

Inter-agency Response Plan for South Sudanese Refugees in Khartoum’s ‘Open Areas’

- August 2018 – April 2019
- \$20M
- 57,685 South Sudanese refugees
- 9 ‘open area’ settlements in Umbadah, Jebel Awlia and Sharq El Nile localities
- 12 Appeal Partners

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OVERVIEW

Many of the estimated 350,000 South Sudanese refugees who were living in Sudan prior to December 2013 have integrated into Sudanese society, primarily in Khartoum. However, the protection needs of South Sudanese refugees in Khartoum remain a concern for UNHCR and inter-agency partners. An estimated 100,000 refugees are living in Khartoum's 'open areas'— informal South Sudanese refugee settlements within- and on the outskirts of the city where humanitarian needs are significant. These refugees make up approximately 35 per cent of the overall South Sudanese refugee population in Khartoum State and are the most vulnerable.

Khartoum's 'open area' sites evolved from 41 departure points where South Sudanese people were advised to assemble in order to be assisted with their planned return to South Sudan in 2010, ahead of the referendum on secession. Many of these people had lived in Khartoum for many years or all of their lives in some cases, and some of them were already living in departure point areas. Between 2010 and 2013, UNHCR and the Commission for Voluntary and Humanitarian Works (CVHW), in collaboration with IOM, assisted the return to South Sudan of approximately 75,000 people. However, when conflict erupted in South Sudan in 2013, many South Sudanese people were left stranded in departure areas, unable or unwilling to return. The departure points gradually evolved into approximately 28 "open area" settlements where South Sudanese people are now living as refugees in vulnerable situations.

Access to these areas has been a challenge for UN and other humanitarian partners since January 2017 due to restrictions by authorities. At the same time, humanitarian needs have been exacerbated by unplanned relocations and demolitions of these sites periodically throughout 2017. In September 2017, the UN Humanitarian Coordinator, UNHCR and government officials visited some of the 'open area' sites, revealing urgent health, WASH and shelter needs. The Government agreed to grant access for an inter-agency needs assessment at the end of 2017, limited to 9 'open area' settlements in Umbadah, Jebel Awlia and Sharq El Nile localities (see map on page 9).

In December 2017, a comprehensive inter-agency needs assessment was conducted to identify priority assistance needs of South Sudanese refugees living in the 9 approved 'open area' settlements, including: Naivasha, John Madit Wad Bashir and Angola (Umbadah locality); Bantiu, Dar El Salam Block 7 and Dar El Salam Block 8 (Jebel Awlia locality); and Haj Yousef Baraka Block 3, Haj Yousef Baraka Block 4 and Al Takamol (Sharq El Nile locality). Participants included the Commission for Refugees (COR), Humanitarian Aid Commission (HAC), Immigration and Passport Police, Commission for Voluntary and Humanitarian Works (CVHW), Military Intelligence, Ministry of Health, UNHCR, WFP, UNICEF, UNFPA and WHO.

Assessment findings indicated significant humanitarian needs across all sectors and prompted dialogue with the government on the need for sustained access to implement a multi-sectoral response to address critical assistance gaps. A Finalization Workshop was conducted 28-29 March 2018, where the findings were approved by the Government. The Government also approved the development of an initial 9-month response plan to address the most urgent humanitarian assistance needs. A series of recommendations and prioritized actions for each sector were agreed to- with government line ministries and inter-agency partners, which guide the scope of this response plan.

NEEDS & VULNERABILITIES

Risk of relocation

Five of the settlements targeted under this plan (Haj Yousef Blocks 3 and 4, Al Takamol, John Madit and Angola) are located on privately owned land, with landowners claiming that the refugees settled there have done so without permission. There has been increasing pressure for the land to be returned, which has driven local authorities to evict and demolish settlements in some areas. In some cases, South Sudanese refugees have been relocated to other 'open area' sites, including Naivasha and Bantiu.

UNHCR recognizes that the current situation in the open areas is not ideal or sustainable. COR, UNHCR and state and local authorities have engaged in ongoing dialogue on the potential alternative solutions for refugees living in these areas. While the Government of Sudan has proposed relocation of the South Sudanese refugees to camps outside of Khartoum State, it is important to avoid forced relocation, and to ensure viability of solutions, including alternatives to camps, especially given the longstanding community ties many South Sudanese refugees have with their host communities in Khartoum.

Assessment findings

Findings from the December 2017 inter-agency needs assessment indicate an urgent need for basic services across all sectors, including health, nutrition, education and WASH. All households are facing poor shelter conditions and a lack of basic non-food items. While no comprehensive nutrition assessment has been conducted for the settlements targeted under the plan, assessment findings indicate high risk of malnutrition across communities, including broad household food insecurity, low use of breastfeeding among South Sudanese refugee women, gaps in host community nutrition programmes and low vaccination coverage. Widespread open defecation, limited access to safe water supply and unhygienic conditions are compounding health and nutrition vulnerabilities across all sites.

Protection service needs are also high, with refugees reporting incidence of gender-based violence, presence of unaccompanied and separated children and child-headed households, and prevalence of child labour. Many refugees cited prioritized access to documentation (i.e., birth certificates and ID cards) to improve their access to local services. The situation is further compounded by a lack of livelihoods opportunities, and food and energy insecurity, with many refugees unable to access formal or sustained work to earn enough income to meet their basic needs.

Establishment of the Sanitation Task Force to address sanitation needs

The latrine gap and prevalence of open defecation across the 9 open area settlements is a significant issue requiring urgent intervention. However, the sanitation response in settlements occupying private land is constrained by the need to avoid installation of latrines that could undermine the viability of the land and/or cannot be easily decommissioned. Even for public land areas, a lack of funding remains a key constraint to addressing sanitation gaps in the larger settlements of Naivasha and Bantiu.

A Sanitation Task Force was initiated in April 2018 by inter-agency partners under the WASH Technical Advisory Group (TAG) to develop a coordinated approach to latrine construction that considers the site-specific land constraints and needs of each settlement. Members of the task force include the Government Line Ministry for Water, Environment and Sanitation (WES), UNHCR, COR, the Federal Ministry of Health, the Catholic Relief Agency for Overseas Development (CAFOD) and Islamic Relief Worldwide (IRW).

The Sanitation Task Force conducted technical assessments on soil conditions and site specifications in May 2018. A standardized and costed latrine designs was developed for a low-cost household pit latrine that can be adapted to locality conditions, with close consideration of the need for simple decommissioning and aligned with Ministry of Health guidelines and minimum humanitarian standards. The latrine design recommendations for each targeted locality were approved by the Federal Ministry of Health in July 2018. Inter-agency partners will coordinate latrine construction planning through the WASH TAG, in close consultation with the Sanitation Task Force.

Ongoing registration

The Government of Sudan is leading a phased registration process for South Sudanese refugees in Khartoum, through support from UNCHR, to ensure refugees have access to documentation and identification (ID). The Government's Immigration and Passport Police (IPP) unit initiated the first phase in mid-February to verify the total number of South Sudanese refugees living in Khartoum and issue foreigner ID numbers. As of 31 July, over 70,000 refugees have been registered by the IPP so far. COR and UNHCR are conducting a concurrent biometric registration process to support access to protection and other lifesaving assistance. Nearly 6,000 refugees have been biometrically registered so far.

Initial NFI distribution completed

In March 2018, COR and UNHCR completed the distribution of an NFI package of blankets and plastic sheeting to over 10,000 households across the 9 'open area' settlements covered by the inter-agency needs assessment, including over 8,500 refugee households (benefitting 57,685 refugees) and nearly 1,500 of the most vulnerable host community households adjacent to settlement areas. The package provided winter season support and interim shelter assistance ahead of a more sustainable shelter response to address the significant shelter needs in settlement areas.

RESPONSE STRATEGY & PRIORITIES

The Khartoum 'Open Areas' Response Plan brings together 12 inter-agency appeal partners, supported by over 10 operational response partners, to deliver a multi-sectoral response to an estimated 57,700 refugees¹ living across the 9 open area settlements² covered by the December 2017 inter-agency needs assessment.

Many refugee communities targeted under the Plan have lived in these areas for decades, and have demonstrated considerable resilience in a context of significant protection and humanitarian assistance gaps over many years. The response aims to build on community resilience and established coping mechanisms to advance protection-oriented solutions that address key vulnerabilities, bolster self-reliance and support the wellbeing and dignity of refugees who wish to remain in Khartoum.

The response will also seek to integrate cash-based interventions (CBIs), where feasible, to advance protection programming, complement self-reliance initiatives and support local host community economies. Multi-purpose cash assistance will be explored through a joint assessment by WFP and UNHCR.

The response is guided by UNHCR's out-of-camp assistance model, and adopts an area-based, participatory and multi-sectoral approach. The Khartoum 'Open Areas' Response Plan is also aligned with the revised 2018 South Sudan Regional Refugee Response Plan (RRRP).

Appeal Partners

- Adventist Development and Relief Agency (ADRA)
- Almanar Voluntary Organization (AMVO)
- Catholic Agency for Overseas Development (CAFOD)
- CARE International Switzerland (CIS)
- NADA Elazhar Organization for Disaster Prevention and Sustainable Development (NADA)
- Plan International (PLAN)
- United Methodist Committee on Relief (UMCOR)
- United Nations Population Fund (UNFPA)
- United Nations High Commissioner for Refugees (UNHCR)
- United Nations Children's Fund (UNICEF)
- World Food Programme (WFP)
- World Health Organisation (WHO)

Supported by:

- **Commission for Refugees (COR) and other Government Line Ministries**
- **Business and Professional Women's Organization (BPWO)**
- **Baladna Organization**
- **El Ruhama for Development and Humanitarian Aid (RODHA)**
- **Humanitarian Aid & Development Organization (HADO)**
- **Labena Organization**
- **Mutinawat Company**
- **Sanad Charity Foundation**
- **Sudanese Red Crescent Society (SRCS)**
- **United Peace Organization (UPO)**
- **Windle Trust International**

Assistance approach for refugees in out-of-camp locations

UNHCR has adopted an out-of-camp assistance model for Sudan that focuses on longer-term solutions and community-based assistance to better support host communities while strengthening refugee resilience and self-reliance. Sustainability is at the cornerstone of the out-of-camp approach, which requires close consideration of exit strategies to mitigate dependency on assistance over the long term. This is especially relevant given limited funding availability and a lack of multi-year funding options in Sudan. This approach also integrates "humanitarian-development nexus" best practice to support host communities to meet increased demand for public services in refugee hosting areas.

Out-of-camp assistance avoids establishing parallel service systems for refugees, and instead prioritizes investments in local services to enhance host community capacity to absorb refugee needs within available health, education, WASH and nutrition services. The approach emphasizes resilience-building and livelihoods programming to ensure refugees have the capacity to pay user fees for public services

¹ In the absence of finalized biometric registration figures for the 9 sites targeted under the Plan, population estimates for each site are adapted from UNHCR-COR figures on refugee households reached during the March 2018 NFI distribution.

² See map on page 8.

alongside host community members. The approach also includes greater engagement with federal and state line ministries to support the mainstreaming of refugees within public systems in an equitable way.

Through investments in local infrastructure and enhanced public services, inter-agency partners can reinforce the substantial economic and social benefits that host communities stand to gain from the humanitarian refugee responses, if managed carefully. The approach also seeks to reinforce host community participation and ownership along the different phases of the response.

Area-based approach

The Plan adopts an area-based approach to address the needs of South Sudanese refugees living within complex urban settings in Khartoum in a collective and collaborative way. Inter-agency partners will seek to support their capacity for self-reliance through multi-sectoral responses to address each location's interrelated needs, and through protection-oriented solutions aligned with the context in each location.

Participatory approaches will be used to ensure site-specific planning is informed by refugee and host community inputs and are adapted to existing structures and key vulnerabilities.

The Plan includes distinct approaches for responding to the different needs of refugees living in privately-owned areas without permission, and those living in public land areas with permission.

Locality	JEBEL AWLIA			UMBADAH			SHARQ EL NILE		
Site	Bantiu	Dar #7	Dar #8	Naivasha	John Madit	Angola	Al Takamol	Haj #3	Haj #4
Popn (idv)	25,000	3,340	1,100	22,500	1,130	700	2,700	915	300
Land Type	Public	Public	Public	Public/Private	Private	Private	Private	Private	Private

Private land

Al Takamol and Haj Yousef Blocks 3 and 4 (Sharq El Nile locality), John Madit and Angola (Umbadah locality)

An estimated 5,700 South Sudanese refugees have settled on privately owned land in 5 'open areas' targeted under the Plan. The refugees are largely integrated within the host community, with makeshift shelters set up in areas in close proximity to host community households. Host community frequently share water, latrines and other resources with refugee households.

Key vulnerabilities for refugees in these areas are general insecurity due to poor shelter conditions that expose them to protection risks, and relocation pressure by local authorities. These issues are further compounded by a lack of income to access alternative housing options within the host community, which leaves most refugees unable to move out of these areas.

The inter-agency response in private land areas will support refugees' voluntary relocation within their chosen host communities. This approach aims to maintain the dignity and agency of refugees in private areas by enhancing their self-reliance, while allowing for the return of private land to landowners.

This will require targeted cash assistance initiatives paired with livelihoods programming to help refugees access sustainable and secure housing options. A participatory approach will be essential to response success, with response design done in close consultation with local authorities and refugee communities to ensure alignment to the contexts of each settlement area.

Investments in local education, WASH (especially water facilities) and health services will also be pursued as needed to enhance host community capacity to accommodate refugees, improve service access for both refugees and host communities, and support peaceful coexistence.

While the Naivasha site is located on private land, the landowner is engaged in dialogue with the Government and has granted conditional permission for the current land use. Therefore, the Naivasha response will adopt the public land area-based approach outlined below.

Public land

Bantiu and Dar El Salam Blocks 7 and 8 (Jebel Awlia locality), with conditional permission for Naivasha (Umbadah locality)

Nearly 52,000 South Sudanese refugees targeted under the Plan have settled in 3 public areas, with conditional permission for land use in Naivasha. The majority have settled in Naivasha (22,500) and Bantiu (25,000). Naivasha and Bantiu are standalone camp-like settlements and remain key areas for the consolidation of open area sites across Khartoum.

Key vulnerabilities in these areas include a lack of access to basic services, including health, WASH, nutrition and education, due to the relative distances of available public services in host communities. A lack of access to livelihoods further aggravates protection risks and humanitarian needs.

Given the scale of humanitarian needs in public areas, inter-agency partners will aim to respond to emergency needs within a longer-term, solutions-oriented approach. The response will prioritize the delivery of emergency assistance (such as water supply, latrine construction, shelter support and mobile clinic services), while focusing on site development to ensure minimum standards are met. Infrastructure investments, such as rehabilitation of clinics, schools or water facilities, will be paired with community management approaches to sustain access to basic services over the longer term.

Multi-sector response

Multi-sector response planning is guided by the prioritized actions agreed to with the Government at the Finalization Workshop in March 2018, based on common needs observed across all 9 'open areas'. Prioritized actions will be adapted by partners to address area-specific and interrelated needs for refugees in each settlement.

Protection

Protection activities will be mainstreamed throughout the response. This includes addressing the links between protection risks and lack of access to livelihoods and energy for cooking and lighting for refugees across all sites, especially related to sustainable access to housing in private land areas. The responses emphasizes support to community-based protection mechanisms and networks in order to ensure access to support services and the reinforcement of effective referral pathways.

COR and UNHCR will continue to roll-out biometric registration to identify vulnerabilities and improve the delivery of targeted assistance. The provision of refugee and civil documentation will be prioritized, including access to birth registration and nationality documents, to ensure refugees have access to public services. Case management is a key priority, including identification of- and service referrals for persons with specific needs (PSNs) and refugees at risk of GBV.

Partners will collaborate closely with the Ministry of Social Welfare, the State Council for Child Welfare (SCCW) and National Council for Child Welfare (NCCW) on targeted child protection interventions. The response will ensure children's access to basic services and protection solutions, including through best interest assessment and effective case management for unaccompanied and separated children (UASC) and other children at risk-, family tracing and reunification, psychosocial support and recreation opportunities.

Education

Basic school-aged refugee children will be integrated within host community schools where possible. Partners will work closely with the Ministry of Education to support the capacity of public schools to accommodate South Sudanese refugee students. This includes rehabilitation and expansion of existing school infrastructure to reduce overcrowding, as well as teacher training and incentives for South Sudanese refugee teachers to improve community access to quality education more broadly. Enrolment campaigns and retention support (i.e. provision of supplies and uniforms) will also be prioritized to address the needs of out-of-school children and mitigate risk of school dropout.

Livelihoods programming will be linked to education and child protection initiatives to ensure parents can keep their children in school.

Water, Sanitation and Hygiene (WASH)

Partners will work close collaboration with WES on addressing water supply gaps. Water supply improvements will be done with a view to ensure broad benefits to both refugees and host communities. This includes rehabilitation of existing water supply infrastructure and construction of new water facilities where needed, with a focus on household water treatment and water quality control initiatives, to ensure adequate supply to meet the needs of all users and support peaceful coexistence.

Household latrine construction will be prioritized in public land areas, as per the standardized latrine designs approved by the Ministry of Health via the Sanitation Task Force. Distribution of children's toilets (or "potties") also aligns with broader sanitation and hygiene promotion initiatives to reduce prevalence of open defecation, and promote safe disposal and hand-washing. Vector control will also be conducted across all sites to address disease risk and support the reach of health interventions.

Procurement and distribution of Personal Hygiene Kits (PHK) across all areas will be harmonized with household hygiene promotion to ensure that women and girls have access to sufficient WASH services to address their menstrual health needs. PHK distribution will also be aligned with GBV outreach for positive cross-sectoral impacts across protection, health and NFIs.

Health

Partners will work closely with the Ministry of Health to improve refugee access to local health services and support broader investment in quality health services to benefit host communities. This includes a focus on rehabilitation and expansion of local health facilities where required, strengthening of referral pathways and improved coverage of reproductive health services, health promotion and disease surveillance initiatives. Mobile services will provide interim coverage support to link refugees with public services in areas where distance to local health facilities prevents refugee access.

Nutrition

Regular Mid-Upper Arm Circumference (MUAC) screenings are a key priority in order to develop a clearer picture of the nutrition situation for both refugees and host communities in the targeted settlement areas. Partners will also support the strengthening of referral pathways to ensure at-risk children can access available outpatient nutrition programmes. Implementation of infant and young child feeding (IYCF) and scale-up of vaccination services will be prioritized to reduce malnutrition risk within a context of food insecurity and sanitation gaps.

Food Security and Livelihoods

Emergency assistance must be underpinned by livelihoods initiatives to enhance the self-reliance of refugee communities and support response sustainability. Refugees' capacity to pay local user fees for public services, including access to local water supply, health and education services, and contribute to local economies are important components of response sustainability and peaceful co-existence with host communities in settlement areas. Comprehensive livelihoods assessments will be conducted through participatory approaches in each locality to inform programming directions. Partners are integrating livelihoods initiatives within other sectoral activities where possible, such as latrine and water facility construction, diversified energy initiatives and maintenance or employment of refugee teachers. While blanket general food distribution is not feasible in Khartoum's 'open areas' at this time, WFP will conduct a household vulnerability assessment to inform the direction of food security initiatives.

Shelter and non-food items (NFIs)

Due to land allocation challenges faced in private sites, distribution of UNHCR's improved emergency shelters is only approved for vulnerable refugee households in public land areas, (Naivasha, Bantiu and Dar El Salam Blocks 7 and 8). The potential for community-led transitional shelter initiatives linked with livelihoods will be explored with refugee communities. NFI replenishment is planned for vulnerable households based on an updated needs assessment.

PARTNERSHIP & COORDINATION

This Plan was developed in close consultation with the Khartoum Refugee Working Group (RWG), co-chaired by UNHCR and COR. The RWG was established in May 2018 and is the primary inter-agency coordination forum for the South Sudanese refugee response in Khartoum. Technical planning will be done in coordination with the Technical Advisory Groups (TAGs), which guide refugee sectoral response planning and implementation for Protection, Health and Nutrition, WASH, ES/NFI, Food Security and Livelihoods, and Education.

In addition to the Plan's 12 Appeal Partners, the Khartoum response will also be supported by at least 10 additional operational partners who will support the implementation of appeal partner activities, and will contribute their knowledge of- and relationships with refugee communities in the open areas to strengthen response coordination.

The Memorandum of Understanding (MoU) signed between UNHCR and COR clearly outlines COR's role in coordinating the response on behalf of the Government. Coordination with the authorities will continue to take place at the federal and state levels. Engagement and collaboration with the Ministry of Health, WES, Ministry of Social Affairs and Ministry of Education in particular will support improved access of refugees to public services.

UNHCR will continue to lead the coordination of the overall refugee response. UNHCR successfully applies the Refugee Coordination Model (RCM) in Sudan, with the Refugee Consultation Forum (RCF) as the main forum for national refugee coordination. More than 44 UN and NGO partners contribute to the South Sudanese refugee response within the coordination of the RCF, including seven UN, 13 international NGOs, and 24 national NGOs. The RCF includes TAGs at the federal level and RWGs at the state level.

FINANCIAL REQUIREMENTS

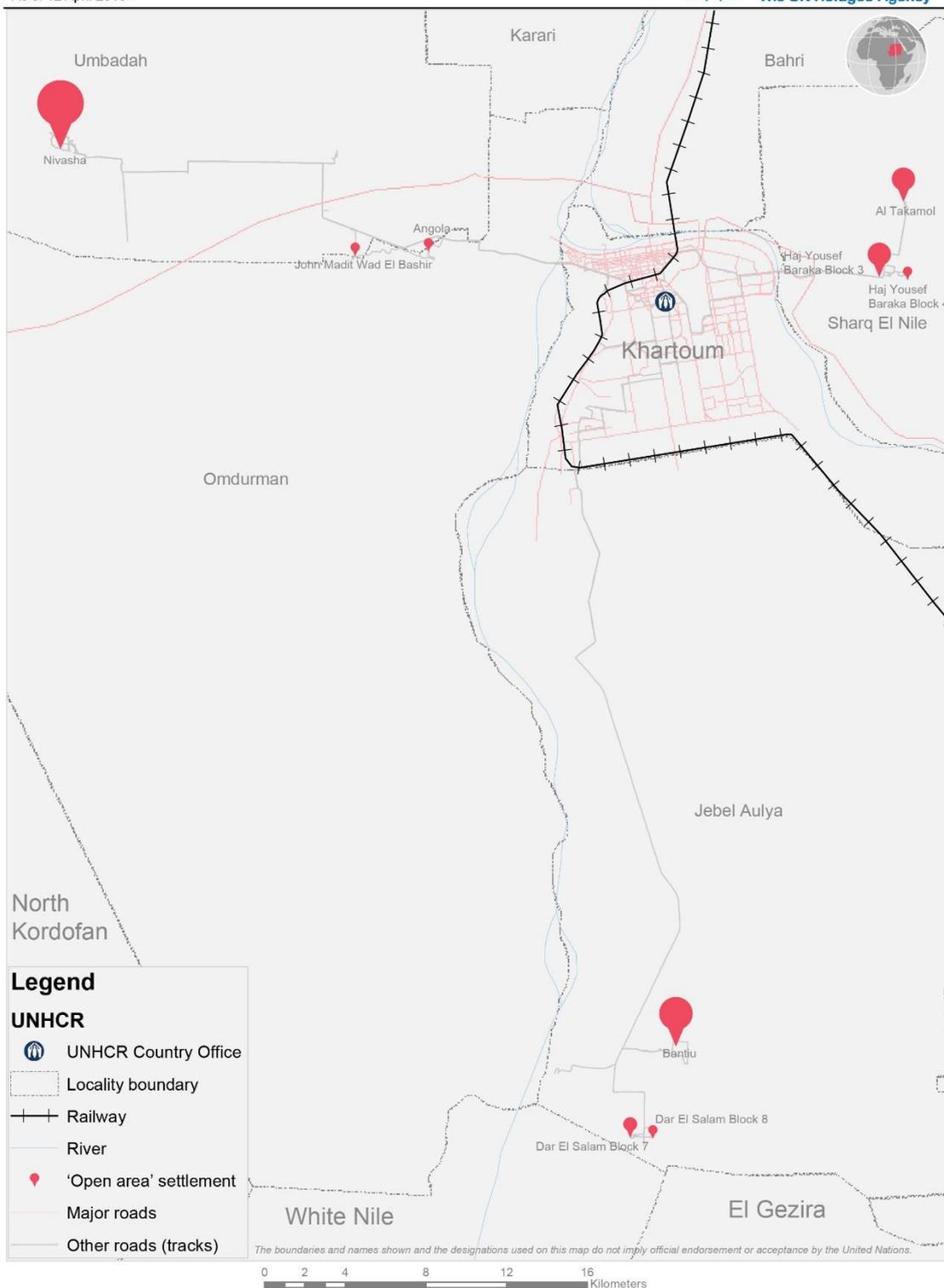
By appeal partner and by sector³

Appeal Partner	Sector Budgets							Partner Totals
	Protection	Education	WASH	Health	Nutrition	FSL	ES/NFI	
ADRA		\$600,000	\$700,000					\$1,300,000
AMVO				\$400,000	\$100,000			\$500,000
AORD						\$270,000		\$270,000
CAFOD						\$75,000		\$75,000
CIS			\$800,000			\$250,000		\$1,050,000
NADA	\$300,000							\$300,000
PLAN	\$370,000	\$500,000						\$870,000
UMCOR		\$350,000	\$890,000					\$1,240,000
UNFPA	\$190,000		\$700,000	\$155,000				\$1,045,000
UNHCR	\$1,490,000	\$1,000,000	\$1,000,000	\$1,550,000	\$175,000	\$1,000,000	\$1,740,000	\$7,995,000
UNICEF	\$250,000	\$3,000,000	\$1,250,000	\$160,000	\$125,000			\$4,785,000
WFP						\$20,000		\$20,000
WHO			\$200,000	\$370,000				\$570,000
Sector Totals	\$2,600,000	\$5,450,000	\$5,540,000	\$2,635,000	\$400,000	\$1,715,000	\$1,740,000	\$20,060,000

³ Sectoral budgets may be revised on re-prioritization of activities informed by subsequent technical- and site-based assessment findings and/or updated refugee figures following the completion of biometric registration.

Map: South Sudanese refugee 'Open Area' settlements in Khartoum

SUDAN: Khartoum State
South Sudanese Refugee 'Open Area' Settlements
 As of 12 April 2018



Creation date: 12 Apr 2018 Sources: Geodata: UNHCR, OCHA, WFP. Author: UNHCR Sudan Feedback: MOAHMEDM@UNHCR.ORG