



## WFP Sudan SPECIAL OPERATION 200236

Country:	Sudan (South)
Type of project:	Special Operation
Title:	Feeder Road Construction in support of WFP operations in Southern Sudan.
Total cost (US\$):	US\$80,629,220
Duration:	36 months: 01 March 2011 – 31 December 2013

### Executive Summary

This special operation is launched in support of WFP operations in Southern Sudan, currently the Emergency Operation (EMOP) Sudan 200151 – “*Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters*” and the expected follow-up operations and the Southern Sudan Purchase for Progress programme. The primary objective is to reduce the transportation costs of food and to ensure the timely and efficient delivery of food assistance in post-conflict Southern Sudan. Secondary objective is to increase access to and from agricultural production areas, increasing farmer’s access to agricultural inputs and markets. Finally the activities carried out under this special operation will improve the infrastructure of Southern Sudan, which is in line with the WFP policy to improve food security and will benefit the general development of the country.

Special operation (SO) 200236 will focus on the construction of approximately 500 km of feeder roads, as well as the implementation of local maintenance and community capacity building programs. The feeder roads will be constructed based on assessments and criteria agreed on by WFP and the Government of South Sudan . The selected routes will link the existing trunk roads, thus reducing the cost to access beneficiaries and agricultural production areas. The special operation is to be implemented under the overall responsibility of WFP Sudan within a period of thirty four months, starting March 2011. Total cost for the operation is US\$ 80,629,220 million.

### Project Background

1. Southern Sudan has a population of approximately 8.5 million, and is comprised of 10 states spread across a vast area of 650,000 square kilometers. Southern Sudan suffered disproportionately in the years of civil war with the North. The region, host to some 205,000 refugees and Internally Displaced People (IDPs), remains the poorest and least-developed in Sudan, as well as one of the least-developed areas in the world.
2. The Comprehensive Peace Accord (CPA), signed in 2005 ended a civil war that left what little infrastructure there was in a poor state or destroyed completely.

Political uncertainty associated with the 2011 referendum, continued low-level inter-tribal and intra-tribal conflicts and new displacements are expected.

3. During the post-CPA period the rebuilding of traditional livelihoods that had broken down after years of war began. 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.

4. Southern Sudan has approximately 4100 km of main trunk roads, and virtually no rehabilitated feeder road network<sup>1</sup>. All roads built to date are gravel roads, and there is little available funding for upgrade of roads, or maintenance, which leaves the road network precarious. WFP, under its current SO 103680 “*Emergency Road Repair and Mine Clearance of Key Transport Routes in Sudan in Support of EMOP 100482*” is working with The Government of South Sudan and other partners to try to ensure equipment, knowledge and funds are available to ensure the current roads network is maintained when WFP completes the trunk road repairs and maintenance in 2011. This will however require ongoing donor support in terms of capacity building and funds.

5. WFP launched EMOP 200151 in January 2011. 1.5 million beneficiaries have been targeted across Southern Sudan, with an estimated 97,000 Mt of food to be distributed in twelve months. This special operation will support the EMOP, through the construction of feeder roads, in order to lower the transportation costs and ensure the timely and efficient delivery of food. It is also expected that there will be further programmes beyond EMOP 200151 in continued support for Sudan.

6. Southern Sudan is part of the WFP Purchase for Progress (P4P) programme, with an expected 4,100 farmer households to benefit from the programme. This special operation will be supporting the P4P programme in Southern Sudan, with one of the major constraints identified as the poor or non-existent infrastructure<sup>2</sup>.

7. WFP special operation 103680 was launched in 2004 with final handover to the government expected by mid-2011. In close collaboration with the Ministry of Transport and Roads (MTR), WFP successfully managed to construct 2,600 km of trunk roads, with WFP and MTR each responsible for maintenance of 1,300 km of the roads. MTR constructed an additional 1,500 km of trunk roads. This special operation 200236 will build on the experiences and strong relationship with MTR, and the results realized through special operation 103680.

## **Project Justification**

8. The roads network in Southern Sudan consists at large of badly or non-maintained dirt roads. The rugged land terrain, insecurity in terms of mines and unexploded ordinance along transport routes and the vast distances to be covered, are all limiting

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<sup>1</sup> It should be noted however that as yet there is no established and agreed system for road types in Southern Sudan.

<sup>2</sup> WFP, “Purchase for Progress country implementation plan Southern Sudan”2009, p 20

the access to beneficiaries and the agricultural production areas. All these factors contributing to relatively high transportation rates, which affect the costs of WFP food deliveries and food commodities in Southern Sudan in general.

9. The general infrastructure and conditions of the roads as described above makes them vulnerable to seasonal influxes, with many roads impassable during the rainy season, and thereby limiting the access to the vulnerable population. This necessitates either air transport and/or prepositioning of WFP food, significantly increasing the cost of transportation and storage under WFP EMOP 200151.

10. The P4P programme in Southern Sudan has identified the poor condition of the infrastructure as one of the major constraints to successfully linking the small holder farmers to markets. The construction and maintenance of key feeder roads will allow P4P increased access to areas ready for agricultural development. In addition, the capacity building portions of the projects will ensure the local ability to construct grain storage facilities and other infrastructure, which will facilitate the expansion of the P4P programme.

11. WFP Southern Sudan views the construction of feeder roads for food security as a key-element in its overall strategic plan for a post-referendum Southern Sudan. The aim is to make the transition from relief to recovery and apply its food assistance toward protecting the population in times of shortfalls or crises, while establishing systems, interventions and structures that arrest food insecurity, fight child hunger and reduce poverty. WFP and the Government of South Sudan agree that to reach long-term economic viability, the region must diversify out of oil-revenue dependency and focus on expanding food production, increasing market access and simultaneously creating opportunities for rural income generation, and by connecting rural households, producers, and firms effectively to markets. Initiatives to increase food security, such as a feeder roads project, will be linked to and coordinated with ongoing programmes and official policies being promoted by the Government of South Sudan to strengthen agriculture, improve rural economies and enhance livelihoods of rural farmers.

12. The construction of roads and infrastructural improvements are the backbone of development in Southern Sudan. This will link the rural areas and the urban centres and facilitate the flow of agricultural inputs and outputs, and the potential for increased access to basic education and health services. The Government of South Sudan views the construction and maintenance of roads as a significant element to long-term growth, stability and agricultural development.

13. The success of the previous WFP road construction project 103680, has been recognized by the Government of South Sudan, donors and other development partners.

## **Project Objectives**

14. The objectives of this special operation are the following:

- a. Reduce the transportation costs and delivery times of WFP food deliveries, currently under EMOP 200151 and the expected follow-up operations thereafter. This will facilitate the timely and efficient delivery of food assistance in post-conflict Southern Sudan.
- b. Support the P4P programme and WFP local procurement in Southern Sudan, by increasing farmer's access to agricultural in-puts and access to markets.
- c. Support the Government of South Sudan in expanding and developing the infrastructure and road network, linking the agricultural productions areas to urban centers and markets, with the expectation to thereby lower the cost of food and increase food security. In a broader perspective the construction of feeder roads will contribute to the overall development of Southern Sudan.

## **Project Implementation**

15. The short-term implementation strategy will consist of acquiring funding, selecting roads based on funding available and government inputs, and the initiation of rehabilitation contracts. As these contracts get underway, the medium-term strategy will consist of establishment of formal training programs, capacity building projects and implementation of locally based maintenance on works completed.

16. WFP and the MTR have established the following selection criteria of where to construct the approximately 500 km of feeder roads, in order to ensure successful implementation of the project.

- a) Routes linking areas identified as agriculturally productive;
- b) Areas with the potential to develop local capacity and presence of county and state agencies to be trained in the maintenance of the completed feeder roads.
- c) The road chosen must link to a main trunk road and its length no more than 100 km.
- d) The area must have appropriate materials for construction nearby, such as water sources and good gravel sources.
- e) There must be consistent and participatory support from the local authorities and communities
- f) The feeder road must connect into an agriculturally productive area, including livestock-raising, fisheries or cropping.
- g) There should be a dependable availability of manual labour in the area.

17. The implementation of this project is shown in the timeline for the project works, attached in annex A. Once the special operation has been initiated, it is estimated that the pre-tender phase will last one to two months, and a tendering period of two to three months. Implementation would be carried out over a twelve month period, with eighteen months for a maintenance period, totalling approximately three years for implementation.

18. The feeder road project will be used as a vehicle to reach the many communities located within a 5-10 km from the feeder roads, in order to facilitate final handover, local ownership and the sustainability of the project. Many set up



costs would be provided for, making additional activities far cheaper to set up and support. Specific arrangements will be made to complement local economic development with community mobilization and self-employment efforts for the management of sections of the feeder roads, and these activities will be implemented through road construction companies and local Non-Government Organizations (NGOs) with the necessary skills and experience to implement community-based development projects. Activities will include:

For contractors

- a. Equipment and training to be provided to the labour-based works teams, based on MTR specifications for work.
- b. The contractor's camp should be located and built to provide scope for training, maintenance of equipment, with the object of handing over the camp and equipment at the conclusion of the project (as a basic facility for the long term maintenance of the road).
- c. Activities like brick making, using pressed soil brick machines, can be purchased and handed over at the end of the project.
- d. A one year maintenance period at the end of the contract where small funds and management capacity will be in place to ensure maintenance is carried out by the trained labour in conjunction with the local authorities in an efficient and cost effective manner.

In conjunction with the above and implemented by NGO's will be;

- e. Community development projects will include building of water pans, boreholes, block making and training in food production/handling best-practices and other complimentary activities. Onsite contractors will reduce costs on this.
- f. HIV/AIDS awareness training components. WFP plans to use NGOs to provide training to construction personnel. Basic outreach activities will be done with peer educators in communities alongside the roads, and providing educational materials.

By all parties, facilitated by WFP working with the State and National authorities;

- g. The camp will be used as a training and maintenance base, after the project ends. WFP are currently engaged in discussions with the Government of South Sudan and State authorities to make an agreement on the hand-over of these facilities to ensure funds will be made available in each years budgets and sufficient capacity is available to carry on the works.

19. The feeder roads will be constructed in compliance with a government-endorsed standard and with locally available materials and will include a gravel wearing course. Regular and consistent maintenance by trained manpower will be required. Included in the programme will be several trial sealed sections to inform the Ministries of alternative appropriate solutions for sealing roads. This will help decision making in the future when the roads can be upgraded.

20. Successful implementation of the project will rely on the overall security situation in Southern Sudan. In the post-CPA period, it can be expected that volatility, insecurity, localized fighting and natural disasters will continue in limited fashion. Close consultation with Department of Safety and Security (DSS), WFP Security and the Government will inform the SO towards appropriate and timely interventions, to avoid disruption of the work.

### **Project management**

21. A WFP management team will be responsible for the initial first phase of this special operation and it will primarily be composed of members of management team of special operation 103680. This will ensure the transfer of knowledge, expertise and experience gained under special operation 103680. By spring 2011, a consultant with extensive experience in engineering works and execution of construction projects in developing countries, will be identified and appointed as the manager of this special operation 200236.

22. This special operation will maintain and continue the same coordination structure as used in special operation 103680.

- a. Within the SO, the WFP SO management will consist of a Programme Manager, Lead Engineer and a Logistics Officer. Several international consultant engineers teamed with a national engineer each will also be in the field, monitoring and supporting multiple contracts at one time. Monitoring and evaluation (M&E), and reporting of capacity building training would be undertaken by an M&E specialist, supported by an on-staff reports writer.
- b. Between the special operation and the WFP EMOP operations team – the EMOP management team will provide the administrative and procurement support for the special operation.

### **Project Cost and Benefits**

23. Inputs Required

- a. This project has an implementation cost of US\$ 80,629,220 million
- b. The Government of South Sudan guidance on project implementation for specifications, road selection finalization, monitoring and government staff selection for those to be trained along side the contractors. The Government of South Sudan financial support will also be encouraged.

24. WFP, humanitarian and commercial actors will benefit from the construction of feeder roads in terms of increased access, leading to lower costs for transportation, and lower costs and increased range of goods in the market locally.

25. WFP expect to benefit further by reducing the travel times and costs along repaired road corridors, as well as reducing the need for food aid from the impacts in the project areas.

26. As previously mentioned, this special operation will benefit the P4P programme. The expected lower transportation costs of goods will lower the price and increase agricultural input available to the small holder farmers and increase access to markets by making transportation available and affordable.

27. The general development of Southern Sudan is expected to benefit from the construction of feeder roads. Increased access will facilitate and ease the implementation of a range of development projects; such as agricultural development, health care, education and so forth.

### **Monitoring & Evaluation**

28. A monitoring plan will be established, and will focus on the outputs of the project. Monthly reports will be produced detailing the progress of works, the socioeconomic data collection, and capacity building activities for circulation to all stakeholders. A baseline study will be carried out, per road, and monitored throughout, and will include traffic counts, average travel times and speeds, as well as socioeconomic indicators such as cost of goods, and public transport access.

29. General Key Performance Indicators (KPI's) to be monitored are:

- a. Cost benefit of emergency infrastructure repair/rehabilitation (increased speed/improved efficiency of deliveries to beneficiaries)  
Target: Transport cost reduced by 20% along the route.
- b. Km of damaged road rehabilitated –  
Target: 500 km of road rehabilitated
- c. Travel time –  
Target: Travel time reduced by 50% along the route.
- d. Number of Government of Southern Sudan and State staff trained. –  
Target: 32 numbers of staff trained
- e. Number of Sudanese nationals employed, aggregated by gender. –  
Target: 600 Number of Sudanese employed, with 50% women, 50% men.

### **Exit strategy**

30. WFP aims to hand over the project at the conclusion of the three years to the Government of South Sudan and State authorities, and will be working with them over the project lifetime to ensure capacity and funds will be available. The roads will have been rehabilitated; a series of road maintenance camps with established structures, a package of tools for carrying out local maintenance, and identified state personnel who have been trained on the implementation of labour based maintenance would form the package of the handover. It is also hoped that community development activities carried out in conjunction with NGO's can also continue where appropriate.

31. During the implementation of the project State and County Infrastructure Offices will provide personnel and staff to be trained in labour based methods of maintenance and small scale local contractors and or community groups will have

been set up and trained. They will be expected to take over facilities and equipment and continue maintaining roads when the project ends.

32. The projects will all be handed over in phases to the State Ministries of Physical Infrastructure;

Phase 1: training and equipment will be purchased during the rehabilitation of the road.

Phase 2: The handover will be done through continuing supported maintenance of the roads implemented with help of the contractor, and training provided by WFP management unit and the Supervising Engineers. The state authorities will be expected during this time to second sufficient personnel for training in maintenance, and staffing of a maintenance unit in their ministry. The Ministry will also be helped to ensure they have accurate budgeting figures required for continuing maintenance in the yearly budget.

During this time the Government of South Sudan Ministry of Transport and Roads will be involved to align State and National policies, and provide support to the states as required.

## **RECOMMENDATION**

This Special Operation covering the period from 1 March 2011 to 31 December 2013 at a total cost to WFP of US\$ 80,629,220 million is recommended for approval by the Executive Director with the budget provided.

## **APPROVAL**

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Josette Sheeran  
Executive Director

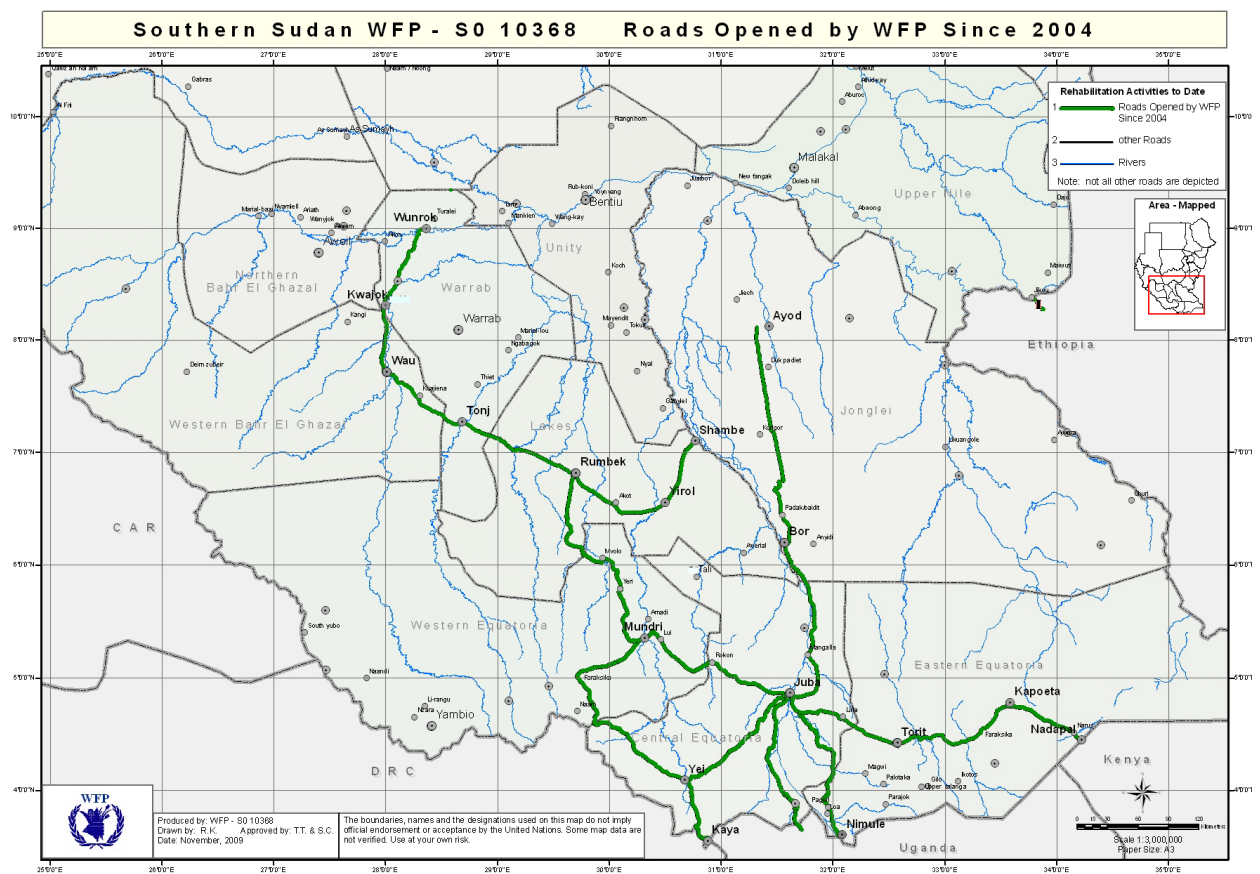
**ANNEXES I. – III.: attached below.**

ANNEX I: List of acronyms.

- CPA Comprehensive Peace Agreement, signed in 2005 between the Government of Sudan with the Southern People's Liberation Movement
- DSS Department of Safety and Security
- EMOP Emergency Operation
- The Government of South Sudan Government of Southern Sudan
- IDP Internally displaced people
- ISC Indirect Support Cost, a 7% charge by WFP HQ for all SOs
- MDTF Multi Donor Trust Fund, a common development fund managed by the World Bank
- MTR Ministry of Transport and Roads
- NGO Non-Government Organization
- P4P Purchase for Progress
- SERF Sudan Emergency Recovery Fund, a pool of funds distributed by the United Nations Development Programme
- SO Special Operation
- SPLM Southern People's Liberation Movement
- UNMIS United Nations Mission in Sudan

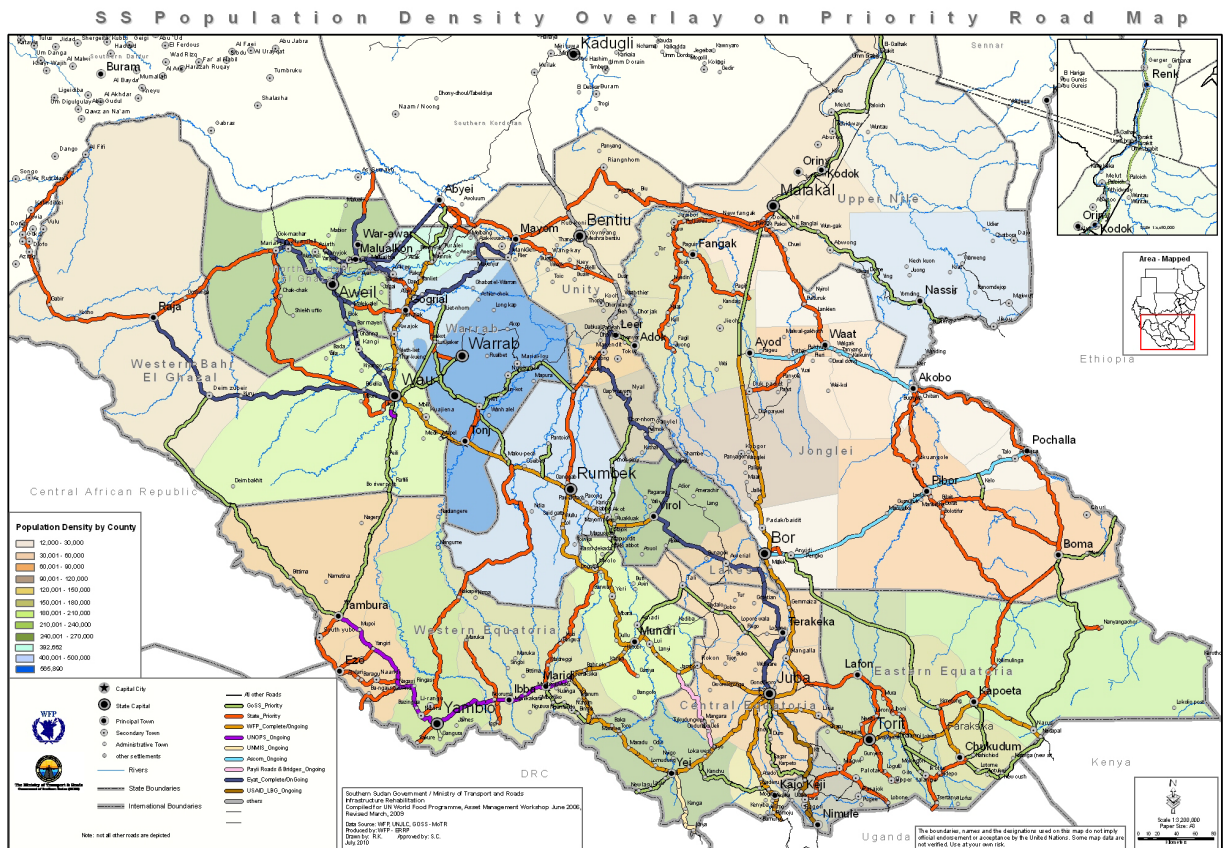
## ANNEX II: Maps

### a. Roads completed by the WFP SO 103680





- c. A map overlaying the above roads onto population densities for southern Sudan – a useful tool to look at prioritizing feeder roads.





## ANNEX III: Timeline

