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Agenda Item 8

WFP/EB.2/2016/8-C/3

Projects for Executive Board Approval

For approval

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Budget Increases to Protracted Relief and Recovery Operations — South Sudan 200572

Food and Nutrition Assistance for Relief and Recovery, Supporting Transition and Enhancing Capabilities to Ensure Sustainable Hunger Solutions

	Cost (United States dollars)		
	Current budget	Increase	Revised budget
Food and related costs	585,913,516	131,354,723	717,268,239
Cash-based transfers and related costs	17,696,486	23,347,400	41,043,886
Capacity development and augmentation	8,497,894	861,664	9,359,558
Total cost to WFP	767,717,831	190,825,758	958,543,589

Gender marker code 2A

<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

Draft decision*

The Board approves the proposed budget increase of USD 191 million for South Sudan PRRO 200572 “Food and Nutrition Assistance for Relief and Recovery, Supporting Transition and Enhancing Capabilities to Ensure Sustainable Hunger Solutions” (WFP/EB.2/2016/8-C/3) with a one-year extension from 1 January to 31 December 2017.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

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Nature of the Increase

1. This revision extends protracted relief and recovery operation (PRRO) 200572 from 1 January to 31 December 2017, with a budget increase of nearly USD 191 million to allow WFP to meet the food and nutrition needs and build the resilience of over 1.1 million vulnerable people in South Sudan. The specific budget adjustments are:
 - food requirements increased by 96,762 mt, valued at USD 37.2 million;
 - cash-based transfer (CBT) requirements increased by USD 19.2 million;
 - capacity-development and -augmentation costs increased by USD 861,664;
 - associated costs increased by USD 121.1 million, consisting of external transport, landside transport, storage and handling, other direct operational costs related to food, cash-related costs and direct support costs; and
 - indirect support costs of USD 12.5 million.

Justification for Budget Increase

Summary of Existing Project Activities

2. WFP's programme in South Sudan has followed a dual-track approach. The PRRO addresses the needs of refugees and people displaced from the Abyei region, and of vulnerable people living in the seven states previously less affected by conflict. Activities include food assistance for assets (FFA), school meals, institutional feeding and Purchase for Progress (P4P), along with seasonal relief activities targeting severely food-insecure residents and internally displaced persons (IDPs); activities that prevent undernutrition and treat moderate acute malnutrition (MAM); and general food distribution (GFD) for refugees. In parallel, emergency operation (EMOP) 200859 meets critical food-security and nutrition needs of people living in the three states directly affected by conflict and in protection-of-civilian (PoC) sites run by the United Nations Mission in South Sudan.

Conclusion and Recommendations of the Re-Assessment

3. The situation in South Sudan remains extremely fluid. Clashes erupted between government and opposition forces on 8 July in Juba, killing hundreds and bringing the Transitional Government of National Unity to the brink of collapse. Conflict areas are less clearly demarcated and the number of vulnerable people continues to increase. Violence against civilians, including gender-based violence, continues.
4. The most recent Integrated Food Security Phase Classification, covering the period May-July 2016, found that 4.8 million people¹ were facing "crisis" and "emergency" situations. The June 2016 Food Security and Nutrition Monitoring Survey confirmed the desperate situation. Overall food insecurity is at its worst since the conflict broke out; food insecurity has increased by 21 percent and the number of severely food-insecure has more than doubled since June 2015; the national prevalence of global acute malnutrition (GAM) increased to 17.9 percent from less than 13 percent in July 2015, with GAM rates exceeding the emergency threshold (15 percent) in seven out of ten states, compared to only two states in 2015.
5. Factors driving food insecurity and undernutrition include widespread conflict, erratic rainfall patterns affecting agriculture and pastoral livelihoods, and deteriorating economic conditions, including a steep decline in oil revenue, high inflation and limited supplies of goods. Moreover, the greatest increases in food insecurity occurred in the Bahr el Ghazal and Equatoria regions indicating that the impact of the conflict is spreading, including to areas that have not traditionally seen direct fighting.

¹ This excludes 305,000 people living in PoC sites and IDP camps, whose survival depends on humanitarian assistance.

6. This budget revision preserves a dual-track programmatic approach with some adjustments: recognizing that the geographic distinction based on conflict has now become less relevant, the EMOP will include life-saving interventions – relief distributions and nutrition – throughout the country, while the PRRO will continue to support refugees and address transition and recovery objectives in secure and stable areas through FFA, school meals and P4P activities.
7. The PRRO will focus its recovery and resilience-based activities on food-insecure areas with the greatest potential for impact. FFA activities have had positive effects on food security despite the volatile security situation.² These activities also aim to contribute to preventing violence, rebuilding social networks and supporting local peacebuilding initiatives. The joint Resilience Context Analysis (RCA)³ will be updated every year to guide food-insecurity and malnutrition programming throughout South Sudan.

Purpose of Budget Increase

8. The PRRO will continue to support refugees and beneficiaries participating in FFA (including people displaced from the Abyei region), school meals and P4P activities.

Refugees, Displaced and Severely Food-Insecure People

9. Approximately 323,000 refugees⁴ will receive monthly relief distributions to maintain adequate food security and nutrition status. A joint assessment mission conducted in early 2016 helped define refugee-assistance activities. Based on its recommendations, refugees in Central and Western Equatoria will receive 70 percent of a full food ration complemented by livelihood activities, while those elsewhere will receive full rations.
10. The Office of the United Nations High Commissioner for Refugees and WFP are exploring, under the global pilot on self-reliance, opportunities for using conditional CBT for refugees. Activities will be selected in consultation with women, men, girls and boys from host and refugee communities alike. The aim is to facilitate access to land, water, farming inputs and social services to carry out livelihood activities and promote community-based natural resource management.
11. Asset creation, school meals and nutrition activities will support beneficiaries in Abyei through a better-targeted and -needs-based approach that takes into account the diverse needs of women, men and children.

Market Interventions and Purchase for Progress

12. Where appropriate, WFP plans to expand the use of CBT to encourage dietary diversity, respect beneficiary preferences, stimulate markets and support operational continuity in areas with seasonal logistics challenges. The expansion, which will be supported by the scaling-up of the SCOPE platform, will be informed by monthly market assessments and will take seasonal changes into account. Although local market food prices are increasing, WFP's analysis has shown that markets are responsive to demand and CBT activities remain efficient and effective in most areas of operation. WFP will carefully monitor the situation, ready to switch to food or food vouchers should markets be disrupted.

² Recent post-distribution monitoring showed that crop cultivation and kitchen garden activities contributed to the stabilization of food consumption. The 2014 DFID *Resilience and Food-for-Asset Activities: An Impact Evaluation of BRACE [Building Resilience through Asset Creation and Enhancement]* in Western and Northern Bahr El Ghazal found that where FFA activities were carried out, “food security for the very poor [had] shown dramatic improvement from the baseline assessment.”

³ Led by WFP, the RCA was carried out jointly with the National Bureau of Statistics, the Ministry of Health and the Ministry of Agriculture, Forestry, Cooperatives and Rural Development, the Food and Agriculture Organization of the United Nations (FAO), FEWS NET, the Office for the Coordination of Humanitarian Affairs, the United Nations Children's Fund (UNICEF), the United Nations Development Programme, UN-Women, the World Health Organization and the World Bank.

⁴ Of the 323,254 refugees, 47 percent are men and boys and 53 percent are women and girls, including approximately 55,000 children aged under 5 years.

13. P4P activities will continue to build the capacity of smallholder farmers, including women and young people, in collaboration with UN-Women. WFP has been able to make modest but encouraging purchases of maize and sorghum from smallholder farmers. Linkages between P4P and school meals will be further developed as conditions permit.

Nutrition

14. Due to the high rates of anaemia, GAM and chronic malnutrition in refugee camps, WFP will implement a year-round blanket supplementary feeding programme (BSFP) for refugee children aged under 2 years, and pregnant and lactating women (PLW). A targeted supplementary feeding programme (TSFP) in the camps will also treat children and PLW suffering from MAM. Other nutrition-specific activities will shift to the EMOP.
15. WFP's nutrition strategy also includes gender- and nutrition-sensitive programming. WFP will use FFA and school meals as platforms to promote and support a more diverse diet and to deliver health and nutrition messages, including to parents with children aged under 5 and PLW.

Food Assistance for Assets

16. WFP will continue to engage both moderately and severely food-insecure women and men in multi-year resilience-building activities, involving food or cash, aligned with complementary programmes of FAO, UNICEF and the World Bank.
17. Severely food-insecure women and men will make decisions about community assets and participate in FFA activities during the March–July lean season. WFP will promote the equal participation of women and men in decision-making and provide skills training for women to improve their livelihoods.
18. The geographical focus of FFA activities will be determined by county and in accordance with both seasonal and long-term food-security trends identified by the RCA.

School Meals

19. Education is critical for South Sudan's future. School meals activities will provide a safety net for vulnerable primary schoolchildren in food-insecure communities, relieve short-term hunger and allow poor families to send their children to school.
20. In partnership with UNICEF, WFP will continue school deworming and, under the joint Back-to-Learning campaign, support an increasing number of schools with complementary assistance packages.
21. The programme will provide a new "vulnerability incentive" in the form of a take-home ration to encourage vulnerable girls and boys⁵ to remain in school.
22. At the request of the Government, WFP will provide food for a small number of secondary boarding schools educating children from food-insecure areas without schools. Given the limited number of qualified teachers, especially women, WFP will also provide food support to two teacher-training institutions.⁶

Capacity Development and Augmentation

23. WFP will focus its capacity-development activities on early-warning systems and food-security analysis, which are crucial for determining vulnerability, needs and responses. This includes support to institutionalize early-warning systems within the Government.⁷

⁵ Girls are vulnerable because they are less likely to be sent to school; boys are vulnerable to recruitment by armed groups, and may be offered incentives in conjunction with UNICEF. The incentive will be contingent on attendance.

⁶ When South Sudan adopted English as its official language at independence in 2011, many Arabic-speaking teachers were unable to continue teaching.

⁷ WFP has seconded two staff members to the Ministry of Humanitarian Affairs and Disaster Management to support the institutionalization of early-warning systems within the Government.

Gender, Protection and Accountability to Affected Populations

24. The South Sudan country office was granted the Gender Award during the Board's 2016 Annual Session. WFP's 2015–2020 gender policy, the regional implementation strategy and the RCA findings guide gender-related programme considerations. The country office has also undertaken capacity-development initiatives on gender equality and the empowerment of women for all heads of unit and of sub-offices.
25. Accountability to affected populations will be put into practice by improving complaints and feedback mechanisms and conducting community outreach and consultations that take account of protection issues affecting women, men, girls and boys.

Innovation

26. WFP will expand and share the use of SCOPE based on biometrics, which will support increased use of CBT and enable agencies to coordinate and compare activities that target the same beneficiaries.⁸

⁸ Under the PRRO, WFP has registered approximately 80,000 cash for assets (CFA) beneficiaries in its corporate digital beneficiary and transfer-management platform (SCOPE) and plans to include an additional 200,000 beneficiaries in 2017, including refugees and beneficiaries currently receiving in-kind assistance in the Equatoria and greater Bahr el Ghazal regions.

TABLE 1: BENEFICIARIES BY ACTIVITY					
Activity	Current cumulative	Increase/decrease 2017*	Men/boys	Women/girls	Revised
					Total cumulative
GFD – most-vulnerable groups including Abyei	308 004	-	-	-	308 004
GFD – refugees (north and south camps)	322 851	323 254	151 929	171 325	323 254
GFD – seasonal support for severely food-insecure residents	225 000	-	-	-	225 000
GFD – reintegration	60 000	-	-	-	60 000
Institutional feeding programme	195 489	-	-	-	195 489
Community nutrition volunteers	65 025	-	-	-	65 025
BSFP – resident children 6–23 months including Abyei	72 000	-	-	-	72 000
BSFP – resident children 24–59 months including Abyei	230 700	-	-	-	230 700
BSFP – refugee children under 2	58 000	55 000	25 850	29 150	58 000
BSFP – resident pregnant and lactating women including Abyei	60 000	-	-	-	60 000
BSFP – refugee pregnant and lactating women	26 100	23 000	10 810	12 190	26 100
TSFP – resident children 6–59 months including Abyei	214 468	-	-	-	214 468
TSFP – resident pregnant and lactating women including Abyei	252 868	-	-	-	252 868
TSFP – refugee children 6–59 months	41 311	13 000	6 110	6 890	53 661
TSFP – refugee pregnant and lactating women	43 370	3 000	-	3 000	43 370
Food assistance for assets in kind including Abyei	1 740 407	350 000	164 500	185 500	1 740 407
Food assistance for assets in cash	199 072	150 000	70 500	79 500	199 072
School feeding including Abyei	415 548	300 000	141 000	159 000	415 548
Vulnerability incentive including Abyei		60 000	18 000	42 000	60 000
TOTAL	4 530 213	1 277 254	588 699	688 555	4 590 616
Total excluding overlap**	3 510 784	1 111 254	522 289	588 965	3 895 180

* Increase/decrease column represents the estimated number of beneficiaries to be assisted during the extended period.

** Unique Beneficiaries = GFD + 80% of food for education (FFE) & Incentive + 100% of FFA/CFA.

Food Requirements

TABLE 2: FOOD/CASH-BASED TRANSFER REQUIREMENTS BY ACTIVITY (mt/USD)				
Activity	Food/ cash-based transfer	Current	Increase/ Decrease	Revised total
GFD Most vulnerable groups including Abyei	Food	73 971	-	73 971
GFD – refugees	Food	161 354	61 463	222 817
GFD – seasonal support for severely food-insecure (residents)	Food	25 131	-	25 131
Institutional feeding (inpatients and outpatients with tuberculosis, HIV and/or kala-azar and their families or caretakers)	Food	10 452	-	10 452
Community nutrition volunteers	Food	896	-	896
BSFP (children<5) Residents including Abyei	Food	5 152	-	5 152
BSFP (children<5) Refugees	Food	6 319	3 960	10 279
BSFP (PLW) Residents and Abyei	Food	12 052	-	12 052
BSFP (PLW) Refugees	Food	3 832	1 656	5 488
TSFP (6–59 months) Residents and Abyei	Food	3 776	-	3 776
TSFP (PLW) Residents and Abyei	Food	13 671	-	13 671
TSFP (6–59 months) Refugees	Food	284	104	388
TSFP (PLW) Refugees	Food	955	156	1 111
FFA (including Abyei)	Food	54 770	16 170	70 940
CFA	Cash (USD)	11 014 081	19 200 000	30 214 081
School meals (including Abyei)	Food	20 204	9 643	29 847
Vulnerability incentive (including Abyei)	Food	8 044	3 610	11 654
GFD – Returnees (cash/food reintegration)	Food	474	-	474
	Cash (USD)	485 718	-	485 718
GFD – Returnees (reintegration)	Food	4 645	-	4 645
TOTAL	Food (mt)	405 982	96 762	502 744
	Cash (USD)	11 499799	19 200 000	30 699 799

TABLE 3: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)									
	GFD	BSFP - children	BSFP - PLW	TSFP - children	TSFP - PLW	School meals	FFA	Instit. feeding	Care-taker
Cereals	500	-	-	-	-	120	300	450	450
Pulses	50	-	-	-	-	30	50	50	50
Oil	30	-	-	-	-	10	30	-	30
Salt	5	-	-	-	-	4	5	5	5
SuperCereal Plus	-	200	200	-	200	-	-	100	-
Plumpy' Sup	-	-	-	92	-	-	-	-	-
TOTAL	585	200	200	92	200	164	385	605	535
CBT* (USD/person/day)	-	-	-	-	-	-	1	-	-
Total kcal/day	2,131	787	787	492	787	1 076	1 453	2 267	1 961
% kcal from protein	12.7	16.6	16.6	10.5	16.6	13.5	12.3	14.9	12.6
% kcal from fat	19.9	23.2	23.2	59	23.2	21.6	25.2	11.1	20.9
Number feeding days/year	360	360	360	60	60	196	120	360	360

* estimate

Risk Assessment and Prioritization

27. WFP has established a multi-layer system of risk-mitigation measures. Food-assistance programmes are informed by context, gender and protection-risk analysis, and have the flexibility to adjust to changing economic, security, political and funding contexts.
28. The fragile political context has fuelled economic instability. Urban households rely primarily on wages or petty retail sales, and access food primarily from markets.⁹ WFP has developed a strategy with FAO and UNICEF, should the food-security situation require support in Wau, Aweil or Juba.
29. Regular risk analysis is undertaken for all warehouse locations. Where the risks involved in pre-positioning are unacceptably high, making the procurement and delivery of commodities impossible during the pre-positioning window, commodities will be delivered by air for distribution.
30. Donor support for the pre-positioning of food in the dry months remains crucial to ensuring regular supplies at contained cost. WFP resource mobilization involves approaching donors in accordance with their specific interests and capacities, and advocating for more-flexible contributions.

Security

31. Security conditions are deteriorating, including in previously relatively stable areas. Insecurity, access restrictions, looting and attacks on humanitarian workers and assets make operations difficult and risky even in areas not affected by generalized conflict. Based on lessons learned from the July crisis, WFP will regularly revisit contingency plans and enforce appropriate risk-mitigation measures to ensure the safety and security of WFP staff, assets and operations.

⁹ In a 2015 study, 98 percent of households in Juba urban areas reported that markets were their primary source of food. National Bureau of Statistics, with collaboration from WFP, FAO and UNICEF. 2015. *Juba Urban Food Security and Nutrition Assessment*.

ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
Food			
Cereals	74 834		
Pulses	9 117		
Oil and fats	5 964		
Mixed and blended food	5 876		
Salt	971		
Total food	96 762	37 188 002	
External transport		7 765 478	
Landside transport, storage and handling		74 089 853	
Other direct operational costs related to food		12 311 390	
Food and related costs¹		131 354 723	
Cash-based transfers		19 200 000	
Cash- based related costs		4 147 400	
Cash-based transfers and related costs			23 347 400
Capacity development and augmentation			861 664
Direct operational costs			155 563 787
Direct support costs (see Annex I-B) ²			22 778 043
Total direct project costs			178 341 830
Indirect support costs (7.0 percent) ³			12 483 928
TOTAL WFP COSTS			190 825 758

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

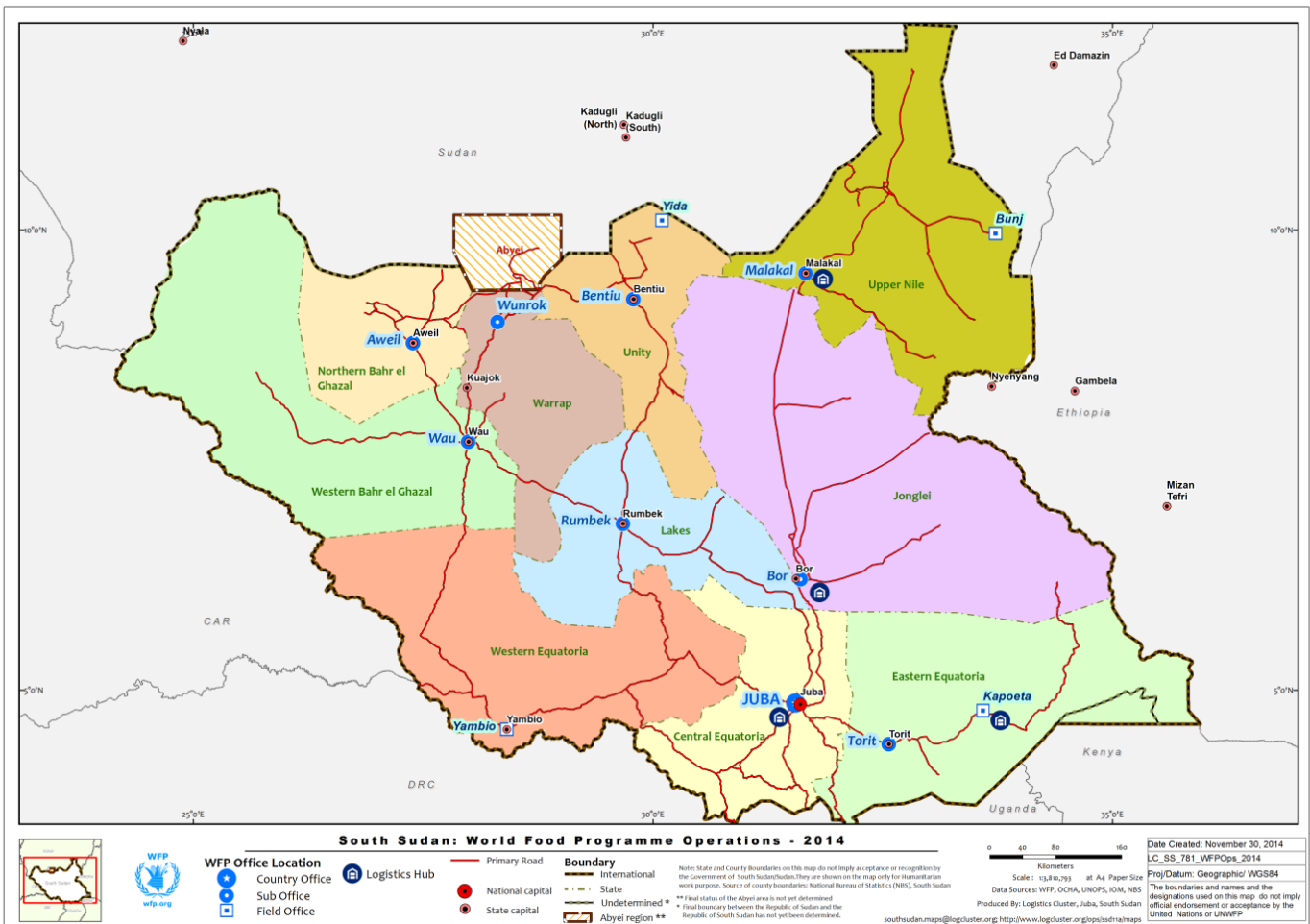
ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	6 371 883
General service staff	3 646 977
Danger pay and local allowances	2 353 783
Sub-total	12 372 643
Recurring and other	3 325 939
Capital equipment	2 326 775
Security	1 175 000
Travel and transportation	3 377 686
Assessments, evaluations and monitoring¹	200 000
TOTAL DIRECT SUPPORT COSTS	22 778 043

¹ Reflects estimated costs when these activities are carried out by third parties.

ANNEX II

WFP Operations in South Sudan



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

Acronyms Used in the Document

BSFP	blanket supplementary feeding programme
CBT	cash-based transfer
CFA	cash for assets
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
GAM	global acute malnutrition
GFD	general food distribution
IDP	internally displaced person
MAM	moderate acute malnutrition
P4P	Purchase for Progress
PLW	pregnant and lactating women
PoC	protection of civilian
PRRO	protracted relief and recovery operation
RCA	Resilience Context Analysis
SCOPE	WFP's corporate digital beneficiary and transfer-management platform
TSFP	targeted supplementary feeding programme
UNICEF	United Nations Children's Fund