

## Emergency Operation Sudan: EMOP 200151

### Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters

<b>COUNTRY SUDAN EMOP PROJECT NUMBER 200151</b>	
Number of beneficiaries <sup>1</sup>	6,752,000
Duration of project	1 January to 31 December 2011
WFP food tonnage	596,400 mt
Cost (United States dollars)	
WFP food cost	US\$230,135,652
WFP cash/voucher cost	Not applicable
Total cost to WFP	US\$628,213,452

## EXECUTIVE SUMMARY

Sudan remains one of the World Food Programme's (WFP) most complex operations, and large-scale humanitarian assistance in conflict-affected areas will continue to be needed in 2011. While some progress has been made in the overall security and stability situation since the signing of the Comprehensive Peace Agreement (CPA) in 2005, the widespread destruction and population displacement caused by decades of war, further exacerbated by recent poor harvests, high food prices and ongoing conflict, leave much of Sudan engulfed in a humanitarian crisis.

The cereal deficit across Sudan cannot be met by current national reserves or by commercial imports. Food security assessments in the East, the Three Areas, Darfur and the South confirm low food availability, poor functioning markets and high malnutrition rates.

<sup>1</sup> In principle the beneficiary total should reflect the number of individuals to be assisted during the life of the operation (including through food, cash and vouchers interventions).

Insecurity remains a primary concern for the humanitarian community, particularly in Darfur where military confrontations have escalated between the Sudanese Armed Forces and rebel groups as well as between tribes. This has a detrimental impact on the delivery of humanitarian assistance and incites even greater movement of people in a region where some 2 million have already been displaced. Targeted attacks and incidents of kidnapping of humanitarian workers continue, leading to suspension of activities and disruptions in the delivery of life-saving assistance. The security situation is unlikely to improve as United Nations planning scenarios for 2011 indicate that political instability and conflicts in all three regions of Sudan may increase in the run up to the referendum on 9 January 2011 and beyond.

Despite the prevailing security context, WFP is uniquely placed to provide a timely and appropriate response to the evolving needs of Sudan's most food-insecure people. It has the deepest field presence in Sudan, an extensive logistics network and geographical outreach, more than 200 cooperating partnerships, and early warning as well as food security monitoring systems. In the event of an emergency or unforeseen shock, the operation also has the capacity to scale up dramatically, as was made evident after the expulsion of non-governmental organization (NGO) cooperating partners in 2009 and during the 2010 food crisis in Southern Sudan.

The core objectives of the operation are to save lives, reduce food insecurity, stabilize malnutrition rates, and help restore the livelihoods of vulnerable and conflict-affected populations. These objectives correspond primarily to WFP Strategic Objective 1 ("save lives and protect livelihoods in emergencies") and are consistent with Millennium Development Goals<sup>2</sup> (MDGs) 1-6.

WFP's interventions will focus on life-saving assistance that meets the immediate consumption needs of vulnerable populations through general food rations, food-based nutrition programmes for malnourished children and pregnant and lactating women, and targeted food-for-asset activities to improve access to food and offset seasonal hunger in vulnerable areas. Where possible and relevant, WFP will also provide support to children in conflict and post-conflict areas through school meals.

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<sup>2</sup> MDG1: Eradicate extreme poverty and hunger; MDG2: Achieve universal primary education; MDG3: Promote gender equality and empower women; MDG4: Reduce child mortality; MDG5: Improve maternal health; MDG6: Combat HIV/AIDS, malaria and other diseases.

## SITUATION ANALYSIS AND SCENARIOS

### Overall Context

1. Sudan is Africa's largest nation and one of the continent's most geographically and ethnically diverse countries. Two rounds of a North-South civil war have cost the lives of 1.5 million Sudanese and the ongoing conflict in the Western region of Darfur has driven 2 million people from their homes. After years of insecurity and displacements, exacerbated by drought, failed harvests and high food prices in 2009 and 2010, a complex humanitarian crisis continues to engulf much of Sudan.

### *Political Development*

2. In 2010, the political scene in Sudan was dominated by key benchmarks of the Comprehensive Peace Agreement (CPA). National elections were held in April, the first in a quarter of a century, marking a critical development in the political processes unfolding in Sudan. The election results consolidated the status quo in which the National Congress Party (NCP) continues to dominate the North and the Sudan People's Liberation Movement (SPLM) retains control of the South.
3. The 9 January 2011 referendum for Southern Sudan independence is now at the centre of the political stage with political engagement with Sudan and within Sudan focused on the implementation of outstanding elements of the CPA towards this final and critical benchmark. Parties to the CPA have made some progress on a number of fronts, including the resolution of the long-standing dispute over the census results and advances in the North-South border demarcation. However, the political agenda remains strained and there has been little concrete progress in establishing arrangements and negotiating the frameworks required, regardless of the outcome of the referenda.<sup>3</sup>
4. In Darfur, talks and negotiations between the Government of Sudan and opposition groups such as the Justice and Equality Movement (JEM) and the Liberation and Justice Movement (LJM) showed promising developments leading up to the elections. Negotiations were suspended during the electoral process: since then, the Government and LJM have resumed talks. However renewed clashes between JEM and the Government threaten to further fragment the Doha peace talks.
5. In the East, while the political and security situation remained calm, minimal advancement was made in the implementation of the Eastern Sudan Peace Agreement (ESPA) including the reintegration of ex-combatants under the Disarmament, Demobilization and Reintegration (DDR) programme, funding to the Eastern Sudan Recovery and Development Fund, and the representation of eastern Sudanese in the national civil service. The lack of visible peace dividends and growing perception that

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<sup>3</sup> In addition to the referendum on independence for the South, the CPA also affords the volatile and oil-rich region of Abyei the choice of either following the South or staying united with the North. Blue Nile and South Kordofan states are provided with a consultative process to decide if they wish to amend the constitutional, political and administrative arrangements for their states.

development activities are not materializing as widely as expected are fueling discontent among the population, as well as widening differences among the signatories to the Agreement.

### *Security*

6. Variable degrees of violence continue to affect regions and population groups across the country, the most extreme being in Darfur where over the last 12 months the number of fatalities and displacements surged due to large-scale military confrontations between the Sudanese Armed Forces and rebel factions as well as inter-tribal fighting. While not a new phenomenon, the proliferation of weapons among communities has led to tribal clashes over resources becoming more pronounced and violent in nature. Tensions have been further exacerbated by competition for natural resources, demographic growth and the weakening of traditional conflict-resolution mechanisms. It is estimated that more than 130,000 people have been newly displaced in 2010.<sup>4</sup>
7. Operating in an insecure, difficult and unpredictable environment, humanitarian agencies as well as the African Union/United Nations Hybrid mission in Darfur (UNAMID) have been repeatedly denied access to areas affected by fighting. This has prevented the United Nations and its partners from accurately and comprehensively assessing the extent of the damage, displacements and scope of humanitarian needs. In the case of East Jebel Marra, the humanitarian community has not been granted access for more than eight months.
8. The growing number of attacks against humanitarian workers in Darfur is perpetuating an atmosphere of impunity, fear and intimidation which has resulted in cases of suspension or significant scaling-back of operational activities and staff presence in deep-field locations. The situation has put at serious risk the ability of humanitarian agencies to operate without compromising their safety and security. Despite strict regulations put in place to mitigate the risk of carjacking and abduction of foreign aid workers, there have been 17 kidnappings since the expulsion of non-governmental organizations (NGO) in March 2009.
9. Along the border areas dividing the North and the South (Abyei, South Kordofan and Blue Nile states), the poor rains of 2009 prompted Misseriya pastoralists, particularly from the oil-rich contested area of Abyei, to migrate earlier than planned into Southern Sudan. This has contributed to insecurity and violent clashes between the Misseriya and soldiers from the Sudanese People's Liberation Army (SPLA).
10. In Southern Sudan, tension has increased steadily ahead of the elections and the pressure continues to mount in the months leading up to the referendum. Cattle rustling, migration-related incidents and other inter-communal disputes remain the primary conflict drivers in the South, with approximately 700 people killed and more than 120,000 people displaced in 2010 alone due to conflict in the region. Raids by the Lord's Resistance Army (LRA) have also resumed in Western Equatoria State, leading to more than 41,000 displaced persons and 12 deaths.

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<sup>4</sup> United Nations Office of the Coordination of Humanitarian Affairs (OCHA).

11. Tension on the ground has also been recently aggravated by a number of security incidents targeting aid workers and involving local SPLA elements in some states. There were 29 attacks - mainly against NGOs - reported since February 2010, including carjacking and physical attacks.

#### *Social and Economic Situation*

12. Despite being recognized by the International Monetary Fund as one of Africa's fastest growing economies, Sudan remains a least-developed countries (LDC) and is also listed by the Food and Agriculture Organization of the United Nations (FAO) as a low-income food-deficit country (LIFDC). Sudan's score on the Human Development Index (HDI) has marginally increased by 1.1 percent since 2000 but still ranks 154 among 169 countries on the index in 2010 (United Nations Development Programme - UNDP).
13. In recent years, oil has been the main driver of economic growth in Sudan, although agriculture still accounts for more than one-third of the gross domestic product (GDP) and the sector employs around 80 percent of the workforce. The majority of farmers still depend on rain-fed agriculture, with drought and the ongoing conflicts remaining real risks to the productivity of the sector. Real GDP growth slowed substantially from 10.2 percent in 2007 to 6.6 percent in 2008 and approximately 4.2 percent in 2009.<sup>5</sup> Forecasts indicate this downward trend is likely to continue in 2011 as political uncertainty surrounding the referendum may curb investments.

#### *Situation, Stability and Prospects by Geographical Areas and Population Groups*

14. WFP's food assistance operation in Sudan aims to respond to the complex and diverse contexts within and across regions, all of which are affected in one way or another by conflict and natural disasters. There are primarily five operating areas in Sudan: Darfur, Central states, Eastern states, Three Areas and Southern Sudan.
15. Darfur, comprised of three states - North, West and South Darfur - continues to be affected by conflict, instability and displacements. WFP beneficiary numbers indicate that around 1.7 million internally displaced persons (IDPs) are living in camps and reliant on external assistance. Other IDPs live in villages but face continuous threats from the ongoing conflict that adversely affect their ability to produce and access food to meet their consumption requirements.<sup>6</sup> While the Government is keen to promote the return or resettlement of those displaced by conflict, prospects for lasting peace and security (a precondition for voluntary returns on any significant scale) remain remote in the short-to medium-term.
16. The Central and Eastern regions and the "Three Areas" are operationally designated by WFP as "CETA". The Central Region (North Kordofan and White Nile states) has largely remained unaffected by various conflicts but is still hosting some 156,000 IDPs

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<sup>5</sup> CIA World Factbook. Sudan Country Page. 2010.

<sup>6</sup> Sudan: Food Security Monitoring System. WFP 2010  
<http://www.wfp.org/content/sudan-food-security-monitoring-system-2010>

who have resettled over time. The most significant recent factors of food insecurity in the two states have been recent crop failures and shortage of available grazing land due to variable rainfall patterns and desertification.<sup>7</sup>

17. The Eastern Region (Kassala, Gedaref and Red Sea states) has long suffered acute poverty, lack of adequate access to basic services such as healthcare and education, chronic malnutrition, extreme levels of unemployment, shrinking pasture lands and exposure to high climate variability. A long-standing low-intensity rebel insurgency ended with the ESPA, signed in 2006, providing a degree of security. However, the peace dividends have not materialised as expected. Since eastern Sudan's population is predominantly rural, competition over scarce natural resources, such as water, land and grazing, is one of the causes of inter- and intra-tribal tension and conflicts.
18. The Three Areas (Abyei and South Kordofan and Blue Nile states) have been heavily affected by conflict as the frontline of the 21-year civil war between North and South. The region is ethnically diverse and prone to resource-based conflicts, principally between pastoralists and settled agriculturalists. As the Three Areas remain fragmented along political lines, the potential for an escalation in political tension and conflict ahead of the referendum is considerable. In 2011, these areas will continue to face instability, conflict and unresolved disputes - including border demarcation, land and water rights for migrating nomadic pastoralists, and political and economic control over the oil fields - that could impact the future of the entire country.
19. Southern Sudan, comprised of 10 states spread across a vast region, suffered disproportionately in the years of civil war with the North. The region, host to some 205,000 refugees and IDPs, remains the poorest and least-developed in Sudan, as well as one of the least-developed areas in the world. The legacies of many years of conflict, destruction, displacements and insecurity make the post-conflict, CPA-era challenging for the restoration of livelihood systems, basic services and infrastructure. Political uncertainty associated with the 2011 referendum, continued low-level inter-tribal and intra-tribal conflicts, new displacements and limited protection of civilians, are the norms rather than the exceptions.

#### *Durable Solutions for IDPs and Refugees*

20. While the peace negotiations in Doha among the various Darfur rebel groups and the Government initially offered some promise, insecurity remains the main constraint to a durable solution. WFP would support the voluntary and dignified return or the integration of IDPs within local host communities if the conditions for security, land use, water access and sustained support were in place. At present those conditions are not met and therefore WFP food assistance will continue to play a critical role in sustaining lives and livelihoods of IDPs and other vulnerable groups.
21. Southern Sudan hosts tens of thousands of refugees and IDPs who have fled their homes as a result of attacks carried out by the LRA. The likelihood that these populations will

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<sup>7</sup> Sudan: Emergency Food Security Assessments. WFP 2009.

soon return to their home areas remains low due to continued LRA activity in the affected areas.

22. Conflict and insecurity in Eritrea and the border regions of Kassala and Red Sea states have resulted in large numbers of displaced people settling in and around urban centres, in addition to 60,000 Eritrean refugees who are residing in eight rural refugee camps. Because repatriation or resettlement options have diminished, IDPs and refugees will likely require assistance that may support local integration. The flow of refugees at the end of 2009 and early 2010 averaged 1,800 per month with possible implications for risky onward migrations to Europe.

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

23. WFP is one of the few agencies that collect primary data on food insecurity. The 2008 Darfur Food Security and Livelihood Assessment (DFSLA), the 2006-2007 WFP Comprehensive Food Security and Vulnerability Analysis (CFSVA), the Sudan Household Health Survey of 2007, and the Annual South Sudan Needs and Livelihood Assessment (ANLA) provide WFP with baseline information for its interventions. To complement these surveys, WFP launched a Food Security Monitoring System (FSMS) in Darfur in 2009 that is now being expanded to other regions: Red Sea State, Kassala and Blue Nile State (July 2010) and Southern Sudan (scheduled for early 2011). The FSMS helps WFP better understand seasonal dimensions of food insecurity, some of its underlying causes, and how best to respond with appropriate interventions.
24. Since mid-2009, the overall food security situation deteriorated in Sudan. A convergence of conflict, poor rainfall, and high food prices resulted in problems of overall food availability and access. The 2008 DFSLA findings in Darfur highlighted that 45 percent of the conflict-affected population were food insecure. In comparison, analyses from the various Darfur FSMS rounds indicate that approximately 60 percent of sampled IDPs in camps are food insecure. The main causes of food insecurity are irregular, seasonal incomes and constraints to livelihood activities. Among mixed IDP and resident communities, an average of 52 percent was food insecure with, however, great differences between the states, ranging from 32 percent in North Darfur to 74 percent in South Darfur. Resident populations are, on average, better off with an average of 45 percent food insecure.
25. The CFSVA 2006 description for non-Darfur northern states still holds true: a large percentage of the population are subsistence agro-pastoralists whose livelihoods are dependent largely on natural resources and who are exposed not only to climatic shocks, but also increasing market food prices. Tribal conflicts also undermine livelihood stability in the Three Areas. In 2010, an Emergency Food Security Assessment (EFSA) was carried out in Blue Nile State indicating that the returnees are far more vulnerable than the resident population and 53 percent were severely food insecure in 2010's early start of the lean season. While state-level food security levels might not be as alarming as in Darfur, the non-Darfur states have population groups that are also facing difficulties to meet their basic needs.

26. In Southern Sudan the mediocre harvest combined with a dramatic increase in cereal prices and tribal conflicts led to a significant increase in food insecurity, and the 2009/2010 ANLA estimated 53 percent of the total population were food insecure at the time of the harvest. The ANLA reported that household food security primarily depends on subsistence agriculture and livestock.<sup>8</sup> The post-CPA period began the rebuilding of traditional livelihoods that had broken down after years of war. However, returning IDPs and refugees, as well as resident communities, are facing low availability of agricultural inputs and services for crops and livestock, poor quality healthcare and education, inadequate infrastructure and fragmented markets, reflecting clear setbacks on the restoration of livelihoods. Fighting among tribes and sub-clans, and the resulting displacements, destruction and deaths, have hindered the early recovery process.

#### *Food Production and Imports*

27. The general food availability status across Sudan deteriorated from late 2009 into mid-2010 due to the extremely poor domestic crop performance precipitated by drought and conflict. A 2009/2010 FAO and Federal Ministry of Agriculture survey estimated the cereal harvest for the northern states of Sudan including Darfur at 3.13 million mt - about 38 percent below the production levels of 2008/2009 and 27 percent below the five-year average. The survey report indicated that erratic rainfall and continued insecurity, especially in Darfur, contributed to limited productivity.<sup>9</sup>

28. Food availability in Southern Sudan also looks bleak. The 2009/2010 FAO/WFP Crop and Food Security Assessment Mission (CFSAM) reported production being 30 percent below last year's adjusted figure of 1.07 million mt and 10 percent below the five-year average.<sup>10</sup> Insecurity also negatively affected agricultural production due to population displacement and the resultant abandonment of agriculturally productive lands.

29. The three states in central and eastern Sudan - Kassala, Red Sea and North Kordofan - as well as South Kordofan and Blue Nile states experienced a longer and more difficult hunger season in 2010 due to the poor agricultural season in 2009, recent droughts and increasing impact of water shortages. Also, the agro-pastoralist and pastoralist crop and animal production continue to be low in the Three Areas due to insufficient water points and pasture degradation.

30. Total cereal exports are assumed to amount to 100,000 mt of sorghum in 2010. Some 400,000 mt were exported in 2008 but amounts were much lower in earlier years owing to Government of National Unity controls, which are likely to be re-imposed given the low 2010 harvest estimates. Commercial imports of cereals are normally in the order of 1.2 to 1.5 million mt of wheat and 50,000 mt of rice. As a result of the decrease in cereal

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<sup>8</sup> Sudan: Annual Needs and Livelihoods Assessments. WFP 2009/2010  
<http://www.wfp.org/content/southern-sudan-annual-needs-and-livelihoods-assessment-2009-2010>

<sup>9</sup> Crop production and food security assessment for the northern states of the Sudan, FAO/Government of Sudan February 2010.

<sup>10</sup> Crop and Food Security Assessment Mission, FAO/WFP February 2010  
<http://documents.wfp.org/stellent/groups/public/documents/ena/wfp217413.pdf>

production, a deficit between annual human requirements and the net domestic supply available for consumption of about 2.2 million mt is forecast in 2010.<sup>11</sup>

#### *Livelihoods, Markets and Household Food Access*

31. Farming and livestock rearing continue to be the primary sources of livelihoods for over two-thirds of households in this predominantly rural nation. Disruptions to production can often have disastrous consequences not only for farmers, but also families that rely on wage labour.
32. 2010 saw a sharp increase in prices of cereals throughout Darfur and Southern Sudan. The last FSMS round showed that the price of a 90 kg bag of sorghum in Darfur costs, on average, 200 Sudanese pounds (approximately US\$80-90) compared to around 80 Sudanese pounds in 2009. These prices not only reflect low availability, but also transport costs incurred by grain suppliers from high to low production areas. Insecurity along major transport routes, resulting in looting and informal taxation, has also contributed to traders increasing food prices. Due to the high share of household budget spent for food, even a small increase in staple food prices has a serious negative impact on food access and consumption.

#### *Food Use, Nutrition Situation, Including Malnutrition Rates, Seasonal Variation and Micronutrient Deficiencies*

33. Updated national and state level estimates of the prevalence of malnutrition will be available from the Sudan Household Health Survey (SHHS). Localized surveys across Sudan reflect that the nutrition situation has not improved in any significant way in the last 25 years. Around 40 percent of children under 5 are chronically malnourished (stunted),<sup>12</sup> and 16 percent acutely malnourished (wasted). Some 27 percent are underweight and 31 percent of babies have a low birth weight (< 2,500 gm).<sup>13</sup>
34. Seasonal variations of acute malnutrition rate are observed, with the rates peaking during the lean season (May to September in Darfur and CETA; August to October and February to March in Southern Sudan). Younger children are more likely to be acutely malnourished than older children, reflecting largely the suboptimal infant and young child feeding practices. Only one-in-three children are exclusively breastfed until six months. Introduction of complementary foods is often too early or too late and not nutrient-dense, contributing to inadequate dietary intake.<sup>14</sup>
35. Localized assessments in Darfur indicate that global acute malnutrition (GAM) rates remain above emergency thresholds (15 percent), ranging from 16 percent to 30 percent except for one surveyed location, reflecting the ongoing conflict and repeated displacements of people.

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<sup>11</sup> Cereal availability Study in the Northern States of Sudan, FAO and Government of Sudan, August 2010.

<sup>12</sup> UNICEF – Sudan Statistics, 2010, as per WHO growth standards.

<sup>13</sup> *Ibid.*

<sup>14</sup> Sudan Household Health Survey, 2006, ANLA 2009.

36. In non-Darfur northern states, recent localized nutrition surveys have reported GAM rates also at emergency levels in the East prior to the lean season (May to September), and above emergency levels in other states during the lean season, most notably in Abyei. Red Sea State has historically reported some of the highest levels of malnutrition in northern Sudan. In contrast, the latest nutrition survey in 2010 among refugees in Kassala State reflected an improvement and stabilization of the nutritional status compared to 2008.<sup>15</sup>
37. In Southern Sudan, the latest comprehensive data representative at the regional level found a high prevalence of chronic malnutrition among children in 8 out of 10 states. The prevalence of underweight was serious (above 30 percent) according to WHO standards. GAM rates average 22 percent but vary seasonally. Poor infant feeding and childcare practices, lack of access to age-appropriate complementary food, disease, poor hygiene and sanitation, localized conflicts, as well as unsafe water are some of the underlying factors of persistent malnutrition in Southern Sudan.
38. Table 1 summarises the GAM and stunting rates across Sudan.<sup>16</sup>

<b>Table 1: Global Acute Malnutrition and Stunting Rates</b>		
<b>Area</b>	<b>GAM</b>	<b>Stunting</b>
North Darfur	16-30%	32%
South Darfur	9-21%	34%
West Darfur	9-12%	40%
Southern Sudan	15-31%	29-41%
CETA	11-24%	26-43%

39. While data are limited, available information suggests that the micronutrient status of the population is poor. Localized surveys have reported night blindness due to vitamin A deficiency ranging from less than 1 percent to 4.8 percent.<sup>17</sup> The national prevalence of goiter, indicating iodine deficiency disorders, was 22 percent in 1997. Intake of iodized salt, which is critical to prevent iodine deficiency disorders, is low. The most recent available data indicates that only 12 percent of households consumed adequately iodized salt (iodine levels greater than or equal to 15 ppm).<sup>18</sup> Data on anaemia is not available but generally assumed to be widespread. The reported maternal mortality ratio is very high at 1,100 per 100,000 live births.<sup>19</sup>
40. The underlying factors of micronutrient deficiencies in Sudan include: limited availability of fortified staple foods and few micronutrient-rich complementary foods; lack of food diversity; lack of financial resources or other assets to buy or barter for micronutrient-rich food; lack of knowledge on benefits of micronutrients and food sources rich in micronutrients; cultural taboos; weakened traditional resource redistribution mechanisms;

<sup>15</sup> UNHCR Kassala Nutrition Survey 2010, draft

<sup>16</sup> GAM rates for Darfur and Southern Sudan: 2010 localized surveys. GAM rates for CETA and stunting: Sudan Household Health Survey, Government of Sudan, 2006.

<sup>17</sup> A prevalence of night blindness above 1% among children 24-71 months is considered a public health problem. Vitamin A supplementation coverage is 67 percent according to UNICEF [http://www.unicef.org/infobycountry/sudan\\_statistics.html](http://www.unicef.org/infobycountry/sudan_statistics.html).

<sup>18</sup> Sudan Household Health Survey, Government of National Unity/Government of Southern Sudan, 2006.

<sup>19</sup> UNICEF. [http://www.unicef.org/infobycountry/sudan\\_statistics.html](http://www.unicef.org/infobycountry/sudan_statistics.html)

high exposure to disease, especially diarrhea and malaria; and poor access to health services.

41. Human immunodeficiency virus (HIV) infection prevalence in Sudan is estimated to be low at 1.12 percent, with 0.67 percent<sup>20</sup> in the North and 3.1 percent<sup>21</sup> in the South. However, repeated conflicts and associated displacements of people are likely to increase the risk of spread of infection. Tuberculosis (TB) is one of the major chronic disease problems in Sudan, with a prevalence of 370 per 100,000 persons.<sup>22</sup>
42. With the successful advocacy and technical support provided by WFP and others to the Ministry of Health, the five-year National HIV Strategy now includes a component on nutrition and food security. WFP will continue to advocate for adequate funding for these interventions in the strategy. In 2010, WFP piloted food vouchers in CETA targeting people living with HIV (PLHIV) under anti-retroviral treatment (ART) and TB clients under directly observed treatment with short-course chemotherapy (DOTS), with the aim to facilitate a smooth handover of the beneficiaries to the Government. PLHIV and TB clients who are food insecure will continue to receive the same support from WFP as other food-insecure beneficiaries. In the South, the highest prevalence of HIV and AIDS is found in states with good food security status overall (e.g. Western and Central Equatoria). However, there are pockets of food insecurity and WFP will continue to target HIV-affected people and their families through food-for-asset activities when and where possible in these locations.

## Scenarios

43. Many of the trends, uncertainties and obstacles identified in scenarios about the future of Sudan intersect to one event: the possible split of Sudan into North and South at the conclusion of the referendum voting in January 2011. Southern Sudan could be formally independent by July 2011, following a six-month transition period specified in the CPA.
44. The likelihood of a full-scale war between North and South is low, but the risk of internal conflicts as well as new outbreaks of conflict in hotspot areas are real possibilities. Should this materialize, fighting would likely occur in the oil-rich border states. There is also a high risk of conflict erupting in the Three Areas. State elections in South Kordofan have been delayed until later this year and Abyei will have the option to choose to join Southern Sudan in a parallel referendum, although the logistics of that vote will be difficult, given its remote location and opposition from local Misseriya tribesmen who are afraid of losing their traditional nomadic grazing rights.
45. Efforts to revitalize the stalled Darfur peace talks will continue but are unlikely to make significant progress, as the Government and international attention will be increasingly focused on the CPA and the referendum. This could lead to a surge in violence. As long as the peace process remains stalled, tension and fighting will continue, causing

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<sup>20</sup> National HIV and AIDS strategy 2010-2014, Government of Sudan (draft).

<sup>21</sup> Situation analysis of Nutrition in Southern Sudan, 2009, Southern Sudan Ministry of Health.

<sup>22</sup> <http://www.indexmundi.com/sudan/tuberculosis-prevalence-rate-per-100,000-population.html>

displacements and destruction of assets and continued food insecurity and malnutrition among the Darfur population.

46. As part of the inter-agency contingency planning processes in Sudan, WFP has already begun to pre-position food in key areas within Southern Sudan, the Three Areas, and South Darfur in advance of the referendum and should a rapid scale up be necessary.

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

### **Policies, Capacities and Actions of the Government**

47. The CPA signed in 2005 that ended the civil war between North and South, is an important national document for WFP's 2011 operational environment. The implementation of the key CPA benchmarks has been slow in the South and Three Areas, and the overall political and security situation remains extremely fragile in the run up to the January referendum.
48. The National Development Framework (2007-2011) along with the recent Government of Sudan Darfur Strategy aims at sustained peace, development and poverty eradication, as well as voluntary return of IDPs within Darfur, coordination of national and international food assistance programmes, and disaster management.
49. In Southern Sudan, the Growth Strategy (2010-2012) emphasizes improved security, infrastructure and taxation. The Aid Strategy (2007) outlines the role of partners towards supporting the Government of Southern Sudan institutions in policy making and development of rural infrastructure. The Ministry of Agriculture, Forestry and Fisheries (MoAFF) Strategic Plan (2007-2011) emphasizes food security improvements through crop production.

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

50. FAO is engaged in: food security institutions and policy support; crop and livestock market price monitoring; agricultural and livestock productive inputs and services; and capacity building with the MoAFF.
51. The United Nations Children's Fund (UNICEF): supports therapeutic feeding programmes; strengthens primary healthcare systems; leads water, sanitation and hygiene improvement initiatives; and supports access to education and HIV prevention programmes.
52. The Office of the United Nations High Commissioner for Refugees (UNHCR) and WFP conduct joint assessment missions (JAM) to appraise the food security and self-reliance of refugees.
53. The World Bank-administered Multi-Donor Trust Funds (MDTF) are a means for donors to coordinate the reconstruction and development needs of both northern Sudan and

Southern Sudan. The MDTFs are funded by donor countries and managed by two technical secretariats, one for the MDTF-National, which focuses on war-affected areas of northern states, based in Khartoum, and a second MDTF-Southern Sudan, based in Juba.

### **Coordination**

54. The United Nations Country Team, NGOs and donors coordinate humanitarian work and longer-term programmes through various structures and mechanisms which include government participation. In Darfur, the Cluster Approach became operational in June 2009, and it is expected to be introduced in Southern Sudan by the end of 2010.
55. WFP is cluster co-lead with FAO for Food Security and Livelihoods and is a key member of other sector groups including Nutrition and Health, Education and Returns, and Resettlement and Reintegration (RRR). WFP is in the process of assuming full responsibilities for both the Emergency Telecommunications cluster and the Logistics cluster.
56. WFP works closely with the United Nations Mission in Sudan (UNMIS) on issues related to returns and Disarmament, Demobilization and Reintegration (DRR) and has been working with UNAMID at the local level within Darfur.

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### **OBJECTIVES OF WFP ASSISTANCE**

57. Prolonged and new outbreaks of conflict along with recurrent natural disasters throughout the country have eroded the ability of large segments of the population to meet their immediate food needs. As a result, humanitarian assistance will continue to be a priority.
58. This emergency operation (EMOP) focuses primarily on WFP Strategic Objective 1<sup>23</sup> and is consistent with Millennium Development Goals<sup>24</sup> (MDGs) 1-6. The EMOP's specific objectives are to:
  - Save lives and protect livelihoods in emergencies, reduce food insecurity and stabilize the nutritional status of IDPs, refugees and other vulnerable groups.
  - Prevent acute hunger among vulnerable communities by covering seasonal food consumption gaps through unconditional, and where possible conditional, transfers, to prevent negative coping behaviours, improve access to food and enhance preparedness against recurrent climate shocks.

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<sup>23</sup> The operation also addresses Strategic Objective 2 to a limited extent in a few areas where prevention and preparedness activities are appropriate, e.g. in CETA.

<sup>24</sup> MDG1: Eradicate extreme poverty and hunger; MDG2: Achieve universal primary education; MDG3: Promote gender equality and empower women; MDG4: Reduce child mortality; MDG5: Improve maternal health; MDG6: Combat HIV/AIDS, malaria and other diseases.

59. The situation in Darfur remains characterised as an urgent humanitarian crisis with high food insecurity, malnutrition rates well above emergency thresholds, frequent clashes and prone to drought. WFP's primary operational objective in Darfur is to provide life-saving assistance to IDPs and other vulnerable groups through emergency food assistance.
60. Southern Sudan is on the brink of either transitioning from emergency to early recovery or sliding back to conflict. In the uncertainty of the post-referendum period, emergency relief may be required for new displacements as well as for established IDP, refugee and resident populations affected by both conflict and natural disasters. Support will also be provided to communities that experience acute seasonal hunger.
61. The CETA region is a mixed zone of conflict and partial recovery. In the Three Areas, the objectives are to meet the immediate consumption needs of displaced populations and support livelihoods of conflict-affected communities. In eastern Sudan, food assistance is targeted toward the long-term caseload of refugees and communities who are severely food insecure.

## BENEFICIARIES AND TARGETING

62. Conflict-affected populations including IDPs, refugees, returnees, and vulnerable residents,<sup>25</sup> represent the majority of targeted beneficiaries. The balance of the WFP beneficiaries are individuals and families who are acutely vulnerable to food insecurity, not just as a direct result of conflict but also because their livelihoods depend on natural resources that have, by and large, been depleted over the years as a result of the conflict. Frequent natural disasters and persistent high food prices further compound households' food insecurity.
63. In addition, specific demographic groups have been targeted for specific support, including children under five, school-age children, pregnant and lactating women, and the elderly. These groups are disproportionately exposed to risks associated with the ongoing conflict as well as broader socioeconomic trends such as limited investments in health and education services.
64. Table 2 summarises the different activities WFP intends to pursue in 2011 and includes numbers of beneficiaries by activity and disaggregated by sex.

<b>Table 2: Beneficiaries by Activity and Sex (2011)</b>				
<b>Activity</b>		<b>Beneficiaries</b>		
		<b>Male</b>	<b>Female</b>	<b>Total</b>
General Food Distribution	IDPs	946,560	1,025,440	<b>1,972,000</b>
	Residents	1,441,786	1,561,935	<b>3,003,721</b>

<sup>25</sup>Vulnerable residents are identified in Darfur through the FSMS and in the South through the ANLA. In CETA, rural communities are self-targeted since most of the assistance is provided through food-for-asset activities.

	Refugees	44,536	48,247	<b>92,783</b>
	Returnees	28,464	30,836	<b>59,300</b>
Food for Assets		457,127	495,219	<b>952,346</b>
School Meals		821,274	889,713	<b>1,710,987</b>
Blanket Supplementary Feeding		340,704	369,095	<b>709,799</b>
Supplementary Feeding (treatment)		46,786	50,684	<b>97,470</b>

65. Table 2.1 summarises the total and unique beneficiaries numbers by activity and geographic region.

<b>Table 2.1: Beneficiaries by Activity and Area (2011)</b>					
Activity		Area			Total
		Southern Sudan	CETA	Darfur	
General Food Distribution	IDPs	322,000	50,000	1,600,000	<b>1,972,000</b>
	Residents	634,208	234,830	2,134,683	<b>3,003,721</b>
	Refugees	26,283	56,500	10,000	<b>92,783</b>
	Returnees	24,000	10,300	25,000	<b>59,300</b>
Food for Assets		67,500	230,652	654,194	<b>952,346</b>
School Meals		430,000	545,104	735,883	<b>1,710,987</b>
Blanket Supplementary Feeding		160,000	-	549,799	<b>709,799</b>
Supplementary Feeding (treatment)		22,500	17,825	57,145	<b>97,470</b>
<b>Total</b>		<b>1,686,491</b>	<b>1,145,211</b>	<b>5,766,704</b>	<b>8,598,406</b>
<b>Adjusted Total (Unique Beneficiaries*)</b>		<b>1,542,166</b>	<b>1,087,950</b>	<b>4,121,493</b>	<b>6,751,609</b>

\*Unique beneficiaries calculated on an annual basis.

66. Food assistance for conflict-affected populations will be provided mainly in the form of general food distribution (GFD) to address current food consumption and food access problems. Additionally, GFD will be used to respond to new displacements arising from the ongoing conflict in Darfur or violence associated with the upcoming referendum in Southern Sudan.

67. Traditional food-based nutrition programmes such as blanket supplementary feeding (BSFP) and supplementary feeding (SFP) will aim to stabilize acute malnutrition rates, especially among children belonging to displaced households. Targeting criteria for nutrition programmes are based on standard anthropometric measurements for SFP and on age (children under 3) for BSFP.<sup>26</sup>

68. Food-for-assets (FFA) activities will be self-targeted but implemented in areas where household livelihoods have been disproportionately affected by either conflict or natural disasters. The overall objectives are to prevent households from engaging in negative coping strategies to secure food, and offset seasonal hunger, while attempting to conserve and manage community-based livelihood assets such as water or grazing lands.<sup>27</sup>

<sup>26</sup> Targeting criteria for supplementary feeding is weight-for-height Z score (WHZ) below 1 standard deviation (SD) or mid-upper arm circumference (MUAC) between 11.5-12.5 cm. Exit criteria: WHZ at 2 SD and above, and MUAC above 12.5 cm respectively. All pregnant and lactating women are targeted irrespective of their nutritional status.

<sup>27</sup> The type of assets created under FFA activities will vary according to locations. In Darfur, they will focus mostly on community infrastructure, in South Sudan on grain storage facilities, school gardens and water points, and in CETA on water catchment construction.

69. Support to education systems is an essential element to protect livelihoods, promote child protection and strengthen human capital. After two decades of civil war in Southern Sudan as well as the ongoing conflict in Darfur, primary education systems are in a state of disarray. Many school buildings, along with official records and learning materials, have been destroyed. The most recent data on education (2006 Sudan Household Health Survey) indicates that over 900 schools in Southern Sudan are “open air” learning spaces. In the North (CETA and Darfur), gross primary enrolment is just over 70 percent while completion rates among primary school children are as low as 19 percent.<sup>28</sup>
70. School meals provide an incentive to enrolment and attendance, support learning, and fill a critical gap and complement existing efforts by local and national ministries of education to bolster the education sector. School meal programmes will be designed and implemented in rural areas that are conflict-affected, suffer from both chronic food insecurity and acute food shortages, and have high rates of malnutrition. The overall objective is to ensure daily food consumption among school-going children. A secondary objective is to promote the retention of pupils who might otherwise miss out on the opportunity to learn given the prevailing conflict and insecurity context.

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## NUTRITIONAL CONSIDERATIONS AND RATIONS

71. Diets in Sudan are extremely diverse, linked to its highly diversified climate and resource base. Generally the main staples of Sudanese diet are sorghum and millet, and some wheat. In pastoral areas, more meat and milk are consumed. Fruits and vegetables comprise a relatively minor part of the diet.
72. The commodity choices in the rations by region reflect the food preference of beneficiaries. The ration scale and composition for a particular intervention may change throughout the year, depending on the latest findings from the FSMS and other food security assessments that inform on changes in the food security status of various beneficiary groups in different livelihood zones.
73. The GFD rations are based on a full daily requirement. However, they are adjusted for various population groups based on ongoing food security assessments and region-specific considerations. For example, IDPs in Darfur currently receive only GFD rations covering 50 percent of the daily requirement, taking into account quarterly FSMS results over the last 18 months. For non-GFD modalities, the duration of food assistance is based on the severity of food insecurity and seasonal/institutional considerations.
74. The main difference between CETA and Southern Sudan rations versus those in Darfur is the exclusion or inclusion of sugar or corn-soya blend (CSB).<sup>29</sup> Sugar is part of the Darfur

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<sup>28</sup> Government of Sudan. 2006. Sudan Household Health Survey.

<sup>29</sup> CSB was removed from the GFD ration in Darfur because - despite the relatively small amounts of CSB included - it was still not consumed by the households. CSB is prioritized for BSFP, SFP and school meals in Darfur. CSB is not included in some programme modalities in the South and CETA as the rainy season cuts off access, thus making handling and storage of CSB problematic.

rations to accommodate local food habits and to reduce household resources spent on sugar thus enabling the beneficiaries to meet part of their non-food essential costs.

75. The rations for the seasonal BSFP (May to September) and targeted SFP in Darfur are enhanced with 20 grams of dried skim milk (DSM) to enhance the quality of the ration. BSFP in Southern Sudan uses ready-to-use supplementary food (RUSF).<sup>30</sup> Due to region-specific considerations, traditional CSB, oil and sugar mix is used in limited targeted SFP programmes in Southern Sudan.<sup>31</sup>
76. Table 3 summarizes the ration scales by activity and table 3.1 the total food requirements (mt) by activity for 2011. CSB and sugar are not part of the school meal ration in Southern Sudan and CETA due to the logistical challenges related to CSB handling and storage.<sup>32</sup>

Table 3: Ration Scales by Activity and Region (Grams/person/day)								
Commodity	GFD	Food for Assets	School Meals		BSFP		SFP	IF
			Southern Sudan & CETA	Darfur	Southern Sudan	Darfur		
Cereals	450	450	100	100	-	-	-	450
Pulses	60	50	20	20	-	-	-	50
CSB	-	-	-	25	-	130	200	50
Oil	30	30	15	20	-	20	20	30
Salt	10	10	5	5	-	-	-	10
Sugar	30	-	-	5	-	20	20	30
Dried Skim Milk (DSM)	-	-	-	-	-	20	-	-
Plumpy Doz	-	-	-	-	46	-	-	-
Total g/p/d	580	540	140	175	46	190	240	620
Total kcal/day	2,096	1,941	535	699	247	847	1,057	2,262

Table 3.1: Metric Tonnage by Activity and Area (EMOP 2011)					
Activity		Area			Total
		Southern Sudan	CETA	Darfur	
General Food Distribution (GFD)	IDPs	15,700	4,900	180,550	201,150
	Residents	51,380	11,198	149,460	212,038
	Refugees	5,109	18,839	1,332	25,280
	Returnees	1,166	1,267	2,079	4,512
Food for Assets		7,862	33,247	36,494	77,603
School Meals		13,587	14,393	24,912	52,892
Blanket Supplementary Feeding		662	-	14,206	14,868
Supplementary Feeding (treatment)		1,612	1,508	4,937	8,057
Total		97,078	85,352	413,970	596,400

77. Approximately 1 million IDPs in Darfur will also receive a milling voucher along with their GFD ration. The vouchers will offset costs associated with milling the ration cereals, since baseline surveys have indicated that, on average, IDPs barter or sell up to 25 percent of their cereal rations to access other basic items and services.

<sup>30</sup> Plumpy' Doz.

<sup>31</sup> The use of RUSF instead of CSB for BSFP in the South is due to the logistical challenges connected to the storage and handling of CSB.

<sup>32</sup> Duration of school day is half day.

## IMPLEMENTATION ARRANGEMENTS

78. WFP will implement its projects and programmes in collaboration with international and national NGOs, community-based organisations, government counterparts and other United Nations agencies. In areas where partners are not available or lack capacity, WFP will implement programmes directly. For example in Darfur, as a result of the NGO expulsion in 2009, WFP is implementing 35 percent of all GFD activities directly.

### Food Assistance Strategy

#### *In Darfur*

79. WFP recognizes that while the conflict has not abated in Darfur, the needs of IDPs and vulnerable residents have changed over the years. While unconditional food transfers, such as GFD, continue to be effective to address immediate food consumption needs of conflict-affected populations, there is also a need to revisit the overall volume of food assistance provided through GFD.
80. For IDPs living in camps, a goal is to gradually reduce the quantity of food provided through GFD. The progressive decline in GFD ration sizes since 2008 has not resulted in a deterioration of food consumption because complementary interventions have been introduced, and IDPs have been able to diversify their food and income sources. Any food savings from GFD ration reduction will be re-invested in targeted programmes for vulnerable groups of the camp population, including children, women and the elderly, such as school meals and specific nutrition programmes.
81. The coverage of GFD combined with other targeted programmes in IDP camps should enable beneficiaries to maintain food consumption levels. Camp verification exercises are underway in all three Darfur states in order to include legitimate beneficiaries that might not yet be officially registered (e.g. newborn babies) while trying to exclude individuals who have left the camp or who hold multiple ration cards. The re-verification process is a high priority for WFP insofar as any longer-term shift to targeted food assistance necessitates an accurate accounting of camp numbers.
82. In both camp and non-camp settings, targeted SFP and BSFP for children under 5 remain the most effective way of stabilising acute malnutrition rates.
83. For conflict-affected residents and mixed communities, GFD will be provided for a five-month period corresponding to the lean season and the planting season (June to October). In addition, FFA projects will be targeted to areas where seasonal food insecurity is most acute and areas which have been exposed to conflict and drought in the past.
84. WFP will expand its milling vouchers programme in 2011 as an efficient means of providing assistance to food-insecure people. WFP will also widen the scope of the vouchers programme to include food vouchers. Market studies are being commissioned in

Darfur in order to design a food vouchers programme large enough to allow for economies of scale.<sup>33</sup>

85. Wherever possible, WFP will also provide food assistance to returnees in the context of the United Nations Strategy for Returns in Sudan. There is, however, no indication that large-scale returns will take place in Darfur in 2011.
86. To ensure that the programmes in Darfur are designed based on evidence and accurate information, considerable investments have been made in strengthening food security and nutrition analysis and programme monitoring in 2010 and will continue in 2011. Several studies have been commissioned to support programme design processes. WFP is also investing resources in strengthening its analysis of the causes of malnutrition and will use a case-study approach to draw lessons for programme design and/or programme monitoring.

### ***In CETA***

87. The food assistance strategy for CETA is to target the most vulnerable people in each sub-region and to prioritise geographical areas that host high numbers of returnees or refugees, areas that have suffered repeated drought and are exposed to the negative effects of climate change, and areas that have persistently high acute malnutrition rates among children under 5. Interventions include conditional transfers for social protection and agricultural and livestock enhancement programmes, including cash<sup>34</sup> and food transfers through FFA activities to tackle seasonal hunger and improve access to food by repairing key community infrastructure. Conditional food transfers will also be targeted to specific marginalized groups through institutional feeding and school meals in areas recovering from seasonal shocks. The majority of the activities will continue to be implemented through government partners. Greater involvement from the Government improves its capacity for project design, provision of complementary inputs and supervision of the activities.
88. Half of the beneficiaries supported in the CETA region reside in the Three Areas, which has the highest probability for conflict, new displacements and military confrontations. The strategy will be to use unconditional food transfers for emergency response and FFA and school meals to protect and restore livelihoods in these areas.

### ***In Southern Sudan***

89. The strategy in Southern Sudan is to balance emergency relief with targeted food assistance, and to ensure rapid response capabilities for problems that may arise during the post-referendum period. Assuming a near normal rainy season, and a reasonably secure operating environment, a safety net programme will be introduced, targeting a predictable and protracted group of severely food-insecure people that may need seasonal unconditional food transfers as livelihood protection. Some of the elements of the

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<sup>33</sup> A cash and voucher pilot project is ongoing and may be expanded through a budget revision of the EMOP once the necessary evaluations have been completed.

<sup>34</sup> A cash and voucher pilot is ongoing.

humanitarian response, such as school meals, BSFP and FFA will represent entry points for productive and protective safety nets options.

### Logistics Arrangements

90. Port Sudan, situated on the Red Sea coast, is Sudan's main entry point for imported food for both northern and southern Sudan. Food is moved by road and rail to WFP's main logistic hubs in Khartoum, Kosti and El Obeid for intermediate storage before being dispatched to field locations. With more use of silos at the port for cereals, as well as direct dispatch from vessels, there should be less need for conventional warehousing at Port Sudan in 2011.
91. A share of the food consignments for Southern Sudan is routed through Mombassa port in Kenya to the logistics hubs of Lokichoggio in Kenya and Koboko in Uganda for onward delivery to destinations in Southern Sudan. In 2010 there have also been direct deliveries from the Mombassa port to Kapoeta in Eastern Equatoria State, saving on trans-shipment costs at Lokichoggio. In 2010, Kitgum in northern Uganda has also been used to supply Kapoeta.
92. Primary deliveries from the port to the logistics hubs are carried out by commercial transporters. Secondary deliveries from logistics hubs to extended delivery points (EDPs) take place by road. Since mid-2009, direct transport from main logistics hubs to final delivery points (FDPs) in Darfur have also been used, reducing both transit time and logistics costs. Deliveries to Southern Sudan are increasingly carried out using a combination of river barges and road transport.
93. Tertiary deliveries, from extended delivery points onwards, are carried out mainly through local commercial road transporters in the various localities. In areas where such local transport capacity does not exist or is inadequate to meet WFP needs, tertiary deliveries are made by WFP-owned trucks. WFP maintains a fleet of over 150 trucks deployed in Darfur and Southern Sudan. The WFP-owned fleet has ensured operational flexibility and ensured access in Darfur and Southern Sudan areas where commercial transporters are unable to operate.
94. Security along the main supply routes both to Darfur and into Southern Sudan remains a major concern. Incidents of major fighting, highway robbery, truck carjacking and ethnic conflict have in the past affected deliveries by road and river transport resulting in the loss of WFP food. The continued need for security escorts not only increases logistics costs but also affects transit time. The United Nations security network and guidance from state and local authorities is utilized in making decisions on access and routes for transit through insecure areas.
95. The overall landslide, transport, storage and handling (LTSH) cost for 2011 is US\$177 million, equivalent to an average of rate of US\$297.10 per mt.
96. By the end of 2010, WFP plans to pre-position some 160,000 mt of food across Sudan. The aim is to have all pre-positioned stocks in place by the end of 2010 and in advance of

the January 2011 referendum in Southern Sudan. This will ensure that if a crisis arises, surrounding the referendum, WFP has stocks in place to meet demands.

97. Under a special operation (SO) for emergency road repair and mine clearance in Southern Sudan, WFP rebuilt approximately 2,600 km of trunk roads which has helped reduce delivery costs and shorten turn-around time. Improved access and safety have also facilitated the movement of people and goods by public transport, thus supporting increased trade.

#### Procurement Plans

98. WFP has traditionally purchased local sorghum in Sudan, including approximately 120,000 mt under the emergency operation in 2008. However, for two consecutive years in 2009 and 2010, WFP has been unable to purchase sorghum on the local market as prices remained significantly above the import parity price. It is too early to predict conditions for the 2010/2011 agriculture season. CSB and pulses may be purchased regionally if price and supply conditions are favorable.
99. WFP has launched a Purchase for Progress (P4P) activity in Central and Western Equatoria states, following an assessment carried out in 2008. In 2010, WFP purchased its first 7 mt of cereal through P4P with plans to continue and expand where and when possible.

#### Project Duration

100. This emergency operation should last from January to December 2011. If conditions are favourable, WFP will prepare and submit a protracted relief and recovery operation (PRRO) for 2012-2013.

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## **PERFORMANCE MONITORING**

101. Information on the main output and outcome indicators will be collected from the monthly WFP and cooperating partner reports, nutritional surveys, and the FSMS. More specifically, weight-for-height or mid-upper arm circumference (MUAC) data will be collected from nutritional surveys, and household food consumption from FSMS (four times a year) and from post-distribution monitoring. Data on the creation of functional and useful productive assets will be collected through focus group discussions. Supplementary feeding programme data will be provided through quarterly reporting by cooperating partners. WFP field monitors will also conduct ad-hoc checks to ensure data quality and integrity. School meals programme data will be collected through regular monthly monitoring checklists as well as systematic random sampling allowing statistically representative information with an adequate confidence level (85 to 90 percent).
102. Sudan uses a web application that tracks operational management for project planning,

field-level agreement management, production of distribution plan and commodity release note, and data input. This application also supports monitoring and evaluation with trend analysis of outcome and output data.

103. The monitoring process includes the use of food basket monitoring questions, spot-check monitoring trips for clusters of schools and post-distribution monitoring two weeks after selected monthly GFD. Although very labour intensive in an operation the size of Sudan, this process is being overhauled in the fourth quarter of 2010.

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## **HAZARD/RISK ASSESSMENT AND PREPAREDNESS PLANNING**

### **Preparedness Planning**

104. Many of the measures taken in Sudan to mitigate the contingencies for 2011 were already put in place in 2010 after the Southern Sudan crisis, such as adding additional storage facilities, signing more contracts with transporters, ensuring United Nations minimum operating security standards (MOSS) and WFP's minimum security telecommunications standards (MISTS) compliance for all compounds and offices, and rationalizing staff numbers and skill sets. WFP has also contributed to inter-agency and regional contingency planning exercises. With regard to the post-referenda environment in Southern Sudan, WFP and its partners have taken a proactive approach to get the food commodities, support services, logistics capacity and programme strategy in place. In case of closure of the border between North and South, a food delivery route will be kept open between Mombasa and destinations in Southern Sudan.

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## **SECURITY CONSIDERATIONS**

105. Reflecting the diverse situation of Sudan, three different security phases are in force across the country: phase two in non-Darfur northern states; phase four in Darfur with the exception of the urban areas, specifically El Fasher, Zallingei and Nyala; and phase three in Southern Sudan.
106. In Darfur, ongoing fighting between government armed forces and JEM continue to impede humanitarian operations, with restrictions on both flights and road movements being imposed by both sides, and many zones declared "no go" for the United Nations. Kidnapping of staff, particularly international staff, remains a real and constant threat.
107. Outside of the capital of Khartoum, 28 out of 33 Area and Field offices are fully compliant with both the MOSS and MISTS. About five offices in Southern Sudan still

require enhancements to be fully compliant and actions are being taken to complete the process by early 2011.

108. In view of recent trends in kidnapping and abductions, WFP has invested in additional improvements of Darfur compounds by installing perimeter lighting and fencing, as well as enhancing entrances and entry/exit procedures. Panic alarms and sirens have also been installed in all guest houses. WFP's vehicles in Darfur have been fitted with Satamatics Satellite Tracking Systems and panic alarms.
109. As part of the overall Security Services Work Plan for the whole country, WFP is updating its Security Management Plans, contingency plans and associated standard operating procedures. This comprehensive and active security programme will be completed by December 2010. Security awareness trainings (SSAFE) will also be completed in all locations and by all international and national staff by the end of December 2010. Additionally, a dedicated medical trainer has been deployed to deliver Basic Life Support or Advanced Life Support training to all field staff. To date, Darfur has 95 percent completion rate; other regions only have around 35 percent of their staff with SSAFE certifications.
110. MOSS-compliance checks in Darfur, Southern Sudan and CETA are expected to be completed by the end of November. A United Nations MOSS Compliance Audit mission will be conducted during the first quarter of 2011.

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### **HANDOVER STRATEGY**

111. The longer-term handover strategy for WFP Sudan aims to increase the food assistance management capacity of the Government, with plans to expand the training and technical support systems provided to government stakeholders. However, given the challenges surrounding the 2011 referenda, handover to the Government is unlikely to be possible in 2011.

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### **RECOMMENDATION**

112. The Executive Director and Director-General of FAO are requested to approve the proposed EMOP 200151.

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### **APPROVAL**

.....  
Josette Sheeran  
Executive Director  
United Nations  
World Food Programme

.....  
Jacques Diouf  
Director-General of FAO  
Food and Agriculture Organization of  
the United Nations

Date: ... ..

Date:.....

<b>PROJECT COST BREAKDOWN</b>		
<b>Food<sup>35</sup></b>	<b>Quantity (mt)</b>	<b>Value (US\$)</b>
Cereals	462 225	114 964 602
Pulses	44 842	25 967 554
Oil and Fats	30 108	46 431 052
Mixed and Blended Food	21 174	12 604 459
Others	38 051	30 167 985
<b>Total food</b>	<b>596 400</b>	<b>230 135 652</b>
Cash Transfer to beneficiaries		
Voucher Transfer to beneficiaries		
Subtotal food and transfers		230 135 652
External transport		59 632 286
LTSH		177 191 921
ODOC (Other direct operational costs)		23 999 625
DSC (Direct support costs) (see table below for details)		96 155 890
Total WFP direct costs		588 686 642
Indirect support costs (7%) <sup>36</sup>		41 098 077
<b>TOTAL WFP COSTS</b>		<b>628 213 452</b>

<sup>35</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>36</sup> The indirect support cost rate may be amended by the Board during the project.

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and Staff Related Costs</b>	
International Professional Staff	28 306 740
Local Staff - National Officers	5 462 930
Local Staff - General Service	30 215 481
Local Staff - Temporary assistance	2 260 721
Local Staff - Overtime	441 373
Hazard Pay & Hardship Allowance	7 873 846
International Consultants	2 379 767
Local Consultants	54 799
United Nations volunteers	952 000
Commercial Consultancy Services	353 905
Staff duty travel	6 934 538
<b>Subtotal</b>	<b>85 236 101</b>
<b>Recurring Expenses</b>	
Rental of Facility	1 865 798
Utilities General	825 000
Office Supplies and Other Consumables	1 256 269
Communications services	1 193 850
Equipment Repair and Maintenance	1 514 706
Vehicle Running Cost and Maintenance	1 515 805
Office Set-up and Repairs	621 561
United Nations Organization Services	300 000
<b>Subtotal</b>	<b>9 092 989</b>
<b>Equipment and Capital Costs</b>	
Vehicle leasing	448 800
Communications Equipment	1 100 000
Local Security Costs	278 000
<b>Subtotal</b>	<b>1 826 800</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>96 155 890</b>

**ANNEX II: LOGICAL FRAMEWORK SUMMARY**

**WFP-Sudan vision statement: Save lives, reduce food insecurity and restore livelihoods of conflict or natural disaster-affected and vulnerable populations in Sudan**

**Strategic Objective 1: Save lives and protect livelihoods in emergencies**

**Goal: To save lives in emergencies, reduce food insecurity and stabilize or reduce malnutrition rates of IDPs, refugees and other vulnerable groups; and to protect the livelihoods of vulnerable populations affected by emergencies, conflict and natural disasters.**

<b>Results-Chain</b>	<b>Performance Indicators</b>	<b>Risks</b>	<b>Assumptions</b>
<p>Outcome 1.1: Reduced or stabilized acute malnutrition among children under-5 in targeted and emergency-affected populations.</p>	<p>Moderate acute malnutrition (weight-for-height as % wherever possible) and/or Mid Upper Arm Circumference (MUAC) among children under 5</p> <p><u>Baseline:</u> North Darfur 16-30%, South Darfur: 9-21% and West Darfur 9-12% (mid 2010)</p> <p>Target overall Darfur &lt;15% for at least 80% of the targeted beneficiaries by end of 2011.</p> <p>Data source: Cooperating Partners' localized nutrition surveys.</p> <p>Supplementary Feeding (SF) recovery rate (%) Supplementary Feeding death rate (%)</p> <p><u>Baseline:</u> SF recovery rate 80% and SF death rate &lt;1%.</p> <p>Target: SF recovery rate 82% and SF death rate &lt;1%.</p>	<p>Closing of supply routes in Darfur, South &amp; Three Areas.</p> <p>Conflicts continue in Darfur, Southern Sudan &amp; Three Areas resulting in reduced access to beneficiaries and additional displacement.</p> <p>Pipeline breaks</p> <p>Political instability (internal conflicts) and repercussions as a result of the referendum</p>	<p>The following working assumptions are very relevant for the achievement of this EMOP expected results and objectives.</p> <p>Other basic needs are met (water, health, education, protection, etc) which will influence nutritional outcomes.</p> <p>Specialized United Nations agencies will provide necessary outcome data based on their mandate.</p> <p>Security conditions allow delivery of food and implementation of activities.</p>
<p>Outcome 1.2: Improved food consumption over assistance period for targeted emergency-affected households.</p>	<p>Household food consumption score (FCS)</p> <p><u>Baseline:</u> Food Security Monitoring System (FSMS) eighth round data for FCS will be available end of December 2010.</p> <p>Target: More than 80% of the targeted beneficiaries will have FCS at or above 35 (borderline) during the period of assistance.</p>	<p>Lack of partners</p>	<p>Qualified partners available to support WFP interventions.</p>
<p>Outcome 1.3: Retention of girls and boys in WFP-assisted schools are stabilized</p>	<p>Retention rate met for 80% of the schools Data Source: WFP Sample Monitoring visits</p>		

<p>Output 1.1.1: GFD rations provided timely and safely to 5,064,000 conflict/disaster-affected IDPs, residents and refugees. (CETA, Darfur &amp; South)</p> <p>GFD: CETA 311,000, Darfur 3,770,000 and South 983,000</p> <p>IDPs and residents: CETA 244,000, Darfur 3,735,000 &amp; South 933,000</p> <p>Refugees: CETA 57,000, Darfur 10,000 &amp; South 26,000 Returnees: CETA 10,000, Darfur 25,000 &amp; South 24,000</p> <p>Output 1.1.2: Milling Vouchers distributed in timely manner along the GFD rations to 995,000 targeted beneficiaries in Darfur.</p> <p>Output 1.1.3: Blanket Supplementary Feeding rations provided to 710,000 children under-3. Darfur 550,000- South Sudan 160,000</p> <p>Output 1.1.4: Supplementary Feeding Program rations provided to 98,000 (monthly caseload) children under-5, pregnant &amp; lactating women. (Darfur, CETA &amp; South) CETA 18,000, South 23,000, Darfur 57,000</p>	<p>Actual beneficiaries receiving WFP food assistance through GFD as a percentage of planned beneficiaries, by beneficiary category disaggregated by sex.</p> <p>Actual tonnage of food distributed through GFD against the plan distributions, disaggregated by commodity type.</p> <p>Milling Voucher Programme: Percentage of milling voucher distributed against plan. Percentage of vouchers redeemed by beneficiaries against the vouchers distributed. Percentage of vouchers cashed-in to WFP for payment by millers against the vouchers distributed. Decrease in percentage of food bartered or sold for milling</p> <p>Number of beneficiaries supported through supplementary feeding against the plan, disaggregated by beneficiary type, sex and age group.</p> <p>Actual tonnage of food distributed through supplementary feeding against the plan distributions disaggregated by project category and commodity type.</p>		<p>WFP and partners have sufficient access and capacity to conduct assessments surveys, visibility studies, and appropriate timely monitoring and evaluation.</p> <p>Adequate and uninterrupted food commodity pipeline in place.</p> <p>Government's capacity to clear goods in a timely manner.</p> <p>UNMIS/UNAMID and Host nation escorts available and sufficient.</p> <p>Adequate and timely resources are available.</p>
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<p>Output 1.2.1: Food For Assets rations provided to 654,000 food insecure residents (Darfur)</p> <p>Output 1.2.2: Food For Assets rations provided to 299,000 returnees, IDPs and food insecure residents. (CETA &amp; South) CETA 231,000 &amp; South 68,000</p>	<p>Actual beneficiaries receiving FFA rations against the planned beneficiaries, by beneficiary type &amp; sex.</p> <p>Actual tonnage of food distributed as FFA rations against the planned distributions, by commodity type.</p> <p>Percentage or numbers of community-level (or with CPs/CBOs) agreements implemented.</p> <p>Actual participants in FFA activities by sex.</p> <p>Number of community assets created or restored by target communities and individuals.</p> <p>Number of women and men trained in livelihood-support thematic areas.</p> <p>Number of sessions and type of skills-training conducted</p>		<p>Food items, complementary non food item, materials and trained staff provided by the concerned partners.</p>
<p>Output 1.3.1: Provision of daily on-site school meals through School Feeding program to improve access to education of 1,711,000 school children in WFP-assisted schools. Darfur 736,000 , CETA 545,000 and South 430,000</p>	<p>Actual number of students receiving on-site school meals against the planned student and by sex.</p> <p>Total number of actual feeding days against the plan.</p> <p>Actual tonnage of food distributed as on-site school meals against the planned distributions and by commodity type.</p> <p>Actual number of schools assisted against the plan.</p>		<p>Food items, complementary non food item, school materials and trained staff provided by the concerned partners.</p>

**Note on target areas, population assisted and baselines: See output section for each activity for more details on target areas and population. \_\_**

**Supplementary feeding program:** The unique beneficiaries will be calculated at the end of the year.

**School feeding program:** Data collected between January- December 2010 during WFP monitoring visits will be used as baseline for 2011.

**FFA/FFW/FFT programs:** Due to short duration of the EMOP, project completion report and qualitative assessment will be used to assess the functioning and usefulness of productive asset.

***ANNEX III – LIST OF ACRONYMS***

ANLA	Annual Needs and Livelihood Assessment
BSFP	blanket supplementary feeding programme
CETA	Central and Eastern regions and the Three Areas
CFSAM	Crop and Food Security Assessment Mission
CFSVA	Comprehensive Food Security and Vulnerability Assessment
CPA	Comprehensive Peace Agreement
CSB	corn-soya blend
DDR	disarmament, demobilization and reintegration
DFSLA	Darfur Food Security and Livelihood Assessment
DSM	dried skim milk
EDP	extended delivery points
EFSA	emergency food security assessments
EMOP	emergency operation
ESPA	Eastern Sudan Peace Agreement
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
FLA	field-level agreement
FSMS	Food Security Monitoring System
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
GNU	Government of National Unity
HDI	Human Development Index
HIV	Human immunodeficiency virus
IDP	internally displaced person
JAM	joint assessment mission
JEM	Justice and Equality Movement
LDC	least-developed country
LIFDC	low-income food-deficit country
LJM	Liberation and Justice Movement
LRA	Lord's Resistance Army
LTSH	landside, transport, storage and handling
MDG	Millennium Development Goals

MDTF	Multi-Donor Trust Fund
MISTS	minimum security telecommunications standards
MOH	Ministry of Health
MOSS	minimum operating security standards
MT	metric ton
MUAC	mid-upper arm circumference
NCP	National Congress Party
NGO	non-governmental organization
ODOC	other direct operational cost
P4P	Purchase for Progress
PRRO	protracted relief and recovery operation
RRR	Returns, Resettlement and Reintegration
RUSF	ready-to-use supplementary food
SFP	supplementary feeding programme
SHHS	Sudan Household Health Survey
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SSAFE	Safe and Secure Approaches to Field Environments
UNAMID	African Union/United Nations Hybrid mission in Darfur
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMIS	United Nations Mission in Sudan
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

**ANNEX IV: MAP OF WFP OPERATIONS IN SUDAN**

