supplies, high energy foods and information and communications technology equipment; and 3) to provide adequate capacity for evacuations of humanitarian staff.



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	44,574,695
Direct Support Costs	4,922,912
Indirect Support Costs	3,464,832
Total	52,962,439

Project Activities

The United Nations Humanitarian Air Service (UNHAS) operations were established in Sudan in 2004, providing humanitarians with access to difficult-to-reach locations across the country. The service operated two fixed-wing aircraft and three helicopters, strategically based in Khartoum, El Fasher, El Geneina and Nyala. UNHAS has played a critical role in the transportation of humanitarian staff and relief items to the country's millions of displaced people. Despite challenges, such as insecurity and frequent disruption of the aviation fuel supply chain, UNHAS has maintained uninterrupted air access to affected populations on behalf of 78 humanitarian organizations. The service transported 22,158 passengers from origin to destination and 37,433 passengers inclusive of transits to a total of 43 destinations (3 new locations were opened) during the year. Four inter-agency assessments were done during the year mainly to Jebel Mara for the newly internally displaced persons (IDPs).

The fixed-wing aircraft initially budgeted for was replaced with a more cost-efficient asset in order to increase savings, without impacting the effectiveness of the services rendered to the humanitarian community. With the aim of reducing the overall costs, the 50 seat airplane was replaced with a smaller, 19 seat capacity airplane which would serve low demand areas at reduced costs, while the remaining fixed wing Jet is allocated to routes requiring more capacity. The cost of fuel has decreased for the two fixed-wing aircraft in the fleet. Against this backdrop, a budget revision was issued to cover 1st July to 31st December.

The project implemented standard WFP management structures and support systems: Passenger and cargo bookings were made through appropriate management structures to ensure the dissemination of flight schedules and manifests to all locations; A dedicated communication system enabled monitoring the progress of all flights through very high frequency and high frequency (VHF/HF) radios and satellite tracking systems; The web-based electronic system enabled on-line booking requests and service to various agencies and monitoring of load factors, operational trends and costs; structured flight schedules (weekly and monthly) ensured flexibility and accommodated special flights.

Operational Partnerships

United Nations Humanitarian Air Service (UNHAS) continued to maintain strong links with Civil Aviation Authorities, the Humanitarian Aid Commission (HAC) and other relevant local authorities (Military Intelligence, National Police)

at both Khartoum and state levels.

Complementing the assistance provided by the humanitarian community, UNHAS continued to align its services to the needs of user organizations through constant engagement with the User Group Committee (UGC), the Steering Committee (SC) and bilateral engagement with key users and the Humanitarian Country Team. The UGC provides a platform for all users to influence the operations and to ensure their operational travel needs are met. Its role is limited to administrative matters and includes making decisions on the destinations to be served, weekly flight schedules and/or to the quality of service. In addition to the UGC, the Steering Committee (SC) provides strategic guidance to UNHAS. The SC is responsible for establishing administrative policies that specify the eligibility of organizations, the priority of passengers and cargo and cost recovery procedures, and determine the service management based on upcoming needs. UNHAS collaborates with the United Nations Department of Safety and Security (UNDSS) to obtain timely information on security in the areas of operation. UNDSS cleared two local airlines for use, at the discretion of each organization.

UNHAS works closely with United Nations African Union Mission in Darfur (UNAMID) in Darfur to provide security for landing zones and improve overall safety of ground operations in these areas. UNHAS partnered with 17 National non-governmental organisations (NGOs), 43 International NGOs, 17 United Nations Agencies, Funds and Programmes and the International Committee of the Red Cross (ICRC).

Performance Monitoring

In order to determine the air transport needs of the humanitarian community, a combination of qualitative and quantitative analyses were conducted on a regular basis. The quantitative was performed on continuous basis and annual basis for qualitative. The planning of United Nations Humanitarian Air Service (UNHAS) activities was guided by user demands and expressed needs.

Quantitative flight statistics (the number of user entities and destinations served; passengers and cargo transported; hours flown; etc.) were analyzed regularly. Two types of surveys were carried out: the Passenger Satisfaction Survey directed to UNHAS passengers, which sought to determine users' satisfaction of UNHAS service and the Provision of Access Survey, directed to the heads of organizations who identified reliability, safety and responsiveness as the three main attributes for which they use UNHAS service. These survey outcomes were shared with the Steering Committee, User groups and with users. An email address was maintained for discrete feedback from customers.

WFP Aviation developed a Performance Management Tool (PMT). With the PMT, trends can be automatically visualized and the level of performance (measured in terms of effectiveness and efficiency) established in order to identify strategic and operational areas for improvement. This allows the Chief Air Transport Officer (CATO) make informed decision and take appropriate action to ensure that the common service continues to improve both in efficiency and effectiveness. Decisions made using PMT was one to change fleet composition due to excess seat capacity on one air-frame and replace it with a smaller air-frame, two was to revise the schedule due to traffic numbers, three was to generate cost per available seat per kilometer which is useful in evaluating route effectiveness and lastly to generate data used to prepare analysis of operation for meetings with donors.

UNHAS Steering Committee, composed of the Chair Person to the non government organisations (NGOs) Forum, United Nations agencies and donor representatives and co-chaired by the Humanitarian Coordinator and the WFP Country Director, provided feedback to the CATO to help ensure high quality of service. In addition, UNHAS continuously pursues consultations with users (NGOs, United Nations, donors, etc.) by organizing bilateral meetings and attending humanitarian forums when applicable.

Assessments flights were conducted in collaboration with the Humanitarian Aid Commission (HAC) and Office for the Coordination of Humanitarian Affairs (OCHA). These flights were done to take inter-agency assessment missions to areas with newly arrived internally displaced people in Darfur.

The need for UNHAS to provide air transport for the humanitarian community in Sudan is expected to continue for the foreseeable future to complement the work of humanitarian and donor organizations. Additionally, in view of the current complex political and security situation the probability for satisfactory commercial alternatives to develop in the near future is low.

Results/Outcomes

Between January and December, 78 organisations used United Nations Humanitarian Air Service (UNHAS) which transported 22,158 passengers and 120.30 mt of cargo and carried out 13 medical evacuations. Planning and

provision was made for 180 mt of cargo but only 120 mt was presented by user agencies. Opening of two additional access locations in Jebel Marre, namely Sortony and Golo enabled greater access for humanitarian response to affected communities.

Four inter-agency assessment flights were conducted during the year, including an assessment led by the Humanitarian Coordinator to Golo in Jebel Mara, as the first UNHAS or civilian flight to land in Golo in the last five years.

Progress Towards Gender Equality

United Nations Humanitarian Air Service (UNHAS) provides its services to the humanitarian community, regardless of their age or gender. Further to this, UNHAS promotes the adoption of staff codes of conduct for prevention of Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA).

Figures and Indicators

Data Notes

Cover page photograph:

Beechcraft 1900 leased from ALS, picture taken to illustrate United Nations Humanitarian Air Services "Staff in action" at Khartoum International Airport, alongside female Captain flying in Sudan and photo credit: Gabriela VIVACQUA

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Air Ops)				
Average no. of passengers transported monthly by air	individual	1,800	1,847	102.6%
Average tonnage of food or non-food items transported	Mt	15	10	66.7%
Number of agencies and organizations using humanitarian air services	agency/organization	75	78	104.0%
Number of locations served	site	40	43	107.5%
Number of needs assessments carried out	assessment	4	4	100.0%
Number of passengers transported monthly against planned (passenger segments)	individual	3,500	3,119	89.1%
Percentage of passenger bookings served	%	95	100	105.3%
Percentage response to medical and security evacuation	%	100	100	100.0%