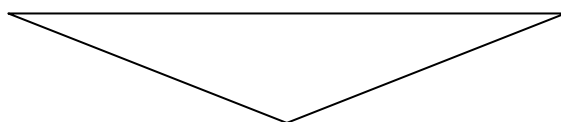


Emergency Operation Sudan: EMOP 200312

Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters

COUNTRY SUDAN EMOP PROJECT NUMBER 200312	
Number of beneficiaries	4,213,000
Duration of project	1 January to 31 December 2012
WFP food tonnage	330,159 mt
Cost (United States dollars)	
WFP food cost	US\$138,117,602
WFP cash/voucher cost	US\$26,778,354
Total cost to WFP	US\$402,167,084

EXECUTIVE SUMMARY



Sudan remains a complex operation, and large-scale humanitarian assistance in conflict-affected areas will continue in 2012. After the separation of South Sudan, the government of Sudan will lose 75 percent of oil revenues, which will affect government revenues and services. Unresolved issues in the Comprehensive Peace Agreement (CPA) have resulted in substantial economic instability and conflicts in the border states of Sudan and South Sudan. These tensions could spread to Darfur and eastern Sudan. Finally, poor and late rainfall in 2011 significantly affected cereal production, with negative consequence on food security.

WFP will provide critical assistance to people affected by conflict and multiple shocks in Darfur, central and eastern states, and, access permitting, in Abyei, South Kordofan, and Blue Nile. This operation will also provide nutritional support to children under five years of age, and for children in schools in food insecure areas. The use of food vouchers will be expanded, based on lessons learned, and adjusted by monitoring information on price and availability of food in the market.

The operation has been planned using 2011 beneficiary levels, adjusted for known changes. This planning will be updated in early 2012 based on the comprehensive food security monitoring system (FSMS). In addition, the 2011 Crop and Food Security Assessment Mission (CFSAM), the Joint Assessment Mission (JAM) of refugees in Kassala, and the Darfur verification will further refine beneficiary levels and locations. Emergency

assessments in South Kordofan, Blue Nile and Abyei will assess the impact of clashes in 2011 on food security among the general population.

The objectives of this operation are to save lives, reduce seasonal 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 Goals¹ (MDGs) 1-6.

¹ 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 one of the most geographically and ethnically diverse countries in Africa. The lengthy civil war has cost 1.5 million Sudanese lives, and the continuing conflict in Darfur has displaced 2 million people. This is exacerbated by drought, failed harvests, and high food prices since 2009/2010. This complex humanitarian crisis is expected to continue in 2012.

Political Development

2. The 2005 Comprehensive Peace Agreement (CPA) culminated in the referendum and subsequent separation of South Sudan in July 2011. However, key issues remain, resulting in conflict and affecting economic stability.
3. Issues concerning the popular consultation for populations of South Kordofan and Blue Nile remain unresolved, and the referendum for Abyei was not held. Between late May and early June, escalating tensions and conflicts in Abyei and South Kordofan resulted in mass displacements. By December 2011, WFP had provided assistance to over three hundred thousand displaced people. The conflict in Blue Nile State started September 1, with the greatest impact in the south where 40 to 50 percent of the population were already food insecure before the conflict.
4. In Darfur, negotiations between the Government of Sudan and the Liberation and Justice Movement (LJM) resulted in the Doha Darfur Peace Document (DDPD), which provides the basis for a future settlement. However, other Darfur groups, such as the Justice and Equality Movement (JEM) and the Sudan Liberation Movement, have not joined the peace process, jeopardizing the likelihood of an enduring peaceful solution.
5. In the East, the political and security situation has remained more stable. However, key provisions of the 2006 Eastern Sudan Peace Agreement (ESPA) are largely not implemented. This includes the reintegration of ex-combatants under the Disarmament, Demobilization and Reintegration (DDR) programme, funding of the Eastern Sudan Recovery and Development Fund, and enhanced representation of eastern Sudanese in the national civil service. There is growing discontent among the population, and widening differences between the signatories to the Agreement.
6. There are reportedly new alliances between rebel groups from Darfur, eastern Sudan and conflict affected areas of the Central, East and Three Areas (CETA) region, which could result in further deterioration in Sudan's political and security situation.

Security

7. Variable degrees of violence continue. The most extreme is in South Kordofan, Blue Nile and Abyei, where fatalities and displacements surged from large-scale military confrontations over the last 12 months. In Darfur, clashes between the Government of Sudan and rebel factions have increased overall, and inter-tribal fighting has intensified. While the proliferation of weapons among communities is not new, tribal clashes over resources have become more pronounced and violent.
8. Insecurity has limited access in Darfur by both humanitarian agencies and the African Union/United Nations Hybrid mission in Darfur (UNAMID). This has also prevented comprehensive humanitarian needs assessment. The ongoing conflict in Blue Nile and South Kordofan has become the main issue affecting humanitarian assistance.

9. The growing number of attacks against humanitarian workers in Sudan has resulted in suspension or significant scaling-back of operations and staff in deep-field locations. While strict regulations are in place to mitigate the risk of carjackings and abductions, there have been 15 kidnappings involving 31 internationals since 2009.

Social and Economic Situation

10. Sudan remains a least-developed country (LDC) and a low-income food-deficit country (LIFDC). Sudan has marginally increased its Human Development Index (HDI) by 1.1 percent since 2000, but remains ranked 154 of 169 countries in 2010 (UNDP, 2011).
11. The economy is characterized by rising food prices, stagnant GDP growth, and limited foreign exchange. Sudan lost around 75 percent of its oil reserves after the independence of South Sudan in July 2011. The International Monetary Fund (IMF) projects that Sudan will experience GDP contraction in 2011 and 2012, after relatively robust rates of growth during 2003-10.² The IMF further forecasted that consumer prices will increase by 20 percent in 2011 and by 17.5 percent in 2012.

Situation, Stability and Prospects by Geographical Areas and Population Groups

12. The Darfur region is comprised of three states, North, West and South Darfur, and continues to be affected by conflict, instability and displacements. In addition to rural residents who require seasonal support, WFP supports 1.4 million internally displaced persons (IDPs) in camps. These IDPs live in mixed communities, face threats and conflict that prohibit normal livelihoods, and rely heavily on food assistance.³
13. Although there has been some progress in peace negotiations, and while the Government is keen to promote the return or resettlement of IDPs, lasting peace and security remain elusive. Until conditions for security, access to land and water, and sustained social services permit, food assistance will be critical to save lives and sustain livelihoods of IDPs and food insecure residents.
14. The central and eastern regions and the “Three Areas” are designated by WFP as CETA. In the central region, North Kordofan has largely remained unaffected by conflict, but hosts IDPs who have resettled over time. The food security situation in North Kordofan reflects chronic poverty, and requires both short and long term interventions that address structural causes and prevent further environmental degradation.⁴
15. The eastern region (Kassala, and Red Sea) has long suffered chronic poverty, lack of adequate access to basic services such as healthcare and education, high levels of malnutrition and widespread unemployment. A long-standing low-intensity rebel insurgency ended with the Eastern Sudan Peace Agreement (ESPA), 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 and farming or grazing land, is one of the causes of inter- and intra-tribal tension and conflicts.
16. Instability in the border regions of Kassala and Red Sea has resulted in large numbers of displaced people settling in and around urban centres in those states. In addition, around

² In the September 2011 World Economic Outlook, the IMF projected negative real GDP growth: -0.2 percent in 2011 and -0.4 percent in 2012, down from the 6.5 percent growth in 2010 and an average of 6.7 percent in 2003-2009.

³ WFP 2011, <http://www.wfp.org/content/sudan-food-security-monitoring-system-2011>

⁴ Sudan: Emergency Food Security Assessments. WFP 2010

60,000 Eritreans reside in rural refugee camps in Kassala. As repatriation or resettlement options have diminished, IDPs and refugees may require assistance for local integration. The influx of refugees from Eritrea currently averages 2,000 people per month.

17. The recent armed conflicts in the Three Areas (Abyei, South Kordofan and Blue Nile) caused displacement and loss of assets and livelihoods, most rural residents have missed the 2011 planting season, and access for humanitarian assessments and assistance has been severely constrained. Markets have limited food supplies and prices are increasing steeply. In 2012, continued instability is expected because of unresolved issues, including border demarcation, and land and water rights for migrating nomadic pastoralists. Finally, disputes over political and economic control of the oil fields could affect the entire country.

The Food Security and Nutrition Situation

18. This operation assumes generally that 2011 food security and nutrition conditions will persist into 2012. In 2010 and 2011, a convergence of conflict and high food prices reduced overall food availability and access. The May 2011 FSMS in Darfur indicate that 70 percent of the IDPs in camps are either severely or moderately food insecure. The main causes of food insecurity are irregular seasonal income and constraints to livelihood activities. Food security levels in mixed (IDP and resident) and rural resident communities vary by state and are influenced by access to agricultural land, rainfall performance, and income opportunities.
19. Food security in the Three Areas has been severely affected by the conflict. Delayed seasonal rainfall has further reduced food production, particularly in South Kordofan, which produces more than 10% of the nation's sorghum and provides most of the food to North Kordofan markets. Most of Red Sea state has poor production due to climate variability, poverty and inadequate services, and has high levels of child malnutrition.⁵ Kassala depends on rainfall for agricultural production, and hosts 60,000 refugees of which half require humanitarian support; the refugees have high levels of malnutrition and nearly half of all children under five years are stunted.

Food Production and Imports

20. Crop production varies considerably, with 2009/10 unusually poor and 2010/11 remarkably good. The 2010/11 crop had excellent rains and a large area under cultivation, and the CFSAM estimated the cereal harvest at 5.7 million mt.
21. According to the latest assessment by the Government of Sudan and partners, 2011/12 cereal production is estimated at about 2.9 million tons, almost half of previous year's extremely good output and similar to the poor harvest in 2009. Rainfall in 2011 was more than 30-day late at the onset, poorly distributed during the season and finished early in most areas. Major moisture deficits were reported in northern and central zones of Gedaref, Sennar, White Nile, Blue Nile, South Kordofan and South Darfur. Dry weather conditions at planting time have caused a significant reduction in planted area of sorghum and millet crops. Poor rains also severely affected yields, especially of early planted cereal crops that suffered after germination during prolonged dry spells in June/July. Crop development and harvesting operations were further impeded by intense conflict since June and September in surplus-producing areas of South Kordofan and Blue Nile states. Severe damage to both sorghum and millet crops is also reported in parts of east and

⁵ For example, the 2010 Sudan Household Health Survey II indicated 28.5 percent wasting, and 54.1 percent stunting.

central Sudan and northern Darfur due to atypical and early seasonal livestock migration patterns in many areas due to the poor rainfall.

Livelihoods, Markets and Household Food Access

22. Most households in CETA are subsistence agro-pastoralists who depend largely on natural resources, and who are exposed to climatic shocks, increased food prices, and conflict in Abyei, South Kordofan and Blue Nile. Crop production, livestock rearing and wage labour are the primary livelihoods. Disruptions to production affect both farmers and families that rely on wage labour.
23. Cereal prices in 2011 continued substantially higher than the long term averages, with indications that this will continue and potentially worsen in 2012. Factors influencing food prices include high transport costs, insecurity, looting and informal taxation. The proportion of household budget spent for food is high, and staple food price increases have a serious impact on food access and consumption.

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

24. Recent national surveys underline continuing poor nutritional status. Thirty five percent of children 6-59 months are chronically malnourished (stunted)⁶, and 16 percent are acutely malnourished (wasted). Thirty two percent are underweight, and low birth weight prevalence is 31 percent.⁷
25. Acute malnutrition in WFP operational areas range seasonally from 17 percent after harvest, and up to 35 percent during the lean season.⁸ Younger children (6-35 months) are more likely to be acutely malnourished than older children, largely attributed to feeding practices. Only 41 percent are exclusively breastfed for first five months, complementary foods are often introduced too early or too late, and only 30 percent of children are fed as frequently as recommended for their age.⁹ The under-five mortality rate is 78 per 1000 live births, while the maternal mortality rate is 216.

Scenarios

26. Major tensions continue after the agreed separation of South Sudan. The likelihood of full-scale war is low, but the risk of escalating conflict in the border states remains high. The tensions could spread to Darfur and into eastern Sudan. In the worst case, major conflict would result in significant additional emergency requirements.
27. Sudan have lost an estimated 75 percent of national oil revenues. The economic impact on the poor may create more need for humanitarian assistance.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

28. The United Nations Country Team (UNCT) together with the Government of Sudan are laying the foundations for a new United Nations Development Assistance Framework (UNDAF) for 2012-2016 that will be aligned to the Government of Sudan's new five-year national development plan (2012-2016) and the World Bank-led Interim Poverty

⁶ Sudan Household Health Survey II (SHHSII-2010), WHO growth standards.

⁷ UNICEF Country Statistics

⁸ Localized surveys 2010-2011, MoH/UNICEF and NGOs. The main cereal harvest is November to January, and the normal lean season is May through October.

⁹ Sudan Household Health Survey II, 2010, ANLA 2009.

Reduction Strategy (I-PRSP). The new UNDAF will address peace, development, poverty, voluntary return of IDPs in Darfur, coordination of national and international assistance and disaster management.

29. The Humanitarian Aid Commission (HAC), a body of the Government of Sudan, coordinates government departments, civil community organisations, and United Nations and voluntary organisations. They are also involved in disaster management, contingency planning and management of strategic reserves.

Policies, Capacities and Actions of Other Major Actors

30. FAO, with the Ministry of Agriculture, Forestry and Fisheries (MoAFF) and WFP, supports food security institutions and policy, crop and livestock market price monitoring, agricultural and livestock productive inputs and services, and capacity building.
31. The United Nations Children's Fund (UNICEF) supports therapeutic feeding programmes, strengthens primary healthcare systems, leads water, sanitation and hygiene improvement initiatives, and with WFP supports access to education and HIV prevention programmes.
32. 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 and provide the necessary support.

Coordination

33. The UNCT, NGOs and donors coordinate humanitarian work and longer-term programmes through the Humanitarian Country Team (HCT) and UNCT. In Darfur, the Sector Approach became operational in June 2009 and WFP Area Offices continue to work closely with the state level coordinating bodies.
34. WFP works closely with the Humanitarian Aid Commission (HAC) to implement WFP operations in the field. In addition, the FSMS is being implemented with the State Ministries of Agriculture in the three Darfurs, Red Sea and Kassala and also with the State Ministry of Health in North Darfur.
35. WFP is sector 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 has also assumed full responsibilities for the Emergency Telecommunications sector serving the UNCT.
36. In Darfur, WFP works closely with UNAMID and receives support in organising inter-state movements and WFP missions.

OBJECTIVES OF WFP ASSISTANCE

37. This emergency operation focuses primarily on WFP Strategic Objective 1¹⁰ and is consistent with Millennium Development Goals¹¹ (MDGs) 1-6. The specific objectives are:

¹⁰ 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.

¹¹ 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 and AIDS, malaria and other diseases.

- To save lives and protect livelihoods in emergencies, reduce food insecurity and stabilize the nutritional status of IDPs, refugees and other vulnerable groups.
 - To 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.
38. Darfur remains an urgent humanitarian crisis with high food insecurity, malnutrition rates often above emergency thresholds during the lean season, frequent clashes among rival groups and the national army, poor access to water and quality health services, and susceptibility to drought. WFP's objective is to provide life-saving assistance to IDPs and other vulnerable groups through emergency food assistance and food vouchers.
39. 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 to severely food insecure refugees and communities, and seasonal assistance will target vulnerable households with food for assets (FFA) activities.

BENEFICIARIES AND TARGETING

40. Conflict-affected populations including IDPs, refugees, returnees, and vulnerable residents,¹² represent the majority of targeted beneficiaries. Frequent crop failures and persistent high food prices further compound households' food insecurity. Specific vulnerable groups, including children under five, school-aged children and pregnant and lactating women, are also supported.
41. In Darfur, IDPs were estimated based on the current caseload and the expected reduction from the verification exercise in the Darfur camps. Rural residents, FFA and seasonal support beneficiaries are based on the May 2011 FSMS, and supplementary feeding and school feeding estimates are based upon the 2011 caseload. Returnees especially for South Darfur are projected to increase during 2012.
42. In CETA, total beneficiaries continue at 2011 levels, with adjustments for known changes. The biggest change is to provide assistance to almost 400,000 IDPs and residents through FFA rather than general food distributions (GFD). Other changes include: (i) the conflict in the Three Areas will increase GFD for IDPs and returnees; (ii) school feeding will reduce as only food insecure areas will be targeted; (iii) supplementary feeding programmes (SFP) will increase in the Three Areas due to conflict.
43. Beneficiary levels will be revised in early 2012 based on the 2011 FSMS, the 2011 CFSAM, and 2011 JAM.

¹²Vulnerable residents are identified in Darfur through the FSMS while in CETA, rural communities are self-targeted since most of the assistance is provided through food-for-asset activities.

Table 1: Beneficiaries by activity and region

	CETA			Darfur			Total		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
GFD	180,500	203,500	384,000	1,525,000	1,407,500	2,932,500	1,705,500	1,611,000	3,316,500
FFA	290,500	327,500	618,000	335,500	309,500	645,000	626,000	637,000	1,263,000
School feeding	162,000	183,000	345,000	312,000	288,000	600,000	474,000	471,000	945,000
BSFP	-	-	-	234,000	216,000	450,000	234,000	216,000	450,000
SFP	18,000	20,000	38,000	29,500	27,500	57,000	47,500	47,500	95,000
Total	651,000	734,000	1,385,000	2,436,000	2,248,500	4,684,500	3,087,000	2,982,500	6,069,500
Adjusted Total*			927,500	-	-	3,285,500	-	-	4,213,000

*the total has been adjusted to avoid double-counting of beneficiaries assisted through more than one activity.

Table 2: Beneficiaries by activity and region

	CETA			Darfur			Total		
	Vouchers	Food	Total	Vouchers	Food	Total	Vouchers	Food	Total
GFD	3,000	381,000	384,000	541,500	2,391,000	2,932,500	544,500	2,772,000	3,316,500
IDPs		86,500	86,500	541,500	858,500	1,400,000	541,500	945,500	1,487,000
Residents		202,000	202,000		1,406,500	1,406,500		1,608,500	1,608,500
Refugees	3,000	27,000	30,000		26,000	26,000	3,000	53,000	56,000
Returnees		65,000	65,000		100,000	100,000		165,000	165,000
FFA	97,000	521,000	618,000	-	645,000	645,000	97,000	1,166,000	1,263,000
School feeding		345,000	345,000	-	600,000	600,000	-	945,000	945,000
BSFP	-	-	-	-	450,000	450,000	-	450,000	450,000
SFP	-	38,000	38,000	-	57,000	57,000	-	95,000	95,000
Total	100,000	1,285,000	1,385,000	541,500	4,143,000	4,684,500	641,500	5,428,000	6,069,500
Adjusted Total*			927,500	-	-	3,285,500	-	-	4,213,000

*the total has been adjusted to avoid double-counting of beneficiaries assisted through more than one activity.

44. Approximately 650,000 IDPs and conflict/drought affected people in Sudan are planned to receive assistance through food vouchers. Food vouchers will support IDPs through GFD in Darfur, and through FFA activities in CETA.
45. Blanket supplementary feeding (BSFP) and SFP will stabilize acute malnutrition rates, especially among children belonging to displaced households. Targeting will be based on standard anthropometric measurements for SFP (weight-for-height and MUAC) and the age of the child (6-35 months) for BSFP.¹³
46. FFA activities will be implemented in food insecure areas where households have graduated from GFD in Darfur, and where livelihoods have been disproportionately affected by either conflict or natural disasters in CETA. The overall objectives are to

¹³ Targeting criteria for supplementary feeding is weight-for-height Z score (whz) ≤ -2.00 SD but > -3.00 SD or mid-upper arm circumference (MUAC) between 11.5-12.5 cm. Exit criteria: whz at > -2.00 SD or MUAC above 12.5 cm. All pregnant and lactating women are targeted irrespective of their nutritional status.

prevent households from engaging in negative coping strategies and to create or preserve community-based livelihood assets.¹⁴

47. School feeding programmes will be implemented in rural areas affected by conflict, drought, food insecurity, and high levels of malnutrition. The overall objectives are to ensure daily food consumption, and to promote the retention of pupils in areas of conflict and insecurity. Support to education will protect livelihoods, promote child protection and strengthen human capital. In WFP operational areas, gross primary enrolment is just over 70 percent.¹⁵

NUTRITIONAL CONSIDERATIONS AND RATIONS

48. The main staples are sorghum and millet, and some wheat. In pastoral areas, more meat and milk are consumed, with fruits and vegetables a relatively minor part of the diet. The ration scale and composition may be adjusted during the year, based on the FSMS and other food security assessments.
49. The GFD rations in Table 3.1 provide a full daily kilocalorie requirement. GFD beneficiaries in camps receive a 50 percent ration, as two years of FSMS monitoring results indicate that IDPs have access to other sources of food and income. For other activities, rations are based on the severity of food insecurity and seasonal considerations.
50. GFD in Darfur has no CSB, as households do not consume it. CSB is included for the blanket supplementary feeding programme (BSFP), SFP and school feeding in Darfur. Slightly more sugar is included in Darfur rations to accommodate local food habits. The seasonal (May to September) BSFP rations in Darfur include 20 grams of dried skimmed milk (DSM). CSB and sugar are not in the school meal ration in CETA due to the challenges related to CSB handling and storage.
51. In 2010 and 2011 WFP piloted an integrated BSFP to address underlying causes of malnutrition in CETA. This will now be expanded to Darfur. The IBSFP will continue using pre-mix of super cereal, oil and sugar, until super cereal plus becomes available locally (expected mid 2012). The BSFP aims to improve feeding practices, including age appropriate feeding and frequency, and increased food diversity amongst young children.
52. The voucher is equal to the value of the food basket and varies somewhat by State. Prices/values are monitored monthly and the voucher value will be updated regularly as required. Beneficiaries are advised regarding eligible food items, prices, and participating shops/traders.
53. For voucher programming, markets are being monitored for both price trends and availability of voucher commodities. In the event that market supplies cannot keep up with the demand from vouchers, WFP will shift back to in-kind distribution until markets stabilise.

Table 3.1: Ration Scales by Activity

Commodity	(Grams/person/day)
-----------	--------------------

¹⁴ FFA are mostly community infrastructure projects rehabilitation of haffirs or earth dams, rehabilitation of school infrastructures such as classrooms, school latrines, kitchens, boarding schools, health units as well as seedlings production, planting of trees for live fences or community forests.

¹⁵ World Bank, March 2011. Sudan Education Sector Status Report

	GFD	Food for Assets	School feeding		BSFP	SFP
			CETA	Darfur		
Cereals	450	450	100	100	-	-
Pulses	60	50	20	20	-	-
CSB	-	-	-	25	130	200
Oil	30	30	15	20	20	20
Salt	10	10	5	5	-	-
Sugar	30	-	-	5	20	20
Dried Skim Milk (DSM)	-	-	-	-	20	-
Total g/p/d	580	540	140	175	190	240
Total kcal/day	2,096	1,941	535	699	847	1,057
Kcal from Protein	11.7%	12.3%	11.2%	11.2%	14.5%	13.6%
Kcal from Fat	19.0%	20.5%	30.7%	31.9%	29.7%	27.2%

Table 3.2: Metric Tonnes, by activity and region			
Activity	CETA	Darfur	Total
General Food Distribution (GFD)	32,759	161,966	194,725
IDPs	7,396	93,261	100,657
Residents	17,256	51,403	68,659
Refugees	2,560	2,902	5,462
Returnees	5,547	14,400	19,947
Food for Assets	26,692	60,348	87,040
School Meals	9,074	17,846	26,920
Blanket Supplementary Feeding	-	16,131	16,131
Supplementary Feeding	1,481	3,862	5,343
TOTAL	70,006	260,153	330,159

54. Approximately 500,000 IDPs in Darfur will receive a milling voucher with their GFD to offset milling costs.

Implementation Arrangements

55. 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.

Food Assistance Strategy

In Darfur

56. While conflict has not abated in Darfur, the needs of IDPs and vulnerable residents have changed. While GFD is effective for the immediate food consumption needs of conflict-affected populations, the overall volume of GFD will be reviewed. Measurement of food security will be possible at the locality level by the end of 2011, informing targeting and the volume of food assistance in 2012.

57. IDPs have increasingly diversified their income and food sources. Consequently, since 2008 the ration has been reduced by 50 percent while monitoring beneficiaries' food consumption levels. Concurrently, school feeding and BSFP have been introduced for vulnerable groups.
58. Verification in all Darfur IDP camps will update the beneficiary lists to recognize births, deaths, and departures, and to eliminate multiple registration. This will be completed in the first quarter of 2012 and significant reductions are anticipated.
59. For conflict-affected residents and mixed IDP/resident communities, GFD will be provided for five months during the lean season and the planting season (June to October). Targeted FFA, designed to meet the community needs identified in feasibility studies, will increasingly replace GFD.
60. WFP will expand food vouchers in 2012, and reduce in-kind GFD. Food vouchers are efficient and will stimulate markets. Close monitoring will assess effects on the local economy and markets. WFP will revert to in-kind food assistance as market conditions indicate.
61. In food insecure and conflict affected areas, WFP will implement emergency school feeding activities to address the nutritional needs of vulnerable school-aged children. In both camp and non-camp settings, targeted SFP and BSFP for young children remain the most effective way of stabilising acute malnutrition rates. Wherever possible, WFP will also provide food assistance to returnees in the context of the United Nations Strategy for Returns in Sudan.

In CETA

62. Food assistance will target the most vulnerable people in the most vulnerable areas. Major criteria are areas that host high numbers of displaced people, returnees or refugees, areas with repeated drought and exposure to climate change, and areas with persistently high acute malnutrition rates among children under five years of age.
63. Assessment will identify the priority geographical areas. The Food Security Monitoring System (Ministry of Agriculture & WFP) will provide locality level food security information for Kassala, Red Sea and North Kordofan by the end of 2011. Emergency assessments and the November - December 2011 CFSAM (FAO, WFP and Ministry of Agriculture) will guide targeting for the Three Areas.
64. Most activities will be implemented through government partners and local NGOs. Continued collaboration with the Government will improve project design, provision of complementary inputs and supervision of the activities and potential handover by WFP to the Government counterparts.
65. Half of the beneficiaries supported in the CETA region reside in the Three Areas, which has recently been affected by conflict and also continues to have the highest probability for continued conflict. The strategy will be to use unconditional food transfers for emergency response, and FFA, nutrition interventions and school meals to protect and restore livelihoods.

LOGISTICS ARRANGEMENTS

66. Port Sudan is the main port for imported food. Food is usually moved by road and rail to WFP's main logistic hubs in Khartoum and El Obeid prior to dispatch to field locations. With greater 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 2012.

The use of the silos will also enable dispatch of food directly to extended delivery points (EDPs) in Darfur creating transport savings of approximately 5 percent.

67. The need for conventional storage facilities in Khartoum and El Obeid will remain but with reduced capacity. WFP's hub in Kosti (White Nile state) will be closed as Blue Nile destinations will be served from Port Sudan and/or Khartoum directly.
68. Primary deliveries from the port to the logistics hubs are carried out by commercial transporters. Secondary deliveries from logistics hubs to EDPs are 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.
69. Tertiary deliveries, from extended delivery points onwards, are carried out mainly through local commercial road transporters in the various localities. In areas where local transport capacity does not exist or is inadequate, food deliveries are made by WFP-owned trucks. WFP maintains a fleet of over 100 trucks deployed in El Obeid and Darfur. As more commercial transport companies start operation in Darfur, WFP's fleet capacity will be reduced by up to 50 percent by the end of 2012. That capacity will be offered to humanitarian agencies at cost plus a management fee, supporting fleet costs.
70. Security along the main supply routes to Darfur remains a major concern. Incidents of fighting, highway robbery, truck carjacking and ethnic conflict have affected deliveries by road and river transport with the loss of 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.
71. Technical expertise of leading research universities in the USA and Switzerland will conduct comprehensive studies of transportation costs and the overall food supply chain in Sudan to assess additional outsourcing and cost reduction possibilities for WFP.
72. The landside, transport, storage and handling (LTSH) cost for 2011 is US\$ 114 million, an average rate of US\$ 345.18 per mt.
73. WFP in Sudan will assist WFP in the landlocked countries of Chad, South Sudan and Ethiopia with transit cargo originating from Port Sudan on a cost recovery basis. WFP will provide logistics services to humanitarian partners and UN agencies on the same basis. WFP will further maintain logistics coordination and technical advisory capacity as part of the Common Humanitarian Work Plan in Sudan.

Procurement Plans

74. WFP purchased 120,000 mt of sorghum in Sudan in the emergency operation in 2008. During 2009 and 2010, prices remained significantly above the import parity price, and no local sorghum was purchased. In 2011, WFP purchased 32,000 mt of sorghum. Conditions for 2011/2012 cereals are unclear. CSB and pulses may be purchased regionally if price and supply conditions are favourable.

PERFORMANCE MONITORING

75. Programme results information will be collected from the WFP and partner reports, nutritional surveys, monitoring reports, and the FSMS. Specifically, weight-for-height or mid-upper arm circumference (MUAC) data will be collected from nutritional surveys, and household food consumption from post-distribution monitoring. Supplementary

feeding programme data will be provided through quarterly reporting by cooperating partners. WFP field monitors will be in place to ensure data quality and integrity. School feeding programme data will be collected through regular monthly monitoring checklists.

76. A detailed system to track food management includes a dedicated team to manage partners, and systematic and timely reconciliation of planned and actual distributions to ensure accountability.
77. The programme monitoring process also includes updated checklists to monitor field level implementation. Monthly and quarterly reports are prepared for management and partners.
78. Outcome monitoring will be strengthened in 2012 with both focus groups and impact studies. The FSMS will be adjusted to sample beneficiaries and measure changes in household food consumption scores and coping strategies index (CSI) throughout implementation.

HAZARD/RISK ASSESSMENT AND PREPAREDNESS PLANNING

Contextual Risk

79. While the independence of South Sudan was relatively peaceful, the conflicts in the Three Areas, increased activity by rebel groups in Darfur, the loss of oil revenues, and the predicted poor agricultural production in the 2011/2012 season, are likely to increase the humanitarian requirements in 2012. There is an overall risk that conflict will limit or prevent access to affected populations for assessment and assistance.

Programmatic Risk

80. Appropriate beneficiary identification and cost effectiveness are challenges in this complex and protracted crisis. Food security and livelihoods are monitored through the FSMS, with a related emphasis on timely measurement and review of programme outcomes and outputs. Monitoring of market prices reduces risks associated with voucher programming, with food vouchers utilized only in areas where markets function. WFP conducts regular market assessments to assess the availability and prices of food.
81. The capacity and availability of implementing partners and their geographical distribution can constitute a risk for WFP Sudan. WFP selects its implementing partners through review of capacity. WFP is prepared to implement programmes directly if required. WFP is increasingly working with Community-based Organisations and building local capacity; CBOs are effective as they have greater access and remain with communities throughout the project implementation.
82. WFP monitors the food pipeline to reduce the risk of diversions. The risk of food aid dependency is reduced by assessing needs regularly, and by ensuring that food assistance is provided to the most food insecure people.

Institutional Risk

83. At the community level, poor monitoring and reporting by the Food Aid Management Committees (FAMC) is addressed through appropriate training and strengthened M&E.
84. At the implementation level, regular partner reporting, WFP staff monitors, and engagement with the Government of Sudan safeguards against WFP food assistance reaching non-WFP beneficiaries. For the food vouchers, security measures ensure that vouchers are not duplicated, misallocated or misused. For accountability and transparency, each WFP office will have a dedicated staff member to maintain a record of

all vouchers. In addition, monthly reconciliation of vouchers will mitigate against financial losses.

Preparedness Planning

85. Many measures to mitigate the contingencies for 2011 were anticipated and implemented in 2010. These include increasing storage facilities, signing more contracts with transporters, enforcing minimum operating security standards (MOSS) and minimum security telecommunications standards (MISTS), and rationalizing staff complements and skill sets. WFP participates in inter-agency and regional contingency planning exercises.

SECURITY CONSIDERATIONS

86. The UNDSS Security Level System reflects the diverse security situations. Currently, parts of South Kordofan and Blue Nile State are at Level 5, while the Darfur states are at Level 4.
87. In Darfur, ongoing fighting between the government armed forces and JEM continue to impede humanitarian operations, with restrictions on both air and road movements being imposed by both sides. Many zones are inaccessible for the United Nations. Kidnapping of staff, particularly international staff, remains a real and constant threat.
88. Seventeen of 20 area and field offices are MOSS compliant. The three remaining offices, Kurmuk, Kadugli and Abyei are currently in conflict areas and will be reassessed once the situation has improved.
89. In view of recent trends in kidnapping and abductions, WFP has improved Darfur compounds by installing perimeter lighting and fencing, and by enhancing entrances and access protocols. Panic alarms and sirens have been installed in all guest houses. All vehicles in Darfur are fitted with Satamatics Satellite Tracking Systems and panic alarms.
90. Consistent with the Security Services Work Plan for Sudan, WFP continuously updates security management plans, contingency plans and associated standard operating procedures. Security awareness trainings (SSAFE) will be completed in all locations for all international and national staff posted in areas where the risk level is substantial or above. A dedicated medical trainer was deployed to deliver basic life support (BLS) training, and all field staff have received advanced life support (ALS) training.
91. WFP has a demanding MOSS compliance implementation tracking system for effective implementation of identified mitigation measures.

HANDOVER STRATEGY

92. The longer-term 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 complexities including challenges of the 2011 separation, handover to the Government is not anticipated in 2012.

RECOMMENDATION

110. The Executive Director and Director-General of FAO are requested to approve the proposed EMOP 200312.

APPROVAL

.....

Josette Sheeran
Executive Director
United Nations
World Food Programme

Date:

.....

José Graziano da Silva
Director-General of FAO
Food and Agriculture Organization of
the United Nations

Date:.....

ANNEX IA – Budget Change Cost Breakdown

BUDGET CHANGE COST BREAKDOWN		
	Quantity (mt)	Value (US\$ dollars)
WFP COSTS		
Food¹⁶		
Cereals	256,812	73,844,563
Pulses	22,042	18,328,982
Oil and Fats	8,164	13,460,193
Mixed and Blended Food	19,420	11,701,521
Other	23,721	20,782,343
Total food	330,159	138,117,602
Voucher transfers		26,778,354
<i>Subtotal food and transfers</i>		<i>164,895,957</i>
External transport		26,938,403
Landside transport		114,235,166
Other direct operational costs		14,948,651
Direct support costs (see Annex B for details)		54,838,912
Total WFP direct costs		375,857,088
Indirect support costs (7 percent of total direct costs)		26,309,996
TOTAL WFP COSTS		402,167,084

¹⁶ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

ANNEX IB – Direct Support Requirements

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International Professional Staff (P1 to D2)	16,294,140
International GS Staff	
Local Staff - National Officer	4,336,021
Local Staff- General Service	12,708,563
Local Staff - Temporary Assist. (SSC, SSA, Other)	141,504
Local Staff - Overtime	264,976
Hazard Pay & Hardship Allowance	1,656,755
International Consultants Honoraria - Payroll	1,565,333
Local Consultants	
United Nations volunteers	544,000
Commercial Consultancy Services	30,000
Staff Duty Travel - actual costs	2,475,952
Subtotal	39,987,244
Office expenses and other recurrent costs	
Rental of facility	1,545,861
Utilities (general)	711,593
Office supplies	680,855
Communication and IT services	1,117,519
Equipment Repair and Maintenance	509,908
Vehicle Running Cost and Maintenance	1,735,837
Office Set-up and Repairs	5,068,779
United Nations Organizations Services	550,000
Subtotal	11,920,352
Equipment and other fixed costs	
Vehicle Leasing	591,600
Vehicle Acquisition Planning	
TC/IT Equipment,	840,000
Local Security Costs planning	1,499,715
Subtotal	2,931,315
TOTAL DIRECT SUPPORT COSTS	54,838,912

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.			
Results-Chain	Performance Indicators	Risks	Assumptions
<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 z-score 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><u>Target overall:</u> Darfur < 15% for at least 80% of the targeted beneficiaries by end of 2012.</p> <p><i>Data source:</i> Cooperating Partners' localized nutrition surveys.</p> <p>Supplementary Feeding (SF) recovery rate (%)</p> <p>Supplementary Feeding death rate (%)</p> <p><u>Baseline:</u> SF recovery rate 80% and SF death rate <1%.</p> <p><u>Target:</u> SF recovery rate 82% and SF death rate <1%.</p>	<p>Closing of supply routes in Darfur & Three Areas</p> <p>Conflicts continue in Darfur & 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>Lack of partners</p>	<p>The following working assumptions are relevant to the objectives and achievement of expected results of this EMOP.</p> <p>Other basic needs are met (water, sanitation, 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>Qualified partners available to support WFP interventions.</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) data from December 2011.</p> <p><u>Target:</u> More than 80% of the targeted beneficiaries will have FCS at or above 28 (borderline) during the period of assistance.</p>		
<p>Outcome 1.3: Retention rate of girls and boys in WFP-assisted schools are stabilized</p>	<p>Retention rate met for 70% of the schools</p> <p><i>Data Source:</i> WFP Sample Monitoring visits</p>		

<p>Output 1.1.1: GFD rations or vouchers provided timely and safely to 3,316,500 conflict/disaster-affected IDPs, residents and refugees. (CETA & Darfur)</p> <ul style="list-style-type: none"> GFD: CETA 384,000, Darfur 2,932,500 IDPs and residents: CETA 288,500, Darfur 2,806,500 Refugees: CETA 30,000, Darfur 26,000 Returnees: CETA 65,000, Darfur 100,000 <p>Output 1.1.2: Milling Vouchers distributed in timely manner along the GFD rations to 500,000 targeted beneficiaries in Darfur</p> <p>Output 1.1.3: Blanket Supplementary Feeding rations provided to 450,000 children under-3. Darfur 450,000</p> <p>Output 1.1.4: Supplementary Feeding programme rations provided to 95,000 (monthly caseload) children under-5, pregnant & lactating women. Darfur 57,000; CETA 38,000</p>	<ul style="list-style-type: none"> Actual beneficiaries receiving WFP food assistance through GFD (food or vouchers) as a percentage of planned beneficiaries, by beneficiary category disaggregated by sex. Actual tonnage of food distributed through GFD (food or vouchers) against the plan distributions, disaggregated by commodity type. Number of women/men receiving vouchers. Number of women/men redeeming vouchers. Number of shops/merchants participating in the voucher activity. Total monetary value (USD) of vouchers distributed. <p>Milling Voucher Programme:</p> <ul style="list-style-type: none"> 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 to cover milling cost. <p>Supplementary Feeding Programmes:</p> <ul style="list-style-type: none"> Number of beneficiaries supported through supplementary feeding against the plan, disaggregated by beneficiary type, sex and age group. Actual tonnage of food distributed through supplementary feeding against the plan distributions disaggregated by project category and commodity type. 	<p>Vouchers may be counterfeited</p> <p>Traders may exploit vouchers beneficiaries by not providing prescribed food</p>	<p>WFP and partners have sufficient access and capacity to conduct assessments, surveys, visibility studies for appropriate and timely monitoring and evaluation.</p> <p>Adequate and uninterrupted food commodity pipeline in place.</p> <p>Vouchers should have unique serial numbers and monthly design changes e.g. color and should have WFP hologram or alternative identifying marker</p> <p>Beneficiaries educate on their rights with regard to the voucher and the risk of trading vouchers for purposes other than prescribed food items.</p> <p>Use of electronic voucher (proposed) in the future will enhance control mechanisms and ensure timely reporting on the use of vouchers.</p> <p>Government's capacity to clear goods in a timely manner.</p> <p>UNAMID and Host nation escorts for WFP food transport available and sufficient.</p> <p>Adequate and timely resources are available.</p>
--	--	---	---

<p>Output 1.2.1: Food For Assets rations provided to 645,000 food insecure residents in Darfur</p> <p>Output 1.2.2: Food For Assets rations provided to 618,000 returnees, IDPs and food insecure residents in CETA</p>	<ul style="list-style-type: none"> • Actual beneficiaries receiving FFA rations against the planned beneficiaries, by beneficiary type & sex. • Actual tonnage of food distributed as FFA rations against the planned distributions, by commodity type. • Percentage or numbers of community-level (or with CPs/CBOs) agreements implemented. • Actual participants in FFA activities by sex. • Number of community assets created or restored by target communities and individuals. • Number of women and men trained in livelihood-support thematic areas. • Number of sessions and type of skills-training conducted 		Food items, complementary non-food items, materials and trained staff provided by relevant/concerned partners.
<p>Output 1.3.1: Provision of daily on-site school meals through School Feeding programme to improve access to education for 945,000 school children in WFP-assisted schools. Darfur 600,000; CETA 345,000</p>	<ul style="list-style-type: none"> • Actual number of students receiving on-site school meals against the planned number of students and disaggregated by sex. • Total number of actual feeding days against the plan. • Actual tonnage of food distributed as on-site school meals against the planned distributions and by commodity type. • Actual number of schools assisted against the plan. 		Food items, complementary non-food items, materials and trained staff provided by relevant/concerned partners.

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

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

School feeding programme: Data collected between January-December 2011 during WFP monitoring visits will be used as baseline for 2012.

FFA programs: Due to short duration of the EMOP, project completion report and qualitative assessment will be used to assess the functionality and usefulness of productive assets.

ANNEX III – LIST OF ACRONYMS

BSFP	Blanket Supplementary Feeding programme
CETA	Central and Eastern regions and the Three Areas
CFSAM	Crop and Food Security Assessment Mission
CPA	Comprehensive Peace Agreement
CSB	Corn-Soya Blend
DDR	Disarmament, Demobilization and Reintegration
DSM	Dried Skimmed Milk
EBSFP	Enhanced Blanket Supplementary Feeding Programme
EDP	Extended Delivery Point
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
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
IDP	Internally Displaced Person
JAM	Joint Assessment Mission
LDC	Least-Developed Country
LIFDC	Low-Income Food-Deficit Country
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
MUAC	Mid-Upper Arm Circumference
NCP	National Congress Party
NGO	Non-Governmental Organization

ODOC	Other Direct Operational Cost
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
SSAFE	Safe and Secure Approaches to Field Environments
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

