



**WFP South Sudan  
SPECIAL OPERATION SO (200775)**

Country:	Republic of South Sudan
Type of project:	Special Operation
Title:	Strengthening Food Security and Livelihood Cluster Coordination in response to the Humanitarian Situation in South Sudan
Total cost (US\$):	\$1,368,549
Duration:	1 <sup>st</sup> January 2015 to 31 <sup>st</sup> December 2015 (12 months)

### **Executive Summary**

1. After the eruption of conflict on 15th December 2013, the humanitarian situation in South Sudan deteriorated sharply. The Office for the Coordination of Humanitarian Affairs (OCHA) reports that an estimated 1.3 million people have been displaced, particularly in the three states of Upper Nile, Unity and Jonglei. Despite agreements to cease hostilities, skirmishes and violence have continued.
2. Under this Special Operation, the Food Security and Livelihood Cluster (FSL), active in South Sudan since 2004, will continue to support national coordination of food security and livelihoods information and activities role, while strengthening the area/field coordination role in support of the member's response plans. The FSL cluster will provide an information management platform that will allow for the efficient analysis of gaps, support prioritization and avoid overlap in the response. Food Security Cluster Information Management Tool will also track partners actual versus planned performance and will enhance the accuracy and consistency of 4 W (who is doing what, where, when) information.

### **Project Background**

3. On 15 December 2013, fighting broke out in Juba, the capital of the Republic of South Sudan, between government forces and anti-government forces loyal to ex-Vice President, Dr. Riek Machar. The fighting and related, targeted violence against civilians, caused immediate displacement of large numbers of people either away from violence or to the bases of the United Nations Mission in South Sudan (UNMISS).
4. The conflict spread to other areas of the country and now all states of the country are directly or indirectly affected by the conflict, particularly Jonglei, Unity and Upper Nile states. Neighbouring countries, including Ethiopia, Kenya, Uganda

and the Republic of the Sudan have received over 480,000 refugees as fighting continues. An Estimated 1.4million people have been displaced internally<sup>1</sup>.

5. Successful humanitarian efforts helped avert famine in 2014 and, by September 2014, the Integrated Phase Classification (IPC) reported that the food security across the country has begun improving due to availability of harvest, milk and wild foods, and was expected to continue on a positive trajectory throughout December 2014. However the outlook for 2015 remains of great concern, particularly in the Greater Upper Nile where nearly half of the population is projected to be in Phase 3 (crisis) and Phase 4 (Emergency) from January to March. IPC projections for January – March 2015, categorize 890,000 million people at level 4 (Emergency), predominantly in the conflict affected states. In addition, 1,630,000 million people are categorized in IPC level 3 (Crisis). Markets and trade routes are disrupted and large portions of the population of the three conflict affected states are unable to undertake adequate agricultural activities in the current season due to displacement, violence and uncertainty. Food prices in these areas have risen significantly above seasonal norms, further aggravating food insecurity.
6. Overall, about 2.5 million people are projected to be in crisis or emergency food insecurity levels during January through March 2015. According to the projections for January –March 2015, in Unity State, 48% are projected to be in the crisis/emergency categories, while in Jonglei and Upper Nile the figures are 29% and 40% respectively. An estimated 23% of the population in Northern Bahr el Ghazal also fall into the crisis/emergency categories. The table below reflects the changes in number of people in IPC crisis and emergency phases:

<b>Populations in IPC Crisis and Emergency</b>			
	Crisis	Emergency	Total
January 2014	2,.1 million	1.1 million	3.7 million <sup>2</sup>
April 2014	2.6 million	1.3 million	3.9 million
September 2014 (projections for January to March 2015)	1.6 million	890,000	2.5 million

7. The prevailing security conditions, displacement of local staff and inability to deploy national staff in to some areas due to protection concerns and the changing operating environment have further constrained the capacity of FSL cluster partners and forced a shift towards mobile teams. The humanitarian community is

<sup>1</sup> As per Ocha October figures (OCHA Sitrep n. 56 as of 2<sup>nd</sup> October)

<sup>2</sup> 500,000 IDPs were not attributed to a specific phase but are recognized as falling within the emergency or crisis classification.

also exploring the option of creating humanitarian hubs to access more efficiently populations in hard to reach area.

8. The FSL cluster aims to coordinate the planning and implementation of proportionate, appropriate, timely and effective food security responses which will address the immediate needs of the affected population while looking at the integration of livelihood stabilization and strengthening responses. Founded in 2004, the Food Security and Livelihoods Cluster (FSL) is comprised of 95 members and partners and is co-led by FAO and WFP.
9. In 2014, given the high, unanticipated levels of humanitarian need and the complexity of the crisis, FSL cluster lead agencies, WFP and FAO, together with UNICEF and other cluster partners, agreed to an integrated and complementary lifesaving strategy to save lives and avert famine. Joint mobile rapid registration and response teams ensure coordinated delivery of life saving, and livelihood protecting, assistance were the cornerstone of this engagement, resulting in joint emergency response activities undertaken in a coordinated and complementary manner, taking the safety, dignity and integrity of crisis affected populations into account.

10. In January to July 2014 the FSL cluster partners achievements stands as below:

Cluster objectives	Targets	Achieved*
1. Ensure access to food for the population in the IPC Emergency Phase and a portion of those in the Crisis Phase	2.4 million <sup>3</sup>	2.4 million*
2. Support food production of the population in the IPC Crisis phase and a portion of the population in Emergency and Stressed phases, while improving access to nutritious foods overall food availability.	550,000 households <sup>4</sup>	398,200 households

\* (Unique beneficiaries reached from January to July. For the WFP part this is a combination of the unique beneficiaries reached under EMOP and PRRO)

11. A key role of the FSL cluster in 2014 was the facilitation support offered with regards to the Emergency Food Security Assessments (EFSAs) and the Food Security Monitoring Surveys (FSMS) conducted under the leadership of WFP. The cluster was key in linking WFP to partners in the ground able to participate the assessments. Together with the nutrition cluster, the FSL worked on ensuring a stronger nutrition component for the Food Security and Nutrition Survey conducted in July. This role will continued in 2015.
12. The structure of the FSL cluster translates the diverse membership throughout and includes a secretariat staffed by a small team of professionals with specific responsibilities. The organigram of the cluster Terms of Reference (ToRs) for the various professional and voluntary positions and a map outlining the current FSC area coordination cells within South Sudan WFP and FAO, as lead agencies retain the overall responsibility for the activities of the cluster, assisted by a Strategic Advisory Group (SAG) composed of elected and nominated officials from United

<sup>3</sup> This figure includes Abyei and refugees

<sup>4</sup> This figure included a small pre-positioning caseload for the beginning of the 2015 planting season

Nations agencies, International Organisations, international and national NGOs. The FSL cluster Secretariat will report monthly on the clusters achievements and, in coordination with the SAG, will ensure that the cluster is providing the strategic vision and leadership it is mandated to provide. The FSL cluster Secretariat will be responsible for overseeing effective area level cluster coordination and the productive engagement of the existing and ad-hoc technical working groups

13. At the national level, the cluster is managed by a secretariat consisting of FAO and WFP co-coordinators, one elected NGO co-chair, as well as one Information Management officer, two data management assistants and one monitoring & reporting officer.
14. Within the country, and as a result of the heightened coordination needs linked to the declaration of the L3 system wide emergency in February 2014, coordination is supported by four cluster area coordinators. There are also cluster, state level focal points, from FAO or WFP, in the 10 states.
15. A recently conducted survey highlighted the needs for training /capacity building support for the partners, especially in the following areas: market based interventions, assessments, IPC, project proposal writing, livelihoods, protection, accountability and humanitarian standards.
16. The FSL cluster has no dedicated funding source and relies on ad-hoc financial assistance from FAO and WFP and contributions from the global Food Security Cluster (FSC). WFP and FAO are responsible for fund raising and the operation of the cluster to ensure that coordination and information management gaps in South Sudan are covered.
17. The first Food Security Cluster SO in South Sudan was launched in October 2012, with two budget revisions that extended the SO until December 2014. This document establishes a new SO given the changes in the country context resulting from the eruption of the conflict in December as well as the arrangement made between the two lead agencies on how to support the coordination structure in South Sudan. It's duration is one year, until 31 December 2015.

## **Project Justification**

18. There are more than 347 entities currently providing assistance across South Sudan (310 non-government organizations, 37 UN agencies and international organizations). Of those, nearly 100 are working in areas related to food security. In order to ensure that all food insecure areas are appropriately covered by support and overlaps are avoided, a strengthened food security and livelihood cluster is required to provide a common approach to situation/gaps analysis and strategy formulation, resulting in coordinated and informed responses.
19. Famine was successfully averted in 2014, but high levels of emergency and acute food insecurity remain. A further deterioration in food security is expected in early 2015 given the likelihood that conflict will escalate resulting in increased

displacement, reduced crop production, increased number of people to be fed in host communities and an early start of the lean season (estimated in March 2015 when food stocks will be exhausted). Households may have to rely on coping mechanisms for nearly twice as long as normal. Private traders have not been able to meet food needs of the population as trade is disrupted and insecurity limits their action. However humanitarian agencies despite difficulties have been able to provide the needed supplies given their security arrangements to deliver commodities to the most insecure areas. Coordination needs are expected to remain high in 2015 and it is also expected that field level coordination will play a more important role within the country coordination structure to avoid large scale food insecurity.

20. FSL cluster will need to increase its capacity to coordinate the humanitarian response of the food and livelihood cluster. That will require a dedicated coordination and information management mechanism allowing the cluster to report back on the needs in the various areas where assistance needs to be delivered. The focus will be on a deeper field presence and on strengthened information flow from the field to Juba to reinforce the cluster's ability to support response gaps analysis and improve the accuracy the information provided to the partners to allow better planning. Formalized strengthened inter-cluster linkages with the Nutrition, Protection, Health and WASH Clusters will foster a programme-based approach and create opportunities for greater impact.
21. The FSLC is currently engaged in a number of activities such as 1) Facilitating and coordinating food assessments; 2) information collection, analysis, and sharing; 3) response and gap analyses; 4) provision of technical guidance to partners through four established working groups (food assistance, cash transfers and markets, agriculture and livestock); 5) capacity building of stakeholders and the Government; 6) advocacy for access to affected population and timely funding for partners proposed interventions. All of these activities are crucial for ensuring a proportionate, appropriate, timely and effective response to the country humanitarian crisis.
22. This SO will strengthen the FSLC at national and sub-national levels by ensuring a common approach to information management assessments and strategy formulation under the newly adopted Humanitarian Project Cycle (HPC), resulting in coordinated and informed responses
23. The SO covers the WFP's share of the overall cluster requirements for 2015, including; staffing both at national and field level; team office accommodation and related costs; the costs to cover facilitation of regular coordination meetings at the national and sub-national levels; and facilitation of trainings for humanitarian partners and government counterparts at the national and state level (especially on the new online reporting tool ) as highlighted by the recently conducted monkey survey on partners training needs. Specifically the SO will include the WFP cluster coordinator, three area cluster coordinators to strengthen field coordination, one national programme officer, one data management assistant, one administration officer, one staff assistant, one driver and related travel, accommodation and other support costs.

## **Project Objective(s)**

24. The main objectives of this FSLC SO are to:

- a) Strengthen the food security cluster capacity to coordinate and support country wide response to the needs of the affected population;
- b) Promote and support the use of accurate and timely information for decision making
- c) Provide guidance and strategic vision to its membership to respond to the acute needs.
- d) Formalize inter-cluster strategic linkages with the Nutrition, Protection, Health, and Wash Clusters to foster a programme-based approach and create opportunities for greater impact.

## **Project Implementation**

25. This Special Operation will have a duration of twelve months. It will be adapted and revised as the situation unfolds and further assessment results become available, including the possible inclusion of new activities or strategic priorities as required.

26. Ensuring that food security programs reach the affected populations in a timely manner is crucial. The FSL cluster has already initiated a number of activities that provide a head-start for activities being proposed in this project. The FSLC has rolled-out the cluster system to the sub-national level but this needs strengthening. The cluster has established links with the Nutrition, Protection and Health and WASH clusters. More dedicated funding is needed to continue these activities, strengthen national and sub-national coordination and increase the results that would make the FSL cluster more effective. As such, the following activities are proposed:

- a) Establish comprehensive coordination system to cover all 10 states with a special focus on the conflict affected states (Jonglei, Unity, and Upper Nile) with the support of dedicated area coordinators and state level focal points for all humanitarian actors in the area of food security.
- b) Strengthen the information management and analysis platform for a comprehensive needs/situation/gaps analysis, to inform response planning and in support of the HPC process.
- c) Address the training /capacity building needs highlighted by the partners (especially in the following areas market based interventions, assessments, IPC, project proposal writing and reprinting, livelihoods, protection, accountability and key humanitarian standards).
- d) Develop and apply technical standards, and collect and disseminate best practices through four technical working groups (food assistance, livestock/fisheries, agriculture and cash transfers and markets).
- e) Inform the broader humanitarian community of the current and projected level of food security response needs throughout South Sudan and the impact of

- funding shortfalls on the cluster's overall response and on the food security outcomes (measured by the IPC).
- f) Emergency preparedness and contingency planning using the area level coordination cells and the Juba secretariat and based on the most likely scenarios over six months.
27. The challenges of responding to the crisis require a strengthened and more focused coordination effort. WFP and FAO as cluster co-lead agencies of the FSL intend to strengthen the coordination structure presently in place and jointly take on the responsibility to raise funds to support these activities.

## **Project Management**

28. The Country Director of the WFP South Sudan Country Office will manage the fund for this Special Operation and the South Sudan Finance Officer will be the Allotment Manager. The Food Security Cluster country-level WFP coordinator, will be responsible for the implementation of the activities to achieve the strategic priorities stated in the project.

## **Risk Assessment and Mitigation:**

29. The political and security environment across the country creates numerous challenges when operating within South Sudan.
30. The FSL cluster will undertake the following mitigation activities to address key risks:

### **Contextual Risks:**

- Humanitarian agencies at risk of insecurity
- ⇒ This risk will be mitigated through:
- Creating a FSL cluster secretariat that draws from international, national staff and local NGO volunteers for regional coordination position in areas where UN access is limited for regional food security coordination
  - Liaising with authorities in the field and UNDSS to monitor the security situation
  - Requesting the HC to intervene or resolve issues with the appropriate authorities on behalf of FSL cluster.

### **Programmatic Risks:**

- Lack of access for staff due to insecurity in South Sudan, especially in Unity, Upper Nile and Jonglei, which could restrict access of FAO, WFP and partners for assessments and implementation.
- Inadequate funding of co-lead agencies' and partners' response plans

- Food security humanitarian actors not willing to coordinate and share information on actual and planned operations leading to potential over or under support to affected populations, gaps and overlaps

⇒ These risks will be mitigated through:

- Regular and informative cluster meetings nationally and in the states to ensure the FSL cluster is capturing and reporting on all food security related activities and comparing this against the cluster targets and the needs identified by the humanitarian community
- Regular donor briefings with the Juba based donor community highlighting the current level of coordination with FSL cluster members and resource constraints and other access related challenges
- Engagement of local and regional NGOs as much as possible to reinforce the inclusive nature of the FSL cluster.

**Institutional Risks:**

- Reputational risk from FSL cluster co-lead agencies and partners, if coordination responsibilities are not managed properly
- Politicization of UN humanitarian efforts affecting the engagement of non-governmental and international organisations in cluster coordination

⇒ This risk will be mitigated through:

- Participating and engaging in broader coordination forums to raise awareness of the value added services provided by the FSL cluster to humanitarian agencies responding to the crisis in South Sudan
- Increased response capacity to respond to UN demands – co-lead agencies including: (i) CAP/SRP; (ii) mid-year reviews; (iii) CHF management; (iv) Programme reporting requirements; and (v) participation in all coordination fora.

**Financial Risks:**

- Funding shortfall for the Special Operation

⇒ In case of funding shortfall priority will be given to cover for the position of national cluster coordinator, followed by the coverage of area coordination positions. Trainings and workshops will be planned as additional funds will come in.

## **Exit Strategy**

31. An IASC system for cluster deactivation and handover will guide the transition process. The FSL, supported by the global Food Security Cluster, has already provided coordination training to Government Officials at the sub-national level. That capacity development effort will continue to ensure that the Government can take a greater role in coordination. The FSLC will also work with national staff to ensure that a sustainable coordination model is constructed that will meet the evolving needs of the sector. The sub-national cluster coordinators will provide on-the-job training to the FAO/WFP state-focal points and their Government



counterparts involved in coordination at the sub-national level. A transition of coordination activities will be integrated into longer term recovery and development sectors of the Government.

32. The SO has a limited duration and is the first step to secure dedicated funding to strengthen national and sub-national coordination and information management of the FSL. Coordination and information management requirement may need to be prolonged, in which case all funding options would be examined, including the inclusion in other projects and through the pooled funding mechanisms, until full hand over to the Government authorities is carried out. Joint fundraising efforts by FAO and WFP will be required with the support of the global Food Security Cluster.
33. The key element for sustainability is engaging partners in information sharing and coordination role for which they see value-added in the form of timely reporting, advocacy for under-covered areas and under-funded activities and enhanced coordination. The in-house capacity of the two-lead agencies FAO and WFP should be able to maintain the system.

### **Project Cost and Benefits**

34. The estimated project cost is USD 1,368,549 and includes staffing, training and workshops, travels to the ten<sup>5</sup> states for field coordination related tasks, rental of facility, offices supplies and transportation leasing and maintenance costs among others. All components of the project are essential; however, should it be necessary, the implementation of some components may be delayed until funding is received.
35. Key benefits include:
  - a) Better coordinated operations that seek to address the immediate food security needs of populations;
  - b) A better informed humanitarian community on the ongoing and planned food security responses, forecasted gaps, funding constraints, and contingency/response plans against the most likely scenarios;
  - c) A more technically capable and knowledgeable FSL cluster membership able to more effectively and efficiently implement multi-layered food security responses.

### **Monitoring & Evaluation**

36. Output indicators:

⇒ Indicator 1: Increased number of partner organizations subscribed and participating in the cluster system nationally (Baseline : 60; Target: 100);

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<sup>5</sup> In this document it is made reference to the ten official States of South Sudan since Abyei is still contested area between Sudan and South Sudan

- ⇒ Indicator 2: Number of food security trainings with number of participants conducted to enhance partner's capacity and improve the quality of the response. (Target: 5 trainings of at least 20 participants for each training )
- ⇒ Indicator 3: # of partners that provided updated information through the new online reporting tool (Baseline: 40; Target: 100)
- ⇒ Indicator 4: Inter-cluster contingency plan developed ( Target: 1)
- ⇒ Indicator 5: # of coordination meetings convened at national and field (Target: 24 coordination meetings at national level, 80 state level meetings).

### 37. Outcome indicators:

For the below outcome indicators, the Cluster intends to two anonymous surveys (with SurveyMonkey) with all the partners involved in the cluster. The first survey will take place at the beginning of the SO and will establish the baseline. The second survey will be conducted at the end of the SO. Each partner organization is asked to participate once in each survey. Filling out the survey shall not take more than 10 minutes.

- ⇒ Indicator 1: Perception of usefulness/timeliness of FSL cluster webpage, providing required information (minutes, situation snapshots, maps, bulletins, reports, infographics).(Baseline to be determined by survey, Target: Increased perceived usefulness/timeliness)
- ⇒ Indicator 2: Agreement on the need to mobilize resources in a coordinated way and across clusters. (Baseline to be determined by survey, Target: Increased agreement as perceived by partners)
- ⇒ Indicator 3: Increased national capacity to effectively and efficiently implement multi-layered food security responses. (Baseline to be determined by survey, Target: Perception of increased national capacity)
- ⇒ Indicators 4: Effectiveness and added value of joint plans of actions and partnerships for humanitarian response between government, civil society, private sector and humanitarian actors. (Baseline to be determined by survey, Target: Perception of increased effectiveness and added value % of increased national capacity effectively and efficiently implement multi-layered food security responses )

## RECOMMENDATION

This Special Operation covering the period from 01<sup>st</sup> January 2015 to 31<sup>st</sup> December 2015 at a total cost to WFP of US\$ \$ 1,368,549 is recommended for approval by the Deputy Executive Director and Chief Operating Officer, under the Executive Director's delegated authority.

## APPROVAL

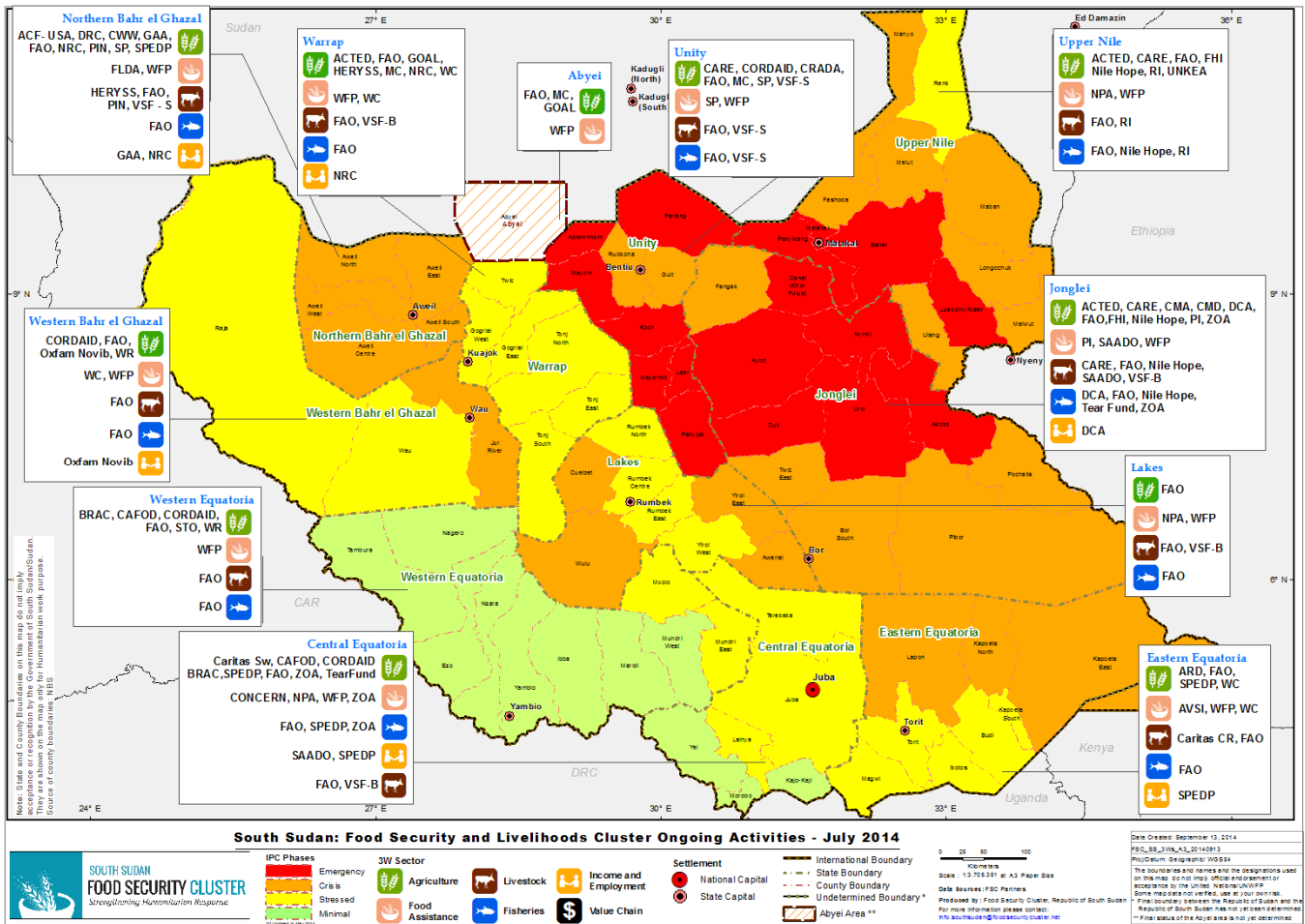
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Amir Abdulla

Deputy Executive Director and Chief Operating Officer

## Annexes :

### Maps of FSL partners' presence across the country



## Annex 4: Maps o FSL current area coordination cells

