

SOUTH SUDAN

BUDGET DECREASE TO PROTRACTED RELIEF AND RECOVERY OPERATION No. 200572 BR01: FOOD AND NUTRITION ASSISTANCE FOR RELIEF AND RECOVERY, SUPPORTING TRANSITION AND ENHANCING CAPABILITIES TO ENSURE SUSTAINABLE HUNGER SOLUTIONS

Start date: 1 January 2014 **End date:** 31 December 2015

Cost (United States dollars)			
	Current Budget	Decrease	Revised Budget
Food and Related Costs	457,011,716	(51,081,126)	405,930,590
Cash and Vouchers and Related Costs	10,287,294	(1,502,445)	8,784,849
Capacity Development & Augmentation	13,440,620	(2,403,964)	11,036,656
DSC	104,519,078	(19,250,891)	85,268,187
ISC	40,968,110	(5,196,690)	35,771,420
Total cost to WFP	626,226,817	(79,435,115)	546,791,702

NATURE OF THE DECREASE

1. On 15 December, 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).
2. The conflict spread to other areas of the country. All ten 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 250,000 refugees as fighting continues.
3. WFP launched PRRO 200572 on 1 January 2014 to enhance food and nutrition security and resilience to shocks among refugees, the Abyei population and other food insecure people. The operation, approved by WFP's Executive Board in November 2013, was designed to assist 3.1 million people over two years throughout the country with a combination of lifesaving, livelihood and nutrition activities. In December, with the outbreak of the current conflict, WFP launched a three month emergency operation (EMOP 200659) to provide support to IDPs. The EMOP has been extended in time, and expanded to cover the food security needs of conflict-affected residents.
4. With the extension and expansion of the EMOP, the CO is also undergoing this budget revision to realign the operational requirements of the PRRO. The budget revisions for

the PRRO and EMOP outline a complementary strategy that allows for the immediate food and nutrition needs of girls and boys, women and men affected by the conflict to be met through the EMOP, while ensuring that in areas of greater stability, there is a continuation of the protracted support to refugees and the Abyei population inside South Sudan and opportunities are pursued to support food insecure people to strengthen livelihoods and benefit from holistic nutrition support through the PRRO. As the situation evolves and opportunities arise, relief activities in the EMOP will be substituted with longer term recovery based nutrition and livelihood activities in the PRRO. Furthermore, the BR for the PRRO includes a contingency response component to address localised shocks due to resource based conflict, flooding or market failure. .

5. Given the extent and continuation of the conflict and the shift of some planned activities to the EMOP, the PRRO will be modified to down-scale recovery related activities in the three most conflict affected states, Jonglei, Upper Nile and Unity. Moreover, the conflict has disrupted overland transportation requiring WFP to use air operations to supply life-saving food to the refugees in Unity and Upper Nile.
6. This budget revision incorporates a reduction in the number of people assisted under the PRRO from 2.3 million to 1.68 million for 2014. Overall, this leads to a budget reduction of US\$ 79.4 million.

JUSTIFICATION FOR BUDGET DECREASE

Summary of Existing Project Activities

7. When the PRRO formally started on 1 January 2014, two weeks after the beginning of the crisis in the country, it was clear that its operational implementation would be affected, but that some activities could go forward.
8. Life-saving support to refugees, as well as the Abyei displaced, continued despite the conflict. WFP had already pre-positioned stocks to meet the needs of refugees in Yida and Maban, which allowed for distributions to continue, despite the conflict. However, from March onwards, WFP faced serious issues to resupply these very isolated locations resulting in limited prepositioning, pipeline breaks and ration cuts. The caseload from the original document has also been reduced based on a recent population census by WFP, UNHCR and partners and the revised targets reflect the total number of refugees seeking refuge in South Sudan.
9. Food for Education (FFE) is implemented to reduce short term hunger among school children. It creates a positive pull factor and contributes towards higher school enrolment, better retention and completion of schooling while promoting gender equality. The programme targets children from extremely food insecure contexts, with low enrolments as well as poor educational outcomes. Two modalities are used, on-site School Meals (SM) and Girls' Incentive (GI). GI targets rural girls who are most likely to drop out of school due to cultural practices such as early marriages and negative gender related coping strategies. Through GI girls are given a take home ration of cereals and oil if they attend 18/22 days per calendar month. These activities commenced as planned in the seven states which are less directly affected by the conflict

10. Plans for food assistance for assets (FFA) activities were fully reviewed with the state authorities, partners, communities as well as donors. In light of the conflict context, there was a reconfiguration of some of the community based planning processes. Also, some planning activities that were scheduled to take place in December 2013 and January 2014 were delayed due to the evacuation of many partner organizations from the country. By late January, partners had largely returned and were scaling up their presence¹. Overall, FFA activities ensure that women have equal access/control over assets created and prioritize activities with greater participation of women as well as those which directly benefit women and promote their well-being. Activities chosen are also aimed at reducing the burden of women and at increasing their protection. To this end, FFA has worked closely with gender-balanced, local committees.
11. Targeted supplementary feeding activities also continued, including in conflict areas and in locations with large numbers of IDPs. The Targeted Supplementary Feeding Programme (TSFP) for pregnant and lactating women (PLW) recognizes women's particular physiological vulnerability during pregnancy and lactation thereby providing a nutritious supplement to ensure they stay healthy. These interventions are linked to nutrition surveys, and the malnutrition treatment activities of other actors such as UNICEF. The most recent nutrition needs assessment by the Nutrition Cluster estimated that over 675,000 children under five are at risk of moderate malnutrition. Consequently, in the current budget revision WFP has scaled up its Targeted Supplemental Feeding Programme to 424,600 under five children².
12. All PRRO modalities take into consideration gender and protection dynamics during assessments and when designing and implementing relevant interventions for pregnant and lactating mothers, malnourished men and women, malnourished children under five, adolescent girls, and victims of gender based violence. Sex disaggregated data will be captured to ensure appropriate steps are undertaken towards gender equity as well as relevant protection related interventions which ensure no harm is brought to the beneficiaries.
13. The objectives of the project remain substantially unchanged, as does the implementation timeframe of two years. WFP is committed to maintain its work on rehabilitation and recovery wherever possible, in addition to addressing life-threatening challenges in the country. In view of the ongoing conflict in 3 of the 10 states of South Sudan, the PRRO focuses on the assistance WFP can provide in the non conflict-affected areas of South Sudan, whereas the EMOP is tailored to the emergency and lifesaving activities to be implemented within the conflict areas.

Conclusion and Recommendations of the Re-Assessment

14. An Integrated Phase Classification (IPC) analysis was conducted in mid-April incorporating the March round of the Food Security Monitoring System (FSMS) and other assessments providing an updated overview of the food security landscape based on country-wide food security data.

¹ Due to the current conflict WFP has been forced to suspend its FFA activities in the three conflict states. This has been a cessation of FFA activities to 200,000 beneficiaries for 2014. Furthermore, due to the ongoing conflict and the need for WFP's cooperating partners to respond to the emergency 7 of WFP's partners in non-conflict areas have declined to implement FFA activities due to human resource constraints

² The EMOP will provide blanket nutrition support for children under five in the conflict affected states.

15. The May IPC findings highlighted that 3.9 million people (34 percent of the total population) are projected to be in crisis or emergency food insecurity levels, of which over 40 percent are in non-conflict affected areas. Moreover, the conflict has disrupted trade routes throughout the country and across borders, limiting the market supply of food and resulting in cereal prices that are more than double those from the same period last year.
16. The nutrition situation in South Sudan was precarious prior to the current crisis and the targets of the nutrition cluster were set to address the deteriorating situation. In 2014, the estimated burden of Severe Acute Malnutrition (SAM) has doubled from a pre-crisis estimate of above 100,000 to a revised estimate of 235,000. The estimated burden for Moderate Acute Malnutrition (MAM) has also increased from 123,383 to 675,400. While the majority of the SAM burden is expected in conflict affected areas, 40 percent of the SAM burden and 25 percent of the MAM burden lies in five conflict affected states (Lakes, Western Equatoria, Central Equatoria, Eastern Equatoria and Western Bahr el Ghazal) where geographic and treatment coverage of SAM and MAM remain low.
17. A review of the planned capacity development activities found that some of these activities are no longer suitable in the current environment. The policy priorities for 2014 have therefore been removed from the PRRO activity plan and budget for 2014. The possibility of reintroducing some of the capacity development activities and the planned policy outputs will be revisited on a regular basis with the relevant counterpart ministries, and as appropriate the project may be further adjusted to reintroduce them³.

Purpose of Budget Decrease

18. The refocusing of the project brings about a decrease in the number of beneficiaries for 2014 activities and a consequent decrease in the budgetary requirements for the PRRO.
19. Foreseen cash and voucher interventions, including cash for assets activities, cash support to returnees as well as milling vouchers for refugees, will continue, with some reductions. WFP is also closely monitoring the market values of staple commodities and adjusting the cash value for beneficiaries. Beneficiaries (women, men, boys and girls) ability to access the markets safely without being exposed to danger or any unsafe environment will be part of the project design to ensure that implementation does not expose them to potential risks.

³ The BR has removed International and National Counterpart Consultants for International technical Food Security Advisor to the Ministry of Humanitarian Affairs/RRC as well as a local/national consultant to back up IFPRI. Furthermore the BR has reduced contracted services for Capacity building of Government counterparts (States and National) on FO Capacity building of P4P-beneficiaries (organizational management; business & marketing skills; post-harvest management and commodity quality) and Equipment support to P4P beneficiaries. More details can be sought in Annex 4 CD&A Activities in the Budget

TABLE 1: BENEFICIARIES BY ACTIVITY AND YEAR					
Activity	2014	Increase/ (Decrease)	Revised 2014		
			Total Beneficiaries	Male	Female
GFD – Abyei Displaced Population*	120,000		120,000	62,400	57,600
GFD – IDPs	135,000	(110,000)	25,000	13,000	12,000
GFD – Refugees**	302,900	(68,200)	234,700	122,044	112,656
GFD – Returnees (Cash Reintegration)	15,000	(6,000)	9,000	4,680	4,320
GFD – Returnees (Reintegration)	45,000	(18,000)	27,000	14,040	12,960
GFD – Severely food insecure residents	225,000	(225,000)	0	0	0
Cash for Assets	68,800	(22,800)	46,000	23,920	22,080
Food for Assets	740,000	(245,800)	494,200	256,984	237,216
School Meals	401,900	(181,000)	220,900	114,868	106,032
Girls' Incentive	39,000	(18,600)	20,400		20,400
BSFP (resident 6-36 months)	230,700	(230,700)	0	0	0
BSFP (refugee 6-59 months)	54,000	(12,900)	41,100	21,372	19,728
BSFP (refugee PLW)	24,300	(5,800)	18,500		18,500
TSFP (resident 6-59 months)	136,300	268,000	404,300	210,000	194,300
TSFP (resident PLW)	113,100	(22,700)	90,400		90400
TSFP (refugee 6-59 months)	20,300		20,300	10,300	10,000
TSFP (refugee PLW)	24,300		24,300		24,300
Institutional Feeding (inpatients and outpatients with TB, HIV, Kala-azar and their families or caretakers)	98,900	(9,300) ⁴	89,600	46,592	43,008
Community Nutrition Volunteers	59,600	(29,300)	30,300	15,800	14,500
Total	2,854,100	(938,100)	1,916,000	916,000	1,000,000
Total**** (excluding overlap)	2,287,407	(604,800)	1,682,607	804,286	878,321

*31,800 people will be receiving cash-based assistance through returnee cash reintegration programmes or through cash for assets

**refugees have been reduced to the current number present in the country, as there are no new arrivals foreseen given the conflict.

⁴ IFP is implemented through hospitals, and there are a number of key hospitals in the conflict affected states which are no longer fully functional, and if they are functional, are not providing HIV, TB and Kalazar treatment services and it is not clear that they will be able to resume such services in 2014 thus number people to be assisted has been reduced.

20. There are no changes in modalities, nor changes to the rations per activity.

FOOD REQUIREMENTS

21. Given the decrease in the number of beneficiaries, there is a decrease of 64,397 mt for 2014. There is no change to the foreseen requirements of 2015 at this time, as it is too early to anticipate what programmatic changes will be required to promote the recovery in the conflict affected states. As there is greater clarity on the 2015 requirements in the conflict affected states, and whether the EMOP will continue, WFP anticipates a further change to this project document with regard to the 2015 requirements.

Activity	Commodity / Cash & voucher	Food requirements (mt) Cash/voucher (US\$)*		
		Current	Increase/ (Decrease)	Revised total
GFD – Abyei Displaced Population	Commodity	30,326	0	30,326
GFD – IDPs	Commodity	9,122	-4,296	4,826
GFD – Refugees	Commodity	131,773	-9,095	122,678
GFD – Returnees (Cash Reintegration)	Commodity	790	-316	474
	Cash	US\$794,556	US\$317,822	US\$476,734
GFD – Returnees (Reintegration)	Commodity	8,056	-3,411	4,645
GFD – Severely food insecure residents	Commodity	39,447	-21,795	17,652
Cash for Assets	Commodity	4,205	-687	3,518
	Cash	US\$ 5.4M	US\$874,623	US\$4.5M
Food for Assets	Commodity	45,530	-7,905	37,625
School Meals	Commodity	27,213	-6,233	20,980
Girls' Incentive	Commodity	12,731	-2,379	10,352
BSFP (resident 6-35 months)	Commodity	15,691	-8,304	7,387
BSFP (refugee 6-59 months)	Commodity	1,092	-233	859
BSFP (refugee PLW)	Commodity	907	-104	803
TSFP (resident children aged 6-59 months)	Commodity	1,461	3,012	4,473
TSFP (resident PLW)	Commodity	3,903	-885	3,018

TSFP (refugee children aged 6-59 months)	Commodity	1,156	-27	1,129
TSFP (refugee PLW)	Commodity	907	-104	803
Institutional Feeding (inpatients and outpatients with TB, HIV, Kala-azar and their caretakers or families)	Commodity	13,741	-653	13,088
Community Nutrition Volunteers	Commodity	2,386	-982	1,404
TOTAL	Commodity	350,438	64,397	286,040
	Cash US\$	(6,178,163)	(1,192,445)	(4,985,718)

This chart reflects changes only for 2014, as at this time, there are no changes foreseen for 2015 requirements

22. The most likely scenario is that the security situation will continue to remain very fluid. In particular, access to refugees in Yida and Maban, in the conflict affected states, will remain precarious and reliant on air deliveries to some extent. Use of roads and barges food delivery will be prioritized wherever possible.
23. The rainy season started in some parts of the country as early as April. Thus an important programmatic risk for the operation is WFP's inability to preposition commodities to ensure a response during the rainy season for the refugees. In the non-conflict affected states, there has been an increase in insecurity and banditry along some key transport routes, also limiting WFP's ability to preposition food and regularly supply some PRRO areas.
24. To mitigate this risk, WFP has been working with all parties to open new access routes into South Sudan, including corridors through Ethiopia and the Republic of Sudan, which would support resupply of the refugee camps in the north. Further, WFP has been working with UNMISS to ensure the safety of critical road corridors to allow for continuing road transportation, which would help to limit insecurity along key transport arteries to allow for prepositioning and regular resupply of operational areas, including Abyei. In addition, WFP has secured air assets to allow for the movement of cargo by air, including the capacity for airdrops, which have been essential to ensure regular supply to the refugee camps.

RECOMMENDATION

The proposed decrease of US\$ 79.4 million as well as a decreased commitment of 64,397 mt of food, resulting in the revised budget for PRRO 200572 is recommended to the Executive Director for approval.

Approved by:

Ertharin Cousin

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>	-	-	
Cereals	(46,471)	(12,267,906)	
Pulses	(5,809)	(4,005,323)	
Oil and fats	(3,862)	(6,117,399)	
Mixed and blended food	(7,600)	(6,092,375)	
Others	(655)	(88,501)	
Total Food Transfers	(64,397)	(28,571,503)	
External Transport ⁵		(0)	
LTSH		(19,330,404)	
ODOC Food		(3,179,219)	
Food and Related Costs⁶		(51,081,126)	(51,081,126)
C&V Transfers		(1,192,445)	
C&V Related costs		(310,000)	
Cash and Vouchers and Related Costs		(1,502,445)	(1,502,445)
Capacity Development & Augmentation		(2,403,964)	(2,403,964)
<i>Direct Operational Costs</i>			(54,987,535)
Direct support costs (see Annex I-B)			(19,250,891)
Total Direct Project Costs			(74,238,426)
Indirect support costs (7,0 percent) ⁷			(5,196,690)
TOTAL WFP COSTS			(79,435,115)

⁵ ET is not reduced even though commodity is reducing due to the fact that higher ET budget was required for tonnage so far resourced due to a changed procurement modality.

⁶ This is a notional food basket for budgeting and approval. The contents may vary.

⁷ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP Staff and Staff-Related	
Professional staff *	(5,350,762)
General service staff **	(4,486,094)
Danger pay and local allowances	(364,035)
Subtotal	(10,200,891)
Recurring and Other	(4,017,000)
Capital Equipment	(165,000)
Security	(900,000)
Travel and transportation	(3,968,000)
Assessments, Evaluations and Monitoring⁸	-
TOTAL DIRECT SUPPORT COSTS	(19,250,891)

* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

** Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff- General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

⁸ 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.