



Programme Workplan for the Republic of the Sudan

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Sudan is one of the Phase II focus countries of the EC/FAO Food Security Programme "Food Security Information for Action"

Problems identified in Sudan concerning food security information generation and utilisation are mainly related to lack of standardization in information collection, out of date census and baseline data, critical information gaps and disconnection between information analysis and policy and programming.

*Programme activities will be implemented in the framework and in support of the institutional capacity building assistance for food security information for action (SIFSIA), funded by the EC and currently under development. Proposed activities include:*

1. *Applying the Food Security analytical tool kit through:*
  - a) *Installation and training in the use of the Global Information and Early Warning System (GIEWS) Workstation.*
  - b) *Introduction of CountrySTAT to organize and disseminate statistical data and metadata on food and agriculture.*
  - c) *Support for the National Family Survey on Food Security, Health and Income.*
2. *Building capacity in analysing food security issues and developing food security strategies in line with SIFSIA's objectives through:*
  - a) *Support for the Food Security Thematic Group.*
  - b) *Development of a preliminary analytical framework for food security analysis and food security policy benchmarking in North and South Sudan.*
  - c) *Capacity Building in "Statistical Information for Application of Climate Data (SIAC-Training) for two participants from Sudan in 2006 and 2007.*
  - d) *Development of National Programmes for Food Security - NPFS (covering both the North and South under "one country-two systems" principle)*

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## 1. Background

Since independence in 1956, Sudan has been involved in a long civil war between North and South, broken by a period of peace only between 1972 and 1983. According to analysts, the conflict's roots are to be found in historical policies that resulted in the unequal sharing of resources. The discovery and production of oil, religious and ethnic factors have further aggravated the situation; other ethnic based conflicts (often exacerbated by conflicts over resources) have also proliferated with further negative consequences.

The conflict has also led to the division of the Country into sectors (Northern and Southern) with respect to international assistance (under the Operation Lifeline Sudan-OLS) covering respectively the areas controlled by the GoS and SPLA/M (Sudan Population Liberation Army/Movement). The Comprehensive Peace Agreement, signed between the GoS and SPLA/M represents a first important step towards the re-establishment of a situation suitable for a minimal social and economic recovery.

In Government of Sudan controlled areas, agriculture represented 39% of the GDP in 2001. There are no official statistics of GDP composition in the areas of the South affected by the conflict, but agriculture is considered the most important sector.

According to National Accounts, GDP growth averaged 3.8% in the period 1990-1995, accelerating in the second half of the nineties. Despite its economic growth rate and the economic potentialities of agriculture and oil, Sudan is a least developed country with very poor socio-economic indicators: it ranks 139 in the UNDP Human Development Index.

One prominent feature of the protracted crisis that has characterised Sudan over the last two decades is widespread food insecurity which has triggered a number of dramatic famines. The problem mainly addressed with a large injection of food aid.

The war had a direct impact on food insecurity due to the:

- damage caused to the social and economic fabric and related entitlements;
- destruction of the scarce infrastructure;
- mass displacement of the population;
- weakening of institutions providing required services;
- role played by the warring factions in stopping and controlling international assistance and food relief; and
- consequent changes in food systems.

In addition, other factors affecting food security are:

- recurrent natural disasters (drought and floods);
- a lack of infrastructure;
- limited access to basic services;
- insecurity in neighbouring countries; and
- shortcomings in the policy and programming framework and of the institutional set ups.

In theory, the consolidation of the peace process might be the starting point for the achievement of sustainable food security in Sudan. In practice, the gradual process towards recovery and development is unlikely to be linear since elements of emergency, recovery and development situations are likely to be present at the same time in Sudan for many years to come.

## 2. Problems to Be Addressed

Within this framework, gaps/shortcomings in food security information generation and utilisation in Northern and Southern Sudan include:

- an out of date census and baseline data;
- the lack of standardization in information collection and analysis;
- duplications and lack of coordination among stakeholders;

- crucial information gaps (e.g. lack of food security baselines, inadequate mapping of vulnerabilities, lack of information and mapping of natural resources etc);
- poor access to information by food security stakeholders;
- externally led and controlled information systems;
- lack of mechanisms linking the analysis of transient to that of structural food insecurity;
- the disconnection between policy, programming and planning on one hand, and food security information and analysis on the other; this results in the lack of a comprehensive and relevant set of responses for addressing food insecurity in a sustainable manner.

### 3. Previous and Ongoing Assistance

In Sudan, there are several ongoing food security and agriculture related activities conducted by a number of agencies. However, food aid is by far the most important initiative.

Four projects focusing on food security and financed by **IFAD** for a total of US\$ 98.5 million, are in the course of implementation; they aim at improving the living standards of farmer and pastoralist communities by enhancing their coping and resilience capacities for dealing with natural disasters; they also provide social services and give households access to productive services and fair terms of trade.

**USAID, NGOs** of the Southern Sudan Relief and Rehabilitation Commission (SRRC) and other donors are financing various programmes and projects for a total of US\$ 70.5 million. For example USAID is implementing an Agriculture Revitalization Programme in Southern Sudan to increase the capacity for agriculture production and marketing through the organization of marketing cooperatives. The **NGO** component is working to improve food security and livelihoods as part of a larger programme on cross sectoral issues.

FAO has been supporting the Government of Sudan in the field of sustainable agriculture and food security in the North since 1997, when the Special Programme for Food Security (SPFS) initiated a pilot programme in water control in North Kordofan State. Building on its positive experiences, the programme has expanded and is currently active in four states in the northern part of Sudan; it supported by FAO through trust funds from Libya, OPEC and Spain. It covers field activities in support of food security at the community and household level in irrigation and water development, land improvement, crop intensification, small animal production. In addition, three emergency and rehabilitation projects are operational in support of land tenure related to returnee IDPs and refugees in the South.

Nonetheless, due to the state of protracted crisis that has characterised Sudan, external assistance has been mostly of a humanitarian nature (with food aid representing over 50% of the total value, see table) mostly under OLS coordination:

<i>Food Aid deliveries to Sudan in cereal MT equivalent (000)</i>									
1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
82.4	108.3	114.4	201.00	293.5	182.4	202.8	149.4	256.1	388.8

*Source: WFP, '2004 Food Aid Flows' Interfais 2005*

Several new initiatives are being planned in agriculture and food security, both in the North and the South, in particular within the framework of the Joint Assessment Mission (JAM) and the Multi Donor Trust Fund (see below), with an estimated budget of US\$ 500 million; this is an exercise managed by the World Bank, in collaboration with several development partners, i.e. the UK-DFID, the Netherlands, Norway, Sweden, Italy, Denmark and Finland all of whom have already made pledges and/or payments.

The World Bank managed **Multi Donor Trust Fund (MDTF)** is expected to finance several projects, with a current pipeline for a total of US\$ 326.4 million. These projects aim *inter alia* at improving household food security and reducing poverty; this will include supporting an integrated food security and vulnerability information system.

The **EC** is currently launching three major initiatives to address rural poverty and food insecurity: a) the Sudan Productive Capacity Recovery Programme, designed to intervene essentially at the State level through investments in productive rural infrastructure and projects; b) the Community Recovery and Rehabilitation Programme that will provide support at the local and community level through NGOs; and c) the Sudan Institution Capacity Programme: Food Security Information for Action (SIFSIA) which, with its expected action at central/state level, should contribute to the success of the two other initiatives by making relevant information available and by contributing to the creation of a sound policy and institutional environment

**National Programme for Food Security.** The Government of Sudan has indicated that it is necessary to accelerate the drive to reduce hunger and poverty in the country, using various positive experiences, including those generated by the SPFS; it has called for FAO's assistance in the formulation of a comprehensive national programme for food security (NPFS), which includes both North and South, in the context of a larger agricultural planning exercise. This initiative shall address food security in a comprehensive manner, as described in this document, in line with the MDG goals and consistent with the PRSP and other initiatives supported by the Government of Sudan.

In line with the CPA principle of *one-country-two* systems two different sub - programmes will be formulated: one in the North that would include all 15 northern states and one in the South to cover all 10 states<sup>1</sup> Steps for formulating this in the North are underway. For the formulation to proceed in the South, it is recommended to wait until the institutional arrangements that would lead to the transformation of the SPLM Secretariat for Agriculture and Animal Resources (SAAR) into the GoSS Ministries for Agriculture and for Animal Resources and Fisheries are completed. The two new Ministries will also absorb part of the staff currently working in the GoS Ministry of Agriculture, Animal resources, Forestry and Fisheries (based in Juba).

## 4. Objectives of the Programme in the Country

Since, as indicated in the previous section, initiatives to support food security undertaken with EC resources already exist in Sudan, this programme's inputs will primarily support the broader EC funded Institutional Capacity Programme for Food Security Information for Action (SIFSIA) which is under development in Sudan.

In particular, the EC FAO Programme in Sudan could be articulated in two phases. In phase 1 (end of 2005-end of 2006), which corresponds to the start of the implementation of SIFSIA and to its inception phase, support will be geared towards creating the appropriate policy and institutional environment for SIFSIA implementation and food security. It will thus provide intensive and direct technical support to those newly (or to be) created institutions (e.g. the Food Security Councils) during their establishment in order to enable them to quickly provide deliverables (e.g. food security strategies and programmes).

In the second phase (2007-2008), when SIFSIA will be in its full implementation stage and the food security institutional set up fully established, the EC/FAO programme will focus on providing technical back stopping and follow up and in promoting a lessons learnt process. Section 6 of this action plan presents the different activities to be undertaken under the EC/FAO programme in relation to SIFSIA implementation.

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<sup>1</sup> **Northern States:** Red Sea; River Nile; Khartoum; Kassala; Gedaref; Gezira; Sinnar; White Nile; Blue Nile; N+W+S Darfur; N+W+S Kordofan;

**Southern States:** Upper Nile; Leich; N+W Bahr El Ghazal; W+C+E Equatoria; Warab; Lakes; Jonglei

SIFSIA's implementation will contribute to achieving MDG 1 and to strengthening "human, physical and organizational capacities in the generation and utilisation of information for the analysis, design, monitoring and evaluation of food security related policies and programmes".

The FAO/EC programme activities will be implemented in view of the main objectives of the SIFSIA that include:

1. An overall policy framework for food security that is defined and operational.
2. Institutional set-ups for food security that are established and functioning so as to enhance coordination and strengthen vertical and horizontal linkages.
3. Effective policies and programmes that are designed, monitored, evaluated and up-dated for:
  - 3.1 rehabilitating and strengthening smallholders' livelihoods;
  - 3.2 managing natural resources in a sustainable and equitable manner;
  - 3.3 protecting the vulnerable; and
  - 3.4 monitoring relevant MDGs and PRSP/PESP indicators.
4. Relevant food security information that is easily accessed and used by all relevant stakeholders (quantity, quality and timeliness).

Proposed activities under the FAO/EC Programme should support SIFSIA and other EC (and other stakeholders) food security initiatives by:

1. Improving access and quality of information by strengthening communication and data exchange among key national institutions. This objective includes the delivery of software tools (GIEWS workstation, CountrySTAT) and standardizing core datasets to enhance compatibility among information systems.
2. Providing analytical tools and training to build capacity in better analysing vulnerability and food insecurity.
3. Providing support for building consensus on a common food security framework for food security policies and strategies and on its monitoring.
4. Assisting national stakeholders in the formulation, prioritisation and monitoring of food security initiatives in a comprehensive manner based on a proper food security analysis

## 5. Expected Outcomes at the End of the Programme

The following outcomes are expected to be achieved by the end of the FAO/EC Programme and in the framework of the outcomes expected by the main EC Programme:

1. Increased capacity to manage food security information: the Programme will help to build capacity of the country to maintain and disseminate food security related databases. Digital information will be better organized and standardized. At the same time, appropriate training in the use of tools will ensure ownership of outputs and build local stakeholders' capacity.
2. Enhanced analytical capacity to better understand and monitor food security issues: the Programme will support the SIFSIA to develop more appropriate and context-relevant methods of food security analysis that take into account the linkage between analysis and the programming and policy making process.
3. Reinforced capacity to eliminate duplication and overlapping of programmes and activities  
The Programme will help to strengthen coherence and come to an agreement on a common strategic food security platform with a consequent improvement in coordination among different stakeholders.
4. Increased capacity to translate food security analysis into food security planning through the preparation of a national food security programme aimed at improving all aspects of national and household food security.

## 6. Results, Activities and Inputs

The activities envisaged in the present workplan are consistent with the overall logical framework defined in the EC-FAO Food Security Overall Programme Document and with the overall objectives described in the SIFSIA Workplan.

With reference to the mentioned Logframe, the interventions can be considered falling in the domain of the three objectives:

1. "Improve availability and quality of relevant food security information" because the gaps identified in this area considerably affect the food security formulation process.
2. "Reinforce capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information" because by delivering information systems and training in the use of tools and methods there is the intention to ensure the link to the programming and policy process and consequently to reinforce it.
3. "Raise awareness of governments, local actors and international community, on the impact of food insecurity and poverty" because by providing support and building capacity at the country level, actors are better able to understand the causes and effects of poverty and food insecurity and elaborate a common strategy.

Identified activities include:

1. *Applying the Food Security analytical tool kit through: a) installation and training in the use of the Global Information and Early Warning System (GIEWS) Workstation (year 2 and 3) and b) introduction of CountrySTAT to organize and disseminate statistical data and metadata on food and agriculture (year 2 and 3) and c) technical support to the National Family Survey on Food Security, Health and Income (year 1).*

**a)** The GIEWS Workstation is an internet GIS mapping tool for food security and early warning data management. It allows remote sensing data to be integrated with tabular data for early warning and food security analysis. Installation and subsequent training in its use is planned for years 2 and 3, after the SIFSIA Programme has been developed and rendered operational.

**b)** CountrySTAT is a system for organizing and disseminating statistical data and metadata on food and agriculture. CountrySTAT, as it is now, gathers and harmonizes existing but scattered institution-wide statistical information so that information tables become compatible with each other at the country-level and with data at the international level. The approach consists of the application of FAOSTAT and SDMX (Statistical Data and Metadata Exchange promoted by IMF, WB, UNSD, EUROSTAT, FAO) data and metadata standards which are then integrated into CountrySTAT by definition. As with the GIEWS Workstation, CountrySTAT should be implemented in years 2 and 3.

**c)** Technical support to the National Family Survey on Food Security, Health and Income to be undertaken in year 1 (SIFSIA will establish a system to regularly monitor the food security indicators and benchmarks that will result from the survey).

2. *Building the capacity to analyse food security issues and develop food security strategies in line with SIFSIA's objective to ensure linkage between analysis and policy process and outputs through: a) support to the Food Security Thematic Group (from year 1) and b) development of a preliminary analytical framework for food security analysis and food security policy benchmarking in North and South Sudan (year 1) and c) training in "Statistical Information for Application of Climate Data" (SIAC-Training) for two participants from Sudan in 2006 and 2007 (year 2 and 3) and d) development of National (one country two systems) Food Security programme (year 1).*

**a)** The technical support to Food Security Thematic Group must be seen as part of the effort to build consensus on a food security driven process between donors, the UN and government/s.

**b)** The development of the analytical framework is intended as preparatory work for SIFSIA to review current policies and strategies through a Food Security lens; clear benchmarks will be identified in order to define priorities based on Food Security and relevant measurement mechanisms.

**c)** Training in “Statistical Information for the Application of Climate Data” for two participants will be provided to build local capacity in analysing food security issues and ensure ownership of outputs.

**d)** Development of National Food Security Programmes must also be seen as activity in support of SIFSIA development and as an integral part of the process of building an agreed upon food security framework for Food Security policies, strategies and programmes. The activity will aim at defining specific components of the NFSP.

The table below shows how the above areas of intervention relate to the Programme’s logical framework:

Specific objectives	Results	Outputs	Areas of Intervention
1. Improve availability and quality of relevant food security information	A – Collection of food insecurity and vulnerability data and information is improved or strengthened	1.A.1 – Food insecurity and vulnerability data and information are improved	1a, 1b, 1c, 2b, 2c
		1.A.2 – Food insecurity and vulnerability data and information management are strengthened	1a, 1b, 1c
	B – Analysis of food insecurity and vulnerability data and information is strengthened	1.B.1 – National and regional capacity to analyse food insecurity and vulnerability data is strengthened	1a, 1b, 1c, 2b,2c
		1.B.2 – Capacity of using environmental monitoring tools and data for food security assessment are strengthened.	1a, 1b, 1c
		1.B.3 – GIEWS Workstation is established at global and national levels and capacity in its use is strengthened	1a
		1.B.4 – National and regional capacity for food security assessment is reinforced	1a,1b,1c, 2b
2. Reinforcing capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information.	A – National and local capacity to produce and use information for policy making are reviewed and updated.	2.A.1 – Gaps in national and local capacity to produce and use information for policy making are identified.	2a, 2b, 2c, 2d
		2.B.1 – Response mechanisms to crises and food security policy formation are improved.	1a,1b,1c,2b,2d
	B – National and local capacity to produce multisector food security information is strengthened	2.B.2 – National institutional structures and systems are reviewed.	2d
		C – Dissemination of food insecurity and vulnerability data and information is strengthened.	2.C.1 – Integrated food insecurity and vulnerability data and information dissemination systems are strengthened
	D – Capacity to formulate appropriate food security policies in different contexts using adequate information is increased.	2.D.1 – Methodological approaches for integrated use for household, food insecurity and vulnerability data are strengthened.	1c, 2a, 2b
		2.D.2 – Guidelines to switch from rehabilitation to development and using appropriate data and information are prepared.	
2.D.3 – Awareness to embody gender aspects in policies using gender disaggregated information is			

		increased.	
		2.D.4 – Capacity to formulate food security and rural development policies in countries with natural resources under pressure is increased.	2a, 2d
		2.D.5 – Support to selected countries in preparing strategies and operational plans for food security agricultural and rural development is provided.	
3. Raise awareness of governments, local actors and international community, on impact of food security & poverty.	A – Causes of food insecurity and vulnerability are better understood.	3.A.1 - National context analysis of food insecurity and vulnerability are better understood.	2a,2b
	B – Good practices in food security, poverty and rural development, institution building and networking are identified, analysed and disseminated.	3.B.1 – Good practices in food security, vulnerability, institution building and networking are identified, analysed and disseminated at national level.	
		3.B.2 – Good practices in food security, poverty and rural development are disseminated	
	C – Dialogue and exchange of experience within the international community are improved.	3.C.1 – Dialogue and exchange of experience among international community are facilitated	2a
3.C.2 – Improved information in qualitative and quantitative terms is provided to the GDPRD.			