



Food and Agriculture  
Organization of the  
United Nations

**South Sudan**

# Emergency Livelihood Response Programme 2021–2023





**South Sudan**

Emergency Livelihood  
Response Programme  
2021–2023

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# Contents

Acronyms . . . . .	v
<b>Overall context . . . . .</b>	<b>1</b>
Crisis overview . . . . .	1
Continued acute food insecurity . . . . .	4
Importance of agricultural production . . . . .	5
<b>Emergency Livelihood Response Programme . . . . .</b>	<b>10</b>
Multiyear strategy . . . . .	10
2021–2023 targets . . . . .	12
Acting on learning . . . . .	16
Cash-based interventions . . . . .	19
<b>Outcomes . . . . .</b>	<b>21</b>
Outcome 1. The livelihoods of vulnerable households are protected and their food production is increased . . . . .	21
Outcome 2. Absorptive capacity is strengthened and resilience is built at household and community level . . . . .	33
<b>Implementation modalities and cross-cutting themes . . . . .</b>	<b>40</b>
Procurement and logistics at scale . . . . .	40
Impact-focused monitoring and evaluation . . . . .	42
Gender . . . . .	43
Nutrition . . . . .	44
Accountability to affected populations . . . . .	45
Protection . . . . .	46
<b>Budget . . . . .</b>	<b>47</b>
<b>Results framework . . . . .</b>	<b>48</b>





# Acronyms

<b>CAMP</b>	Comprehensive Agriculture Master Plan
<b>CBI</b>	Cash-based intervention
<b>COVID-19</b>	Coronavirus disease 2019
<b>ELRP</b>	Emergency Livelihood Response Programme
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FMD</b>	Foot-and-mouth disease
<b>GDP</b>	Gross domestic product
<b>HRP</b>	Humanitarian Response Plan
<b>ICWG</b>	Inter-cluster Working Group
<b>IDDRSI</b>	Drought Disaster Resilience and Sustainability Initiative
<b>IDP</b>	Internally displaced person
<b>IPC</b>	Integrated Food Security Phase Classification
<b>IRRM</b>	Integrated Rapid Response Mechanism
<b>NGO</b>	Non-governmental organization
<b>NRM</b>	Natural resource management
<b>POCs</b>	Protection of Civilians
<b>PSEA</b>	Protection from sexual exploitation and sexual abuse
<b>SSP</b>	South Sudanese pound
<b>UNICEF</b>	United Nations Children's Fund
<b>WFP</b>	World Food Programme







# Overall context

## Crisis overview

The protracted crisis, which began as a political conflict in December 2013 and quickly took a strong ethnic dimension, continues to drive humanitarian needs in South Sudan as acute food insecurity reaches alarming levels. The continued deterioration in food security is unprecedented. In 2017, a famine was declared but was quickly contained due to the humanitarian community's urgent and sustained multisectoral response. Despite numerous attempts to implement peace with some degree of political progress in the past two years, the latest the Revitalized Agreement on the Resolution of the Conflict in South Sudan that was signed on 12 September 2018, new hotspots of violent conflicts and civil unrest continued to emerge throughout 2020 and are expected to continue through 2021. Most recently, renewed violence in six<sup>1</sup> out of ten states in South Sudan, as well as throughout Greater Pibor Administrative Area in the first half of 2021, has displaced over 80 000 people, injured hundreds of civilians, and led to the abduction of women and girls, and the loss of life including of Food and Agriculture Organization of the United Nations (FAO) main season beneficiaries. The current evolution of violence shows identifiable patterns mainly between different communities. These patterns of fighting not only threaten communities' resilience, but also often aim at the disruption of humanitarian assistance, with a consistent element of conflict involving livestock as targets of attacks and counterattacks. The implications of the crisis are immense in terms of human and economic costs, social tolls and political instability, with immediate and long-lasting consequences for livelihoods and food security.

The economy of South Sudan is marked by high, volatile inflation and widespread market failure. As the country's only sizeable export, crude petroleum accounts for 98 percent of the gross domestic product (GDP). The national budget has been impacted by low production, a global drop in oil demand and collapse in prices. With extremely little investment, declining revenues and **a dire macroeconomic situation**, the nominal GDP has plummeted – from USD 15 billion in 2013 to 4.9 billion in 2019/20, according to the International Monetary Fund. This is expected to reach USD 4.8 billion by 2020/21, 5.5 billion by 2021/22 and 2022/23. In August 2020, South Sudan's central bank announced zero foreign exchange reserves and an inability to stop the fast depreciation of the South Sudanese pound (SSP), which fell to an unprecedented SSP 550 per USD in non-official markets. As **prices continue to skyrocket** unabated, food and agricultural input prices have inflated beyond what many households can afford and the cost of the minimum expenditure basket increased 80-fold between October 2014 and October 2020 (from SSP 991 to SSP 79 240 in Juba). The prices of seeds, tools and farm labour have doubled in the last year alone. The economic situation has destabilized markets and food systems, impacted household access to food and income, and affected humanitarian operations.

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<sup>1</sup> Particularly in Jonglei, Central Equatoria, Lakes, Warrap, Upper Nile and Northern Bahr el Ghazal states.

South Sudan is characterized by fragile and evolving institutional set ups. A **lack of resources with limited or no government institutional capacity** and poor, limited infrastructure renders most of the country inaccessible during the rainy season. Further, the country lacks the means to implement agriculture development programmes with no or limited resources and absorption capacity committed to running them. This has in turn reduced the appetite of traders to participate in local market economies, leading to eroded market functionality that has made the procurement, prepositioning and distribution of humanitarian assistance complex and costly. For the second year in a row, unprecedented **flooding** in 2020 has exacerbated the multidimensional crisis in the country, with water levels rising high enough to rush through banks, break dykes, submerge crops and pasture, destroy households' assets and public infrastructure, and in extreme cases, result in the loss of human and animal lives. While over 900 000 people did not fully recover from the 2019 floods, an estimated 865 000 people across the country have been affected by the floods as of October 2020. Jonglei, the most affected state, had by August 2020 recorded damage to over 45 percent of its total cereal growing area in nine affected counties, equal to 26 892 hectares (ha) of land damaged and 11 916 tonnes of cereal lost.

There is an extremely high risk that the measures implemented to prevent the spread of coronavirus disease 2019 (COVID-19) will have a significant impact on the already fragile situation in South Sudan due to factors such as severe food insecurity, weak and under-resourced health infrastructure, limited access to services and the large number of internally displaced persons (IDPs) living in congested camps or cramped shelters. Due to these measures, connections with markets are limited for both traders and consumers leaving producers without access to sell their goods and buyers without access to food, agricultural inputs or other household needs. This has increased the cost of doing business as access restrictions and supply chain disruptions have led to the loss of household incomes and wreaked havoc on livelihoods. Additionally, agriculture advisory services have also faced severe disruptions since the imposition of lockdown measures, further reducing farmers' access during critical growing periods.





Displacement from farming areas (most notably Greater Equatoria) has severely compromised food availability across the country. More than one third of South Sudan's population no longer lives in their home of origin. By September 2020, an estimated 1.6 million people had been internally displaced while another 2.3 million people have fled to neighbouring countries since the war broke out in 2013. About 357 450 South Sudanese refugees are **estimated to have returned** to South Sudan since November 2017,<sup>2</sup> 236 764 of whom returned after the signing of the revitalized peace agreement in October 2018. More South Sudanese are expected to slowly return home as the situation stabilizes. This further raises a need to provide livelihood opportunities and improve safety and security in the areas of return in favour of a smooth transition towards peace and development. These returnees are expected to rehabilitate in the country. In collaboration with partners, FAO plans to provide the agricultural support they need to recover and start their new livelihoods. Having abandoned their homes largely due to conflict and food insecurity, many are unable to continue their livelihoods without assistance.

Since the outbreak of conflict, **humanitarian assistance** has played a critical role in alleviating hunger, but it is not enough to sustainably improve food security. There is a limit to the quantity of food that can be distributed due to logistical, access and budgetary constraints, thereby making local food production a priority under the current context, which is defined by both man-made and natural shocks. Humanitarian assistance is further inhibited by the increasingly difficult operational environment, waning capacity of partners and reoccurring access restrictions, which has been further aggravated by essential COVID-19-related measures. The number of attacks on humanitarian workers continues to rise and the looting of assets and aid supplies remains a challenge.

The **formation of a unity government** in February 2020 rekindled optimism over the possibility of sustainable peace following the deal signed between South Sudan's warring parties in 2018. Strengthened economic ties with the Sudan and increased commitment with big development partners may further help the country stabilize. Above all other needs, peace is the most critical element to achieving meaningful improvements across all sectors after more than six years of crisis. It is hoped that a commitment to implementing the peace deal by all parties will lay the foundation for rehabilitation, recovery and development. The Government's recent adoption of inclusive policies to enable the safe return of IDPs and refugees living in neighbouring countries is another positive sign. The resolutions adopted on 17 November 2020 at the conclusion of the national dialogue largely focused on displacement solutions that will encourage IDPs and refugees to return to their homes and fully participate in peace- and nation-building.

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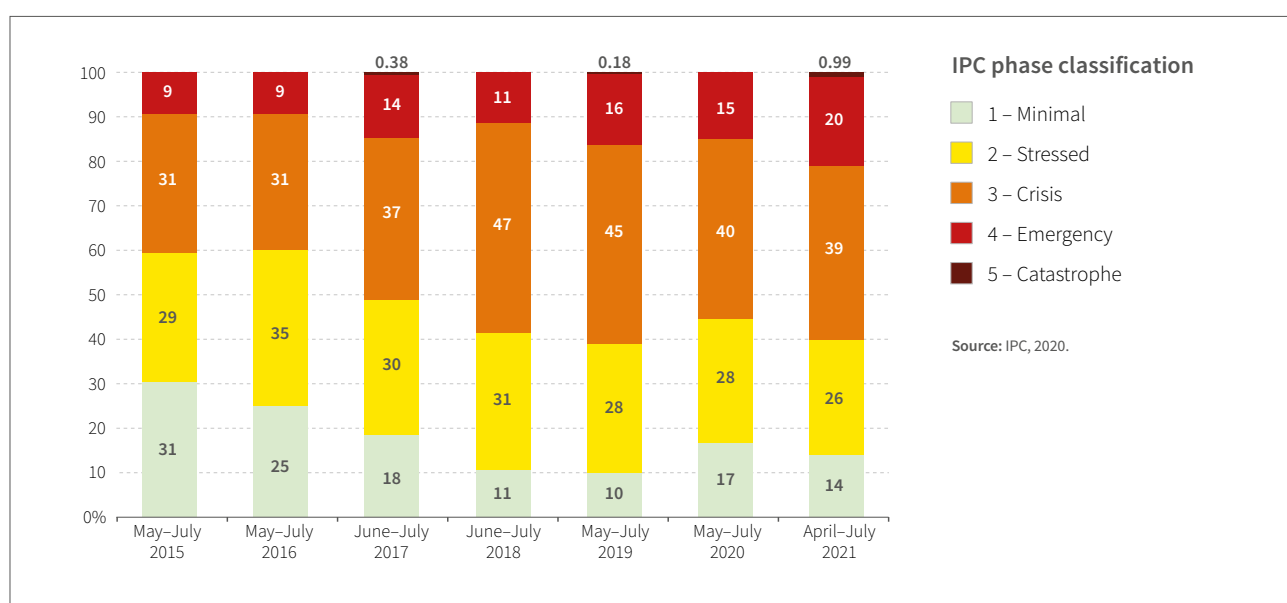
<sup>2</sup> Over 38 308 people returned after the COVID-19 outbreak in April 2020. Although cross-border areas are expected to receive high number of returnees, Northern Bahr el Ghazal and Upper Nile states may absorb the larger share.

## Continued acute food insecurity

Food security trends continue to deteriorate as the scale and severity of food insecurity in 2020 remains the highest on record since 2014. Integrated Food Security Phase Classification (IPC) analysis findings over the last five years indicate that harvest seasons are bringing less respite than they should – the number of severely food-insecure people during harvest periods has grown at an accelerating rate. Food insecurity levels have become progressively worse and lean seasons are beginning earlier and lasting longer because of the multi-dimensional shocks affecting the country. Seasonal fluctuations in food security are becoming less stark and the overall food-insecure population has grown considerably, shifting into worse classifications as the situation has deteriorated (Figure 1). Vulnerable households are most likely to include those who do not own livestock, engage in unsustainable livelihoods that are natural resource based, have limited to no access to arable land for crop cultivation, and face difficulties accessing functioning markets. While not the most likely scenario, in 2021, Famine (IPC Phase 5) remains possible in a worst-case scenario in which at least 20 percent of the population in a given area is isolated from accessing food sources or food assistance for a prolonged period. Years of armed conflict and political instability have affected millions of people in South Sudan, almost 4 million people have been displaced since 2014, including up to 1.6 million internally. According to the October–November 2020 IPC analysis, at the peak of the lean season in 2021, 7.4 million people – more than 62 percent of the population – are estimated to require humanitarian assistance.

An unprecedented triple risk has further threatened South Sudan’s economic recovery. Flooding, disease and pests, in particular desert locust, and the COVID-19 pandemic have collectively affected the main

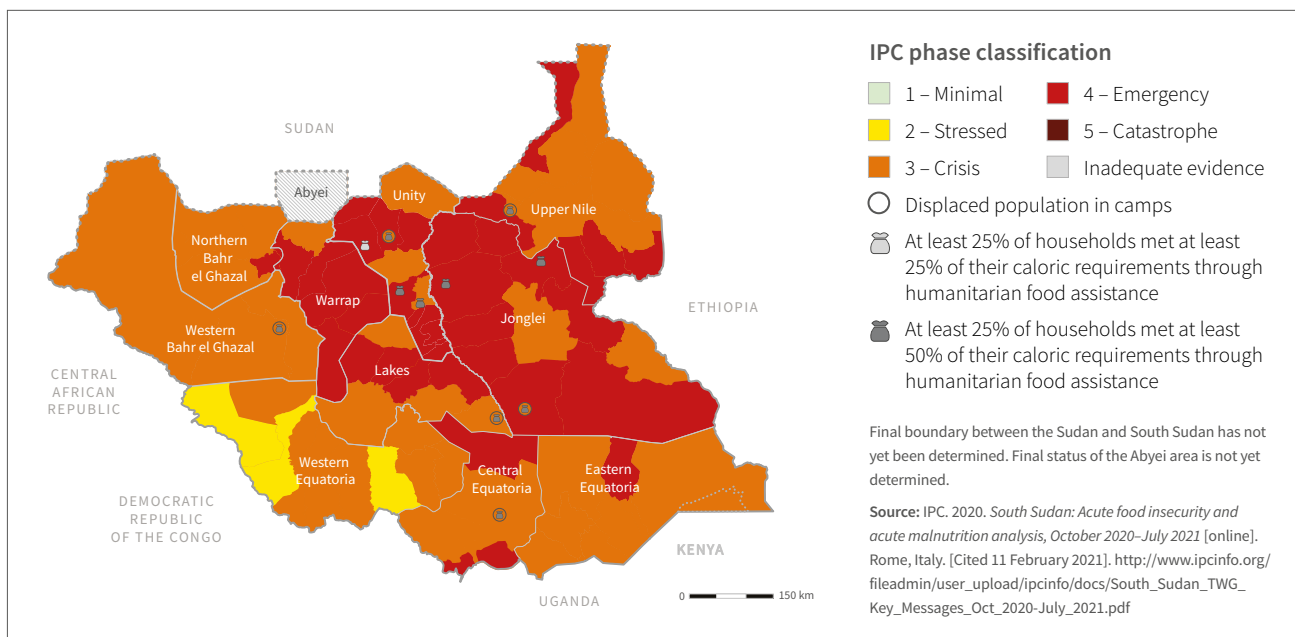
**Figure 1. South Sudan lean season trends (2015–2021) according to IPC levels**





planting season as well as livelihoods, having caused significant supply shocks due to cross-border restrictions, which are interrupting access to grazing and watering points for livestock-rearing households, and farm labour shortages, especially for high-value crops and small-scale farmers. Crop, livestock and fisheries production, the main sources of income and food for at least 85 percent of the population, have been hindered and limited by insecurity, climate shocks and related displacement. Consequently, the availability of and access to food at local and national levels has drastically declined.

**Figure 2. Acute food insecurity situation (October–November 2020)**



### Importance of agricultural production

About 80 percent of the population lives in rural areas, with the majority of households engaged in agriculture, livestock, forestry and fisheries as their primary source of livelihood. Estimates on value addition by these sectors accounted for 36 percent of non-oil GDP. However, only limited areas of arable land are cultivated: out of the estimated 64 million ha of land, only 50 percent of it is arable prime agricultural land of which only 4 percent (about 2.8 million ha) is cultivated continuously or periodically. The actual area cultivated in any one year in South Sudan has ranged between a minimum of 1 percent and a maximum of 2 percent of the total land area – that is, from about 800 000 to 1.3 million ha. Large areas of unutilized agricultural land, high levels of natural resources and vast water resources provide immense livelihood opportunities for those residing in urban and peri-urban areas. The overdependence of the urban poor on markets for food means any disruption in the market system or increase in food commodity prices affects their food security.

Following an unstable context that has spilled over into 2021, support to the agricultural livelihoods of vulnerable South Sudanese will be critical to improving local food availability and access while laying the foundation for resilience. In 2019, 43 percent of beneficiaries were entirely dependent on seed provided by FAO. Based on farmers' estimates, households produced 732 kg of cereal crops on average from emergency seed and with the quality-affirmed seed provided were able to grow enough to cover four months of household food consumption needs. Given the limitations of increasing cultivated land due to the costs of farm labour and risks of insecurity, it is particularly critical to ensure vulnerable farmers have access to planting materials that are adapted to local conditions and have demonstrated performance standards. This will result in not only benefits for their short-term food security, but also enhance genetic gains in the long term.

Traditionally, most of South Sudan is unable to meet its food needs through local production. In 2019, for example, Western Equatoria was the only state to have a cereal surplus, while the rest of the states recorded deficits. The 2019 net cereal production from the traditional sector was estimated at about 820 000 tonnes. Despite a 10 percent increase from the previous year, this fell far short of covering the country's food needs, which saw a cereal gap of 482 000 tonnes for 2020. The 2020 demand for cereals outstripped supply due to cereal deficits largely driven by flooding, very low productivity and small planted areas. With some regional variations, the prospect for 2021 is expected to be the same at the national level. Low domestic crop production and border restrictions due to COVID-19 measures are leaving the majority of households reliant on cereal stocks that cannot last for more than three months. This is partly a consequence of the displacement of farmers due to conflict, floods or fall

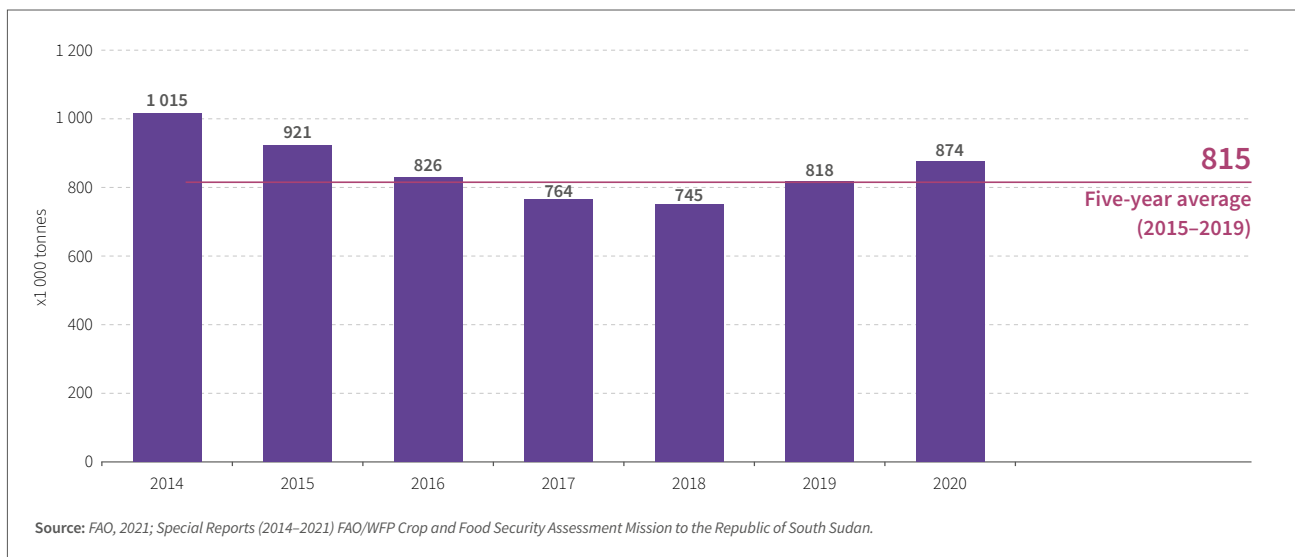




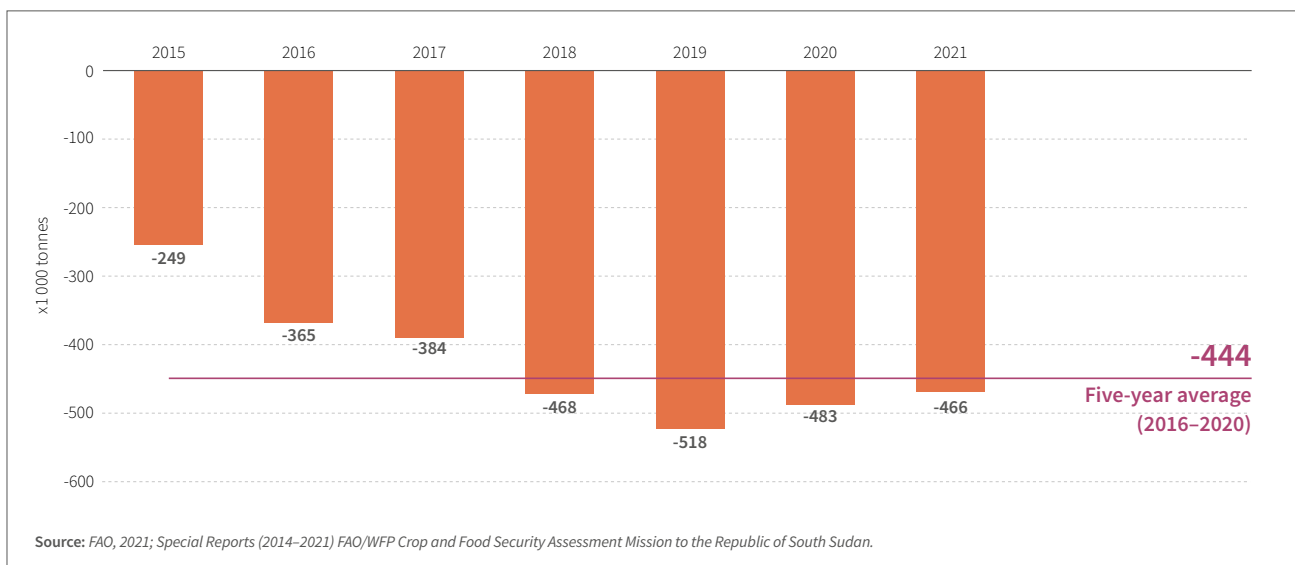
armyworm, and decades of underdevelopment in the agriculture sector which will consequently force the most vulnerable to engage in severe coping mechanisms in an attempt to mitigate food consumption gaps. Food imports alone cannot bridge the cereal gap; local farmers require support not only to maintain their livelihoods but also to enhance and diversify production to address both food security and nutrition outcomes.

In 2020, South Sudan faced its worst desert locust infestation in decades. An assessment covering the counties of Budi, Ikotos, Kapoeta, Lafon, Magwi and Torit observed that desert locusts had invaded 85 percent of the crop fields and 92 percent of the pastureland in the affected areas. This will have implications on crop and livestock production and productivity, further jeopardizing the affected communities' food security situation.

**Figure 3. Net national cereal production (2014–2020)**



**Figure 4. National cereal gap (2015–2021)**



The Ministry of Agriculture and Food Security has a weak, or non-existent, capacity to provide farm and off-farm extension services to farmers. There is a lack of agricultural productivity, enhancement of technologies and access to quality inputs, and generally limited knowledge on good agricultural practices, as well as poor and inadequate infrastructure, weak markets and very low institutional capacity in running market information systems. Rural and urban areas tend to be poorly integrated due to an absence of transport and domestic production. Further, major urban markets are heavily dependent on imports of most basic food staples from the Sudan and Uganda.

In addition to being of a significant socioeconomic and cultural importance, livestock products, such as milk, meat and blood, play a critical role in South Sudan's food security. However, conflict has disrupted livestock trade and migration routes, increasing the risk and occurrence of cattle raids, and worsened tensions between and among livestock keepers and settled farmers. This has had negative consequences on livestock production and income generation. Livestock supply chains are also vulnerable to the effects of the COVID-19 pandemic and the displacement of cattle camps, as well as livestock disease outbreaks due to recent flooding that has had significant implications for pastoralist households. Border closures, restrictions on the movement of people and the closing of usual transhumance routes have left pastoralists with limited, if any, access to forage, water and markets for their livestock (and products) and have reignited existing tensions between groups. In addition to abnormal migration patterns, damage to critical livestock infrastructure, particularly the cold chain network which is necessary for the viability of veterinary medicines and vaccines, has contributed to enhanced livestock morbidity and mortality rates.

Fisheries are also an essential source of food and income for riverine communities. With over 1.7 million South Sudanese dependent on fishing as a source of livelihoods, fishing communities still lack the capacity to adequately and sustainably utilize available fisheries resources for their economic benefit. However, while fisheries can play an integral role in boosting the country's food security and nutrition, the capacity of the sector is limited by infrastructure, transportation and post-production handling constraints. Access to markets, quality fishing gear and equipment is low and insufficient. Poor processing and preservation practices are common, resulting in the loss of about 50 percent of total fish harvest/production. There is a great potential for fishing in areas affected by floods. In areas near water sources where families are sheltering from violence, their ability to catch fish has proven to be life-saving but is constrained by extremely limited access to necessary inputs.

In addition to providing greater value for money, support to agriculture entails other wide-reaching benefits including increasing labour opportunities in rural areas, sustainably supporting local food production and increasing the resilience of the most vulnerable even in the face of economic shocks and climate-related stressors.







# Emergency Livelihood Response Programme

Following the outbreak of conflict in December 2013, FAO first launched its Emergency Livelihood Response Programme (ELRP) for South Sudan in early 2014 to support food production among the most vulnerable communities while protecting their livelihoods. FAO revises its strategy each year to address the ever-emerging challenges facing food security and agriculture, integrate lessons learned and adapt modalities to the prevailing situation.

The objective of the ELRP is to save lives and to enhance households' livelihoods and own food production and reduce their annual food gap. Further, the ELRP aims to decrease the degree and frequency with which households depend on external food assistance and strengthen their capacity to absorb shocks. As such, the Programme sets the foundation for enhancing the long-term adaptive capacity of communities and strengthens the synergies among FAO's short- and long-term strategies to build resilience.

## Multiyear strategy

The design and planning of the three-year ELRP took a multiyear approach, aligning with the FAO Resilience Strategy for South Sudan (2019–2021). The ELRP contributes to Outcome 4 – maintain food production and protect livelihoods in times of crisis – in line with FAO's corporate framework for resilience, which recognizes emergency response as a core pillar of increasing the resilience of livelihoods to threats and crises. The ELRP is also in line with the Country Programming Framework (2019–2021). FAO in South Sudan works to achieve the Government's aim of food security for all. The ELRP reflects aspects of the 2018 South Sudan National Development Strategy, the focus of which is to consolidate peace and stabilize the economy by securing food and stabilizing food prices. This would be achieved by increasing agricultural productivity to enhance food security in South Sudan.<sup>3</sup> These visions are now encompassed within the Comprehensive Agriculture Master Plan (CAMP 2015–2040) which focuses on resilience and recovery.

By engaging in multiyear planning, FAO will be better able to integrate flexibility into its humanitarian livelihoods response if increased multiyear funding is available. This will ensure greater predictability and continuity to adapt to the prevailing situation. This is in alignment with FAO's global commitment to the Grand Bargain, and reflects the regional Intergovernmental Authority on Development Drought Disaster Resilience and Sustainability Initiative (IDDRSI) commitments to improve coordination, coherence and alignment as well as to leverage multiyear and multisector investments that bridge the divide between humanitarian and development interventions. Under IDDRSI and beyond, resource partners' pledge to fund multiyear emergency programmes can enable emergency response to serve as a pathway to long-term resilience and development programming.

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<sup>3</sup> Ministry of Agriculture, Forestry, Cooperatives and Rural Development Strategic Plan 2013–2018.

The three-year ELRP will better enable the integration of emergency interventions with resilience. Humanitarian actions play a significant role in protracted crises as they contribute to strengthening the ability of households and communities to absorb shocks while enabling other resilience efforts to build on this foundation to support adaptive and transformative capacities for long-term resilience. Elements of resilience programming are incorporated into selected activities to support long-lasting outcomes, for example through the establishment of demonstration plots to expose beneficiaries to good agricultural practices and linking FAO-supported seed multiplication groups with ELRP beneficiaries. Further, this integration would allow for better monitoring of ELRP beneficiaries using biometric records (where possible), phasing out input subsidies and increasing the contribution of beneficiaries. A possible application of the latter could be the saving of own seed while shifting the focus to extension support.

The ELRP 2021–2023 has been further developed in accordance with the “New Way of Working,” acknowledging calls for integrated, context-specific, multiyear and multipartner actions led by local actors, as well as the adoption of joint programming with United Nations agencies wherever possible. Coordination and collaboration with partners will be sought and implemented to enhance impacts and provide an integrated approach to building a foundation of resilience in South Sudan.

The ELRP contributes to the Food Security and Livelihoods component of the Humanitarian Response Plan (HRP), which is developed based on assessed needs and projections for each year. The 2021 HRP focuses on three main areas of response in the food security and livelihoods sector – life-saving interventions, conditional assistance and livelihoods support – while seeking to bridge the humanitarian-development-peace nexus.



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Due to the unpredictability and volatility of the situation in South Sudan, the ELRP will incorporate flexibility into its programming to respond to all eventualities. A review of four different scenarios has been conducted to inform the design of alternative response efforts.

## 2021–2023 targets

An analysis of the IPC trends over the last five years indicates that about 6.5 million people are in Crisis (IPC Phase 3) or worse levels of high acute food insecurity. The population in need of food assistance at the peak of the lean season in 2021 is estimated at 7.4 million people (61.5 percent of the population which excludes refugees). Humanitarian needs have increased by 16 percent compared with 2020 (also excluding refugees). The population in need includes the rural community, people living in Protection of Civilians (POC) sites and urban people (of whom 0.27 million are in Juba). Also in need of assistance are the 0.3 million refugees in camp settlements. Insecurity and localized conflict, recurring floods that have affected more than 850 000 people, the COVID-19 pandemic, macro-economic impacts and escalating commodity prices are the main threats increasing the number of vulnerable people in South Sudan.

Humanitarian interventions are expected to mitigate the worst food security outcomes, but high levels of acute food insecurity will likely continue despite some modest progress to be made in resolving the root causes of vulnerability that underpin the need for emergency livelihoods assistance.

The situation in South Sudan has proven to be unpredictable and volatile. Therefore, the ELRP will incorporate flexibility into its programming by creating awareness and promoting preparedness activities for decision-makers and other stakeholders working in South Sudan to respond to all eventualities, enabling it to remain at the forefront of humanitarian efforts to provide relief and rehabilitation to vulnerable populations. A review of four different scenarios has been conducted to inform the design of alternative response efforts, which are described below. Scenarios may need to be updated on a continuous basis.

### Scenario 1. Rapid improvements in situation

Despite the 2018 peace agreement bringing promising progress that further improved with the formation of a unity government in early 2020, South Sudan has witnessed intermittent civil war and widespread communal and localized violence. A rapid return to peace would not necessarily result in an automatic significant increase in food production (and hence decrease in the food gap) as this requires a relatively longer period of structural changes. However, many opportunities for livelihood interventions (e.g. increased access to land and markets) can emerge, improving prospects for increased procurement of local seed as well as expanding on the implementation of seed and input trade fairs. More linkages with FAO's wider resilience programme would be possible, and the integration of activities to strengthen ELRP beneficiaries' adaptive capacities would be realized.

## Scenario 2. Marginal improvements in situation

Even with limited improvements in the overall situation, severe food insecurity is likely to persist and worsen. Despite heavy rainfall resulting in floods, there are some productive areas in Equatoria region that are expected to show some increment in crop production and a relative improvement in the food security situation. However, limited gains in addressing the root causes of vulnerability are expected to result in a slow recovery. The global economic recession will result in significant cuts to humanitarian programmes and delays in the global supply chain leading to shortages of many commodities. In this scenario, the ELRP will continue to deliver emergency livelihoods support to farmers and fisherfolk in IPC Phases 3, 4 and 5 (Crisis, Emergency and Catastrophe) while gradually upscaling activities to strengthen households' and communities' absorptive capacity, such as increasing local preparedness and response capacities and improving skills in agricultural production.

Remote data collection will become the norm and the localization agenda will simultaneously take on increasing importance and elicit a rapid change in pace.

## Scenario 3. No change in situation

If there is no change in the overall situation, implying no improvements in food security and the current cereal deficit, FAO will continue to deliver emergency livelihoods response support at scale, while steadily integrating resilience activities where feasible. Underlying humanitarian needs, particularly food security and protection, are entrenched with financial volatility and will not be overcome quickly. However, improvements in security and stability in the local economy are seen despite the challenges posed by the COVID-19 pandemic.

## Scenario 4. Decline in situation (likely scenario)

In this scenario, ELRP programming would take into account the need for its core humanitarian activities, such as rapid response missions, and ensure the most vulnerable farmers and fisherfolk are delivered the inputs they need to maintain their livelihoods.

The situation is marked by extensive and recurrent flooding followed by an increase in widespread conflict, increase in the influx of returnees and outbreaks of multiple diseases but no significant increase in COVID-19 cases (though its economic impact would be severe). If this persists, it is likely that there would be an increased rate of displacement, further impacting production and access to markets, leading more people to turn to detrimental coping mechanisms to mitigate the ever-increasing vulnerability. ELRP programming would take into account the need for its core humanitarian activities, such as rapid response missions, and ensure the most vulnerable farmers and fisherfolk are delivered the inputs they need to maintain their livelihoods. In this case, the integration of resilience activities would be extremely limited.

The scale of response – regardless of scenario – will be determined by assessing the prevailing situation and taking into consideration the most recent IPC results, which will remain the main determinant in beneficiary targeting.

In the likely scenario, food insecurity will increase and food consumption and diversity will fall. Pockets of people experiencing IPC Phase 5 (Catastrophe at the household level) will grow and those already in IPC Phase 3 (Crisis) and above will rapidly fall into greater levels of food insecurity due to worsening conflict and widespread flooding. An increasing number of households will be forced to employ negative coping mechanisms and the caseload will increase from its already high level. Although flood and conflict-prone areas would be of highest concern, almost the whole country will be at risk, with Western Equatoria recording Ebola virus disease concerns.

In terms of the humanitarian operational environment, access, even within state capitals, will be severely constrained due to insecurity and essential COVID-19 containment measures, further hindering the physical constraints brought about by the rains and resultant damage to roads and airstrips after the rain subsides. Increased entry restriction will affect the movement of international staff, reducing capacity and increasing pressure on national staff. Some international non-governmental organizations (NGOs) will cease operations. Remote data collection will become the norm and accountability to people affected by the crisis, including complaints mechanisms, will become fully dependent on the capacity and skills of national NGOs. The localization agenda will become increasingly important and have a rapid change in pace.

The scale of response – regardless of scenario – will be determined by assessing the prevailing situation and taking into consideration the most recent IPC results, which will remain the main determinant in beneficiary targeting, down to county level, from 2021 through 2023. Therefore, ELRP targets are subject to review and revisions depending on the prevailing context. Households facing high acute food insecurity (IPC Phase 3 and above) will be targeted for emergency livelihoods support, of whom those who possess basic knowledge and skills in crop, vegetable and/or fisheries production and have sufficient access to land and water will be prioritized. County-level analyses will take place to determine the key drivers of food insecurity, the presence of FAO and partners, overall stability and level of access, and resilience indicators where possible. Priority will be given to the most vulnerable, including female-headed households, IDPs, returnees and host communities, and programming will take into account the specific needs of women and youth, who will represent at least 60 percent of ELRP beneficiaries.

**Under Scenario 4 (likely scenario), support will be provided to:**



**100%** of farming, fishing and agropastoral households in IPC Phases 3, 4 and 5, plus **25%** of returnees



Crop and vegetable growers and fisheries, to support the production of nutritious food at scale





### Planning of the 2021–2023 ELRP targets

The planning of the 2021–2023 targets takes into account a decline in the overall situation. Rapid emergency response to flood-affected areas, mitigation of risks following the COVID-19 pandemic, and the implementation of a strategy to address inter-communal conflict can bring about improvements in equitable access to agricultural land, markets, as well as enhanced access for multisector aid delivery. However, given the high levels of household asset depletion and significantly diminished household purchasing power, the recovery of livelihoods and improvements in food security will require continued humanitarian support to ensure recovery in the face of shocks and stressors.

Accordingly, the number of households the ELRP will target in 2021, 2022 and 2023 is based on projections of food security trends and takes into account the dynamics around the return of refugees into the country and impact of sustained peace. It is assumed that the number of returnees will continue to grow as more regain access to their areas of origin. Furthermore, severe food insecurity is expected to continue to affect over half of the population at the peak of the lean seasons – even if the peace agreement holds.

**Table 1. 2021–2023 ELRP targets**

2021	2022	2023
1 million households (6 million people)	800 000 households (4.8 million people)	750 000 households (4.5 million people)

## Acting on learning

In addition to taking into consideration the current situation and trends, this ELRP planning document also draws from lessons learned in previous years of implementation, which include those gathered from implementing partners, beneficiaries and resource partners, that have been consolidated and utilized to inform and improve on future planning and implementation over the next three years.

## Humanitarian–development–peace nexus

FAO’s emergency response programme is part of the Organization’s broader resilience-building efforts in South Sudan, bridging the divide between humanitarian and development outcomes. Recognizing the role of humanitarian livelihoods interventions in building a foundation for resilience, the 2021–2023 ELRP seeks to go beyond input provision where it is stable enough to do so and where partners are on the ground to deliver. It is expected that this will contribute to a long-term vision for food security in selected locations, including the creation of better linkages between short- and long-term interventions to enhance impacts and contribute to longer-lasting outcomes. Wherever possible, the nexus should reinforce and strengthen existing local capacities. This recognizes the value of immediate life-saving humanitarian operations, while – to the greatest extent possible – avoiding fragmented projects and output-based programming, and promoting local leadership, governance and institution-building. Humanitarian, development and peace interventions are interlinked and are carried out simultaneously or consecutively. The three-year Programme therefore attempts to build absorptive and adaptive capacity and lay the groundwork for more transformational change over the long term.

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Programming and linking humanitarian, development and peace work requires innovation and learning. Resilient development, particularly in conflict-affected and fragile contexts, takes longer than a one-programme cycle can allow. There is a need to:

- factor in the likelihood of new or escalating and recurring shocks, as this document attempts to do;
- conduct regular and updated gender-sensitive conflict analysis, scenario planning and built-in humanitarian finance mechanisms such as crisis modifiers, which will help meet the diverse needs of communities and protect development gains;
- provide sufficient emphasis to strengthening adaptive capacities, which includes investment in programme management resources such as knowledge management and capacity development; and
- build shared ownership of theories of change, the risks and challenges of the approach, and the need to adapt as the context changes.

## Localizing response

To build on the ELRP’s efforts in the humanitarian–development–peace nexus, FAO seeks to improve programming under the ELRP by

strengthening county-level analysis and community engagement, while enhancing assistance where conditions are sufficiently stable and partners are on the ground. Analysis of the drivers of food insecurity and overall context in each county with FAO food security and agriculture experts, emergency response officers, monitoring and evaluation specialists and area coordinators will ensure beneficiaries receive inputs that are tailored to their needs and agro-ecological zones. Activities will be targeted in alignment with large-scale resilience initiatives, such as resilience profiles, to identify opportunities (and risks) according to context and linkages with multiyear and multisector interventions.

Community engagement will be enhanced to improve participatory planning, thereby increasing beneficiary ownership of activities and strengthening FAO's commitment to Accountability to affected populations. The presence of accountability focal points and county-level extension officers who are able to promote two-way communication between beneficiaries and FAO gives beneficiaries trust and confidence in the system through their ability to raise issues and the assurance that they will receive a response from FAO. This is expected to streamline needs identification, targeting and key messaging down to the local level.

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Following requisite assessments, support will be enhanced in these areas by providing access to crop, vegetable, fisheries and livestock inputs through vouchers/cash-based interventions. This enables households to access a more diverse range of locally-accepted goods while supporting the local economy and fostering a system that facilitates beneficiaries' preferences and choices. Where possible, the ELRP will link with FAO resilience activities, such as seed producer groups, milk bars, fishing cooperatives, fruit tree nurseries, community-based animal health workers' networks, etc.

### Building capacities and maximizing impact

Emphasis on improving the capacity of ELRP implementing partners will continue throughout 2021–2023. This approach has not only supported the improvement of efficient implementation but has strengthened partners' ability to deliver future resilience activities. Implementing partners will receive training in key areas of reporting, financial reconciliation and feedback management to enhance local preparedness and response capacity. Furthermore, their ability to pass on critical knowledge and skills on agricultural production will be improved to strengthen the ability of beneficiaries to produce food in the short- and long-term. Demonstration plots will be established in strategic areas to display effective agronomic practices to beneficiaries along with the wider community, and fishing groups will be engaged to improve their production capacity. The skills and knowledge of community-based animal health workers will continue to be strengthened through refresher trainings and the implementation of guidelines to standardize such trainings across the country.



## Integrating response actions

Interventions that are coordinated with other humanitarian stakeholders can significantly increase the number of lives saved, boost food security and build the long-term resilience of households and communities, often while saving resources in the process. To increase the impact of its interventions, FAO will maintain its commitment to collaborate with other agencies and the Government to reach collective outcomes.

To enhance the efficiency of emergency response and its impact on beneficiaries, FAO will continue to strengthen its joint and complementary programming with other United Nations agencies. It will complement responses by continuing to coordinate the distribution of crop, vegetable and fishing inputs to beneficiaries under the World Food Programme (WFP) conditional food and cash programme to ensure households' immediate food needs are met while they pursue livelihood activities. It will also promote input trade fairs or voucher programmes in areas seen to have potential. Collaboration with the United Nations Office for the Coordination of Humanitarian Affairs Inter-cluster Working Group (ICWG) will also contribute to enhancing livelihoods and improving nutrition. Through the ICWG, interagency rapid response missions will continue to be deployed to promptly access hard-to-reach areas and provide life-saving support, in particular critical food, nutrition, shelter and livelihoods inputs. Furthermore, FAO will seek to target families recovering from malnutrition at United Nations Children's Fund (UNICEF)-supported therapeutic feeding centres with food-based nutrition assistance, such as urban and kitchen/backyard gardens, nutrition vouchers and other livelihood support. Linkages will also be sought with WFP's home grown school feeding initiatives.



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## Cash-based interventions

Cash-based interventions (CBIs) are essential to delivering on the ELRP strategy. CBIs are part of FAO's long-term strategy in South Sudan to increase the resilience of communities by reinvigorating their production capacities to improve household food security and nutrition. As a result, FAO is in the process of institutionalizing and scaling-up cash-based transfers throughout its operations. The aim is to integrate short-term (emergency) CBIs for access to agricultural inputs with CBIs that leverage the medium- and long-term production capacities of households through asset building and sustaining the natural resource base on which production relies. This will be complemented by skills, information and training to holistically empower both households and communities in order to build their resilience. Thus, FAO intends to expand the scale of its cash delivery by covering different households with varied levels of food insecurity and by diversifying cash transfer modalities to include both cash-for-work and cash+.<sup>4</sup>

In 2020, FAO in South Sudan modified its implementation modality from vouchers for seed (through seed fairs) to cash for seed and delivered up to USD 2 085 000 to 67 880 households in 26 counties during the main and second planting seasons. Under the ELRP, CBIs will integrate emergency support with activities that catalyze the transitioning of households towards resilience, with a focus on the following areas.

**(i) Reducing household vulnerability** – Cash interventions will be expanded to cover more production needs, with the aim of improving household access to critical production inputs and assets including seed, animal feed, tools, veterinary supplies, small ruminant animals, fishing equipment and relevant technologies. Interventions will also aim to improve the nutritional status of the most vulnerable households through access to vital nutritious commodities and basic household assets like small stock and draught power to alleviate the impact of shocks.

**(ii) Disaster risk reduction and mitigation** – Cash interventions will focus on labour-intensive activities at the community level to mitigate impacts of natural hazards due to climate variability and other causes (floods, dry spells, pest/disease outbreaks). The aim is to develop, rehabilitate and/or protect productive assets and natural resources that support livelihoods, while providing opportunity to households through temporary employment. These may include community assets such as markets, bridges and feeder roads; water infrastructure for production (both crop and livestock) such as wells or dams; protection structures such as dykes; and soil and water conservation initiatives such as agroforestry in farmland, fuel woodlots or farm-managed natural regeneration. Implementation will involve a comprehensive process of community planning, identification and prioritization of assets to be targeted using appropriate rural appraisal tools.

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<sup>4</sup> FAO defines cash+ as an intervention that combines cash transfers with productive assets, inputs and/or technical training and extension services to enhance the livelihoods and productive capacities of poor and vulnerable households.



Some conditions that FAO will follow when promoting cash-based approaches include:

- Markets and financial service providers are functional: no major price inflation, necessary goods are available, and markets are able to respond positively to an injection of financial resources.
- Logistical constraints are overcome: to ease the burden of transporting imported livelihood items where logistics are challenging, time-consuming and costly.
- Agency and choice are promoted: where providing a household with flexible options to help themselves is a prime and necessary objective.

This modality also makes use of local markets and can help to stimulate businesses and economic recovery. As outlined above, cash will be combined with in-kind, work schemes and voucher approaches. Its flexibility is key to both the short- and medium-term objectives of the Programme. Cash can help to address immediate urgent needs, support positive household coping mechanisms (forestalling injurious ones such as the sale of household assets, taking loans, skipping meals, etc.) and at the same time, it enables households to engage in activities that promote long-term recovery such as works to rebuild houses or repair community infrastructure through cash-for-work programmes.



# Outcomes

Through the implementation of the 2021–2023 ELRP, FAO aims to protect the livelihoods of the most vulnerable communities and enhance food production while strengthening their resilience. This will be achieved through the following outcomes:

- livelihoods of the most vulnerable households are protected and their food production enhanced; and
- absorptive capacity is strengthened and resilience is built at household and community level.

## Outcome 1. The livelihoods of vulnerable households are protected and their food production is increased

Given the level of severe food insecurity projected in 2021 and beyond, FAO will continue its efforts to safeguard livelihoods and provide life-saving support to the most vulnerable. Under Outcome 1, the Organization aims to support those most in need to maintain or resume food production. Activities will revolve around the timely provision of inputs necessary to engage in crop, vegetable and fisheries production, and protect livestock assets. Moreover, assessments, analysis, monitoring and coordination to actively inform decision-making will be carried out.

### ▷ Output 1.1. Food production capacity of food-insecure/vulnerable households is enhanced



**1 million** severely food-insecure households supported in crop, vegetable and fisheries production



2021: **USD 46 million**  
2022: **USD 35 million**  
2023: **USD 32 million**

FAO will provide livelihood inputs according to seasonality, supporting crop, vegetable and fisheries production in the main season and vegetable and fisheries production in the lean season. FAO's livelihood kits are designed to be easily portable, provide maximum nutritional value and minimize time to harvest. The kits are adaptable building on a minimum kit composition depending on needs.

Some households will benefit during both the main and lean seasons and the type and composition of kits they receive will depend on the location (rural, peri-urban or urban), agro-ecological zone, preference and the prevailing situation. The implementation modality – direct distribution or through vouchers – will depend on county-level analysis and planning. Customizations – such as additional tools or substituting different crop or vegetable types – are made based on agro-ecological zones, beneficiaries' preferences and local agricultural knowledge.



Funding needed by **December** each year for implementation in **March–August** the following year

#### ► Main and second season support

In preparation for the main planting season (March–June) in selected areas, FAO will provide severely food-insecure households engaged in the agriculture sector with a variation or combination of crop, vegetable and fishing inputs via direct distribution. In parts of Greater Equatoria that receive bimodal rainfall (June–August), households not reached in the main season will receive livelihoods inputs for the second season. Crop production support will include three main types of crop seed and at least one type of agricultural tool, while vegetable production inputs will include five to seven types of seed and at least one type of agricultural tool.



This supply-driven approach will be further assisted by market support interventions, as an integrated approach (e.g. complementing activities with vouchers for storage or post-harvest loss support) has a positive influence on household food security. FAO will also encourage localized changes in technology, including the use of draught power or other technologies that facilitate an increase in cultivated/planted area, which will help households produce more, and addresses issues of storage.

In 2021, FAO aims to provide additional tarpaulins, hermetic storage bags and solar dryers to enhance beneficiaries' seed and grain preservation capacities. Households receiving fishing kits will be provided with hooks, monofilament and twine to improve fish catch as well as a cool box and plastic bucket/basin to reduce post-harvest losses. Where possible, FAO aims to continue to enhance impact through interagency collaboration. Complementing WFP's conditional food and cash programming with FAO livelihoods inputs will ensure beneficiaries' immediate food and other household needs are met while they pursue livelihoods activities.

**Table 2. FAO emergency livelihood kits (direct distribution)<sup>5</sup>**

Crop production support	Vegetable production support	Fishing kit
<p><b>Three types of crop seed:</b></p> <ul style="list-style-type: none"> <li>• 5 kg maize;</li> <li>• 5 kg sorghum; and</li> <li>• 3 kg cowpea.</li> </ul> <p><b>At least one agricultural tool:</b> maloda (shovel), rake, hoe, sickle, tarpaulin, hermetic storage bags</p>	<p><b>At least five types of vegetable seed:</b></p> <ul style="list-style-type: none"> <li>• 20 g amaranth, collard, eggplant, onion, tomato;</li> <li>• 30 g watermelon, pumpkin; and</li> <li>• 50 g okra</li> </ul> <p><b>At least one agricultural tool:</b> maloda (shovel), rake, hoe, sickle, tarpaulin, hermetic storage bags</p>	<ul style="list-style-type: none"> <li>• 100 hooks;</li> <li>• one coil of monofilament; and</li> <li>• two spools of twine.</li> </ul>

<sup>5</sup> Composition will vary depending on context and agro-ecological zone.

Some beneficiaries that receive crop seed will collect their inputs through a voucher system or cash transfer, otherwise known as input trade fairs, in areas that are considered to have potential for such interventions. Furthermore, farmers will be supported in the local input supply chain. This will allow for the integration of other value-added services like savings mobilization/accumulation that will create opportunities to improve incomes for farmers and contribute to the mitigation of future shocks. In addition to utilizing the results of the comprehensive national seed system security assessment, FAO will conduct rapid seed security resilience assessments each year to determine seed supply, access, availability, purity and demand dynamics. Seed fairs will be organized wherever requisite amounts of seed are available and security or cash-for-seed transfers permit. The fairs will enable farmers to choose their preferred seed varieties beyond the types provided through direct distribution while engaging local seed producers and cooperatives and thereby supporting the local economy. Where feasible, this activity will be linked with seed producers and fruit tree nurseries supported under FAO's wider resilience programme. Additionally, an assessment will be conducted in areas with functioning markets to ascertain where quality fishing equipment is available in order to pilot the provision of fishing inputs through a voucher scheme.

The seed system assessment also helps to promote local purchases of crop seeds by facilitating the distribution of seeds from surplus to deficit areas, taking into consideration local market dynamics and trade flow between commercial and humanitarian commodities. Targeted farmers will be supported in the use and adoption of improved agricultural practices, including adequate land preparation, weeding, training on striga weed control techniques, integrated pest management and soil fertility management.



Funding needed by  
**May** each year  
for implementation in  
**October–February**

#### ► **Lean season support**

During the typical lean season (May–August), when household food security is generally low, FAO plans to support severely food-insecure households with fast-maturing and nutrient-rich vegetable seeds and fishing kits. Beneficiaries will receive three to five different types of vegetable seed, at least one type of agricultural tool and a fishing kit. Inputs provided will be tailored to the context and agro-ecological zone. It is expected that this support will not only enhance households' access to nutritious food but also help farmers benefit from receding floodwater as well as engage in off-season production.



Funding needed by  
**January**  
for implementation  
throughout each year

#### ► **Rapid response mechanism**

To respond to high levels of need in emerging hotspots across the country, FAO is involved in multiagency efforts to provide life-saving support to extremely vulnerable populations. Missions equipped with critical food, nutrition, shelter and livelihoods inputs are deployed to hard-to-reach areas in a timely manner. FAO will continue to provide adapted kits comprising a variation of fast-maturing vegetable and crop seeds, agricultural hand tools and fishing kits. This will allow beneficiaries to produce food for themselves within at least 30 days, which in turn will reduce the number of food deliveries needed to avert hunger.



Funding needed by  
**January** each year  
for implementation in  
**September–December**

#### ► **Improve household nutrition**

Responding to nutrition-related challenges is critical in South Sudan, especially as displacement due to conflict and flooding, poor access to services, disease outbreaks, and poor diets (in terms of quantity, diversification and quality) continue to drive already high levels of malnutrition. FAO aims to complement the current efforts of other agencies by addressing food-based nutrition at community level, including through continuing to advocate for the importance of nutritious foods and promoting nutrition education.

FAO will continue to implement market-based nutrition programmes facilitating nutrition-related training components and access to fresh nutritious food among the most vulnerable households. Targeting will be linked with UNICEF-supported therapeutic feeding centres to ensure that the mothers of treated malnourished children receive support to break the cycle of malnutrition by enhancing their up-take of nutritious and diversified diets. To further fight malnutrition and pave the way for a strong, healthy and productive future, the ELRP will focus on the critical window of opportunity for preventing malnutrition that exists

during the 1 000 days between conception and a child's second year of life by targeting pregnant and lactating women and mothers with children up to two years. Nutrition vouchers will be redeemable for a limited duration at local markets for vegetables, milk and fish, strengthening linkages with traders as well as FAO-supported producers (e.g. vegetable producers, fisherfolk cooperatives, milk bars).

In parallel, mother-to-mother support groups will be formed among targeted households and provided with vegetable seeds and vouchers for poultry and small ruminants, along with training on good production practices, animal husbandry, food preservation and processing, and nutritious and hygienic food preparation. Vouchers for small ruminants and poultry will have a particular impact on fighting malnutrition in the long run, as it will ensure sustainable access to food and income all year long and enhanced productive capacity.

### *Establish community gardens for schools, therapeutic feeding centres and urban gardens*

Working in coordination and collaboration with WFP and UNICEF, FAO will supplement support provided to schools and therapeutic feeding centres with the establishment of community gardens through junior farmer field and life schools in selected areas. The gardens will promote nutrition-sensitive agriculture and the planting of multi-purpose fruit trees to enhance access to nutritious food, in particular through support to the production of vegetables and key staples, such as pulses and groundnut. The entire community will be engaged, including parents, guardians, community leaders and other partners.

In addition to providing seeds and tools, FAO and its partners will train parents, children and facilitators on how to tend to the plots to ensure they produce the maximum amount of nutritious food for the wider community and will share lessons on nutritious and safe food preparation. This is expected to improve awareness of the importance of food-based nutrition, stoke the interest of young people in farming, and ensure that families that have recovered from malnutrition can continue to improve their health and nutrition through local production and feeding practices.

To promote vegetable production in urban and peri-urban areas and increase the resilience of households against food price hikes, FAO will promote urban gardening, including homestead backyard and vertical gardening.

### **► Rehabilitate households' livelihoods and provide inputs to households affected by floods**

While flooding and drought are a regular part of the hydro-meteorological cycle in parts of South Sudan, the climate change-induced occurrence of extreme weather events, as well as man-made environmental changes, has contributed to an additional shift in the occurrence of these water-related hazards, further diminishing the livelihood opportunities of the population. Available climate projections indicate that temperatures could increase by 0.6–1.7°C by the 2030s and 1.1–3.1°C by the 2060s

compared with the 1961–1990 baseline. Extreme weather events are also likely to increase in frequency. The Government of South Sudan and the humanitarian community see the need for immediate and institutional support to reduce risks faced by communities regarding the extent, timing of, and interaction with floodwater, flooding and drought as an immediate priority. Systematic support for integrated approaches towards natural resource management (NRM), the co-production of climate information and disaster risk reduction are required.

To cover the increased humanitarian caseload due to flooding and/or drought, FAO will employ various implementation strategies to ensure full geographical coverage of flood and/or drought-affected households while ensuring value for money, efficiency gains and COVID-19 prevention in 2021. Based on ongoing needs assessments, FAO flood and drought response interventions will first look to the network of partners in the field and swiftly dispatch inputs prepositioned in its field hubs. FAO will also continue to build its logistical fleet through the procurement and prepositioning of all-terrain vehicles and boats to reach flood-affected households. The urgent provision of fishing kits and canoes will facilitate access to an abundance of fish following the breeding period in flooded areas. In locations that are very remote and difficult to access, FAO will deploy the use of the Integrated Rapid Response Mechanism (IRRM) to provide emergency livelihood assistance to households affected by conflict and floods and/or drought. In most of these areas, partners are unable to respond adequately to immense levels of need. The IRRM establishes a framework of humanitarian access that enables partners to establish long-term presence in these locations.





The provision of various types of fast-maturing flood-tolerant seeds, such as vegetable seeds, cowpea and planting materials along flood banks will help communities take advantage of receding floodwater. In addition, the distribution of waterproof/hermetic storage bags to farmers will help protect future agriculture-based productive assets. Local flood control strategies will be promoted among communities to ensure their lives, properties and assets are protected against floods.

In areas where markets are functional, cash transfers to drought/flood-affected beneficiaries will be critical in enabling households to cover immediate needs. It further empowers affected people to be productive members of their community, and enables communities to build back better, restoring and/or building canals, drainage systems, riverbanks, dykes and other small-scale water irrigation systems that can be used for agricultural and livestock production.

► **Protect the food security and agriculture-based livelihoods of the most vulnerable households in the context of the COVID-19 pandemic**

*Restore agricultural productive assets and livelihood capacity to mitigate the risk of rising food insecurity for the short- and medium-term. Stabilize incomes and access to food, and preserve ongoing livelihood and food production assistance for the most acutely food-insecure populations.*

The ELRP aims to preserve and protect the agricultural livelihoods and food security of vulnerable populations, including by adapting programming and operational delivery. According to the COVID-19 impact assessment, more than 90 percent of farmers/crop producers use their own labour, while the remaining 10 percent use other sources of labour. Supporting production during the main cropping season is key to ensuring availability of and access to food from September onwards in these highly vulnerable areas. At the same time, farmers and livestock herders need to be assisted during the agricultural and pastoral lean season when household food stocks are running out, food prices are increasing, pasture is not available and the movement of livestock is limited by floods, insecurity and COVID-19 restrictions. Households that rely on fishing may need cash+ mechanisms and safety net programmes that can enhance their productivity.

The following assistance will be provided: (i) distribution of farming inputs (seeds, tools, seedlings, animal feed, veterinary kits, plastic sheeting, spare parts, fishing nets and supplies, etc.); (ii) support to food production in IDP camps/POCs and in host communities to protect food availability (e.g. provision of small stock as well as tools and seeds for small-scale agricultural production); and (iii) continued safeguarding and promotion of agricultural and food production as well as value chain and related livelihoods systems through cash+. Moreover, FAO will increase coverage of “fast impact” household food production projects, such as the distribution of backyard animal production kits and horticulture kits (e.g. seeds and water tanks), restore productive assets and bring collection centres closer to smallholder producers to reduce the need for mobility. This support

targets women who are most often both sole agricultural workers and traders of locally produced food. Finally, FAO will provide masks, hand sanitizers, gloves, etc. to ensure that agricultural works continue through lockdown.

FAO will design interventions to restore affected agricultural works, including but not limited to pumps and networks, poultry farms and other animal farms, fences, and fishing boats. In doing so, measures should be taken to establish interim social assistance programmes to support farming households until their full productivity is restored. Food- or cash-for-work interventions for some households with working capacity could be an option to complement a free food ration, particularly geared towards housing repairs and land restoration for example.

The proper functioning of markets and value chains and the flow of agricultural products are key factors influencing food security and nutrition. In food crisis contexts, and where possible, FAO, WFP and the International Fund for Agricultural Development need to maintain and support the continuous functioning of local food markets, value chains and systems, focusing on vulnerable smallholder farmers and food workers as well as areas that are critical to the food supply of vulnerable urban areas. This may entail the provision of market corridors that will allow the movement of food commodities from production areas to urban markets where the demand is high. Furthermore, it may involve strengthening local producers' groups to maintain negotiation power and access to markets; advocating for key food item corridors to remain open as much as possible; providing transport vouchers and facilitating commercial relationships; supporting the Government to remove artificial constraints (road closures/blockages); and mobilizing external support to finance additional food imports.

### ▷ Output 1.2. Livestock and fisheries assets are safeguarded



Livestock vaccination and treatment through community-based animal health workers



2021: **USD 7 million**  
2022: **USD 6 million**  
2023: **USD 6 million**



Funding needed by **April** each year for implementation in **November–May**

In South Sudan, livestock is the foundation of pastoral and agropastoral communities' livelihoods and is their main source of nutrition, particularly for children and pregnant and lactating women. While the drop in milk output and increase in livestock mortalities due to animal diseases and floods is a significant food security and nutrition concern for livestock keepers, the proposed interventions will contribute to strengthening the resilience and livelihoods of communities across South Sudan.

Livestock interventions play an important conflict mitigation role among pastoral communities. Access to grazing areas as well as feed supplies may be affected by COVID-19-related movement restrictions and delays along the supply chain. Pastoralist patterns of migration will be disrupted by border closures and internal human movement controls. It is, therefore, important to ensure continued dialogue between pastoralists, farmers and government authorities in order to identify suitable movement options. This will also help in mitigating conflict, including farmer–herder conflict.

Recurrent flooding creates a conducive environment for outbreaks of priority diseases, leaving valuable livestock vulnerable to hemorrhagic septicemia, *peste des petits ruminants* or Rift Valley fever. FAO aims to vaccinate 7 million livestock and treat 1 million animals every year by continuing to work closely with the network of community-based animal health workers established in past years. New members will also be trained to join the network to enhance coverage, and refresher trainings will be provided to strengthen service provision following an evaluation of capacity. FAO will also continue to support animal disease surveillance, monitoring and reporting through the community-based approach, which will include support to livestock disease outbreak investigations. It is important that disease surveillance and the monitoring of risk factors be enhanced during the COVID-19 crisis to minimize risk and exposure of livestock assets.

Cash or voucher interventions alongside the provision of feed are critical to ease pressure on vulnerable households and to enable the delivery of other supplementary feed inputs including vitamins and premix, especially for pregnant and lactating herds.

Community-based animal health workers and their established networks will receive a livestock treatment kit, veterinary drugs and quality vaccine doses against endemic livestock diseases. Additionally, in partnership with the Government, FAO plans to introduce a new manual and guidelines for the training of community-based animal health workers, harmonizing the approach for all partners in South Sudan.



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The Organization will further its efforts in the geographical targeting of vaccination campaigns to ensure that the approach is more risk-based and in line with best practices and technical standards, such as the *Livestock Emergency Guidelines and Standards* and FAO's *Livestock-related interventions during emergencies – The how-to-do-it manual*. Furthermore, post-vaccination sero-monitoring and surveillance will be introduced to demonstrate the efficiency and effectiveness of the animal vaccination programme to key stakeholders.

The cost recovery approach to the provision of animal health services has been successful in some counties including Akobo, Bor, Kapoeta, Renk, Rumbek, Torit and Wau. Where possible, support will be given to link community-based animal health workers with private veterinary pharmacies for the subsequent supply of veterinary drugs. FAO will conduct an assessment (i) to ascertain the locations of functional veterinary pharmacies and (ii) to understand the challenges that they face in maintaining required supplies. With this information, FAO will introduce cost recovery programming. This is essential as the availability of drugs may have been affected by disruption in supply chains. In recent years, the humanitarian context did not allow for the implementation of the privatized approach. Veterinary pharmacies will be supported to fill gaps in stock while piloting the provision of vouchers to community-based animal health workers to access the inputs they need to serve their communities in selected areas.

FAO has contributed to the development of a strategy to support the implementation of the foot-and-mouth disease (FMD) Progressive Control Pathway for South Sudan; the disease is of critical concern to the livestock sector. An FMD vaccination campaign will be launched under the ELRP.

As part of an initiative to support the flood response, using its own funds, FAO imported 800 tonnes of animal feed (total mixed ration)<sup>6</sup> in 2020 to pilot a feed intervention that targeted breeding stock and young animals, supporting selected households in flood-affected locations. This initiative will be expanded (resources allowing) and linked with the introduction of improved livestock fodder production. Livestock owners will also be trained in fodder harvesting, processing and storage using a pastoralist field school approach. This initiative has already begun under the Sustainable Agriculture for Economic Resiliency project funded by the United States Agency for International Development. FAO is introducing fodder production, harvesting and storage techniques in Jonglei, Northern Bahr el Ghazal and Western Equatoria states to mitigate post-flood and dry season livestock feed shortages.

FAO and partners will also conduct small ruminant restocking activities in selected locations that have been hard-hit by floods in recent years. This will help (re)establish livestock-based livelihoods primarily in areas most affected by the flood disasters.

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<sup>6</sup> Total mixed ration is a combination of roughage and concentrate ingredients formulated and mixed thoroughly to form a balanced feed for animals.



To facilitate emergency animal health campaigns, FAO will continue its efforts to strengthen and re-establish the national cold chain network to its full potential. The process of creating larger regional hubs beyond the central hub in Juba will enable the storage of larger quantities of vaccines in strategic locations for quick dispatch to areas of operation.


With regards to the fisheries sector, FAO will focus on addressing priority areas such as post-harvest losses, the establishment of innovative fish dryers and improved fish markets, management and increased governance of aquatic resources, fisheries value chain development and the distribution of emergency fishing kits and fishing gear.

To enhance the livelihoods of fisherfolk, FAO will ensure that communities receive fishing kits and canoes in a timely manner, particularly in areas affected by floods. Consequently, households will be able to benefit from the wealth of fish available following the breeding period in flooded areas, which can contribute to same-day food security and nutrition of the displaced population. This will include investing in the local production of fishing equipment such as boats and canoes to support income enhancement.

### ▷ Output 1.3. Vulnerable households are provided with nutritional support




2021: **USD 2 million**  
2022: **USD 2 million**  
2023: **USD 2 million**




Funding needed by **January** for implementation throughout each year

While an extension of Output 1.1 (improve household nutrition component), this output is intended to support households affected by flood and/or extreme drought. The output aims to improve the food needs and nutritional status of flood-affected people by mainstreaming nutrition (vegetables, fruits, etc.) into agricultural production systems. This will be partly done by distributing nutrition vouchers and providing unconditional cash transfers and/or cash+ to vulnerable groups affected by flood and/or drought. In the areas where markets are functioning, FAO will provide nutrition vouchers to female-headed households, pregnant and lactating women, and women with children under five years of age that have been affected by flooding, particularly in areas where markets are accessible and where IDPs are relocated.

### ▷ Output 1.4. Livelihoods of returnee households are supported



2021: **USD 4 million**  
2022: **USD 10 million**  
2023: **USD 10 million**




Funding needed by **January** for implementation throughout each year

Given the positive developments, more than 350 000 displaced people (migrants and refugees) have returned to South Sudan in 2020, and the number of returnees is expected to increase between 2021 and 2023. FAO will provide various support to these returnees as they have little to no sustainable livelihoods. One planned intervention is cash+ as the first step towards rebuilding their livelihoods. Depending on their current livelihood, beneficiaries will receive cash plus crop, vegetable, fishing or livestock kits and training to join the community-based animal health workers' network. Some may also receive agriculture-based vocational training through established Agriculture Vocational Training Centres for returnees in certain locations. This activity will enable beneficiaries to establish themselves as local artisans and blacksmiths through the fabrication of tools and equipment, and can also be included under Outcome 2 of the ELRP.


Although returnees will be prioritized, food-insecure households in POCs will also be supported to access food, and where possible grow their own vegetables. In rural locations, interventions will target the most vulnerable households with access to land and labour for cultivation or small ruminant and poultry production. Target groups will mainly be returnees and IDPs (including people in POCs) with a special focus on female- or child-headed households and youth.

Furthermore, FAO will provide displaced, returning, or relocating households with cash+ kits, including unconditional cash transfers and various inputs or capacity development trainings, thus enabling them to address their immediate food and basic needs for at least three months while they settle in their houses. The support provided during their transfer will be unconditional, while the consequent phase will be based on efforts made by the household to engage in production. Some will also benefit from the direct transfer (provision) of small stock, fishing kits or crop kits depending on their area-specific livelihood activity.


▷ Output 1.5. Access to timely food security information for informed decision-making is increased




Food security and agriculture data collection, monitoring and analysis



Food security and livelihoods coordination



2021: **USD 3 million**  
2022: **USD 3 million**  
2023: **USD 3 million**



Funding needed by **January** for implementation throughout each year

Accurate and timely food security information and analyses are crucial to inform evidence-based decision-making and monitoring. As a technical agency specialized in gathering, analysing and generating agriculture and food security information, FAO is strengthening South Sudan’s national capacity for food security data collection, analysis and coordination through support to the IPC analysis platform, which remains a key source of information that guides humanitarian interventions.

Existing food security monitoring tools will be tailored to assess the impact of ELRP interventions in improving the food security and nutritional status of targeted households and communities. Collected data will further support evidence-based targeting, ensure accountability to affected populations, determine the value for money achieved through interventions, and allow FAO and its partners to learn lessons from the various activities implemented through the Programme.

In addition to food security and nutrition monitoring, FAO monitors markets, rainfall patterns and crop production, conducts crop and livestock pest and disease surveillance, records livestock movements and develops the capacity of partners and the Government to collect and analyse information. This is critical in providing an accurate picture of the evolving food security and livelihoods situation – helping to focus assistance in communities that need it most. Early warning is key to equipping farming communities (90 percent of agricultural production depends on rainfall) and policy-makers with the knowledge they need to improve production and food security programming.

FAO will continue to provide the humanitarian community with relevant data and sound analysis. As co-lead of the Food Security and Livelihoods Cluster in South Sudan with WFP, FAO engages in regular cluster meetings

with partners' response teams to ensure emergency livelihoods and food security response actions are appropriate, coordinated and timely.

At national and local level, the Cluster and its technical working groups are important fora for identifying priorities based on sound evidence, developing strategies for beneficiary targeting and the efficient use of resources, and building synergies among various interventions by coordinating with other related clusters such as the Nutrition Cluster.





## Outcome 2. Absorptive capacity is strengthened and resilience is built at household and community level

The priorities of the ELRP within the context of COVID-19 will be guided by an in-depth analysis of the effects of the pandemic on food security and livelihoods. The Programme aims to enhance support to new, emerging food-insecure people affected by COVID-19 in urban, peri-urban and rural areas who are highly dependent on markets for food and agricultural production inputs as well as those that depend on agricultural value chains as income sources. Where production was constrained by limited access to inputs, services and information due to COVID-19, the recovery phase will consider strengthening these areas. The greatest impact of the pandemic on agriculture will likely be in Greater Bahr el Ghazal where cereal production has remained largely steady throughout the crisis period.

To keep markets functional and reduce the risks of virus transmission, FAO will procure disinfectants, provide technical support and engage market management authorities and vendors in awareness-raising campaigns on key hygiene issues along the food supply chain. The interventions are in line with FAO's global mandate to ensure that markets function even in moments of emergency.

In providing a stronger foundation for food security and resilience, it is critical to reinforce and build the ability of households and communities to absorb natural and man-made shocks and stressors. By enabling households to employ preventative measures and appropriate coping mechanisms, their exposure can be minimized to avoid permanent, negative impacts to their food security. Over the next three years, the ELRP seeks to strengthen local preparedness and support communities' productive capacity to protect and improve agricultural livelihoods.

### ▷ Output 2.1. Local preparedness and response capacity is increased



2021: **USD 2 million**  
2022: **USD 4 million**  
2023: **USD 4 million**




Funding needed by  
**January**  
for implementation  
throughout each year

Investing in local systems – particularly to support local capacity development – is key to ensuring long-term positive impacts of life-saving and livelihood-protecting interventions, especially in protracted humanitarian crises. To accomplish this, the first step will be for communities and partners to understand the main shocks and stressors affecting food security and nutrition and anticipate their impact. This can be achieved by strengthening existing food security information systems, in addition to monitoring the impacts of COVID-19 and scaling up early warning systems that will facilitate decision-making.


To this end, FAO will continue to provide training on contingency planning, evaluate available coping mechanisms and support communities to analyse shocks. The training will provide beneficiaries with knowledge and information to improve their decision-making to inform programming for relevant support, including crop selection, increased farming efficiency and NRM, and enhance their capacity to adapt to climate change.

Capacity building will support actors on the ground to sustainably improve the quality and efficiency of implementation and increase their ability to deliver resilience programming in the long-term. Training will include topics related to how emergency activities can be used as a foundation for resilience-building, resilience context analysis/profiling, and resilience measurement and monitoring. Further, knowledge will be disseminated on *Livestock Emergency Guidelines and Standards* and migratory pest control, such as the fall armyworm. Emergency preparedness will be further enhanced through the promotion of contingency and readiness measures.

▷ Output 2.2. Households', farmers' groups and institutions' knowledge of and skills in agricultural production are strengthened



2021: **USD 10 million**  
 2022: **USD 12 million**  
 2023: **USD 14 million**



Funding needed by  
**January**  
 for implementation  
 throughout each year

Even small changes in production practices, such as improving traditional agricultural practices, can dramatically strengthen outputs. In more stable areas, to reinforce some innovative mechanisms and help address systemic challenges faced by farmers, livestock producers, foresters and fisherfolk, FAO will provide basic, quick impact training following an evaluation of current capacity and advocate for the formulation of systematic pro-agriculture policies. This will be in addition to the provision of key messages on agri-food systems and production at distribution points. The training will include topics on good agricultural and post-harvest practices, as well as on emerging threats such as desert locust and fall armyworm infestations and outbreaks of transboundary diseases.

Strengthening households' food production capacities through intensification, diversification and post-production practices is expected to result in more stable production and enhance resilience. The ELRP will work closely with WFP's food/cash-for-assets programme and the private sector (particularly in the creation of value addition and market access) to increase resilience to climate variability, extremes and localized resource-based conflicts through the creation and enhancement of shared community assets, like water points for dry season farming.

Training will be provided where possible to households benefiting from livelihood inputs provided under the ELRP. Furthermore, the provision of light post-harvest equipment for crops and non-timber forest products such as honey, shea butter, livestock products and fish will be critical for reducing food loss and enhancing the awareness of beneficiaries and the wider community. These interventions are expected to enable households and communities to better absorb shocks and stressors and adopt coping mechanisms that can support them in avoiding negative impacts.

In areas that are stable, FAO will engage in the organization of junior farmer field and life schools. Through the schools, the ELRP will support young farmers (15–25 years old), young fisherfolk and small-scale livestock keepers, as appropriate, in learning how to farm, market and sell their produce. The after school training programme will empower rural youth and provide them with employment and livelihood opportunities. Young people will learn and acquire agricultural, entrepreneurial and life skills through discussions, observation, role-play and experimentation.

► **Improve farmers' post-harvest management, diversify their production risk and ensure they are engaged in farmers' groups/ associations**

Post-harvest losses will likely increase substantially due to COVID-19 restrictions. The ELRP will scale up the provision of appropriate technologies for post-harvest management and processing in support of farmers', producer and enterprise groups (e.g. granary and seed storage equipment, solar driers, agro-processing equipment and storage units for harvested foods and animal products to keep them fresh for longer to reduce losses and facilitate their market presence). Moreover, the ELRP will support the construction of threshing/drying floors and provide farmers with tarpaulin to thresh and dry their produce. FAO will use the WFP crop conditioning specification to improve post-harvest handling and grading. To reduce post-harvest losses in the fisheries sector, FAO will train fisherfolk and fish processors on post-harvest handling, marketing, processing and storage techniques and will distribute appropriate energy-efficient ovens and dryers for fish-smoking and drying. FAO will also support (and facilitate the governance of) fisherfolk, forest and farmer producer cooperatives for easy marketing and access to information and inputs. New fish markets shall be constructed and the old ones renovated.

► **Enhance the institutional capacity of local governments and groups in improving agricultural practices**

Agriculture in South Sudan, for the most part, is based on small, hand-cultivated units often farmed by female-headed households with limited area for cultivation. The vast majority of traditional smallholder subsistence farmers do not use any synthetic fertilizer or improved seed, herbicide or pesticide, which, in part, accounts for the low yields relative to farmers in the broader region who practice some form of shifting cultivation. Additionally, further constraints include:

- a weak entrepreneurship base and absence of commercial farming;
- weak or non-existent capacity to provide farm and off-farm extension services to farmers;
- weak markets and very low institutional capacity in running the agricultural activity as a business;
- weak farmer/producer organizations – lack of a critical mass of farmer and rural producer associations; and
- the fact that close to 80 percent of farm labour is provided by women who combine farming with their domestic chores. Women often have double working shifts (farm and domestic) and no or limited access to labour-saving technologies. They also do not have access to extension services or improved seeds, either of which can provide an opportunity to increase their productivity with sufficient support.

To mitigate some of these challenges, FAO will:

- provide financial and technical support to the relevant county-level government line ministries (Ministry of Agriculture and Food Security, Ministry of Animal Resources and Fishery, Forestry directorates, Ministry of Gender and Social Welfare, etc.);



- conduct technical trainings to build the capacity of the existing pool of agricultural experts and extension service providers;
- strengthen research and training centres;
- continue to support various groups and NGOs who provide agricultural technical services;
- continue to strengthen state-level agricultural working groups; and
- ensure the proper coordination and linkage of project-promoted initiatives with other stakeholder initiatives (e.g. CAMP, National Agriculture and Livestock Extension Policy, livestock monitoring guidelines, etc.).

FAO will not bypass perceived or existing institutional weaknesses and hence will not create parallel structures at the local level. The Organization, therefore, aims to innovatively strengthen or reactivate the existing system. Furthermore, capacity building and government and community ownership will be the overarching concern of all FAO-promoted activities to ensure the overall sustainability of the systems created. Innovative approaches to capacity building will be adopted with an emphasis on ‘on-the-job’ training. In fact, this approach is considered the most appropriate in providing ‘rapid’ and sustained solutions to current needs, in terms of capacity building. The transfer of improved agricultural management functions to national counterparts is an absolute necessity to institutionalize programme interventions and ensure their sustainability.

### ▷ Output 2.3. Exposure to risk is minimized during incidences of flood, drought and COVID-19



2021: **USD 8 million**  
2022: **USD 8 million**  
2023: **USD 9 million**



Funding needed by  
**January**  
for implementation  
throughout each year

South Sudan endures numerous natural disasters – mainly floods, drought and pests, including the incursion of desert locust. Disease and other environmental health hazards are also common in the country. Drought is the most common hazard, as it often results in the overuse of available meagre water resources, which in turn leads to displacement and conflict.

In the aftermath of historic flooding, the impacts on the country’s most vulnerable regions are likely to worsen food security as these areas become physically isolated. FAO will work with partners and the Government to develop strategies and practical innovations to mitigate flood risks in low flood plains.

The ELRP will focus on mitigating the risk of natural disasters such as flooding and/or drought by using the cash-for-work approach to build back better. Disaster risk mitigation infrastructure will be built to strengthen people’s resilience against natural hazards and simultaneously increase the income of vulnerable households during the lean season (typical hunger period) while contributing to their food security and nutrition. Disaster risk reduction interventions are necessary to prevent, mitigate and/or reduce the impacts of disasters on agriculture. A large part of the success of community-based disaster risk reduction rests on the sense of ownership of the outcomes, as well as the practical and sustainable small-scale risk-reducing activities planned at the community level.


Effort will be made to identify community assets that can be built/ rehabilitated using inclusive, gender-sensitive and participatory approaches. Following community consultations, FAO will identify key assets (household or community) for rehabilitation/establishment, e.g. embankments, land clearing, water diversion/conservation channels and small-scale irrigation infrastructure, which will mitigate risk and lower the exposure of households to future disasters. FAO will collaborate with partners including WFP to establish and support the management of farm-based small water reservoirs that will help to hold excess water (rainwater harvesting) during heavy rains and simultaneously enable supplementary irrigation during intermittent drought within the main season.

► **Reduce the risk of COVID-19 transmission along the food-supply chain**


FAO’s support falls under two main components:

- **Protecting traders and agropastoralists along the food supply chain:** There is an opportunity to integrate a campaign on COVID-19 awareness and prevention among livestock traders and agropastoralists into the ELRP livestock intervention. Agropastoralists also happen to be hard-to-reach clients for key health sector players including the World Health Organization, the Ministry of Health and UNICEF. Livestock traders travel long distances trekking or trucking animals to markets in urban areas, while agropastoralists also travel long distances in search of pasture and water for their animals or because of conflict-related displacement.
- **Mitigating the risk of COVID-19 transmission along the supply chain:** As per the Government of South Sudan’s regulations, certain establishments (e.g. markets, slaughter slabs and food shops) have remained open to ensure that people have access to essential food supplies. However, such places are often crowded and therefore risk of exposure to COVID-19 may increase. It is thus important to ensure that these locations are continuously disinfected to reduce the possibility of COVID-19 spreading. FAO is committed to supporting spraying operations in the key places/hotspots where people procure food, including markets and slaughter slabs in the country’s main towns. This intervention is aligned with the Ministry of Environment’s South Sudan Emergency Preparedness for Prevention of COVID-19.

▷ **Output 2.4. Access to and creation of market opportunities is improved**



2021: **USD 2 million**  
 2022: **USD 2 million**  
 2023: **USD 3 million**



Funding needed by  
**January**  
 for implementation  
 throughout each year

Market access will be enhanced by improving the design of infrastructure and thus ensuring that constructed market sheds are equipped with proper water, hygiene, and sanitation facilities. Where production was constrained by limited access to inputs, services and information due to COVID-19, the recovery phase will consider strengthening these areas and local producers will be encouraged to aggregate their produce for collective marketing and transportation.

## ▷ Output 2.5. Natural resources are sustainably managed and local peace structures are strengthened



2021: **USD 6 million**  
2022: **USD 8 million**  
2023: **USD 7 million**



Funding needed by  
**January**  
for implementation  
throughout each year

Equitable and safe access to natural resources, such as rangeland, water and forests, is key to ensuring food security, livelihood resilience, energy sufficiency and environmental sustainability. Tree nurseries will be scaled up by kick-starting a project which aims to attain the national goal of planting 100 million trees in South Sudan. The initiative will also support the promotion of energy-saving stoves to conserve trees that might otherwise be cut down to produce charcoal.

### ► Support regional and local peace structures in addressing natural resource competition issues

Resilient communities are less likely to experience conflict. Resilient farmers, livestock keepers and fisherfolk (especially youth) are less likely to take up arms. Access to and control over productive resources such as agricultural land, water, pasture, forests and livestock are the foundation of resilient livelihoods in South Sudan, but access to these resources by sections of the population varies considerably and is based on customary systems and traditional gender roles. Conflict over natural resources, particularly competition over the ability to access and manage traditional grazing lands and water rights, remains a fundamental challenge to peace and stability. Strengthening local governance systems, building trust and ensuring peaceful and equitable access to natural resources is therefore essential. Successfully resolving and mitigating local (resource-based) conflict can help build trust and confidence and can have a positive impact on agricultural livelihoods, food security and nutrition as well as on the national peacebuilding process.



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To increase access to natural resources, the following activities will be implemented depending on the context:

- facilitate the formation of committees for the management of natural resources, conflict mitigation and risk management at community level, and lead local natural resource planning processes;
- facilitate territorial development and local knowledge systems to strengthen community awareness and enhance dispute resolution capacity;
- increase equitable land tenure rights awareness for communities to ensure women and men (especially youth) – including vulnerable groups and returnees – have access, control and decision-making power over land for agricultural production;
- promote dialogue and trust between groups of resource users through inclusive livelihood interventions;
- facilitate dialogue for safe and peaceful pastoralist routes;
- build the capacity of traditional institutions to organize peaceful and equitable access to and management of natural resources and infrastructure;
- build the capacity of communities and their institutions, including women's groups and smallholder producer groups, to identify risks from shocks and stressors as the basis for developing NRM plans at community level;
- undertake gender-sensitive natural resource and user mapping at community level;
- promote approaches that address the multi-sectoral challenges associated with a lack of energy access, particularly intercommunal conflicts and forest degradation;
- facilitate access to land and other natural resources for returnees through community-level consultations and negotiations; and
- facilitate the participation of IDPs, refugees and demobilized youth in the process of developing relevant risk-informed NRM and agricultural development plans.



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## Implementation modalities and cross-cutting themes

### Procurement and logistics at scale

The key to FAO's ELRP is procurement and logistics operations on a mass scale as well as partnerships with frontline organizations. The Organization will establish a pipeline of inputs, procuring main agricultural goods (seeds, tools, etc.) in bulk that will be delivered to primary warehouses. These goods will then be distributed as tailored kits to beneficiaries by implementing partners in the Food Security and Livelihoods Cluster, along with relevant sensitization and/or training. In areas where no partner is present, FAO will directly distribute inputs. The ELRP will also empower farmers to produce their preferred product through contract-grower farmers' associations that can grow seeds to be purchased by FAO. This will encourage farmers to grow more, promote the production and selling of locally-preferred food, while at the same time being cost-effective since there will be no need or (at the most) a minimum cost for transportation.

If multiyear ELRP planning is met with multiyear funding, procurement and contracting of implementing partners would benefit from long-term agreements, thereby enhancing timeliness, efficiency and overall value for money. In terms of procurement, this can allow for potential volume discounts and reduce the resources required for multiple tenders and the placement of orders for inputs needed on a regular basis. In such cases, this can result in more strategic procurement with better market studies, which will lead to enhanced quality control. Furthermore, long-term agreements can contribute to emergency preparedness planning by reducing delivery time.

As the main pipeline supplier of food security and livelihood inputs for the Cluster, FAO ensures adequate planning and coordination to guarantee that interventions adhere to quality standards and are technically appropriate, and inputs are properly distributed. Quality is FAO's first priority during the procurement process. For agricultural inputs, it is critical to ensure that the quality of procured goods is controlled throughout the process. In terms of seed procurement, FAO confirms procured seed varieties are aligned with an approved list provided by the national Ministry of Agriculture and Food Security to ensure that the seeds perform well in the areas in which they have been distributed. The seed is then inspected at the loading and unloading sites by independent superintendent companies and cross-checked by FAO's technical team. To strengthen local seed production, FAO will procure locally-available and high-quality crop seeds from South Sudan.

Having worked with over 70 implementing partners, FAO has established and expanded networks to cover each subregion, county and payam of South Sudan.

Wherever possible, FAO works with both national and international implementing partners that have adequate operational and technical capacities on the ground to distribute inputs and services to beneficiaries. Having worked with over 70 implementing partners, FAO has established and expanded networks to cover each subregion, county and payam of South Sudan. To ensure that partners implement projects according to the Organization's rules and standards, FAO has its own internal monitoring tools and resources through which it assesses partners' performances. Payments are released against core deliverables and agreed schedules. Furthermore, under Output 2.2, FAO aims to build the capacity of its field-level service providers. Long-term contracts with these partners would therefore improve the quality of services over time through training, lessons learning and experience sharing, thereby ensuring the local capacity to better respond to crises and support resilience programming in the future.

Inputs are transported across the country to be stored in FAO's warehouse hubs. The Organization has warehouses in Bor, Juba, Rumbek, Torit, Wau and Yambio. The warehouses facilitate the importation and distribution of livelihoods inputs for further release to partners operating in the respective regions. To improve preparedness, certain inputs will be stored in bulk for use in rapid response missions.

Implementing partners will collect pipeline inputs at various locations, depending on the capacity of the partner and any situational or logistical constraints, and distribute them to the intended area and households. However, for most of the inputs, direct distribution will be the only possible means. FAO must continue to operate in a complex environment where insecurity and access restrictions remain a risk to response activities. Insecurity has forced FAO to rely heavily on air transport – both rotary and fixed wing – for the prepositioning and delivery of inputs to their final destination. A majority of ELRP inputs will be transported through the WFP-led Logistics Cluster.

### ► Scaling up seed testing and quality assurance

To improve the quality of seeds provided to vulnerable communities, FAO will scale up its seed testing and quality control operations. It will conduct seed germination and quality tests in Juba and at the field level and will involve government and private sector experts with the capacity to conduct seed quality testing. Through rigorous seed testing, FAO can be confident in the kind of seeds it provides to farmers and hence reduce complaints among stakeholders regarding low seed viability in some locations.

## Impact-focused monitoring and evaluation

The ELRP will continue to strengthen the close monitoring of field activities and assessment of the perception and performance of inputs provided. FAO's monitoring and evaluation aims to give a better picture of the Programme's value for money and builds on the results-based monitoring and evaluation of emergency activities initiated in 2018.

Through post-distribution monitoring, FAO will assess the satisfaction of beneficiaries with the inputs provided, including kit composition, quality, quantity and timeliness. A post-harvest assessment will be conducted to determine changes in area planted and production at household and county levels. Monitoring and impact assessment of emergency livestock interventions under the ELRP will be undertaken based on *Livestock Emergency Guidelines and Standards* tools and the Monitoring, Evaluation and Impact Assessment section of the *Livestock-related interventions during emergencies – The how-to-do-it manual*. Emerging information, evidence and experiences will be useful in facilitating learning in the sector for improved programming as well as for informed policy and research engagements. To reduce costs and increase accuracy, and for the ease of communication, the monitoring system will use mobile devices for data collection. The overall impact of the ELRP on food security will be assessed through an analysis of county-level IPC data.

FAO continues to build on its programme-cycle tracking and reporting system, which provides detailed and timely information to stakeholders on emergency operations.

FAO continues to build on its programme-cycle tracking and reporting system, which provides detailed and timely information to stakeholders on emergency operations. Monitoring data will be collected through field visits, routine project records and beneficiary tracking data, such as attendance lists for training sessions, farmer/fisherfolk registration records and cooperatives' records. Further, key to the implementation of the monitoring and evaluation system will be building the capacity of implementing partners through the provision of training and technical support.

Regular monitoring will be carried out to ensure activities remain relevant and useful according to needs on the ground and are achieved as planned. Monitoring of performance, efficiency, effectiveness and impact will be conducted through the continued strengthening of FAO's existing monitoring and evaluation system at national and regional



levels while enhancing presence in the field where possible. Findings from the results-based monitoring will be linked to a dashboard that will be updated and circulated to the wider humanitarian community on a regular basis.

In addition, FAO will seek to align the ELRP with Resilience Index Measurement and Analysis results as part of its efforts to more rigorously assess and analyse resilience levels in South Sudan, including through research studies measuring how households cope with shocks and stressors.



## Gender

Community resilience and the elimination of hunger cannot be achieved without closing the gap between women and men in agriculture and food production, as well as ensuring the protection of vulnerable women. While South Sudan has a number of policies and protocols that support gender equality and participation, implementation at the national and local levels remains weak. Due to the lack of land tenure policies, women are often disadvantaged in regards to access to and ownership of land. Conflict, displacement, fragile governance systems and the deterioration of infrastructure and basic services have contributed to the increase in inequalities between men and women resulting in increased labour of women. In the most conflict-affected areas, a rapid disruption of

livelihoods, severe depletion and loss of productive assets and massive displacement have been recorded, in addition to an increased number of female-headed households and a loss of social safety nets. This also has an impact on nutrition outcomes among children as women may not have adequate resources to feed and care for them.

The traditional role of agriculture in producing food and generating income is fundamental, but the sector and the entire food system – from inputs and production, through processing, storage, transport and retailing, to consumption – can contribute significantly to the eradication of malnutrition. In recognition of this and the essential role women play in improving household food security and nutrition, FAO has designed its programme to respond to their needs. The ELRP seeks to support women as they help their families manage the consequences of crisis and food insecurity by providing opportunities for income generation and increasing access to nutritious food sources.

Emergency livelihood kits have been designed to be lightweight, enabling women to transport them easily. FAO's vegetable kits provide women and their families with increased access to nutritious food sources and the ability to cultivate vegetables close to home. Although women do not often participate in fishing (as shown in an FAO field evaluation), female-headed households are still able to profit from fishing kits as owners of the technology. Vegetable and fisheries production can benefit the most vulnerable both as sources of nutrition-rich food and to trade or barter with in locations where markets are functioning.

## Nutrition

The economic and social costs of acute and chronic malnutrition are unacceptably high in South Sudan. Continued increases in malnutrition rates have been driven by rising food insecurity, the spread of endemic diseases, limited access to safe water and sanitation, and declining availability of health and nutrition services, particularly in areas affected by conflict. Acute malnutrition mostly affects children under five and women, as well as other vulnerable groups. Children suffering from severe acute malnutrition are nine times more likely to die than their healthy peers. Moreover, households that are nutritionally secure are better able to withstand, endure longer and recover more quickly from external shocks.

Reducing malnutrition is crucial to strengthening resilience. When people are well nourished, they are healthier, can work harder and have greater physical reserves. Addressing malnutrition in this context requires complementary multisectoral strategies and approaches that respond both to long-term development challenges and to immediate needs, linked to the survival and well-being of families and communities.

The ELRP has been designed to respond to nutrition needs by enhancing the diversity of food production and providing access to inputs and services that can ultimately improve food-based nutrition intake.

FAO's crop kits include both grains (maize and sorghum) as well as protein-rich legumes (cowpeas), and vegetable kits comprise the seeds of at least five different, diversely beneficial vegetables. Fishing kits enable families to access protein-, vitamin- and mineral-rich fish. In addition, the animal health campaign safeguards livestock assets, thereby ensuring the continued production of nutritious dairy and meat.

### Accountability to affected populations

FAO will continue to promote an Accountability to affected populations framework that will engage seven commitments:

- strengthening leadership and governance to embed good practices;
- greater and more routine transparency;
- feedback and timely response;
- fair and representative population;
- accountability to affected communities mainstreamed in design, monitoring and evaluation;
- prevention of sexual exploitation and abuse; and
- collaboration with partners.

This approach calls for transparent targeting which involves community engagement through participatory rural appraisal to allow beneficiaries as well as non-beneficiaries to understand why they were or were not targeted. It is expected that this will help to reduce potential internal conflicts.



FAO has developed a monitoring system in South Sudan to strengthen accountability to affected populations, which includes on-site monitoring during the distribution of inputs to obtain rapid feedback from beneficiaries. Post-distribution monitoring assessments will also obtain feedback on perceived positive aspects of assistance as well as shortcomings. Feedback will be taken into consideration and, where appropriate, will inform alterations to the design and implementation of activities. For example, in previous campaigns, crop and vegetable kit compositions were modified based on the beneficiary feedback received.

To ensure that accountability to affected populations is mainstreamed in the implementation of the ELRP, FAO has built implementing partners' capacities on the approach by providing guidelines, conducting trainings and setting up feedback mechanisms.

## Protection

Addressing gender-based violence and sexual exploitation and abuse is crucial given its prevalence in South Sudan and its potential to devastatingly impact the lives and livelihoods of affected people. In the agriculture sector specifically, such impacts can lessen the productivity of survivors and diminish the resilience capacities of individuals to sustain their livelihoods due to illness, injury, stigma, discrimination and violation of their rights.

The Safe Access to Fuel and Energy approach, which promotes the use of fuel-efficient stoves, fuel-saving cooking practices and other measures to reduce the need for fuel wood, will help women make fuel-efficient stoves using locally-available material (clay, brick, scrap metal and water). This will achieve the dual objectives of reducing distances travelled and the frequency of firewood collection by women and girls thus minimising tree cutting and vulnerability to gender-based violence.

Protection is mainstreamed throughout FAO's programme, ensuring that the specific needs of at-risk groups are taken into consideration and that risks are mitigated where and when possible. Those that are vulnerable include not only women and girls, but also men and boys, the elderly, unaccompanied children, people with disabilities, minorities and displaced people. FAO contributes to the protection of people from gender-based violence and sexual exploitation and abuse as part of its efforts to restore and promote sustainable livelihoods, including mitigating gender discrimination in participation, decision-making and access to productive resources. Moreover, feedback mechanisms are established and available to beneficiaries as channels through which they can raise issues.

Protection from sexual exploitation and abuse (PSEA) training is also provided to implementing partners and embedded in letters of agreement. PSEA focal points have been nominated in all FAO offices to offer support, create awareness on PSEA for partners, and monitor and report cases as per FAO in South Sudan guidelines.



# Budget

Outcome/output		Total (USD million)		
		2021	2022	2023
 <p><b>Outcome 1.</b> The livelihoods of vulnerable households are protected and their food production is increased</p> <ul style="list-style-type: none"> <li><b>Output 1.1</b> Food production capacity of food-insecure/vulnerable households is enhanced</li> <li><b>Output 1.2</b> Livestock and fisheries assets are safeguarded</li> <li><b>Output 1.3</b> Vulnerable households are provided with nutritional support</li> <li><b>Output 1.4</b> Livelihoods of returnee households are supported</li> <li><b>Output 1.5</b> Access to timely food security information for informed decision-making is increased</li> </ul>	<b>62</b>	<b>56</b>	<b>53</b>	
	46	35	32	
	7	6	6	
	2	2	2	
	4	10	10	
	3	3	3	
 <p><b>Outcome 2.</b> Absorptive capacity is strengthened and resilience is built at household and community level</p> <ul style="list-style-type: none"> <li><b>Output 2.1</b> Food production capacity of food-insecure/vulnerable households is enhanced</li> <li><b>Output 2.2</b> Livestock and fisheries assets are safeguarded</li> <li><b>Output 2.3</b> Vulnerable households are provided with nutritional support</li> <li><b>Output 2.4</b> Livelihoods of returnee households are supported</li> <li><b>Output 2.5</b> Access to timely food security information for informed decision-making is increased</li> </ul>	<b>28</b>	<b>34</b>	<b>37</b>	
	2	4	4	
	10	12	14	
	8	8	9	
	2	2	3	
	6	8	7	

# Results framework

Indicators	Target [baseline]
<b>Impact:</b> The livelihoods of the most vulnerable communities are protected and food production is enhanced while their resilience is strengthened	
Percentage reduction of households in IPC Phases 3, 4 and 5	10%
 <b>Outcome 1.</b> The livelihoods of vulnerable households are protected and their food production is increased	
Tonnes of food produced (crops)	325 000 tonnes
Percentage of households with acceptable food consumption scores	17% [20%, 2017]
<b>► Output 1.1</b> <b>Food production capacity of food-insecure/vulnerable households is enhanced</b>	
Number of households with increased access to crop production inputs and technologies (disaggregated by sex, age and status)	1 million households
Number of hectares of land under crop production	370 000 ha
Number of flood-affected households benefiting from input provision	300 000 households
Number of households benefiting from COVID-19 interventions	100 000 households
<b>► Output 1.2</b> <b>Livestock and fisheries assets are safeguarded</b>	
Number of animals vaccinated and treated	8 million animals
Increase in income of fisherfolk	20%
<b>► Output 1.3</b> <b>Vulnerable households are provided with nutritional support</b>	
Number of households benefiting from nutrition intervention (disaggregated by sex, age, and status)	300 000 households
<b>► Output 1.4</b> <b>Livelihoods of returnee households are supported</b>	
Number of returnees receiving livelihood support (disaggregated by sex, age, and status)	150 000 households
<b>► Output 1.5</b> <b>Access to timely food security information for informed decision-making is increased</b>	
Number of timely food security related reports prepared and shared with stakeholders	2 IPC reports/year; 2 Food Security and Nutrition Monitoring System reports/year
Number of national and state level food security and livelihoods coordination meetings	Bi-weekly Food Security and Livelihoods Cluster meetings

Indicators	Target [baseline]
 <b>Outcome 2.</b> Absorptive capacity is strengthened and resilience is built at household and community level	
Percent increase in household resilience capacity	15%
Number of households benefiting from COVID-19 recovery interventions (disaggregated by sex, age, and status)	100 000 households
<b>► Output 2.1</b> Local preparedness and response capacity is increased	
Number of partners trained in emergency preparedness and response and/or resilience profiling and measurement	40 partners
<b>► Output 2.2</b> Households, farmers' groups and institutions' knowledge of and skills in agricultural production are strengthened	
Number of households trained on improved agricultural practices (disaggregated by sex, age, and status)	10 000 households
Number of households trained on post-harvest losses management and improved agricultural practices benefiting from COVID-19 improved agricultural practices	50 000 households
Number of functional agricultural advisory committees and extension agents	15 county government institutions and groups
Evidence of use of relevant, credible and inclusive agricultural information provisions, investment plans, strategies and regulations	One investment plan, strategy or guideline by institution
Rate of progress and reporting on implementing agricultural extension activities, strategies and regulations	10% increase from baseline [0]
<b>► Output 2.3</b> Exposure to risk is minimized during incidences of flood, drought and COVID-19	
Number of households trained on the proper, safe management of the food supply chain (disaggregated by sex, age, and status)	200 000 beneficiaries
Number of markets and slaughter houses fumigated	50 major markets and 50 slaughter houses
<b>► Output 2.4</b> Access to and creation of market opportunities is improved	
Number of households benefiting from market access interventions	20 000 households
<b>► Output 2.5</b> Natural resources are sustainably managed and local peace structures are strengthened	
Number of households receiving NRM trainings and benefiting from NRM services (disaggregated by sex, age, and status)	30 000 households
Number of households reached through conflict-related meetings facilitated with signed resolutions (disaggregated by sex, age, and status)	25 000 households
Number of people attending conflict resolution-related meetings	200 000 people







# Saving livelihoods saves lives

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