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**SPR Reading Guidance**



# Provision of Humanitarian Air Services in South Sudan

## Standard Project Report 2017

World Food Programme in South Sudan, Republic of (SS)



**World Food Programme**

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# Country Context and WFP Objectives



## Achievements at Country Level

The year 2017 saw a dramatic worsening of the food security and nutrition situation in South Sudan which, along with the expansion of conflict and the continuous degradation of the economy, brought substantial challenges to WFP’s operations in the country.

Despite the hostile working environment, WFP managed to adapt its intervention to the emerging needs and overcome access constraints in order to provide life-saving assistance to the affected populations, reaching 800,000 more beneficiaries than in 2016. WFP exceeded the planned coverage for 2017 by 700,000 beneficiaries, which added up to over 4.8 million total people assisted during the year, the highest number of people served by WFP since the country’s independence. In 2017, WFP transferred approximately 270,000 mt of food commodities. Cash-based transfers were valued at USD 32 million, which represent an increase of 19 million from 2016.

To address the projected famine in three counties of the Unity state [1], WFP managed to scale up its operations timely and substantially. WFP deployed 36 Integrated Rapid Response Mechanism (IRRM) missions, adapted distribution cycles to provide more frequent relief and nutrition assistance and was successful in maintaining strong coordination and communication with stakeholders. WFP assisted over 400,000 beneficiaries in Unity state through the IRRM during the five-month response, which was about 23 percent of IRRM’s total assisted beneficiaries in 2017.

WFP progressed in its efforts to increase programme efficiency by better targeting its beneficiaries through biometrics registrations, registering over 200,000 people in 2017. WFP assessments were particularly useful in supporting programme targeting and resource prioritization, including the integration of protection and gender

analyses to minimize the risk of exposure of beneficiaries to gender-based violence. The country office led and supported a range of food and nutrition studies to support strategy development and decision making, including the inter-agency Food Security and Nutrition Monitoring Survey (FSNMS), Integrated Phase Classification (IPC) reports, the Integrated Food and Nutrition Security Causal Analysis (IFANSCA), market assessments, urban food security assessments and other ad hoc studies.

WFP successfully worked across both emergency and development spheres and made efforts to transition from emergency response to resilience building activities in relatively stable areas, in order to promote the development of beneficiaries' skills for long-term sustainability of livelihoods. To this regard, WFP explored the potential advantages of safety nets using the conditional food distribution modality, whereby participants receive food or cash in exchange of their involvement in livelihood-related activities. Specially households with malnourished children and/or pregnant and lactating women, as well as those headed by children or vulnerable people both in urban and rural areas, have benefited from the initiative thus far.

In 2017 WFP increased focus on community structures and mechanisms of information and accountability, with a special focus to identify and address female and vulnerable beneficiaries' needs. WFP strengthened the presence of Project Management Committees (PMCs) and successfully implemented a Complaints and Feedback Mechanism (CFM). PMCs proved to be a key channel in many locations to consult affected populations and provide them with information and feedback, while the expansion of the CFM complemented already existing helpdesks and strengthened two-way communication with affected populations. The data collected through the CFM provided key information on the impact of food assistance on women, men, boys and girls, on context-specific protection risks and on gender dynamics related to food assistance in South Sudan.

WFP also provided leadership on the implementation of humanitarian principles in South Sudan, engaging in access negotiations with all parties of the conflict and opening up humanitarian space. In 2017 WFP negotiated humanitarian access in previously inaccessible areas and successfully opened two road corridors in the north and a river corridor from Renk to Malakal, thus contributing to the safe and unhindered movement of WFP and partners' staff and assets across the country.

[1] The designations employed in this document do not imply the expression of any opinion on the part of WFP concerning the legal or constitutional status of any county or state of South Sudan nor concerning the delimitation of its frontiers or boundaries.

## Country Context and Response of the Government

The Republic of South Sudan achieved independence from Sudan on 9 July 2011, becoming the world's youngest country. Since that time supporters of President Salva Kiir and Vice President Riek Machar have been involved in a power struggle which in 2013 led the country into outright civil war.

Until now, conflict has continued unabated, despite a major peace initiative in 2015 known as the "Agreement on the Resolution of Conflict in the Republic South Sudan (ARCSS)" and several peace initiatives and forums. Since ARCISS unraveled in July 2016 the civil war has spread to previously unaffected areas like Greater Equatoria and the Greater Bahr El Ghazal regions.

The last attempt to end hostilities via the High-Level Revitalization Forum (HLRF), led by the Inter-Governmental Authority on Development (IGAD), has led to a greater level of restraint among the parties, but there have been numerous violations of the cessation of hostilities (CoH) agreement.

Deep rooted ethnic tensions and a lack of formal institutions have contributed to the creation of violent and sustained conflict, reinforcing institutional weakness while also causing a dramatic deterioration in physical security, food security, and economic conditions in the country, with South Sudan standing the 181 out of 188 countries in the Human Development Index rank [2]. Despite its vast arable land and exploitable natural resources, the lack of infrastructure and economic setup have sunk the country in an economic crisis which impedes sustainable progress towards humanitarian and development objectives. The South Sudanese pound (SSP) has depreciated with historical low values in 2017, causing an adverse impact on household purchasing power and consequent food insecurity, while food prices have continued to rise exorbitantly [3]. The South Sudanese population relies mostly on smallholder production and pastoralist work, with little formal employment available.

Societal and cultural norms, along with decades of violence, drive gender inequalities and discrimination in South Sudan. Men control most productive assets and decision-making powers, domestic violence is common and adolescent girls are often married into polygamous unions with adult men. The population is very young and on average 48.6 percent of the heads of household are women with an average household size of 7.1 members [4]. Maternal mortality is the highest in sub-Saharan Africa, and 80 percent of women are illiterate. Conflict,



displacement and food insecurity affect women, girls, men and boys differently, and gender-based violence and forced recruitment of boys into military forces are common incidents countrywide.

The geographic expansion of conflict and insecurity in 2016 has caused deterioration in access to education, with the Greater Upper Nile being the most affected region of the country. Numerous education facilities have been occupied and few teachers are available to support the temporary learning spaces. By the end of 2017, 1.3 million children were at risk of dropping out of school, with similar drop-out rates for girls and boys [5].

The conflict situation has driven 2 million people to flee the country, 85 percent of whom are women and children; 1.9 million people have resettled within the country [6], including over 200,000 of people who live in United Nations protection of civilian (POC) sites. South Sudan is also home for over 274,000 refugees, mostly from Sudan [7].

The food insecurity and malnutrition status in the country reached unprecedented levels in February 2017. Famine was declared in Leer and Mayendit counties and projected in Koch, in Central Unity state, where 100,000 people were facing Humanitarian Catastrophe (IPC Phase 5) [8]. In August, the number of severely food insecure people reached 6 million South Sudanese [9]— half of the country's population —at the peak of the lean season. Despite no national survey has been conducted in the country since independence, county-level surveys conducted in 2017 reported how Global Acute Malnutrition (GAM) rates had exceeded the emergency threshold in nine of out the ten states, where more than 15 percent of children aged 6-59 months (1.1 million children) were acutely malnourished [10].

By September 2017, all the three Greater regions of South Sudan included populations in Humanitarian Catastrophe [9] and by December 4.8 million people were estimated to be facing severe food insecurity, the highest level of food insecurity during the harvest season since the IPC analysis started in 2008. The anticipated start of the lean season is expected to push 5.1 million people to severe food insecurity in the period January-March 2018.

The progressive deterioration of the nutrition situation in South Sudan can be attributed to various synergistic factors, including the rising food insecurity, poor infant and young child feeding practices, the limited access to safe water and sanitation, and the increasing food prices, all associated with the ongoing and spreading conflict. Along with food insecurity and malnutrition, susceptibility to disease and poor access to health services has kept high numbers of cases of HIV, TB, malaria, diarrhoea, cholera, kala-azar and measles.

The strategy of the Government is built on the "Vision 2040" framework, a wide strategic approach encompassing medium and long-term plans. The Vision, initially pursued through the South Sudan Development Plan (2011-2016), will be continued with a new three-year National Development Strategy (NDS), currently being drafted by the Government in collaboration with WFP and other UN agencies.

South Sudan started in 2017 the Sustainable Development Goals (SDGs) nationalisation process, which feeds into the NDS and aspires to align the country's humanitarian and development objectives with the SDGs. The two main areas of action prioritised by the Government fall within SDG 16 on peace, justice and strong institutions and SDG 2 on zero hunger.

For the humanitarian agenda, both the Government and opposition have established separate bodies for addressing humanitarian priorities, each of which have developed their own strategy, primarily focused on developing a national framework for returns, resettlement, and reintegration.

The Government, at the national and state-level, has coordinated with several UN agencies and other partners for the development of public policies and for capacity strengthening of its institutions. Initiatives like the Scaling-Up Nutrition (SUN) and the active chairing of the National Forum on Early Warning Systems, as well as the commitment to develop School Feeding and Girls Schooling Strategies, reflect the Government's commitment to collaborate for the improvement of its people's living conditions.

However, further enhancement of the Government's capacities and strategic coordination with the humanitarian community will be required to keep up with the increasing needs of a population in the midst of a civil war.

[2] Estimated population in 2017 13 million (CIA 2017); 64 ethno-linguistic groups (the largest being Dinka, 36 percent, and Nuer, 16 percent) (UNDP 2017 and CIA 2017); Population age structure 65 percent under 25 years (CIA 2017); Per capita income USD 1085 (UNDP 2017); Population below national poverty line 50.6 percent (UNDP 2015); Life expectancy at birth 56 years (UNESCO 2017); Infant Mortality Rate in 62.8 deaths/1,000 live births (CIA 2017); 1 in 7 women die in childbirth (UNDP 2017); Mean years of schooling 5.4 years (UNDP 2015); 80 percent of women are illiterate (UNESCO 2017); Military expenditure 10.93 percent of 2015 GDP; Health expenditure 2.7 percent of 2014 GDP (CIA 2017); Education expenditure 1.81 of 2016 GDP (UNESCO 2017).

[3] South Sudan Market Price Monitoring Bulletin November 2017 (WFP 2017).

[4] FSNMS December 2017.

[5] UNICEF, 2017.

- [6] South Sudan Situation Regional Update (UNHCR 2017).
- [7] OCHA 2017.
- [8] Integrated Food Security Phase Classification - January 2017 (WFP 2017).
- [9] Integrated Food Security Phase Classification - September 2017 (WFP 2017).
- [10] South Sudan Food Security and Nutrition Monitoring Bulletin - Round 20 (WFP 2017).

## WFP Objectives and Strategic Coordination

WFP's interventions during 2017 have been performed under an emergency operation (EMOP) and a protracted relief and recovery operation (PRRO), following previous years' structure. Three special operations (SOs), on logistics, air service and feeder roads support, completed WFP's operational plan. The five operations have been implemented across the whole country, unlike in 2016 where the EMOP focused on the Greater Upper Nile region while the PRRO covered the rest of the country.

During 2017, the EMOP (200859) aimed to provide conditional and unconditional emergency food assistance to people affected by conflict and food insecurity, as well as prevention and treatment of moderate acute malnutrition (MAM) and institutional feeding for people living with HIV, tuberculosis or kala-azar.

WFP performed relief and recovery interventions under the PRRO (200572) for the restoration of livelihoods and household resilience and the promotion of access to education, particularly for girls, as they suffer greater limitations in access to continued education. Activities included unconditional food and cash-based assistance; school meals; food assistance for assets; support to small-holder farmers; prevention and treatment of MAM for refugees; and capacity strengthening activities to reinforce government's capacities to address food insecurity.

Through special operation 200778, WFP continued to lead the logistics cluster, providing a coordinated response to the increasing logistic needs of the humanitarian community. The special operation 200379 focused on the construction and maintenance of feeder roads to advance the country's limited transport infrastructure, while the special operation 201029 allowed WFP to support the UN Humanitarian Air Service (UNHAS) for the provision of air access to humanitarian actors.

Starting 2018, WFP South Sudan will translate its projects into a three-year Interim Country Strategic Plan (ICSP), which will allow WFP to better integrate its contributions to the country and establish a direct link between resources and results, in alignment with the 2030 Agenda.

With its presence in South Sudan, WFP has maintained its strategic positioning with the government, working in close collaboration where possible, and has joined the humanitarian community's efforts for a more coherent, efficient and effective response. Analysis of protection and gender issues have progressively been integrated into WFP's strategic decision-making, through regular communication and information sharing with the protection cluster and gender-based violence (GBV) sub-cluster, and through the collaboration with other agencies to mainstream GVB and child protection related initiatives, amongst others.

WFP's intervention in South Sudan unfolds within the coordination of the Humanitarian Country Team (HCT) and the UN Country Team (UNCT). In 2017, WFP has been an active member in the discussions for the one-year extension of the Interim Cooperation Framework (ICF) [11] and the UN Development Assistance Framework (UNDAF) that will replace it, co-leading and participating in its five working groups; and has succeeded in mainstreaming global objectives for zero hunger in next year's Humanitarian Response Plan (HRP) [12].

Inter-agency collaboration between WFP and other UN agencies has resulted in more coherent and consolidated assistance in the country. Nutrition programmes, support to refugees, resilience building coordination, early awareness systems and access to education have especially benefited from joint actions. In 2017 WFP, FAO, UNICEF and UNDP also launched the Stabilization and Recovery Programme, an initiative that aims to set the bases for recovery towards resilience in South Sudan, by building on multisector humanitarian interventions.

WFP continues to lead the logistics cluster and co-leads the food security and livelihoods cluster with FAO and the nutrition cluster with UNICEF, while participating in the education, protection and health clusters. In 2017, the activities performed under the emergency telecommunications cluster were incorporated under the EMOP, providing services on radio and internet provision and vehicle repairation.

[11] The Interim Cooperation Framework (ICF) provides a basis for the UN to work with the government and other development partners to address key challenges and issues, as South Sudan works towards achieving sustainable peace and development.

[12] The Humanitarian Response Plan (HRP) plan is prepared for a protracted or sudden onset emergency that requires international humanitarian assistance. The plan articulates the shared vision of how to respond to the assessed and expressed needs of affected populations.

# Country Resources and Results

## Resources for Results

WFP's operations in South Sudan achieved an overall funding level of 77 percent of the portfolio in 2017, including carry-over resources. Difference in funding between the EMOP and the PRRO was of 10 percent, with EMOP activities attracting the highest level of support. Special operations for the logistics cluster and the UN Humanitarian Air Service (UNHAS) exceeded planned funding values, while the special operation for feeder roads achieved 60 percent of its funding requirements. Overall, funding levels improved since 2016, with 17 percent more contributions received in 2017.

Eighty-four percent of resources were received through directed multilateral contributions, which allowed donors higher flexibility while ensuring, in consultation with the country office, that priority activities were supported. WFP South Sudan mostly received monetary contributions as opposed to in-kind, which were primarily directed to the emergency response, cash-based transfer modality distributions and nutrition programmes. WFP also maintained multi-year agreements with some of its main donors, and it secured funding for long-term engagement and resilience activities. The country office also used the corporate advance financing facility to minimise funding and food supply gaps.

The sudden escalation of the famine response operations from February to June required an extensive ad-hoc exercise to raise further funds to cover the increased operational deployment. Early fundraising by WFP ensured a successful response from donors, with both large and small as well as emerging donors contributing to WFP's increased requirements.

In 2017 WFP received a record amount of funds for its prepositioning exercise, which allowed the country office to exceed its prepositioning plan for 2017 and maximise the use of stocked commodities. The opening of two humanitarian corridors from Sudan granted WFP opportunities to lower cost of transport from the country, materialising WFP's commitment to improving efficiency in its transport contracting process. Cost saved thanks to the opening of the new corridors amounted to approximately USD 3 million.

The roll-out of biometric registration systems offered large potential for cost efficiency gains through more accurate beneficiary registers. Through the corporate system SCOPE and in coordination with UNHCR and IOM's beneficiary management systems, WFP refined its targeting and improved identification of eligible populations in 2017. Coordination with UNICEF in health centres through common partners and securing the continuation of moderate acute malnutrition also contributed to improved programme effectiveness.

The availability of human resources in 2017 remained similar to that of 2016. Conflict outbreak in 2016 resulted in numerous evacuations of WFP and partner staff out of the country, but the staffing returned to previous levels towards the end of the year. In 2017 the working environment stabilised and WFP benefited from a strong staff base. Several staff wellness initiatives in 2017, including the "right to health" and vaccination campaigns, whereby staff were provided access to medical check-ups and free vaccinations, and the upgrade of recreation facilities contributed to creating a beneficial atmosphere for staff's wellbeing.

Additionally, in 2017 the country office established a new field coordination team to facilitate coordination between country office management and its field locations for improved operational efficiency and effectiveness. The team contributes to programme quality and cohesion through targeted field deployments, enhanced staffing coordination, and the facilitation of communication between field offices and units in the country office. By facilitating communication between the country office and the field, the team also strengthens the cohesion of all WFP staff in South Sudan as part of one team working towards shared priorities, contributing to motivation and staff wellness.

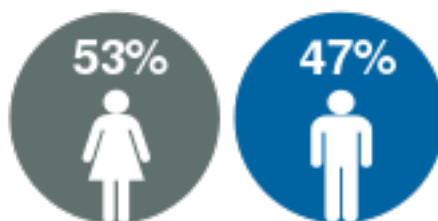


## Annual Country Beneficiaries

| Beneficiaries            | Male      | Female    | Total     |
|--------------------------|-----------|-----------|-----------|
| Children (under 5 years) | 483,182   | 483,182   | 966,364   |
| Children (5-18 years)    | 1,111,318 | 1,304,590 | 2,415,908 |



| Beneficiaries                                | Male             | Female           | Total            |
|--|------------------|------------------|------------------|
| Adults (18 years plus)                       | 665,241          | 784,304          | 1,449,545        |
| <b>Total number of beneficiaries in 2017</b> | <b>2,259,741</b> | <b>2,572,076</b> | <b>4,831,817</b> |



## Annual Food Distribution in Country (mt)

| Project Type                          | Cereals        | Oil           | Pulses        | Mix           | Other        | Total          |
|---------------------------------------|----------------|---------------|---------------|---------------|--------------|----------------|
| Single Country EMOP                   | 165,043        | 9,289         | 15,310        | 22,205        | 846          | 212,693        |
| Single Country PRRO                   | 47,917         | 3,338         | 5,498         | 3,041         | 500          | 60,294         |
| <b>Total Food Distributed in 2017</b> | <b>212,960</b> | <b>12,627</b> | <b>20,808</b> | <b>25,246</b> | <b>1,346</b> | <b>272,987</b> |



## Cash Based Transfer and Commodity Voucher Distribution (USD)

| Project Type                     | Cash              | Value Voucher | Commodity Voucher |
|----------------------------------|-------------------|---------------|-------------------|
| Single Country EMOP              | 26,443,976        | -             | -                 |
| Single Country PRRO              | 6,035,802         | -             | -                 |
| <b>Total Distributed in 2017</b> | <b>32,479,778</b> | <b>-</b>      | <b>-</b>          |

## Supply Chain

Being a landlocked country with poor road infrastructure where local food procurement is limited, South Sudan poses a great challenge for both commercial and humanitarian organisations in managing the supply chain. Besides the insufficient infrastructure and lack of food availability, the conflict and insecurity together with the deterioration of road conditions during the rainy season aggravate the complexity of the situation.

Considering the contextual challenges, WFP South Sudan met its supply needs in 2017 through road, river and air deliveries using three main logistics corridors through seven neighbouring countries.

Through the Northern Corridor WFP transported 15 percent of its total tonnage by road from Port Sudan through Kosti to Upper Nile State, and through El Obeid to Bentiu and Aweil. In 2017 WFP opened two new entry points through the Northern Corridor from Sudan, which allowed to count on additional reliable routes to safely deliver commodities into the country. The Eastern Corridor connected the port of Djibouti to Gambella and Jimma in Ethiopia, from where 90 percent of cargo was airdropped into the Greater Upper Nile, while the remainder was transported by road and river, adding up to a 17 percent of the total tonnage delivered in 2017. The Southern Corridor was used to transport the balance of 68 percent of total tonnage mainly from the ports of Mombasa in Kenya, Dar Es Salaam in Tanzania and Tororo hub in Uganda either to Juba hub for onward deliveries upcountry or other points in southern Jonglei, Lakes, Western Bahr El Ghazal, Northern Bahr El Ghazal and Warrap states.

The total tonnage transported by WFP's logistics operation in South Sudan amounted to over 276,500 mt, 68 percent of which was transported by road and 29 percent by air, while the remainder was supplied by river.

WFP South Sudan procured food commodities through the Global Commodity Management Facility (GCMF), a corporate system for food supply chain management, and through in-kind donor contributions. Purchasing through the GCMF system allowed WFP to support regional economies and benefit from reduced lead-times and cost-efficient purchases. Commodities acquired included maize, sorghum, pulses, fortified vegetable oil, Super Cereal, Super Cereal Plus, and the Ready to Use Supplementary Food (RUSF). The country office also supported the local agricultural sector through its Purchase for Progress (P4P) activities, where WFP procured over 400 mt of maize and sorghum cultivated by local small-holder farmers. The logistics team collaborated in the identification of reliable wholesalers and retailers as well as the assessment of markets to support the effectiveness of cash-based transfer (CBT) distributions.

In 2017 WFP South Sudan tested the so-called Skypack system to airdrop High Energy Biscuits (HEB), RUSF and water, as well as blankets and medical kits. The new system will allow WFP to reach beneficiaries on the move without having static presence on the ground. To reduce the losses of vegetable oil during parachute airdrops WFP has used a specialised 2-Ring Release Deployment System, which reduced commodity losses to less than 5 percent in 2017.

Because of the unstable and restricted access in the rainy season, WFP undertakes every year a massive repositioning exercise during the dry season while roads are open to ensure that commodities are available in inaccessible areas during the rainy months. Despite the economic situation that led to increased risks during transport, WFP successfully repositioned 116,600 mt of food commodities in 2017. This amount slightly exceeded the repositioning plan representing the largest amount of food prepositioned by WFP since 2011.

To ensure the security and reliability of the corridors and warehouses in key prepositioning locations, WFP achieved the commitment from Government authorities and other power groups to take on responsibility for guaranteeing the safety of WFP assets, food and staff. Efforts to accomplish commitment from the different parties complemented WFP's 2017 risk mitigation strategy which aimed at implementing measures to reduce risk of theft, robbery, looting and unauthorized distribution. Through the warehouse risk assessment tool the logistics team worked in close collaboration with the access, security and programme teams in the country office to closely monitoring the risks associated with warehouses based on the likelihood and potential impact of detrimental events, prompting the adoption of mitigation measures timely.

In 2017 WFP also successfully developed and implemented a transport strategy on convoy systems, whereby all primary transportation (from Juba onwards) was done through convoys as opposed to individual trucks which are more vulnerable to attacks. Convoys were accompanied by WFP fleet truck and outsourced convoy leaders. The new strategy proved to be effective with no major incidents reported from primary transport convoys in 2017. In 2018 WFP plans to extend this approach also to secondary transport (other locations than Juba onwards).



## Annual Food Purchases for the Country (mt)

| Commodity    | Local | Regional/International | Total |
|--------------|-------|------------------------|-------|
| Iodised Salt | -     | 1,074                  | 1,074 |
| Maize        | 206   | 627                    | 833   |
| Maize Meal   | 21    | -                      | 21    |

| Commodity         | Local        | Regional/International | Total        |
|-------------------|--------------|------------------------|--------------|
| Sorghum/Millet    | 200          | -                      | 200          |
| <b>Total</b>      | <b>427</b>   | <b>1,701</b>           | <b>2,128</b> |
| <b>Percentage</b> | <b>20.1%</b> | <b>79.9%</b>           |              |

## Annual Global Commodity Management Facility Purchases Received in Country (mt)

| Commodity                       | Total          |
|---------------------------------|----------------|
| Beans                           | 13,585         |
| Corn Soya Blend                 | 26,694         |
| Maize                           | 25,355         |
| Ready To Use Supplementary Food | 1,422          |
| Sorghum/Millet                  | 116,817        |
| Split Peas                      | 1,233          |
| Vegetable Oil                   | 3,576          |
| <b>Total</b>                    | <b>188,682</b> |

## Implementation of Evaluation Recommendations and Lessons Learned

In 2016 WFP's Office of Evaluation commissioned a Country Portfolio Evaluation (CPE) of WFP's activities in South Sudan. The CPE covered WFP South Sudan 2014–2017 country strategy and the portfolio of operations during 2011–2016. It assessed WFP's strategic alignment and positioning, the factors and quality of WFP's strategic decision-making and the performance and results of the portfolio. The CPE was timed to provide evidence to inform the country office's strategic orientation and feed into the design of its 2018–2020 Interim Country Strategic Plan.

The CPE found WFP's work to be of high relevance and coherent with national needs and policies and recognized WFP's leadership on the humanitarian response in South Sudan, as well as its effective operationalization of the humanitarian principles. The evaluation noted that the common services provided by WFP are considered key to the success of overall humanitarian operations in the country.

The CPE concluded a set of recommendations that aimed to guide the country office towards a strategy better aligned with the evolving country context and that would be able to respond to the multi-year acute crisis while having the flexibility to adapt to rapidly changing needs. In 2017 WFP laid out a management response plan to respond to the evaluation's findings with a view to integrating all recommendations by the end of 2018. To this regard, in 2017 WFP implemented several adjustments in diverse operational areas, with the special aim of further increasing cost-efficiency within a multi-year approach to emergency response.

Aiming to maximize humanitarian-development synergies, WFP addressed the underlying constraints of an expansion of cash-based transfers (CBT) to other areas of the country. WFP headquarters conducted an in-depth market analysis of the Northern Bahr el Ghazal and Warrap states in early 2017, and carried out a CBT supply chain assessment mission jointly with South Sudan country office. These informed the formulation of a retail engagement strategy that aimed to enable price stabilization, to optimize supply chain systems and to drive movement towards naturally functioning competitive markets to increase supply and reduce prices.

With the purpose of enhancing programme effectiveness and beneficiaries' identification, WFP further rolled-out the SCOPE registration system and leveraged UNHCR and IOM's biometric registration systems to support more accurate targeting. A data sharing agreement with UNHCR was signed and a similar agreement with IOM is being prepared after interoperability test with IOM were proved successful in 2017. Compatibility test between UNHCR system and SCOPE is planned to take place on May-June 2018.

With regards to maximisation of resource management, WFP strengthened its Supply Chain Working Group through regular meetings to implement and follow-up prioritization and operational plans; and reinforced the budget and programming unit's staff to allow for better engagement in the redesign of pipeline analyses and guidance on sourcing decisions.

The country office undertook in collaboration with the regional bureau a review of its human resources function in June 2017. Findings informed the inclusion of staffing in the human resources team and the addition of surge capacity to support in the recruitment of staff in order to avoid delays in critical times. To improve efficiency of resource capacity in the field, the country office with support from WFP headquarters negotiated field level agreements and budgets with key partners with the aim of entering into multi-year, multi-project, or multi-location agreements to enable sustained and coordinated assistance.

A Gender Audit conducted in 2016 highlighted the need to mainstream gender analysis into programme planning, and to strengthen the understanding of gender equality and women's empowerment both amongst cooperating partners and members of Project Management Committees (PMCs). To this regard, WFP strengthened the integration of gender analysis in its interventions and requested cooperating partners to include these assessments within their proposal submissions. Additionally, WFP increased efforts to train partner staff, government counterparts and PMCs on gender mainstreaming in humanitarian settings. WFP also reviewed and adjusted its Letter of Understanding with UNWOMEN for the integration of gender within the context of safety nets and resilience activities.

Overall, the improvements implemented by the country office in 2017 as a response to the CPE and Gender Audit recommendations, have highlighted the comparative advantage of WFP in outstanding areas of influence in the humanitarian arena of South Sudan. Distinct logistics capacity, strong relationships with national and local authorities, leadership in vulnerability analysis and mapping, good cost awareness, robust processes to negotiate safe access and a strong deep-field presence position WFP in the lead to the success of humanitarian interventions in the country.

## WFP's Successful Response to Famine in Unity State

After a continued deterioration of the food insecurity and malnutrition values since the conflict intensified in July 2016, the beginning of 2017 saw the situation become increasingly severe in Central Unity state. The Integrated Food Security Phase Classification (IPC) declared Koch, Leer and Mayendit counties in high risk of Famine, while Panyijar was facing Emergency phase. A Global Acute Malnutrition (GAM) rate of 30 percent, well above the emergency threshold (15 percent) was observed in Leer, while Mayendit and Panyijar had GAM rates of 27.3 percent. (Recent data was not available for Koch at the time).

The IPC projected that with consistent, adequate, and timely humanitarian interventions, the famine forecast could be reversed with many lives saved. However, delivering humanitarian assistance posed a challenge for WFP: central and southern Unity are cut off from road access, and prepositioning storing of food stocks is not possible because of insecurity, conflict and lack of partner presence. Airdrops of food and nutrition supplies can be carried out only in places where relief workers are on the ground, and negotiations for access and permissions can be protracted or unsuccessful.

The quick action of the Integrated Rapid Response Mechanism (IRRM) was key in responding to the emergency. The IRRM is a partnership between WFP and UNICEF that uses mobile teams and partners to first register populations – which also allows for mass screening to trigger services in nutrition and other sectors – and then deliver food to the entire community. From February to June 2017, the IRRM deployed 36 missions in the four affected counties and increased the frequency of distribution cycles to match affected populations' needs, delivering a total of 17,000 mt to 400,000 beneficiaries affected by the crisis. Additionally, the IRRM scale-up achieved an increase in admissions in moderate acute malnutrition treatment sites which allowed for an effective nutrition response.

As a result of early detection of the famine, combined with the IRRM's quick and massive response, the famine declaration was lifted. By May, Leer and Mayendit counties were no longer classified as having famine conditions, and further deterioration of food security had been prevented in Koch and Panyijar counties. The food security information available from informants in the field and the structure of the IRRM allowed for an extremely fast and effective response that could otherwise have taken months to achieve. Communities were able to build up stocks that have prevented them from being in a situation of extreme vulnerability as the lean season approaches.



# Project Results

## Activities and Operational Partnerships

South Sudan is one of the most logistically challenging countries due to logistics gaps, inadequate infrastructure, demographic constraints, and ongoing insecurity. Over 80 percent of the population lives in rural areas spread across 650,000 square kilometres, making the movement of humanitarian personnel and cargo difficult, if not impossible, without a viable air service. Together, these challenges called for the continued presence of the United Nations Humanitarian Air Service (UNHAS) under Special Operation 201029, to facilitate access to key locations in support of life-saving programmes. UNHAS, managed by the World Food Programme, offers passenger and light cargo transport for the humanitarian community to and from areas of crisis and intervention.

Aviation in South Sudan is characterized by underdevelopment, inadequate investment in infrastructure, poor status and maintenance of most airfields, low capacity and poor safety records of commercial carriers. There are limited commercial air services to field destinations and there are no commercial helicopter operators.

In line with WFP's Strategic Objective 1: Save lives and protect livelihoods in emergencies, the main objectives of the Special Operation were to:

- Provide access to remote and isolated programme implementation sites in a reliable, safe, effective and efficient manner to NGOs, UN agencies, the diplomatic community and donor representatives providing humanitarian assistance to beneficiaries in South Sudan.
- Transport light humanitarian cargo, such as medical supplies and support equipment; and
- Provide evacuation (medical and security) capacity for the humanitarian community in South Sudan.

Special Operation 201029 was launched in January 2017 for one year to ensure the continued provision of safe and efficient air transport services for the humanitarian community. UNHAS activities will continue in 2018 under the Interim Country Strategic Plan.

The Special Operation was implemented in accordance with WFP management structures, processes, and support systems. Flight management tools, including the electronic-Flight Management Application (e-FMA), enabled online booking requests from registered users and the dissemination of flight schedules and passenger manifests along with monitoring of fleet capacity, operational trends, and costs. A dedicated communication system monitored the progress of all flights through satellite tracking and two-way radios.

The WFP Aviation Service (OSLA) contracted the aircraft and provided normative guidance, operational and administrative support to UNHAS South Sudan. UNHAS continued to manage all operational and technical components of the air assets for UNHAS and on behalf of WFP Logistics and the Logistics Cluster. Close collaboration among them allowed for air assets to be used efficiently, reducing idle time during periods of lessened demand and reinforcing available assets in cases of extraordinary need (e.g. security relocations, medical evacuations, etc.).

The UNHAS fleet consisted of 14 aircraft, on average: 10 fixed-wing and 4 helicopters. In April, a MI-8MTV helicopter was added to the fleet to augment its capacity during the rainy season, from May to October, wherein most airstrips become unserviceable to fixed-wing. In December, UNHAS temporarily added a DHC-8-400 to ensure sufficient assets to meet high pre-holiday demand. Assets were strategically positioned in a hub-and-spoke design, with hubs in Bor, Juba, Rumbek, and Wau. The aircraft were tasked using a pre-designed weekly flight schedule based on user demand and planned with flexibility to adapt to emergency situations (i.e. security relocations or medical evacuations), rapid response missions, or special flights.

To enhance operational safety, UNHAS engaged a dedicated safety officer and carried out capacity strengthening activities, providing appropriate training for staff and partners involved in air operations in country, including host government. Training included Dangerous Goods, Aviation Security Basic Awareness, and Airside Driving, Drop Zone Coordinator training, and crew safety and operations induction briefing. UNHAS held regular safety meetings with local authorities and air operators.

Following the deteriorating standards of the Juba International Airport terminal, WFP Logistics and UNHAS refurbished the departure and immigration areas to allow for an improved check-in and immigration process. UNHAS continued to provide security equipment, such as metal detectors, to the Civil Aviation Authorities.

As a customer oriented service, UNHAS relied on regular collaboration with users, both informally and formally through its User Group Committee (UGC). The UGC met on a monthly basis to establish air transport priorities, destinations and schedule, and other critical items pertaining to the service. The UNHAS Steering Committee (SC), co-chaired by the WFP Country Director and the Humanitarian Coordinator, convened on a quarterly basis to

provide policy recommendations, strategic guidance, and advice on cost recovery modalities.

UNHAS relied on donor funding and cost recovery to allow for uninterrupted services. The nominal fee remained at USD 275, as per the decision in August 2016. Cost recovery accounted for over 55 percent of all funding to UNHAS in 2017.

Regular participation in the Inter-Cluster Working Group (ICWG) weekly meeting and related initiatives improved overall coordination with humanitarian clusters active in South Sudan. Specifically, UNHAS presence was integral in efficiently planning and effectively performing ad-hoc missions to prioritized sites for humanitarian assessment and intervention. UNHAS relied on other key actors, including Airfield Focal Points in locations where its staff were not present, the United Nations Department for Safety and Security, WFP Security, and the South Sudan Civil Aviation Authority (CAA).

## Results

In 2017, UNHAS South Sudan supported 274 organizations, including United Nations agencies, non-governmental agencies, donors, media, and Government staff involved in humanitarian response. A total of 87,707 passengers and 1,579 mt of light humanitarian cargo were transported to over 70 destinations.

As a matter of first priority, UNHAS provided medical evacuations and security relocations on regular and non-scheduled flights. In 2017, it performed 159 medical evacuations and 422 security relocations. Although UNHAS performed less security relocations in 2017 than 2016, this was due to the high number of evacuations that were required out of Juba during the July crisis in 2016. Security relocations in 2017 were mainly out of locations in Akobo, Aburoc, Mayendit, Maban, and Guaw, reflecting the worsening security situation in Jonglei, Upper Nile, and Unity states.

Excluding weather and security, UNHAS served 96 percent of passenger bookings as requested. Weather and security, forces which remain outside of UNHAS control, accounted for nearly 40 percent of cancellations and delays. Weather cancellations peaked during the rainy season, while cancellations due to security occurred throughout the year. Notably, unserved bookings due to a lack of Flight Safety Assurances (approved documents from the Government to guarantee safe passage) significantly decreased in 2017 with no cancellations recorded from June to December. Enhanced relations and close collaboration with authorities contributed to this decrease.

Following the declaration of localized famine in Unity State in February and the deterioration of the humanitarian situation in Upper Nile and Jonglei, UNHAS facilitated a high number of charter flights and Inter-Agency Missions to affected areas. An unprecedented 111 Inter-Agency Missions, coordinated through the Inter-Cluster Working Group (ICWG), transported 765 humanitarian aid workers to critical locations for humanitarian intervention. UNHAS facilitation of these missions was essential to a swift humanitarian response to the famine and to crisis affected areas.

UNHAS increased the number of passengers flown in 2017 from 2016 by over 13,000 passengers, despite the challenging operating environment. Prior to refurbishment of the terminal at Juba International Airport, inadequate and unsafe infrastructure created poor conditions for passengers and staff. In addition, bureaucratic restrictions related to work permits for staff of non-governmental organizations and slow clearance of flights from Air Traffic Control affected on-time performance out of Juba and caused delays to passengers.

As part of its safety and security program, UNHAS trained over 160 participants from UNHAS, WFP, CAA, and air operators in Aviation Security Basic training and Airside Driving. The training improved the overall safety and security culture at Juba International Airport. Similarly, the Dangerous Goods and crew briefings ensured that UNHAS operations were conducted as safely as possible.

Feedback from the two user surveys distributed in November suggests that user satisfaction exceeded planned results, despite the challenging operating environment. The results indicated that users were satisfied with key processes, such as booking, check-in, and flights. High levels of satisfaction were linked to UNHAS operational adaptability, especially the ability to adjust the regular schedule to better meet the needs of users as well as to quickly respond to emergency or Rapid Response Missions with limited effect on the regular schedule. As a result, users overwhelmingly agreed that UNHAS played a key role in allowing their agencies to achieve their objectives in South Sudan.

## Performance Monitoring

UNHAS monitors its performance against indicators at the outcome and output levels, and tracks its effectiveness and efficiency to provide its users with value-for-money. Performance monitoring allows UNHAS to review its fleet and staffing levels and ensure an adequate response to changing service demand.

At the outcome level, UNHAS conducted two passenger satisfaction and provision of access satisfaction surveys to measure the overall satisfaction of users and that UNHAS is adequately serving the needs of the humanitarian community. The online and physical surveys allow UNHAS to adapt assets and operational planning according to the feedback from users. Both surveys were conducted in November 2017 to serve as a basis for operational planning for 2018.

At the output level, UNHAS monitors its operation with the Performance Management Tool (PMT). The PMT is an electronic application that provides data on the number of passengers flown, number of passengers served, load factor, and costs per passenger. Data derived from the PMT is communicated to the UNHAS Steering Committee to inform decision-making. The tool is particularly useful in tracking efficiency metrics, such as cost per passenger kilometre. Moreover, the PMT allows UNHAS to measure performance against global benchmarks and for UNHAS to adjust fleet size to optimal levels. In 2017, data from the PMT informed the decision to add an additional fixed-wing aircraft (DHC-8-400) to the fleet in December.

# Figures and Indicators

## Data Notes

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A United Nations Humanitarian Air Service (UNHAS) chopper transporting humanitarian staff from the capital Juba to Mingkaman.

## Project Indicators

### Outcome Indicators

| Outcome  | Project End Target | Base Value | Previous Follow-up | Latest Follow-up |
|--|--------------------|------------|--------------------|------------------|
| <b>SO1 Save lives and protect livelihoods in emergencies</b>   |                    |            |                    |                  |
| National institutions, regional bodies and the humanitarian community are able to prepare for, assess and respond to emergencies   |                    |            |                    |                  |
| <b>User satisfaction rate</b>  |                    |            |                    |                  |
| <i>UNHAS USERS, <b>Project End Target:</b> 2017.12, UNHAS customer survey, <b>Base value:</b> 2014.12, WFP survey, UNHAS customer survey, <b>Previous Follow-up:</b> 2016.12, WFP survey, <b>Latest Follow-up:</b> 2017.12, WFP survey</i> | >80.00             | 80.00      | 85.00              | 91.00            |

### Output Indicators

| Output   | Unit                | Planned | Actual | % Actual vs. Planned |
|--|---------------------|---------|--------|----------------------|
| <b>SO1: Special Operation (Air Ops)</b>                              |                     |         |        |                      |
| Number of agencies and organizations using humanitarian air services | agency/organization | 240     | 274    | 114.2%               |
| Number of locations served   | site                | 55      | 72     | 130.9%               |
| Number of needs assessments carried out                              | assessment          | 2       | 2      | 100.0%               |
| Number of passengers transported                                     | individual          | 66,000  | 87,707 | 132.9%               |
| Percentage of cargo delivered within promised lead time              | %                   | 90      | 99     | 110.0%               |
| Percentage of passenger bookings served                              | %                   | 95      | 96     | 101.1%               |
| Percentage response to medical and security evacuation               | %                   | 100     | 100    | 100.0%               |
| Tonnage of light cargo transported monthly                           | Mt                  | 100     | 132    | 132.0%               |