

Emergency Operation (EMOP) Sudan 10760.0

Title: Food assistance to populations affected by conflict

Duration: 1 January - 31 December 2009

Number of beneficiaries: 5.9 million

WFP food tonnage: 677,990 mt

WFP food cost: US\$ 353.8 million

Total cost to WFP: US\$ 921.4 million

EXECUTIVE SUMMARY

Sudan is classified as both a Least Developed Country (LDC) and a Low Income Food Deficit Country (LIFDC), and ranked 147th out of 177 countries against the UNDP's composite Human Development Index. The ongoing conflict in Darfur, the huge challenges confronting South Sudan after decades of civil war including returns, limited infrastructure, and the need for a consolidation of governance, and strained livelihoods and economic dislocation in the East, have left much of Sudan food insecure and dependent on international aid.

In 2008, the implementation of the 2005 Comprehensive Peace Agreement (CPA), which marked the cessation of hostilities between North and South Sudan, continued to face numerous challenges as key benchmarks approached, contributing to political instability at national and regional levels. In May 2008, tensions in Abyei, located on the North-South border, in close proximity to oil resources, resulted in open hostilities involving the Sudanese Armed Forces (SAF) and the Sudanese People's Liberation Army (SPLA). Much of Abyei town was destroyed and an estimated 50,000 people fled.

In Darfur, attempts to restart the peace process stagnated, while conflict and poor harvests led to new displacements. Conflict has occasionally spilled over into neighbouring parts of North Kordofan and South Kordofan, and in May 2008, elements of one of the main rebel groups in Darfur staged a raid that reached the outskirts of Khartoum. Civilian casualties and attacks on the humanitarian community also continued.

Sudan continued to be WFP's largest emergency operation in 2008, due to a combination of conflict, large-scale population displacement and poverty. In 2009, the emergency operation will maintain an emergency focus, providing support to large populations in need of general food rations, supplemented by other food safety net interventions.

The overarching goal of this EMOP 10760.0 is to save lives and reduce food insecurity, and to restore the livelihoods of conflict-affected and vulnerable populations in Sudan. It will address WFP's Strategic Objective 1: to save lives and protect livelihoods in emergencies, by reducing or stabilizing acute malnutrition and mortality, and protecting livelihoods, amongst IDPs, refugees and other vulnerable groups and communities. It will also address WFP Strategic Objective 3: to restore and re-build livelihoods in post conflict situations, by supporting the return of IDPs and refugees and the re-establishment of livelihoods and the food security of communities. Finally, it will address WFP Strategic Objective 4: to reduce chronic hunger and undernutrition, by increasing access to education, particularly for girls, and improving the nutritional status of those affected by chronic disease. The components of the operation also address Millennium Development Goals 1, 2, 3, 4, 5, and 6.

Beneficiaries have been identified through needs assessments carried out by WFP and its partners, including both annual and rolling assessments.

Assistance to conflict-afflicted and displaced populations, and vulnerable residents, (4,085,000 beneficiaries) will continue to account for the bulk of the planned assistance. This will be done primarily through general food distributions (GFD) to identified populations.

Supplementary feeding programmes (551,000 beneficiaries) will be expanded, in collaboration with UNICEF and cooperating NGO partners. Blanket and targeted supplementary feeding programmes, using an improved mix of fortified blended food, dried skimmed milk and sugar, which started in North Darfur in 2008, will be expanded to West and South Darfur in 2009. Support to therapeutic feeding programmes (6,100 beneficiaries) will continue to be limited to the provision of rations to care-givers and – to a lesser extent – transitional rations at the later recovery stage. In the southern Sudan flood plain areas, high child mortality attributed to a combination of malaria and high malnutrition has been identified as an urgent problem in assessments. A pilot supplementary feeding programme to address this situation is planned for 2009.

Assistance to returnees in South Sudan and in the East and Three Areas (227,000 beneficiaries), and support to the reintegration of ex-combatants (54,500 beneficiaries), will continue in 2009. Recent WFP assessments concluded that many returnees have not reached food self-reliance and require continued targeted food assistance while gradually rebuilding sustainable livelihoods.

In the East, assistance to refugees (48,500 beneficiaries), in partnership with UNHCR and the Government, will continue under this emergency operation. Based on a joint targeting exercise, targeted food assistance interventions have replaced general rations for about half the camp population who have been present in Sudan for a number of years. In addition, substantial numbers of asylum seekers have been entering Sudan from Eritrea over the past months and will require full support for some time.

Early recovery activities will also be implemented in areas of the country where conditions permit. Targeted education-related interventions (1,000,500 beneficiaries) have expanded in areas of southern Sudan and Darfur, and WFP continues to work with the Government and partners to improve the quality and effectiveness of the school feeding programme.

Food for Recovery (FFR, 255,000 beneficiaries) is intended to serve as an alternative to GFD to support recovery in settings where food for work is not a viable option due to a lack of implementation capacity or other factors. Food for work (172,500 beneficiaries) will be used in support of community and infrastructure development to improve basic social services. Food-for-training (54,200 beneficiaries) activities will focus on developing and maintaining human capacity, through support for alternative income-generating activities.

Institutional feeding (59,500 beneficiaries) will continue to be provided to patients undergoing specific treatment such as TB, HIV/AIDS and leishmaniasis (Kalaazar). Programming for HIV/AIDS – which is a growing concern in southern Sudan, Three Areas and eastern Sudan – will be expanded.

The logistics costs of the emergency operation are high due to long transport distances, the poor state of much of the road network and difficult security conditions. The critical humanitarian and food security situation requires that WFP continue to provide large-scale

and uninterrupted emergency food assistance, which necessitates the early pre-positioning of food stocks near to the main distribution points. The budget includes a provision for an airlift operation, should there again be a major disruption of transport routes in 2009, which also adds to the overall logistic costs.

To help reduce costs and to meet local food preferences, while assisting the national economy, subject to market conditions prevailing at the time, WFP will continue to purchase up to 120,000 metric tons of sorghum locally. Ideally this would be done close to the harvest when prices are at their lowest. Plans are also being made to expand the supply of milling vouchers to beneficiaries in 2009, based on successful pilot experiences in North and South Darfur. WFP will continue to engage in interagency efforts to further refine and update IDP registration information.

WFP will continue to cooperate closely with FAO, UNICEF and other UN agencies. The activities included in the EMOP will be incorporated into the 2009 UN and Partner's Work Plan for Sudan. In addition, the early recovery activities under the EMOP are included in the UN Development Assistance Framework (UNDAF) for Sudan 2009-2012. Food distribution and monitoring is carried out under partnership agreements with over 100 international and national non-government organisations.

The Government does not have the capacity to manage an emergency of the scale of current Darfur operations, but other components of the operation could eventually be handed over to the Government, in conjunction with capacity-building support. A strategy for the period 2009-2012, now under preparation, will include a scenario for a transition from the current emergency approach to a more sustainable portfolio of activities, which could eventually be handed over to government structures.

1. SITUATION ANALYSIS AND SCENARIOS

(a) The overall context

1. Sudan is classified as both a Least Developed Country (LDC) and a Low Income Food Deficit Country (LIFDC). In 2007/8 it ranked 147th out of 177 countries against the UNDP's composite Human Development Index. At the national level, the Sudanese economy has been growing rapidly (the estimated annual rate of GDP growth exceeded 11 percent in both in 2006 and 2007), driven mainly by increased oil revenues. Despite the booming oil economy, much of the country – including both urban and rural areas – remains poorly developed. Investment in social services such as health and education, which have long been under-funded, has not kept pace with either needs or the overall expansion of revenues.
2. Sudan continued to be WFP's largest emergency operation in 2008. The combination of conflict, large-scale population displacement and poverty, makes it one of the most complex environments in which WFP operates. The ongoing conflict in Darfur, the huge challenges confronting South Sudan after decades of civil war – including returns, limited infrastructure, and the need for a consolidation of governance – and strained livelihoods and economic dislocation in the East, have left much of Sudan food insecure and dependent on international aid.

3. This emergency operation includes all WFP emergency assistance to Sudan, covering Darfur, South Sudan, and the Centre, East and Three Areas¹. In 2009 WFP will meet almost all external emergency food assistance needs in Sudan, as it is now taking over responsibility for food assistance to Gereida Camp in South Darfur, which has 130,000 displaced people and had been supported by the International Committee of the Red Cross.
4. The critical humanitarian and food security situation requires large-scale and uninterrupted emergency food assistance. This requires both a well resourced pipeline, including cash to purchase locally at the appropriate time, as well as sufficient pre-positioned stocks in-country. Two months' supplies (about 86,000 mt) are needed at the final distribution points in Darfur to act as a buffer to ensure continued distribution whenever security interrupts overland transport. In large areas of South Sudan, and in parts of the Three Areas, the pre-positioning of food is required for a much longer period of time due to the prolonged rainy season, which cuts road access for over six months of the year.
5. In Darfur, as well as in South Sudan and the Three Areas, the operational environment continues to be tense and unpredictable. Conflict and displacement have continued, with banditry, looting and ethnic conflict taking place wherever a power vacuum emerges.
6. In Darfur, attempts to restart the peace process have stagnated. Conflict and poor harvests led to 150,000 new displacements in the first four months of 2008. Civilian casualties and attacks on the humanitarian community also continue.
7. Between January and June 2008, 83 WFP-contracted trucks were hijacked, of which 55 were still missing as at end-June. In the first six months of the year, seven WFP contracted drivers were killed in Sudan: five in South Sudan and two in Darfur. As a result of insecurity on the main roads into Darfur, the amount of food that could be dispatched daily was reduced from the required 1,800 mt per day to about 900 mt during the critical months prior to the lean season, which led to ration cuts during this difficult time.
8. There is a continued risk that instability may spread beyond areas currently affected by violent conflict. Conflict has occasionally spilled over into neighbouring parts of North Kordofan and South Kordofan, and in May 2008, elements of one of the main rebel groups in Darfur staged a raid that reached the outskirts of Khartoum.
9. The implementation of the 2005 Comprehensive Peace Agreement (CPA), which marked the cessation of hostilities between North and South Sudan, continued to face numerous challenges as key benchmarks approached, contributing to political instability at national and regional levels – the national elections planned in 2009 represent a key future benchmark in the implementation of the CPA.
10. The steady flow of people returning to South Sudan places burdens on basic services, the capacity of which has already been weakened by decades of conflict and low investment. This represents a significant challenge for the Government, particularly in view of the pressure to demonstrate tangible benefits (a “peace dividend”) as a result of the CPA.

¹ See map, Annex III.

11. The continued implementation of relief and recovery activities in the Three Areas (Abyei, Blue Nile and South Kordofan) is an essential element of the peace process. Successful reintegration of returnees largely depends on the concurrent provision of immediate humanitarian assistance, support for long-term livelihood recovery and the provision of basic services. Viable social safety nets and improvements in livelihood opportunities are required to maintain stability in the region. Failure to achieve a visible and meaningful peace dividend increases the risk of a resurgence of conflict.
12. In May 2008, tensions in Abyei, located on the North-South border, in close proximity to oil resources, resulted in open hostilities involving the Sudanese Armed Forces (SAF) and the Sudanese People's Liberation Army (SPLA). Much of Abyei town was destroyed and an estimated 50,000 people fled. The failure to implement the Abyei Protocol, and particularly the lack of a formal administrative structure, exacerbated longstanding competition over resources (including grazing rights) and employment opportunities. The agreement on a "road map" for moving ahead with implementation of the Abyei Protocol is a positive development, but the recent violence will impact food security and stability for some time to come.
13. While the Eastern Sudan Peace Agreement (ESPA) provides prospects for improved peace and security, underlying structural problems remain. The combined impacts of persistent drought and conflict have undermined the viability of traditional livelihoods, and as a result many of those formerly displaced by drought have nowhere to return. Malnutrition rates in Kassala and Red Sea states are consistently above emergency thresholds.

(b) The food security and nutrition situation

14. The recently published WFP Comprehensive Food Security and Vulnerability Assessment (CFSVA)², conducted in 2006/7 in conjunction with the Sudan Household Health Survey³, provide a baseline for all WFP interventions at national and regional level. The CFSVA contains a detailed analysis of food insecure populations, identified the major risk factors of food insecurity in each region, and made key recommendations for the targeting and timing of food delivery.
15. Other assessments were carried out in the different parts of the country. In both Darfur and southern Sudan, large-scale household surveys were used as the basis for annual food security assessments. In the Three Areas, smaller-scale assessments were carried out in returnee areas of Blue Nile state and flood-affected areas of Southern Kordofan.

Darfur

16. For four consecutive years WFP, FAO, UNICEF and the Government have conducted an emergency food security and nutrition assessment (EFSNA) in Darfur,

² Sudan: Comprehensive Food Security and Vulnerability Analysis. WFP, December 2007.

³ Sudan Household Health Survey, Government of Sudan, December 2007.

using comprehensive household sample surveys and the anthropometric measurement of children. The Darfur EFSNA conducted in August-September 2007⁴, found that 70 percent of the conflict-affected population remained food insecure.

17. While the sustained provision of food aid and other complementary assistance has kept mortality in Darfur below the emergency threshold, the nutritional status of the population declined significantly in 2007 relative to the previous two years. The Global Acute Malnutrition (GAM) rate of 16.1 percent exceeded both the rate found in the 2006 and 2005 studies (12.9 and 11.9 percent respectively), and the commonly accepted emergency threshold of 15 percent. North Darfur had the highest GAM rate, increasing from 16.8 percent in 2006 to 20.5 percent in 2007. Supplementary feeding programme coverage had not improved compared to the previous year and remained low, due mainly to limited funding and restrictions on access for cooperating partners (CPs).
18. There are concerns that malnutrition could increase even further, due to a combination of factors including the impact of insecurity on agricultural production, food price increases, and WFP rations cuts during 2008.

South Sudan

19. The 2007/08 South Sudan annual assessment⁵, while finding that livelihoods had improved substantially throughout South Sudan since the signing of the CPA in 2005, also highlighted that a combination of inadequate food consumption, poor water and sanitation facilities and practices, and limited access to health care services, has contributed to persistent high malnutrition rates – well above the emergency threshold – in parts of five states, and called for an integrated approach to nutrition and health. Localised insecurity, rising food prices and the arrival of returnees affected food availability and access. Altogether the assessment found that 1.2 million people were food insecure. Rapid assessments in Northern Bahr el Gazal, Warrab, and Unity States are being undertaken in mid-2008 and the results will be available shortly.

Centre, East and Three Areas

20. In 2008, rapid emergency assessments were carried out in Kurmuk County (Blue Nile state)⁶ and Nuba Mountains (Southern Kordofan)⁷. In Kurmuk, where 80 percent of surveyed households were judged to be severely food insecure, the current practice of providing half-rations during the lean season was found to be inadequate to meet needs, and a full ration reinforced with CSB for children was recommended. In the Nuba Mountains, where 46 percent of households were severely food insecure, general distribution with full rations was recommended in the most vulnerable areas.

⁴ 2007 Food Security and Nutrition Assessment of the conflict-affected population in Darfur, FAO, UNICEF, WFP, Ministries of Agriculture and Health, and the Humanitarian Aid Commission,

⁵ Food Security and Livelihoods Report, South Sudan, March 2008, FAO, WFP, Government of South Sudan.

⁶ Food Security Assessment amongst Returnee Populations, Kurmuk County, Blue Nile State, WFP, April 2008.

⁷ South Kordofan Interagency Rapid Food Security Assessment (draft), WFP, June 2008

21. The people displaced from Abyei have been receiving food assistance in the form of general rations which have been increased to include CSB in response to concerns about the nutritional situation expressed by NGO observers on the ground. A follow up nutrition survey was planned for July 2008.

Food supply outlook and impact of cereal price increases

22. Agricultural conditions during the 2007/8 agricultural season were mixed, with national-level harvest results below the very good harvests of the two previous years (although still above average). High cereal prices on international markets led to a significant level of cereal exports, as a result of which the reserve stocks held by the Strategic Reserve Corporation are at a very low level. In addition, increased export demand from Ethiopia, following a disappointing harvest in that country, could also push domestic sorghum prices upward.
23. While wheat prices have stabilized somewhat, as of May 2008 they were still more than twice as high as at the same time in 2007. This has had a particular impact on urban households, which are more likely to consume bread. Given the widening price gap between wheat and sorghum, poorer households in northern Sudan will likely have switched to the less preferred but cheaper commodity sorghum, but further increases in sorghum prices could reduce food access.
24. Unusual flooding destroyed crops and disrupted livelihoods in much of southern Sudan and in parts of the East. Poor harvests were also reported in parts of Darfur, particularly in South Darfur. Although the results from assessment missions were mixed, cereal prices in Darfur increased significantly and the resulting decline in food access contributed to the decision to provide additional seasonal assistance to resident households in rural areas.
25. Food price increases have contributed to a significant increase in the rate of inflation, which exceeded 20 percent (annualized) in Khartoum during March 2008. This substantially reduces the spending power of all households, but the impact on poor households is greater as they generally spend a larger proportion of their income on food purchases. In response, the Government of Sudan lifted Value Added Tax and stamp duties on food, in order to reduce the final price to consumers.
26. WFP currently has no activities dealing specifically with urban poverty, as the level of well-being and food security in urban areas has generally been better than in areas of return and displacement. The start-up costs associated with poverty-related programming would be substantial, as information on urban poverty is very limited and the government has yet to complete a Poverty Reduction Strategy.
27. The rate of increase in sorghum prices has now slowed somewhat, returning to something more like the typical seasonal pattern (in which prices increase gradually through the lean season). For the current agricultural season, higher prices – in combination with government incentives – are expected to have encouraged increased planting, although actual harvest results will depend on conditions during the growing season. WFP will continue to monitor the situation carefully. Since the

2009 EMOP document is being prepared in advance of the main crop and food supply assessment, necessary programme adjustments will be made when the results from these assessments become available.

(c) Scenarios

28. In Darfur, the underlying assumption is that the situation will remain relatively static in 2009, with sporadic conflict resulting in moderate levels of new displacement. Planned levels of assistance are based on the assumption that access to beneficiaries and transportation to distribution centres will not be significantly interrupted, although in practice it is probable that access and/or transportation will be disrupted for some portion of the year in several areas.
29. Efforts to improve the targeting of food assistance within IDP camps will continue. No significant number of returns from the camps is expected during 2009. The deployment of the UN-AU Mission in Darfur (UNAMID) has proved to be very slow, while peace talks remain stalled. A credible peace agreement and a substantial period of stability would be required before IDP households would be ready to return to their places of origin.
30. Heightened levels of insecurity could further increase the number of displaced people, reduce access to some beneficiaries, or reduce the capacity to deliver food to the region. This could require increases in the level of assistance, changes in the way food is distributed (e.g. delivering several months of assistance during windows of opportunity), or developing alternative means for delivering food assistance to the region (e.g. air transport or alternative transport corridors).
31. The reduced rations forced by the constrained overland transport capacity, as a result of security conditions, is likely to lead to a decline in the nutritional status of the population. An expansion of blanket supplementary feeding is foreseen for 2009 to help reduce malnutrition rates.
32. In the Three Areas, support to returnee households, including previous returnees as well as new arrivals, will continue to account for the bulk of assistance. Returns have likely peaked in South Kordofan, where they began several years earlier than elsewhere in the Three Areas. The recent conflict in Abyei led to the outflow of households from that area, which will require assistance when and if they return. Returns in Blue Nile, particularly those from within the state, have generally been lower than expected
33. In southern Sudan, it is assumed that the North-South peace will continue to hold and that there will be no further major clashes along the border or in the Three Areas. Localized conflicts are expected to continue, with the additional risk of incursions by the Lord's Resistance Army. The national elections could also aggravate existing tensions and lead to increased conflict, disrupting operations and contributing to new displacement.
34. Returns in the South are expected to continue at a level somewhat lower than in 2008. However, sudden movements of returnees could occur in advance of state and national elections, which are supposed to be held before the end of July 2009.

35. In eastern Sudan, drought and insecurity in the Horn could lead to increased flows of refugees into the area. Between January 2007 and June 2008, an estimated 21,800 new asylum seekers had arrived in Sudan, primarily from Eritrea but also from Somalia. A recent joint UNHCR/WFP and government targeting exercise conducted in the refugee camps brought about a reduction of beneficiaries of general food distribution from 85,000 to 48,500. The ongoing UNHCR/government verification and profile exercise will further refine targeting.
36. Malnutrition rates in some parts of eastern Sudan continue to be among the highest in the country. Traditional livelihoods in Red Sea state, which are based on a combination of pastoralism and seasonal labour, have become less viable due to the impact of drought and conflict.
37. There is a potential for the conflict in Darfur to spread beyond that region, affecting other parts of the country, as has already occurred on several occasions. There is also the danger of further flare-ups along the North-South border, particularly as the 2009 elections approach. Conflict that expanded beyond localized clashes could substantially increase the beneficiary caseload while dramatically increasing the difficulty of meeting the increased needs.
38. In terms of natural disasters, Sudan has frequently experienced both flooding and drought. Riverine flooding is a threat along the Nile and Sobat rivers, while flash flooding has occurred in several parts of the country. Drought is a risk for agricultural areas in central Sudan and for pastoral communities in the North. Riverine flooding in the South, leading to displacement and the disruption of agriculture activities, could require outside assistance, as it has for the past two years. A severe drought in northern pastoral areas could also lead to significant displacement and the loss of livelihoods.

2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

(a) Policies, capacities and actions of the Government

39. WFP's main government counterparts are the ministries of Foreign Affairs and International Cooperation at the policy level and, with regard to operational matters, the Ministry of Humanitarian Affairs and the Humanitarian Aid Commission (HAC) in the North, the Southern Sudan Relief and Rehabilitation Commission (SSRRC) in the South, and joint HAC and SSRRC offices in the Three Areas. In addition, WFP works closely with the ministries of Health, Education and Agriculture on technical issues and joint activities. In Darfur and in the Three Areas, the limited presence and capacities of government institutions in areas of conflict and displacement severely limit the opportunities for joint activities. In South Sudan, government institutions are under strain and are only able to provide limited basic services to the population.

(b) Policies, capacities and actions of other major actors

40. There are two major peacekeeping missions in Sudan: the United Nations Mission in Sudan (UNMIS) established under Security Council Resolution 1590 to support the implementation of the CPA; and the UN-AU Mission in Darfur (UNAMID)

established under Security Council Resolution 1769 to support the Darfur Peace Agreement.

41. WFP works closely with both missions. However because UNAMID has deployed only about 9,000 out of the planned 26,000 troops and police, its role in the protection of civilian populations, and in guaranteeing free and safe humanitarian access for agencies and workers, has been limited.
42. While in some cases WFP works directly with the Government in the implementation of some recovery activities, most WFP food is distributed by NGO partners, through field level agreements with over 100 national and international NGOs.
43. In the case of nutritional activities, tripartite arrangements are in place with UNICEF, and a bilateral agreement for education activities is being finalised. Similarly WFP works in very close coordination with FAO in agricultural activities.

(c) Coordination

44. The UN Country Team, non-government organisations and donors coordinate humanitarian work and longer-term programmes, through various well established structures and mechanisms which include government participation.
45. WFP emergency operations are fully integrated into annual UN Work Plans. The UN Development Assistance Framework (UNDAF), which covers all areas other than Darfur, is the primary coordination mechanism for early recovery, recovery and development activities.
46. WFP is co-sector lead, jointly with FAO, of the Food Security and Livelihoods Coordinating Group; and is a key member of other sector groups including Nutrition and Health; Education; Returns, Resettlement and Reintegration (RRR); and Disarmament, Demobilisation and Reintegration (DDR). WFP plays a strong role in coordination at the field level, having a presence in most conflict-affected areas of Sudan.

3. OBJECTIVES OF WFP ASSISTANCE

47. This operation addresses WFP's Strategic Objective (SO) 1: to save lives and protect livelihoods in emergencies. The operation will increasingly contribute to Strategic Objective 3: to restore and re-build livelihoods in post conflict situations, and to Strategic Objective 4: to reduce chronic hunger and under-nutrition. The components of the operation also address Millennium Development Goals 1, 2, 3, 4, 5, and 6.
48. The overarching goal of this operation is to save lives and reduce food insecurity, and to restore the livelihoods of conflict-affected and vulnerable populations in Sudan. The immediate objectives relating to the three above-mentioned strategic objectives are to:

- reduce or stabilize acute malnutrition and mortality, and protect livelihoods, amongst IDPs, refugees, and other vulnerable groups and communities (SO1)
- support the return of IDPs and refugees and the re-establishment of livelihoods and food security of communities (SO3)
- increase access to quality education, particularly for girls (SO4)
- improve the nutritional status of those affected by chronic disease (SO4)

49. The summary log-frame in Annex II provides further details on these objectives.

4. BENEFICIARIES AND TARGETING

50. Table 1 below summarizes the number of WFP beneficiaries by activity and area, and Table 2 summarises the tonnage required by activity and area. An estimated 677,990 mt of mixed food commodities will be required to assist 5.9 million people. The budget in Annex I contains details of the commodity requirements.

Table 1: Number of people by activity and area

Activity		Area			Total
		South	Centre, East and Three Areas	Darfur	
General Food Distribution (GFD)	Conflict-affected/displaced	198,000	84,000	3,803,000	4,085,000
	Refugees	5,000	48,500	15,000	68,500
	Returnees	103,000	124,000	-	227,000
Demobilization		21,500	33,000	-	54,500
Food for Work		39,500	46,000	87,000	172,500
Food for Recovery		232,000	9,000	14,000	255,000
Food for Education		418,000	222,000	360,500	1,000,500
Food for Training		27,200	27,000	-	54,200
Supplementary Feeding		47,000	100,000	404,000	551,000
Therapeutic Feeding		4,100	2,000	-	6,100
Institutional Feeding		20,500	39,000	-	59,500
Total		1,115,800	734,500	4,683,500	6,533,800 ¹

¹Note: this figure includes an element of overlap as some beneficiaries – in the order of about five to ten percent – will benefit from both general food distribution and another activity e.g. supplementary feeding. Thus, the planned overall total of individual beneficiaries is rounded to 5.9 million.

Table 2: Tonnage required by activity and area

Activity		Area			Total
		South	Centre, East and Three Areas	Darfur	
General Food Distribution (GFD)	Conflict-affected/displaced	25,633	3,086	480,565	509,284
	Refugees	1,011	9,189	3,222	13,422
	Returnees	9,861	11,324	-	21,185
Demobilization		1,393	6,343	-	7,736
Food for Work		2,989	6,361	7,760	17,110
Food for Recovery		27,527	648	1,070	29,245
Food for Education		21,543	11,382	13,717	46,642
Food for Training		2,617	4,160	-	6,777
Supplementary Feeding		1,350	1,664	10,357	13,371

Therapeutic Feeding		185	11	-	196
Institutional Feeding		4,318	8,705	-	13,023
Total		98,427	62,873	516,691	677,990

5. NUTRITIONAL CONSIDERATIONS AND RATIONS

Darfur

51. While crude and child mortality have generally been maintained below the emergency threshold since 2005, due to the large scale of humanitarian interventions, including general food rations, rising malnutrition rates are a serious concern. The poor geographical coverage of selective feeding programmes (particularly in North Darfur) is a significant constraint.
52. The deterioration of security since the beginning of 2008, combined with poor harvests, high food prices, the low coverage of supplementary feeding programmes, and ration cuts in the planned general food distribution, are expected to have a negative impact on nutritional status. Insecurity is likely to continue to hinder access to vulnerable groups and result in poor programme delivery, including the delivery of health services.
53. GAM rates could be expected to rise quickly at the Greater Darfur level, and are being monitored carefully, together with admission rates at feeding centres. UNICEF will be conducting a nutritional assessment in September 2008, and the results will inform WFP programming.
54. The intervention strategy for 2009 includes general food distribution, targeted supplementary feeding programmes and blanket supplementary feeding in selected locations during the lean season. Blanket supplementary feeding for under-5s in North Darfur will again take place during April-September, subject to the evaluation of the impact of the pilot in 2008. The inclusion of dried skimmed milk in the pre-mix for supplementary feeding programmes has proved to be widely accepted by the NGOs.
55. Every effort will be made through the nutrition and health sector coordination group to encourage medical NGOs to increase their coverage of supplementary feeding programmes.

Centre, East and Three Areas

56. Among the refugee population in camps, the health and nutrition status remains above emergency levels. Poor sanitation and poor water supply, both in terms of quality and quantity, are major underlying causes of child malnutrition. There is a need to improve the coverage of supplementary feeding programmes. WFP is working closely with UNHCR and the Government to address the situation.
57. Non-refugee populations in Kassala and Red Sea states have persistently high malnutrition rates. In 2009, WFP will continue supporting MCH / primary health

care activities in these states. WFP will also continue to support female-headed IDP households with half-rations during the lean season.

58. In the Three Areas the nutritional situation is critical, with the deterioration of insecurity particularly in Abyei, requiring expanded supplementary feeding and close monitoring.

South Sudan

59. According to the 2006 government-led family household health survey, the GAM rate in southern Sudan is 22 percent, though crude and under-5 mortality rates are below the emergency threshold. While detailed information is limited, it is suspected that there is a high prevalence of HIV/AIDS and TB.
60. Many medical NGOs phased out the implementation of selective feeding programmes in the South. Since the Ministry of Health's capacity is still weak, WFP is supporting blanket supplementary feeding where malnutrition rates are high, while encouraging NGOs to resume their programmes.
61. New information regarding the interaction between malnutrition, malaria incidence and under-5 mortality in the Nile floodplain has led to the development of a joint supplementary feeding/malaria prevention pilot activity with UNICEF and other partners, using ready-to-use supplementary foods (RUSF). GAM rates, malaria incidence, and mortality all tend to peak at the end of the hunger season, and the relevant technical literature suggests that malnutrition greatly increases the risk of death for children suffering from malaria. If successful, this type of intervention could be expanded to other areas facing similar challenges.

HIV/AIDS

62. In 2002, HIV prevalence in Sudan was estimated at 2.6 percent among adults; the total number of people living with HIV/AIDS is estimated to be 600,000. These figures will be updated in 2009 through a national survey on the prevalence of HIV, to be implemented by the Ministry of Health with support from UN agencies, including financial support from WFP.
63. HIV support activities – and partners – vary from one state to another. Activities include the provision of rations to TB patients, People Living with HIV (PLHIV), and children orphaned by AIDS (through institutional feeding programmes), and support to counselling and awareness-raising activities (through Food for Training). Upon the request of the Government, WFP has also prepared national guidelines on HIV and nutrition. WFP will continue to support those affected by HIV during 2009, but will refine these programs to better target food insecure households and individuals.
64. The priorities for 2009 are mainly to roll out training to key WFP staff on standard procedures to be adopted in planning for HIV projects (following the WFP HIV handbook). In areas in which projects are already in place, WFP will continue the support, with increased emphasis on improving monitoring and evaluation and

standardizing reporting. WFP will also ensure that staff has access to updated information concerning HIV/AIDS prevention and care.

Rations

65. The following Table 3 summarizes the main rations used in Sudan. The food basket under this EMOP for general food distribution (GFD) and food for recovery (FFR) varies between Darfur and the rest of the country. In Darfur, where a high percentage of beneficiaries are in camps, the composition of the GFD ration is primarily for saving lives. In the other regions, the purpose is to reduce the acute food insecurity of targeted vulnerable population groups, including returnees.

TABLE 3: Rations

Commodities	General Food Distribution and Food for Recovery (CETA, and South)/ Demobilisation	GFD and FFR (Darfur) ¹ / Institutional Feeding	Food for Work/ Food for Training	Therapeutic Feeding	Supplementary Feeding	Food for Education	Girl's Incentive
Cereals	450	450 ²	450			100	167
Pulses	50	60	50			20	
Vegetable oil	30	30	30	15	20	15	27
Salt	10	10	10			5	
Sugar		30	30	10	20	10	
CSB		16.5		100	200	50 ³	
DSM					30 ⁴		
Total	540	596.5	570	125	240	200	194
Nutritional value							
Kcal	1,942 ⁵	2,156	1,742	552.8	1,017	731.3	794.4
Protein(gm)	59.5	64.3	59.5	18	36	22.9	18.4
Fat (grams)	43.8	45.4	43.8	21	32	20.9	32

Notes: ¹The ration for Darfur differs from that for other regions of the country because a high percentage of beneficiaries are in camps.

²400 g cereals will be provided in camps where milling vouchers are provided.

³ Darfur only.

⁴ In Darfur, dried skimmed milk will be included to the supplementary feeding ration as part of a pre-mix including CSB, and the quantity of CSB will be reduced.

⁵After adjusting for cereal milling losses, net kcal will be 2,006 and 1,789 for Darfur and the rest of Sudan, respectively.

66. In addition to the rations described in the table, high energy biscuits (HEB) and ready-to-use supplementary food (RUSF) will be used for specific activities. The HEB will be used for transit rations for returnees and IDPs, while the RUSF is for a pilot supplementary feeding/malaria prevention activity planned for southern Sudan, to be implemented with UNICEF and other partners.

6. IMPLEMENTATION ARRANGEMENTS

Food Aid Strategy

67. Assistance to conflict-afflicted and displaced populations (4,085,000 beneficiaries) accounts for the bulk of the planned assistance. For the conflict-affected population, the immediate objective is to provide the assistance required to save lives and maintain their physical well-being, until such time sustainable livelihoods can be re-established. This will be done primarily through general food distribution (GFD) to identified populations. For long-term refugee populations in eastern Sudan (48,500 beneficiaries), assistance will be provided on a more targeted basis, based on household characteristics and identified special needs.
68. For returnees (227,000 beneficiaries), the need for outside assistance – including food – is highest before the first harvest, when food supplies are low and prices and labour demands high. The intent is to provide new arrivals with an initial GFD distribution covering three months, to be followed up with additional GFD assistance for farming households through the initial harvest. Organized returns will be supported with a transit ration of high energy biscuits (HEB).
69. Food for Recovery (FFR, 255,000 beneficiaries) is intended to serve as an alternative to GFD where free distribution is not appropriate, and to support recovery in settings where food for work is not a viable option due to a lack of implementation capacity or other factors. It is limited to outputs which directly benefit the participants and their communities, and to short-term activities that can be completed by communities with limited technical supervision.
70. For returnees, assistance following the initial harvest – for those returning in time to engage in agricultural production – may be linked to activities which enhance well-being and productivity, which could include the development of community infrastructure. In these instances, complementary programming and inputs from other partners will be particularly important. FFR could also be used to support refugees not meeting the targeting criteria for GFD distribution.
71. Supplementary feeding programmes (551,000 beneficiaries) will include both blanket and targeted interventions, as appropriate to the circumstances. Support to therapeutic feeding programmes (6,100 beneficiaries) will continue to be limited to the provision of rations to care-givers and – to a more limited extent – transitional rations at the later recovery stage.
72. In Darfur, blanket supplementary feeding of children under 5 – delivered through GFD partners - is projected to expand in 2009. In southern Sudan, new information regarding the causes and impacts of high rates of malnutrition in the Nile floodplain have led to the development of a joint feeding/malaria prevention pilot activity with UNICEF, using ready-to-use supplementary food (RUSF).
73. Institutional feeding (59,500 beneficiaries) will continue to be provided to patients undergoing specific treatment such as TB, HIV/AIDS and leishmaniasis (Kalaazar).

Programming for HIV/AIDS – which is a growing concern in southern Sudan, Three Areas and eastern Sudan – will also be expanded.

74. In all areas, planned levels of school feeding activities for 2009 (1,000,500 beneficiaries) will remain near the level planned for 2008. During 2008, WFP collaborated with the Government and UNICEF on a northern Sudan baseline survey, and will be conducting a Standardised School Feeding Survey in the South in late-2008. Both North and South governments are also developing national school feeding strategies, which include plans for an eventual takeover of school feeding programmes. The Girl's School Incentive activity, which had been piloted in southern Sudan, will be formalised in 2009, and may be expanded to other areas of northern Sudan.
75. Food for work (172,500 beneficiaries), provided as a five person family ration, will be used in support of community and infrastructure development to improve basic social services. Food-for-training (54,200 beneficiaries) activities will focus on developing and maintaining human capacity, through support for alternative income-generating activities.
76. Food assistance will be one of the elements of the package provided during the demobilization phase of the DDR programme (54,500 beneficiaries), along with a cash payment and a set of non-food items. WFP will provide DDR participants (including women associated with armed groups) with a three-month ration, based on a standard 5 person household.
77. Plans are being made to expand the supply of milling vouchers to beneficiaries in 2009, based on pilot experiences in North and South Darfur. Vouchers have been shown to reduce the need for beneficiaries to sell part of their entitlements to cover the cost of milling as well as to improve the level of consumption of the cereal rations. The daily cereal ration will therefore be reduced from 450g to 400g when milling vouchers are provided. The resulting savings in commodity costs and transport are expected to cover the whole cost of the vouchers programme.
78. In accordance with WFP's Enhanced Commitments to Women (ECW), WFP will continue to require that cooperating partners give specific attention to women's participation in food distribution committees, as well as to measures aimed at reducing the risks of gender-based violence. Mechanisms put in place to avoid putting women at risk include locating distribution points inside the camps, holding distributions during daylight hours, and informing beneficiaries in advance about the distribution times.
79. Improving the linkage between early warning, assessment and response will be a key objective of capacity building efforts. WFP is working towards the integration of assessment activities into a broader information management system, which will include provisions to more effectively share information and analysis with partners. WFP will continue to allocate funds towards strengthening the capacity of the government early warning unit in disaster preparedness and management. In addition, WFP will take steps to pursue more effective partnerships with government

and other stakeholders, particularly in terms of food security assessment, planning and the development of response strategies.

80. In view of the size and complexity of the operation in Sudan, WFP is decentralised with delegation of authority to the Heads of Area Offices in Darfur, and to the WFP Coordinator in the South. In addition, Darfur has a Coordination Office in Khartoum. CETA is managed by a Coordinator based in Khartoum. Heads of Sub-Offices also have considerable delegation of authority.

Logistics

81. Port Sudan, situated on the Red Sea coast, is the main entry point for imported food for both North and South Sudan. Food is moved by rail and road to WFP's main logistic hubs (in Khartoum, El Obeid and Kosti) for intermediate storage before being sent to field locations, or by rail directly to Nyala (the largest WFP extended delivery point in Darfur).
82. All primary deliveries – from the ports to the hubs – are undertaken by the commercial transport sector, primarily by road. A smaller portion – less than 10 percent – is delivered by rail. The budget includes a provision for an airlift operation, should there again be a major disruption of transport routes in 2009.
83. Secondary deliveries – from above mentioned hubs to extended delivery points (EDPs) or directly to final delivery points (FDPs) – are carried out mainly by road and to a lesser extent by barge. Currently, WFP has numerous commercial contracts with Sudanese, Kenyan and Ugandan transporters to ensure the timely delivery of food to the beneficiaries. In addition, WFP currently holds commercial contracts with barge operators for deliveries from Kosti to those locations in South Sudan which are inaccessible by road or for which barge transport is more cost effective.
84. Tertiary deliveries – from extended delivery points onwards – are carried out mainly through the use of local commercial road transport capacity in the area. In areas where such local capacities either do not exist, or are inadequate to meet WFP needs, tertiary deliveries are made by WFP trucks. WFP maintains a fleet of 125 trucks and 3 support vehicles, with a further 10 new trucks and trailers on order for Darfur, and 35 trucks for the South. Gaps in local transport capacities have so far been managed by moving trucks between Darfur and the South as required. In addition, WFP maintains two commercial contracts for tertiary deliveries by boat (one in Malakal and one in Juba) in order to supply the food distribution points that most of the year are inaccessible by road.
85. The overall LTSH for 2009 is US\$ 283.1 million, equivalent to an average of rate of US\$ 417.6 per metric ton.
86. Two months' supplies (about 86,000 mt) are needed at the final distribution points in Darfur, to act as a buffer whenever security interrupts overland transport. The operation in Darfur – which accounts for the majority of the food commodities delivered – involves high transportation costs. It is concentrated in highly insecure areas, and risks to personnel, equipment and cargo – and the need to ensure safe

delivery and the protection of personnel – all contribute to increased costs. Security problems in Darfur and neighbouring areas have slowed or interrupted the flow of food on several occasions, while convoy/escort requirements imposed by the Government have also resulted in delays and increased costs.

87. To ensure network optimization, and to mitigate the impact of mandatory escort and convoy procedures (imposed as a result of increased insecurity) on transit times, WFP will open another hub at El Nahud, in North Kordofan. This will shift a portion of warehouse capacity from the Khartoum hub to El Nahud, ensuring that adequate cargo is pre-positioned closer to Darfur whilst at the same time providing maximum flexibility within the network. In addition, an increasing share of the food consignments for southern Sudan will be routed through the port of Mombasa in Kenya, to be transported by commercial surface transporters to the logistics hubs of Lokichoggio and Koboko for onward delivery to destinations in the South.
88. In 2009, WFP again plans large-scale pre-positioning before the annual wet season when roads become impassable. The pre-positioning exercise needs to take place starting in January 2009 through to May. This means that large quantities of food – equivalent to 3 months of requirements, or about 160,000 mt – need to be available by January 2009 to ensure WFP's ability to reach the targeted areas in time. National access roads in some areas are officially closed from the end of June through mid-October, when they are impassable due to the rainy season. Many locations in South Sudan remain inaccessible by surface from late May. As a result, food must arrive at distribution points by May to allow for distributions during the rainy season.
89. WFP has so far rebuilt approximately 2,400 km of roads under a special operation for emergency road repair and mine clearance in southern Sudan. The main strategic road links connect (a) Kenya from Lokichoggio to Kapoeta, Juba and east of the Nile to Bor and towards Malakal and (b) Uganda from Yei northwest towards Rumbek and Wau and north to Wunrok. The new roads have led to considerable cost savings for WFP and the wider humanitarian community, and have helped jumpstart the post-war economy. It has also supported the deployment of UNMIS and the return of southern Sudanese IDPs and refugees over newly prepared routes.
90. WFP is also rehabilitating rail wagons and locomotives to diversify delivery opportunities. Improved land transport – combined with increased warehouse capacity in remote field locations – has helped to reduce delivery costs and shorten turn-around time. Improved access and safety have also facilitated the movement of people and goods by public transport, supporting increased trade.
91. Transport savings have been partially offset by increased fuel costs and transportation rates. The increased demand for road and river transport has strained commercial transport capacity, while unofficial taxes/tolls and hazard premiums to cover the risk of looting also increase shipping costs. The rise in the Sudanese Pound against the US dollar has also added to dollar-denominated costs.

Procurement

92. While initial weather forecasts for July, August and September for the Sudan sorghum surplus areas had called for above-average rainfall during the agricultural season, recent updates have moved closer to average levels. To this point, the rains have been slow in moving northwards, and the start of the growing season has been delayed relative to 2007.
93. If the prices for local sorghum remain below the import parity price during 2009, WFP plans to use cash contributions to purchase up to 120,000 mt of sorghum on the local market. CSB and pulses may also be purchased regionally – from Ethiopia – if price and supply conditions are favourable. In order to reduce the risk associated with local procurement, WFP also intends to pilot the systematic use of forward contracting during the first months of the year and to consider the creation of a sorghum buffer stock. Preliminary calculations by a joint WFP-World Bank mission suggest that planned levels of WFP purchases would have only a small impact on domestic sorghum prices.
94. Following a Purchase for Progress (P4P) assessment in southern Sudan, WFP will launch a P4P implementation plan in Central and Western Equatoria for the purchase of an estimated 2,500 mt of maize and sorghum from farmers' associations.

Special Operations

95. Three special operations, which support the achievement of the United Nations' objectives and WFP's operations, will continue in 2009:
 - The Humanitarian Air Services serves the humanitarian community in Sudan (special operation 10181.4).
 - The UN Joint Logistics Centre co-ordinates and optimizes the logistics capabilities of humanitarian organizations in large-scale emergencies. Its initial role in Sudan was to provide a logistics planning capability to support returning IDPs to southern Sudan, but with the Darfur crisis this expanded to include the establishment of a common system for the delivery of shelter and NFIs to IDPs (special operation 10342.2).
 - Emergency road repairs and mine clearance in the South (special operation 10368.0).

7. PERFORMANCE MONITORING

96. Much attention has already been given to improving data quality to be able to measure the impact of food aid on the beneficiaries' lives. To this end, the completion of the development of the WFP Sudan M&E information system that is able to capture performance data within a unified, well-structured and flexible application has been given priority. Resources will be allocated in 2009 to complete the installation of enhanced tools to support the ongoing systematic measurement and reporting on performance. Provision will be made within the M&E data management system for enhanced interfaces with other systems such as commodity tracking.

97. In addition, M&E will continue to work closely with VAM on an appropriate methodology for the sampling of monitoring sites and for enhanced collaboration in the area of food security and livelihoods monitoring.
98. This emergency operation will be subject to an external evaluation, planned for 2009. Programme adjustments based on continual food security monitoring and vulnerability assessments will be made through revisions to operational plans and budgets as needed.

8. HANDOVER STRATEGY

99. The Government does not have the capacity to manage an emergency of the scale of current Darfur operations, but other components of the operation could eventually be handed over to the Government. Capacity-building, particularly in terms of improving the linkage between early warning and response, will be a significant component of this effort. A strategy for the period 2009-2012, now under preparation, will describe a scenario for a transition from the current emergency approach to a more sustainable portfolio of activities which could eventually be handed over to government structures.

9. SECURITY CONSIDERATIONS

100. The operating environment in Darfur continued to deteriorate during the first half of 2008, with further fragmentation of armed actors, increased opportunistic banditry and no indications that the current volatile and unpredictable security situation will reverse in the short-term. Despite the reduced movement of humanitarian actors into field locations, the number of incidents targeting humanitarian actors has continued to increase. Incidents affected WFP staff and assets, other UN agencies, NGO cooperating partners but also contracted companies and beneficiaries. This increase is not limited to Darfur and a growing number of incidents can be observed in the South and Three Areas, where the slow implementation of the CPA has led to developing insecurity. This scenario and the events of May 2008, when a rebel group brought the conflict to the capital, portray a picture of the overall fragility of the security situation in Sudan.
101. In several areas, office, accommodation and logistic facilities need to be brought into compliance with MOSS standards, completing work initiated during 2008. The uncertain political and security situation also makes it essential for WFP Sudan to maintain its current security apparatus. Finally, operational flexibility needs to be further strengthened to ensure that operational requirements can be met whilst maintaining the safety and security of WFP staff and assets.

10. RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed Emergency Operation Sudan 10760.0 “Food assistance to populations affected by conflict”.

APPROVAL

.....

Josette Sheeran
Executive Director

Date:

.....

Jacques Diouf
Director-General of FAO

Date:

ANNEX III. Map of WFP emergency operations in Sudan

