

EMERGENCY OPERATION SUDAN 200457

Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters	
Number of beneficiaries	3,637,000
Duration of project	12 months (January-December 2013)
WFP food tonnage	269,932 mt
Cost (United States dollars)	
WFP food cost	US\$122,061,952
WFP cash/voucher cost	US\$27,200,250
Total cost to WFP	US\$359,598,598

EXECUTIVE SUMMARY

This emergency operation for Sudan “Food Assistance to Vulnerable Populations Affected by Conflict and Natural Disasters” responds to the continuing complex humanitarian and food security situation, characterised by localised conflicts, protracted displacement and a deteriorating economy. Unresolved issues in the Comprehensive Peace Agreement have exacerbated economic instability and border conflicts and have led to ongoing internal and external displacement that has affected the livelihoods of millions of people in the affected areas. The loss of 75 percent of oil revenues following the separation of the Republic of South Sudan has reduced the Government’s ability to continue the previous levels of expenditure on essential basic services.

The objectives of this emergency operation are to save lives, reduce seasonal food insecurity, stabilize the prevalence of acute malnutrition, help restore the livelihoods of vulnerable and conflict-affected populations and stabilize school enrolment in line with WFP’s Strategic Objective 1 (Save lives and protect livelihoods in emergencies). The operation contributes towards Millennium Development Goals 1-5.

In 2013, WFP plans to assist over 3.6 million beneficiaries, compared with 4.2 million in 2012. This reduction is based on the updated number of internally displaced persons following camp verifications and findings from recent food security assessments. The planned beneficiary figures and geographic targeting may be slightly adjusted in early 2013 using the

findings from the comprehensive food security assessments in Darfur, Kassala, North Kordofan and Red Sea states, as well as the latest camp verification results. When possible, emergency assessments in the border states of South Kordofan, Blue Nile and Abyei will provide updated information on food security among conflict-affected populations.

From the onset of the Darfur conflict in 2003, WFP has addressed the emergency food needs of displaced and conflict-affected communities across the Darfur region. Under this emergency operation, WFP will continue to provide life-saving humanitarian assistance to internally displaced and vulnerable households in Darfur through: i) general food distributions; ii) supplementary rations for children 6-59 months during the hunger period to prevent seasonal increases in acute malnutrition; and iii) school feeding to address short-term hunger and stabilize enrolment. In order to reduce beneficiary dependence on food assistance, WFP is gradually shifting to targeted asset-creation interventions which will support the early recovery of targeted communities and contribute to building their resilience.

In central and eastern Sudan, WFP will continue emergency support in the most food-insecure regions, including areas regularly affected by drought or floods, as well as to refugees in established camps, through targeted supplementary feeding, school feeding and food-for-assets and food-for-training activities.

In South Kordofan and Blue Nile states, bordering South Sudan, WFP will continue humanitarian support through general food distributions and targeted supplementary feeding where access is possible.

Voucher transfers will be expanded in both Darfur and central/eastern Sudan where markets are capable of supporting them, with the planned piloting of electronic vouchers in 2013.

SITUATION ANALYSIS

Overall Context

1. Sudan is one of the most geographically and ethnically diverse countries in Africa. Ongoing conflict in Darfur has displaced more than two million people, while clashes in the southern border states continue to affect up to half a million people. The impact of these conflicts is exacerbated by regular droughts and crop failures and, more recently, an economic crisis as a result of the separation of South Sudan and subsequent loss of oil revenues. This was compounded by the poor 2011/2012 agricultural season across most of the country. This complex humanitarian crisis is expected to continue in 2013.
2. The separation of South Sudan has led the Government to put in place a three-year emergency economic programme introducing austerity measures aimed at cutting spending. This programme has partially removed subsidies on sugar and petroleum products, a step welcomed by the International Monetary Fund (IMF). Negotiations, ongoing since January 2012, between Sudan and South Sudan on transit fees for using northern oil pipelines have stalled.
3. The economy is estimated to contract by 7.3 percent in 2012 and a further 1.5 percent in 2013, coupled with increasing consumer prices.¹ Food prices are expected to stabilise if the expected good harvest prospects materialize from the 2012/2013 season. A continued economic decline would affect the food security of many people across the country.
4. In Sudan, education indicators show a relatively poor performance with an average gross enrolment rate of 72 percent,² which is far below the average for sub-Saharan Africa. In addition, there are high drop-out rates and low completion rates in basic education.

¹ Source: IMF.

² Ministry of Education/World Bank, 2009.

5. The situation and the role of women in Sudan have been heavily influenced by the history of conflict and political changes; Sudan is thus ranked 169th of 173 countries by the Gender Inequality Index.³
6. Prevailing insecurity continues to remain a concern for humanitarian workers, as the growing number of attacks in Sudan has resulted in many non-governmental organizations (NGOs) suspending or scaling back their operations and withdrawing their staff from remote areas.
7. In Darfur, WFP has been assisting displaced persons in camps since the onset of the conflict and although there are no official figures of total displacement, the camp verification has helped to refine the numbers of registered internally displaced persons (IDPs) receiving WFP support. For the southern border states, there is no clear indication of the number of people displaced as a result of the conflict and WFP assists those who are accessible and can be registered. There is a constant flow of refugees into eastern Sudan but the numbers are not expected to increase drastically in 2013. Up-to-date information will be available following a joint assessment mission planned by WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR).

Darfur

8. The Doha Document for Peace in Darfur (DDPD) addresses the root causes of the conflict and its consequences, including power sharing, wealth sharing, human rights, justice and reconciliation, compensation and return, and internal dialogue, among others.⁴ The Government of Sudan and the Liberation and Justice Movement signed a protocol agreement committing to the DDPD as the framework for the comprehensive peace process in Darfur in July 2011.
9. The African Union-United Nations Mission in Darfur (UNAMID) lent technical expertise to the process and continues to support the dissemination of the DDPD, urging non-signatory movements to sign up.
10. Stakeholders are involved in the Darfur Joint Assessment Missions to prepare updated information for possible early recovery interventions in spite of the current security situation. These will be presented to donors at the Doha Donor Conference in early-2013.

Border States

11. In August 2012, the Government of Sudan and the Sudan Peoples' Liberation Movement-North signed the Tripartite Memoranda of Understanding with the African Union, the League of Arab States and the United Nations on the provision of humanitarian assistance to war-affected civilians in South Kordofan and Blue Nile states. As a result of conflict, 500,000 persons are expected to be food-insecure across the two states. Efforts to expand humanitarian assistance in these areas continue to be challenged by the lack of access.

Food Security and Nutrition Situation

12. With above-average rainfall during the 2012 summer season, the outlook for agricultural production for 2013 is likely to be higher than for 2012, which should improve food security among vulnerable populations. The Federal Ministry of Agriculture (MoA) provisionally estimates that cropland under cultivation from the recent harvest (November-December 2012) has increased by 20-25 percent compared to the previous year.
13. Areas affected by flooding and ongoing conflicts in South Kordofan, Blue Nile and parts of Darfur are unlikely to benefit from the good rainfall due to destruction of unattended crop fields, inability to plant cropland, market disruption and livestock losses. Cross-

³ United Nations Development Programme (UNDP), 2011.

⁴ The DDPD was finalized at the All Darfur Stakeholders Conference in May 2011.

border food exports to South Sudan resumed recently, which could lead to price increases for residents of Sudan, especially along the border.

14. Most households in the Darfur region depend on agriculture and livestock for their livelihoods. Traditional rain-fed agriculture is the dominant seasonal farming activity across the region, with millet the main staple food cultivated in the northern and eastern parts of the Darfur region and sorghum cultivated in the south and in the lowlands.
15. South Darfur is traditionally the most productive of the Darfur states, while crop production in North Darfur is limited due to low rainfall and more appropriate for livestock production. However, livestock rearing among the agro-pastoralist groups in Darfur has diminished considerably due to the conflict: most households tend to keep only a few domestic goats to avoid looting.
16. Recent national surveys underline the continuing poor nutritional status of young children throughout Sudan. Thirty-five percent of children 6-59 months are chronically malnourished (stunted),⁵ 16 percent⁶ are acutely malnourished (wasted),⁷ and 32 percent are underweight. The prevalence of low birthweight is 31 percent.⁸
17. Global acute malnutrition (GAM) in WFP's operational areas ranges from 17 percent after the harvest (November-January) up to 35 percent during the lean season (May-September),⁹ well above the 15 percent threshold considered "critical". Younger children (6-35 months) are more likely to be acutely malnourished than older children, largely due to poor feeding practices. Only 41 percent of children are exclusively breastfed for the first five months, with complementary foods often introduced too early or too late. Only 30 percent of children are fed as frequently as recommended for their age.¹⁰

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

18. The Humanitarian Aid Commission (HAC), a body of the Government of Sudan, coordinates government departments, civil community organisations, United Nations agencies and NGOs. It is also involved in disaster management, contingency planning and management of strategic reserves.
19. Food security and nutrition are reflected in the Government's Interim Poverty Reduction Strategy Paper, which is integrated in the Five-Year Plan (2012-2016) and a Twenty-five Year National Strategy (2007-2031). A National Nutrition Policy was issued in 2008. WFP is currently supporting the development of a nutrition strategy with the Government.

Policies, Capacities and Actions of Other Major Actors

20. The United Nations Country Team (UNCT) with the Government of Sudan have formulated a United Nations Development Assistance Framework (UNDAF) for 2012-2016 that is aligned to the Government of Sudan's new five-year national development plan (2012-2016). The UNDAF recognizes that humanitarian and development engagement occur simultaneously and that neither can be fully realized without considering the other. The UNDAF addresses four main pillars: (i) poverty reduction, inclusive growth and sustainable livelihoods; (ii) basic services; (iii) governance and rule

⁵ Stunting prevalence 20-29 percent is "medium", 30-39 percent is "high" and 40 percent is "very high". Cut-off values for public health significance. WHO 1995. www.who.int/nutgrowthb/en

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

⁷ Wasting prevalence 5-9 percent is "poor", 10-14 percent is "serious" and above 15 percent is "critical". WHO 1995. Cut-off values for public health significance. www.who.int/nutgrowthb/en

⁸ UNICEF Country Statistics.

⁹ MoH/UNICEF and NGOs, localized surveys 2010-2011.

¹⁰ Sudan Household Health Survey II, 2010.

of law; and (iv) social cohesion, peace consolidation and peace dividends. The latest Humanitarian Workplan sets out the foreseeable humanitarian needs in Sudan in 2013 and describes how the United Nations and its partners plan to work with the Government of Sudan and national organizations to address them.

21. The Food and Agriculture Organization of the United Nations (FAO), WFP, the MoA, and the Famine Early Warning Systems Network support food security monitoring and policy, crop and livestock market price monitoring, agricultural and livestock productive inputs and services, and capacity development.
22. The United Nations Children's Fund (UNICEF) supports therapeutic feeding to address severe acute malnutrition; strengthens primary healthcare systems; leads water, sanitation and hygiene improvement initiatives; and supports access to education and community-based management of acute malnutrition in collaboration with WFP.
23. UNHCR and WFP will conduct a joint assessment mission to appraise the food security and self-reliance of refugees and design and implement appropriate interventions.

Coordination

24. Humanitarian work and longer-term programmes of United Nations agencies and NGOs are coordinated through the Humanitarian Country Team and are aligned with the 2013 humanitarian workplan.¹¹ The sector approach has been in place in Darfur since June 2009.
25. WFP works closely with HAC to implement the emergency operation (EMOP). Food security monitoring and assessments are being implemented with the state MoAs in the five Darfur states, North Kordofan, Red Sea and Kassala, and also with the State Ministry of Health (MoH) in North Darfur.
26. WFP is co-leading the Food Security and Livelihoods sector with FAO, and will lead the newly established Logistics and Emergency Telecommunications sector serving the UNCT. WFP is a key member of other sector groups, including Nutrition and Health; Education; Early Recovery; and Returns, Resettlement and Reintegration.
27. In Darfur, WFP works closely with the UNAMID and receives support in organizing inter-state movements and WFP missions.

OBJECTIVES OF WFP ASSISTANCE

28. This EMOP focuses primarily on WFP Strategic Objective 1 ("Save lives and protect livelihoods in emergencies") and will contribute towards MDGs 1-5.¹² The specific objectives are to:
 - stabilize or improve the nutritional status of IDPs, refugees and other vulnerable groups;
 - improve the food consumption of vulnerable communities and prevent negative coping behaviours through general food distributions or food-for-assets activities; and
 - stabilize enrolment of children at high risk of dropping out from target primary schools.
29. Due to continued population displacement, frequent clashes, susceptibility to drought and limited livelihood activities, the Darfur region remains in a humanitarian crisis,

¹¹ <http://reliefweb.int/report/sudan/sudan-united-nations-and-partners-work-plan-2013>

¹² 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.

characterised by high food insecurity and malnutrition levels consistently above the “critical” threshold. The EMOP will provide life-saving assistance to IDPs and other vulnerable groups, while moving towards asset creation, training and livelihood support through food-for-asset (FFA) activities; school feeding will aim to reduce short-term hunger and stabilize enrolment of children at high risk of dropping out from target primary schools.

30. The Central, Eastern and Three Areas (CETA) region is a mixed zone of conflict and partial recovery. In the border states, the EMOP will meet the food needs of displaced populations and support livelihoods of conflict-affected communities. In central and eastern Sudan, food and nutrition assistance will be targeted to severely food-insecure refugees and resident communities, while seasonal assistance will be provided to vulnerable households through FFA and school feeding will be targeted to children in food-insecure areas.
31. Voucher transfers are currently being implemented in both Darfur and the CETA regions, gradually replacing in-kind food under general food distributions (GFD) and FFA. According to focus group discussions, vouchers are the preferred option for the majority of the beneficiaries. Newly arrived refugees in established camps in eastern Sudan are given the choice between in-kind food and vouchers, with more than 95 percent selecting vouchers. In addition to improving access to food, vouchers: i) enable beneficiaries to purchase locally preferred food items; ii) contribute to a more diversified diet; iii) reduce sales of in-kind food transfers on local markets; and iv) stimulate the local economy and enhance food supply chains in food-deficit areas (particularly in Darfur, where the functioning of markets has been hampered by years of conflict).

BENEFICIARIES AND TARGETING

32. WFP will mainly target conflict-affected populations, including IDPs, refugees,¹³ returnees and host communities. WFP will also support vulnerable food-insecure households among the local population which have been affected by natural disasters, the presence of IDPs, poor agricultural productivity, lack of livelihood opportunities and high food prices. Special attention will be given to specific population groups, such as children 6-59 months, school-aged children and pregnant and lactating women.
33. Targeting is informed by a number of food security and nutrition assessments and will be refined once the findings are available from the comprehensive food security assessments undertaken at the end of 2012. Fifty-four percent of the targeted beneficiaries are female (based on the 2008 census and camp verification findings).

¹³ Refugees in CETA are mostly from Eritrea while those in Darfur are mostly from Chad.

TABLE 1: BENEFICIARIES BY ACTIVITY AND REGION

	CETA			Darfur			Total		
	Vouchers	Food	Total	Vouchers	Food	Total	Vouchers	Food	Total
GFD	15,000	195,000	210,000	526,500	1,677,000	2,203,500	541,500	1,872,000	2,413,500
IDPs	-	107,000	107,000	526,500	770,500	1,297,000	526,500	877,500	1,404,000
Residents	-	38,000	38,000	-	798,500	798,500	-	836,500	836,500
Refugees	15,000	20,000	35,000	-	8,000	8,000	15,000	28,000	43,000
Returnees	-	30,000	30,000	-	100,000	100,000	-	130,000	130,000
FFA/FFT	98,000	229,500	327,500	87,000	969,000	1,056,000	185,000	1,198,500	1,383,500
School feeding	-	463,000	463,000	-	564,500	564,500	-	1,027,500	1,027,500
TSSR	-	-	-	-	243,500	243,500	-	243,500	243,500
IBSFP	-	20,500	20,500	-	135,000	135,000	-	155,500	155,500
TSFP	-	59,000	59,000	-	181,500	181,500	-	240,500	240,500
Total	113,000	967,000	1,080,000	613,500	3,770,500	4,384,000	726,500	4,737,500	5,464,000
Adjusted total*			917,500	-	-	2,719,500	-	-	3,637,000

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

General food distributions – half ration

34. WFP has been assisting IDPs and vulnerable residents in Darfur since the beginning of the conflict and has been providing support to refugees in camps in Darfur and CETA for several years. Regular monitoring and food security assessments confirmed that most of these long-term beneficiaries have other sources of income or food. In order to reduce their dependency on WFP support, WFP will provide half rations to cover the food gaps of these households. While registered IDPs and refugees will be assisted throughout the year, vulnerable and food-insecure residents in Darfur will benefit from WFP targeted support for five months during the lean season (May-September). Assistance will be provided either as in-kind food or vouchers. The verification findings were used to estimate the IDP numbers while beneficiary numbers for seasonal support reflect both a planned reduction from 2012 as well as a shift towards FFA activities. The planned refugee numbers reflect the current number of refugees receiving WFP assistance.

General food distributions – full ration

35. Newly arrived refugees and IDPs or residents recently affected by conflicts rely entirely on WFP assistance and do not have any other resources to sustain themselves. Thus, WFP will provide full GFD rations to recently displaced and vulnerable people in South Kordofan and Blue Nile until they can access other sources of food or income. In Kassala, newly arrived refugees will receive a full GFD ration for three months while they are being registered;¹⁴ they will shift to half-ration GFD afterwards. In Darfur and in the border areas, some returnees will receive a full ration as part of a return package for three months. Planned beneficiary numbers are based on 2012 actual beneficiary figures. For South Kordofan and Blue Nile, beneficiary numbers also include the estimated number of people requiring assistance in areas not yet assessed due to access constraints.

Food for assets

36. WFP will continue to shift gradually from GFD to more targeted FFA addressing short-term food security needs while building infrastructure or capacity. This will in turn increase income (literacy, nurseries, handicrafts) or food production (support to

¹⁴ Most of the refugees arriving in Kassala come from Eritrea. Because they quickly re-establish their livelihoods or move on towards southern Africa, the provision of a full ration is limited to three months.

agriculture/livestock extension services) of targeted vulnerable households. Where feasible and cost-effective, WFP will provide vouchers instead of in-kind food. Beneficiary numbers are based on experience of the 2012 operation, but will be updated using the findings from the recent comprehensive food security assessments in Kassala, North Kordofan, Red Sea states and the Darfur region.

School feeding

37. School feeding provides a platform to channel additional support to school-age children in highly food-insecure areas (CETA) or in communities with a large concentration of IDPs (Darfur). Once access is granted, WFP will support displaced and vulnerable children through school feeding in the conflict-affected South Kordofan and Blue Nile states. WFP support contributes to reduce hunger and stabilize enrolment for primary school children throughout the school year. Through the piloting of a home-grown school feeding project in 2013, WFP will initiate the gradual hand-over of school feeding to the Government in CETA areas. Planned beneficiaries are based on experience from the 2012 EMOP but will be reviewed during 2013 following an in-depth review of school feeding.

Targeted seasonal supplemental ration

38. Because of the high nutritional needs of children, WFP will provide a seasonal (May-September) nutritious food supplement to children 6-59 months in households receiving GFD in Darfur. The aim is to prevent seasonal peaks in acute malnutrition. This activity will be gradually phased down during 2013 as a more comprehensive nutrition approach is launched (see below). Planned beneficiaries are based on the GFD beneficiaries for Darfur.

Integrated blanket supplementary feeding programme

39. High levels of wasting persist even beyond the seasonal peaks in Sudan. In addition, global evidence confirms there are multiple causes of malnutrition and these need to be addressed simultaneously to effectively control undernutrition. A pilot of a multi-sectoral response in CETA region in 2012 significantly reduced acute malnutrition. Based on these results, WFP will support the scale up of an integrated blanket supplementary feeding programme (IBSFP) in Darfur and CETA (Kassala and Red Sea states). The multi-sectoral IBSFP includes the provision of specialised foods to meet the nutrient gap of pregnant and lactating women, and children 6-36 months throughout the year. This is complemented by behaviour change communication for improved feeding practices and greater diet diversity, improved water and sanitation practices and increased use of health care. Areas with a large number of cases of moderate acute malnutrition will be targeted for IBSFP. As IBSFP is scaled-up, targeted seasonal supplementary rations (TSSR) will be phased out.

Targeted supplementary feeding programme

40. Through the targeted supplementary feeding programme (TSFP), WFP will treat children 6-59 months with moderate acute malnutrition (MAM) and malnourished pregnant and lactating women. Age-appropriate nutritious food will be distributed through government and NGO partner health centres throughout the year. Assistance for treatment will be for 90 days, on average. Beneficiary estimates have been adjusted upwards compared with 2012 as the screening and referral process is expected to become more effective through the IBSFP.

Voucher delivery mechanism

41. Based on recent experience in some IDP camps in Darfur showing that vouchers were cost-effective and could stimulate markets, WFP plans to expand voucher transfers under GFD and FFA in 2013. To decide on the transfer modality, market and trader assessments will be carried out to verify that local markets are accessible to beneficiaries and can ensure adequate supply of food to meet the increased demand. A grain-market assessment

is being conducted in South Darfur in December 2012 in preparation for piloting vouchers in the Nyala market, while a year-long collaboration between the Massachusetts Institute of Technology Humanitarian Response Lab and WFP will aim to model Darfur food commodity supply chains. WFP will regularly monitor the impact of voucher transfers on the local economy and markets and will revert to in-kind food assistance should food prices become too volatile.

42. Targeted households will receive monthly (or in some locations bi-monthly) voucher transfers. Vouchers will be distributed by WFP cooperating partners (NGOs, community-based organizations or line ministries) under the supervision of WFP. Each paper voucher will be printed with a serial number and WFP hologram, and colour-coded to reduce the risk of forgery and fraud.
43. Beneficiaries will have a limited time (until the end of the month for which the voucher was distributed) to redeem the vouchers at participating traders and stores. The vouchers will be redeemable for 10-15 locally available foods; a minimum of three commodities has been set to ensure dietary diversity.
44. In 2013, WFP will provide IDP beneficiaries with personalized Smart Cards that store biometric information (fingerprints)¹⁵ of the beneficiary and their families' identity, as well as their ration entitlement. The Smart Cards will replace the temporary ration cards, and the biometric verification will ensure that the rations are provided to the legitimate beneficiaries. The Smart Cards will form the basis of WFP's transition from paper vouchers to electronic vouchers (e-vouchers). WFP Sudan is one of the pilot countries for WFP's interim corporate solution for electronic vouchers. The software is expected to be ready for field-testing in early 2013, replacing paper vouchers for some IDPs in North Darfur.

NUTRITIONAL CONSIDERATIONS AND RATIONS AND VALUE OF VOUCHER TRANSFERS

45. Local food habits and past experience have been taken into consideration in the design of the rations. The main staples are sorghum and millet. In pastoral areas, more meat and milk are consumed, with fruits and vegetables a relatively minor part of the diet. The rations' size and composition may be adjusted during the year, based on the findings from the food security monitoring system (FSMS) and other food security assessments.
46. The GFD ration differs depending on the target group: IDPs in Darfur receive a 50 percent ration providing 1,024 kcal/person/day because FSMS monitoring results indicate that IDPs have access to other sources of food and income. The ration may be adjusted after the camp profiling exercise is completed.¹⁶ Beneficiaries in conflict-affected areas in CETA and newly arrived refugees initially receive full GFD rations, which will be adjusted based on food security assessments. For other activities, rations are based on the severity of food insecurity and seasonal considerations (see Table 2).

¹⁵ Individual-level biometric data registration of all IDPs in Darfur has been an ongoing exercise between WFP and IOM since 2005. The exercise and handover of the database will be finalized in 2012.

¹⁶ Will provide information for tailoring rations based on household composition and vulnerability.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY

Commodity	(g/person/day)						
	GFD	GFD (full)	FFA/FFT	School feeding	TSSR	IBSFP	TSFP
Cereals	270	475	450	100	-	-	-
Pulses	30	60	30	20	-	-	-
Vegetable oil	-	30	-	15	20	10	-
Salt	-	10	-	5	-	-	-
Super Cereal with sugar	-	-	-	-	140	120	-
Super Cereal Plus	-	-	-	-	-	-	200
Dried skim milk	-	-	-	-	20	-	-
<i>Total g/person/day</i>	<i>300</i>	<i>575</i>	<i>480</i>	<i>140</i>	<i>180</i>	<i>130</i>	<i>200</i>
<i>Total kcal/day</i>	<i>1,024</i>	<i>2,058</i>	<i>1,608</i>	<i>535</i>	<i>781</i>	<i>546</i>	<i>820</i>
<i>Kcal from protein</i>	<i>14%</i>	<i>13%</i>	<i>14%</i>	<i>11%</i>	<i>37%</i>	<i>26%</i>	<i>16%</i>
<i>Kcal from fat</i>	<i>8%</i>	<i>20%</i>	<i>8%</i>	<i>31%</i>	<i>55%</i>	<i>36%</i>	<i>20%</i>
Feeding days/person/year	IDPs 365 Residents 150	South Kordofan 365 Others 90	90-120	180	150	365	90
Voucher transfers ¹⁷	26-33	60	FFA 100 FFT 170	-	-	-	-

47. The IBSFP ration consists of Super Cereal with sugar and vegetable oil,¹⁸ while TSSR uses Super Cereal with sugar, vegetable oil and dried skim milk. TSFP uses Super Cereal Plus, which was recently approved by the Government; the product will be imported until it can be produced locally by mid-2013.

48. The voucher transfer value is equivalent to the food ration basket for GFD or FFA based on local market prices. Hence, the transfer value may vary from one area to another depending on local prices. WFP will monitor market prices monthly and may adjust the voucher transfer if prices fluctuate by more than 10 percent. Should market prices become too volatile, WFP may revert to in-kind food assistance. The voucher transfer value for FFA corresponds to approximately 75-80 percent of the daily rural wage rate.

¹⁷ In Sudanese Pounds; GFD is per person per month; FFA/FFT is per household per month.

¹⁸ Animal protein is not included in the IBSFP ration: (i) WFP's comprehensive food security assessment and IBSFP assessment data shows that two-thirds of children over 6 months receive milk daily; (ii) Super Cereal, oil and sugar are mixed at community centres, where hygiene conditions for the use of milk powder would be difficult to ensure; (iii) the long-term plan is that Super Cereal will be replaced with household-produced complementary food as part of the phase out strategy.

TABLE 3: FOOD AND VOUCHER REQUIREMENTS BY ACTIVITY AND REGION (mt/US\$)

Activity	CETA		Darfur		Total	
	Cash (US\$)	Food (mt)	Cash (US\$)	Food (mt)	Cash (US\$)	Food (mt)
GFD		29,760	19,200,824	155,962	19,200,824	185,722
IDPs		18,618		101,197		119,815
Residents		6,765		43,106		49,871
Refugees	1,888,112	1,732		859	1,888,112	2,591
Returnees		2,645		10,800		13,445
FFA/FFT	1,356,608	7,859	4,754,706	26,572	6,111,314	34,431
School feeding		12,371		14,987		27,358
TSFP		1,794		5,447		7,241
IBSFP		963		6,329		7,292
TSSR		0		7,888		7,888
TOTAL	3,244,720	52,747	23,955,530	217,185	27,200,250	269,932

IMPLEMENTATION ARRANGEMENTS

Participation

49. GFD beneficiaries are involved through food management committees, with women well-represented.¹⁹ Communities targeted through FFA will identify the most food-insecure households - based on criteria agreed with WFP and partners - and select appropriate activities. WFP and partners will conduct regular sensitisation campaign to ensure that beneficiaries and community leaders are aware of the objectives of WFP assistance, eligibility criteria, and entitlements.

Partners and capacities

50. In Darfur, WFP partners with major international and national NGOs and is expanding its partnerships with community-based organizations (CBOs). In CETA, WFP mainly works with government ministries, national NGOs and CBOs. Long-term partnerships with international NGOs and regular coordination meetings have contributed to effective collaboration. In areas where partners are not available or lack capacity, WFP will implement activities directly. International NGOs also provide technical support and capacity development to national NGOs and CBOs.

Procurement

51. In 2011-12, as local prices became competitive, WFP resumed limited local purchases of cereals (32,000 mt of sorghum in 2011 and 4,000 mt of sorghum and 1,400 mt of iodized salt in 2012). Good harvest prospects may offer an opportunity to increase local and regional procurement in 2013. WFP also foresees the start of local production of Super Cereal Plus.

¹⁹ Women are represented in all of the community committees where WFP operates and play essential roles in food distribution and communications within the community. In addition, women in Darfur can now become sheikhs (community leaders) in the camps, which is traditionally a role reserved for men.

Logistics

52. Port Sudan is the main port for imported food. Food is moved by road and rail to WFP's main logistics hubs in Khartoum and El Obeid (intermediate or central warehouses) prior to onward dispatch to WFP's extended delivery points (EDPs) in Darfur, South Kordofan and Blue Nile states. Tertiary transport then takes food to the final delivery points.
53. 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 in Port Sudan in 2013. Requirements for conventional storage facilities in Khartoum and El Obeid will remain the same. WFP's hub in Kosti (White Nile) was closed in 2012 due to the closure of the river corridor to South Sudan. Unless this corridor is re-opened, destinations will be served from Port Sudan or Khartoum directly.
54. Commercial transporters carry out primary deliveries from the port to the logistics hubs, as well as secondary deliveries from logistics hubs to EDPs. Since mid-2009, direct transport from intermediate or central warehouses to final delivery points in Darfur has also been used, reducing both transit time and logistics costs. Tertiary deliveries, from EDPs onwards, are mainly through local commercial transporters. Higher prices demanded by commercial transporters due to inflation and the overall deterioration of the economic situation have contributed to increased logistics costs.
55. In areas where local transport capacity does not exist or is inadequate, WFP delivers food itself. WFP has a fleet of over 100 trucks deployed in El Obeid and Darfur, and is to augment its capacity through procurement or leasing of an additional 30 trucks. When surplus capacity is available, the fleet service will also be offered to humanitarian agencies at cost plus a management fee.
56. WFP Sudan will assist WFP's operations in the landlocked countries of Chad, South Sudan and Ethiopia with transit cargo originating from Port Sudan on a cost-recovery basis. WFP will also provide logistics services to humanitarian partners and United Nations agencies on the same basis, and will maintain logistics coordination and technical advisory capacity as part of the Sudan United Nations and Partners Work Plan 2013 for humanitarian assistance. In the case of expanded relief operations in South Kordofan and access to Blue Nile, WFP will initiate common logistics services as Logistics Sector lead through a WFP special operation.

PERFORMANCE MONITORING

57. Standard monitoring tools developed by WFP Sudan will be used for monitoring. Data from the field will be entered and analysed by a team of monitoring and evaluation (M&E) specialists. Monthly reports will summarize monitoring information and generate key recommendations for appropriate actions. They will be consolidated into quarterly reports.
58. Information for outcome and output indicators will be collected by WFP and partners through several mechanisms. The actual number of beneficiaries receiving WFP food or vouchers as well as the quantities of food and vouchers being distributed will be derived from cooperating partners' distributions reports. GAM prevalence will be measured using weight-for-height or mid-upper arm circumference (MUAC) data from nutritional surveys. Household food consumption will be regularly assessed through the FSMS. TSFP data will be provided through quarterly reporting by cooperating partners. The impact of school feeding will be evaluated using information collected during monitoring visits, complemented by secondary data from the Ministry of Education.

59. WFP field monitors will ensure data quality and integrity, gathering feedback directly from beneficiaries during on-site food distribution monitoring, food basket monitoring and post-distribution monitoring. To the extent possible, every distribution in accessible areas will be monitored by WFP or international partners. Where accessibility is limited due to security constraints, no distributions are expected. In 2013, WFP will be rolling out the corporate monitoring and evaluation tool (COMET) to facilitate food distribution monitoring, track food management and enable systematic and timely reconciliation of planned and actual distributions to ensure accountability.
60. Where possible, WFP will develop the capacity of partners (government counterparts, CBOs and NGOs) to collect information and monitor the implementation of activities.

HAND-OVER STRATEGY

61. WFP's longer-term strategy in Sudan aims to increase the food assistance management capacity of the Government, with plans to expand the training and technical support provided to government stakeholders. However, handover to the Government is not anticipated in 2013.
62. WFP will continue to transition from GFD to more targeted early recovery activities such as FFA and school feeding in Darfur. Voucher transfers will be scaled up to further stimulate markets and empower long-term beneficiaries.
63. WFP will also expand Safe Access to Firewood and Alternative Energy (SAFE) activities in the Darfur region, building on the successful experience in North Darfur.²⁰ SAFE activities have become a platform for early recovery activities directly aimed at increasing local production and income, facilitating knowledge-transfer through training and on-the-job implementation, and stimulating markets.

RISK MANAGEMENT

64. WFP will continue to strengthen partnerships at federal and state levels for food security and price monitoring systems in order to track food security trends more closely. Continued dialogue with other government partners will help ensure safe access for WFP to meet the needs of displaced populations and those affected by conflict.
65. WFP will update the risk register for 2013 and will regularly monitor the status of mitigation actions. Due to the dynamic nature of the operation, risk management takes place on a daily basis. WFP will implement the new emergency preparedness and response package in early-2013.
66. WFP will maintain a continuous dialogue with the Government and transport companies to ensure that escorts are available to keep food and non-food items moving in Darfur and the border states, and will continue to pre-position food in remote areas in anticipation of the rainy season and other challenges to internal mobility.
67. To ensure that the EMOP will have adequate numbers of experienced partners to implement programmes, WFP will continue to build capacity of CBOs and engage with international NGOs to expand their mentoring programmes to these local partners.

²⁰ SAFE was piloted in North Darfur providing a comprehensive approach for safe access to firewood through a series of targeted activities focusing on protection, livelihoods and the environment.

68. The implementation of e-vouchers and electronic ration cards will reduce the risk of voucher counterfeiting and ensure that beneficiaries receive their full entitlement by providing real-time monitoring of the use of vouchers with the traders.
69. WFP will maintain close dialogue with beneficiaries to respond to feedback and sensitise them to changes or new elements of the programme, in particular as the response strategy shifts gradually towards early recovery. Regular partner and donor meetings will also enhance communications about WFP's operations in Sudan, reduce reputational risk, and help to keep the funding prospects strong for the food pipeline.

Security Risk Management

Darfur

70. In Darfur, security has been affected by renewed armed clashes and an increasing trend of criminality. In addition, economic issues and resource-based conflicts, if not addressed properly, are likely to trigger additional fighting and exacerbate a general deterioration of the security environment. Security along the main supply routes to Darfur remains a major concern. Incidents of fighting, highway robbery, truck carjacking and ethnic conflict have affected food deliveries by road. Serious security incidents in 2012 included the kidnapping of a WFP staff member and driver in March and the looting of WFP's Kutum field office (North Darfur) in August.
71. WFP decides on access and routes for transit through insecure areas in consultation with the United Nations security network and state and local authorities. The continued need for security escorts not only increases logistics costs but also affects transit time. As a result of conflict and government financial austerity measures, the Government has reduced the availability of armed escorts for food convoys. WFP will liaise with UNAMID and relevant government authorities to address this issue.

CETA

72. In Khartoum and in central Sudan, security has remained stable. The situation in North Kordofan is being closely assessed, as the deteriorating security in neighbouring states may spill over.
73. In eastern Sudan, and on the borders with Eritrea and Ethiopia, security has remained calm despite the resurgence of violent demonstrations in some cities. Light weapons are still widely present, and an armed opposition group that signed a separate 2006 peace agreement with the Government is still present and active. WFP programmes in this area could be affected by possible renewal of economically or politically-driven clashes.
74. The Government of Sudan's acceptance of the Tripartite Agreement to allow access and provision of humanitarian assistance to war-affected civilians in South Kordofan and Blue Nile states – while long-awaited and welcomed – still leaves significant security issues to be addressed. WFP's operations in South Kordofan and Blue Nile states have been affected by limited access to conflict-affected areas, and lack of information on the security and humanitarian situation. WFP suspended activities in South Kordofan in late-2011 and resumed assistance only in April 2012.
75. The security situation in the Abyei area has remained generally stable following the deployment of the United Nations Interim Security Force for Abyei, which has allowed the return of United Nations agencies in December 2011.

Mitigation

76. Considering the overall security situation in Sudan, and the long-term presence in areas such as South Kordofan, Blue Nile and Darfur, where the United Nations security levels stand at level 4 ("substantial") or 5 ("high"), WFP has deployed additional security officers in its operational areas in 2012. With expanded operations in the Three Areas

expected in 2013, an additional international security officer, fully dedicated to this operation, will be required.

77. While all 17 WFP offices in Sudan (including Abyei, which is a United Nations common compound managed by UNDP) are compliant with the minimum operating security standards (MOSS), some maintenance works are planned in 2013 in order to maintain compliance.

78. In line with these physical measures, mandatory Safe and Secure Approach to the Field Environment (SSAFE) training will continue to be conducted in coordination with UNAMID for WFP staff members assigned in Darfur. WFP will also continue to organise basic and advanced first aid training for all staff.

RECOMMENDATION

79. The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation (Sudan 200457).

APPROVAL

.....
Ertharin Cousin
Executive Director
United Nations World Food Programme

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

Date:

Date:.....

PROJECT COST BREAKDOWN			
Food	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	217 485	74 247 420	
Pulses	24 511	19 988 110	
Oil and fats	5 584	8 833 888	
Mixed and blended food	20 108	16 560 350	
Others	2 244	2 432 184	
Total food	269 932	122 061 952	
Cash transfers		0	
Voucher transfers		27 200 250	
Subtotal food and transfers			149 262 202
External transport			22 132 041
Landside transport, storage and handling			89 650 152
Other direct operational costs			18 417 121
Direct support costs (see Annex I-B)			56 611 940
Total WFP direct costs			336 073 456
Indirect support costs (7 percent)			23 525 142
TOTAL WFP COSTS			359 598 598

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	15 209 433
International general service staff	00 000
Local staff - national officers	4 097 178
Local staff - general service	4 093 877
Local staff - temporary assistance	11 238 223
Local staff - overtime	264 976
Hazard pay and hardship allowance	1 889 583
International consultants	1 491 033
Local consultants	43 526
United Nations Volunteers	136 000
Commercial consultancy services	00 000
Staff duty travel	2 549 551
Subtotal	41 013 380
Recurring expenses	
Rental of facility	1 582 463
Utilities general	563 555
Office supplies and other consumables	843 005
Communications and IT services	2 752 587
Equipment repair and maintenance	590 127
Vehicle running cost and maintenance	1 468 822
Office set-up and repairs	4 622 582
UN organization services	550 000
Subtotal	12 973 141
Equipment and capital costs	
Vehicle leasing	795 600
TC/IT equipment	544 363
Local security costs	1 285 456
Subtotal	2 625 419
TOTAL DIRECT SUPPORT COSTS	56 611 940

ANNEX II: LOGICAL FRAMEWORK

Strategic Objective 1: Save lives and protect livelihoods in emergencies

Results	Performance indicators	Assumptions
<p>Outcome 1: Reduced (TSFP) or stabilized (TSSR) acute malnutrition among children under-5 in targeted and emergency-affected populations</p>	<ul style="list-style-type: none"> ➤ Prevalence of moderate acute malnutrition among children under 5 (weight-for-height or MUAC) Baseline: 23.5% (August 2012) Target overall: Darfur <15% for at least 80% of the targeted beneficiaries by end of 2013 <i>Data source:</i> nutrition surveys ➤ TSFP recovery rate (%) ➤ TSFP death rate (%) Baseline: TSFP recovery rate 90% and death rate <1%. Target: TSFP recovery rate >= 90% and death rate <1% <i>Data Source:</i> cooperating partners' reports 	<ul style="list-style-type: none"> ➤ Conflict in Darfur and Three Areas resulting do not reduce access and additional displacement ➤ Supply routes in Darfur and Three Areas remain open ➤ Political stability and implementation of the CPA ➤ Adequate qualified partners available to support WFP interventions ➤ Other basic needs are met (water, sanitation, health, education, protection, etc) which will influence nutritional outcomes ➤ Specialized United Nations agencies will provide necessary outcome data based on their mandate

<p>Outcome 2: Improved nutritional status of pregnant/lactating women and children 6 to 36 months of age through nutritional food supplement and improved feeding practices</p>	<ul style="list-style-type: none"> ➤ Proportion of children aged 6-8 months receiving weaning food 2-3 times a day Baseline: 59% Target: 80% <i>Data Source:</i> WFP monitoring and ad hoc surveys ➤ Prevalence of acute malnutrition among IBSFP beneficiaries Baseline: 18.8 % (August 2011) Target: <10% <i>Data Source:</i> WFP monitoring and ad hoc surveys 	<ul style="list-style-type: none"> ➤ Other basic needs are met (water, sanitation, health, education, protection, etc) which will influence nutritional outcomes.
<p>Outcome 3: Improved food consumption over assistance period for targeted households</p>	<ul style="list-style-type: none"> ➤ Household food consumption score (FCS) Baseline: Food Security Monitoring System (FSMS) data from December 2012 Target: More than 90% of the targeted beneficiaries will have FCS at or above 28 (borderline and acceptable) during the period of assistance <i>Data Source:</i> WFP FSMS 	<ul style="list-style-type: none"> ➤ WFP and partners have sufficient access and capacity to conduct assessments, surveys, impact studies for appropriate and timely monitoring and evaluation
<p>Outcome 4 Stabilized enrollment of girls and boys at high risk of dropping-out from target primary schools</p>	<ul style="list-style-type: none"> ➤ Retention rate Baseline: 96% (December 2011) Target: Retention rate met for 70% of the schools <i>Data Source:</i> Ministry of Education (Secondary data); WFP sample monitoring visits 	<ul style="list-style-type: none"> ➤ Qualified partners available to support WFP interventions

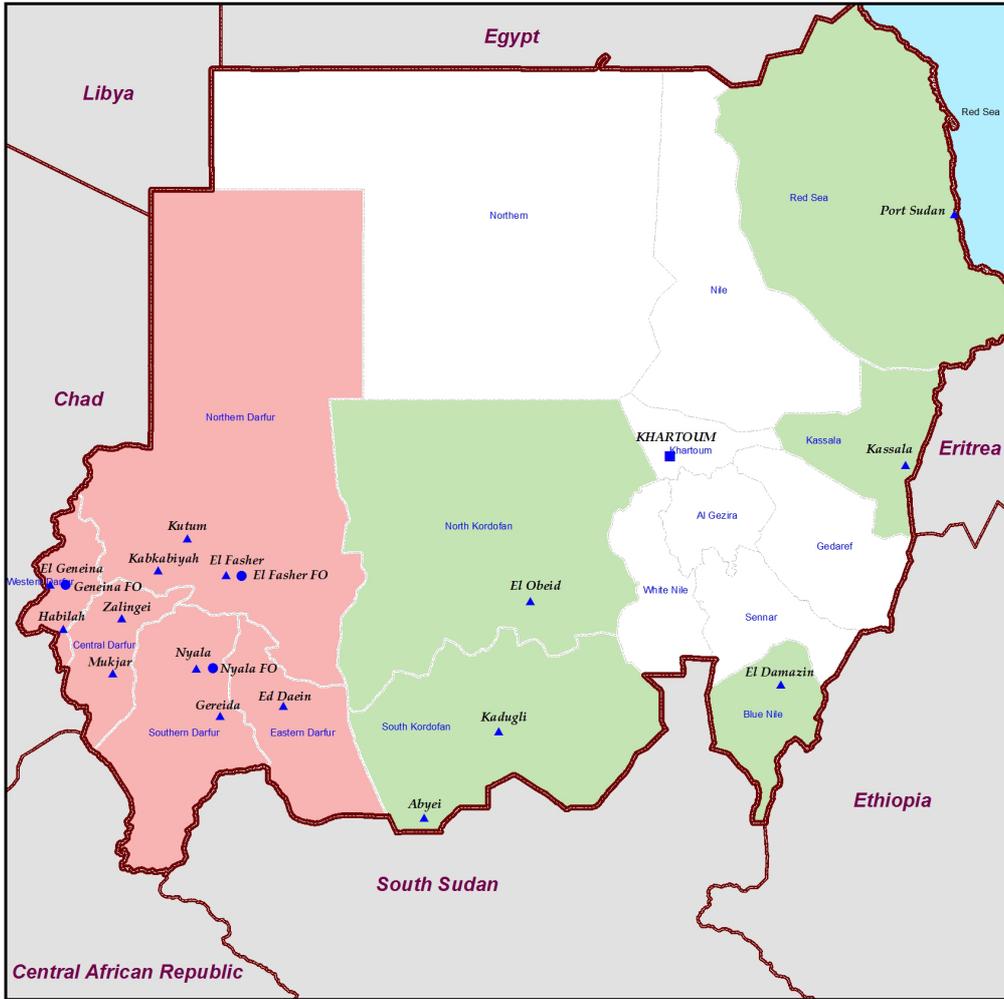
<p>Output 1.1 GFD Food and non-food items, and vouchers distributed in sufficient quantity and quality to conflict/disaster-affected IDPs, residents and refugees under secure conditions (CETA & Darfur)</p>	<ul style="list-style-type: none"> ➤ Actual beneficiaries receiving WFP food assistance through 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) as a percentage of the plan distributions ➤ Energy content of food distributed (kcal/person/day) ➤ Number of days rations were provided ➤ Number of beneficiaries receiving vouchers ➤ Number of women/men collecting vouchers ➤ Total cash equivalent of food redeemed through vouchers ➤ Total monetary value of vouchers distributed ➤ Number of security incidents 	<ul style="list-style-type: none"> ➤ No pipeline breaks (food commodities, cash) ➤ Vouchers are not counterfeited ➤ Traders provide prescribed food to voucher beneficiaries ➤ Food items, complementary non-food items, materials and trained staff provided by relevant/concerned partners
<p>Output 2.1 Supplementary feeding rations distributed in sufficient quantity and quality to pregnant/lactating women and children 6 to 36 months of age under secure conditions (CETA & Darfur)</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 ➤ Energy content if food distributed (kcal/person/day) ➤ Number of beneficiaries/caregivers who received messages/ training on health and nutrition 	<ul style="list-style-type: none"> ➤ Food items, complementary non-food items, materials and trained staff provided by relevant/concerned partners

<p>Output 3.1 FFA rations (in-kind or vouchers) provided to returnees, IDPs and food-insecure residents (CETA & Darfur)</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 ➤ Actual participants in FFA activities by sex ➤ Number of assisted communities with improved physical infrastructures to mitigate the impact of shocks, in place as a result of project assistance ➤ Number of households who received fuel efficient stoves ➤ Number of excavated community water ponds for domestic uses constructed (3000-15,000 cubic metres) ➤ Number of beneficiaries receiving vouchers ➤ Number of women/men collecting vouchers ➤ Total cash equivalent of food redeemed through vouchers ➤ Total monetary value of vouchers distributed ➤ Number of training sessions for beneficiaries carried out (health and nutrition) ➤ Number of training sessions for beneficiaries carried out (livelihood-support/agriculture & farming/income generating activities) 	<ul style="list-style-type: none"> ➤ No pipeline breaks ➤ Government's capacity to clear goods in a timely manner ➤ UNAMID and host nation escorts for WFP food transport available and sufficient ➤ WFP and partners have the appropriate capacity to support local communities and to monitor FFA projects ➤ Adequate and timely resources are available
<p>Output 4.1 Provision of daily on-site school meals through school feeding to improve access to education for school children in WFP-assisted schools</p>	<ul style="list-style-type: none"> ➤ Kcal transferred to school children (kcal/child/day) ➤ Number of feeding days as % of actual school days ➤ Number of primary school children assisted by WFP against the plan, disaggregated by sex ➤ Number of primary schools assisted by WFP against the plan ➤ Actual tonnage of food distributed as on-site school meals against the planned distributions and by commodity type 	<ul style="list-style-type: none"> ➤ No food pipeline breaks ➤ Adequate partners ➤ Adequate and uninterrupted food commodity pipeline in place ➤ Food items, complementary non-food items, materials and trained staff provided by relevant/concerned partners

ANNEX III - MAP



WFP Sudan Operational Areas 2013



WFP Sudan Offices		WFP Sudan Operation				
■	Country Office		Central and East (CETA)			Red Sea
●	Area Office		Darfur			International Boundaries
▲	Field Office					

ACRONYMS

CBO	community-based organization
CETA	Central, Eastern, and Three Areas
COMET	corporate monitoring and evaluation tool
CPA	Comprehensive Peace Agreement
DDPD	Doha Document for Peace in Darfur
EDP	extended delivery point
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
FFW	food for work
FSMS	food security monitoring system
GAM	global acute malnutrition
GFD	general food distribution
HAC	Humanitarian Aid Commission
IBSFP	integrated blanket supplementary feeding programme
IDP	internally displaced person
IMF	International Monetary Fund
IOM	International Organization for Migration
LTSH	landside, transport, storage and handling
MDG	Millennium Development Goal
M&E	monitoring and evaluation
MoA	Ministry of Agriculture
MoH	Ministry of Health
MOSS	minimum operating security standards
MUAC	mid-upper arm circumference
NGO	non-governmental organization
SAFE	Safe Access to Firewood and Alternative Energy
SHHS	Sudan Household Health Survey
SSAFE	Safe and Secure Approach to the Field Environment
TSFP	targeted supplementary feeding programme
TSSR	targeted seasonal supplementary rations
UNAMID	United Nations Mission in Darfur
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization