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Report No: PAD4183

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT  
ON A PROPOSED

IDA GRANT IN THE AMOUNT OF SDR 9.3 MILLION  
(US\$13.2 MILLION EQUIVALENT)  
AND IDA CRW-ERF GRANT IN THE AMOUNT OF SDR 26.5 MILLION  
(US\$37.5 MILLION EQUIVALENT)  
TO THE REPUBLIC OF SOUTH SUDAN

AND AN

IDA GRANT IN THE AMOUNT OF SDR 2.1 MILLION  
(US\$3.0 MILLION EQUIVALENT)  
TO THE INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT

FOR AN  
EMERGENCY LOCUST RESPONSE PROJECT

UNDER PHASE 3 OF THE  
EMERGENCY LOCUST RESPONSE PROGRAM (ELRP) USING  
THE MULTIPHASE PROGRAMMATIC APPROACH (MPA)  
APPROVED BY THE BOARD ON MAY 20, 2020

WITH AN  
OVERALL FINANCING ENVELOPE OF US\$500 MILLION EQUIVALENT

MAY 18, 2021

Agriculture and Food Global Practice  
Social Protection and Jobs Global Practice  
Eastern and Southern Africa Region

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#### CURRENCY EQUIVALENTS SOUTH SUDAN

(Exchange Rate Effective March 31, 2021)

Currency Unit = South Sudanese Pound

US\$1 = SDR 0.71

US\$1 = SSP 177.87

FISCAL YEAR

July 1 - June 30

#### CURRENCY EQUIVALENTS IGAD

(Exchange Rate Effective April 30, 2021)

Currency Unit = USD

US\$1 = SDR 0.70

FISCAL YEAR

January 1 - December 31

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## ABBREVIATIONS AND ACRONYMS

AAP	Accountability to Affected Populations
AfDB	African Development Bank
APA	Alternative Procurement Arrangement
ASA	Advisory Services and Analytics
AWPB	Annual Work Plan and Budget
Beca	Biosciences eastern and central Africa
CABI	Centre for Agriculture and Bioscience International
CAD	County Agriculture Department
CAMP	Comprehensive Agriculture Master Plan
CEN	Country Engagement Note
CERC	Contingency Emergency Response Component
CIWG	CAMP and IDMP Working Group
COVID-19	Coronavirus Disease 2019
CRW-ERF	Crisis Response Window Early Response Financing
CT	Cash Transfer
DA	Designated Account
DFIL	Disbursement and Financial Information Letter
DL	Desert Locust
DLRCU	Desert Locust
DL-STF	Desert Locust State Task Forces
EAA	External Audit Agent
EFCRP	Emergency Food Crisis Response Project
EFSNP	Emergency Food and Nutrition Security Project
EHS	Environmental, Health, and Safety
ELRP-MPA	Emergency Locust Response Program Multiphase Programmatic Approach
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESRC	Environmental and Social Risk Classification
ESRS	Environmental and Social Review Summary
ESS	Environmental and Social Standard
EX-ACT	Ex-Ante Carbon Balance Tool
FAO	Food and Agriculture Organization of the United Nations
FAW	Fall Armyworm
FCV	Fragility, Conflict and Violence
FEWS-NET	Famine Early Warning Systems Network
FM	Financial Management
FMNR	Farmer Managed Natural Regeneration



FSPP	Food Security Preparedness Plan
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEMS	Geo-Enabled Monitoring System
GHG	Greenhouse Gas
GHoA	Greater Horn of Africa
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GRSS	Government of the Republic of South Sudan
HEIS	Hands-on Expanded Implementation Support
HOA	Horn of Africa
IA	Implementation Agency
ICIPE	International Center for Insect Physiology and Ecology
ICPAC	IGAD Climate Prediction and Application Center
IDA	International Development Association
IDMP	Irrigation Development Master Plan
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development
IFR	Interim Financial Report
IFRAH	IGAD Food Security, Nutrition and Resilience Analysis Hub
IGAD	Intergovernmental Authority on Development
IMAC	Inter-Ministerial Appraisal Committee
IMF	International Monetary Fund
IMSC	Inter-Ministerial Steering Committee
IP	Indigenous Peoples
IPC	Integrated Phase Classification
IPF	Investment Project Financing
IPM	Integrated pest management
IPMP	Integrated Pest Management Plan
LIPW	Labor-intensive Public Works
LMP	Labor Management Procedures
LOA	Letters of Agreement
M&E	Monitoring and Evaluation
MAFS	Ministry of Agriculture and Food Security
MIS	Management Information System
MOFP	Ministry of Finance and Planning
MPA	Multi-phase Programmatic Approach
MS	Member States
MTR	Mid-term review
NGO	Non-Governmental Organization
NOL	No Objection Letter



NSC	National Steering Committee
NTC	National Technical Committee
N-RRT	National-level Rapid Response Team
PCU	Project Coordination Unit
PDO	Project Development Objective
PEHSP	Provision of Essential Health Services Project
PFM	Public Financial Management
PIM	Project Implementation Manual
PMIS	Procurement Management Information System
PP	Procurement Plan
PPE	Personal Protective Equipment
PPSD	Project Procurement Strategy for Development
PrDO	Program Development Objective
PRG	Pesticide Referee Group
PSEA	Prevention of sexual exploitation and abuse
QGDF	Quarterly Government-Donor Forum
RALP	Resilient Agricultural Livelihoods Project
RFP	Request for Proposals
RRT	Rapid Response Team
SEA/H	Sexual Exploitation and Abuse and Harassment
SEP	Stakeholder Engagement Plan
SGBV	Sexual and gender-based violence
SMoA	State Ministry of Agriculture
SNLRP	Shock Responsive Safety Net for Locust Response Project
SNSDP	Safety Net and Skills Development Project
SoE	Statements of Expenditure
SOP	Standard Operating Procedures
SP	Social Protection
SSAHUTLC	Sub-Saharan African Historically Underserved Traditional Local Communities
SSSNP	South Sudan Safety Net Project
STEP	Systematic Tracking of Exchanges in Procurement
TA	Targeting agents
TC	Technical Committee
tCO2eq	Tons of CO2 equivalent
ToR	Terms of Reference
ToT	Training of Trainers
TPMA	Third Party Monitoring Agency
TPRCU	Transboundary Pests Response Coordination Unit
TPV	Third-Party Verification
ULV	Ultra-Low Volume
UN	United Nations



## **The World Bank**

Emergency Locust Response Project (P174546)

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UNOPS	United Nations Office of Project Services
VMG	Vulnerable and Marginalized Group
WA	Withdrawal Application
WASH	Water, Sanitation, and Hygiene
WBG	World Bank Group
WFP	World Food Programme



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**DATASHEET****BASIC INFORMATION**

Country(ies)	Project Name	
East Africa II, South Sudan	Emergency Locust Response Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P174546	Investment Project Financing	High

**Financing & Implementation Modalities**

<input checked="" type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input checked="" type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Project Approval Date	Expected Project Closing Date	Expected Program Closing Date
01-Jun-2021	30-Aug-2024	30-Aug-2024

Bank/IFC Collaboration

No

**MPA Program Development Objective**

To respond to the threat posed by the locust outbreak and to strengthen systems for preparedness.

**MPA Financing Data (US\$, Millions)**





MPA Program Financing Envelope	500.00
with an additional request to IDA	300.00

**Proposed Project Development Objective(s)**

To respond to the threat posed by the locust, protect and restore livelihoods and food security, and strengthen systems for preparedness.

**Components**

Component Name	Cost (US\$, millions)
Surveillance and Control Measures	6.40
Livelihoods Protection and Rehabilitation	38.00
Strengthening National Preparedness Systems	3.58
Project Management, Monitoring, and Communication	2.72
Improving Regional Coordination through IGAD Information Platform	3.00

**Organizations**

Borrower: Intergovernmental Authority on Development (IGAD)  
South Sudan - Ministry of Finance and Planning  
Implementing Agency: South Sudan - Ministry of Agriculture and Food Security  
IGAD Climate Prediction and Application Center

**MPA FINANCING DETAILS (US\$, Millions)**

Board Approved MPA Financing Envelope:	200.00
MPA Program Financing Envelope:	500.00
of which Bank Financing (IBRD):	0.00
of which Bank Financing (IDA):	500.00
of which other financing sources:	0.00

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**



<b>Total Project Cost</b>	53.70
<b>Total Financing</b>	53.70
<b>of which IBRD/IDA</b>	53.70
<b>Financing Gap</b>	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	53.70
IDA Grant	53.70

**IDA Resources (in US\$, Millions)**

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
<b>South Sudan</b>	0.00	50.70	0.00	50.70
National PBA	0.00	4.40	0.00	4.40
Regional	0.00	8.80	0.00	8.80
Crisis Response Window (CRW)	0.00	37.50	0.00	37.50
<b>East Africa II</b>	0.00	3.00	0.00	3.00
Regional	0.00	3.00	0.00	3.00
<b>Total</b>	<b>0.00</b>	<b>53.70</b>	<b>0.00</b>	<b>53.70</b>

**INSTITUTIONAL DATA****Practice Area (Lead)**

Agriculture and Food

**Contributing Practice Areas**

Social Protection &amp; Jobs

**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks



## SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● High
6. Fiduciary	● High
7. Environment and Social	● High
8. Stakeholders	● High
9. Other	
10. Overall	● High
<b>Overall MPA Program Risk</b>	● Substantial

## COMPLIANCE

### Policy

Does the project depart from the CPF in content or in other significant respects?

☐ Yes   ☒ No

Does the project require any waivers of Bank policies?

☐ Yes   ☒ No



### Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

**NOTE:** For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

### Legal Covenants

#### Sections and Description

South-Sudan – Schedule 2 Section I.A.2(a): To ensure Effective oversight of the Project, the Recipient shall not later than ninety (90) days from the Effective Date establish and thereafter maintain throughout the implementation of the Project, a Project Coordination Unit (“PCU”) with a composition, functions, staffing and resources satisfactory to the Association, and responsible for day-to-day oversight and management of the Project and for coordination and implementation of Project activities.

#### Sections and Description

South Sudan – Schedule 2 Section B.2: Within one hundred and eighty (180) days from the Effective Date, the Recipient shall hire a Third-Party Monitoring Agent, in accordance with terms of reference satisfactory to the Association, to monitor and review performance of the Project.



#### Sections and Description

South Sudan - Schedule 2 Section I.B.3: The Recipient shall not later than ninety (90) days from the Effective Date establish and thereafter maintain at all times during the implementation of the Project, a grievance redress mechanism under terms and structure satisfactory to the Association.

#### Sections and Description

South Sudan - Schedule 2 Section I.G. The Recipient shall ensure that not later than six (6) months after the Effective Date, a Food Security Preparedness Plan is prepared and adopted in form and substance acceptable to the Association.

#### Sections and Description

IGAD - Schedule 2 Section I.B.1 (a): The Recipient shall, not later than ninety (90) days after the Effective Date, prepare and thereafter adopt a project implementation manual in form and substance satisfactory to the Association.

#### Sections and Description

South Sudan - Schedule 2 Section 1.A.3 The Recipient shall within sixty (60) days from the Effective Date, establish and thereafter maintain at all times during the implementation of the Project, a Project Steering Committee ("PSC"), with a composition, functions, staffing and resources satisfactory to the Association, and responsible for providing high-level oversight and guidance on implementation of its Respective Part of the Project.

#### Conditions

Type Effectiveness	Financing source IBRD/IDA	Description South Sudan – Article IV, 4.01. The Recipient shall prepare and adopt: (a) a Project Implementation Manual; and (b) labor management procedures, both in form and substance satisfactory to the Association.
Type Disbursement	Financing source IBRD/IDA	Description South Sudan – Schedule 2 Section III.B.(b): No withdrawal shall be made for Eligible Expenditures under Category (1) unless and until the Recipient shall have entered into contracts for the hiring of a financial management specialist and a procurement specialist, with terms of reference satisfactory to the Association, and which contracts are procured in accordance with the Procurement Regulations.



## I. PROGRAM CONTEXT

### A. MPA Program Context

1. On May 20, 2020, the World Bank's Board of Executive Directors approved the Emergency Locust Response Program Multiphase Programmatic Approach (ELRP-MPA, P173702), a regional response to the desert locust (DL) crisis in Africa and the Middle East. The ELRP-MPA financing envelope is up to US\$500 million equivalent from the International Development Association (IDA) for countries to respond to the challenges posed by the DL invasion. The first phase of the ELRP-MPA is financing US\$160 million for the Democratic Republic of Ethiopia, Republic of Kenya, Republic of Uganda, and Republic of Djibouti. A second phase of US\$40 million is financing the Shock Responsive Safety Net for Locust Response Project (SNLRP, P174065) in the Federal Republic of Somalia. This document describes the Emergency Locust Response Project (ELRP) to South Sudan, which is a US\$53.7 million investment making up the third phase of the ELRP-MPA.

2. **The worst DL upsurge in a generation threatens the food security and livelihoods of tens of millions of people across East Africa, the Middle East, and South Asia.** The Greater Horn of Africa (GHOA) already had over 12 million forcibly displaced people (including 4.2 million refugees) and around 22 million people in Integrated Food Security Phase Classification 3 (IPC3) or higher<sup>1</sup> food insecurity levels by the time the locusts arrived in the fall of 2019. The locust invasion has worsened food insecurity, and food shortages due to the Coronavirus Disease 2019 (COVID-19) pandemic are amplifying food insecurity in hard-hit areas, which could lead to more displacement and localized conflict. The potential for severe localized losses of food, fodder, and forage could result in over three million additional people in IPC3+ status.

3. **The poor are particularly vulnerable to crisis-induced livelihood loss and income shocks from locust damage, as they are least able to save and smooth consumption in the face of crisis. This is made worse by COVID-19 impacts.** At times of crisis, vulnerable households adopt negative coping mechanisms—for example, eating next season's seed, selling off productive assets, and withdrawing children from school to meet short-term needs. Studies of past locust plagues reveal a notable decrease in school enrollment of boys and girls in areas affected by locusts as well as evidence of stunting in infants and children.<sup>2</sup> Increasing food prices debilitate food consumption in poorer households, known to be net purchasers of food. With caloric intake that is already inadequate, higher food prices push them towards less nutritious foods. Such negative coping mechanisms result in adverse long-term effects, deepening the challenge of breaking the intergenerational cycle of poverty.

4. The DL population increases 20-fold about every four months. Once a DL outbreak occurs, their territory expands, and if the outbreak reaches plague level, that territory can cover about 32 million km<sup>2</sup> and threaten the livelihoods of about 10 percent of the world's population.<sup>3</sup> They are voracious eaters—a small swarm (1 km<sup>2</sup>) can comprise as many as 80 million locusts and can consume the same amount of food in one day as 35,000 people and they are highly mobile, traveling up to 150 km or more in a day. These traits make DL a uniquely difficult and costly pest to combat, and currently, control efforts are stymied by the overlapping COVID-19

<sup>1</sup> Integrated Food Security Phase Classification (IPC) is a tool for food security analysis and decision making using a standardized 5-phase scale (1=minimal stress, 2=stress, 3= crisis, 4=emergency, and 5=famine). For more details, see <http://fewnet.net/sectoresrest%C3%B3picos/abordagem/classifica%C3%A7%C3%A3o-integrada-de-fases>

<sup>2</sup> Philippe De Vreder, Nathalie Guilbert, Sandrine Mesple-Somps, Impact of Natural Disasters on Education Outcomes: Evidence from the 1987–89 Locust Plague in Mali, *Journal of African Economies*, Volume 24, Issue 1, January 2015, Pages 57–100. And Linnros, E. Plant Pests and Child Health: Evidence from Locusts Infestations in West Africa. Working Paper. September 2017.

<sup>3</sup> By degree of severity, there are DL outbreaks, upsurges, and plagues. Since early 2020, Africa, the Middle East, and South Asia have been experiencing an upsurge.

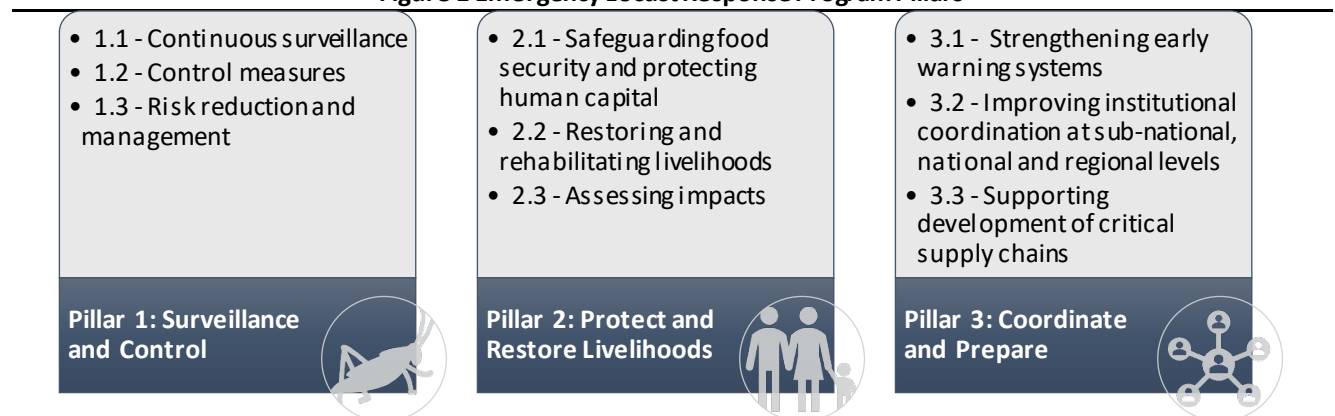


pandemic.

5. **The DL upsurge requires a coordinated regional response given the transboundary nature of the crisis.** DL is the most dangerous migratory pest in the world, and since 2019 swarms have spread from the Arabian Peninsula to East Africa<sup>4</sup> and to Western Asia. It is critical that every affected country acts urgently to control locust population growth and shares information and lessons learned to enable a speedy and effective response. Efforts to respond to the locust impact in one country will have a regional spillover benefit, which underscores the need for a coordinated response, providing a strong rationale for funding from the IDA Regional Window.

6. **The ELRP-MPA provides a framework for participating countries to respond through three pillars.** The first pillar, *'surveillance and control'*, helps affected countries locate and control existing swarms and assess the impact of the locusts and the control measures. The second pillar, *'protect and restore livelihoods'*, is designed to bolster food security for affected households and restore affected farming and pastoralist households to productivity through a combination of social protection and technical interventions in agriculture and livestock. The third pillar, *'coordinate and prepare'*, invests in national planning and readiness against DL and other transboundary pest risks through institutional development, capacity building, training, and strategic partnerships with other countries through regional and international bodies, such as, the Intergovernmental Authority on Development (IGAD), the Desert Locust Control Organization of East Africa (DLCO-EA), or the Food and Agriculture Organization of the United Nations (FAO).

**Figure 1 Emergency Locust Response Program Pillars**



7. **Status of the World Bank program.** As described above, the ELRP-MPA has investments in five countries—Djibouti, Ethiopia, Kenya, Uganda, and Somalia, representing a total of US\$200 million. The grants and credits to Djibouti, Ethiopia, Kenya, and Somalia are effective and as of May 7, 2021, the disbursement rate is 57 percent. The Financing Agreement for Uganda is not yet signed as it is undergoing further review by the government. The World Bank management and the government are expected to decide soon whether to proceed with the signing of the Financing Agreement or drop the Uganda operation. The second phase of the ELRP-MPA, the Somalia Shock Responsive Safety Nets for Locust Response Project is processing an additional financing of US\$75.0 million equivalent that is scheduled for the World Bank board approval on June 17, 2021. The ELRP operations are also leveraging other programs in the region to provide background analyses and identify sources of DL information and potential technical assistance, particularly focused on implementation of components 2 and 3, that is, helping nations, communities, and households build back better after the crisis.

8. As anticipated, the swarms largely receded during the summer months of 2020, although breeding did

<sup>4</sup> Ranging from Djibouti to as far south as Tanzania and as far west as the Democratic Republic of Congo.



happen in Samburu County, Kenya and some of those swarms did enter South Sudan. The locust movements aligned with the prevailing weather patterns—winds carried the swarms to Southwest Asia, which experienced a devastating invasion, while things were relatively calm in East Africa. Beginning as early as August 2020, excessive breeding along the Red Sea and swarms from the Arabian Peninsula returned to East Africa. As of mid-October, FAO indicated that threat levels from locusts were “*Dangerous*” for Yemen, Ethiopia, and Somalia; “*Serious*” for parts of Kenya, and “*Threatened*” for Uganda—an outlook that was worse than same time in the previous year. By mid-November 2020, swarms entered Kenya from Ethiopia and Somalia and swarms from breeding in Samburu county again emerged. As of April 2021, there is cautious optimism that the upsurge is winding down, and rebuilding production systems can start in earnest. The nature of the spring rains will be an important determining factor. Regardless, systems will need to remain in place to respond to emerging swarms to ensure that the upsurge is fully ended. Moreover, this crisis has illustrated well how the region needs to improve its early warning and early response systems in the future.

9. ELRP focuses on South Sudan, an invasion country that had not had DL swarms in about 70 years. As the country recovers from prolonged conflict, there is a need to build national preparedness and ensure government staff and other stakeholders in at-risk counties have the knowledge, training, and equipment to respond appropriately to DL risk. As a country experiencing fragility, conflict and violence (FCV), in addition to responding to the locust outbreak, the project will take a step further to provide immediate protection and contribute to the rehabilitation of livelihoods and food security that has been affected by locusts. Building on lessons learned from the first two phases of ELRP, this phase will also provide a small grant to the IGAD to improve the flow of information among locust-affected countries to improve the reaction time to DL threats and threat from other transboundary pests.

## B. Updated MPA Program Framework

10. Table 1 provides an updated overall ELRP-MPA framework, including the countries financed so far and proposed in this document (South Sudan) and a grant for regional coordination to IGAD.

**Table 1. MPA Program Framework**

Phase	Project ID	Project Status	Countries	Expected Approval FY	Expected Closing FY	Financing Instrument	IBRD Amount (\$m)	IDA Amount (\$m)	Bank Financing
Total of all Phases Entered							0.00	500.0	500.0
1	<a href="#">P173702</a>	Active	Djibouti, Ethiopia, Kenya, Uganda	2020	2023	IPF	0.00	160.0	160.0
2	<a href="#">P174065</a>	Active	Somalia	2020	---	IPF	0.00	40.0	40.0
AF	<a href="#">P176369</a>	Pipeline	Somalia	2021	2022	IPF	0.00	75.0	75.0
3	<a href="#">P174546</a>	Pipeline	East Africa II, South Sudan	2021	2024	IPF	0.00	53.7	53.7
4	---	---	Africa	2022	2024	IPF		171.3	171.3





Phase	Project ID	Project Status	Countries	Expected Approval FY	Expected Closing FY	Financing Instrument	IBRD Amount (\$m)	IDA Amount (\$m)	Bank Financing
Total of all Phases Entered							0.00	500.0	500.0
Total Program Envelope								500.0	500.0
Previously Approved Total Program Envelope							0.00	200.00	200.0

Note: p=projected

### C. Learning Agenda

11. Each phase of the MPA should identify an area of learning that it will contribute to the MPA member countries. Since this phase will implement all components of the MPA in an FCV country, it will provide lessons on pest surveillance and control under these difficult circumstances. Under sub-component 2.2, South Sudan will invest more intensively in restoring the ecosystem, which had already been affected by overgrazing, a flood-drought cycle, subsistence farming and charcoal making as an alternate livelihood. Lessons will come from nursery establishment to restore pasture and to build back agroforestry systems and silvopastoral systems. Under component 3, it will research the effectiveness of different indigenous DL control methods and contribute to the knowledge base as well. Even though the ELRP-MPA has only existed for one year, this phase will already reflect lessons from implementation.

12. A key lesson learned from Phases 1 and 2 of the MPA is the intense support needed to ensure coordination among countries and ensure communication among the technical side of locust management and the agencies that oversee the policy and regulatory regime and financial resources to support those management systems. For example, since Ministries of Finance were not consulted early on to start gathering resources to address the threat, regional organizations that had been created for DL response were unable to respond due to historical underfunding, movement of assets across national boundaries was slowed by uneven processes, and so on. Since the crisis began, several assessments of the system have been done, and it remains to bring the countries together to commit to a system that will respond more efficiently in the future. In response, this phase specifically includes a technical assistance grant to IGAD. The grant will leverage IGAD's convening power and its involvement in high-level political dialogue, to create a platform for cross-border information sharing and cooperation. This should produce several lessons regarding institutional arrangements, policy reform needs, and the research and development agenda for long-term management of DL and other transboundary threats. The grants to South Sudan and IGAD will operate separately under two Financing Agreements, just as the four initial countries operate under the first phase of the MPA.



## II. CONTEXT AND RELEVANCE

### A. Country Context

13. **South Sudan has a long history of violence and economic volatility that has undercut the country's development potential, worsening the humanitarian situation, and deepening vulnerabilities.** When South Sudan declared independence in July 2011 after decades of civil war with Sudan, it was earning about US\$900 million/month in oil revenues. The current revenue stream is only about three percent of the 2011 level, and the country has not been able to invest in other productive sectors to fill that revenue gap. The civil war between December 2013 and September 2018 devastated all economic sectors and led to one of the largest humanitarian crises in the world. Among the estimated 12.5 million population, the loss of life is estimated in the hundreds of thousands, and 3.92 million people are internally displaced or living as refugees in neighboring countries.<sup>5</sup> There are also just over 300 thousand refugees living in South Sudan. The revitalized peace agreement in September 2018 and the formation of the Transitional Government of National Unity in February 2020 brought a welcome but fragile peace. However, delays in achieving critical milestones, including unifying the army and establishing the united Parliament, continue to threaten the sustainability of the peace process.

14. **Although rich in natural resources, South Sudan is one of the poorest countries in the world due to a combination of conflict, economic crises, and climate shocks.** The country ranks second to last in the World Bank's Human Capital Index 2020—driven, inter alia, by low life expectancy, low learning-adjusted years in school, and 31 percent rate stunting among children. About 1.8 million people are acutely malnourished. Just 6.9 percent of children aged 6–23 months receive minimally adequate diets. The volatile political environment encourages more budget allocation for security, which further reduces the fiscal space for public investments, government sector salaries, and food imports<sup>1</sup>.

15. **Despite an abundance of natural resources and potential oil wealth, South Sudan's economy is in crisis.** Real gross domestic product (GDP) contracted in FY17 and FY18, and then recovered modestly with a 3.2 percent growth rate in FY19 following the cessation of hostilities and reopening of damaged oil wells.<sup>6</sup> The economy remains beset with large macro-fiscal imbalances due to widening fiscal deficits, high inflation, and a soaring foreign exchange rate premium. Double digit inflation remained through FY20 due to the monetization of the fiscal deficit.<sup>7</sup> The South Sudanese Pound has depreciated, and the gap between the official exchange rate and the parallel market rate remains large. Between 2015 and 2017, real consumption declined for virtually all households. By 2019, the incidence of poverty rose to 82 percent.<sup>8</sup> The World Bank estimates that a 10 percent consumption shock would force about 160,000 additional people into poverty and disproportionately impact those already living in poverty or extreme poverty.<sup>9</sup>

16. **Food insecurity is high and growing.** Since 2014, South Sudan has required at least US\$1 billion/year in humanitarian aid, and about 80 percent of that has gone to food aid. By June 2020, over 7.5 million people (64 percent of the population) in South Sudan were food insecure, of which 6.5 million (55 percent of the population) were in crisis or worse levels of food insecurity (that is, IPC 3+).<sup>10</sup> About 1.6 million people are newly vulnerable due to increasing food shortages, food price hikes, high inflation, unemployment, and loss of

<sup>5</sup> WFP (World Food Program). 2019. *WFP South Sudan Crisis – Situation Report #241*. Rome.

<sup>6</sup> World Bank. 2019. "South Sudan 2019 Annual Meeting Brief." Washington, DC.

<sup>7</sup> Ibid.

<sup>8</sup> World Bank. 2021. South Sudan Overview. <https://www.worldbank.org/en/country/southsudan/overview>

<sup>9</sup> Ibid.

<sup>10</sup> Integrated Food Security Phase Classification. (2020). "South Sudan: Humanitarian Snapshot of June 2020" [https://reliefweb.int/sites/reliefweb.int/files/resources/ss\\_20200710\\_humanitarian\\_snapshot\\_june.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ss_20200710_humanitarian_snapshot_june.pdf)



livelihood assets and income sources. This includes the urban poor and approximately 10 percent of the IPC 2 (stressed) rural population who will likely shift to IPC 3 (crisis) or worse during the lean season. In 2021, an estimated 10 million people will be at IPC 3 or above, with the projected food assistance need higher than the last five-year average.

17. **The East Africa desert locust upsurge, the COVID-19 pandemic, and other natural disasters such as flood contribute to the food security crisis and the economic crisis.** Damaging floods in 2019 and 2020 displaced over one million people in 30 counties across the country (especially in Jonglei, Upper Nile, and Warrap). An FAO assessment noted that 45 percent of the total cereal area in nine counties of Jonglei state were damaged. The impacts were compounded when in 2020, the restrictions on trade caused by the COVID-19 pandemic were projected to cause economic activity to contract 4.4 percent globally and 3.3 percent in Sub-Saharan Africa. Swarms from the East Africa DL upsurge reached South Sudan in late February/early March of 2020, at which time, a rapid assessment determined they damaged over 20,000 hectares farmed by just under 19,000 families. These estimates cover a core set of counties in the invasion area and only apply to crop damage. Damage to pasture and crops outside of the core area are not known. As a land-locked economy that has run a cereal production deficit for the past several years, South Sudan relies heavily on regional trading partners (Kenya, Uganda, Sudan, and Ethiopia), whose growth projections were significantly cut and who were significantly impacted by the East African DL upsurge. An assessment by the Food and Nutrition Security Working Group in early 2021 showed that farmers and livestock producers in Ethiopia, Kenya, and Somalia were pessimistic about the harvest for the year because of the impact of DL swarms and other compounding hazards (including current rangeland conditions). As South Sudan's trading partners' food insecurity situation worsens, the indirect effects on South Sudan's situation worsen as well.

18. **The COVID-19 pandemic is further worsening food insecurity in South Sudan, significantly impacting poor and vulnerable households.** In the last year, the COVID-19 pandemic has hurt households due to (i) decreased food availability for households and a rise in inflation caused by scarce and erratic food supplies; (ii) lower agricultural activity and production due to a reduced workforce and market closures; and (iii) fewer jobs and decreased earnings. Consequently, results from the first round of the South Sudan COVID-19 Household Monitoring Survey conducted in June 2020 showed that "half of all households report a fall in income since the start of the pandemic, including one in eight who say they have lost all income from their main activity." About 45 percent reported not being able to buy their main staple food at some point due to lack of money as well as unaffordable increase in price. Four in five households during the survey also reported skipping meals or running out of food.

19. **The DL is the latest of a series of transboundary pests<sup>11</sup> to become a continuing threat to South Sudan's food system.** When the DL upsurge affecting East Africa finally crossed into South Sudan in February 2020, it was the first time since World War II according to best estimates. The DL upsurge has been driven by climate change,<sup>12</sup> and recent analyses point to the potential for DL outbreaks to become more frequent as increased rainfall patterns set in. Specifically, the northern regions of South Sudan and the south east region of the country bordering Kenya are at risk of DL breeding.<sup>13</sup> These findings align with the high-risk areas identified by the IGAD Climate Prediction and Application Center (ICPAC), which has identified Eastern Equatoria, Jonglei, and Upper Nile states to be at very high risk for DL swarms and adult locust invasion, while Central Equatoria and Lakes states are identified to be at high risk. South Sudan therefore needs to rapidly build its knowledge

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<sup>11</sup> For example, South Sudan has also suffered from invasions of Fall Armyworm (FAW), quelea bird, and tsetse fly, all of which have had devastating impacts on agricultural production and food insecurity.

<sup>12</sup> The DL outbreak in South Sudan has been caused by the intensity of season rainfall and the increasing number of Indian Ocean storms that brought more moisture to the Horn of Africa and enabled the conditions for a DL population explosion to take place and continue.

<sup>13</sup> These include Unity, Upper Nile, Eastern Equatoria, parts of Lakes state, and Jonglei states.



and expertise on how to identify and manage DL, not just for this upsurge but for potential increasing threats in the future.

20. **Women and girls are disproportionately impacted by worsening poverty and food insecurity, and gender-based violence (GBV) is one of the most critical threats to their protection and well-being.** Poverty is more prevalent among female-headed households, such that of the 62 percent of households headed by women,<sup>14</sup> 83 percent are poor, compared to 73 percent for male headed households. Moreover, since at least 80 percent of households list agriculture as one of their household livelihoods, more than half of female-headed households would be engaged in agriculture. GBV is commonplace, with about 65 percent of women and girls reporting some form of physical or sexual assault in their lifetime.<sup>15</sup> Key factors that influence GBV include normalization of violence, whether related to conflict or intercommunal strife; breakdown of rule of law; and increases in opportunistic crime (largely due to high levels of poverty). Ultimately, GBV and sexual exploitation and abuse (SEA) can undermine women and girls' access to school, work, and income, and ultimately the welfare of entire families.

## B. Sectoral and Institutional Context

21. **South Sudan has vast agricultural potential.** Agriculture, livestock, forestry and fisheries play a significant role in South Sudan's economy, accounting for 36 percent of non-oil GDP.<sup>16</sup> As mentioned above, it is the largest source of livelihood and income in the country, accounting for over 60 percent of female employment and more than one-third of male employment in 2018.<sup>17</sup> Of the total land area, 50 percent is prime agricultural land, while the remaining 50 percent comprises marginal arable land, forests, mountains, rivers and wetlands. Despite opportunities, only about 6 percent of the land is cultivated due to the protracted conflict, displacement and lack of investment in the sector.<sup>18</sup> As such, most food (even fresh food) is imported from Kenya, Sudan, and Uganda.<sup>19</sup>

22. **The agriculture sector has been characterized by low crop production and high crop losses, translating to high food prices and low food security.** South Sudan has five times the agricultural land per capita of Kenya, Uganda, or Ethiopia on average, but its cereal yield per capita is only 44 percent of those neighbors, and it meets only 17 percent of its own seed needs. After factoring in post-harvest loss, the cereal gap in 2020 has been over 500,000 metric tons (22 percent higher than the previous 5-year average). COVID-19 border closures and travel restrictions have put additional pressure on prices for cereals and processed commodities: the Famine Early Warning Systems Network (FEWS-NET), for example, reports that the retail price of white sorghum has increased by as much as 180 percent over the 5-year average and up to 65 percent above 2019 prices in select locations. Domestic crop production has not bounced back after the peace agreement because the sector is starved of funding—in 2019 it received just 0.3 percent of the total national budget.

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<sup>14</sup> There are variations across states in terms of female headed households – Jonglei has the largest percentage of female-headed households (84 percent), followed by Upper Nile (78 percent) and Lakes (72 percent).

<sup>15</sup> No Safe Place: A Lifetime Of Violence For Conflict-Affected Women And Girls In South Sudan. 2020.

<https://www.rescue.org/sites/default/files/document/2294/southsudanlgsummaryreportonline.pdf>

<sup>16</sup> FAO/WFP, 2015 "FAO/WFP Crop and Food Security Assessment Mission to Southern Sudan", Special Report.

<sup>17</sup> World Bank (2020), Reviving markets and market-linked agriculture in South Sudan. Draft document, March 16, 2020 and World Bank (2020), South Sudan Conflict Economy, chapter "Agricultural and Food Insecurity Dynamics (2006-2020)". Draft document, July 9, 2020.

<sup>18</sup> FAO, 2019, Seed System Security Assessment (SSSA).

<sup>19</sup> The main crops cultivated in South Sudan are sorghum, maize, cassava, groundnuts, sesame, pearl and finger millets, beans, peas, sweet potato, and rice. Vegetables, pulses, and fruit are grown primarily for home consumption. See *Government of South Sudan (2016), Comprehensive Agriculture Master Plan, Juba*.



23. **Perennial underfunding has severely constrained the ability of the Ministry of Agriculture and Food Security (MAFS) to implement large-scale programs.** The core team working for MAFS is technically strong, but the human resources and technical resources for implementation and managing the sector—for example, extension agents, laboratory facilities, secure storage, transport, and communications, —need to be rebuilt. At the local level, State Ministries of Agriculture, County Agriculture Departments, and *payam* extension agents have lost staff to people fleeing the conflict and better paying options outside of public service. As a result, agriculture investments have been confined largely to humanitarian responses carried out piecemeal by donors, the United Nations (UN) Agencies, and Non-Governmental Organizations (NGOs). More recently, projects are being co-created with MAFS to ensure technical quality and national ownership.
24. **MAFS is trying to take measures to develop and transform the sector.** MAFS and associated ministries have developed a Comprehensive Agriculture Master Plan (CAMP) 2015, an Irrigation Development Master Plan (2015), National Agriculture and Livestock Extension Policy (2011) and several draft policies/bills on seed systems, livestock fisheries, nutrition, and land administration. Implementation of these policies and plans is lagging and there are noticeable policy gaps that hinder agricultural growth including punitive intra and inter-county checkpoint taxation laws, and duties on imported agricultural inputs and equipment. Extremely low government funding<sup>20</sup> for the agricultural sector does not allow for any meaningful investments in the research and extension systems needed to rebuild farming and food production in the country. Budget execution continues to be problematic, with significant divergences between budgets and outturns. An FAO study in 2020 revealed that despite availability of technical staff, public provision of agricultural extension services remains to be functional and faces several challenges including lack of motivation and commitment of staff, absence of agricultural extension kits and limited transport facilities. Efforts by development organizations (UN, NGOs) have minimally bridged the public extension gap and do not address the fundamentals necessary for a functioning agriculture system.
25. **In the meantime, donor-led humanitarian efforts have largely met urgent food needs as South Sudan lacks a reliable safety net system to respond to wide-spread vulnerabilities.** In the absence of a national safety net system, the South Sudanese generally rely on extended kinship ties for support and additional income during shocks. However, these ties are weak due to repeated conflict and extreme poverty. In response, humanitarian agencies provide urgent support to the poorest and most vulnerable, mainly in the form of food aid provided by organizations such as the World Food Programme (WFP). This is a critical interim response, but it does not address the underlying fundamentals of poverty and vulnerability, and gaps exist in terms of national coverage and coherence across approaches. Insecurity and limited infrastructure make it difficult to access project locations and make monitoring to effectively respond to changing contexts particularly challenging. Weaknesses in administrative capacity, human and financial resources, and delivery systems also constrain the government's ability to establish a national safety net system. Fiduciary accountability within the government is limited, with insufficient internal checks and financial and procurement compliance. ERLP will use the systems created by the South Sudan Safety Net Project (SSSNP, P169274) to channel support under component 2. This way the project will build on the national safety net system that the World Bank and MAFS are building instead of bypassing it.
26. **The World Bank has been supporting efforts to lay the foundation for a reliable and systematic national safety net system since 2014, which continues under the South Sudan Safety Net Project (SSSNP, P169274).** The Safety Net and Skills Development Project (SNSDP, P143915, predecessor to SSSNP), which closed in 2019, aimed to provide temporary income access to the poorest and most vulnerable households through participation in labor intensive public works while establishing the building blocks of a national Social Protection

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<sup>20</sup> World Bank, 2020, South Sudan Economic Update Poverty and Vulnerability in a Fragile and Conflict Environment.





(SP) system. The SSSNP continues to build on the experiences and lessons learned from the SNSDP to expand safety net coverage to a more significant number of the neediest and most vulnerable populations, while building capacity, structures, and systems that could be used prospectively as a platform for recovery and resilience once the country's situation improves. It is a US\$40million IDA grant to be implemented over 2.5 years and comprising three components; (a) Labor Intensive Public Works "Plus", (b) Direct Income Support, and (c) Strengthening Safety Net Delivery Tools. It will reach 65,000 poor and vulnerable households across 10 counties,<sup>21</sup> some of which have been, or are at risk of being, impacted by the DL outbreak (that is, Torit, Kapoeta East). The project is being implemented by the UN Office for Project Services, in close collaboration with the Government of the Republic of South Sudan (GRSS) and key development partners.

**27. Building on systems placed under SNSDP and SSSNP, the proposed ELRP will bring together efforts in the agricultural and social protection sectors to effectively respond to the threat posed by the DL outbreak.**

In doing so, it will address what has come to be known as the crisis within a crisis, the first locust invasion in about 70 years compounded by the COVID-19 pandemic. As such, the project will attempt to end the locust upsurge as quickly as possible and provide income and production support to affected households and communities. It will also invest in ecologically sensitive efforts to rebuild the production system back in a more sustainable way by supporting a combination of quick-return food and nutrition security interventions. Lastly, the project will invest in early warning and system preparedness to respond to future locust threats. The ELRP will adopt a coordinated and collaborative approach with on-going and pipeline World Bank-funded projects in the country, namely the on-going SSSNP, which serves the poorest and most vulnerable households to meet urgent needs and maintain food security, and the South Sudan Resilient Agricultural Livelihoods Project (RALP, P169120), submitted to the Board for approval on the same day as this project, is expected to support increased food production and productivity and lay the foundation for agriculture sector growth. In doing so, the ELRP will help to address impacts of a natural disaster that could devastate food security of a significant number of South Sudanese, thereby potentially serving as a driver of future humanitarian crisis and fragility.

### C. Relevance to Higher Level Objectives

**28. The proposed ELRP is well aligned with the government's priorities 'to reduce risk, vulnerability, poverty and economic and social exclusions throughout South Sudan.'**<sup>22</sup> For example, the National Social Protection Policy Framework aims to 'respond to and address the multiple vulnerabilities faced by South Sudanese citizens, with a particular focus on the poorest and most excluded.' Likewise, the National Development Strategy 2018–2021 reflects the need to 'ensure secure access to adequate and nutritious food.' The CAMP also prioritizes investments that will increase food security for the population. The ELRP will contribute to these goals by supporting the purchasing power of the poorest and most vulnerable people affected by the DL crisis while simultaneously managing and controlling pests for the protection and expansion of agricultural production and food availability as well as rehabilitation of agricultural and pastoral livelihoods. As such, the ELRP activities align with the government's Five-Year Strategic Action Plan for the Management and Control of the Desert Locust (2020-2025) and the resolution of the members of IGAD in February 2020 to work cooperatively to contain the DL upsurge.

**29. The ELRP is also well aligned with the World Bank Group's (WBG) strategic priorities, particularly its mission to end extreme poverty and boost shared prosperity.** Systematic Country Diagnostics, 2015, Report No. 99383-SS) highlights a strengthened agriculture and SP system, that is, improved food production, safety nets, and income generation, as priority goals for supporting livelihoods in a fragile and conflict-affected context.

<sup>21</sup> These include Juba, Torit, Kapoeta East, Bor, Pibor, Tonj South, Gogrial West and three additional counties not yet identified.

<sup>22</sup> Government of Republic of South Sudan. 2011. The South Sudan Development Plan (2011-2016). Juba



The 2018 Country Engagement Note (CEN, Report No. 120369-SS) similarly focuses on, *inter alia*, livelihoods, food security, and basic economic recovery as key objectives. The new FY21-FY23 CEN (Report No. 158008-SS) also emphasizes promoting resilience and livelihood opportunities.

30. **The ERLP is also in line with the forthcoming World Bank's Africa Regional Strategy FY21-FY23 (Report No. 154458-AFR) and FCV Strategy for 2020-2025 (Report No. 146551).** Both emphasize the need to address fragility through a fundamentally different development approach based on innovative solutions and an adapted toolkit, including the need for a regional approach to address key drivers of fragility and leveraging partnerships with the UN in fragile situations. The FCV strategy also stresses remaining engaged in situations of active conflict and crisis to continue “providing critical development support in the most difficult of circumstances.” Strengthening the humanitarian-development nexus is key to effectively addressing fragility, and this includes promoting resilience and livelihoods and building capacity to achieve results to protect against national risks. Finally, with a view toward more sustainable development outcomes, ELRP will strengthen national systems and capacity for improved coordination and early warning preparedness to more efficiently and effectively respond to shocks and crises related to locusts and other migratory pests.

31. **The South Sudan country program has been adjusted to the response framework outlined in the WBG COVID-19 Crisis Response Approach Paper.** Given COVID-19, the country program now focuses on improving community resilience and restoring human capital in the restructuring stage, and support and strengthening institution building in the recovery stage. In the relief stage, the Provision of the Essential Health Services Project (P168926) triggered a contingent emergency response of US\$7.6 million to support the National COVID-19 Response Plan. The SSSNP reoriented its implementation to adopt a phased approach, starting in Juba given the increasing socio-economic vulnerabilities among poor urban households due to COVID-19. It also waived the requirement for public works to avoid crowding and physical interaction. Additional activities, for example, water, sanitation, and hygiene, now include COVID-19 risk prevention guidance. The ongoing high frequency surveys will be used to monitor the impact of the current COVID-19 crisis on households and businesses to inform and adjust programmatic and operational designs and focus. Strategic and operational responses during the resilience and recovery phase will be outlined in the CEN for FY21-23.



### III. PROJECT DESCRIPTION

32. **Given the emergency nature of the project, the goal is to have a mix of investments that can contribute to reducing food and nutrition insecurity for households and communities dealing with the impacts of the locust upsurge.**<sup>23</sup> Food insecurity is predicted to reach historic highs in 2021, so the immediate protection of livelihoods and contributing to the rehabilitation of food production in target areas is relevant. The project will start with fast-moving investments for populations with high food insecurity (IPC3+) that would: (a) put money in the hands of households to purchase food (access); and (b) put assets in the hands of producer households to boost production for their own consumption and to increase the surplus going to markets (availability + access). At the same time, the project would support investments to address the drivers of chronic food insecurity, for example, build the quality of the natural resource base to be productive, reintroduce food and fodder trees/shrubs into the productive landscape, and build capacity of communities to regenerate pasture resources for more abundant fodder and healthier livestock. Applying pro-poor techniques (such as, labor intensive public works for cash) to implement these longer-term activities (such as nursery establishment), will serve the dual purpose of increasing the ability of vulnerable households to buy food while increasing the potential for more stable future production. The project will also collaborate with RALP, which will be implemented in parallel with the focus on the humanitarian-development nexus and how agriculture can transition to development orientation.

#### A. Development Objectives

33. The project's development objective (PDO) is aligned to the PrDO and results chain of the ELRP-MPA, which is *to respond to the threat posed by the locust outbreak and to strengthen systems for preparedness*. This project includes a broader food security response and a grant to a regional agency to support member countries in responding to transboundary pest threats, so additional indicators beyond those specified in the main MPA document are included. The PDO of the proposed ELRP is *to respond to the threat posed by the locust, protect and restore livelihoods and food security, and strengthen systems for preparedness*.

34. Eleven of the PDO indicators for this project are derived from the MPA and will feed into overall program progress. An additional 14 indicators have been added to track activities specific to the South Sudan investment. Key indicators include:

#### Outcome 1. Control of DL outbreak implemented.

- Land area sprayed for locust control (hectares).
- Land area of affected pasture/rangeland restored to productivity (hectares).
- Land area of affected agricultural land restored to productivity (hectares).

#### Outcome 2: Livelihoods in locust affected areas restored.

- Affected households supported by social safety nets, of which females (percent) are the direct recipients of benefits (number).
- Share of locust-affected farmers (including crop farmers, livestock owners and beekeepers) reporting

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<sup>23</sup> The proposed grant is processed under the World Bank Policy for Investment Project Financing, paragraph 12: Projects in Situations of Urgent Need of Assistance or Capacity Constraints due to conflict, impending natural disaster and capacity constraints which allows, among others, for the preparation of a number of ESF instrument to be deferred and for the option of the government to request procurement hands-on expanded implementation support (HEIS”).





renewed agricultural activity, of which female-headed farms (percent).

- Number of farmers and pastoralists served by permaculture nurseries, of which female (percent).

### **Outcome 3: Country's preparedness against locust outbreaks strengthened**

- South Sudan's locust control plan developed (Yes/No).
- Early warning system developed and functioning (Yes/No).

## **B. Project Components**

35. In line with the ELRP-MPA, the ELRP will have four technical components and one project management component. Component 1 will address the most immediate threat of damaging swarms of locust by supporting surveillance and control operations and managing the risk around those operations. Component 2 will safeguard the food security of affected households and aid in restoring the agriculture and pastoral linked livelihoods impacted by the swarms. Component 3 will support medium- to longer-term objectives of building the information, institutions, and systems to increase the country's readiness to address any future transboundary pest shocks to its production systems. A separate capacity building grant to IGAD under component 5 will finance the creation and operation of an information platform in East Africa to help member countries better coordinate action against transboundary pests.<sup>24</sup>

### **Component 1: Surveillance and Control Measures (US\$6.40 million IDA equivalent)**

36. This component is expected to limit the growth and spread (driven by climate change and climate patterns) of the current DL upsurge while mitigating the risks associated with control measures and their impacts on human health and the environment. It will strengthen the capacity of agriculture staff at the national, state, and county levels and of communities in locust-affected areas by providing appropriate equipment, technology, and training on locust identification, swarm management techniques, and damage assessment. Beneficiaries include the communities affected by locust swarms, the surveillance and control field teams and MAFS staff from the *payam* to the national level. MAFS will contract FAO to run the implementation of component 1.

#### ***Sub-component 1.1: Swarm Surveillance and Monitoring***

37. This sub-component will support surveillance and rapid response teams in locust prone areas to monitor for new swarms entering the country and/or hoppers emerging from identified breeding ground within the country; investigate sightings by communities; raise awareness among communities about locusts, effective control, safety issues regarding pesticides, and locust identification; and guide response teams to swarms for control operations. South Sudan currently has about 100 individuals trained in surveillance methods, reporting

<sup>24</sup> The proposed grant to IGAD meets the six eligibility criteria to access a regional IDA grant: (i) IGAD has the legal status and fiduciary capacity to receive grant funding and the legal authority to carry out the financed activities; (ii) IGAD does not meet eligibility requirements to take on an IDA credit because it does not generate revenue and is not in a position to repay the credit; (iii) the costs and benefits are not easily allocated to national programs due to the regional nature of the activities to be financed with the IDA grant; (iv) the activities are related to coordinated interventions to provide regional public goods in that they are designed to contribute to regional knowledge and results-generating programs, principally in the areas of management of the DL and other Trans-Boundary Pests and the strengthening of IGAD capacity to deliver its mandate on regional peace, security, and development; (v) grant cofinancing is not readily available or sufficient for the activity from other development partners, whose support to IGAD is limited to small amounts in selected areas; and (vi) IGAD is associated with an IDA-funded regional operation with which three out of its eight member states are involved. The project also conforms to the Africa Region's selection criteria for regional operations in Africa, including strategic relevance, regional solutions, quality, and partnership.



requirements and technology, and identification/assessment of suspected locusts. Teams are currently equipped with motorcycles to patrol their assigned territory and respond to reports of locust sightings.

38. To ensure effective monitoring by teams, the project will define the survey and camping equipment for field surveillance, monitoring and control teams in the project implementation manual (PIM) and procurement plan (PP). The project will provide technical assistance to communities, farmer organizations, and officials at the county, *payam*, and boma levels to monitor swarms and/or hoppers, collect the relevant data, and submit up the line through the task forces established to manage the DL invasion. The project will also provide each DL focal person from the County Agriculture Department (CAD) office with a motorcycle, while at the national level, vehicles will be provided, and if needed, a helicopter will be hired for a period of six months to provide back up support for hard-to-reach locations.

### ***Sub-component 1.2: Swarm Management Measures***

39. This sub-component will finance direct control operations using agrichemicals and bio-pesticides as well as the assessment of losses due to the DLs and the impacts of pesticides on human, animals, and the environment. This sub-component will support the scaling up of integrated pest management (IPM) among affected communities and introduce management techniques—such as, push-pull technology and diversified cropping systems. MAFS, in collaboration with FAO, State Ministries of Agriculture (SMoA), CADs, and NGO implementing partners, will establish at least one demonstration center at the boma or *payam* level. To facilitate the inclusion of female headed farm households, the project will consult with women in the community regarding the timing and location of training that will better suit their needs given their multiple familial duties. As a last resort, the project will support swarm control using existing pesticide stocks, upon approval of the World Bank's leading pest management specialist and under the strong guidance of FAO. The country has existing stocks of 15,000 liters of chemical pesticide, 5,000 liters of Chlorpyrifos 240g/l Ultra Low Volume (ULV) and 10,000 liters of Malathion 95 percent ULV. The project will finance the purchase of the biopesticide *metarhizium acridum*, which is specifically formulated for DL control.

40. Associated with swarm control activities, the project will finance measures to enhance the safety of communities and control teams.

- (a) It will invest in personal protective equipment (PPE), transport, control, and communication equipment, agri-chemical safety and handling equipment (for example, drum crushers), and training for control teams to maximize safety before, during and after a control operation.
- (b) It will finance the construction of field pesticide storage facilities, one main facility in Juba, two smaller satellite facilities in Renk and Torit, and a mini facility in Kapoeta East, that are secure and weatherproof to ensure that communities are not inadvertently exposed to the chemicals.
- (c) When a control operation is required, control teams will use multiple communication channels (face-to-face, virtual communication, radio announcements, mobile networks, approaches similar to Boda Boda Talk Talk, and so on) and work with local authorities and influencers to notify communities of planned control operations and to explain the safety steps, for example, covering wells and removing livestock from the area, to mitigate risks to human and animal health. Control team members' health will be monitored regularly to ensure that the PPE is effective.
- (d) In addition to bringing on and training new locust control teams, the project will provide training to existing task forces to help strengthen their control capacities. Proposed areas of training include locust identification, swarm management techniques, damage assessment, spraying techniques, surveillance, integrated pest management techniques, and monitoring, reporting and early warning systems.



- (e) A post operation assessment will help determine the effectiveness of the operation, which will include, inter alia, a review of the impact on beneficial organisms (if any) and communicate with communities when it is safe to remove protections from water sources. This work will be led by experts from MAFS and FAO, in collaboration with SMOAs, CADs, and academic/research institutions. MAFS and partners will also determine the impact of the DLs on households' food security and livelihood.

## **Component 2: Livelihoods Protection and Rehabilitation (US\$38.00 million IDA equivalent)**

41. This component focuses on helping households and communities affected by the locust upsurge. Through its two sub-components, it will (a) address immediate food security needs of affected vulnerable households through direct income support leveraging the SSSNP; and (b) invest in food production systems and restore the natural resource base to stimulate rapid food availability and to build a stronger resource base for pasture and crops moving forward. In addition to counties invaded by DL, the project will also focus on areas under Crisis (IPC 3) to Catastrophe/Famine (IPC 5) classifications.

### ***Sub-component 2.1: Safeguarding Food Security and Protecting Human Capital***

42. This sub-component will provide emergency direct income support, in the form of unconditional cash transfers, to locust affected households to protect against livelihood and asset loss and meet their urgent food needs, smooth consumption gaps and enhance purchasing power for basic commodities. MAFS is the implementing agency for ERLP and also provides oversight of the safety net system being established under SSSNP, so it can also help coordinate between the two projects along with UNOPS.<sup>25</sup> Selection of beneficiaries will follow the community-based targeting approach established under the SSSNP that has been proven successful in highly fragile and conflict-affected contexts characterized by high operational, fiduciary and safeguards risks.<sup>26</sup>

43. **The emergency cash transfer will be provided through the existing operational tools, systems, procedures and arrangements established under the ongoing World Bank-funded SSSNP**, implemented by the United Nations Office of Project Services (UNOPS).<sup>27</sup> In particular, safety net delivery tools such as the grievance redress mechanism (GRM), management information system (MIS), and biometric payment mechanism established and enhanced under the SSSNP will be used to ensure the effective and accountable delivery of the emergency direct income support of the ERLP. Moreover, SSSNP's efforts to enhance local capacity, especially of women; intensify citizen engagement; and sensitize communities about safety net and social issues will facilitate transparent and accountable implementation and management and coordination of activities under this sub-component. All risk mitigation measures undertaken by the SSSNP, particularly around issues of insecurity and accountability of cash transfers, privacy and security of personal beneficiary data, potential elite capture and fiduciary mismanagement, GBV, and COVID-19 contagion, among others, will be applied to the delivery of the emergency cash transfer for locust response. The GRSS will sign a Standard Output Agreement with UNOPS to deliver the emergency cash transfer, given that UNOPS is already implementing the SSSNP and was contracted by MAFS to implement the earlier SNSDP. The Standard Output Agreement will detail all aspects of UNOPS' roles and responsibilities, including in ensuring compliance with all risk mitigation measures.

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<sup>25</sup> UNOPS is the Recipient and Implementing Agency for the SSSNP project, which uses the alternative implementation arrangement using third parties that was established in August 2018.

<sup>26</sup> World Bank. 2019. Implementation Completion and Results Report for the Safety Net and Skills Development Project. Report No: ICR00004751.

<http://documents1.worldbank.org/curated/en/436891567623715722/pdf/South-Sudan-Safety-Net-and-Skills-Development-Project.pdf>

<sup>27</sup> UNOPS was selected as the direct Recipient of the IDA grant and implementing agency of the SSSNP following an in-depth assessment of key agencies engaged in the social protection sector in South Sudan.



44. **The cash transfer amount will continue to be aligned with the SSSNP at US\$2.70 per household per day and will be provided only for six months for a total of US\$243.0 per household** (15 average working days per month) to be paid monthly, as an emergency response aimed at addressing impacts of a short-term acute crisis. The robust communication and sensitization efforts undertaken to facilitate a transparent, participatory, and accountable cash transfer delivery will emphasize the shock-responsive short-term nature of this assistance to manage beneficiary expectations and ensure a clear exit strategy. Delivery of the cash will be done using the payment system established under the SSSNP that uses biometric data and geographic information system data to minimize error, fraud, and corruption. The risk of cash handling will be transferred to an experienced financial service provider already engaged for the SSSNP, and the cash transfer amount will be denominated in U.S. dollars to mitigate the risk of foreign exchange rate fluctuations.

***Sub-component 2.2: Food production and building the natural resource base for crops and livestock***

45. This sub-component will help farm and livestock households return to production for improved food security and restore the biodiversity of the affected areas by investing in land use systems that integrate crops, trees, and livestock to restore lost biodiversity caused by DLs and the measures to control the swarms. The investments will establish perennial buffers of either trees, shrubs, or other plants that will improve water quality by removing sediment and pesticides used during control operations. Communities will be encouraged to plant multi-purpose trees to produce fodder, fuel, construction materials, fruit, and other products.

46. Through participatory land use planning and community-based forest and agro-forestry management, all land uses (including forestry and agriculture) and changes in practices will be decided through consultations between MAFS, FAO, and local communities, with an aim to design a healthy ecosystem that meets the community's needs and climate change mitigation goals. Local agreements will be developed to ensure sustainability of the community-based management regimes.

47. The project team will discuss with the community and work together in implementing good practices for ecosystem management and rehabilitation. Technical capacity building for local government personnel and that of community in integrated natural resource management and sustainable land management approaches will be provided. A total of 185 hectares of degraded land will be converted to healthy ecosystem through integrated approaches in soil and water conservation practices and tree planting.

48. FAO will be contracted by MAFS to run the implementation of this sub-component in close collaboration with MAFS technical staff, which will provide, among other things, technical guidance on priority crops for seed distribution, priority tree species and cultivars and equipment for nurseries, quality assurance on seed/cutting procurement, good agricultural practices, fishing inputs and techniques, technical advice on nursery establishment, and introduction of appropriate agroforestry and agro-silvopastoral practices. Where possible, the project will implement the activities described below using a labor intensive public works approach so that vulnerable households get access to cash in the near term, access to additional food in the medium term, and exposure to new skills they can use in the future. The cash payments would be provided by UNOPS using the SSSNP system, and they would follow the same formula as the direct income support described in sub-component 2.1. FAO will provide tools and training to beneficiaries to carry out the work. Project activities will focus on producing food and supporting the natural resource base for production.

(a) **Production for better food security. This subcomponent** will provide assets and training for households to produce food for themselves and any surplus for the market. The focus will be on quick food returns on investment through:

- i. **Field Crops and Home gardens** that will support growing important annual and perennial crops (cereals, oilseed, pulses, vegetables, and fruit trees) within the compounds of individual



homesteads or on shared land managed by community groups, and that will have high value fruit trees planted around the fields, including citrus, avocados, mangoes, jackfruit and guavas.

- ii. **Fishing kits for immediate food access** that have been used through successive crises in the country to help food insecure families to access an immediate source of protein and micronutrients, these also impart a skill that can contribute to income generation post conflict.
- (b) **Building agro-ecological systems back better will build the capacity of farmers and CADs and *payam* extension agents to restore destroyed biodiversity for increased agriculture resilience focusing on two traditional agroforestry practices:**

- i. **Farmer Managed Natural Regeneration (FMNR)**, which regenerates native species of trees through vegetative sprouting of living tree stumps and stored seeds in the soils, in forests, woodlands, rangeland, and farmland. The practice increases vegetation coverage using indigenous species and provides forest products and ecosystem services. The approach includes rangeland management practices that allows the seedlings planted to establish before opening the area for grazing.
- ii. **Silvopastoral systems combining forestry and domesticated animal grazing on pasture, rangeland, and farms.** The approach includes rangeland management practices that allows the seedlings planted to establish before opening the area for grazing. Some of the common species to be promoted include *Acacia* spp., *Vitellaria paradoxa*, and *Khaya senegalensis*. In addition, silvo-pastoral practices will be introduced among the affected agro-pastoral communities affected by the DL.

49. The project will promote indigenous planting cultivars for both shrubs and fruit trees in two ways: (a) reestablishing vegetation from felled specimens through FMNR, and (b) establishing nurseries to propagate native varieties on a sustainable basis. The focus on indigenous species means that the vegetation will be well suited to the ecosystem and that native pollinators would be adapted to use. The project will finance, among other things:

- (a) Participatory mobilization and engagement processes to demarcate areas for natural regeneration and for community nurseries, develop a list of important tree, shrub, and grass species for regeneration.
- (b) Farmer kits with food crop seeds and tools to restart farming.
- (c) Training communities and local actors on seed collection, nurseries development and handling, FMNR, and restoration techniques and tools and with the support of CAD.
- (d) Establishing nurseries, community woodlots, fodder banks, and orchards with suitable propagation materials to raise native species; training extension staff and farmers on FMNR practices, home gardens, and nursery management; water harvesting practices; watering technologies and techniques for vegetables and trees.
- (e) Supporting communities to develop rotational grazing and pasture management plans and agroforestry plans.

50. For the purposes of implementation, there are two categories of tasks.

- (a) **Activities to support farm and livestock households return to production** for improved food security and restore the biodiversity of the affected areas include: (i) investing in land use systems that integrate crops, trees, and livestock to restore lost biodiversity caused by DLs; (ii) investing in agroforestry and silvopastoral systems including investments in nurseries, gardens, and field crops; (iii)



implementing good practices for ecosystem management and restoration; and (iv) providing equipment for food production and fishing.

**(b) Providing Labor Intensive Public Works (LIPW) Transfers** to beneficiaries participating in LIPW to implement select food production and natural resource management activities outlined in paragraph 49. This allows the vulnerable poor in project areas to meet their immediate consumption needs and generate public goods. The activity will include providing needed tools and materials for LIPW activities in consultation with MAFS and FAO and financing payment agency fees for payment service providers administering the LIPW transfers.

**Component 3: Strengthening National Preparedness Systems (US\$3.58 million equivalent, fully funded by IDA)**

51. This component will support investments in the research/informational, institutional, and strategic elements of DL management by the GRSS' and its strategic partners. In 2017, MAFS, in collaboration with UN agencies and other development partners, established task forces at national, state, and county levels to coordinate the response to fall armyworm (FAW), and it is applying that structure to the DL threat. A key outcome of this sub-component would be updated versions of MAFS Five-Year Strategic Action Plan that would form part of a larger framework of plant protection and transboundary threat management. FAO will be contracted to run the implementation of this component in close collaboration with MAFS staff and other stakeholders. The project will provide investment support in the following areas.

- (a) Applied research in DL control techniques.** South Sudan's agriculture sector is largely subsistence-level with very low use of agrichemicals. In the face of the current invasion, farmers have been fighting the locusts using locally available methods, such as burning tires or crop residues, digging trenches around fields, using ash lime, or local botanicals (for example, neem extract and Babatero (*Chromolaena odorata*) a local weed. MAFS, working with national academic institutions and regional partners as needed, will survey, collect, and catalogue the techniques being used by communities in the affected areas. Research topics include DL management through biocontrol (pathogens, predators, and parasitoids) and botanical means, details for which will be outlined in the PIM. This will be done in collaboration with research organizations, including, inter alia, International Center for Insect Physiology and Ecology (ICIPE), Centre for Agriculture and Bioscience International (CABI), Biosciences eastern and central Africa (BecA)- International Livestock Research Institute Hub, and the International Maize and Wheat Improvement Center, and it will draw on success stories and practices across the region.
- (b) Training and technical assistance.** To build national preparedness, this component would consolidate the training and technical assistance program that has been created in response to the invasion and delivered on an ad hoc basis into a curriculum for locust management as part of MAFS extension curriculum and professional development agenda.
- (c) Policies and regulations.** MAFS, working with FAO and other stakeholders, will develop a suitable policy framework for effective and sustainable management of DL and other transboundary pests to feed into the larger plant protection policy for the country. The DL upsurge has provided good insight into the necessary content of pesticide regulations, including registration, inventory management, and disposal and the project will facilitate the finalization of these systems. Efforts will be made to harmonize the national policies and regulations with the regional ones.
- (d) Establish linkages with regional and international organizations.** DL is the most destructive transboundary pest in the world, but they are not the only ones. It is vital that South Sudan link with neighboring countries, international and regional technical organizations, and academia and research organizations. This will feed





into the early warning system management by FAO, the climate prediction system managed by ICPAC, research in biocontrol mechanisms by agencies such as the ICIPE and CABI, and coordinating bodies that can facilitate the flow of information and resources among member nations and between technical experts and political decision makers, such as IGAD. This will also support access to a training program being developed in conjunction with the European Space Agency on using earth observation satellites for transboundary pest monitoring, what governments need to know, what services are available, and how best to access this information.

#### **Component 4: Project Management, Monitoring, and Communication (US\$2.72 million IDA equivalent)**

52. This component would finance the cost of the project coordination unit (PCU) and its functions, including, inter alia, core human resources to manage the project; incremental costs for MAFS staff to provide technical assistance and oversight of project activities; equipment for project management, including handsets for digital tools for monitoring and evaluation; and communication costs for implementation support. The PCU will maintain sufficient staff in the areas of project management, financial management (FM), procurement; specialists in environment management, social safeguards, gender; and monitoring & evaluation (M&E); and accountability and knowledge management. More details of the implementation arrangements are provided in Section IV below.

53. The communications activity will help promote increased community awareness about the impacts of the locust swarms and the response efforts to support communities before, during, and after the crisis. Governments, at both national and local levels, will need information about combatting locust populations and how and when pesticides can be used safely and effectively. For local communities in areas that have been treated with pesticides, they will need information on how to safely navigate its effects on plants, livestock, and water systems and what precautions are to be taken before, during and after control operations (for example, re-entry and withholding periods, dangers of reusing empty drums). Citizen engagement, community empowerment, mobilization and participation will be critical to developing community-led responses that will address immediate concerns and build resilience going forward.

54. **Monitoring and evaluation** will include a variety of techniques to monitor implementation progress and the achievement of results:

- (a) Third-party verification of project activities and processes will provide a neutral source of information that can be fed into the decision-making system operated by MAFS, FAO, UNOPS, regional bodies, and other partners.
- (b) Field Teams will collect data for the MIS on agreed indicators at regular intervals and will be shared with all direct project stakeholders, indirect partners in government and in communities, and with the World Bank team during implementation support missions. For sub-component 2.1, the biometric system and MIS established and enhanced under the SSSNP will be used to manage beneficiary households and monitor the delivery of the direct income support.
- (c) Data gathering on locust sightings and locations, damage and loss assessments will be tracked, along with the locations treated by control operations and the land area covered.
- (d) Case studies of different project activities, capturing successes and good practices as well as lessons learned, can be co-created by MAFS, its partners, and the World Bank.
- (e) The project will use the Geo-Enabled Monitoring System (GEMS) supported by the World Bank to gather data using open source software that will feed into the overall monitoring system.



55. **Communications and knowledge management** will play a critical role in the successful implementation of the ELRP through the country programs, internally within the World Bank, and among the World Bank and other donors. Financing for communication activities is critical to ensure that governments, communities, and other stakeholders get the information about the threat presented by locusts, the measures required to combat them, and safety measures during campaigns. In addition, raising awareness about the services offered under component 2 and the eligibility requirements will aid in targeting program benefits and reducing conflict over project services. Finally, communications will be critical to moving information among countries, regional, and international organizations to improve the ability of countries to respond to locust upsurges at the earliest point possible. At the program level, the World Bank's communications unit will manage the implementation of a communications plan that will include outreach to and coordination with participating governments and regional and international organizations (for example, FAO, WFP, IGAD, and the African Development Bank).

**Component 5: Improving Regional Coordination Through IGAD Information Platform (US\$3.00 IDA equivalent)**

56. This component reflects the lesson learned from implementing Phase 1 of the ELRP, which revealed the need for improved communication and collaboration across national and regional boundaries. The current upsurge has reinforced the need for increased flow of information between countries where DL is endemic and those where they are not as this has determined membership in some early warning systems for the former but not the latter. There is also a need to bridge the communication gap between technical experts who can manage the monitoring, warning, and response system, and the non-technical/political stakeholders who manage the enabling environment for response. Such regional coordination also facilitates decision-making around investments in early warning and response systems, helping all parties identify the most sustainable and feasible system to support in East Africa.

57. The project, therefore, will support IGAD, headquartered in Djibouti, in its multi-donor effort to establish a Regional Platform for the Management of Desert Locusts and other Transboundary Pests. This platform would be a permanent structure within IGAD and would enhance regional efforts to strengthen regional and national capacity for coordination, monitoring, surveillance, and control operations and improve early warning and early response. The platform will be governed by a Ministerial Forum, a General Assembly, a Steering Committee, and the Transboundary Pests Response Coordination Unit (TPRCU), a structure which IGAD has tested for similar initiatives such as the Drought Disaster Resilience and Sustainability Initiative. The initiative would be co-chaired by IGAD and DLCO-EA.

58. This component would finance the establishment of the Transboundary Pest Response Coordination Unit (TPRCU), expected to be housed either within the IGAD Secretariat or IGAD specialized centers. It would promote regional coordination and information exchange (making available relevant information on DL and other transboundary pests), hosting consultations and learning exchanges among member nations and would provide a sustained effort to coordinate and support countries that are being affected by these trans-boundary pests.

59. This will be a separate IDA grant for capacity building and technical assistance that will be signed with a regional organization and will not impact the nature of the grant to South Sudan for the proposed project. Details of the grant are provided in Annex 2. For activities under component 5, the project includes retroactive financing of up to SDR 100,000 (US\$143,559 equivalent as on April 30, 2021) for eligible expenditures incurred on or after May 15, 2021. The retroactive financing will finance eligible costs associated with core staffing of the implementation unit (including but not limited to consulting fees) and preparation of project design documents such as Environmental and Social Framework (ESF) instruments and the PIM.





### C. Project Costs and Financing

Program Components	Project Cost	IDA Financing
Component 1: Surveillance and Control Measures	6.40	6.40
Component 2: Livelihoods Protection and Rehabilitation	38.00	38.00
Component 3: Strengthening National Preparedness Systems	3.58	3.58
Component 4: Project Management, Monitoring, and Communication	2.72	2.72
Component 5: Improving Regional Coordination through IGAD Information Platform	3.00	3.00
<b>Total Costs</b>	<b>53.70</b>	<b>53.70</b>
Total Costs	53.70	53.70
Front End Fees	0.00	0.00
<b>Total Financing Required</b>	<b>53.70</b>	<b>53.70</b>

### D. Project Beneficiaries

60. **Geographic targeting would vary by component.** Components 1 and 3 will work in states/counties that experienced swarms in the current upsurge or that are at strong risk for future invasions. These areas will focus on capacity, safety, and preparedness for invasions and control operations. Since component 2 invests in livelihood protection and rehabilitation of affected areas, the targeting criteria will be determined by a combination of exposure/impact of the locust upsurge, food insecurity level (IPC ratings), and the suitability for cropping or pasture restoration. Within the broader geographic areas, the presence of other donor-funded programs will be used to determine whether the project can leverage an intervention to maximize impact or should target another locality to avoid duplication of effort. Discussions with officials from MAFS, FAO, and UNOPS and analysis of data on food security and locust flyways, initially identified targeted areas, including: Central Equatoria (Juba county), Eastern Equatoria (Magwi, Lafon, Torit, Kapoeta East counties), Jonglei (Pibor, Bor counties), Northern Bahr el Ghazal (Aweil North county), and Upper Nile (Renk, Melut counties). The process of targeting households for safety net and agriculture interventions is further described in annex 1 and will follow the good practice approaches established by FAO and UNOPS.

61. The Crisis Response Window- Early Response Financing (CRW-ERF) funds allow the project to intensify their support to households experiencing high food insecurity due to impacts of the East Africa upsurge. Instead of three months of support through safety net payments, targeted households will receive six months of support. Priority will be to use labor intensive public works for garden and nursery establishment and for pasture restoration activities, so that immediate food security needs are met while investing in rehabilitation of production and the productive resource base. Additionally, households will get access to seeds for cereal crops, fishing kits to accelerate production of healthy foods.

## IV. IMPLEMENTATION ARRANGEMENTS



## A. Institutional and Implementation Arrangements

62. This section describes the institutional arrangements for South Sudan. The arrangements for the regional grant to IGAD grant are distinct and detailed in annex 2.

63. **The GRSS will implement the project through MAFS, which is the lead technical ministry overseeing safety nets and food and crop production.** MAFS will maintain a PCU and will use direct contracting to bring in lead technical partners for implementation - FAO for components 1, 2.2, and 3 and technical assistance for ESF and other management priorities; and UNOPS for sub-component 2.1. To achieve a more efficient use of budget resources and promote increased collaboration, ERLP and RALP will share the PCU. This will maximize the potential for collaboration between the two projects, which together cover a continuum of emergency, recovery, and development activities. The shared PCU will also facilitate policy dialogue across the two projects, provide consistent reinforcement of capacity building activities for the government under RALP, and saves overhead costs by sharing PCU resources. To ensure sufficient support is provided to both projects, each project will have a dedicated Project Officer. The Project Officers will work closely together to ensure that PCU resources are adequately allocated between the two projects. Below is an indicative organogram of the PCU showing the critical positions that need to be filled throughout project implementation.

64. **As an emergency project, and as a first step to return to the normal portfolio management in South Sudan, the project will use direct contracting for lead technical partners.** MAFS will contract FAO and UNOPS to implement project activities on the ground and provide technical assistance and capacity building throughout the project life. In addition to implementation support, FAO and UNOPS are critical partners and will work with ELRP to support institutional capacity building in South Sudan.<sup>28</sup>

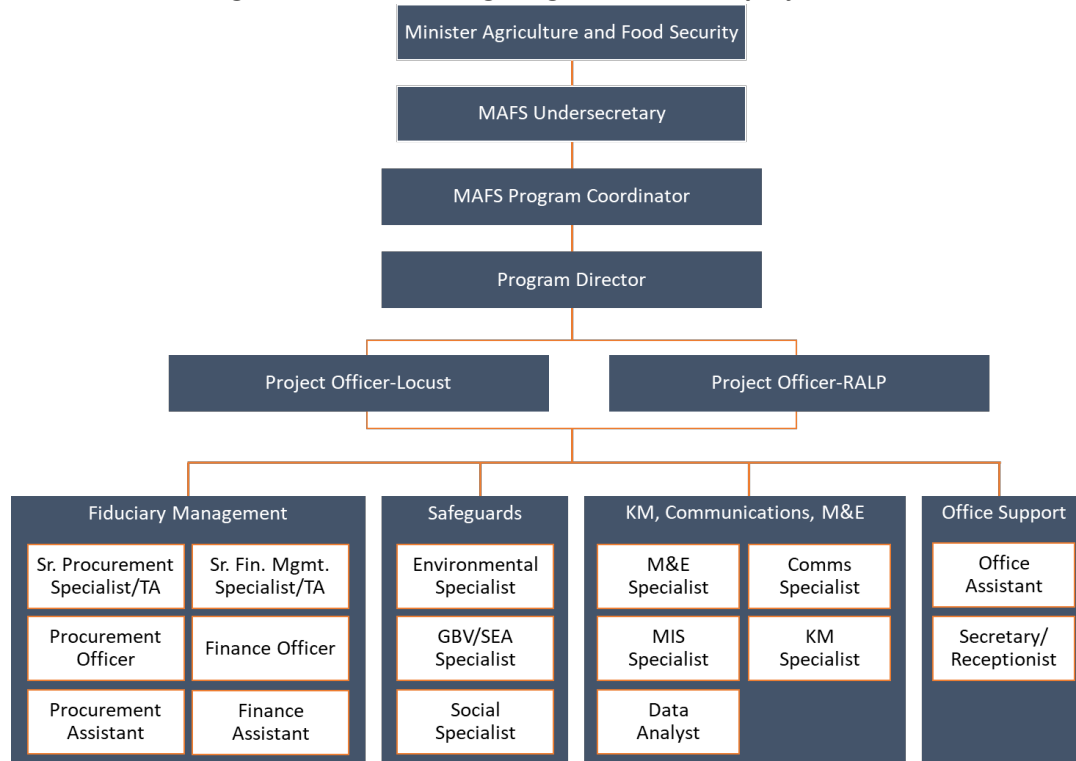
65. FAO is the lead international agency on Agriculture and Food Security in general, and specifically on the recent upsurge of DL, it has played a significant role supporting MAFS in DL Control Operation in South Sudan. The UN Agency has developed the standard operating procedures (SOP) for DL management, including for example the equipment and agrichemicals, workforce and community safety protocols, and disposal protocols. FAO also operates the Pesticide Referee Group (PRG), an independent body of experts that advises FAO on the efficacy and environmental impact of different pesticides for locust control. FAO's South Sudan Office is one of the largest FAO operations globally, and it works directly with MAFS on policy, regulatory, and investment issues across the sector. Through its ongoing Emergency Livelihood Response Programme, FAO has developed technical designs and procedures to respond to food insecurity situations with the tools and training for rapid food production from fishing to small scale livestock, to crops. It also has natural resource specialists who can work with MAFS on activities to regenerate pasture and silvopastoral systems by establishing nurseries at the central and community levels. FAO supports line ministries in collecting and analyzing weather, production, food security and nutrition, and market information for informed policy and decision-making.

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<sup>28</sup> The contracts between MAFS and FAO and MAFS and UNOPS will be reflected in procurement strategy and procurement plan, and subject to the World Bank's Procurement Regulations.



Figure 2: Indicative Organogram for shared project PCU



- **UNOPS has proven capacity to implement safety net programs globally and in South Sudan. It is the implementing agency for the SSSNP, which falls under the mission of MAFS, and it has extensive experience in managing labor-intensive public works, including under the predecessor to SSSNP (the SNSDP). Through the SNSDP and SSSNP, UNOPS has deepened its understanding of safety net interventions, strengthened its relationship with local authorities and communities in project locations, and enhanced its implementation capacity for community-based delivery mechanisms, all of which can be leveraged for a quick and smooth implementation of ERLP. It has also gained familiarity with the World Bank's fiduciary and safeguards rules and procedures, an added advantage in ensuring accountability and compliance. UNOPS continues operating nation-wide regardless of outbreaks of violence and operates successfully in the most remote and conflict-affected areas, demonstrating a proven ability to negotiate access to and implement programs directly using UNOPS-contracted personnel in a cultural and ethnically sensitive manner.**

66. To ensure coordination among the PCU and the lead technical partners, MAFS will lead a steering committee to formulate annual work programs for the World Bank's approval, track project progress, and resolve technical design issues. The existing National Steering Committee (NSC) and National Technical Committee (NTC) structure, which was created to oversee and monitor all donor programs across the government, can be used for this purpose. However, if it is determined that the NSC and NTC are too broad for this type of planning, the PCU can form a separate steering committee comprising the leadership from MAFS, PCU staff, staff from the lead technical partners, and other stakeholders as determined by the core members. This will be recorded in the PIM.

67. **A requirement of the CRW-ERF funds is that GRSS put in place a Food Security Preparedness Plan (FSPP) within six months of the grant becoming effective.** This would be a government owned and led plan that details specific actions the country will take to mitigate the impacts of future food security crises. Essential

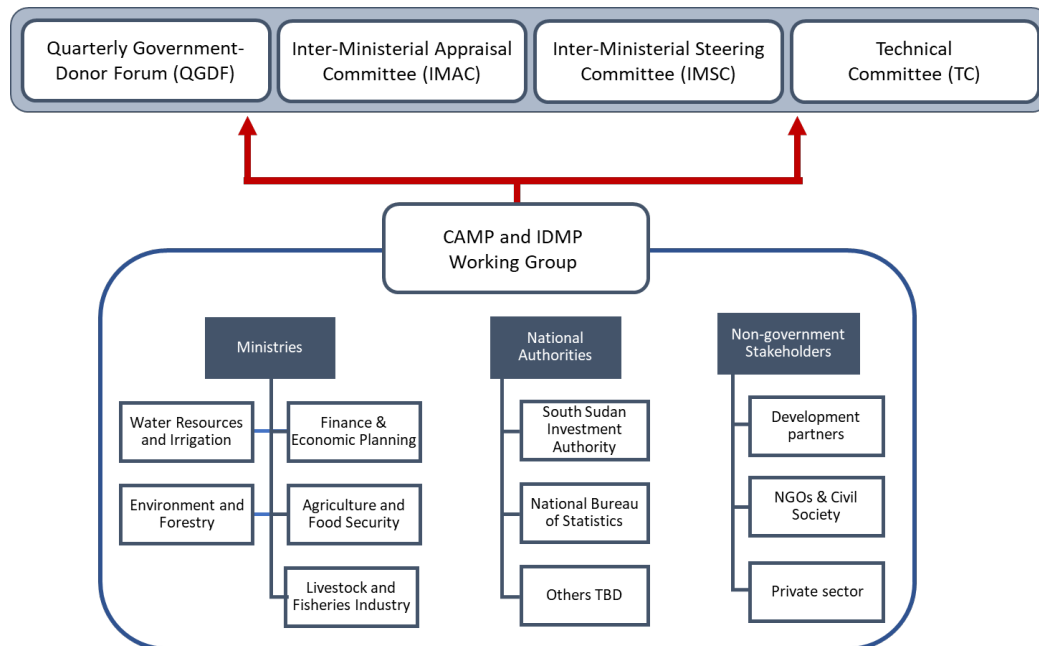


elements of the preparedness plan include defining how the government will monitor and identify emerging food security crisis risks, what actions government will take to mitigate those risks, and what resources and additional assistance the government can draw on to bolster its response (including from partners where possible). The Plan will require an inter-ministerial and multi-stakeholder consultation process, which MAFS is well placed to lead, most likely through the CAMP and the Irrigation Development Master Plan (IDMP) Working Group, which comprises the leading ministries for food security and food production, other national authorities, civil society, donors, and private sector (see figure 3).

68. The CAMP and IDMP Working Group (CIWG) builds on the system of governmental Sector Working Groups and is part of the national budget process. It exists to provide a broad-based consultation and coordination platform for stakeholders in food security and the food production system. The CIWG reports to the Inter-Ministerial Appraisal Committee (IMAC), Quarterly Government-Donor Forum (QGDF), the National Technical Committee (TC), and the Inter-Ministerial Steering Committee (IMSC). Details on these structures are provided in annex 1.

69. The CIWG seeks to strengthen coordinated, efficient, and effective government-led policy formulation, implementation, and M&E to achieve the overall goal of agriculture sector development in order to achieve food security for all the people of the Republic of South Sudan, enjoying improved quality of life and environment. This is essential to the governance, strategy, and planning functions of the project, providing oversight of activities and overseeing the development of the FSPP.

**Figure 3: CAMP and IDMP working group structure and reporting relationships**



### Institutional Arrangements for Implementation

70. For component 1, MAFS and FAO already have an established institutional structure within the government from the national to the county level that provides strategic and technical oversight. Control activities have been carried out by county rapid response teams (RRTs) comprising *payam* agricultural officers, FAO staff, and staff of NGOs as needed. The institutional structures for locust management are:

- (a) At the national level, MAFS chairs a High-Level Committee (HLC) comprising representatives from related



line ministries, UN agencies, and development partners. A TC comprises technical specialists from MAFS, academia, and other line ministries. A national level rapid response team (N-RRT) will engage in field and control operations as needed depending on the intensity of the swarm activity.

- (b) At the state level, Desert Locust State Task Forces (DL-STF) comprising technical officers from the SMOA, other line ministries, NGOs, and other stakeholders will coordinate surveillance, control and/or preparedness activities within the state. A state-level RRT comprising representatives of the relevant CAD offices will provide field support to county level RRTs for surveillance and control.
- (c) At the county level, CAD officers will coordinate activities for DL management following the standard operating procedures of FAO, especially for control operations. County RRTs comprising *payam* agricultural officers and staff of NGOs as needed will be the frontline response or control operations within the county.

71. **Under component 2, sub-component 2.1 will build on the existing institutional arrangements under the SSSNP.** MAFS is already working with UNOPS under that project to establish the systems for a government-led safety net system. At the national level, the government has established a National Advisory Committee and National Technical Committee, chaired by MAFS and the Ministry of Finance & Planning (MoFP) and comprising relevant line ministries. These provide strategic policy, operational and technical guidance and facilitate implementation.

72. The approach used to deliver safety nets also works to strengthen the capacities of local government institutions and community structures to effectively lead safety net implementation, with the expectation that institutional resilience at the local level will be sufficiently strengthened to withstand on-going political risks, with capacities enduring beyond the project. Specifically, the World Bank funded projects supported local authorities and communities in project locations to establish and strengthen local institutions and community structures, in line with the Local Governance Act (2009) and based on existing decision-making mechanisms, to lead and facilitate the provision of safety nets to the communities. Special effort was made to ensure gender parity within the structures. Engagement of these local institutions in safety net delivery has helped to enhance local capacity to deliver and oversee safety net support in their communities and facilitate the peaceful interaction and dialogue among the diverse ethnic groups.<sup>29</sup> Since MAFS is the implementing agency for ELRP, it can link to the safety net oversight system to guide and coordinate between the two projects.

73. **Sub-component 2.2, on livelihood rehabilitation, focuses on stimulating rapid food production and investing in a more sustainable production base moving forward.** It will use a participatory approach working with communities to mobilize for immediate food production needs, for the natural resource management activities (for example, nurseries, pasture restoration), and for supporting services (for example, mother nurseries and review and approval of varieties for import). Oversight, communication, and planning can be managed through the same system working to coordinate control activities under component 1; however, instead of the locust rapid response teams, it will work through teams comprising local extension agents, FAO staff, and NGO partners to manage the community engagement. Where labor intensive public works will be used to pay targeted people to work on food production and natural resource management activities, UNOPS staff will join the implementation teams. Since the natural resource management activities will be implemented using labor intensive public works, MAFS will coordinate between FAO and UNOPS to ensure that beneficiaries are captured in the biometric management system and stored in a single catalogue to avoid duplication or

<sup>29</sup> Even when the SNSDP was paused due to violence in 2016, these structures remained in the communities, albeit less operational. Once project activities resumed in 2017, they were revitalized fairly easily, indicating that continued support would be needed to further strengthen and embed them within communities so that they endure beyond a project's life. These structures now support the smooth and effective implementation of the SSSNP.



confusion.

74. Component 3 will focus on action research to identify environmentally sound control methods for DL and developing the requisite policy recommendations to ensure their mainstreaming. It will involve collaborative partnerships among MAFS, FAO, Juba University, and various regional and international organizations as well strategic partnerships with other countries and IGAD as appropriate.

## **B. Results Monitoring and Evaluation Arrangements**

75. **MAFS will be responsible for the overall coordination of project monitoring, supported by UNOPS for M&E activities related to the emergency direct income support.** The objectives of the M&E system are to measure input, output, and outcome indicators, to provide project staff and stakeholders with regular information on project implementation and outputs, identify potential problems, and determine to what extent the project is achieving its development objectives. The M&E methodology will be aligned with the definitions and collection methodologies of the project to enable data aggregation and consolidation at the project-wide level. As an integral part of project implementation, the M&E system will be designed to provide timely and reliable results for management to facilitate informed decision-making. In addition to being an important management tool, the M&E system will be a valuable source of learning and a knowledge management mechanism.

76. M&E will be based on the collection and reporting of data on the PDO and intermediate indicators (see the Results Framework for a full description of these indicators). The data will be disaggregated by gender wherever possible. The results will be presented to the World Bank in semi-annual progress reports as well as the mid-term review and final independent evaluation reports. A baseline survey (that is, a needs assessment) will be conducted during the first three months of the project, and additional surveys will be held at the mid-term review (MTR) stage and project completion. MAFS will work with FAO and UNOPS to use the detailed data collected through the standard reporting formats for different levels and other relevant documentation, including formats for mobile team reporting and integrated outreach reporting on all interventions. At each FAO or UNOPS hub office, data will be collected and reviewed before it is consolidated at the central level by FAO. A rapid assessment of (i) the awareness of beneficiaries (first and second year) and (ii) rehabilitation of livelihoods (beginning the second year following the provision of support under the component 2) would also be carried out.

77. M&E will include a variety of techniques to monitor implementation progress and the achievement of results:

- (a) Third-party verification of project activities and processes will provide a neutral source of information that can be fed into the decision-making system operated by MAFS.
- (b) Field teams will collect data on agreed indicators at regular intervals and will be shared with all direct project stakeholders, indirect partners in government and in communities, and with the World Bank team during implementation support missions. For the emergency direct income support, the existing SSSNP MIS will be used, whereby necessary beneficiary and project activity information will be shared with FAO for wider information dissemination, as appropriate.
- (c) Data gathering on locust sightings and locations, damage and loss assessments will be tracked, along with the locations treated by control operations and the land area covered.
- (d) Case studies of different project activities, capturing successes and good practices as well as lessons learned, can be co-created by MAFS, its partners, and the World Bank.





- (e) The project will use the GEMS system supported by the World Bank to gather data using open source software that will feed into the overall monitoring system.

78. In addition to regular M&E activities, the project will hire an independent third-party monitoring agency (TPMA) through MAFS within 180 days of project effectiveness to assess quarterly performance and field monitoring of the project implementation. The TPMA will be expected to: (i) track performance through the collection of appropriate and credible data and other evidence; (ii) analyze evidence to inform decision making; (iii) recommend improvements in effectiveness and efficiency as necessary; and (iv) report on performance and lessons to facilitate learning and support accountability, including learning from beneficiaries' experience. Data collection, analysis and reporting will be carried out in a sex-disaggregated way. The terms of reference (ToRs) for the TPMA will be developed and agreed upon with the World Bank. The TPMA reports will be shared simultaneously with the World Bank and MAFS to enable concurrent supervision and timely assessment of project implementation.

### C. Sustainability

79. The project design considers the sustainability of the immediate locust surveillance and control measures as well as the more medium-term activities entailed in building national preparedness to respond to DL outbreaks in the future. The project will achieve immediate national and broader regional impact by controlling locust swarms that develop in one country and spill over to others within the region. To ensure a robust and holistic response to the ongoing locust invasion, the project will not only provide technical equipment, access to the needed inputs, and human resources but will undertake a range of measures to ensure adherence to appropriate health practices as well as environmental and social sustainability.

80. Further, the project has a strong climate resilience dimension, including efforts to ensure the adoption of locust response measures and agro-technical practices on beneficiary farms that improve climate resilience. To enhance the sustainability of the immediate locust response measures, the project provides support to restore the livelihoods of farmers affected by the locust invasion and to build capacity for South Sudan to respond in an adequate, timely manner to future locust outbreaks.

81. The organizational structures set up at the national, state, and county levels to battle DL are based on the structure created to address FAW. ELRP will contribute to making those structures permanent by building their capacity to respond to DL, FAW, and other transboundary pests. They will be adequately equipped with the technical equipment, pesticides, pesticide storage facilities, and analytical tools required for locust monitoring and surveillance and sustain the operations of the center network into the future. An appropriate project exit strategy for the center network will be designed and agreed during the second year of project implementation, by the time of the MTR.

## V. PROJECT APPRAISAL SUMMARY

### A. Technical, Economic and Financial Analysis

82. **Greenhouse Gas Accounting.** The World Bank uses the Ex-Ante Carbon-Balance Tool (EX-ACT) to estimate the impact of agricultural investment lending on greenhouse gas (GHG) emissions and carbon sequestration. EX-ACT is a land-based appraisal system for assessing a project's net carbon balance, the net balance of tons of CO<sub>2</sub> equivalent (tCO<sub>2</sub>eq) of GHGs that were emitted or carbon sequestered as a result of project interventions, compared to a "without project" scenario.

83. The estimated areas to be brought under climate smart agriculture intervention is 10,640 hectares (40



percent of the total targeted 26,600 hectares of annual crop land). In addition, 5,000 hectares of set aside land will be transformed to perennial crop land and a total of 2,750 m<sup>2</sup> of nurseries will be constructed (750 m<sup>2</sup> for a mother nursery and 2,000 m<sup>2</sup> for four community nurseries). The net carbon balance over a period of 10 years is estimated to be -117,083 tCO<sub>2</sub>e (approximately -11,708 tCO<sub>2</sub>e per year). At a conservative carbon price (US\$40/t), the value of the reduced GHG emissions under the South Sudan ELRP is about US\$4.68 million.

84. **Climate smart agriculture.** Particularly under component 2, the project will invest in several climate smart practices to restore the natural resource after the damage from locusts and floods. This includes, inter alia, planting boundary trees, and multipurpose trees, fodder trees, and fruits trees. The project will also invest in restoring fodder grasses on pastures and improving livestock health through targeted vaccination. It will also promote IPM with farming households to support environmentally sound solutions to DL and other invasive pests. Finally, the research agenda will include identifying environmentally safe botanical solutions.

85. **Gender inclusion and empowerment.** Beyond steps to address the risk of GBV/SEA, the project will work to include women in the key aspects of implementation. Particularly under component 2, both the safety net implementation and the livelihood rehabilitation and natural resources management activities will ensure adequate coverage of women, by prioritizing, inter alia, female headed household, households with malnourished children, single mothers, and widows. At risk youth will also be targeted, especially for activities around nursery establishment.

86. **Citizen Engagement.** The project will engage with a wide variety of stakeholders throughout implementation. Under component 1, RRTs at the County and *payam* level will engage with communities on how to identify locusts and how to control them. If chemical control is required, MAFS and FAO will engage local authorities for clearance to do the treatment, and then RRTs and radio announcements will be used to notify communities of the safety precautions required. Sub-component 2 will include intensive participatory processes that include affected communities and local authorities in helping identify beneficiaries and ensuring participation in LIPW and training courses. Details of implementation processes and GRM are provided in annex 1. There are a few citizen engagement indicators that will be tracked through beneficiary satisfaction surveys related to engagement about locusts (raising awareness of swarms, control operations, and how to manage risks) and delivery of training for planting, fishing, nursery establishment. The project will build on the existing GRM that UNOPS has for its targeting and cash distribution activities and that FAO has for its asset distribution and training activities. The project will add a link so that grievances are fed into MAFS for final monitoring and reporting. Both GRMs start at community level with committees formed from the communities themselves to hear and respond to any complaints as they emerge during an event. Grievances will be collected and reported to MAFS through the GRM for reporting. Any grievances that cannot be handled at the community level, will be escalated through local authorities, and up to MAFS and its UN partners as necessary. As per the World Bank's Environmental and Social Framework, the GRM will be outlined in the appropriate instruments and made part of the PIM.

### **Economic rationale for control and livelihood support interventions**

87. The DL upsurge is lasting for more than a single growing season, as it did in the Sahel in 2003-2005, and if unchecked, it will cause large-scale economic losses to crop, milk, and meat production and to livestock exports. The exact locations for the impact of locust infestations are difficult to assess *ex ante* because swarms are carried by wind, breeding is affected by variable climatic and environmental factors, and escalation of threats happen very quickly. Based on FAO assessments and information from the field, the negative economic shocks and impact on food security is significant. Beyond the losses to crops and pasture, severe locust infestations have ripple effects on the lives of the already vulnerable in the form of asset loss, poorer health, and declining human capital through impacts on nutrition, loss of schooling, and out-migration.





88. In this analysis, the potential direct impact on already food insecure households and the damages and losses on agriculture from an uncontrolled infestation in East Africa and Yemen are estimated, based on the most recent fields reports and impact assessments (limited to some countries only) from FAO, the FEWS-NET, and governments. Several benefit-cost ratios are also estimated, using currently available information about unit and overall benefits and costs of planned interventions. It is important to note that the numbers presented do not include indirect income losses from rural non-farm activities, including trade and consumption related ones. There is reason to believe that these will be substantial for areas in GHoA affected by direct farming income compression, potentially of the same order of magnitude as the direct losses estimated here.

89. Finally, the last major DL crisis in Africa, in the Sahel region in 2003-2005, caused an estimated US\$2.5 billion worth of losses to harvests. According to a multilateral evaluation of the 2003–2005 DL campaign in the Sahel by FAO in 2006, losses for staple crops ranged from 80 to 100 percent in affected zones of Burkina Faso.

## **B. Fiduciary**

### **(i) Financial Management**

90. ERLP is an emergency operation prepared and processed under the World Bank Policy for Investment Project Financing, paragraph 12: Projects in Situations of Urgent Need of Assistance or Capacity Constraints as mentioned earlier. Therefore, the project uses flexible FM arrangements, including streamlined procedures to expedite decision-making and approval of FM exceptions for implementation. For operations indirectly engaging UN agencies, the FM arrangements, including the Single Audit Principle, are detailed in the Standard Form Agreements between the individual UN agencies and respective Borrower Governments.

91. The overall fiduciary responsibility for the implementation of the project will be with MAFS through a PCU that will be established in MAFS office jointly with RALP, which will include staff responsible for providing effective FM oversight. An FM assessment of MAFS conducted by the World Bank team in March 2021 revealed significant capacity gaps and internal control weaknesses which could materially affect the implementation of the proposed project. This includes inadequate accounting system, lack of internal audit function, lack of clear approval and authorization arrangements and inadequate segregation of functions and internal check mechanisms in payment processing. MAFS will therefore ensure adequate accounting capacity at the PCU headed by a consultant Senior FM Specialist supported by a FM Specialist and an accountant deployed from the ministry. FAO and UNOPS will join the project through direct contracting. FAO and UNOPS South Sudan Country Offices will maintain adequate accounting capacity that will support the implementation of the project.

92. The main fiduciary risks in this project relate to activities under components 1 and 2 which are decentralized in nature. Due to the inadequate capacity of the implementing ministry, there is a risk that surveillance activities under component 1 and cash transfers and community-level activities under component 2, may not benefit the intended beneficiaries. This is because of restricted access to project sites due to insecurity and COVID-19, difficulty in coordinating, supervising, and monitoring multiple activities in diverse locations and the potential for diversion of cash transfers to unintended beneficiaries.

93. Other risks relate to the rapidly deteriorating macroeconomic situation in South Sudan coupled with the significant depreciation of the local currency relative to the United States Dollars, which could further present a risk of misapplication of project resources. These risks are effectively mitigated by the involvement of UN agencies in the implementation of the project. The UN agencies have adequate technical and fiduciary capacity to implement similar types of emergency operations. Further, the UN agencies have adequate footprint in the country including at the project sites.

94. The two UN agencies will each sign contracts/agreements with MAFS as a basis for their engagement.



During implementation, the agencies will submit quarterly financial reports, which will be validated by the PCU in line with the signed agreements, before sharing with the World Bank. The financial reports will be generated from the FM systems of the respective UN agencies to guarantee accuracy and fiduciary assurance. Disbursement of funds to the UN agencies will be made through direct payment from the World Bank to mitigate the risks associated with holding funds in the designated account (DA). External audit of the project components implemented by the UN agencies will be conducted in line with the Single Audit Principle between UN agencies and the World Bank.

95. **Technology-enabled monitoring.** To strengthen fiduciary oversight and address the inherent risks of a highly decentralized project, MAFS will engage a TPMA to verify the physical implementation of activities and the compliance with the internal controls and financial management arrangements based on ToR agreed with the World Bank. TPMA reports will be submitted simultaneously to MAFS and to the World Bank within 45 days after the end of six months. All exception reports involving fiduciary noncompliance, errors, irregularities, and suspected fraud will be shared with the World Bank. The COVID-19 pandemic is restricting travel, so the project will explore use of technology, such as GEMS, to ensure remote supervision of project activities in diverse field locations.

96. Funds disbursed into the DA for the implementation of component 4 will be ring-fenced from ministry-wide fiduciary risks by ensuring segregated project accounts (DA), cashbooks and financial statements, operated, maintained, and prepared by MAFS-based PCU. The PCU will maintain an up-to-date contract register as well as an asset register. Similarly, the FM team will prepare monthly bank reconciliation statements to ascertain the accuracy of the cash balances in the DA. Fiduciary oversight will be affected by internal auditors deployed from the Internal Audit Directorate and the National Audit Chamber. The in-year internal audit reviews will be conducted at least once a year and the audit reports will be shared with MAFS, MoFP and the World Bank for review and comments. Each of the UN agencies will also conduct annual project-specific internal audits and submit reports to MAFS and the World Bank by June 30 each year. Detailed FM arrangements will be contained in the FM manual. The residual FM risk rating for the project is therefore deemed Substantial.

#### **Funds flow and Disbursement arrangements**

97. Disbursement of the Grant will use advances, reimbursement, direct payments, and payments under Special Commitments including full documentation or against statements of expenditure, as appropriate. For activities to be managed under contract with FAO (including activities in component 1, sub-component 2.1, and sub-component 3.1) and with UNOPS (sub-component 2.1) a lump sum amount will be disbursed through UN blanket commitments to the individual UN Agency following submission of a duly executed contract between the UN agency and MAFS and a Payment Request from that agency. FAO and UNOPS will then provide quarterly financial reports to the PCU within 45 days after the end of the quarter, which will be used to account for expenditures in the World Bank records.

98. For component 4, the proceeds of the grant will be disbursed into the DA following the transaction-based Statement of Expenditure (SoE) method. The PCU will submit Withdrawal Applications accompanied by statements of expenditure incurred, to the World Bank for replenishment of the DA. The project will also maintain a local currency sub-project account for making payments denominated in local currency. Funds will only be transferred from the main DA to the local currency sub-account to meet immediate payment obligations. No significant cash balances will be maintained in local currency to reduce the foreign exchange exposure risk. MAFS will be responsible for initiating, incurring and authorizing expenditures under the project in accordance with the specified procedures and initiating the payment process with all the required supporting documentation. Detailed disbursements arrangements are documented in the Disbursement and Financial Information Letter.



99. **Reporting requirements.** The project will prepare and submit quarterly interim financial reports (IFRs) to the World Bank within 45 days after the end of the quarter. These reports will be generated from the MAFS PCU and will reflect project expenditures by components and activities in addition to a comparative statement of budgeted and actual expenditures. In addition, FAO and UNOPS will each submit quarterly IFRs to the World Bank through the PCU within 45 days after the end of the quarter. Any issues arising from World Bank review of the financial reports will be discussed with the project as part of ongoing project implementation support.

## (ii) Procurement

100. Procurement in South Sudan is governed by the Public Procurement and Asset Disposal Act 2018, which was supposed to replace the Interim Public Procurement Regulations adopted in 2006; however, the Procurement Act remains nonoperational. Public procurement does not have a regulatory authority as provided by the law, and procurement regulations and standard procurement documents (including manuals) have not been finalized. The government, however, has made efforts to expedite the procurement reforms, for example, establishing the procurement authority and preparing regulations to operationalize the law. It is envisaged that the Procurement Act 2018 will be fully operational by the end of 2021. Recently, the MoFP established a Public Financial Management (PFM) Oversight and Technical Committee with membership comprising both the government and development partners to support the economic reforms envisaged in the 2018 peace agreement. Establishing a functional procurement system is a priority on the government's reform agenda.

101. All project procurement will be carried out in accordance with the 'World Bank Procurement Regulations for Borrowers under Investment Project Financing', dated July 1, 2016, revised in November 2017 and August 2018, hereafter, referred to as 'Procurement Regulations'. The project will be subject to the World Bank's Anticorruption Guidelines, dated July 1, 2016. As per the requirements of the Procurement Regulations, MAFS will prepare a Project Procurement Strategy for Development (PPSD) that sets out the selection methods to be followed by the Borrower during project implementation to procure goods, works, non-consulting, and consulting services financed by the World Bank. These will be specified in the procurement plan for the first 18 months.

102. The proposed ELRP is being prepared and processed under the procedures provided for under the World Bank Policy on Investment Project Financing (hereafter the IPF Policy) Section III paragraph 12: Projects in Situations of Urgent Need of Assistance or Capacity Constraints. If requested by the Borrower, the World Bank will further provide procurement hands-on expanded implementation support (HEIS). In this regard, the Borrower has initiated the preparation of PPCSD, and the finalization will be deferred to implementation.

103. Procurement under the project will be carried out at the central level by the PCU established within MAFS by a dedicated Procurement Specialist and Financial Management Specialist hired under the project. While the PCU will have the overall responsibility for project coordination, oversight, and management, it will hire FAO and UNOPS through output agreements as the technical leads to execute the project activities. FAO will be responsible for component 1, technical implementation of sub-component 2.2, and component 3. The UNOPS will implement sub-component 2.1 and will manage the payment for LIPW under sub-component 2.2. The project will adopt the procurement management arrangements established under the previous World Bank financed project, Emergency Food and Nutrition Security Project (EFSNP P163559), under which MAFS was the implementing agency, maintained a small project implementation unit, and contracted UN agencies to implement on the ground. In addition, MAFS will designate 2 to 3 procurement staff to the project for capacity building. The project will also hire a senior procurement specialist to provide trainings to the MAFS Staff on the new Country Public Procurement and Asset Disposal Act 2018 and the procurement regulations. The senior procurement specialist will also support MAFS to establish and train the Procurement Committee as required



under the Procurement Law.

104. **Advance Contracting.** To ensure timely finalization of the Output Agreement and any other contracts, MAFS will initiate an advance procurement of FAO before effectiveness of the project. All advanced procurement activities shall be consistent with Section V (Paragraphs 5.1 and 5.2) of the Procurement Regulations for Borrowers under IPF dated July 1, 2016 (revised November 2017 and August 2018). The advance contracting will enable the Borrower to contract FAO, UNOPS, and the FM and procurement specialists for the PCU in a timely manner.

105. A procurement capacity assessment of MAFS was conducted in March 2021 as part of project preparation and it was noted that the project management will make use of the previous procurement management arrangements as described above. While MAFS in the past has had some experience in implementing the World Bank funded projects (EFNSP and Emergency Food Crises Response Project (EFCRP, P113586)), procurement oversight, in general, remains weak due to the country context and incomplete legal and regulatory public procurement system. The project will hire experienced consultants in procurement and other technical areas to support MAFS in project implementation. FAO and UNOPS within their contracts (output agreements with the World Bank) will follow their own procedures in execution of the contract activities. The World Bank assessed FAO's and UNOPS' procurement systems and generally found them to be consistent with the core procurement principles and governance requirements. The FAO Country Office Internal Audit Report 2018/2019; however, was found to be unsatisfactory with the report highlighting procurement as one of the challenges. Since then, the World Bank and FAO have been closely monitoring the implementation of the recommendations of the audit report and noted that most of the recommended actions have been addressed by FAO. For implementation of the ELRP, project procurement will be according to the following procurement arrangements:

- (a) Carryout the project procurement activities in accordance with the World Bank Procurement Regulations.
- (b) Initiate the procurement process only after obtaining a No Objection Letter (NOL) from the World Bank to the Procurement Plan (PP). Enter the PP through the World Bank's portal - Systematic Tracking of Exchanges in Procurement (STEP) and update the PP at least biannually. Update the PPSD, at least annually or whenever substantial changes are required to be made to the PP. Submit the updated PPSD to the World Bank for concurrence before changing the PP in STEP.
- (c) Use the World Bank's Standard Procurement Documents for goods, non-consultancy service and works and World Bank's Standard Request For Proposals (RFP) for consultancy services.
- (d) Publish the contract award details in the Implementing Agency (IA)'s official website.
- (e) Adhere to the prior/post review thresholds prescribed in the PP for the first 18 months and subsequent revisions according to the World Bank's instructions.
- (f) Extend the necessary cooperation for conducting the World Bank's post-procurement review or any other reviews desired by the World Bank including any complaints cases. The IA regularly uploads all relevant procurement documents to the STEP portal.
- (g) Maintain separate complaint registers and procedures for redressing grievances and complaints, if any.

106. Procurement risk for the project is High. The World Bank's experience and assessment of key issues and risks concerning project procurement processes in South Sudan has shown several challenges that include: (a) the narrow window of opportunity (only about six months) in the dry season during which most of the country is accessible; (b) significant delays in procurement processing, with a significant part of the time spent on



preparation of tender specifications, ToRs, and evaluation; (c) a nascent market and high costs for goods and services that has been affected by the recent economic crisis and COVID-19 trade restrictions; and (d) weak capacity of procurement staff in procurement planning, procurement process administration (including contract awards), contract management and oversight, and procurement record keeping. These experiences have been carefully factored into the design of procurement arrangements.

### C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

### D. Environmental and Social Standards

107. **Environment and social risk classification.** As both the environment and social risk ratings for the MPA program are high, the Environmental and Social Risk Classification (ESRC) for the MPA Program is also High, and this will continue under this phase. Since the program is processed under paragraph 12 procedures, the Environmental and Social Review Summary (ESRS), Stakeholder Engagement Plan (SEP), and the Environmental and Social Commitment Plan (ESCP) have been prepared and publicly disclosed as required. The other instruments that must be prepared for the project will be finalized and disclosed during implementation. The ESCP specifies the instruments and the requirements for their development.<sup>30</sup>

108. **Implementing Agency Responsibilities for Environmental and Social Management.** MAFS is responsible for the application of and compliance with the ESF and respective applicable Environmental and Social Standards (ESS) as stated in the ESCP. The ESS relevant to the project are:

- ESS1: Assessment and Management of Environmental and Social Risks and Impacts
- ESS2: Labor and Working Conditions
- ESS3: Resource Efficiency and Pollution Prevention and Management
- ESS4: Community Health and Safety
- ESS5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement
- ESS6: Biodiversity Conservation and Sustainable Management of Living Natural Resources
- ESS7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities
- ESS8: Cultural Heritage
- ESS10: Stakeholder Engagement and Information Disclosure

109. **Environmental risks and impacts.** The ELRP will use the World Bank's ESF, which provides a holistic tool for identifying and managing environmental and social risks and opportunities in the design and assessment of the project. On **component 1**, the main potential environmental risks and impacts associated with these activities related to the DL control operations include: (a) transport, handling, storage of the pesticides, dosage (that is, proper calibration of the spraying equipment to get the right dose of active ingredient per hectare) during

<sup>30</sup> Given internet access issues, after negotiations, MAFS has worked with FAO to disclose the ESCP (<http://www.fao.org/3/cb4680en/cb4680en.pdf>) and the SEP (<http://www.fao.org/3/cb4678en/cb4678en.pdf>) on the local FAO website. Notices have also been published in local papers. They were posted on the web by May 7, 2021, and the newspaper postings ran for seven days. The SEP was disclosed by the Bank on April 16, 2021 and the negotiated ESCP was disclosed by the Bank on May 4, 2021.





treatment and disposal of used pesticide containers; (b) risk of polluting ecologically sensitive habitats such as wetlands, national parks and water bodies; (c) risks that pasture, local water sources and cropping areas may be contaminated; (d) potential contamination and poisoning of the pesticides control teams; (e) risk of diversion of pesticides for other uses; (f) inappropriate use of pesticides; and (g) potential high risk of accumulation of obsolete stocks. On **component 2**, the potential environmental risks and impacts associated with these activities include: (a) potential soil erosion and pollution; (b) dust emissions; (c) generation of solid waste; (d) occupational health and safety risks related to minor construction works for the proposed construction of storage facilities; (e) potential degradation of the rangelands; and (f) potential contamination and poisoning by farmers handling farming pesticides.

110. **Environmental risks.** The overall environmental risks are **High** even though the application of the pesticides will be limited and most likely confined to a few locations in Eastern Equatoria. The application of these pesticides poses a risk of potentially negative impacts on local populations dependent on natural resources for their livelihoods such as pasture and crop fields. Given the large areas to be covered, the quantity of pesticides to be used is large and there is risk of accumulation of obsolete stocks. The use and application of pesticides through ground and aerial spraying could impact sensitive ecological areas such as water bodies, wetlands, national parks and reserves, forests, soils, pasture grasslands, standing crops, and so on. This potential impact will be mitigated by identifying and mapping out sensitive ecological and agronomical areas, establishing and respecting SOPs and a judicious choice of pesticides (that is, Biopesticides could be used in/near potentially sensitive areas). Also, use and application of the pesticides will pose adverse effects on the health of the workers on field control teams and on local communities where both ground and aerial spraying operations may take place. This risk will be mitigated by testing and monitoring the acetylcholinesterase blood level of personnel involved in the locust control campaigns for acetylcholinesterase before, during and after the campaign. The testing will help to monitor exposure to chemical pesticides and put in place a rotation of applicators to avoid/limit overexposure and potential health impacts.

111. **Pest management approach.** The program will adopt an Integrated Pest Management Plan (IPMP) approach. South Sudan has a stock of synthetic chemical pesticides and will purchase *metarhizium acridum* biopesticide if needed for DL control activities. The pesticides are in ultra-low volume (ULV) formulations. The synthetic chemicals owned by South Sudan are Malathion and Chlorpyrifos, which are both organophosphates, and can be used for both aerial and ground spraying for locust control activities as they are fast-acting, effective, non-persistent, moderately hazardous. FAO will provide guidance on the method of treatment dependent on the phase of the locust populations. These organophosphates are World Health Organization (WHO) Class II and they have been approved for use by the Bank. The biopesticide is the preferred treatment for hoppers and for spraying near or around ecologically sensitive areas and cropping areas; synthetic chemicals work better for adult swarms. South Sudan, through component 3 will investigate additional botanical control methods—such as neem—to limit the use of synthetic pesticides as much as possible.

112. The DL control activities will integrate environmental monitoring during and after a campaign. These activities will include: (i) training of monitoring teams; (ii) pre and post medical examinations of the control teams; (iii) procurement of monitoring equipment; (iv) ecological monitoring; (v) occupational health monitoring; (vi) residue sampling; and (vii) evaluating the health and environmental impacts post the campaign.

113. **Social risks and impacts.** The principal social risks associated with the project fall broadly into two main categories (i) risks to the community and workers from the locust control measures under component 1 and (ii) the social risks associated with the livelihood rehabilitation and enhancement measures under component 2. Primary risks under component 1 include risks to community and workers' health through proximity to locust control measures and potential livelihood impacts through control measures impacting livestock and crops. In addition,



labor influx associated with these control measures may impact upon the community through SEA of vulnerable communities or spreading disease (including COVID-19) to otherwise isolated rural communities with limited access to health services. The primary social risks under component 2 include the risks of exclusion of vulnerable people and groups most in need of assistance, risk of exacerbating social tension through pastoralist migrations to avoid the impacts of DL on forage, presence of internally displaced peoples (IDPs) or refugees and/or labor risks associated with cash for works projects.

114. **Consequently, the social risk mitigation measures will focus on:** (i) communication, stakeholder engagement, and grievance redress with affected communities; (ii) ensuring effective engagement with Sub-Saharan African historically underserved traditional local communities where they are present; (iii) mitigating social tensions through community involvement and engagement; (iv) addressing gender dimensions of the operation including GBV; and (v) labor aspects including worker safety.

115. **Social risk rating.** The overall social risk rating for this MPA is **High** due to concerns for the health and safety of community members from labor influx to support spraying activities, GBV risk through activities in component 1 and 2, and security management issues while working in areas of the country that are still subject to localized conflict.

116. **Environmental and social risks associated with component 1** will be managed by the preparation of an Environmental and Social Management Framework (ESMF), which will include detailed annexes of IPMPs (including waste management measures), GBV Action Plan and Labor Management Procedures (LMPs) as appropriate for the country circumstances. Environmental monitoring of the DL control activities with environmental impacts, occupational health and safety and pesticides residue will be an important part of the ESMF. Where groups that meet the requirements of Environmental and Social Standard (ESS) ESS7 are present, culturally appropriate community engagement mechanisms have been included in the Stakeholders' Engagement Plan (SEP) to ensure meaningful engagement on locust control measures.

117. **Environmental and social risks associated with component 2** covering livelihood protection and rehabilitation activities, will be managed by the ESMF to be prepared. An LMP will also be prepared as required. LMPs will outline WHO provisions for protecting workers from COVID-19 as part of Environmental, Health and Safety (EHS) provision and prohibitions on child and forced labor as per ESS2 and International Labor Organization conventions and LMP will contain measures for GBV/SEA issues. Where groups that meet the requirement of ESS7 are present Indigenous People Plans or frameworks will be prepared for this component. The instruments will be prepared and disclosed before disbursement of funds for this component.

118. **Environmental and social risks associated with component 3** on early warning and response planning will ensure that the requirements of the ESF are considered in the preparation of any plans and documents.

119. **Risks and impacts management measures.** The following measures will be taken into consideration to minimize these potential negative risks and impacts on communities, ecologically and agronomically sensitive areas and for pesticide control teams: (i) the implementing agency will adopt and comply with FAO technical guidelines on safety and environmental precautions for the use of pesticides, use of WBG EHS Guidelines and applicable national laws and regulations; (ii) strict compliance regarding use of the current FAO list of recommended pesticides products with minimal environmental impacts on the control teams, communities and environment; (iii) carry out inventory of ecologically and agronomically sensitive areas; (iv) provide appropriate and adequate PPEs and training and inductions for the operators, medical teams, transporters, store keepers and field control teams; (v) conduct regular analysis and monitoring of levels of cholinesterase for the operators and field control teams involved in pesticide applications; (vi) carry out awareness-raising and provide relevant, timely information to local communities on pesticide treatment schedules and potential negative impacts; (vii) prepare and operationalize





emergency preparedness and response procedures; (viii) carry out regular in-depth environmental monitoring of selected organisms, soil and water for pesticides residues during and after the treatment activities, with the support and involvement of multi-disciplinary lead agencies on wildlife, water, environment, health and safety, and so on; and (ix) proper management and disposal of obsolete pesticides.

120. **EHS and social risk management assessments.** The design of locust control activities adheres to the well-established EHS risk management processes developed by FAO. MAFS, working with FAO and in consultation with the World Bank team, will develop a capacity building plan for the PCU for the management of environmental and social risks associated with this program and recommend capacity strengthening measures as necessary. The capacity of the environmental, health and medical staff should be strengthened on monitoring and trainings focused on compliance with guidelines and quality standards, EHS procedures and regulations or supplemented with external resources to assist with implementing and monitoring the project. In addition, the capacity of implementing partners to undertake meaningful communications and sensitization with communities and manage the social risks of project activities will be assessed as part of the ESMF preparation process.

121. **Stakeholder consultation and engagement activities will ensure timely and meaningful consultations.** Robust community engagement will be conducted before commencement of project activities as well as sensitization on the availability of a project GRM to support the systematic uptake, processing and resolution of project related complaints and grievances. Specifically, for spraying activities, a rapid information dissemination campaign will be designed and disseminated to fit the local context and requirements, including through local radio in appropriate languages. Communities will be sensitized on the techniques and timing of spraying, the chemicals used, its impacts on human health, crops and livestock, and risk mitigation instructions appropriate to the specific spraying. All community engagements, including consultations, will be developed to minimize the risk of introducing disease, particularly COVID-19 into remote communities.

122. **Community consultations include targeted consultations with key community representatives** (for instance, elders and traditional leaders in the case of Indigenous Peoples (IP)/Sub-Saharan African Historically Underserved Traditional Local Communities (SSAHUTLC)) to: (a) receive feedback to adapt the actions to local needs, with special attention to vulnerable groups such as the elderly and people with disabilities, who will be supported in sheltering from the impacts of the spraying; and (b) target and implement appropriate livelihood interventions. The project has prepared and disclosed a SEP (see paragraph 107) that includes culturally appropriate communication approaches for SSAHUTLCs or IP for component 1 and 2 activities. The SEP will be updated after effectiveness to ensure all stakeholder groups are reflected.

123. In the initial phase of operations, project activities will be implemented in rural and remote areas, where SSAHUTLC are present and in areas prone to social tensions and communal and political conflict, inhabited by many marginalized communities, including IDPs and refugees. ESMFs will need to be developed with sensitivity to local conflict dynamics and be implemented in a way to avoid escalating local tensions. Furthermore, there is a risk that local community dynamics may result in attempts to capture the benefits of the livelihood rehabilitation activities of component 2 activities for a particular group. These challenges shall be included in the design of beneficiary targeting measure and management plans for component 2 activities as appropriate.

124. **The locust invasion in affected countries may further expose women/girls to insecurity.** The low status of women in many communities, preexisting high prevalence of GBV, and high levels of poverty, are all likely to be exacerbated by the locust infestations resulting in heightened vulnerability to GBV for the community. With the possible deployment of external personnel including, agricultural extension workers and contracted workers, to conduct ground spraying in these areas, communities may be exposed to increased risks of SEA/H by project workers. Moreover, gender-based violence could also result from intrahousehold conflict over the receipt of cash and/or sexual exploitation of community members who are extorted for sexual favors in exchange for registration



or release of funds. A GBV/SEA action plan is being drafted and will be disclosed and disseminated prior to project activities in components 1 and 2 commencing. The requirements on GBV/SEA will also be reflected in any service delivery contracts financed by the project. Details are provided in the ESCP (see footnote on paragraph 107).

125. Daily oversight and management of the project will be delegated to the PCU constituted within MAFS and to the PIUs in the project areas as articulated in the implementation arrangements section including ES staffing. Environmental and social risk shall be managed in line with the World Bank ESF, applicable World Bank ESSs and the project ESMF. Furthermore, the ESF instruments operationalization steps will be included in the PIM, which will refer to the ESF instruments, and the additional plans that will be prepared during implementation. Tender documents and contracts will require contractors to comply with the agreed LMP, national regulations, labor and working conditions, occupational health and safety plans and procedures. Contractors will also be requested to prepare Construction-Occupational Health and Safety Plans based on the measures described in the LMP, ESMF, environmental and social impact assessment /ESMP and the requirements of ESS2. The project and its contractors and subcontractors will ensure application of the World Bank EHS guidelines and health and safety good international industry practices—such as occupational safety and health administration to avoid, minimize or reduce adverse impacts on human health and the environment.

126. MAFS will directly contract FAO to support this project implementation, in compliance to ESF requirements, and prepared Environment and Social instruments for this project, environment and social risk management responsibilities shall cascade down to FAO to ensure compliance to ESF requirements. This will be clearly articulated in the contract to be signed between MAFS and FAO. MAFS shall ensure FAO compliance to the ESCP and all prepared ESF instruments and regularly report to MAFS on implementation of environment and social mitigation measures. MAFS shall in return be responsible for overall ESF compliance and reporting to the World Bank.

## VI. GRIEVANCE REDRESS SERVICES

127. **A culturally appropriate project GRM will be implemented to resolve complaints in a timely, effective, and efficient manner. The GRM will comprise existing systems developed by UNOPS and FAO with new elements as required for GBV/SEA issues, PCU management, and procurement. These issue- or activity-specific GRMs will feed into a single GRM that will bring together all complaints and remedies and will be managed at the PCU.** MAFS in collaboration with FAO and UNOPS will conduct awareness raising for the affected communities about the presence of the GRM and inform them of their right to file any concerns, complaints and issues they have related to the project, and the processing of complaints will be tracked as part of project implementation tracking. In addition to the GRM, a separate GBV Action Plan will include reporting and referral guidelines for project staff, and a grievance mechanism will be provided to all direct and contracted workers to raise workplace concerns. Workers will be informed of this grievance mechanism at the time of recruitment and the measures put in place to protect them against any reprisal for its use. For control activities, FAO will have full SOPs for community outreach and notification and follow-up assessment of spraying impact.

128. **UNOPS has an established GRM under the SSSNP that it will apply to the implementation of sub-component 2.1 given the challenges around targeting and distribution of cash within communities.** The GRM is a community-based structure that addresses grievances and mitigates against social risks, escalated tensions, disputes, and in extreme cases violence, because of project activities. It comprises structures at every level of project coordination and governance. As such, it includes structures at the lowest level (that is, group leaders of beneficiaries and Appeal Committee) up to the highest level (that is, the implementing agency). Beneficiaries select Appeal Committee members who are well respected in the community and who do not benefit from the SSSNP. Beneficiaries, members of the community and local-level GRM structures are trained on the purpose, functioning, and procedures of the GRM, as well as on broader project aspects. Most of the complaints received include (a) exclusion from project benefits, and (b) delays in payments. The GRM also includes GBV focal points to sensitize



beneficiaries, communities, Appeal Committee members, chiefs, and local leaders on GBV and gender issues. Further, the SSSNP is developing a GBV Action Plan and GBV referral mapping to not only mitigate GBV risks due to project activities, but to also ensure that survivors are provided with appropriate and confidential services, as appropriate.

129. Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level grievance redress mechanisms or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address project-related concerns. Project affected communities and individuals may submit their complaint to the World Bank's independent Inspection Panel which determines whether harm occurred, or could occur, because of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and WB Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit: <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).

## VII. KEY RISKS

130. **The overall risk for ELRP is rated High.** This is due to the general fragile political, economic, and institutional environment, on-going low-scale intercommunal violence, multiple shocks and natural disasters impacting the country, and weak government capacity to adequately respond to risks, shocks, and emerging dynamics. The substantial and high risks along with mitigation measures are outlined below.

131. **Political and governance risks are rated High.** Even though the warring parties are demobilizing, there are new armed groups emerging, and cattle raiding is driving a spike in localized violence. Inadequate governance capacity, particularly in terms of fiduciary capacity, is particularly challenging for neutral, accountable, transparent, and effective service delivery. After a delay of almost one year, the Transitional Government of National Unity was formed on February 22, 2020; however, the reforms promised in the September 2018 peace agreement are taking longer to materialize than initially hoped. The risk to the long-term viability of the peace process remains, and prospects of large-scale violence also remains a high possibility. To mitigate the impact of these risks, the project will have a Security Management Plan, which will be implemented through FAO and UNOPS that have broad networks on the ground. During implementation, MAFS, FAO, and UNOPS will work collaboratively with local authorities to address local conflicts (usually over resources) to keep implementers and communities safe. Despite working through FAO and UNOPS, the risk remains high.

132. **Macroeconomic risk is rated High.** The dire macroeconomic situation in the country presents a risk to project implementation through three channels: (a) increased prices and low incomes will reduce the purchasing power of the poorest and the most vulnerable, likely pushing more people into hunger in the locust affected areas than the project will be able to serve; (b) the recent currency devaluation that began in July 2020 and intensified through the fall, and the variance between the parallel and official exchange rates will risk loss in transfer value of the emergency direct income support and affect the value of assets for livelihood rehabilitation and construction materials and other equipment to be provided under the project, which are imported; and (c) the combination of increased hunger and lost livelihoods in the current conditions of the country, could increase outbreaks of violence as people compete for resources and food. The project will mitigate these risks through a variety of measures. It will coordinate closely with the government, other donors, and the UN to leverage food and income support for families in IPC3 or higher. Second, to mitigate currency risk, cash transfers and contracts will be denominated in US dollars, as much as possible. Despite these actions, the risk will remain high, but will be revisited as the GRSS' work with the International Monetary Fund (IMF) and with the World Bank Public Financial Management program



progresses.

133. **Sector strategies and policy risks overall are rated Moderate.** South Sudan's incomplete and fragmented policy and regulatory frameworks for both safety net and for plant protection, could impact long-term sustainability of investments. However, they should not impede the implementation of this emergency project. The safety net activities under component 2 are already operating under the SSSNP as agreed with the government. Moreover, efforts are on-going to ensure a more strategic and coordinated approach among the partners through the various coordination platforms. Further, the swarm control and national preparedness activities under components 1 and 3 align with the ongoing MAFS/FAO control program. Through component 3, the project will contribute to improved policy and regulatory reforms, for example, pesticide management and plant protection services that can then be adopted by the government. It will also engage closely with partners through these forums to ensure coordination and collaboration.

134. **Institutional capacity for implementation is rated High.** This project is among the first to return to implementation through the government, and there are several locational and systemic risks. In terms of implementation locations, the areas affected by locusts are found in Central Equatoria, Eastern Equatoria, Jonglei, Upper Nile, Lakes and Unity states, and they are also among the most insecure areas of the country. Access to these areas can be difficult due to increased localized conflict. The safety of project staff, contractors, and community members and various project committee members is also a concern, particularly in terms of violent attacks in highly insecure areas. Further, the capacity of local-level structures and community members in some of the targeted project areas may be quite low or non-existent if the SSSNP or its predecessor project have not operated in the area before. These risks will be mitigated by working closely with relevant partners and local authorities to engage early and diffuse conflict among local factions. As a last resort, if the project needs to withdraw from an area due to insecurity, there are enough areas spread across four states and a broader national preparedness agenda that the project can focus on until the security situation improves. Where possible, the project will make use of technology, like drones, to surveil for locusts even where staff cannot venture.

135. Systemic risk emerges from budgetary lapses that lead to significant salary arrears for civil servants who would work on the project. The project cannot cover salaries, but can cover incremental costs, for example, daily subsistence allowance, travel, accommodation, incurred by government staff carrying out their duties under the project. Beyond the project, the GRSS is working with the World Bank and IMF on PFM systems, which help remove the issue of arrears. The World Bank will also urge the government to ensure timely payment of civil service salaries so as not to threaten implementation progress.

136. **Technical design risk is rated substantial with mitigation measures.** Providing cash in a highly fragile country such as South Sudan carries high risks. Elite capture and discrimination based on ethnicity, gender, religion, and other social factors are of particular concern as providing cash and livelihood support raises the risk that funds and/or benefits can be misallocated or misappropriated, especially when administered at the local level. An influx of cash assistance can also place beneficiaries at risk of violence, particularly of GBV. In addition, using commercial banks can be risky given reports of undue level of political influence in the banking sector, allowing elites to successfully divert public funds, gain preferential access to foreign exchange, and support money laundering.<sup>31</sup> The project will use risk mitigation measures established under the SSSNP, including sensitizing and building the capacity of local government officials to ensure ownership and commitment to the project. The communities will select eligible beneficiaries, and selected households will be validated through public consultations to ensure accountability and minimize manipulation. The GRM can address concerns of exclusion and error, fraud, and corruption. Cash will be distributed within the communities in secure locations with minimal advance notice to

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<sup>31</sup> See Ferullo, Mark. 2018. Banking on War: Ending the Abuse of South Sudan's Banking Sector by Political Elites and Pushing for Peace. The Sentry, Washington, DC.



minimize risks of armed robbery. UNOPS will continuously assess risks and will halt cash transfers at the first sign that the security situation is deteriorating. Systematic use of third-party verification of activities throughout implementation, a GRM that allows aggrieved parties to appeal for remedy, and clear guidelines for implementers to manage programs with communities will further mitigate the risk.

137. **Another risk associated with the component 2 operations is the collection and use of personal data.** Large volumes of personally identifiable information and sensitive data are likely to be collected and used in connection with the management of the safety net, cash for work, and asset transfer in component 2 under circumstances where measures to ensure the legitimate, appropriate and proportionate use and processing of that data may not feature in national law. To guard against abuse of data, the project will incorporate best international practices for dealing with such data in such circumstances. Such measures may include, for example, data minimization (collecting only data that is necessary for the purpose); data accuracy (correct or erase data that are not necessary or are inaccurate), use limitations (data that are only used for legitimate and related purposes), data retention limitations (retain data only for as long as they are necessary), informing data subjects of use and processing of data, and allowing data subjects the opportunity to correct information about them. The specific measures to be taken to ensure data privacy and security by UNOPS as part of the cash transfer delivery and by FAO as part of implementation of component 1, subcomponent 2.2., and component 3 will be detailed in the Standard Output Agreements that the agencies sign with MAFS.

138. **Another technical risk relates to the application, storage, and disposal of pesticides.** These are rated Substantial after mitigations measures, which entail working under the guidance of FAO and using FAO guidelines for safety in pesticide management (all of which will be addressed in the integrated pest management plan and waste management plan). The risk of diversion of pesticide storage drums is particularly high because they are large, heavy-duty containers that could serve many purposes if they had not been used to store pesticides. Storage management plans and occupational health and safety procedures are central to managing these risks. For this, the World Bank follows FAO's SOPs for any pesticide campaign and insists on FAO training of any actors in a control campaign. Through component 3, the project will also help complete the development of a pesticide inventory management system that FAO and MAFS have started to develop. Resources that FAO has developed include: Pesticide storage and stock control manual, DL Guidelines: Safety and environmental precautions, and Guidelines on Management Options for Empty Pesticide Containers. These and other FAO resources will be used by the ELRP teams to guide activities in components 1 and 3. It is important to note that beyond procuring chemicals, a locust control campaign includes PPE, equipment for secure storage, and drum crushers (to prevent the diversion of pesticide containers). Even with significant technical aspects to mitigate risk, the World Bank team conservatively will only lower the risk to substantial so that these risks are monitored rigorously throughout the life of the project.

139. **Fiduciary risk is rated High.** The project will reengage GRSS for the first time since 2018, and fiduciary capacity was not strong before the hiatus. To mitigate fiduciary risk within the PCU, the project will recruit strong financial management and procurement staff, including two senior consultants to provide hands on technical assistance; have biannual budget planning with the PCU to track spending; and require prior review for all contracts. Another fiduciary risk comes from the payment of cash to beneficiaries and movement of cash to diverse places with physical and logistical constraints. Heightened insecurity and underdeveloped physical and virtual infrastructure and systems could inhibit access to the intended beneficiaries, making it difficult to confirm that project resources have reached the intended beneficiaries. Macroeconomic shocks, and significant depreciation of the local currency could also impact the real purchasing power of the cash transfer to the beneficiaries. To mitigate these risks, the planned cash transfer will use the established biometric and GIS-based payment system to minimize error, fraud, and corruption. The risk of cash handling will be transferred to an experienced financial service provider, and the cash transfer amount will be denominated in United States dollars to mitigate the risk of foreign exchange rate fluctuations.





140. **Environment and social risks are rated High.** This rating is driven by the prevalence of sexual and gender-based violence. Decades of war in South Sudan have engendered a culture of mistrust, revenge killings, and competition over resources that can quickly turn violent. Civilians have borne the brunt of the conflict, and women and children have been disproportionately affected. Sexual and gender-based violence (SGBV), including sexual violence used as a weapon of war, did not abate after the peace agreement. In fact, the Commission on Human Rights in South Sudan describes SGBV as “widespread and pervasive, characterized by a recognizable pattern of terror and subjugation used as a tactic of war.” Under the project, potential risks emerge from women being attacked for the income support payment or the farmer kits they receive—either by strangers or intimate partners. Security to and from benefit distribution sites will be important to manage. Critical to managing these risks is to have a strong and open dialogue with local leaders who are best placed to control factions within the community and mitigate the risk of conflict. Group-based engagement, where women (and men) travel together to benefit collection sites can also be introduced to mitigate risk. Full identification of the likely risks and mitigation measures will be included in the ESMF. Feedback mechanisms will be set up to ensure meaningful consultations with communities, individuals, and institutions. Nuanced communication and social messaging will also systematically reinforce peaceful cooperation and unity, particularly among men and women and against GBV, and promote greater interaction and dialogue among diverse ethnic groups in a community. The safety nets program already has a system established to manage risk, and it will coordinate with partners to map available response services for referral of potential survivors in target locations. Agriculture activities will be operating in the same location and will build on the existing system to provide consistency for implementers and communities.

141. **Stakeholder risk is rated High.** South Sudan is coming out of a civil war and still has pockets of localized conflict among different interest groups. In addition, the communities that the project will be working with are already conflict-affected, vulnerable, and food insecure. The SEP for the project has identified the project affected people and other stakeholders and has defined their key characteristics, their language requirements to facilitate inclusion, their preferred notification means (such as, email, radio, phone, letter), and their specific needs in order to engage with the project (such as accessibility, large print, child care, and daytime meetings). The SEP is publicly available online at <http://www.fao.org/3/cb4678en/cb4678en.pdf> on the local FAO website in collaboration with MAFS. It will be updated regularly as more stakeholders are engaged and as the project implements.



## VIII. RESULTS FRAMEWORK AND MONITORING

### Results Framework COUNTRY: Eastern Africa Emergency Locust Response Project

#### Project Development Objective(s)

To respond to the threat posed by the locust, protect and restore livelihoods and food security, and strengthen systems for preparedness.

#### Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Control of desert locust outbreak implemented					
Affected pasture/rangeland restored to productivity (Hectare(Ha))		0.00	90.00		185.00
Affected crop production land area restored to productivity (Number)		0.00	15,000.00		35,000.00
Land area sprayed for locust control (Hectare(Ha))		0.00	175.00	250.00	500.00
Area of locust-affected land surveyed (Hectare(Ha))		0.00	12,000.00	25,000.00	45,000.00
Livelihoods in locust affected areas supported					
Affected households supported by social safety nets (Number)		0.00	35,000.00		48,300.00
Females as the direct recipients of social safety benefits (Number)		0.00	17,000.00		28,980.00





Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Locust-affected farmers (incl. livestock owners/ beekeepers) reporting renewed agricultural activity (Number)		0.00	62,500.00	100,000.00	135,000.00
Share of locust-affected female farmers reporting renewed agricultural activity (Percentage)		0.00	60.00	60.00	60.00
<b>Country's preparedness against future locust outbreaks strengthened</b>					
South Sudan's locust control plan developed (Yes/No)		No	Yes	Yes	Yes
Early warning system developed and functioning (Yes/No)		No	No	Yes	Yes

#### Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Surveillance and Control Measures					
Locust monitoring system operational (Yes/No)		No	No	Yes	Yes
Pesticide inventory stored in accordance with appropriate international safety standards (Yes/No)		No	No	Yes	Yes
Farmer and livestock owner (beneficiaries) levels of satisfaction related to the engagement process (Percentage)		0.00			80.00



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Livelihoods Protection and Rehabilitation					
Affected farmers receiving input packets (Number)		0.00	10,000.00	25,000.00	50,000.00
Affected female farmers receiving input packets (Number)		0.00	6,000.00	15,000.00	30,000.00
Affected livestock holding households receiving emergency fodder/feed (Number)		0.00	8,000.00	12,000.00	20,000.00
Female-headed affected livestock holding households receiving emergency fodder/feed (Number)		0.00	4,800.00	7,200.00	12,000.00
Beneficiary satisfaction with the training received (Percentage)		0.00	80.00	80.00	80.00
Smallholder farming household supported with agro-forestry (Number)		0.00	500.00	3,500.00	5,000.00
Female-headed households receiving agro-forestry support (Number)		0.00	300.00	2,100.00	3,000.00
Establishment of community nurseries (Number)		0.00	0.00	4.00	10.00
Full-time jobs equivalent created under the project (Number)		0.00	200.00	300.00	500.00
Number of trees planted as part of natural resource restoration (Number)		0.00	20,000.00		50,000.00
National Preparedness and Regional Coordination					
National locust outbreak emergency risk communication plan tested (Yes/No)		No	Yes		Yes
DLCCs fully operational (Number)		0.00	3.00	7.00	10.00
Project Management, Monitoring, and Communication					
Awareness raising communications		0.00	10.00	20.00	30.00



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
campaigns conducted (Number)					
Community members reached through awareness campaigns (Number)		0.00	30,000.00	60,000.00	100,000.00
Number of women reached through awareness raising campaigns (Number)		0.00	18,000.00	36,000.00	60,000.00
Grievances registered and addressed in a timely manner (Percentage)		0.00	100.00	100.00	100.00
Level of satisfaction related to the community engagement process on the public awareness campaign (Percentage)		0.00	80.00	80.00	80.00
Submission of workplans, project progress reports and Interim Financial Reports in a timely manner and of quality satisfactory to the Bank (Yes/No) (Yes/No)		No			Yes
Complaints responded to and/or resolved within the stipulated standard for response times (GRM) (Percentage)		0.00			100.00
<b>IGAD-Intra-Regional Platform for the Management of Desert Locusts and Other Trans-Boundary Pests</b>					
Number of national locust prepared plans facilitated through the platform (Number)		0.00			5.00
Regional preparedness plan for locust crisis prepared and agreed by stakeholder countries (Yes/No)		No			Yes
Complaints responded to and/or resolved within the stipulated standard for response times (GRM) (Percentage) (Yes/No)		No			Yes
Number of dialogues facilitated among		1.00			4.00



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
member states to build cohesion in policies, activities, and approaches (Number)					

**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Affected pasture/rangeland restored to productivity	The indicator will measure the share of the land area that had sustained significant vegetative loss but had recovered that vegetation sufficiently to maintain typical livestock population. It would track the cycle of vegetation loss and regeneration after project intervention.	Annual	Project's M&E system	Project's progress reports	FAO
Affected crop production land area restored to productivity	This is a count land area for cropping that will be treated. Assuming 80% of beneficiaries have access to land and assuming an average landholding of 1	Biannual	Project's M&E system	Project's progress reports	FAO



	feddan (about .42 hectares). This number will be calculated according to the number of homestead fields and community fields that are supported for cropping by the project.				
Land area sprayed for locust control	The project does not expect to do much swarm or nymph control if the Upsurge is contained in other countries, but given the uncertainty about the trajectory of the upsurge, the project will track this to contribute to the MPA RF. This will track ground and aerial control efforts for nymphs and adult DL.	Quarterly by control teams to FAO and on to MAFS. Biannual reporting from MAFS to the World Bank.	Project MIS	Agreed physical progress update report	MAFS and FAO
Area of locust-affected land surveyed	This will record the number of hectares monitored by teams over the life of the project. Monitoring means checking on known or suspected swarms, and surveying areas of potential egg-laying to guard against outbreaks.	Field teams report quarterly to FAO, which reports to MAFS. Biannual reporting from MAFS to the	Field teams		MAFS, FAO, field teams



		World Bank			
Affected households supported by social safety nets	Number of households receiving social assistance to mitigate the effects of locust damage--this will take the form of direct income support and labor-intensive public works	Monthly	Project's M&E system	Project's progress reports	UNOPS, FAO
Females as the direct recipients of social safety benefits		Monthly	Project's M&E system	Project's progress reports	UNOPS, FAO
Locust-affected farmers (incl. livestock owners/ beekeepers) reporting renewed agricultural activity	Share of locust-affected farmers (including crop farmers, livestock owners and beekeepers) who have restarted (and reporting) agricultural activity within one year of having been affected by the locust	Annual	Project's M&E system	Project's progress reports	FAO, UNOPS
Share of locust-affected female farmers reporting renewed agricultural activity		Annual	Project's M&E system	Project's progress report	FAO, UNOPS
South Sudan's locust control plan developed	The national locust development plan designed and agreed on	Annual	Project M&E system	Project's progress reports	FAO, MAFS
Early warning system developed and functioning	Early warning system developed and functioning in the DLCC	Annual	Project M&E system	Project's progress reports	FAO, MAFS



**Monitoring & Evaluation Plan: Intermediate Results Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Locust monitoring system operational	This will report on the institutional arrangements, capacity, and standard operating procedures for a locust monitoring and response system. Assessment of whether country-level locust monitoring systems are operational	Semi-annual	Project's M&E system	Project's progress reports	FAO, MAFS
Pesticide inventory stored in accordance with appropriate international safety standards	Country-level assessment of safety of storage of locust pesticide inventory	Annual	Project's M&E system	Project's progress reports	FAO, MAFS
Farmer and livestock owner (beneficiaries) levels of satisfaction related to the engagement process	The indicator will measure the farmer and livestock owner levels of satisfaction related to the engagement process (livelihood restoration and training). The feedback will be collected either directly with both groups or through any representative association that is voted by farmers that discusses the	This will be measured at project closing. Tracking of GRM can be used as a proxy for satisfaction until a beneficiary satisfaction survey can	Beneficiary surveys and project GRM	Agreed survey forms	MAFS: FAO, UNOPS





	restoration process	be delivered.			
Affected farmers receiving input packets	Number of affected farmers receiving input packets	Monthly updates from field, quarterly reporting to MAFS, biannual reporting to World Bank	Project's M&E system	Project's progress reports	MAFS: FAO
Affected female farmers receiving input packets	Tracking the goal of minimum 40% women's inclusion.	Data collected monthly and reported quarterly.	Project's M&E system	Project's progress reports	FAO, UNOPS
Affected livestock holding households receiving emergency fodder/feed	Number of livestock holding households receiving emergency fodder	Monthly to FAO, Quarterly to MAFS, Biannual to the Bank	Project's M&E system	Project's progress reports	FAO
Female-headed affected livestock holding households receiving emergency fodder/feed	Female-headed affected livestock holding households receiving emergency fodder	Monthly updates from field, quarterly	Project's M&E system	Project's progress reports	FAO, UNOPS



		reporting to MAFS, biannual reporting to World Bank			
Beneficiary satisfaction with the training received	Level of satisfaction of the beneficiaries with the training received under the project	Semi-annual	Beneficiary surveys and project's M&E system	Project's progress reports	FAO, UNOPS
Smallholder farming household supported with agro-forestry	Number of smallholder farming household supported with agro-forestry activities	Bi-annually	Project's M&E system	Project's progress reports	MAFS, FAO
Female-headed households receiving agro-forestry support	Number of female-headed households receiving agro-forestry support.	Bi-annually	Project's M&E system	Project's progress reports	FAO
Establishment of community nurseries	Number of community nurseries established by the project. Nurseries are planned for Central Equatoria, Eastern Equatoria, Jonglei, Upper Nile, and NBELG. They will become a source of quality tree, crop, and pasture grass seedlings for pasture and farms.	Bi-annually	Project's M&E system	Project's progress reports	MAFS: FAO



Full-time jobs equivalent created under the project	Number of full-time jobs equivalent created under the project.	Bi-annually	Project's M&E system	Project's progress reports	MAFS: FAO and UNOPS
Number of trees planted as part of natural resource restoration					
National locust outbreak emergency risk communication plan tested	Assessment of readiness to launch locust emergency risk communication plan	Annually starting in Year 2 of the project	Project's M&E system	Project's progress reports	FAO, MAFS
DLCCs fully operational	Number of Desert Locust Control Centers (DLCC) in the network, rehabilitated and/or newly established and fully operational	Semi-annual	Project's M&E system	Project's progress reports	FAO, MAFS
Awareness raising communications campaigns conducted	Assessment of weather awareness raising communications campaigns have been conducted	Semi-annual	Project's M&E system	Project's progress reports	FAO, UNOPS
Community members reached through awareness campaigns	Number of community members reached with awareness raising campaigns on locust monitoring, safety aspects, COVID-19 and other subjects of awareness raising activities	Semi-annual	Project's M&E system	Project's progress reports	FAO, UNOPS
Number of women reached through awareness raising campaigns	Number of female community members reached through the awareness raising	Monthly	Project's M&E system	Project progress reports	FAO, UNOPS



	campaigns				
Grievances registered and addressed in a timely manner	Percentage of grievances registered and addressed (%) within 14 days of registration	Monthly	GRM reports and Project's M&E system	GRM reports and Project's M&E system	FAO, UNOPS
Level of satisfaction related to the community engagement process on the public awareness campaign	The levels of satisfaction related to the engagement of the community representatives and, if possible, communities themselves on the public awareness campaign designed to keep the public informed about the possible environmental and health effects of insecticides before, during, and after locust control operations	Semi-annual	Beneficiary surveys and project's M&E system	Project's progress reports	FAO, UNOPS
Submission of workplans, project progress reports and Interim Financial Reports in a timely manner and of quality satisfactory to the Bank (Yes/No)	This is a measure PCU fiduciary performance as we move to normalization of the portfolio	Quarterly, biannually, annually.			
Complaints responded to and/or resolved within the stipulated standard for response times (GRM)		Measures performance of PCU and contractors to engage and be responsive			



		to beneficiari es			
Number of national locust prepared plans facilitated through the platform					
Regional preparedness plan for locust crisis prepared and agreed by stakeholder countries					
Complaints responded to and/or resolved within the stipulated standard for response times (GRM) (Percentage)	A priority deliverable for this activity is increased preparedness and coordination among member countries so they are ready for future invasions. This preparedness plan will signify such coordination.				
Number of dialogues facilitated among member states to build cohesion in policies, activities, and approaches	This would track the substantive topics that will be discussed and agreed during the ministerial consultation process that IGAD has developed				



## ANNEX 1: IMPLEMENTATION ARRANGEMENTS AND SUPPORT PLAN

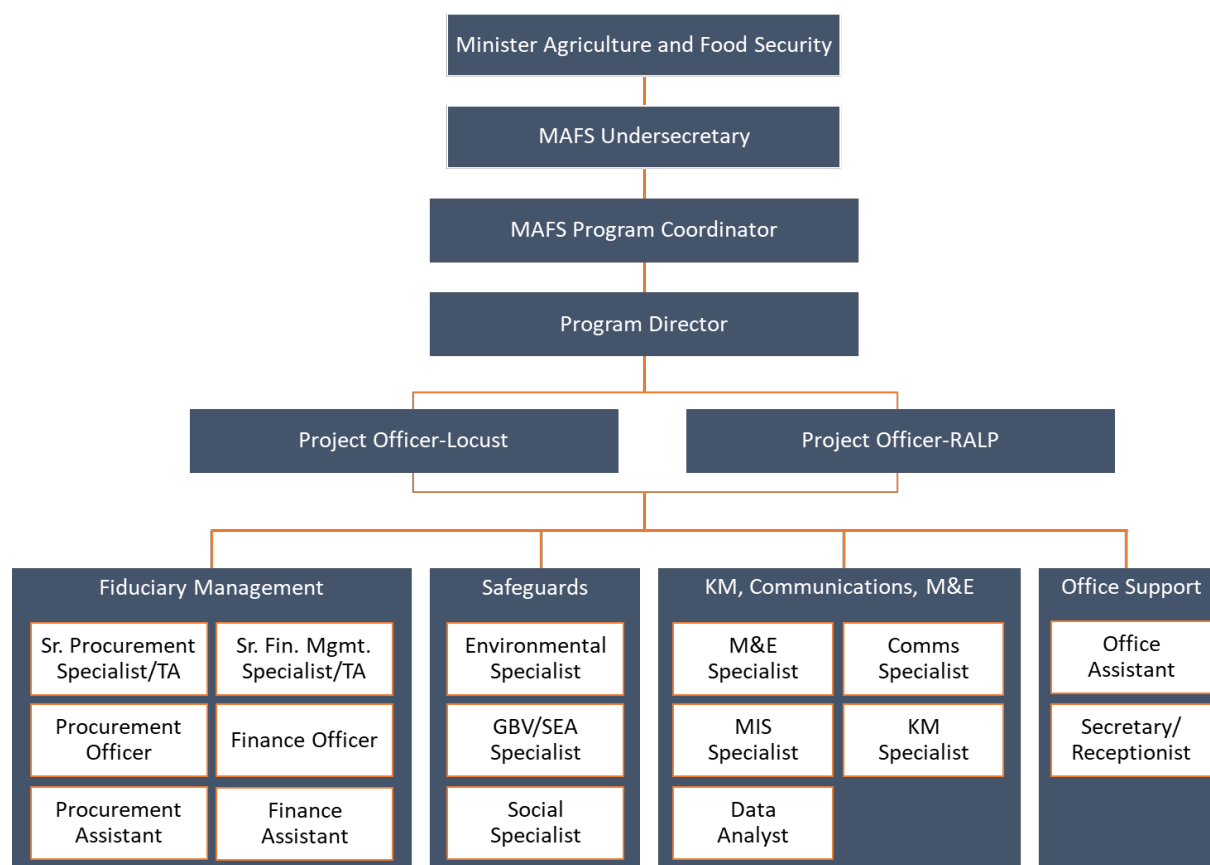
### Emergency Locust Response Project

1. **Given the emergency nature of the project, financing will be provided for a mix of investments that can address acute food insecurity, which is predicted to reach historic highs in 2021, while investing to reduce chronic malnutrition as well.** The project will start with fast-moving investments for populations with high food insecurity (IPC3+) that would: (a) put money in the hands of households to purchase food (access); and (b) put assets in the hands of producer households to boost production for their own consumption and to increase the surplus going to markets (availability + access). At the same time, the project would support investments to address the drivers of chronic food insecurity, for example, build the quality of the natural resource base to be productive, reintroduce food and fodder trees/shrubs into the productive landscape, and build capacity of communities to regenerate pasture resources for more abundant fodder and healthier livestock. Applying pro-poor techniques (such as labor intensive public works for cash) to implement these longer-term activities (such as nursery establishment) will serve the dual purpose of increasing the ability of vulnerable households to buy food while increasing the potential for more stable future production.
2. **Following Board approval, MAFS will designate two Ministry officials—MAFS Program Coordinator and an Acting Program Director from MAFS until the full-time Program Director is recruited.** These two officials would open the project designated accounts and recruit the Financial Management Specialist and Procurement Specialist, so they can join the PCU within one month of effectiveness. On a priority basis, they would initiate the process for hiring the services of FAO and UNOPS for project implementation. They will also manage the recruitment of the full-time Program Director, Project Officers for ELRP and RALP, the Senior Procurement and Financial Management Specialists and Technical Assistance Providers, and the national ESF team (Environment, GBV/SEA, and Social Specialists).

### Institutional Arrangements

3. **This annex describes the institutional arrangements for components 1-4, financed by the grant to the Republic of South Sudan.** Implementation arrangements for component 5, financed by the Grant to IGAD, are described separately in annex 2.
4. **For components 1-4, the implementing agency will be MAFS as the lead Ministry for food security and food production systems.** MAFS will maintain a PCU that will be responsible for fiduciary, ESF, and work program management; report on implementation progress to the World Bank; develop and track a work program in collaboration with development partners; provide technical guidance for agriculture activities (for example, nurseries and FMNR); coordinate with relevant ministries and stakeholders; and manage research and policy development activities with partners (see the PCU organogram below). The PCU will be responsible for this project and the forthcoming RALP, which will use the same implementation arrangements, that is, MAFS as implementing agency engaging a UN agency using direct contracting for implementation of the project. RALP and ELRP will share the costs of PCU overhead and staff. In addition, a collaborative work program planning process will operate for the duration of the project. To ensure coordination among the PCU and the lead technical partners, MAFS will lead a steering committee jointly with FAO and UNOPS to formulate work programs at least biannually, track project progress, and resolve technical design issues. The steering committee will include the leadership from MAFS, PCU staff, staff from the lead technical partners, and other members as determined by the core members. The committee will meet to formulate the first AWPB and then at least quarterly thereafter.

**Figure 2.1 Indicative Organogram for shared project PCU**



5. This is a large emergency project facing ongoing logistical, implementation, and management capacity challenges (see risk section) in the country, and MAFS will use direct contracting to bring in two lead technical partners to implement on the ground and to provide technical assistance to the PCU and capacity building for MAFS staff.

- **FAO will be contracted to lead the implementation of components 1, 2.2, and 3 and to manage the implementation of the ESF instruments while building the capacity of government staff to manage the ESF system in future projects.** FAO is the lead international agency on agriculture and food security, and specifically on the recent upsurge of DL; it has played a significant role supporting MAFS in DL Control Operation in South Sudan. The UN Agency created all the SOP for DL management and pesticide, including the equipment and agrichemicals, workforce and community safety protocols and disposal protocols. FAO also operates the PRG, an independent body of experts that advises FAO on the efficacy and environmental impact of different pesticides for locust control. FAO's South Sudan Office is one of the largest FAO operations globally, and it works directly with MAFS on policy, regulatory, and investment issues across the sector. Through its ongoing Emergency Livelihood Response Program, FAO has developed technical designs and procedures to respond to food insecurity situations with the tools and training for rapid food production from fishing to small scale livestock, to crops. It also has natural resource specialists who can work with MAFS on activities to regenerate pasture and silvopastoral systems by establishing nurseries at the central and community levels. FAO supports line ministries in collecting and analyzing weather, production, food security





and nutrition, and market information for informed policy and decision-making.

- **UNOPS will be contracted to implement sub-component 2.1.** The agency has a proven capacity to implement safety net programs globally and in South Sudan, in particular. It is the implementing agency for the SSSNP, which falls under the mission of MAFS and has extensive experience managing labor-intensive public works, including under the predecessor to SSSNP (the SNSDP). Through the SNSDP and the SSSNP, UNOPS has deepened its understanding of safety net interventions, strengthened its relationship with local authorities and communities in project locations, and enhanced its implementation capacity for community-based delivery mechanisms, all of which can be leveraged for a quick and smooth implementation of the cash transfers under the ELRP. It has also gained familiarity with the World Bank's fiduciary and safeguards rules and procedures, an added advantage in ensuring accountability and compliance. This arrangement builds on the existing SSSNP implementation arrangements, so the project will not undermine the system that MAFS, UNOPS, and the World Bank are trying to build (see box 2.1).

6. **Both FAO and UNOPS have continued operating nation-wide regardless of outbreaks of violence and have operated successfully in the most remote and conflict-affected areas, demonstrating a proven ability to negotiate access to and implement programs.** UNOPS works directly through UNOPS-contracted personnel in a cultural and ethnically sensitive manner to implement the SSSNP. FAO works through vetted NGO partners that have embedded with communities in areas and built trust. Box 2.1 below provides a summary of the key SSSNP design features.

#### Box 2.1 Key Elements of SSSNP

The SSSNP is strengthening foundations for a reliable and predictable government-led national safety net system in the country. The project's approach provides access to temporary income opportunities to selected poor and vulnerable households through:

- **Labor-Intensive Public Works (LIPW)** which provides cash transfers to the poorest and most vulnerable households for participation in public works to meet immediate consumption needs and generate public goods, for example, physical infrastructure (link roads, waterworks, rehabilitation of degraded community rangeland and forest areas).
- **Direct Income Support** provides unconditional cash transfers to the poor and vulnerable beneficiary households who 'lack able-bodied members' and are therefore unable to participate in LIPW and who do not have any other source of income. Additional eligibility criteria include households headed by females; children; disabled and/or chronically ill persons requiring full time care, and the elderly.

**By routing direct financial support for food security through the SSSNP systems, ELRP will contribute to** strengthening existing safety net tools and implementation capacities which will enable future government-owned and managed safety net delivery. These tools include: (a) an MIS and biometric tools; (b) a robust payment mechanism; and (c) an enhanced GRM. The component will enhance local government and community capacity to facilitate transparent and accountable implementation, management and coordination of development activities and support a gradual move from humanitarian to development approaches. Focus will also be given to intensify citizen engagement and community sensitization through nuanced social messages to broadly sensitize and change mind-sets regarding gender norms and issues and reinforce peaceful cooperation, inclusion, and unity.

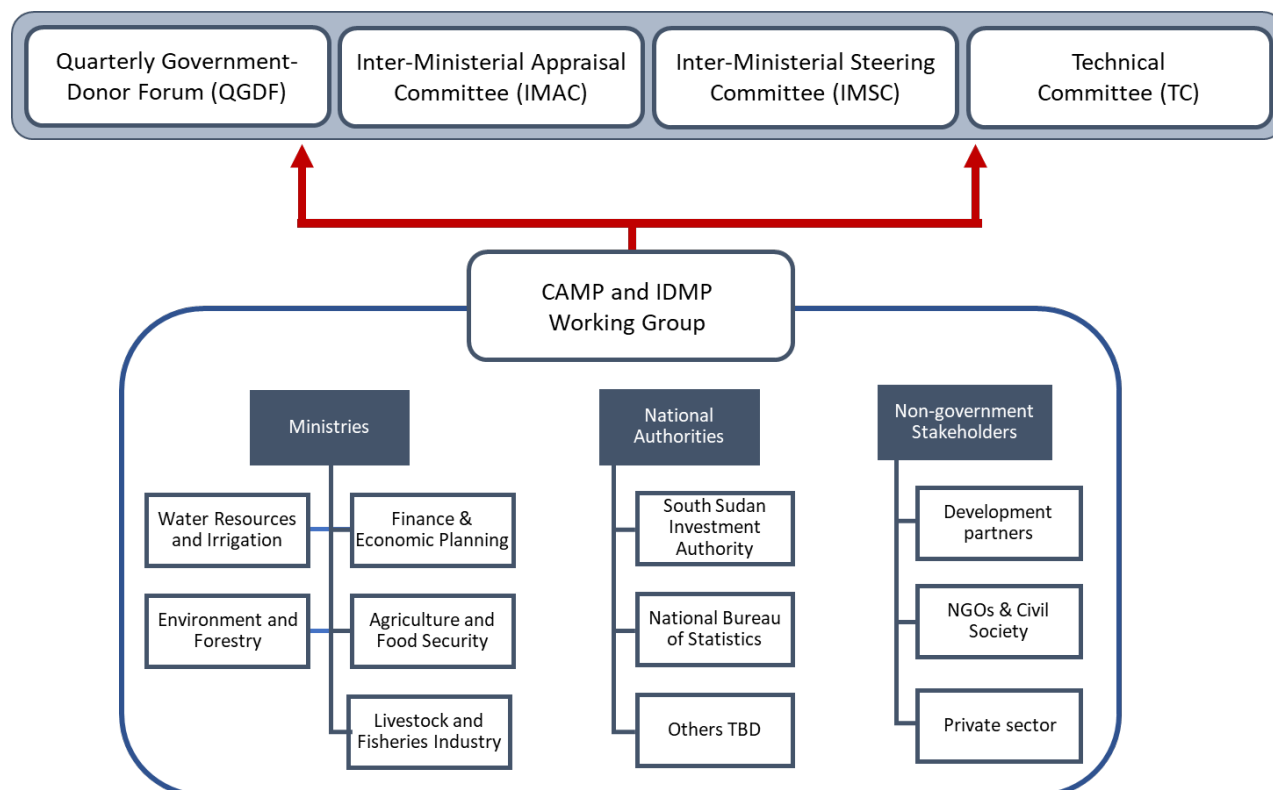
Source: SSSNP Project Appraisal Document 2020

7. **CRW-ERF funds require that GRSS put in place an FSPP within six months of the grant becoming effective.** The Plan would be owned and led by the government and detail specific actions the country will be



taking to mitigate the impacts of future food security crises. It would essentially define (i) how the government will monitor and identify emerging food security crisis risks, (ii) what actions government will take to mitigate those risks; and, (iii) what resources and additional assistance the government can draw on to bolster its response (including from partners where possible). The Plan will require an inter-ministerial and multi-stakeholder consultation process, which MAFS is well placed to lead, most likely through the CIWG, which comprises the leading ministries for food security and food production, other national authorities, civil society, donors, and private sector (see figure 2.2).

**Figure 2.2 CAMP and IDMP Working Group structure and reporting relationships**



8. The CIWG builds on the system of Sector Working Groups and is part of the national budget process. It exists to provide a broad-based consultation and coordination platform for stakeholders in food security and the food production system. The CIWG reports to the following:

- (a) IMAC, a high-level committee that reviews and approves overall donor country strategies, sectoral aid financing strategies, and major aid operations.
- (b) QGDF, which will serve as the central mechanism for coordination and information exchange between the GRSS and Development Partners. This forum is not yet operational but can begin to operate with the World Bank projects and then add additional donor programs.
- (c) The national Technical Committee (TC), which coordinates information and donor activities across ministries and is chaired by the Undersecretary of MAFS. Membership comprises the Undersecretaries of the Ministry of Livestock & Fisheries, Ministry of Environment & Forestry, and Ministry of Water Resources & Irrigation.
- (d) IMSC, which brings together the various ministries involved in the CAMP-IDMP implementation and plays a supervisory role over the Technical Committee.



9. The CIWG seeks to strengthen coordinated, efficient, and effective government-led policy formulation, implementation, and M&E to achieve the overall goal of agriculture sector development in order to achieve food security for all the people of the Republic of South Sudan, enjoying improved quality of life and environment. This makes it essential to the governance, strategy, and planning functions of the project, providing oversight of activities and overseeing development of the FSPP.

### Implementation Arrangements

10. **For component 1, MAFS and FAO will have an established institutional structure within the government from the national to the county level that provides strategic and technical oversight.** Control activities will be carried out by county RRTs comprising *payam* agricultural officers, FAO staff, and staff of NGOs as needed. The institutional structures for locust management are:

- (a) **National Level.** At the national level, MAFS will chair a HLC comprising representatives from related line ministries, UN agencies, and development partners. The HLC supervises the creation and implementation of the Five-Year Strategy and One-Year Action Plan against DL and ensures overall coordination of DL surveillance, control, and follow-up. The TC comprises technical specialists from MAFS, academia, and other line ministries. The TC will provide technical advice for surveillance, control, and recovery activities; manage the documentation of activities and update plans based on the status of the upsurge within South Sudan and in surrounding countries. An N-RRT will engage in field and control operations as needed depending on the intensity of the swarm activity.
- (b) **State Level.** At the state level, DL-STF comprising technical officers from the SMOA, other line ministries, NGOs, and other stakeholders will coordinate surveillance, control and/or preparedness activities within the state. A state-level RRT comprising representatives of the relevant CAD offices will provide field support to county level RRTs for surveillance and control. The Directorate of Plant Protection at the state level will work with TC, FAO and other technical agencies to strengthen monitoring and early warning structures and customize, distribute, and disseminate awareness raising materials and messages, in collaboration with MAFS, universities, and organizations from within the communities (CBOs, FOs, Cooperatives).
- (c) **County level.** At the county level, CAD officers will coordinate activities for DL management following the standard operating procedures of FAO, especially for control operations. County RRTs comprising *payam* agricultural officers and staff of NGOs as needed will be the frontline response or control operations within the county. CAD consultations with agencies operating in the area, with communities, and with DL experts will help identify high risk bomas and guide community forecasters or scouts in collaboration with the UN agencies, NGO and civil society. CAD will also conduct trainings, surveillance, and awareness raising and field days at all administrative levels.

**Table 2.1 Institutions for implementation of control operations**

Level of Government	High Level Committee	Technical Committee/ State Task Forces	Rapid Response Team
<b>National</b>	17 members Representing line ministries, UN agencies, development partners. Supervisory and decision-making roles coordination.	17 members Composed of technical officers drawn from MAFS, academia, line ministries. Provide technical advice Documentation and planning Technical backstopping.	≤8 members Field and control operation Emergency teamwork



Level of Government	High Level Committee	Technical Committee/ State Task Forces	Rapid Response Team
State		DL-STF ≥7 members from SMOA, Line ministries, NGO, and so on. Technical support Supervisory, Decision-making, Coordination.	5+ members representing CADs Field operation support Emergency team Implementing team.
County			≥3 members from <i>payam</i> agricultural officers, NGOs, and so on. Control team Coordination.

11. **Under component 2, sub-component 2.1 will build on the existing institutional arrangements under the SSSNP.** MAFS is already working with UNOPS under the SSSNP to establish the systems for government-led national safety net system. The government has established a National Advisory Committee and National Technical Committee, chaired by MAFS and the MoFP and comprising relevant line ministries. These provide strategic policy, operational and technical guidance and facilitate implementation. The approach used to deliver safety nets also works to strengthen the capacities of local government institutions and community structures to effectively lead safety net implementation, with the expectation that institutional resilience at the local level will be sufficiently strengthened to withstand on-going political risks, with capacities enduring beyond the project. Since MAFS is the implementing agency for ERLP, it can link to the safety net oversight system to guide and coordinate between the two projects. The cash transfer delivery process will be as follows:

- (a) **Formation of local level project governance and coordination structures.** Like the SSSNP, the ERLP will follow a community driven development approach whereby local institutions and community structures will be established (or strengthened where they already exist) in line with the Local Governance Act (2009). These institutions will be critical in supporting essential operational processes related to cash transfer delivery, including selecting target communities and beneficiary households; facilitating community mobilization and sensitization; supporting payments processes; and undertaking grievance redress, to ensure smooth and accountable delivery of safety net support in their communities and promoting peaceful interaction and dialogue among the beneficiaries and communities and project staff. UNOPS will be responsible for establishing these local structures, as necessary, with the help of MAFS and relevant line ministries, as well as for providing necessary trainings and capacity building to ensure that they function effectively. Figure 2.3 below details the various local level project implementation structures and their roles.
- (b) **Community mobilization and sensitization.** The ERLP will undertake intense sensitization and awareness raising activities within the target communities, guided by a conflict-sensitive, gender-sensitive and COVID-19-sensitive Community Engagement and Capacity Building Plan and Toolkit. The purpose will be to ensure that local institutions and structures as well as communities and beneficiary households in project locations fully understand the principles of community-driven safety net interventions, including all aspects of the project objectives, design, and



implementation arrangements and roles and responsibilities of all relevant stakeholders and beneficiaries, to ensure ownership and commitment to the project, manage expectations, minimize potential misunderstandings and ensure peaceful, participatory, transparent, and accountable implementation. Community mobilization and sensitization will be undertaken by UNOPS and facilitated by the relevant local committees. The existing SSSNP plan and toolkit will be updated to include locust-specific communication and capacity building messages.

**Figure 2.3 Local Governance and Coordination Structure in SSSNP**



- (c) **Beneficiary Identification, Selection, Validation and Enrolment.** The ELRP beneficiary targeting methodology will follow a community-based approach for safety net delivery, which has been tried and proven to be effective in the highly risky operational, fiduciary and safeguards context of South Sudan. This is further described below under beneficiary targeting.
- (d) **Payroll Generation, Payment Verification and Reconciliation.** The ELRP will utilize the established and well-functioning SSSNP MIS and biometric system to generate payroll, verify payments, and conduct payment reconciliation to minimize error, fraud, and corruption. Prior to payment, a date and time will be agreed with the local project committee who also mobilizes the beneficiaries to prepare for collection. Following, a payroll will be generated through the MIS of all the enrolled beneficiaries at a given project location for the payment period. The payroll will be calculated in United States dollar based on US\$2.70 per household per day and will then be converted to an



equivalent local currency amount based on the agreed exchange rate between UNOPS and the financial service provider per payment cycle that is already working with UNOPS on the SSSNP. This will then be sent to the financial service provider to prepare for payments, including ensuring that all security arrangements are ensured in line with the project's Security Management Plan. Cash will only be provided to the beneficiary households based on biometric authentication against the enrolled beneficiary database in the MIS to ensure that the intended beneficiaries receive the cash. Following the transfers, the financial service provider will share with UNOPS the list of paid beneficiaries, accompanied by biometric evidence of payment, which will then be reconciled against the payroll. Efforts are on-going under the SSSNP to further enhance the functionality of the MIS and biometric system, with strong focus on ensuring data privacy/security.

- (e) **Grievance Redress Mechanism:** Any grievances related to the provision of emergency direct income support by UNOPS under the ELRP will be addressed using the existing SSSNP GRM.

12. **Sub-component 2.2 on livelihood restoration focuses on stimulating rapid food production and investing in a more sustainable production base moving forward.** FAO and MAFS will use a participatory approach with communities to mobilize them to produce food (crops and fish) and improve local natural resources, like pastures, through a variety of activities. Oversight, communication, and planning can be managed through the same system working to coordinate control activities under component 1; however, instead of the locust rapid response teams, it will work through teams comprising local extension agents, FAO staff, and NGO partners to manage the community engagement. Since the natural resource management activities will be implemented using labor intensive public works, MAFS will coordinate with FAO and UNOPS to ensure that beneficiaries are captured in the biometric management system and stored in a single catalogue to avoid duplication or confusion.

13. **Sub-component 2.2 engagement will begin with mobilization and sensitization of target smallholder farming households by conducting initial meetings with key stakeholders in target counties to mobilize and sensitize interest groups comprising host communities, returnees, and IDPs.** The purpose of the meetings is to create awareness about the project in the community, identify and register smallholder farming households in the areas affected by the DL and flood destruction. The communities will identify the households in the project that require emergency asset transfer and what those assets should include. They will also identify those that can participate in FMNR and nursery establishment to commence training and set up. Once groups are formed, asset transfer will take place through either direct transfer or input trade fairs using vouchers depending on the situation in the local area. A system of ongoing training will be provided to groups within the project area to build capacity for basic food production, livestock management, fishing and fish processing, pasture management and managing mixed crop, livestock, forest systems.

14. **Component 3 will focus on the research agenda for the management of DL and other transboundary pests and the policy and regulatory environment that would be needed to support improved management.** MAFS and FAO will work with communities and stakeholders such as Juba University, ICIPE, CABI, and CIAT to test control method(s) to ensure their efficacy while minimizing downside effects to the environment and human health. Non-chemical methods of DL control include but are not limited to metarhizium bio-pesticide, plant leaf and seed extracts, natural enemies (predators), planting trees and cover crops, and trapping and harvesting locusts (for human and livestock consumption). These methods are important safe alternatives to use particularly in urban, peri-urban and home gardening, as well as areas near to populations and close to catchment/storage areas of water bodies. In this component, research consideration shall be given to the identification of suitable bio-control options including the search for effective pathogens, predators, and parasitoids and botanicals. Both shall be evaluated for efficacy and superior materials from the categories shall be recommended and released for





use by farmers.

## Geographic Targeting

15. **Geographic targeting would vary by component.** Components 1 and 3 will work in states/counties that experienced swarms in the current upsurge or that are at strong risk for future invasions. These areas will focus on capacity, safety, and preparedness for invasions and control operations. Since component 2 invests in livelihood protection and restoration of affected areas, the targeting criteria will be determined by a combination of exposure/impact of the locust upsurge, food insecurity level (IPC ratings), and the suitability for cropping or pasture restoration. Within the broader geographic areas, the presence of other donor-funded programs will be used to determine whether the project can leverage an intervention to maximize impact or should target another locality to avoid duplication of effort. Discussions with officials from MAFS, FAO, and UNOP and analysis of data on food security and locust flyways, initially identified targeted areas, including: Central Equatoria (Juba county), Eastern Equatoria (Magwi, Lafon, Torit, Kapoeta East counties), Jonglei (Pibor, Bor counties), Northern Bahr el Ghazal (Aweil North county), and Upper Nile (Renk, Melut counties).

16. **The CRW-ERF funds allow the project to intensify their support to households experiencing high food insecurity due to impacts of the East Africa upsurge.** Instead of three months of support through safety net payments, targeted households will receive 6 months of support. Priority will be to use labor intensive public works for garden and nursery establishment and for pasture restoration activities, so that immediate food security needs are met while investing in restoration of production and the productive resource base. Additionally, households will get access to seeds for cereal crops, fishing kits to accelerate production of healthy foods.

## Beneficiary Targeting

17. **The primary direct beneficiaries would be supported under component 2, livelihood protection and rehabilitation.** Based on FAO/MAFS assessments of the swarms thus far, the agricultural damage has focused in three counties in Eastern Equatoria state, where 18,845 households have been affected and 20,636 hectares have sustained damage (see table 2.3). There has been additional pasture damage that will be assessed, and swarms did enter a fourth county, Kapoeta East in late December 2020. Among the affected counties, 79 percent of the households and 85 percent of the damaged land were in Magwi county. MAFS has indicated that this is only a partial assessment and that they could not track the path of swarms sighted in Juba and Terekeka counties. Using the processes established by UNOPS for the SSSNP, the project will identify the households in need of direct income support.

Table 2.2 FAO/MAFS damage assessment

County	Farming population (HH)	Affected (HH)	Average field size (feddan)	Feddan	Hectares
Magwi	21,469.0	14,863.0	2.8	41,616.0	17,479.0
Torit	23,100.0	1,490.0	1.2	1,788.0	751.0
Lafon	14,116.0	2,491.0	2.3	5,729.0	2,406.0
<b>Total</b>	<b>58,685.0</b>	<b>18,845.0</b>	<b>2.1</b>	<b>49,134.0</b>	<b>20,636.0</b>

18. Within targeted geographies, the beneficiary population can be divided into two broad groups: (a) households and communities that need to return to production (crop and livestock); and (b) those households in need of immediate cash support to be able to afford food. These populations may overlap in areas, but this can be tracked. FAO and UNOPS will use biometric registration of beneficiaries.

19. **Sub-component 2.1. Safeguarding Food Security and Protecting Human Capital.** UNOPS has established





practices for beneficiary identification, selection, validation, and enrolment developed under the SSSNP. The eligibility of beneficiary household is determined through an objectively verifiable criteria aimed at identifying the poorest and most vulnerable households in a selected community deserving of safety net support. The targeting criteria will be updated for the locust and food security project to reflect project specific needs and objectives. Specifically, the ELRP criteria will also include households that are not already being supported by the SSSNP where there is geographic overlap (that is, Torit) and are assessed to be at risk of acute food insecurity as a result of income loss and/or livelihoods assets damage due to the infestation. Farmers who may lose sale/income because of unintended damages from accidental pesticides spray impacts on people, livestock, agricultural produce, and livestock feed beyond the defined buffer zone will also be considered eligible for the emergency direct income support.

20. The selection of a beneficiary household will be undertaken through the following key steps, which ensures conflict-sensitive mobilization and participation of local community members and stakeholders to enable open, fair and unbiased selection, endorsement and validation of eligible households for the project, as follows:

- (a) Vulnerability assessment of a target area to determine the most vulnerable Blocks/*payams* and Quarter Councils/Bomas impacted by the locust infestation and with the largest concentration of poor households.
- (b) Training of community registration teams (composed of community members) on the objective and transparent targeting criteria aimed at assessing vulnerability levels of households.
- (c) Project inception meetings with a small group of community members where they are introduced to the criteria, GRM and other important project delivery tools.
- (d) Mapping and ranking of households by the community registration teams based on the targeting criteria to prepare a provisional list of households that are eligible for registration.
- (e) Consolidated list of households created and displayed at strategic locations for validation by communities, giving opportunities for appeals through the project committees.
- (f) Final list of selected households generated based on the verification and validation by communities.
- (g) Registration of validated beneficiaries using state-of-the-art biometric technology that captures 'fingerprints' and 'photographs' of the prospective beneficiaries and their alternates<sup>32</sup> and enrolled into the MIS for payment.

21. The beneficiaries of the ELRP will be identified from households whose food security is severely affected by DL and by farm households and farmer groups who are supported by the project restore crop production, pasture, and the ecological base. These will include vulnerable groups' representatives (female headed household, households with malnourished children, single mothers, widows, elders, handicapped or chronically ill, refugees, youth at risk). The project will prioritize reaching at least 60 percent female beneficiaries

22. For this project, the plan is to provide the direct income support to the vulnerable households as defined above and LIPW to deliver some of the agriculture and natural resources activities defined under sub-component 2.2. Given concerns about COVID-19 transmission, any plans to use labor intensive public works will be preceded by a full ESF assessment and development or revision of existing ESF instruments. UNOPS, which delivers the direct income support under SSSNP, has also adapted implementation approaches across the end-to-end cash delivery

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<sup>32</sup> Each beneficiary household can have up to two alternates besides the registered direct recipient if the direct recipient is unable to collect payment at the time of cash transfer distribution.



cycle to mitigate risks of contagion due to project activities.

23. **Sub-component 2.2. Food production and building the natural resource base for crops and livestock.** In project communities, FAO uses a community-based approach to motivate participation by a wide range of groups in community activities, empowering and recognizing the community members as participants in decision-making. The project will select targeting agents (TAs) from within the community based on their impartiality, capacity, and accountability. TAs may include local elders, locally elected relief committees, civil society organizations, local NGOs, local governmental institutions, or international NGOs. Targeting agents will be selected from the community, the majority of whom should be women. Targeting approaches will be made clear and acceptance by both recipient and non-recipient populations sought to avoid creating tensions and doing harm.

24. The beneficiaries of the ELRP will be identified from farm households and farmer groups to restore crop production, pasture, and the ecological base. These will include vulnerable groups' representatives (female headed household, households with malnourished children, single mothers, widows, elders, handicapped or chronically ill, refugees, youth at risk). Criteria for different types of activities are provided in box 2.2. The project will target at least 60 percent female beneficiaries. Special measures will be followed to target and reach the following:

- (a) Households with handicapped and chronically ill, child-headed families who should receive all kits but mostly vegetable seeds.
- (b) Female-headed households (at least 60 percent), households with pregnant women, internally displaced persons (IDPs) and Returnees who should receive vegetable seeds, and crop seeds if with access to land for planting.

**Box 2.2 Targeting criteria for activities under Sub-component 2.2**

Selection criteria for crop kits/seeds:

- Selected households must be farmers or agro-pastoralists.
- Selected households have access to a land for planting.
- Selected households have the capacity to mobilize enough labor for cropping (for example, land preparation, planting, and weeding).
- Selected households should have no access to crop seeds and tools or have lost them.
- Selected households commit to attend eventual capacity development programs that will be carried out by FAO or the IP.

Selection criteria for livestock and fishing kits:

- Have livestock (cattle, sheep, goat, dog, donkey and/or poultry).
- Selected household have access to water body for fishing.
- Have at least one member of the family with fishing skill.
- Have no access to recommended/ appropriate fishing gear.
- Selected households commit to attend eventual capacity development programs that will be carried out by FAO or the IP.

Selection criteria for establishment of tree nurseries:



- Selected households belong to communities where no grievances exist with other parties about tenure rights to the land being used for tree nursery and woodlot establishment (Procedural guidelines including Voluntary Land Donation Guidelines will be provided).
- Selected households commit to clearly and transparently negotiate and specify the incentive structure resulting from tree nursery and woodlot activities for the community and other stakeholders and comply with it (Procedural guidelines will be provided in the PIM)
- Selected households commit to attend all capacity development programs that will be carried out by FAO or the IP and to transfer the knowledge to others and carry out the planned tree nursery and woodlot establishment activities (Procedures for action planning and monitoring will be part of training of trainers (TOT) for IPs).
- Subject to stigmatization and do no harm considerations mentioned above, selected households should include a representative combination of male- and female-headed households.

25. **IPs will encourage the formation of community groups and committees that will participate in the identification of beneficiaries, their registration, and encourage them to be present during the distribution.** Sensitization prior to the beneficiary selection is required, with an adequate gender proportion and involving all community leaders. Regular meetings between the community stakeholders shall be organized to ratify beneficiary targets and brief stakeholders on the implementation progress. The local authorities in coordination with the community groups and committees will identify and select the beneficiaries from the community; women will be encouraged to help in the registration process.

### Management of data and assets

26. Both UNOPS and FAO collect a large amount of data throughout implementation, and both have a policy to hand over data to the government once implementation is completed. The SSSNP expects to hand over the implementation of any follow-on safety net project to the government, supported by the existing safety net delivery tools. To that end, the government and UNOPS have signed legal agreements on the terms for the handover of the MIS and biometric system at the end of the SSSNP. SOPs for beneficiary data protection will be part of the PIM. FAO also has a policy of returning assets to the government after implementation.

### Grievance Redress Mechanism

27. **A culturally appropriate project grievance redress mechanism (GRM) will be implemented to resolve complaints in a timely, effective, and efficient manner.** FAO will conduct awareness raising for the affected communities about the presence of the GRM and inform them of their right to file any concerns, complaints and issues they have related to the project, and the processing of complaints will be tracked as part of project implementation tracking. In addition to the GRM a separate GBV Action Plan will include reporting and referral guidelines for project staff, and a grievance mechanism will be provided to all direct and contracted workers to raise workplace concerns. Workers will be informed of this grievance mechanism at the time of recruitment and the measures put in place to protect them against any reprisal for its use.

28. **The content and structure of the GRM are influenced by the Accountability to Affected Populations (AAP) guiding principles which apply to all FAO's programs, whether humanitarian, resilience-building, or development.** They require the system to understand the context of the operating environment, including the power dynamics; gender roles; people's needs, priorities, vulnerabilities, concerns, perspectives, preferences and



local capacities wherever FAO is intervening.<sup>33</sup> FAO and its IPs must maintain proximity to the beneficiaries and members of host communities and establish effective two-way communication channels.<sup>34</sup> Finally, the participatory processes must be maintained throughout the project cycle.

29. **GBV-SEA Guiding principles.** As part of the measures to protect staff and beneficiaries of assistance and the populations of South Sudan, FAO adheres to the Inter-Agency on Standing Committee on Accountability to Affected Population Commitments which aims to translate aspirations into action and results among humanitarian and development actors: leadership; participation and partnership; information, prevention of sexual exploitation and abuse, feedback and action; and results. FAO is already acting to pursue GBV and SEA and has a “zero tolerance” policy towards SEA.

30. FAO’s SOPs on the prevention of sexual exploitation and abuse (PSEA) are defined by the guiding principles of integrity, professionalism, respect for human rights, and the dignity of all peoples. These principles are enshrined in FAO Staff Regulations and Rules, as well as in the Standards of Conduct for the International Civil Service,<sup>35</sup> which require the highest standards of integrity from all employees.

31. FAO has a zero-tolerance policy towards acts of SEA that are committed by its employees or any other personnel associated with the work of FAO.<sup>36</sup> Such acts constitute serious misconduct and may provide grounds for disciplinary measures, including summary dismissal, or termination of contract. According to FAO, “Employee” refers to all those holding an employment contract with FAO, including Consultants, PSA holders, as well as those performing non-remunerated services such as Volunteers. It also includes government provided staff. This also includes acts committed by FAO contractors’ employees, or any other person engaged and controlled by the contractor to perform any services agreed upon with FAO. It further includes any entity financed by FAO or involved in the execution of FAO activities, including suppliers and service providers bidding for or contracted in commercial relationships with FAO, or partner organizations receiving, under Letters of Agreement (LOAs), financial or other resources from FAO in respect of its programs and operations.

32. While the emphasis of FAO activities in the area of PSEA will be on prevention and protection from SEA, the SOP establishes responsibilities and a formal reporting mechanism for SEA complaints, as well as related procedures for their investigation and subsequent follow-up:<sup>37</sup>

(a) *Safety.* To avoid any additional harm, the safety of SEA victims will be ensured at all times, and the safety of all parties involved in PSEA must be fully considered.

(b) *Confidentiality.* The confidentiality of complainants, victims and other relevant parties must always

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<sup>33</sup> FAO. (2020). *The Programme Clinic: Designing conflict-sensitive interventions – Approaches to working in fragile and conflict-affected contexts. Participant’s workbook.* FAO.

<sup>34</sup> A communication channel is a medium or method used to deliver a message to the intended audience. A variety of communication channels exist, and examples include: Mass media, such as television, radio (including community radio) and newspapers, Community engagement, also known as social mobilization with two-way participation that fosters community ownership, such as community dialogues, listening groups or action planning.

<sup>35</sup> Standards of Conduct for international civil servant (Manual Section 304).

<sup>36</sup> This includes acts committed by FAO contractors’ employees, or any other person engaged and controlled by the contractor to perform any services agreed upon with FAO. It also includes any entity financed by FAO or involved in the execution of FAO activities, including suppliers and service providers bidding for or contracted in commercial relationships with FAO, or partner organizations receiving, under LOAs, financial or other resources from FAO in respect of its programs and operations.

<sup>37</sup> Where persons specified in Footnote 2 are concerned, who are not subject to FAO Staff Regulations and Rules, investigation and follow-up action will be dealt with in accordance with specific procedures in place for the investigation of third parties involved in programs and operations of the Organization. In addition, specific PSEA clauses have been inserted into all LOAs and procurement of goods and services contracts, allowing FAO to immediately terminate any such LOA or contract in cases of SEA committed by this category (see Manual Sections 502 and 507).



be respected.

- (c) *Transparency*. The functioning of reporting mechanisms will remain transparent.
- (d) *Accessibility*. SEA reporting mechanisms are available to anyone who may have reason to allege a SEA incident, including local populations and staff and non-beneficiaries. Establishing women quotas at community-level grievance management to facilitate woman to woman reporting.
- (e) *Accountability*. FAO South Sudan is held accountable for their PSEA actions through regular reporting to FAO Ethics office.

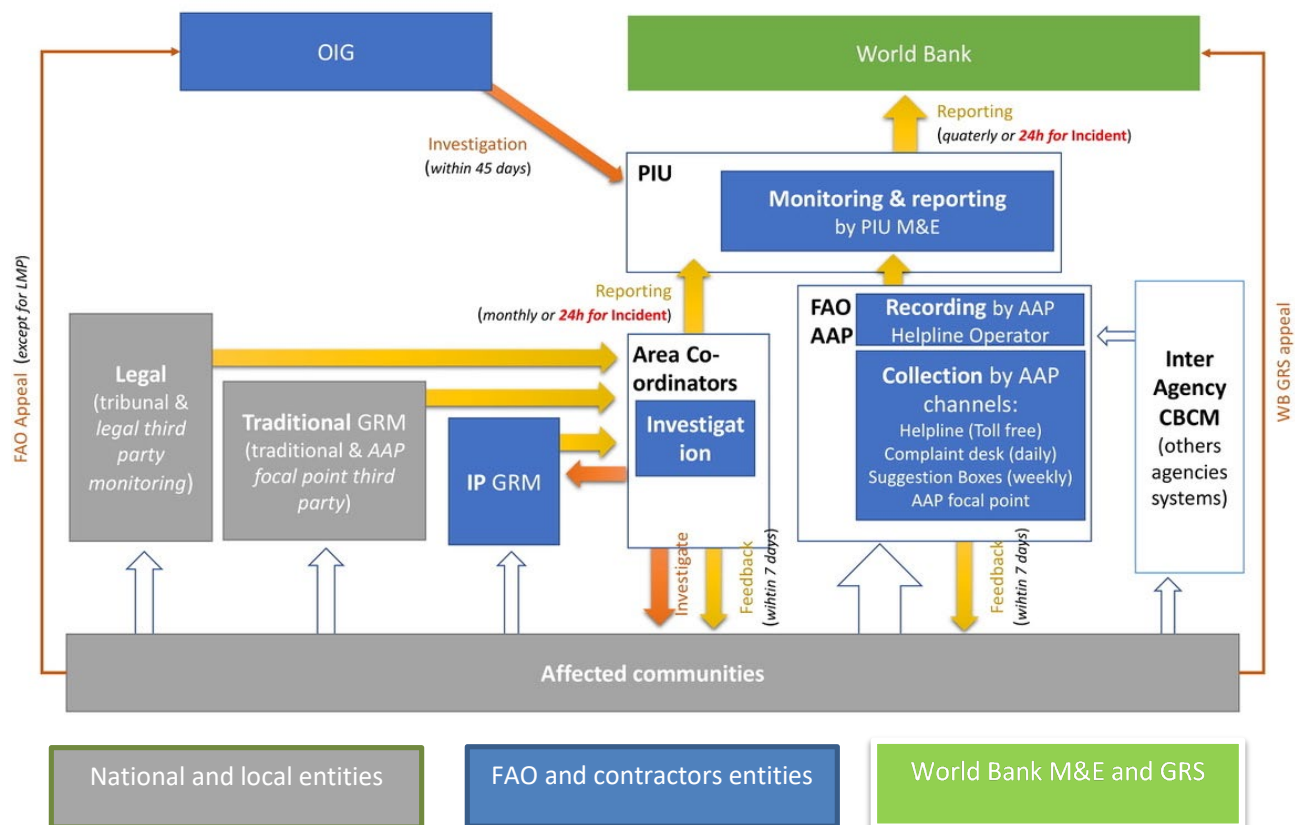
33. **Traditional Authorities Conflict Management.** In South Sudan, the process of conflict management and resolution is subject to cultural diversity. Each of the major ethnic groups has rules and procedures for conflict resolution. Traditional mechanisms of conflict resolution are similar in Southern Sudan in that they rotate around the concepts of mediation, compensation, and restitution. The ELRP will respect traditional authorities' objectivity, representability and responsibility in grievance and redress management. Therefore, any community grievance might be dealt with by traditional authorities. For a better understanding of traditional authorities, FAO will assess each traditional system in project intervention areas at the beginning of the project including their recognition by the community itself and rules alignment with national laws and World Bank ESF standards. Therefore, specific rules would be accordingly defined with traditional authorities and would apply for project related complaint. In case no agreement is made with local authorities to support World Bank ESF within resolution rules, the project GRM would apply.

34. Where complainants apply to the traditional authorities to manage the grievance, the traditional authority will be at liberty to resolve the grievance and will inform the AAP focal point of the result. The AAP focal point will offer any additional support as required, including involving a legal third party to support the process and ensure both side's rights. All cases of GBV-SEA and SH should notwithstanding follow the specific mechanism. The full project grievance redress mechanism is summarized in figure 2.4.

35. **Sub-component 2.1 Livelihoods Protection.** UNOPS has an established GRM under the SSSNP that it will apply to the implementation of sub-component 2.1 given the particular challenges around targeting and distribution of cash within communities. The GRM is a community-based structure that addresses grievances and mitigates against social risks, escalated tensions, disputes, and in extreme cases violence, because of project activities. It comprises structures at every level of project coordination and governance. As such, it includes structures at the lowest level (that is, group leaders of beneficiaries and Appeals Committees) up to the highest level (that is, the implementing agency). Beneficiaries select Appeals Committee members who are well respected in the community and who do not benefit from the SSSNP. Beneficiaries, members of the community and local-level GRM structures are trained on the purpose, functioning, and procedures of the GRM, as well as on broader project aspects. Most of the complaints received include (a) exclusion from project benefits, and (b) delays in payments. The GRM also includes GBV focal points to sensitize beneficiaries, communities, Appeal Committee members, chiefs, and local leaders on GBV and gender issues. Further, the SSSNP is developing a GBV Action Plan and GBV referral mapping to not only mitigate GBV risks due to project activities, but to also ensure that survivors are provided with appropriate and confidential services, as appropriate.



**Figure 2.4 FAO Grievance Redress Mechanism Flowchart**







## ANNEX 2: REGIONAL PLATFORM FOR THE MANAGEMENT OF DESERT LOCUSTS AND OTHER TRANS-BOUNDARY PESTS

### Emergency Locust Response Project

1. Controlling DL populations is multifaceted and the ways and means to achieve these are known. However, consensus and coordination among all affected countries on the best approach is a strategic necessity. As the DLs do not recognize international boundaries, sustainable control solutions in all the infested areas can only be achieved through coordinated interventions and with international cooperation by all affected countries.
2. In addition to the IGAD Member States, the DL infestation in the HOA region is impacting and being impacted by countries in neighboring areas. The locust invasion in the HOA region can be traced back to the immature swarms that moved from the coastal plains to the interior of Saudi Arabia and Yemen, while other infestations have reached Bahrain, Iraq, Kuwait, Qatar and the United Arab Emirates. Control operations have reportedly been on-going in Egypt and Saudi Arabia but are still inadequate in Yemen despite the approval by the Board of Executive Directors of the Yemen Locust Response Project (P174170) on June 17, 2020.
3. Furthermore, because DLs are an intermittent problem. Disjointed action has been attempted before, with relatively little success. The interest in and funds for control and related operations tend to grow during severe outbreaks of DLs, upsurges or plagues, when swarms threaten major crop areas, and quickly disappear as soon as the surge ends. This lack of sustained interest or engagement often results in a diminished capacity for control, with state and non-state teams responsible for locust control often being ill-equipped and ill-prepared for quick responses before the problem becomes difficult to control. Each time an upsurge or infestation begins, frantic efforts, with little coordination, readiness, or institutional memory cause considerable delay which in turn increases response costs exponentially.
4. **The need for a sustained capacity to monitor and respond does not only apply to DL surges.** Several trans-boundary pests can be monitored from a regional platform. An effective early warning system is needed for continuous intensive surveillance and monitoring in a coordinated fashion, for example, of locust breeding areas as well as effective ground and aerial control operations in order to detect and neutralize hopper bands or adult swarms in time, thus preventing more swarms from forming and ensuring the safe application of pesticides. Management and prevention measures need to be in place, rather than merely the current reactive control measures. The effective ultimate controlling and/or management of the DL and other trans-boundary pests in the IGAD region and surrounding areas will require a dedicated and sustained involvement of all affected countries and international communities, employing an area-wide/inter-regional approach, through applying integrated methodologies and support frameworks; and with all state and non-state stakeholders acting in a coordinated manner.

### An Inter-Regional Platform for the Management of Desert Locust and Other Trans-Boundary Pests

5. Within the framework of Article 11 of the Communiqué of the 34th Extraordinary Summit of the IGAD Heads of State and Government (February 9, 2020, Addis Ababa, Ethiopia), on the DL invasion, the IGAD Secretariat was assigned the role of coordination, including galvanizing collective action from all stakeholders, promoting cooperation, mobilizing resources, providing information and building capacity, as required in the process of combating the DL invasion. IGAD member states and partners recommended that a platform be formed that could be extended not only to IGAD member states, but to all countries affected by the DL and other trans-boundary pests that have a significant impact on food security. The overall goal of the platform is to strengthen synergies and sustained management and control of DL and other transboundary pests in the IGAD region.





6. IGAD will mobilize and organize collective action, consistent with the needs for an area-wide approach and integrated pest management. It will provide a coordination to facilitate cross-learning, monitor and help program activities, avoid overlapping, identify gaps and share information, while simultaneously enhancing cooperation with non-member states. It will also help ensure that campaigns for the control of DL and other trans-boundary pests are tackled in accordance with area-wide principles of integrated pest management, using environmentally friendly chemicals, synchronized work plans, harmonized methodologies and the involvement of coordinated operations by all stakeholders at the national, regional and international levels. The platform will also create a strong political momentum which will help to generate greater commitment in affected countries, attract more responses from development partners and facilitate increased investments to support further DL and other trans-boundary pest management efforts.

7. IGAD would set up this platform in partnership with the DLCO-EA and the Commission for Controlling the Desert Locust in the Central Region. The key activities of the platform would include the following:

- (a) Bring together and provide a forum for regional solidarity for the management of DL and other transboundary pests for the representatives of the different partners and stakeholders including IGAD member states, affected neighboring non-IGAD countries, development partners, private sector and implementing partners, including UN agencies, civil society organizations and specialized research and training institutions; and the IGAD Secretariat and its specialized Institutions.
- (b) Provide a platform through which priorities and possible interventions aimed at achieving the objectives of the locust management campaign and other trans-boundary pests are collectively discussed and deliberated by affected regions, countries, development partners and other stakeholders.
- (c) Serve as a technical body to coordinate the formulation of plans, review progress, discuss challenges, provide information, and promote actions related to the management of the DL and other transboundary pests.
- (d) Promote regional cooperation and coordination and support strengthening of national capacity in locust management; survey and monitoring operations; program development and implementation; mitigation, preparedness, early warning and timely control, and impact assessments to inform policy and decision making.

### **Institutional Structure and Arrangements**

8. The Inter-Regional Platform for the Management of Desert Locusts and Other Trans-Boundary Pests will have the following structure (see figure 3.1):

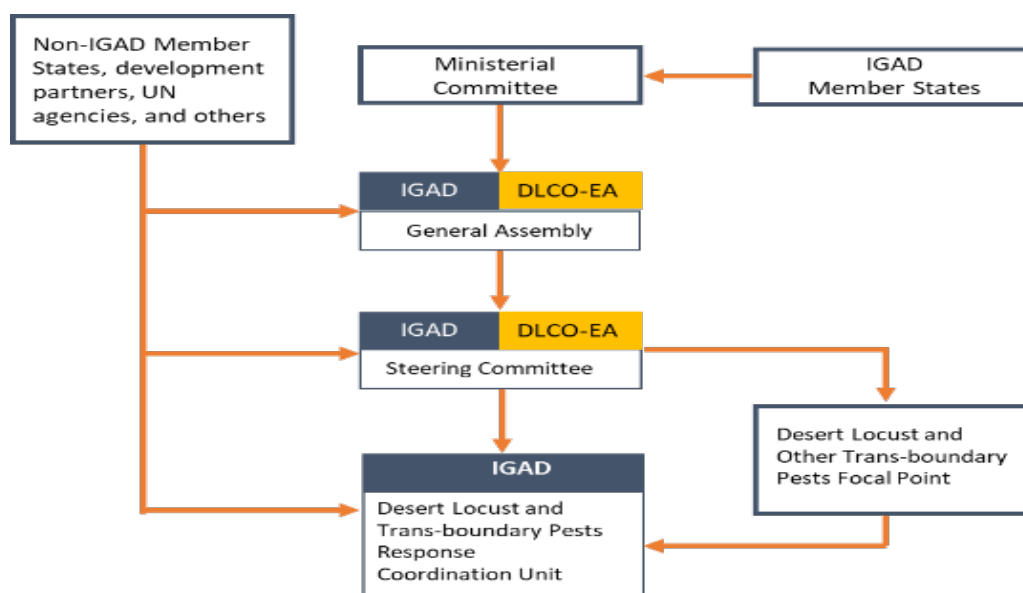
- (a) **A Ministerial Forum** composed of Ministers In-charge of Agriculture, Crop Protection and Rangelands from IGAD member states and other participating countries, Senior officials from development partners and other stakeholders, who will meet at least once a year or more frequently as may be determined by the Co-chairs of IGAD and DLCO-EA depending on prevailing situation of the DL and other pests in close consultation with the current chair of IGAD representing the member states. The first meeting will be chaired by a representative of the current Chair of IGAD; and the date, venue, and chairperson of each one of the subsequent meetings will be determined in accordance with the decision made in the preceding meeting.
- (b) **A General Assembly** composed of high level technical and political representatives of all stakeholders involved both from within the IGAD region and beyond, to review progress and approve short to long-term work plans and progress after receiving feedback from the technical committee. The General



Assembly will also be an annual event with IGAD and DLCO-EA as Co-chairs while IGAD serving as a Secretariat, and convenor.

- (c) **A Steering Committee**, whose members shall be senior executive officials at the level of Director/Director General/Permanent and Undersecretary from government ministries and agencies that deal with DL and other trans-boundary pests from IGAD member states, in addition to DLCO-EA, IGAD secretariat and its specialized Centers, development partners, UN agencies and NGOs. The Executive Secretary will co-chair the Steering Committee of IGAD or appoint an IGAD officer for this role. The Committee will be co-chaired by the Director of DLCO-EA. The committee shall meet at least twice a year or as otherwise decided by IGAD and DLCO-EA.
- (d) **A Transboundary Pest Response Coordination Unit (TPRCU)**. This will be embedded within IGAD Secretariat or IGAD specialized Centers as determined by the Executive Secretary. It will consist of a core team of professional staff appointed and nominated by (a) IGAD Executive Secretary, (b) working in close cooperation with other IGAD and non-IGAD MS national focal points, (c) Technical Partners (UN agencies, NGOs, academia, research institutions, private sector), and (d) partners working in coordination with DLCO-EA for implementing DL control activities, ICPAC (for climate and ecological monitoring), IGAD Food Security, Nutrition And Resilience Analysis Hub for locust spread monitoring and impact assessment, IGAD Centre For Pastoral Areas and Livestock Development for response in rangelands, and Conflict Early Warning and Response Mechanism for monitoring conflict arising from locust outbreaks.
- (e) **National Task Forces, National Desert Locust Coordinators or Locust Control Units** and other pest technical units will be identified in each country, and agencies to link up with the TPRCU. These national units are the basic coordination structures for survey and control operations, and are responsible for monitoring and mapping locust breeding, spread (movement and migration) of DL and other trans-boundary pests in their respective countries. They also share data with various governmental entities required for formulating plans and approaches of control operations.

Figure 3.1 Institutional Structure





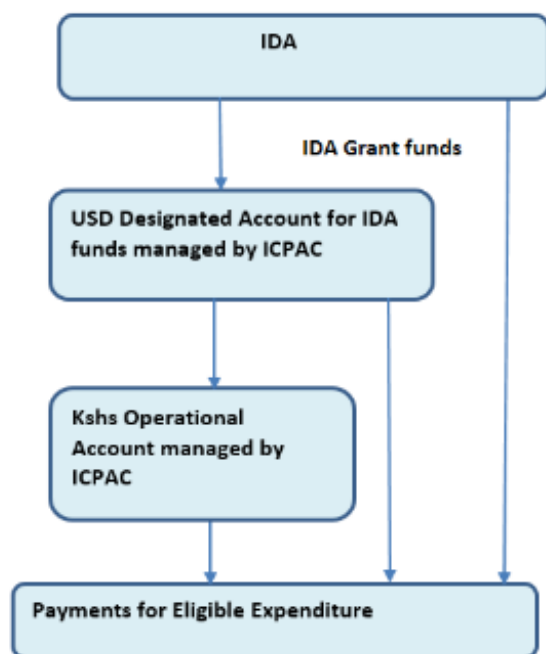
## Fiduciary Management

9. Financial management will be integrated within the existing implementation framework of ICPAC which will be the primary implementation body tasked with FM of project activities. ICPAC is a specialized institution of the IGAD established through a signed protocol by IGAD member states. It is currently implementing a World Bank funded project, the “Building Disaster Resilience to Disasters through Risk Management and Climate Change Adaptation” (P154403).

10. Financial management will be integrated within the existing implementation framework of ICPAC. ICPAC uses SunSystem accounting system that is automated and can perform all grant management functions and generation of financial reports required by the World Bank. The system can carry out appropriate budget tracking and linking of expenditure to specific budget lines for monitoring execution of AWPB. The finance team is well qualified and experienced in financial reporting for donor funded projects. The proposed regional grant by the World Bank has a budget for a finance officer who will be 100 percent dedicated to the project. The Finance Officers who will be assigned to handle the project will be trained on World Bank FM requirements and reporting.

11. ICPAC will maintain separate dedicated bank accounts for the project funds. Funds from IDA will be disbursed to a United States. dollar DA managed by ICPAC. Signatories to the United States dollar bank account will be in line with the IGAD’s mandate as approved by the Executive Secretary. An operational account in local currency will also be opened for making payments in local currency. Direct payments from the World Bank will also be applicable for any significant payments as would be guided by Disbursements and Financial Information

Letter. The chart below shows how funds will flow:



12. ICPAC will prepare and submit quarterly IFRs and annual project financial statements to the World Bank. The quarterly IFR will be submitted to the World Bank within 45 days after the end of the quarter to which it is related. The format of the IFR was agreed with ICPAC during negotiations. The audited financial statement and the management letter will be submitted to the World Bank six months after the end of the financial year. The external audit for the project will be carried out by a private audit firm.

13. There is an internal audit department that will be required to incorporate the audit of the project in their work plan to provide assurance that adequate controls in have been instituted regarding project execution. The project will be directly supervised by the World Bank and supervision missions will follow the World Bank's operational modalities and established guidelines including FM reviews.

14. The agency has been able to submit quarterly IFRs and annual audited financial statements on timely basis. They have received clean/unmodified audit reports. In addition, the proposed project activities are not complex. The FM risk for the proposed grant is assessed as **Moderate**.

## Support from the Project and expected Outcome

15. The Regional Grant to IGAD will primarily finance the setting up and operation of the Desert Locust and



TPRCU so that it will be equipped to execute the obligations of its core functions, serving as secretariat for mobilizing, organizing and synchronizing the efforts of the different levels of actors and stakeholders in the various campaigns; organizing coordination mechanisms (such as, meetings, mapping of interventions, monitoring activities, database, and organizing information sharing fairs), drawing up agendas, prompting action and ensuring that the necessary intervention on all fronts is engaged and sustained. It will facilitate requests and exchanges for knowledge management to share good practices; help plan the implementation of the locust management campaigns; offer capacity development to enhance the region's technical capacity to manage the execution of the campaign and enhance countries' preparedness through enhanced partnerships to mobilize the required human, material and financial resources; and strengthened coordination to optimize the synergy and cooperation involving diverse actors and sectors; and M&E to keep track of the progress and challenges present in the DL and other trans-boundary pests management campaigns.

16. The project will finance, among others, and for a period of three years, operational expenses, including staffing (not including civil servants), office furniture and equipment, software, communication, travel-related expenses, and organization of conferences and meetings. For activities under component 5 and outlined in this annex, the project includes retroactive financing of up to US\$143,559 (SDR100,000 as on April 30, 2021) for eligible expenditures incurred on or after May 15, 2021. The retroactive financing will finance eligible costs associated with core staffing of the implementation unit (including but not limited to consulting fees) and preparation of project design documents such as ESF instruments and the PIM.

**Table 3.1 Intra-Regional Platform Budget**

<b>Cost Category</b>	<b>Investment Cost (US\$ thousands)</b>
Expendable	88.0
Front end fee	195.0
Meetings & Travel	694.0
Non-expendable	109.2
Support Staff	534.6
Technical Staff	1181.2
Technical Support Service	198.0
<b>Grand Total</b>	<b>3000.0</b>

**Table 3.2 Intra-Regional Platform for the Management of Desert Locusts and Other Trans-Boundary Pests Results Framework**

	<b>Narrative summary</b>	<b>Indicators</b>
<b>Goal</b>	To strengthen synergies and sustained management and control of DL and other transboundary pests' in the IGAD region.	
<b>Outcomes</b>	Improved coordination of DL interventions among IGAD MS and between IGAD and non-IGAD member states.	Harmonized financing and campaigning (for example: monitoring, surveillance, eradication operations, early warning, and early response).  Sustained interest or engagement of different stakeholders in the control of DL and other transboundary pests.



	Narrative summary	Indicators
	Sustained capacity among IGAD member states and between IGAD and non-IGAD member states to monitor and respond to DL and other trans-boundary pests.	Effective <sup>38</sup> and continuous intensive surveillance and monitoring of DL and other transboundary pests.  Management and prevention measures of DLs and other transboundary pests in place among member states.  IGAD member states with technical capacity to manage the execution of DL campaigns.
	Improved information generation and sharing among IGAD member states and between IGAD and non-IGAD MS.	Timely production <sup>39</sup> and dissemination of DL related information to all stakeholders using various media platforms e.g. the website.  Information and experience sharing platforms convened on DL and other transboundary pests.
<b>Outputs</b>	<p>Early warning/response system for DL and transboundary pests surveillance and monitoring develop and/or strengthened.</p> <p>Harmonized tools to support identification of gaps, sharing of information and avoidance of overlapping in campaigning established.</p> <p>Synchronized DL work plans, methodologies, and operations at the national, regional, and international levels.</p> <p>Strengthened national capacity in transboundary pest management, surveillance, monitoring, and response</p> <p>Centralized transboundary pest information repository.</p>	Functional early warning system for DL and transboundary pests' surveillance and monitoring in place.

### Grant activities and deliverables

17. The grant activities that will be financed will work to mobilize representatives of the different partners and stakeholders<sup>40</sup> to participate in ongoing the dialogue about DL and transboundary threats in the Horn of

<sup>38</sup> The Early Warning System will be continuously utilized for intensive surveillance and monitoring of DL to inform response actions

<sup>39</sup> Including press releases, studies, and articles.

<sup>40</sup> Including IGAD MS, affected neighboring non-IGAD countries, Development Partners, private sector and implementing partners, including UN agencies, Civil Society Organizations and specialized research and training institutions; and the IGAD Secretariat and its Specialized Institutions.



Africa. The dialogue will focus on national preparedness, regional preparedness, institutional reform, and innovation. Around these topics, IGAD will lead and facilitate dialogue and reform efforts to policy, regulatory, and system approaches for DL threat response. Specific activities include:

- (a) Convening platform meetings to discuss priorities and possible interventions aimed at achieving the objectives of the locust management campaign and other trans-boundary pests.
- (b) Coordinating formulation of harmonized workplans, reviewing progress, discussing challenges, providing information, and promoting actions related to the management of the DL and other trans-boundary pests.
- (c) Promoting regional cooperation, coordination, and supporting the strengthening of national capacity in locust and transboundary pest management; coordinating information flows about national activities for surveillance, control, and post invasion recovery.
- (d) Monitoring/collecting/sharing information, gathered by MS through surveillance and control activities.
- (e) Supporting collaborative research and knowledge sharing; directly providing or facilitating access to technical guidance to countries on pest threats, workable responses, and activities happening in other countries.

18. These activities should result in agreement among IGAD member states about the DL control strategies to pursue, along with the investments in capacity building and technology that to support those strategies. By leveraging existing expertise within IGAD agencies and bringing in additional technical experts on a targeted basis, IGAD will develop and deliver accessible and informative communication products to raise awareness about DL and other transboundary pests, to get climate and weather information, and to learn about innovations in early warning and response systems. In addition to these outcomes, the grant will lead to the creation of high-quality, evidence based, and coordinated national preparedness plans as well as a regional prepared plan against DL.



## ANNEX 3: FIDUCIARY MANAGEMENT

### Emergency Locust Response Project

#### (i) Financial Management

1. The ERLP is an emergency operation and, therefore, uses flexible FM arrangements, including streamlined procedures to expedite decision-making and approval of FM exceptions for implementation. For operations indirectly engaging UN agencies, the FM arrangements, including the Single Audit Principle, are detailed in the Standard Form Agreements between the individual UN agencies and respective Borrower Governments.
2. The overall fiduciary responsibility for the implementation of the project will be with MAFS through a PCU that will be established in MAFS offices, which will include staff responsible for providing effective FM oversight. An FM assessment of MAFS conducted by the World Bank team revealed significant capacity gaps and internal control weaknesses which could materially affect the implementation of the proposed project. This includes inadequate accounting system, lack of internal audit function, lack of clear approval and authorization arrangements and inadequate segregation of functions and internal check mechanisms in payment processing. MAFS will therefore ensure adequate accounting capacity at the PCU headed by a consultant Senior Financial Management Specialist supported a Financial Management Specialist and an accountant deployed from the ministry. FAO and UNOPS will join the project through direct contracting. FAO and UNOPS South Sudan Country Offices maintain adequate accounting capacity that will support the implementation of the project.
3. The main fiduciary risks in this project relate to activities under components 1 and 2 which are decentralized in nature. Due to the inadequate capacity of the implementing ministry, there is a risk that surveillance activities under component 1 and cash transfers and community-level activities under component 2, may not benefit the intended beneficiaries. This is because of restricted access to project sites due to insecurity and COVID-19, difficulty in coordinating, supervising, and monitoring multiple activities in diverse locations and the potential for diversion of cash transfers to unintended beneficiaries.
4. Other risks relate to the rapidly deteriorating macroeconomic situation in South Sudan coupled with the significant depreciation of the local currency relative to the US dollars, which could further present a risk of misapplication of project resources. These risks are effectively mitigated by the involvement of UN agencies in the implementation of the project. The UN agencies have adequate technical and fiduciary capacity to implement similar types of emergency operations. Further, the UN agencies have adequate footprint in the country including in the particular project sites.
5. The two UN agencies will each sign contracts/agreements with MAFS as a basis for their engagement. During implementation, the agencies will submit quarterly financial reports, which will be validated by the PCU in line with the signed agreements, before sharing with the World Bank. The financial reports will be generated from the FM systems of the respective UN agencies to guarantee accuracy and fiduciary assurance. Disbursement of funds to the UN agencies will be made through direct payment from the World Bank to mitigate the risks associated with holding funds in the DA. External audit of the project components implemented by the UN agencies will be conducted in line with the Single Audit Principle between UN agencies and the World Bank.
6. **Technology-enabled monitoring.** To strengthen fiduciary oversight and address the inherent risks of a highly decentralized project, MAFS will engage a TPMA to verify the physical implementation of activities and the compliance with the internal controls and financial management arrangements based on ToR agreed with the World Bank. TPMA reports will be submitted simultaneously to MAFS and to the World Bank within 45 days after the end of six months. All exception reports involving fiduciary noncompliance, errors, irregularities, and





suspected fraud will be shared with the World Bank. The COVID-19 pandemic is restricting travel, so the project will explore use of technology such as GEMS to ensure remote supervision of project activities in diverse field locations.

7. Funds disbursed into the DA for the implementation of component 4 will be ring-fenced from ministry-wide fiduciary risks by ensuring segregated project accounts (DA), cashbooks and financial statements, operated, maintained, and prepared by MAFS - based PCU. The PCU will maintain an up-to-date contract register as well as an asset register. Similarly, the FM team will prepare monthly bank reconciliation statements to ascertain the accuracy of the cash balances in the DA. Fiduciary oversight will be affected by internal auditors deployed from the Internal Audit Directorate and the National Audit Chamber. The in-year internal audit reviews will be conducted at least once a year and the audit reports will be shared with MAFS, MoFP, and the World Bank for review and comments. Each of the UN agencies will also conduct annual project-specific internal audits and submit reports to the government and the World Bank by June 30 each year. Detailed financial management arrangements will be contained in the FM manual. The residual FM risk rating for the project is therefore deemed Substantial.

#### **Funds flow and Disbursement arrangements**

8. Disbursement of the Grant will use advances, reimbursement, direct payments, and payments under Special Commitments including full documentation or against statements of expenditure, as appropriate. For activities to be managed under contract with FAO (including activities in component 1, sub-component 2.1, and sub-component 3.1) and with UNOPS (sub-component 2.1) a lump sum amount will be disbursed through UN blanket commitments to the individual UN Agency following submission of a duly executed contract between the UN agency and MAFS and a Payment Request from that agency. FAO and UNOPS will then provide quarterly financial reports to the PCU within 45 days after the end of the quarter, which will be used to account for expenditures in the World Bank records.

9. For component 4, the proceeds of the grant will be disbursed into the DA following the transaction-based SoE method. The PCU will submit Withdrawal Applications accompanied by statements of expenditure incurred, to the World Bank for replenishment of the DA. The project will also maintain a local currency sub-project account for making payments denominated in local currency. Funds will only be transferred from the main DA to the local currency sub-account in order to meet immediate payment obligations. No significant cash balances will be maintained in local currency to reduce the foreign exchange exposure risk. MAFS will be responsible for initiating, incurring and authorizing expenditures under the Project in accordance with the specified procedures and initiating the payment process with all the required supporting documentation. Detailed disbursements arrangements are documented in the Disbursement and Financial Information Letter.

10. **Reporting requirements.** The project will prepare and submit quarterly interim financial reports to the World Bank within 45 days after the end of the quarter. These reports will be generated from MAFS PCU and will reflect project expenditures by components and activities in addition to a comparative statement of budgeted and actual expenditures. In addition, FAO and UNOPS will each submit quarterly interim financial reports to the World Bank through the PCU within 45 days after the end of the quarter. Any issues arising from Bank review of the financial reports will be discussed with the project as part of ongoing project implementation support.

#### **(ii) Procurement**

11. Procurement in South Sudan is governed by the Public Procurement and Asset Disposal Act 2018. The Procurement Act 2018 was supposed to replace the Interim Public Procurement Regulations adopted in 2006, however, the Procurement Act remains nonoperational. The public procurement does not have a procurement



regulative authority as provided by the law, and further still procurement regulations and standard procurement documents including manuals have not been finalized. The government, however, has made efforts to expedite the procurement reforms including establishing the procurement authority and preparation of regulations to operationalize the law. It is envisaged that the Procurement Act 2018 will be fully operational by the end of 2021. Recently, the MoFP has established a PFM Oversight and Technical Committee with membership comprising of both the government and development partners with the aim to support the economic reforms envisaged in the Peace Agreement. Establishing a functional procurement system is on the government's priority reforms agenda.

12. All project procurement will be carried out in accordance with the 'World Bank Procurement Regulations for Borrowers under Investment Project Financing', dated July 1, 2016, revised in November 2017 and August 2018, hereafter, referred to as 'Procurement Regulations'. The project will be subject to the World Bank's Anticorruption Guidelines, dated July 1, 2016. As per the requirements of the Procurement Regulations, MAFS has started preparing a PPSD which will set out the selection methods to be followed by MAFS during project implementation in the procurement of goods, works, non-consulting, and consulting services financed by the World Bank and in the procurement plan for the first 18 months, which also will be reflected in the project implementation manual.

13. Procurement under the project will be carried out at the central level by the PCU established within MAFS by a dedicated Procurement Specialist and Financial Management Specialist hired under the project. While the PCU will have the overall responsibility for project coordination, oversight, and management, it will hire FAO and UNOPS through output agreements as the technical leads to execute the project activities. FAO will be responsible for component 1, technical implementation of sub-component 2.2, and component 3. The United Nations Office of Project Services (UNOPS) will implement sub-component 2.1 and will manage the payment for LIPW under sub-component 2.2. MAFS will be responsible for implementing component 4 of the project. The project will adopt the procurement management arrangements established under the previous World Bank financed project, Emergency Food and Nutrition Security Project (EFSNP, P163559), under which MAFS was the implementing agency, maintained a small project implementation unit, and contracted UN agencies to implement on the ground. In addition, MAFS should designate 2-3 procurement staff to the project for capacity building. The project will also hire a senior procurement specialist to provide trainings to MAFS staff on the new Country Public Procurement and Asset Disposal Act 2018 and the procurement regulations. The senior procurement specialist will also support MAFS to establish and train the Procurement Committee as required under the Procurement Law.

14. The proposed project is being prepared and processed under the procedures provided for under the World Bank Policy on Investment Project Financing (hereafter the IPF Policy) Section III, paragraph 12: Projects in Situations of Urgent Need of Assistance or Capacity Constraints. If requested by the Borrower, the World Bank would further provide procurement HEIS. In this regard, the Borrower has initiated the preparation of PPSD, but the finalization will be deferred to implementation. MAFS will contract more than 90 percent of the project activities to UN FAO and UNOPS through output agreements, the templates for which were reviewed and cleared by the World Bank's Operational Policy and Country Services (OPCS) Vice Presidency. The agreements will be reviewed and cleared by the World Bank prior to signing by the UN agencies. Both FAO and UNOPS will follow their own procedures within their own contracts and will report directly to MAFS, the project implementing agency. MAFS will cascade down the obligations on procurement and governance requirements to FAO and UNOPS as part of the UN output agreements, including the obligations on procurement planning and monitoring progress against these plans. Any UN to UN agreement by either FAO or UNOPS will be contingent on review and clearance by the World Bank.

15. **Project procurement strategy for development (PPSD) and Procurement Plan.** MAFS will prepare a PPSD to improve project implementation and help achieve project results. The PPSD will provide the basis for the preparation of an initial 18-month procurement plan setting forth the selection methods to be followed by the



PCU during project implementation for the procurement of goods, works, non-consulting, and consulting services financed by the Bank. The procurement plan will be updated at least every six months or as required to reflect the actual project implementation needs and improvements in the institutional capacity. ERLP will be sharing the PCU with the RALP, so the two projects will have largely parallel PPSDs and PPs. To this end, ERLP's Procurement profile primarily consists of: (a) UN agency contracts (FAO and UNOPS) using the output agreement template for the project; (b) cofinancing the hiring the TPMA; and (c) cofinancing the hiring the project management individual consultants. Details of the procurement activities will be finalized in the PPSD and PP once implementation commences.

16. **Advance Contracting.** To ensure timely finalization of the Output Agreement and any other contracts, MAFS will initiate an advance procurement of FAO before effectiveness of the project. All advanced procurement activities shall be consistent with Section V (Paragraphs 5.1 and 5.2) of the Procurement Regulations for Borrowers under IPF dated July 1, 2016 (revised November 2017 and August 2018). The advance contracting will enable the Borrower to contract FAO, UNOPS, and the FM and procurement specialist for the PCU in a timely manner.

17. A procurement capacity assessment of MAFS was conducted in March 2021 as part of project preparation and it was noted that the project management will make use of the existing procurement management arrangements. While MAFS in the past has had some experience in implementing the World Bank funded projects (EFNSP and Emergency Food Crises Response Project (EFCRP, P113586)), the procurement oversight, in general, remains weak due to the country context and incomplete legal and regulative Public procurement system. The project will hire experienced consultants in procurement and other technical areas to support MAFS in project implementation. FAO and UNOPS within their contracts (agreement) will follow their own procedures to execute contract activities. The World Bank has assessed FAO's and UNOPS' procurement systems and generally found them to be consistent with the core procurement principles and Governance requirements. FAO country Office Internal Audit Report 2018/2019, however, was found to be unsatisfactory with the report highlighting procurement as one of the challenges. Since then, the World Bank and FAO have been closely monitoring the implementation of the recommendations of the audit report and noted that most of the recommended actions were addressed by FAO. For implementation of the ELRP, the project procurement is according to the following procurement arrangements:

- (a) Carryout the project procurement activities in accordance with the World Bank Procurement Regulations.
- (b) Initiate the procurement process only after obtaining a No Objection Letter (NOL) from the World Bank to the Procurement Plan (PP). Enter the PP through the World Bank's portal - Systematic Tracking of Exchanges in Procurement (STEP) and update the PP at least biannually. Update the PPSD, at least annually or whenever substantial changes are required to be made to the PP. Submit the updated PPSD to the World Bank for seeking concurrence before changing the PP in STEP.
- (c) Use the World Bank's Standard Procurement Documents for goods, non-consultancy service and works and World Bank's Standard RFP for consultancy services.
- (d) Publish the contract award details in the Implementing Agency (IA)'s official website.
- (e) Adhere to the prior/post review thresholds prescribed in the PP for the first 18 months and subsequent revisions according to the World Bank's instructions.
- (f) Extend the necessary cooperation for conducting the World Bank's post-procurement review or any other reviews desired by the World Bank including any complaints cases. The IA regularly uploads all relevant procurement documents to the STEP portal.



- (g) Maintain separate complaint registers and procedures for redressing grievances and complaints, if any.

18. **Monitoring and Supervision Arrangement.** Based on the nature of the project activities, the following proposed monitoring and supervision modalities have been discussed and agreed with MAFS. In its supervisory and implementation support role, the World Bank will ensure that: (a) MAFS will hire a TPMA to verify the progress of outputs of procurement activities. The project will maintain a Procurement Management Information System as part of the project monitoring system that will regularly collect data from the field using geo-enabled digital technology whenever possible. It will also establish a GRM procedure for procurement complaints. A review the six-monthly procurement progress reports and procurement plan updates as part of the overall project progress reports to be prepared by MAFS and submitted to the World Bank; and (b) review and clear ToR for all implementing partners and key individuals financed under the project. MAFS will include procurement performance and compliance in the scope of the annual project-specific audit.

19. The overall procurement risk for the project is assessed as High before the mitigation measures. The fiduciary assessment identified several risk mitigations measures and an action plan prepared in consultation with MAFS and other implementation agents, and are included in table 4.1 below:

**Table 4.1. Procurement Risk and Mitigation Measures**

	<b>Risk</b>	<b>Risk Mitigation Measures</b>	<b>Responsible</b>	<b>Proposed Completion Date</b>
1	MAFS capacity/experience to implement procurement of the project is limited.	The PCU will hire a dedicated Senior Procurement Specialist with experience satisfactory to the World Bank.	MAFS	Within three months after effectiveness.
2	Operational context: volatile political situation and weak macro-economic projection; current constraints in making payments to another party outside of the country due to foreign exchange shortages.	Direct payments to suppliers at the request of the government.	MAFS	Starting with effectiveness continued throughout project implementation.
3	Fiduciary risk: Corruption and bribery concerns with regards to internal controls within the Ministry and broader context of the country; South Sudan is ranked second most corrupt country in the world on transparency corruption perception index.	Project to be implemented with the support of UN Agencies as the main suppliers of goods and services. In addition, direct payments are proposed.	MAFS	Throughout the project period.
4	High inflation of local currency resulting lack/limited participation of service providers/suppliers in tendering process especially for low value contracts and NCB.	Bidders given options in the bidding document to bid in other foreign currencies other than local currency.	MAFS	Throughout the project period.
5	Lack of knowledge of the stakeholders involved in procurement and related activities.	The project implementation manual will include a procurement section clearly describing the procurement arrangement, roles and responsibilities	MAFS	Effectiveness.
6	Lack of continuous availability of designated procurement counterpart staff at MAFS hinders transfer of	MAFS shall ensure continuous availability of qualified counterpart staff in PCU to work	MAFS	Throughout the project period.



	Risk	Risk Mitigation Measures	Responsible	Proposed Completion Date
	knowledge.	alongside the senior procurement specialist.		

20. **Procurement and Selection Methods:** The procurement of goods, works and non-consulting services will use methods such as international competitive bidding, national competitive bidding procurement from UN agencies, Shopping, Single Source Selection and Direct Contracting. Procurement from UN Agencies such as UNOPS will be used for procurement of vehicles. Selection of Consultants will follow consultants quality and cost-based selection, consultants quality-based selection, selection based on consultant's qualifications, least-cost-based selection, fixed-budget based selection, selection of individual consultants and SSS.

21. **Contract Management.** The PPSD will identify high-risk and high-value procurements for increased contract management support; these will also be indicated in the PP. KPIs will be developed and monitored during actual execution of contracts. The World Bank team would provide additional due diligence and independent review of the contract performance of such identified procurements. The project will be implemented by the fully staffed PCU, which will be responsible for the overall coordination and project/contract management.

22. **Workshops, conference attendance, and study tours.** These will be carried out based on approved biannual work plans that would identify the general framework of training or similar activities, including the nature of training/study tours/workshops, number of participants, and estimated cost.

23. **Operating Costs.** Incremental expenditures are incurred by the Recipient in the implementation of the Project and reflected in the biannual PCU Workplan and Budget—including expenditures for the maintenance of goods and equipment such as vehicles and computers; fuel; office supplies; consumables; communication costs; workshop venues and materials; and authorized travel costs of officials of the government, including per diems, travel costs, and accommodation for staff when travelling on duty during the implementation of this project, but excluding salaries of the Recipient's civil service. These operational expenditures for implementation of the project will be reflected in the six-monthly workplan and budget submitted to the World Bank. Such expenditures, however, shall not be included in the PP and STEP.

24. **Procurement Plan.** The Recipient developed a procurement plan indicating procurements to be carried out over the period of the project. Procurement Plan to include all the contracts to be financed by the project and that will be carried by PIU. The plan will be updated at least yearly over the lifetime of the project. Any revision of the procurement plan will be subject to Prior review by the World Bank.

25. **Disclosure of procurement-related information.** The following documents shall be disclosed on the ministry/implementing agency's official website: (a) PP and updates; (b) invitations for bids for goods and works for all contracts; (c) request for expression of interest for selection/hiring of consulting services; (d) contract awards of goods, works, and non-consulting and consulting services; (e) monthly financial and physical progress report of all contracts; and (f) reports on actions taken to address any complaints received on a quarterly basis.

26. **Complaints handling.** For the procurement-related complaints, the project will follow the procedure prescribed in the procurement regulations (paragraphs 3.26 and 3.31). To deal with the complaints from bidders, contractors, suppliers, consultants, and the public at large, a complaint handling mechanism will be set up for the project.

27. **Record keeping and Management.** All records pertaining to the award of tenders including bid notification, registers pertaining to sale and receipt of bids, bid opening minutes, bid evaluation reports, and all correspondence pertaining to bid evaluation, communication sent to the Bank in the process, bid securities, and



approval of invitation/evaluation of bids, would be retained by the IA and regularly uploaded on STEP. The PCU will be responsible for recordkeeping for ease of retrieval of procurement information. In this respect, each contract will have its own file and should contain all documents on the procurement process.

28. **Procurement Oversight.** The World Bank shall prior review contracts according to the prior-review thresholds set out in the PPSD/PP. All contracts not covered under prior review by the World Bank shall be subject to post review during implementation support missions or special post-review missions or both, including missions by the consultants or TPMA. The World Bank, however, may conduct, at any time, independent procurement reviews of all the contracts financed under the credit if it determines the need for such a review based on the assessment of risk. All TORs regardless of the contract amount shall be subject to the World Bank's prior review.

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## ANNEX 4: WORLD BANK GROUP RESPONSE TO COVID-19 IN SOUTH SUDAN

### Emergency Locust Response Project

#### Impact of the COVID-19 pandemic on the country and government response

- 1. The COVID-19 crisis has had significant health impacts for South Sudan.** Since the first confirmed case was reported in South Sudan on April 5, 2020, the trajectory of cases took an upward trend despite the very limited testing capacity with the number of cases exceeding 3,000 as of December 2020.<sup>41</sup> In addition to direct impacts, there is also substantial evidence that the pandemic has resulted in reduced health seeking behavior, including fewer outpatient consultations, child immunization and reduced antenatal care usage by pregnant women. Travel restrictions put in place to limit the disease's spread created delays in supply and staff movements, inhibiting health service delivery and hampered the delivery of the humanitarian program. Measures to prepare health facilities to prevent the spread of cases and treat COVID-19 patients further affected the fragile health system.
- 2. The government has taken measures to limit the spread of the pandemic.** The government adopted several measures in April 2020, most notably : (i) suspension of travel to and from other countries except for certain flights; (ii) closure of schools and non-essential businesses; (iii) limited movement from 7pm to 6am; (iv) communication campaign on social distancing and hand washing; (v) limiting of mass gathering including in churches and mosques; (vi) launching a risk communication and education campaign on prevention of COVID19 including where to seek help, social distancing, and hand washing, as well as the launch of the 6666 COVID-19 helpline; (vii) imposition of a 14 day quarantine on travelers between states and travelers coming from outside the country; and (viii) reduction of the number of passengers in public vehicles to half the vehicle's capacity. Enforcement of the measures was poor, and the government gradually eased the measures since July 2020. On the economic front, the authorities took action to reduce both the Bank of South Sudan refinancing Rate (15 to 13 percent) and Reserve Requirement Ratio (20 to 18 percent) in April 2020. Additional measures reduced the Bank of South Sudan Rate by a further 3 percentage points, down to 10 percent, and suspended the regulation of higher minimum paid-up capital for commercial banks.<sup>42</sup> In addition, South Sudan has created two special committees to oversee critical economic and PFM reforms in response to COVID-19.
- 3. Notwithstanding the government's response, the pandemic, associated containment measures, and global downturn have had severe economic impacts.** COVID-19 effects have been transmitted through lower oil prices, an increase of the prices of basic commodities due to trade disruptions, lower remittances receipts, and restrictions on humanitarian operations on the ground. The spread of the epidemic in countries with close trade ties with South Sudan and the restriction of travel to such countries, particularly Uganda, have had a significance impact. Following a rebound in FY2019/20 with real GDP growth estimated at 9.3 percent in FY2019/20, growth projections for FY2020/21 are that the economy will contract by -3.4 percent. The oil sector is expected to contract by -5.8 percent with production declining to 58.4 million barrels in FY2020/21 from 62.1 million barrels in FY2019/20 as COVID-19 restrictions impacted movement of machinery and OPEC+ production cuts affected production. With COVID-19 restrictions delaying new investment, activity in the oil sector is not expected to improve until FY2022/23, at which time oil production is projected to rise to 60.2 million barrels. The non-oil economy is expected to contract by -1.9 percent weighed down by a combination of COVID-19 effects as well as floods, locust infestation, and higher subnational conflict intensity.
- 4. Limited data points to COVID-19 having had a significant impact on households.** Rapid phone surveys

<sup>41</sup> <https://coronavirus.jhu.edu/map.html>

<sup>42</sup> These measures were reversed in November 2020, increasing the central bank rate by 200 basis points to 15 percent and the reserve requirement ratio to 20 percent from 18 percent, signaling a tightening of the monetary policy stance.





conducted by the World Bank over the past few months indicate lower purchasing power and a likely increase in poverty and vulnerability as 52 percent of respondents reported losing either some or all their income from their main income source post-COVID-19. In addition, 46 percent were unable to buy their main staple foods due to lack of money (44 percent) or higher food prices (11 percent) and 42 percent of domestic remittance-receiving households reported a decline, with 16 percent reporting a cessation of this income source. Over 80 percent of people surveyed reported that they or someone in their household were worried about food security due to lack of income. The reduction in household and business income as well as remittances lead to a projected increase in the poverty rate to 82 percent in FY21 from 76 percent in FY19 (at US\$1.90 per person per day).

5. **An already difficult fiscal situation has worsened owing to COVID-19 impacts.** Government revenues as a ratio to GDP in FY20/21 are estimated to decline by about 15 percent relative to the pre-pandemic projections, following the decline in both oil prices and oil production. Combined with a significant reduction in available financing, this would contribute to a fiscal financing gap of about 4 percent of GDP. The impact of the pandemic has created immediate and large external financing needs. An urgent balance-of-payments need of US\$272 million, or 6.4 percent of GDP, is expected in FY20/21. At the same time, the budget process has been significantly delayed and the draft budget includes a cash deficit of 13 percent of GDP despite the authorities' commitment to contain the fiscal deficit in FY20/21 at 2.5 percent of GDP. Monetization of the fiscal deficit resulted in sharp exchange rate depreciation leading to a surge in inflation. South Sudan faces significant weaknesses with the availability of debt data and has not participated in the Debt Servicing Suspension Initiative. As an expected recipient of an IDA Remaining Engaged in Conflict Allocation, South Sudan has not been required to submit performance and policy actions under the Sustainable Development Finance Policy.

#### WBG Programming Response to the COVID-19 Crisis

6. The World Bank responded quickly with adjustments to the portfolio to better support South Sudan deal with the impacts of COVID-19. The WBG's strategy outlined in its CEN FY21-FY23 (Report No. 158008-SS) had focused on resilience and was therefore smoothly adapted to addressing COVID-19 impacts. A Contingency Emergency Response Component (CERC) of the Provision of Essential Health Services Project (PEHSP, P168926) was triggered in May 2020 to provide emergency support to the National COVID-19 Response Plan. Combined with accessing financing from the Pandemic Emergency Financing Facility, a total of US\$7.6 million financing was provided for activities including risk communication, community engagement, infection prevention controls at points of entry, and logistics and operations for procurement of required items. The US\$40 million SSSNP, approved in April 2020, adjusted its implementation plan to follow a phased approach, initially prioritizing Juba in recognition of the increasing and deepening socio-economic vulnerabilities of the poor urban households. Requirements for public works have been waived to avoid crowding and physical interaction and additional activities, particularly related to Water, Sanitation and Hygiene (WASH) and nutrition messaging, have been enhanced with COVID-19-related risk prevention guidance. While these two operations are implemented via third parties, each include activities designed to strengthen policies and institutions to help the GRSS address the COVID-19 crisis.

7. **The World Bank's technical advisory services and analytics (ASA) have also been adjusted in response to COVID-19.** In light of South Sudan's still weak systems for data, statistics, and evidence-based policy-making, the World Bank has carried out a series of high frequency phone surveys to monitor the impact of the current COVID-19 crisis on households and businesses. The World Bank has also focused its macroeconomic monitoring on impacts of COVID-19. ASA in the education, health, and social protection sectors have included a focus on the implications of COVID-19 for service delivery. Finally, based on renewed demand from the government, the World Bank has increased technical support for the development of core governance systems, particularly PFM. These ASAs will also contribute to strengthening policies and institutions to help the GoSS address the COVID-19 crisis.



8. **The World Bank's lending pipeline is also aligned to responding to the COVID-19 health impacts and building resilience.** The US\$45 million Enhancing Community Resilience and Local Governance Project (P169949), which had been under preparation prior to the pandemic and was approved in July 2020, focuses on support for local infrastructure, including for WASH. An operation, Resilient Agricultural Livelihoods Project (RALP) is scheduled for World Bank Board approval at the same time as this project. It includes US\$12.5 million from the CRW-ERF for rapid support to food insecure households within its project area. The pipeline for FY21-22 includes further additional financing to the PEHSP, including compensating for the financing used by the CERC (and financed by the COVID-19 Emergency Response MPA), as well as additional financing for the SSSNP. Additional Financing for the PEHSP includes improved emergency preparedness as well as participation in the planned supplemental COVID-19 MPA for vaccines. A CEN is under preparation with expected approval in Q3 FY21 laying out a COVID-19 responsive program.

9. **The World Bank's efforts are part of a broad development partner effort to support South Sudan's response to COVID-19 impacts.** The World Bank's US\$190 million operational portfolio and ASA provide an important complement to other development and especially humanitarian agencies active in South Sudan. World Bank activities are particularly valued for providing medium to long term perspective to other agencies along the humanitarian-development nexus. With respect to health impacts, the PEHSP is coordinated with analogous service provision financed by the United Kingdom to provide for country-wide support. The SSSNP is coordinated with analogous cash and in-kind transfer as well as workfare programs supported by agencies from the UN system, particularly the WFP, and international NGOs. The World Bank is coordinating particularly closely with the IMF in providing technical assistance on the PFM agenda. In addition, the IMF has provided US\$52 million in budget support to the government of South Sudan through its Rapid Credit Facility.



## ANNEX 5: GREENHOUSE GAS ACCOUNTING ANALYSIS

### Emergency Locust Response Project

1. **Motivation.** The World Bank Environment Strategy (2012), adopted a corporate mandate to account for the GHG emissions for investment lending. The quantification of GHG emissions is an important step in managing and ultimately reducing emissions, as it provides an understanding of the project's GHG mitigation potential and can support sectoral strategies to promote low-carbon development.

2. **Accounting methodology.** by FAO in 2010,<sup>43</sup> to estimate the impact of agricultural investment lending on GHG emissions and carbon sequestration in the project area. EX-ACT is a land-based appraisal system that allows the assessment of a project's net carbon-balance. The latter refers to the net balance of tons of CO<sub>2</sub> equivalent (tCO<sub>2</sub>e) of GHGs that were emitted, or carbon sequestered because of project interventions compared to a "without project" scenario. EX-ACT captures project activities in the following modules: land use change, crop production, livestock and grassland, land degradation, inputs and investment, and aquaculture.

### Application of EX-ACT

3. **Project boundaries.** The objectives of the proposed intervention is to devise and implement integrated, comprehensive and coordinate control efforts so as to effectively reduce the damages caused by DL invasion, and thereby enhance the livelihood and food security of millions of farming and pastoralist communities and strengthening the plant health systems.

4. **Data source.** Data is provided by the country team based on expert estimates.

5. **Basic assumptions.** South Sudan has tropical climate with dry moisture regime. The dominant soil type of High Activity Clay soils. Given that this project is an emergency response project, the implementation phase is three years and the capitalization phase is assumed to be seven years. The "without project scenario" is assumed not to differ from the "initial scenario" unless specifically mentioned. The analysis further assumes the dynamics of change to be linear over the duration of the project.

6. **Afforestation and use change.** The project will promote tree planting by converting degraded land (5,000 hectares) to perennial/tree crop land use through the promotion of agroforestry and afforestation practices.

7. **Annual Cropland and perennial systems.** The project will target 26,600 hectares of annual croplands, with 40 percent (10,640 hectares) under improved practices (improved seed varieties, minimum soil disturbance and improved water management with the introduction of irrigation kits).

8. **Inputs.** The project will support the construction of a mother nursey at 750m<sup>2</sup> and four community nurseries at 500m<sup>2</sup> each.

### Results

9. **Net carbon balance.** The net carbon balance quantifies GHGs emitted or sequestered because of the project compared to the without project scenario. Over 10 years, the project constitutes a carbon sequestration of 117,083 tCO<sub>2</sub>e. Per hectare, the project will sequester 3.7 tCO<sub>2</sub>e which is 0.4 tCO<sub>2</sub>e per hectare per year (see table 6.1).

**Table 6.1 Results for the ex-ante GHG analysis in tCO<sub>2</sub>e**

Components of the project	Gross fluxes	GHG Balance
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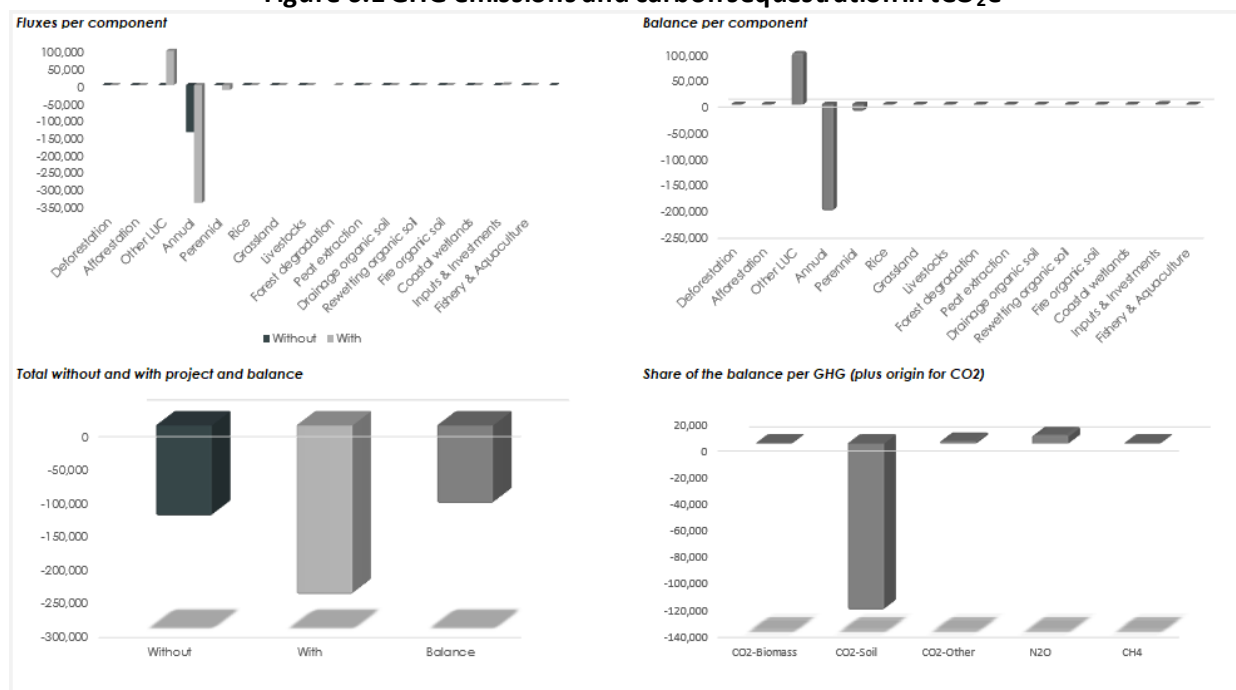
<sup>43</sup> See <http://www.fao.org/tc/exact/ex-act-home/en/>.



	Without	With	
	All GHG in tCO <sub>2</sub> eq		
	Positive = source / negative = sink		
Land use change from degraded land to perennial land	0	98,686	98,686
Annual crop management through improved land management interventions	-135,669	-339,247	-203,548
Perennial crop management through improved practices		-14,025	-14,025
Construction of nurseries	0	1,804	1,804
<b>Total</b>	<b>-135,699</b>	<b>-252,782</b>	<b>-117,083</b>
<b>Per hectare</b>	<b>-4.3</b>	<b>-8.0</b>	<b>-3.7</b>
<b>Per hectare per year</b>	<b>-0.4</b>	<b>-0.8</b>	<b>-0.4</b>

10. **Carbon sources and sinks.** The main carbon source is from land use change. Improved practices to annual crops, perennial crops, and afforestation efforts will lead to a carbon sink for the project. The figure below shows this and net carbon balance per project activity and the entire project, as well as the share of emission sources and carbon sinks in tCO<sub>2</sub>e for the entire project.

**Figure 6.1 GHG emissions and carbon sequestration in tCO<sub>2</sub>e**



## ANNEX 6: PROJECT MAPS

## Emergency Locust Response Program Phase 3

