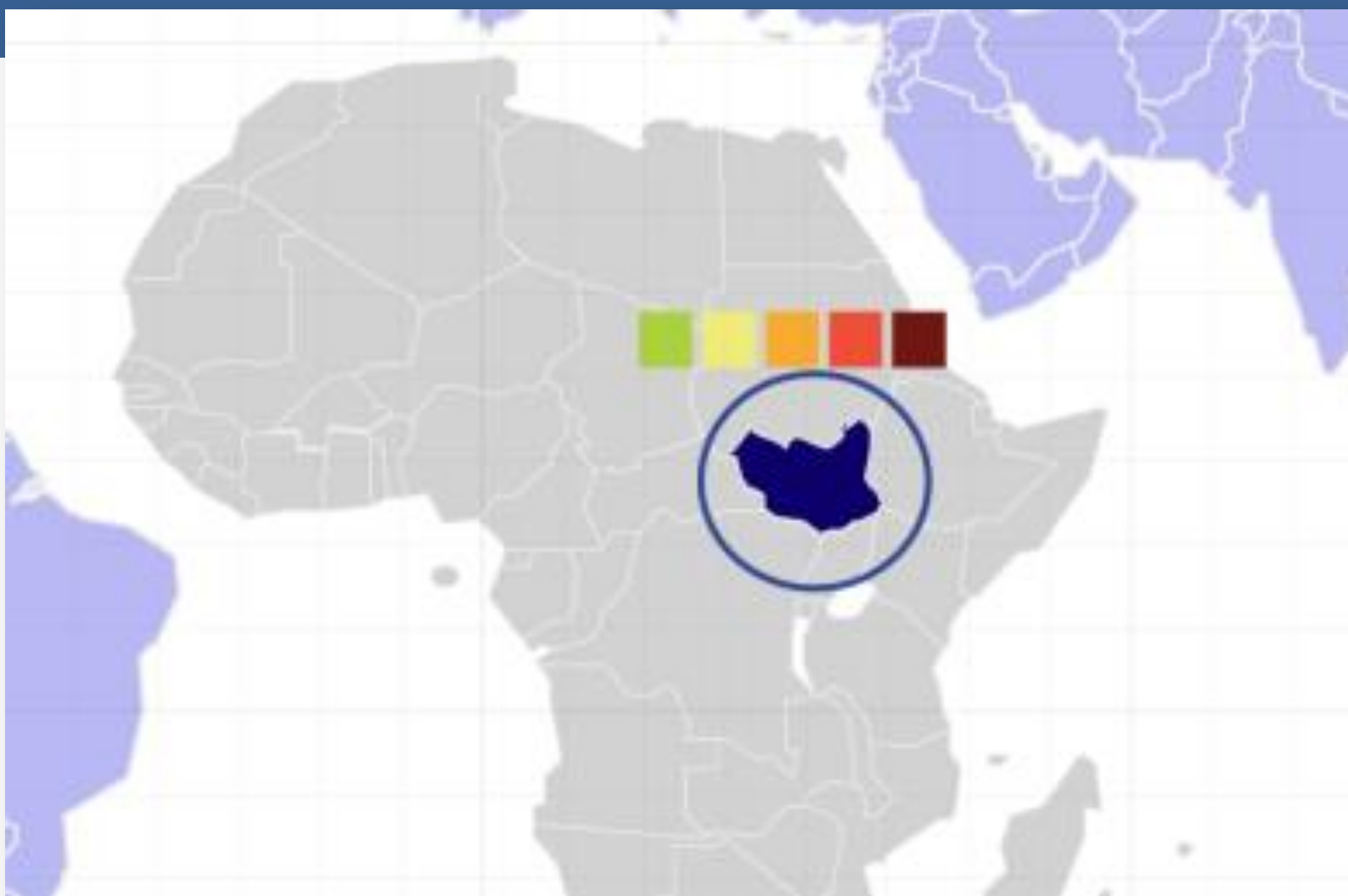




# IPC GLOBAL EMERGENCY REVIEW COMMITTEE (IPC ERC) : CONCLUSIONS AND RECOMMENDATIONS ON THE SOUTH SUDAN PRELIMINARY IPC COUNTRY RESULTS

4 JUNE 2014



## IPC GLOBAL PARTNERS



FOOD SECURITY CLUSTER  
Integrating humanitarian response



Oxfam



Save the Children



\*The EC in the global partnership is represented by the Joint Research Centre of the European Commission

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We acknowledge the dedication and professionalism of the teams in South Sudan who sacrificed time and showed personal commitment to make this assessment happen in the middle of trying to respond to a highly complex and ever changing emergency. All involved have made special efforts to build a coherent picture of a complex situation and all have made compromises in the name of collaboration. The result of this work will be key to the lives of the people of South Sudan in their hour of need.

**Daniel Maxwell**

*Professor and Research Director  
Feinstein Int'l Center - Tufts University*

**Nicholas Haan**

*Faculty Director, Global Grand Challenges  
Singularity University*

**Oleg Bilukha**

*Associate Director of Science  
Center for Global Health/CDC*

**Peter Hailey**

*Chief of Nutrition - ERR  
UNICEF Somalia*

**Cindy Holleman**

*Chair of IPC Emergency Review Committee  
IPC Global Programme Manager  
IPC Global Support Unit (IPC GSU)*

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*The IPC Emergency Review Committee (IPC ERC) was activated upon request by the South Sudan IPC Technical Working Group (TWG) and was coordinated and supported by the IPC Global Support Unit (IPC GSU) and by the IPC Global Steering Committee (IPC SC).*

The IPC Development and implementation has been, and is, made possible by the support of:



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## EXECUTIVE SUMMARY

Due to the worsening food and nutrition security situation in South Sudan, combined with the sensitivity and varying degrees of consensus on the situation analysis, the Government of South Sudan, the South Sudan IPC Technical Working Group (SS IPC TWG) and Humanitarian Agencies operating in South Sudan requested the activation of an IPC Global Emergency Review Committee (ERC).

The ERC activation represents an additional quality assurance and validation step for the IPC Country Team before they finalize and release their IPC results. The South Sudan IPC ERC was chaired by the IPC Global Support Unit and consisted of four international leading technical food security and nutrition experts. The IPC ERC reviewed the South Sudan IPC Technical Working Group IPC analysis and findings and held consultations with all key major stakeholders, including the South Sudan IPC TWG and Humanitarian agencies working in South Sudan. This report represents the findings of the IPC ERC.

### **Key Conclusions from the ERC on the South Sudan Preliminary IPC Analysis completed in April/May 2014:**

1. The ERC acknowledges the significant commitment and participation in the IPC country process, high quality of analysis and notes the value of the IPC Classification for South Sudan for building evidence based technical consensus among food security stakeholders
2. The ERC agrees with the IPC SS TWG findings that at this time and at County and State Level administrative areas do not warrant being be classified as Phase 5 Famine for either the Current analysis and Projection (through August 2014).
3. The IPC SS Analysis may have missed Phase 5 Famine for areas within counties (e.g. Payam or Boma level) due to the spatial resolution of analysis. However this conclusion cannot be substantiated with the available data and thus warrants further investigation.
4. Although the IPC SS Analysis did not identify any households in Phase 5 Catastrophe, the ERC believes that the evidence indicates that are likely households in Phase 5 Catastrophe for current and projected periods.
5. ERC generally agrees with Phase 4 classification of the counties and IDP populations. In those areas where nutrition and mortality evidence does not support or is insufficient for phase 4 classification, such classification is based solely on food security evidence.
6. Evidence from selected Counties and States indicates that populations in Phase 4 were underestimated in Current analyses and some areas classified as Phase 3 might warrant a Phase 4 classification.
7. A larger increase in populations classified in Phase 4 for the projected period was expected due to increasing conflict, predicted access issues and normal seasonality patterns.
8. The IPC SS Analysis made critical assumptions about the delivery and impact of Humanitarian Assistance in order to not classify Areas and HH groups in Phase 5 especially for the projected phase classification. However, these assumptions are not clearly documented and communicated.
9. The evidence available for analysis was insufficient to assess the existence of areas in Famine, especially due to the inexistence of reliable and current nutrition and mortality data as well as the low accuracy of food security data at lower administrative levels (County, Boma and Payam levels) and for especially vulnerable groups such as IDPs

A series of detailed recommendations for each conclusion was developed and are presented in Section IV of this report.

The ERC appreciates the opportunity to review and comment on South Sudan IPC TWG analysis and complements IPC TWG for the significant commitment and participation in the IPC process, what can be noted by the high quality of analysis, especially in the context of the challenging circumstances in South Sudan.

The Government of South Sudan, Donors, and Humanitarian Agencies need to be aware that the situation in South Sudan can deteriorate dramatically and rapidly due to the existing vulnerabilities and unpredictability of the current conflict. The precariousness of the situation should be communicated along the IPC results, and the South Sudan IPC TWG should be highly vigilant in monitoring the evolving situation and be prepared to update the IPC analysis in real time.

The ERC feels that although the best use of available evidence was done, the lack of data and limited knowledge of displacement and impact of conflict impacts is a major challenge and may have masked the severity of the situation. Although the severity of the situation may be worse than the one concluded, it is on itself severe enough to warrant an urgent and increased humanitarian response to save lives and livelihoods in South Sudan.

## I. INTRODUCTION, BACKGROUND & RATIONALE

### INTRODUCTION & BACKGROUND

The Integrated Food Security Phase Classification (IPC) is a global, multi-partner innovative initiative to facilitate decision-making with improved food security analysis.

**The IPC global initiative is governed and strategically managed** by the *IPC Global Steering Committee* which currently consists of 11 major partner members (ACF, CARE, CILSS, EC-JRC, FAO, FEWS NET, the Global Food Security Cluster, Oxfam, Save the Children, SICA and WFP). The IPC is defined by its partnership and the multi-partner nature of the governing and implementing structures at the global, regional and national levels, and by the linkages and cooperation between these three levels.<sup>1</sup>

**The IPC provides a set of protocols (tools and procedures) to classify the severity of food insecurity and provide evidence and standards for actionable knowledge for decision support.** The IPC provides a standardized internationally referenced scale to categorize the severity of acute food insecurity into five distinct phases, that range from minimal or no food insecurity to the most severe category of Famine or Catastrophe. IPC incorporates a meta-analysis approach drawing on evidence-based analysis that includes a broad range of data sets and stakeholders. The IPC has core four functions and each with corresponding protocols and processes. These are: (1) Building Technical Consensus; (2) Classifying Severity and Causes; (3) Communicating for Action; and (4) Quality Assurance. Each function includes protocols and standards to guide food security analysts. By systemizing these core functions, the IPC contributes to developing standards and building capacity of food security professionals<sup>2</sup>. The IPC is developed around field realities and enables this plethora of diversity to be brought together in a systematic manner for decision-makers.

**An important and central element of the IPC is a process for building technical consensus** among key stakeholders from national governments, UN, NGO, and technical agencies. The purpose of Building Technical Consensus is to enable multi-sectoral experts to provide inputs and reach technical consensus and for key stakeholders to endorse the process. Situations involving food-insecure populations always involve multiple stakeholders, and their actions are much more effective, whether for leveraging resources or for coordination, if there is a technical consensus on the underlying situation analysis.

Reaching an agreed evidenced-based technical consensus on the food security situation is an inherent goal of the IPC process and is important for two main reasons. First, the food security analysis requires expert knowledge from a wide range of disciplines (nutrition, food consumption, markets, agriculture, and others). The technical consensus-based process involves bringing together experts from different disciplines and perspectives to evaluate and debate the evidence. Secondly, bringing technical experts from key stakeholder organizations together in the analysis process ensures that the results of the analysis will be widely accepted and acted upon in a coordinated way<sup>3</sup>. From the IPC perspective, the classification of the severity of food insecurity is not based on a rhetorical or emotive process. Rather it is a classification based on standards, evidence, and technical consensus.

<sup>1</sup> The Global Partners currently members of the IPC Global Steering Committee are: Action Contre la Faim (ACF) CARE International, CILSS, the Joint Research Centre of the European Commission, FAO, FEWSNET, Global Food Security Cluster, Oxfam GB, Save the Children (UK&US), SICA/PRESANCA and WFP.

<sup>2</sup> See Section 1: Introduction, and Sections 4-7, *IPC Technical Manual Version 2.0*, pages 3-5 and 23-63, 2012.

<sup>3</sup> Section 4: Building Technical Consensus, *IPC Technical Manual Version 2.0*, page 23-24, 2012.

The **IPC Global Emergency Review Committee (IPC ERC)** is an important global mechanism of the global, regional and national partnership and governance structures. The committee is formed on demand and its activation represents an additional validation step before IPC results are released. The committee is activated as needed to support quality assurance and technical consensus building. It is especially useful in situations of extreme food insecurity where there is the potential outcome of an IPC declaration of Famine (Phase 5); but can also be a useful mechanism in severe emergency situations where there is a break-down in the technical consensus process that is negatively impacting on the ability of decision makers to respond to a crisis.

The committee can be convened by request to the IPC Global Support Unit (IPC GSU)<sup>4</sup>. The IPC GSU forms and activates this committee in support to IPC Country teams to review their IPC results as soon as they are ready and before their release. The committee consists of a 4-6 member team of leading international technical food security and nutrition experts, who are perceived as neutral to the IPC outcome and who have the relevant technical knowledge and experience in the specific crisis context. The committee reviews and debates the IPC evidence and results and then provides guidance and recommendations to the IPC Country Technical Working Group (IPC Country TWG) on this review. The ownership of the IPC results and responsibility of the release of the results remains with the IPC Country TWG and the Country Team.

The **IPC Global Emergency Review Committee** is a very important validation mechanism for the IPC outputs. Its role in the recent Horn of Africa famine in 2011 was critical in providing confidence in the declaration of famine, in ensuring partners' adherence to the protocols, and enhancing the credibility of the process and outcomes.

#### RATIONALE & PURPOSE

The purpose of the IPC ERC is to support IPC quality assurance and help ensure technical rigor and neutrality of the analysis. The activation of the IPC ERC provides an additional validation step for the Country IPC Technical Working Groups (IPC TWG), before the release of IPC results<sup>5</sup>. The activation of this committee is recommended, especially when there is:

- The potential outcome of an IPC declaration of Famine (Phase 5),
- A break-down in the technical consensus process.

With the purpose to:

- Provide independent and neutral expert technical guidance to the Country IPC TWG on their IPC analysis results
- Serves as an additional and optional quality assurance step to help ensure technical rigor and neutrality of the analysis
- Supports technical consensus building process on the IPC analysis results, and
- Enhances the credibility of the IPC Country process and outcomes.

## II. THE ERC PROCESS OVERVIEW

The IPC Emergency Review Committee (ERC) for South Sudan's Analysis done in April 2014 was activated and convened by the IPC Global Programme Manager of the IPC Global Support Unit (GSU). The IPC GSU served as the chair, secretariat and coordinator of the IPC ERC.

The ERC was composed of four independent technical experts globally recognized as leading technical food security and nutrition experts and with specific technical knowledge and experience in

<sup>4</sup> The Global Support Unit (GSU), headed by the IPC Global Programme Manager, is responsible for the implementation of the IPC Global Strategic Programme (2014-2016), and reports to the IPC Global Steering Committee. See IPC Governance and Partnership, in IPC Global Brief 2013, September 2013.

<sup>5</sup> Section 4: Building Technical Consensus, *IPC Technical Manual Version 2.0*, page 23-24, 2012.



the region of crisis. These experts were seen as neutral to the IPC outcome and have not participated in the analysis under review, nor have produced any related analysis or reports for any of the areas classified. The experts included in the ERC are detailed in table 1 below.

The IPC ERC Technically reviewed and debated the IPC Country Technical Working Group IPC analysis results with the purpose of validating the findings against the IPC V.2.0 tools, protocols and guidance. The ERC also held consultations with resource people to further technical understanding and background context to the crisis. The Resource People included in the review are also identified in Table 1.

**Table 1: IPC Emergency Review Committee Composition Matrix**

Chair Person: <b>Cindy Holleman, IPC Global Programme Manager</b>				
Country of Analysis: <b>South Sudan</b>				
Date of Analysis: <b>IPC Analysis April 23 – May 1, 2014</b>				
<b>IPC ERC – Members, Independent &amp; External, Leading Experts</b>				
Name	Affiliation	Job Title	Sectors of Expertise	Professional Experience
<b>Nick Haan</b>	Singularity University	Faculty Director, Global Grand Challenges & Managing Director, Impact Partnerships & Programs	Food Security	20 +
<b>Dan Maxwell</b>	Feinstein Int’l Center Tufts University	Professor and Research Director	Food Security	20+
<b>Oleg Bilukha</b>	Center for Global Health/CDC	Associate Director of Science Emergency Response and Recovery Branch	Health & Nutrition	20+
<b>Peter Hailey</b>	UNICEF Somalia	Chief of Nutrition	Health & Nutrition	20+
<b>List of Resource People to the IPC ERC</b>				
Name	Affiliation	Job Title	Working Level	Participated in IPC Analysis Workshop
Evans Kenyi	FAO (IPC SS Coordinator)	Food Security Analyst	Country	Yes
Dalmar Ainashe	FAO	Food Security Analyst	Country	Yes
Kamau Wanjohi	FAO	Food Security Information Systems	Country	Yes
Bernard Owadi	WFP	VAM Officer	Country	Yes
Barack Kinanga	Save the Children	Food Security and Livelihoods Programme Advisor	Country	Yes
Philip Dau	South Sudan National Bureau of Statistics	LAF Chair	Country	Yes
Kudakwashe Mhwandagara	OCHA	Information Management Officer	Country	Yes
John Vuga	FEWS-Net	Country Rep.	Country	Yes
Sue Lautze	FAO	Humanitarian Coordinator South Sudan	Country	No
Roberto Kenyi	South Sudan Crisis Management Team	? (former minister)	Country	No
Kaija Korpi	FAO	IPC Food Security Officer	Global	Yes
Christopher Hillbruner	FEWS NET	Decision Advisor	Global	No
Julia Naegele	FEWS NET	Food Security officer	Global	Yes
Sue Lautze	FAO	Humanitarian Coordinator South Sudan	Country	No
Mike Sackett	WFP	Country Director	Country	No
Mark Gordon	WFP	Head of Programme (TDY in SS)	Country	No



### III. CONCLUSIONS

The ERC identified 9 key conclusions that are briefly named in box 1 and discussed in some detail later. Recommendations for each conclusion are identified in Section IV Recommendations.

#### **Box 1: Key Conclusions from the ERC**

1. The ERC acknowledges the significant commitment and participation in the IPC country process, high quality of analysis and notes the value of the IPC Classification for South Sudan for building evidence based technical consensus among food security stakeholders
2. The ERC agrees with the IPC SS TWG findings that at this time and at County and State Level administrative areas do not warrant being be classified as Phase 5 Famine for either the Current analysis and Projection (through August 2014).
3. The IPC SS Analysis may have missed Phase 5 Famine for areas within counties (e.g. Payam or Boma level) due to the spatial resolution of analysis. However this conclusion cannot be substantiated with the available data and thus warrants further investigation.
4. Although the IPC SS Analysis did not identify any households in Phase 5 Catastrophe, the ERC believes that the evidence indicates that are likely households in Phase 5 Catastrophe for current and projected periods.
5. ERC generally agrees with Phase 4 classification of the counties and IDP populations. In those areas where nutrition and mortality evidence does not support or is insufficient for phase 4 classification, such classification is based solely on food security evidence.
6. Evidence from selected Counties and States indicates that populations in Phase 4 were underestimated in Current analyses and some areas classified as Phase 3 might warrant a Phase 4 classification.
7. A larger increase in populations classified in Phase 4 for the projected period was expected due to increasing conflict, predicted access issues and normal seasonality patterns.
8. The IPC SS Analysis made critical assumptions about the delivery and impact of Humanitarian Assistance in order to not classify Areas and HH groups in Phase 5 especially for the projected phase classification. However, these assumptions are not clearly documented and communicated.
9. The evidence available for analysis was insufficient to assess the existence of areas in Famine, especially due to the inexistence of reliable and current nutrition and mortality data as well as the low accuracy of food security data at lower administrative levels (County, Boma and Payam levels) and for especially vulnerable groups such as IDPs

#### IV. RECOMMENDATIONS

1. The ERC acknowledges the significant commitment and participation in the IPC country process, high quality of analysis and notes the value of the IPC Classification for South Sudan for building evidence based technical consensus among food security stakeholders
  - 1.1 In order to ensure the high quality of the findings and their clear communication, the TWG should review and respond to the recommendations, especially those that are recommended prior to the release of the results (see recommendation 8.1 in particular)
  - 1.2 The SS IPC TWG should ensure that the IPC Analysis is updated as new relevant evidence becomes available even within the projected period (i.e. in the next 2-3 months). It is not necessary to update analysis for all areas but focus only on hot-spot areas that have significant new evidence available. New relevant evidence may include nutrition and mortality data, conflict figures, displacement, humanitarian aid distribution figures, and food security monitoring information. (see Annex 1 Notes)
  - 1.3 The SS IPC TWG should plan a full country IPC Analysis in August as to inform responses to be implemented after September 2014. Projections should cover the entire dry season and reach into the next wet season.
  - 1.4 In terms of messaging, the TWG needs to clearly communicate that Famine will likely occur in selected areas if: (1) conflict continues, (2) there is limited humanitarian access, and (3) aid resources are not provided
  - 1.5 Based on the revision of available data, the ERC believes that even though there is no classification of Famine in the Current or Projected period, populations and areas classified in IPC Phase 4 Emergency are at a high risk of rapidly deteriorating to IPC Phase 5 Catastrophe/Famine should (1) conflict continue, (2) there be limited access for humanitarian assistance, and (3) aid resources are not provided.
2. The ERC agrees with the IPC SS TWG findings that at this time and at County and State Level administrative areas do not warrant being classified as Phase 5 Famine for either the Current analysis and Projection (through August 2014).
  - 2.1 The SS IPC TWG should implement a “rolling monitoring IPC update” to ensure that real-time evidence is used to support revisions of IPC Classifications for Areas and Populations for key priority areas. Priority areas may include a sub-set of highly affected counties (such as those classified with populations in Phase 4 > 40%), those in high-conflict or volatile, those where humanitarian access is severely restricted or any other areas or vulnerable groups identified by the TWG.
3. The IPC SS Analysis may have missed Phase 5 Famine for areas within counties (e.g. Payam or Boma level) due to the spatial resolution of analysis. However this conclusion cannot be substantiated with the available data and thus warrants further investigation.
  - 3.1 The SS IPC TWG should ensure that analysis at sub-county level (at the Pay am or Boma levels) is completed for those counties that have a large proportion of HHs classified in Phase 4 and/or have very high GAM levels and food consumption gaps. In order to successfully inform areas that may be in Famine in the coming months, the TWG might need to:
    - 3.1.1 Identify priority counties that might have sub-areas in Famine now (for example, those counties with >40% HHs classified as Phase 4)
    - 3.1.2 Urgently advocate for the collection of food security and where possible nutrition and mortality data for these key sub-county hot-spot areas;

3.2 Update small areas classifications as soon as evidence is available so as not to delay information on Famine.

4. Although the IPC SS Analysis did not identify any households in Phase 5 Catastrophe, the ERC believes that the evidence indicates that are likely households in Phase 5 Catastrophe for current and projected periods.

4.1 The SS IPC TWG needs to revisit calculations of HH Populations in Phase 5 Catastrophe. To adequately revisit populations, the SS TWG should look at criteria for household to be classified in Phase 5 Catastrophe and note that even though an Area may not be classified as Phase 5 Famine without Nutrition and Mortality data, households can be classified as Phase 5 Catastrophe only based on food consumption and livelihood change outcomes. In order to do this, the TWG may need to look at the *distribution* of the data for FCS, HDDS and CSI and asset related coping strategies, and closely examine how these indicators behave for the most vulnerable groups. Further analysis of hot spot areas and HH groups to assess the potential existence of HHs in Phase 5 Catastrophe should be done within the next month and results communicated through an IPC Updated Analysis.

4.2 The SS IPC TWG should in the future disaggregate and present the analysis by Resident Community and IDPs as well as other vulnerable groups such as those with certain ethnicity. It is important not to hide vulnerable groups within overall populations, such as IDPs and not to generalize levels of food insecurity of highly vulnerable populations to the overall community.

5. ERC generally agrees with Phase 4 classification of the counties and IDP populations. In those areas where nutrition and mortality evidence does not support or is insufficient for phase 4 classification, such classification is based solely on food security evidence.

No specific recommendation.

6. Evidence from selected Counties and States indicates that populations in Phase 4 were underestimated in Current analyses and some areas classified as Phase 3 might warrant a Phase 4 classification.

6.1 The TWG should revisit findings for specific counties identified in the discussions notes in Annex I plus any other county as seen as necessary by the SS IPC TWG and partners while updating the May to Aug IPC analysis in real-time and when conducting the next IPC Analyses covering the period as from 30 August 2014.

7. A larger increase in populations classified in Phase 4 for the projected period was expected due to increasing conflict, predicted access issues and normal seasonality patterns.

7.1 The SS IPC TWG should revisit calculations of population under Phase 4 for the projected period for the hot-spot counties while updating the May to Aug IPC analysis in real-time and when conducting the next IPC Analyses covering the period as from 30 August 2014.

8. The IPC SS Analysis made critical assumptions about the delivery and impact of Humanitarian Assistance in order to not classify Areas and HH groups in Phase 5 especially for the projected phase classification. However, these assumptions are not clearly documented and communicated.

8.1 Before the release of the report the SS TWG is urged to:

8.1.1 The SS IPC TWG needs to clearly identify and communicate in the IPC Products which Areas and HH Groups in Phase 4 and would be classified in a worse-off phase (i.e. Phase 5) without the mitigating effects of Humanitarian Assistance (HA) and include a “!” in their projected classification.

- 8.1.2 Assumptions on HA during the projection period need to be transparent and detailed. This calls for a review and further consultations with the GOSS and other major HA agencies on food aid and cash transfers that have on-going activities in South Sudan to assess their likely impact during the projected period. Special consideration should be given to recently released map of Humanitarian access and whether this new information will affect the projected analysis (See Annex 2 for Updated Notes from WFP and Map).
- 8.1.3 The SS IPC TWG needs to adhere to the definitions from the IPC Manual v2 regarding the identification of areas and HH groups that would be in a worse-off phase (i.e. Phase 5) without the mitigating effects of Humanitarian Assistance. As per the IPC Manual pg. 29: *“For projections, assistance is included in the most likely scenario if it is inter-annual (meaning it is provided every year on a regular basis) or if it is short-term humanitarian/emergency assistance that is currently programmed and is most likely to be continued into the projection period and reach beneficiaries. Newly planned or appealed for assistance is not included in the projected classification.”*
- 8.2 The IPC GSU and Steering Committee needs to give guidance on how to communicate that HH groups would be in a worse of phase without the effects of humanitarian assistance as currently there are only mapping protocols for communicating this for Area Classifications ( which would receive a “!”).
- 8.3 The humanitarian community acting in SS needs to urgently set up (or augment) an information management system to track in real time delivery of humanitarian assistance, current and planned so as to rapidly identify when assumptions used in the most likely scenario are no longer true;
- 8.4 The GOSS, UN and major NGO agencies should be fully transparent on aid flows and make this information easily accessible to the IPC TWG so that the IPC Analysis can include this information in real time.
- 8.5 If during IPC Analysis Updates, Areas or HH Groups that were classified as “Phase 4 !” do not receive Humanitarian Aid as per assumptions, the SS IPC TWG needs to should revisit the Area or HH Group Classification to assess if they should be classified in a worse-off phase.
9. The evidence available for analysis was insufficient to assess the existence of areas in Famine, especially due to the inexistence of reliable and current nutrition and mortality data as well as the low accuracy of food security data at lower administrative levels (County, Boma and Payam levels) and for especially vulnerable groups such as IDPs
  - 9.1 There is an urgent need to fill in data gaps as soon as possible. It is imperative that more data is available in the coming months to support the real-time updates and future analysis. Priority information includes those relating to nutrition, mortality, conflict, displacement, food consumption and livelihood change.
  - 9.2 It is necessary to ensure that future IPC Analysis include a significantly stronger conflict analysis. The IPC outputs read very much like “classic” food security analysis, but in war zones it is necessary to present Food Security Analysis with greater focus on the impacts of conflicts and displacements.
  - 9.3 There is an urgent need to conduct 2-3 rounds of SMART nutrition and mortality survey in priority counties of Unity, Upper Nile and Jonglei states. In the counties where security situation does not allow conduct of surveys identify NGO partners working on the ground and technically support planned MUAC screenings or rapid assessments to ensure that relevant areas are included. All surveys and assessments should ensure that basic data

describing assessment are available, raw data is available for reanalysis and quality of assessment is acceptable.

- 9.4 The SS IPC TWG should strengthen IPC analysis by more in-depth analysis including assessments of market prices, purchasing power, employment and income opportunities, terms of trade, access to wild foods, among others.

## ANNEX 1: DISCUSSION NOTES

1. The ERC acknowledges the significant commitment and participation in the IPC country process, high quality of analysis and notes the value of the IPC Classification for South Sudan for building evidence based technical consensus among food security stakeholders

The Analysis done by the SS IPC TWG showed to be of acceptable quality and inclusive of most evidence available. Although it was noted gaps in data availability, especially for nutrition and mortality as well as lower administrative level food security and displacement figures, the TWG successfully utilized the evidence available to make a transparent and concise classification of the food security situation in South Sudan.

The process also seemed to be inclusive and involved government, UN, technical agencies and NGOs. That said, participation of NGOs was under-represented and there is room for improvement in future analysis. Normal coordination challenges were noted; however, the process successfully engaged key stakeholders and obtained a technical consensual view of the food security situation in South Sudan based on evidence.

Another area for improvement is more rigorous analysis of food security and livelihood contributing factors. Market prices, terms of trade, production figures for crops and livestock, and other dynamics should be more rigorously analyzed as compared with livelihood baselines, historic trends, and the impact of shocks on livelihood systems.

2. The ERC agrees with the IPC SS TWG findings that at this time and at County and State Level administrative areas do not warrant being be classified as Phase 5 Famine for either the Current analysis and Projection (through August 2014).

Based on the review of available evidence, it seems reasonable to say that at this time, there are no Counties or States that should be classified under Famine.

3. The IPC SS Analysis may have missed Phase 5 Famine for areas within counties (e.g. Payam or Boma level) due to the spatial resolution of analysis. However this conclusion cannot be substantiated with the available data and thus warrants further investigation.

The spatial resolution of the analysis may have missed Phase 5 in localized areas (in both current and projected analysis). As a general rule, the smallest area unit of analysis that can be declared in famine is a population of 10,000 people; therefore the SS TWG should be able to detect small areas in potential famine classification.

Related, the IPC analysis, while challenged for places with limited access, must still aim to include all areas with potential severe food insecurity. This can be done by making the best use of all information available including indirect evidence.

4. Although the IPC SS Analysis did not identify any households in Phase 5 Catastrophe, the ERC believes that the evidence indicates that are likely households in Phase 5 Catastrophe for current and projected periods.

Especially for counties with very high % of HHs in Phase 4 (40 to 50% in Phase 4): It would be expected that some proportion of these HHs would be in a worse phase (i.e. Phase 5 of HH Table: Catastrophe), especially in the projected period. For example:

- Upper Nile: Baliaet (60% HHs in Phase 4), Panyikang (60%) IDPs (75%)
- Unity: Koch (65%) Leer (70%), Mayendit (75%), Mayom (60%), Pariang (55%)
- Jonglei: There is a potential underestimation of population in Phase 4 as there is no county with more than 40% of pop in Phase 4 (see also point 5 for specific counties)



5. ERC generally agrees with Phase 4 classification of the counties and IDP populations. In those areas where nutrition and mortality evidence does not support or is insufficient for phase 4 classification, such classification is based solely on food security evidence.

ERC generally agrees with Phase 4 classification of the counties or IDP populations.

However, nutrition and mortality evidence supports Phase 4 classification only in some of these areas and in other counties nutrition and mortality data either does not support Phase 4 classification or there is insufficient data. In those areas where nutrition and mortality evidence does not support or is insufficient for phase 4 classification, such classification is based solely on food security evidence. Specific issues include for areas classified as Phase 4 regarding nutrition and mortality data area detailed below:

#### **Jonglei:**

Evidence on Acute Malnutrition from previous year surveys conducted during March-May **support Phase 4** assuming situation this year is the same or worse than last year<sup>6</sup>:

- Akobo (5/13): WH 25.7% GAM; 4.9% SAM; 0.36 CMR, 0.60 U5MR
- Ayod (3/13): WH 16.0% GAM; 2.8% SAM; Mort 0.45 CMR; 0.89 U5MR
- Uror (3/13): WH 27.3% GAM; 8.1% SAM; Mort 0.77 CMR; 1.73 U5MR
- Nyirol (4/13): WH 23.9% GAM; 4.7% SAM; Mort 0.83 CMR; 1.38 U5MR
- Mortality – Surveys conducted in 2013 in the same season do not show elevated mortality

Conclusions from SS IPC Analysis include:

- Phase 4 Current & Projected - Four counties: Uror (201k), Nyirol (134k), Duk (116k), Akobo (105k)
- Phase 4 Projected Only – Two Counties: Pigi (119k), Ayod (168k)
- Note—Duk and Pigi no data, expert judgment

#### **Unity**

Evidence on Acute Malnutrition from previous year surveys conducted during March-May **does NOT support Phase 4** assuming situation this year is similar to last year<sup>7</sup>:

- Koch (Dec 2013): GAM 10.3%, SAM 2.4%, Mort 0.24 CMR; 0.43 U5MR; MUAC 5.1% GAM, 1.0% SAM
- Mayendit (Dec 2013): GAM 16.0%, SAM 2.5%, Mort 1.28 CMR, 1.85 U5MR; MUAC 4.6% GAM, 0.2% SAM
- Koch: GAM 17.0%; SAM 2.8%; Mort 1.9 CMR, 4.9 U5MR

Evidence on Mortality from 2013 surveys **support Phase 4** assuming situation this year if situation is the same or worse than last year (2 of 3 surveys showed mortality levels in Phase 4)

Conclusions from SS IPC Analysis include:

- Phase 4 Current & Projected - Five counties: Koch (134k/47k), Leer (114k/37.5k), Mayendit (79k/42.5k), Mayom (177k/14.9k), Panyijar (75k/49k)
- Phase 4 Projected Only – Three Counties: Guit (47k), Pariang (223k/26.3k), Rubkona (205k/22.6k)

#### **Upper Nile**

<sup>6</sup> Recent surveys in Jonglei: Pochalla (Feb 2014): GAM 6.2%, SAM 1.4%, Mort 0.37/0.43; MUAC 3.5/0.4 Fangak (Nov 2013): GAM 10.1%, SAM 1.6%, Mort 0.23/0.54; MUAC 4.3/1.1 **Historic surveys** in Jonglei (March-May 2013): **FSMS**: Feb 14 N/A; Feb 13 12.7/1.5; June 13 21.2/3.8; Oct 13 18.2/0

<sup>7</sup> Recent surveys in Unity: Koch (Dec 2013): GAM 10.3%, SAM 2.4%, Mort 0.24/0.43; MUAC 5.1/1.0; Mayendit (Dec 2013): GAM 16.0%, SAM 2.5%, Mort 1.28/1.85; MUAC 4.6/0.2 **Historic surveys** in Unity (March-May 2013): Koch: WH 17.0/2.8; Mort 1.9/4.9

**FSMS**: Feb 14 N/A; Feb 13 4.9/0; June 13 16.3/5.2; Oct 13 10.4/1.3



There is **no reliable evidence that could be used to inform classification** neither for Acute Malnutrition<sup>8</sup> nor for mortality for this year<sup>9</sup>.

*Conclusions from SS IPC Analysis include:*

- Phase 4 Current & Projected - Four counties: Baitet/Akoka, Luakpiny/Nasir, Malakal, Panyikang

### **Warrap**

Evidence on Acute Malnutrition from surveys conducted by ACF in January 2014 in 6 IDP in Twic supports Phase 4 for Twic Refugee Settlements assuming situation this year is similar to last year<sup>10</sup>:

- 3375 children screened, GAM 18.2%, SAM 6.1% based on MUAC. WHZ based prevalence is likely to be higher, therefore phase 4 is reasonable

There is **no reliable evidence on Mortality that could be used to inform classification** for Twic Camp

*Conclusions from SS IPC Analysis include:*

- Phase 4 – projected ~14,000 IDPs in Twic county

### **Lakes**

Evidence on Acute Malnutrition from screening survey conducted by MSF-CH in January 2014 in MinKaman **does NOT support Phase 4**<sup>11</sup>:

- 11,663 children screened, GAM 5.5%, SAM 1.1% based on MUAC, oedema 0.3%.

There is **no reliable evidence on Mortality that could be used to inform classification** for MinKaman

*Conclusions from SS IPC Analysis include:*

- Phase 4 – projected ~96,000 IDPs in Minkaman

6. Evidence from selected Counties and States indicates that populations in Phase 4 were underestimated in Current analyses and some areas classified as Phase 3 might warrant a Phase 4 classification.

Issues with estimation of population were identified for the following States and Counties:

- **Jonglei:**
  - Twic East - given the conflict it is surprising that only 3% in Phase 4,
  - Pibor - the area is classified as Phase 3 although 18% are in Phase 4 it and the area was classified as Phase 4 in January. Has things improved or the cut-off was very close?

<sup>8</sup> **Nasir county** (Jan 2014) screening by UNKEA (Universal Network for Knowledge and Empowerment Agency) in IDP settlements included 414 children, showing GAM 86.7% and SAM 56.3% based on MUAC. After review and consultation with in-country partners this evidence is discarded as absolutely unreliable

<sup>9</sup> **Recent surveys in Upper Nile:** None. Malakal POC exhaustive RA (13,000) Feb 2014: GAM 9.3%, SAM 2.7% Nasir Feb 2014: GAM 54.3%, SAM 35.9% Historic surveys in Unity (March-May 2013): Maban: WH 13.1/3.3; Mort 0.77/1.28 FSMS: Feb 14 N/A; Feb 13 13.7/0.4; June 13 4.2/1.5; Oct 13 6.9/0.7

<sup>10</sup> **Recent surveys in Warrap** (Nov 2013): Gogrial East: WH GAM/SAM 9.6/1.9; MUAC GAM/SAM 6.3/1.7; Mort CDR/U5DR 0.63/1.53 Tonj North: WH 12.5/3.3; MUAC 6.9/2.8; Mort 0.55/1.6 **Historic surveys** in Warrap (March-May 2013): Gogrial E: WH 35.6/13.4; Mort 1.78/4.21 Twic: WH 24.9/6.2; Mort 1.32/0.33 **FSMS:** Feb 14 21.1/3.6; Feb 13 10.7/0

<sup>11</sup> **Recent surveys** in Lakes (Nov 2013): No surveys Rapid assessments Jan-Feb 14, Awerial/Rumbek/Yirol: 12.5-70.1% (MUAC)

**Historic surveys** in Lakes (March-May 2013): Awerial: WH 21.1/4.0; Mort 0.34/0.97 Other – low **FSMS:** Feb 14 10.4/0.7; Feb 13 14.9/1.2

- The whole state of Jonglei only has 18% of HHs in Phase 4 but various indicators show higher % of HHs with phase 4 characteristics (e.g. 26% poor FCS – increase from 6% in 2013; 40% in emergency assets related coping strategies).
- Akobo and Uror - level of Classification may be too low because of high acute malnutrition in March 2013 (bordering the 30% cut-off for Phase 5 Famine) and in the increase of poor FCS from March 2013 to April 2014 in the State (6% to 26%) with high % poor FCS (Uror 37%, Akobo 32% poor FCS) accompanied by HHs engaging in crisis coping (Uror 58%, Akobo 31%) and in emergency asset related coping strategies (Uror 40%, Akobo n/a).
- The whole state of Jonglei only has 18% of HHs in Phase 4 but various indicators show higher % of HHs with phase 4 characteristics (e.g. 26% poor FCS – increase from 6% in 2013; 40% in emergency assets related coping strategies). WE are concerned that there is a potential underestimation of population in Phase 4 as there is no county with more than 40% of pop in Phase 4 (see also point 5 for specific counties)
- 
- **Upper Nile:**
  - Luakpiny/Nasir - level of Classification may be too low – see above point 1.a.i)
  - Maiwut County – FCS, coping and GAM is worse than Malakal but Malakal is in Phase 4 and Maiwut is in Phase 3
  - Melut - Was Phase 4 in Jan why now Phase 2? Why the dramatic improvement?
  - Some counties might warrant a higher phase than assigned, especially those in Phase 2.
- **Unity:**
  - Pariang - level of Classification may be too low as Classified as Phase 3 (e.g. 53% poor FCS but only 15% in Phase 4)
  - Inaccessible Counties in Unity: There are concerns with inaccessible counties of Unity.
- **Warrant and Lakes:**
  - Only 1 IDP in each state was classified as Phase 4 in the projection. However, IDPS get more support than resident population and probably there would be phase 4 in other areas.

7. A larger increase in populations classified in Phase 4 for the Projected period was expected due to increasing conflict, predicted access issues and normal seasonality patterns.

In total, for SS it was only estimated an increase of 7% of population in Phase 4 and 9% for Phase 3. Thus, it is only expected to increase by 67,000 of HHs for Phase 4 and none for Phase 5 (see table 2 below). The ERC expected a larger increase due to:

- Coming Lean Season (Apr/May to Jul/Aug): Normally in historical trend of malnutrition and inadequate food consumption, it is usually noted two spikes in April/May and another one in June/July. Data on food consumption is from February, what is before the usual peaks. Furthermore, it is normal floods expected that increase isolation, reduce access and increase morbidity.
- Likely Conflict to carry on or even increase thus negatively impacting on:
  - o Humanitarian Access
  - o Lack of access to markets
  - o No cropping season
  - o Lack of availability of food
  - o Loss of lives and livelihoods
  - o Increase in morbidity in IDPs camps
  - o Among others.

**Table 2: Summary of Populations in Phase 3 and 4 for SS (6 May 2014)**

Population Classified		Current		Projected	
		Phase 3	Phase 4	Phase 3	Phase 4
Total Population Classified	# of pp	1,152,728	978,869	1,252,888	1,045,893
Increase	# of pp increased			100,160	67,024
	% increase			9%	7%

8. The IPC SS Analysis made critical assumptions about the delivery and impact of Humanitarian Assistance in order to not classify Areas and HH groups in Phase 5 especially for the projected phase classification. However, these assumptions are not clearly documented and communicated.

There are questions about the assumptions taken for Humanitarian Assistance within the projection period (Jun-Aug 2014). Specifically there are questions on:

- Humanitarian delivery is a critical factor in determining whether or not the projected analysis should be Phase 5. The delivery of humanitarian assistance is dependent on physical access, funding, logistics, procurement and delivery capacities.
- The correct use of “!” to signify that the area/households would be classified as a worse phase if humanitarian assistance was not delivered was not clearly documented.
- The IPC analysis requires full access to major flows of aid and it is incumbent on the GOSS, UN, and NGOs to provide this information in a full and transparent manner to ensure the classification is correct and does not underestimate the severity of the situation.

**ANNEX II: INFORMATION PROVIDED BY WFP ON SELECTED KEY ISSUES RELATED TO HUMANITARIAN AID INTERVENTIONS IN SOUTH SUDAN AS PART AS OF IPC ERC CONSULTATIONS (AS OF 07 MAY 2014)**

1) IRRM (WFP, UNICEF, FAO, INGOs, etc.) Mobile Team distribution sites for air drop assistance between May and September (locations to be assisted EVERY month by WFP and partners) – map attached (please note: numbers included are continually updated and unfortunately due to the short turnaround time we have not been able to update them so please treat them as indicative). The list includes locations reached and planned for May assuming sufficient resources and security access

Transport	Location
Air	Ganyel
Barge	Akobo
Air	Nyal
Air	Mayendite
Air	Kodok
Air	Haat
Air	Duk
Air	Lankien
Air	New Fangak
Air	Pochala
Air	Old Fangak
Air	Motot
Air	Walgak
Air	Leer
Air	Yuai
Air	Waat
Air	Ayod
Road	Pagak
Road	Maiwut
Road	Mathiang
Road	Mabior
Barge	Nasir
Barge	Ulang
Air	Wunrok
Road	Likuangole
Air	Koch
Air	Pariang
Air	Lul
Road	Pibor
Air	Rom
Air	Akoka
Air	Wau Shaluk
Air	Kiech Kon
Air	Juong
Air	Malwal-Gakhoth
Air	Abwong
Air	Wun-Gak

2) Counties we are most concerned about due to their frontline status and restricted access

High risk counties in Upper Nile		
State	County	Comment
Jonglei	Uror	
	Nyirrol	
	Akobo - Mainly western side	
	Ayod	
	Duk	
	Pigi/Korflus	
	Fangak	Access difficulties, limited market functionality, possible frontline and already had huge production gaps in 2013
Upper Nile	Bailiet/Akoka	
	Nasir	
	Malakal	
Unity State	Panyikango	
	Panyijar	
	Mayendit	
	Leer	
	Koch	
	Mayom	

3) Location as of today where we currently can't operate due to ongoing fighting (this changes frequently)

#### **Upper Nile**

- 1- Baliet
- 2- Ulang
- 3- Nasir
- 4- Longechuk
- 5- Renk
- 6- Manyo
- 7- Pinyinkang

#### **Unity**

- 8- Mayoum
- 9- Abiemnour
- 10- Leer
- 11- Bentiu town (rubkona)
- 12- Pariang

#### **Jongley**

- 13- Ayod
- 14- Dukpadiet
- 15- Gadiang (South Uror County)

