

## Emergency Operation (EMOP) Republic of South Sudan (No.200859)

<b>Title: Emergency Operation in Response to Conflict in South Sudan</b>	
Number of beneficiaries	<b>1,653,384</b>
Duration of project (starting date – end date)	<b>1 October 2015 – 30 September 2016</b>
Gender Marker Code *	<b>2A</b>
WFP food tonnage	<b>230,776 mt</b>

<b>Cost (United States dollars)</b>	
Food and Related Costs*	432,978,886
Cash and Vouchers and Related Costs	24,848,283
Capacity Development & Augmentation	0
DSC	60,368,593
ISC	36,273,703
<b>Total cost to WFP</b>	<b>554,469,464</b>

### EXECUTIVE SUMMARY

On 15 December 2013 the world's newest state descended into civil war. Although the dispute within the Sudan People's Liberation Movement (SPLM) was primarily political, spiraling violence quickly led the SPLM and the national army (SPLA) to split, resulting in the formation of the SPLM/A in Opposition (SPLA-IO). Several ceasefires brokered by the Inter-Governmental Authority on Development (IGAD) have been violated. In August 2015 the Government and opposition leadership signed a peace agreement containing provisions for a new ceasefire and transitional political and security measures. However, it remains to be seen whether this will translate into improved security on the ground.

Over two million people have been displaced from their homes, 1.5 million people inside South Sudan and more than 500,000 to neighboring countries<sup>1</sup>. Humanitarian assistance contributed to reducing the number of people in the Emergency (Phase 4) in 2014, according to the Integrated Food Security Phase Classification (IPC). However, in 2015, the humanitarian community has struggled to respond at scale due to access challenges, limited resources and insecurity.

<sup>1</sup> UNHCR data indicates that 55 percent of refugees from South Sudan are female and 45 percent are male. Over two thirds are children, and military age males are notably under-represented.

Meanwhile, the humanitarian situation remains dire and continues to worsen, with continued high risk of a food catastrophe or even famine in some areas. According to the 2015 IPC April projections, 4.6 million people were facing high levels of food insecurity between May and July 2015. This marks an increase of 2.1 million compared to December 2014. Also, nutrition surveys show malnutrition levels exceeding emergency thresholds (15 percent) in the conflict-affected states with the latest IPC and Food Security and Nutrition Monitoring System (FSNMS) showing 15.4 percent in Upper Nile, 19.5 percent in Jonglei and 19 percent in Unity. The latest data from the nutrition cluster indicates that over 800,000 children are acutely malnourished in South Sudan, of which 49 percent are boys and 51 percent are girls. The deteriorating economy, combined with depleting household food stocks, high food prices and long-term effects of the conflict on livelihoods, is likely to further affect urban and rural populations. Hence, food insecurity is likely to further deteriorate both in severity and magnitude. The current urban assessment in Juba, the Emergency Food Security Assessment (EFSA) in Unity and the FSNMS, as well as the planned IPC exercise in September, will help update the figures.

Under this EMOP, WFP will work with partners to provide emergency food and nutrition assistance to 1.6 million people affected by conflict and food insecurity to safeguard their lives and stabilize and reduce malnutrition<sup>2</sup>. WFP recognizes that prolonged conflict and negative socio-cultural practices have affected girls and women, boys and men differently. The response will therefore follow equity principles and will be tailored to the needs of the most vulnerable groups.

This operation follows “**Emergency Operation in Response to Conflict in South Sudan 200659**,” which focused its emergency support on the conflict affected states of Upper Nile, Jonglei and Unity, where most of the displaced populations remained scattered in rural and remote areas. It also extended assistance to those who sought refuge in Protection of Civilian (PoC) sites in the United Nations Mission in South Sudan (UNMISS) bases and other IDP settlements in rural areas outside of the conflict affected states. The operation targeted over 1.4 million people from 1 January 2014 – 30 September 2015.

The concurrent Protracted Relief and Recovery Operation (PRRO) 200572 focuses on relief and recovery activities in the non-conflict affected states, and provides assistance to refugees and those displaced from Abyei<sup>3</sup>. The co-existence and complementarity of the two operations stems from the need to address protracted refugee needs and protect and expand the marginal gains that have been made in addressing the underlying causes of food insecurity and malnutrition in less conflict affected areas in recent years, while the EMOP will focus largely on the lifesaving humanitarian needs caused directly by the conflict.

This emergency operation will cater for increased emergency needs and will contribute to stabilizing access to basic services. WFP will also undertake conflict sensitive programming, striving to ensure that food assistance does not expose beneficiaries to additional risks. Local peace building initiatives will be supported where feasible, for example by redressing grievances of food insecure host communities in the proximity of large refugee or displaced populations and the expansion of food for education activities in areas of relative stability. EMOP 200859 is aligned with WFP’s Strategic Plan 2014–2017. Specifically, WFP will use food and nutrition assistance to:

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<sup>2</sup> It is anticipated, based on current registrations, that 54 percent of the EMOP beneficiaries will be female and 46 percent will be male. Children under 5 make up approximately 20 percent of the population, and pregnant and lactating women approximately 8 percent.

<sup>3</sup> Of 1.7 million beneficiaries targeted under the PRRO, 44 percent are female and 56 percent are male.



- Save lives and protect livelihoods in emergencies, in particular for displaced and conflict-affected people, including vulnerable people whose livelihoods and food access have been seriously compromised (Strategic Objective 1).
- Restore and stabilize access to education for girls and boys in schools jointly supported with UNICEF (Strategic Objective 1).

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## SITUATION ANALYSIS

### Context

1. Following fighting that erupted between sections of the army in Juba in December 2013, the Greater Upper Nile Region, comprising Unity, Jonglei and Upper Nile States, has been engulfed in conflict. Several ceasefire agreements negotiated by IGAD have been violated.
2. In April/May 2015, hostilities in the country worsened considerably with reports of widespread burning and destruction of towns and villages, particularly throughout South Sudan's Unity state. The security situation further deteriorated when a government allied militia in Upper Nile State coordinated with the SPLM/A-IO to launch attacks on the last functioning oil fields in the country.
3. This latest round of hostilities has seen large scale destruction and contributed to the displacement of hundreds of thousands of people during the planting season. A peace agreement signed by Government and opposition leadership and other parties in August 2015 provides hope that the parties to the conflict are beginning to resolve their differences. Yet, approximately 2 million people remain displaced, 1.5 million of them have been displaced internally in South Sudan and over 500,000 are refugees in neighboring countries<sup>4</sup>.
4. The crisis in South Sudan and its impact on the populations remains extremely complex. Women and men alike have been affected by protection risks. Women and girls are prone to resort to negative coping strategies such as transactional sex and prostitution to obtain food. They are also often exposed to sexual and gender based violence (SGBV) in highly militarized environments when searching for water, firewood or food. Young men, unaccompanied males, separated children and orphans are at risk of recruitment into armed forces. Food assistance has often been the only means of survival for the crisis affected populations and their only way to reduce negative coping strategies.
5. The negative impact of the conflict on the economy further exacerbates the already desperate living conditions of millions of vulnerable South Sudanese. The depreciation of the South Sudanese pound against the US Dollar (according to informal market exchange rates) has contributed to rising food prices and to fuel and food shortages. There is an acute shortage of hard currency primarily attributed to conflict-induced reduction in oil production, decline in global oil prices, fixed payment for use of the Sudan oil pipelines and increasing budget deficit. The informal exchange rate has reached more than four times the official rate in recent

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<sup>4</sup> Accurate disaggregation of general population statistics by gender in South Sudan is not possible. The last census was conducted in 2008 and not considered an accurate reflection of current situation. Based on WFP registrations, an average of 46 percent of WFP beneficiaries are male and 54 percent are female (of which 20 percent are children under 5). Sex disaggregation by activity based on current registration data is provided in Table 1.

months and the yearly rate of inflation has gone up 61.2 percent in June 2015 compared to June 2014. More recently, the Government of South Sudan has passed a budget of USD 3.5 billion with a shortfall of approximately 2.5 billion.

### **The Food Security and Nutrition Situation**

6. The latest IPC analysis, conducted at the end of April 2015, indicated an increase in the number of people facing severe food insecurity from 2.5 million people in January - March 2015 to around 4.6 million people during the lean period of May - July 2015. Of these, 2 million are in the three conflict affected states.
7. The IPC analysis did not capture the large scale insecurity and ensuing displacements in Unity and Upper Nile that took place in May/June 2015. These new shocks have further reduced access to food for poor and displaced households, many of which were already unable to meet basic survival needs, even with extreme coping mechanisms. In addition, despite a timely start of the main season rainfall in these areas, hostilities and displacement have prevented many households from planting, which typically occurs in May and early June.
8. Significant changes in the livelihood context of rural households in the Greater Upper Nile region have further eroded the coping strategies of affected populations. Noteworthy is the significant decrease of the number of households that receive income from casual labour, declining from 20 – 30 percent to merely 6 – 8 percent. Furthermore, the continuous conflict is gradually eroding away the seasonality of food insecurity in the three conflict affected states. The latest IPC shows only a marginal alleviation of food insecurity following the lean season, indicating the severe disruption of livelihoods and markets by the conflict.
9. Natural shocks such as flooding are also affecting central areas of the country, including in the three conflict affected states. Climatic hazards further reduce food availability and local production. The distribution of rainfall in the conflict affected states has been erratic and not homogeneously distributed, contributing to low yields and crop failure. Widespread flooding severely affected traders' movements and commodities flow to the three conflict affected states, resulting into rising prices of the main staples in the local markets.
10. The nutrition situation in the three conflict affected states is concerning, with Global Acute Malnutrition (GAM) in the Greater Upper Nile states remaining above the emergency threshold (GAM >15%). GAM rates among pregnant and lactating women (PLWs) in the Greater Upper Nile States are also critically high (GAM 19.9-28.8%).
11. HIV infection is of concern in South Sudan. While the current HIV prevalence in South Sudan is 2.7 percent, there are concerns that the high rates of malnutrition and food insecurity linked to the emergency could further exacerbate the situation, particularly when associated with additional risks of increased incidence, poor adherence to treatment, and the related mortality. During emergencies, populations are more vulnerable to HIV infection, especially women who are at higher risk biologically, socially and economically. Tuberculosis is another public health concern with a prevalence ratio of 140 cases per 100,000 people.
12. The ongoing conflict has also greatly affected the provision of basic social services with a particularly devastating impact on children's education. Education facilities are not available in the host communities where people have sought refuge and there are

very few teachers to support some of the temporary learning spaces. Some schools are also still occupied by armed groups. As a result an additional 400,000 children dropped out of school. The Education Cluster reports that one year into the crisis 70 percent of schools in Jonglei, Unity and Upper Nile were non-functional and nearly 1,200 schools have closed (UNICEF, 2014). According to the Ministry of Education, Science and Technology (MoEST, 2009), 51 percent of all schools have no latrines or drinking water source. South Sudan already had poor education indicators before December 2013. The 2011 EMIS recorded a Gross primary enrolment (GER) of 69 percent with a net enrolment rate of 44 percent (boys 51 percent, girls 37 percent) and a gender parity of 0.59. Less than 60 percent of teachers in South Sudan are trained and only 13 percent of primary school teachers are female. Only 1.6 percent of secondary school-going age females are enrolled in secondary school, and girl enrolment in primary schools dropped to 35.4 percent (EMIS 2013).

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS**

### **Policies, Capacities and Actions of the Government(s)\***

13. The Relief and Rehabilitation Commission (RRC) of the Government of South Sudan coordinates preparedness and response to humanitarian crises. The RRC provides humanitarian assistance, including food assistance, to populations displaced by violence and flooding. However, the RRC does not yet have adequate capacity to respond to the scale and complexity of the current humanitarian situation. Nor does it have presence or authority in the areas of the country that remain under control of the SPLA-IO.
  
14. In accordance with humanitarian principles of impartiality, neutrality and independence, WFP and other humanitarian organizations, under the leadership of the Humanitarian Coordinator (HC), also coordinate with the Relief Organization of South Sudan (ROSS), the relief wing of the SPLM/A-IO.

### **Policies, Capacities and Actions of Other Major Actors**

15. An estimated 300 organizations (UN, NGO, international organizations) are active in South Sudan. However, many organizations were forced to suspend operations or retract their presence from rural locations as security deteriorated. The fluid security environment has called for organizations to adapt and consider more 'mobile' presence to respond to the needs in the three conflict affected states. The current humanitarian footprint is a mixture of mobile, semi-permanent and, in few sites, permanent presence.
  
16. Through the WFP-UNICEF Integrated Rapid Response Mechanism (IRRM), with support of select NGO partners, mobile teams are deployed to hard to reach areas with particularly alarming levels of food insecurity or acute malnutrition. They deliver an integrated package of life-saving humanitarian relief including general food rations, blanket and targeted supplementary feeding and vitamin A supplementation. They also help communities to gain access to safe water and support child access to education and child protection.
  
17. Through the Operational Working Group (OWG), chaired by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), WFP and UNICEF coordinate with the other main operational agencies. The Food and Agriculture Organization of the United Nations (FAO) helps farmers, pastoralists and fishing communities to increase their food production and income; the Office of the United

Nations High Commissioner for Refugees (UNHCR) leads assistance to refugees; and the International Organization for Migration (IOM) provides camp management and support for internally displaced persons (IDPs) and returnees.

18. The United Nations Mission in South Sudan (UNMISS) focuses on four key tasks: protection of civilians; monitoring and investigating human rights; creating enabling conditions for the delivery of humanitarian assistance; and supporting the implementation of the cessation of hostilities agreement. Currently, UNMISS provides protection to the over 140,000 internally displaced people seeking protection within the six UNMISS Protection of Civilian (POC) sites across the country. WFP and other humanitarian actors support assistance within the POC sites.
19. WFP continues to work closely with the Catholic Relief Services (CRS), The Adventist Development and Relief Agency (ADRA) and the International Committee of the Red Cross (ICRC), all of whom manage smaller food pipelines, as well as with other partner NGOs. Engagement with ICRC is particularly key with regard to support for conflict-affected people.

## **Coordination**

20. The Inter-Agency Standing Committee cluster approach is active in South Sudan and continues its efforts to ensure that coordination mechanisms support rapid response. WFP leads the logistics and emergency telecommunications clusters and co-leads with FAO the food security and livelihood cluster. WFP is actively involved in the Nutrition Cluster and uses the cluster data and analysis to determine the caseload for the treatment of MAM and aligns nutrition interventions with the cluster strategy. WFP operates the United Nations Humanitarian Air Service, which provides a reliable, safe, efficient and cost-effective air transport service for the humanitarian community in South Sudan. WFP supports these common services through three different special operations (SOs).
21. There are numerous coordination mechanisms through which humanitarians interact with UNMISS. WFP participates in the Civil Military Advisory Group, an inter-agency group working under the guidance of the HCT, to coordinate requests for protection of humanitarian assets. Coordination mechanisms have also been established with the Resident Coordinator Office – Recovery, Reintegration and Peace Building (RCO-RRP), that acts as the interface for humanitarian organizations working in UNMISS bases.

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## **OBJECTIVES OF WFP ASSISTANCE**

22. The overall objective of the EMOP is in line with WFP Strategic Objective 1 “Save lives and protect livelihoods in emergencies”, specifically to:
  - Save lives, reduce severe food insecurity and stabilize the nutritional status of high-risk groups including IDPs, conflict affected residents, women and children (Strategic Objective 1);
  - Restore and stabilize access to education for girls and boys in schools jointly supported with UNICEF (Strategic Objective 1).

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## **BENEFICIARIES AND TARGETING**

23. This EMOP will focus on two main groups: (i) conflict-affected populations comprising IDPs in UNMISS POC sites and rural areas, and (ii) food-insecure

residents in the Greater Upper Nile region who are affected by the conflict due to their role as host families for the displaced, the destruction of their livelihoods or the disruption of food availability or accessibility. Other specific demographic groups include: children 6-59 months, pregnant and lactating women (PLW), and primary school-age children in conflict-affected areas. These groups are specifically targeted due to their limited decision-making power and nutritional vulnerability to risks associated with conflict and violence as well as their critical role in the future of the country.

24. Given the nature of the crisis and displacement patterns, it is extremely difficult to distinguish between host and IDP populations during registration processes. Further, the prolonged conflict, the impact on markets, the disruption of livelihood activities and the continued depletion of household assets have diminished the gap between most IDP and host communities in the three conflict affected states. Based on food security projections, WFP will target 1.44 million conflict affected residents and IDPs in rural areas through GFD in the three conflict affected states. This includes population groups projected to be in Phase 4 – Emergency, and those with poor food consumption scores in Phase 3 – Crisis<sup>5</sup>. Budget and capacity constraints will prevent WFP from reaching the remaining food-insecure residents. WFP will however continue advocating with other partners in the Food Security and Livelihoods Cluster, to ensure some form of assistance for these people.
25. County level targeting for GFD within the three conflict affected states is based on data from IPC Analysis, the FSNMS and nutrition cluster Standardised Monitoring and Assessment of Relief and Transition (SMART) surveys. Further prioritization is conducted based on qualitative and quantitative data obtained during assessment missions. Prioritization within the county considers additional variables such as recent exposure to shocks (floods, disease outbreaks, repeated violence and attacks), dietary diversity and food consumption scores.
26. The number of people seeking refuge in the UNMISS POC sites continues to increase, particularly in the front-line towns of Bentiu and Malakal. Currently, over 200,000 IDPs reside in the UNMISS POC sites of Juba, Bor, Bentiu, Malakal, Wau and Melut<sup>6</sup>. These IDPs will be targeted based on their food security status with a combination of food and cash-based transfers, as appropriate.
27. Targeted Supplementary Feeding (TSFP) will cover 152,000 moderately malnourished children and 50,000 malnourished PLW. Given high GAM rates among children under five, a total of 295,330 children aged 6-59 months will be reached through blanket supplementary feeding (BSFP). The BSFP will be linked to the provision of GFD to allow for wider coverage and to meet the additional nutrient needs of vulnerable groups, therefore preventing them from becoming acutely malnourished. Due to the complexity of identifying the right beneficiaries in emergency situations, BSFP for 62,542 PLWs will only be conducted in areas with partner presence. Where possible, TSFP and BSFP will be implemented in the same areas to ensure the continuum of treatment and prevention of acute malnutrition. Individual targeting criteria for nutrition programmes are based on standard anthropometric measurements for TSFP (weight-for-height and mid-upper arm circumference) and on age or physiological state for BSFP (6-59 months, PLWs).
28. Access to education for boys and girls in complex emergencies and transitional settings is critical to mitigate the disruption posed by conflict to education, and the resulting high dropout rates and low enrolment rates. Emergency school feeding (ESF) will aim to provide stability, structure and routines that helps children to cope

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<sup>5</sup> Approximately 41 percent of those projected to be in Phase 3 – Crisis.

<sup>6</sup> Approximately 55 percent of the POC population is female and 45 percent is male.

with stress, trauma and violence. School attendance also contributes to protection as it reduces exposure to forced recruitment, gender based violence, child labour and early marriage. Other objectives include supporting the right to education by widening access, promoting gender equality and ensuring equity. In a 2015 publication, UN Women and the Inter Agency Standing Committee confirmed that school feeding in humanitarian contexts can increase access to education for girls. The current statistics in South Sudan indicate that boys are six more times likely to be in school in comparison to girls even in conflict affected states. WFP's intervention will target 26,500 girls and 23,500 boys under the age of 18 years. WFP, in collaboration with UNICEF as part of the "back to learning campaign" will seek to promote values of inclusion, peaceful co-existence and gender equality as part of WFP's commitment as outlined in the Humanitarian Protection and Gender Policy. Blanket deworming will be implemented in November 2015 and in May 2016 alongside hygiene education. Where possible, complementary activities will include the improvement of school latrines and hand-washing facilities, the provision of water points, school gardens and the installation of fuel-efficient stoves.

29. Targeting for the emergency school feeding programme will be based on food security and education indicators. Due to potential violence and continued hostilities in conflict affected states, WFP will ensure that the physical environment of the schools are safe and children are protected. Interventions will include a) enforcing a code of conduct among teachers to prevent child abuse, b) attainment of commitment by authorities to ensure safety of children, c) the establishment of emergency procedures and practices, and d) particular attention to the most vulnerable such as children with caregivers affected by HIV/AIDS, orphans and unaccompanied children. The cost per child per year of the emergency school feeding programme is USD 74.35.
30. The Institutional Feeding Programme will provide a general food ration to 5,000 TB/HIV/Leprosy/Kalazar patients and caretakers, including mothers of severely acute malnourished (SAM) children in stabilization centers. Food assistance to these will contribute to increased access to care and adherence to treatment, and to reduced default rates of the programme. A planned assessment will determine the potential for a shift in the HIV programme, from a focus on defaulting to a more comprehensive care and treatment model.
31. Cost-efficiency analysis indicates that cash-based transfers are less efficient than in-kind food and there is a risk that inefficiency could increase in light of the deteriorating economic situation. Cash-based transfers have however other benefits as they facilitate dietary diversity and dignity and they stimulate local economies. Cash-based transfers for IDPs will be used where markets have adequate supplies and can respond to increased demand, as ascertained by supply chain and VAM assessments. Building on the current experience, cash-based transfers will be expanded in the IDP settlement in Mingakman and in the Juba UNMISS POC sites, which are located near main markets and reachable by several corridors (road and river). In these sites, 150,000 beneficiaries will receive 70 percent of their cereal entitlements through a cash-based transfer. WFP will implement SCOPE<sup>[1]</sup>, which will strengthen the database management system for beneficiaries. Given the volatile economic situation in the country, WFP will continue to monitor markets and maintain contingency plans for switching transfer modalities should a sudden change in context occur.
32. Targeting and site selection will be informed by a context, gender and protection risk analysis so that food assistance supports the protection of the conflict affected populations, and does not expose them to further harm. This includes: (i) providing

assistance in rural areas outside of UNMISS POC sites in a way that doesn't expose affected populations to further protection risks. Such risks include sexual and gender based violence when women and men attempt to access assistance as well as other necessities, such as charcoal or firewood, ii) ensuring that risks such as forced recruitment of children are prevented when large populations gather to receive food assistance, (iv) ensuring access to food assistance for the most marginalized and vulnerable groups, and (v) ensuring that food assistance does not exacerbate tension between different social groups. As part of WFP enhanced commitments to Accountability to Affected Populations (AAP), operational decisions will be led by the communities' perception of the implications of assistance on their safety, and by WFP's and partners' analysis. WFP will collaborate closely with UNMISS with regard to their efforts to secure humanitarian access and increase presence and patrolling in areas outside UNMISS bases, taking into consideration the IASC Principles Paper on "UN Integration and Humanitarian Space."

**TABLE 1: BENEFICIARIES BY ACTIVITY**

<b>Activity</b>	<b>Boys/Men</b>	<b>Girls/Women</b>	<b>Total</b>
GFD	660,053	744,315	1,404,368
GFD-Cash & Vouchers	70,500	79,500	150,000
BSFP(CH<5)	138,805	156,525	295,330
BSFP(PLW)	0	62,542	62,542
BSFP(CNVs)	1,855	2,092	3,947
TSFP(CNVs)	1,429	1,611	3,040
TSFP(PLW)	0	50,000	50,000
TSFP(CH<5)	71,440	80,560	152,000
TFP(Caretakers)	0	5,000	5,000
IFP(Inpatient)	752	848	1,600
IFP(Caretakers)	0	1,600	1,600
IFP(Outpatient)	846	954	1,800
ESF	23,500	26,500	50,000
<b>Total</b>	<b>969,180</b>	<b>1,212,047</b>	<b>2,181,227</b>
<b>* Unique Ben</b>	<b>765,999</b>	<b>887,385</b>	<b>1,653,384</b>

\* Unique Beneficiaries excluding overlap between activities (1.BSFP: 100% overlapped2.TSFP:60% overlapped 3.FFE:80% Overlapped)

### Nutritional Considerations and Rations / Value of Cash / Voucher Transfers

33. Conflict-affected persons and populations in PoCs and displacement sites will receive a standard GFD ration of cereal (sorghum or maize), pulses, oil and salt that meets the

daily requirement of 2,131 kcal/person/day. The value of cash-based transfers will be based on the cost of a local nutritious diet.

34. Children aged 6–59 months will receive SuperCereal Plus through the BSF programme. Plumpy Sup’ will be used to treat children aged 6–59 months suffering from MAM. PLW will receive a ration of SuperCereal, oil and sugar for both BSFP and TSFP. Given the logistics and transport challenges, WFP will attempt to prioritise the use of SuperCereal pre-sweetened with sugar for PLW.
35. The ration for emergency school feeding is 120g cereal, 30g pulses, 4g double fortified salt, 10g oil and is based on a half-day school schedule. The ration provides 598 kcal a day.
36. For assistance in urban environments, WFP will undertake market assessments to ascertain if cash-based transfers can be implemented in lieu of or in addition to food commodities. Assessments will include an analysis of potential gender based violence and protection risks linked to in-kind and cash-based transfers.

<b>TABLE 2: FOOD RATION/ TRANSFER BY ACTIVITY</b>								
<i>(g/person/day)</i>								
	<b>GFD</b>	<b>BSFP (CH&lt;5)</b>	<b>TSFP (CH&lt;5)</b>	<b>PLW</b>	<b>CNVs</b>	<b>FFE</b>	<b>IFP(In/Out patient)</b>	<b>Care Taker</b>
Cereals	500	0	0	0	225	120	450	450
Pulses	50	0	0	0	25	30	50	50
Oil	30	0	0	30	15	10	30	30
Salt	5	0	0	0	2	4	5	5
Sugar	0	0	0	20	0	0	30	0
SuperCereal+	0	0	0	250	0	0	50	0
SuperCereal++	0	200	0	0	0	0	0	0
Plumpy Sup	0	0	92	0	0	0	0	0
*Cash/voucher (US\$/person/day)	0.365	0	0	0	0	0	0	0
<b>Total</b>	<b>585</b>	<b>200</b>	<b>92</b>	<b>300</b>	<b>267</b>	<b>164</b>	<b>615</b>	<b>535</b>
Total kcal/day	2,131	787	492	1,327	980	598	2,267	1,961
% kcal from protein[1]	12.7%	16.6%	10.5%	12.3%	12.6%	13.5%	12.3%	12.6%
% kcal from fat	19.9%	23.2%	59.0%	37.6%	20.9%	21.6%	19.7%	20.9%
Number of feeding days per year or per month (as applicable)	<b>**252</b>	<b>360</b>	<b>60</b>	<b>360</b>	<b>144</b>	<b>196</b>	<b>360</b>	<b>360</b>

\*Cash/voucher value of compensating in-kind 500g/p/d of cereal in POCs and Mingkaman

\*\* Total requirements are based on 21 feeding days (rather than 30) per month, due to access and security challenges based on experience to date.



**TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt)**

Commodity Type/ Cash & voucher	GFD	GFD-CASH	BSFP (CH<5)	TSFP (CH<5)	PLW	CNVs	FFE	IFP(In/Out patient)	Care Taker	Total (mt or US\$)
Cereals	166,623	0	0	0	0	226	1,176	46	119	168,190
Pulses	16,662	2,700	0	0	0	25	294	5	13	19,700
Oil	9,997	1,620	0	0	793	15	98	3	8	12,535
Salt	1,666	270	0	0	0	2	39	1	1	1,979
Sugar	0	0	0	0	529	0	0	3	0	532
SuperCereal+	0	0	0	0	6,612	0	0	5	0	6,617
SuperCereal++	0	0	20,143	0	0	0	0	0	0	20,143
Plumpy Sub	0	0	0	1,080	0	0	0	0	0	1,080
Cash/voucher (US\$)	0	\$19,710,000	0	0	0	0	0	0	0	\$19,710,000
<b>Total</b>	<b>194,949</b>	<b>4,590</b>	<b>20,143</b>	<b>1,080</b>	<b>7,934</b>	<b>269</b>	<b>1,607</b>	<b>63</b>	<b>141</b>	<b>230,776</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

37. WFP's chief accountability lies with the crisis affected, food insecure population. WFP in South Sudan presents its objectives transparently to beneficiaries and non-beneficiary communities as well as to local authorities, civil society stakeholders and others. Particular efforts are made to enable the consultation and participation of vulnerable groups as well as understanding communities' preferences on safe and accessible channels for communicating complaints and feedback.
38. Civil society stakeholders, traditional and local authorities, and to the extent possible particular vulnerable groups are consulted and participate throughout the project activity. Where feasible, Food Management Committees will be formed. Consultations enable WFP to understand the specific needs, protection risks and self-protection strategies of affected communities in the context of food assistance programming.
39. WFP has also established a Complaint and Feedback Mechanism (CFM) for the market based operations. Help desks are set up during distributions, market monitoring informs decisions, and a hotline has been created for both beneficiaries and traders. WFP has also setup an online CFM reporting interface accessible to partners. Efforts will be made to expand CFM to other beneficiary groups, including

in rural areas. WFP and partners consult extensively with communities and authorities prior to and during the provision of assistance as part of AAP commitments. However, remoteness, insecurity and a lack of permanent UN and NGO presence pose challenges to implementing comprehensive CFM in many locations.

### **Partners and Capacities**

40. The humanitarian community in South Sudan suffered widespread loss of assets and infrastructure after the outbreak of conflict. The operating environment also drastically changed and demanded greater oversight, risk management and the need for inclusive conflict and political economy analysis. It was also clear that securing the needed humanitarian access and space was going to be challenging for each individual partner. Since the outbreak of the conflict, WFP has worked with partners to strengthen their capacities, particularly in risk management and protection, to ensure continued presence and a principled response.
41. The IRRM has allowed WFP and partners to scale up operations in remote and hard to access areas. This has resulted in restored confidence of a wider array of humanitarians who have returned to work in these areas. Over the course of the emergency, partners have increasingly assumed functions related to registration, coordination of airdrops and airlifts, and distribution. WFP is regularly reviewing partners' capacities to identify bottlenecks to further scale up, and is increasing its support to cooperating partners to sustain their mobile and semi-mobile teams. WFP also conducts direct deep field distribution and process and outcome monitoring.
42. As part of the WFP-UNICEF nutrition strategy, when possible mobile teams include trained nutritionists that oversee the rapid screening for MAM and SAM of children aged 6-59 months at distribution sites. Mobile teams also provide immediate on-site TSFP assistance to MAM children aged 6-59 months with a minimum of 30 days assistance. In the conflict affected states, WFP is working with over 25 partners to provide continued TSFP programme at TSFP centres.

### **Procurement**

43. WFP expects to procure 85 percent of the food and nutrition commodities for this emergency operation internationally, and 15 percent regionally. Food and non-food items in support of the operation will be purchased in accordance with standard WFP procurement procedures.
44. The project is expected to draw from Forward Purchasing Facility (FPF) stocks in the Djibouti and Mombasa corridors.

### **Logistics**

45. The main seaports to South Sudan are Mombasa port in Kenya and Port Sudan, situated on the Red Sea coast of Sudan. Djibouti Port has also become vital as it not only provides the opportunity to reach certain places within Upper Nile State through Ethiopia, but also serves the air operations conducted out of Ethiopia for the three conflict affected states.
46. WFP's logistics strategy in South Sudan is based on an in-depth risk and context analysis. While physical accessibility has always been challenging in South Sudan, the security situation, particularly in the dry season, does not allow the use of traditional roads in the three conflict affected states. The risks of looting of

prepositioned food is considered unacceptable in most locations in the Greater Upper Nile region.

47. Drawing upon experience from 2014 and 2015, WFP will need to transport approximately 7500 mt per month by air from Juba, Wau or a staging area outside South Sudan<sup>7</sup>. Depending on the availability of drop zones, and on the feasibility of securing safe air corridors, WFP will deploy a mixture of airdrop aircrafts and helicopters to move food where prepositioning is not feasible, or where risk of road movements is too high.
48. Where appropriate, WFP will seek to conduct prepositioning in two stages, first to strategic logistics hubs within the country, namely Bor, Rumbek, Wunrok, Malakal and Juba, and then to 15 to 20 forward prepositioning sites. These sites will be reviewed to assess their future viability.
49. Commercial river transport will be used to deliver food into Malakal and Melut from Bor and Juba ports or Kosti port in Sudan when viable.
50. The overall landside transport, storage and handling (LTSH) costs are US\$295.7 million, equivalent to a rate of US\$1,256 per mt. The current rate is based on the assumption that the Sudan-South Sudan and Ethiopia-South Sudan border will remain open. Should requirements in areas that are cut off during the rainy season decrease, or new areas become accessible by surface transport, WFP will adjust the LTSH rates accordingly.

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## PERFORMANCE MONITORING

51. WFP collaborates with partners in monitoring outputs, processes and outcomes. Data is collected by trained staff of cooperating partners and WFP sub-offices, and by a country office roving team. While WFP endeavors to collect outcome data directly, insecurity often constrains direct access to beneficiaries. WFP will contract private companies or NGOs for third-party monitoring in areas where security clearances cannot be obtained. Data collected will be analysed and triangulated with other sources to measure progress and take corrective actions. This analysis will also determine requirements for further capacity building of partners, purposive sampling when monitoring, and for determining corrective actions for non-compliant stakeholders.
52. The country office has rolled out COMET, the corporate monitoring database which links outcome and output results together with planning figures. This tool will enhance the ability of WFP to provide evidence-based data for achievements while also enabling the country office to more easily track project plans against various funding scenarios and signed partnership agreements. This ability will improve corporate reporting and programmatic decision making.
53. Nutrition outcomes will be assessed through data collected from monthly clinic registers, post distribution outcome monitoring, and the SMART surveys generated by the Nutrition Cluster.
54. Cross-cutting indicators for gender, protection and accountability to affected populations as well as food security and livelihood outcome indicators will be

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<sup>7</sup> Current preferred staging location are Jimma, and Gambella, Ethiopia.

measured through FSNMS. Post distribution outcome monitoring will provide supplemental information where data is not representative or insufficient.

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## **HAND-OVER STRATEGY**

55. As opportunities for recovery present themselves in areas where the conflict has abated, the existing PRRO will be used as a vehicle to implement more medium-term activities to support community resilience and livelihoods and reduce under nutrition. This will allow the continuation of progress made since independence for communities in more stable areas while ensuring urgent humanitarian assistance in response to acute needs. Pending a political resolution to the current crisis, WFP hopes to conclude the EMOP and revert to combined relief and recovery interventions, including capacity augmentation, under the PRRO.

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## **RISK MANAGEMENT**

56. The EMOP is subject to a number of contextual, programmatic and institutional risks for which mitigation measures are being taken. The main risks and mitigation measures are described below:

### ***Contextual Risks***

57. Further escalation of the conflict would likely result in increased food insecurity and displacement while humanitarian access and space may become further restricted. The limited humanitarian access affects the ability of WFP and partners from reaching beneficiaries. WFP is mitigating this through a multi-tiered access strategy: i) continuing to work closely with the government, cooperating partners and OCHA to ensure access to beneficiaries through advocacy, sensitization and other measures; ii) strengthening the capacity of its office and partners to expand large-scale mobile operations; and iii) mitigating access constraints caused by poor transport infrastructure through prepositioning, use of airdrops, and river transport where feasible and appropriate.
58. The lack of resolution to the current conflict and the ensuing economic situation may reduce food supply, increase food prices and further erode household purchasing power. Through the weekly price monitoring system and the FSNMS, WFP will continue to closely monitor urban food insecurity to review programme modalities and scale of operations against evolving needs.

### ***Programmatic Risks***

59. There is an increased risk of WFP and partners not being able to reach conflict-affected populations in a timely manner as a result of shrinking humanitarian access and space in active conflict areas. To prevent negative impacts on the nutritional and health status of conflict-affected populations, WFP is identifying potential partners with the capacity to deliver WFP assistance in these areas, while it also continues to negotiate and advocate for unhindered humanitarian access. To build partner capacity and interest, WFP will organize a series of capacity-building workshops and activities for NGO partners. Where insecurity or lack of partners do not allow for a response, WFP will advocate with other actors to meet the needs. WFP will also continue to

maintain its mobile response capacity and will retain the ability to augment responses in the event that partners may not meet their commitments.

60. The availability of quality data in South Sudan and the challenges of collecting it, pose risks to WFP in assessing and demonstrating the efficacy of programmatic interventions. WFP will invest in monitoring and data collection systems, including through additional capacity at the sub-office level and also engaging a third party to expand monitoring coverage.
61. Enlisting a third party to monitor WFP activities in inaccessible areas may heighten exposure to the risk of fraud, corruption and collusive practices. Another key risk is that WFP becomes further removed from its populations of concern. To minimize these risks, WFP will ensure due diligence and thorough background checks during the selection process. Any conflicts of interest by the potential third party will be declared. Data collected by third parties will be protected through on-site electronic uploading via tablets and through a contractual clause stating ownership by WFP, thus enforcing confidentiality of beneficiary identities and responses. In addition, potential third parties will submit their own risk analysis and mitigation measures through the proposal process.
62. The deteriorating economic situation poses programmatic risks. This is notably the case for cash-based transfers, which are already less efficient than in-kind transfers due to the rising cost of food, combined with the rising difference between the official and unofficial market exchange rates. WFP will closely monitor markets and will adjust the levels of cash based transfers vis-à-vis in kind assistance, in order to achieve maximum efficiency while taking into account the broader benefits of market-based responses.
63. Rising levels of need within an increasingly constrained funding environment poses the risk that WFP will not be sufficiently resourced to meet all the needs outlined in the project. This will require needs-based prioritization to ensure that available resources are targeted to the most vulnerable communities. WFP will collect and use available food security and nutrition information, alongside broader contextual analysis of conflict and displacement, in order to determine which locations to prioritize.

#### ***Institutional Risks***

64. The lack of immediate and adequate funding would hinder WFP's ability to meet the needs of the targeted population under this EMOP. Operational shortfalls and pipeline breaks may also damage WFP's reputation and relationship with local communities. To mitigate this risk, the country office has significantly augmented its fundraising activities and staff capacity.
65. In most areas targeted under this EMOP, particularly those affected by conflict, there is risk of looting and theft of WFP food and direct threats to staff safety and security. WFP continues to monitor and analyze local security conditions and ensures that operations are fully compliant with all security regulations and that all staff have taken the mandatory security awareness training. WFP also conducts direct access negotiations and will further enhance its activities to increase WFP acceptability amongst communities.
66. The current number of concurrent corporate emergencies has increased pressure on staff available to support operations. As a result, the South Sudan operations relied in

some instances on short-term staffing arrangements. This risk will be mitigated through establishing and recruiting for fixed term posts, while also supporting corporate efforts to incentivize internal reassignments to South Sudan. Investments in staff wellness also increase the attractiveness of South Sudan as a duty station.

- 67. The mitigation measures taken by WFP against these risks are elaborated in the WFP South Sudan Risk Register, which will be reviewed and updated in early 2016.

**Security Risk Management**

- 68. According to the Security Level System of the United Nations Department of Safety and Security (UNDSS), all areas that this EMOP will target are either under level three or four. The United Nations South Sudan Security Category System, unique to South Sudan, tracks the security situation at the local level and informs WFP standard operating procedures in specific locations.
- 69. WFP continuously updates security management plans, contingency plans and standard operating procedures as part of the overall United Nations Security Services Work Plan for South Sudan. WFP has a stringent MOSS compliance implementation tracking system in place to ensure effective implementation and identified mitigation measures.

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**RECOMMENDATION**

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**APPROVAL**

.....  
Ertharin Cousin  
Executive Director, WFP  
Date: ... ..

.....  
José Graziano da Silva  
Director-General, FAO  
Date:.....

## ANNEX I-A

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
<i>Food Transfers</i>			
Cereals	168,190	44,384,290	
Pulses	19,700	12,483,636	
Oil and fats	12,535	12,359,947	
Mixed and blended food	27,840	23,401,496	
Others	2,511	435,278	
<b>Total Food Transfers</b>	<b>230,776</b>	<b>93,064,646</b>	
External Transport		21,522,214	
LTSH		288,486,672	
ODOC Food		29,905,354	
<b>Food and Related Costs <sup>8</sup></b>			<b>432,978,886</b>
C&V Transfers		19,710,000	
C&V Related costs		5,138,283	
<b>Cash and Vouchers and Related Costs</b>			<b>24,848,283</b>
<b>Capacity Development &amp; Augmentation</b>		-	
<i>Direct Operational Costs</i>			457,827,168
Direct support costs (see Annex I-B)			60,368,593
<b>Total Direct Project Costs</b>			<b>518,195,761</b>
Indirect support costs (7.0 percent) <sup>9</sup>			36,273,703
<b>TOTAL WFP COSTS</b>			<b>554,469,464</b>

<sup>8</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>9</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	16,697,476
General service staff **	7,831,044
Danger pay and local allowances	3,326,339
<b>Subtotal</b>	<b>27,854,859</b>
<b>Recurring and Other</b>	<b>13,183,102</b>
<b>Capital Equipment</b>	<b>6,633,000</b>
<b>Security</b>	<b>3,937,000</b>
<b>Travel and transportation</b>	<b>8,460,632</b>
<b>Assessments, Evaluations and Monitoring<sup>10</sup></b>	<b>300,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>60,368,593</b>

<sup>10</sup> Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.









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## ACRONYMS USED IN THE DOCUMENT

AAP	Accountability to affected populations
ACTED	Agency for Technical Cooperation and Development
AGF	Anti-Government Forces
BSFP	Blanket Supplementary Feeding Programme
CFM	Complaints and Feedback Mechanism
CO	Country Office
EFSA	Emergency Food Security Assessment
EMOP	Emergency Operation
ESF	Emergency School Feeding
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for Assets
FLAs	Field Level Agreements
FPF	Forward Purchase Facility
FSNMS	Food Security and Nutrition Monitoring System
GAM	Global Acute Malnutrition
GFD	General Food Distribution
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
IPC	Integrated Food Security Phase Classification
IOM	International Organization for Migration
IR	Immediate Response
IRRM	Integrated Rapid Response Mechanism
JAM	Joint Action Management
LTSH	Landslide, transport, storage and handling
MAM	Moderate Acute Malnutrition
MORSS	Minimum Operating Residential Security Standards
MOSS	Minimum Operating Security Standards
NGO	Non-Governmental Organizations
OCHA	Office for the Coordination of Humanitarian Affairs
PoC	Protection of Civilian
P4P	Purchase for Progress

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PDM	Post Distribution Monitoring
PLW	Pregnant and Lactating Women
PRRO	Protracted Relief and Recovery Operation
ROSS	Relief Organization of South Sudan
RRC	Relief and Rehabilitation Commission
SAM	Severe Acute Malnutrition
SGBV	Sexual and Gender Based Violence
SMART	Standardized Monitoring and Assessment of Relief and Transition
SO	Special Operation
SPLA/M	Sudan People's Liberation Movement
TPM	Third Party Monitoring
TSFP	Targeted Supplementary Feeding Programme
UNDSS	United Nations Department of Safety and Security
UNHAS	United Nations Humanitarian Air Services
UNMISS	United Nations Mission in South Sudan
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

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**ANNEX IV - [LTSH-matrix](#)**

**ANNEX V - [Project Budget Plan](#)**

**ANNEX VI - [Project Statistics](#)**

**ANNEX VII - [Project Budget Estimate](#)**