

UNHCR, WFP AND PARTNERS

JOINT ASSESSMENT MISSION REPORT

REFUGEE OPERATION IN SOUTH SUDAN

NOVEMBER 2018

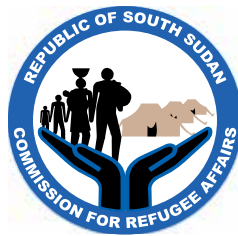


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LIST OF ACRONYMS

ANC	Antenatal Care	MAM	Moderate Acute Malnutrition
ART	Anti-Retroviral Treatment	M&E	Monitoring and Evaluation
BIMS	Biometric Identity Management System	MSNA	Multi-Sector Needs Assessment
BSFP	Blanket Supplementary Feeding Programme	MUAC	Mid-Upper Arm Circumference
CAR	Central African Republic	NFI	Non-Food Item
CBS++	Corn Soya Blend Plus Plus	NGO	Non-Governmental Organisation
CBT/I	Cash-Based Transfer/Intervention	NRM	Natural Resource Management
CFSAM	Crop and Food Security Assessment Mission	OTP	Outpatient Therapeutic Feeding
CHW	Community Health Worker	PDM	Post-Distribution Monitoring
CMAM	Community Management of Acute Malnutrition	PHCC	Primary Health Care Clinic
CP	Cooperating Partner	PLHIV/TB	People Living with HIV/Tuberculosis
CRA	Commission for Refugee Affairs	PLW	Pregnant and Lactating Women
CRI	Core Relief Item	PLWD	Person Living with Disability
CSI	Coping Strategy Index	PMTCT	Prevention of Mother to Child Transmission
DDS	Dietary Diversity Score	PNC	Post-natal clinic
DRC	Democratic Republic of Congo	PoC	Protection of Civilians
DRC	Danish Refugee Council	PSN	Person with Specific Needs
EDP	End Distribution Point	RI	Relief International
EPI	Expanded Programme for Immunisation	RUSF	Ready-to-Use Supplementary Food
FAO	UN Food and Agriculture Organisation	SAF	Sudanese Armed Forces
FCS	Food Consumption Score	SAFE	Safe Access to Fuel and Energy
FDP	Final Delivery Point	SAM	Severe Acute Malnutrition
FGD	Focus Group Discussion	SENS	Standardised Expanded Nutrition Survey
FMC	Food Management Committee	SFP	Supplementary Feeding Programme
FSP	Financial Service Provider	SGBV	Sexual and Gender-Based Violence
GAM	Global Acute Malnutrition	SOP	Standard Operating Procedure
GFD	General Food Distribution	SPLM-N	Sudan People's Liberation Movement-North
HHP	Health and Hygiene Promoters	SSP	South Sudanese Pound
ICCM	Integrated Community Case Management	STI	Sexually-Transmitted Infection
IDP	Internally Displaced Person	TSFP	Targeted Supplementary Feeding Programme
IEC	Information, Education, Communication	UNHCR	United Nations High Commissioner for Refugees
IGA	Income Generating Activity	UNMISS	United Nations Mission in South Sudan
IPC	Integrated Phase Classification	VCT	Voluntary Counselling and Testing
JAM	Joint Assessment Mission	WASH	Water, Sanitation and Hygiene Promotion
JPA	Joint Plan of Action	WHO	World Health Organisation
KII	Key Informant Interview	WHZ	Weight for Height z-score
L/RTI	Lower/Respiratory Tract Infection	WFP	World Food Programme
		WVI	World Vision International

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FOREWORD

UNHCR and WFP partnership aims to ensure food security and related needs are adequately addressed. This is by contributing to the maintenance of optimal nutrition status through appropriate food assistance and promotion of self-reliance among beneficiaries. This is guided by the JAM which is carried out every two years as stipulated in the WFP/UNHCR global 2011 MoU.

The JAM was jointly coordinated by WFP and UNHCR in collaboration with the Government of the Republic of South Sudan represented by the CRA, other UN agencies, partner working in refugee locations and donors.

The JAM objective was to update the current food security and nutrition situation of South Sudan refugees and surrounding communities, analyse the quality and appropriateness of ongoing interventions and the refugee capacity for self-reliance. The findings and recommendations in this report will facilitate the development of a Joint Plan of action (JPA) and intervention strategy to guide interventions in 2018 through to 2020.

For United Nations World Food Programme
Refugees (WFP)
Name: Adnan Khan
Signature: 
Title: Country Director
Date: 14/11/18



For United Nations High Commissioner for
(UNHCR)
Name: Johann Siffointe
Signature: 
Title: Representative
Date: 14/11/18

EXECUTIVE SUMMARY

South Sudan continues to host refugees who are mostly fleeing from neighbouring Sudan (93%), the Democratic Republic of Congo (5%), Ethiopia (1%) and the Central African Republic (1%). By May 2018, close to 296,000 refugees and asylum seekers were registered in South Sudan. 52% of the refugee population is female and 62% of refugees are below the age of 18. Since the last JAM in 2015 the refugee population has grown by 8.8% or 60,000 people. Refugee numbers are likely to increase due to continued conflict and insecurity in neighbouring countries, specifically in Sudan, and natural growth. By the end of 2019, the population projection was estimated to be 334,400 refugees.

The conflict in Sudan erupted in June 2011 between the Sudan Armed Forces (SAF) and the Sudan People's Liberation Movement-North (SPLM-N) in South Kordofan State, which spread and reached Blue Nile State by September 2011, causing a mass exodus from these two states into Upper Nile and Unity States in South Sudan. Initially, refugees coming from Sudan settled in Maban (Doro, Yusuf Batil, Gendrassa and Kaya camps) and Yida. In February 2016, however, the Government of South Sudan announced the closure of Yida refugee settlement (effective June 2016) due to its proximity to the contested border, exposing refugee communities to protection risks such as forced recruitment, thereby compromising the civilian character of the settlement. Following this, transitional phase down of assistance delivery in Yida was initiated. This continues to be implemented through the Yida exit strategy.

Joint Assessment Missions (JAM) are carried out roughly every two years to assess the food security situation among camp-based refugees and to make recommendations for programme review and/or adjustment. This JAM fieldwork was conducted by WFP, UNHCR, South Sudan Commission for Refugee Affairs (CRA) and partners working in the refugee camps from 28th May to 6th June 2018. The 2018 JAM assessed the food security, nutrition and related needs and services in the refugee settlements in South Sudan; it included an extensive secondary data review and analysis and primary data collection in seven refugee camps across the country (Ajoung Thok, Pamir, Doro, Yusuf Batil, Kaya, Gorom and Makpandu). Primary data was collected through focus group discussions, key informant interviews, household interviews and general observations.

Since August 2015, all registered refugees in South Sudan receive a General Food Ration (GFR) at a 70% ration scale, representing 1491 kilocalories per person per day. The food assistance modality in late 2017 was expanded to the use of a hybrid basket (a combination of in-kind food and cash). This started by the provision of cash for milling in Maban and Jamjang in the fourth quarter of 2017 and in Makpandu from May 2018. In 2018 a hybrid basket is being provided in Makpandu from May and in Maban from July. Distribution follows a 30 days cycle with one distribution per month. Reliance on food assistance remains widespread. The food pipeline has improved due to prepositioning early in the year compared to last JAM, however, pipeline breaks due to access and security challenges remain a challenge. The 30% food ration gap, combined with lack of adequate livelihood options negatively impact on refugee household food security. Overall since the last JAM, the Food Consumption Score (FCS) has only improved slightly among refugees (from 43% with acceptable FCS in 2015 to 48.2% in 2018), with data suggesting that access to nutrition messaging and kitchen garden ownership had a positive impact on FCS. Despite an overall positive trend in FCS among refugees, 57.5% of female-headed households have poor or borderline food consumption compared to 49.5% in male-headed households indicating greater vulnerability to food shortages.

According to the results of 2017 Standardised Expanded Nutrition Surveys (SENS) among the refugee population, the overall nutrition situation remains poor. Global Acute Malnutrition

(GAM) prevalence ranged from 2.8% in Ajourng Thok to 8.2% in Pamir in 2017 with an average of 6.2% among the surveyed refugee population. Although below the 15% WHO emergency threshold, the 6.2% prevalence indicates a poor nutrition situation. This, however, has improved in 2017 as compared to the situation in 2015 where the average GAM prevalence was 11%. The improvement of the average GAM prevalence reduction can be possibly attributed in part to the maintenance and strengthening of the Community based Management of Acute Malnutrition (CMAM) and the prevention of malnutrition initiatives in place. Total anaemia prevalence among children aged 6-59 months at the end of 2017 was 48%, while anaemia among young children aged 6-23 months reported ranged between 58.1% - 78.1% which is categorised as high public health significance according to WHO classification. Although this improved slightly compared to 2015, the high levels remains of concern. The prevalence of global stunting was 44%, which is categorised as critical according to WHO classification. The later remained the same as that in 2015. Timely initiation of breastfeeding was practiced by majority of lactating women in 2017, which also improved compared to 2015. The timely introduction of complementary feeding from 6 months however, remained low, with only 52.8% of children introduced to complementary feeding in a timely manner. The high prevalence of anaemia and stunting can be attributed to a number of factors that characterise the refugee population including a diet poor in micronutrients and inadequate macronutrients, frequent infections and sub optimal child care and feeding practices among others. A strategy to address anaemia and other micronutrient deficiencies was developed in 2017. Several of the planned interventions are already in place but the entire strategy is yet to be fully funded to ensure a complete roll out. Continued promotion of appropriate IYCF practices and optimal feeding of children is essential for the reduction of chronic malnutrition. Maintaining the current treatment-based service provision for the management of acute malnutrition is likely to ensure that the nutrition situation does not deteriorate. The JAM recommends strengthening and expanding malnutrition prevention in an integrated manner, to tackle the root causes of malnutrition through a more holistic approach that includes all the complementary sectors (livelihoods, WASH, shelter and health).

Refugees have access to primary health care services, which are provided at the refugee camps or at government health facilities. Improvement of health seeking behaviour is supported by a comprehensive community health programme that focuses on health, nutrition, HIV/AIDS, water, sanitation and hygiene promotion. Mortality trend monitoring using the UNHCR Health Information System (HIS) at the end of 2017 indicated that mortality rates were below the emergency threshold of 2/10000/day for under five Death Rate (U5DR) and 1/10000/day for Crude Death Rate (CDR). Diarrhoea, malaria, respiratory tract infections, skin diseases, eye diseases, and intestinal worms remain the top morbidities seen in the refugee camps/settlements. These are all linked to the environment, the shelter situation and WASH practices in the camps and are likely to affect the nutrition situation negatively. This highlights the importance of multi-sectoral interventions to address health, WASH, shelter and nutrition issues. Camp populations remain vulnerable to disease outbreaks as a result of congestion, cross-border movements, and frequent outbreaks affecting the rest of the country.

The end of 2017 WASH reports noted that the average individual water consumption among the refugee population met the SPHERE minimum standards of $\geq 15\text{l/p/d}$, but only 50% met the UNHCR standards of $\geq 20\text{l/p/d}$. All refugees reported spending less than 30 minutes to collect their water. Since 2016, potable water accessibility has generally improved through the introduction of innovations such as solarisation of boreholes and upgrading (solar/generator) hybrid systems. Water needs for uses other than domestic water use has increased in the camps. This is linked to livelihood and environmental activities such as kitchen gardens and brick-making. Sanitation and hygiene promotion in the refugee camps remains a work in progress. Approximately 77% of refugees had access to a drop-hole latrine by the end of 2017.

The crude latrine coverage ranged from 6 to 20 people/latrine drop hole. Soap provision by UNHCR has been below standard since the last JAM. Refugees receive 250g of multi-purpose soap per month instead of 500g. Refugees reported selling part of their GFD in order to purchase it from the local markets.

Sustainable livelihood and self-sustainability opportunities remain a challenge for refugees in South Sudan. This is exacerbated by the current context of insecurity and civil war. Farming remains the most viable option for promoting self-reliance. Refugees have access to some land for farming and are provided with the seeds and tools necessary to utilise the land. The demand for agricultural land, far outstrips allocation. Agricultural output is further limited by harsh climatic conditions, limited access to irrigation water, poor post-harvest techniques and diminishing soil fertility. Insecurity surrounding the camps hampers secure access to land for cultivation, making women and girls especially vulnerable to harassment and rape. Kitchen gardening among refugees is rain fed and limited to the planting season when agencies provide farm inputs for cultivation. Agriculture production should be intensified and integrated into wider nutrition, health and other livelihoods programmes. Some refugees have received skills trainings through the various NGO vocational training centres but opportunities to fully exploit the skills acquired is limited by insecurity, market saturation, lack of start-up capital and high inflation. There is poor or non-existent formal access to loans/start-up capital to begin or expand a small business and widespread poverty in the areas where camps are located. This negatively impacts sustainability of business enterprises. Furthermore, poor employment opportunities in the camp and surrounding areas fuel tensions between host and refugee communities, with negative perception amongst host communities that refugees receive preferential treatment when it comes to jobs in the camps. The major source of cash income for the refugees living in the camps remains firewood collection (risky business done largely by women and girls). Based on data analysis during the JAM, it appears that refugees in South Sudan are unable to adequately meet the food gap based on agriculture alone and the other limited non-agricultural livelihood support such as entrepreneurship and microfinance.

Deforestation in and around the camps was noted as a major concern during the JAM. This is largely a result of burgeoning population (in and out of the camps) and its over-reliance on natural resources for fuel, construction and as a source of income (in the form of wood and charcoal). Refugees in all camps/settlements are increasingly having to buy firewood and/or charcoal due to the limited availability of firewood in the forests and the limited access to it due to insecurity. It was noticed that low utilisation of fuel-efficient cooking methods are being used by refugees. Majority of refugees use fuel in-efficient open three-stone fire for cooking. The adoption of energy-saving stoves interventions over the years has been relatively low. Better understanding on context-specific causes of the low adoption and utilisation of already-distributed stoves needs to be established. This is to guide the introduction of locally-appropriate fuel efficient stoves.

Refugees in South Sudan are at risk of protection violations by virtue of their refugee status, especially girls and women. As with all other aspects of refugee life in South Sudan, this is heightened by the prevailing context of insecurity in and around the areas where refugees live. SGBV results from deeply rooted, pervasive and harmful gender inequalities both at country of origin and in South Sudan. This is further accentuated by poverty and limited livelihood opportunities, insufficient nearby access to firewood and cultivatable land near the refugee camps/settlements, poor camp-level lighting, militarisation of the camps and surrounding areas. Early marriage of adolescent girls is common across the camps with high rates of adolescent pregnancies which invariably causes girls to drop out of school. Support from social networks that used to exist in countries of origin have been weakened as a result of displacement. Refugees reported limited capacity and willingness to assist each other

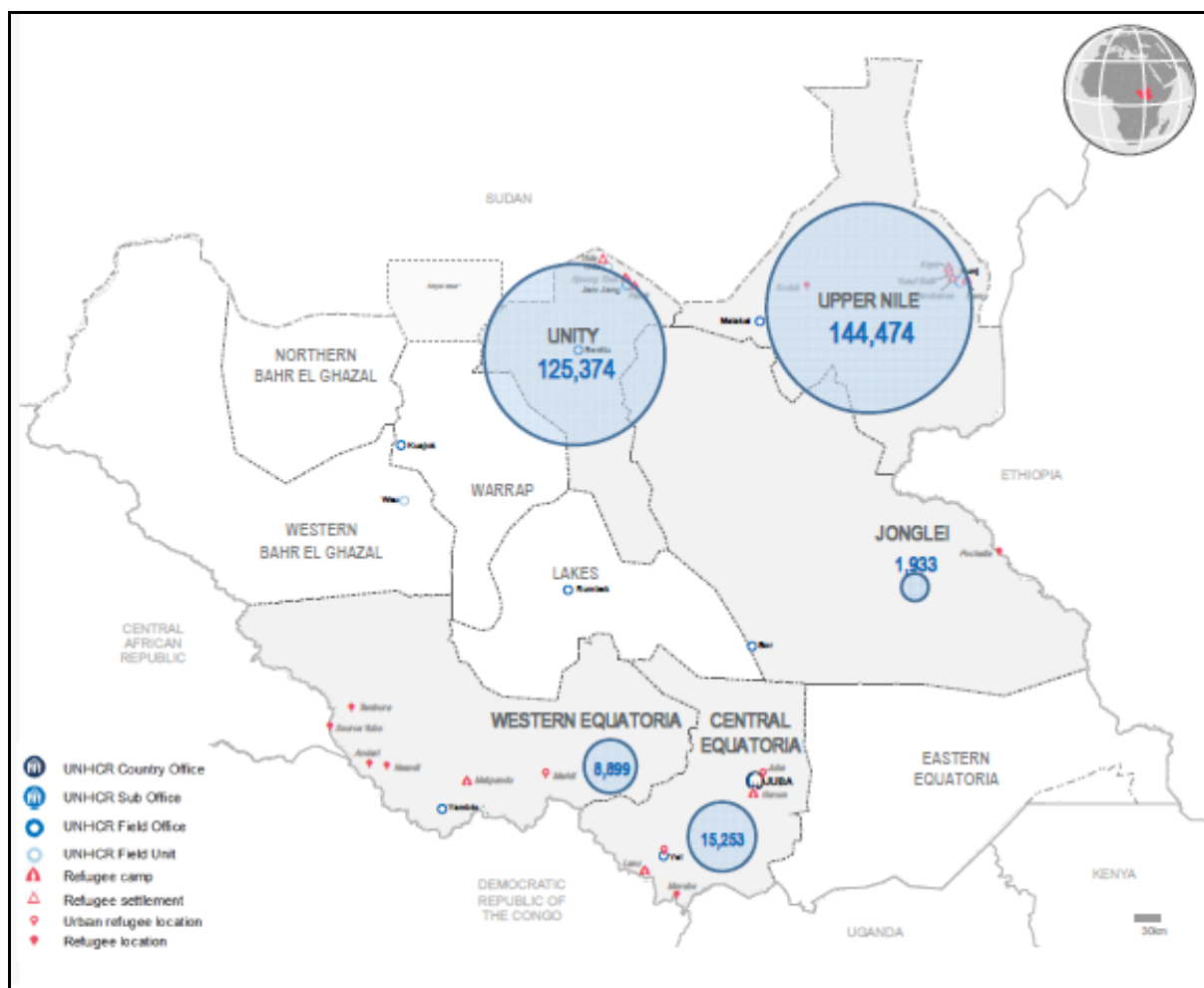
in a context where everyone struggles to sustain his/her own family. Persons with Specific Needs (PSNs) including the elderly are among the most vulnerable people in the refugee camps/settlement. Their ability to fill the 30% food assistance gap was noted to be quite often impossible.

Girl's enrolment and retention in school remains suboptimal. Lack of school feeding was raised as one of the primary reasons for absenteeism, along with the shortage of school supplies, distance to school and infrequent distribution of sanitary ware. Discussions with refugees indicated that children were more likely to start missing school in the third week of the ration cycle, when food stocks started to dwindle at the household level. An independent parent-teacher-driven school feeding initiative in Makpandu appears to allow better school retention. The possibility of implementing this in other schools was proposed.

For new arrivals to South Sudan, a one-time standard NFI kit comprised of emergency shelter and basic core relief items is provided by UNHCR. There is infrequent NFI replenishment, with some refugees in Gorom refugee camp citing distributions of certain NFIs as far back as a decade ago. Due to resource constraints, UNHCR has adopted a targeted approach, responding to the needs of the most vulnerable first. Longer-term/protracted refugees that are not categorised as PSNs are, therefore, rarely able to qualify for NFI replenishment despite their status not necessarily equating to improved self-sufficiency and the ability to procure NFIs. Gaps in the provision of NFIs continue to oblige refugees to compromise their food purchases and consumption at the expense of non-food items. The potential monetisation of certain NFI commodities through cash based interventions may ease the pressure on food at the household level by preventing the sale of the GFD to fill the gap.

Since the last JAM in 2015, widespread conflict, insecurity, and militarisation of the areas where the camps are located has posed great challenges to refugees, humanitarian agencies and partners providing services in the various refugee locations. High staff turn-over, as a result of insecurity and the remoteness of the camps, has resulted in institutional memory loss and low morale among staff delivering services in the challenging operational context. At the country level, some key staff positions are not filled in a timely fashion which negatively affects the implementation timelines. Insecurity and limited access have sporadically hampered food distributions and have at times led to pipeline breaks.

Figure 1: South Sudan Refugee Population of Concern, as of 31st May 2018



Source: [UNHCR](#)

BACKGROUND

The refugee population in South Sudan at the end of May 2018 stood at 295,933 individuals consisting of 68,649 households spread over 21 different locations across South Sudan,¹ representing an 8.8% increase in the refugee population since the December 2015 JAM. During the month of May 2018, South Sudan registered 1,587 new arrivals refugees and 1,486 new born babies. Over 95% of the new arrivals came from South Kordofan with 5% coming from Blue Nile state in Sudan. 52% of refugees living in South Sudan are female, with women and children (under 18-year olds) representing 82% of the total population. 21% of refugees are below the age of 5, 62% of refugees are below the age of 18 (with 15% adolescents aged 12-17), 37% are aged 18-59 (16% men, 21% women) and 3% are 60 years old and above.²

The Sudanese refugee population remains the largest at 274,590 individuals (93%) followed by DRC Congo 15,265 individuals (5%), Ethiopia 4,110 individuals (1%) and Central African Republic 1,877 (1%). The majority (91%) of the refugees are hosted in Upper Nile and the Unity States in South Sudan (49% and 42% of total refugees, respectively). South Sudan also hosted 2,148 asylum seekers (almost 1000 more than during the last JAM) and an estimated 1.74

¹ UNHCR South Sudan Refugee Statistics as of 31st May 2018

² UNHCR South Sudan Refugee Statistics as of 31st May 2018

million IDPs during the JAM period. South Sudan maintains an open-door policy for refugees and recognises refugees arriving from Sudan, the Democratic Republic of Congo (DRC), Central African Republic (CAR) and Ethiopian Anuaks on a *prima facie* basis.³ 91 refugees currently residing in South Sudan come from other countries not listed above.

Since the last JAM, the refugee population living in South Sudan has grown by almost 60,000 people; 36,000 of these have crossed the border from Sudan fleeing conflict in South Kordofan and Blue Nile. The conflict in Sudan erupted in June 2011 between the Sudan Armed Forces (SAF) and the Sudan People's Liberation Movement-North (SPLM-N) in South Kordofan State, which spread and reached Blue Nile State by September 2011, causing a mass exodus from these two states into Upper Nile and Unity States in South Sudan. Initially, refugees coming from Sudan settled in Maban (Doro, Yusuf Batil, Gendrassa, and Kaya camps) and Yida. However, in February 2016 the Government of South Sudan announced the closure of Yida refugee settlement (effective as of June 2016) due to its proximity to the contested border, exposing refugee communities to protection risks such as forced recruitment, thereby compromising the civilian character of the settlement.⁴

Humanitarian response in Yida is now restricted to life-saving assistance and soft protection activities. Lifesaving assistance includes food assistance (GFD), health and nutrition activities at the Yida PHCC with limited outreach activities⁵ and reduced water provision. Soft protection activities include reception and registration of newly arrived refugees from South Kordofan, as well as their temporary accommodation in Yida reception centre prior to relocation to the two refugee camps in Jamjang County (Ajoung Thok and Pamir), child protection and SGBV support, advocacy in relation to the government policy on Yida and information on services available for Yida refugees should they chose to relocate to the refugee camps. Livelihood support and education are not provided as relocation to the other refugee sites is the preferred choice. A small number of refugees in Yida are not receiving assistance because they arrived in Yida after the directive to stop providing ration cards to new arrivals, who are expected to voluntarily move to Pamir, about 70km away.⁶ All new arrivals to Yida are now transferred to either Ajoung Thok or Pamir in Ruweng State, where a comprehensive protection and assistance package is being offered. 27,105 refugees have arrived since June 2016 and have been relocated to Pamir or Ajoung Thok refugee camps.⁷ Despite the provision of services in Ajoung Thok and Pamir, many refugees remain reluctant to move from Yida due to its proximity to the border and their homes in South Kordofan in Sudan where the rest of the family is (over 80% of the households in Yida are female headed) as well as the better opportunities for farming in the fertile area.⁸ A recent SMART survey carried out in Yida indicates a similar level of global acute malnutrition among refugees over the past two

³ A *prima facie* approach means the recognition by a State or UNHCR of refugee status on the basis of readily apparent, objective circumstances in the country of origin or, in the case of stateless asylum-seekers, their country of former habitual residence. A *prima facie* approach acknowledges that those fleeing these circumstances are at risk of harm that brings them within the applicable refugee definition. UNHCR Guidelines on International Protection No. 11, 5th June 2015.

⁴ REACH/UNHCR/DRC, Multi-Sector Needs Assessment, Ajoung Thok and Pamir Refugee Camps Joint Assessment, December 2017, p.6.

⁵ CMAM, IYCF, micronutrient supplementation, deworming and health education.

⁶ CARE, Nutrition and Mortality SMART Survey Yida Refugee Settlement, Former Unity State, South Sudan, June 2018, p. ii

⁷ UNHCR refugee new arrivals and relocation trends, 2016-2018

⁸ UNHCR 2019 Country Operations Plan- South Sudan

years, from 7.9% GAM in November 2016 to 8.3% in June 2018; and severe acute malnutrition from 2% in 2016 to 1.8% in 2018.⁹

Since 2007, refugees have arrived into South Sudan from DRC and CAR following attacks by the Lord's Resistance Army and have been settled in Makpandu camp, 45km from Yambio in Gbudwe State (formerly Western Equatoria State). Ethiopian Anuak refugees fled ethnic tensions in Gambella region between December 2003 and February 2004 citing land-related threats against their community. Some have settled in Pochalla and in Bor town¹⁰ and others settled in the Lollogo area within Juba before being relocated to Gorom refugee camp in 2011. Gorom is situated 25km from Juba town on the Juba-Yei road.

Since April 2016 all new arrivals to South Sudan undergo individual registration through the Biometric Identity Management System (BIMS) aimed at strengthening identity management to deliver accurate and reliable population figures to guide delivery of protection and assistance (including food and cash assistance). For refugees already in-country, a large-scale refugee verification exercise through BIMS registration has been completed in Juba, Gorom, Doro, Kaya and Yusuf Batil refugee camps from July 2017 leading to a 5% drop in population. The exercise is ongoing in Maban for the other two camps and is expected to commence in, Yei, Jamjang and Makpandu in the second half of 2018. Verification is accompanied with issuance/re-issuance of refugee ID cards to all refugees of 16 years of age and above and aims to minimise the risk of immigration detention of persons of concern, facilitating their in-country movement and ensuring access to basic services.¹¹ UNHCR planning figures for 2019 predict a net increase in refugee numbers due to continuity of new arrivals and natural growth, with projections of 334,400 refugees by the end of 2019, including approximately 16,000 newly arriving refugees from Sudan.¹²

South Sudan currently ranks 181 out of 188 countries in the UNDP Human Development Index report 2016. The country is characterised by poor infrastructure, widespread disease epidemics, extreme climatic patterns such as flooding and droughts, increased incidences of pests and diseases, depleted food stocks, recurrent conflict that disrupt livelihoods and overall weakened resilience of communities. Structural weaknesses have led to widespread poverty across South Sudan, which disproportionately affects the refugee population who already have low asset base brought about by the effects of forced displacement. Years of humanitarian interventions in protracted refugee contexts of South Sudan have enabled the provision of healthcare, education and other necessary infrastructure to cater for both the refugee and host communities.

Compounding the issues faced by refugees in South Sudan is the country's own conflict. On 15th December 2013, fighting broke out in the world's youngest nation, which affected many parts of the country. IGAD-facilitated peace talks led to the signing of a peace agreement between both sides in August 2015, bringing a temporary end to the civil war. However, despite the cessation of hostilities, conflict erupted again in Juba between government and rebel troops in July 2016, killing at least 300 people in the capital in less than a week. Since then, many parts of the country have been marked by disrupted basic social services,

⁹ CARE, Nutrition and Mortality SMART Survey Yida Refugee Settlement, Former Unity State, South Sudan, June 2018, p. 17. Stunting rates are at 33.9%. 90.8% of refugees in Yida used livelihood coping strategies in the 30-day recall period. 24.4% of refugees had a medium rCSI in the 7-day recall period. 56.1% have a poor food consumption score.

¹⁰ Some 3000 Anuak refugees still reside in Alari camp in Pochalla County of Jonglei State and Bor town and are receiving WFP food assistance along with the host community.

¹¹ UNHCR 2019 Country Operations Plan- South Sudan

¹² UNHCR 2019 Country Operations Plan- South Sudan

livelihoods and markets. Many areas are also characterised by armed conflict and high levels of crime, including areas where many refugees have sought protection. The July 2016 conflict that affected many parts of South Sudan and impacted on refugee lives too as a result of insecurity and inaccessibility. Ezo camp in the former Western Equatoria State was closed in February 2016. Since July 2016 UNHCR and its partners have had no access to Lasu camp in Yei River State due to insecurity; reportedly, the vast majority of the refugees have dispersed into the surrounding farmlands. The security situation has improved to some extent however since January 2018, which allowed UNHCR and partners to access the settlement area but with increased protection and security measures. The insecurity also continues to prove a challenge for agencies' access to smaller enclaves of refugees in Andari, Maridi, Naandi, Source Yubu and Tambura. In Maban, some refugees have faced multiple displacements due to host-refugee and inter-tribal refugee clashes. This has resulted in targeted support and relocation of some refugees, which has attracted a significant cost to the agencies working in Maban.

In a context of conflict and related displacements, low harvests, environmental challenges, widespread poverty and soaring food prices, famine was declared in parts of Unity State (Leer and Mayendit) in February 2017, affecting some 100,000 people. By May 2017 the famine warning was lifted, however 1.7 million people remained in IPC Phase 4.¹³ In January 2018, 48% of the population was classified under IPC Phases 3 "Crisis", 4 "Emergency" and 5 "Catastrophe".¹⁴ At the time of the JAM 2018, 7.1 million South Sudanese (roughly 65% of the entire population) were facing severe food insecurity.¹⁵ 2018 is marked by a growth in humanitarian need that outpaces the response.¹⁶ Political solutions to end the current conflict engulfing and consuming the country are key. With no sustainable solutions in sight, the overall scenario is that of deepening humanitarian needs and an increasingly challenging and costly operational context.¹⁷

The very complex political and ethnic conflict, now in its fifth year, has led to internal displacement of 1.74 million South Sudanese,¹⁸ with over 200,000 sheltering in the Protection of Civilians (PoC) sites inside the United Nations Mission in South Sudan (UNMISS) bases. An additional over 2.5 million South Sudanese are refugees in the neighbouring countries.¹⁹ Violence against humanitarian workers has evolved in South Sudan and reached a record high in 2017, with 28 aid workers killed.²⁰

The previous JAM was conducted in December 2015 and found that refugees in the northern camps (Maban and Jamjang) were more dependent on the WFP food ration than in the Equatorial camps. The reduced general food ration at 70% continues to negatively impact food consumption and dietary diversity. Malnutrition and anaemia rates in the northern camps had escalated and the livelihood options for refugees were largely limited to kitchen gardening in the northern camps, while the Equatorial camps/settlements were able to exploit their agricultural skills. Through a concerted effort and in spite of the many challenges outlined further in this report, acute malnutrition reduced since the last JAM.

¹³ Integrated Food Security Phase Classification, The Republic of South Sudan, May 2017 – Communication Summary

¹⁴ WFP CFSAM 2018, p.41

¹⁵ WFP South Sudan, Situation Report #221, 8th June 2018

¹⁶ FEWSNET South Sudan Food Security Outlook Update, April 2018

¹⁷ UNHCR 2019 Country Operations Plan- South Sudan

¹⁸ UNHCR South Sudan – Refugee Statistics as of 31st May 2018

¹⁹ http://data2.unhcr.org/en/situations/southsudan#_ga=2.253882696.1133437590.1529322639-1232608021.1497463374

²⁰ UNHCR 2019 Country Operations Plan- South Sudan

WFP has expanded use of cash in assisting refugees and is exploring feasibility of further expanding this to include a hybrid cash and in kind food basket. Since the last JAM, all camp-based refugees receive a 70% food ration consisting of cereal, pulses, vegetable oil and salt. Pipeline breaks of some commodities was experienced due to access and security challenges. The GFR does not provide a fortified blended food. Limited funding prevented the provision of 100% food ration. In Maban, Yida, Jamjang and Makpandu, refugees receive cash for milling to grind the GFD cereal. Refugees in Gorom are not receiving any cash-based assistance. Refugees in Makpandu received their first 'hybrid' basket in May 2018(Makpandu was first camp to have the hybrid basket approach piloted), whilst refugees in Maban received their first hybrid basket in July 2018.

The Joint Assessment Mission covered Maban, Jamjang, Yambio and Gorom refugee locations. In Maban; Doro, Yusuf Batil and Kaya refugee camps were included in the primary data collection. Gendrassa was excluded from the primary data collection due to time constraints but has a similar context to Yusuf Batil. In Jamjang, Ajoung Thok and Pamir refugee camps were included. In Yambio, Makpandu refugee settlement and in Juba Gorom refugee camp were included. Insecurity prevented the team from visiting Yei- Lasu refugee location. Yida settlement, which hosts some 51,462 refugees (17.4% of all refugees in South Sudan), was not assessed by the JAM team as the Government of South Sudan and UNHCR have been in the process of relocating the Yida refugees to Jamjang refugee camps.

OBJECTIVES OF THE JAM

The UNHCR and WFP partnership aims to ensure food security and related needs are adequately addressed by contributing to the maintenance of optimal nutrition status of refugees through appropriate food assistance and promotion of self-reliance among beneficiaries. The JAM aimed to re-assess the food security and nutrition situation of South Sudan refugees and surrounding communities, the quality and appropriateness of ongoing interventions and the refugee capacity for self-reliance.

The overall objective of this Joint Assessment Mission was to update the food security and nutrition situation in the refugee operation, taking into account different needs of men, women, girls, boys, and various vulnerable groups, analyse the effectiveness and appropriateness of ongoing food security and nutrition interventions in Central Equatoria, Western Equatoria, Greater Unity and Upper Nile, and to propose the most appropriate food security, nutrition and livelihood interventions for the next planning period (2018-2020).

The specific objectives of the Joint Assessment Mission included:

- I. Assess the food security and nutrition situation of the refugee population in South Sudan and identify the main causes of food insecurity, by assessing food availability and access, market access, utilisation and nutrition status and mortality.
- II. Review the quality and appropriateness of ongoing food security and nutrition related interventions identify good practices, main constraints, lessons learned and areas requiring improvement
- III. Identify effective and feasible food security, nutrition and livelihood interventions to protect and ensure the optimal food security and nutrition status of the refugees with prospects for sustainable solutions in the 2018-2020 period. This includes timing, location and duration.²¹

²¹ JAM TOR 2018

METHODOLOGY

The JAM report is based on a comprehensive secondary data review, and primary data collected during the JAM field mission. Key secondary sources include; REACH Inter-agency Multi-Sector Needs Assessment for Maban and Jamjang (2017), the UNHCR Participatory Assessments (2017), WFP PDM reports and data reports (2016-2018), UNHCR SENS nutrition reports (2017), and UNHCR Health and nutrition Information System data among many others.

The JAM process began in April 2018 with a kick-off workshop to introduce the JAM to participants. Teams, led by thematic team leaders, conducted a secondary data review (April-May) that provided a holistic overview of the information that was already available and comprehensive summary of gaps in knowledge. The JAM sought to both confirm the findings from the secondary data review and provide information to fill the identified gaps. From the gaps identified, the team developed key questions that were used at the field-level to complete the overall understanding of the food security and nutrition situation of refugees in South Sudan. Sophie Frilander, JAM Consultant was brought on board for the consolidation of field-level data collection, analysis and draft write-up.

The following six thematic teams were formed to cover the field-based data collection:

THEME 1	Health, nutrition, WASH
THEME 2	Livelihoods, income generation, self-reliance
THEME 3	Protection and education
THEME 4	Food and NFI distribution, logistics and supply
THEME 5	Energy and environment
THEME 6	Coordination and partnership

Field-level qualitative data was collected using focus group discussions (FGD), key informant interviews (KII) and direct observations. Based on the information gaps identified in secondary data and the key questions the teams sought to answer, each team proposed the focus FGDs and KIIs to interview at field level. FGDs included but not limited to groups of mothers of reproductive age, caretakers, and adolescent women, Persons with Specific Needs (PSNs), refugee leaders, refugee food committee members and host community representatives. Among the people interviewed through KII were camp-based partners and heads of agencies (working in WASH, livelihoods, health/HIV/AIDS, education, shelter, nutrition and protection), community outreach workers, refugee traders, refugees engaged in income generating activities (IGAs), refugee farmers, teachers, refugee food committee leaders, water committee members and camp-based Commission for Refugee Affairs staff, among others. Observations were made at the household level (including food and water storage, cooking facilities, latrine facilities, general shelter and safety conditions), in the markets, at camp-based schools, nutrition centres, camp-based clinics, camp-based warehouses and food distribution facilities.

Figure 2: Focus group discussion session in Ajuong Thok, Jamjang



Source: JAM team member

Two teams conducted the fieldwork simultaneously across the refugee camps²² from 28th May to 6th June 2018. Due to the seasonal rains delaying the team's flight from Juba to Maban, Gendrassa camp in Maban was not covered during this JAM. One day of data collection was spent in each camp and time was provided in the daily schedule for the teams to regroup and share findings.

Daily debriefs were held in the field to share information collected each day among the JAM team, to begin the triangulation and validation process of the information gathered and to start formulating recommendations to include in the report. In Jamjang and Maban, where several camps were visited, the last day comprised of a final briefing, including to the heads of agencies working in the respective camps, to provide an overview of camp-based findings and to share the JAM's initial recommendations. In Makpandu and Gorom, where access is more challenging due to insecurity, debriefings were conducted the following day in Yambio and Juba, respectively.

The JAM report brings together the main findings resulting from interviews and observations across the seven camps visited, key informant interviews held at Juba-level following the field work, as well as information from secondary data sources that relate to the issues raised during the JAM. Key recommendations per section are indicated at the end of each thematic section of the report, with a comprehensive list of all recommendations under Annex 1.

The major challenge encountered during the JAM as outlined further in this report, is the security situation in South Sudan. It affects all aspects of programming including assessments, data collection and availability. As a result of security challenges, only 3 hours were available for the teams to interview refugees in Makpandu and Gorom. These refugee locations also had the less secondary data available compared to the other refugee locations

Recommendations from the JAM will be used to draft the next Joint Plan of Action for WFP and UNHCR South Sudan refugee programmes

²² Ajuong Thok, Pamir, Doro, Yusuf Batil, Kaya, Gendrassa, Makpandu and Gorom.

FOOD SECURITY

This section outlines issues relating to food security of refugees across the eight refugee camps covered by this JAM, including food access, availability and utilization. The information presented is a summary and analysis of the main findings from the entire JAM at the countrywide level. The food security presented below is drawn largely from WFP 2016-2018 PDM, REACH MSNAs for Maban, Ajoung Thok and Pamir (2017) and UNHCR 2017 SENS report.

Food access and availability

Since August 2015, all registered refugees in South Sudan have been receiving general food assistance, either in-kind basket or a hybrid basket comprising of in-kind and cash at 70% ration size, representing 1491 kilocalories per person per day (recommended: 100% ration or hybrid basket providing 2,100 kilocalories per person per day). Cash for milling in Maban and Jamjang was initiated in the fourth quarter of 2017 and in Makpandu from May 2018. In 2018, hybrid basket is being provided to refugees in Makpandu from May and Maban from July. The 2015 JAM recommended for WFP to increase the ration to 100% but due to continuing resource constraints WFP has not been able to resume 100% ration distribution.

The food pipeline (cereals, pulses and oil) has been relatively consistent throughout the period since the last JAM as a result of forward planning and pre-positioning ahead of the rainy season. This has been essential especially for the northern camps which have been, until recently, dependent on transport links through Renk post being cut off from the south of the country owing to seasonal flooding every year. As of May 2018, some food commodities are being transported by barge along the Nile and should help preserve the constant pipeline. The fluctuating security situation in South Sudan affects the smooth implementation of the regular operation be it delivering the commodities or at times conducting the actual distribution. For instance, in Makpandu no ration was distributed in May 2017 and only 35% of the ration was provided on all commodities in September 2017 due to road inaccessibility and in June 2018, as a result of insecurity in WES which affected the overall humanitarian activities, Makpandu refugees did not receive their food or cash entitlements. In July and August 2017, refugees in Ajoung Thok and Pamir received only 50% of the ration due to a pipeline break. Since 2016 refugees have mostly not received salt in their GFD due to recurring pipeline breaks. WFP is exploring the feasibility of replacing salt and other food commodities in the basket with cash, which has already been initiated in Makpandu and Maban currently. This is dependent on the market availability and seasonality in order to minimise the effect of pipeline breaks. This will also allow refugees to choose their food preferences based on the availability thus allowing better dietary diversity. In addition, this will also promote the local markets and economy. It should be noted that whenever there is delay due to insecurity, access, pipeline breaks or a combination of these, refugees and stakeholders are communicated about it by the agencies concerned.

Table 1: General Food Distribution Ration (factoring the 30 % reduction)

Food Item	Grams/person/day	Kilo Calories	% Energy
Sorghum	350	1187	79.6
Pulses	35	117	7.9
Vegetable oil	21	186	12.5
Salt	3.5	0	0
Total	409.5	1491	71

Source: [UNHCR SENS 2017](#)

The majority (79.6%) of the calories in the GFD ration come from sorghum, although in some cases across the refugee operation in South Sudan whole maize kernels have replaced sorghum. In addition to the ration, all children aged 6-23 months and Pregnant and lactating women (PLW) receive a daily 200g ration of CSB++ under the Blanket Supplementary Feeding Programme (BSFP), which represents additional 787kcal per person per day. Provision of food ration is in place for people living with HIV and TB cases under treatment, and patients admitted to stabilisation centres for the management of acute malnutrition have an inpatient ration provision. Refugees are still highly dependent on WFP for their cereal, pulse and oil consumption; for instance 87% of cereals, pulses and oil came from the GFD in Doro, 68% in Gendrassa and Kaya and 42% in Yusuf Batil.²³ Similarly, in Ajoung Thok, 95% of cereals consumed come from the GFD, 78% of pulses and 87% of oil,²⁴ suggesting greater dependence on food assistance in Ajoung Thok compared to the Maban camps. Non-GFD commodities such as meat, milk, vegetables, fruits, sweets and condiments were mostly purchased from the markets, in much smaller quantities, indicating that refugee macronutrient intake comes mostly from the GFD, while their micronutrient intake is largely dependent on their own market purchases, and to a very small extent, from their own production.

Widespread conflict, insecurity, inter-camp tensions, refugee/host community tensions and militarisation of the areas where the camps are located has affected refugee farming and provision of GFD negatively since the last JAM. Conflict has resulted in very high food expenditure costs across the country that have been increasing year-on-year since mid-2015. The 2018 WFP/FAO Crop and Food Security Assessment Mission report noted that high food expenditure rates around the harvest period of 2017 were comparable to those of the lean period in 2015.²⁵

As outlined in greater depth under the various sections of this report, the level of refugee dependence on WFP food assistance has multiple reasons. Some of the most prominent reasons for the dependence identified during the JAM include (in no particular order):

- Lack of safe access to land for own cultivation
- Limited size and poor fertility of the land in and around the camps
- Limited physical capacity of the refugee to work/farm (due to health, disability and other mobility factors)
- Limited opportunities for income generation in and around the camps
- Proximity of the camps to functioning and well-stocked markets
- Limited wealth and livelihoods of surrounding host communities
- High rate of inflation and rising cost of food
- Number of assets (animals) brought from country of origin

However, at the country-wide level, the major factor influencing food security for millions of South Sudanese is the on-going violent conflict that started in December 2013.²⁶ Refugees are not immune to the impacts of war in their country of asylum and each of the points noted above are impacted by the on-going conflict in South Sudan.

Across the northern camps, the greatest need reported by most refugees in the 2017 MSNAs was food. This was most evident in Pamir where 72% of refugees reported food as their

²³ Ibid. The lower dependence on the GFD ration on Yusuf Batil might be as a result of the string market presence in Yusuf Batil and the ability of refugees to sell their GFD in order to buy preferred commodities.

²⁴ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 12

²⁵ FAO/WFP, Crop and Food Security Assessment Mission to South Sudan, March 2018, p. 9

²⁶ Ibid, p. 39

greatest need, Yusuf Batil (69%) and Ajoung Thok and Kaya 66% and 65%, respectively. In Doro, refugees reported security as their greatest need, following the May 2017 clashes between the Uduk and Ingasana that saw hundreds of refugees killed as a result of the conflict and in light also of the militarised nature of the areas surrounding the four camps. In comparison to food, the next greatest needs were education (17% in Pamir, 15% in Doro and Ajoung Thok and 6% in Yusuf Batil), shelter assistance (11% in Gendrassa and 9% in Kaya) and security (6% in Yusuf Batil). This could be an indication that refugees in the camps have generally good access to services but remain food insecure due to limited access to food aside from food assistance.²⁷

Food Consumption

The food consumption score (FCS), used as a proxy indicator for food in/security, is designed to reflect quantity and quality of people's diets and classifies households into three groups: poor, borderline and acceptable, resulting on the aggregation of households with similar dietary patterns (consumption frequency, diet diversity and access to food). As per the 2018 PDM data, the GFD commodities are consumed by all households. Some households, however, reported to have sold, exchanged or shared part of their GFD ration, as per the table below:

Table 2: Utilisation of GFD commodities among refugees, March 2018

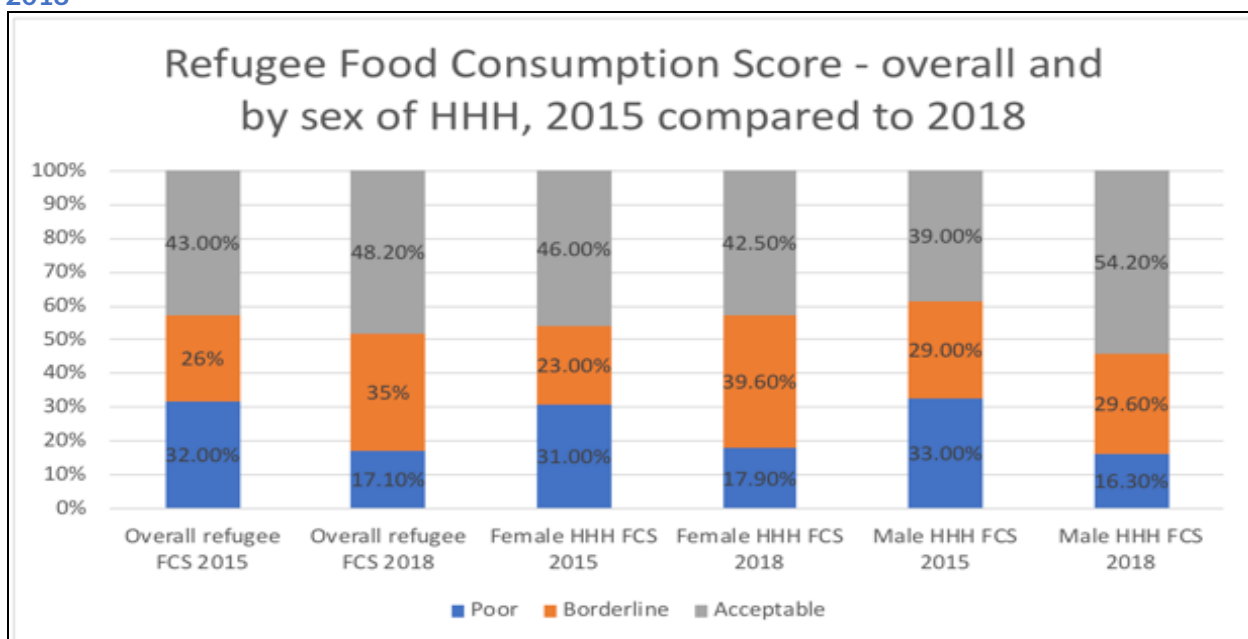
	Cereal	Pulses	Oil
Consumed by Household members	100%	100%	99%
Sold, exchanged or used to pay debts	19%	6%	7%
Sold, exchanged or used to purchase services (health, education etc.)	0%	0%	0%
Sold, exchanged or used to purchase other foods	12%	6%	14%
Sold, exchanged or used to purchase household goods and other assets	0%	0%	1%
Shared outside the household	4%	3%	2%
Sold, exchanged, or used to purchase milling services	2%	0%	0%

Source: [WFP 2018 PDM data](#)

Overall, the food consumption score among refugees has improved to some extent since the last JAM; however, over half (52%) of refugees currently still have poor or borderline FCS, compared to 57% in 2015. The percentage of refugees with poor food consumption has dropped from 32% to 17.10%.

²⁷ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 9

Figure 3: Refugee food consumption score – overall and by sex of household head, 2015 compared to 2018



Source: WFP 2018 PDM

In 2015, male headed households had poorer FCS than female headed households, however, that trend has reversed in 2018 with 45.9% of male headed households having poor or borderline FCS against 57.5% of female headed households in the same consumption bracket. While this shift represents a percentage drop in female headed HH with poor FCS (31% to 17.9% between 2015 and 2018), it does represent a 3.5% increase in overall inadequate food consumption among female headed HH over the past 3 years, suggesting greater vulnerability to food insecurity in female headed HH. In 2018, women took decisions over food use in 64% of households, men in 16% of households, and men and women jointly in 21% of households.²⁸

MNSA for Maban (2017) provides data on the FCS in each camp, with 69% of households in Doro, 54% in Yusuf Batil, 44% in Kaya and 35% in Gendrassa having a poor or borderline food consumption scores, suggesting greater food insecurity in Doro. The poorer scores in Doro are likely to be as a result of the conflict and subsequent relocation of refugees in December 2016 and May 2017 that disrupted cultivation and storage of food.²⁹ In Ajoung Thok, 84% of refugees had poor or borderline (46% and 38%, respectively) FCS at the time of the 2017 MSNA; this represents the poorest recorded FCS in the northern camps³⁰ and, being one of the newer camps, likely indicates the high dependency on the WFP ration and limited ability to earn an income or engage in cultivation in the early stages of asylum in South Sudan. Possible reasons for inadequate food consumption are several; most notably the exceptionally high prices of food staples in 2018 as compared with 2017 (up to a 75% increase), largely a result of the supply situation, the depreciation of the local currency and trade disruptions due to insecurity.³¹

²⁸ WFP 2018 PSM data

²⁹ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 6

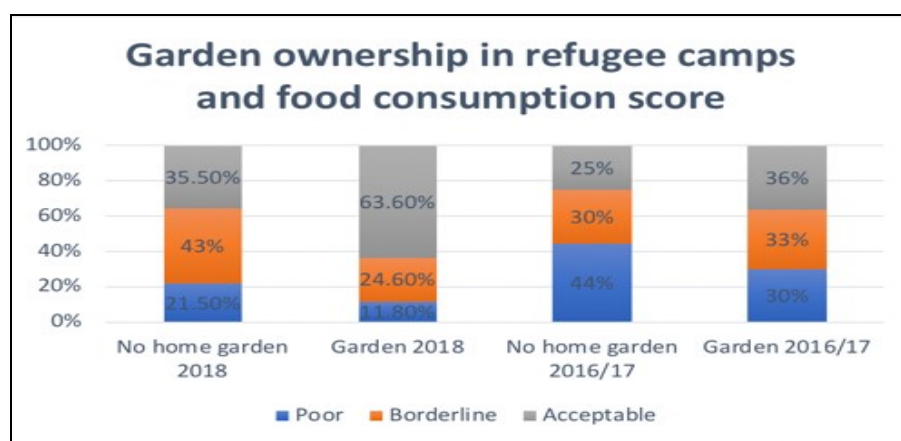
³⁰ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 11. The MSNA was not able to collect food consumption score data for Pamir. Being a newer camp with fewer opportunities for self-reliance from income generation (as noted in section XX) and agriculture, it is possible that the FCS among refugees in Pamir is poorer than those documented for Ajoung Thok.

³¹ FAO GIEWS Country Brief for South Sudan, 29th March 2018

According to the 2018 PDM, overall 92.6% of refugees reported receiving good quality food commodities – 82% for cereals, 97% for pulses and 99% for oil. Satisfaction over the quantity received was much lower however, with only 12%, 5% and 10% of refugees satisfied with the quantities of cereals, pulses and oil received by WFP, respectively.³² Majority of the Makpandu refugees especially those from DRC and CAR prefer rice over sorghum. It was reported that they generally exchange their sorghum for rice or cassava flour on the local camp-based market. In 2018 sorghum was replaced with maize a more preferred option.

63.6% garden-owning refugees had acceptable food consumption score, an improvement from 36% having acceptable food consumption in 2015. In 2018, 45% of refugees interviewed during the PDM in Jamjang and Maban camps reported to have home/vegetable gardens. The PDM 2018 did not capture data for Makpandu and Gorom, but given the greater land fertility and propensity for gardening in Makpandu, a stronger positive correlation is expected.

Figure 4: Garden ownership in refugee camps and food consumption score among refugees



Source: WFP 2016-17 and 2018 PDM data

Diet diversity

Dietary diversity among refugees in South Sudan has slightly improved since 2015, from a dietary diversity score (DDS) of 3.36 in 2015, 3.4 in 2016, 3.6 in 2017³³ to 4.0 in 2018³⁴. The DDS of female refugees (3.8) is slightly less than men's (4.2). Refugees in female headed households therefore have lower dietary diversity as well as poorer FCS. Despite the slight improvement in DDS, an average of 4 food groups being consumed continues to indicate very little variety in the diets of refugees and a reliance still on the cereals and pulses provided in the GFD, rather than consumption of meat, vegetables, fruits, eggs etc. Anaemia rates (as discussed in the nutrition section below) remain alarmingly high among refugees in South Sudan, an indication *inter alia* of very poor meat consumption and over-reliance on a sorghum-based diet. Meat consumption remains low among refugees with an average of 45% of refugees eating meat prior to the 2017 SENS surveys. Of note is that Maban had the highest proportion (53%) followed by Jamjang (29%) and lastly Gorom where only 10.5% of households consumed meat.

³² WFP 2018 PDM data

³³ WFP's General Food Distribution (GFD) Activities South Sudan, Summary of Post Distribution Monitoring (PDM) Longitudinal and Inferential Analysis, 2016-2017, p. 2

³⁴ WFP 2018 PDM data

There are several hindrances identified during the JAM to refugees having more diversified diets. For many, the short length of time they have been in South Sudan has an impact on their ability to engage in any meaningful income generation or home gardening to access fruits, vegetables and animal proteins. While some refugees have land around their homesteads on which to farm diverse crops/vegetables (45% of refugees in Jamjang and Maban have kitchen/backyard gardens as per the 2018 PDM), the seasonal nature of farming in South Sudan reduces the supply of fresh fruits and vegetables to the rainy season. Secondly, refugees have limited access (beyond that which is provided by agencies in the camps) to seeds and tools to engage in farming. Thirdly animals ownership is limited (including poultry) among refugees, due to depleted assets in their country of origin, limitations posed by insufficient grazing land and cattle raiding by some of the surrounding host tribes as noted in Gorom.³⁵ Lack of cash among refugees also hinders their access to diversified foods in the markets and the selling of an already-limited general food ration in order to diversify the diet impacts on the calorific intake of refugees. The market has very limited diversity of produce in the markets coupled with the high rate of inflation that negatively impacts the affordability of the goods. Lastly, limited knowledge on the importance of a diversified diet coupled with cultural feeding habits (a heavy reliance on cereals) restricts the prospect of improved and diversified diets.

It is clear from the data available that vegetable gardens have a positive impact on food consumption and engaging in gardening is one of the most sustainable ways for refugees to improve their diet diversity in the camp setting. In addition, activities that lead to the promotion of greater access to markets through income-generating activities can lead to greater access of a wider range of foods, and activities that focus on the promotion of improved diets (such as poultry farming, nutrition messaging, IYCF, health messaging and cooking demonstrations) can lead to improved dietary diversity. Livelihood opportunities for refugees in South Sudan remain restricted and are mainly limited to agriculture, with some refugees engaging in petty trade and other small income generation activities. Many refugees are supported in their agricultural endeavours by UNHCR, but challenges remain regarding the authorisation of land use, access to the land itself due to protection impediments, the quality and size of the land provided, seeds and tools as well as the final harvest and post-harvest storage (outlined further below). Each step in the agricultural livelihood chain has an impact, directly and indirectly, on household dietary diversity and food consumption. The continued further support in each of the above areas is likely to have a positive impact in the food security outcomes of the refugee population. Furthermore, data from the 2018 PDM suggests a positive correlation between receiving nutrition messaging and household FCS (11% more HHs that have received nutrition messaging have acceptable FCS than those that have not).

Refugees receiving monthly cash for milling interviewed during the JAM reported using some of the money to diversify their diets. At this stage, there is no data to suggest a change in DDS as a result of the cash transfer. WFP is reviewing how to better capture different modalities and groups into its monitoring so that data such as this can be captured. From the field-level FGDs, the JAM also learned that refugees use some of the cash received for milling to buy soap, salt and pay for some medical expenses.

Coping strategies

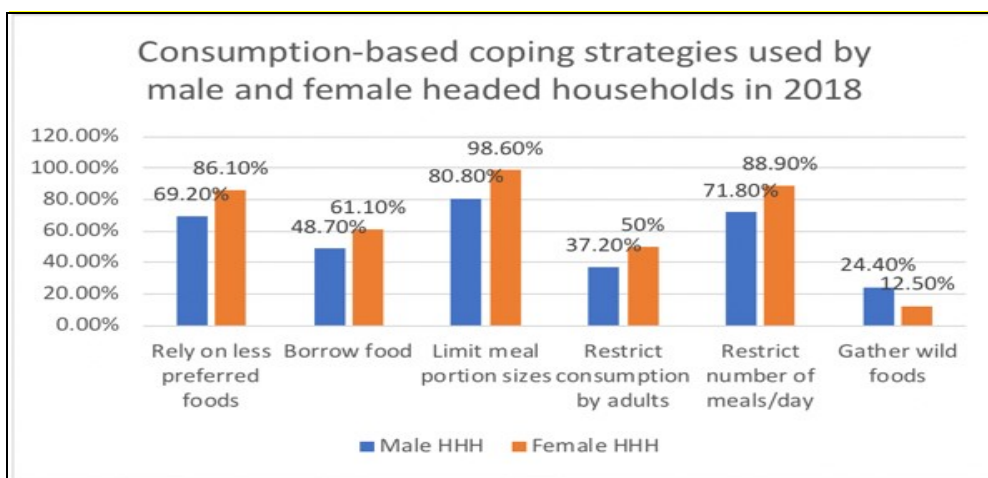
During the JAM, refugees reported that their general food ration lasts for approximately 21 days or less. In order to ensure food throughout the month up to the next GFD refugees reported applying a number of different coping strategies. According to the SENS 2017,

³⁵ Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, UNHCR and AAH, May 2018, p. 4

majority (82%) of the refugees in South Sudan reported using negative coping strategies to fill the food assistance gap indicating that only approximately a quarter (18%) was not under significant stress to meet their food needs. The negative coping strategies included selling assets, cash borrowings, reducing meal quantities and frequency, and begging.

The Consumption-based Coping Strategy Index, reduced (rCSI) measures the average consumption coping strategies adopted by a household to deal with food shortages the week before the interview,³⁶ on a weighted scale of 0-56. In March 2018, the rCSI of refugees was 4.8, indicating an improvement compared with the 2016/17 PDM, when refugees had a consolidated rCSI of 5.3. limiting portion sizes was the most widely used, especially in female headed households (98.6%), followed by restricting the number of meals consumed, which again was more widely reported in female HHs (88.9%). Overall, female headed households were more likely to use a consumption-based coping strategy in the seven days prior to the interview, indicating greater vulnerability to food shortages in female headed households.

Figure 5: Consumption based coping strategies used by male and female headed households



Source: **WFP 2018 PDM**

Furthermore, the 2017 MSNA report for the Maban and Jamjang reported that refugees were also using emergency coping strategies –³⁷ indicating perhaps the lack of other, ‘softer’ coping strategies available to them. The reliance on emergency livelihood coping strategies among refugees in the Maban camps is worrying as it indicates prolonged stress levels that can have long-term consequences in terms of household assets base depletion and further weakening of household resilience to shocks and stressors. These included borrowing of money and/or buying food on credit from traders thus attracting interest, borrowing food from friends/family eating seed stocks, selling a female animal and migrating out of the camp to look for better opportunities. Social support networks were noted as important. The impact of cash transfers on coping strategies was not established during the JAM, but this should be considered in the future. The social support networks displayed in the camps extend beyond just nearby (camp) neighbours too.

By far the largest number of family household sizes across the refugee camps is the family size of 1 (11,248 family size 1s across all the camps, which represents 4.1% of all refugees)³⁸. The

³⁶ WFP's General Food Distribution (GFD) Activities South Sudan, Summary of Post Distribution Monitoring (PDM) Longitudinal and Inferential Analysis, 2016-2017, p. 1

³⁷ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 7

³⁸ UNHCR family size data, 2018. While FS1 is the most common family size, 15.4% of all refugees belong to a family size 6.

JAM, however, did not record any issues pertaining to the different family sizes in the camps, least of all the family size 1(FS1), in terms of how they cope with some of the food and non-food related challenges faced by other households. The economies of scale for food and firewood usually work in the favour of the larger households (especially those with more children who receive the full 70% GFD but may not necessarily consume it all and who may help in firewood collection), but for the FS1 it is not well known how these family sizes are getting by vis-à-vis food, fuel, shelter, NFIs etc. A better understanding of the way different family sizes manage with the food, shelter, fuel and NFI situation in the camps could help explain and prevent some of the various negative coping strategies outlined above.

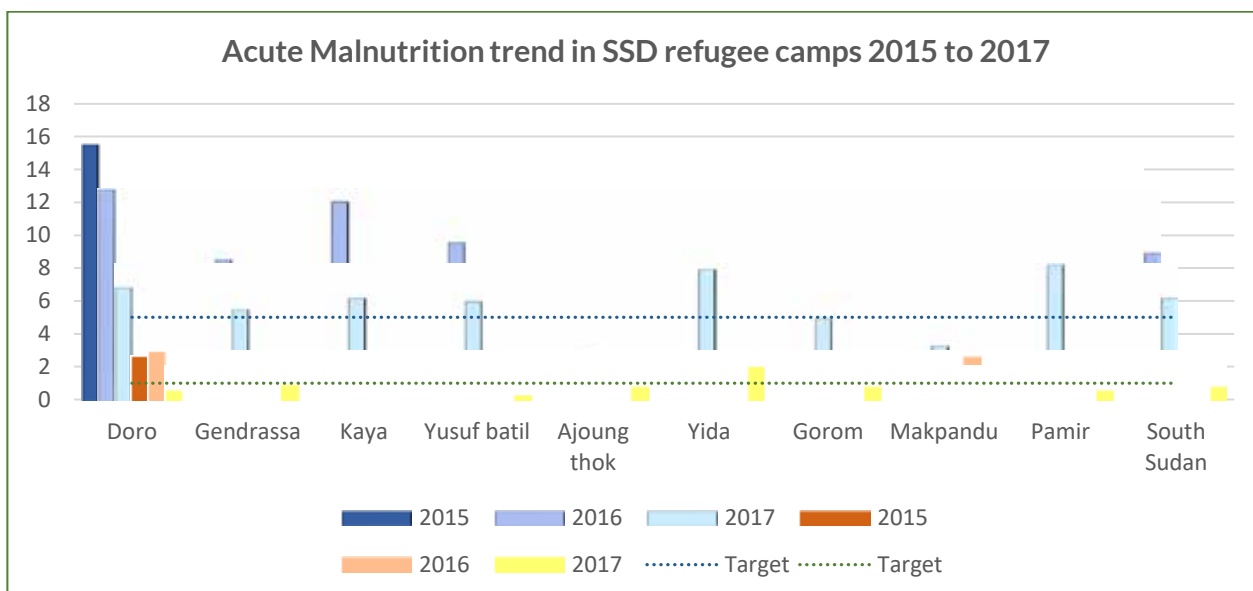
Key recommendations:

- WFP to explore options of complementing the 70% ration to allow the provision of the minimum dietary requirements of 2100kcal/person/day in all the refugee camp/settlements.
- WFP to ensure timely prepositioning of food commodities to the field locations.
- Agencies to carry out feasibility assessments for expanding and introducing cash based transfers in food and non-food assistance.
- UNHCR, WFP and partners should expand interventions aimed at improving dietary diversity and overall food consumption through various approaches, including but not limited to, expanding the utilisation of kitchen gardens, exploring livelihood opportunities around vegetable value chains (growing, drying, seed harvesting), increasing the supply of fruits and vegetables through gardening groups and increased sensitisation on the importance of diet diversity in facilitating better nutrition outcomes.
- UNHCR, WFP and partners to explore ways of ensuring irrigation water is available to facilitate kitchen gardening throughout the year.
- WFP and UNHCR to conduct a joint research into the needs and coping strategies of elderly refugees and the different family sizes to ensure that the current entitlement provision meets the varied needs and prevents the use of negative coping strategies.

NUTRITION

According to the 2017 Standardised Expanded Nutrition Surveys (SENS) among the refugee population, the overall nutrition situation remains poor. Global Acute Malnutrition (GAM) prevalence ranged from 2.8% in Ajoung Thok to 8.2% in Pamir in 2017 with an average of 6.2% among the surveyed refugee population. Although below the 15% WHO emergency threshold, 6.2% prevalence indicates a poor nutrition situation affecting most of the refugees. This however improved compared to the situation in 2015 when the average GAM prevalence was 11%.

Figure 6: Prevalence of GAM and SAM among refugees in South Sudan, 2015-2017



Source: [UNHCR SENS, 2015, 2016, 2017](#)

All new arrivals into South Sudan are screened for malnutrition using Mid Upper Arm Circumference (MUAC) and Weight for Height Z-score (WHZ). At community level only MUAC is used. MUAC screening at this level is carried out daily by community health promoters. Mass MUAC screening is also carried out at the community level every quarter in all refugee camps/settlements except in Jamjang. In Jamjang the mass MUAC screening is carried out monthly. This is because the refugee camps in this location continue to receive new arrivals. At the facility level MUAC screening is carried out at all the triage areas. WHZ screening is also expected to be carried out at the triage areas. Both MUAC and WHZ screening is carried out during the BSFP distribution but this has not been adopted in all refugee camps/settlements. MUAC and weight for height do not necessarily identify the same cases. The 2016-17 SENS in Maban reported that only 41% of the children identified as acutely malnourished using the WHZ score admission criteria were captured under the MUAC proportion.

As per the 2015 JAM recommendations, the Community Management of Acute Malnutrition (CMAM) and Supplementary Feeding Programmes (SFP) were maintained and strengthened in all the refugee camps. 4,521 children 6-59 months old were admitted to the CMAM programme and 8,264 into the SFP in 2017.³⁹ Pregnant and lactating women (PLWs) were screened for malnutrition and if found malnourished were followed up individually and provided nutrition counselling during the BSFP sessions. At the end of December 2017 there were 2,118 children under-five enrolled in the selective feeding programmes. There was an additional 3% admissions from the host community. Performance indicators for CMAM from January to December 2017 were within the acceptable standards, indicating an effective nutrition programme. The recovery rate for children aged 6-59 months in 2017 for the SFP was 82.7% (standard >75%) and for those under the OTP was 89.7% (standard > 75%). This can be attributed to the maintained community outreach programme that saw the defaulter rate remain low at 2.5% and 2.7% respectively (standard < 15%).⁴⁰

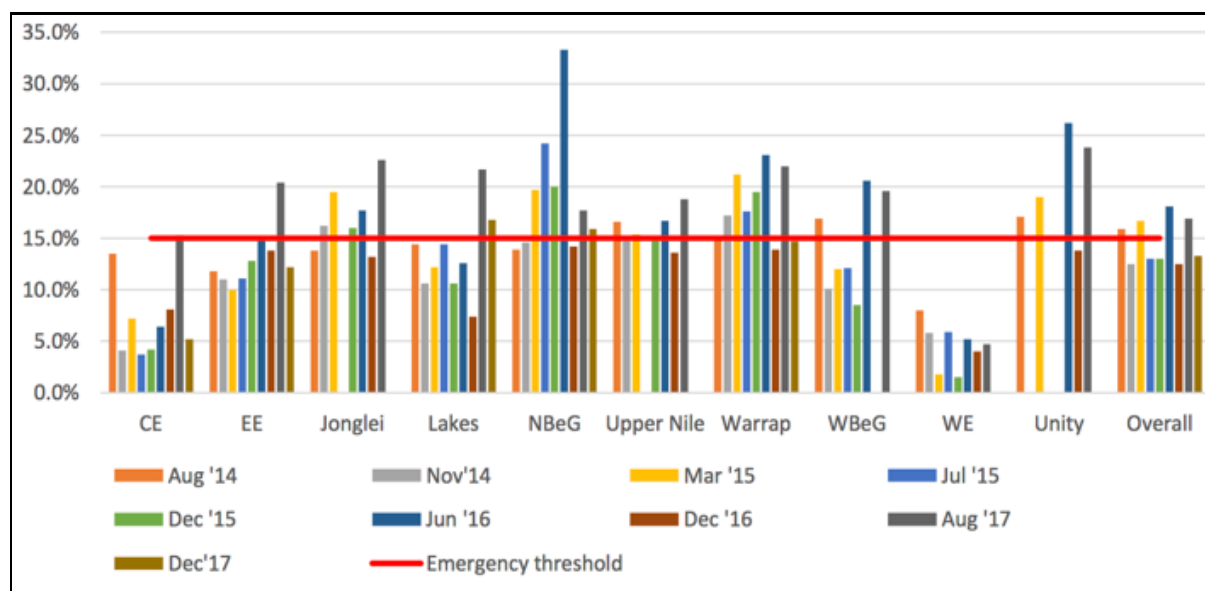
In comparison to the host communities within which the camps are located, refugees' nutrition status is far better. The graph below presents data from across the country from 2014 to 2017 (note, these figures are State-wide and do not necessarily present the GAM rates of host

³⁹ UNHCR Public Health Report 2017

⁴⁰ Ibid.

communities surrounding the refugee camps). In addition, 2016⁴¹ and 2018⁴² SMART surveys for Pariang County, which houses Pamir and Ajoung Thok camps, indicated GAM rates of 19.5% and 19.6% respectively and SAM rates of 4.2% and 4.0% respectively, compared with GAM and SAM of 4.5% and 0.7% in 2017 for both camps combined. The 2016 SMART survey for Maban⁴³ reported a GAM of 13% in the host community (compared with 10.5% across all the Maban camps in 2016) and SAM of 4% (against an average SAM of 1.5% among refugees in Maban in 2016)

Figure 7: Global Acute Malnutrition Trends by State, South Sudan, 2014-2017



Source: FSNMS round 21, May 2018

The table below outlines the prevention and treatment of acute malnutrition services provided for refugees:

Table 3: Preventive and curative nutrition programmes in the refugee camps/settlement in South Sudan

Objective	Programme	Eligibility/age range	Description
Preventive	Blanket Supplementary Feeding Programme (BSFP) targeting	<p>Children aged 6-23 months (children aged 6-59 months in the event of GAM prevalence above 15%)</p> <p>Pregnant women with ANC cards or who are visibly pregnant and lactating women (admitted after delivery)</p>	<p>All children, PLW receive 200g/person/day of CSB++.</p> <p>BSFP coverage in 2017 was 79% for children aged 6-23 months and 76% for pregnant and lactating women</p> <p>BSFP supplies were available all of 2017 in Jamjang. BSFP for PLW was lacking for the first half of 2018 in Maban due to pipeline or transportation challenges. The BSFP was only initiated in Makpandu and</p>

⁴¹ CARE, Integrated SMART nutritional anthropometric survey, Pariang County, South Sudan, Final Report, May 2016

⁴² CARE, Integrated SMART nutritional anthropometric survey, Pariang County, South Sudan, Preliminary Report, June 2018

⁴³ UNICEF, SMART nutrition and mortality survey, Maban County, Upper Nile State, Republic of South Sudan, May 2016

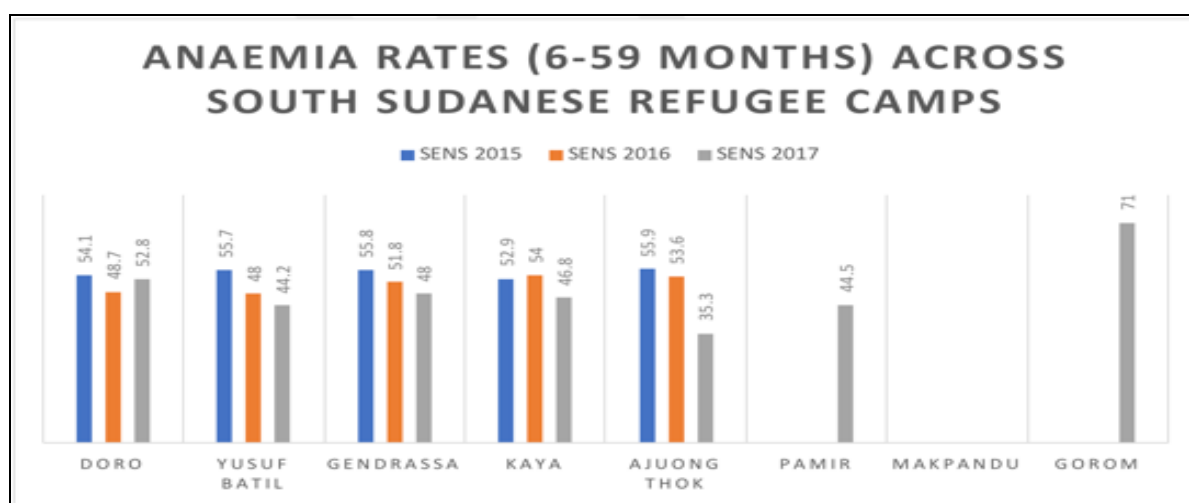
			Gorom in the second quarter of 2017. ⁴⁴
	MUAC and Weight for Height screening	Children aged 6-59 months	This is conducted systematically at the triage area of the PHCC and at the nutrition centres.
	Community Outreach MUAC screening at the community level.	6-59 months and PLW	Conducted on a continuous basis
	Infant and young child feeding (IYCF) support and promotion programme	Ante natal clinic, post-natal clinic, expanded programme for immunisation and maternity	IYCF is provided both at facility and community levels. Facility level activities (individual and group counselling and education) target various contact points, including nutrition centres, ANC, PNC, EPI and maternity. At community level IYCF counselling is done through mother to mother support groups, care groups and through community health workers. IYCF is integrated into the Ante Natal Care (ANC) and Post-Natal Care (PNC) services. There is also integration of IYCF, CMAM, the Out-Patient Department (OPD) and the Expanded Programme for Immunisation (EPI).
	Institutional Feeding Programme (IFP)	Admitted TB and HIV patients Caregivers and the severely acute malnourished cases in stabilisation centres	GFD ration. This in place at the state hospitals including Bunj and Pariang hospitals. GFD ration
	Deworming	Children aged between 12 to 59 months	Carried out routinely as necessary and during the bi-annual campaigns
	Vitamin A supplementation	All children aged 6-59 months	Carried out routinely as necessary and during the bi-annual campaigns
Curative	Targeted Supplementary Feeding Programmes (TSFP)	Moderately acute malnourished (MAM) children aged 6-59 months Moderately malnourished pregnant and lactating women	MAM children receive take home rations of PlumpySup every two weeks. PLW receive 200g/p/d of CSB++ monthly. Due to recent pipeline breaks in some camps, the RUSF PlumpySup has been replaced by 200g/p/d of Corn Soya Blend Plus Plus (CSB++), distributed every two weeks
	Outpatient and inpatient therapeutic feeding programmes (OTP)	For severely acute malnourished (SAM) children aged 6-59 months.	SAM children without complications receive PlumpyNut from OTP centres weekly. SAM children with complications are referred to stabilization centres (in Ajoung Thok and Pamir) or county hospitals with inpatient services (all other camps)
	Nutrition assessment counselling and support	Malnourished people living with HIV and TB patients on treatment	200g of CSB++ provided per day for MAM in addition to nutrition counselling

⁴⁴ Assessment of its likely contribution to improved nutrition status to be evaluated during the nutrition survey for camps where the distribution will be consistent throughout the year

Anaemia

Anaemia is an indicator of iron deficiency and a proxy indicator for underlying micro-nutrient deficiencies and is linked, among other things, to poor diet diversification. Anaemia adversely affects cognitive performance, behaviour and physical growth of infants and children. Total anaemia prevalence at the end of 2017 was 48%, which is categorised as high according to WHO standards. Children aged 6-23 months tend to be most affected compared to the 24-59 age category with prevalence of anaemia ranged between 58.1%-78.1%. Among non-pregnant women of reproductive age (15-49), the total anaemia prevalence across all camps (except Makpandu) was 32.9%, with critically high prevalence among women in Gorom camp (66.2%) and the lowest prevalence among women in Pamir (20.4%).⁴⁵ Overall, the anaemia prevalence has improved slightly compared to 2015 but the high levels remains of concern. As per the 2015 JAM recommendations, UNHCR developed an anaemia strategy with the overall objective of preventing, reducing and controlling anaemia and other micronutrient deficiencies among children and women in refugee camps in South Sudan, focusing on the prevention of micronutrient deficiency using food and non-food-based interventions; screening, diagnosis and treatment of anaemia; and monitoring and evaluation.

Figure 8: Anaemia prevalence among the 6-59 months old refugees



Source: [UNHCR SENS 2015, 2016, 2017](#)

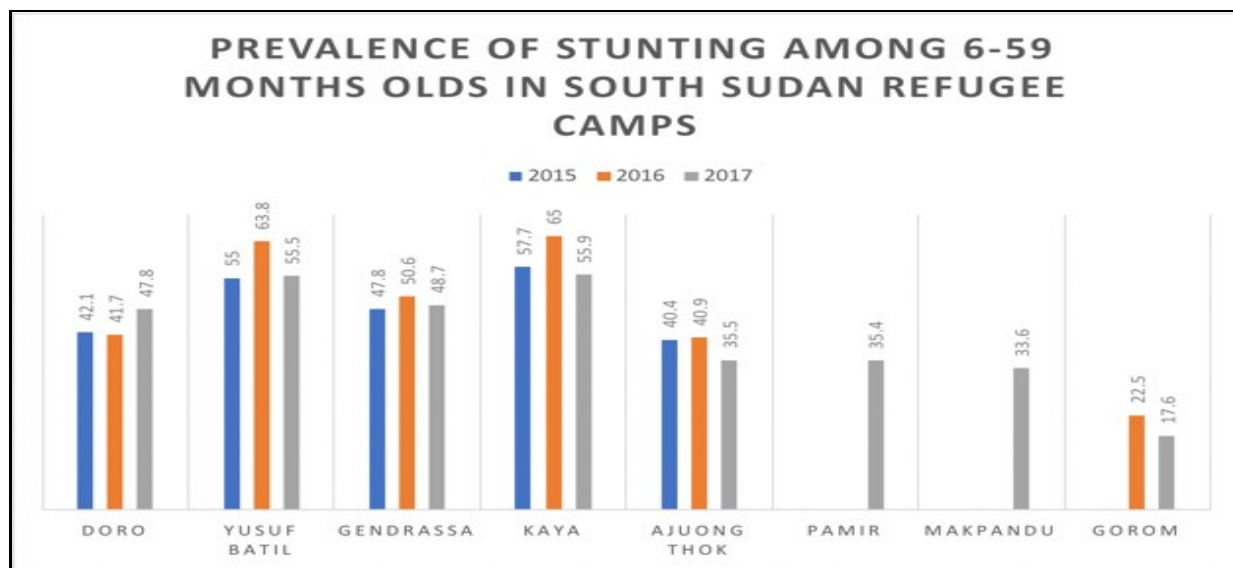
Stunting

Stunting is an indicator of chronic malnutrition that can affect a child's potential growth. It is a cumulative process that can begin in utero and continue up to the age of about 2 (the first 1000 days of life), with life-long implications. Malnourished mothers have a higher chance of delivering under-weight babies who, if not raised in optimal conditions that allow for weight gain, have a higher chance of being stunted throughout their life. They also have a higher likelihood of getting sick or dying. Stunting can affect a child's mental capacity, earning potential as an adult and can result in increased risk of chronic diseases later in life. The prevalence of global stunting among the refugees surveyed in 2017 was 44% which is categorised as critical according to WHO standards. This remained the same at that in 2015. Sound IYCF practices and continued optimal feeding of children are essential in the combat

⁴⁵ UNHCR Standardised Expanded Nutrition Survey (SENS) 2017

against stunting. Timely initiation of breastfeeding was practiced by majority of lactating women among the refugee population in 2017. This improved compared to 2015. The timely introduction of complementary feeding however, remained low, with only 52.8% of the children introduced to complementary feeding in a timely manner.

Figure 9: Prevalence of stunting among 6-59 months old in South Sudan refugee camps



Source: [UNHCR SENS 2015, 2016, 2017](#)

The poor nutrition situation, high anaemia and stunting levels can be attributed to a number of factors that characterise the refugee population including:

- a. **Inadequate food intake both in terms of macro and micronutrients** – As highlighted in the last section, refugees remain largely dependent on the general food ration. From the NutVal analysis, the GFR provides inadequate macro and micronutrients. The 70% GFR only provides 1470 kcal per person per day out of the recommended 2100 kcal per person per day. The GFR also only provides 53% of the daily iron requirements. Sorghum, which contributes the bulk of the iron (non-heme iron form) in the food is high in phytates, anti-nutrients that inhibit iron absorption in the body. Vitamin C, a nutrient that plays a key role in the facilitating iron absorption is also barely available in the GFR. The GFR provided only 2% of vitamin C. In addition, vitamin C is very easily destroyed when cooking at high temperatures. Other key micro nutrients including Vitamin A, folate and Vitamin B12 are also insufficient as the ration provides 35%, 45% and 0% of these respectively. The lack of salt in most of the camps- which is the only food item that provides iodine from the ration content means this nutrient is missed. The SENS 2017 reported low consumption (45%) of organ meat/flesh meat, or fish/seafood with Maban having the greatest consumption (53%), followed by Jamjang (29%) and the lowest in Gorom with only (10.5%).
- b. **The substantial disease burden** among refugees in the camps also plays a part in the various forms of malnutrition. The SENS 2017 found that 13.6% of children aged 6-59 months in the refugee camps had diarrhoea in the last two weeks prior to the survey. In addition to diarrhoea, malaria, respiratory tract infections, skin and eye disease and intestinal worms are the other top morbidities seen in the camps. The interactions of nutrition and infection are cyclic, with each exacerbating the other.

- c. **Poor maternal health** – Appropriate reproductive health and family planning services are essential as they also contribute to optimal nutrition outcomes. Ante natal, health centre deliveries and deliveries attended by skilled health workers coverage in the South Sudan refugee camps was 77%, 95% and 88% respectively.⁴⁶ The contraceptive prevalence rate remained low at 16%⁴⁷. 3% of all refugee deliveries were of low birth weight⁴⁸ Teenage pregnancies remain high among the refugees.
- d. **Inadequate appropriate IYCF practices** – The timely introduction of complementary feeding remains low, with less the half (52.8%) of 6-8 months olds being introduced to solids. This was especially the case in Gorom where the proportion of timely introduction of complementary feeding was 28.6%⁴⁹. Practices such as selling/sharing of CSB++ is also likely to affect the nutrition situation negatively.
- e. **Poor sanitation and hygiene** leading to repeated bouts of diarrhoeal diseases. Improvements have been made in terms of latrine coverage (as noted below under WASH) but these efforts must continue to prevent open defecation - Approximately 26% and 21% of the population in Pamir and Ajoung Thok, respectively, practice open defecation⁵⁰
- f. **Limited access to cash/livelihood opportunities** - In addition to reliance on the GFD, refugees have limited access to cash to buy both more food (to complete the 30% gap in the ration) and limited access to varied foods (both bought and home grown). Livelihood options, as outlined in more detail below, are very limited for refugees in South Sudan
- g. **Low caregiver literacy rates** – there is a direct correlation between maternal literacy rates and child nutrition. Education contributes to a range of better nutrition and health practices, from health-seeking behaviour to mothers' improved capacity to care for their children, including providing for their health and nutritional needs. These better practices contribute directly to improvements in the utilization of food.

Other issues include the high staff turnover, not just in the nutrition sector of the refugee operation, but across the spectrum, resulting in institutional memory loss and demotivation of staff. Insecurity and remoteness of the refugee locations are largely responsible for this. Insecurity, coupled with climatic conditions, have proven to be a real challenge for the procurement and delivery of supplies, as shown in the lack of nutritional supplies to some programmes.

Maintaining the current treatment-based service provision for the management of acute malnutrition is likely to ensure that the nutrition situation does not deteriorate. A strategy to address anaemia and other micronutrient deficiencies was developed in 2017. Several of the planned interventions are already in place but the entire strategy is yet to be fully funded to ensure its full roll out.

Strengthening and expanding the preventative side of the programme would also allow stopping malnutrition in the first place before occurrence. An integrated, multifactorial, multi-sector approach, should be adopted (including livelihoods, WASH, shelter and health) to curb

46 In 2016, the ante natal, post-natal and health centre deliveries coverage in the South Sudan refugee camps was 75%, 79% and 94% respectively (2016 HIS South Sudan), and therefore shows an improvement in 2017.

⁴⁷ 2016 annual South Sudan HIS report

⁴⁸ UNHCR Public Health Report 2017

⁴⁹ UNHCR SENS 2017 data

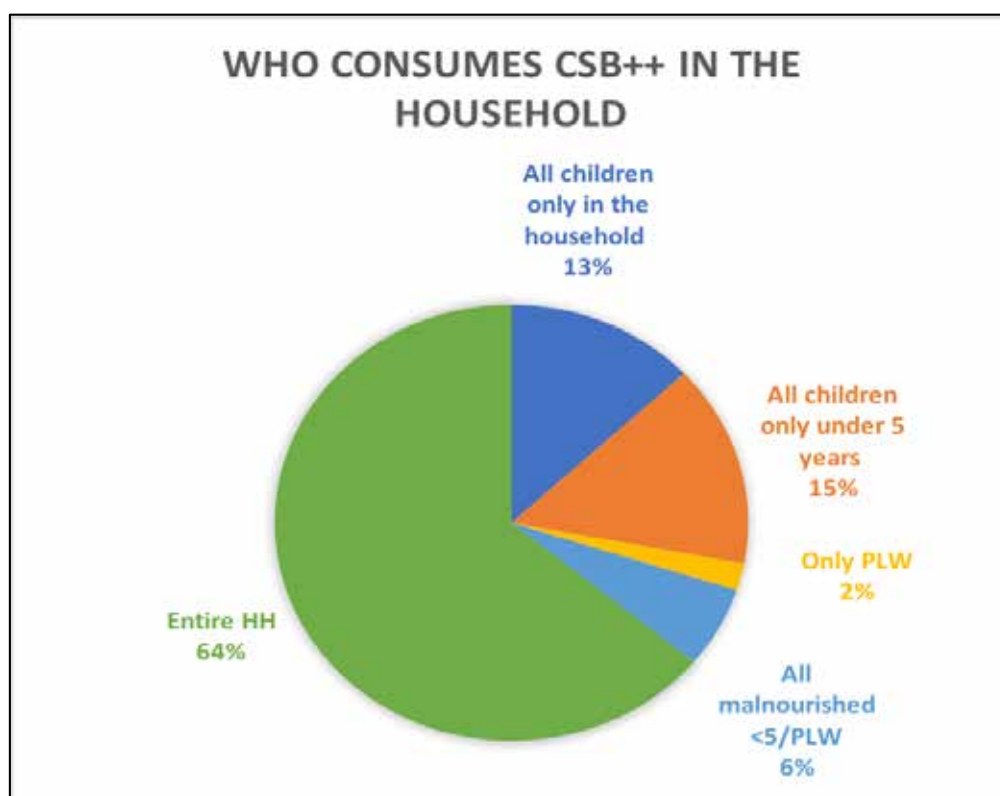
⁵⁰ UNHCR, Standardised Expanded Nutrition Survey (SENS), Pamir and Ajoung Thok refugee camps, Ruweng State, 2017/2018, p. 63

the various form of malnutrition. The above is important to allow the underlying causes of malnutrition to be addressed. Child and early marriage and pregnancy, low education enrolment and completion (particularly of girls), lack of knowledge and access to sexual and reproductive health and rights and violence against women and girls are all other root issues that result in malnutrition and low health outcomes that should be taken into consideration.

The use of CSB++ among refugees

With both the BSFP and on occasion, due to pipeline breaks, the TSFP supplying Corn Soy Blend Plus Plus (CSB++), it is likely that the majority of refugee households in South Sudan have at least one member enrolled onto a supplementary programme providing CSB++. The JAM identified widespread sharing of the nutrition supplement, well-beyond the targeted individuals, compromising the micro-nutrient intake of intended beneficiaries. The table below shows that targeted individuals are not receiving the full ration intended for them. The greatest consumers of CSB++ is the entire household (64%), rather than the intended children under the age of 2 and PLW (6%). In 15% of households, only children under 5 eat CSB++ and in 13% all children in the household consume it. Of all the programmes that WFP monitors through the PDM in South Sudan, refugee entire household consumption is by far the greatest, with an average of 24% in other programmes.⁵¹

Figure 10: Who consumes CSB++ in the household



Source: WFP 2018 PDM data

Several issues came up during the JAM in relation to the use of CSB++ within the household. Among the Sudanese refugees there is a culture of communal meals, with everybody in the household eating from the same plate. When distributing commodities targeted at one or just a few household members, it is hard to feed only the select few. There are reports of men

⁵¹ WFP 2018 PDM data

enjoying CSB++, reporting that it gives them extra energy; women interviewed during the JAM noted that it is difficult for them to deny the CSB++ to their husbands. It is evident from FDGs that refugees view CSB++ as a food, rather than a nutritional supplement aimed at treating malnutrition. In Maban the JAM team learned that the distribution cycle of the CSB++ in relation to the GFD cycle may have implications on its intra-household sharing, especially when the CSB++ distribution is conducted at a time when the GFD stocks at the household level are low. Interviews also revealed that men often decide on the use of the CSB++ at the household level.

It was also noted that there is also widespread selling of CSB++ on the local markets.⁵² Refugees interviewed reported selling it to purchase items not provided in the ration, such as sugar and coffee. In Kaya, where the selling of CSB++ had been pervasive, the team learned that the trend was drastically curbed as a result of the health partner (IMC) and community leaders meeting with the community to discourage the practice. Lastly, as indicated earlier, there have been pipeline challenges in WFP obtaining the required RUSF (Plumpy'sup) in Gorom, Doro and Kaya camps. This has led to more CSB++ available within the community, which could in turn lead to more sales and greater sharing at the HH level. As sharing and selling appears to be linked to reduced availability of food at the household level, initiatives to increase availability of food should go hand-in-hand with sensitisation on sharing avoidance. It is uncertain at this stage whether the sharing and selling of CSB++ is contributing to the deterioration of some patients from MAM to SAM and whether the use of PlumpySup in the TSFP would change the use of the RUSF by intended and unintended recipients.

The elderly

Elderly refugees (≥60 years) were identified by many focus groups interviewed during the JAM as being among the most vulnerable in the camps. Their vulnerabilities are many, including societal neglect. Some elderly people interviewed in the camps felt confused and powerless.⁵³ The elderly segment of the refugee population, although very small (representing just 2.6% of refugees and 12.6% of all PSNs), is highly susceptible to food insecurity, which often begins at the food distribution point where some of the elderly refugees living alone have to pay someone to bring them their food (selling part of their ration to pay or using part of their food as payment). The JAM team heard reports by refugees of elderly patients who are malnourished but did not know how to access nutritional support. Similarly, for elderly refugees taking medication that requires them to eat regularly, challenges such as insufficient cooking fuel, insufficient caretaker support and lack of sufficient and appropriate food reportedly hindered their potential to eat regularly and sufficiently, thereby jeopardising their medication efficacy. The management of elderly malnourished persons is provided for in the national CMAM guidelines⁵⁴. The CMAM guidelines allow for malnourished elderly to be

⁵² KII interviewed suggested that the selling of CSB++ is a regional problem and that some of the CSB++ on the markets in South Sudan is from outside the country.

⁵³ Some said that all the decisions made in the camps were done with the consultation of youth because “they shout louder”; in the traditional cultures that refugees come from, the elderly are revered but in the new context in South Sudan many felt disenfranchised.

⁵⁴ The Ministry of Health Guidelines for Inpatient Management of Severe Acute Malnutrition (January 2018) Admission criteria for elderly patients with SAM: Bilateral pitting oedema +++ or MUAC is < 18.5 cm and failed appetite (failed test for RUTF). Also, transfers in from OTP if condition deteriorates to SAM with medical complications, p.50. The guidelines also indicate that “The under-five age-group, pregnant and lactating women are usually the primary target in emergency nutrition interventions. Other identified vulnerable groups such as the elderly and chronically ill especially People Living with HIV/AIDS (PLWHA) and TB patients should be targeted” p. 67

admitted for rehabilitation, but blanket supplementary feeding of the elderly in South Sudan is not currently available.

Key recommendations:

- UNHCR, WFP, UNICEF and partners to continue and strengthen the implementation of the comprehensive community management of acute malnutrition program to facilitate the rehabilitation of identified acute malnourished persons including children, pregnant and lactating women, people living with HIV/AIDS and TB patients on treatment and others with chronic illnesses.
- UNHCR, WFP, UNICEF and partners to expand and strengthen preventative nutrition components including the awareness creation, promotion, and protection of Infant and Young Child Feeding (IYCF) and community outreach education aspects to stop malnutrition from occurring in the first place. Men's participation is strongly encouraged. They should be included in the peer to peer care groups.
- BSFP targeting children 6-23 months and PLWs should be maintained by using a fortified blended food or lipid based supplement to prevent malnutrition and to cover the nutrient gap these vulnerable groups experience as a result of the predominantly grain-based food diet.
- Diet diversity improvement through the expansion of livelihood activities including all year vegetable gardens, small scale animal husbandry among others
- UNHCR and partners to prioritise the full implementation of the developed reduction of anaemia and other micronutrient deficiencies strategy.
- UNHCR/WFP to commission a comprehensive study looking into the sharing and selling of CSB++ and the factors that might be impacting this at the household and camp levels. Areas to assess should include the CSB++ vs. GFD distribution cycles vis a vis the sharing/selling, the quantities of CSB++ utilised by the targeted groups at the HH level and the efficacy of the use of RUSF vs CSB++ in the management of moderate malnourished children. The study should provide recommendations on the most viable ways to prevent widespread sharing and selling of CSB++.
- UNHCR, WFP and partners to assess the nutritional and food security status of persons with specific needs with a particular focus on the elderly to enable better targeting and more appropriate programming.

HEALTH

Access to healthcare

Refugees have access to primary health care services, which are provided at the refugee camps or at government health facilities. There are 10 primary health care centres (PHCC) and 7 primary health care units (PHCU) in Maban, Jamjang, Gorom and Makpandu refugee locations and all the four locations have access to the County hospitals for referrals that cannot be managed at the PHCUs and the PHCCs. Despite improvements in infrastructure of health facilities, including the upgrade of Pariang PHCC+ to a State hospital, the number of health facilities is not commensurate with the existing populations (0.45/10,000 people) and is currently below the WHO/UNHCR standard of one facility per 10,000 people. Refugees interviewed by the JAM reported long waiting times at the PHCC (up to two hours wait at triage alone, reported in Kaya). Discussions with refugees on the triage system suggest that priority is given to those with fever, who are lying (horizontal), convulsing, vomiting and bleeding, children <5 years, elderly, persons with disabilities, uniformed personnel, military (cited in Gorom).

599,025 outpatients were treated in the camp health facilities in 2017. Patients coming from the host community accounted for 8% of all outpatients (ranging from 3% in Maban, 15% in Unity, to > 37% in Gorom and > 45% in Makpandu) and for 15% of all inpatients treated. Average consultations per clinician per day was within the standard at 41 consultations per clinician per day (standard <50). Cases that cannot be handled at this level are referred to the state hospitals or to the Juba Teaching Hospital for tertiary health care. 5,921 patients benefited from referrals to hospitals for secondary or tertiary care in 2017, of which 177 were to Juba and 5,744 to the State or County Referral hospitals. Two patients (and their family members) were resettled on medical grounds. Refugees interviewed during the JAM reported that they found the referral system slow, with refugees in Makpandu claiming to wait up to 2 days in Yambio to see a doctor. The level of user satisfaction in the UNHCR supported County hospitals (Bunj and Pariang) was higher compared to the Juba Teaching Hospital, which is government-run. Refugees interviewed in Gorom expressed a lack of confidence (based on their perceptions on quality of healthcare provided) and satisfaction (as a result of poor variety of services offered) in the Juba referral Teaching Hospital. Some noted that they seek medical care in private clinics. The payment was often got from selling a portion of the general food ration. Furthermore, refugees across the camps reported using some of their cash for milling on medicine, but the JAM was unable to quantify the amount of money spent on medical needs or the cause behind their purchasing medication.

Overall, the JAM noted good stocks of medical items from UNHCR and some from the Ministry of Health. The additional medical stores in Jamjang and in Maban have greatly facilitated the timely provision of essential medical items. ARTs were noted to have experience stock outs as a result of long procurement/delivery procedures and to some extent by poor planning by partners. ARTs are requested at Juba level from the National Ministry of Health. ARTs were lacking in Makpandu during the JAM visit which may have been aggravated by the ongoing insecurity affecting transport routes to the camp.

Inpatient feeding is provided in some of the county hospitals. In the camps hospitalised refugees rely on caretakers to provide food. As of 2017 WFP provides inpatient feeding for severely malnourished cases in stabilisation centres and PLWHIV/TB on treatment.

Community health workers are the main conduits of health, nutrition and hygiene messaging in the camps. They conduct house-to-house message dissemination on a voluntary basis. Refugees interviewed were aware of the CHWs and their roles and were happy with the service they provide. CHWs interviewed felt that they lacked information, education and communication (IEC) materials to support their education messaging. Through alternative UNICEF funding, the health partner in Ajoung Thok has been implementing Integrated Community Case Management (ICCM) for treatment of malaria, diarrhea, and pneumonia since mid-2016. CHW carrying out ICCM activities in Ajoung Thok reported that their workload was heavy as they are on call 24/7. Some volunteers highlighted that they were no longer motivated to continue supporting the programme as they were not receiving incentives for this.

As with the nutrition programme, full implementation of health services remain a challenge in light of the insecurity situation. In addition, high staff turnover leads to a lack of skilled capacity which is likely to have a negative impact on the quality of health care provided. Interviews in Gorom suggested that there were sufficient staff numbers, but that they are not all properly trained, especially in nutrition and HIV/AIDS.

Morbidity and mortality trends

Acute infections are intrinsically linked to acute malnutrition. Malnutrition lowers immunity, especially of children, making them more susceptible to infections and illness. Vice versa, infections and illness use the child's already limited nutritional resources causing malnutrition.⁵⁵

The main causes of morbidities in 2017 were the same as those cited in the 2015 JAM: respiratory tract infections (36%), malaria (16%), and diarrhea (10%). Compared with the 2016 morbidity trends, RTIs have risen by 1%, malaria has decreased by 8% and diarrhea has increased by 1%. These morbidities are all linked to the environment, the shelter situation and WASH practices in the camps and highlights the importance of multi-sectoral interventions to address health and ultimately nutrition issues. Malaria was especially problematic in Gorom and Makpandu where it accounted for 52% and 46.2% of morbidities respectively. RTIs were particularly prevalent in Ajoung Thok (41%) and Pamir (32%).⁵⁶ The main causes of crude mortality in 2017 were diarrhea (32%), lower RTI (26%) and malaria (4%); diarrhea, LRTI, and neonatal deaths while the main causes of deaths among children under five children were diarrhea 47%, lower RTI 26%, and malaria 5%.⁵⁷ Mortality trend monitoring using the UNHCR Health Information System (HIS) at the end of 2017 indicated that mortality rates were below the emergency threshold of 2/10000/day for under five Death Rate (U5DR) and 1/10000/day for Crude Death Rate (CDR).

Camp populations remain at risk of disease outbreaks within the camps as a result of congestion, cross-border movements and frequent diseases affecting the rest of the country. From January 2017 to May 2018 there was only one disease outbreak - varicella (chicken pox) - in Jamjang and in Maban. In response to the suspected chickenpox cases reported in the camps at different times, sustained community level sensitisation, follow up and awareness raising activities were undertaken. Identified cases were line-listed and managed. Regular information sharing with the WASH sector is conducted to improve and maximise the impact. 92.3% of children aged 9-59 months were fully vaccinated (by card and verbal verification) against a global standard of >95%.

Reproductive health

Access to quality maternal and child health care for refugees has improved through service provision, infrastructure improvement and trainings in 2016 and 2017. Access to quality maternal and child health care improved as a result of new-born care project in Maban, supported by funding from the Bill and Melinda Gate Foundation. A new-born care unit was established in Maban Hospital and training conducted for 16 health workers and 40 community health workers/midwives assistants and monitoring of new-born care and the capacities of CHWs improved. ANC coverage, health facility deliveries, and deliveries attended by skilled health workers was 77%, 95%, and 88% respectively. In Pamir and Ajoung Thok the RH coverage indicators including complete ANC attendance improved from 92% in 2016 to 97% in 2017 in Pamir and from 81% to 96% in Ajoung Thok. Deliveries attended by skilled birth attendants improved from 92% in 2016 to 97% in 2017 in Pamir and from 93% to 97% in Ajoung Thok. Low birth weight deliveries accounted for 3% of all deliveries in camp hospitals; still birth rates were 7.0/1,000 births/year and maternal mortality rates were 55.34/100,000

⁵⁵ UNICEF Maban SMART nutrition and mortality survey, 2016, p. 11

⁵⁶ UNHCR SENS 2017

⁵⁷ UNHCR 2017 public health report

live births/year. Neonatal mortality was 5.7/100,000 livebirths and infant mortality rate was 21.9/1,000 livebirths/month. 2017 saw 4 maternal deaths in the camps. The JAM identified the provision of clean delivery kits, LLIN, monitoring complications and links to referral facilities in the camps as helping to prevent excess maternal and new-born morbidity and mortality.

The uptake of family planning across the camps remains a challenge (mainly due to cultural and religious beliefs which reinforce existing gender inequalities). Contraceptive prevalence in 2017 was low at 16% and 203,800 condoms distributed.⁵⁸ As mentioned in the 2015 JAM, adolescent sexual and reproductive health services still remain a gap. A formative assessment on reproductive health and HIV conducted in 2017-2018 showed that forced marriage of adolescent girls is common across the camps with high rates of adolescent pregnancies being one of the outcomes. The Maban 2017 MSNA report highlights that the main protection concern for girls in the four camps was early or forced marriage (50% in Doro, 41% in Gendrassa, 35% in Yusuf Batil and 32% in Kaya), mostly due to deep rooted gender inequality and cultural norms.⁵⁹

In addition to child marriage, which constitutes a form of gender-based violence and child abuse, other forms of SGBV are many among refugees (see Protection section for more information on this). 40 rape survivors were supported at health facilities in 2017, all women and girls; 79% of them received PEP within 72 hrs and 69% received STI presumptive treatment within two weeks.⁶⁰

HIV/AIDS

HIV/AIDS services in the camps have improved over the last two years with funding support from the Global Fund to Fight HIV/AIDS, malaria, and TB channelled through IGAD. UNHCR in collaboration with the MoH/partners has established comprehensive HIV/AIDS programmes (Anti Retro Viral Therapy (ART) and Voluntary Counselling and Testing (VCT) /Provider Initiated Testing and Counselling (PITC) and counselling) in four camps and two referral hospitals. An addition of three more facilities is in the pipeline under the 2018 planning. Prevention of Mother to Child Transmission (PMTCT) option B+ is established in all camps. The active engagement of youth and leaders has had a positive impact on the uptake of services but that more work needed to be done to engage further support among the refugee community.

HIV/AIDS was not raised by refugees as being a problem during the JAM but based on KIIs held at field level with programme staff, stigma surrounding the disease exists among refugees. This may explain the lack of attention drawn to it during the assessment. Sexually transmitted diseases remain common and awareness and knowledge of HIV among the refugee population is poor. In total 158 refugees and 213 nationals were on ART at the time of the JAM. 69 refugees and 115 nationals of these were from Makpandu and 60 refugees and 36 nationals were from Gorom.⁶¹ A comprehensive HIV and TB service was introduced in Ajoung Thok and Pamir camps in December 2017. By end of June 2018 there were 20 patients on TB treatment and 7 patients on the ART programme in Pamir while in Ajoung Thok, there were 11 TB patients on treatment and 18 patients on ART treatment.

⁵⁸ UNHCR 2017 Public Health Report. This is a 2% lower contraceptive prevalence than in 2016.

⁵⁹ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 10

⁶⁰ UNHCR 2017 COP Public Health Report.

⁶¹ UNHCR health data 2018

Since 2018, all PLHIV/AIDS, which were found to be malnourished are enrolled into the targeted supplementary feeding program. They receive 200g CSB++ daily under WFP's nutritional assessment, counselling and support package for HIV and TB patients. However, not all patients seemed to be aware of this change in strategy as several refugees met with complained of a lack of CSB++ for HIV patients. HIV/TB and Kala azar inpatients are provided with feeding for the duration of their hospital stay, regardless of nutritional status, in addition to their general food ration. The JAM highlighted concerns over the in-patient feeding of just some patients on the wards, due to possible further stigmatisation of HIV/AIDS patients as a result of their in-patient feeding. There are concerns that transitioning from a blanket ration provision to targeted supplementary approach may reduce voluntary HIV testing and possibly adherence.

Interviews with medical professionals in Gorom relayed that HIV/AIDS cases are screened at the VCT and the ANC/PMTCT clinics and positive cases are then referred for the nutritional screening. Those that are found malnourished are enrolled in the programme. It was reported that names of these clients are shared for inclusion on the nutrition (TSFP) programme, thus breaching confidentiality. HIV and TB patients should receive their nutrition supplies at the same time as receiving their medication, to avoid stigmatisation. IFP and nutrition partners should ensure adequate collaboration on this.

Key recommendations:

- UNHCR and partners to maintain and strengthen the integrated and comprehensive public health services including ensuring emergency preparedness of key outbreak diseases is in place and integrated community outreach services.
- UNHCR and partners to ensure prevention, control of infection and vector borne diseases especially around malaria. This to include the provision of sufficient Long Lasting Insecticide-treated mosquito bed Nets (LLIN), targeting refugee camp/settlements (Gorom/Makpandu) with the highest malaria prevalence prioritising homes with children and PLWS. If feasible and funding is available, UNHCR to consider blanket distribution of LLINs and/or Indoor Residue Spraying (IRS) in these refugee camp/settlements.
- UNHCR and partners to establish and support youth centres for adolescent sexual and reproductive health services (including counselling and the provision of contraception) and strengthening of STI screening and treatment services in all health facilities.
- UNHCR to implement the Behaviour Change and Communication (BCC) strategy that was developed following the formative assessment in order to raise awareness on the causes and prevention of HIV and to reduce stigmatisation of the disease.
- UNHCR and WFP to strengthen the implementation of Nutrition Assessment and Counselling Support for malnourished PLwHIV and TB patients for facilities offering comprehensive HIV/TB services. Roll out to facilities that will establish comprehensive HIV/TB services in 2018/9 to be carried out too. WFP to consider provision of blanket inpatient feeding.

WATER, SANITATION AND HYGIENE PROMOTION (WASH)

Table 4: Overview of water points, litres/person/day and number of latrines in 2017

Refugee settlement	camp/	Number of boreholes	Litres/person/day	Persons/latrine
Doro		31	17.6	20
Yusuf Batil		16	17	14
Gendrassa		26	21.5	8
Kaya		5	17.8	13
Pamir		8	25.5	10
Ajoung Thok		18	18.1	6
Gorom		6	20.7	11
Makpandu		13	20	7.8

Source: UNHCR Public Health Planning presentation, 14th November 2017

All the refugee camp/settlements above had the SPHERE minimum standards of at least 15 litres of water available per person per day, however, only 50% met the UNHCR standards of ≥ 20 l/p/d. From the discussions with the WASH focal points in the refugee camps water availability does not always equate to the utilisation rate thus the consumption rate above has to be interpreted with caution. In Maban and Jamjang more water is utilised in the dry season when the weather is hot (November – beginning of May) compared to the rainy season when the weather is cooler. The most commonly used water containers were 10 litres and 20 litres jerry cans. Insufficient water collection/storage containers at the household level was noted in Jamjang as one of reasons households used inadequate amount of water.⁶² All refugees reported spending less than 30 minutes to collect their water. Refugees mostly rely on groundwater sources and reticulated water supply infrastructure for their daily water needs. Since 2016 potable water accessibility has generally improved through the introduction of innovations such as solarisation of boreholes and upgrading (solar/generator) hybrid systems. In Maban a solar hybrid plant of 44 KW and solarisation of 7 boreholes was carried out in 2017. This translates to 60% of the boreholes using solar energy. Solarisation of boreholes is a great environmentally-friendly and cost-effective initiative which uses less fuel compared to generator-powered boreholes. The maintenance and repair of borehole pumps is carried out by trained water committee members. Concerns were raised in Gorom where only 6 out the initial 20 trained pump mechanics were still active. The introduction of solarised boreholes, needs trained pump mechanics to maintain the system thus ensuring sustained water supply to refugee and surrounding host community members.

The supply of water is much better in the refugee camps than in the host communities. Some host community members near the refugee locations therefore accesses water from the boreholes in the refugee camps/settlements near them. Refugees reported that at times there were tensions between the two groups at the water points indicating the need for this to be managed. An example of this is reported in REACH report (September 2017) which highlights that access to water might be a potential driver for conflict in the future between the refugee and host community in Kaya camp.⁶³

The expected increase in population and demand for water for other uses including increased kitchen gardens, brick-making, animal use and institutions translates to increased total water

⁶² UNHCR Water, Hygiene and Sanitation (WASH) Knowledge, Attitude and Practices (KAP) Report, Ajoung Thok and Pamir Camps, November 2017, p. 12

⁶³ Tensions and peace drivers between refugees and host communities in Kaya camp, Maban County, Executive Summary, September 2017, p.5

demand. Quantification of the amount of water required for these uses is important to ascertain whether the current pumping capacity of the available boreholes can fill the gap or additional boreholes are required. Collection of rain water, promotion of grey water use for kitchen gardens should be strengthened to complement the borehole water in bridging the increased water needs.

As outlined in the NFI section of this report, soap provision remains below standard since the last JAM, with refugees receiving 250g of multi-purpose soap per month instead of 500g. Refugee reported having to sell part of GFD in order to purchase soap from the local markets. The JAM team also noted very little soap in schools within the refugee camp/settlements. In addition to limited access to soap, shortage of household latrine construction tools, inadequate washing basins and poor drainage management which is linked to stagnant water a potential disease transmission was highlighted.

Sanitation in the refugee camps remains work in progress. This improved in 2017 where more than 77% of refugees had access to a drop-hole latrine and crude latrine coverage ranged from 7-8 people/latrine in Jamjang to 11 people/latrine in Maban down from 22 people/latrine in refugee camps like Doro. A marked improvement was also noted in Gorom camp where latrine coverage per person reduced to 9 from 22 in the 2016. Despite these interventions open defecation is still practiced. According to WASH KAP 2017 report for Jamjang at the end of 2017, 26% and 21% of the population in Pamir and Ajoung Thok, respectively, practice open defecation.

Throughout the camps visited, it was reported that latrine construction support was provided to PSNs by the WASH partners. From 2018 UNHCR has shifted from supporting the construction of the old latrine type (wooden poles, grass and a plastic slab with no roof and no doors) to a new latrine design with featuring a more permanent structure. The new latrine has a mud bricks wall, a corrugated iron sheet roof and a concrete slab. The change in latrine design was positively received by the communities interviewed during the JAM who noted that it facilitated greater privacy. It is expected that the new latrine design will reduce the pressure on the forest cover as poles will not be necessary for latrine construction. It will be important for partners encouraging the use of mud brick making in the camps to ensure the demarcation of designated areas for soil extraction in conjunction with camp leaders to prevent both environmental degradation and human casualties.

Hygiene practices have improved but need to be strengthened in order to curb the threat of epidemics and reduce the morbidity burden among the refugees. The 2017 WASH KAP survey in Jamjang noted that 79.5% of respondents were able to identify at least three critical times of handwashing. Although most households cites using soap for hand washing only 59% of the households had soap during the survey. Hygiene promotion messages dissemination by hygiene promoters was ongoing in all refugee locations visited during the JAM. The overall average number of persons/hygiene promoter ratio was 373 persons/hygiene promoter. This ranged from 151 in Jamjang, 280 in Maban to 403 in Makpandu camp. Gorom is yet to reach the standard of 500 persons/hygiene promoter.⁶⁴ Health and hygiene awareness, promotion and education reached over 257,400 people in 2017 through various campaigns by CHW/ Health and Hygiene Promoters (HHP) in the communities, schools, and health facilities. Topics ranged from diarrhea prevention, personal hygiene, environmental hygiene, ORS use demonstration, hand-washing demonstration and appropriate cleaning of jerry cans.⁶⁵

⁶⁴ UNHCR 2017 Public Health Report

⁶⁵ Ibid

The Jamjang MSNA identified shortage of NFIs, including materials for building latrines, soap, and sanitary supplies as the biggest barrier to improving hygiene practices⁶⁶. The community-based HHPs interviewed during the JAM reported lack of IEC materials to facilitate their role as a challenge. It should also be noted that new arrivals with large family sizes do not receive the UNHCR minimum water collection and storage containers per person.⁶⁷ Lastly the JAM reported that lack of skilled labour, high staff turnover and prolonged procurement processes for sanitation construction materials were additional challenges affecting the improvement of sanitation services in all the refugee locations.

Key recommendations:

- UNHCR and partners to continue improving water supply to meet the UNHCR standards in all refugee camp/settlements
- UNHCR and partners to continue improving latrine coverage with a target of 1 latrine to 1-2 families to improve sanitation and curb open defaecation
- Fund allowing, UNHCR to consider the provision of 500g of soap per person per month
- UNHCR and partners to ensure continued community-based WASH messaging that is integrated into the health and nutrition community outreach programme.
- UNHCR to ensure the provision of adequate water collection/storage containers at the HH level
- UNHCR WASH, livelihood and the camp institutions to quantify the amount of water required for none domestic uses to ascertain the increased need and ways of filling the gap if any.

LIVELIHOODS AND SELF-RELIANCE

As was the case during the last JAM in 2015, refugees in South Sudan remain almost entirely reliant on assistance from humanitarian agencies for their food and other basic needs. Livelihood opportunities remain limited for refugees in South Sudan. The limited opportunities face various challenges that are further exacerbated by the current context of insecurity and civil war. Refugees have the right to work and reported no wage discrimination, however, wage-earning opportunities are very few, even for South Sudanese nationals. Within the camps, employment is limited to incentive work or daily contracts. Limited employment opportunities in the camp and surrounding areas fuels tension between host and refugee communities, with negative perception among the host communities that refugees receive preferential treatment when it comes to jobs in the camps. A 2017 study on tensions and peace drivers in Kaya camp stated that host communities (42%), refugees (65%) and IDPs (35%) reported lack of employment opportunities as their main concern.⁶⁸

Refugees reported having freedom of movement, but poor infrastructure and war act as disincentives to travel within the country. Insecurity and tribal/ethnic tensions also prevents temporary out of camp economic migration for some refugees. In Maban, where one third of refugees own cattle, freedom of movement is essential to expanding and pursuing livelihood option beyond reliance on GFD. During the Maban MSNA in November 2017, 32% of the households interviewed reported that members of the household had travelled out of the camp for crop cultivation, animal grazing as well as to trade goods.⁶⁹ This was to capitalise on

⁶⁶ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 20

⁶⁷ UNHCR 2017 Public Health Report

⁶⁸ Followed by lack of basic resources including access to clean water, food and land. Tensions and Peace Drivers between refugees and host communities in Kaya camp, Maban County, September 2017, p. 6

⁶⁹ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 9

additional livelihoods opportunities out of the camp setting.⁷⁰ The JAM did not determine the extent of reliance on this practice but certainly freedom of movement is central to this economic exchange.

Refugees have access to land and the right to own animals, but the land allocated is not enough to meet the demand and insecurity restricts secure access of the available land.⁷¹ Refugees interviewed during the JAM expressed willingness to be more self-reliant. This is however limited by lack of appropriate skills, poor or non-existent access to loans/start-up capital to begin or expand a small business and widespread poverty in the areas where camps are located impacting upon the success and longevity of business ventures. For most refugees, the WFP food ration is the main source of income and represents the currency with which most transactions and exchanges are made in the camps. During the dry season in Maban, the GFD represents the second largest source of income (22% of total income), reducing slightly to 20.3% of total income during the rainy season.⁷²

The refugee context in Unity and Upper Nile continues to be considered an emergency situation with continued refugee influx. In this context, fewer livelihood opportunities and a greater dependence on the WFP food ration is expected. In the southern protracted refugee camp settings where refugees have resided for a longer period in better agricultural zones or in close proximity to towns, livelihood opportunities are expected to be more established. Constraining overall the potential of livelihood activities however, is the widespread insecurity across South Sudan that has led to a shift in livelihood dynamics and a reduced self-sufficiency even among refugees in the southern camps. In Pamir, roughly half of households did not have a source of income in 2017, making them more dependent on the general food ration for their calorie intake. This could be attributed to the fact that Pamir was only established at the end of August 2016. These households with no income and who, like others in Pamir, are reliant on a relatively poor and expensive market for any additional purchases, are more likely to deplete their savings and assets for any expenditures beyond what the GFD provides. In Makpandu, where insecurity surrounding the camp is preventing many refugees from accessing their farmland and the nearest feeder market of Yambio, an assessment would need to be conducted on the level of reliance on WFP food assistance, but it is very likely that it is now greater than it has been in the past years.

The Refugee Act of 2012 and the Nationality Act of 2011⁷³ allows humanitarian agencies and relevant partners to work towards reducing barriers that restrict refugees' participation in the local economy. As a result of many years of war and resurgence of conflict in the new South Sudan nation; there is currently no comprehensive national strategy on livelihoods and the policy on agriculture and livestock is yet to be implemented. Agriculture programmes operate within a perpetual cycle of emergency response rather than through longer-term humanitarian - development initiatives. Despite the many challenges that face refugees with regard to livelihoods, the host community remains receptive and hospitable to refugees; which serves as

⁷⁰ Refugees interviewed in Kaya, Maban reported receiving simsim and dried okra from the liberated areas in Blue Nile and in exchange send some of the vegetable seeds (especially watermelon) they receive from agencies to the liberated areas since vegetables seeds are difficult to access in those parts of Sudan. In addition, the refugees interviewed said that liberated areas in Blue Nile have sufficient land for cultivation and enough access to water from River Nile for irrigation.

⁷¹ Insecurity here relates to tensions between host community and refugees and military presence/checkpoints

⁷² UNHCR/RI/ACTED, Summary of 2017 Post-Harvest Data, p. 13

⁷³ "Every recognized refugee and family member enjoys full legal protection, which includes entitlement to seek employment and receipt of same health and primary education which nationals of South Sudan receive", quoted in the UNHCR Livelihoods Strategy South Sudan Operation 2016-2018, p.8.

an important and positive aspect in the promotion of sustainable livelihoods and self-reliance initiatives for refugees.⁷⁴

Since the last JAM UNHCR has been implementing a livelihoods strategy through its eight livelihoods partners. As part of the larger UNHCR Global Strategy for Livelihoods 2014-2018, UNHCR South Sudan aims to promote socio-economic self-reliance of 70% of the refugee households in protracted refugee situations and 30% of the refugee households in emergency situations in South Sudan. Support is equally extended to host community household's equivalent to 30% of the targeted refugee households. Through interventions aimed at increasing assets and capacities, reinforcing social services to attract stakeholders and development investments between 2016 and 2018, UNHCR has been implementing projects categorised under

1. Sustainable agricultural production, and marketing
2. Microenterprise development and entrepreneurship
3. Vocational and skills training
4. Peaceful coexistence with local communities
5. Natural resources and shared environment management
6. Advocacy for access to agricultural land, right to work and participation in the local economy.

The following section examines the opportunities and challenges facing refugees' increased self-reliance in agricultural and non-agricultural activities. This section is largely based on findings from the field mission as well as secondary review from progress report inputs provided in 2015 Joint Plan of Action.

Agricultural and on-farm income-generation

Access to Land

Agriculture presents a viable opportunity to sustainable livelihoods and self-reliance for the vast majority of refugees in South Sudan.⁷⁵ Farmland has been negotiated by CRA and UNHCR on behalf of refugees in each camp. Across all refugee camps approximately 15,000 acres have been allocated which is insufficient as it represents only 43.2% of agriculture land need leaving a gap of 57.8% to cover all refugee households. The size of land allocated varies across the camps/settlements and in some camps/settlements the limited access to land (size and location) has led to bilateral deals between refugees and host communities on utilisation. The allocated land is free to use and appears to have been issued on a first come first served basis. For many refugees, land is the only way to improve their food security and willingness on the part of refugees to engage in farming activities was noted.⁷⁶

Jamjang has 4,000 and 3,000 feddans in Ajoung Thok and Pamir respectively. This land was acquired in 2016. 50% of this land was cultivated in 2017. The limited use of the land was brought about by insecurity and labour constraints. In Makpandu, where new land has been negotiated closer to the camp since the last JAM. It was estimated that 60% of refugees were engaged in farming. Insecurity continues to be the main impediment to farming among camp residents, although cultural attitudes to farming are also a reason for the limited uptake in the

⁷⁴ UNHCR Livelihoods Strategy South Sudan Operation 2016-2018, p.5.

⁷⁵ UNHCR Livelihoods Strategy for South Sudan

⁷⁶ One shortfall in the questioning was that the views of youth were not captured – these may have a different view on farming as a viable livelihood and follow up questioning targeting youth and their desires should be carried out.

mainly agricultural zone that Makpandu is situated in. In Gorom, an estimated 34% of refugees are involved in some crop production and poultry rearing.⁷⁷ Approximately 1 feddan (approximately 4,200 square meters or 1.038 acres) was allocated per household for those that have access to land in Gorom. With a growing population that wants to engage in agriculture, land size per household is expected to reduce.⁷⁸ Refugees without land in Gorom expressed their desire to farm thus additional cultivation land should be sought. In Maban, approximately 5540 acres' agriculture land was allocated for 3 camps – Yusuf Batil, Kaya and Gendrassa. Based on an estimation of 0.5 acres per household this is sufficient for 11,080 households. In Kaya camp, though, refugees have been allocated land as far as 14km from the camp. With heightened insecurity, accessing land is at the refugees' peril and remains a protection risk for women and men alike.

The refugees interviewed mentioned the following constraints with regard to agriculture:

- Lack of secure access to cultivation land owing to insecurity around farming areas (this is the case in all the camps)
- Insufficient land, identified in Gorom
- Diminishing soil fertility (noted in Maban)
- Limited access to appropriate and timely inputs for agricultural production (seeds and tools)
- Lack of access to water for cultivation during the dry season limiting all year-round agriculture production
- Labour constraints in regard to opening large parcels of allocated agricultural land for cultivation
- Limited access to start-up capital/micro-loans and lack of formal micro-finance institutions
- Limited technical knowledge (including pest and disease management as well as post-harvest management)

Insecurity, one of the greatest challenges for refugees in South Sudan, indiscriminately hampers access to land for cultivation throughout the camps. Insecurity is largely a result of the civil war, of military and unknown armed presence, of refugee/host community tensions and also refugee-refugee tensions. This is exacerbated by the prevailing context of poverty, which perpetuates the cycles of theft and violence. Women and girls are especially vulnerable to this and many interviewed reported becoming targets of SGBV or assault if found alone in the fields cultivating, selling goods in the markets or collecting firewood far from the camps.

Cultivation and access to inputs

UNHCR, through its partners and in collaboration with FAO, is assisting refugees to improve their agricultural production, food access and dietary diversity through provision of agricultural inputs; notably seeds, tools and agricultural training. The JAM team found that farm cultivation depends largely on family composition (numbers) and social support networks (the ability to gather friends to come and help which requires the provision of food and refreshments during their time on one's land). The FGDs noted that women had the same opportunities as men in respect to cultivation as this depended more on social networks and ability to provide refreshments.

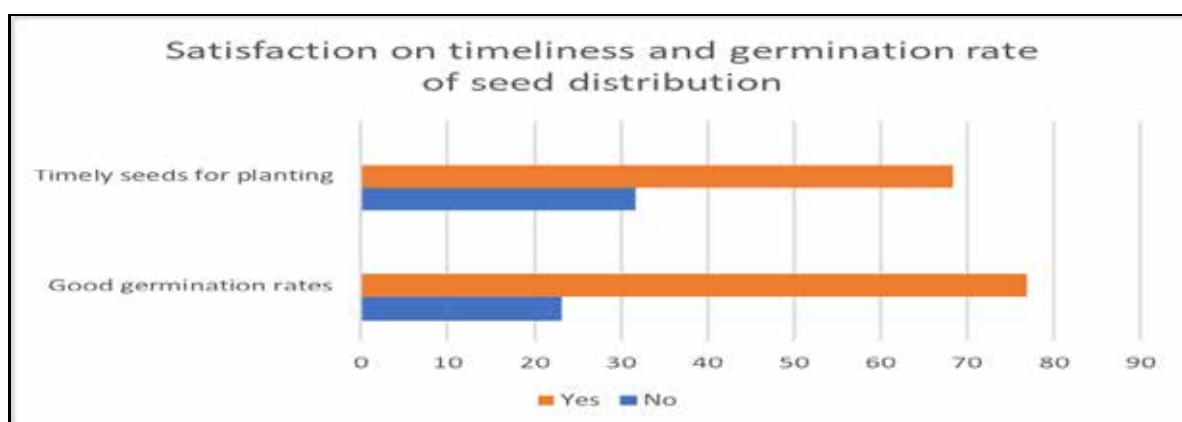
⁷⁷ Action Africa Help International, Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, May 2018, p. 6

⁷⁸ Action Africa Help International, Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, May 2018, p. 12

The main source of seeds and tools for refugees in South Sudan continues to be agency distribution (over 60% of refugee farmers in Maban noted they were not able to access seeds beyond those provided by agencies).⁷⁹ Despite some complaints by refugees during interviews of untimely provision of seeds, it appears that generally across the camps seeds and tools have been distributed in line with the agricultural calendar for planting. The issuance of inputs is based on wide consultation with refugees a year before the next cropping season and based on these consultations as well as post seeds distribution and post-harvest assessments feedback, the agriculture input package is then tailored to the needs of refugees and vulnerable host community. The farming practices of the refugees is still characterised by low input and low output subsistence production; attitude change from traditional farming practices to improved sustainable farming practices is slow. The tools used for cultivation do not allow for effective opening up of soil. To partially mitigate this in 2017 UNHCR supported tillage of 963 acres in Maban equivalent to 8% of the land available to refugees for cultivation. 741 acres of this were cultivated with an assortment of staple crops comprising maize, sorghum, groundnuts and sesame.

In 2016, 55% of persons of concern who were provided with seed kits reported low satisfaction with the germination rate of their seeds. In Kaya camp for instance, refugees interviewed reported re-sowing seeds up to 3 times due to poor germination rates. Verification of the cause noted that this was more linked to increased incidences of pests and poor agricultural knowledge than to seed quality. In 2017 satisfaction rates over seed germination rose to above 70%.⁸⁰ The graph below outlines satisfaction of seeds in Maban in 2017.

Figure 11: Refugee satisfaction of timeliness and germination rate of seed distribution in 2017, Maban



Source: [UNHCR/RI/ACTED Seed PDM 2017](#)

The refugees noted that pests and diseases remain the main challenge preventing optimal farm yields. There is also a significant gap in the refugee post-harvest management, particularly in regard to the storage of cereal and seed stocks which end up being infected by weevils and eaten by rodents. The refugee reported that this leads to significant losses (Jam Jang estimated up to 50% losses.). The 2017 post-harvest PDM in Maban noted that post-harvest losses negatively impacted 82% of respondents.⁸¹ Wealthy households in Maban were able to build a *tukul* to store their harvest. This was noted as the best way to disguise the food to prevent it from being stolen. Granaries are prone to theft as they are usually raised off the ground with their contents being obvious from afar. Further losses were reported as resulting from

⁷⁹ UNHCR/RI/ACTED, Summary of 2017 Post-Harvest Data, p. 9

⁸⁰ ACTED 2017 End of Year Report, p. 4

⁸¹ UNHCR/RI/ACTED, Summary of 2017 Post-Harvest Data, p. 10

livestock destroying crops in all camps. In Maban, the 2017 post seed distribution PDM report noted livestock eating crops as the largest cultivation challenge (46%) followed by flooding (20%) and drought (17%).⁸²

The majority of farming in South Sudan is rain fed. Dry-season agriculture and/or kitchen gardening is limited to water availability. The JAM took place at the onset of the rainy season thus was easy to see the extent to which kitchen gardens existed in the various homesteads. Approximately 45% of refugees in Jamjang and Maban reported having a home/vegetable garden.⁸³ However, this is rather limited. In Maban, aspects of integrated programming were explored in 2016 to strengthen linkages between agriculture and nutrition. These have gradually been increased over the years, and include climate-smart perma-gardening as well as agri-nutrition gardens. This is aimed at promoting dietary diversity and in case of surplus vegetable production - a source of income. The post-seed distribution data indicate that refugees currently consume most of their vegetable harvested. Some gardening groups are in existence and there is potential through kitchen gardening to further promote access to cash income through the sale of surplus. During 2017, approximately 132,000SSP was earned by small scale kitchen gardening groups in Yusuf Batil and Doro camps. One of the biggest impediments to this though is access to year-round sources of water for irrigation. Similarly, the potential to dry okra, kale, tomatoes and other wet-season vegetables to ensure year-round provision of vegetables could be explored.

Refugee-specific data on land size opened/cultivated and harvests reaped is not systematically collected owing to contextual constraints; this poses challenges in estimating agricultural potential of refugees throughout the programme to cover the 30% food gap in the GFD. In Jamjang, based on estimates provided by refugees during FGDs the JAM team estimated that an average household of 5 people could only cover the 30% gap in the GFD for 4 months through farming.⁸⁴ The recent agricultural assessment report in Gorom indicated that the harvest from the refugees that were engaged in farming could last for 3-4 months.⁸⁵ The 2017 post-harvest data in Maban noted that majority of refugee farming households' harvest could last for 1-2 months (40.7% of households interviewed), followed by less than 1 month (34.6 %) and 3-4 months for 8.1%.⁸⁶ In Makpandu, where refugees are estimated to be farming similar sized parcels, average outputs in 2017 were estimated to be between 200-300kg per season. This could cover the 30% food gap for 6 months for refugee HHs that engage in agriculture. Overall, refugees in South Sudan are unable to meet the food gap present as a result of the 30% ration cut for more than 6 months based on agriculture alone and this is further compounded by limitations of non-agricultural livelihood support such as entrepreneurship and microfinance.

⁸² UNHCR/RI/ACTED, Summary of 2017 Maban Post-Seeds Distribution Monitoring Report, p. 8

⁸³ WFP 2018 PDM data

⁸⁴ [Calculation based on an average of 0.5 feddan cultivated per household in 2017, an average output of 200kg per 0.5 feddan (minus 50% in pests and post-harvest losses) – therefore an average household of 5 people reaped a 100kg harvest which translates into 30% of the GFD over 4 months.]

⁸⁵ Action Africa Help International, Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, May 2018, p. 4. However, as indicated on page of the same report, because of other competing household needs, part of the produce is at times sold to raise income or bartered in exchange for other products/services, this reducing the consumption period below 3 months.

⁸⁶ UNHCR/RI/ACTED, Summary of 2017 Post-Harvest Data, p. 11

Animal husbandry

Animal ownership is a productive asset and a marker of wealth. One third of refugees in Maban own livestock which is being grazed either on land allocated within the camp, or in Sudan.⁸⁷ The vast majority of households in the Ajoung Thok and Pamir reported not owning cattle (92% in both camps), whilst small proportions in both camps reported owning chickens (17% in Ajoung Thok, 13% in Pamir).⁸⁸ Livestock ownership in Gorom was not an option for refugees due to security situation in the camp and likelihood of cattle being raided. Animal rearing is limited to poultry in Gorom (16% of HHs reportedly engaged in poultry rearing).⁸⁹ In Makpandu, where the communities in the camp are not traditionally pastoralists, about 10% of refugees own poultry and/or ruminants. As with other camps, assistance (mostly in the form of restocking) has often prioritised vulnerable women and other PSNs who have limited mobility.

While It was not established during the JAM that female headed HHs were also cattle owners; culturally it was noted that animals such as cows, donkeys and camels were mainly owned by women whereas small animals comprising goats, sheep and poultry was popular among women. Grazing-related tensions between refugees and host communities and complaints of cattle destroying crops of both refugees and host communities was reported. One of the JAM 2015 recommendations was to establish grazing land for refugees to prevent tensions. The 2018 JAM team learnt that refugee grazing areas were established but it appeared that some refugees were infringing this agreement. As part of the peaceful co-existence activities implemented by UNHCR and partners, joint livestock markets and slaughter slabs were established to support refugees and host community pastoral livelihoods in Maban. Joint trading promoted peaceful co-existence and mitigated livestock theft in the area. Limited access to veterinary services was also raised as a challenge during the JAM.

Marketing agricultural goods

The JAM was conducted during the lean season, when households have generally depleted their previous harvest reserves making it hard to observe any own-harvest sales. Surplus production by refugee farmers is limited as most are engaged in subsistence farming due to the various reasons cited in this report (issues of access to sufficient land, insecurity, limited access to additional seeds and tools, poor access to capital/loans to expand skills and earning potential). This greatly limits the potential to earn a living from farming. In Gorom, refugees reported that they occasionally sell their surplus harvests on the Juba (Konyo Konyo) market. The recent agricultural assessment in Gorom noted 85% of the harvest was consumed at household level and only 8% of harvests were sold.⁹⁰ In Maban, the 2017 seeds PDM indicated that an average of 96% of the harvests (92% for crops, 98% for vegetables) was consumed by refugees and only 4% was sold or used to pay off debts.⁹¹ Refugees reported having free access to markets and being subject to the same market taxes as host communities. The remote camp locations and insecurity along many of the roads to the markets was highlighted to act as a disincentive for refugees to market their produce.

⁸⁷ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 9

⁸⁸ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 13

⁸⁹ Action Africa Help International, Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, May 2018, p. 12.

⁹⁰ Action Africa Help International, Assessment of Agriculture Skills, Practices, Challenges and Assets in Gorom Refugee Camp, South Sudan, May 2018, p. 11.

⁹¹ UNHCR/RI/ACTED, Summary of 2017 Maban Post-Seeds Distribution Monitoring Report, p. 12

Off-farm income generation

The Government of South Sudan Refugee Act of 2012 recognise the right of refugees to seek employment. This is central to the ability of agencies to promote income generation among refugees and paves the way for future economic self-reliance through cash income.

Off-farm income generation is more limited than on-farm income earning opportunities. Off-farm income generation opportunities that refugees are engaged in include:

- Petty trade/market sales
- Alcohol brewing (this is considered the most profitable for female refugees)
- Bakeries and restaurants
- Carpentry, mechanics and other skilled manual jobs
- Selling firewood/charcoal
- Skilled work (teachers, nurses, NGO work etc.)
- Casual labour (construction, transport, daily worker for NGOs, brick making etc.)

Under the UNHCR Livelihoods strategy, many steps have been taken to increase the income-generating potential of refugees. Vocational and skill-based trainings, In-kind/cash start-up grants to establish micro-enterprises, small loans through VSLA schemes⁹² (with cumulated savings of 4 million SSP in Maban during 2018) have been offered in the past few years with a limited number of refugees targeted. However significant gaps remain which, if left unresolved, will continue to hinder the potential of refugees and host community in meeting food and nutrition needs through meaningful and sustainable income from off-farm ventures.

Findings from JAM suggest that the collection of firewood for sale continues to be the main source of income for refugees living in the camps, perpetuating a cycle of dependency on and destruction of natural resources which not only runs the risk of locking households in an endless circle of poverty but also deepens tensions between refugees and the host community. During the dry season in Maban, the sale of charcoal and firewood represented the greatest source of income (28.7%) among refugees. During the growing season this dropped to 15.5%.⁹³ Firewood collection is mainly carried out by women and girls. This economic activity exposes women and girls to risks of harassment, kidnapping and GBV. Crop cultivation is the second most common income earned during the cropping season. Some refugee camps aired security concerns over the distance to the farmland but still noted that does not stop them from going. Despite the perceived risks, refugees farm to eke a living. Agricultural and off farm casual labour appeared to be the dominant income earner among refugees. Off- farm labour is mostly available for those closest to larger markets while paid work on the farms is usually at the wealthier host community households' farms. In Gorom, insecurity (due to military presence around the camp) serves as a disincentive for refugees to start small businesses. The JAM found only 13 micro-enterprise stalls in the camp. Traders interviewed cited average earnings of 1000 - 2000SSP a day, but in a context where money and goods can easily be looted, it was deemed safer not to try and earn money.

Proximity to functioning markets has an impact on household income as seen⁹⁴ in Ajoung Thok, where the market is closely linked to the larger Yida market. 73% of households reported having a source of income in 2017, compared to 52% of refugees in Pamir. The main income earner in both camps was casual labour, followed by sale of firewood.⁹⁵ In Maban camps, selling firewood and charcoal was the most common source of income in Doro and Kaya, followed by

⁹² There are 91 VSLAs in operational in Maban and over 60 in Jam Jang.

⁹³ UNHCR/RI/ACTED, Summary of 2017 Post-Harvest Data, p. 13

⁹⁴ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p. 13

⁹⁵ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, pp. 13 and 14

crop cultivation. In Gendrassa and Yusuf Batil casual labour was the most common income earner, followed by crop cultivation in Gendrassa and firewood sale in Yusuf Batil.⁹⁶ For some camps, income-generating potential is negatively impacted by remoteness, far distance from large markets, widespread poverty and low purchasing power among the host community and refugees. However, the arrival of refugees cannot be overlooked as it has in itself had a positive impact on the local economies of the hosting areas through improved markets and increased in trade.⁹⁷

Although many refugees have received skills trainings through various NGO vocational training centres,⁹⁸ opportunities to utilise skills acquired is limited. It is not known how many graduates of vocational skills training schemes are regularly earning an income as a result of the various trainings over the years.⁹⁹ The JAM found that in several cases, the employment markets were already saturated and that skills gained were redundant as a result. This was especially noted in Makpandu, where refugees felt frustrated that graduates in auto mechanics, electrics and driving remained unemployed, whereas those who had graduated in masonry, carpentry and tailoring were able to earn a living. Literacy and numeracy were noted as skills which many refugees are lacking. Market and labour market assessments have been conducted over the course of the years (in Maban, Makpandu, and Jam Jang). This has informed skills-based trainings, however, many factors external to the trainings provided to refugees continue to hamper refugee efforts to earn a meaningful living from their new skills, most notably (as indicated in the 2017 ACTED market assessment for Maban) insecurity, lack of start-up capital, high inflation, poor road networks, lack of business creativity and innovation,, aid dependency, cultural (gendered) behaviours, difficulty in accessing raw materials/stock and unfavourable climatic conditions are factors that have contributed to limited capacity of skill based trainees to establish and sustain income generation.¹⁰⁰ UNHCR's ProGres database captures skill sets of refugees from country of origin but it needs to be updated to reflect acquired skills in country of asylum.

Many refugees in South Sudan have certificates from their countries of origin. In Makpandu it appeared that certificates from outside South Sudan were recognised, however in other camps this was not the case. In one camp the qualifications/certificates from East Africa were recognised but those from Sudan were not. It was noted as an impediment to work by refugees but the JAM team could not establish whether there was any recognised translation of certificates from outside the country.

There are very few micro-finance institutions in South Sudan and none in the vicinity of the camps. In the absence of access to formal credit and loans, some refugees cited borrowing from local traders and repaying with interest. Lack of access to loans / start-up capital is among the major challenges facing refugees wanting to venture into business. Livelihoods partners have provided both in-kind and cash grants for business start-up but the immense needs for entrepreneurship training as well as establishment of enterprises far exceeds the resources

⁹⁶ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 8

⁹⁷ Conflict and Cohesion in Maban: Towards Positive Refugee/Host Community Relations, Danish Refugee Council, March 2016, p. 17

⁹⁸ In Jam Jang, DRC is providing the following trainings: wood work, metal work, plumbing, masonry, micro enterprise development and literacy and numeracy skills training, as well as the provision of some small business start-up kits

⁹⁹ The UNHCR Livelihoods strategy document (2016, p. 13) provides the following figures for 2016: 22.6% graduates of vocational training assistance who could not find jobs after graduation or access start-ups to establish own businesses have resorted to farming. 37.7% remain unemployed, 20.7% are uncertified because they did not complete training.

¹⁰⁰ ACTED, Assessment of Business Problems and Opportunities, Maban County, Upper Nile State, June 2017, pp. 21-24

available. UNHCR through partners supports village savings and loans associations (VSLAs) aimed at increasing refugees' access to financial and social capital¹⁰¹. In Maban, a total of 91 Village Savings Loans Associations comprising 15 to 20 members each were established by the end of 2017. The total savings portfolio comprised approximately 4 million South Sudanese pounds and female composition averaged 80% of total members hence accrued benefits amounted to improved women financial inclusion. UNHCR through relevant partnerships should explore options of linking VSLAs to formal micro-finance institutes so that cumulated savings can be used as collateral for groups to access more financial capital through larger pools of funds. In addition to the VSLAs, the JAM noted that many refugees are involved in their own Rotating Savings and Credit Schemes (ROSCAs) that they actively participated in while they were in their country of origin (Sudan). These positive initiatives should be supported as an avenue to increase sustainable access to financial capital for persons of concern. UNHCR should engage and encourage relevant Micro Finance Institutions to consider opening branches near the camps to tap into the savings potential of refugees and host communities alike through tailor made financial products and services. Initiatives like Kiva¹⁰² could be shared with refugees to enable them to access loans.

It was not clear from the JAM, the extent to which the length of stay in South Sudan impacts positively on refugees' self-reliance. Based on the livelihoods findings, the refugees' location relative to livelihoods opportunities plays a crucial role in the potential for self-reliance, from access to fertile land, access to skills training centres and proximity to a functioning market. The current context of prevailing insecurity, compounded by on and off tensions, remains one of the greatest inhibitors of optimal self-reliance across all the refugee camps. The length of stay certainly increases a refugee's chances for education and vocational training but other factors mentioned above inhibit its full potential.

Key recommendations:

- CRA, UNHCR and partners to negotiate for additional agriculture land closer to the camps, in consultation with the host community to mitigate future land use conflicts that may arise. Livelihood partners to support tillage of available land to increase access to cultivable land for refugees, internally displaced person and vulnerable host community
- UNHCR and WFP to strengthen nutrition-sensitive agriculture production and productivity to promote food and nutrition security.
- Value-addition including drying of locally produced vegetables and fruits to be piloted under agri-nutrition interventions, to not only promote access to nutrient-dense vegetables and fruits throughout the year but also encourage sale of surplus for cash income. To ensure efficient use and planning of available water for irrigation; quantification of the amount of water required for vegetable production throughout the year to be carried out.

¹⁰¹ a savings-led micro-finance approach where the poor "unbanked" in rural communities self-select to establish a group to save and lend out the accumulated savings to each other

¹⁰² Kiva launched the [World Refugee Fund](#) in 2017 to mobilize our lenders to support refugees and IDPs, as well as the communities hosting them. After lending over \$3m to refugees in 2017, Kiva expects to deploy over \$6m in loans to refugees and IDPs in 2018.

- UNHCR and WFP to partner with relevant actors like (FAO) to support integrated pest and disease management practices, strengthen training on sustainable farming/gardening practices as well as effective post-harvest management to minimise post-harvest losses
- UNHCR, WFP and partners to establish a structured post-harvest monitoring system that captures seasonal information on refugee areas under cultivation and harvest estimates. This will allow for a better understanding of refugees' agricultural potential, output and challenges that could inform practical solutions for strengthening production and productivity among refugees as well as host community farmers.
- Livelihood partners to engage with formal micro-finance institutions to fill some of the gaps in access to financial services and promote financial inclusion of refugees as well as host community
- Livelihood partners to expand access to entrepreneurship opportunities, strengthen market linkages between refugees and local market actors as well as explore feasibility of implementing market support interventions relevant for food and nutrition security

ENERGY AND ENVIRONMENT

Refugees and surrounding host communities depend on the availability and access to forests and natural resources for their livelihoods. All the food provided in the GFD must be cooked prior to consumption, shelters constructed using wood and grass and incomes generated through exploitation of forest resources. While the needs across the camps may be similar, the contexts in which refugee camps are situated in South Sudan are not as similar.

Cooking fuel is not provided for refugees in South Sudan. They are therefore responsible for sourcing it. The main source of cooking fuel among refugees is firewood, either collected in the forest or purchased in the market. 97% of refugees in Maban use firewood as their primary cooking fuel.¹⁰³ The next most common source of fuel is charcoal, made locally and also purchased from the market. Findings from the JAM suggest that incomes at the household level are a determining factor in whether a family will use wood or charcoal, the latter being widely acknowledged as a better fuel for cooking that is beyond the affordable reach of a majority of refugee households.

Deforestation in and around the refugee camps continues to increase. It is estimated that refugees in Maban, consume about 1.8kg/person/day of firewood.¹⁰⁴ This translates to 94,600 metric tonnes of firewood for the 140,000 refugees living across the four camps alone, without considering the fuel needs of the surrounding host communities or the firewood used in the production of charcoal in the areas. A forest mapping and inventory was conducted in Maban and Pariang Counties in 2014, however, no update has been provided since then to establish the state of the forest following four years of extensive firewood collection and charcoal making, and an increase in population (refugee and host communities, as well as IDPs) and whether the estimated 1.8kg/p/d remains the average fuel consumption.¹⁰⁵

¹⁰³ REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment (MSNA), Doro, Yusuf Batil, Kaya and Gendrassa refugee camps, Maban County, December 2017.

¹⁰⁴ The joint environmental mission (UNHCR, UNEP, OCHA, and RSS 2012) as cited in UNHCR-UNEP Concept Note on Forest-Based Livelihoods, June 2015. Larger families are likely to use less wood per capital due to economies of scale

¹⁰⁵ The Forest mapping and inventory Report part B (2014) refers to the diminishing firewood consumption among Rwandan refugees in Benaco camp in Kagera Region, Tanzania in 1994, which was initially about 2.7kg/person/day, dropping to 1.6kg two years later, due to the decreasing wood resources in the vicinity of the camp, the use of fuel efficient clay stoves and the application of energy-saving practices, Dr Urs Bloesch, 2014

Figure 12: Deforestation in Kaya Camp, Maban County



Source: JAM team member

Deforestation is further aggravated by charcoal making in the areas surrounding the camps. This is a lucrative business which both refugee and host community members (dominated by men and the women at a medium and small scale) are engaged in, sometimes jointly, despite local authorities prohibiting refugees from making charcoal.¹⁰⁶ The majority of charcoal produced around the camps is not made for the refugee population as it is expensive to buy compared with the free firewood that can be found in the forest. While some does make it to the markets in the refugee camps, most charcoal is transported out of the refugee areas to larger towns (to serve the military and populations of larger towns) as well as across the borders into Sudan from the northern camps.

The production of charcoal is largely unregulated, owing in part to limited capacity at the local government level to enforce policy and lucrative profit that can be made in an unregulated trade. Refugees interviewed during the JAM who openly engaged in charcoal making (often in partnership with host community members) reported being 'taxed' per bag. Approximately 300SSP was charged for a large bag of charcoal when entering the refugee camps. This cost is then factored into the price thus borne by the end user. Charcoal making is perhaps the biggest environmental problem in the refugee settings in South Sudan and, if left unregulated, will lead to further deforestation and possibly higher tensions between the different communities relying on the same, stressed environment.

¹⁰⁶ Joint (UNHCR, UNEP, OCHA, Government of South Sudan) Mission Report, Maban Camps, Upper Nile State, 16 to 22 November 2012, p.2

Figure 13: Charcoal making in Kaya, Maban County



Source: JAM team member

As is traditional across many parts of the world, the responsibility of collecting firewood usually falls on women and girls who reported walking for several hours from the camps in search of firewood, several times a week depending on the size of the household. Observations during the JAM noted lack of firewood storage points at the household level, indicating a high frequency of movement to firewood collection sites. As the 'band' of deforestation widens around the camp, so does the length of time it takes to collect firewood (refugees interviewed in Ajoung Thok cited 6-hour round trips several times a week and up to 8 hours for refugees in Yusuf Batil).¹⁰⁷ Not only does the time used to collect firewood place additional burdens on women who must also typically cook and collect water for the family but also limits capacity of women to engage in income generating activities. Children (especially the girl child) find it difficult to attend school regularly owing to the gender roles they have to undertake, including firewood collection which exposes women and children to the threat of SGBV.

Tension between the host and refugee communities over the use of natural resources was noted throughout the JAM, albeit less in Makpandu which is a smaller camp and situated in a dense forest where degradation is less apparent than in the northern camps and where refugees are not traditionally cattle-keepers. In Maban, tensions around firewood collection was one of the main concerns for the refugee population,¹⁰⁸ which is heightened in part due to the refugee population being roughly four times as big as the host community. Women and children are especially exposed to these threats whilst venturing further into the forests alone in search of firewood, but also this was reported among refugee men and boys who graze cattle in the areas surrounding Maban camps. Refugees interviewed in all camps reported sexual and gender-based violence towards women as the main risk associated with firewood collection. Over the past few years several rape cases have been reported and firewood collection patterns appear to be changing as a result in Maban, where a recent MSNA reported that men are increasingly engaged in this activity due to fear of the above attacks.¹⁰⁹ This then exposes

¹⁰⁷ Respondents in FGDs in Yusuf Batil claimed to travel as far as Subet near Kaya in search of firewood, due to the extensive deforestation around Yusuf Batil. This corresponds with data in the 2017 UNHCR/REACH MSNA Factsheet for Maban which indicates that 45.5% of Maban refugees spend 1-3 hours per day collecting fuel; 31% spend 3-6 hours per day; and 11.5% spend over 6 hours per day. 42% of refugees in Yusuf Batil spend 3-6 hours per day gathering fuel and 25% spend over 6 hours a day.

¹⁰⁸ REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment (MSNA), Doro, Yusuf Batil, Kaya and Gendrassa refugee camps, Maban County, December 2017, p.13.

¹⁰⁹ REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment (MSNA), Doro, Yusuf Batil, Kaya and Gendrassa refugee camps, Maban County, December 2017, p.3.

men and boys to the risk of physical harm as the nature of gender based violence against men and boys in conflict setting manifests as killings and forced recruitment. JAM findings in Kaya, Maban suggest that women are more frequently moving in groups to collect firewood. This was also being practiced in Pamir.¹¹⁰ Heightened tensions between the two communities restrict opportunities to pursue alternative livelihood activities less dependent on natural resources, which negatively impacts household food security.¹¹¹

As collection of firewood remains the main source of livelihood for refugees,¹¹² it is likely that tensions will continue to deepen between the two communities if effective Natural Resource Management (NRM) initiatives are not established as a priority in the camps, along with the introduction of alternative sources of fuels as well as sustainable income generating activities that would minimise uncontrolled depletion of the forest resources as the most viable source of income for refugees and host communities. While animal grazing did not come out strongly during the JAM as a cause of tension between refugees and host communities, secondary data suggests that this also contributed significantly to natural resource depletion further complicating security and protection issues noted above. Refugees interviewed in Ajoung Thok mentioned that in 2016 and 2017 there were frequent insecurity-related incidences reported in relation to access fire wood, but that since March 2018 the security situation had improved. This was attributed to continuous peaceful co-existence interventions for both refugees and the host community by agencies working in Ajoung Thok and the County authorities.

Figure 14: Refugee couple (woman and man) collecting wood for fuel, Kaya, Maban County



Source: JAM team member

Refugees in all locations interviewed by the JAM reported increasingly having to buy firewood and/or charcoal due to the limited availability of firewood in the forests or limited access to it due to insecurity. With limited incomes available to refugees, part of the GFD ration is sometimes sold in order to enable the remainder to be cooked. The cost of charcoal varied enormously across the refugee camp locations, ranging from 400SSP per 50kg bag in Maban, 750SSP in Ajoung Thok, 1200SSP in Makpandu, to 2000SSP in Gorom, making the cost of cooking the ration more expensive the closer refugees are to large urban centres. It was also reported during the JAM fieldwork that the elderly and/or those with walking difficulties limit their collection to small pieces of wood that can be found in the camps or rely on support from family members and neighbours when there is no firewood in the house particularly those who have no family support.

¹¹⁰ WFP Gender and Protection Case Study, Yida Field Office, February 2018.

¹¹¹ UNHCR Maban Refugee Operation AGDM Findings from 25-28 January, 2016

¹¹² UNHCR-UNEP Concept Note On Forest-Based Livelihoods, June 2015

Similarly, child headed households in Ajoung Thok reported that it was hard to study in the day and keep up with the demands for fetching firewood. Absenteeism from school to fetch firewood was reported during the JAM under other groups too. In addition, concerns were raised over the lack of tools among refugees in Ajoung Thok for cutting firewood. This limits the collection to small branches that are easy to snap off, or deadwood found lying on the ground, rather than enabling refugees to access the larger deadwood in the camps and surrounding area which is mostly from longer-burning hardwood. Any introduction of cutting tools, should go hand in hand with environmental initiatives such as allocated firewood harvesting zones or the operationalisation of forest protection by-laws to minimise the already accelerated depletion of trees for cooking fuel.

Efforts have been made by UNHCR the local government, agencies and partners working in the refugee camps to reduce forest depletion and to quell resource-related conflicts. In each of the locations visited by the JAM team, partners were promoting reforestation through the raising of tree seedlings in nurseries. These are mostly managed by community-based groups/environmental committees as well as tree seedling nursery groups. The seedling are distributed at the refugee household level, and include fruit trees. Survival rates were noted to have been poor (50% in Ajoung Thok). In addition, across all camps, land has been allocated in the host community specifically for planting of woodlots to mitigate tensions and to start planning for the future. In Maban, the JAM team learned that the local Balanite trees are marked and refugees sensitised against cutting this tree species as it has particular cultural, economic and ecological importance among the Mabanese. In Ajoung Thok, tree marking was also carried out by the environmental committees.

In most areas where camps are located the local government forestry departments lack the physical and technical capacity with which to carry out their role fully. Environmental committees within the refugee and host communities should be strengthened to ensure day-to-day monitoring and sensitisation on environmental issues. The Ministry of Environment and Forestry is in the process of enacting the national environment policy 2015-2025 in the South Sudan parliament which will provide the basis of the formation of environmental protection management laws.

Since 2016, UNHCR has been implementing interventions outlined in the 2016-2019 draft SAFE strategy. The interventions aim to strengthen protection against SGBV and build peaceful co-existence between refugees and the host communities. Strategic objectives include:

- Integrate energy into emergency preparedness and response planning
- Improve household access to appropriate energy and fuel technologies for cooking and lighting
- Improve institutional access to appropriate energy technologies
- Establish and support participatory community-based forestry programmes with refugees and host communities
- Technical capacity building in the context of environmental and energy management
- Engagement of Government (Ministry of Environment and Forestry), together with partners, in advocacy for energy and environmental integration in local policies and practices

The implementation of this strategy has been slow due to limited coordination, absence of UN and/or development agencies for environment and natural resource projects in the refugee hosting areas coupled with extremely weak or non-existing government capacity to tackle environmental issues associated displacement. The refugee locations have limited government forest/environment administration institutions, technical and physical capacities. This has in turn affected the development of camp-specific environmental and energy priorities and plans.

Insecurity and vandalism have also affected the smooth running of the initiated projects (e.g. theft of solar lights).

Observations during the JAM suggest very few fuel-efficient cooking methods are used, except for extinguishing fires with water after cooking to conserve fuel. Refugees interviewed did not pre-soak beans and pulses to reduce the cooking time. Cereals were milled, which considerably reduced the cooking time required, although not all the money intended for milling was being used to that end. Refugees who could not afford to mill their grain and were not receiving milling assistance reported eating whole grain sorghum or hand broken maize as a result, both of which require longer cooking time. There was no evidence of refugees using lids for their pans during the JAM. Most refugees interviewed during the JAM were still using the kitchen sets provided by agencies on arrival. Refugees interviewed in Makpandu reported that some of these were issued as long ago as 2008. The large family sizes highlighted that the size and quantity of cooking pots provided was insufficient.

The team noted that different foods were cooked on different stove types using, on occasion, different fuel. In Yusuf Batil, refugees interviewed cited using charcoal for boiling tea and cooking *kisra*, while *asida*/posho was cooked on open three stone wood fires. The majority of refugees use locally-made cooking stoves or the three-stone cooking method, the latter being perhaps the least fuel-effective of all cooking methods. There have been various energy-saving stove interventions over the years in the refugee camp/settlements, but the uptake appears to have been relatively weak. Issues around ill-suitability of stove sizes compared to HH sizes and pot sizes as well as stability issues to allow stirring, ill-suitability of fuel needed due to charcoal being too costly, stoves being spoiled too quickly, stoves not matching women cooking experience were raised. Targeting was mainly aimed at PSNs who noted they had limited access to an income to buy charcoal, the fuel needed to utilise the energy-saving stoves.

Better understanding of the exact needs and uses of already-distributed stoves needs to be established to ensure that any future assistance in this sector is locally-suitable and useable (including a consideration of the right fuel type and suitability for food cooked, the right safety features, the cost of maintenance, the portability etc.). Furthermore, the JAM identified available capacity at local level that can manufacture locally-appropriate stoves. This could be exploited as a livelihood intervention.

Cooking on open fires is not only an environmental concern but also a public health concern, and one that affects women and young children more due to the customary norms bestowed on women as cooks and carers of children. Smoke is a key cause of indoor air pollution and inhalation can result in respiratory diseases. This is either from indoor cooking or the use of diesel-powered lighting devices. Respiratory tract infections (RTI) are the leading morbidity among refugees in South Sudan, representing 36% of all morbidities.¹¹³ While the causes of RTIs can be multifactorial (poor breastfeeding, over-crowded living conditions, malnutrition among others), breathing toxic smoke is also a factor. Through camp-based observations, the JAM noted that most households cook outdoors, however, the JAM did not take place during rainy days thus could not ascertain what happens when there are downpours. Certainly, the smaller and more portable stoves can be brought indoors during the rains.

Household and camp-level lighting was assessed during the JAM and found to be largely insufficient. Efforts have been made by UNHCR and partners in each camp to solarise the institutions and to reduce the carbon foot-print of the refugee operation with up to 40% of all boreholes in the refugee operation of South Sudan being solarised. The JAM learned that all

¹¹³ UNHCR 2017 Public Health Report

institutions in Gorom camp were running on solar energy. The plan has been to extend this to street lighting, however, this has been a challenge due to vandalism of solar installations at camp level. Vandalism has been reported in Ajoung Thok and Maban. Of note is that in the highly militarised surroundings of the camps, these thefts are not always attributable to refugees. In Gorom, despite the installation of 34 public solar street lamps, the need for improved lighting to cover various insecurity hotspots across the camp was highlighted. The locations of these lamps should be decided upon in consultation with the refugee community in order to reduce insecurity at night time. Across the camps, the JAM found the household lighting assistance to be minimal, with only very few solar lamps distributed to mostly PSNs. Without sufficient household lighting, children cannot complete their homework; refugees interviewed in Maban cited using locally-made diesel lamps for lighting. While solarisation of camps is cheaper and more environmentally sustainable in the long run, it is essential to ensure regular training on solar equipment repair among the refugee community to ensure sustainability and cost-effectiveness.

The JAM 2015 recommended scaling up strategies aimed at keeping per capita consumption of fuel low, through training, dissemination and use of fuel-efficient, energy-saving stoves and technologies, as well as the provision of utensils to reduce energy loss during food preparation. While efforts have been made by partners to this end, they have been limited due to funding shortfalls and the emergency responses demanded of all partners working in the camps. This JAM recommends extending the same recommendations into the next JPA and ensuring the mainstreaming of environmental and energy issues into all projects in the camp, given how reliant the communities in and out of the camps are on the surrounding environment and also given the extent to which NRM-related insecurity and protection issues affect almost everyone in the camps and the vulnerability of the ecosystems within which refugee camps are mostly situated in South Sudan.

Key recommendations:

- UNHCR to consider hiring environmental officers for each camp to ensure the mainstreaming of NRM/SAFE strategy and to assist in camp-wide coordination of environmental activities.
- UNHCR and partners to carry out follow up environmental impact assessments to get the updated situation,
- UNHCR and partners to get the updated wood utilisation rate Vis a Vis rate of replenishment required post which an updated strategy establishing sustainable firewood collection methods should be put in place through measures such as establishing woodlots.
- UNHCR and partners to review the utilisation of already produced and distributed stoves and address challenges noted.
- In line with the SAFE strategy, a prototype for sustainable, cheap, useable fuel-efficient stove (wood fuel) should be adapted from the locally-available types including the skills and labour for its production.
- UNHCR and WFP to explore the possibility of the use of fuel-efficient and environmentally-friendly non-wood/charcoal cooking fuels, such as briquettes once the overview of fuel needs is established. A percentage benchmark of alternative fuels targeting PSNs can be agreed on as a pilot.
- UNHCR to establish the household and camp level lighting requirements and develop a support strategy
- UNHCR to engage UNEP to provide capacity support to the local government on environment and energy management at the county level.

Refugees in South Sudan are at risk of heightened protection violations by virtue of their refugee status, especially girls and women. In response to the insecurity reality and related protection risks in South Sudan, this year's JAM had a team dedicated to assessing protection issues. Of note is that protection findings also feature throughout this report under the different headings they relate to. The 2017 MNSA for Maban and Jamjang camps indicated that access to food was the greatest challenge for refugees indicating high dependence on humanitarian assistance. The JAM findings echo the challenge of insufficient access to food and highlights that this is further compounded, in all camps visited, by the prevailing insecurity in South Sudan and most-importantly in and immediately surrounding the camps.

Insecurity and its consequences

Insecurity affects every aspect of both refugee lives in South Sudan as well as every aspect of humanitarian agency programming in South Sudan.¹¹⁴ The civil war has led to widespread poverty among the people of South Sudan, including its armed forces. The remoteness of refugee camps and the services provided within have are a pull-factor for host communities, IDPs and soldiers. The presence of combatants and armed elements in and around refugee camps remains a major protection concern, especially in Unity and Upper Nile, with its associated risks related to physical safety of refugees, SGBV, child protection and forced recruitment.¹¹⁵

Gorom refugee camp is surrounded by three SPLM army barracks. Maban camps have SPLM, Mabanese Defence Force, SPLM-IO and SPLA-N soldiers in the vicinity. Makpandu is in a remote, rebel (SPLM-IO) held area. The civilian nature of the camps where refugees seek asylum and protection is also largely compromised by the presence of combatants. In Gorom, refugees reported feeling unsafe and noted the available police protection was insufficient. This was reported to be due to the ease with which the military enter the camp and take food from their market stalls without payment as there is no perimeter fence for the camp.¹¹⁶ Any activity that possibly increases the economic potential of the camp residents was considered as a potential threat (including business and livestock keeping) due to the risk of looting and harassment by armed groups and/or the military. Women interviewed in Gorom reported having to move in large groups to perform necessary activities near the camp boundaries, such as grinding maize and firewood collection, due to the fear of harassment and rape outside of the camp. The FGDs revealed that refugee leaders had also adopted an 8pm curfew and established a refugee/host community-based protection team to act as a watchdog that reports any cases of harassment, child abuse and any other protection risks to UNHCR. This team is often the first point of contact for refugees to report incidences which can then be further investigated by UNHCR and the protection partner to develop suitable solutions. Refugees in Makpandu reported a significant increase in market prices as a result of limited goods coming from the Yambio market due to insecurity along the road. The militarised character of the camps, contributes to the prevalence of arms which can result in their improper use. Current efforts in regard to ensuring the civilian and humanitarian character of asylum in place include the provisions on combatants under the regulations adopted in 2017 to

¹¹⁴ In July 2018 humanitarian aid workers and facilities were also targeted in Bunj, Maban. <https://reliefweb.int/report/south-sudan/south-sudan-humanitarian-coordinator-condemns-attacks-aid-workers-facilities>

¹¹⁵ UNHCR Country Operation Plan 2019

¹¹⁶ Refugees in Gorom have started planting a green/live fence for the camp

the 2012 Refugee Act, Chapter IV, (32). Pursuant to these provisions, UNHCR proposed the drafting of SOPs on identification and processing of combatants to CRA in 2017.

Refugees also grapple with a precarious security situation as a result of fragile relations with host communities in several camps. Refugee leaders interviewed in Jamjang noted that while the security situation seemed better than in 2016/17 but occasional tensions arise. As noted under the WASH section of this report, tensions between the two groups have been reported at some of the shared water points, farm lands and firewood collection sites. The tensions between refugees and host communities was noted to result in perceived risks and at times real assault and SGBV especially for girls and women who are responsible for firewood collection. It has also acted as a disincentive for some refugees from farming land that is a distance away from the refugee camps.

In response to tensions between refugees and host communities, under priority IV of the refugee protection strategy (Peaceful coexistence of refugee and host communities), UNHCR and partners ensure, among other initiatives, the targeted assistance of both communities for all its programming.¹¹⁷ In Makpandu, refugee/host community relations were reported to the JAM as being mostly amicable. This is largely due to the fact that most of the refugee population belong to the same ethnic groups (Azande) that straddles South Sudan, DRC and CAR. Refugees interviewed also cited the fact that many of the South Sudanese in that area had at some time in the past been refugees in their country thus the reciprocal relationship between the two groups. The groups share a language, culture as well as common social services like schools, health facilities and water points.

Internal, camp-level conflicts have also affected the lives of thousands of refugees in South Sudan. In May 2017, fighting that broke out in Blue Nile State of Sudan as a result of a political split in SPLA-N resulted immediately into fighting among refugees in Maban, along ethnic lines (Ingasana vs. Uduk). There were many casualties and many people have still not been accounted for. Following the conflict, UNHCR had to separate refugees; the Uduk and other ethnic minorities now live in Doro camp and the Ingasana live in the other three camps. Some ethnically-mixed families have been split as a consequence, along with ration cards and NFI entitlements. This placed additional financial burden on the operation. Since the May 2017 conflict, refugees from Gendrassa, Kaya and Yusuf Batil reported no longer feel safe going anywhere near Doro camp.¹¹⁸ This is likely to limit them accessing any livelihood opportunities that would require movement along this area.

Insecurity has led to limited access to some camps on several occasions for humanitarian organisations. During the Maban clashes in 2016 and 2017, access was extremely limited, impeding the continuation of many programmes accessed by both refugees and host communities. The road between Makpandu and Yambio has experienced several violent attacks and kidnappings over the past few years, one such incident targeting a partner. A similar incidence affecting one of the partners occurred along the road to Gorom in 2017. Access to these locations during heightened insecurity gets limited to when UNMISS force protection (Makpandu) or CRA escorts (Gorom) is available. This severely affects program

¹¹⁷ UNHCR's Peaceful Coexistence of refugee and host communities programming includes: i) refugee and host community members have access to common infrastructure facilities, ii) peace committees of refugee and host community members/leaders are established and supported iii) a coordinated agreement on the use of natural resources, e.g. land, firewood and v) public information and awareness activities are put in place to promote peaceful coexistence of refugees and host communities.

¹¹⁸ REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment (MSNA), Doro, Yusuf Batil, Kaya and Gendrassa refugee camps, Maban County, December 2017.

implementation and monitoring due to the restricted number of visits to these locations. It also creates fear among the refugee camp/settlement's residents.¹¹⁹ In both Makpandu and Gorom, the JAM team had only 3 hours in which to collect the data used for this assessment as a result of the security situation. In June 2018 refugees in Makpandu received neither their in-kind assistance nor their CBT as a result of insecurity. Continuous registration of new arrivals, new-borns and replacement of lost cards is also affected by the insecurity. Infrequent/no food/cash distributions coupled with limited access to Yambio market, a poor selection (at inflated prices) of goods on Makpandu market and limited access to secondary health services in Yambio poses a tangible food security, nutrition and health risk to refugees in Makpandu.

With the very fluid security and access situation, it is important for agencies and partners to consider equally fluid entitlement provisions to ensure the refugees have access to the food and health care services they require in the remote locations like Makpandu.

Land-related conflicts

Access to land is refugees' second life-line after the GFD in South Sudan, enabling them to grow additional food for consumption and sell surplus produce. Land is negotiated with host communities on behalf of refugees by the CRA and UNHCR. Some refugees in Makpandu, Gorom and Pamir reported having negotiated with the host community to buy or lease land. Issues around the use of the UNHCR/CRA land included the host community reclaiming the land in some cases. In Pamir, refugee leaders interviewed reported that host community members often came to reclaim the land given to the refugees for farming in order to graze their cattle, during cultivation season (the land allegedly being former cattle-grazing land), serving as a disincentive for them to cultivate. Failure to properly inform all involved community members on land allocation can easily spark conflicts and it is essential that CRA and UNHCR find workable solutions to ensure that messages are correctly transmitted to all the relevant stakeholders.

SGBV

For many refugee women and girls living in South Sudan, sexual and gender-based violence is a real threat. SGBV results from deeply rooted, pervasive and harmful gender inequalities both at country of origin and in South Sudan. This is further heightened by poverty and limited livelihood opportunities, insufficient nearby access to firewood and land, poor camp-level lighting and militarisation of the camps and surrounding areas. An example of the extent to which this is an issue can be drawn from 2017/8 Makpandu report. In 2017 a total of 110¹²⁰ cases were reported. These included, 52 physical assaults, 41 cases of emotional abuse, 11 rape cases, 4 denial of resources and 2 cases of sexual assaults. From January to April 2018 45 SGBV cases and 12 child protection cases were reported and supported. In Gorom, three rape cases were reported in relation to firewood collection in 2016 and 2017. Refugees in Gorom reported that as a coping mechanism only the elderly women went deep into the bush to collect firewood while those that can afford buy firewood or charcoal from the host community rather than venture past the barracks.

Limited proper criminal justice system (absence of proper arrests and detentions of the criminals/perpetrators and criminal investigation, not only limited to SGBV) across the refugee

¹¹⁹ Camp leaders in Makpandu expressed great fear and frustration over the situation in their camp of asylum due to the situation of insecurity in which they reside currently and requested that if the situation could not be improved and their lives made safer, that they would prefer to return to DRC.

¹²⁰ Figures provided by UNHCR field office, Yambio

camps and at the state level was noted as perpetuating impunity both inside and outside of the camps. Furthermore, the lack of awareness on the judicial rights among refugee communities deters them from reporting incidents through proper channels.¹²¹ Low rates of reporting is also attributed to the fact that GBV is often normalised by all genders and segments of the society as a result of the gender inequalities which thrive on limited knowledge of, women and girls' basic human rights including the right to safety, security and dignity. As a result of awareness-raising sessions among refugees in all four camps in the Maban, the number of SGBV reported cases to the police and CRA have increased and court procedures initiated in 2018. Child marriage is widespread and was reported as one of the greatest protection risks across all the refugee camps. This cultural practice is a form of gender-based violence and a gross violation of the human rights of children, particularly girls and contravenes the state laws of South Sudan, where the legal age of marriage is 18 years. Many girls are betrothed at birth, whereas for others marriage is a way for a rape case to be reversed and 'legitimised' by the perpetrator and the girl's family. Widespread poverty continues to make under-aged girls a source of revenue for the family and some child marriages are likely a result of a monetary/asset-based transaction. As noted in the education section of this report, under-aged pregnancy causes girls to drop out of school with the probability of the girl continuing her education after giving birth being unlikely. Lack of parental guidance/advice to the girls was noted as one of the aspects leading to early pregnancy,¹²² as well as their limited understanding of the importance of girls' education.¹²³

Persons with Specific Needs (PSNs) and the elderly

Social support networks that existed in the countries of origin were noted to have weakened as a result of displacement.¹²⁴ Refugees reported limited capacity and willingness to assist each other in a context where everyone struggles to sustain his/her own family. This is most obvious among PSNs and elderly refugees, where community assistance is often replaced by agencies/partners. This could in part be fuelling the disengagement with these groups. PSNs¹²⁵ (who number just over 24,000 across the refugee programme) and the elderly are among the most vulnerable people in the camps. They incurred the same ration cuts as all other refugees, irrespective of their vulnerability. The JAM noted that their ability to substitute the missing 30% is quite often impossible.

PSNs and the elderly reported often facing difficulties in terms of accessing the food distribution sites and transporting and their rations home. Some highlighted that they sell part of their ration to pay someone to carry it home. Under the UNHCR SOPs for continuous registration linked to food distribution monitoring and food distribution processes expected PSN support mechanisms including GFD transportation to the household and prioritisation is included. Investigation to find out why some of the cases are not supported should be carried out. A likely reason from the data analysis was the lack of an updated PSN list. In Makpandu refugees reported a well-organised community mechanism that assists PSNs to transport the GFD ration from the FDP to their respective homes, including assistance by incentive workers

¹²¹ UNHCR, Updated Prioritisation Report on Participatory Assessment, February 2018, p. 3

¹²² UNHCR/WVI Participatory Assessment Report 2017, UNHCR Field Office Yambio, p. 5

¹²³ UNHCR, Updated Prioritisation Report on Participatory Assessment, February 2018, p. 3

¹²⁴ These findings are echoed in a recent report by the Humanitarian Policy Group and Help Age International that examines the impact of conflict and displacement among older South Sudanese, Older People in Emergencies: falling through the cracks of emergency responses, Veronique Barbelet, July 2018.

¹²⁵ PSN criteria includes the following: Child at risk, Disability, Family unity, Older person at risk, Serious medical condition, SGBV, Single parent, Specific legal and physical protection needs, Torture, Unaccompanied or separated child and Woman at risk. The Largest category is unaccompanied or separated children, followed by women at risk, then single parents.

community mobilisers. Similarly, in Jamjang camps, community-outreach volunteers systematically carry food for the identified PSNs in need of such support.

The most viable livelihood option for most refugees is farming and limited IGA opportunities. Many PSNs and the elderly do not engage in meaningful agriculture owing to labour constraints. Elderly refugees in Gorom reported that they were not involved in any camp-based IGA initiatives. Some PSNs and elderly mentioned having the capacity to earn an income through small businesses and highlighted the need for targeting to look at capacity rather than age in their case. This was based on their perception as targeting was noted by the livelihood actors, to be based on the needs assessment outcome, refugee interest and technical capacity and the limited opportunities meant only a specific proportion of refugees could be targeted. To fill the labour constraint gap in Maban PSNs with capacity to farm but had no access to labour were assisted with tractor tillage to open cultivatable land. The on-going verification exercise in the camps will help to update the PSN vulnerabilities, however this needs to be continuously done as their conditions are not necessarily static/permanent. If regular updating is not carried out, some refugees are likely to miss out on the PSN targeted assistance while others may be receive assistance they are not entitled to. In Jamjang, older persons committees are in place and continuously look into issues that affect older persons. For the elderly, the JAM recommends conducting a multi-sectoral gender-sensitive study to identify the constraints they face and opportunities in place or can be put in place to ensure their vulnerabilities are taken care of. The study should also assess their nutritional status. From this study, needs-specific adaptations to programmes should be considered.

Particular concerns were raised during the JAM about the provision of shelter assistance for PSNs. UNHCR's shelter programme across the camps has benefitted many PSNs through the construction of semi-permanent homes made of mud bricks. The JAM noted the need for regular maintenance/upgrading of these structures due to the wear and tear from the harsh climatic conditions in some camps. Seasonal shelter status monitoring and documentation would be necessary to quantify needs as they arise and plan for action. The PA for Maban highlighted the fact that some PSN caregivers took advantage of the PSNs by using the special assistance provided to them for their own gain. This should be monitored and remedied. For People Living with Disabilities (PLWD) the above-mentioned challenges apply in addition to social stigma and limited/no access to schools. Each of the camp/settlement visited noted disabled children were not attending school. It was also noted that in the majority of camps teachers had not received specific training on teaching disabled children and how to deal with mixed able/disable classrooms and where training was provided the utilisation was not in place as most disabled children remained out of school.

Youth

Issues specific to youth did not come out during the JAM, most likely as there were few youth FGDs. Background information suggests that some youth have become major parties to or instigators of conflicts in the camps, largely as a result of poverty, insufficient secondary education, socio-economic/recreational activities as well as limited livelihoods activities.¹²⁶ Excessive alcohol consumption, drug abuse and high rates of underage pregnancy among idle youth was reported in Makpandu. The Maban 2017 Participatory Assessment highlights youth vulnerability to both voluntary and forced recruitment and the use of negative coping mechanisms to survive in their country of asylum. Because of this, youth are often involved in

¹²⁶ Several trainings at the VTCs in the camps target youth especially, however, the numbers of youths far outstrip the places offered.

criminal activities including thefts and substance abuse.¹²⁷ Youth-centred initiatives such as formal and vocational education, sport activities, business skills training and support, and GBV youth targeted programmes exist but youth numbers outstrip the places available. To understand more about the dynamics among refugee youth in the Maban camps, 80 youth from all the four camps were involved in a consultative workshop in July 2018 aimed at identifying their challenges, and possible solutions. The findings will help child and youth protection partners to develop a youth engagement strategy from 2018 and beyond. This will allow the youth to be able to use their own initiatives to bring positive changes to their communities.

Key recommendations:

- The CRA should negotiate with the army commanders surrounding the camps to prevent soldier movement within the camp to reinforce the civilian nature of the areas and with the local government to agree for police points to control armed elements for those who enter the camps. Final food Distribution Points (FDPs) should be cordoned off to prevent non-beneficiary access during distributions.
- Agencies to continue advocating against forced/child marriage and to sensitise community leaders and parents on girls' rights and the legal age of marriage in South Sudan.
- UNHCR, in coordination with CRA, local authorities and UNDP to continue advocating with the Judiciary particularly the Chief Justice's Office and the Ministry of Justice for the re-establishment of statutory courts in refugee-hosting areas to enhance access to justice.
- UNHCR should ensure continuous up-to-date sharable PSN vulnerability database is in place to ensure suitable programmes are developed based on the actual target population
- UNHCR and WFP to conduct a multi-sectoral study into the challenges, capacities and opportunities for elderly refugees in the camps (including nutritional requirements, shelter needs, additional support requirements, income generation opportunities etc). From this study, needs-specific adaptations to programmes should be developed.

EDUCATION

There is a direct link between literacy rates and nutrition levels.¹²⁸ In light of this, the retention of particularly girls in education is of paramount importance. Education for refugee children is an integral part of refugee protection and eventual livelihood opportunity likely to contribute to their durable solutions. All schooling in South Sudan is carried out using the national curriculum which is in English.

In 2018, 48,067 refugee learners were enrolled into the schools in Maban, Jamjang, Gorom and Makpandu. Of these 44,463 [24,172 boys (54%) and 20,291 girls (46%)] were enrolled into the primary schools and 3,604 learners were enrolled into the secondary [2755 boys (76%) and 849 girls (24%).¹²⁹ Out of the enrolled children 35,557 were regularly attending primary school. In Maban, 49% of refugee children are of school going age (3-17 years). 40% of the primary going age (6-13 years) were out of school during the JAM. Notably, Doro camp in Maban had the highest number of primary-aged children out of school, at 48%. Based on these figures, the average teacher to pupil ratio in primary schools was 1:60 which does not meet the South Sudan Ministry of Education standards of 1:50, ranging from a high of 1:81 in Pamir to 1:31 in Gorom. The secondary teacher to student ratio was 1:38 ranging from 1:55 in Doro to 1:14 in Makpandu. Poor teacher to student ratio indicates a likely poor quality of teaching, which is further compromised by the lack of skills and low teaching qualifications among

¹²⁷ UNHCR, Updated Prioritisation Report on Participatory Assessment, Maban, February 2018, pp. 1-2

¹²⁸ Caldwell, J. C., 1981, Maternal education as a factor in child mortality, *World Health Forum* 2: pp. 75-78

¹²⁹ UNHCR 2018 education data

refugee and host community teachers. A range of 24-44% of the teachers in the refugee camp/settlements had professional teaching qualification against a standard of 70%.

Despite on-going efforts through awareness raising campaigns on children's rights and the importance of education, girls' enrolment and retention remains suboptimal. Poor enrolment and high absenteeism were raised during the JAM. The 2017 Participatory assessment report noted that this was due to lack of parental guidance at the family and community level, limited scholastic materials including school uniforms and writing materials in schools, irregular distribution of sanitary kits to girls, early marriage/pregnancy, domestic/carer responsibilities for girls, the BIM verification/re-registration exercise, GFD days, lack of sufficient food in the households to maintain concentration and lack of school feeding. Refugees drew a causal link between girls dropping out of school and then becoming pregnant. School attendance helps to prevent early pregnancy. Access to sex and reproductive health information was limited for most adolescents in the camps and mostly included sexual reproductive health and rights awareness sessions by the protection and health sectors. The JAM education team found the teachers' capacity to be largely lacking in this area. Girls' role models in education establishments can help encourage girls' enrolment and retention. While there has been progress in recruiting female teachers, the numbers in the camp schools were still very low due to lack of qualified female teachers (120:621 female to male primary teachers and 7:88 female to male secondary teachers).

As a result of the somewhat largely remote refugee camp/settlement locations opened schools are accessible to both refugee and host community children, one of the positive impacts of hosting refugees. In Makpandu, host community children outnumber refugee children in both the primary school (414 host community children to 292 refugees) and secondary school (66 and 64 respectively). In Jamjang camps, the schools have reached their capacity and overcrowding is common. To ease the pressure a double shift system was introduced but the uptake by the community has not been very positive. Across the refugee programme the pupils to classroom ratio stood at 140:1 compared to global standard of 45:1.

The **shortage of school supplies** (including teaching materials such as pens and books, uniforms and shoes) was raised in all camps as one of the main reasons for children not attending school. This is also echoed in the MSNAs report for Maban (where over half of all households not sending their children to school cited this reason) and in Ajoung Thok. In Kaya camp, the JAM team learnt that students change from one school to the other in pursuit of any scholastic material distribution. At the end of 2017 the text book to pupil ratio was 15:1 compared to standard of 2:1. Efforts to procure more text books is constrained by changes in the national education curriculum.

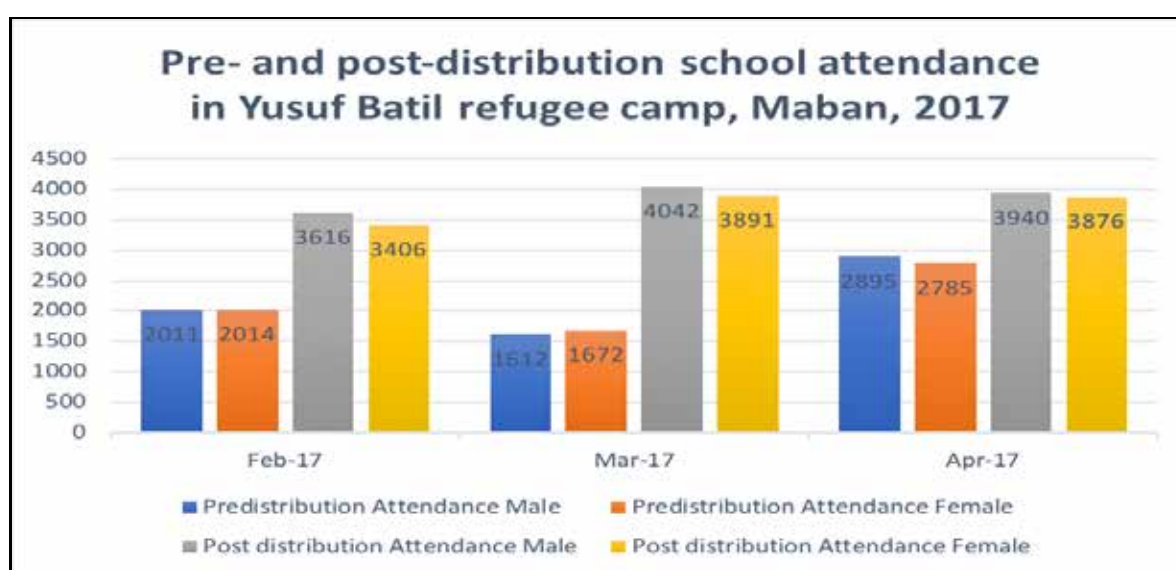
Distance of the home to the school was another factor that was noted to affect attendance during the JAM. The MSNA reports for Jamjang and Maban echoed this. In Maban, overall 60% of primary school children live within 500m of a school. In Doro only 43% of shelters are within 500m of a school. This could be contributing to the 41% of children of school going age not attending primary school.¹³⁰ In Kaya and Gorom, refugees mentioned that the distance of the nearest secondary school was a challenge due to distance.¹³¹ The 2017 MSNA in Maban highlights that **lack of school feeding** was the second most-cited reason for children not attending school, after a lack of scholastic materials. Concerns over

¹³⁰ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 8

¹³¹ Children should have access to a school within 'walking distance' according to UNHCR camp planning standards, however there is no policy, either in Inter-Agency Network for Education in Emergencies or in South Sudan, of what this distance is for each age group, UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017

poor school attendance posing a potential protection risks as instead of children attending school they went out to work or beg to fill the food gap.¹³² Discussions with refugees indicated that children were more likely to start missing school in the third week of the ration cycle, when food stocks started to dwindle at the household level. School feeding has never been provided to the refugee population in south Sudan. School feeding is currently only provided in some of the host community schools that meet the eligibility criteria. The JAM was not able to collect attendance data vs GFD distribution cycles over the months from every camp, but the graph below serves to highlight the difference in primary school attendance prior to and after the general food distribution among refugee primary school children in Yusuf Batil camp, Maban, from February to April 2017, indicating that attendance is strongly linked to access to food at the HH level.¹³³ It should be noted that this trend is specific to Maban camps and that other camps may have divergent attendance/absence rates related to the distribution schedule.

Figure 15: Pre- and post-distribution primary school attendance in Yusuf Batil Camp, Maban



Source: [UNHCR enrolment database, Maban](#)

The JAM learnt that in Makpandu a **parent-led school feeding initiative**, whereby every learner contributes one malwa (3.5kg) of maize and 50 SSP at the start of the term. Firewood collection and cooking is done by parents. Every day, school children in Makpandu eat a porridge meal at school and parents and teachers reported improved attendance rates as a result. The food is unvaried and partners in the camp should consider ways of diversifying the food so that vegetables can be incorporated into the school diet (a school kitchen garden could help with this). The school teachers reported lacking sufficient cups for porridge and also noted that the school did not have a food store. As a result of the broken grinding mill in Makpandu, WVI assisted the school to mill the maize in Yambio. This was likely to be affected if insecurity along the Yambio –Makpandu road persisted affecting WVI movement to the settlement. The JAM found labour to be abundant with parents willing to help ensure that their children were fed during school hours in the other camps. Allocation of land near schools to set up school gardens could be a way of providing some produce to support part of the school feeding items. Models similar to that of Makpandu could be piloted in locations where farming is successful and parents are willing to contribute to school feeding. Of note though is that the school

¹³² UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p. 8

¹³³ The figures indicated are for refugee children only, although the schools in Yusuf Batil do accommodate for host community children too, who do not receive the GFD necessarily.

population is much lower compared to the northern camps where the numbers are huge. Respondents working in the refugee camp/settlements (partners and agencies) noted that school feeding would likely help improve enrolment and attendance rates and also fill the 30% GFD gap. Discussion on school feeding noted the need to have a sustainable exit strategy.

The **infrequent distribution of sanitary kits for girls** directly discriminated girls and reduced their ability to access education. Not all schools visited had stocks of sanitary pads. Distribution was noted to not have a regular distribution frequency. Information dissemination was carried out to let women of the distribution dates on a stock availability basis. The lack of emergency sanitary pad stocks in the schools was noted to be due to funding constraints. The youth interviewed by the JAM team highlighted that they do not like the type of sanitary pads provided and preferred the disposable kind. UNHCR conducted a CBI study in the first half of 2018¹³⁴ to assess the possibility of monetising some of the NFI commodities it distributes. 97% of people interviewed in Gorom were in favour of monetising pads which is probable as it near Juba thus easy for traders to get supplies. Camp-specific feasibility study would be required to guarantee the steady and sufficient supply of goods. Although majority of girls and young women in Jamjang prefer disposable pads over the cloth kind, 100% of girls consulted were against monetising the pads for various reasons, including fear that the money would be taken away by their parents/guardians.

Secondary schools are far fewer than primary schools. Only 3,604 refugees were enrolled in secondary schools out of which 2,613 were reported to regularly attend at the end of 2017 in all refugee camp/settlements. Neither Doro nor Gendrassa had a secondary school at the camp level. Children attending secondary school from Doro go to the host community UNHCR supported secondary school in Bunj town and children from Gendrassa access the secondary school in Yusuf Batil. **Post-secondary/tertiary education for refugees is limited** to a few scholarship opportunities.

Access to inclusive education was found to be inconsistent across the refugee camps. There are many barriers for disabled learners, including but not limited to the lack of assistive devices; distances to schools; cultural barriers and social stigma; lack of community awareness on the education rights of children with disabilities; lack of specialist teachers/teachers trained in handling/teaching children with disabilities as well as lack of teaching devices (e.g. braille). Although inclusive messaging on the importance of education continues across the camps and identification of children with profiles requiring assistive devices documented, the JAM team found children with disabilities not going to school. None of the schools except those in Jamjang had ramps to facilitate access for pupils with physical disabilities.

The JAM found that deworming was not implemented in schools across the various camp/settlement. WFP routinely provides school deworming under the school feeding programme. Ways of implementing this should be explored by the education and the health partners.

Sanitation facilities in the schools were noted to be inadequate. The average Latrine to pupil ratio across the various camp/settlements was 1:127 with even fewer hand washing facilities. The schools reported that soap and other hygiene equipment were distributed in schools however the JAM observations in the schools visited noted that soap was generally lacking in most schools. This is a hygiene issue that is likely to compromise the health well-being of the school children.

¹³⁴ UNHCR South Sudan CBI mission report, 2018

None of the schools visited during the JAM had school gardens where children could learn basic agricultural science. In Jamjang there were active environmental clubs promoting among other things the planting of fruit and shade trees. School gardens are a good way of creating awareness on nutrition and dietary diversity awareness. Successful gardens could also provide some school feeding food items.

Key recommendations:

- UNHCR and partners to ensure timely distribution of school materials in sufficient quantities for the numbers of enrolled learners and to standardise distribution dates across all the schools in each location. Distribution at the start of the term/school year would be optimal.
- WFP and UNHCR to explore the feasibility of implementing school feeding in the refugee camp/settlement schools. This to include a sustainable exit strategy.
- UNHCR to ensure the regular distribution of suitable dignity kits at HH and school level to prevent girls from missing school due to this reason
- UNHCR/UNICEF/partners to support the access to education for children with disabilities by ensuring facilities take this into account and teachers are capacity built to be able to manage these cases
- UNHCR in collaboration with WASH and health partners to continue working to improve WASH outcomes in the schools.

SHELTER

New arrivals to South Sudan remain the most vulnerable to shelter needs. All new arrivals are provided by UNHCR with an emergency shelter, mostly in the form of a tent upon arrival. Replacement of old tents among the existing population is carried out only to a limited number of most vulnerable households.¹³⁵ The continuous influx of refugee new arrivals, natural population growth in camps and the ever-present challenge of accessing local shelter materials has resulted in a considerable suitable shelter gap among the refugees. 60% of refugees, especially in the northern camps, still remain under emergency or makeshift shelters after years of displacement, with little self-capacity to shift to semi-permanent shelter.

Longer-term refugee residents have had more time and access to resources that allowed them to build their own structures in addition to or to replace the tents and emergency shelters they were provided on arrival. Differences in the shelter types were noted between the various refugee camp/settlements. In Doro and Kaya camps, the most common shelter type is the permanent tukul (42% and 28% respectively) while in Gendrassa and Yusuf Batil transitional shelters were the most common shelter type (55% and 39% respectively). Residents in Gendrassa, Doro and Yusuf Batil reported having received materials to construct their shelters from NFI distributions (57%, 53% and 47% respectively), while the majority of respondents in Yusuf Batil (63%) reported having found the materials in the bushes within and near the camp.¹³⁶ In Pamir, the UNHCR emergency tent is the most common dwelling (owned by 95% of residents), followed by emergency shelters made of made of branches, grass and plastic sheets

¹³⁵ By the end of 2017, a total of 7,346 shelters were constructed (4,971 emergency; 2,375 transitional) in collaboration with implementing partners. In Maban for instance, shelter coverage stands at 35.3%.

¹³⁶ UNHCR/REACH Multi Sector Needs Assessment, Maban, 2017, p.12.

(57% of households). In Ajoung Thok, emergency shelters were most common (owned by 91% of households in the camp) followed by the mud brick walls (murram provided by UNHCR to mould the bricks) with thatch or corrugated iron roof transitional shelter (39% of households).¹³⁷

In the absence of sufficient material support for shelter improvements for all refugees, camp residents' source shelter construction materials from either the surrounding forests or the markets. Refugees interviewed during the JAM reported tensions with the host community as preventing them from accessing shelter materials. One transitional shelter requires an estimated 22 poles to build, of which the two centre poles should be 3 meters in length, and the rest between 2 and 2.5 meters.¹³⁸ The need to constantly rehabilitate and upgrade structures remains a burden on the environment.

Ajoung Thok and Pamir have more organised camp layouts compared to Gorom and Makpandu.¹³⁹ In Jamjang, households are allocated a 20m x 20m plot. 15-meter-wide access roads are allocated between family compounds (comprised of 12 household plots) and grass/branched demarcation between plots of grass and branches is in place for most households. As a result, Pamir and Ajoung Thok are spacious and not too densely populated with shelters with clearly defined open, communal, and private spaces.¹⁴⁰ The average area per person was 6.2m² in Ajoung Thok and 7.4m² in Pamir (as of 1 April 2017), well above the SPHERE minimum standard of 3.5m² for warm climates. The average number of persons per shelter was 2.8 in Ajoung Thok and 2.4 in Pamir.

As a result of limited funding, UNHCR is adopts a prioritised response, focusing on the provision of emergency shelters to new arrivals and a limited number to protection relocation cases. A limited number of transitional shelters are provided to extremely vulnerable households. The transitional shelters are constructed using locally-made mud bricks and iron sheeting roofs by partners. Yearly wear and tear due to harsh climatic conditions results in recurrent emergency shelter needs for refugees. To maintain and/or upgrade their shelters refugee have to incur frequent shelter costs. A recent MSNA in Maban indicates that 60% of households interviewed reported that their shelters had been affected by flooding in the last rainy season.¹⁴¹ This is both a shelter and a sanitation issue.

The JAM noted several opportunities in relation to shelter construction, most notably the local capacity of refugees to build their own shelters. Manpower is readily available and many refugees have skills in masonry and carpentry that are not currently being utilised. In addition, several refugees are engaged in brick-making. Brick making is an income generating activity for several refugees in the camps and an essential skill for improving their own shelter conditions. Regulation to ensure an environmental and physical safety was emphasised by the JAM a lesson learnt from Ajoung Thok.¹⁴²

¹³⁷ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, pp. 16 and 17.

¹³⁸ UNHCR, DRC, DDG, Natural Resource Management Strategy for Refugee and Host Community in Jamjang County, August 2016, p.30.

¹³⁹ Makpandu appears more like an organic village in its layout, albeit one very different from how the Azande – the majority in the camp – usually live. The Azande tend to live quite privately from one another and in the camp setting they are living closely to one another and to water points.

¹⁴⁰ UNHCR/REACH Multi Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p.17.

¹⁴¹ REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment, Doro, Yusuf Batil, Kaya and Gendrassa refugee camps, Maban County, December 2017.

¹⁴² REACH/UNHCR, Inter-Agency Multi-Sector Needs Assessment, Ajoung Thok and Pamir, 2017, p.16

The major constraints noted by the JAM under the shelter sector include the ability to sustainably access local construction materials in a context where tension between refugees and host community is likely as a result of depleted forests as mentioned several times in this report, the harsh climate in South Sudan (sun/heat and heavy rains) wearing local and imported materials fast, long procurement processes for imported materials and transportation from Juba to the field difficulties especially during the rainy season and reduced funds for shelter support. In Pamir it was noted by the JAM that budget negotiations and approval between UNHCR and partners at times take a long time. This delays the timely initiation of procurement processes for shelter, which consequently reduces the dry season prepositioning window. Most of the agreements/PPAs for 2018 were approved or finalised in March 2018, leaving only two months for procurement and transportation of the supplies before the start of the long rains. The effect was visible in the camps where muddy brick walls had been constructed but were without roofs and risked being destroyed by rain.

Future shelter solutions beyond the initial emergency assistance should explore innovative solutions that will allow better durable shelters that do not result in vast environmental degradation. Designated areas for pole production, mud brick production can be taken up as part of integrated shelter and livelihood linkage.

Key recommendations:

- UNHCR should continue to lobby with donors for additional funding for the shelter programme to enable sufficient emergency shelter assistance for all new arrivals and for the provision of shelter construction for all PSNs. In addition, scaling up support to refugees in terms of shelter building materials should be considered as part of a wider environmental and peaceful coexistence strategy in the camps
- Future shelter solutions, beyond initial emergency assistance, need to ensure better communication and collaboration with environment and livelihoods teams on the ground and at country level to formulate innovative solutions to environmental degradation as well as ensuring sustainable and long-term shelter solutions for refugees.

FOOD, CASH AND NFI DISTRIBUTION SYSTEMS

The information below summarises the main findings from the field teams, based on FGD, KII and observations throughout the seven camps visited, as well as secondary data available.

In-kind food assistance

Food distribution

Food distribution followed 30-day cycle with one distribution per month. There were food distribution centers in all the camps with the exception of Makpandu and Gorom where areas next to the GFD warehouses are adapted to carry out the distribution. One distribution site is expected per 20,000 population. Food distribution carried out by partners targeting all the beneficiary households on the UNHCR provided manifest. The distribution uses the grouping system.

Issues arising from the JAM findings included:

- Poor infrastructure was noted in some FDPs including Kaya, Gorom and Makpandu. Distribution sites in these locations lack of covered/shaded area for group sharing of food after heaping. This is carried out in an open area outside or next to the food distribution site which is not conducive on rainy days or under the hot sun.

- Although the food monitoring sheets indicates that all the refugee locations took ≤ 4 hours at the GFD sites during the distribution, refugees during FGD mentioned this was still a long waiting time.
- During FGDs, refugees noted that distribution days at times attract armed actor presence which adds to the insecurity experienced by refugees. In addition, refugees in Kaya and Makpandu noted that at times theft was an issue at the post distribution group division areas. Cordoned off areas were requested to prevent thefts and unknown people walking into the food distribution site.
- There is need to monitor distribution of the group ration amongst the refugee HHs, even though they are communicated to weigh their entitlements after sharing amongst themselves.

Persons with Specific Needs

It was reported across all camps that PSNs are served first at the FDP to prevent them from waiting for many hours for their entitlements (reported queues of up to 4 hours in Kaya and Pamir). However, from the FGDs held in the field it appears that there were some PSNs that did not get support to transport their food rations home. Some of the PSN refugees without family support noted having to selling part of their ration to pay for transportation. Transportation of food from the distribution site to the PSNs home in Doro, Maban was reported to cost approximately one malwa (3.5kg) of food as payment. It was suggested by refugees in Makpandu and Pamir that wheelbarrows should be provided to help family and neighbours transport the food for the PSNs. As noted under the protection section this is likely for PSNs not in the ProGres or PSN database and therefore are not included in any formal assistance. Additional consultation with the PSNs should be carried out to ascertain the gaps in the support system to guide remedial measures.

Food Management Committees

The JAM found that Food Management Committees (FMC) were active in all camps and play an active role in organising and managing distributions, providing information on entitlements and other awareness raising issues. They also serve as the complaint and feedback mechanism through which issues reach the GFD distribution partner, UNHCR and WFP. FMC membership is voluntary, with members neither being paid nor paying for their role. While the distribution SOP states that these should be comprised of 50% men and 50% women in mirrored positions to encourage meaningful participation of women (e.g. Chair Man, Chair Woman) with a total of 10 members, the JAM found that in some locations, the number of women did not match the men (such as in Makpandu (7M:5F) and Gorom (8M:2F) In Maban (10M:10F), Pamir (10M:10F) and Ajoung Thok (15M:15F) however the male: female ratio was 50:50 with the exception of Yusuf Batil which had 16 women to 11 men. Women's roles in these committees is important and each camp should work on ensuring female representation and their active involvement. Across the camps, there are inconsistencies in FMC member numbers, gender and capacity.

Entitlements

Refugees interviewed did not always understand their entitlements, a finding echoed in the PDM which indicates that only 64% of refugees reported having knowledge of their entitlements.¹⁴³ The reasons for this were heightened to be due to i) regular population movements meaning that some refugees were likely to miss the pre- distribution messages, ii)

¹⁴³ WFP 2018 PDM data

banners indicating in-kind entitlements were not always available or visible in the crowded food distribution sites, iii) the frequent changing nature of entitlements due to pipeline challenges and/or cash entitlement changes due to market price fluctuations and lack of adequate message dissemination coverage by the FMCs/outreach workers. Improvement in these areas should be looked into as refugees should be aware of what their entitlements are, and feel empowered to ask for assistance from the FMC or distribution partner wherever necessary. It was confirmed that FDPs have weighing scales for refugees to check their ration to ensure the correct amount was provided, however, in a crowded distribution site this was not always possible for refugees.

Complaints and Feedback Mechanism

Complaints desks were reported in most camps and 64% of refugees knew where to complain.¹⁴⁴ The March 2018 PDM reported that 74% of refugees felt that their complaints had been adequately resolved.¹⁴⁵ In Jamjang and Maban protection desks during GFD with UNHCR protection staff and partner staff are set up. In Gorom some refugees reported not having a complaints desk to pass on messages thus pass messages verbally to the FMC, who then share the complaint with the partner. The JAM fieldwork raised issues surrounding the inconsistent presence of WFP and UNHCR during the food distributions in some locations which issues and gaps raised on a monthly basis being addressed in a timely manner. When issues such as lost or stolen cards are not addressed due to the absence of WFP or UNHCR, households may have to resort to extreme coping strategies as they wait for their issue to be sorted. In the context where insecurity limits UNHCR and WFP movement to some locations (Makpandu, Gorom) innovative ways of addressing complaints should be sorted. WFP is currently strengthening its complaints and feedback mechanism to include hotlines and helpdesks at the distribution points.

Food distribution monitoring

Process monitoring of food distribution is carried out monthly across the WFP programme but does not cover every distribution site each month. Food basket monitoring is carried out by WFP and UNHCR but reporting lies with each agency. Post-Distribution Monitoring (PDM) is conducted by WFP across all of its programmes twice a year since 2016. Until now, sampling for PDM was done on a random basis mostly in locations with population density which meant that mostly northern refugee camps were included in the PDM, not adequately covering the Southern camps. WFP is already discussing and will change its PDM sampling based on different approaches and contexts. UNHCR participates in the WFP PDM data collection, data analysis and report preparation is carried out at WFP Country office. Partners aired concerns over not receiving the 2016-17 WFP PDMs in a timely fashion, making it difficult for them to action any changes in the implementation of the programme. Furthermore, partners expressed an interest in the analysis of the PDM data. Periodic meetings to review the findings and recommendations of the PDM reports was noted as necessary to provide a platform to resolve operational issues raised through these reports.

In Makpandu, where WFP has switched to the hybrid basket (as outlined below), the JAM team recommended that regular FBMs and PDMs be conducted in order to verify entitlements and to better understand the use of food (and now cash) in the camp/settlements. The JAM, overall,

¹⁴⁴ WFP 2018 PDM data

¹⁴⁵ WFP 2018 PDM data

recommends more regular monitoring of the food and cash use within the refugee programme using the FBM and PDM system. This to include all refugee localities and modalities, to better inform programme planning and design.

Hybrid basket (in-kind food and cash)

Since May 2018, refugees in Makpandu receive a combination of cash and food – known as the hybrid basket. Under this modality, refugees continue to receive the equivalent of 70% of the general food ration (equivalent to 1491kcal), but part of this allocation is transferred in the form of cash (representing 25% of the cereals and pulses in the current GFD basket and 100% of the oil and salt), based on the market prices at the time of the general distribution. From July 2018, refugees residing in Maban camps (Kaya, Yusuf Batil, Gendrassa and Doro) also started receiving a portion of their commodities in cash. 100% of salt and 50% of vegetable oil is provided in cash, whilst remaining portion is currently in-kind. Monitoring of the uptake of the hybrid basket to guide further increments of the cash component will be put in place. At the time of the JAM field visit to Makpandu, only one distribution had taken place with no post-distribution monitoring, so the impact on the hybrid basket will be evaluated once the required information is available.

A Financial Service Provider (FSP) is contracted to carry out the cash distribution simultaneously at the GFD sites, while WFP's cooperating partner remains responsible for the food distribution and facilitation of cash distribution. The cash component in the basket will gradually increase depending on the market capacity, protection aspect, beneficiaries' perception and security. The hybrid basket is designed to allow flexibility of unforeseen changes in the context, thus can revert back to 100% food assistance modality in case the markets in and around the camp are not able to cater for the required food commodities to meet the needs of refugees.

Overall, refugees interviewed during the JAM were happy with the new hybrid basket, although there were few claims of disputes over who controlled the use of cash and how it was spent and concerns of the amount of the cash not being enough to buy food items in the Makpandu market due to the high prices compared to Yambio market. In addition, some refugees raised concerns about having cash in the home due to the ongoing insecurity in the areas surrounding the camp.

Cash for milling

Milling assistance resumed in Maban and Jamjang from September 2017 and in Makpandu from May 2018. This assistance aims to cover the GFD milling needs thus improving the household consumption of cereals. A milling voucher was provided on the initial month of the milling assistance post which cash was initiated. At the time of the JAM, each refugee in the northern camps receiving the GFD was entitled to 300SSP/person/month to cover 100% of the grain milling costs. The cash value is reviewed each month to ensure it was in line with the market milling/inflation rate. The distribution of the cash is carried out by a financial service provider, in collaboration with WFP, UNHCR and GFD partners.

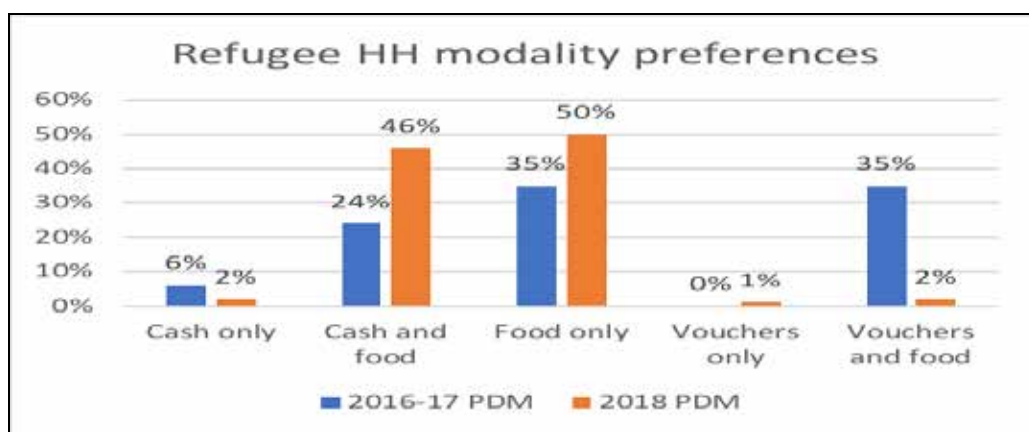
The refugees interviewed reported spending their money on milling some of their cereals as well as on salt (which has been mostly missing in the GFD since 2016), on preferred oil, on vegetables, meat, clothes and shoes. Some refugee in Maban it was observed had hand grinding stones in Maban a likely explanation of why not all the money intended for milling the ration was used for this purpose. Refugees in Ajoung Thok and Pamir were interviewed in December 2017 to get their view of the new modality. They highlighted that the cash distribution has

positive impact on the households. This was in terms of reduced the sale or exchange of food ration as well as other household assets to fill the milling gap and other basic household needs (e.g. buying sugar, salt etc.) and for some part of the cash was saved with the aim of cumulating enough to invest in a small business or participate in a revolving fund. Cash was also preferred compared to vouchers as it does not have an utilisation date and no chance for millers to exploit the beneficiaries by inflating the exchange value.¹⁴⁶

Refugees interviewed in December 2017 indicated that when vouchers were provided, they were mainly managed by women because men considered it to support milling, but once cash was distributed for milling, both men and women at the household level reported being involved in decision making on the use of the cash.¹⁴⁷ Although cash for milling has reduced the sale or exchange of the food ration as well as other household assets and increased consumption at household, it will be important to ensure that all members of households are sensitised on the overall objective of the cash. As a new modality, cash use should be closely monitored. To support the utilisation for the cash for the right purpose functional grinding mills should also be in place. During the JAM the grinding mill in Makpandu was not functioning.¹⁴⁸ This should be rectified as the next nearest grinding mills were far in Yambio (approximately 45km away) which meant incurring transportation fees from the already limited milling amount.

It is generally accepted that cash is a more enabling and empowering modality for beneficiaries, allowing them greater choice and diversity in the food they consume and can lead to the prevention of negative coping strategies, as well as having positive multiplier effects on local economies. While the refugees interviewed as part of the JAM were mostly positive towards the cash they were receiving, information in the WFP 2018 PDM suggests that overall refugees' desired modality is in-kind food only (50% of refugees would prefer this) or a combination of cash and food (46%). Only 2% would prefer only cash.¹⁴⁹ The table below shows the difference in preference since the last PDM in 2016/2017.¹⁵⁰

Figure 16: Refugee household's food assistance modality preferences 2016-17 compared to 2018



¹⁴⁶ Lessons Learnt on Cash Distributions for Milling Programme, WFP, Yida Field Office, December 2017

¹⁴⁷ Lessons Learnt on Cash Distributions for Milling Programme, WFP, Yida Field Office, December 2017

¹⁴⁸ It was also noted by the JAM team in Gorom that the 2 mills inside the camp that are supported and subsidised by UNHCR are currently out of order and refugees are having to travel outside the camp to mill their whole grains at the cost of 400SSP per malwa (3.5kg). Refugees in Gorom do not currently receive cash for milling and must therefore sell part of their ration in order to pay for the milling if there are no other livelihood opportunities.

¹⁴⁹ WFP PDM 2018

¹⁵⁰ WFP's General Food Distribution activities (GFD) South Sudan 2016-2017, Summary of Post-Distribution Monitoring (PDM) Longitudinal and Inferential Analysis

The main reason for the food only preference is the better food commodities value compared to the unpredictable high inflation of the South Sudanese Pound. 46% of refugees prefer a combination of cash and food. This has risen compared to the last PDM which is perhaps a sign of increasing confidence in the combined modality and an indication that, on a small scale at least, refugees are able to source the commodities they desire from the local markets. The significant drop in the combined voucher and cash preference could be from the one-time the milling voucher was provided being compared with the cash provision benefits thereafter. The gender and protection study also documents hesitations over cash due to high inflation of the South Sudanese Pound, reducing the cash market value if not spent immediately.¹⁵¹

WFP collects weekly market price data to determine the transfer value of cash on a monthly basis. The JAM fieldwork was carried out in early June in Makpandu, following the first round of the hybrid basket. The assessment team used armed convoy to reach the camp due to ongoing insecurity on the only road leading to the camp. Since April 2018 the distribution partner was no longer able to use the road without armed escorts, resulting in extremely limited access to the area and limiting the collection of market data for the month of June. WFP planned to use the market data for Yambio but the June distribution could not take place due to insecurity.

The JAM did not note protection issues linked specifically to the cash transfers and refugees interviewed claimed to feel safe taking cash from the distribution site to the home without problem in Makpandu. Refugees in Gorom however reported fear over having cash due to the three barracks surrounding the camps and the frequent visits by soldiers to the camps. Refugees in Gorom do not currently receive cash for milling. They also reported that the grinding mills within the camp were not functioning. Gorom, would require careful evaluation in terms of whether cash transfer whether for milling or other uses would be feasible in light of the prevailing context. One positive aspect in Gorom when considering CBTs is its proximity to Juba and relatively good market linkages, however, insecurity was cited as preventing refugees from accessing the Juba market fully.

NFI distribution

NFI distribution in the refugee operation is carried out by UNHCR in coordination with partners at the various locations using the SOP for NFI distribution. All new arrivals are assisted with a one-time standard NFI kit comprised of an emergency shelter and basic core relief items (CRI) to help them settle in the refugee camps.¹⁵²

The table below presents a breakdown of the NFI package.

¹⁵¹ WFP Gender and Protection Case Study, Yida Field Office, February 2018.

¹⁵² Items/quantities may be adjusted depending on the needs, logistical capacity and stock availability

Table 5: Standard NFI kit for refugee new arrivals

Items	Family size	Quantity
Plastic sheets	1-2	1 pc
	3-7	2 pcs
	8+	4 pcs
Blankets	1-2	1 piece
	3-7	2 pcs
	8+	4 pcs
Kitchen sets	1-2	half set
	3-7	1 set
	8+	2 sets
Sleeping mats	1-2	1 pc
	3-7	2 pcs
	8+	4 pcs
Jerry cans	1-2	1 pc
	3-7	2 pcs
	8+	4 pcs
Buckets	1-2	1 pc
	3-7	2 pcs
	8+	4 pcs
Mosquito nets	1-2	1 pc
	3-7	2 pcs
	8+	4 pcs

Source: [UNHCR](#)

UNHCR has only been able to target the most vulnerable refugees for NFI replenishment due to resource constraints. The resource constraints has also meant not being able to meet the full demand for certain key items, including plastic sheeting or transition shelter material for shelter construction by refugees beyond emergency situations. Longer-term refugees that are not categorised as PSNs are therefore rarely able to qualify for NFI replenishment. Most of the interviewed refugees alluded to this and noted that in some cases the no replenishment was provided for over 10 years (Gorom). Key NFI needs that were brought up included kitchen sets, water containers, sanitary kits, mosquito nets, soap, clothes and lighting.

In addition to the need to replace old kitchen sets, refugees reported that the kitchen sets distributed were unsuitable for larger family sizes in terms of the size of the cooking pots. This meant these families had to at times cook twice per meal which is time and fuel consuming. The JAM WASH team noted insufficient jerry cans in some households, resulting in women spending more time collecting water each day. Sanitary/dignity kits distribution was also noted to be insufficient in quantity and regularity. As noted in the education section of this report, the irregular distribution of sanitary wear negatively affected girls' attendance at school. Similarly, women interviewed during the JAM reported having to stay indoors during their periods. Mosquito net distribution targets roughly only 30% of the refugee population per year, with strategic distribution being at the antenatal clinics, EPI, and for all new arrivals. The coverage of

households that owned at least one Long Lasting Insecticide treated mosquito Nets (LLIN) in the last quarter of 2016 ¹⁵³ in Jamjang and Maban was 82% and 76% respectively (UNHCR standard: $\geq 80\%$). The average number of people per LLIN in Jamjang and Maban was 4 and 3 respectively (UNHCR standard: ≤ 2 people per net). This indicates the available mosquito nets are not enough to be used by all household members. Given the high prevalence of malaria and very high anaemia rate, more frequent distributions of mosquito nets is necessary. Refugees receive a monthly allocation of soap. Due to resource constraints UNHCR has been providing 250g soap per person per month instead of the 500g minimum requirement. Refugees reported that this quantity of soap is insufficient for maintaining basic personal hygiene and washing clothes. Refugees reported having to a times sell part of their food ration to buy soap from the local market. As much as the operation has benefited from several donations of used clothes, their need remains high, especially among children. Gaps also remain in addressing the lighting both at household and community level as outlined in the energy and environment section.

UNHCR procured NFI items are delivered to the refugee operations through road and air transportation. 5,248 MT of dry cargo was prepositioned in the various refugee locations in 2017 before the onset of the rainy season. During the rainy season most of the roads to the refugee camps become impassable. An additional 1,266,000 kg of cargo was moved by air to the northern camps during the rainy season. Getting NFIs to the right locations is expensive and during the rainy season airlifting is often the only solution. Another one of the biggest challenges to the non-food side of the refugee operation is the limited supplier base within the country to supply quality items. This leaves the operation no choice but to rely on headquarters or regional offices for support in order to secure quality goods, which is both costly and requires long delivery times. Getting the right balance between NFI needs and logistical costs has led to the critical targeting approach that only targets the most vulnerable.

UNHCR commissioned a CBI study in the first half of 2018 to assess the possibility of monetising part of the NFI package. As something available on the local markets and increasingly hard for UNHCR to provide a full in-kind basket of, soap was one of the proposed commodities to be considered first for cash-based transfer pilot (see section on cash for milling on cash-related protection issues). Other NFIs were found to be scarce on the markets by the JAM team, however, the up-coming market assessment planned for Maban should shed more light on the capacity of the markets in the camps to meet the non-food needs of refugees. UNHCR should engage non-food traders to assess their capacity to increase stocks and to procure items in the NFI baskets that might not be currently on the market, as a step towards monetising the basket.

Warehousing

All the refugee locations have sufficient warehousing capacity allowing prepositioning and storage of NFIs. Maban has 21 rub halls with a total storage capacity of 15,040m² space, Jamjang has 12 rub halls with total storage capacity of 2880m² space, Yambio has 1 rub hall with 240m² space and Juba has 12 rub halls with 2,880m² space. The JAM found the NFI warehouses to be in good condition. Food warehouses were found by the JAM team to be sufficient in number and size for the current food needs and prepositioning (applicable only to the northern camps as in the southern camps direct deliveries are carried out). On the whole, food was well-stored, although some rub halls lacked sufficient pallets to keep sacks off the ground (this was the case in Gorom) and Makpandu needed to be fumigated. Food and non-

¹⁵³ UNHCR SENS 2016

food commodities were stored separately from each other in all camps except for Makpandu, where CSB++ and vegetable oil were stored with a few NFIs.

WFP is responsible for the food warehouses and primary distribution sites in the refugee locations. Secondary distribution sites are the responsibility of UNHCR through its partners, as well as the NFI warehouses. JAM team observed improvement required for the Yusuf Batil-Maban food warehouse which had torn sides exposing the food inside. In comparison to the state of the warehouses during the last JAM, warehouse security has improved. Warehouses had proper perimeter fences, were guarded by trained security guards 24/7 and had solar lights installation to provide visibility. Although warehouse security improved in terms of warehouse structures and security arrangements, the prevailing security situations and highly militarised nature of the areas inside and surrounding the camps have on some occasions affected the security of warehouses resulting in food thefts (Doro camp in early 2018).

Transport and roads

Key challenges that were noted to affect the logistical side of the refugee operation included poor road infrastructure which becomes inaccessible during the rainy season, insecurity and long custom clearance timelines. The 2015 JAM recommended that both food/nutrition items and NFIs should be prepositioned to prevent pipeline breaks. Due to almost complete inaccessibility of the northern camps during the height of the rainy season (July-September), WFP has been prepositioning food and nutrition commodities in the northern camps (Jamjang and Maban) and had enough stock for 3 months stored on-site. Food came into the northern camps mainly from Port Sudan through Renk, whereas food into the Equatorial camps mostly came from Kenya and Uganda, through Juba. From May 2018 WFP started transporting food by road to Bor, then by barge from Bor northwards to Malakal in order to ensure replenishment of stocks throughout the rainy season with the aim of preventing pipeline breaks in 2018.

Customs clearance was a major logistical challenges in 2017, as obtaining the tax exemption approvals took long time, leading to delays in delivery of goods. Despite combined efforts by all UN agencies, the situation remained difficult and exemption approvals took from 6 weeks to 5 months in many cases. As such it was difficult to achieve timely receipt of all goods in 2017 and future procurements should factor in this timeframe.

Key recommendations:

- UNHCR, WFP and partners to strengthen distribution process identified as needing improvements and to ensure both in kind and cash transfers joint WFP/UNHCR monthly food basket monitoring and bi-yearly post distribution monitoring in all the refugee locations. Monitoring reports to be shared in a timely fashion.
- UNHCR and partners to assess the NFI needs and draw a needs based NFI distribution strategy that is location based for all refugees.
- UNHCR to carry out a NFI commodities cash substitution market feasibility assessment in the various refugee locations. Items available in the market at a cost effective price to be piloted. Soap and sanitary wear appear to be the most obvious to start with if markets supplies permit.
- A coordinated response to manage the security of the warehouses is required. WFP, UNHCR, partners and refugees to discuss viable solutions to improved warehouse security across the various refugee camp/settlements.
- UNHCR and WFP to improve the general food distribution site infrastructure in Gorom, Makpandu and Kaya and consider the set-up of a secondary distribution site in Pamir to cater for the increasing population.

Coordination mechanisms are in place at the camp level. Bi-weekly/Monthly interagency meetings facilitated by the camp management are held in Jamjang and Maban. These meetings are held to discuss any camp-related issues, with the inputs and participation by block leaders who act as a key focal point in terms of community engagement, message sharing and community mobilisation. Monthly multi-sectoral meetings and other ad hoc meetings also take place in the camps. In Makpandu and Gorom, where the security situation limits access, meetings take place in Yambio and Juba, respectively, while meetings with refugee leaders are conducted during site visits. Monthly UNHCR and Head of agencies coordination meeting are also held at field level while in Juba a refugee coordination forum and public health, nutrition and food security meetings are held. Adhoc UNHCR/WFP multifunctional meetings are also held to discuss cross cutting food security and nutrition arising issues. Most of the refugee camps have means of communication set up or are covered by mobile telephone network coverage. Locations without this channels of communication should look for ways to set at least one mode of communication e.g. Makpandu where communication is limited to a physical visit. This will also help in remote monitoring when access is limited.

In 2017 WFP and UNHCR signed a data sharing agreement at the Country Office level allowing the sharing of some fundamental refugee identity data (excluding photo, biometric data and protection information). Over the past year, UNHCR has been conducting a verification exercise of all refugees in South Sudan, updating information that will be applicable to both agencies. Under the data sharing agreement, UNHCR (through BIMS) and WFP (through SCOPE)'s interoperability, will enhance beneficiary information sharing thus more pertinent targeting of beneficiaries. It is essential that both agencies continue to collaborate in improving the beneficiary management system.

Under the Global WFP/UNHCR 2011 MoU and country level supplementary feeding tripartite action plans (between UNHCR, WFP and Partners), there is need for improved tripartite working arrangements at the camp level. As noted under the food distribution section food basket monitoring is carried out by WFP and UNHCR but reporting lies with each agency. WFP and UNHCR should agree on way of making the core indicators sharable. Pre- and post-distribution meetings that are held each month between distribution partners and agencies to organise the prepositioning of commodities should also discuss any arising issues from the monthly food basket monitoring reports. Post-Distribution Monitoring (PDM) has been conducted by WFP across all of its programmes twice a year since 2016. A sample of location is picked from the consolidated country distribution sites. From 2016-2018 only the northern refugee camps were included in the PDM, thus limiting the view of the refugee programme to the larger and newer camps. UNHCR participates in the PDM data collection but not in the analysis and report writing. Data analysis and report preparation is carried out at central level by the WFP M&E team. Partners aired concerns over not receiving the 2016-17 WFP PDMs in a timely fashion, making it difficult for them to action any changes recommended in the reports in a timely manner. The JAM recommends timely analysis and report sharing and inclusion of all the refugee locations. Periodic meetings to review the findings and recommendations of the PDM reports was also noted as necessary to provide a platform to resolve operational issues raised in these reports.

The JAM also looked into coordination with host communities. Both refugees and host communities interviewed recognised that peaceful co-existence mechanisms, including the sharing of certain services such as schools, health facilities and water points, were in place and that it had a positive impact on host community-refugee relations. Refugees and host community members appreciated the cooperation agreements in place between the two

communities facilitated by camp management, UNHCR and CRA, in terms of land access for refugees. These agreements hold each party to account and help to quell potential land disputes. Overall, host communities across the camps feel a discrepancy in terms of care and services weighted in favour of refugees, especially in terms of food and NFI assistance. In Maban, host community members cited long queues at the shared health centre as well as the need to reopen the early childhood development facility centres in the host community to mirror the services in the camps. The host community also felt they lacked feedback from the many assessments that are carried out in their communities by agencies. Better channels of communication and feedback need to be established and maintained. It is also essential to provide feedback to the refugee community on assessments held within the camps so they understand their importance.

Key recommendations:

- WFP and UNHCR to ensure continuous coordination channels are kept. Multi-functional coordination meetings should be held at Juba and field level to regularly assess the implementation of the joint plan of action.
- All partners should ensure better channels of communication and feedback is provided to refugee and host communities on any assessments carried out.
- WFP, UNHCR and partners to continue engaging/lobbying with development actors and the government to invest more in host community areas surrounding refugee camps to ensure they have basic services and food assistance meeting the minimum standards.
- UNHCR and WFP to continue the implementation of the Yida exit strategy, specifically the gradual phasedown of assistance delivery to facilitate relocation.
- Joint assessments and monitoring (where possible) should be carried out by both agencies to have wider overall sectoral analysis and report, including sharing on information to other stakeholders in timely manner.

DURABLE SOLUTIONS

There are currently no opportunities for refugees in South Sudan in terms of local/legal integration due to legislative restrictions and absence of procedural framework to obtain South Sudanese nationality through naturalisation as provided in the 2012 Refugee Act (41) and 2017 Regulations. Resettlement options are restricted to medical and protection cases. Voluntary repatriation remains the main viable option and durable solution for the majority of refugees in South Sudan, as and when there are improved safety conditions in their home country.¹⁵⁴ At present, no return intention surveys have been conducted for refugees in South Sudan as their home countries are not deemed safe for assisted return. Sudan is plagued by ongoing fighting and violence in Darfur, Blue Nile and South Kordofan States. Congolese refugees in Makpandu aired concerns over the local security situation at the time of the JAM, requesting to be relocated. The current situation in DRC is not conducive for assisted returns. Individual repatriation for Anuak refugees from Ethiopia, mostly residing in Gorom, Juba, will be considered by UNHCR based on principles of voluntariness, informed decision, and return in safety and with dignity.¹⁵⁵ 41 refugees departed for resettlement in 2017 and 50 are scheduled for 2018 and 2019 respectively. The majority of these are medical cases. Needs continue to far outstrip capacity for resettlement.

¹⁵⁴ UNHCR Country Operation Plan 2019, pp. 12-13

¹⁵⁵ UNHCR Country Operation Plan 2019, p. 13

ANNEX 1 – RECOMMENDATIONS

THEMATIC TOPIC	RECOMMENDATION	LOCATION
Food security	<ul style="list-style-type: none"> Explore options of complementing the 70% ration to allow the provision of the minimum dietary requirements of 2100kcal/person/day in all the refugee camp/settlements. 	All camps
	<ul style="list-style-type: none"> Ensure timely prepositioning of food commodities to the field locations. 	All camps
	<ul style="list-style-type: none"> Carry out feasibility assessments for expanding and introducing cash based transfers in food and non-food assistance 	All camps
	<ul style="list-style-type: none"> Expand interventions aimed at improving dietary diversity and overall food consumption through various approaches, including but not limited to, expanding the utilisation of kitchen gardens, exploring livelihood opportunities around vegetable value chains (growing, drying, seed harvesting), increasing the supply of fruits and vegetables through gardening groups and increased sensitisation on the importance of diet diversity in facilitating better nutrition outcomes. 	All camps
	<ul style="list-style-type: none"> Explore ways of ensuring irrigation water is available to facilitate kitchen gardening throughout the year. 	Maban, Jamjang and Gorom
	<ul style="list-style-type: none"> Conduct a joint research into the needs and coping strategies of elderly refugees and the different family sizes to ensure that the current entitlement provision meets the varied needs and prevents the use of negative coping strategies 	Pilot in Gorom
Nutrition	<ul style="list-style-type: none"> Continue and strengthen the implementation of the comprehensive community management of acute malnutrition program to facilitate the rehabilitation of identified acute malnourished persons including children, pregnant and lactating women, people living with HIV/AIDS and TB patients on treatment and others with chronic illnesses. 	All camps
	<ul style="list-style-type: none"> Expand and strengthen preventative nutrition components including the awareness creation, promotion, and protection of Infant and Young Child Feeding (IYCF) and community outreach education aspects to stop malnutrition from occurring in the first place. Men's participation is strongly encouraged. They should be included in the peer to peer care groups. 	All camps
	<ul style="list-style-type: none"> BSFP targeting children 6-23 months and PLWs should be maintained by using a fortified blended food or lipid based supplement to prevent malnutrition and to cover the nutrient gap these vulnerable groups experience as a result of the predominantly grain-based food diet. 	All camps
	<ul style="list-style-type: none"> Diet diversity improvement through the expansion of livelihood activities including all year vegetable gardens, small scale animal 	All camps

	husbandry among others	
	<ul style="list-style-type: none"> • Prioritise the full implementation of the developed reduction of anaemia and other micronutrient deficiencies strategy. 	All camps
	<ul style="list-style-type: none"> • Commission a comprehensive study looking into the sharing and selling of CSB++ and the factors that might be impacting this at the household and camp levels. Areas to assess should include the CSB++ vs. GFD distribution cycles vis a vis the sharing/selling, the quantities of CSB++ utilised by the targeted groups at the HH level and the efficacy of the use of RUSF vs CSB++ in the management of moderate malnourished children. The study should provide recommendations on the most viable ways to prevent widespread sharing and selling of CSB++. 	Pilot in Jamjang
	<ul style="list-style-type: none"> • Assess the nutritional and food security status of persons with specific needs with a particular focus on the elderly to enable better targeting and more appropriate programming 	All camps
Health	<ul style="list-style-type: none"> • Maintain and strengthen the integrated and comprehensive public health services including ensuring emergency preparedness of key outbreak diseases is in place and integrated community outreach services. 	All camps
	<ul style="list-style-type: none"> • Ensure prevention, control of infection and vector borne diseases especially around malaria. This to include the provision of sufficient Long Lasting Insecticide-treated mosquito bed Nets (LLIN), targeting refugee camp/settlements (Gorom/Makpandu) with the highest malaria prevalence prioritising homes with children and PLWS. If feasible and funding is available, UNHCR to consider blanket distribution of LLINs and/or Indoor Residue Spraying (IRS) in these refugee camp/settlements. 	Continue in the northern camp and prioritise resources for expansion to include Gorom and Makpandu
	<ul style="list-style-type: none"> • Establish and support youth centres for adolescent sexual and reproductive health services (including counselling and the provision of contraception) and strengthening of STI screening and treatment services in all health facilities. 	All camps
	<ul style="list-style-type: none"> • Implement the Behaviour Change and Communication (BCC) strategy that was developed following the formative assessment in order to raise awareness on the causes and prevention of HIV and to reduce stigmatisation of the disease. 	All camps
	<ul style="list-style-type: none"> • Strengthen the implementation of Nutrition Assessment and Counselling Support for malnourished PLwHIV and TB patients for facilities offering comprehensive HIV/TB services. Roll out to facilities that will establish comprehensive HIV/TB services in 2018/9 to be carried out too. 	All camps
Water, Sanitation and Hygiene (WASH)	<ul style="list-style-type: none"> • Continue improving water supply to meet the UNHCR standards in all refugee camp/settlements 	All camps
	<ul style="list-style-type: none"> • Continue improving latrine coverage with a target of 1 latrine to 1-2 families to improve sanitation and curb open defaecation 	All camps. Prioritise Doro and Makpandu which have the

		poorest coverage
	<ul style="list-style-type: none"> Fund allowing, consider the provision of 500g of soap per person per month 	All camps
	<ul style="list-style-type: none"> Ensure continued community-based WASH messaging that is integrated into the health and nutrition community outreach programme. 	All camps
	<ul style="list-style-type: none"> Ensure the provision of adequate water collection/storage containers at the HH level 	All camps
	<ul style="list-style-type: none"> Quantify the amount of water required for none domestic uses to ascertain the increased need and ways of filling the gap if any. 	All camps
Livelihood and Self-reliance	<ul style="list-style-type: none"> Negotiate for additional agriculture land closer to the camps, in consultation with the host community to mitigate future land use conflicts that may arise. Livelihood partners to support tillage of available land to increase access to cultivable land for refugees, internally displaced person and vulnerable host community. 	All camps
	<ul style="list-style-type: none"> Strengthen nutrition-sensitive agriculture production and productivity to promote food and nutrition security. 	All camps
	<ul style="list-style-type: none"> Value-addition including drying of locally produced vegetables and fruits to be piloted under agri-nutrition interventions, to not only promote access to nutrient-dense vegetables and fruits throughout the year but also encourage sale of surplus for cash income. To ensure efficient use and planning of available water for irrigation; quantification of the amount of water required for vegetable production throughout the year to be carried out. 	All camps
	<ul style="list-style-type: none"> Support integrated pest and disease management practices, strengthen training on sustainable farming/gardening practices as well as effective post-harvest management to minimise post-harvest losses 	All camps
	<ul style="list-style-type: none"> Establish a structured post-harvest monitoring system that captures seasonal information on refugee areas under cultivation and harvest estimates. This will allow for a better understanding of refugees agricultural potential, output and challenges that could inform practical solutions for strengthening production and productivity among refugees as well as host community farmers. 	All camps
	<ul style="list-style-type: none"> Livelihood partners to engage with formal micro-finance institutions to fill some of the gaps in access to financial services and promote financial inclusion of refugees as well as host community 	All camps
	<ul style="list-style-type: none"> Livelihood partners to expand access to entrepreneurship opportunities, strengthen market linkages between refugees and local market actors as well as explore feasibility of implementing market support interventions relevant for food and nutrition security 	All camps
Energy and Environment	<ul style="list-style-type: none"> Consider hiring environmental officers for each camp to ensure the mainstreaming of NRM/SAFE strategy and to assist in camp-wide coordination of environmental activities. 	All camps

	<ul style="list-style-type: none"> Carry out follow up environmental impact assessments to get the updated situation. 	All camps
	<ul style="list-style-type: none"> Update wood utilisation rate Vis a Vis rate of replenishment required post which an updated strategy establishing sustainable firewood collection methods should be put in place through measures such as establishing woodlots. 	All camps
	<ul style="list-style-type: none"> Review the utilisation of already produced and distributed stoves and address challenges noted. 	All camps
	<ul style="list-style-type: none"> In line with the SAFE strategy, a prototype for sustainable, cheap, useable fuel-efficient stove (wood fuel) should be adapted from the locally-available types including the skills and labour for its production. 	All camps
	<ul style="list-style-type: none"> Explore the possibility of the use of fuel-efficient and environmentally-friendly non-wood/charcoal cooking fuels, such as briquettes once the overview of fuel needs is established. A percentage benchmark of alternative fuels targeting PSNs can be agreed on as a pilot. 	All camps
	<ul style="list-style-type: none"> Establish the household and camp level lighting requirements and develop a support strategy 	All camps
	<ul style="list-style-type: none"> Engage UNEP to provide capacity support to the local government on environment and energy management at the county level. 	All camps
Protection	<ul style="list-style-type: none"> Negotiate with the army commanders surrounding the camps to prevent soldier movement within the camp to reinforce the civilian nature of the areas and with the local government to agree for police points to control armed elements for those who enter the camps. FDPs should be cordoned off to prevent non-beneficiary access during distributions. 	All camps
	<ul style="list-style-type: none"> Agencies to continue advocating against forced/child marriage and to sensitise community leaders and parents on girls' rights and the legal age of marriage in South Sudan. 	All camps
	<ul style="list-style-type: none"> UNHCR, in coordination with CRA, local authorities and UNDP to continue advocating with the Judiciary particularly the Chief Justice's Office and the Ministry of Justice for the re-establishment of statutory courts in refugee-hosting areas to enhance access to justice. 	All camps
	<ul style="list-style-type: none"> Ensure continuous up-to-date sharable PSN vulnerability database is in place to ensure suitable programmes are developed based on the actual target population 	All camps
	<ul style="list-style-type: none"> Conduct a multi-sectoral study into the challenges, capacities and opportunities for elderly refugees in the camps (including nutritional requirements, shelter needs, additional support requirements, income generation opportunities etc.). From this study, needs-specific adaptations to programmes should be developed. 	All camps

Education	<ul style="list-style-type: none"> Ensure timely distribution of school materials in sufficient quantities for the numbers of enrolled learners and to standardise distribution dates across all the schools in each location. Distribution at the start of the term/school year would be optimal. 	All camps
	<ul style="list-style-type: none"> Explore the feasibility of implementing school feeding in the refugee camp/settlement schools. 	All camps
	<ul style="list-style-type: none"> Ensure the regular distribution of suitable dignity kits at HH and school level to prevent girls from missing school due to this reason 	All camps
	<ul style="list-style-type: none"> Support the access to education for children with disabilities by ensuring facilities take this into account and teachers are capacity built to be able to manage these cases 	All camps
	<ul style="list-style-type: none"> Continue working to improve WASH outcomes in the schools. 	All camps
Shelter	<ul style="list-style-type: none"> Continue to lobby with donors for additional funding for the shelter programme to enable sufficient emergency shelter assistance for all new arrivals and for the provision of shelter construction for all PSNs. In addition, scaling up support to refugees in terms of shelter building materials should be considered as part of a wider environmental and peaceful coexistence strategy in the camps 	All camps
Food and Non-Food items assistance	<ul style="list-style-type: none"> Future shelter solutions, beyond initial emergency assistance, need to ensure better communication and collaboration with environment and livelihoods teams on the ground and at country level to formulate innovative solutions to environmental degradation as well as ensuring sustainable and long-term shelter solutions for refugees 	All camps
	<ul style="list-style-type: none"> Strengthen distribution process identified as needing improvements and to ensure both in kind and cash transfers joint WFP/UNHCR monthly food basket monitoring and bi-yearly post distribution monitoring in all the refugee locations. Monitoring reports to be shared in a timely fashion. 	All camps
	<ul style="list-style-type: none"> Assess the NFI needs and draw a needs based NFI distribution strategy that is location based for all refugees. 	All camps
	<ul style="list-style-type: none"> Carry out a NFI commodities cash substitution market feasibility assessment in the various refugee locations. Items available in the market at a cost effective price to be piloted. Soap and sanitary wear appear to be the most obvious to start with if markets supplies permit. 	All camps
	<ul style="list-style-type: none"> A coordinated response to manage the security of the warehouses is required. WFP, UNHCR, partners and refugees to discuss viable solutions to improved warehouse security across the various refugee camp/settlements. 	All camps
	<ul style="list-style-type: none"> UNHCR and WFP to improve the general food distribution site infrastructure in Gorom, Makpandu and Kaya and consider the set-up of a secondary distribution site in Pamir to cater for the increasing population. 	Gorom, Makpandu and Maban

Coordination	<ul style="list-style-type: none"> WFP and UNHCR to ensure continuous coordination channels are kept. Multi-functional coordination meetings should be held at Juba and field level to regularly assess the implementation of the joint plan of action. 	All camps
	<ul style="list-style-type: none"> UNHCR and WFP to continue the implementation of the Yida exit strategy, specifically the gradual phasedown of assistance delivery to facilitate relocation. 	Yida Refugee Settlement
	<ul style="list-style-type: none"> All partners should ensure better channels of communication and feedback is provided to refugee and host communities on any assessments carried out. 	All camps
	<ul style="list-style-type: none"> WFP, UNHCR and partners to continue engaging/lobbying with development actors and the government to invest more in host community areas surrounding refugee camps to ensure they have basic services and food assistance meeting the minimum standards. 	All camps
	<ul style="list-style-type: none"> Joint assessments and monitoring (where possible) should be carried out by both agencies to have wider overall sectoral analysis and report, including sharing on information to other stakeholders in timely manner. 	All camps

ANNEX 2 – JAM TOR AND SCHEDULE

Terms of Reference - WFP/UNHCR Joint Assessment Mission (JAM) - South Sudan March 2018

1. Context and rationale

South Sudan has been facing an ongoing humanitarian crises as a result of multiple factors including conflict, economic decline, disease and climatic shocks. Despite this neighbouring countries continue to seek protection within its borders. As of 31st January 2018, the total number of refugees in South Sudan was estimated to be 286,256. 12,591 of these refugees were received in 2016, 16,193 in 2017 and 2223 in January 2018. Most of the new arrivals were predominantly from Sudan

52% of the refugees are female with women and children representing 82% of the total population. Sudanese refugee population remains the largest at 264,730 individuals (92%) followed by DRC Congo 14,975 individuals (5%), Ethiopia 4,592 individuals (2%) and Central African Republic 1,869 (1%). Majority of the refugees are hosted in greater upper Nile (50%) and greater unity state (40%) in South Sudan. The rest are hosted in central Equatoria (5%), Western Equatoria (3%) and Jonglei (1%)

The refugee population is comprised mostly of communities who fled fighting between the Sudanese Armed Forces (SAF) and the Sudan People's Liberation Movement-North (SPLM-N) in Sudan's South Kordofan State and in Blue Nile State in 2011. In greater Upper Nile, Maban the refugee caseload is located in Doro, Batil, Gendrassa and Kaya camps while in Ruweng State refugees are located in Ajoung Thok and Pamir refugee camps and Yida settlement.

Officially, Yida is not recognised as a refugee camp but a spontaneous settlement, as such only lifesaving assistance is provided to the refugees in this location. This is following the government's directive through the South Sudan Commission for Refugee Affairs (SSCRA) that was issued in April 2013 restricting humanitarian response to life saving only with relocation to other sites as the preferred choice. This is due to the proximity of Yida to the contested border, its militarization character and associated protection concerns that fundamentally compromise the question of its suitability as a refugee site. The directive highlighted that refugees in Yida should be relocated to other refugee sites. All new arrivals are transferred to either Ajoung Thok or Pamir where a comprehensive protection and assistance package is being offered. Relocations from Yida to the other camps saw 20,256 people and 16,791 in 2017 relocated to either Ajoung Thok or Pamir. Central and Western Equatoria States host refugees that mainly fled the Lord Resistance Army (LRA) attacks in Congo (DRC) and Central African Republic (CAR). The Congolese refugees are settled in Makpandu refugee settlement in Yambio County. The Post July 2016 conflict affected the protection environment of some of the refugee camps leading to the closure of Ezo camp in February 2016 due to insecurity. Access to Lasu in Yei County also continues to be difficult. In Western Equatoria, there are also smaller locations such as Andari, Maridi, Naandi, Source Yubu and Tambura. There are Ethiopian Anyuak refugees who fled ethnic tensions in Ethiopia (Gambella) settled in Gorom refugee camp which is 25km from Juba town. They arrived in the South Sudan between December 2003 and February 2004 citing threats against their community in Gambella.

South Sudan continues to maintain its open door policy to refugees. In June 2017, the Minister of Interior signed the "Refugee Status Eligibility Regulations" to the 2012 Refugee Act of the Minister of Interior which is expected to facilitate developing national asylum procedures in conformity with international standards and good practices of refugee protection. The Commission of Refugees Affairs (CRA) is responsible for the management of refugee affairs in South Sudan. UNHCR continues its technical and operational support to CRA in the management of refugee protection, maintenance of refugees and seeking durable solutions, while WFP is responsible for the entire food supply chain including through use of cash where feasible. UNHCR has continued to develop strategies to provide essential services to refugees even during the time of heightened insecurity.

Key developments from December 2015 (period of the last JAM exercise) to February 2018 include:

- Continued unstable political situation that has spread to almost all the parts of the country. This has resulted in internal displacement, limited accessibility of humanitarian response in some areas like Ezo/Lasu, limited road access thus supply movement challenges, and increasing operational costs due to the current depreciation of the South Sudanese Pound. Ezo refugee camp was closed and Lasu remains inaccessible
- Multiple displacement of Maban refugees due to host –refugee and inter-tribal refugee clashes. Targeted support and relocation has been necessary to assist the displaced which has translated to increased resource requirements in this operation
- A 8.8% increase in the refugee population from 263,000 in December 2015
- WFP maintained the provision of a 70% ration in both 2016 and 2017. Limited funding/resources could not allow the increase to full basket at 100% ration. There has been occasional challenge in terms of commodity pipeline and prepositioning. Cooking fuel (usually firewood) is not provided thus refugees rely on the environment, a resource shared with the host community (environmental and protection risk).

- UNHCR upgraded its biometric registration system in South Sudan by rolling out the Biometric Identity Management System (BIMS) in April 2016 with a view of strengthening identity management to deliver accurate and reliable population figures to guide delivery of protection and assistance (including food and cash assistance). The system has since been successfully implemented in all refugee locations through migration of biometric data, verification and continuous registration activities. Enrollment of all refugees in BIMS is projected to be completed by the end of 2019.
- UNHCR and WFP have been working jointly on the implementation of CBIs in South Sudan from mid-2016 with a view of implementing pilot rollouts in selected camps in South Sudan following assessment including but not limited to protection and market assessments. A data sharing agreement allowing UNHCR to share data with WFP was signed in July 2017 paving way for implementation of the pilot project in Makpandu refugee camp. The latest assessment mission to Makpandu was undertaken in November 2017 (recommending partial cash rollout). WFP and UNHCR are currently working on the final modalities for implementation following which the project will be scaled up to other locations.
- WFP resumed the provision of milling assistance first using vouchers which were then replaced by cash in Jamjang (Yida settlement and Pamir and Ajoung Thok refugee camps) and Maban refugee camps.

As per the WFP/UNHCR global 2011 MoU, a JAM exercise is recommended every two years or following major changes in the refugee environmental situation. As the December 2015 JAM report was finalised in mid-2016 and the signing of the JPA in December 2016, WFP and UNHCR agreed to undertake the JAM exercise in the first half of 2018. This was to allow key primary data collection that feeds into the JAM to be carried out in the last quarter of 2017. This includes the nutrition surveys, end of year food security reports (consolidated PDMs), self-reliance and livelihood reports and participatory assessments. This was to also allow for at least a year of the JPA implementation which is the cycle for most projects thus better progress review.

The JAM is jointly organized by UNHCR and WFP with the participation of other UN agencies, Government of South Sudan, donors and partner NGOs. UNHCR and WFP partnership aim to ensure food security and related needs are adequately addressed. This is by contributing to the maintenance of optimal nutrition status through appropriate food assistance and promotion of self-reliance among beneficiaries. The JAM will therefore re-assess the current food security and nutrition situation of South Sudan refugees and surrounding communities, the quality and appropriateness of ongoing intervention and the refugee capacity for self-reliance. This will facilitate the development of a joint plan of action (JPA) and intervention strategy to guide interventions from 2018 to 2020 and also inform the UNHCR COP and WFP Integrated Country Strategic Plan (ICSP) process.

2. Objectives

The overall objective of this Joint Assessment Mission is to update the food security and nutrition situation in the refugee operation, taking into account different needs of men, women, girls, boys, and various vulnerable groups, analyse the effectiveness and appropriateness of ongoing food security and nutrition interventions in Central Equatoria, Western Equatoria, greater Unity and Upper Nile, and to propose the most appropriate food security, nutrition and livelihood interventions for the next planning period (2018-2020).

The specific objectives of the Joint Assessment Mission include:

Assess the food security and nutrition situation of the South Sudan refugee population and identify the main causes of food insecurity. This to look at food availability and access, market access, utilisation and nutrition status and mortality.

- Assess household food availability and access, market access and utilization in all the accessible refugee locations taking into account the wide range of factors that directly and indirectly affect food security.
- Assess the public health, nutrition, water and sanitation, education situation and service effectiveness, with particular reference to the impact on nutrition and food security.
- Assess the protection risk/gaps impacting the food security status or is created by the food insecurity status

Review the quality and appropriateness of ongoing food security and nutrition related interventions identifying good practices, principle constraints, lessons learned and areas requiring improvement.

- Review progress on food and cash-related recommendations from the 2015/6 JAM
- Review modes of interventions and assess the logistical and human resource capacity to deliver assistance in an effective and cost effective manner.
- Evaluate the needs, priorities, and plans of the refugees versus the current food and non-food assistance
- Review program monitoring systems and coordination mechanism being undertaken jointly by WFP and UNHCR related to the management of the food security/assistance

Identify effective food security, nutrition and livelihood interventions to protect and ensure the optimal food security and nutrition status of the refugees with prospects for sustainable solutions in the 2018-2020 period. This to include timing, location and duration.

- Review the impact of the livelihood interventions and social services in place and identify effective responses that can further improve food security and self-reliance among refugees.
- Assess ways of ensuring refugee community participation and contribution of their capacities towards the achievement of better food security and nutrition outcomes.
- Review the effect of refugees' presence on the environment and the host community and make recommendations on sustainable rehabilitation/co-existence interventions

Develop a joint plan of action to guide the implementation of the identified interventions for the next two years

3. Methodology

The Joint Assessment Mission will assess and make recommendations on the six broad thematic areas mainstreaming gender as crosscutting theme:

- Food security and livelihood
- Health, nutrition, water and sanitation and education
- Protection
- Energy and environment
- Logistics, warehousing, non-food items, shelter and roads
- UNHCR/WFP/Partners & other stakeholders' coordination and partnership

The JAM will be led by UNHCR and WFP. The assessment teams will include other UN agencies (UNICEF, FAO etc.), staff from government agencies (CRA), partners working in refugee locations and donor representatives. The participating staff should have the relevant technical skills and knowledge to conduct the assessment.

Data collection, analysis and report finalisation

The JAM will collect secondary and primary data and information for the above themes. This will either be qualitative and quantitative. Secondary data will be from available information. Previous JAM reports, nutrition surveys, WFP/UNHCR/partner monitoring reports and evaluations, refugee update reports, participatory assessment reports, livelihood reports and other relevant documents will be used for the consolidation, organisation and the summarization of the secondary data. This will be carried out prior to the field visits as it will highlight outstanding information to triangulate and gaps in information that will need to be collected. Primary data will be collected through field visits, where focus group discussions, key informant, household visits and transect walks and community group discussions. Primary data collection will be mainly qualitative. Refugee and surrounding community views, perception and opinions will be investigated and documented during the field visits. Maban, Jam Jang, Yambio and Gorom refugee locations will be visited.

An information matrix will be used to organise and manage information and facilitate analysis. This will be filled by the JAM team leaders with support from the JAM coordinators.

The preliminary analysis of the secondary data will be carried out during the secondary data review before the field visit as the findings will inform the primary data collection needs. Preliminary analysis of the primary data will start during the daily post field visit briefings. Overall analysis will be carried once all the data is collected.

Recommendations will be developed following the analysis. They will look at the needs, refugee priorities/plans, capacities and partnerships available, linkages between nutrition, food security, livelihood and self-reliance to ensure integrated programming, linkage between relief and self-reliance, prioritisation, assumptions and risks. Gender, protection and accountability to affected population will be cross-cutting themes across all programming.

A report with the key recommendations will thereafter be written to inform agencies and partners on the refugee needs, disseminate recommendations, support the development of the Joint Plan of Action (JPA) and to mobilise the necessary support and resources for the execution of the JPA.

Once the JAM process is concluded with the JPA development, debriefing of the refugees, donors, and partners will be carried out.

Required inputs

1) JAM team constitution

Sector experts to lead the key thematic areas: This to include; UNHCR (health, nutrition, WASH, education, community services, protection, environment, livelihoods, supply and shelter), WFP (program, VAM, nutrition and logistics) and partners in the above mentioned sectors. Designated focal points from each sector should be available for the whole time of the assessment. They will be responsible for responsible for leading their sectors in identifying and

collecting secondary in their specific sector, reviewing and identifying key needed information and gaps, analysis, drafting a summary report and field visits for the collection of primary data.

JAM field team leaders: A team leader will be required in each field location (Maban, Jam Jang, Yambio and Gorom). The team leaders will make the necessary preparation for the field visits at the field level and constitute the JAM field team members. They will liaise with JAM coordinators to ensure tools and equipment are ready for field visit; liaise with logistics/administration support to coordinate team movements; ensure that security protocols are adhered to and followed, participate in the training, supervise the teams to ensure quality data collection; organise the sectorial debriefings; support the team to organise and analyse information collected and develop recommendations; ensure good time management in field visits and in debriefings; and ensure positive team morale.

In addition to WFP, UNHCR, partners working in the refugee locations and other key UN agencies (FAO, UNICEF) the JAM teams will include the Commissioner for Refugee Affair and Humanitarian Affairs Representative. Representative(s) of the donor community will be invited to join the JAM as observers

- Workshop venue for training and debriefing sessions
- Data collection and analysis stationery and equipment
- Transport to and from the camps
- Accommodation in the camps to be visited
- Secondary data documents
- JAM report writer

4. Training

A two-day pre-JAM training will be provided to the JAM participants in April and May 2018. This will be aimed at:

- Ensuring that the JAM field team leaders and members understand the JAM objectives, their roles and responsibilities, data collection tools, analysis plan, the debriefing process and inputs required
- Allowing time for the team to actively work together, plan field visits, test and finalize the data collection tools
- To ensure a common understanding of the situation prior to the field visit based on the secondary data review.

5. JAM Time frame and costs

JAM phase	Action points	Responsible	Timeline
Initial discussion and planning	• Agree on next JAM implementation dates. Draw a tentative timeline	UNHCR/WFP	October-December 2017
	• Advocate for allocation of resources for the JAM. Decide who funds what between WFP and UNHCR	UNHCR/WFP	December 2017
	• Advocate for collection of key primary data in the last quarter of 2017 and 1 st quarter of 2018 including livelihood and market analysis, Participatory assessment	UNHCR/WFP management and sector heads	September 2017-March 2018
Review of the last	• JPA distribution for review by the	Terry/Honey	February 2018

JAM	various sectors/stakeholders		
Planning and preparation	<ul style="list-style-type: none"> JAM process joint initiation by the UNHCR country representative and the WFP country director. Identify JAM coordinators (UNHCR/WFP) and core team (food security, nutrition, other sector experts, sociology/anthropology, livelihood, logistics/Administration, protection, quality analysis/report writer) that will be available for at least 4 months Identify Qualitative analyst/Report writer (May – July 2018) Develop JAM TOR, action plan and budget 	UNHCR/WFP management UNHCR/WFP	March 2018 March 2018 March 2018
Workshop	<ul style="list-style-type: none"> JAM workshop part I 	UNHCR/WFP	18 April 2018
Secondary data review Identification and organization of information	<ul style="list-style-type: none"> Identification of information to collect Information organization information matrix development Data collection method decision and tool development 	JAM Coordinators/core team	April 2018
Data collection	<ul style="list-style-type: none"> Secondary data collection and review Secondary data analysis and summary of findings Identification of gaps in the secondary data review for collection at the field level 	JAM Coordinators/Sector leads/JAM field teams	19 April - 6 May 2018
Identification and organization of information	<ul style="list-style-type: none"> Identification of information to collect Information organization information matrix development Data collection method decision and tool development 	JAM Coordinators/core team	7- 16 May 2018
Workshop	<ul style="list-style-type: none"> JAM workshop part II 	UNHCR/WFP	17 May 2018
Data collection	<ul style="list-style-type: none"> Field visit Planning Field visits to triangulate secondary data, get firsthand information and fill minor gaps Primary data consolidation and review Primary data analysis and summary of findings 	JAM Coordinators/Sector leads/JAM field teams	17 -27 May 2018 28 May - 3 June 2018 (Maban & Jamjang) 4 - 10 June 2018 (Yambio & Gorom)
Analysis and recommendations	<ul style="list-style-type: none"> Review, triangulate and discuss data that has been collected Identify key findings based on the objectives and questions in the JAM TOR, Develop recommendations 	JAM Coordinators/Sector leads/JAM field teams	11-30 June 2018

Report consolidation and dissemination	<ul style="list-style-type: none"> • Report writing and feedback sharing • Present final report to key stakeholders and agree on final JPA recommendations (donor/partners/refugee debriefing) 	Qualitative analyst/Report writer/JAM coordinators JAM coordinators	July- September 2018 17 October 2018
JPA development	<ul style="list-style-type: none"> • JPA development • Report and JPA signing off 	JAM coordinators/UN HCR and WFP management	October 2018

ANNEX 3 – LIST OF PARTICIPATING ORGANISATIONS

List of participating agencies			
UN Agencies	Government	Partners	Donors
FAO	CRA	AAHI	ECHO
UNHCR		ACROSS	German Embassy
UNICEF		ACTED	USAID
WFP		ADRA	
		AHA	
		CARE	
		DRC	
		HDC	
		IMC	
		IRC	
		RI	
		Samaritan's Purse	
		UMCOR	
		World Vision	