



**WFP EVALUATION**

## **EVALUATION OF WFP CONTRIBUTION TO MARKET SYSTEMS IN SOUTH SUDAN AND BANGLADESH**

**2018 TO 2022**

South Sudan Country Summary Report

WFP Supply Chain CBT, Markets & Retail (SCOLR) Unit



**World Food  
Programme**

SAVING  
LIVES  
CHANGING  
LIVES

**February 8, 2024**

# KEY PERSONNEL FOR THE EVALUATION

## WFP SUPPLY CHAIN CBT, MARKETS & RETAIL (SCOLR) UNIT

Evaluation Manager Dana Juha

### PREPARED BY

Punit Arora, Team Leader

Ashley Hollister, Deputy Team Leader

Elise Wall, Qualitative Analysis and Research Specialist

Aldo Magoga, Quantitative Analysis and Research specialist

Imrul Kayes, Senior Researcher- Bangladesh

Abui John Garang, Senior Researcher- South Sudan

# Acknowledgements

The Evaluation Team expresses its gratitude to the WFP country office in South Sudan, as well as the Mingkaman and Bor field offices, for welcoming and supporting members of the Evaluation Team for both inception and data collection field visits, participating in intensive discussions on activities, costs, and available data across extended timeframes and different modalities, as well as engaging in numerous validation workshops. Specifically, the team would like to thank Michael Fisher and Jiel Jiel for their extensive support to organizing and sharing detailed insights on retailer engagement which allowed the team to understand the complexity of the context and successfully reach a large number of stakeholders during data collection.

The Evaluation Team wishes to express particular gratitude to the retailers and communities consulted in Bor, Gorom, Mingkaman and Kalthok markets who shared their time, experience and insights with team members, even without a full understanding of the evaluation purpose given constraints posed by the Qualitative Impact Assessment Protocol methodology.

Finally, we also thank the consulted WFP HQ, RBN staff, as well as country-level representatives of UN agencies and local government representatives who participated in in-depth interviews and/or workshops as key informants and members of the Evaluation Reference Group.

## Disclaimer

The opinions expressed in this report are those of the evaluation team, and do not necessarily reflect those of the World Food Programme. Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

The designation employed and the presentation of material in maps do not imply the expression of any opinion whatsoever on the part of WFP concerning the legal or constitutional status of any country, territory or sea area, or concerning the delimitation of frontiers.

## Table of Contents

1. Introduction.....	1
1.1. Context .....	1
1.2. Subject being evaluated.....	2
1.3. methodological limitations .....	4
2. Findings.....	4
2.1. Relevance .....	4
2.2. Effectiveness.....	8
2.3. Efficiency .....	16
2.4. Impact.....	17
2.5. Sustainability .....	21
2.6. Lessons Learned .....	22
3. Conclusions .....	24
4. Areas of Considerations.....	25
Annex 1. Data Collection: Planned and actual .....	28
Annex 2. Fieldwork Schedule.....	29
Annex 3. Bibliography.....	34

# ACRONYMS USED IN THE REPORT

ACR	Annual Country Report
ACROSS	Interdenominational Christian organization based in South Sudan
B2B	Business-to-business
CBA	Cost-Benefit Analysis
CBT	Cash-Based Transfer
CO	Country Office
COVID	Coronavirus Disease 2019
CP	Country Programme
CRF	Corporate Results Framework
CRS	Catholic Relief Services
CSP	Country Strategic Plan
DC	Directly contracted retailers
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
FO	Field Office
GBV	Gender- Based Violence
HQ	Headquarters
ICSP	Interim Country Strategic Plan
IDP	Internally Displaced Person
IRRM	Integrated Rapid Response Mechanism
JAM	Joint Aid Mechanism
KI	Key Informant
KII	Key Informant Interview
KPI	Key Performance Indicator
LEWIE	Local Economy-wide Impact Evaluation
MDA	Market Development Activities
MFI	Market Functionality Index
MSA	Market Systems Analysis
MT	Metric Ton
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
POS	Point of Sale
QuIP	Qualitative Impact Assessment Protocol
RB	Regional Bureau
REA	Retail Engagement Activities
REVA	Refugee Influx Emergency Vulnerability Assessment
RIAB	Retail in a Box
ROC	Retailer Onboarding and Contracting
RPME	Retailer Performance Monitoring Tool
RRC	Relief and Rehabilitation Commission
SCOLR	Supply Chain CBT, Markets and Retail
SCOPE	WFP's beneficiary information and transfers management platform
SDG	Sustainable Development Goal
TDY	Temporary Duty

UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
USD	U.S. dollar (currency)
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme



# 1. Introduction

1. This thematic evaluation, commissioned by the Headquarters (HQ) Supply Chain CBT, Markets and Retail (SCOLR) team, examines WFP's Contribution to Market Systems in South Sudan and Bangladesh. The SCOLR unit works to optimize supply chains for reaching remote fragmented markets affected by natural disasters or conflict. Market development activities (MDA) and retail engagement activities (REA) are any interventions intended to address/improve market functionality (the extent to which a market is functional) along any of the following nine dimensions: availability, price, assortment (trader stock capacity), supply chain resilience, competition, quality, in-store infrastructure, service and access/protection. MDA and REA can be categorized to three main concepts: 1) Supply chain and market solutions, 2) Capacity strengthening of key supply chain actors, and 3) Partnering/engaging with external organizations and local authorities. These MDA/REA, which are led by the WFP Supply Chain teams in the country offices (COs) and implemented with other functions including Programme teams with support of Regional Bureau (RB) and HQ, where applicable, were the subject of this evaluation.

2. The evaluation was carried out from April 2023 to January 2024 and covered the period from January 2018 to December 2022. The **scope of the evaluation** included an assessment of all types of MDAs implemented during the stated period including beneficiaries' market interactions (purchasing power, choice, and access to markets). It did not cover highest-level results, such as food consumption and nutrition status, as is typical in most WFP evaluations and in-line with the Corporate Results Framework (CRF); instead the evaluation focused on the process for and extent to which MDAs responded to situational analyses and multi-sector assessments and sustainably contributed to **enhanced assortment, availability, prices, and quality of food products and thus the beneficiaries market interaction experience** at the local level. **This report specifically focuses on the findings, conclusions and recommendations of the evaluation** relating to Juba Gorom, Mingkaman M, Mingkaman Kalthok and Bor markets **in South Sudan**. See Annex 1 for information on Data Collection (planned and actual) and Annex 2 for the fieldwork schedule. For details on the methodology and general findings please see the main report.

## 1.1. CONTEXT

3. **South Sudan** is one of the poorest countries in the world, ranked last in SDG achievement (163/163),<sup>1</sup> with an unemployment rate of 13.9%, 67.3% estimated to live below the international poverty line, and 71% households experiencing moderate hunger<sup>2</sup>. Further, those living on less than \$3.65 make up 86.4% of the population<sup>3</sup> and the prevalence of stunting remains high at 31.3%, disproportionately affecting populations in rural areas<sup>4</sup> where access to basic services such as healthcare, education, and clean water is limited. Ongoing conflict and displacement also exacerbate poverty in many areas, as people have been forced to flee their homes and lose their livelihoods. More than one quarter of all South Sudanese have become internally displaced (1.9 million) or are among the 2.4 million refugees in neighboring countries. South Sudan is home to approximately 330,000 refugees and asylum-seekers, primarily from the Democratic Republic of Congo and Sudan. As of April 2021, there were approximately 1.6 million IDPs in the country, one of the largest populations of IDPs in the world, many of whom have been forced to flee their homes due to conflict and violence or flooding.<sup>5</sup> The humanitarian response to the IDP crisis in South

---

<sup>1</sup> Sachs, J., Kroll, C., Lafortune, G., Fuller, G., & Woelm, F. (2022). Sustainable Development Report 2022 (1st ed.). Cambridge University Press. <https://doi.org/10.1017/9781009210058>

<sup>2</sup> World Bank. (2023). Poverty and Equity Briefs. Available from: <https://www.worldbank.org/en/topic/poverty/publication/poverty-and-equity-briefs>

<sup>3</sup> Ibid.

<sup>4</sup> Wogderes, B., Shibre, G., & Zegeye, B. (2022). Inequalities in childhood stunting: Evidence from Sudan multiple indicator cluster surveys (2010–2014). BMC Public Health, 22(1), 728. <https://doi.org/10.1186/s12889-022-13145-5>

<sup>5</sup> United Nations High Commissioner for Refugees. (2021). UNHCR calls for renewed commitment to South Sudan's peace, development, and future. UNHCR US. Available from: <https://www.unhcr.org/us/news/briefing-notes/unhcr-calls-renewed-commitment-south-sudans-peace-development-and-future>

Sudan is challenging, as insecurity, poor infrastructure, and limited funding have all hindered the delivery of assistance to those in need.

### Gender equality and women's empowerment

4. The protracted and violent nature of conflict and crisis in **South Sudan** has contributed to a normalization of conflict-related sexual violence and gender-based violence (GBV), as over 40% women report to have experienced some forms of violence.<sup>6</sup> Patriarchal practices and incidents of GBV such as early and forced marriages, child abductions and teenage pregnancies subordinate women and girls and constrain their own development and opportunities for women and girls to contribute to the country's development. Maternal mortality rates are stark and amongst the highest in the world at 1,150 per 100,000 live births. The youth literacy rate (15-24 years) is 48%, and when disaggregated by sex, the literacy rate for males is 48% compared to 47% for females. Additionally, 58% of primary-aged boys and 68% of primary-aged girls are out of school.<sup>7</sup> Even though South Sudan is increasingly passing statutory laws to safeguard and empower women<sup>8</sup>, it still extensively relies on customary laws which are often embedded in patriarchal norms and limit women's ability to inherit land, start a business, lead in public affairs, and seek protection from abusive households etc.<sup>9</sup> The prevailing political and public perception of gender issues, the inadequate attention given to these concerns, and the persistent institutional and organizational deficiencies in governance institutions remain a significant challenge.<sup>10</sup>

## 1.2. SUBJECT BEING EVALUATED

5. At the country-level, WFP's work is anchored within a 4- or 5-year country strategic plan (CSP), as such, WFP designs food assistance interventions to address the food insecurity situation within each country context. Some of the interventions use in-kind food assistance (or commodity vouchers), while others use CBT (value vouchers, unrestricted cash). **Error! Reference source not found.** provides an overview of the CBT portfolio in the evaluation target countries.<sup>11</sup>

**Table 1. Overview of CBT in South Sudan<sup>1</sup>**

Year	Number of Beneficiaries	Executed Amount (USD)
2018	295046	1,792,503.40
2019	1566353	15,451,075.89
2020	1019527	18,566,950.49
2021	1327018	15,469,448.28
2022	1085804	10,321,840.17
<b>Total</b>	<b>5,293,748</b>	<b>61,601,818.24</b>

6. From 2018 to 2022, CBT programme in South Sudan distributed a grand total of 61,601,818 units of cash assistance and supported 5,293,748 beneficiaries across four locations. Breakdown by location includes Bor with 5,948,848 in cash and 936,058 beneficiaries, Gogrial with 20,629,443 in cash and 1,922,485 beneficiaries, Kalthok with a total of 49,981 in cash and 19,167 beneficiaries, and Mingkaman with 542,160 in cash and 36,497 beneficiaries. These figures encapsulate the comprehensive reach of the programme over a five-year span.

<sup>6</sup> UN Women – Africa. (n.d.). South Sudan. Available from: <https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/south-sudan>

<sup>7</sup> World Bank. (n.d.). World Bank Open Data: South Sudan. <https://data.worldbank.org/country/south-sudan>

<sup>8</sup> Care. (n.d.). Gender in Brief South Sudan. Available from: <https://www.care.org/wp-content/uploads/2020/05/Gender20in20Brief20South20Sudan20.pdf> ; Nakiranda, Patience. (2023, July 25). Why Is the Maputo Protocol Important to Women of South Sudan? - Women's International Peace Centre. Available from: <https://wipc.org/why-is-the-maputo-protocol-important-to-women-of-south-sudan/>

<sup>9</sup> International Organization for Migration (IOM). (2021). Customary law, norms, practices and related factors that enables and constrain women's access to housing, land and property in South Sudan: A desk review. IOM, Juba. Available from: <https://publications.iom.int/system/files/pdf/Customary-Law-%20Norms-Practices-HLP-South-Sudan.pdf>

<sup>10</sup> Care. (n.d.). Gender in Brief South Sudan.

<sup>11</sup> World Food Programme. (2023). Evaluation of WFP contribution to market systems in South Sudan and Bangladesh from 2018 to 2022 – Decentralized Evaluation Terms of Reference. World Food Programme. Available from:



**Table 2. Beneficiaries and CBT provided in South Sudan (source SCOPE and Building Block)**

CSP Data	South Sudan
<b>CSP period and date approved</b>	CSP (2018-2022) 30 October 2017 Revised with one year extension
<b>Original Budget</b>	\$ 3,885,285,798
<b>Original Beneficiaries</b>	4,909,688 Girls 40% Boys 33% Women 17%
<b>Original % of CBT</b>	7.5% (\$293,130,531)
<b>Revised Budget</b>	\$5,043,601,494
<b>Revised Beneficiaries</b>	6,438,927 Girls 40% Boys 33% Women 17%
<b>Revised % of CBT</b>	8% (\$395,361,128)

**MDAs in South Sudan**

7. WFP has implemented various MDA models in South Sudan, including Business-to-Business (B2B), directly contracted retailers (DC), and Retail-in-a-Box (RIAB).

8. Of the markets in this evaluation, Bor has had MDAs for the longest period. Since the 1990s, there has been some level of in-kind food assistance provided in this area, and in 2016 the current caseload of beneficiaries started to receive assistance through e-vouchers with retailers engaged through the direct contracting model. In 2018, half of the IDPs moved to Mingkaman, leading WFP to separate the two locations into different projects. A new Retailer Onboarding and Contracting (ROC) process was conducted in 2019, with most retailers re-contracted.

9. Mingkaman exemplifies new market creation.

In 2016, assistance and associated MDAs started under the e-voucher modality with directly contracted retailers. However, challenges like price collusion amongst retailers emerged, prompting a Market Systems Analysis which recommended unrestricted cash transfers in Bor (starting in 2023) given the strong market, and recommended the switch to B2B model in January 2022 in Mingkaman to better regulate retailers. WFP kept the top 80 of 200 retailers in Mingkaman, who then subcontracted replacements, and both models of DC and B2B continued in these markets. In 2022, the operation expanded to Kalthok where a group of IDPs had moved, using mobile shops to establish presence before transitioning to a B2B-constructed market structure.

10. The Gorom refugee camp near Juba opened in 2011 and provided primarily in-kind food assistance until 2021. By September 2021, WFP constructed 6 shops using RIAB and contracted a B2B supplier to engage eight refugee (6) and host community (2) retailers. In January 2023, the switch to unconditional cash was also made, similar to Bor.

**Table 3. South Sudan: Beneficiaries and market partners by location and MDA**

Field Office	Market	MDA	# Market Partners	Start Date	Estimate # and Type of Beneficiaries
<b>Bor</b>	Bor	DC	141 retailers	2016	112,000 IDPs
<b>Mingkaman</b>	Mingkaman	DC	99 retailers	Jul-16	110,000 IDPs and host community (Increased support for IDPs and in lean season)
		B2B	4 suppliers, 101 retailers		
	Kalthok	B2B w/ mobile shops	1 supplier, 9 retailers	Apr-22	12,000 IDPs and host community
<b>Juba</b>	Gorom	RIAB	6 shops constructed	Sep-21	2,800 refugees
		B2B	2 suppliers, 6 retailers		

[https://docs.wfp.org/api/documents/WFP-0000147716/download/?\\_ga=2.173197414.412190491.1701136256-458925788.1701136256](https://docs.wfp.org/api/documents/WFP-0000147716/download/?_ga=2.173197414.412190491.1701136256-458925788.1701136256)

### 1.3. METHODOLOGICAL LIMITATIONS

11. In South Sudan, delays collecting data occurred in Bor and Mingkaman due to stakeholder unavailability and weather issues, later addressed through rescheduling. The evaluation planned interviews with contracted and non-contracted retailers in Kalthok but comparable non-contracted ones were unavailable, resulting in only contracted retailer interviews. Respondents had difficulty accurately recalling financial details, impacting cost-benefit analysis robustness, mitigated by reducing assumed South Sudanese shop owner income by 50% when calculating benefits. Retailer QuIP interviews were lengthy. This was managed with flexibility to pause discussions, though making data submission difficult. Similarly, maintaining the double-blind QuIP protocol posed challenges.

## 2. Findings

### 2.1. RELEVANCE

#### **EQ1 – TO WHAT EXTENT ARE MARKET DEVELOPMENT ACTIVITIES AND RELATED RETAIL ENGAGEMENT RELEVANT INTERVENTIONS INFORMED BY COUNTRY CONTEXTS AND MARKET INEFFICIENCIES IDENTIFIED DURING MULTI-SECTOR ASSESSMENTS?**

EQ1.1: To what extent are the market and/or retail assessment findings used to design and implement activities, considering the differentiated needs and roles of women, men, and marginalized groups?

#### ***Relevance of MDAs for WFPs work***

12. In South Sudan, markets were created from scratch and the market connections and business skills gained through MDA activities have contributed greatly towards the establishment of self-sustaining markets. Voucher systems served as an important steppingstone for establishing markets where they previously didn't exist. The introduction of vouchers provided the financial stability for families that enabled them to grow some food for sale which has improved their financial well-being.<sup>12</sup> One beneficiary mentioned, *"From the introduction of voucher, we were able to buy important items that were nutritious in the WFP-contracted shop in order to boost our health. We could take some farm surplus for sale in order to provide ourselves other needs."* Later WFP was proactive in addressing issues with market dynamic by conducting MSAs to identify solutions for addressing inefficiencies that would enable more independent growth. For example, the MSA in Bor found that transitioning to unrestricted cash would enhance competition and enable the market to regulate prices itself.

13. Retailers also noted clear market development around them. One retailer from Gorom mentioned that there had been clear changes in the number of traders operating in the market because people invested after realizing that the market has growth. He said that his overall wellbeing has gotten better because of *"economic empowerment and training, all this have improved the wellbeing of my household."* Multiple other retailers also noted improvements in their businesses because of the training provided by WFP and other agencies.

***There was improvement in decision-making and in how I carried out my business activities after taking some training activities by partner agencies.<sup>13</sup>***

14. Using corporate market intelligence tools, such as the Market Functionality Index and regular price monitoring, as well collaboration with local market actors (such as retailers, suppliers, manufacturers, and farmers), MDAs seek to identify and address context-specific market inefficiencies, improve the efficiency and effectiveness of CBT programmes, and create positive market dynamics. The goal is to achieve better

<sup>12</sup> Multiple QuIP beneficiary respondents

<sup>13</sup> QuIP, retailer in Bor

outcomes for beneficiaries by improving market systems and ensuring that CBT interventions have a positive impact on local economies and food systems.

15. According to WFP staff, MDAs are highly relevant for WFPs work as they contribute to ensuring CBT will be possible by boosting market development from multiple approaches. On the retail side by contracting retailers (ensuring supply and fair prices) and diffusing retail best practices into less developed retail environments to create and kickstart markets while at the same time applying market systems analysis to map supply chains and understand inefficiencies, drawing on these findings to design MDAs that can address those inefficiencies. The ultimate goal is to enable markets to become self-sustaining over time, growing and thriving on their own and servicing communities that no longer require WFP food assistance.<sup>14</sup>

### ***Contribution of market and retail assessments to MDA design and implementation***

16. WFP corporate tools were used to ensure effective implementation of MDAs. In South Sudan, **which MDAs to implement are determined based on the market situation of each location. When there is interest to launch CBT in a certain location, an MFI is conducted<sup>15</sup> to inform the decision making of which approach should be used.** Once assessments were conducted, MDAs were only initiated with approval by the Cash Working Group, which carefully considered the results of the assessments as well as input from relevant WFP units. To ensure that beneficiaries are charged a fair market value for the products they purchase using their e-vouchers. Prices for the mandatory items provided by WFP retailers are negotiated and set each month based on Vulnerability Assessment Monitoring (VAM) price monitoring (conducted on a weekly basis given the market and currency volatility of South Sudan).

17. Resultingly, different combinations of MDA activities were implemented in each of the locations. At the refugee camp in Gorom, virtually no market existed until September 2021 when WFP established a RIAB location that was operated by retailers contracted by a supplier using the B2B system. In Mingkaman, the market was also created from scratch when in 2016, WFP switched from in-kind assistance to the e-voucher modality, providing assistance through directly contracted retailers. Responding to issues of price collusion among retailers and the lack of local access to supply identified by the MSA conducted in 2021, WFP encouraged wholesalers to supply the market in Mingkaman and used a combination of directly and B2B contracted retailers for the remainder of the evaluation period. In Kalthok, WFP switched from in-kind assistance to e-vouchers with B2B in January 2021. As no physical market existed here either, retailers initially used mobile shops transported by the B2B suppliers, but these suppliers soon established more permanent shops that were used until the end of the evaluation period. In Bor, assistance was provided through e-vouchers and directly contracted retailers from 2016 until 2022, at which point WFP made the switch to unrestricted cash. This shift was made after the 2021 MSA found that moving to unrestricted cash would allow beneficiaries to get the best value for money and avoid targeted pricing and fixing of voucher prices. RPMEs were intended to be conducted regularly (e.g., once a year in Mingkaman) to ensure retailer compliance with WFP requirements.

18. WFP documentation and staff in South Sudan indicated that **market assessment tools (MFI, MSA) were used to design appropriate MDAs and modifications according to market need and inefficiencies and corporate monitoring tools (RPME, price monitoring) were used to ensure that MDAs respond to market needs and that contracted retailers are operating in compliance with WFP expectations** (price, quality, assortment, services and compliance). In South Sudan, the tools not always applied consistently: MFIs were only conducted in Gorom (as MDA/REAs were already operational in Bor and Mingkaman when this tool was developed), and an MSA was conducted for Bor and Mingkaman markets in 2021. Retailer Onboarding and Contracting (ROC) was conducted in markets where retailers were directly contracted (once in Bor and twice in Mingkaman). RPME was conducted once a year in Mingkaman and Bor, but only once in Gorom and Kalthok. Without more consistent use of MFI and RPME, it

---

<sup>14</sup> KII with WFP

<sup>15</sup> This is the current process for implementing new MDAs but the MDAs in Bor and Mingkaman were already established when the MFI tool was created.

was not possible to measure changes in the market over time and see the impact of MDA/REAs through monitoring data. More frequent RPMEs might also enable the WFP team to identify challenges for the retailers and provide any follow-up capacity building that might be needed. Refer to EQ3.2 for further analysis on the utility of corporate tools.

### **Inclusivity considerations**

19. **In terms of inclusivity considerations in MDA design processes, there was evidence that WFP made efforts to respond to the needs of women and marginalized people.** In South Sudan, women are traditionally not well represented among market actors and the majority of female retailers operate on such a small scale that they do not have the financial muscle to be able to be involved in WFP contracting. Nevertheless, efforts were made to encourage female retailers to participate in the onboarding and training processes, to ensure that women felt safe in the market settings and to ensure that markets would be accessible to everyone including those with disabilities.<sup>16</sup>

20. However, **the evaluation found minimal evidence of how analysis of consultation with women and marginalized people was used to determine how their needs would best be met through MDAs and inform activity design and processes for measuring specific outcomes for women and marginalized people.** Even though women may have been interviewed during the planning phase. (For example, women were included in FGDS during the MSAs in Bor and Mingkaman), gendered analysis could be more specifically addressed in MFI reports, retailer training materials or activity documents/presentations (how MDAs were designed to maximize women's empowerment) especially within a context of strong cultural gender norms. The Thematic Evaluation of WFP Contribution to Market Development and Food Systems in Southern Africa<sup>17</sup> cited similar findings stating that *"The incorporation of gender dimensions and needs of youth, the disabled, and other groups in MDAs was generally weak in the design of MDAs across all countries."* It pointed out that this might be attributed to the fact that the WFP MDA Guidance did not include steps for these considerations. When asked how the needs of women were considered in the design of MDAs during KIIs, most responses focused on value vouchers being assigned to women and efforts made to increase women's participation considering the gender norms and social context influencing low participation of women as market actors in South Sudan.

21. Also, it would be useful to specifically assess the impact of women's participation in MDAs. Monitoring processes/indicators to assess these changes should be in place from the design phase to assess unique outcomes for women whether as beneficiaries, volunteers, farmers supplying aggregation centres or retailers. This will be included in the recommendations.

22. The importance of vouchers for female empowerment was mentioned frequently in both key informant and QuIP interviews. Due to restrictive cultural norms in South Sudan, women do not traditionally have strong roles in the supply side of market systems (e.g., as retailers or suppliers) and would be less likely to be involved in household decision-making processes involving cash.<sup>18</sup> When e-vouchers were introduced, they were registered in the name of female members of the household to promote women's decision-making when it comes to food purchases for their households.

***"By entrusting women with the cards, WFP interventions subtly elevated their role in household financial management, allowing them to decide how to utilize the funds, and reinforcing their position as key financial contributors and decision-makers within the family."***<sup>19</sup>

23. Beneficiaries interviewed for the study also confirmed the importance of vouchers for female empowerment. For example, one respondent from Bor stated that, *"During Voucher time women were having*

<sup>16</sup> KII, WFP staff in South Sudan

<sup>17</sup>World Food Programme (2021). WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021. Available from: [https://docs.wfp.org/api/documents/WFP-0000136285/download/?\\_ga=2.223445727.590117783.1705680611-287098669.1699988849](https://docs.wfp.org/api/documents/WFP-0000136285/download/?_ga=2.223445727.590117783.1705680611-287098669.1699988849)

<sup>18</sup> QuIP, beneficiary in South Sudan; UNHCR-WFP. (2019). UNHCR-WFP Joint Assessment Mission (JAM) Report 2019: Cox's Bazar, Bangladesh. <https://data2.unhcr.org/en/documents/details/72273>

<sup>19</sup> KII, WFP staff

full responsibility. From this period (2022) men who used to keep away from (vouchers) have now jumped in to share this little cash with their wives."<sup>20</sup>

**EQ1.2: To what extent are the market development activities and related retail engagement activities linked to the country strategic plan?**

24. MDAs were acknowledged by both WFP staff and government representatives as being highly relevant for government strategies; however, the evaluation did not find evidence of government consultation in designing MDAs. WFP’s CSP was aligned with the interim national development strategy and government mainly allowed WFP to operate independently. Government influence in MDAs mainly extends only to identifying locations where they did not allow WFP to distribute unrestricted cash. However, it is interesting to note that according to KIIs, **MDA efforts contributed to improvements in the way local authorities managed the traders they represented and enhanced relationships between local authorities and the traders.**<sup>21</sup>

**CBT in South Sudan**

25. The evaluation found CBT as a proportion of CSP budgets and actual distributions to be increasing in importance, thus emphasizing the increasing relevance of MDAs for optimizing benefits drawn from these transfers. **Error! Reference source not found.** shows an increase in the % of CBT in CSP revisions.

**Table 4. CSPs in South Sudan**

CSP	Budget M\$	% of CBT	M\$ CBT	CSP Beneficiaries	CSP Beneficiaries by sex
ICSP (2018-2021) <sup>22</sup>	3,885	7.5%	293	4,909,688	Girls 40% - Boys 33% - Women 17%
ICSP 2018-2021 Revised in 2022	5,043	8%	395	6,438,927	Girls 40% - Boys 33% - Women 17%

26. Also, according to the Annual Country Reports (ACRs) from 2018 to 2022<sup>23</sup>, value vouchers made up a significant proportion of cash transfers, highlighting the relevance of MDA programming (See Figure 1).

**Figure 1. Overall CBT and Commodity Voucher Distribution (USD) 2018-2022**



27. In South Sudan, WFP implemented an interim CSP 2018-2022 to reach 6.4 million beneficiaries at a total budget of \$5 billion. Of this budget, 8% (395US\$ million) was planned for CBT, with a focus on providing nutrition-sensitive food assistance to crisis-affected populations and food and nutrition assistance to refugees. Food-insecure smallholder farmers and communities in non-conflict zones were also engaged in livelihoods development programming aimed to enhance their resilience to seasonal climate shocks throughout the year.

<sup>20</sup> QuIP, . Beneficiary in South Sudan

<sup>21</sup> KIIs, WFP and local authorities, South Sudan

<sup>22</sup> World Food Programme. (2023). Evaluation of WFP contribution to market systems in South Sudan and Bangladesh from 2018 to 2022 – Decentralized Evaluation Terms of Reference. World Food Programme. Available from: [https://docs.wfp.org/api/documents/WFP-0000147716/download/?\\_ga=2.173197414.412190491.1701136256-458925788.1701136256](https://docs.wfp.org/api/documents/WFP-0000147716/download/?_ga=2.173197414.412190491.1701136256-458925788.1701136256)

<sup>23</sup> World Food Programme. (2018, 2019, 2020, 2021, 2022). South Sudan Annual Country Reports 2018, 2019, 2020, 2021, 2022. Available from: <https://www.wfp.org/publications/annual-country-reports-south-sudan>

28. WFP aided crisis-affected and food-insecure populations and refugees through various transfer modalities, including in-kind food assistance, CBT, and a hybrid food basket combining in-kind rations and CBT. This assistance was facilitated through WFP's extensive network of 15 field offices, the Integrated Rapid Response Mechanism (IRRM), and partnerships with eight national and 15 international cooperating partners (CPs), including FAO, UNICEF, UNOPS, World Bank, ACROSS, Catholic Relief Services (CRS), Norwegian Refugee Council (NRC), and Joint Aid Management (JAM).

29. The beneficiaries of cash-based transfers saw the following changes from 2021 to 2022: Activity 1 increased from 563,268 (56% women) to 570,651 (56% women), Activity 2 from 274,026 (54% women), and Activity 4 from 262,000 (54% women) to 357,150 (54% women). Due to challenges such as violence, displacement, gender inequalities, economic downfall, climate shocks, and the disruption caused by COVID-19, WFP increased the number of beneficiaries by 31% and the overall CSP budget by 30% in the CSP revision.<sup>24</sup>

### **WFP Strategic Planning**

The Logistics CBT and Contracting Unit in South Sudan is involved in the CSP development process. The current CSP had a cash component and MDA was an important means for being able to implement CBT in the country.<sup>25</sup> However, there is no budget for MDAs under supply chain since they are not incorporated in the CSP planning procedures and there was no specific mention of MDAs in either the CSP or annual reports. Without indicators to measure the contribution of WFP's efforts towards market development, the ability to demonstrate the impact of these activities both internally (WFP management) and externally (development community and donors) is limited. **If the role of WFP in working towards market development was more clearly defined within the corporate level strategy, it would be easier for countries to explicitly integrate MDAs into their CSPs and subsequently include KPIs that would allow the organization to measure the impact of MDAs and report on progress to donors and other relevant stakeholders.**

## **2.2. EFFECTIVENESS**

### **EQ2 – TO WHAT EXTENT HAVE THE IDENTIFIED MDAs AND RETAIL ENGAGEMENT ACTIVITIES IMPLEMENTED AND ACHIEVED THEIR OBJECTIVES FOR MEN AND WOMEN IN THE TARGET GROUPS AND THEIR WIDER LOCAL COMMUNITIES?**

EQ2.1: To what extent have MDAs and retail engagement activities enhanced and impacted the assortment, availability, prices, and quality of food products for the different target groups [e.g. retailers and those receiving CBT] and indirect beneficiaries [e.g. host communities]?

#### **Assortment and availability**

30. The **assortment** of essential goods dimension indicates which classes of goods to meet essential needs can be purchased in a marketplace and how much choice is offered.<sup>26</sup> It is measured by increases in the MFI and RPME scores for this dimension over time. The **availability** dimension assesses whether certain products are scarce or likely to get scarcer in the short run, and measured by the percentage of selected food basket that is in stock during monitoring visits. These two indicators were often referred to interchangeably by retailers and beneficiaries and are therefore presented together.

31. RPME data shows variability in retailers' ability to maintain well supplied shops with diversified products, quality and brands, with 43% receiving a 'very good' or 'good' rating in January 2020, increasing to 94% by November 2021 and then dropping again to 56% by June 2022. The low scores on assortment for South Sudan were primarily brought down by Bor in 2020, which has maintained the directly contracted modality since 2016; though by June 2022, retailers in Mingkaman also failed to significantly improve

---

<sup>24</sup> World Food Programme South Sudan ICSP (2018-2021), ICSP 2018-2021(Revised in 2022)

<sup>25</sup> KIIs, WFP staff, South Sudan

<sup>26</sup> MFI Guidance



scores.<sup>27</sup> The MFI conducted in Gorom in 2021 also provides a snapshot of assortment for that location, which was similarly low with a rating of 5 out of a possible score of 10 (i.e. 50%), indicating limited choice in essential products for consumers.

32. The **primary drivers of reduced or variable assortment and stock shortages (i.e. availability) according to retailers and beneficiaries were inflation and fluctuations in the exchange rate for dollars**, which reportedly influenced consumer demand for specific products. However, the **guaranteed revenues by being a contracted retailer<sup>28</sup> facilitated retailers' ability to stock more food items**, including nutritious options, and enabled the resilience of markets for some retailers. This is supported by key informants, including WFP staff, non-governmental partners and local authorities in Gorom, Bor and Mingkaman. Contracted retailers are given a basket of items they must include in the shop's assortment of goods which they were able to plan and stock, that without they would simply have "only sorghum," according to one interview respondent.<sup>29</sup>

*Before intervention, there were few food items in the basket available for beneficiaries for example; cereals, vegetable oil, pulses and salt. Now the food basket has expanded, and it includes sorghum, maize flour, wheat flour, salts, oil, lentils, milk and so on. The available assortment has improved the nutritious intake of food consumed by beneficiaries and improved health; more nutritious food products are available in the market but after vouchers ended, shops are shrinking, and a reduced amount of nutritious food are available.<sup>30</sup>*

**Table 5. Highest frequency counts of causal statements on availability and assortment in South Sudan**

	Positive		Negative	
	Availability	Assortment	Availability	Assortment
Inflation	-	2	6	18
Increased / unmet demand	-	3	7	-
Improved infrastructure, technology and systems	-	6	-	-
Business and market development trainings	4	-	-	-
Increased engagement with new suppliers	-	4	-	-
Distribution of value vouchers	5	2	1	-
Climate-related shock	-	-	1	3
High prices	-	-	-	2

Note: Frequency of cause-effect links drawn / referenced by all beneficiaries (n=42) and retailers (n=49) engaged through 43 interviews and 4 focus groups in South Sudan.

33. The switch to unrestricted cash assistance from vouchers in South Sudan, coupled with currency fluctuations, reportedly undermined some smaller, previously contracted retailers' capacity to maintain stocks and compete with larger retailers in the area; interviewed retailers highlighted how the modality shift initially disadvantaged South Sudanese, and particularly female, retailers in favor of refugee and foreign retailers, including Somali and Sudanese suppliers and retailers.<sup>31</sup>

<sup>27</sup> There is less data available for Bor retailers from 2021 – 2022 within Tableau.

<sup>28</sup> This falls under 'increased demand' and 'vouchers' in table 5 for South Sudan assortment and availability, in which retailers noted introduction of vouchers and their associated retailer contracts driving increased revenues and regular demand and ability to increase stocks. Conversely, there still were 7 references to 'increased demand' leading to 'stock shortages'

<sup>29</sup> KII, WFP Staff, South Sudan

<sup>30</sup> KII, WFP Staff, South Sudan

<sup>31</sup> The nationalities of contracted retailers interviewed for QuIP surveys varied depending on the location. In Gorom all respondents were refugees, in Bor all respondents had National IDs, and in Mingkaman and Kalthok there was mix of refugees and South Sudanese respondents (Assumption –for Bor and Mingkaman the differentiation was made using the type of ID provided in WFP contractor shortlists. It was assumed that those providing passports rather than South Sudanese National IDs were refugees)

*In 2019, the market was competitive because of the voucher, and it became less competitive because of the change [to cash]...Most traders who are depending on vouchers collapsed. They were not able to sustain their shops because of dollar rate. 32*

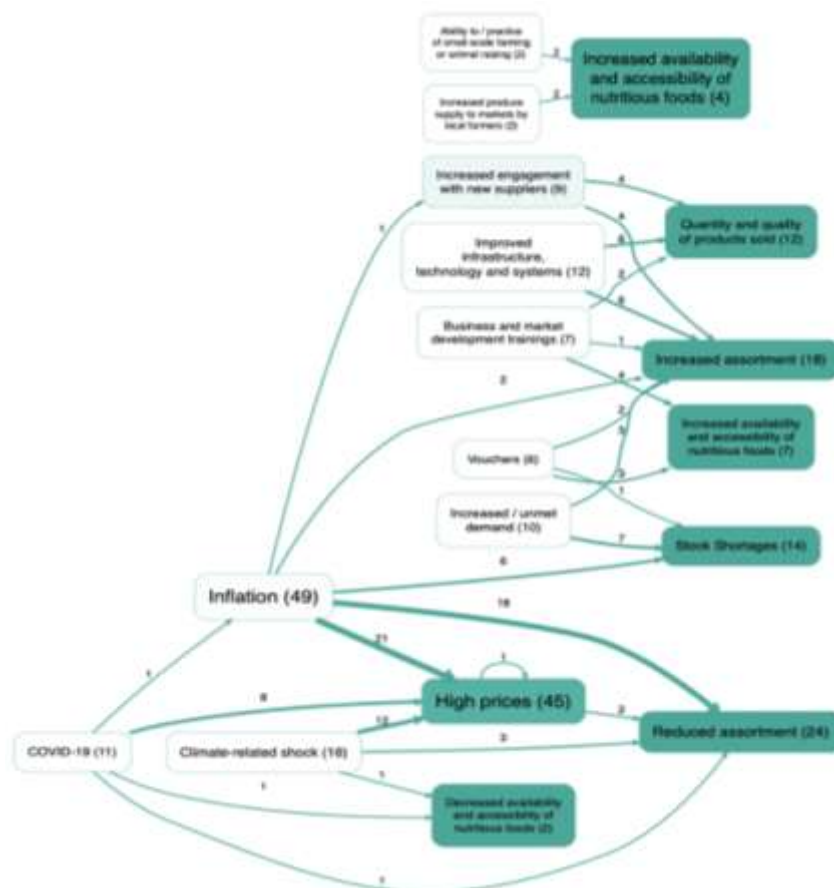
*During 2018-2019, there was growth in the number [of market actors]. This has changed at the time the voucher system stopped because it was keeping many women in business.33*

34. While the impact of the shift to unrestricted cash on retailers and markets is outside the scope of this evaluation, these emerging findings on how the planning and transition were perceived by retailers and their ability to maintain stocks and compete provides relevant lessons that are further highlighted under EQ5 and EQ6. Such transitions require greater monitoring and measurement over-time as unrestricted cash becomes the dominant modality.

### Quality and Price

35. The **quality** dimension is measured by increases in the food quality score of WFP engaged shops over time from the RPME and a broader sample of shops through the MFI. The **price** dimension assesses price trends and volatility. Both rising prices and excessive volatility show that the market is not functioning well. While there are multiple mechanisms for price monitoring, this evaluation looks at primarily the MFI and RPME data, which measure whether the price of selected food basket in WFP contracted shops are

**Figure 2. Causal Links for changes in Assortment, Availability, Quality and Price Dimensions in South Sudan**



Note: Map shows frequency of cause-effect links drawn / referenced by all beneficiaries (n=42) and retailers (n=49) engaged through 43 interviews and 4 focus groups in South Sudan.

aligned or lower than other stores in the same market, as well as available price monitoring and market systems analysis reports. In QuIP interviews and FGDs, **beneficiaries mostly spoke to the 'affordability' of food items when prompted to discuss the facilitating factors or limits to the availability and consumption of high quality, nutritious foods.** As such, these dimensions are presented together.

36. There is limited MFI data available for evaluated markets in South Sudan outside of the 2021 Gorom baseline, which already scored a 7.5 for quality (75%) prior to the introduction of B2B/RIAB modalities. According to retailer responses, the **improved quality of food and goods from 2018 to 2022 was attributed to increased business capital, which facilitated better product sourcing, and the**

<sup>32</sup> QuIP, Male retailer, Bor, South Sudan  
<sup>33</sup> QuIP, Female retailer, Mingkaman, South Sudan

**development of strong supply chain relationships, ensuring a steady supply of high-quality items.**

Additionally, retailer trainings and motivation to make significant infrastructure upgrades in shops, such as enhanced storage and maintenance, contributed to this improvement and highlighting the contributions of MDAs/REAs (see **Error! Reference source not found.**).

37. Since fresh vegetables and meat were not part of the contracted retailers assortment, and work to optimize the fresh food supply chain was not included as part of MDAs in South Sudan, KIIs and QuIP interviews also emphasized how the ability for beneficiaries to farm increased the availability and quality of nutritious foods in the market, while also reducing prices through competition between imported and local products and increasing affordability. As highlighted by one WFP staff member in South Sudan, *“Due to local farming practices by small-scale producers who are also beneficiaries, more locally produced food is being brought to the market. This has helped to reduce the prices of nutritious food because of competition between imported and locally produced food items.”*<sup>34</sup>

38. In terms of **price**, QuIP interviews and monitoring data across sources indicates that prices in **South Sudan** have been highly unstable, primarily driven by volatile exchange rates for the dollar. Significant external factors (e.g., inflation, currency volatility, insecurity and climate shocks) prevented MDAs from having an impact on affordability of goods for both retailers and beneficiaries, simultaneously affecting assortment (as above). However, **beneficiaries noted that without such humanitarian intervention supporting the security and some regulation of markets, the accessibility and affordability of goods was more limited.**

39. March 2020 RPME assessment data revealed that the majority of the 303 surveyed retail shops' overall performance “Needs Improvement” (43%), with a greater proportion performing poorly in Bor compared to Mingkaman markets. **In both cases, poor performance was largely driven by assessments of ‘price’ as few shops had their prices lower than the non-contracted shops.** The 2021 Gorom MFI similarly highlighted low scores for pricing (0.8), highlighting not only price increases but most notably high levels of unpredictability, delaying the introduction of unrestricted cash into the market.

40. An MSA of Mingkaman and Bor markets (July 2021) was conducted to understand the root causes of high prices and market inefficiencies in these markets and boost beneficiary purchasing power. The resulting report highlighted that Bor functioned relatively well, with many wholesalers and retailers present and accessible to beneficiaries/consumers, however retailers experienced challenges with price fluctuations and beneficiaries revealed experiencing high commodity prices, collusion and targeted pricing. The main recommendations for Bor for solving the issue of price gouging were to more strictly regulate retailers with monthly price ceilings and stronger monitoring and sanctioning or to shift unrestricted cash to allow beneficiaries to get the best value for money (the latter of which was implemented in 2022). In Mingkaman, in addition to problem of price gouging, retailers faced challenges with high costs caused by the absence of wholesalers and therefore higher transport and handling costs when replenishing stocks. Recommendations for Mingkaman included bringing wholesalers to the market and advocating for preferred supplier agreements. For both markets it was recommended to incentivize retailers to use mPOS correctly and record itemized sales data and provide capacity strengthening for business skills as well as refresher trainings to ensure sustainability. In June 2022, among the 87 shops assessed in Mingkaman, a notable 95% received 'Good' or 'Very Good' ratings after changes were made in accordance with the MSA.

[EQ2.2a: To what extent did the MDAs/REAs contribute to enhancing beneficiaries' market interaction experience \(purchasing power, choice, dignity, treatment, quality of food presented, and access\) outcomes?](#)

41. Respondents highlighted the important difference in retail experience when moving from in-kind assistance to electronic vouchers, marking a significant shift in beneficiaries' market interaction experience. In contrast to in-kind food distributions, which often lack an element of dignity, cash-based modalities empower individuals by providing a shopping experience that parallels conventional consumer behavior. For example, one stakeholder in South Sudan mentioned that the transition has helped *“alter the mindset of*

---

<sup>34</sup> KII with WFP staff

people to think about buying things" and improved their "capacity to interact with traders." Previously reliant on food distributions, beneficiaries are now acclimated to a marketplace ecosystem, thus becoming "comfortable" with the concept of budgeting and purchasing. As remarked in KIIs with WFP, CPs and local authorities, **when assistance is provided through market interactions, it facilitates opportunity for displaced persons to be consumers again, contributing to improved financial literacy, choice and flexibility in selecting preferred foods, qualities and brands** as they plan and budget for what items to buy to meet the needs of their families and bargain with retailers.

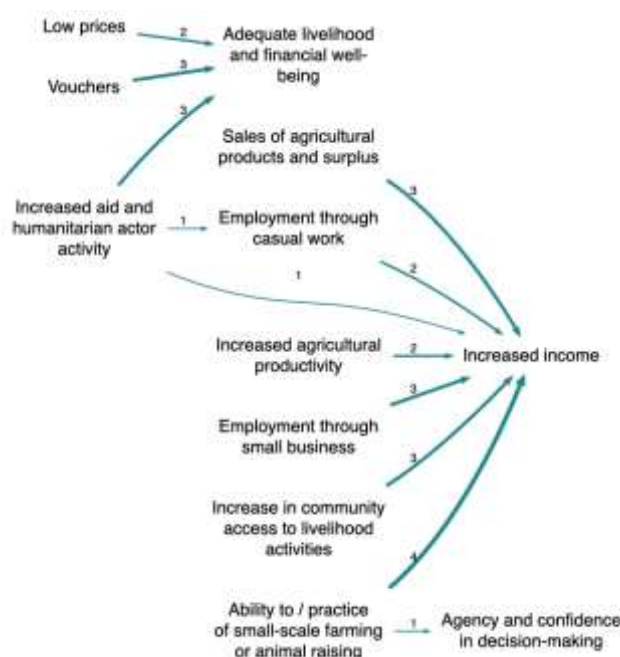
42. **This shift not only empowers communities with improved purchasing power but also incentivizes traders to set up shops in proximity to the distribution centres, establishing new markets in previously inaccessible or difficult areas.** It was noted that providing in-kind assistance in South Sudan faced occasional challenges with moving food to the distribution locations on time, given the lack of infrastructure, flooding and security issues. With retailers incentivized to enter markets and grow businesses, **beneficiaries were more reliably able to secure their food needs as traders looked to increase their customer base and "bring the food to sell on time when they know there will be demand."**<sup>35</sup> As noted by a female IDP in South Sudan, "*there were [previously] no nutritious foods in many shops because the retailers were having less capital...this change [to increased nutritious options] was positive, the factors were increased capital [of retailers] and introduction of voucher.*" **Coupled with tools for addressing market functionality, such as MFI and MSAs, markets were brought closer to consumers.**

43. With vouchers and more stable markets, refugees and IDPs **could consistently afford more preferred and nutritious items**, like meat and vegetables, that were previously unobtainable with irregular cash earnings or reliance on in-kind assistance. Economic stability also played a role, as increased income from small-scale agriculture in South Sudan given increased safety and opportunities provided by humanitarian action enabled households to diversify their diets. **Interviewed beneficiaries in South Sudan noted that when humanitarian aid exits or reduces, security in the area and stability of the markets are negatively affected, making food less affordable and livelihood activities, such as farming, less accessible, thus harming progress towards greater food security.** This is also important at the individual level, given QulP results reveal that increased engagement in crop production, land ownership, and the presence of vouchers were frequently linked to beneficiaries' reported sense of agency and choice.

---

<sup>35</sup> KII with WFP staff

**Figure 3 Combined factors contributing to positive changes in beneficiary livelihoods in South Sudan**



Note: Map shows frequency of cause-effect links drawn / referenced by all beneficiaries in Bangladesh (n= 51) and South Sudan (n=42) engaged through interviews and focus groups.

44. Reductions in transfer amounts under the voucher modality between 2020-2022, disrupted market growth and reduced beneficiary purchasing power. Many beneficiaries reported being unable to maintain previous quantities and varieties of goods accessed. A female beneficiary from South Sudan shared, *"in 2020, the [incremental decreases] have affected my family's [ability] to afford all the nutritional foods."* About 50% of the beneficiaries interviewed reported negative changes in their households' purchasing power and, subsequently, negative changes in their household's food consumption patterns (e.g. eating less frequently, and less healthy options).

**Table 6. Changes reported by beneficiaries**

	South Sudan		
	Positive	Negative	Same
Change in livelihood and financial well-being	11	8	1
Change in household's buying power or purchasing capacity	9	10	1
Change in household's food consumption patterns	10	10	0
Change in overall health and happiness of your household	14	3	3
Change in confidence about the future	17	1	2

Note: Participating beneficiaries were asked to describe openly changes experienced across various domains, and a closed-ended follow-up question was asked to define clearly whether the change was 'positive', 'negative' or 'the same'. "Positive" denotes improved or increased, and "Negative" denotes decreased or got worse. This table shows the frequency of responses for 20 interviewed beneficiaries in South Sudan. Dark blue represents the highest value and white indicates the lowest value.

*“The change<sup>36</sup> was positive, the reason for the change was the intervention made by humanitarian organizations, this intervention has provided food and skills to start up new livelihoods activities.”<sup>37</sup>*

45. Despite the negative perceptions surrounding trends towards decreased purchasing power, financial well-being, and food consumption, beneficiaries did have positive perceptions regarding their overall health and happiness and confidence in the future, noting coping mechanisms, such as religious faith and belief in humanitarian actors’ support, as a source of their positivity.

EQ2.2b To what extent did the implementation of MDAs/REAs consider and address gender inequalities and promote gender equality and women's economic empowerment, both within the MDAs and in the wider market system?

46. In South Sudan, market settings are generally dominated by males and most female traders operated at the micro-level, casually selling a limited selection of vegetables. Understanding barriers to entry, where even South Sudanese male traders reportedly struggled to compete with other foreign traders coming from more established markets in Ethiopia, Sudan and Somalia, WFP did make deliberate efforts to facilitate women’s participation by visiting the market locations ahead of retailer trainings to inform small female-owned businesses of the requirements to become contracted retailers (e.g., preparing the registration documentation needed to qualify), and the traders union also helped register them. This new approach may have been initiated in response to the findings of the 2022 Supply Chain study, which found that, “[w]omen, youth, and disabled groups are frequently well-represented in small-scale initiatives, but their participation declines as the financial requirements to partake in supply chain programs increase (for example, the tender process is viewed as gender neutral, yet few women respond in practice – only 2 out of 23 in South Sudan).”<sup>38</sup> Although there are still few females contracted as retailers, respondents did report a positive shift in perceptions surrounding women’s market engagement.

*“Normally women were not allowed to do business in open places like market due to cultural norms and beliefs but after WFP MDA intervention, everything changed, traditional beliefs on disparity in gender roles were reduced and many women entered the market. Women access resource and economic opportunities through received trainings in entrepreneurship, business plan, market strategy, customers care and management.”<sup>39</sup>*

47. A local authority in Bor also commented on the impact of MDAs on women’s empowerment stating, “I am thinking that due to inclusion of women into [activities], and development of their skills to start new business, running of existing business, had improved the living standard of their families, especially women who are heading households.” Income generated from these opportunities not only provided immediate relief but also enabled many female beneficiaries (7 of 17 interviewed) to venture into new livelihood opportunities, such as setting up small businesses and shops or initiating small farming activities, which further facilitated and increased their purchasing power and subsequently access to quality foods. Several women respondents highlighted how these income sources increased their decision-making power and purchasing ability from 2018-2022, as well as dignity and hope for the future. When asked about their confidence about the future, responses were mostly positive with 17 of 20 respondents expecting improvements; many remained optimistic given their current employment or given the livelihood skills acquired from trainings from WFP and other non-governmental actors.

48. Respondents in South Sudan mentioned that WFP ensures there are no barriers for accessing markets for disabled people, but there was limited evidence in this regard, suggesting gaps still exist.

<sup>36</sup> Response to an open query on "Changes in Livelihood and Financial Well-being of Household."

<sup>37</sup> QuIP, Female beneficiary, South Sudan

<sup>38</sup> WFP (2022). Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa from 2016 to 2021

<sup>39</sup> KII, CP, South Sudan



### **EQ3 – WHAT FACTORS ARE AFFECTING THE IMPLEMENTATION OF MDAs AND RETAIL ENGAGEMENT ACTIVITIES, AND ACHIEVEMENT OF OBJECTIVES (NEGATIVELY OR POSITIVELY)?**

EQ3.1. What are the factors that negatively disrupted WFP's MDA and retail engagement operations in the targeted markets, and how did it influence the implementation? How did the programme mitigate and cope with these disruptions, including gender-specific or inclusion-related challenges?

49. In South Sudan, market disturbances were more regular and usually outside the scope of MDAs to influence. Since before the period under evaluation, markets have been negatively affected by rapid inflation, insecurity, and logistical constraints when supplying goods. In 2017, the devaluation of the South Sudanese pound presented severe challenges affecting importation of goods from neighboring countries as well as populations' ability to afford market goods,<sup>40</sup> which is a situation that continues. In addition to consumer affordability, retailers were affected as well, with price changes occurring between negotiation with WFP and assistance distribution. In addition, delayed payments, high taxes, and disrupted supply chains (due to flooding, poor infrastructure, instability / security issues) lowered market functionality. B2B suppliers consistently expressed high expectations for contract agreements, often requesting payment in dollars to adapt to economic fluctuations in the country.

50. KIIs in Bor, Gorom and Mingkaman all note how high prices and exchange rate fluctuations diminish the purchasing power of beneficiaries and negatively impact market growth. This is exacerbated by high government taxes and fees imposed by local authorities, conflict and insecurity on transport routes and in displacement settings, and poor trade infrastructure (notably, roads), creating many barriers to entry for retailers. Climate-related shocks, particularly the flooding which occurred in Bor in 2021 also negatively influenced market activities, which was mitigated through food and nutrition assistance. According to OCHA,<sup>41</sup> nearly 180,000 people were internally displaced from Jonglei State (where Bor is located) in 2021, which grew in 2022 as waterlogged soil failed to recede prior to the next season's flooding. Retailers and beneficiaries indicated that the introduction of e-vouchers and associated REAs helped increase retailer capital and subsequently assortment in shops, given the situation was quite dire without the presence of WFP's activities. Though not part of MDAs, improved infrastructure, particularly roads, also facilitated the recovery of goods in local markets after climate shocks.

51. The absence of market regulations and constantly changing exchange rates provide limited mechanisms for managing price fluctuations. In certain instances, the formation of monopolies or cartels distorted free-market competition, leading to adverse effects like price gouging. In Bor and Mingkaman, traders quickly formed alliances, and reportedly manipulated market prices when price monitoring took place to secure favorable pricing when negotiating the prices for the voucher items, reducing the purchasing power of beneficiaries and potentially leading to disputes and conflicts. This is not the first evaluation to note a similar finding. Price collusion was also identified as a problem in the 2022 Supply Chain evaluation<sup>42</sup>, and an evaluation conducted in 2018 in Jordan also found that the use of e-vouchers effectively created a pseudo-monopoly of WFP contracted shops, resulting in inflated prices.<sup>43</sup>

52. Additionally, some retailers colluded with beneficiaries to divert voucher money for non-food items, slowing down the demand for essential commodities supplied by WFP. Further, KIIs highlighted

---

<sup>40</sup> REACH Initiative. (2017, March 30). South Sudan: Understanding markets supply chain challenges amidst increasing food security needs. Available from: <https://m.reliefweb.int/report/1968059>

<sup>41</sup> Bahr, N., & Ghazal, E. (2022). South Sudan Flooding Snapshot No. 2 (2). Office for the Coordination of Humanitarian Affairs. Available from:

[https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/south\\_sudan\\_flooding\\_snapshot\\_no.2\\_11-oct-2022.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/south_sudan_flooding_snapshot_no.2_11-oct-2022.pdf)

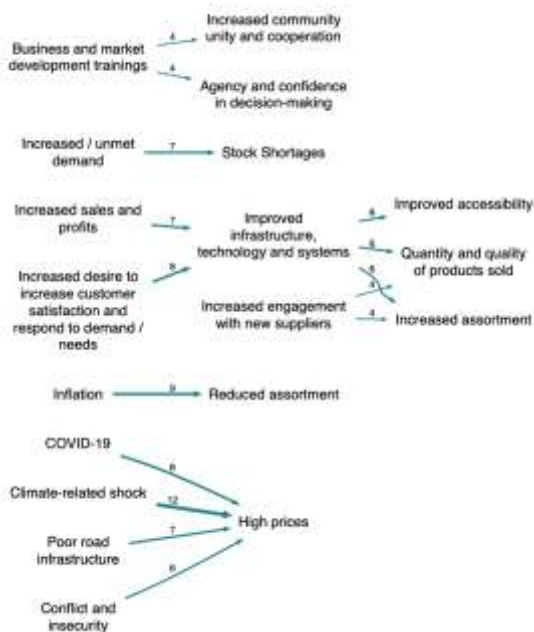
<sup>42</sup> WFP (2022). Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa from 2016 to 2021; Supplementary Report: South Sudan Country Case-Study. Available at: <https://www.wfp.org/publications/eastern-africa-supply-chain-outcomes-food-system-evaluation>

<sup>43</sup> Lindow, O., Majewski, B., Lattimer, C., Gil-Baizan, P., Shtayyeh, S. & Canteli, C. (2018). WFP's General Food Assistance to Syrian Refugees in Jordan 2015 to mid-2018. Evaluation Report. [https://docs.wfp.org/api/documents/WFP-0000101797/download/?\\_ga=2.209879441.508957254.1701120590-1520977825.1700707418](https://docs.wfp.org/api/documents/WFP-0000101797/download/?_ga=2.209879441.508957254.1701120590-1520977825.1700707418)

instances in which retailers disregarded agreements and handed over machines to colleagues, leading to delays in payment and contractual disputes. The causal linkages for supply chain disruption identified through QulP interviews are presented in **Figure 4**.

53. However, the ability to adapt to changing market dynamics and challenges, and not being rigidly bound to a set formula, significantly enhanced CBT and MDA effectiveness. Vouchers were initially a good tool to kickstart market activities, but recognizing the challenges they posed in the longer run (e.g., price collusion, monopolies), there was a pivot towards unrestricted cash transfers, reflecting adaptability.

**Figure 4 Causal links between external factors affecting supply chain and market activities**



EQ3.2: To what extent did the corporate tools and support provided from the HQ -including short-term missions (TDY)- help the CO to implement and achieve the objectives of the MDAs/REAs?

54. In terms of the support offered by HQ, KIs praised the HQ SCOLR team for being responsive and providing support for tailoring tools, designing data collection plans and conducting analysis in accordance with needs, and notably for the roll-out of B2B and RIAB activities, and for support with tailoring the RPME tools. The guidance and workflow documents on RIAB are therefore an important contribution to the implementation of MDAs globally, which were created based on several country case studies, including South Sudan.

1. In **South Sudan**, although price setting is already done on the basis of multiple sources gathered by VAM, supply chain and retail teams, several interview respondents suggested to **further triangulate price data against other market actors’ and cash working groups’ monitoring and assessments, as well as to incorporate more advanced forecasting algorithms or predictive analysis to anticipate market fluctuations better and stabilize prices for both beneficiaries and retailers**. However, the CO noted budget allocation and staff capacity limited their ability to expand market and price monitoring activities for cash-based modalities and price monitoring is mainly outside the SCLOR unit’s scope of responsibility.

### 2.3. EFFICIENCY

#### EQ4 – WAS THE IMPLEMENTATION OF MDAs AND RETAIL ENGAGEMENT ACTIVITIES COST EFFECTIVE?

55. Implementing MDAs demonstrates positive cost-effectiveness, with immediate social benefits for beneficiaries and retailers/shops. Once established, MDAs proved to be a very efficient option, with very low establishment costs (USD 454,879) recovered in 2.82 months and recurrent costs of USD 2,377,896, providing nutritional and social benefits to vulnerable populations of South Sudan corresponding to USD 1,935,315<sup>44</sup>. Further details on the methodology and findings for CBA can be found in the main report.

<sup>44</sup> See the main report for further details on CBA findings and methodology.

## 2.4. IMPACT

### EQ5. TO WHAT EXTENT DID WFP CONTRIBUTE TO IMPROVING RESILIENCE AND INITIATING BUSINESS EXPANSION OF WFP CONTRACTED SUPPLIERS AND RETAILERS?

56. Retailer resilience can be defined as a retailer's capacity to endure and recover from various challenges, such as economic fluctuations, supply chain disruptions, natural disasters, or other external pressures. WFP assesses retailer resilience during MFI's by asking retailers about ability to meet demand/restock and their vulnerability to supply chain disruptions (access to multiple supply sources). MDAs contributed to the resilience of retailers engaging with WFP by enabling retailers to expand their businesses through improvements in the supply chain and retailer best-practice training, and creating lasting market linkages and strengthened relationships with their customers. In South Sudan, the impact of MDAs was clear and drastic as **physical markets were initiated on bare land and continued to grow and thrive even after WFP had completed MDA activities** in those markets (Gorom, Mingkaman).

*"If I could remember or flash back to 2013-2017, this market (Mingkaman) was tiny with no products available, but now it has grown to the big market with diverse items and innovation."*<sup>45</sup>

57. Retailers interviewed in Bor and Mingkaman indicated that they have been able to expand their businesses since the introduction of MDAs. For example, during a FGD in Bor, one retailer commented, "[t]he change was significant to us because as the business expanded, we were able to provide employment to our people. It has impacted positively because we were able to manage our shops well." Another female retailer from South Sudan reported significant business growth, expanding from one to two shops and enhancing her sales and restocking frequency.

58. According to QulP data, out of 31 retailer responses, 23 show evidence of growth in their business ventures between 2018 and 2022, as evidenced by activities like increasing stock levels, expanding shop sizes, opening new outlets, and hiring additional employees. This **significant proportion of businesses demonstrating growth suggests a positive impact of MDAs/REAs on market conditions and on retailer development**, indicating successful adaptation to market demands and an overall enhancement in their business capacities.

59. Suppliers also remarked that they were expanding their business to provide supplies in locations where they did not operate before the introduction of WFP's interventions. Traders' union and RRC representatives also observed that there had been a clear improvement in the way shops operated in markets due to the training provided by WFP for both contracted and non-contracted retailers alike. These findings are in line with the findings of the South Sudan case study contributing to the Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa, which noted that impact was seen with the retailers and suppliers who were more resilient and carried a wider range of goods.<sup>46</sup>

60. While there was clear evidence of positive impact among market actors in South Sudan, resilience could prove fragile. Retailers, cooperating partners and local authorities expressed concern over decreases in supply as vouchers came to an end. In Gorom, for example, B2B suppliers stopped bringing goods to that location once the B2B contract was complete (mainly due to issues of security on the road). Respondents across sources did mention, however that some gaps in supply were now being filled by local producers who were able to provide goods at more affordable prices.<sup>47</sup>

61. By transitioning from in-kind distributions to vouchers and later to unrestricted cash transactions in South Sudan, WFP's interventions supported the gradual expansion of the markets. Such initiatives allowed small farmers and local vegetable sellers, who might not have had the infrastructure to work directly with WFP, to compete actively, thus controlling pricing dynamics. A notable achievement mentioned by WFP staff, the Chamber of Commerce representative and B2B supplier was the fostered trust between

<sup>45</sup> KII, CP, South Sudan

<sup>46</sup> WFP 2022, Supplementary Report: South Sudan Country Case-Study for the Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa from 2016 to 2021.

<sup>47</sup> FGDs and KIIs with WFP and CPs

market actors and the community in South Sudan. Streamlined operations and fortified supply chain management practices also helped traders grow through shared knowledge.

Summarized in the table below are the frequencies and direction of changes across nine market indicators, including assortment, availability, quality and price. In South Sudan (n=23), all 23 contracted and B2B retailers indicated increased prices, which was followed by positive changes in accessibility and protection (22) and supply chain resilience (21). A general uptick in marketplace competition was noted, which was seen as positive and contributed to enhancements in the quality of products, improved infrastructure and broader market development, and subsequently aspects of accessibility and protection. A notable example from South Sudan highlighted how improved interest and investment in these markets facilitated investments in road and electricity infrastructure, making visiting the shops easier and safer for beneficiaries despite the time of day. Community support systems were also largely reported to be either moderately or highly available and easily accessible.

**Table 7. Direction of Changes reported by retailers**

	South Sudan		
	Positive	Negative	Same
Changes in Assortment of Products	19	0	4
Changes in Availability of Products	19	1	3
Changes in Overall Prices	23	0	0
Changes in the Supply Chain Resilience	21	0	2
Changes in Marketplace Competition	17	5	1
Changes in State of Infrastructure	20	0	3
Changes in Services Provided	12	6	5
Changes in Quality of Products	20	0	3
Changes in Accessibility and Protection	22	0	1

The most important factors contributing to enhanced market resilience were capacity building and improved market linkages.

62. **Capacity building:** Training was provided for all contracted retailers including areas such as optimal shop arrangement, sanitation/waste management, business management, good budgeting and accounting system, risk and time management. Participants in these trainings reported improvements for their businesses resulting from these trainings. For example, during the retailer FGD in Mingkaman, retailers mentioned that they now could arrange their products in a way that attracts more customers. Cooperating partners also observed improvements:

*The capacity of the market actors was improved, and they were able to attract control and influence their customers, supply more products of diverse categories, and improve the quality of goods sold in different shops.<sup>48</sup>*

63. Furthermore, training sessions were attended by suppliers, retailers and local authorities and provided a valuable networking and partnership building opportunity for various market actors. For example, one local authority in Bor stated that, *“WFP has contributed positively to the market development because it has provided capacity building package to support the implementation process, entire operations and help in the sustainability of businesses.”*

64. Many beneficiary respondents in South Sudan also mentioned the valuable impact training and community meetings initiated by international organizations has had for them. This has contributed to improved relationships between IDPs and host communities, improved skills and economic empowerment.

<sup>48</sup> KII, CP, South Sudan

One respondent mentioned that in 2018 there was no forum to bring us together to interact. They commented that in the period of 2020 -2022, the changes in the community were positive because there were a lot of training and community engagement activities initiated humanitarian agencies. They had a positive outlook for the future expressing that *"the training and the economic empowerment I have acquired from the humanitarian agencies has given me a glimpse that the future is bright"*<sup>49</sup>

65. **Improved market linkages:** MDAs also contributed to improving retailer and farmer resilience through the improvement of market linkages. The relationships developed among market operators established through MDAs are expected to remain long after the interventions have terminated, leading to more resilient and sustainable market systems in the long run. KIIs across CPs, Traders Union, suppliers, and WFP staff emphasized that MDAs directly contributed to improving relationships between market actors, empowering small-scale farmers to supply fresh and affordable products in the markets and contributing to the resilience and sustainability of local markets by ensuring availability of products.

66. Most significantly, respondents in all three markets mentioned that MDAs had contributed to creating opportunities for local producers to supply their products directly to retailers in the markets. As stated by a Trade Union representative, *"small-scale farmers are empowered, and they are able to supply local markets with agricultural products, and with ability to negotiate prices and guarantee the quality food supply. This change increased their efficiency, market competitiveness and profitability."*<sup>50</sup>

## **EQ6: ARE THERE UNINTENDED (POSITIVE OR NEGATIVE) EFFECTS OF WFP MARKET DEVELOPMENT ACTIVITIES AND RETAIL ENGAGEMENT ACTIVITIES IN DIFFERENT COUNTRY CONTEXTS AND FOR DIFFERENT GROUPS?**

### ***Spillover Effects***

67. As a result of the implementation of MDAs in South Sudan spillover effects were observed both for the wider community as well as for market actors not directly involved in the intervention. Support for ROC qualification for small retailers and training provided for contracted retailers resulted in an improvement of good practices across the market (KIIs with WFP). Other retailers and small-scale businesses (e.g., those selling tea, vegetables, and fruits) had set up shop around the market created by WFP. There was also visible job creation in the host community (e.g., employees in the shops, bodaboda drivers, porters). Through participation in WFP activities, local authorities had also improved their relations with market actors and their capacity to promote best practices in markets where they operate, as per Traders Union and WFP KIIs.

### ***Positive intended and unintended effects***

68. **Development of trust among market actors** was often mentioned by KIIs. Suppliers, FO staff, local authorities and refugee representatives all pointed out that lasting bonds between suppliers and retailers as well as between retailers and consumers had developed. For example, a B2B supplier stated that, *"Through MDAs, suppliers have built trust and credibility with the retailers, and the community, helping the supplier to identify and address supply chain issues, providing guidance on best practices for retailer's performance, encouraging continuous improvement in supply chain management capabilities, and supporting trader growth through knowledge sharing."* Working with retailers on their development can help increase position, collaboration and trust. It had also resulted in improved business strategies and goals for development and helped suppliers and retailers become more aware of and responsive to customer needs. Other positive unintended outcomes of note included: increased taxes to government (through the increased number of registered retailers) and increased access to loans from existing microfinance for traders because their shops could be used as collateral assets.

---

<sup>49</sup> QuIP, female beneficiary Mingkaman

<sup>50</sup> QuIP, Trade Union representative

### **Negative unintended effects**

69. The models used to implement B2B gave a lot of power to the suppliers as the traders basically became virtual employees of the suppliers that contracted them. B2B suppliers also negotiated with WFP to be paid in USD which protected them from price volatility and gave B2B retailers an advantage in the market over the directly contracted retailers who were paid in pounds. This caused tension between B2B and directly contracted retailers (KILs with WFP, MSA in Mingkaman). The strategy devised to address this issue in the future is to minimize the use B2B as much as possible and find retailers through Retailer Onboarding and Contracting (ROC) first and then only supplement with B2B if the supply chain circumstances require it.

70. Other problems emerged in South Sudan relating to e-vouchers and associated market dynamics including:

- Price gouging due to traders becoming familiar with each other and then colluding on prices. Understanding the timing and system for WFP price monitoring, retailers increased prices during monitoring visits and then the local officials also benefited with extra taxation. According to the CO, vouchers were good for starting market activities but after a while the system is vulnerable to manipulation in favor of certain market actors.
- Using the voucher modality limited competition with non-contracted retailers outside the voucher system (e.g., with cash even small farmers who are not necessarily qualified to work with WFP can compete and help control pricing).
- Both local authorities and retailers commented on negative impacts on availability of products with the shift of modality from vouchers to unrestricted cash. Although it was noted that this gap was at least partially filled by local producers who were able to supply more affordable fresh food than the imported alternatives. Also, some contracted retailers struggled to remain competitive through this transition.

71. Finally, there were some unintended effects related to gender. Post-distribution reports from 2018 to 2022 in South Sudan show a notable trend: women increasingly play a pivotal role in decision-making concerning food usage. **This gender participation becomes more balanced when the voucher modality is involved, with both men and women becoming actively engaged in the decision-making process. However, the switch to unrestricted cash transfers resulted in some men taking over the cash distributions, causing family conflicts and disempowering women's economic roles.** Three KIL respondents in South Sudan mentioned that some women became victims of violence during domestic disputes over control of the vouchers and/or the cash provided as food assistance. It was also noted during the MSA conducted in Bor and Mingkaman that beneficiaries at times found it challenging to access the feedback mechanisms and hotline. This could be better managed to ensure accessibility and women could be encouraged to report domestic incidences related to CBT here.

### **EQ7. HOW DO CBT ACTIVITIES (CASH INJECTION INTO THE LOCAL ECONOMIES AND ASSOCIATED ACTIVITIES THAT ENABLE BENEFICIARIES TO ACCESS THE ASSISTANCE) COMBINED WITH SUPPLY SIDE ACTIVITIES (SUPPORTING MARKET ACTORS AND OPPORTUNITIES OFFERED BY ENGAGING WITH WFP) CONTRIBUTE TO POSITIVE CHANGE AND WHAT COMBINATION OF ACTIVITIES CONTRIBUTE THE MOST?**

72. Markets were created from scratch in Gorom and Mingkaman. If assistance had remained in-kind, the markets would have remained limited and unable to support consumer demand/nutrition needs. Bor had an existing market, but MDAs made a difference in the way markets functioned. As per the South Sudan CO, traders used to come to Juba for their goods but now the wholesalers went there supplying to retailers after the intervention started. Even when WFP had switched to unrestricted cash, they were still there supplying to the retailers in Bor.

73. Regarding which combination of activities contributed the most, some beneficiaries from Bor expressed a preference for e-vouchers over unrestricted cash as they were concerned about fluctuations in purchasing power when prices for certain products increase in the markets. While beneficiaries who are



also farmers viewed the transition to unrestricted cash as positive as it provided the opportunity for them to sell their products to beneficiaries as well. This positive outcome was also supported by the LEWIE study conducted in Juba in 2019 to measure spillover effects of CBTs which mentioned that although non-beneficiaries did not directly benefit from CBT, they did benefit indirectly through income and production spillovers.<sup>51</sup> Some stakeholders affected by WFP programming also expressed concerns over the potential misuse of funds with unrestricted cash assistance. For example, the government did not allow WFP to provide cash in some locations due to security issues and concerns over the misuse of funds. Currency volatility is also a major challenge in South Sudan, although WFP made every effort to use frequent price monitoring and market trend analysis when establishing the transfer value each month, purchasing power can drastically change between setting the transfer value and the actual date of distributions. That said, it was found that implementing a voucher system for too long can lead to supplier monopolies and price gouging, highlighting the importance of finding the right balance between MDAs and shifting modalities to optimize alignment with market circumstances.

74. WFP respondents emphasized the importance of cash programming and livelihood training alongside MDAs to ensure market demand and a chance for the market to respond and grow even once the vouchers are removed. Complementary projects (e.g., asset creation, livelihood development, best practice farming) also contribute to improving purchasing power so that when WFP assistance shifts to unrestricted cash or transfers need to be reduced, the markets can continue to thrive without WFP. WFP country staff explained that voucher systems had a very positive impact for enabling beneficiaries to access fresh food that would never have been provided through in-kind distributions and regain confidence in market interactions using cash. However, prolonged use of the voucher modality in certain markets sometimes was reported to cause issues such as price gouging and supplier monopolies.

## 2.5. SUSTAINABILITY

### EQ8: ARE THE RESULTS OF WFP CONTRIBUTIONS SUSTAINABLE, I.E., LIKELY TO PERSIST AFTER INTERVENTIONS CONCLUDE?

75. The lack of a clear exit strategy has caused market disruptions, challenges for small-scale retailers to compete and left future management of resources uncertain. Despite this, the knowledge and market linkages created by MDAs are acknowledged as important for sustained growth, highlighting the need for well-developed and communicated exit strategies.

#### EQ.8.1. What are the COs' exit plan and knowledge transfer strategy to the local communities for the Market Development Activities and related supply chain interventions?

76. Stakeholders remarked that WFP lacked a clear exit plan to promote the continuation of MDAs upon the conclusion of activities. This was also corroborated from the review of corporate and project documents such as country strategic plans, which also did not mention exit plans or strategies. Several respondents indicated that MDAs were terminated with very little notice, causing disruptions in the markets. For example, when WFP shifted from the B2B model with vouchers to unrestricted cash in Gorom, the B2B supplier no longer supplied retailers there and they suddenly had to adapt to this gap in the supply chain. It would have been useful to contract the B2B supplier or provide a WFP supply chain advisor to support retailers to adjusting and setting up alternative supply chain solutions. Similarly, it was reported that many retailers struggled and some even went out of business with the sudden shift to unrestricted cash in Bor.<sup>52</sup> Although this shift was positive for market functionality through increased competition, more support for retailers during the transition would have been beneficial. Staff from Chambers of Commerce and Traders Unions could be trained by WFP to provide additional support for retailers to strengthen their competitive capacities. Also, long-term ownership of the RIAB shops built for the project in Gorom was left unclear. Although the traders who were last contracted have continued to use the shops

---

<sup>51</sup> World Food Programme. (2021). Local Economy-wide Impact Evaluation of the Urban Juba Cash-based Transfer Program

<sup>52</sup> QulP interview with retailer in Bor

(mainly on distribution days only), they have not invested in improving or maintaining them as they see them as WFP property. It would have been more effective to at least set up long term user agreements to encourage investment.<sup>53</sup> Outcomes could also have been improved if exit strategies would have been in place from the design phase.

#### EQ8.2. Are the direct WFP partners likely to continue adopting market development activities and related supply chain interventions?

77. KIIs with WFP staff, cooperating partners, and local authorities indicated that they were continuing with activities learned under MDAs because of improvements in their capacity, market supply, engagement with authorities and market connectivity. Resultingly, the evaluation found evidence to suggest that they were more likely to continue utilizing the newly established or improved market linkages with retailers, suppliers, and small-scale farmers. It was also revealed that the MDAs had increased local capacity to organize other livelihood activities such as farming, livestock, and small businesses, which were expected to increase markets' resilience. Hence, WFP's skills development activities had better integrated remote communities within markets in South Sudan.

#### EQ8.3 Are the market development activities and related supply chain interventions being adopted by market actors who are not directly linked to the programme, taking into consideration marginalized and disadvantaged groups?

78. Limited evidence was available on the adoption of MDAs by those not directly linked to the interventions, but training was provided for retailers at the targeted markets even if they didn't qualify for a WFP contract and increased local capacity to engage with local authorities and organize other livelihood activities were expected to increase markets' resilience.

### EQ9- WHAT FACTORS AFFECT SUSTAINABILITY OF WFP MDAs AND RETAIL ENGAGEMENT ACTIVITIES, AND DO THESE FACTORS VARY FOR DIFFERENT ACTORS (MEN, WOMEN, YOUTH, RURAL, PER-URBAN, URBAN) AND COUNTRY CONTEXTS, ETC.?

#### EQ9.1 To what extent do different factors affect the sustainability of WFP MDAs and retail engagement activities?

79. Political crisis and fragility of peace, per KIIs, were the most important factors affecting sustainability. Frequent violent conflict both within South Sudan and its neighbors lead to insecurity, market instability and supply chain disruptions, pressure on resources from IDPs and refugees, and currency volatility. Economic crises including currency devaluation, price volatility and inflation also significantly affected the sustainability of market development efforts. Other relevant factors included the availability of funds, accessibility of market locations (due to both security issues and inadequate infrastructure), and a dependable supply of products. Uncertainty of long-term funding was also identified as a perennial challenge to sustainability.

## 2.6. LESSONS LEARNED

### EQ10- WHAT LESSONS EMERGED FROM COUNTRY EXPERIENCES AND DIFFERENT APPROACHES AND HOW CAN WFP ENHANCE MDAs AND RETAIL ENGAGEMENT TO INCREASE WFP CONTRIBUTION TO MARKET DEVELOPMENT AND FOOD SYSTEMS?

80. The evaluation found robust evidence for key lessons that WFP can use in future programming relevant to its market development interventions in South Sudan, including:

81. **Enhancing participation of female traders:** It was a good practice in South Sudan to take initiative and go ahead of onboarding to inform potential female retailers of requirements and assist with registration. This is a practice that could be replicated in other countries. WFP can also follow up with

---

<sup>53</sup> KIIs with WFP

contracted retailers to make sure they are comfortable operating mPOS and provide additional training if needed to ensure persons with lower financial literacy and technology skills are not left behind due to difficulties in maintaining compliance.

82. **Maintaining positive relations with the host community:** Beneficiary respondents reported tension within the community between new arrivals (e.g. IDPs fleeing flooding in South Sudan). Several beneficiaries mentioned that initial conflict between IDPs and the host communities were eased after humanitarian agencies carried out training and initiated community gatherings. This emphasizes the importance of engaging with the local community through community outreach and also livelihood enhancement programmes to promote peace and the potential of long-term integration. Investing in local producers, suppliers, storage, and distribution could reduce reliance on imports and prove effective in stabilizing prices. Building livelihoods for host communities facilitates the ability of local producers to cope with supporting the additional refugee population and prove effective at stabilizing prices thus reducing the concerns local community members might have regarding the pressure placed the increased demand for food. It is also important to monitor and respond to the concerns of the host communities to support social cohesion.

83. **Identifying the ideal timing for use of B2B:** Experience in South Sudan shows that WFP should only use B2B when the supply chain circumstances require it. The B2B set up led to unequal power relations both between B2B suppliers and retailers (independent retailers becoming de facto employees) and tension between the B2B and directly contracted retailers (B2B supplier negotiated to be paid in USD which protected them from price volatility while the others were paid in pounds). More sustainable market growth can be achieved through directly contracting retailers; however, this has significant cost and time implications for WFP.

84. **Importance of good infrastructure:** While infrastructure wasn't a primary focus of MDAs, it emerged frequently in discussions on market functionality. Not having appropriate and safe infrastructure for the transport/supply of goods to these remote markets is a critical element of market development.

85. **Market monitoring and analysis:** Findings highlight the importance of robust market monitoring, analysis and forecasting to keep up with volatile market dynamics, identify solutions for market inefficiencies, determine appropriate transfer values, and prompt modality shifts when needed. This could be enhanced by triangulating more data sources, using predictive analytics, and allocating more resources for market analysis.

86. **Adapting transfer modalities:** Findings showed that while voucher systems can be highly effective initially, they may enable harmful market behaviors over time in some contexts. WFP should remain adaptable in shifting between modalities (vouchers, cash, in-kind) based on changes in market functionality and efficiency. Ideally, WFP should aim to transition more quickly to unrestricted cash where functioning markets exist and promote competition by engaging a wider diversity of market actors.

87. **Integrating cash and market-based programming:** The evaluation showed the interdependency of cash-based transfers and well-functioning markets. WFP should continue integrating and sequencing CBT and MDA programming to simultaneously strengthen both demand and supply.

88. **Incorporating exit strategies:** Lack of exit plans caused uncertainty and operational disruptions. A gradual, community-led transition process should be mapped from onset through localized skills transfer, asset handover plans, and government coordination.

### 3. Conclusions

On the basis of triangulated findings presented above, the evaluation concludes that:

#### **Conclusion 1: Effectiveness and impact on market and beneficiary resilience**

89. WFP's MDAs and retail engagement led to expanded assortment, availability, and quality of essential goods. Market linkages with local producers boosted competition, affordability, and consumption of nutritious items. Capacity building enhanced retailers' operations, product handling, infrastructure, and service provision. Although pricing remained a challenge due to external shocks, monitoring and supplier negotiations kept staple and nutritious foods largely accessible, especially in contexts with more market regulations.

90. Supply-side improvements, combined with demand driven by CBT (primarily e-vouchers), enabled beneficiaries to interact with dignity as consumers again, choosing preferred, nutritious items aligned to household needs. Multi-directional spill-over effects were also observed – from farmers profiting through direct market access to non-contracted retailers adopting best practices from WFP trainings. Sustained support enabled gradual transitions toward greater competition and choice.

91. However, gains in access to nutritious foods proved highly sensitive to changes in CBT modalities and values. The shift to unrestricted cash had both positive and negative initial effects. The supply chain reliability was disrupted in Gorom with the completion of the B2B programming and some retailers in Bor struggled to keep up with their competitors when unrestricted cash was introduced. On the other hand, this shift provided the opportunity for more local producers to sell their products to beneficiaries in the markets and enhanced competitiveness among retailers resulting from this shift addressed the issue of cartels and price gouging thus enhancing beneficiary purchasing-power. Nevertheless, beneficiaries frequently expressed concerns over the shift to unrestricted cash and not being able to buy as much nutritious food as they used to be able to (often referring to the extreme currency volatility as the cause). Retailers also frequently identified the drastic increase in the value of the dollar as the cause for struggling to maintain assortment in their shops and to compete with foreign traders. It would therefore be beneficial to provide some ongoing support for retailers (Either from WFP supply chain experts or through the chambers of commerce/traders' unions) even after WFP contracts have ended. The results also highlight the importance of parallel gender equality and women's empowerment and socio-economic development activities and programmes (e.g. food growing training for IDPs being provided in South Sudan) given that maintaining transfer values in the long term depends on external factors beyond WFPs control (e.g. funding constraints, new emergencies drawing resources). Other unintended consequences arose relating to elite capture and market monopolies, reiterating the need for adaptive modalities and localized understanding grounded in participatory approaches and gender and inclusion analyses.

#### **Conclusion 2: Advancing gender equality and inclusion**

92. Efforts were clearly made to enhance equal gender participation in MDAs and ensure access to the markets regardless of one's sex or disability. Retailer trainings consciously integrated women and facilitated entry. However, the evaluation found that consultation with women and marginalized people were poorly reflected in the programming. It was not clear how analysis from consultations with women and vulnerable groups were used to determine how to meet their needs and maximize economic participation through MDAs. Means for measuring the extent of their participation and changes in economic empowerment were also lacking.

93. Restrictive norms still constrain female mobility and market roles. Where gains occurred, women reported increased incomes, confidence and livelihood ambitions, unintended consequences like domestic disputes over control of food assistance underscores the need for gender analyses and social protection mechanisms. Persistent barriers around disability inclusion were also noted.

94. Ultimately, while initial steps to facilitate inclusion are promising, transformative change requires systematic application of gender lenses in assessments, monitoring and modalities, alongside meaningful participation, targeted capacity building and multi-sectoral action on root constraints around policy, infrastructure, capacities, and attitudes. Sustained resourcing for more specialized market systems expertise would also enable more adaptive, equity-focused programming. If WFP aims to fulfill its commitment to advancing gender equality through food security interventions, then women's voices must guide the design.

### **Conclusion 3: Delivering efficient and sustainable outcomes**

95. The evaluation affirmed the strong relevance of MDAs for enabling cash-based assistance and stabilizing crisis-affected markets, directly aligning with WFP's work towards achieving zero hunger globally. Market assessments and monitoring systems facilitated evidence-based design that was responsive to context-specific constraints and opportunities.

96. Once established, MDAs proved to be a comparatively efficient option, with establishment costs recovered in less than two years and lower recurrent costs, providing nutritional and social benefits to vulnerable populations. South Sudan was able to minimize initial costs and the recovery period was quick enabling immediate impact even within the resource-constrained environment. This model underscores the importance of tailoring market development strategies to specific local contexts, balancing initial investments with sustainable, long-term benefits. Strengthened market actor capacities and relationships were also expected to outlast interventions to some degree. However, dependence on external funding and a lack of clear exit strategies threaten sustainability.

97. Without concrete plans for a phased, community-managed transition, infrastructure investments and market growth are jeopardized by sudden programming changes or funding shocks.

## **4. Areas of Considerations**

Several recommendations emerging from the evaluation were relevant for South Sudan including:

### **Corporate indicators**

- Once HQ has established corporate indicators within the Corporate Results Framework (CRF) to measure MDA outcomes, these indicators can be piloted in South Sudan and the CO can provide feedback on their utility across intervention markets in the South Sudan context and given existing CO resources and capacity.
- Ensure more systematic use of MFIs for measuring change over time, at least conducting MFIs before and after implementation as well as ensuring tools allow for adequate levels of data disaggregation in order to measure change and assess impact in target markets

### **Recommendations for enhancing use of corporate tools**

- Ideally, the RPME should be mandatory and implemented at least quarterly. Conducting RPME exercises in a regular and systematic manner would enable WFP to track compliance more effectively and respond to issues when they arise. It may also be useful to create a 'light' or abbreviated version of RPME requiring less time and fewer resources to ensure the tools' more frequent use is manageable for an already stretched team managing MDAs. This version could also be used to periodically (e.g. quarterly) monitor non-contracted retailer performance to compare differences between contracted and non-contracted retailers or to monitor retailer capacity in markets where WFP uses unconditional cash assistance.
- When there are issues with retailer compliance revealed through RPME, develop a capacity building action plan.
- Devise more targeted gender-related custom questions to be included in retailer monitoring tools and guidance (likely the RPME).

### **Recommendations for future cost-benefit analysis**

- In South Sudan, the CO lacks detailed financial information for accurately calculating the cost of implementing MDAs across different markets. Therefore, the evaluation recommends the CO to set up a system for collecting relevant information. A starting point for this could be the methodology developed in the inception of this evaluation, which can be further adapted to suit the unique country context. The CO should also refine its financial management system, so that it can better measure the costs for the implementation of the MDAs. The focus should be on gradually gathering necessary data, engaging with local stakeholders for insights and estimates, and adopting a flexible, iterative approach to CBA. It is paramount to establish a detailed CBA plan prior to the initiation of any MDA. This plan should outline the monitoring tools to be employed and specify the type of information that needs to be collected.

### **Improve internal processes on retailer contract and pricing negotiations**

- Streamline internal processes between price agreements and distributions to minimize the time between the two and potential impact of currency/price volatility.

### **Invest in the sustainability of market development activities to mitigate the effects of humanitarian funding constraints and ration cuts**

- Long-term ownership of assets (e.g. RIAB) should be integrated into the relevant guidance documents (e.g. RIAB Workflow document could include an additional step / chapter for exit strategy rather than ending with delivery). This could include a long-term lease of assets for the retailers which would encourage them to invest in expansion and keep up maintenance.
- Considering the emphasis placed on alternative livelihoods activities by both beneficiaries and retailers, it would be beneficial for WFP to expand existing market linkage programmes that connect farmers with local markets and provide training for them for agriculture production, business management and use of digital platforms. This will likely involve increasing linkages and coherence with other WFP strategies, programmes, as well as other agencies operating in same markets/areas to devise contextually relevant partnerships/plans focused on household and market resilience. Continue to build positive relations with the local authorities and communities to identify pathways for unified intervention strategies that ensure the sustainability and resilience of MDAs after shocks or through contextual constraints. Good relations and communication with government representatives will also enable discussions on the value and impacts of MDAs and the importance of functional markets so that they are on board for supporting and continuing with MDAs moving forward. Consider women's market participation and economic empowerment in the design of any such programme.
- Transparency with stakeholders on the dependence of continued support on available funding can contribute to awareness of the importance of building market linkages and applying knowledge gained independently and reduce the time needed to adapt should comparative vulnerability levels with the rest of the country lead to shifting funding priorities for MDA programming. Ensure that beneficiary communities are consulted on contingency plans, their specific feedback on facilitating market and household resilience clearly summarized, and subsequent plans effectively communicated back.
- WFP to work closely with relevant government actors, private sector and communities on a contingency plan to ensure continuation of the demand and supply to allow the transition between modalities. For example, integrate retailer training activities which prepare them and support them temporarily through transitions between modalities, particularly the transition to unrestricted cash to help them enhance their capacity to compete in the unregulated market.
- Maintain flexible distribution systems that are responsive to market intelligence and retailer assessments in order to maximize effectiveness of the transfer modality and amounts. For example, representatives from the chamber of commerce/ traders' unions and local authorities could play a more active role in MDA development and implementation.



### **Be more intentional and clear on the means for mainstreaming gender and inclusion considerations**

- In-depth needs assessments and gender analyses focusing on market systems and supply chains should be conducted at the design phase of MDAs and better integrated into market systems analyses and other tools and guidance to ensure that the appropriate measures are in place to assess and address the needs of all intended beneficiaries. Collaborating with local women's organizations and community groups can aid in assessing, crafting and implementing measures to improve the inclusivity of supply chains and market systems. In addition, consulting with internal gender experts to ensure all tools and guidance are gender responsive.
- Informed by above-mentioned gender analyses on market systems and supply chains, integrate culturally-relevant strategies for promoting women's participation and economic empowerment as part of MDAs. For example, continue to provide additional training to female entrepreneurs to close gender gaps in retailer participation, follow up with contracted retailers to make sure they are able to operate mPOS and provide additional training if needed (lower financial literacy of women might make it more difficult for them to maintain compliance), and/or work with local authorities to ensure representation of women in business committees or other leadership roles. Once strategies are devised, ensure clear indicators for monitoring progress and results on gender equality are devised.
- Ensure all staff supporting MDAs are aware of available safeguarding mechanisms for responding to domestic issues from ration distribution conflicts, focusing on both accessibility and prevention. For example, conducting onboarding or more awareness raising on reporting mechanisms and other programmes focused on GBV prevention and gender equality both internally amongst staff and externally amongst partners and beneficiaries.
- Ensure that partnerships established with other external and internal agencies / institutions prioritize gender equality.

# Annex 1. Data Collection: Planned and actual

QuIP Data Collection						KII
Locations	B2B retailers (Actual)	Directly contracted retailers (Actual)	Non-contracted retailers (Actual)	Transfer Beneficiaries (Actual)	FGDs (planned/ actual)	KIIS
<b>Mingkaman</b>	3	3	2	8	2 (1 retailers, 1 consumers)	5 (2 WFP FO, CP, RRC and TRADE UNION)
<b>Kalthok</b>	4*		0	3		
<b>Bor</b>		4	1	6	2 (1 retailers, 1 consumers)	2 (WFP FO, Chamber of Commerce)
<b>Gorom</b>	3		2	3		2 (CP-ACROSS, WOMEN REP)
<b>Juba</b>						4 (CO team, B2B supplier)
<b>Total completed</b>	<b>10</b>	<b>7</b>	<b>5</b>	<b>20</b>	<b>4</b>	<b>13</b>
Planned	9	10	8	20	4	

\*The WFP FO team indicated that no comparable non-contracted retailers were present in Kalthok therefore 4 B2B contracted retailers were interviewed at this location

## Annex 2. Fieldwork Schedule

SI#	Date	Day	Activitiy	With Whom	Where (District)	Specific Location / Venue	Conducted By	Coordination
1	06.07.2023	Thursday	Practice test the tools	Abui John and Research Assistants	Juba	Juba	Abui John and Research Assistants	Abui John Garang
2	18.07.2023	Tuesday	Training for Enumerators					
3	19.07.2023	Wednesday	Meet with camp leaders, conduct KIIs and interviews with transfer beneficiaries	KIIs with Bupara (woman's rep.) and Iman Opani-CP ACROSS employee 3 transfer beneficiaries	Gorom	Gorom Market	Abui John and Research Assistants	2 women and 1 male sample, consider age and disability; ensure that the people selected will have been there for a period of time to have experienced different modalities - CP will arrange
4	20.07.2023	Thursday	Interviews with B2B retailers	2 Interviews with B2B + RIAB retailers	Gorom	Gorom Market	Abui John and Research Assistants	DE will sample; share with JielJiel/Nachap; inform FO (CP) [recommended to use WFP vehicle; no overnight]
			Interview with Non-contracted Retailers	2 interview with Non-contracted Retailers		Gorom Market	Abui John and Research Assistants	Nachap will show us the 6 contracted; as well and select randomly the non-contracted who have been there for at least 2 years

5	21.07.2023	Friday	Travel to Bor		Bor	Juba-Bor Highway	Enumerator- 2,3,4, 5 & 6	Abui John Garang
			Interview FO WFP Staff and CP	FO staff and CP rep		Bor Partners' Field Offices	Enumerator- 1	Meeting with Logistics CBT and NRC CP
			meet and interview local authorities	Local Authorities		Bor Town		RRC and Chamber of Commerce Introductions and Permissions
			Set up for training (meet enumerators)	Abui John and Enumerators		Accommodation hotel		
6	22.07.2023	Saturday	Training for Enumerators	Abui John and Enumerators	Bor	Hotel )	Abui John and Enumerators	Abui John Garang
			Mock Practice With Each Other and test data collection tools	Abui John and Enumerators		Marol Market in Bor Town	Abui John and Enumerators	Abui John Garang
7	24.07.2023	Monday	Interviews with Beneficiaries	6 Beneficiaries (Transfer Beneficiaries)	Bor	Marol Market in Bor Town	Enumerator- 1,2,3	NRC will assist in sampling (3 women, 3 men), considering age and disability / FO will arrange a meeting with NRC

			FGDs	1 FGD with retailers and 1 with beneficiaries		Marol Market in Bor Town	Enumerator 4 and Abui John	It's ok to mix male and female with 8-10 directly contracted retailers (will need to add the traders union leader and they will allow us to use chamber of commerce office), and 8-10 beneficiaries. Retailers sampled by FO Logistics CBT and beneficiaries sampled by NRC CP
8	25.07.2023	Tuesday	Interviews with Non-contracted Retailers	2 Non-contracted Retailers	Bor	Marol Market in Bor Town	Enumerators 1	1 male and 1 female
			Interviews with Directly Contracted Retailers	5 Directly Contracted Retailers			Enumerators 2&3&4	Deborah knows that now we have no contracts anymore, but she knows the previously contracted retailers (3 male, 2 women)
			KII Interview with traders union leader	traders union leader			Abui John	Prefer to start the KII with the traders union leader before the FGD
9	26.07.2023	Wednesday	Wrap up pending interviews and travel to Minkaman	Abui John	Bor	Marol Market in Bor Town and travel from Bor to Mingkaman	Abui John	

10	27.07.2023	Thursday	Interview FO WFP Staff and CP	FO staff and CP rep	Mingkaman	Mingkaman CP offices	Abui John Garang	Logistics CBT will help sample B2B and directly contracted retailers (Veronica & Santino) and CP is CRS and they will help with beneficiaries alongside our FO team (Santino)
			meet and interview local authorities	Local Authorities			Abui John Garang	Make sure to inform them we are going to Kalthok on Sunday
			Set up for training (Meet enumerators)	Abui John and Enumerators				
11	28.07.2023	Friday	Training for Enumerators	Abui John and Enumerators	Mingkaman		Abui John and Enumerators	Abui John Garang
			Mock Practice With Each Other and test data collection tools	Abui John and Enumerators		Mingkaman Market	Abui John and Enumerators	Abui John Garang
12	29.07.2023	Saturday	Interviews with Beneficiaries	4 Beneficiaries (Transfer Beneficiaries)	Mingkaman	Mingkaman Market	Enumerator- 1,2	4 female, mix age, disability and duration of time there
			FGDs	1 FGD with retailers and 1 with beneficiaries			Enumerator 3 and Abui John	For focus group with retailers, mix B2B and directly contracted (8-10); 8-10 beneficiaries



13	31.07.2023	Monday	Interviews with Beneficiaries	4 Beneficiaries (Transfer Beneficiaries)	Mingkaman	Mingkaman Market	Enumerator- 1,2	4 male, mix age, disability and duration of time there
			Interviews with Directly Retailers	5 directly contract Retailers		Enumerator 3 and Abui John	Right now there are no more directly contracted retailers, but they can be identified	
			KII Interview with traders union leader	traders union leader		Abui John	Prefer to start the KII with the traders union leader before the FGD	
14	01.08.2023	Tuesday	Interviews with B2B Retailers	5 B2B Retailers, 2 non-contracted retailers	Mingkaman		Enumerator- 1,2	Abui John Garang, Veronica and Santino
			Meet with trade leader	traders union leader			Abui John Garang	Abui John Garang
15	02.08.2023	Wednesday	Interviews with B2B Retailers (Kalthok)	2 B2B retailers and 2 non-contracted retailers	Kalthok	Mingkaman Market	Enumerator 3 and Abui John	1 male and 1 female for each group / Mingkaman FO will help with sampling
			Interview beneficiaries	3 transfer beneficiaries	Kalthok	Kalthok Market	Enumerator 1 and Abui John	1 male, 2 female, mix age, disability and duration of time there
			Return to Juba	Mingkaman to Bor then to Juba		Travel	Mingkaman-Bor-Juba	Abui John Garang

## Annex 3. Bibliography

- Bahr, N., & Ghazal, E. (2022). South Sudan Flooding Snapshot No. 2 (2). Office for the Coordination of Humanitarian Affairs. Available from:  
[https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/south\\_sudan\\_flooding\\_snapshot\\_no.2\\_11-oct-2022.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/south_sudan_flooding_snapshot_no.2_11-oct-2022.pdf)
- Care. (n.d.). Gender in Brief South Sudan. Available from: <https://www.care.org/wp-content/uploads/2020/05/Gender20in20Brief20South20Sudan20.pdf> ;
- International Organization for Migration (IOM). (2021). Customary law, norms, practices and related factors that enables and constrain women's access to housing, land and property in South Sudan: A desk review. IOM, Juba. Available from: <https://publications.iom.int/system/files/pdf/Customary-Law-%20Norms-Practices-HLP-South-Sudan.pdf>
- Lindow, O., Majewski, B., Lattimer, C., Gil-Baizan, P., Shtayyeh, S. & Canteli, C. (2018). WFP's General Food Assistance to Syrian Refugees in Jordan 2015 to mid-2018. Evaluation Report. Available from:  
[https://docs.wfp.org/api/documents/WFP-0000101797/download/?\\_ga=2.209879441.508957254.1701120590-1520977825.1700707418](https://docs.wfp.org/api/documents/WFP-0000101797/download/?_ga=2.209879441.508957254.1701120590-1520977825.1700707418)
- Nakiranda, Patience. (2023, July 25). Why Is the Maputo Protocol Important to Women of South Sudan? - Women's International Peace Centre. Available from: <https://wipc.org/why-is-the-maputo-protocol-important-to-women-of-south-sudan/>
- Oscar Lindow et al. (2018). WFP's General Food Assistance to Syrian Refugees in Jordan 2015 to mid-2018. Evaluation Report. Available from: [https://docs.wfp.org/api/documents/WFP-0000101797/download/?\\_ga=2.209879441.508957254.1701120590-1520977825.1700707418](https://docs.wfp.org/api/documents/WFP-0000101797/download/?_ga=2.209879441.508957254.1701120590-1520977825.1700707418)
- REACH Initiative. (2017, March 30). South Sudan: Understanding markets supply chain challenges amidst increasing food security needs. Available from: <https://m.reliefweb.int/report/1968059>
- Sachs, J., Kroll, C., Lafortune, G., Fuller, G., & Woelm, F. (2022). Sustainable Development Report 2022 (1st ed.). Cambridge University Press. <https://doi.org/10.1017/9781009210058>
- UNHCR-WFP. (2019). UNHCR-WFP Joint Assessment Mission (JAM) Report 2019: Cox's Bazar, Bangladesh. <https://data2.unhcr.org/en/documents/details/72273>
- UN Women – Africa. (n.d.). South Sudan. Available from: <https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/south-sudan>
- United Nations High Commissioner for Refugees. (2021). UNHCR calls for renewed commitment to South Sudan's peace, development, and future. UNHCR US. Available from:  
<https://www.unhcr.org/us/news/briefing-notes/unhcr-calls-renewed-commitment-south-sudans-peace-development-and-future>
- Wogderes, B., Shibre, G., & Zegeye, B. (2022). Inequalities in childhood stunting: Evidence from Sudan multiple indicator cluster surveys (2010–2014). BMC Public Health, 22(1), 728.  
<https://doi.org/10.1186/s12889-022-13145-5>
- World Bank. (2023). Poverty and Equity Briefs. Available from:  
<https://www.worldbank.org/en/topic/poverty/publication/poverty-and-equity-briefs>
- World Bank. (n.d.). World Bank Open Data: South Sudan. Available from:  
<https://data.worldbank.org/country/south-sudan>
- World Food Programme. (2018, 2019, 2020, 2021, 2022). South Sudan Annual Country Reports 2018, 2019, 2020, 2021, 2022. Available from: <https://www.wfp.org/publications/annual-country-reports-south-sudan>
- World Food Programme South Sudan ICSP (2018-2021), ICSP 2018-2021(Revised in 2022)

World Food Programme (2021). WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021. Available from: [https://docs.wfp.org/api/documents/WFP-0000136285/download/?\\_ga=2.223445727.590117783.1705680611-287098669.1699988849](https://docs.wfp.org/api/documents/WFP-0000136285/download/?_ga=2.223445727.590117783.1705680611-287098669.1699988849)

World Food Programme. (2021). Local Economy-wide Impact Evaluation of the Urban Juba Cash-based Transfer Program.

World Food Programme (2022). Supplementary Report: South Sudan Country Case-Study for the Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa from 2016 to 2021. Available from: <https://www.wfp.org/publications/eastern-africa-supply-chain-outcomes-food-system-evaluation>

World Food Programme (2022). Thematic Evaluation of Supply Chain Outcomes in the Food System in Eastern Africa from 2016 to 2021

World Food Programme. (2023). Evaluation of WFP contribution to market systems in South Sudan and Bangladesh from 2018 to 2022 – Decentralized Evaluation Terms of Reference. World Food Programme. Available from: [https://docs.wfp.org/api/documents/WFP-0000147716/download/?\\_ga=2.173197414.412190491.1701136256-458925788.1701136256](https://docs.wfp.org/api/documents/WFP-0000147716/download/?_ga=2.173197414.412190491.1701136256-458925788.1701136256)