



World Food Programme

A Report from the Office of Evaluation

*Thematic Evaluation of WFP's Commitments
to Women 1996 – 2001*

(3 – 22 March 2002)

CASE STUDY - SUDAN

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As an independent Evaluation Mission, the Team takes full responsibility for the analysis and conclusions of the country case study report.

Acronyms

| | |
|-------|---|
| CARE | Cooperative for Assistance and Relief Everywhere |
| CEDAW | Convention on the Elimination of Discrimination Against Women |
| CNS | Comprehensive National Strategy |
| CO | Country Office |
| COR | Commissioner of Refugees |
| CNS | Comprehensive National Strategy |
| CP | Country Programme |
| CSN | Country Strategy Note |
| CSO | Country Strategy Outline |
| CW | Commitments to Women |
| DOC | Direct Operational Costs |
| DRFSP | Drought Recovery & Food Security Project |
| DSC | Direct Support Costs |
| EMOP | Emergency Operation |
| ESF | Emergency School Feeding |
| EWS | Early Warning System |
| FAM | Food Assessment Mission |
| FAO | Food and Agriculture Organization |
| FDC | Food Distribution Committee |
| FFT | Food-for-Training |
| FFW | Food-for-Work |
| GAP | Gender Action Plan |
| GLRA | German Leprosy Relief Association |
| GTF | Gender Task Force |
| GTZ | German Technical Cooperation |
| GOS | Government of Sudan |
| GNP | Gross National Product |
| HAC | Humanitarian Aid Commission |
| HAI | Human Appeal International |
| HH | Household |
| HQ | Headquarters |
| IARA | Islamic African Relief Agency |
| IDP | Internally Displaced Persons |
| ILO | International Labour Organization |
| ITDG | Intermediate Technologies Development Group |
| IWD | International Women's Day |
| LOA | Letter of Agreement |
| LOU | Letter of Understanding |
| M&E | Monitoring & Evaluation |
| MOIC | Ministry of International Cooperation |
| MOA | Ministry of Agriculture |
| MOE | Ministry of Education |
| MDSW | Ministry of Development and Social Welfare |
| MOU | Memorandum of Understanding |
| NGO | Non-Governmental Organization |
| OCHA | Office for the Coordination of Humanitarian Affairs |
| ODOC | Other Direct Operational Costs |
| OLS | Operation Lifeline Sudan |

| | |
|-----------|--|
| PA | Parents Association |
| PAR | Performance Appraisal Review |
| PDM | Post-Distribution Monitoring |
| PRA | Participatory Rapid Appraisal |
| PRRO | Protracted Relief and Recovery Operation |
| ROS | Republic of Sudan |
| SAT | Security Awareness Training |
| SCC | Sudanese Council of Churches |
| SFC | School Feeding Committee |
| SFP | School Feeding Project |
| SPCR | Sudanese Popular Committee for Relief |
| SPWP | Special Public Works Programme |
| SRCS | Sudanese Red Crescent Society |
| SWC | State Water Corporation |
| TFP | Therapeutic Feeding Programme |
| TOT | Training of Trainers |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Education, Scientific and Cultural Organization |
| UNFPA | United Nations Fund for Population Activities |
| UNHCR | United Nations High Commissioner for Refugees |
| UNICEF | United Nations Children's Fund |
| USTRATUNA | OVCII La Nostra Famiglia |
| VAM | Vulnerability Analysis and Mapping |
| VTC | St. Joseph Vocational Training |
| WES | Water, Environment and Sanitation |
| WFP | World Food Programme |
| WHO | World Health Organization |
| WKWD | Women Knocking on Women Doors |

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Executive Summary

1. The objective of the overall evaluation of WFP's Commitments to Women 1996-2001 is to assess their relevance, the extent to which they have been achieved, and their impact insofar as this is feasible. The scope of the evaluation includes all corporate policies, activities, mechanisms and programme/project implementation undertaken by WFP during the period under review. This includes taking a closer look at how the implementation of the Commitments has affected operations, staff and beneficiaries in five selected countries, and derive recommendations for the corporate policy level. Sudan was selected as one of the five country case studies, the other four being Colombia, Mali, Pakistan and Sri Lanka.¹
2. In general, the Commitments to Women are *relevant* and compatible with the Government of Sudan's Comprehensive National Strategy (1992-2002), as well as the National Plan of Action for the Advancement of Women (1998-2002). However, WFP Headquarters (HQ) has overlooked the crucial reality that individual Commitments require different approaches and strategies, longer time spans for implementation, as well as flexibility to take account of diverse economic and socio-cultural country and local community and ethnic contexts. Furthermore, some Commitments have unclear objectives and are couched in ambiguous language.
3. Positive *achievements* can be attributed to WFP Sudan, largely discernible in shifts in programme documents and project implementation. This includes commendable progress in institutionalizing the process of gender mainstreaming through various mechanisms, such as the appointment of Gender Focal Points (GFPs) in the Country Office (CO) and Sub-Offices (SOs), the formulation of Gender Action Plans (GAPs), and the establishment of the in-house Gender Task Force (GTF). To some extent this has been facilitated by the critical mass of human resources in WFP Sudan.
4. However, the position of Gender Focal Point (GFP) largely continues to be identified with female WFP staff. Where a male GFP has been appointed in the SO, this appears to be by default, i.e. due to the absence of female staff to assume this responsibility. Moreover, the responsibilities of GFP are *added on* to that individual's existing job responsibilities.
5. There does not appear to be any consistency in respect of reference to gender in the sample of Management and Appraisal of Performance (MAP) and Performance Appraisal Review (PAR) reviewed by the Mission. Those of senior management do not make any explicit reference to gender in general, or to the Commitments in particular.
6. While recruitment of qualified female national and international staff has increased, male staff continue largely to predominate in management and decision-making positions both in the CO and the SOs. Moreover, the centralization of the recruitment process in the

¹ Pakistan was selected as the first country case study to test the relevance of the key evaluation issues and to refine the evaluation methodology.

Khartoum WFP CO inadvertently impedes identifying qualified female staff in the local areas where the SOs are located.

7. There has been a discernible investment in gender training of WFP staff in the Sudan CO and SOs over the past few years. In general, gender training is conducted in English though account is taken of those who may not be proficient in this language. However, there does not appear to be a systematic training strategy included in the CO annual work plan.
8. There has also been investment in gender sensitizing counterparts and implementing partners, though there does not appear to be a systematic gender training strategy that explicitly targets those with limited experience of gender analysis in order to ensure sustainability of WFP food aid assisted interventions.
9. There is no systematic or explicit reference to gender objectives in the selected Memoranda of Understanding (MOU) or Letters of Understanding (LOUs) reviewed by the Team. In respect of Letters of Agreements (LOAs) with various IPs, where gender is explicitly mentioned this tends to be in general terms.
10. In Emergency Operations (EMOPs) the majority of beneficiaries active in food aid committees are women, who are also the ones mainly involved in food scooping. In around half or more of the camps, women are members of the Committee of Elders, though not in decision-making positions.
11. In the camps targeted by the Protracted Relief and Recovery Operation (PRRO), women are presented in all Elders Committees, and are active in food scooping and organizing queues on distribution days. In supporting voluntary repatriation of refugees, there does not appear to be a strategy that takes explicit account of the gender specific constraints faced in particular by FHHs. Moreover, while FFT and FFW interventions appear to have been conducive to contributing to raising female refugees' self-awareness and imparting various skills, there does not appear to be an explicit link with or knowledge of economic and labour market opportunities in the country/ area of origin to which they are to be repatriated.
12. In respect of development interventions, while women have benefited from the creation of community assets through FFW for construction of the hafir (water reservoirs), their control over assets as required in the Commitments is hardly feasible. With regard to school-feeding interventions, the percentage target (50% of education resources) has generally been achieved. It is commendable that all basic school age boys are also targeted, since gaps not withstanding, poverty may also adversely affect boy's enrolment and retention in schools.
13. There has been an increasing focus on collecting baseline information though this appears to vary from one area of operations to another, as well as by type of intervention/project. In general, monitoring indicators reflect a gender sensitive approach to implementation of interventions and projects, though qualitative indicators are not standardized or systematically included. Pertinent documentation (for example annual work plans) generally reflects the use of available monitoring data for planning purposes.
14. Self-assessments by the WFP Sudan CO however also indicate various constraints impeding the effectiveness of monitoring. Apart from security related and human resources constraints impeding regular monitoring by WFP staff, the process may also be affected by unsystematic monitoring by IPs with implications for regular reporting. Moreover, post distribution monitoring (PDM) crucial to identifying the outcome, and

possibly assessing the impact, of WFP food aid assisted interventions tends to be also affected by the constraints mentioned above.

15. Though advocacy is not an explicit objective of the Commitments, WFP Sudan has invested a discernible effort in advocating for the improvement of women's socio-economic status. However, there does not appear to be any systematic advocacy strategy linked to using food aid as an effective leverage for mobilizing non-food resources; or to effectively address gender concerns of direct relevance to food aid and food security but which may be deemed culturally sensitive.²
16. The fact that collection of baseline data is relatively recent and does not yet systematically cover all WFP food aid assisted interventions does not facilitate a comprehensive *assessment of impact* of these interventions. Moreover, in the absence of relevant indicators, it remains difficult to pinpoint the impact of food aid and its direct/indirect links with the Commitments. There is a complexity of variables that may be equally or in some cases more influential (e.g., on-going government reforms; development interventions supported by other donors/agencies; general social and economic trends etc.).
17. WFP staff are generally aware of gender issues in general, and of the Commitments in particular (even though they may not necessarily know details of the latter), and programme staff are generally aware that they are to some extent held accountable for gender mainstreaming. However, the continuing link of the post of GFP with female staff is inadvertently undermining the impact of gender training, and encouraging the association of gender issues with 'women's concerns'. In turn this appears to be further reinforced by the unsystematic reference to gender in pertinent MAPs and PARs.
18. Due to WFP's persistence, government counterparts and implementing partners are generally more aware of the need to include gender concerns in project implementation and data collection. However, translating such awareness into an effective implementation and monitoring process is inadvertently impeded by the general neglect on the part of WFP to spell this out clearly and in detail in pertinent Plan of Operations, MOUs, LOUs and LOAs
19. WFP's use of food aid as leverage to attract the involvement of potential IPs is also functioning as a catalyst encouraging cooperation between IPs. The regular meetings involving WFP SO staff and pertinent IPs as well as government counterparts to discuss WFP food aid assisted interventions serve to reinforce such cooperation and are particularly conducive to avoiding duplication of interventions, as well as to disseminating information on gender, though the latter does not necessarily happen in all SOs.
20. A positive outcome of the critical mass of human resources in WFP Sudan is the creation of the in-house Gender Task Force (GTF) that involves representatives of all units. However, it appears that the regular meetings of this GTF have not been able to effectively assuage some of the subjective perceptions of the Commitment calling for gender balance in recruitment, or subjective attitudes towards promotion of female staff.
21. FFT interventions targeting women with the primary objective of supporting household food security through income saving (for example, food processing using inputs available in larger and therefore cheaper quantities during the harvesting season, and which by implication contribute to improving the household's nutrition level) appear to

² For example, women's legal rights to land ownership; or women's gender specific physical vulnerability in war affected zones.

have a more optimal impact compared with FFT which aims to encourage production of goods for the market but which are not linked to market feasibility surveys and do not address the crucial issue of economy of scale..

22. Women's access to FFW opportunities may ensure access to a larger quantity of food aid (for example, hafir/water reservoir construction can last for some months depending on the labour input of participating households). However, this is at the cost of additional physical energy since women are not relieved from their social reproduction responsibilities.
23. Wet feeding in targeted schools has not been a sufficient incentive for effectively retaining girls, particularly the older age group who may leave after receiving the mid-morning breakfast meal. Dropout rates may also be affected by poverty, or when FHH temporarily move to FFW sites far from their homes and take their school age children with them. Dropout rates may also be affected by the fact that there is no consistency in respect of adjusting the academic year in rural schools to the increased labour demand during peak harvesting seasons.
24. The following recommendations are perceived by the Team to be crucial to translating the lessons learnt during the period of implementing the Commitments into strategies conducive to the effective implementation of WFP's Enhanced Commitments to Women 2003-2007:
 - a) The function of the Gender Focal Point should be regularly rotated among WFP staff, alternating between men and women. This will not only serve to counter the association of the GFP's responsibilities with female staff, but is also conducive to contributing to the institutional memory of the WFP CO and SOs.
 - b) To avoid perceiving the function of the GFP as an additional burden, the pertinent staff should be enabled to renegotiate his/her job related responsibilities, and this must be explicitly reflected in the pertinent MAP. Moreover, all pertinent MAPs must include reference to gender mainstreaming not only as a means of institutionalizing accountability to the Commitments, but also as a way of ensuring that gender is not associated with the jobs of female staff.
 - c) The process of phasing out Gender Action Plans (GAPs) and their effective incorporation in annual work plans should remain an explicit objective. However, WFP HQ also needs to recognize that until the process of gender mainstreaming has been effectively and sustainably achieved, GAPs can function as a management tool and checklists for ensuring that the Commitments are systematically addressed.
 - d) The recruitment process for national staff in SOs should give priority to advertising in the pertinent locality. This should increase the employment opportunity for qualified local women. Moreover, in the context of ethnic and tribal diversities in a country like Sudan, it would contribute to dismantling barriers preventing women from minority groups from participating in the development process.
 - e) The content of the Commitments should be more effectively disseminated among donors, and systematically as well as explicitly included in all MOUs, LOUs, LOAs and Plan of Operations; even with those with whom WFP may share the same vision in respect of gender equality.
 - f) Food aid should be explicitly used as a catalyst for encouraging IPs to coordinate their activities, thereby contributing to the value added of interventions and avoiding duplication.
 - g) A systematic annual gender sensitization and gender integration training strategy for WFP and IP staff needs to be developed and effectively implemented as part of the CO annual work plan. Where there are budget constraints, WFP needs to develop an

effective and timely fundraising strategy that explicitly links gender training with sustainability of food aid assisted interventions.

- h) Food aid assisted skill training of female beneficiaries that aims to be conducive to production of goods as a means of income generation must be relevant to local market demands. WFP should explicitly include the carrying out of a market feasibility survey as a conditionality in pertinent LOAs with IPs.
- i) WFP needs to accord serious attention to the question of the benefit to women from FFW versus FFT, and their appropriateness to women's situation and the local socio-economic context in which they live.
- j) WFP needs to effectively use food aid as a leverage to enhance the impact of school feeding as an incentive; specifically through mobilizing additional non-food interventions that tackle poverty related factors affecting dropout rates.
- k) WFP should invest efforts in supporting the formulation of a strategy conducive to encouraging women currently involved in food aid distribution and similar committees to develop into effective women's support groups after the phasing out of food aid. This strategy should include ways and means of soliciting male support of these groups to avoid their marginalization, and to effectively address the physical vulnerability of women in conflict-related insecure areas.
- l) Post-distribution monitoring (PDM) needs to be further developed to ensure that it:
 - is effectively gender sensitized;
 - includes relevant qualitative indicators;
 - applies to all WFP assisted food aid interventions;
 - is systematically and regularly implemented by IPs and explicitly mentioned in pertinent LOAs;
 - and is supported by adequate funding and qualified human resources.

25. WFP's Enhanced Commitments to Women 2003-2007 require:

- a) Formulation of unambiguous and realistic objectives which facilitate a better understanding of their meaning and purpose.
- b) An effective and flexible implementation strategy that takes account of country specificities.
- c) A participatory and transparent approach to ensure that misconceptions are avoided.
- d) An effective advocacy strategy conducive to strengthening the impact of food aid and the value added through effective linking with non-food interventions by other agencies and partners.
- e) An effective and appropriately funded gender training strategy for WFP and IP staff.
- f) Their systematic dissemination in English as well as in the local language to counterparts, implementing partners and donors.

1. INTRODUCTION

1.1 Background to the Evaluation of WFP Commitments to Women 1996-2001³

WFP has an institutional obligation to evaluate the outcome of the Commitments to Women and provide an element of accountability to the Executive Board, WFP staff and other stakeholders. This also provides the opportunity to identify lessons learnt, and improve on future policy formulation and programming.

The objectives of the overall evaluation of the Commitments to Women therefore include:

1. Assess the extent to which the Commitments have been achieved.
2. Assess the effectiveness, impact and sustainability of the Commitments.
3. Formulate recommendations to help to shape WFP's Enhanced Commitments to Women 2003-2007.
4. Provide accountability to the Executive Board.

The overall scope of the evaluation includes all policies, activities, mechanisms and programme/ project implementation undertaken by WFP during the period 1996-2001. More specifically, the evaluation takes a closer look at how the implementation of the Commitments has affected WFP's operations, staff and beneficiaries in five countries. The country case studies in Colombia, Mali, Pakistan, Sri Lanka and Sudan were proposed during the WFP Consultation Workshop on the Enhanced Commitments to Women 2003-2007 held in Rome in December 2001.⁴ Annex 2 presents the evaluation key issues addressed by the country case studies

The present Report covers the Sudan case study, following the structure and methodology developed and refined by the Evaluation Team during its Mission in Pakistan in February 2002.⁵

1.2 Country Case Study Methodology

The Evaluation Team prepared a Note sent to the WFP Sudan Country Office (CO) in advance of the Mission, with the request to ensure that preparations would be conducive to effectively managing the time available for the evaluation (see Annex 3).

Apart from reviewing pertinent documentation, the Team had meetings with WFP programme and support staff in the WFP Khartoum CO, both individually and during group discussions.⁶ This was particularly important in view of the particular nature of the evaluation; i.e. the fact that while the Team was not evaluating the programme and its activities or the emergency operations per se, addressing the key questions through the entry point of the Commitments implied looking at the process and institutional mechanisms pertinent to programme and project implementation.

Meetings were also held with counterparts, implementing partners, selected donors and multi-lateral as well as bilateral agencies to discuss with key staff their perceptions of the relevance and implications of

³ See Annex 1.

⁴ The pertinent WFP Country Offices agreed to the request to be among the five case country studies.

⁵ Pakistan was selected as the first country case study. The aim was to test the relevance of the key issues to be covered by the evaluation, the methodology developed, as well as to finalize the outline and structure of the case study reports for the following missions. To this end, all team leaders of the country case studies in Columbia, Mali, Sri Lanka and Sudan undertook the joint evaluation in Pakistan, in which the OEDE Evaluation Officer and the Pakistan National Consultant participated

⁶ See Annex 12 for a summary of the points raised during these discussions. Separate meetings were held with support staff, as well as with staff involved in emergency operations and development activities respectively. Due to the relatively large number of WFP staff in the Khartoum CO and time constraint, as well as the fact that the Sudan Mission was composed of two team members, different meetings focused on discussing pertinent Commitments in depth, rather than attempting to discuss all the CW during one session.

implementing the Commitments. Field visits were undertaken to selected project sites, namely Showak/Gedaref State; El-Fasher/North Darfur State; Juba/Bahr El-Jabal State; and Kosti/White Nile State (see Annex 4).⁷ Group discussions on the Commitments were held with staff in the pertinent WFP Sub-Offices, as well as with selected female and male beneficiaries and stakeholders.

2. COUNTRY CONTEXT

2.1 Food Aid Context

Sudan is counted among the least developed countries (LDCs), in 1999 ranking 138th on the Human Development Index (HDI) relative to a total of 162 countries (latest available data).⁸ There are no accurate poverty-related data, but estimates for the late 1990s indicate that over 80% of the urban and 90% of the rural population lived in poverty. Moreover, available income distribution data reveal growing disparities.⁹ Poverty has been exacerbated by the ongoing conflict between the North and South since the mid-1950s, and its resurgence in 1983, adding to the challenge of promoting sustainable development interventions in a multi-ethnic, multi-lingual and multi-religion society such as Sudan.¹⁰

The country is host to a relatively large refugee population (mainly from neighbouring Eritrea and Ethiopia), many of them in Sudan for over three decades.¹¹ The number of internally displaced persons (IDPs) as a result of the ongoing conflict between North and South (one of the highest worldwide, estimated to be 4 million, of whom half receive humanitarian assistance) has further exacerbated poverty trends.¹²

There are some positive - though fluctuating - signs of economic growth in the past few years, further encouraged by recent oil exports. However, Sudan's development continues to be hampered by serious constraints in respect of physical infrastructure, human capacity and recurrent droughts. The latter has been having particularly devastating effects on the agricultural sector that during the 1990s had begun to exhibit some improvement, though regional imbalances in food production and local market shortages continue to have an impact.¹³

Sudan's Comprehensive National Strategy (CNS) 1992-2002 focuses on four inter-related goals pertaining to economic growth, combating poverty, improving basic social services and quality of life within the framework of sustainable human development and the Government's pursuit of peace.¹⁴ The recommended areas focused on in the United Nations Country Strategy Note (CSN) 1997-2001 includes food security, combating poverty and empowerment, with the latter making specific reference to women.¹⁵ These objectives continue to be among the strategic considerations presented in the 1999 Common Country Assessment (CCA), which also provides explicit indicators to measure gender equality in education and employment.¹⁶ They are also inherent in the 2002 Sudan United Nations Development Assistance Framework (UNDAF).¹⁷ The Government of Sudan (GOS) is focusing on food security by supporting the capacity building of monitoring mechanisms, for example the Humanitarian Aid

⁷ See Map 1. The evaluation focused on Northern Sudan areas under the direct control of the Federal Government in Khartoum, which includes Juba in the South. WFP-assisted operations in Southern Sudan areas controlled by the Sudan People's Liberation Army/Movement (SPLA/M) are administered by WFP Kenya. Sudan is administratively divided into 26 States.

⁸ UNDP, 2001: 145.

⁹ UN, 1999: 11.

¹⁰ The Sudanese population of over 29million is composed of around 570 different tribes and ethnic groups, with over 100 different languages or dialects (World Guide: 253).

¹¹ Sudan is a signatory of the 1951 Convention on refugees; the GOS issued the Regulation of Asylum Act in 1974.

¹² WFP, 2000j.

¹³ Op. cit.: 3.

¹⁴ ROS, 1992.

¹⁵ UN/GROS, 1996.

¹⁶ UN, 1999.

¹⁷ As indicated to the Team during the meeting with UNDP in Khartoum (see Annex 4). At the time of the Mission in March 2002, the UNDAF document had not yet been finalized, and was not available for review by the Team.

Commission (HAC), with further support from WFP's Vulnerability Analysis and Mapping (VAM) Unit.¹⁸

Operation Lifeline Sudan (OLS), established in 1989, is the mechanism through which United Nations and other agencies are providing humanitarian assistance to Sudan. It is within this context that WFP is the main agency providing food aid to refugees and IDPs, and supporting development interventions,¹⁹ as well as being the main agency providing logistics.²⁰ This is also in line with WFP's policy on Enabling Development.²¹

2.2 Relevance of WFP's Commitments to Women to the Country Context

The Sudan Comprehensive National Strategy (CNS) 1992-2002 emphasizes the importance of enhancing women's social and economic status, specified in a separate section entitled 'Strategy for Women'.²² In 1993, the General Directorate of Women and the Family was established in the Federal Ministry of Social Planning (later renamed Ministry of Development and Social Welfare/MDSW), upgrading the Women's Unit established in 1975. Departments of Women's Affairs have been established in all MDSW at State level.

The National Action Plan for the Advancement of Women 1998-2002 was launched following the 1995 Fourth World Conference on Women (FWCW).²³ It specifies areas of concern to women's development, which includes poverty alleviation, girls' education, supporting women's economic role and empowering them to participate in decision-making, as well as empowering women to actively participate in the peace process. Sudan's National Progress Report on the implementation of the Beijing Platform for Action (BPA), which was submitted to the Beijing Plus Five Conference in 2000 in New York, provides an overview of past achievements and future challenges, specifically those facing women affected by war and conflict.²⁴ Special emphasis is laid on poverty eradication and educating the girl child, as well as women's role in conflict resolution. Emphasis is also laid on support to poor female-headed households (FHHs),²⁵ who generally have lower incomes and are more affected by household food insecurity compared with poor households headed by men.²⁶

In this respect, the objectives and content of WFP's Commitments to Women (1996-2001), which derive from the 1995 BPA, are compatible with, and directly relevant to, the context of women's development in Sudan. As indicated earlier, WFP has been part of the process of developing the United Nations Development Assistance Framework (UNDAF) for Sudan, which further underlines the complex links between poverty, food insecurity and gender gaps.

2.3 Gender-Related Inter-Agency Activities

WFP Sudan is directly involved in various mechanisms that support coordination between the United Nations agencies. Pertinent examples include the 1997-2001 Sudan Country Strategy Note,²⁷ the 1999 Common Country Assessment (CCA),²⁸ the OLS Annual Needs Assessment, as well as the UNDAF. All of these joint UN endeavours include reference to poverty, food security and gender, i.e. reflect WFP's mandate in general, and the objectives of the Commitments to Women in particular.

¹⁸ WFP, 2000j: 9.

¹⁹ Other humanitarian agencies involved in OLS are the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the United Nations High Commissioner for Refugees (UNHCR).

²⁰ WFP, 2000j.

²¹ WFP, 2000q.

²² ROS, 1992.

²³ ROS/MSP, 1998.

²⁴ ROS/MSP, 1999. However, Sudan is one of the countries that so far has not ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). See WFP, 2000j: 8.

²⁵ It has been estimated that one in four households in North Sudan, and one in three households in the South, are headed by women (1993 Census; quoted in WFP, 2001ff). These figures are expected to have since risen further.

²⁶ UNDP/ILO, 1998; see section on 'Gender Dimensions of Poverty' p. 49.

²⁷ UN/GROS, 1996.

²⁸ UN, 1999.

WFP Sudan coordinates with the United Nations Commissioner for Refugees (UNHCR) in all food aid assisted refugee operations. Joint food assessment missions have been carried out with UNHCR and the GOS Commissioner of Refugees (COR) in 1999 and 2001, which included a focus on gender concerns.²⁹ Joint crop assessments are carried out with the Food and Agriculture Organization (FAO) as part of the GOS focus on food security and poverty alleviation.

WFP collaborates with the United Nations Children's Fund (UNICEF) in the food aid assisted Food-for-Work (FFW) projects, specifically in the implementation of the Water, Environment and Sanitation (WES) related component. WFP also collaborates with UNICEF in assessing nutrition needs of populations affected by emergency, as well as in the food aid assisted school feeding programme. In respect of the latter, WFP also collaborates with the World Health Organization (WHO) on health education, and with the FAO on school gardening.

Together with UNICEF, UNHCR, UNFPA and UNDP, WFP is one of the lead members in the United Nations Gender Task Force (UNGTF), which was established in 1996, and reactivated in 1999. The UNGTF, chaired by member agencies in rotation, formulates and implements its own workplan supported by the agencies' programme resources. Activities include promoting the socio-economic status of women in Sudan, planning gender training workshops, supporting inter-agency cooperation on gender issues, promoting gender awareness among senior UN staff; supporting the efforts of the GOS to abolish female genital mutilation (FGM), as well as the recent effort to integrate HIV/AIDS awareness in all UN supported activities.³⁰

WFP food aid assisted operations in the Sudan have been supported by various donors, including China, Finland, France, Germany, Italy, Japan, the Netherlands, Norway, Spain, Sweden and the United States Agency for International Development (USAID), as well as through the European Union (EU) mechanism.³¹ Discussions held by the Team with selected donors in Khartoum revealed that not all donors are necessarily aware of the link between food aid and gender (indicating an information dissemination gap to be addressed by WFP), though some bilateral donors stress that gender must be an explicit and integral part of projects submitted for funding.³²

3. OPERATIONALIZATION OF THE COMMITMENTS TO WOMEN IN SUDAN, 1996-2001

3.1 Brief Overview of WFP Assisted Operations³³

WFP is the principal agency providing food aid and related logistics in Sudan. In fact, Sudan was among the first WFP food aid recipients (resettlement of the displaced Wadi Halfa population/ North Sudan in 1996). Since 1983, WFP food aid assisted interventions cover emergency operations (EMOPs) (to which some 85% of resources are allocated),³⁴ Protracted Relief and Recovery Operations (PRROs) and development projects. Until the summer of 2001, Sudan was a 'stand alone country', though in respect of scope and coverage, it is among the largest WFP operations worldwide.

WFP support to the EMOP in Sudan aims to save lives through improving the nutrition status and coping mechanisms of the affected population. The prolonged emergency situation appears to have led to some blurring between EMOPs and PRROs; i.e. the former currently also includes Food-for-Work (FFW) (rehabilitation/construction of basic services) and Food-for-Training (FFT) (skills training for women),

²⁹ WFP, 2001h.

³⁰ See UNGTF, 1999; 2001oo; see also UNDP, 2002.

³¹ More or less confirming that it appears to be easier for WFP to mobilize funding for emergency compared with development operations.

³² Keeping in mind that funding requests are negotiated between WFP Headquarters/Rome and the respective donor's ministry or other pertinent organization.

³³ The focus is on WFP assisted operations in areas under the control of the GOS.

³⁴ WFP, 2001w: 6.

apart from emergency school and therapeutic feeding. EMOPs target internally displaced persons (IDPs) who have fled conflict areas in the South,³⁵ the drought-affected population in Kordofan and Darfur States, as well as recent Eritrean refugees. Currently, 2.97 million drought and war affect beneficiaries are targeted through EMOP 10048.00, and 80,000 Eritrean refugees are targeted through EMOP 6250.00 (see Annex 5).³⁶

WFP's principal government counterpart in respect of EMOPs is the Humanitarian Aid Commission (HAC), which falls under the Ministry of Development and Social Welfare (MDSW).³⁷ Implementing partners (IPs) include Action Contre la Faim (ACF); Adventist Development Relief Association (ADRA); DAWA (Islamic relief NGO); German Leprosy Relief Association (GLRA); Islamic African Relief Agency (IARA); Sudanese Council of Churches (SCC); Sudanese Red Crescent (SRC); and USRATUNA (Italian NGO).

In respect of WFP food aid assisted PRROs targeting Eritrean and Ethiopian refugees, the main objective is to save lives, maintain the health and nutrition status of the beneficiaries, and provide repatriation support.³⁸ A differentiation is made between refugee reception camps (first place of arrival), wage-based camps (with some access to wage employment), and land-based camps (some access to land for cultivation).³⁹ The focus of the PRRO is on skill training (hygiene and nutrition) and support of micro activities for income generation. Currently PRRO 6189.00 targets over 132,000 beneficiaries (see Annex 5). WFP's principal government counterpart is the Commissioner for Refugees (COR). Implementing partners include the SRC and Humanitarian Appeal International (HAI).

WFP food aid assisted development interventions include two types of projects. Firstly, FFW for the construction of water reservoirs (*hafir*) in arid and semi-arid areas to improve access to cheaper and improved quality domestic water, and improve household sanitary conditions (in collaboration with the UNICEF supported Water, Environment and Sanitation/WES component for the construction of latrines). FFW activities have also been diversified to include hand-dug wells, and rehabilitation of schools (mainly latrines). Currently FFW Project 5745.00 targets some 120,000 thousand beneficiaries (see Annex 5). WFP's principal government counterparts are the Special Public Works Programme (SPWP) and the Drought Recovery and Food Security (DRFS). Implementing Partners include the German Development Agency (DED); Intermediate Technologies Development Group (ITDG); OXFAM/UK; and SRC.

The second is the WFP assisted school feeding project, which dates back to 1969 and has since been repeatedly extended. The aim is to relieve through wet feeding the short-term hunger of girls and boys in selected primary schools, as well as of rural girls in secondary boarding schools and girls in nomadic households, and as an incentive to support school enrolment. Schools are provided with kitchen equipment and utensils, and support to maintaining school gardens, with parents and the community expected to make some in-kind and cash contributions. Currently, School Feeding Project 6190.00 targets around 301,000 school children. WFP's principal government counterpart is the Federal Ministry of Education (MOE), with the project implemented through the State level MOE and its Directorates.

³⁵ WFP, 2000j.

³⁶ WFP, 2001u; see also WFP, 2001v.

³⁷ Keeping in mind that Memoranda of Understanding etc. are signed between WFP and the Federal Ministry of International Cooperation (MOIC).

³⁸ According to UNHCR data, by 2001 there were around 360,000 Eritrean refugees, half of whom are female, and around 170,000 receive humanitarian aid. Ethiopian refugees total around 34,000, half of whom are female and some 11,000 receive humanitarian aid. Renewed fighting between Ethiopia and Eritrea in 2001 led to the suspension of the voluntary repatriation activities. See UNHCR, 2001. The major influx of these refugees into Sudan took place in 194/1985, in 1990/1991 and in May 2000.

³⁹ Refugee camps are located mainly in eastern and central parts of Sudan, in most cases close to local populations that means more physical security for refugees. See UNHCR, 2001.

3.2 Evolution of the Implementation of the Commitments to Women in Sudan

Gender-related activities following the launching of the Commitments in 1996 include the formulation of a general action plan for the Khartoum Country Office (CO).⁴⁰ By 1997, a general gender review of all WFP operations in Sudan had been carried out.⁴¹ During the following years, various documentation that address directly or indirectly gender issues in various WFP-assisted activities were prepared.⁴² The annual workplans of, for example, the Development Unit, make explicit reference to enhancing gender equity in project activities and community organizations.⁴³

A major focus during the period under review has been gender training (see the pertinent section below). Another major focus was the effort since 1999 to appoint Gender Focal Points (GFPs) in, and the development of gender action plans for, individual Sub-Offices.

WFP Sudan has been actively involved in the previously mentioned UNGTF. In 1999 an in-house GTF was established in the Khartoum CO, chaired by the Deputy Country Director (DCD).⁴⁴ Parallel to this, a female informal staff group was established following the increasing recruitment of women in WFP Sudan.⁴⁵ Moreover, since 1997, WFP has played an active role in organizing International Women's Day (IWD) activities at both the national and State level.

In self-assessments of its gender-related activities, WFP Sudan has generally taken the Commitments as the entry point.⁴⁶ This has also been adhered to in the preparation of the timeline requested by the Team, and which reflects the process of implementing the Commitments (see Annex 8).⁴⁷ Thus, milestones in addressing the various Commitments include: in 1996 WFP's insistence (and persistence) that female beneficiaries be included in local decision-making and food distribution committees, as well as supporting the more active involvement of female schoolteachers in the school-feeding project. By 1998 WFP was issuing ration cards in women beneficiaries' names, and treating wives in polygamous marriages as separate households. The Women Knocking on Women's Doors (WKWD) activities were launched that same year and have since been used as a model by other organizations. A gender disaggregated database was established for the EMOP, and pertinent formats were distributed to counterparts and implementing partners. In 1999, a training of trainers (TOT) programme on basic hygiene and nutrition was piloted, and female beneficiaries were trained in alternative ways of using unfamiliar food rations (pulses) with positive implications for nutrition levels. By 2000, over half the FFW labour was female and increasing numbers of women were targeted in Food-for-Training (FFT) activities. By 2001, most of the documentation related to the project cycle included gender disaggregated data (see Annex 8).

4. MAINSTREAMING THE COMMITMENTS TO WOMEN IN WFP-ASSISTED OPERATIONS IN SUDAN

4.1 Institutional Mechanisms

a) Gender Focal Point

⁴⁰ WFP, 1996a; 1996b.

⁴¹ WFP, 1997c.

⁴² See, for example, WFP, 1999e; 1999h; 2000c; 2000d; 2000l; 2000n; 2001dd; 2001ff; 2001gg.

⁴³ WFP, 2001c.

⁴⁴ See WFP, 2001x.

⁴⁵ Though officially this group was perceived as a positive step 'where women could air their concerns and receive advise from peers' (see Annex 8), it appears that meetings have since been discontinued due to perceived misconceptions regarding the purpose of this group. In any case, the in-house GTF now provides the forum for these and other issue of concern to staff. See WFP, 1999g.

⁴⁶ WFP, 2000d; 2001dd.

⁴⁷ The timeline was provided to the Team by the GFP with input from pertinent programme and project officers in the EMOP and Development Units respectively. No documentation, or Hand-Over Notes, by the previous (international) GFP who departed in 2000 could be located. However, the critical mass of staff in the Khartoum CO has had positive implications for institutional memory.

During the period under review, WFP Sudan had two female international staff Gender Focal Points (GFPs).⁴⁸ Both were given this responsibility in addition to their project related activities. It was estimated that pertinent activities took up as much as 25% of the GFP's time,⁴⁹ though - as the Team was given to understand - the GFP was still expected to carry out her other responsibilities as per her job description. Her responsibilities as GFP are not included as a formal part of her Management and Appraisal of Performance (MAP).⁵⁰ A main focus of the GFP's responsibilities has been organizing gender training workshops and overseeing the formulation of the CO and SOs gender action plans. The GFP also provided advice and support to other project staff when requested, represented WFP in the UNGTF meetings and played a lead role in the in-house GTF.

Since 1999, a system of GFPs in Sub-Offices has been established. Similar to the trend in the WFP Khartoum CO, female staff, more often than not with junior status, were appointed as GFPs, a role added to their ongoing job responsibilities. In some cases expected achievements were hampered by staff capacity limitations and insufficient reference material on gender in the Sub-Offices.⁵¹ Moreover, GFPs have seemingly not received specific training or guidelines on how to address and disseminate the objectives of the Commitments. Experience has for the most part been derived by way of 'on-the-job' learning. However, the fact that most programme colleagues have participated in gender integration training appears to have facilitated their task to some extent.

b) Regional Gender Adviser⁵²

The fact that Sudan was up to the summer of 2001 a 'stand-alone' country, as well as the split in WFP-assisted operations between the North (areas controlled by the GOS and falling under the WFP Khartoum CO) and the South (areas under the control of the SPLA/M and administered by WFP Kenya), had implications for the role and input of the Regional Gender Adviser (RGA) based in the WFP Regional Office in Kampala/Uganda (ODK).

Since WFP Khartoum was not covered by ODK, or its predecessor, it received less support compared with OLS Southern Sudan during the period under review. However, some support was provided by the Gender Officer (GO) based in WFP Kenya (who is the alternate GFP for ODK). Specifically, the GO carried out a Review Mission in June 2001 to analyze WFP operations from a gender perspective and present recommendations for the further integration of gender issues into programming.⁵³

c) Gender Action Plan

The WFP Khartoum Country Office (CO) formulated its first draft Gender Action Plan (GAP) in 1996. This presented the CO's strategies for better integrating 'gender issues and needs of women at all levels of project planning and implementation', and expanding women's participation in emergency and development food assistance during the period 1996-2001.⁵⁴ The Plan took the Commitments to Women as entry points, laying special emphasis on collecting gender disaggregated data, ensuring that all WFP staff would be involved in its implementation, and promoting gender awareness among counterparts and implementing partners. By the end of 1996, the Khartoum CO issued a document indicating

⁴⁸ Appointed in 19989 and 200 respectively. The Sudan 1996 Gender Action Plan (GAP) indicated the need for recruiting a national gender officer (see WFP, 1996b).

⁴⁹ WFP, 2001a.

⁵⁰ No separate budget was allocated for the post of GFP. This is a trend identified and discussed in the Inception Report prepared as part of the overall evaluation of the Commitments by C.F. El-Solh (Team Leader) and P. Bessuges (Team Member) (draft January 2002).

⁵¹ WFP, 2000d.

⁵² The Regional Gender Adviser based in ODK was unable to participate in the Evaluation Mission in Sudan. Additional information for this section was provided through an exchange of e-mails between the person concerned and the Team Leader/OEDE Rome.

⁵³ WFP, 2001cc.

⁵⁴ WFP, 1996a; 1996b.

achievements to date, and specifying various output indicators revealing how the Commitments were being addressed.⁵⁵

GAPs for the WFP Khartoum CO (referred to as Sudan Northern Sector) have been regularly formulated and implemented during the period under review.⁵⁶ All GAPs continued to take the Commitments as entry point, specifying key tasks, outputs and the required time frame. The 2001 GAP includes an additional column on monitoring & evaluation indicators.⁵⁷ Parallel to this, the GFPs in the Sub-Offices - with support from the GFP in Khartoum - formulated their own annual GAPs, which more or less followed the same format as the CO Plan.⁵⁸ This trend is being continued in 2002, with the CO and most of the Sub-Offices formulating GAPs separately from the CO Annual Workplan. However, the latter is subdivided into different programme activities. For example, the Development Unit Workplan for 2001 includes a separate workplan for FFW, school feeding and PRRO for refugees, each with its separate narrative. In the case of FFW, for example, the narrative and pertinent matrix make explicit reference to women, including the objective to 'enhance gender equity in project activities and community organization', and thus implicitly to the Commitments.⁵⁹ Similarly, the school feeding and PRRO workplan matrix reflect gender sensitivity. However, here and there one comes across gender neutral language, such as 'beneficiaries', 'committee members' and 'teachers', for example.

d) Management and Appraisal of Performance

The review of Management and Appraisal of Performance (MAP) and Performance Appraisal Review (PAR) forms provided to the Team reveals that in general there is no systematic mention of gender, nor any explicit reference to the Commitments. The Team was provided with 32 copies of Phase I- Performance Planning of the Management and Appraisal of Performance (MAP), and Section 1 of the Performance Appraisal Review (PAR).⁶⁰

Of these, 13 were found not be applicable, i.e. were support staff of different levels (for example, drivers, radio operators, secretaries, logistics etc.). From among the 19 applicable MAPs and PARs, 11 do not include any explicit reference to gender or to the Commitments. Of the MAPs and PARs where gender is explicitly mentioned, the reference is, for example, to 'gender mainstreaming', 'gender disaggregated data', 'increase women's participation', 'advocacy on girls' education', 'empowering vulnerable women and other groups', 'implement the gender workplan of the sub-office', and 'encourage women for food management at the household level'; i.e. objectives which are more or less spelt out in various Commitments.

However, the MAPs of top management (Country Director/CD and Deputy Country Director/ DCD) do not make any reference, explicit or otherwise, to gender objectives or to the Commitments. Nor does the MAP of the Head of the HRU include reference to gender balance in recruitment, reassignment and setting up of rosters, though the Tentative Action Plan for implementing WFP Commitments in Sudan (1996-2001) indicates that 'every manager will assist WFP to achieve its gender commitments'.⁶¹

e) Training

WFP Sudan has been organizing and implementing two types of gender training workshops for both WFP staff and counterparts since 1997 (See Annex 6). The first focused on gender sensitization, a one-day workshop providing participants with basic gender concepts. No information was accessible

⁵⁵ WFP, 1996c.

⁵⁶ See, for example, WFP, 1997b.

⁵⁷ WFP, 2001d.

⁵⁸ See, for example, WFP 2001d; 2002f.

⁵⁹ WFP, 2001c.

⁶⁰ The PAR has since been phased out; however, at the time of the Mission some fixed term staff had not yet filled out their MAPs. Names were crossed out by the Human Resources Unit (HRU) in the WFP Khartoum CO, but job title and grade were indicated.

⁶¹ WFP, no date/c.

regarding the professional background of counterparts. Both WFP programme and support staff (including drivers) participated in gender sensitization workshops.

The other type was gender integration training, a three-day workshop aiming to impart basic analytical skills and tools to integrate gender in the project cycle. Workshops were held in Khartoum as well as various Sub-Offices.

More specifically, 10 Gender Sensitization Workshops were held during the period under review, in which 152 WFP staff (53 female/99 male) and 20 counterparts (6 female/14 male) participated. Seven Gender Integration Workshops were held during this period, in which 112 WFP staff (47 female/65 male) and 62 counterparts (21 female/41 male) participated. Overall, around 38% of all WFP workshop participants were female, compared with 12% from among the counterparts (see Annex 6). In general, gender training is conducted in English, though account is taken of participants who may not be proficient in this language (the gender trainer has generally been bilingual in Arabic and English). Explicit reference is made to the Commitments during all gender training workshops, and - where pertinent - participants receive a copy of the CW in Arabic.⁶²

No evaluation of the effectiveness and impact of gender training has been carried out. Though gender does not appear to have been mainstreamed in other types of training, WFP staff have participated in Security Awareness Training (SAT) that includes some modules with reference to gender.

4.2 Programming Process

a) Programme Documents

As indicated earlier, in 1997 WFP Sudan commissioned a gender review of all food-assisted operations. It concluded that WFP food aid assisted interventions were generally hampered by, for example, inadequate monitoring systems; implementing staff who were not gender sensitized; food distribution and management committees which were not functioning optimally and, moreover, had limited female participation; and rigid beneficiary registration systems with serious implications for excluding the most vulnerable.⁶³ This is largely confirmed through, for example, a checklist for assessing emergency food aid needs, couched in gender blind language and which makes no reference to women.⁶⁴ Moreover, an assessment of the refugee household food economy, carried out later that same year, is couched in a gender neutral language which does not reveal the complexity of how gender and refugee status are linked.⁶⁵

Both the WFP Country Strategy Outline (CSO) and the Country Programme (CP) for 2002-2006 reflect further efforts to address the Commitments and mainstream gender in all food aid assisted operations, ranging from emergency to development.⁶⁶ Specifically in respect of EMOPs, available documentation reveals a relatively positive shift by 2001 in respect of gender mainstreaming. For example, the approved EMOP project document 10048.0 (see Annex 5) explicitly mentions as immediate objectives 'Increase women's involvement in food management at all levels', and 'Improve access of women and girls to assets created using food aid'.⁶⁷ Food aid recipients would be primarily female members of households to 'increase their control over food resources'.⁶⁸ Women's participation in relief committees and in food aid management would be increased 'in accordance with WFP's policy commitments to women 1996-

⁶² However, discussing the particulars of gender sensitization training with various WFP support staff revealed that some were not familiar with the Commitments, and, moreover, felt that the one-day workshop was insufficient to understand 'what gender is all about'

⁶³ WFP, 1997c: 38-40.

⁶⁴ WFP, no date/j.

⁶⁵ WFP, 1997k.

⁶⁶ WFP, 2000j; 2001w.

⁶⁷ WFP, 2001u: 7.

⁶⁸ Op. cit.: 9.

2001'.⁶⁹ WFP staff would receive training, including on 'advocacy for women's empowerment and other food-related issues'.⁷⁰

However, the monthly EMOP reviews do not provide gender disaggregated data on planned versus actual beneficiaries, or on their health and nutrition status.⁷¹ Similarly, the Annual EMOP Report 2001 for Eritrean refugees (see Annex 5) does not provide gender disaggregated beneficiary data, though a distinction is made in a following section between male- and female-headed households, and Commitment-related activities are discussed under a separate section entitled 'gender activities'.⁷²

In respect of the WFP food aid assisted PRRO, though a socio-economic survey of Eritrean and Ethiopian refugees carried out in 1999 makes a distinction between female- and male-headed households, much of the analysis is couched in gender neutral language. Thus no insights are provided into the gender specific constraints that may affect self-reliance (for example through access to wage employment and land), or social integration, or perceptions of repatriation.⁷³

Available documentation on the PRRO reveals that since then here too a positive shift is discernible in respect of mainstreaming gender, and efforts have been made to address the concerns raised in the previously mentioned 1997 gender review.⁷⁴ For example, the approved PRRO project document 6189.00 (see Annex 5) reflects a gender sensitive approach in respect of targeting, to include female-headed households (FHHs). There is explicit mention of the Commitments in the stated objectives and goals; for example, the promotion of women's participation in camp committees and management of food distribution, and the appointment of female food monitors.⁷⁵ Various summary PRRO reports made available to the Team continue to reflect the ongoing process of gender mainstreaming, specifically in the distinction made between FHHs and households headed by men,⁷⁶ and in efforts to target women refugees to improve their socio-economic conditions.⁷⁷ The PRRO has moreover formulated its own Gender Work Plan (GWP), which takes the Commitments as an entry point, and adapts the PRRO objectives accordingly.⁷⁸

Similarly, WFP food aid assisted development interventions generally reflect a positive shift in respect of efforts to address the Commitments and support the process of gender mainstreaming.

With regard to FFW, the approved project document 5745.00 (see Annex 5) explicitly mentions women in respect of community participation, targeting of beneficiaries and the expected benefit from assets created.⁷⁹ However, the project targets the household (and not the individual) for labour input for hafir construction, largely reflected in the gender neutral language in various parts of the project document; for example, in respect of workday norms.⁸⁰ In fact the 1999 FWW project document does not adequately reflect the appraisal of FWW related gender issues carried out in June-July 1997.⁸¹ However, as other pertinent documents reveal, by 2001 reporting on FWW activities clearly reflected a positive shift in respect of the process of mainstreaming gender.⁸²

In respect of the school feeding project, the approved document project 6190.00 (see Annex 5) explicitly mentions the priority to be accorded to girls' education, which is an integral part of WFP's Commitments to

⁶⁹ Op. cit.: 10.

⁷⁰ Op. cit.: 11.

⁷¹ WFP, 2001v.

⁷² WFP, 2001l.

⁷³ WFP, 1999e.

⁷⁴ WFP, 1997c.

⁷⁵ WFP, 1999b.

⁷⁶ WFP, 2001m.

⁷⁷ WFP, 2001g; 2001j.

⁷⁸ WFP, 2001pp.

⁷⁹ WFP, 1998a.

⁸⁰ WFP, 1998a: 4-5. See also WFP, 1997g.

⁸¹ WFFP, 1997h.

⁸² See, for example, WFP, 2001q; also WFP, no date/d.

Women.⁸³ As recommended by the 1996 Appraisal Mission, the main focus is all primary education age girls and boys in schools that fulfil the project's criteria (provinces where food insecurity is high and girls' school enrolment is low),⁸⁴ indicating an awareness of the link between poverty and gender that may also be detrimental for boys' school enrolment. Awareness of the cultural constraints, compounded by poverty, that may hinder girls from continuing beyond primary level is reflected in the project's targeting of girls in secondary education (day and boarding) schools which fulfil the above mentioned criteria. As the 2001 Annual Report on the school feeding project indicates, apart from fulfilling the Commitment in respect of gender disaggregated data, there is also an effort to advocate for girls' education and on the benefits of community participation in school feeding.⁸⁵

WFP staff are generally aware of, and familiar with the various guidelines issued by Headquarters; for example those on EMOPS,⁸⁶ or on school feeding,⁸⁷ as well as general policy documents such as on Enabling Development.⁸⁸

b) Plan of Operations

The Team reviewed a random sample of Plan of Operations (PlanOps) of WFP food aid assisted interventions in Sudan. In general, PlanOps make some reference to the participation of women or girls, linking this with the pertinent project's objectives. The more recent PlanOps tend to be more explicit in this respect; for example, the 2000 PlanOps for the school feeding project compared with the 1997 PlanOps.⁸⁹ However, generally in the PlanOps there is no explicit reference to the Commitments to Women in particular, or to gender concerns in general. Moreover, where projects have been extended, then the first PlanOps tends to continue to be used as the basic document, with amendments generally reflected in annual workplans and reports.

c) Memorandum/Letter of Understanding & Letter of Agreement

The random sample of Memoranda of Understanding (MOUs), Letters of Understanding (LOUs) and Letters of Agreement (LOAs)⁹⁰ reviewed by the Team indicates that there is no systematic incorporation or mention of the Commitments to Women.

For example, the MOU concluded between WFP Sudan and UNHCR in 1997 does not mention gender or the Commitments, either explicitly or implicitly.⁹¹ Nor does the revised MOU between WFP and UNHCR signed 1997 in Rome include any explicit reference to gender or the Commitments.⁹² By contrast, the LOU pertinent to the PRRO explicitly mentions the objective of reinforcing the role of refugee women in food aid management to reach 50%.⁹³ This is a clear shift relative to the 1996 LOU, where women are mentioned in reference to their vulnerability rather than to their active participation.⁹⁴ In respect of LOAs, reference to women is for the most part in general terms, such as 'according priority to women'.⁹⁵ LOAs do not generally provide the type of detail inherent in the project priorities.⁹⁶

⁸³ Specifically Commitment III/B; see Annex 1. WFP, 2000i.

⁸⁴ WFP, 1996d.

⁸⁵ WFP, 2001r.

⁸⁶ WFP, 1999k; 2001qq.

⁸⁷ WFP, 1998e.

⁸⁸ WFP, 2000q.

⁸⁹ WFP, 1997i; 2000p.

⁹⁰ MOUs and LOUs are concluded/signed between the WFP CO and the pertinent counterpart or IP in Khartoum; LOAs are concluded/signed between the Sub-Office and the local IP.

⁹¹ WFP, 19997e.

⁹² WGFP, 1997d.

⁹³ WFP, 2000k.

⁹⁴ WFP, 19996e.

⁹⁵ See, for example, WFP, 2001aa; 2001z.

⁹⁶ See, for example, WFP 1999i.

d) Targeting

The Vulnerability and Analysis Mapping (VAM) Unit in the Sudan WFP Country Office was established 1997. Apart from the Annual Needs Assessment (ANA), the VAM Unit participates in joint assessments with FAO,⁹⁷ and with UNHCR and COR.⁹⁸ Singling out the ANA, the VAM Unit's involvement in this annual exercise aims to assist the GOS to assess the food security situation and its impact on the population. However, pertinent reports, for example the ANA for 2001, reveal that gender has so far not been mainstreamed in these exercises. For example, the division of wealth groups and ranking by income source are couched in gender blind language,⁹⁹ and the same applies more or less to the ANA action plan,¹⁰⁰ and ANA needs assessment tools.¹⁰¹ Similarly, the checklist for community interviews during the ANA is not gender sensitized, referring to 'people' rather than to men and women.¹⁰²

WFP staff do not perceive targeting in respect of emergency operations (EMOPs) to pose a problem, since refugees and internally displaced persons (IDPs) are generally visible on the ground. It is in respect of the WFP development interventions that the VAM Unit faces constraints. More specifically, there is a data problem related to the capacity of the Ministry of Agriculture (MOA) (WFP's principal counterpart in this respect). A first priority of the WFP VAM Unit is therefore supporting capacity building for data generation (funded mainly by the Netherlands). A second priority is to support the development of a much needed food security strategy, which hitherto has not been adequately reflected in the GOS's poverty alleviation strategy. The recently appointed WFP National Gender Officer will be working closely with the VAM Unit to gender sensitize its inputs.

e) Monitoring & Evaluation

Much progress has been achieved in respect of developing gender sensitive monitoring indicators. All project documents now make explicit reference to the need for gender disaggregated data, as do project implementation reports to be filled out by IPs.¹⁰³ Monitoring guidelines generally avoid gender neutral language.¹⁰⁴ Moreover, the various selected documents reviewed generally reveal that monitoring data and information is used for planning. Much effort has also been expended in collecting baseline data and compiling baseline questionnaires and reports. These are generally gender sensitized and reflect the targets specified in the Gender Action Plans (GAPs) as well as the pertinent project's objectives.¹⁰⁵

However, the process has not been systematic; i.e. not all monitoring forms necessarily include gender sensitive indicators, and few include qualitative indicators through which outcome and impact could be measured. For example, the monthly monitoring form to be filled out by the Sub-Offices does not make a distinction between male and female beneficiaries in respect of indicators such as food availability source, or nutrition and health.¹⁰⁶ Another example is the previously mentioned work norms specified for FFW.¹⁰⁷

There has been increasing investment in post-distribution monitoring (PDM). Human resources constraints and the wide coverage of project activities have been constraining factors in implementing a systematic PDM system. Moreover, while PDM is applied to EMOPs, the PRRO and the school-feeding programme, FFW related activities are not included.

⁹⁷ WFP, 2001h.

⁹⁸ WFP, 2001mm.

⁹⁹ WFP, 2001hh; see also WFP, 1999j.

¹⁰⁰ WFP, 2001ii.

¹⁰¹ WFP, no date/o.

¹⁰² WFP, no date/r.

¹⁰³ WFP, no date/s.

¹⁰⁴ See, for example, WFP, no date/k; see also no date/i.

¹⁰⁵ See, for example, WFP, 2000m; WFP, 2001s; 2001t.

¹⁰⁶ WFP, no date/r.

¹⁰⁷ WFP, 2001bb.

Much effort is expended in following up with IPs that the requirement for gender sensitive data gathering and monitoring is complied with. However, such compliance is variable and tends to depend on the extent to which the pertinent IP is gender sensitized, as well as human resources capacity in the Sub-Office, and in some cases the areas covered (specifically the school-feeding programme). Moreover, IPs may not abide by deadlines for submitting monitoring reports, a fact mentioned in various WFP reports and self-assessments.¹⁰⁸

4.3 Resources to Implement the Commitments to Women

Up to 1999, WFP Country Offices were operating on the basis of the Field Information System (FIS). In respect of the Sudan WFP Country Office, in 1997 an allotment commitment request from the regular budget was granted for the Gender Study Programme to the amount of US\$ 19, 564 covering the period 1997-1999/2000 (see Annex 9).

By 2000, WFP Country Offices were operating on the basis of the Country Office Accounting Guide (COAG, also known as SAP). During the period 2000-2001, gender related activities in the Sudan WFP Country Office were funded through EMOP budget funds, and covered by the pertinent budget codes. Information on actual amounts is not easily available, since as per the SAP, funds are allocated without breakdown of use.¹⁰⁹

In 2000, the Sudan WFP Country Office presented a request to WFP HQ for the funding of gender training for WFP staff and counterparts from the Gender Action Fund (GAF) to the amount of US\$ 98,400. At the time of writing, WFP HQ had not formally responded to this request.

5. RELEVANCE, ACHIEVEMENTS AND IMPACT OF THE COMMITMENTS TO WOMEN: FACILITATING AND CONSTRAINING FACTORS¹¹⁰

5.1 Commitment I: Provide Direct Access to Appropriate and Adequate Food

5.1.1 Relevance

WFP staff and key informants perceive this Commitment to be generally relevant to all food aid assisted operations, but specifically to EMOPs and PRROs. However, there is a problem in translating the term 'control' (CW/I/A) and adapting it to the cultural context of Sudan (see Annex 10). Commitment I/B is perceived to be very relevant to EMOPS in particular, but is also being partly addressed in the PRRO as well as in development interventions (iodized salt and oil with vitamin A). The food basket is generally compatible with local cooking and eating habits, with the exception of a type of pulses requiring more fuel and water (indicating that WFP is very much dependent on the type of food provided by donors).

5.1.2 Achievements

The fact that the ongoing WFP food aid assisted EMOPs in Sudan have been of longer-term duration, leading to the formulation/implementation of the PRRO, appears to have facilitated the process of addressing and incorporating gender concerns. Though keeping in mind that achieving the indicated percentage target (CW/I/A) is facilitated by the reality that the most vulnerable refugees and IDPs tend to be women, and in particular FHHs. In EMOPs, on average 80% of food aid recipients are women, while in the PRRO it stands at around 60%. Women are given priority in food distribution (through separate queues) to encourage them to be the food recipients.

¹⁰⁸ See WFP, 2002h.

¹⁰⁹ Much staff time would have been required for the Evaluation Mission to be provided with this information.

¹¹⁰ See Annex 1 for details of the various Commitments. The analysis in this section is based on group discussions and individual interviews with WFP staff in the Khartoum CO and selected Sub-offices, individual and group discussions with IPs, as well as pertinent available documentation.

It remains unclear whether WFP's aim to ensure that 80 % of women directly receive/physically collect the food aid in EMOPs actually ensures their control over its use and reduces their vulnerability.¹¹¹ Moreover, the packaging of food rations does not take adequate account of women's physical strength (keeping in mind that these beneficiaries are very likely to be malnourished); nor does it appear that adequate attention has been accorded to addressing women's physical vulnerability in conflict areas. Where food distribution sites get caught up in crossfire, it is women who suffer most. Moreover, women and girls are vulnerable to abduction and rape.

The beneficiaries' unfamiliarity with the type of pulses included in the food basket has been dealt with through the training of trainers (TOT) (recruited from among the beneficiaries) in nutrition and related hygiene concerns (CW/II/B).

5.1.3 Assessment of Impact

The repeated extension of some EMOPs in Sudan appears to have blurred the distinction between such operations and PRROs; e.g. EMOPs may include short-term FFW and FFT interventions.¹¹² However, in EMOPs this appears to have encouraged and facilitated the process of addressing gender concerns in general and the Commitments in particular, including the more effective targeting of FHHs.

Available information indicates that in general male and female beneficiaries of EMOPs have been receiving adequate food to avoid malnutrition. Sub-groups of vulnerable refugees and IDPs, including disabled children, have been identified and included in supplementary and therapeutic feeding projects. However, there is no post-distribution monitoring system in place to verify women's control over food aid (whatever the meaning attributed to the term 'control'). On the other hand, the TOT intervention has encouraged beneficiaries to diversify their diet and has contributed positively to raising nutrition levels.

5.2 Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making

5.2.1 Relevance

Ensuring a lead role for women in decision-making and management (CW/II/A) is deemed to be relevant for EMOPs, PRROs and development activities. This largely tallies with the Government of Sudan's policies and programmes supporting Sudanese women's participation in the development process. However, key informants generally point out that 'lead role' is not culturally appropriate, since it may imply that 'women dominate men' (see Annex 10).

In respect of CW/II/B, it is perceived to be relevant to all WFP staff at all levels of the organization. An important step forward is extending it to apply to national staff, rather than confining it to international staff as WFP management has generally been interpreting this sub-Commitment.

5.2.2 Achievements

In respect of CW/II/A, in EMOPs the majority of those active in food aid committees are women, who are also the ones mainly involved in food scooping. In around half or more of the camps, women are members of the Committee of Elders. In one out of four camps, it is mainly women who are involved in the management and organization of general food distribution.¹¹³

¹¹¹ For example, there are local contexts where men tend to perceive the collection and physically carrying of food as a woman's responsibility, irrespective of her other social reproduction tasks or income generating activities, which is a particular problem in conflict areas where women are generally physically more vulnerable to attack. But men may nevertheless expect to control the use and allocation of food rations.

¹¹² FFW and FFT aim to cover short-term food shortages, promote self-reliance, create jobs and support asset building. School feeding aims to relieve short-term hunger, increase enrolment and control dropout rates, as well as raise community awareness regarding girls' education. See WFP, 2002h.

¹¹³ See WFP, no date/g; also WFP, 2000d; 2001a.

The EMOP Unit compiles information on projects that directly target women, indicating the type of activity, its duration and location, as well as the IPs involved.¹¹⁴ A particularly successful activity targeting women is the so-called Women Knocking on Women's Doors (WKWD) that aims to raise women IDPs self-awareness and sensitize them on crucial issues such as hygiene, childcare and the environment.¹¹⁵

Specifically in respect of PRRO camps, women are represented in all Elders Committees, and are active in food scooping and organizing queues on distribution days. Around half those involved in food distribution are women. However, similar to the EMOPs, women's participation in relief or similar committees has not ensured their equal participation in decision-making, which continues to be dominated by the men in the camps. Moreover, women's physical safety, specifically in the conflict and war affected zones, has remained a problem, with adolescent girls being particularly vulnerable to coercion. Anecdotal evidence suggests an increasing link with the spread of HIV/AIDs.¹¹⁶

In the school feeding programme, between 50-75% of school staff are female, not surprising given that at primary education level in particular teaching staff are predominantly female. To some extent this is due to the low salaries generally shunned by men, but also affected by the GOS policy of encouraging women to enter the teaching profession as a means of attracting girls' enrolment in the more traditional areas (in particular rural communities). On average around half the members on the School Feeding Committee (SFC) are female, who are mostly if not exclusively teachers. The Parent Association (PA) is for the most part dominated by fathers, though in some schools mothers are being encouraged to participate.

With regard to FFW, construction of hafirs has been accompanied by the creation of Hafir Management Committees (HMCs), whose members are trained in maintenance and management of generated funds (user fees for water). While WFP has insisted that IPs ensure that at least one third of HMC members are female, this has not led to their equal participation in decision-making, including decisions regarding the use of generated funds. However, around two thirds of village health committee members are female, in which women often play a lead role.

In respect of CW/II/B, as Annex 7 reveals, overall the Sudan WFP CO registered a discernible increase in the number of female staff during the period under review.¹¹⁷ As Table 1 indicates, the number of female international professional staff more than doubled, while there was a threefold increase in respect of female national General Service (GS) staff. None of the national professional staff were female. However, while there is a gender balance in respect of international professional staff, only 21% of national GS are female. Moreover, as Table 2 reveals, female GS staff are less represented in the higher job categories (levels 5 to 7). As Table 3 indicates, only 14% of short-term Special Service Agreement (SSA) contracts are held by women, and only one in four SSA contracts with more benefits have gone to women.

5.2.3 Assessment of Impact

WFP's persistence in increasing the number of women in EMOP food distribution committees has enhanced their visibility within the camp community, and reinforced the perception that they have an important role to play in respect of food and its distribution. It may well be contributing to strengthening women's control over the use of food aid, since men are generally not interested in being involved in the mechanics and related manual labour of food distribution (though this needs to be substantiated through appropriate qualitative indicators). However, as the decision-making members of the Elder's Committees, men generally continue to have a decisive say in the allocation of food within the pertinent community.

There is an inadvertent positive impact of the establishment of food distribution committees where women predominate, or are the exclusive members. Since they are not based on tribal divides, this has

¹¹⁴ See, for example, WFP, 1999d.

¹¹⁵ WFP, 1999h.

¹¹⁶ AS indicated earlier, this has provided an impetus for UN agencies to link programmes that aim to address HIV/AIDS with other emergency and development interventions.

¹¹⁷ Due to HRU problems in retrieving information, data is available for the years 1998-2001 only.

encouraged women of diverse tribal groups and origins to cooperate and work together, and is thus a contribution to efforts to promote the peace process in Sudan. By contrast, existing Elders' Committees from which women are traditionally barred, or in which they have been included due to WFP insistence but have no decision-making power, function on a tribal basis that serves to further reinforce such divides.

However, these outcomes should not detract from the reality that behind the scenes so-to-speak there are various cultural, religious and political perceptions which have adverse implications for the way women recipients of food aid are viewed and treated. In turn this has implications for the way the Commitments can be interpreted and enforced.

While the decrease in dropout rates is discernible, wet feeding in targeted schools has not been a sufficient incentive for keeping girls in school. Dropout rates are also affected by demand for family labour during peak season. Poverty tends to be an overriding variable, specifically when it implies that parents cannot afford the school fees, or the cost of school necessities, or make a contribution in kind to the preparation of school meals (e.g. fuel). Though women in the FFW related HMCs may not be involved in decision-making, and it remains unclear how they are nominated and appointed,¹¹⁸ their physical presence has nevertheless served to increase women's visibility in the community. Anecdotal evidence suggests that this has also contributed to raising their self-awareness. The same applies more or less to the PRRO camps, where women's visibility in the camp community and its affairs has been enhanced.

In respect of CWII/B, the impact has been variable. While quantitatively women's presence and visibility has increased in both the Khartoum CO and the Sub-Offices, percentage wise male staff continue to predominate. With the exception of the HRU, none of the head of units in the CO are female, and only three of the Sub-Offices are headed by female international staff.¹¹⁹ Moreover, there appears to be some confusion and misunderstanding regarding the recruitment of female staff (see Annex 10). On a subjective level, male candidates and staff tend to perceive this sub-Commitment as unfair, believing that gender balance is being attempted regardless of qualifications. Pertinent group discussions concluded that it has caused disappointment and frustration. The creation of the in-house Gender Task Force (GTF) appears not to have countered some of these misperceptions to the extent anticipated.

5.3 Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade

5.3.1 Relevance

This Commitment is of general relevance to the GOS policy to promote women's participation in the development process. However, key informants also pointed out that apart from unclear terminology (for example, the meaning of 'asset' and 'resources'), there are also cultural and socio-economic factors to be taken into consideration. For example, the PRRO targeting of refugees, where traditions may become even more entrenched through the experience of exile. Moreover, poverty also affects men who may not have access to resources, employment, markets and trade.

CWIII/B is deemed to be particularly relevant given gender gaps in literacy levels, and prevailing attitudes towards girls' education in remote and rural communities. This sub-Commitment is also particularly relevant in conflict affected areas, when families are less inclined to send their girls to school not only out of poverty, but also because of the security situation and physical threats.

CWIII/D is deemed to be relevant in a country like Sudan where concerted efforts are needed to secure financial and human resources to ensure that interventions benefit the targeted groups.

¹¹⁸ For example, the women members of the HMC met by the Team were all related to one another as well as to some of the male HMC members.

¹¹⁹ Out of a total of 11 Sub-Offices see the Organizational Chart.

5.3.2 Achievements

In respect of CWIII/A, FFW and FFT activities targeting women in EMOPs and the PRRO appear to have been conducive to contributing to female refugees' self-awareness and imparting various skills. However, in respect of the PRRO for example, there does not appear to be an explicit link with or knowledge of economic and labour market opportunities for women refugees in the country/area of origin to which they are to be repatriated. The focus of some skill training, e.g. sewing and soap production, reflects the general absence of market awareness on the part of pertinent IPs, with obvious implications for sustainability of food aid assisted interventions.¹²⁰ Moreover, the WFP supported repatriation strategy does not appear to take account of the gender specific constraints faced by women refugees in general, and FHHs in particular.

Market awareness and related market feasibility surveys are in some cases also absent in FFT interventions targeting IDPs and beneficiaries of WFP assisted development interventions. In general, and since WFP does not include this as a conditionality in the LOA, it appears that only when the pertinent IP has developed its own explicit market relevant skill training strategy that sustainability of WFP food aid interventions may to some extent be achieved.¹²¹

FFW in development projects has supported women's access to and benefit from community assets (the hafir). In spite of the water user fees, women have benefited from easier and less time-consuming access to potable water.¹²² However, though women's practical gender needs are addressed through easier access to water, women's individual control over these assets as indicated in CW/III/C is in such cases hardly feasible.

While FFW interventions target the household (HH) as a unit, the majority of the HH labour is by default female due to absent husbands (either because of widowhood, divorce, male labour migration or abandonment). Either way, it appears that inconsistent account is taken of the demands of women's social reproduction responsibilities and life cycle. Thus, it is on the one hand commendable that childcare is in various cases provided adjacent to the hafir construction site. Yet, on the other hand, pregnant women are not excluded from physically strenuous construction work (unless their pregnancy is far advanced/visible), and nor are apparently elderly women excluded. No alternative appears to be offered to these women to gain access to much needed food aid, specifically those without male support. Moreover, IPs do not appear to effectively monitor and counter the involvement of children of basic school age in FFW (i.e. precisely the group targeted through WFP's school feeding interventions).

Since HMCs are generally dominated by men, with women's participation for the most part limited to their physical presence in these Committees, ensuring that at least 25% of generated funds (user fees) are invested in women's activities (CW/III/C) remains elusive.

In the school feeding programme, the enrollment ratio of girls increased to 44% (4% higher than the objective spelt out in the appraisal document), and dropout of girls has been reduced from 71% to 38%. The school attendance of girls increased overall by 117% and that of boys by 68%.¹²³ While enrollment and retention of girls in secondary day and boarding schools also show some progress, this has generally been less the case in respect of nomadic girls.

¹²⁰ For example, Sudanese Red Crescent (SRC) skill training in soap production in Showak (though the Mission understands that this intervention has since been stopped).

¹²¹ For example, the WFP food aid assisted training in/production of sunflower oil in Juba implemented by the German Leprosy Relief Association (GLRA) as part of promoting Women's Self-Help.

¹²² However, it should be kept in mind that hafir construction does not ensure access to water all year round; and that the ongoing drought in some areas has had adverse effects on the outcome of this project. Moreover, the so far limited GOS contribution, limited funds of IPS, slow donor response, as well as the wide geographical coverage have had varying adverse implications. See WFP, 2002h.

¹²³ WFP, 1999h.

5.3.3 Assessment of Impact

FFT interventions with the primary objective of supporting household food security through income saving (e.g., food processing using inputs available in larger and therefore cheaper quantities during the harvesting season, and which by implication contribute to improving the household's nutrition level) appear to have a more optimal impact compared with FFW which aims to encourage production of goods for the market, but is not linked to market feasibility surveys and does not address the crucial issue of economy of scale.

Women's access to FFW opportunities may ensure access to a larger quantity of food aid (e.g., *hafir* construction can last for some months depending on the labour input of participating households).¹²⁴ However, this is at the cost of additional physical energy since women are not relieved from their social reproduction responsibilities. Moreover, while FFW may address women's practical gender needs (e.g. easier access to water), the creation of community assets generally does not address women's strategic gender needs (i.e. control over assets). There is also the question of whether FFW should be adding to the physical burdens through intensive labour of poor and vulnerable women who are very likely malnourished.

In respect of school feeding, available evidence suggests that girls are in some areas out-performing boys. The inclusion of primary school age boys in the target areas has contributed to addressing the problem of boys' drop out rates, thus ensuring that the narrowing of the gender gap is meaningful. However, anecdotal evidence also suggests that providing a mid-morning breakfast meal (around 11 am as is the cultural habit in many parts of Sudan), not to mention the provision of school latrines, does not necessarily prevent older girls in particular from leaving before the official end of the school day. For the most part this appears to be due to their families' need for their labour, in turn inadvertently facilitated by the general absence of walls fencing in the school compound. In any case, this raises the question of the quality of the education in the targeted schools.

5.4 Commitment IV: Generate and Disseminate Gender-Disaggregated Data and Information for Planning and Evaluation

5.4.1 Relevance

This Commitment is deemed relevant to all WFP food aid assisted operations pertinent to the PRRO and development. Since EMOPs imply general distribution, it can be assumed that everyone is targeted. However, this Commitment is deemed important to enable WFP to understand how food aid is allocated and used in emergency situations.

5.4.2 Achievements

WFP Sudan has designed various monitoring forms for all its operations to ensure that IPs comply with the requirement to collect and report gender disaggregated data in all food aid assisted operations. Generally such data has been easier to collect in the PRRO and development projects compared with EMOPs, though here too the data collection system has been improving. Problems in respect of the latter is attributed to the time factor and pressure to feed the hungry and destitute, leaving limited time to collect data; though there is also the reliance on partners, for example UNHCR which carries out registration.

Because of capacity constraints (in part due to wide geographical coverage) and in some cases IPs' limited skill levels, as well as their compliance with heeding deadlines for submitting monitoring reports, the monitoring system and process has not always been as effective as expected. Moreover, the development of appropriate qualitative indicators has generally lagged behind. Though the number of female food monitors has increased, not all Sub-Offices are able to achieve this. Partly this appears to be due to the fact that recruitment is effected through the Khartoum CO, rather than according priority to the recruitment of local female staff.

¹²⁴ Polygamous households are treated as separate households.

5.4.3 Assessment of Impact

The requirement for gender disaggregated data collection generally has increased awareness among pertinent WFP staff of existing gender gaps and their possible implications for project performance. However, as pertinent self-assessments indicate, there is also awareness that more needs to be carried out to effectively implement this Commitment, specifically in respect of PDM.

The wider availability of monitoring data has contributed to more awareness among counterparts and IPs of existing gender gaps, and the link with the effectiveness and sustainability of interventions. However, since IP staff are not systematically trained in gender concepts and concerns, there is not always the expected understanding and appreciation of the importance of systematic gender disaggregated data collection and dissemination.

5.5 Commitment V: Improve Accountability on Actions Taken

5.5.1 Relevance

WFP staff generally believe that CW/V is relevant to ensuring that all Commitments are effectively implemented. However, the way this Commitment is formulated (i.e. not dividing it into sub-Commitments as in the case of the other CW) is confusing. Also there has been no guidance from WFP HQ on how accountability is to be effectively applied.

5.5.2 Achievements

As indicated earlier, there is no consistency in respect of the mention of gender in the MAPs reviewed by the Mission. In particular MAPs of senior management do not include any reference to the Commitments. Neither do MOUs, LOUs and LOAs with counterparts and IPs explicitly or systematically include gender objectives in general, or reference to the Commitments in particular.

5.5.3 Assessment of Impact

In spite of the inconsistency in respect of MAPs, effort has been expended in fulfilling the principle of gender balance in recruitment. The exception is in respect of recruitment of female national professional staff, though there has been discernible effort to recruit female national GS staff. However, it should be kept in mind that certain GS job categories (secretaries, for example) are more likely to attract female candidates than storekeepers. Moreover, it is deemed to culturally inappropriate for women to apply for the job of security guard or driver.

The inconsistency in respect of MOUs, LOUs and LOAs has had implications for project implementation where counterparts and IPs have limited gender awareness and experience.

6. CONCLUSIONS

6.1 Relevance

- The Commitments to Women (CW) are compatible with the Government of Sudan's (GOS) Comprehensive National Strategy (1992-2002) in general, and the National Action Plan for the Advancement of Sudanese Women (1998-2002) in particular.
- Individual Commitments are relevant *per se*. However, WFP Headquarters (HQ) has overlooked the reality that various Commitments require different implementation timeframes. This pertains specifically to Commitments where structural changes need to be addressed (e.g. CW/II/A; CW/III/C).¹²⁵ Moreover, some sub-Commitments are couched in an ambiguous language that does

¹²⁵ See Annex 2.

not facilitate interpretation and application (for example, 'women control the family entitlement' in CW/I/A).

- WFP HQ has not provided COs with explicit implementation guidelines that take account of the need for flexibility in addressing the relevance of various Commitments to local contexts in a country such as Sudan, where cultural and tribal diversities, as well as security concerns, have direct implications for addressing gender issues and concerns.
- In general, Implementing Partners (IPs) do not appear to question the relevance of percentage targets specified in some of the Commitments. However, much depends on the local cultural, social and economic contexts and their implications for women's social status, physical mobility and economic opportunities.
- Not all donors perceive the relevance of gender - and by implication the Commitments - to food aid, indicating an information dissemination gap not being addressed by WFP.

6.2 Achievements

- In general, WFP Sudan has achieved commendable progress in implementing the Commitments. There have been discernible efforts in institutionalizing the process of gender mainstreaming. To some extent this has been facilitated by the critical mass of human resources in the WFP Sudan CO, with, for example, positive implications for impact of training and continuity in respect of institutional memory.
- The 2000 Country Strategy Outlines (CSO), as well as the current Country Programme (CP) generally reflect the objectives of the Commitments and of gender mainstreaming. This positive shift is also reflected in the annual Gender Action Plans (GAPs) of the WFP Sudan CO, and the GAPs of individual WFP SOs reviewed by the Team, and which generally make explicit reference to the Commitments. These GAPs continue to be regularly formulated as documents separate from Annual Workplans of the WFP Sudan CO, and of the SOs.
- The position of Gender Focal Point (GFP) largely continues to be identified with female WFP staff. Where a male GFP has been appointed in the SO, this appears to be by default, i.e. due to the absence of female staff to assume this responsibility. Moreover, the responsibilities of GFP are *added on* to that individual's existing job responsibilities.
- There does not appear to be any consistency in respect of reference to gender in the sample of Management and Appraisal of Performance (MAP) and Performance Appraisal Review (PAR) reviewed by the Mission. However, discussions with WFP staff, in particular those involved in EMOPs, PRROs and development interventions, generally revealed some knowledge of the Commitments, and in many cases some awareness of accountability for gender mainstreaming.
- Though recruitment of qualified female national and international staff has increased, male staff largely continue to predominate in management and decision-making positions both in the CO and the SOs. Moreover, the centralization of the recruitment process in the Khartoum WFP CO inadvertently impedes identifying qualified female staff in the local areas where the SOs are located.
- There has been discernible investment in gender training of WFP staff in the Sudan CO and SOs over the past few years, with a distinction made between gender sensitization for all staff (including support staff such as drivers), and gender integration training for staff involved in project formulation and/or implementation. In general, gender training is conducted in English though account is taken of those who may not be proficient in this language.

- However, there does not appear to be a systematic training strategy included in the CO annual workplan that takes account of the need to ensure that all staff without exception are gender sensitized, or of changes due to staff turnover, or that identifies necessary follow-up gender training.¹²⁶ Nor has the effectiveness and impact of gender training been surveyed.
- Though gender sensitization training of WFP staff explicitly refers to the Commitments, it appears that in general there is not sufficient time allocated to the training. Also, the opportunity is being missed to raise issues over which there may be some misconceptions. For example, CW/II/B (gender equity in recruitment), which judging by the Teams' discussions with WFP support and programme staff in the CO and selected SOs, this particular sub-Commitment has seemingly led to some confusion, misunderstanding, disappointment and frustration.¹²⁷
- There has also been some investment in gender sensitizing counterparts. However, there does not appear to be a systematic gender training strategy that explicitly targets in particular local government counterparts and implementing partners (IPs) whose staff may have limited experience of gender analysis, to ensure sustainability of WFP food aid assisted interventions.
- WFP Sudan can in general locate partners (national and international) with various levels of experience in EMOPs, PRROs as well as development operations, and through whom food aid interventions are being implemented. This has positive implications in respect of value added, i.e. where food aid and non-food interventions can complement and reinforce one another.
- There is no systematic or explicit reference to gender objectives in the selected Memoranda of Understanding (MOU) or Letters of Understanding (LOUs) reviewed by the Team. In respect of Letters of Agreements (LOAs) with various IPs, where gender is explicitly mentioned this tends to be in general terms and in a separate section/sentence (e.g. 'in all phases promote women's participation').
- The PRRO aiming to promote and support voluntary repatriation does not appear to have developed a strategy which takes explicit account of the gender specific constraints faced in particular by FHHs with school-age children (who, given the decades in exile, for the most part are not conversant in the language of their country/area of origin). For such households, the perceived risks of repatriation may outweigh the hardship of refugee existence; all the more when wage labour opportunities (however irregular) and children's education are feasible in the place of exile but not assured in the place of origin. Refugee FHHs may well lack the legal papers and kin networks that male refugees can more easily access.
- Moreover, while FFT and FFW interventions appear to have been conducive to contributing to raising female refugees' self-awareness and imparting various skills, there does not appear to be an explicit link between FFT and knowledge of economic and labour market opportunities in the country/area of origin to which they are to be repatriated. Moreover, while FFW in development interventions, specifically the construction of the hafir, is addressing women's practical gender needs, their control over community assets as indicated in CW/III/C is hardly feasible.
- In general, the percentage target of CW/III/ C in respect of school feeding (50% of education resources targeted to girls) has been achieved. It is commendable that all basic school age boys are also targeted, since gender gaps notwithstanding, poverty may also adversely affect boy's enrolment and retention in schools.

¹²⁶ The Team by no means overlooks the reality that gender training is costly; however insofar as sustainability of food aid interventions requires addressing the complex links between gender and poverty/food insecurity, then gender training is deemed to be an important if not unavoidable investment.

¹²⁷ The most frequently raised point in these discussions was: Are increasing numbers of women being recruited in order to achieve gender balance? Or because they are more qualified than men applying for the same post?

- There has been an increasing focus on collecting baseline information though this appears to vary from one area of operations to another, as well as by type of intervention/project. Not surprisingly, baseline information is less difficult to collect in areas where security concerns are relatively minimal or at least manageable. Where baseline data have been more systematically collected, there is generally but not necessarily a systematic incorporation of gender.
- In general, monitoring indicators reflect a gender sensitive approach to implementation of interventions and projects, though qualitative indicators are not standardized or systematically included. Pertinent documentation (for example annual work plans) generally reflects the use of available monitoring data for planning purposes. Self-assessments by the WFP Sudan CO however also indicate various constraints impeding the effectiveness of monitoring. Apart from security related and human resources constraints impeding regular monitoring by WFP staff, the process may also be affected by unsystematic monitoring by IPs with obvious implications for regular reporting. Moreover, post distribution monitoring (PDM) crucial to identifying the outcome and if possible the impact of WFP food aid assisted interventions tends to be also affected by the constraints mentioned above. FFW interventions are at a particular disadvantage in this respect since they are not included in PDM.
- While advocacy is not an explicit objective of the Commitments, WFP Sudan has invested a discernible effort in advocating for the improvement of women's socio-economic status. However, there does not appear to be any systematic advocacy strategy linked to using food aid as an effective leverage for mobilizing non-food resources that could further support the implementation of the Commitments; or to effectively address gender concerns of direct relevance to food aid and food security but which may be deemed culturally sensitive.¹²⁸

6.3 Assessment of Impact

- The fact that collection of baseline data is relatively recent and does not yet systematically cover all WFP food aid assisted interventions does not facilitate a comprehensive assessment of the impact of these interventions. Moreover, in the absence of relevant indicators, it remains difficult to pinpoint the impact of food aid and its direct/indirect links with the Commitments. There is a complexity of variables that may be equally or in some cases more influential (e.g., ongoing government reforms; development interventions supported by other donors/agencies; general social and economic trends etc.).
- WFP staff are generally aware of gender issues in general, and of the Commitments in particular (even though they may not necessarily know details of the latter). Whatever their subjective attitude towards gender issues may be, there is a general awareness among programme staff that they are to some extent held accountable for gender mainstreaming, even though this is not always explicit in their respective MAPs and PARs.
- Due to WFP's persistence, government counterparts and implementing partners are generally more aware of the need to include gender concerns in project implementation and data collection. However, translating such awareness into an effective implementation and monitoring process is inadvertently impeded by the general omission on the part of WFP to spell this out clearly and in detail in pertinent Plan of Operations, MOUs, LOUs and LOAs. It appears that effective understanding and appreciation of the importance of explicitly including gender is directly linked to the pertinent IP's formulation and development of its own gender objectives and strategy which entail a vision similar to that inherent in the Commitments.
- WFP's use of food aid as leverage to attract the involvement of potential IPs is also functioning as a catalyst encouraging cooperation between IPs. The regular meetings involving WFP SO staff and pertinent IPs as well as government counterparts to discuss WFP food aid assisted interventions

¹²⁸ For example, women's legal rights to land ownership; or women's gender specific physical vulnerability in war affected zones.

serve to reinforce such cooperation, and are particularly conducive to avoiding duplication of interventions, and to disseminating information on gender. This tends to be further reinforced where WFP SO and IP staff are from the same locality or State.

- The continuing link of the post of GFP with female staff is inadvertently undermining the impact of gender training, specifically the encouragement of associating gender issues with ‘women’s concerns’. In turn, this appears to be further reinforced by the unsystematic reference to gender in pertinent MAPs and PARs.
- A positive outcome of a critical mass of human resources in the WFP CO is the establishment of the WFP in-house Gender Task Force (GTF) that involves representatives of all units, including those who are generally perceived to ‘have nothing to do with gender’ (e.g. Finance and Administration, Logistics). However, it appears that the regular meetings of this GTF have not been able to effectively assuage some of the subjective perceptions of CW/II/B (gender balance in recruitment), or subjective attitudes towards promotion of female staff.
- FFT interventions targeting women with the primary objective of supporting household food security through income saving (for example, food processing using inputs available in larger and therefore cheaper quantities during the harvesting season, and which by implication contribute to improving the household’s nutrition level) appear to have a more optimal impact compared with FFW which aims to encourage production of goods for the market, but are not linked to market feasibility surveys and do not address the crucial issue of economy of scale.
- Women’s access to FFW opportunities may ensure access to a larger quantity of food aid (e.g., hafir construction can last for some months depending on the labour input of participating households).¹²⁹ However, this is at the cost of additional physical energy since women are not relieved from their social reproduction responsibilities.
- Wet feeding in targeted schools has not been a sufficient incentive for effectively retaining girls in school, particularly the older age group who may leave after receiving the mid-morning meal. Dropout rates may also be affected by poverty, or when FHH temporarily move to FFW sites far from their homes and take their school age children with them. Dropout rates may also be affected by the fact that there is no consistency in respect of adjusting the academic year in rural schools to the increased labour demand during peak harvesting seasons.

7. RECOMMENDATIONS FOR WFP’S ENHANCED COMMITMENTS TO WOMEN 2003-2007

- The function of the Gender Focal Point (GFP) should be regularly rotated among WFP staff, alternating between men and women. This includes institutionalizing the regulation that both male and female programme staff attend the UN Gender Task Force. This will not only serve to counter the association of the GFP’s responsibilities with female staff, but is also conducive to contributing to the institutional memory of the WFP CO and SOs.
- To avoid perceiving the function of the GFP as an additional burden, the pertinent staff should be enabled to renegotiate his/her job related responsibilities, and this must be explicitly reflected in the pertinent MAP. Moreover, insofar as MAPs continue to be used as a management tool, all the pertinent ones must include reference to gender mainstreaming not only as a means of institutionalizing accountability to the Commitments, but also as a way of ensuring that gender is not associated with the jobs of female staff.

¹²⁹ Polygamous households are treated as separate households.

- The process of phasing out Gender Action Plans (GAPs) and their effective incorporation in annual work plans should remain an explicit objective. However, WFP HQ also needs to recognize that until the process of gender mainstreaming has been effectively and sustainably achieved, GAPs can function as a management tool and checklist for ensuring that the Commitments are systematically addressed. The challenge is to ensure that they are not treated as separate documents (for which female staff are responsible), rather than as an integral part of annual workplans of WFP operations.
- The recruitment process for national staff in SOs should give priority to advertising in the pertinent locality. This should increase the employment opportunity for qualified local women whose circumstances may impede their movement to another area, while at the same time ensuring that they are familiar with the local social and economic context. Moreover, in the context of ethnic and tribal diversities in a country like Sudan, it would contribute to dismantling barriers preventing women from minority groups from participating in the development process.
- The content of the Commitments should be more effectively disseminated among donors, and systematically as well as explicitly included in all MOUs, LOUs, LOAs and Plan of Operations; even with those with whom WFP may share the same vision in respect of gender equality.
- Food aid should be explicitly used as a catalyst for encouraging IPs to coordinate their activities, thereby contributing to the value added of interventions and avoiding duplication, with potentially positive implications for disseminating information on the Commitments.
- A systematic annual gender sensitization and gender integration training strategy for WFP and IP staff needs to be developed and effectively implemented as part of the CO annual workplan. This includes an annual review of implemented gender training and identification of further training needs. Where there are budget constraints, WFP needs to develop an effective and timely fundraising strategy that explicitly links gender training with sustainability of food aid assisted interventions.
- Food aid assisted skill training of female beneficiaries that aims to be conducive to production of goods as a means of income generation must be relevant to local market demands. WFP should explicitly include the carrying out of a market feasibility survey as a conditionality in pertinent LOAs with IPs. Serious attention should also be accorded to the focus of FFT and its appropriateness to the local social and economic context where potential beneficiaries are located; specifically what type of training is more likely to positively and sustainably impact on household food security.
- WFP needs to accord serious attention to the question of the benefit to women from FFW versus FFT. FFW may be the optimal strategy in local contexts where women are physically confined to the household, thus adding to their economic visibility and (hopefully) economic status. In other contexts it may be additionally burdening women who are physically exhausted by the day to-day efforts to survive and feed their families, and who may derive more benefit from market relevant skill training. The question of course remains how to ensure that FFT - due to its shorter duration relative to FFW - does not have adverse implications for household food security.
- WFP needs to effectively use food aid as a leverage to enhance the impact of school feeding as an incentive; specifically through mobilizing additional non-food interventions that tackle poverty related factors affecting dropout rates.
- WFP should invest efforts in supporting the formulation of a strategy conducive to encouraging women currently involved in food aid distribution and similar committees to develop into effective women's support groups after the phasing out of food aid. This strategy should include ways and means of soliciting male support of these groups to avoid their marginalization, and to effectively address the physical vulnerability of women in conflict-related insecure areas.

- Post-distribution monitoring (PDM) needs to be further developed to ensure that it:
 - a) is effectively gender sensitized;
 - b) includes relevant qualitative indicators;
 - c) applies to all WFP assisted food aid interventions;
 - d) is systematically and regularly implemented by IPs and explicitly mentioned in pertinent LOAs;
 - e) and is supported by adequate funding and qualified human resources.

- WFP's Enhanced Commitments to Women 2003-2007 require:
 - a) Formulation of unambiguous and realistic objectives which facilitate a better understanding of their meaning and purpose.
 - b) An effective and flexible implementation strategy that takes account of country specificities.
 - c) A participatory and transparent approach to ensure that misconceptions are avoided.
 - d) An effective advocacy strategy conducive to strengthening the impact of food aid and the value added through effective linking with non-food interventions by other agencies and partners.
 - e) An effective and appropriately funded gender training strategy for WFP and IP staff.
 - f) Their systematic dissemination in English as well as in the local language to counterparts, implementing partners and donors.

Annexes

Annex 1: WFP's Commitments to Women 1996-2001

WFP commits itself to use its resources in interventions that seek to reduce gender-related inequalities through:

Commitment I: Provide direct access to appropriate and adequate food.

- A. Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of WFP handled and subcontracted operations.
- B. Address micronutrient deficiencies of certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.

Commitment II: Take measures to ensure women's equal access to and full participation in power structures and decision-making.

- A. Ensure a lead role of women within all local decision-making committees on food management and in the management of the assets created by food-for-work projects.
- B. Contribute to the UN goal of reaching gender equity by the year 2001, particularly in higher management positions.

Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade.

- A. Target 60% of country programme resources to women and girls in those countries where gender statistics demonstrate a 25 percentage point disadvantage (gender gap) for women compared with men.
- B. Target 50 % of education resources within a country programme to girls.
- C. At least 25 % of project outputs/ assets created with FFW are to be of direct benefit to and controlled by women; and at least 25 % of generated funds are to be invested in activities aimed at the advancement of women.
- D. Use food aid as a leverage to obtain complementary national and international resources to improve the condition of women.

Commitment IV: Generate and disseminate gender-disaggregated data and information for planning and evaluation.

All WFP Monitoring and Reporting will specify:

- percentage share of resources received from food distribution by men/women;
- percentage share of benefits by category of activities by men/women; and
- percentage of positions held by women in the management of food distribution.

Commitment V: Improve accountability on actions taken. Define the implementation and monitoring requirements of the Commitments in the performance of WFP managers and contractual agreements with partners.

Annex 2: Evaluation Key Issues

The overall evaluation of WFP's Commitments to Women address the following key issues, which are also the basis for the country case study evaluations:

- *Are the Commitments to Women relevant?*
 - Were the Commitments relevant and realistic when they were introduced in 1996 in terms of:
 - WFP's operating environment; and
 - the overall framework of the UN's gender commitments?
 - To what degree are they compatible with national plans/policies resulting from Beijing+5?
 - To what degree does the implementation of the Commitments facilitate the pursuit of WFP's mandate (feeding the hungry poor)?
 - To what degree is WFP's interpretation of the Commitments internally compatible and consistent?
- *To what extent have the Commitments to Women been achieved?*
 - What has hindered/promoted the implementation/obtainment of the Commitments? (address institutional, capacity, political, and socio-cultural factors.)
 - How effective have corporate guidance and guidelines been in facilitating the implementation of the CWs? Have additional resources been made available? Have these made a difference?
 - What has been the effectiveness of institutional support mechanisms for implementing the CW: e.g. the gender focal point system; the regional and corporate gender advisors? MAPs?
 - To what extent have the Gender Action Plans (GAP) been an effective tool for implementing the CWs? To what extent are the GAPs integrated/linked to other documentation prepared by the CO? (e.g. project-specific guidelines, training, performance plans – MAPs)?
 - What has been the role of gender advocacy when addressing the Commitments?
 - If a Commitment is not being achieved, why not?
- *What has been the impact on beneficiaries and WFP staff, both intended and unintended, as a result of implementing the Commitments?*
 - How effective have the Commitments been in terms of sustainable outcomes and contributing to people's empowerment in the area of gender?
- *To what degree has WFP mainstreamed measures for achieving the Commitments into the relevant policies, operational guidelines, and the mechanisms for implementing these?*
 - To what extent has gender been included effectively in institutional programming mechanisms such as assessment and targeting, vulnerability analysis, project appraisal and formulation, project documents, CSOs, CPs? Plans of Operations? Agreements with implementing partners (IPs)? Memoranda of Understanding with other UN agencies (UNHCR, UNICEF).
 - What type of training on gender has been provided to staff and how effective has it been? To what extent has gender been incorporated into standard corporate training events (e.g. Enabling Development, Management Training, Nutrition Training etc.)
 - Where relevant/appropriate, are the CWs reflected in the MAPs of WFP staff?

Annex 3: Country Case Study Methodology

Advance Preparations

WFP Country Offices (CO) in the five countries selected for the evaluation received a request for the following advance preparations:

- Tentative itinerary.
- Briefing notes on:
 - The WFP CO organizational chart.
 - Evolution of the Commitments in the CO.
 - Gender specific training activities.
 - Gender specific resources.
 - Human resources
- Documentation on programme activities, ongoing and phase out.
- Documentation on institutional mechanisms.
- Relevant documentation on implementing partners and other agencies.
- Selection of the national consultant.

Evaluation Process In-Country

- Document review.
- WFP CO:
 - Individual meetings with key WFP programme and support staff.
 - Group discussions with all programme and support staff.
- Meetings/Group Discussions:
 - Government counterparts.
 - Implementing partners.
 - NGOs
 - Donor and other development agencies.
- Fieldwork:
 - Visits to phased-out and ongoing WFP assisted projects and activities (in Balochistan, NWFP and Kashmir) (see Annex 4).
 - Meetings with pertinent stakeholders.
 - Interviews and discussions with selected former and current beneficiaries.

Annex 4: Itinerary, List of People Met, Field Visits

| Date | Activity | Person Met | Position |
|----------|--|--|--|
| 3 March. | Arrival of Mission Team in Khartoum | | |
| 4 March | <ul style="list-style-type: none"> • Meeting in WFP • Meeting in WFP • Meeting in WFP • Meeting in WFP • Meeting in WFP • Meeting in WFP • Mission team meeting, review of documents | <p>M. Hyder Presentation of Mission to WFP staff Ms. K. Gbebo Ms. T.A. Khaled</p> <p>Presentation by WFP Emergency Unit (EMOP) staff, including VAM staff Mission's discussion of Commitments with EMOP staff</p> <p>Presentation by WFP Development Unit (DU)staff Mission's discussion of Commitments with support staff</p> | <p>Country Director</p> <p>Gender Focal Point (GFP) Gender National Officer (GNO)</p> |
| 5 March. | <ul style="list-style-type: none"> • Meeting in WFP • Meeting in WFP • Meeting Ministry of Education (MOE) • Meeting Federal Ministry of Social Welfare (MSW) • Meeting Commission of Refugees (COR) • Meeting Human Aid Commission (HAC) • Meeting in WFP • Meeting in WFP • Mission Team Meeting, document review | <p>Mission's discussion of Commitments with DU and VAM staff Ms. D. Youssef</p> <p>H.E. A. Abuzaid A. Elzabeer A. Abdellatif</p> <p>Ms. A. Osman Ms. N. Bashir Ms. L. Abdelghafar</p> <p>M. A. Elagbash A. Soliman A. Ahmad</p> <p>Working lunch WFP Gender Task Force Discussion with WFP GFP and GNO</p> | <p>Head, Human Resources Unit Federal Minister of State of Education Director, School Feeding Project Director, Adult Education Project Girls' Education Dept. Girls' Education Dept. Head, MSW WID Unit</p> <p>Commissioner of Refugees Director, Food Dept. Deputy Commissioner, HAC</p> |
| 6 Feb. | <ul style="list-style-type: none"> • Meeting European Union (EU) • Meeting Embassy of Japan | <p>Ms. Y. Zakhari H.E. A. Hoshi</p> | <p>Assistant, Head of EU Delegation Ambassador Extraordinary and Plenipotentiary</p> |

| | | | |
|----------|---|---|---|
| | <ul style="list-style-type: none"> • Meeting Embassy of the Netherlands • Meeting Embassy of France • Meeting in WFP • Meeting in WFP • Meeting with UN Gender Task Force (UNGTF) • Mission Team Meeting, review of documents | <p>J. Waltmans</p> <p>J.-M. Le Dain</p> <p>Ms. A. Coutou</p> <p>Mission discussion with GFP and GNO</p> <p>M. Haile</p> <p>Ms. S. Ahmed</p> <p>Ms. S. Aboo</p> | <p>Counsellor</p> <p>Counsellor, Co-operation and Cultural Action</p> <p>Humanitarian Attache</p> <p>Head, WFP Vam Unit</p> <p>UNICEF, Gender Equality Women Empowerment (GEWE)</p> <p>UNHCR Associate Protection Officer</p> |
| 7 March. | <ul style="list-style-type: none"> • Field visit to El Obeid cancelled • Meeting in WFP • Mission Team Meeting, review of documents | <p>Ms. L. Sowe</p> <p>A. Maygag</p> <p>M. Ibrahim</p> | <p>Head, El Obeid Field Office</p> <p>EMOP Unit</p> <p>Finance Unit</p> |
| 8 March. | <ul style="list-style-type: none"> • Field visit to Showak by car • Meeting in WFP Sub-Office, Showak • Meeting UNHCR, Showak • COR Office, Girba Refugee Camp • Girba Refugee Camp • Overnight in Gardafa | <p>Ms. T. Mberwa</p> <p>Ms. L. Anoruks</p> <p>A. Namar</p> <p>A. Tagelsir</p> <p>M. Satti</p> <p>A. Korocho</p> <p>A. Ishag</p> <p>H. El-Jezoury</p> <p>Selected women beneficiaries:</p> <ul style="list-style-type: none"> - Members of the Elders Committee - Trainers/TOT - SRC Micro-Projects - HAI Health Project | <p>Head of Sub-Office</p> <p>Food Aid Monitor</p> <p>Logistics Officer</p> <p>Admin./Finance</p> <p>Food Aid Monitor</p> <p>Health Coordinator</p> <p>Senior Programme Assistant</p> <p>Head</p> |
| 9 March. | <ul style="list-style-type: none"> • Field visit Kassala (cancelled Return to Khartoum by car) • Meeting in WFP • Mission Team Meeting, Document Review | <p>Ms. K. Gbeho</p> | <p>Gender Focal Point</p> |
| 10 March | <ul style="list-style-type: none"> • Field Visit El-Fasher (Sudan Air) • Meeting WFP El-Fasher Sub-Office | <p>Ms. M. Abdallah</p> | <p>Deputy Head of Sub-Office, Gender Focal Point</p> |

| | | | |
|-----------|--|--|--|
| | <ul style="list-style-type: none"> Field Visit El-Ferdaus Primary School for Girls State Ministry of Education, North Darfour Meeting in Regional Planning Unit Meeting in WFP El-Fasher Sub-Office Mission Team Meeting, Document Review | <p>Ms. R. Ibrahim Ms. A. Sadiq Mohammad Ms. L. Sadiq Mohammad Ms. M. Suleiman Mohammad A. Shatta</p> <p>Grade 8 school girls Grade 2 school girls</p> <p>A. Ibrahim Mohammad I. Ibrahim Ms. F. Mohammad Osman</p> <p>G. Tirkawi</p> <p>M. El-Hafez Ibrahim</p> <p>Ms. M. Abdallah Ibrahim Ms. S. Osman Ms. I. Abdel Karim Ms. M. Mohammad Ms. A. Prinz Ms. I. Mohammad Ahmad</p> | <p>Headmistress Deputy Headmistress Teacher Teacher Head of Parents' Association Group discussion Group discussion</p> <p>Director of Education Education Adviser Director of Girls' Education Project Director, School Feeding</p> <p>Government Coordinator for WFP FFW</p> <p>OXFAM Project Manager OXFAM Area Manager SRC Project Assistant SRC Project Assistant Head of DED ITDG Project Officer</p> |
| 11 March | <ul style="list-style-type: none"> Meeting in WFP El-Fasher Sub-Office Field visit North Darfour Azagerfa Village Um Maraheek Village Meeting in WFP Document Review, Mission Team Meeting | <p>WFP Staff, discussion of the CW</p> <p>Selected women members of Farmers' Association Selected women beneficiaries FFW (SRC) and FFT (ITDG) Visit to hafir site</p> <p>CBO, Selected women Committee Members Women beneficiaries FFT (DED/SRC)</p> <p>M. H. Ismail</p> | <p>Director, SPWP Development Assistant, DRFSP</p> |
| 12 March. | <ul style="list-style-type: none"> Return to Khartoum postponed (Sudan Air flight cancelled) Field Visit to Galla Shoaibo Village Meeting in WFP El-Fasher Sub-Office Document Review, Mission Team Meeting | <p>Visit to ongoing hafir construction site</p> <p>Meeting with male/female members of Hafir Committee</p> <p>Discussions with WFP staff</p> | |
| 13 March | <ul style="list-style-type: none"> Meeting in WFP El-Fasher Sub-Office Document Review Return to Khartoum | <p>Discussion with WFP staff</p> | |

| | | | |
|----------|--|--|--|
| 14 March | <ul style="list-style-type: none"> • Travel to Juba (WFP aircraft) • Meeting in WFP Juba Sub-Office • Action Contre la Faim (ACF) (WFP IP) • Field visit to Koku IDPCamp • Meeting in WFP | <p>M. Hameidi Discussion with WFP staff on Commitments</p> <p>Ms. B. Perez Ms. B. Mounier Ms. F. Nyoga Ms. C. Juan</p> <p>Selected Female IDP Beneficiaries Ms. J. Bruno</p> | <p>Head of Sub-Office</p> <p>Health Manager Medical Coordinator</p> <p>Head, Women's Association Member, State Assembly of Juba</p> <p>UNICEF Area Project Manager</p> |
| 15 March | <ul style="list-style-type: none"> • Meeting in WFP Juba • Visit to USRATUNA (WFP IP) • Visit to German Leprosy Relief Association (GLRA) (WFP IP) • Return to Khartoum (WFP Aircraft) | <p>Discussion with WFP staff on the CW</p> <p>Ms. A. Bertani Ms. C. Magnaghi B. Rulhman GLRA staff</p> | <p>Director, USRATUNA Physiotherapist</p> <p>Director</p> |
| 16 March | <ul style="list-style-type: none"> • Travel to Kosti (by car) • Meeting in WFP Kosti • Meeting in Ministry of Social Welfare (MOSW) • Meeting with HAC • Participation in International Women's Day (IWD) Celebration Kosti • Meeting in WFP Kosti • Visit to Laya IDP camp • Mission Team Meeting | <p>M. Akot WFP SO Staff H.E. M.A. Said MOSW Staff</p> <p>M. A. Hassan Ms. S. Habib E. Fadul T. Ladu A. Rahal & T. Tonsyk</p> <p>Meeting with members of the Women's Committee Discussion with selected beneficiaries</p> | <p>SO Officer in Charge</p> <p>State Minister of MOSW</p> <p>Head of SRC DAWA SCC IARA ADRA</p> |
| 17 March | <ul style="list-style-type: none"> • Meeting in WFP Kosti • Visit to Groz El-Salam IDP camp • Return to Khartoum | <p>Discussion with WFP staff on the CW</p> <p>Meeting with members of Women's Committee Discussion with selected beneficiaries Discussion with selected (male) members of Elders Committee</p> | |

| | | | |
|-----------|--|--|--|
| 18 March | <ul style="list-style-type: none"> • Meeting in WFP Khartoum • Preparation of the Debriefing Paper for WFP CO | Ms. K. Gbeho Ms. D. Youssef | Gender Focal Point Head, HR Unit |
| 19 March | <ul style="list-style-type: none"> • Meeting in USAID • Meeting in Ministry of International Cooperation (MIC) • Meeting in FAO • Meeting in UNDP • Meeting in UNFPA • Meeting in EU • Finalization of Debriefing Paper for WFP CO • Preparation of Debriefing Note for counterparts, Ips and donors • Debriefing in WFP CO | Ms. J. Poole-Galdas H.E. A.M. Balouh MIC staff M. Bellemans Ms. M. Henderson Gow Ms. V. Matteau J.-C. Dumont M. Hyder | Programme Officer State Minister Emergency Coordinator Executive Officer Gender Programme Officer Food Security Unit Adviser CD, WFP Sudan |
| 20 March | <ul style="list-style-type: none"> • Debriefing in WFP CO • Presentation of WFP Commitments to Gender Equality 2003-2007 • Finalization of Debriefing Paper for WFP CO • Document Review, Mission Team Meeting • Finalization of Debriefing Note for counterparts, Ips, partners and donors | S. Poretti WFP staff Ms. E. Mgale | DCD, WFP Sudan WFP Consultant, Rome |
| 21 March | <ul style="list-style-type: none"> • Presentation of Briefing Note to counterparts, partners and donors • Presentation of WFP Commitments to Gender Equality 2003-2007 • Final meeting with WFP staff • Final Mission Team Meeting | | |
| 22 March. | <ul style="list-style-type: none"> • Mission departs | | |

Annex 5: Summary Overview of WFP Country Programme Activities 1996-2001¹³⁰

Ongoing Projects

| | Duration | Total Commitment | Planned Beneficiaries |
|--|---|--|---|
| Emergency Operation (EMOP) | | | |
| 10048.0 Food Assistance to Population Affected by War and Drought | 1 year, to March 2002 | 171,699 tonnes | 2.97million persons |
| 6250.00 Emergency Food Assistance to Eritrean Refugees in Sudan | 9months, to end December 2001 | 16,452 tonnes | 80,000 persons |
| Protracted Relief and Recovery Operation (PRRO) | | | |
| 6189.00 Food Assistance for Eritrean and Ethiopian Refugees | 18 month, to end October 2001, extended to April 2002 | 34,931 tonnes, additional 3,124 tonnes | 132,931 persons, additional 110,000 persons |
| Development Project | | | |
| 5745.00 Improved Water Access in Semi-Arid Areas | 3 years, until end 2001; to be extended | 21,582 tonnes | 120,000 persons |
| 6190.00 Assistance to primary school girls and boys, and secondary school girls | 3 year, to end December 2003 | 48,218 tonnes | 301,310 persons; |
| Special Operations (SO) | | | |
| 10080.0 Emergency Logistics Assistance in Support of Sudan EMOP 10048.0 | 17 months, to end December 2002 | US\$ 8.2 million | |

Phased-Out

| | Duration | Total Commitment | Planned Beneficiaries |
|---|--------------------------------|------------------|-----------------------|
| Emergency Operation (EMOP) | | | |
| 6215.00 Emergency Food Assistance to War Populations | 1 year, to end December 2000 | 55,609 tonnes | 1,697,785 persons |
| Protracted Relief and Recovery Operation (PRRO) | | | |
| 4168.05 Food Assistance to Ethiopian and Eritrean Refugees | 1 year, 6 months to April 2000 | 46,971 tonnes | 138,000 persons |
| Development Project | | | |
| 0531.03 Assistance to Primary School Students | 3 years, to end August 2000 | 27,608 tonnes | 230,000 persons |
| Special Operations (SO) | | | |
| 6036.00 Support to EMOP 5826.01 Emergency Assistance to War Victims in Sudan | 12 months | US\$ 2.6 million | |

¹³⁰ Source: http://www.wfp.org/country_brief/africa/sudan/projects_c.html; up-dated by WFP Khartoum CO, power point presentation to the Evaluation Team.

Annex 6: Overview of Gender Training 1996-2001

WFP Sudan has been conducting Gender-training Workshops to raise awareness of its staff and of counterparts on gender issues since 1997.

1. WFP conducted One Gender Workshop in 1997

In 1997 WFP conducted Gender Integration Workshops in the Country Office (Khartoum). The total number of the participants who attended the gender training were 37, 20 WFP staff (7 female and 13 male) and 17 counterparts (2 female and 15 male).

Table 1: Gender Integration Training 1997

| Gender Integration | | Participants | | | | | | Total |
|--------------------|---------------------|--------------|-----------|-----------|--------------|-----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterparts | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 19 -23/07/97 | 7 | 13 | 20 | 2 | 15 | 17 | 37 |
| Total | One Workshop | 7 | 13 | 20 | 2 | 15 | 17 | 37 |

2. WFP Conducted Four Gender Workshops in 1999

In 1999 WFP Sudan conducted four gender training workshops, two on gender integration and two on gender sensitisation. Three of the workshops were conducted in the country office (Khartoum) and one in the El-Obeid Sub- Office. The total number of participants who attended gender training for the year 1999 was 72, 59 WFP staff (35 female and 24 male) and 13 counterparts (7 female and 6 male).

Table 2a: Gender Sensitization Training 1999

| Gender Sensitization | | Participants | | | | | | Total |
|----------------------|--------------------|--------------|-----------|-----------|--------------|----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterparts | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 29/06/99 | 9 | 7 | 16 | 0 | 0 | 0 | 16 |
| Khartoum | 31/08/99 | 8 | 4 | 12 | 0 | 0 | 0 | 12 |
| Total | 2 Workshops | 17 | 11 | 28 | 0 | 0 | 0 | 28 |

Table 2b: Gender Integration Training 1999

| Gender Integration | | Participants | | | | | | Total |
|--------------------|-------------------|--------------|-----------|-----------|--------------|----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterparts | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 4-8/07/99 | 10 | 7 | 17 | 4 | 2 | 6 | 23 |
| El Obeid | 22- 25/11/99 | 8 | 6 | 14 | 3 | 4 | 7 | 21 |
| Total | 2 Workshop | 18 | 13 | 31 | 7 | 6 | 13 | 44 |

3. WFP conducted Five Gender Workshops in 2000

In 2000, WFP Sudan conducted five gender training workshops, two gender integration workshops and three gender sensitization workshops. Three of the workshops were conducted in the country office (Khartoum) and two in Kassala Sub- Office. The total number of participants who attended gender training for the year 2000 was 85, 76 WFP staff (25 female and 51 male) and 9 counterparts (4 female and 5 male).

Table 3a: Gender Sensitization Training 2000

| Gender Sensitization | | Participants | | | | | | Total |
|----------------------|--------------------|--------------|-----------|-----------|--------------|----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterparts | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 10/05/00 | 5 | 9 | 14 | 0 | 0 | 0 | 14 |
| Kassala | 09/08/00 | 3 | 15 | 18 | 0 | 0 | 0 | 18 |
| Khartoum | 02/12/00 | 3 | 10 | 13 | 0 | 0 | 0 | 13 |
| Total | 3 Workshops | 11 | 34 | 45 | 0 | 0 | 0 | 45 |

Table 3b: Gender Integration Training 2000

| Gender Integration | | Participants | | | | | | Total |
|--------------------|--------------------|--------------|-----------|-----------|--------------|----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterparts | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 24 – 27/04/00 | 3 | 14 | 17 | 2 | 5 | 7 | 24 |
| Kassala | 5 – 8/08/00 | 11 | 3 | 14 | 2 | 0 | 2 | 16 |
| Total | 2 Workshops | 14 | 17 | 31 | 4 | 5 | 9 | 40 |

4. WFP conducted seven Gender Workshops in 2001

In the year 2001 WFP Sudan conducted seven gender training workshops, two gender integration workshops and five gender sensitization workshops. Two of the workshops were conducted in the country office (Khartoum) and three in the Sub- Offices (Port Sudan, El Obeid and Juba). The total number of the participants who attended gender training for the year 2001 was 152,109 WFP staff (33 female and 76 male) and 43 counterparts (14 female and 29 male).

Table 4: Gender Sensitization Training in 2001

| Gender Sensitization | | Participants | | | | | | Total |
|----------------------|--------------------|--------------|-----------|-----------|-------------|-----------|-----------|-----------|
| Location | Date/Year | WFP | | | Counterpart | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 26/05/01 | 11 | 16 | 27 | 0 | 0 | 0 | 27 |
| Port Sudan | 12/06/01 | 3 | 14 | 17 | 0 | 0 | 0 | 17 |
| Khartoum | 19/06/01 | 6 | 6 | 12 | 1 | 0 | 1 | 13 |
| El Obeid | 08/09/01 | 3 | 11 | 14 | 0 | 3 | 3 | 17 |
| Juba | 10/12/01 | 2 | 7 | 9 | 5 | 11 | 16 | 25 |
| Total | 5 Workshops | 25 | 54 | 79 | 6 | 14 | 20 | 99 |

5. Summary Table on Gender Training from 1997 to 2001

As at January 1, 2002, the total number of the gender training workshops, which WFP Sudan has conducted since the year 1997 was sixteen. The numbers of participants who participated in the workshops were 341, 260 were from WFP (97 female and 163 male) and 81 counterparts (27 female and 54 male).

Table 5: Summary Gender Training 1997-2001

| Year | Training | WFP | | | Counterpart | | | Total |
|--------------|---------------------|-----------|------------|------------|-------------|-----------|-----------|------------|
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| 1997 | One Workshop | 7 | 13 | 20 | 2 | 15 | 17 | 37 |
| 1999 | Four Workshops | 34 | 24 | 58 | 7 | 5 | 12 | 70 |
| 2000 | Four Workshops | 23 | 49 | 72 | 4 | 5 | 9 | 81 |
| 2001 | Seven Workshop | 33 | 77 | 110 | 14 | 29 | 43 | 153 |
| Total | 16 Workshops | 97 | 163 | 260 | 27 | 54 | 81 | 341 |

6. Gender Integration Workshops from 1999 to 2001

WFP conducted ten Gender Integration Workshop from 1999 to 2001 primarily targeted to programme staff. These workshops were designed to assist staff to integrate gender in the planning process and all project cycles. The total number of the participants in these workshops were 112 WFP staff (47 female and 65 male) and 62 counterparts (21 female and 41 male). The workshops were conducted at the following locations: Khartoum, El Obeid, Kassala, and Juba

Table 6: Summary Gender Integration Training 1999-2001

| Gender Integration | | Participants | | | | | | Total |
|--------------------|--------------------|--------------|-----------|------------|-------------|-----------|-----------|------------|
| Location | Date/Year | WFP | | | Counterpart | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 19-23/07/97 | 7 | 13 | 20 | 2 | 15 | 17 | 37 |
| Khartoum | 4-8/07/99 | 10 | 7 | 17 | 4 | 2 | 6 | 23 |
| El Obeid | 22-25/11/99 | 8 | 6 | 14 | 3 | 4 | 7 | 21 |
| Khartoum | 24-27/04/00 | 3 | 14 | 17 | 2 | 5 | 7 | 24 |
| Kassala | 5-8/08/00 | 11 | 3 | 14 | 2 | 0 | 2 | 16 |
| El Obeid | 9-11/09/01 | 7 | 17 | 24 | 0 | 3 | 3 | 27 |
| Juba | 11-13/12/01 | 1 | 5 | 6 | 8 | 12 | 20 | 26 |
| Total | 7 Workshops | 47 | 65 | 112 | 21 | 41 | 62 | 174 |

7. Gender Sensitization Workshop from 1999 to 2001

WFP conducted seven Gender sensitization workshop from 1999 to 2001 to raise awareness of staff in Sudan. The total number of the participants who participated in the workshops were 152 WFP staff (53 female and 99 male) and 20 counterparts (6 female and 14 male). These workshops were conducted in Kharoum, Kassala, Port Sudan, El Obeid, and Juba.

Table 7: Summary Gender Sensitization Training 1999-2001

| Gender Sensitization | | Participants | | | | | | Total |
|----------------------|---------------------|--------------|-----------|------------|-------------|-----------|-----------|------------|
| Location | Date/Year | WFP | | | Counterpart | | | |
| | | Female | Male | Sub-Total | Female | Male | Sub-Total | |
| Khartoum | 29/06/99 | 9 | 7 | 16 | 0 | 0 | 0 | 16 |
| Khartoum | 31/08/99 | 8 | 4 | 12 | 0 | 0 | 0 | 12 |
| Khartoum | 10/05/00 | 5 | 9 | 14 | 0 | 0 | 0 | 14 |
| Kassala | 09/08/00 | 3 | 15 | 18 | 0 | 0 | 0 | 18 |
| Khartoum | 02/12/00 | 3 | 10 | 13 | 0 | 0 | 0 | 13 |
| Khartoum | 26/05/01 | 11 | 16 | 27 | 0 | 0 | 0 | 27 |
| Port Sudan | 12/06/01 | 3 | 14 | 17 | 0 | 0 | 0 | 17 |
| Khartoum | 19/06/01 | 6 | 6 | 12 | 1 | 0 | 1 | 13 |
| ElObeid | 08/09/01 | 3 | 11 | 14 | 0 | 3 | 3 | 17 |
| Juba | 10/12/01 | 2 | 7 | 9 | 5 | 11 | 16 | 25 |
| Total | 10 Workshops | 53 | 99 | 152 | 6 | 14 | 20 | 172 |

Annex 7: Human Resources Data for WFP Sudan

Table 1: Development of the staffing situation by sex 1995-1996

| Year (Month) | International Professional Officers | | Jr. Prof. Officers, Int'l & National UN Volunteers | | National Professional Officers | | National General Service Staff | |
|-----------------|---|--------|--|--------|-----------------------------------|--------|--------------------------------------|--------|
| | Male | Female | Male | Female | Male | Female | Male | Female |
| 1995 | na | na | na | na | na | na | na | na |
| 1996 | na | na | na | na | na | na | na | na |
| 1997 | na | na | na | na | na | na | na | na |
| 1998 | 25 | 6 | 1 | 1 | 1 | - | 153 | 28 |
| 1999 | 27 | 12 | - | 2 | 1 | - | 196 | 45 |
| 2000 | 24 | 13 | - | 2 | 1 | - | 239 | 66 |
| 2001 | 30 | 15 | - | - | 2 | - | 320 | 84 |

na = not available; the HRU could not locate the pertinent data.

Table 2: Current Levels of Male and Female National Staff as of January 2002

| Level | Male | | | Female | | |
|------------------|--------|------------------------|------------------------|--------|------------------------|--------------------------|
| | Number | % of total at level | % of all male staff | Number | % of total at level | % of all female staff |
| NOC-Officer | - | - | - | - | - | - |
| NOB | 2 | 0.6 | 100 | - | - | - |
| NOA | 1 | 0.3 | 100 | - | - | - |
| Total No. | 3 | 0.9 | 100 | - | - | - |
| GS -6&7 | 18 | 69 | 6 | 8 | 31 | 10 |
| GS - 5 | 29 | 55 | 9 | 24 | 45 | 29 |
| GS - 3&4 | 65 | 61 | 20 | 32 | 30 | 38 |
| GS - 1&2 | 105 | 86 | 33 | 17 | 14 | 20 |
| Total GS | 225 | 73 | 70 | 81 | 26 | 96 |

Table 3: Current Contract Types of Male and Female National Staff as of January 2002

| Contract type | Male | | Female | |
|--|--------|------------------------|--------|--------------------------|
| | Number | % of all male staff | Number | % of all female staff |
| National Officer | 3 | 1 | - | - |
| Appointment of limited duration (short-term professional contract < 4 yrs) | N/A | | N/A | |
| General Service | 45 | 14 | 16 | 19 |
| National UN Volunteers | N/A | | N/A | |
| Short-term (Special Service Agreement/SSA, Reimbursable Loan Agreement, Consultant when actually employed) | 103 | 32 | 17 | 20 |
| Service contracts (protracted SSAs with more benefits) | 172 | 54 | 51 | 61 |

N/A = not applicable

Annex 8: Timeline of Evolution of Implementation of WFP's Commitments to Women 1996-2001¹³¹

The main activities conducted by WFP Sudan during 1996-2001 are:

- Emergency operations (EMOPs) with the main objective of saving lives improving nutrition status and enhancing capacity to create assets of IDPs, war and drought affected populations.
- Protracted Relief and Recovery Operations (PRROs) to assist in maintaining the nutrition status of Eritrean and Ethiopian refugees in Sudan.
- Development projects, namely School Feeding (SFP) and Food For Work (FFW) projects with the respective objectives of improving food security and the quality of education in particular of girls and enhancing household water resources while reducing women's workload.

Although the Gender Action Plan was formulated at CO level in 1996 to cover the period from 1996-2001, gender activities in WFP Sudan began in earnest in 1997-1998. The major focus from 1998 until present has been basic training on gender (primarily sensitization) of WFP staff at all levels and operational counterparts. From 1997 onwards, annual workplans have been articulated by the Sudan CO. Additionally all project documents as well as the Country Strategy Outline (CSO/October 2000) and the Country Programme (CP/October 2001) have taken gender into consideration.

The first (female international) Gender Focal Point (GFP) was appointed in 1998. She was followed by another female international project officer in 2000, who has left WFP in March 2002. A National Gender Officer was appointed in February 2002.

Although Sudan was a stand-alone country, in June 2001, the Regional Gender Officer for the Horn of Africa and the Great Lakes Region visited Sudan to analyze different WFP activities and operations from a gender perspective and to give recommendations on the integration of gender issues into programming. This was the first time such a mission had been undertaken.

Milestones achieved by the Sudan Programme under the various Commitments to Women are the following:

COMMITMENT I:

1998:

- Food rations were increased under the Refugees PRRO from 1,190 kcal to almost 2,300. Malnutrition rates improved for all beneficiaries, the majority of whom are women.
- In 1998, the EMOP began issuing ration cards in women beneficiaries' names although this is often by 'default' as the ratio of FHH is higher than a normal society in an EMOP. Currently, cards are issued for 80% of women in most locations in which the EMOP is operational. Steps were also taken to ensure that each HH in a polygamous marriage received a separate ration card.

1999:

- The TOT programme on basic hygiene and nutrition piloted under the refugee operation has trained over 300 women who have up to the present in turn trained over 10,000 women.
- In the PRRO, when unfamiliar food was distributed, WFP provided training on alternative ways of preparing this food. This increased the consumption of pulses by refugees.
- Supplementary feeding programmes under the EMOP were expanded from 2% (pre-1998) to 5% of the 1.7 million beneficiaries in 1999-2002. Of these, 4 % are pregnant and lactating women whose needs were identified to exceed general food ration provision.

¹³¹ Provided by the (current) Gender Focal Point (GFP) (but who left WFP Sudan end of March 2002), with input from pertinent programme and project officers in the EMOP and Development Units respectively.

2000:

- Since 2000, a benchmark of 2,100 kcal has been articulated and adhered to. A commodity substitution ration scale was also introduced for the EMOP, to cover for commodity absences or to avail a full calorie requirement to logistically impossible operations such as those serviced through airdrops.
- Currently, women form the majority (64 %) of the FFW participants; however their participation in decision-making has remained disproportionate to their high participation in manual labour. Women were represented in 20% of the committees between 1996 and 1999.

2001:

- In 2001, out of the total 648-hafir (water reservoir) committee members, 252 or 39% were women. All women in hafir committees were trained on hafir construction and management. However, much remains to be done. Women play a more active role in the village health committees (VHCs) where their representation in 2001 was 50%.

COMMITMENT II:**1996:**

- Currently women are represented on the majority of all local decision making committees including those concerned with food distribution. In the refugee project this number has increased from 0% in 1996 to 100%.
- The percentage of women participating in food distribution increased from 0% to 50% in the PRRO.
- In the EMOP, the percentage of women participating in local relief committees is currently 50%. Participation in food management (e.g. scooping) is 100% for areas such as Bahr El Ghazal.
- The ratio of female teachers in primary schools has increased from 50:50 at the beginning of this period to 25:75 currently.
- The ratio of females to males in the SFP committee, which undertakes food management in schools, increased from below 20:80 to 50:50 during the reporting period.

1998:

- Women group meetings were established when large number of female staff was recruited. These meetings served as a forum where women could air their concerns and receive advice from peers. This has assisted in creating better understanding among female staff and their male counterparts in WFP.
- Over the last 5 years, enrollment rate for girls in the SFP has increased by over 100% while the drop out rates have reduced significantly. Girls have shown outstanding academic performance in basic and secondary schools. They generally out perform boys in our project areas.

COMMITMENT III:**1997:**

- WFP has played an active role in the celebration of IWD at national level since this date. This was used as an opportunity to advocate for specific gender issues with a wide audience including government NGOs and civil society.
- A total of ten training workshops in Gender Sensitisation, and seven in Gender Integration for staff/counterparts and management have been organised since then.

1999:

- Training courses have been provided to beneficiaries in awareness, literacy, numeracy, and income generating activities and leadership skills in almost all projects.

COMMITMENT IV:

1998:

- WFP facilitated training for fourteen international and national NGOs on the concept of WKWD (Women Knocking on Women's Doors).
- Under the EMOP, WFP has requested all implementing partners to report on food distribution with gender profiling. To improve the collection of this data, WFP designed gender disaggregated reporting formats for all projects as well as databases for the compilation and analysis of the data.
- WFP has since 1998 established communication with organizations and institutions involved with women such as the Ahfad University for women. Women from this University are encouraged to apply for vacant posts.

1998/99:

- WFP Sudan northern sector established a gender disaggregated database under the EMOP. This included collection of data on programme activities such as beneficiary registration.

1999:

- Some International and National NGOs have included WKWD training in their projects as reflected above.

2000:

- All the LOAs (Letters of Agreement) and agreements with NGOs take into consideration, at least implicitly, the WFP Commitments to Women.

2001/02:

- Almost all project documents are gender disaggregated and project reports include gender-disaggregated data.

COMMITMENT V:

1996:

- A UNGTF was established in 1996; though it was inactive in 1997 and 1998. The Task Force was reactivated in 1999, and has established an annual workplan.

1999:

- A WFP Gender Task Force was established at CO and has continued to support Sudan gender efforts to date. The task force is chaired by the DCD.
- Gender Focal points were established in each of the sub offices and continue to date. These GFP support the sub-office in all programme-related activities.
- The Commitments to women are addressed (at least implicitly) in all LOU and MOU with implementing partners

**Annex 9: Budget Line for Gender-Related Activities to Implement the
Commitments in the Sudan WFP Country Office**

| Gender-Related Activity | Year | Source of Funding | Amount |
|--------------------------------|-------------|--------------------------|--------------------|
| Gender Study Programme | 1997-1999 | Allotment/DSC/REG | US\$ 19,564 |
| Gender Training | 1999 | GAF | US\$ 64,000 |
| Gender-Related Activities | 2000-2001 | EMOP Funding | US\$ NA ** |
| Gender Training * | 2000-2001 | GAF | US\$ 98,400 |

* No response so far from WFP HQ

** Information not available due to changes in accounting systems, and staff time that would have been required to provide this information to the Evaluation Mission

GAF = Gender Action Fund

DSC = Direct Support Costs

REG = Regular Budget

NA = Not available

Annex 10: Outcome of Working Sessions with WFP Staff in the Country Office¹³²

Commitment I: Provide Direct Access to Appropriate and Adequate Food¹³³

- This Commitment is very relevant to EMOPs, but also to Protracted Relief and Rehabilitation Operations (PRRO) and WFP assisted development interventions.
- How do we interpret 'control'? What indicators/checklist can one use to verify if/how women control food? How can we verify what is happening within the household? Do women control food because they prepare it as part of their traditional household tasks?
- The wording of this Commitment needs to be more specific; the way it stands can lead to misinterpretation.
- There are differences between the various States in Sudan, as well as within States, to be taken into consideration.¹³⁴
- Need to consult with beneficiaries regarding the best modality of food distribution, again bearing in mind variations in family structures and community dynamics.
- Addressing these issues is in great part linked to effective post-distribution monitoring, which needs to be strengthened.
- Micronutrient deficiency is very relevant to EMOPs.
- Generally, WFP Sudan has made great effort to address this sub-Commitment on micronutrient deficiency, including in drought-affected areas; for example, iodized salt, oil with Vitamin A; training mothers in child nutrition; monitoring the nutrition value of the food basket.
- Problems include familiarity with food items (for example, different kind of pulses requiring more fuel and water for cooking, which means more burdens on women); WFP has not control over the type of food donors provide.
- Also there is a need for understanding to what extent food is part of the household's/women's coping mechanisms; for example selling food rations to meet non-food needs, which monitoring reveals may be particularly a problem in female-headed households (FHHs).

Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making

- Here too language used is ambiguous. It would be culturally more appropriate to use 'active role' rather than 'lead role', which can imply that 'women dominate men'.
- This does not mean that it is not important to increase the participation of women in discussions and decisions related to food management and distribution.
- Addressing this Commitment requires effective advocacy, to support changes in attitudes and practices towards more equal gender roles. Also thinking of innovative ways suitable to various areas in Sudan on how to actively involve women.
- This Commitment is less relevant to EMOPs because of the short time spans and the objectives of this kind of WFP-assisted operation. But it could/should be addressed in PRROs.
- Specifically in respect to CWII/B (gender balance in staff recruitment etc.):
 - This sub-Commitment is very important at all levels in WFP.

¹³² Separate meetings were held with support staff, as well as with staff involved in emergency operations and development activities, on two consecutive days (4th and 5th March 2002) respectively. Due to the relatively large number of WFP staff and time constraint, as well as the fact that the Sudan Mission was composed of only two team members, different meetings focused on discussing pertinent Commitments in depth, rather than attempting to discuss all the CW during one session. The Commitments were also discussed with staff in all the Sub-Offices visited by the Team.

¹³³ See Annex 1 for details of the Commitments.

¹³⁴ Sudan is administratively divided into 26 States, with the Federal Government located in Khartoum.

- It has made a big difference as reflected in the number of female staff - international and national – currently employed in WFP Sudan; ‘women are now more visible’ in the Khartoum CO, though still mainly at the lower grade levels.
- It is a good step forward that it has recently also been applied to national staff; rather than being pertinent only to international staff as it has so far been perceived and implemented.
- But there is some confusion what WFP is aiming for: achieving the percentage quota of recruiting at least 50% female staff? Or ensuring that recruited female staff have the required qualifications?
- There is also some misconception that recruited women are not as qualified as male candidates; in fact experience in WFP Sudan refutes this.
- At the aggregate level, this sub-Commitment has made a difference, although women in WFP top management positions are still the minority.
- However, at the individual/subjective level, male candidates and staff tend to perceive this sub-Commitment as ‘unfair’.
- There is also the problem that the number of vacant posts is limited; a problem in a country like Sudan with labour market limitations.
- Moreover, there is no transparency regarding promotion and reassignment, which fuels misconceptions and misunderstandings.

Commitment III: Take Positive Action to Facilitate Women’s Equal Access to Resources, Employment, Markets and Trade

- The Commitment is very relevant to PRRO and development interventions.
- But here again some of the wording is unclear (what do terms such as ‘asset’ and ‘resources’ mean?). No guidelines have been provided to COs on how to implement it.
- No differentiation is made between food and non-food and the link with assets and resources.
- Much has been achieved in respect of women’s participation in FFW, FFT and supporting girls’ education by WFP Sudan.
- But it is not easy to find out which resources actually go to women, and which are controlled by them; especially when it comes to community assets. Not all men control the latter either.
- Need to differentiate between women as recipients, women as direct beneficiaries, and women as indirect beneficiaries when talking of assets and resources.
- Targeting girls for education is important because of gender gaps; but boys must also be included; hence WFP Sudan does not only focus on girls’ education at the basic level.
- Involving women in FFW: does this mean they get access to resources and control these? WFP knows that women’s involvement in manual labour in WFP has not gone hand-in-hand with their equal say in decision-making committees.
- In implementing this Commitment, need to keep in mind that this is a long process, one which is not necessarily systematic.
- Also looking at women’s strategic gender needs is a complex process requiring much time.
- The transition from EMOP to PRRO enables WFP to address this Commitment; but it is not easy in refugee situations.

Commitment IV: Generate and Disseminate Gender-Disaggregated Data and Information for Planning and Evaluation

- WFP Sudan has achieved a lot in respect of this Commitment, which is very important to ensure that food aid is used the best way in all operations.
- Since EMOPs means general distribution, one assumes that everyone is targeted. But gender disaggregated data is important if WFP wishes to know how the food is used and by whom.
- WFP has designed various forms to ensure that counterparts and implementing partners (IPs) provide the necessary data, also in EMOPs. Because of capacity and skill levels, this has not always been achieved and needs further strengthening.

Commitment V: Improve Accountability on Actions Taken

- Support staff in the Human Resources Unit (HRU) believe that this Commitment is very relevant to their work.
- But there has been no guidance from WFP Headquarters (HQ) on how to apply this.
- Also this Commitment is not divided into sub-Commitments like the other ones; which is confusing.
- Nonetheless, even before the directive on recruitment of national staff, WFP Sudan has been making an effort to ensure gender balance. This is not always easy since there are many jobs in Sudan that women will not, or think they cannot do, and therefore they do not apply (for example, drivers and storekeepers). Also there are jobs that women cannot culturally take on, such as security guard, because of their ‘physical vulnerability’ and because of night shifts.
- WFP Sudan does make an effort to ensure that all MOUs and LOAs include reference to the Commitments, but this has not always been the case.
- MAPs should reflect the Commitments; but many do not. Here too no clear guidance has been received from WFP HQ.

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