



UNHCR/WFP Joint Post Distribution Monitoring

Profiling analysis to inform targeting and prioritization of assistance to refugees in South Sudan

September 2023



JOINT PROGRAMME EXCELLENCE AND TARGETING HUB

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Acronyms

AAP	Accountability to Affected People
AEZ	Agro-Ecological Zone
C	Cluster
CARI	Consolidated Approach for Reporting Indicators of Food Security
CBT	Cash-Based Transfer
CFM	Complaints and Feedback Mechanism
CO	Country Office
CRA	Commission of Refugee Affairs
CRI	Core Relief Items
DR	Dependency Ratio
ECMEN	Economic Capacity to Meet Essential Needs
FAO	Food and Agriculture Organization
FCS	Food Consumption Score
FGD	Focus Group Discussions
GBV	Gender Based Violence
GFA	General Food Assistance
HH	Household
JAF	Joint UNHCR/WFP Analytical Framework
JAM	Joint Assessment Mission
JPDM	Joint Post Distribution Monitoring
KII	Key Information Interviews
LCS	Livelihood Coping Strategies
NDS	National Development Strategy
NFI	Non-Food Item
PDM	Post Distribution Monitoring
PMC	Project Management Committee
PPS	Probability Proportional to Size
PSN	People with Specific Needs
RNG	Random Number Generator
SSD	South Sudan
UNHCR	United Nations High Commissioner for Refugees
VSLA	Village Savings and Loan Association
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme

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Cover page photo: A refugee woman collects damaged bags from WFP airdrops of food in Maban County, South Sudan. Air drops were used as a last resort by WFP to reach people in Maban, who were cut off by flooding. © WFP/Eulalia Berlanga

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Executive Summary

Prior to the outbreak of violence in Sudan in April 2023, South Sudan was hosting a total of 300,644 refugees and asylum seekers, representing the focus of this assessment. WFP and UNHCR – under the overall guidance of South Sudan’s Commission of Refugee Affairs – are assisting refugees with humanitarian assistance, including in-kind food and/or cash transfers based on their status and residency in camps, as well as limited livelihood support. Due to greatly reduced financial resources, food assistance transfers have been cut by 50 percent since 2021.

The objective of this UNHCR/WFP Joint Post-Distribution Monitoring (JPDM) exercise is to inform the development of a needs-based approach to food and non-food assistance for refugees in South Sudan. Primary data was collected from 1,295 refugee households in January 2023 in eight different refugee camps.¹ Data was collected and analysed based on the UNHCR/WFP Joint Analytical Framework (JAF).

VULNERABILITY ANALYSIS

Food insecurity² – measured through households’ food consumption, their economic capacities and need to engage in livelihood coping strategies – affects the large majority of the refugee population across all locations, albeit at varying levels. Those most affected are refugee households residing in Gorom, Ajuong Thok and Pamir, where up to 90 percent of households are either moderately or severely food insecure. The largest share of food secure people was found in Makpandu (23 percent). Focusing on the individual indicators that make up food insecurity, food consumption continues its deteriorating trend - with an increase from 41 percent of households with poor food consumption in June 2022 to 45 percent in January 2023. About 90 percent of refugee households lack the economic resources to meet their minimum food needs without external assistance. And up to half of the households in each location – except in Makpandu – engage in emergency and crisis livelihood strategies to cope with the situation. Contributing factors that have led to such high levels of food insecurity include displacement, increased commodity prices, reduced rations of food assistance, prolonged flooding and limited livelihood options, among others.

Refugee households have very limited opportunities to fill the gap of reduced food transfers, let alone build or improve their livelihoods and achieve self-reliance. During the three months preceding the survey, most refugee households across all locations – except in Gorom – drew their income from small-scale, rainfed agriculture and/or the sale of firewood. Refugee households almost exclusively engage in livelihoods, characterized by high levels of temporary, informal and unprotected work, low wages and lack of social protection. Additional challenges that undermine refugees’ livelihoods include - from their point of view – frequent climate shocks, limited agricultural inputs, limited access to land, lack of employment opportunities and lack of start-up capital. As a result, all household indicated to engage in some form of coping to make ends meet, some of which further undermine households’ resilience levels. About one in three refugee households do not engage in productive income earning activities but entirely rely on the consumption or sale of the reduced food assistance transfers or by gathering wild foods.

Field missions confirmed a generally peaceful atmosphere between the host community and the refugee population in the past year, yet a number of protection concerns – beyond overall safety and peaceful coexistence – remain. More than 60 percent of households are female headed and 15 percent of the entire refugee population are persons with specific needs (PSN). Two groups particularly exposed to protection risks are women and girls. They are frequently exposed to heightened risk of GBV, kidnapping and harassment when they leave the confines of the camps to collect firewood or cultivate their lands allocated at a distance from the camps, while early marriages have also been highlighted. Qualitative information shows that PSN suffer most from reduced assistance transfers, as few have the possibility to engage in livelihood activities to compensate for the

¹ The eight refugee camps are located in four counties in four states: Gorom in Juba, Central Equatorial State; Makpandu in Yambio, Western Equatorial State; Ajuong Thok and Pamir in Jamjang, Unity State/Ruweng Administration Area; Doro, Batil, Gendrassa, and Kaya in Maban, Upper Nile State. See Table 1.

² Measured based on WFP’s Consolidated Approach for Reporting Indicators of Food Security (CARI) - Technical Guidance, Third Edition, December 2021

gap. Also, essential information infrastructures tend to be out of reach to them, leaving them excluded from the opportunities to participate and provide feedback on ongoing and planned assistance programmes.

While all refugee households indicated to have access to a primary health facility, access to other basic services remains limited and fragmented. Access to safe drinking water is ensured for all refugee households mostly through public taps and standpipes. However, the required quantity of 20 litres per person per day is not met for about half of refugee households.³ The use of private household latrines which ensure safety, privacy and enhanced hygiene is common in merely 58 percent of households and variations between locations are stark. Substandard shelter conditions are particularly prominent in Maban and despite continuing efforts to minimize the use of firewood as main source of energy, it remains the dominant source across all camps. The local South Sudanese population living in the periphery of refugee camps – who have been found to live in similarly hard conditions - is not assisted regularly, but benefit from ad hoc assistance in response to shocks, as well as from the service infrastructures available in camps, including schools, health centres, water pumps, etc.

The JPDM found high overall vulnerability levels⁴ among refugees, with differences between locations. Overall, about 85 percent of refugee households are extremely or highly vulnerable. The highest share of extremely vulnerable households resides in Gorom (66 percent), followed by Ajuong Thok and Pamir (52 percent), Doro (45 percent) and Kaya, Batil and Grendrassa (31 percent). These households lack the economic resources to provide for themselves to cover the basic food and non-food needs, and/or have poor food consumption and/or have to engage in coping strategies that further undermine their already precarious situation. Refugee households indicated to have been confronted with a number of shocks during the three months preceding the survey which they claim have further eroded already weak livelihoods. They include high food prices, food shortages/reduced assistance, delayed assistance, cyclical exposure to conflict, as well as climate change events, including the recent floods.

Refugee households of similar vulnerability levels were found to share a number of characteristics which – on the precondition they are discussed with and agreed by the refugee community – could serve as future targeting criteria. For example, households of higher vulnerability levels tend to be larger in size, have more young household members and are likely to be female headed. Comparatively speaking, they are less likely to have an income source, nor do they commonly engage in farming activities. Their productive asset base is minimal and they tend to reside in substandard shelters. Least vulnerable households often include traders, businessmen, shop-owners, households with ownership of 10 or more livestock (i.e. sheep/goats/chicken), as well as salaried workers.

GENERAL RECOMMENDATIONS

Against the background of reduced financial resources and varying vulnerability levels among the refugee population in South Sudan, moving from status to needs-based targeting of food and non-food assistance is highly recommended. To ensure the right assistance is given to the most vulnerable refugees at the right time with the limited resources available, jointly formulated recommendations - general (Section 5) and location-specific (Section 6) - are summarized below:

PROGRAMMATIC

- Prioritized food assistance is recommended to protect those most in need, WFP and UNHCR will keep monitoring the situation and adjust assistance levels based on needs, taking into consideration seasonal factors in each location, protection-related concerns, available resources, etc. The change to targeted/prioritized assistance may entail a number of different location-specific risks that need to be identified and addressed in a timely manner.⁵
- Livelihood interventions – especially those within the agricultural sector - should be promoted to increase refugees' access to food and/or economic resources to help build self-reliance as a medium- to long-term

³ UNHCR/WFP JAM, 2021

⁴ Measured using WFP's Essential Needs Assessment, Guidance Note, January 2023.

⁵ A jointly developed Risk Register has been developed to inform the design and implementation of the targeting strategy for food and NFI assistance for refugees in South Sudan. It outlines response and mitigation measures to be taken to address critical risks - contextual, protection, programmatic and institutional - associated with needs-based targeting and prioritization of assistance transfers.

strategy. These interventions should also promote the social cohesion between refugees and the local host community, for example through building collective assets from which both groups can profit.

- The approach to targeting and prioritizing humanitarian and development assistance needs to be aligned. Also, in order to create synergies, avoid duplication, optimize on limited resources and maximize impact, ongoing interventions are recommended to be expanded and best practices to be replicated.
- Humanitarian food assistance is to be targeted/prioritized at four layers: 1) geographically, 2) seasonally, 3) individually/household level and/or through 4) self-/community targeting.⁶ The choice of targeting/prioritization will depend on the needs and vulnerability levels in each location, at household and individual level, available livelihood opportunities, seasonal factors, security situation, and potential risks.

PROTECTION

- Protection considerations should be firmly integrated into all stages of the design, implementation and monitoring of the strategy, with a special focus on the needs and capacities of women, persons with specific needs and other marginalized groups. The use of protection characteristics - to be validated by the community - will help with the identification of those most in need.

MONITORING

- Regular joint monitoring of key outcome indicators for food and livelihood assistance will measure interventions' impact, to reassess the validity of the targeting/prioritization approach and to ensure timely recommendations for adjustments can be made.

COMMUNICATION AND ACCOUNTABILITY

- A joint communications strategy is to be developed to ensure that UNHCR, WFP, the Government, and other stakeholders convey the same messages related to the targeting approach and its objectives.
- The community is to be informed about the targeting/prioritization approach at least two months prior to its implementation.
- Communities will need to be actively involved in all stages of targeted/prioritized interventions in order to ensure their buy-in and continuous support and to mitigate potential risks (including exclusion of extremely vulnerable and marginalized community members, nepotism, etc.).
- Appeal mechanisms will need to be established to receive and follow up on appeals from refugees who disagree with their assigned level of vulnerability.

PARTNERSHIP AND ADVOCACY

- Increased collaboration with development actors is recommended – most importantly FAO - to leverage agricultural initiatives, as well as with private sector partners to seek opportunities for alignment of provision of assistance, as well as with financial service providers to improve refugees' access to affordable financial services.
- Increased advocacy for sufficient adequate, predictable, and long-term multi-year funding is required to support development initiatives that help refugees reach greater self-reliance.

LOCATION-SPECIFIC RECOMMENDATIONS

On the following page there are the summarized proposed targeting options for each surveyed location. See Section 6 for a more details, including action points.

⁶This will be specific for livelihood interventions.

PROPOSED TARGETING OPTIONS FOR EACH SURVEYED LOCATION

MABAN	JAMGANG	JUBA	YAMBIO
FOOD ASSISTANCE			
<ul style="list-style-type: none"> To be continued for the time being. If assistance is further reduced, reduction should be equal across all four camps to minimize potential tension between communities. Higher food assistance to address protection concerns may prove challenging at this point, as the community may not be in the position to help identify the eligible. 	<ul style="list-style-type: none"> Depending on available resources, food assistance to be provided based on seasonal patterns and/or in response to shocks. Households with protection vulnerabilities are to receive higher rations compared with less vulnerable households. 	<ul style="list-style-type: none"> Depending on available resources, food assistance to be provided based on seasonal patterns and/or in response to shocks. Households with protection vulnerabilities are to receive higher rations compared with less vulnerable households. 	<ul style="list-style-type: none"> To be reduced gradually or removed altogether, if circumstances allow. Households with protection vulnerabilities are to receive higher rations compared with less vulnerable households.
NFI/CRI			
<ul style="list-style-type: none"> To be aligned as much as possible to food assistance programmes. 	<ul style="list-style-type: none"> To be aligned as much as possible to food assistance programmes and provided seasonally or after specific shocks. 	<ul style="list-style-type: none"> To be aligned as much as possible to food assistance programmes and provided seasonally or after specific shocks. 	<ul style="list-style-type: none"> To be aligned as much as possible to food assistance programmes and reduced or gradually removed altogether.
LIVELIHOODS			
<ul style="list-style-type: none"> Ongoing interventions to be scaled up. New or expanded interventions to focus on flood risk reduction. 	<ul style="list-style-type: none"> Ongoing interventions to be scaled up, ensuring benefits to the host community. New or expanded interventions to focus on tools, farming inputs, land, human capital (technical skills), larger-scale/ commercial farming activities. 	<ul style="list-style-type: none"> Ongoing interventions to be scaled up and new or expanded interventions to take into consideration opportunities inherent in the proximity to Juba's urban centre (private sector). 	<ul style="list-style-type: none"> Ongoing interventions to be scaled up. New/expanded interventions to focus on fish farming, farmer cooperatives, market linkages/ food value chain, capital for business.

Objectives, Methodology & Limitations

OBJECTIVES OF UNHCR/WFP JPDM

The last UNHCR-WFP Joint Assessment Mission (JAM) conducted in 2021 recommended a needs-based approach to targeting/prioritizing food and non-food assistance for refugees in South Sudan and build their resilience capacity. Since September 2022, both UNHCR and WFP South Sudan Country Offices (COs) and the Joint UNHCR-WFP Programme Excellence and Targeting Hub (Joint Hub), have been collaborating to develop a targeting/prioritization strategy for humanitarian interventions.

In order to build a strong evidence and knowledge base to inform and guide targeting and prioritization decisions, WFP's regularly conducted Post Distribution Monitoring (PDM) survey was expanded to provide outcome level data on refugees in eight camps.

The focus of the UNHCR/WFP JPDM is the refugee population in South Sudan registered prior to the recent outbreak in neighbouring Sudan in April 2023, with the objectives to:

- Ensure the continuity in post-distribution monitoring of corporate indicators on refugees' food security and vulnerability levels for operational and strategic decision-making and reporting requirements by each agency;
- Establish a common understanding of refugees' overall vulnerability situation, including their basic needs, income and livelihoods, economic capacities, etc.
- Inform a targeting methodology based on needs instead of status and provide guidance with regards to its implementation using the JPDM analysis as a valid baseline;
- Highlight potential protection challenges and their implications for vulnerability-based targeting of assistance.

The focus of this report is on the targeting related analyses that answer objectives 2, 3 and 4, while objective 1 is addressed in details in *WFP's Vulnerability Profiling of Refugee households: Evidence from the 2022 WFP/UNHCR JPDM*.

METHODOLOGY

The JPDM is based on a quantitative household survey and qualitative Focus Group Discussions (FGD) conducted in eight refugee camps. Primary data collection for the JPDM took place between 13 to 17 January 2023.

Additional qualitative data was collected by staff from the Joint Hub and both COs between 27 February – 2 March 2023 in the form of FGDs and Key Informant Interviews (KIIs). The triangulation of both, qualitative and quantitative data forms the basis of subsequent analyses.⁷

SAMPLE DESIGN

Due to time and resource constraints, the eight camps were divided into five clusters (see Table 1) based on their geographical proximity and camp population size at a 95 percent confidence level and 5.5 percent margin of error.⁸ Each cluster had a total of about 320 households. Findings are statistically representative at overall and cluster level.

Sampled households were selected using a two-stage cluster sampling method. In the first stage, zones or blocks (of any form including community leaders) were randomly selected from naturally existing zones or blocks. The allocation of randomly selected zones or blocks from each camp was determined using Probability Proportional to Size (PPS) together with the food insecurity status of each camp. This food security status was obtained from desk reviews of previous refugee camps and analyses of PDM survey reports. In the second stage, about 15 households were randomly selected and interviewed from each selected zone or block using the Random Number Generator (RNG).

The total sample size consisted of 1,295 refugee households.

⁷ Links to primary data collection tools – including the structured household questionnaire (for which WFP's Post Distribution Monitoring (PDM) Survey questionnaire was used as a blueprint) and the semi-structured FGD guide – can be found in the Annex.

⁸ A brief description of the livelihood zones in which camp clusters and camps are located can be found in the Annex.

LIMITATIONS

Initially, Gorom and Makpandu were grouped into one cluster due to their proximity to one another and to urban areas, as well as their relatively small population size. However, given the highly different livelihood zones in which those two camps are located, it was jointly agreed to report on these two camps individually instead of as one cluster. While their results are weighed based on population, findings for Gorom and

Makpandu are not representative. However, given the homogeneity of the households in the camps, results nevertheless provide an indication of the situation within the two camps. The host community was not surveyed.

SECTION ONE: OPERATIONAL ENVIRONMENT

BOX 1: IMPACT OF RECENT OUTBREAK OF CONFLICT IN SUDAN ON SOUTH SUDAN

Following the outbreak of armed conflict in Sudan on 15 April 2023, growing numbers of refugees, returnees and third country nationals have been taking refuge in neighbouring countries. It is expected that up to 180,000 South Sudanese refugees and 60,000 refugees of other nationalities may cross the border from Sudan into South Sudan seeking international protection.⁹

The latest influx of refugees and returnees exacerbates the already dire humanitarian situation in South Sudan. The supply of food and non-food items from Sudan – South Sudan’s main source for imports – has been cut and market prices have increased significantly. In the first two weeks of the crisis, the cost of the food basket increased from 18 to 56 percent.¹⁰

Life-saving assistance is being provided and the evolving situation is closely being monitored by UNHCR and WFP. The current JPDM analysis and related programmatic recommendations entirely focus on South Sudan’s refugee population registered prior to the 15 April 2023. New arrivals will be treated and monitored separately and a decision on whether to integrate them into the prioritization framework will be made jointly by UNHCR and WFP COs based on the evolving situation.

CONTEXT AND LEGAL ENVIRONMENT

The Republic of South Sudan remains Africa’s largest and the world’s third largest refugee crisis. People who seek refuge in South Sudan find themselves in a highly complex and volatile situation: since independence in 2011 the country has been marred by a long history of conflict, continuing endemic violence, compounded by weak Government systems, food insecurity and disease outbreaks. A dilapidated, poor infrastructure, continuously rising market prices, the effects of climate change, as well as reduced assistance transfers as a result of limited resources have been and continue taking their toll on all endeavours that aim to support the local South Sudanese population and refugees alike, in meeting their needs independently.

Nevertheless, South Sudan maintains an open-door policy for refugees, offering a favourable legal environment. Thanks to the country’s Refugee Act (2012) and the Refugee Status Eligibility Regulations (2017), refugees in South Sudan have freedom of

movement, the right to work, own animals and can access land, while the national asylum procedures are aligned to international standards and good practices of refugee protection. South Sudan’s National Development Strategy (NDS) 2021 – 2024 considers refugees a vulnerable population and envisages support for their human capital development, provision of protection and assistance, as well as facilitation of their resettlement.

SOUTH SUDAN'S REFUGEE POPULATION¹³

Prior to the outbreak of violence in Sudan in April 2023, South Sudan was hosting a total of 300,644¹⁴ refugees and asylum seekers, representing the focus of this assessment. The large majority originates from Sudan (94 percent) who had been crossing the border since 2011 to escape the ongoing conflict in the southern regions of the country. The remainder comes from the Democratic Republic of Congo, the Central African Republic and Ethiopia.

⁹ South Sudan Emergency Response for the Crisis in Sudan: <https://reliefweb.int/report/south-sudan/unhcr-south-sudan-emergency-response-crisis-sudan>

¹⁰ WFP South Sudan, Country Brief, April 2023

¹¹ UNHCR Operational Update, December 2022

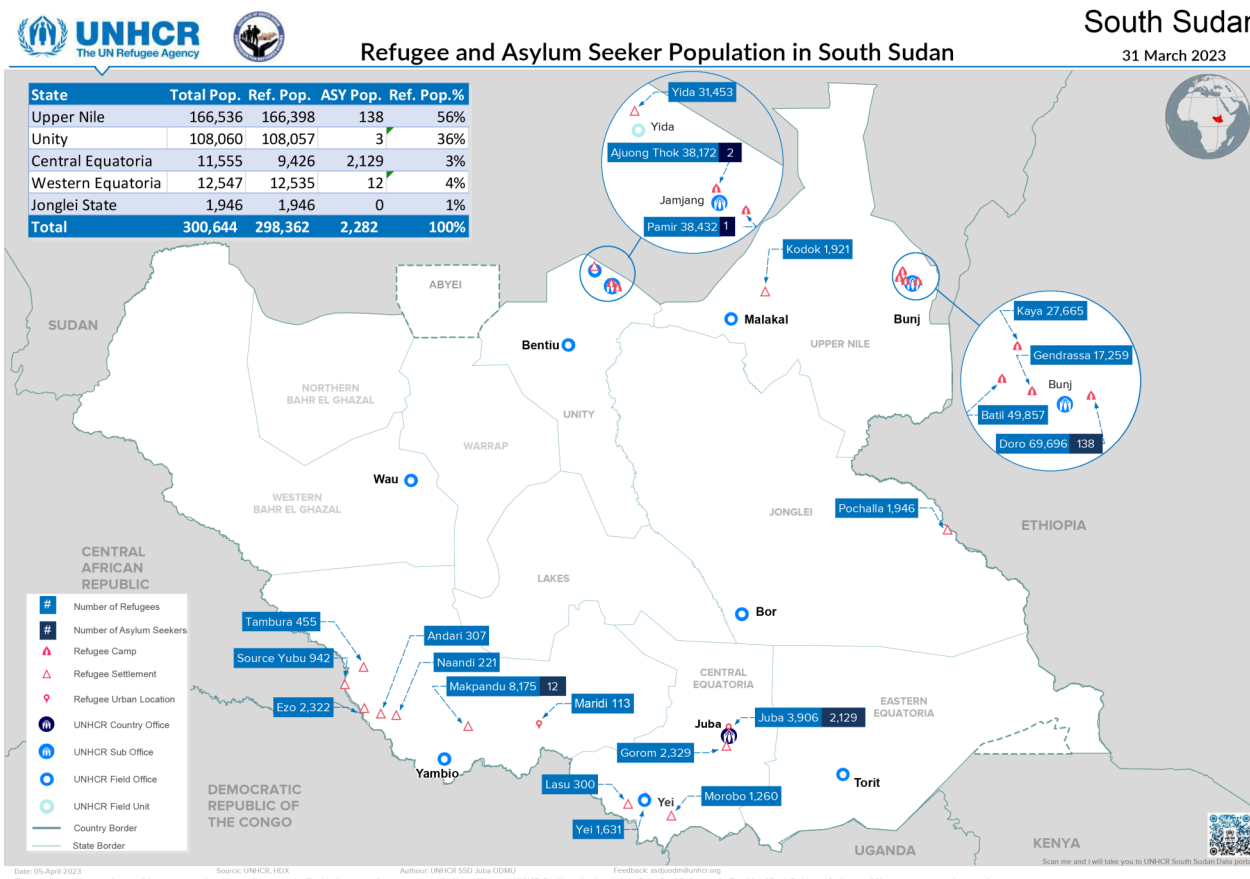
¹² South Sudan, Humanitarian Response Plan, 2023

¹³ Population estimations are dated prior to the outbreak of violence in Sudan on 15. April 2023 which has since resulted in an increase of cross-border population movements.

¹⁴ UNHCR Monthly Population Dashboard, Refugees and Asylum Seekers in South Sudan, March 2023

More than half of the refugee population is settled in the Upper Nile State (56 percent), followed by Unity State (36 percent), Central Equatoria (3 percent) and Western Equatoria (4 percent). Almost all refugees (96 percent)¹⁵ live in camps, with Doro camp, situated in Maban, being the largest with almost up to 70,000 refugees.

MAP 1: REFUGEE POPULATION IN SOUTH SUDAN BY LOCATION



Source: UNHCR Operational Data Portal, December 2022

ASSISTANCE TO DATE

WFP and UNHCR – under the overall guidance of South Sudan’s Commission of Refugee Affairs (CRA)¹⁶ – have been providing humanitarian assistance to refugees across South Sudan.

In addition to providing legal and physical protection, UNHCR is supporting refugees in South Sudan through the provision of shelter and non-food items (NFI), health, education, livelihood and WASH programmes

and energy-efficient stoves.¹⁷

WFP is currently supporting refugees residing in eight camps located in four different counties (Yambio, Maban, Juba and Jamjang) with monthly in-kind and/or cash for food assistance¹⁸ or a combination of both, subject to resources and stock pipeline. In addition, UNHCR together with WFP and UNICEF are providing nutrition program in refugee camps.

¹⁵ UNHCR Operational Data Portal, December 2022

¹⁶ Commission for Refugee Affairs is responsible for the management of refugee affairs in South Sudan.

¹⁷ For a comprehensive, updated status quo of refugees’ access to basic services, please refer to WFP’s Vulnerability Profiling of refugee households: Evidence from the 2022 UNHCR/WFP Post Distribution Monitoring Survey. For a brief overview on the types of latrines used, refugees’ access to health centers and medicines, the sources of energy used and the quality and state of refugees’ shelters, please refer to the Annex.

¹⁸ The cash transfer is continuously adapted to market price fluctuations.

TABLE 1: CAMP POPULATION AND GFA BENEFICIARIES BY LOCATION

State	County	Camps	Cluster (for purpose of JPDM)	Camp Refugee population in March 2023 ¹⁹	GFA Modality
Upper Nile	Maban	Doro	C1	69,696	CBT and seasonal hybrid of in-kind and CBT
		Kaya	C2	27,665	
		Batil		49,857	
		Gendrassa		17,259	
Unity State/Ruweng Administrative Area	Jam Jang	Ajuong Thok	C3	38,172	Hybrid of in-kind and CBT
		Pamir		38,432	
Central Equatoria	Juba	Gorom	Camp Gorom	2,329	CBT
Western Equatoria	Yambio	Makpandu	Camp Makpandu	8,175	CBT

Due to significant funding constraints, the standard GFA reduced to 50 percent, which currently covers ration²⁰ and its equivalent cash value have experienced approximately 1,050 kcal per person per day.²¹ Thus, remarkable reductions. Firstly in 2015 the GFA ration food needs have only been met partially. was reduced to 70 percent and in 2021 was further

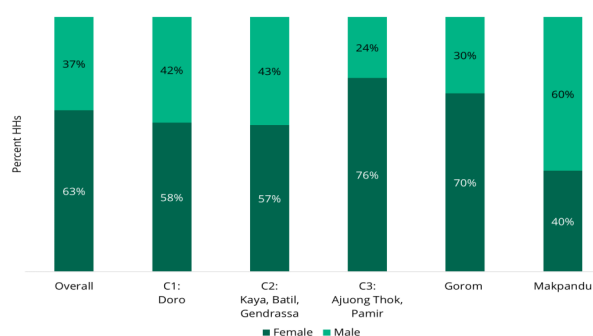
BOX 2: REFUGEE HOUSEHOLD DEMOGRAPHICS

Population distribution: The 2023 JPDM shows that about 53 percent of the refugee population are female and 47 percent are male refugees, matching UNHCR’s population data.²² Overall, women and children make up 83 percent of the entire refugee population.

Average household size and work force: Sampled refugee households have - on average - 6,2 members of whom about 2,8 are members of working age. The large majority of 58 percent of households has adult members who are able to work full time. About 37 percent of the households have members able to work about two hours per day, while 5 percent have members who are entirely unable to work.

Sex, marital status and age of household heads: FIGURE 1: SEX OF HOUSEHOLD HEADS

Sampled refugee household heads are predominately women (63 percent), compared to 37 percent of households headed by men. In C3 (Ajuong Thok, Pamir) the share of households headed by women reaches 76 percent, which compares to 40 percent in Makpandu. In almost all cases, the head is also the main provider for the household (93 percent). Household heads’ median age is 36 years with only 1 percent being younger than 20 years and 6 percent being more than 60 years in age. Only 22 percent of household heads are either single, divorced/separated or widowed.



Source: SS/JPDM 2023

¹⁹ UNHCR, Monthly Population Dashboard, Refugees and Asylum-seekers in South Sudan, 31. March 2023

²⁰ The standard GFA ration covers 2,100 kcal per person per day.

²¹ The 50 percent GFA ration consists of: 250 g of cereals, 25 g of pulses, 15 g of vegetable oil and 2 g of salt.

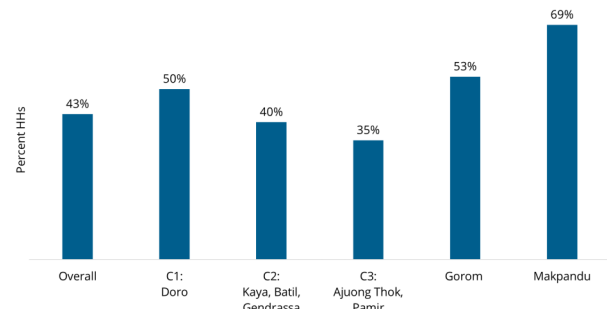
²² UNHCR, Monthly Population Dashboard, Refugees and Asylum-seekers in South Sudan, 31. March 2023

Children, pregnant and elderly household members and persons with specific needs: The refugee population in South Sudan is young with 60 percent of refugees below the age of 18 years, 30 percent between 18 and 59 years and 2 percent above 60 years. Overall, 30 percent of households had pregnant or lactating members at the time of the survey with highest shares in Gorom (41 percent) and Ajuong Thok and Pamir (39 percent). Almost two third of refugee households has children that are below the age of 5 years (62 percent), up to 83 percent have children below the age of 18 years and 10 percent have elderly persons of above 60 years as household members. Persons with specific needs (PSN)²³ make up about 15 percent of the entire refugee population.

Dependency ratio (DR): About 43 percent of refugee households have a dependency ratio of above 2 people, meaning that for every able-bodied, working age adult between 15 to 64 years there are more than two household members unable to engage in productive work because they are too young (aged less than 15 years old), too old (aged more than 64 years old) or disabled or chronically ill. Highest shares of households with a DR above two were recorded in Makpandu and in Gorom, with 69 percent and 54 percent respectively.

Literacy: Illiteracy is very high among the refugee population in South Sudan. While 37 percent of the refugee population indicated to be literate and 3 percent said they could read (but not write), about 60 percent of refugees can neither read nor write.

FIGURE 2: DEPENDENCY RATIO (>= 2) AT HOUSEHOLD LEVEL



Source: SS JPDM 2023

²³ Persons with specific needs (PSN) include children at risk, disabled persons, older persons at risk, persons with serious medical condition, single parents, unaccompanied or separated children and women at risk. This is a subset of UNHCR's definition of PSN which excludes categories of refugees that are less relevant in this context, such as the need of legal assistance.

SECTION TWO: FOOD SECURITY AND NEEDS

The analysis of refugee households' food security situation and their needs and vulnerabilities is based on the Joint UNHCR/WFP Analytical Framework (JAF). The analysis covers a range of aspects that potentially enable or hinder households to meet their basic needs. They predominately include – for the purpose of this report - refugees' food security situation, livelihood opportunities and challenges, exposure to protection risks and shocks, as well as access to basic services.

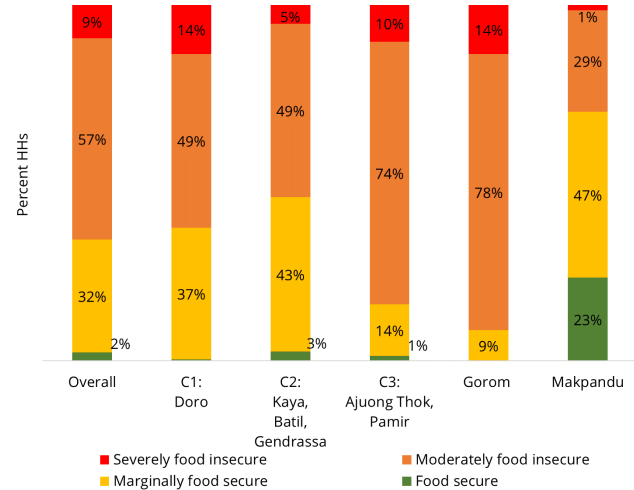
The Consolidated Approach for Reporting Indicators of Food Security (CARI) method²⁴ is used to measure the overall food security status of refugee households in South Sudan. The CARI is a composite indicator that combines three outcome indicators: 1) households' Food Consumption Score (FCS), 2) refugee households' economic capacity to meet essential needs (ECMEN) and 3) the Livelihoods-based Coping Strategy Index (LCSI).²⁵ The combination of those three indicators classifies the population into four groups: food secure, marginally food secure, moderately food insecure and severely food insecure. More detailed information on the calculation of CARI can be found in the Annex.

REFUGEE HOUSEHOLDS' FOOD SECURITY SITUATION

Overall, two-thirds of refugee households in South Sudan (66 percent) are either moderately or severely food insecure (Figure 3). Moderate and severe food insecurity is highest in Gorom (91 percent) and C3 (Ajuong Thok, Pamir; 84 percent), while the situation in C1 (Doro) and C2 (Kaya, Batil, Gendrassa) is slightly less dire. Food secure household are rare across all locations, except in Makpandu (23 percent).

Factors that may have contributed to the dire food insecurity situation among refugee households in South Sudan are manifold and intertwined: repeated and often cyclical exposure to conflict, climate change events, such as the recent 2022 floods that still have not receded everywhere and continue eroding already

FIGURE 3: HOUSEHOLD FOOD SECURITY (CARI)



Source: SS JPDM 2023

weak livelihoods of refugee households that lack the capacities and resources to sufficiently support themselves independently of external assistance.²⁶

Against the background of the continuing conflict and humanitarian access constraints, coupled with the lean season between April and July, high and rising levels of food insecurity must be expected.

LIVELIHOOD OPPORTUNITIES

Sustainable livelihoods are highly difficult to come by for refugees in South Sudan. Seven of the eight camps are located in remote rural areas with extremely limited employment opportunities. While refugees have, on paper, the right to employment, the process of acquiring work permits and business licenses is marred by institutional challenges. Additionally, informal taxation is ever increasing and ad-hoc. Thus, the majority of refugees engages predominately in the agricultural sector - that are characterized by high levels of temporary, informal and unprotected work, low wages and lack of social protection. Also, livelihoods are entirely driven by seasonal factors characteristic of each agro-ecological zone. Coupled with repeated exposure to conflict, frequent climate change events and reduced assistance, refugees' livelihoods often do not reach a level sufficiently sustainable and lucrative to be able to withstand challenging times.

²⁵ A detailed presentation of results of each of these three indicators – FCS, ECMEN and LCSI – can be found in the Annex

²⁷ WFP, Consolidated Approach for Reporting Indicators of Food Security (CARI), Technical Guidance, Third Edition, December 2021

The two most prominent productive livelihood activities²⁷ during the three months preceding the survey, include agriculture (27 percent) and the sale of firewood (13 percent) (Figure 4):

Small-scale, rainfed agriculture represents the main livelihood source for 38 percent in C1 (Doro), which compares to 22 percent in C3 (Ajuong Thok, Pamir) and 21 percent in C2 (Kaya, Batil, Gendrassa). In Gorom, which is close to urban areas, agriculture plays a lesser role (3 percent), while in Makpandu up to 56 percent live off agricultural activities. Agriculture is characterized by low input (absence of mechanized farming and reliance on hand tools) and low output (low yields, lack of access to markets for agricultural surplus, etc.), further challenged by seasonal flooding and/or unusually dry weather spells. About half of refugee households in all locations do not consider farming activities to be sustainable.

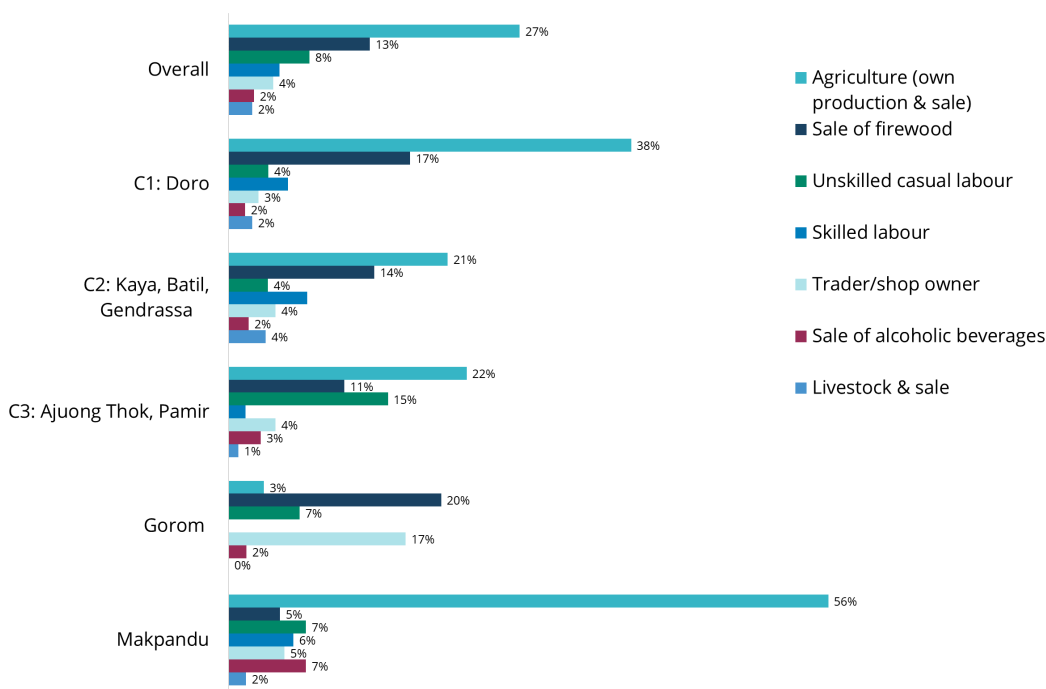
While refugees are also entitled to own and sell livestock, only very few are pastoralists with a minimal share earning an income from it, with the highest share of merely 4 percent in C2 (Kaya, Batil, Gendrassa). Though the surrounding local population are predominately herders, refugees tend to engage in sedentary livestock rearing e.g. poultry, including ducks and chicken.

The **sale of firewood** is the second most common means to earn a living overall and is done to complement household income and fulfil unmet needs. In Gorom, for up to 20 percent of households the sale of firewood represents their main income source. Gorom has the highest share of households engaged in this activity among the five locations, compared to merely 5 percent in Makpandu. The high demand for firewood as an energy and income source has resulted in the surrounding areas of forest and bushland been widely depleted. This has led to rising competition and tension with the host community in some locations. Also, protection risks have increased given that distances for collecting firewood have increased, with refugees – predominately women – exposing themselves to ongoing insecurities on those journeys.²⁸

Unskilled casual labour – predominately in the agriculture and/or construction sector – is most important for households residing in C3 (Ajuong Thok, Pamir) with the highest share of 15 percent drawing an income from it.

Among all locations, earning an income through **trading and as shop owners** is most prominent in Gorom with 17 percent of refugee households, after the sale of firewood (20 percent). Being close to the capital, Gorom offers more opportunities in this regard.

FIGURE 4: PRIMARY PRODUCTIVE INCOME SOURCE DURING THREE MONTHS PRECEDING THE SURVEY



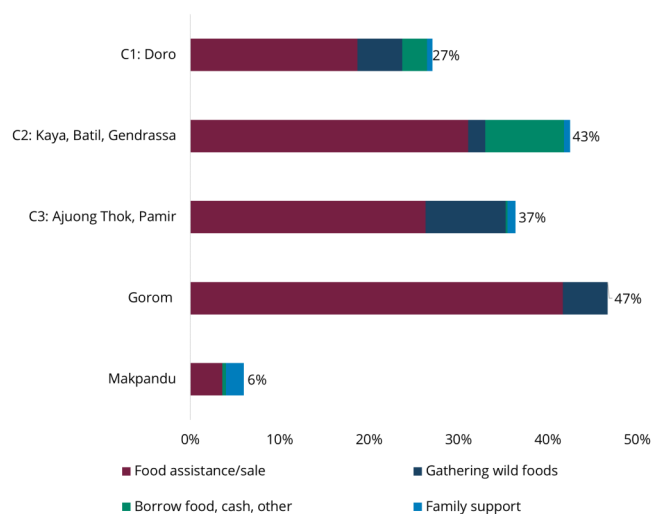
Source: SSJPDM 2023

²⁸ Non-productive activities include food assistance, gathering wild foods, borrowing food, cash or other resources, support

While all refugee households receive assistance, rations are insufficient to last a month. In order to compensate for this gap, about one-third of households (35 percent) indicated to draw their income and/or food from non-productive livelihood activities,²⁹ of whom most reside in Gorom (47 percent) and C2 (Kaya, Batil, Gendrassa; 43 percent) and fewest in Makpandu (6 percent).

Reliance on the food assistance transfer or the sale of it is the most prominent income source in all locations, except in Makpandu. Minimal number of households are supported by their family, but no household was engaging in begging.

FIGURE 5: HOUSEHOLDS ENGAGED IN NON-PRODUCTIVE ACTIVITIES



Source: SS JPDM 2023

BOX 3: LIVELIHOOD OPPORTUNITIES AND NEEDS FORMULATED BY THE REFUGEE COMMUNITY

Qualitative data from FGDs and KIIs held during the Joint Hub field visits in February 2023, collected the following location-specific livelihood opportunities and needs formulated by the community:

Maban (Doro, Kaya, Yusuf Batil, Gendrassa):

Opportunities:

- Great interest and motivation among women to participate in vocational trainings and income generation activities
- Ongoing and upcoming the World Bank (WB)-supported projects in the area to both refugees and host community
- Steady increase in market activities and rising number of refugee-owned businesses as a result of WFP cash interventions

Needs:

- Flood prevention activities (e.g. construction of dykes)
- Increased agricultural inputs, most importantly seeds and farming tools
- Training in the benefits of complementing household diet with vegetable produce cultivated in kitchen gardens
- Investment in businesses, including tea shops, saloons, shops, restaurants
- Vocational trainings in tailoring, bread making, agriculture, English language, computers
- Vaccination for livestock to cure animal morbidity
- Agreement on accessing natural resources (firewood) with host community to stop competition

Jamjang (Ajuong Thok, Pamir)

Opportunities:

- Willingness of local and central government authorities and host community to help facilitate the allocation of more land to refugees
- Great capacity and high interest among refugees in getting involved in agricultural activities
- Potential expansion of ongoing vocational trainings by UNHCR
- Ongoing WB safety net project with IOM & UNOPS

Needs:

²⁹ Refugees tend to travel far distance which take on average 5 to 8 hours round trip to collect firewood (JAM 2021).

- More access to fertile land, tools and capital
- Fencing to protect land from damage caused by cattle
- Irrigation and drainage systems
- Security by local authorities to access allocated land
- Access to capital for larger scale farms to help in hiring of labour
- Abolition of multiple, ad hoc taxation
- Marketable skills, vocational training and higher education (not just for youth)
- Strengthened institutional memory at local authorities' level through transparent decision making, official documentation and record-keeping

Juba/Gorom

Opportunities:

- Urban livelihood opportunities (e.g. trading, selling, etc.)
- Local authorities' willingness to provide more land

Needs:

- Capital for businesses and investments
- Skills training
- Farmer cooperatives
- Community businesses targeted at youth

Yambio/Makpandu

Opportunities:

- Integrated, busy location, with many passing travellers (e.g. restaurants, shops, etc.)
- Expansion of ongoing vegetable farm projects

Needs:

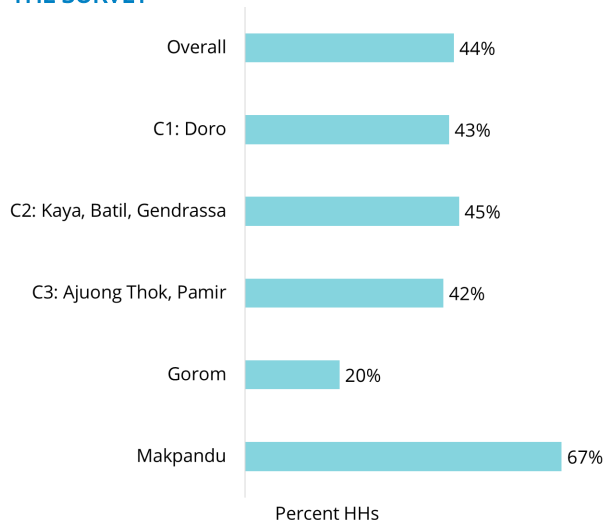
- Provision / improvement of transport to and from market in Yambio
- Fish farming
- Farmer cooperatives
- Capital for businesses and investments

AGRICULTURAL LIVELIHOODS

Agriculture serves as the main food source besides food assistance for refugees in South Sudan who are predominately small-scale farmers by tradition. For 27 percent of refugee households, agriculture provided their main income during the three months preceding the survey (Figure 4), and more than four in ten households across all locations (44 percent) indicated to have cultivated crops (Figure 6), including cereals, leguminous, cash crops or fruit trees during six months preceding the survey.³⁰ In Makpandu almost seven in ten refugee households indicated to have been involved in farming (67 percent), while in Gorom only 20 percent reported to have farmed.

³⁰ Excludes backyard gardening

FIGURE 6: REFUGEE HOUSEHOLDS INVOLVED IN FARMING ACTIVITIES DURING 6 MONTHS PRECEDING THE SURVEY



Source: SS JPDM 2023

The majority of farming refugee households use their home-grown crops for own consumption as a complementation to the assistance transfer they receive.

The majority of farming refugee households use their home-grown crops for own consumption as a complementation to the assistance transfer they receive.

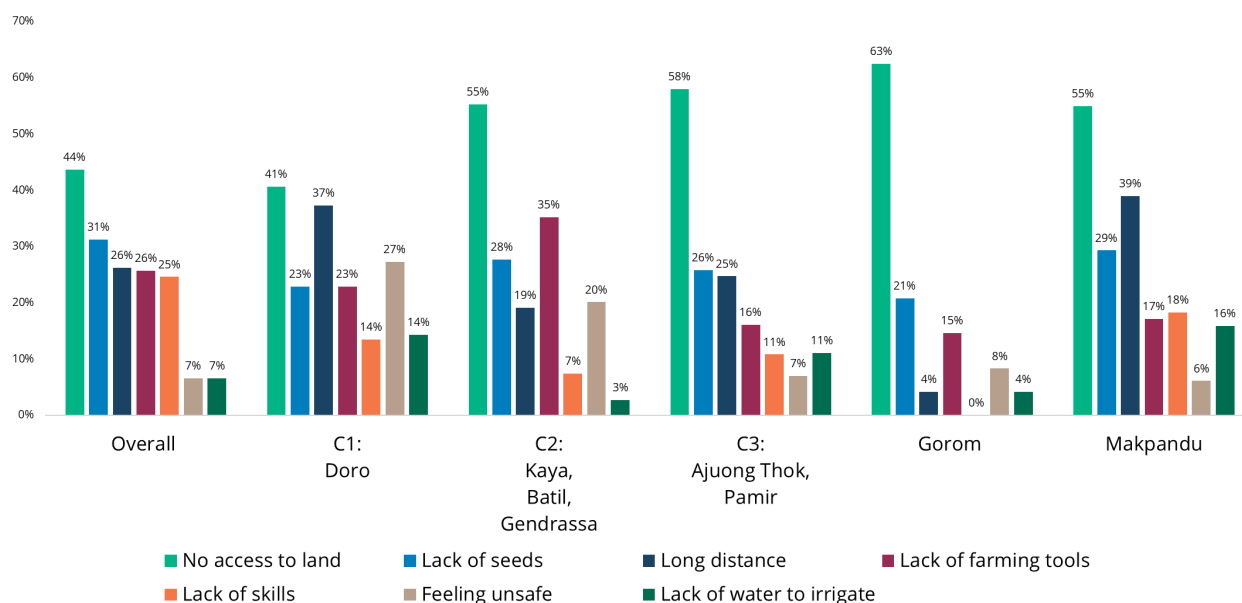
REASONS FOR NOT HAVING ENGAGED IN FARMING

Refugee households that did not participate in farming during the six months preceding the survey (56 percent), provided a myriad of reasons why they refrained from cultivating. The one main reason for most refugee households in all locations – reiterated by FGD participants – is the lack of access to land, followed by the lack of seeds, long distance to reach agricultural plots, the lack of farming tools and lack of skills (Figure 7).

While refugees in South Sudan have the right to access land for cultivation and/or livestock rearing,³¹ the amount of land allocated by the CRA or given by the host community has been and remains insufficient to meet demands and is often infertile, according to FGD

participants. Overall, most of the refugee households (60 percent) cultivated land of about 1 feddan – an extremely small land size - while merely 16 percent did so on more than 5 feddans. Small size of land allocated to refugee households coupled with poor soil fertility and lack of modern inputs generally results in exceptionally low yields (kg/ha).³² This prevents the households from farming beyond subsistence levels. According to FGD participants, already low yields decreased further in 2022 due to extensive flooding and pests. Lastly, ongoing insecurities often hinder access to allocated land, preventing refugee households from pursuing their agricultural livelihoods altogether.³³ About 47 percent of refugee households consider agricultural activities as unsustainable. In C3 (Ajuong Thok, Pamir) refugees are particularly pessimistic with more than half of households (53 percent) considering agriculture to be an unsustainable livelihood source. While in C1 (Doro) more than six in ten refugee households (61 percent) felt positive about the level of sustainability of their farming activities.

FIGURE 7: REASONS FOR NOT HAVING ENGAGED IN FARMING ACTIVITIES PRECEDING THE SURVEY



Source: SS JPDM 2023

³¹ The CRA oversees the allocation of the land to refugee households.

³² In 2018 South Sudan’s cereal yield (kg/ha) was about 18 percent of the average percent in South Africa and about one third of that of Kenya, Uganda and Ethiopia (Source: FAO, Transforming Agriculture in South Sudan, 2021).

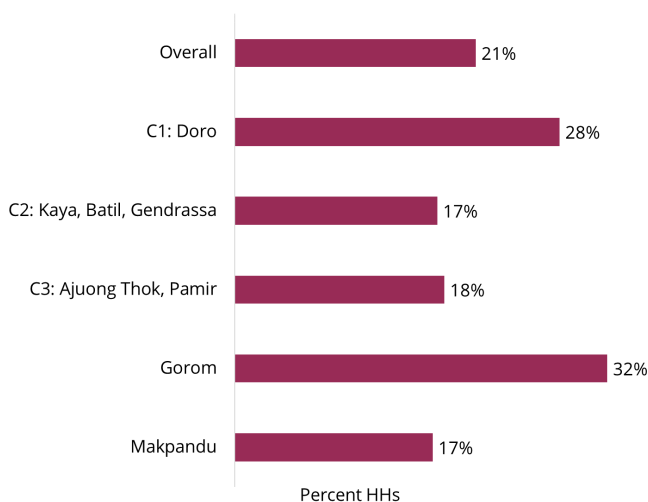
³³ UNHCR, Sustainable Livelihoods and Economic Inclusion Strategy, 2022 - 2025

OWNERSHIP OF KITCHEN GARDENS FOR THE CULTIVATION OF VEGETABLES

An alternative to cultivating cereals is the growing of vegetables in smaller-sized kitchen gardens, including okra, tomato, pumpkin/squash and leafy vegetables. About 21 percent of refugee households indicated to have a kitchen garden. These are most common in Gorom (32 percent) and in C1 (Doro; 28 percent) and least common in C3 (Ajuong Thok, Pamir), C2 (Kaya, Batil, Gendrassa) and in Makpandu.

During the three months preceding the survey, vegetables cultivated in kitchen gardens were almost exclusively cultivated for home consumption in all locations – hence an important complementation to households’ diet. About 37 percent of all refugee households with a kitchen garden indicated to have sold their produce in the market. The sale of home-grown vegetables is most common in C3 (Ajuong Thok, Pamir; 55 percent) and least common in Makpandu (12 percent) and Gorom (5 percent).

FIGURE 8: OWNERSHIP OF KITCHEN GARDENS



Source: SSJPDM 2023

LIVELIHOOD CHALLENGES

Seasonality compounded by climate change: One critical challenge to building sustainable livelihoods in South Sudan are seasonal factors characteristic to each agro-ecological zone in which camps are situated (e.g. reliable wet and dry seasons, growing and harvest

seasons, etc.). Seasonality determines and defines all activities in which people engage in to meet their basic needs during the course of a year. With the impact of climate change, seasonality becomes ever more extreme, longer or shorter in terms of duration and highly unpredictable. In fact, South Sudan is one of the five countries most affected by climate change in the world.³⁴

Thus, both frequent lack and excess of rainfall have been and continue impeding not only agriculture production growth but also water availability. Shifting seasonal patterns have also been determining the availability of critical food and non-food items in the market, people’s movements in and out of camps in search of food, non-food items and labour and their social and economic relationship with the host community. Seasonal floodings tend to disrupt most routes over half of the country during the wet season,³⁵ directly affecting the demand and supply of critical crops and goods. Dwindling rainfall coupled with extended dry spells and rising temperatures in the southern and eastern areas have impacted water availability for agriculture, livestock and human consumption which has increased the likelihood for tensions between farmers and pastoralists.³⁶

South Sudan’s challenging seasonality, coupled with the climate change evolution requires people to adapt to frequently changing conditions. However, the necessary know-how and resources – especially related to farming activities - are limited if not entirely missing.

Challenging market conditions and rising market prices:

Markets are the main sources for food for refugees in South Sudan, except in Jamjang where refugees continue receiving in-kind food transfers. Qualitative data suggests that in Maban in particular, cash assistance contributed to the expansion of markets with an increased variety of foods and non-food goods. At the same time, market dependency goes hand-in-hand with increased exposure to price fluctuations, and thus impacting households’ purchasing power. Refugees confirmed that food items, including main staples, are available – even if delayed at times - but prices remain abnormally high.³⁷ Increases in prices – however slight – are having a critical impact on vulnerable refugees, further undermining limited resources to meet basic needs, food and non-food

³⁴ Climate Change Vulnerability Index, 2017

³⁵ FAO/WB, Transforming Agriculture in South Sudan, 2022

³⁶ WFP, South Sudan – Seasonal Monitor, October 2022

³⁷ FEWSnet, IPC, December 2022

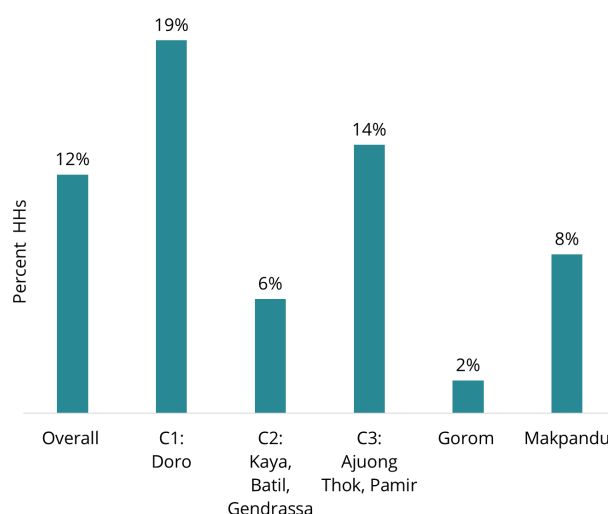
alike. Also, high and increasing food prices erode the value of cash assistance as less can be purchased from the entitlements received. In fact, following the extensive floods in Maban in 2022, FGD participants appreciated the receipt of in-kind food assistance, as markets become difficult to reach, and varieties of food and non-food items tend to be limited and prices are higher.

While markets are easily accessible inside and outside of camps, with an average travel time of 10 to 30 minutes for most refugee households across all surveyed locations, market conditions are not favourable for the sale of agricultural produce. Due to a dilapidated road infrastructure especially in Maban, markets are poorly integrated. This is partly a result of the conflict and floods, high transportation costs, multiple official and unofficial taxation and extortion at checkpoints, limited storage means and access, lack of financial access and payment mechanisms, as well as information constraints. Thus, poor market conditions, coupled with generally low demand due to low purchasing power, leaves the selling of surplus agricultural produce less attractive for those farming refugee households that could be in the position to cultivate beyond subsistence levels.

Lack of access to capital: The need for capital that could be used to start or invest in a business in any sector, be it in agriculture and/or non-agriculture, is very high, especially in Makpandu, Gorom and C3 (Ajuong Thok, Pamir). However, the development of a small (household) business depends on the access to financial services and resources, both of which are highly difficult to come by in South Sudan where formal financial institutions are almost inaccessible to the refugee households. Up to 90 percent of refugee households, reaching 97 percent in Gorom, indicated not to have an account at a bank or other financial institution or access to any mobile money service provider.

Similarly, alternative group-lending models such as Village Saving and Loan Association (VSLA) that address the need for capital and have proven to be highly effective mechanisms for the poor to manage their income and expenses,³⁸ also remain minimal and small-scale. Overall, only 12 percent of refugee households in South Sudan indicated to be members of a VSLA. Most of them reside in C1 (Doro; 19 percent), followed by C3 (Ajuong Thok, Pamir; 14 percent), Makpandu (8 percent), C2 (Kaya, Batil, Gendrassa; 6 percent) and Gorom (2 percent).

FIGURE 9: HOUSEHOLDS WITH VSLA MEMBERSHIP



Source: SSJPDM 2023

Interestingly, of the few households who are members of VSLAs, the large majority use their saved capital to buy food for the household (90 percent) instead of investing it in their livelihoods – an indication of the pressure refugees are under to meet their basic food needs. About four in ten households use the savings for trading and investing in businesses (39 percent) with largest shares in C1 (Doro; 41 percent), followed by C3 (Ajuong Thok, Pamir; 39 percent), C2 (Kaya, Batil, Gendrassa; 36 percent) and Makpandu (25 percent).

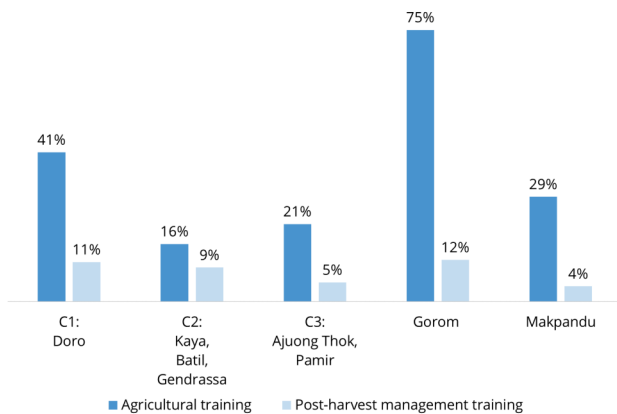
In addition to buying food, many households in C2 (Kaya, Batil, Gendrassa) also use their savings for the purchase of livestock (57 percent), while in Makpandu priorities differed altogether in that most refugee households used their savings from VSLAs to pay for medical care (75 percent), followed by the purchase of food for the family (65 percent).

The downside of those few VSLAs, according to FGD participants, is that they are far from being inclusive. Participants indicated that almost all VSLAs required members to have sufficient cash and/or resources as an entry point. It was also noted that these groups exclude minority groups, e.g. the illiterate and poor.

Limited skills development trainings on offer: Livelihood initiatives remain small-scale, short-lived and underfunded. This means the initiatives are unable to meet the great demands of the refugee population who aspire to build sustainable livelihoods for themselves and their families and are eager to receive more formal education, skills and vocational trainings.

³⁸ FAO, WB (2022); Transforming Agriculture in South Sudan – From Humanitarian to Development oriented Growth Path.

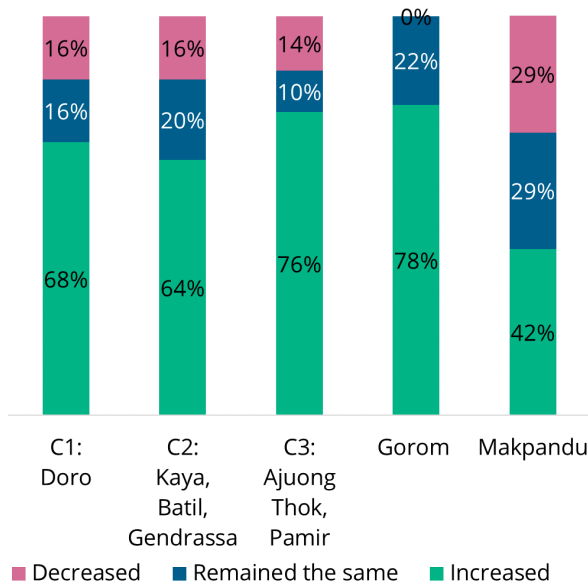
FIGURE 10: TRAININGS RECEIVED BY FARMING HOUSEHOLDS



Source: SS JPDM 2023

Overall, only one-fourth of the households indicated that at least a member within their household had received skills development trainings (26 percent). These were mostly provided by NGOs. Comparatively speaking, agricultural trainings were most common in Gorom (75 percent) and C1 (Doro; 41 percent). Shares of households with post-harvest management training are also highest in those two locations with 12 percent and 11 percent respectively.

FIGURE 11: CHANGE IN HARVEST QUANTITY AFTER TRAINING



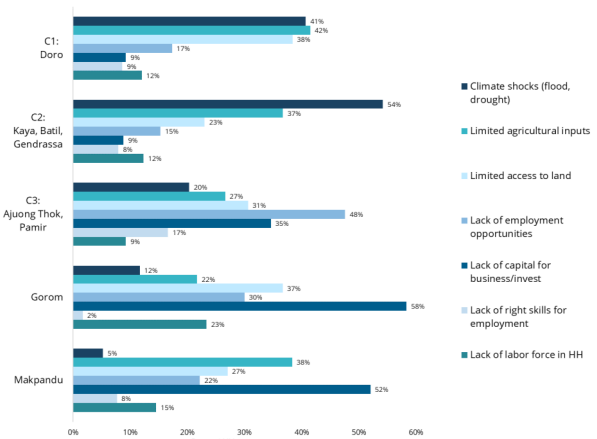
Source: SS JPDM 2023

The positive impact of these trainings as reported by the households can be seen in Figure 11: an overwhelming majority of households across all

locations saw an increase in the quantity of crops they harvested, following the trainings they received.

Self-identified livelihood challenges: Refugee households were asked to identify the challenges they feel prevent them from improving their livelihoods and the five most common challenges identified- in order of importance - climate shocks, limited agricultural inputs, limited access to land, lack of employment opportunities and lack of start-up capital. This trend holds true for refugee households in C1 (Doro) and C2 (Kaya, Batil, Gendrassa) with more than half the latter constrained by climate shocks (54 percent). In C3 (Ajuong Thok, Pamir) the large majority feel constrained by the chronic lack of employment opportunities (48 percent) and the lack of capital for investments (35 percent).

FIGURE 12: LIVELIHOOD CHALLENGES



Source: SS JPDM 2023

In Gorom and Makpandu the greatest challenge to livelihoods is the lack of capital that could be used to start businesses, with 58 percent and 52 percent of refugee households reporting this challenge respectively. This is followed by limited access to land and the lack of employment opportunities in Gorom and limited agricultural inputs, limited land access in Makpandu.

PROTECTION NEEDS AND ACCESS TO INFORMATION AND FEEDBACK

Social cohesion, safety and security: Social cohesion between the local hosting community and the refugee population is very important. The South Sudanese host community lives in the periphery of the refugee camps and has been receiving different types of assistance of

varying duration in the past, mostly in response to shocks. They have access to service infrastructures provided to refugees, including schools, health centres, water pumps, etc. Nevertheless, the presence of refugees may increase competition over already scarce natural resources and constrained socio-economic opportunities. Thus, there is a potential for conflict, especially because the local South Sudanese population is similarly vulnerable as their refugee counterparts.

With the collection and sale of firewood being the second most prominent productive livelihood for refugees in most of the locations surveyed, the depletion of the forests surrounding the camps is ever advancing, creating tensions with the host community as they see their own livelihoods being undermined. Similarly, land cultivated by refugees has been found damaged by grazing livestock predominately belonging to the local host community.

However, for the majority of refugee households, insecurity, conflict or violence was not highly reported in the JPDM. In Makpandu, only 7 percent of households experienced insecurity/violence during the three months preceding the survey. Makpandu was followed by Gorom (5 percent) and C3 (Ajuong Thok, Pamir; 5 percent). Also, travelling to and from WFP's programme sites is considered safe by more than nine in ten households across all locations.

Qualitative data from the Joint field mission also confirmed a generally peaceful atmosphere between the host community and the refugees. The host community acknowledges the benefits of having refugees in close proximity because of the service infrastructures available in the camps. In Jamjang the presence of refugees – predominately farmers – is appreciated on the grounds of the agricultural produce refugees provide. Also, the Refugee-Host Co-Existence Committee is an effective mechanism to solve potential tensions.

Gender-based violence (GBV) and persons with specific needs (PSN): Ongoing insecurities in South Sudan further increase vulnerability levels and protection risks. The refugee population is inherently more at risk mainly due to its demographic composition: 83 percent of the refugee population are women and children, more than 60 percent of households are female-

headed and 15 percent of the entire refugee population are persons with specific needs.³⁹

With high levels of conflict-related sexual violence and gender-based violence, South Sudan remains one of the most severe protection crises in the world.⁴⁰ Most security incidents tend to be related to movements outside the camps to search for livelihood activities.⁴¹ Given that women and girls are the main firewood collectors, they are frequently exposed to heightened risk of GBV, kidnapping and harassment. The fear of heightened risk and exposure to GBV among many refugees, particularly women and girls, negatively impact the freedom of movement of refugees limiting their livelihoods. In Maban and Makpandu, FGD participants reported of damage to their axes used for firewood collection, theft of cattle and rape by the local population surrounding the camp or nomadic groups. While most security incidents are related to movement outside the camps for livelihood activities, GBV incidences within camps have also been highlighted.

Early marriage, combined with the absence of an effective judicial system impede the protection of women and children. The risk of ensuing impunity of perpetrators and the complicity of traditional leaders pose serious protection concerns. Thus, the prevention of and response to gender-based violence (GBV), early or forced marriage, family separation, exploitation and child labour, remain major challenges in South Sudan generally and for the refugee population specifically.

While the inclusion of PSN, the elderly, chronically ill, widows, child-headed households is being ensured in all programs with the objective to facilitating their access to services and promoting their active participation and contribution wherever feasible, there is still room for improvement. This group of refugees is continuously found particularly vulnerable, suffering most from reduced assistance transfers as few have the possibility to engage in livelihood activities to compensate for the gap.⁴² Also, the few initiatives that exist to ensure access to capital, for examples through VSLA memberships, tend to be entirely out of reach for this financially poor and neglected group of refugees, excluding them outright. Due to their low resilience capacities, price increases, floods, droughts, etc., this leaves them at greater risk of becoming even more vulnerable.

³⁹ Persons with specific needs (PSN) include children at risk, persons with disabilities, older persons at risk, persons with a serious medical condition, single parents, unaccompanied or separated children, and women at risk.

⁴⁰ South Sudan – Humanitarian Response Plan, 2023

⁴¹ UNHCR/WFP Joint Assessment Mission, 2021

⁴² *Ibid.*

Information sharing and feedback mechanisms:

Information sharing and feedback mechanisms are essential to ensure accountability through two-way communication channels between community members and humanitarian organisations. Communication channels and systems are available in all refugee camps surveyed. However, types and their level of efficiency vary. While the majority of all refugee households indicated to have been informed about the quantity of assistance they are entitled to receive and for how long the transfer should last, the shares of informed households differed between camps: the households in C3 (Ajuong Thok, Pamir), C2 (Kaya, Batil, Gendrassa) and Makpandu were most (up to 80 percent) and in C1 (Doro) and Gorom least informed (between 60 to 70 percent).

The planned joint appeal mechanisms – which will facilitate the reception, processing, referral, follow-up

BOX 4: KEY COMMUNICATION CHANNELS CURRENTLY IN PLACE IN ALL LOCATIONS

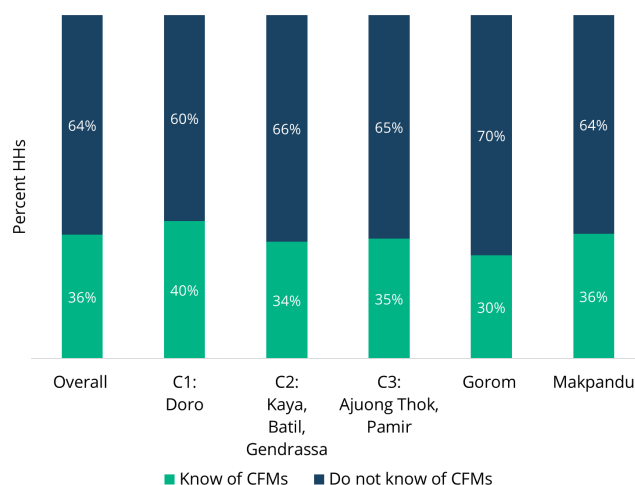
- Community leaders
- Partner helpdesks
- WFP hotline (toll-free)
- UNHCR staff in camp (face-to-face)
- Community/refugee volunteers (recruited by UNHCR partners)
- Audio-visual materials (e.g. community radio, megaphones, pamphlets, etc.)
- Local radio

and response to households not in agreement with their vulnerability categorization during targeting/prioritization should, to the extent possible, be built on already existing communication and feedback mechanisms (CFMs) put in place by WFP, UNHCR and other partners. However, knowledge of already available CFMs remains greatly limited among refugees. Across all locations up to two-third of households – in Gorom up to 70 percent – indicated not to be aware of such mechanisms (Figure 13).

Of those who knew about CFMs, 43 percent of households had placed complaints or provided feedback. However, the share that did, varies depending on the location (Figure 14). In C1 (Doro) and C2 (Kaya, Batil, Gendrassa) feedback mechanisms had been used by up to 56 percent of households. In C3 (Ajuong Thok, Pamir), Gorom and Makpandu, about 20 percent of households knowledgeable of such mechanisms had made use of them.

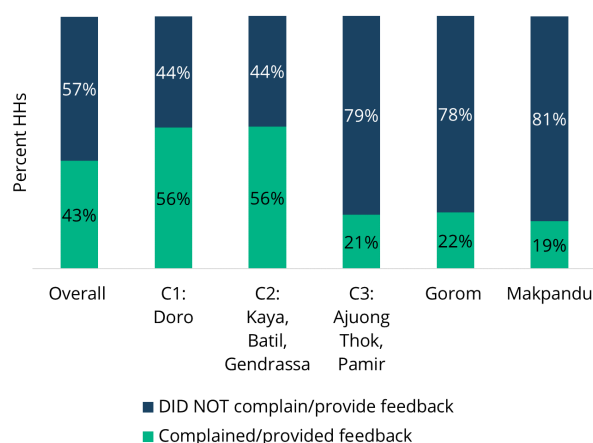
Responses to the provided households' feedback/complaints were varied among the locations. In Gorom

FIGURE 13: AWARENESS OF AVAILABLE COMPLAINT AND FEEDBACK MECHANISMS



Source: SSJPDM 2023

FIGURE 14: HOUSEHOLDS KNOWLEDGEABLE ABOUT

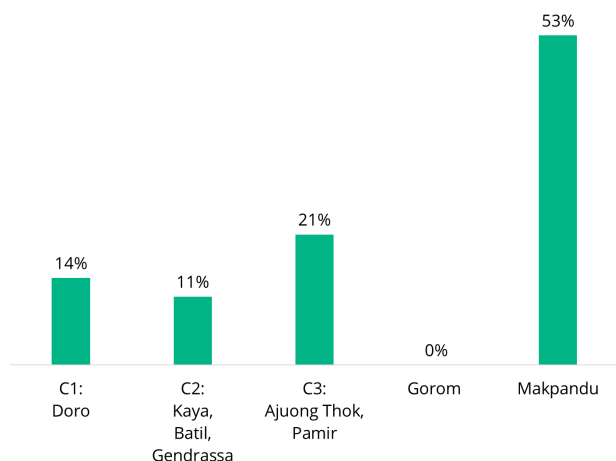


Source: SSJPDM 2023

all households had received a response to their complaints and/or feedback, while 14 percent in C1 (Doro), 11 percent in C2 (Kaya, Batil, Gendrassa) and 21 percent in C3 (Ajuong Thok, Pamir) did not get any response. In Makpandu, however, the non-response rate was particularly high with more than half of households not having received an answer to their complaints and/or feedback (Figure 15).

Among those who received a response, one-third (36 percent) confirmed to have received an answer in less than a day. In C2 (Kaya, Batil, Gendrassa) most households had to wait between one to seven days,

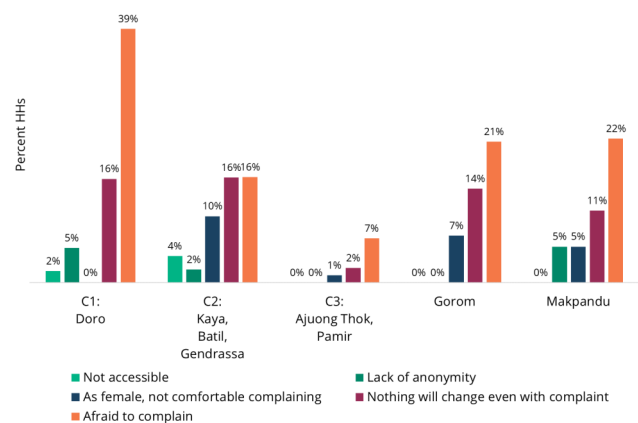
FIGURE 15: NON-RESPONSE RATE FOLLOWING COMPLAINT AND/OR FEEDBACK



Source: SSJPDM 2023

Apart from not having had anything to complain about, fear of complaining was the main reason most households refrain from making use of CFMs, particularly in C1 (Doro; 38 percent).⁴³ Additionally, a large share feels pessimistic and do not see the point in providing feedback as “nothing would change anyway”, with up to 16 percent in C1 (Doro) and C2 (Kaya, Batil, Gendrassa). In C2 (Kaya, Batil, Gendrassa) about 10 percent of households had not complained or provided feedback as the female household head indicated to feel uncomfortable doing so as a woman.

FIGURE 16: REASONS FOR NOT HAVING USED CFMS



Source: SSJPDM 2023

Among all channels available for placing complaints and provide feedback, community/traditional leaders and the Project Management Committee (PMC) remain the two preferred channels by most households in all

locations, except in Makpandu. In Makpandu and in C3 (Ajuong Thok, Pamir), UNHCR featured strongly as the preferred contact. Qualitative information mirror these results in that the large majority of refugee households prefer having face-to-face contact when placing complaints or providing feedback. Discussions with households showed that using community/traditional leaders as a channel for CFM was note favoured as the leaders are perceived to manipulate distribution lists or divert assistance to family and friends, fuelling tensions. Others have been found to neglect minority or vulnerable groups in the community, including PSN, women, children, the elderly, specific ethnic groups, etc.

When receiving information related to assistance, the PMC (54 percent) and community/traditional leaders (43 percent) are the most preferred sources in all camps. In C3 (Ajuong Thok, Pamir) and in Makpandu, mobile loudspeakers and Cooperating Partners are also appreciated. The radio, WFP and help desk at site are least preferred for this purpose. Due to poor connectivity in the camps and merely 15 percent of households being owners of mobile phones, the WFP and UNHCR hotlines do not feature prominently as preferred information channels, except in Makpandu (10 percent).

ACCESS TO BASIC SERVICES

South Sudan has a particularly weak enabling environment with limited capacity of state level institutions in refugee hosting areas. Few government services are available in those remote locations, without the presence of other services providers apart from UN organizations and NGOs. The local host community which has been found to be similarly vulnerable in some locations benefits from the services provided in and around the camps.

WATER, SANITATION AND HYGIENE

While WASH standards in camps have been found to be higher than in the local host community,⁴⁴ significant gaps remain. Access to clean and safe drinking water continues to be ensured for all refugee households in all surveyed locations, mainly through public taps/standpipes, piped water and tube-well/borehole. However, in 2021 the required UNHCR standard of 20L

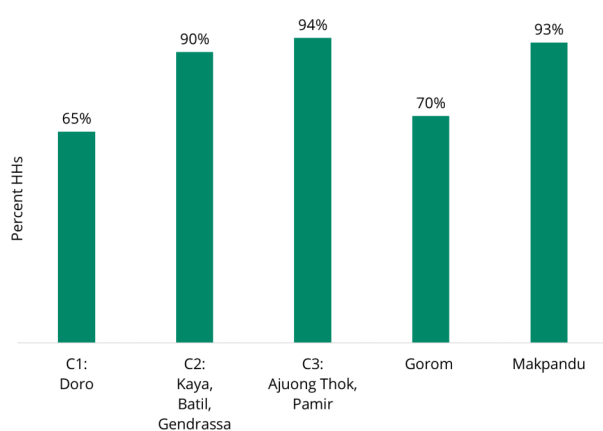
⁴³ The current JPDM did not ask why refugees are afraid of using the CFMs which may need to be addressed in follow-up assessments or community consultations.

⁴⁴ UNHCR/WFP Joint Assessment Mission, 2021

per person per day was not met by about half of the refugee households.⁴⁵ Water supply interruptions in all locations are frequent, due to limited number of water sources and the use of drinking water for livelihood and constructions works, among others.

Based on JPDM 2022 data, up to 84 percent of refugee households have access to safe latrines which ensure safety, privacy and enhanced hygiene. They include private household latrines, latrines shared with another household and communal latrines. Lowest shares can be found in Doro (65 percent) and Gorom (70 percent) where the rate of unsafe defecating was the highest.⁴⁶

FIGURE 17: ACCESS TO SAFE LATRINES



Source: SS JPDM 2023

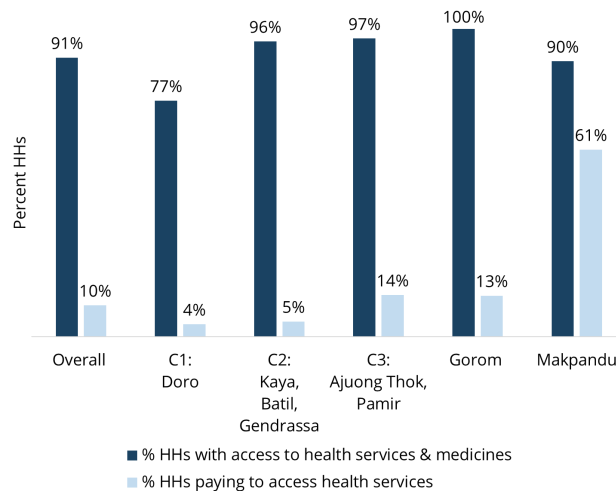
ACCESS TO HEALTH SERVICES

Every refugee camp has at least one Primary Health Care Centre (PHCC) that serves as the first entry for patients. About nine in ten households – in C2 (Kaya, Batil, Gendrassa) and C3 (Ajuong Thok, Pamir)–indicated to have access to the primary health facilities. In C1 (Doro) up to 23 percent of households lack such access.

While PHCC offer free of charge services and medicines, up to 61 percent residing in Makpandu indicated to have to pay for such services and medicines. Information from field officers shows that the host community members also access the same PHCC whose stock levels, especially for medicines, are calculated according to the refugee population. This is leading to a number of refugees purchasing medicines, at a cost, outside the PHCC. In fact, about 62 percent of refugee households in Makpandu indicated human

sickness as one of the main shocks they experienced during the three months preceding the survey.

FIGURE 18: ACCESS TO HEALTH SERVICES AND MEDICINE

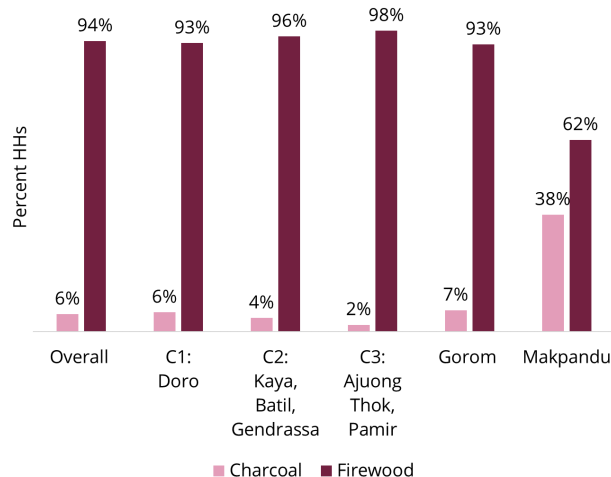


Source: SS JPDM 2023

SOURCES OF ENERGY

Notwithstanding great efforts to introduce alternative, cleaner and sustainable sources for the generation of energy, achievements have been suboptimal with almost all energy needs of refugees being met through firewood collection or charcoal making. Firewood remains the predominant type of fuel used for cooking across all locations. Highest share of 38 percent of refugee households in Makpandu indicated to make use of charcoal, which is generally considered more expensive and valuable.

FIGURE 19: TYPE OF COOKING FUEL USED



Source: SS JPDM 2023

⁴⁵ UNHCR/WFP, JAM, 2021

⁴⁶ More WASH-related details disaggregated by location can be found in UNHCR's latest Bi-annual WASH assessment conducted, August 2022

The extensive reliance on firewood overall, continues being a major driver of deforestation in the surrounding areas of refugee camps, with worrying implications for the lives and livelihoods of both, refugees and the local host population alike. Competition as well as tension over this natural resource is increasing resulting in higher protection risks as firewood collectors, mostly women and children, are forced to travel longer distances.

SHELTER

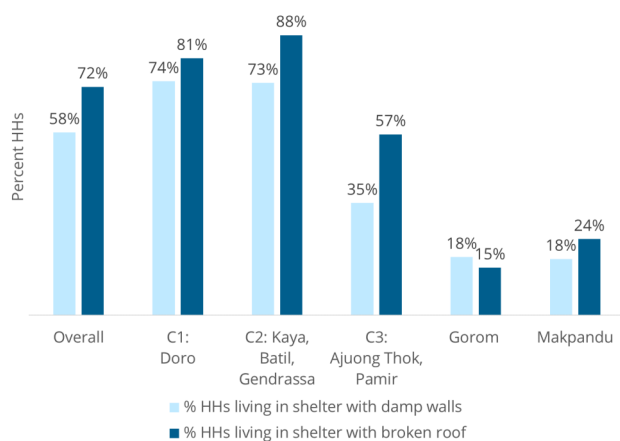
UNHCR provides all new refugee arrivals with a standard, one-time NFI package, including an emergency shelter in form of a tent, plastic/steel sheeting and land to help settle in the camp. Due to significant funding constraints, demands for material for shelter construction beyond emergencies have generally not been met.⁴⁷ Thus, given the lack of replenishments and the tendency for refugees to sell their plastic/steel sheeting instead of using them, they turn to the forests surrounding the camps, cutting live trees for the poles and grass needed for the construction of traditional tukuls, further increasing the risk of tension with the host community over ever-depleting natural resources.

Thok, Pamir) and Gorom. The share of refugee households living in entirely substandard shelters, including factories, warehouses, garages, etc.) is less than one percent across all locations.

Worst conditions of shelters of any type can be found in C1 (Doro) and C2 (Kaya, Batil, Gendrassa) where the large majority of refugee households lives in shelters with damp walls and broken roofs. Shelter conditions were slightly better in C3 (Ajuong Thok, Pamir) and best in Gorom and Makpandu.

For a more detailed presentation of results related to refugees' access to basic services, please refer to WFP's PDM 2023 (first round).

FIGURE 20: OBSERVED CONDITIONS OF SHELTERS



Source: SSJPDM 2023

Tukuls are most prevalent in Makpandu with almost all households staying in such structures (93 percent), followed by C2 (Kaya, Batil, Gendrassa; 72 percent HHs) and C1 (Doro; 63 percent), Gorom (18 percent) and C3 (Ajuong Thok, Pamir; 11 percent). Concrete or semi-concrete buildings are most common in C3 (Ajuong

⁴⁷ UNHCR/WFP Joint Assessment Mission, 2021

SECTION THREE: FOOD SECURITY AND NEEDS

HOUSEHOLDS' CAPACITY TO MEET ESSENTIAL NEEDS

The **Essential Needs Analysis (ENA) method**⁴⁸ evaluates refugees' capacity to meet their basic food and non-food needs using their own resources, without external support. This analysis evaluates households' vulnerability level, excluding the impact of external assistance, and thus reveals the extent to which households in different locations have the capacity to meet a variety of essential needs by themselves. The recommendations from the analysis can be applied in a wide array of programme responses, it can guide the needs-based targeting approach for humanitarian and development interventions and is useful in multi-partner interventions.

Household vulnerability is a composite indicator measured by combining three outcome indicators, including household food consumption (FCS), livelihood coping strategies (LCS) and refugees' economic capacity to meet essential needs (ECMEN).⁴⁹ A household's status reflected through these three dimensions determines its vulnerability classification: least vulnerable, moderately vulnerable, highly vulnerable or extremely vulnerable.⁵⁰

To adequately reflect the situation of the surveyed population, the Vulnerability Classification Framework identifies the following four levels of vulnerability:

Extremely vulnerable: Households are considered extremely vulnerable when **at least two or all of the three indicators** – ECMEN, livelihood coping, food consumption – fall into the most severe or negative category. Households in this category demonstrate the highest level of vulnerability given their lack of economic capacity to afford the survival minimum

expenditure, have poor food consumption and/lowest livelihood resilience to cope with the resource shortage and any potential risk. Overall, 42 percent of refugee households in South Sudan are extremely vulnerable.

Highly vulnerable: Households are considered highly vulnerable when **one of the three indicators** falls into the most severe category. About 43 percent of refugee households in South Sudan are highly vulnerable.

TABLE 2: VULNERABILITY CLASSIFICATION FRAMEWORK



⁴⁹ A detailed presentation of results of these three corporate indicators – FCS, CSI and ECMEN – can be found in the Annex.

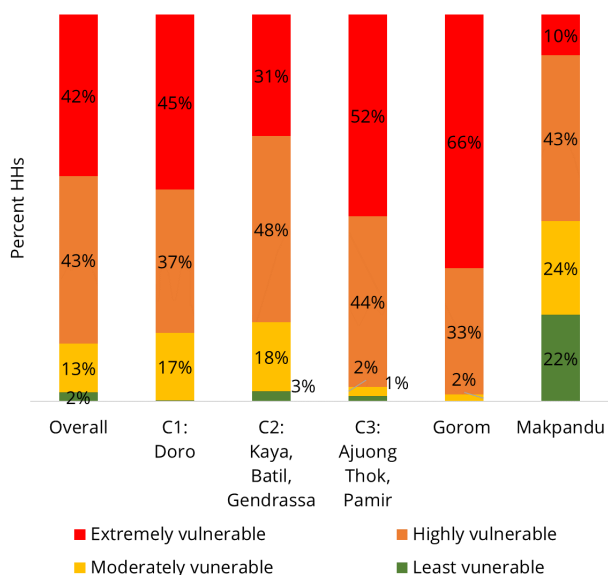
⁵⁰ WFP's standard Essential Needs Assessment (ENA) analysis which makes use of three vulnerability groups (highly vulnerable, moderately vulnerable, least vulnerable) was contextualized for the JPDM in South Sudan to include a fourth vulnerability category (extremely vulnerable). This decision was deemed crucial in order to further break up the large share of highly vulnerable households and identify yet an even worse level of vulnerability.

Moderately vulnerable: Moderately vulnerable households are those who can afford the survival expenditure but lack the required economic capacity to meet all essential needs. Also, their food consumption patterns and level of livelihood resilience are not sufficient to ensure an adequate and sustainable level of well-being. About 13 percent of refugee households in South Sudan are moderately vulnerable.

Least vulnerable: Households in this category are those that have shown satisfactory or acceptable levels across all the three indicators. They can afford the expenditure of all essential needs and have an acceptable diet while demonstrating strong livelihood resilience compared to other households. Overall, only 2 percent of refugee households in South Sudan are least vulnerable.

Analyses paint a dire situation across all locations: except in Makpandu. More than three quarters of refugee households in all camps are either extremely or highly vulnerable (Figure 21). In other words, they lack the economic resources to provide for themselves, and/or have poor food consumption and/or have to engage in coping strategies that further undermine their already precarious situation. In Gorom and in C3 (Ajuong Thok, Pamir) the refugee population is particularly worse off with more than half of each camp's households classified as extremely vulnerable, reaching 66 percent in Gorom and 52 percent in C3 (Ajuong Thok, Pamir). In Makpandu extreme vulnerability only affects 10 percent of households while 22 percent were found least vulnerable.

HOUSEHOLD ASSETS AS INDICATION FOR
FIGURE 21: OVERALL HOUSEHOLD VULNERABILITY



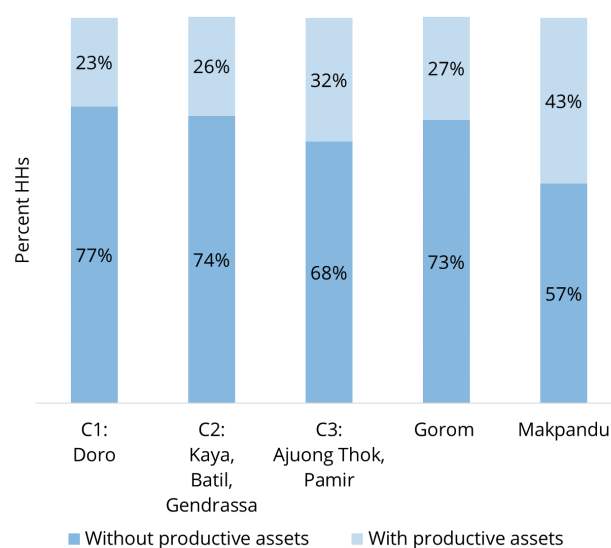
Source: SS JPDM 2023

ECONOMIC WELL-BEING AND RESILIENCE CAPACITY

Household ownership of assets provides another insight into a household's relative well-being and capacities to withstand challenging times. Having access to a solid base of productive assets (e.g. agricultural tools), supports and enriches households' livelihood and resilience capacities.

The minority of refugee households in South Sudan actually owns productive asset with merely about one-fourth of households in C1 (Doro), C2 (Kaya, Batil,

FIGURE 22: OWNERSHIP OF PRODUCTIVE ASSETS



Source: SS JPDM 2023

Gendrassa) and Gorom and one third in C3 (Ajuong Thok, Pamir). In Makpandu, productive assets are owned by up to 43 percent of the households, the largest share among the five locations, further supporting the assumption that refugees' overall well-being in this camp is – compared to the other locations – better. The most common productive assets owned by households include agricultural tools (maloda/spade/axe) and seeds for planting.

These findings also underscore the general high level of vulnerability among refugees, the majority of whom lack the required asset base on which to build and/or improve their livelihoods and move towards increased self-reliance.

SHOCKS AND CAPACITIES TO RECOVER

Surveyed households were asked what shocks they had experienced during the three months preceding the survey – between October and December 2022 – and which may have further undermined their overall well-being.

In order of importance, households indicated to have been confronted with high food prices, food shortages/reduced distribution, delayed assistance/distribution and floods, heavy rains and landslides.

Shocks differed depending on the location. Apart from high food prices which featured prominently in all locations, floods, heavy rain and landslides were also highest in C1 (Doro) and C2 (Kaya, Batil, Gendrassa). Food shortages/reduced assistance was particularly

TABLE 3: SHOCKS EXPERIENCED BY LARGEST SHARES OF REFUGEE HOUSEHOLDS DURING THE THREE MONTHS PRECEDING THE SURVEY

	C1 Doro		C2 Kaya, Batil, Gendrassa		C3 Ajuong Thok, Pamir		Gorom		Makpandu	
Shock	High food prices	58%	Floods, heavy rain, landslides	55%	Food shortages/reduced distribution	64%	High food prices	65%	Human sickness	62%
Shock	Floods, heavy rain, landslides	47%	High food prices	51%	Delayed assistance	57%	Delayed assistance	47%	High food prices	54%
Shock	Delayed assistance	30%	Food shortages/reduced distribution	29%	High food prices	53%	Human sickness	30%	Delayed assistance, Debts to reimburse	17%
Shock	Food shortages/reduced distribution	21%	Delayed assistance	25%	Floods, heavy rain, landslides	12%	Food shortages/reduced distribution	13%	Livestock disease	15%

SECTION FOUR: PROFILING OF VULNERABLE HOUSEHOLDS

The profiling exercise identifies socio-demographic, targeting criteria which, however, will have to be further asset- and livelihood-related characteristics that discussed with the refugee community to get their refugee household of similar levels of vulnerability have insight and buy-in. in common.⁵¹ The analysis helps to identify potential

Guide to Table 4: The percentages provide an indicative distribution of household characteristics related to demographics, asset ownership and livelihoods across the different vulnerability and food security groups. Only characteristics that are statistically significant are listed below. The percentages show the likely prevalence of certain household characteristics in each vulnerability group. The differences for some characteristics are not strictly linear between the groups. In those cases, focus should be placed on the difference between the most and least vulnerable. More methodological details can be found in the Annex.

TABLE 4: SOCIO-DEMOGRAPHIC, ASSET- AND LIVELIHOOD-RELATED REFUGEE HOUSEHOLD CHARACTERISTICS ASSOCIATED WITH FOUR LEVELS OF VULNERABILITY

	Overall Vulnerability (ENA)			
	Extremely vulnerable 42% (n. 489)	Highly vulnerable 43% (n. 506)	Moderately vulnerable 13% (n. 148)	Least vulnerable 2% (n. 27)
SOCIO-DEMOGRAPHIC (%)				
% Female household head	66.3*	60.2*	47.0	38.3
% Small households (<3 members)	13.8	22.1*	40.4*	38.3*
% Large households (>8 members)	34.0*	32.9*	17.5	20.0
Mean number of household members sharing a sleeping room (Crowding Index)	3.88*	3.15*	2,09	2,06
More than 3 household members sharing a sleeping room (Crowding Index >3)	56.0*	39.6*	13.0	6.7
% Household with 5 or more members below 18 years old (children)	38.0*	34.0*	14.7	9.7
% Households with member(s) with disability	15.0*	10.0	6.4	19.4
% Household with >2 children below 5 years	7.2*	5.1	1.8	0
% All adult household members being elderly (>65 years)	1.9	3.1	3.7	12.9*
% Female headed households with 3 or more children and no adult male	21.5*	16.8*	7.3	9.7
% Female headed households with at least one child aged below 5 years and no adult male in the household	24.9*	17.5	10.1	12.9
% Female headed households with dependency ratio >2	16.6*	10.9	8.2	6.9
% Household with at least one pregnant household member	26.1*	24.9*	8.7	5.0
ASSET OWNERSHIP (%)				
Household without productive assets	71.5*	64.8*	66.9*	43.3
Main shelter material: mud	28.7*	16.2	13.9	6.7
Main shelter material: bricks	26.0	36.4*	29.5	68.3*
Main shelter material: wood	35.7*	35.2*	42.2*	15.0
LIVELIHOODS/INCOME SOURCES (%)				
Household without productive income generating activity	37.4*	30.6*	27.1	11.7
Household not engaged in farming activities	57.2*	54.9*	49.4*	26.7
Household earning income as Shop owners/ traders	5.9	6.7	3.0	15.0*
*Significant at the 0.05 level				

⁵¹ Based on the ENA analysis (see Section Three).

This group of refugee households is most likely to be **headed by women**. They are **largest in size**, with possibly more than eight household members. Larger households are particularly prone to being extremely vulnerable as it is difficult to guarantee acceptable food consumption and economic well-being, as needs and demands are high and resources to meet them are stretched. This is particularly true, when a fair share of household members is unable to contribute to households' income due to age, sex or other reasons such as pregnancy.

Extremely vulnerable households tend to have more **younger household members i.e more children** below the age of 18 years and below the age of 5 years. Extremely vulnerable households are most likely to be headed by a **woman AND have more than five children AND are unlikely to have any adult male member**.

The likelihood of **at least one female member being pregnant** is – comparatively speaking – highest in these households. Having **members living with a disability** is also significantly related to extreme vulnerability. An average of **approximately 4 household members tend to share a sleeping room**, which compares to an average of 2 members among the least vulnerable households.

Among the four vulnerability groups, the extremely vulnerable households are most likely **not to have access to (at least one) productive income generation activities**. Similarly, the large majority of them are **not involved in farming**, while trading or owning a shop is highly uncommon.

Extremely vulnerable households **are most likely not to own any productive assets**, a reflection of their greatly limited wealth. The building materials of their **shelters – predominately mud and wood – tend to be of a less sustainable quality**.

Highly vulnerable refugee households

Most characteristics of highly vulnerable households are similar to households considered extremely vulnerable – albeit to a lesser extent. **Female headed households are highly common**, their household size may be smaller, but remain significantly larger compared to those less vulnerable with a **higher likelihood of having more than 8 members**. Highly vulnerable households also remain **rather young** compared to those less vulnerable, with more children below 18 years and 5 years. **Pregnant household members are similarly prevalent** as among extremely

households, a critical distinction to those who are less vulnerable.

Highly vulnerable households are also **less likely to be engaged in (at least one) income generating activity** compared to those less vulnerable, **farming activities are less common** among them and so is their involvement in trading.

Not owning any productive assets is highly prevalent, while the **quality of their shelters appears to improve**. However, compared to the shelters of the least vulnerable, the likelihood of their shelters being made of wood and mud remains significantly higher.

Moderately vulnerable refugee households

The prevalence of **female headed households decreases significantly among the moderately vulnerable households**. Their average household size is also lower with fewer households having more than eight members. Household members tend to be older with lower numbers of children below the age of 18 and 5 years. The share of pregnant household members decreases significantly.

The likelihood of moderately vulnerable households **not being engaged in productive income generating activities drops further**, a sign of their slightly improved situation. Being involved in **farming activities is also more common**, while earning an income through trading and owning a shop remains out of reach even to them.

Owning productive assets remains an exception even for the moderately vulnerable, and the material of their shelters being of equally low, unsustainable quality as those of the extremely and highly vulnerable households.

Least vulnerable refugee households

Least vulnerable refugee households tend to be **headed by men**. Their household size is **generally smaller**. Have **an average of 2 household members sharing a sleeping room**. Household members tend to be **older**. They have **more elderly household members** (above 65 years), while the number of children below 18 and 5 years is significantly lower. **Pregnant household members are uncommon**.

Least vulnerable households are **most likely to be engaged in (at least one) productive income generating activity**. Farming activities are highly common and – among the four vulnerability groups – the least

vulnerable are the most likely to earn their income from **trading** or as **shop owners**.

It is **highly uncommon for the least vulnerable not to own any productive assets** – an illustration of their relative wealth – and they tend to reside in **shelters commonly built of bricks**.

BOX 5: MOST AND LEAST VULNERABLE GROUPS IDENTIFIED BY THE REFUGEE COMMUNITY

Findings of the JPDM field mission in February 2023 showed that refugees across all locations are considered – by default – vulnerable and in need of support. However, there was general agreement that there are different degrees of vulnerability and needs among the populations. Most and least vulnerable persons include, according to the refugee community:

Most vulnerable

- People with disabilities
- Elderly people
- Unaccompanied minors
- Single women-headed households
- Household members with chronic illness
- Large households
- Households living in dilapidated shelter
- Households with fewer income earners or more economically inactive members

Least vulnerable

- Businessmen/traders/shop-owners
- Salaried workers
- Educated and those with family elsewhere
- Households with lot of livestock
- Households with more income earners or more economically active members
- Households with members working abroad, sending remittances

SECTION FIVE: GENERAL RECOMMENDATIONS

TARGETING AND PRIORITIZATION CONSIDERATIONS

Against the background of limited financial resources and varying vulnerability levels among the refugee population in South Sudan, moving from status-based to prioritized food and non-food assistance is highly recommended. The proposed strategy – guided by the global commitments on targeting principles and the Joint UNHCR and WFP Guidance on Targeting of Assistance to Meet basic Needs – is to be designed and implemented according to the humanitarian-development-peace nexus that has been guiding ongoing interventions in South Sudan until now and is to be upheld as a precondition for building self-reliance among refugees. It will integrate best practice in accountability to affected people (AAP) and mainstream protection across all stages of the design, implementation and monitoring process.

The targeting and prioritization strategy for food, non-food and livelihood assistance will be aligned and guided by refugees' actual needs, livelihood opportunities, potential risks they may face on the one hand, and available resources on the other. While vulnerability levels remain high, they do fluctuate during the course of the year, across locations and between individual households. Available resources will determine who can be assisted with what type of intervention and when. Overall, the approach is recommended to be aligned with other ongoing/planned food, non-food and livelihood interventions in order to create synergies, avoid duplication and to ensure that the right assistance is given to the right beneficiaries at the right time, optimizing limited resources and maximizing impact.⁵³

The targeting and prioritization approach is to include four targeting layers depending on the location, seasonal factors, protection-related concerns, and the type of assistance provided:

- **Geographical:** While needs remain high among refugees and the host communities, vulnerability

levels vary between camps and among refugees in the same camps. Assistance should be provided based on the characteristics of the location, considering needs, livelihood opportunities, security, and environmental risks.

- **Seasonal:** Assistance is provided during challenging times of the year (seasonal) which WFP is to lead, or else in the form of livelihood projects at a time of a year that provide the opportunity to increase self-reliance.
- **Individual/household:** Higher assistance could be provided to the most vulnerable households and/or specific individuals (people with specific needs) to ensure none is left behind and assisted as best as possible. The ration value is to be informed by WFP's resource situation.
- **Self-targeting/community:** Livelihood/self-reliance support is recommended for households with relevant capacities in place, and self or community identified.

Understanding the seasonality characteristics of the different locations and their link to people's livelihoods will be essential prior to developing a location-specific targeting strategy. Depending on the location, refugees have access to land and/or markets at different times of the year, thus engaging in different livelihood activities at different times of the year. Seasonality is a factor that will have to guide the targeting approach for humanitarian assistance transfers, as well as for the identification of the most appropriate and feasible livelihood interventions in the different locations.

The refugee community should be encouraged to participate in all stages of the targeting/prioritization process to ensure their buy in. A diverse range of community members is recommended to be engaged in community consultations during the design phase to help create and validate the profiles of the most vulnerable. The community should be asked to validate the targeting approach and its eligibility

⁵² Joint UNHCR & WFP Guidance on Targeting of Assistance to Meet basic Needs: docs.wfp.org/api/documents/WFP-0000113729/download/

⁵³ Examples of ongoing and planned innovative projects/best practices include – among others – the seed promotion project by IFDC, the vocational trainings in marketable skills in Yida and Jamjang by DRC, the safety net project in Jamjang by WB and IOM, other WB investments in the pipeline related to flood mitigation, health, nutrition, road works and gender, as well as the multi-stakeholder Partnership for Recovery and Resilience (PfRR), WFP's FFA programme and UNHCR's Pockets of Hope initiative.

criteria. Additionally, their support during the process of establishing a list of the most vulnerable on the ground will have to be explored.

Given the highly volatile setting in which refugees live, with vulnerability levels fluctuating in tandem, regular joint monitoring of key outcome indicators for food and livelihood assistance is essential. Joint regular monitoring is to 1) measure the interventions' impact and to continuously assess the validity of the targeting approach and 2) timely recommendations for adjustments, if need be. Once a needs-based prioritization system is established, a joint decision on the monitoring frequency will have to be made.

PROGRAMMATIC IMPLICATIONS

FOOD ASSISTANCE

Depending on available resources, food assistance is highly recommended to be continued, yet reviewed according to the prioritization of household needs in the different locations. Food assistance should be prioritized to the most vulnerable households, factoring in socio-demographic and protection characteristics. Decisions on who to support with what type and quantity of assistance should be carefully made with all relevant stakeholders involved, most importantly the community, to ensure all potential risks associated with this change are identified and properly addressed.⁵⁴

LIVELIHOOD INTERVENTIONS

The need to gradually scale up livelihood activities in all camps as alternatives to GFD is crucial. If feasible, livelihood activities need to be tailored – as possible – to the needs and capacities of the refugees and as per seasonality of the locations. Below are some programmatic options to help pave the way to increased self-reliance:

- Given the important role agriculture plays in refugees' livelihoods, future self-reliance initiatives are recommended to **focus on increasing agricultural production** through the provision of sufficient and fertile land, timely distribution of agricultural inputs such as seeds, fertilizers and tools, and the development of capacities in post-harvest management.
- To help refugees, particularly informal livelihood groups and rural institutions (like farmer's

organizations) progress beyond subsistence farming, **market linkage** is a prerequisite for refugees to trade their agricultural products.

- Applying a **value chain lens to investments in the agricultural sector** should contribute to creating direct, indirect and induced labour in the food system. Following a value chain approach includes investing in proper infrastructures (roads, electricity, water and irrigation) that ensure improved economic functioning and access to markets for all the actors of the value chain.
- There is an overwhelming **need/demand for vocational and skills-based trainings**. Focus should be on developing marketable skills specifically among the youth to promote economic inclusion. Proper certification upon the successful completion of such trainings is to be ensured.
- Facilitating **access to capital** is key for developing proper and sustainable micro businesses. Building on the VSLA experience, future programs should focus on enhancing financial literacy, investing in productive assets, and expansions and strengthening of existing savings and loans associations.
- Livelihood interventions are to be **targeted at and customized to the needs and capacities of women, as much as possible**. Reason being that 63 percent of refugee households are female headed, with women being predominately responsible for most – if not all – household chores and livelihood activities, including farming, collecting firewood, getting water, etc.

Increased collaboration with development actors and the private sector is essential to seek opportunities for the alignment of assistance provision. Specifically, there is a need to strengthen advocacy for increased partnerships with:

- **FAO** to leverage existing agricultural initiatives, including commercial and community farming, specific flood risk reduction interventions, linking to long-term assistance; a future tripartite FAO/ UNHCR/WFP partnership could be envisaged;
- The **private sector** to help increase employment and business opportunities generally, as well as improve access and scale-up of the use of renewable, alternative energy sources specifically;
- **Financial services providers** to improve access to affordable financial services.

⁵⁴ A jointly developed Risk Register has been developed to inform the design and implementation of the targeting strategy for food and NFI assistance for refugees in South Sudan. It outlines response and mitigation measures to be taken to address critical risks - contextual, protection, programmatic and institutional - associated with needs-based targeting and prioritization of assistance transfers.

The peaceful coexistence between refugees and the host community – as was witnessed during the JPDM field work – is to be ensured at all costs. Any progress made with regards to refugees' well-being, level of self-reliance and resilience now and in the future, is directly linked, even dependent on that of the hosting community. Given that the host community has been found to be similarly vulnerable in some locations, livelihood interventions should therefore aim for the dominant livelihoods of refugees (farmers) and the South Sudanese host population (pastoralists) to complement each other by – for example – building collective (farming) assets. This approach will help to promote social cohesion and prevent potential clashes (between pastoralists and crop-producing farmers) over water and land.

ACCOUNTABILITY TO AFFECTED PEOPLE

A joint communications strategy for the targeting/prioritization approach is to be developed, covering the following aspects:

- **Objectives** of the planned communication efforts will need to be formulated to ensure that UNHCR and WFP and other stakeholders, including the Government, will speak with “one voice”, conveying the same messages with regards to the approach used for targeted and prioritized assistance.
- **Key messages** on the targeting and prioritization approach to food, non-food and livelihood interventions proposed in each location will need to be agreed upon. They will have to be shared with the community at least two months prior to implementing any targeted/prioritized programme. This information campaign should also help address a widespread “feeling of entitlement” prominent within the population.
- **A variety of communication channels** will have to be set up to facilitate a continuous information sharing process, maintaining a regular dialogue with the refugee population to ensure trust by giving people regular opportunities to participate, ask questions and provide feedback.
- **Location specific communication action plans** will be developed outlining different steps, deadlines and responsibilities.

Joint appeal mechanism will be set up to receive, follow up on and respond to appeals from refugees – assisted and non-assisted – who disagree with how they have been categorized based on the targeting approach and request to have their vulnerability level reviewed. A variety of appeals channels will be offered to make sure that all – including people with specific needs, minority groups, and other people with diverse backgrounds – have access to the mechanism. To the extent possible, this mechanism should build on already existing feedback mechanisms.

PARTNERSHIPS, ADVOCACY AND FUNDING

The political buy-in by the Government at central and local level will need to be sought to support the shift from status-based to needs-based targeting and prioritization of assistance. Thus, roles and responsibilities of the central and local government authorities during the preparation, implementation and monitoring of targeted livelihood interventions will need to be identified and required capacities and technical skills will need to be ensured. There may be certain issues – for example related to refugees’ (safe) access to land, illegal taxation, and extortion at checkpoints – that the local authorities are in the best position to follow up on and find solutions to.

Joint livelihood interventions need to be linked to and embedded within the broader context of policies that support refugee solutions in South Sudan.⁵⁵ Thus, strategic discussions with the central Government and other stakeholders need to continue to identify the most appropriate, feasible and sustainable solutions (including socio-economic inclusion) for refugees in South Sudan in the medium to long-run.

Joint advocacy for the provision of adequate, predictable, and long-term multi-year funding will be essential for a successful transition from humanitarian assistance provided based on refugee status to development investments in self-reliance initiatives. WFP agreed to develop two resource scenarios (conservative and restricted) and outline their implications for future targeted livelihood/self-reliance interventions.

⁵⁵ For example, the National Development Strategy which covers the period 2021-24 and considers refugees a vulnerable population that is not to be left behind.

SECTION SIX: TARGETING & PRIORITIZATION BY LOCATION

	KEY CONSIDERATIONS	Food Assistance	NFI/CRI	Livelihood
<p>MABAN 164,477 refugees (60% WFP caseload)</p> <p>DORO 69,696 refugees</p> <p>KAYA 27,665 refugees</p> <p>YUSUF BATIL 49,857 refugees</p> <p>GENDRASSA 17,259 refugees</p>	<p>The relationship between refugees in Doro camp and the other three camps is tense, impacting refugees' movements and the security situation overall. Thus, any assistance should be provided homogenously across the four camps to avoid any increase in tensions.</p> <p>The impact of flooding has been severe in the past 3 years limiting livelihood activities in the area.</p>	<p>To be continued for the time being. In case of any further reduction in food assistance, transfers should be equal in all camps, guided by resource scenarios and seasonal considerations.</p> <p>Higher food assistance to address protection concerns: The identification of the most vulnerable groups in the camps for higher assistance could prove challenging as the community may not be in the position to help in the process due to lack of leadership and security reasons.</p>	<p>The provision of NFIs/ CRIs should be aligned as much as possible to food assistance programmes (equal in all camps), except specific interventions (e.g. menstrual kits, etc.)</p>	<p>Ongoing interventions to be scaled-up. Additional investments in livelihood support should focus on flood risk reduction to minimize the loss of any joint livelihood investment for refugees.</p>
		ACTION POINT		
		<p>WFP Analyse available resources and seasonality patterns and prepare two prioritization scenarios (conservative, and flexible).</p> <p>UNHCR Calculate the number of vulnerable groups in ProGres, using the eligibility criteria identified by the JPDM.</p>	<p>UNHCR Inform WFP on NFI cycles and the targeting approach of specific interventions</p>	<p>WFP & UNHCR Livelihood Focal Points to map ongoing and planned development activities (including flood risk reduction interventions) and explore potential linkages with livelihood and self-reliance interventions, proposed as part of the targeting/prioritization exercise.</p>

	KEY CONSIDERATIONS	Food Assistance	NFI/CRI	Livelihood
<p>JAMJANG 76,604 refugees (35% of WFP caseload)</p> <p>AJOUNG THOK 38,172 refugees</p> <p>PAMIR 38,432 refugees</p>	<p>Refugees in Jamjang have considerable farming opportunities due to availability of land and sufficient know-how given their farming background</p> <p>Flooding has not been hitting Jamjang directly in the past years but is impacting the road network and logistics between Juba and Jamjang.</p>	<p>Depending on available resources, food assistance is to be provided based on seasonality patterns and/or in response to shocks.</p> <p>Higher food assistance to address protection concerns: If food assistance is to be reduced further, households with protection related vulnerabilities are to receive higher food assistance compared to others.</p>	<p>The provision of NFIs/CRIs (excluding specific interventions e.g. menstrual kits) should be aligned as much as possible to food assistance programmes and be provided seasonally or after a specific shock.</p>	<p>Ongoing, successful livelihood interventions should be scaled up, and are recommended to include host communities.</p> <p>Livelihood intervention should focus on providing agricultural tools and farming inputs, fertile land and develop human capital by enhancing technical skills. Opportunities for larger-scale, commercial farming activities should be explored.</p>
	ACTION POINTS			
		<p>WFP</p> <p>Prepare for seasonal food assistance based on available resources</p> <p>Determine the required resources available/needed to provide higher food assistance to address protection concerns</p> <p>UNHCR</p> <p>Calculate the number of vulnerable groups in ProGres based on the eligibility criteria identified by the JPDM.</p> <p>Create a beneficiary list in ProGres based on agreed eligibility criteria identified by the JPDM</p> <p>WFP & UNHCR</p> <p>Monitor seasonal changes and the impact of shocks and adjust assistance in response, if necessary</p> <p>Identify and agree on eligibility criteria for higher food assistance to address protection concerns</p>	<p>UNHCR</p> <p>Inform WFP on NFI cycles and the targeting approach of specific interventions</p>	<p>WFP & UNHCR</p> <p>Map ongoing and/or planned joint livelihood and self-reliance interventions and consider their potential for expansion</p> <p>Advocate for support from development partners to implement infrastructural interventions that facilitate humanitarian and development initiatives</p> <p>Advocate for partnerships with government agencies (e.g. Ministry of Agriculture) and development actors (e.g. FAO) with the objective to leverage agricultural initiatives already being implemented and explore the potential for commercial and community farming.</p>

	KEY CONSIDERATIONS	Food Assistance	NFI/CRI	Livelihood
JUBA GOROM 2,329 refugees (1% of WFP caseload)	<p>Capital for business is critical for refugees in this area to be able to improve their livelihood conditions.</p> <p>Improved transportation to Juba could enable youth to access jobs in the city.</p>	<p>Depending on available resources, food assistance is to be provided based on seasonality patterns and/or in response to shocks.</p> <p>Higher food assistance to address protection concerns:</p> <p>If food assistance is to be reduced further, households with protection related vulnerabilities are to receive higher food assistance.</p>	<p>The provision of NFIs/CRIs (excluding specific interventions e.g. menstrual kits) should be aligned as much as possible to food assistance programmes and be provided seasonally or after a specific shock.</p>	<p>Livelihood interventions should be scaled up and be driven by opportunities resulting from the proximity to Juba (urban area).</p>
	ACTION POINTS			
		<p>WFP</p> <p>Inform on seasonal food assistance</p> <p>Assess whether the community is in the position to identify the most vulnerable people exposed to protection risks and thus eligible to receive higher assistance</p> <p>UNHCR</p> <p>Create a beneficiary list in ProGres based on agreed eligibility criteria identified by the JPDM</p> <p>WFP & UNHCR</p> <p>Monitor seasonal changes and impact of specific shocks and be in the position to adjust assistance, when necessary</p>	<p>WFP & UNHCR</p> <p>Monitor seasonal changes and impact of specific shocks and be in the position to adjust assistance, if and when necessary</p>	<p>WFP & UNHCR</p> <p>Explore opportunities to provide access to capital and financial services for productive investments, linked with other development initiatives, financial-technical actors and the private sector based in Juba</p>

	KEY CONSIDERATIONS	Food Assistance	NFI/CRI	Livelihood
<p>YAMBIO</p> <p>Makpandu 8,175 refugees (3% of WFP caseload)</p>	<p>There are significant possibilities for refugees to move toward self-reliance in this area. Investment in livelihood programming should therefore be enforced and scaled up. The objective should be the gradual transfer from humanitarian to development assistance.</p>	<p>Food assistance should be gradually reduced or removed altogether, if circumstances allow and be replaced by increased livelihood interventions.</p> <p>Higher food assistance to address protection concerns:</p> <p>If food assistance is to be reduced and depending on available resources, households with protection-related vulnerabilities are to receive Higher food assistance.</p>	<p>The provision of NFIs/ CRIs (excluding specific interventions e.g. menstrual kits, etc.) should be aligned as much as possible to food assistance programmes and be gradually reduced or removed altogether.</p>	<p>Ongoing livelihood interventions focusing on fish farming, farmer cooperatives, market linkages and capital for business are recommended to be scaled up and should ensure to fill the gap that households have been unable to fill. Resources permitting, interventions should include households not yet covered.</p>
		ACTION POINTS		
		<p>WFP</p> <p>Identify the required resources available/ needed to provide higher food assistance to address protection concerns</p> <p>UNHCR</p> <p>Calculate the number of vulnerable groups in ProGres based on the eligibility criteria identified in the JPDM.</p> <p>Create a beneficiary list based on agreed eligibility criteria in ProGres</p> <p>WFP & UNHCR</p> <p>Define the preconditions prior to removing refugees from food assistance</p> <p>Develop a communication strategy in close consultation with the community</p>		<p>WFP & UNHCR</p> <p>Create a livelihood task force responsible for formulating potential livelihood investments in the area.</p>

ANNEXES

ANNEX 1: [LINK TO TERMS OF REFERENCE](#)

ANNEX 2: [LINK TO DATA COLLECTION TOOLS](#)

ANNEX 3: CONTEXTUAL FACTORS IMPACTING LEVEL OF VULNERABILITY AND FOOD SECURITY

A number of highly intertwined factors and circumstances illustrate the complexity and volatility of the situation in South Sudan. These factors have been and continue slowing down any efforts to sustainably enhance refugees' vulnerability levels which fluctuate as quickly as the context on the ground and may therefore have contributed to the vulnerability levels assessed in the current JPDM.

ONGOING, NOT ABATING CIVIL CONFLICT IN SOUTH SUDAN AND NEIGHBOURING SUDAN

Despite continuing efforts to implement the peace agreement of 2018, the continuing civil conflict in South Sudan, intercommunal violence, crime and wide-scale impunity threaten the lives and livelihoods of nationals and refugees alike. As a result, all are confronted with losses of assets, reduced access to food and land to cultivate, extensive disruption in livelihood activities, limited access to markets, while trade and access to humanitarian assistance is restricted due to security concerns and road blockages, especially in Maban county, where Kaya, Gendrassa, Batil and Doro camp are located, has seen a surge in insecurity towards the end of 2022, which has resulted in significant disruptions in food assistance deliveries.⁵⁶ Thus, the levels of acute food insecurity have been found to be driven by the protracted conflict and is not expected to show any signs of abating unless peace between the warring parties is implemented.⁵⁷

The latest influx of refugees and returnees from Sudan since April 2023, has been exacerbating the already dire humanitarian situation in South Sudan further, with the supply of food and non-food items from Sudan⁵⁸ being

cut and market prices soaring. In the first two weeks of the crisis, the cost of the food basket increased by 18 to 56 percent.

DILAPIDATED ROAD INFRASTRUCTURE

Supply chain routes and the effective and efficient delivery of assistance are hampered as over 60 percent of the country is inaccessible by road for the majority of the year.⁵⁹ South Sudan's road connectivity within and between neighbouring counties is greatly underdeveloped while insecurity along roadsides – in the form of ambush and looting – pose greatest threats. Insecurity, coupled with worsening road conditions due to recent floods, have resulted in markets being cut off and have caused delays in prepositioned food and nutrition items.

REDUCED ASSISTANCE TRANSFERS

The GFD assistance transfer and its equivalent cash value have been cut by 50 percent since April 2021 as limited resources no longer cover the continuously rising needs and operational costs. Due to significant and continuing funding gaps,⁶⁰ refugee beneficiaries have been assisted with the equivalent of 1,065 kcal per person per day.⁶¹ According to FGDs, most refugee households finish their monthly rations within 14 days, confronted with critical food shortages until the next distribution. Limited quantities of home-grown produce and high and rising market prices prevent households from filling this gap. Assistance cuts led to an outcry from communities for lack of an alternative form of support.⁶²

EFFECTS OF CLIMATE CHANGE

⁵⁶ FEWSnet, South Sudan, Food Security Outlook Update, December 2022

⁵⁷ FEWSnet, South Sudan, Key Message Update, February 2023

⁵⁸ Sudan is South Sudan's main source for imports

⁶⁰ As of April 2023, UNHCR has an indicative funding gap of almost 90 percent of the financial requirements (UNHCR Funding Update, South Sudan, April 2023), while WFP was 76 percent resourced against the 2022 requirements (WFP South Sudan Annual Country Report, 2022) and substantial funding gaps expected in 2023 (WFP Situation Report South Sudan, April 2023)

⁶¹ A 50 percent ration consists of 250g cereals, 25g pulses, 15g oil and 2g salt per person per day

⁶² WFP, Evaluation of South Sudan Interim Country Strategic Plan 2018-2022, October 2022

South Sudan is one of the five countries in the world that is most vulnerable to the effects of climate change.

Four consecutive years of flooding have not spared South Sudan's refugee population and resulted in extensive losses in assets, livelihoods, disruption in timely assistance etc. In 2022 alone severe flooding affected more than 1 million people.⁶³ Heavy rains and floods disrupted livelihoods and hampered the provision of adequate and timely humanitarian assistance, while crops, shelters, livestock, schools, health care centres, boreholes⁶⁴ were destroyed. Areas most affected include the northern areas of Sudan and Western Equatoria.⁶⁵ The recovery of typical livelihood activities will be modest given the compounding effects of annual floods since 2019.⁶⁶

Also, an early season drought affected most of South Sudan until mid-July of 2022. West and Central Equatoria – where Makpandu and Gorom camps are located – suffered the driest month of April and June since 1981. This led to significant delays in the onset of favourable conditions for planting and early crop development.⁶⁷

CONTINUOUSLY HIGH MARKET PRICES

South Sudan continues seeing the impact of the Ukraine crisis and the recent outbreak of conflict in neighbouring Sudan, as prices of fuel and basic foods continue increasing. Rising food and fuel prices have been affecting humanitarian operational costs, as well

as the purchasing power of vulnerable, poor, market-reliant households in the rural areas where most refugee camps are located. Since February 2022 – the beginning of the war in Ukraine – the South Sudanese Pound (SSP) has depreciated by up to 33 percent. In December 2022, staple food prices were more than double that of the same time the year prior and more than three times the five-year average due to currency depreciation, high import and distribution costs, and increased regional competition for atypically low supplies.⁶⁸

The recent outbreak of conflict in Sudan in April 2023 disrupted the flow of food commodities along the main border crossings to South Sudan, which has contributed to severe fuel and food commodities shortages and significant price hikes. In the first two weeks of the crisis, the cost of the food basket increased by 18 to 56 percent.⁶⁹ Food prices and costs of fuel have seen significant increases across the country,⁷⁰ leaving refugees as well as the local population without the necessary financial resources to meet their basic needs.

ANNEX 4: BRIEF DESCRIPTION OF LIVELIHOOD ZONES OF CAMP-CLUSTERS

The eight surveyed refugee camps are situated in three agro-ecological zones (AEZ), the Eastern Flood Plains (Maban and Jamjang camps), Highland Forest and Sorghum Livelihood Zone (Gorom) and the Greenbelt (Makpandu). Each AEZ has its climatic and geographic conditions and is characterized by specific rainfall patterns, temperatures, duration of growing and

cropping seasons, offering a diversity of agricultural potential. Consequently, the activities people engage in to meet their basic needs change accordingly, as local factors, such as climate, soil, water availability, as well as infrastructure, social networks, access to markets, all influence and drive the lives and livelihoods of the local South Sudanese population and refugees.

⁶³ WFP, South Sudan – Country Brief, November 2022

⁶⁴ OCHA, September 2022

⁶⁵ Reliefweb, South Sudan: Floods 2021-2022

⁶⁶ FEWSnet, South Sudan, Food Security Outlook Update, December 2022

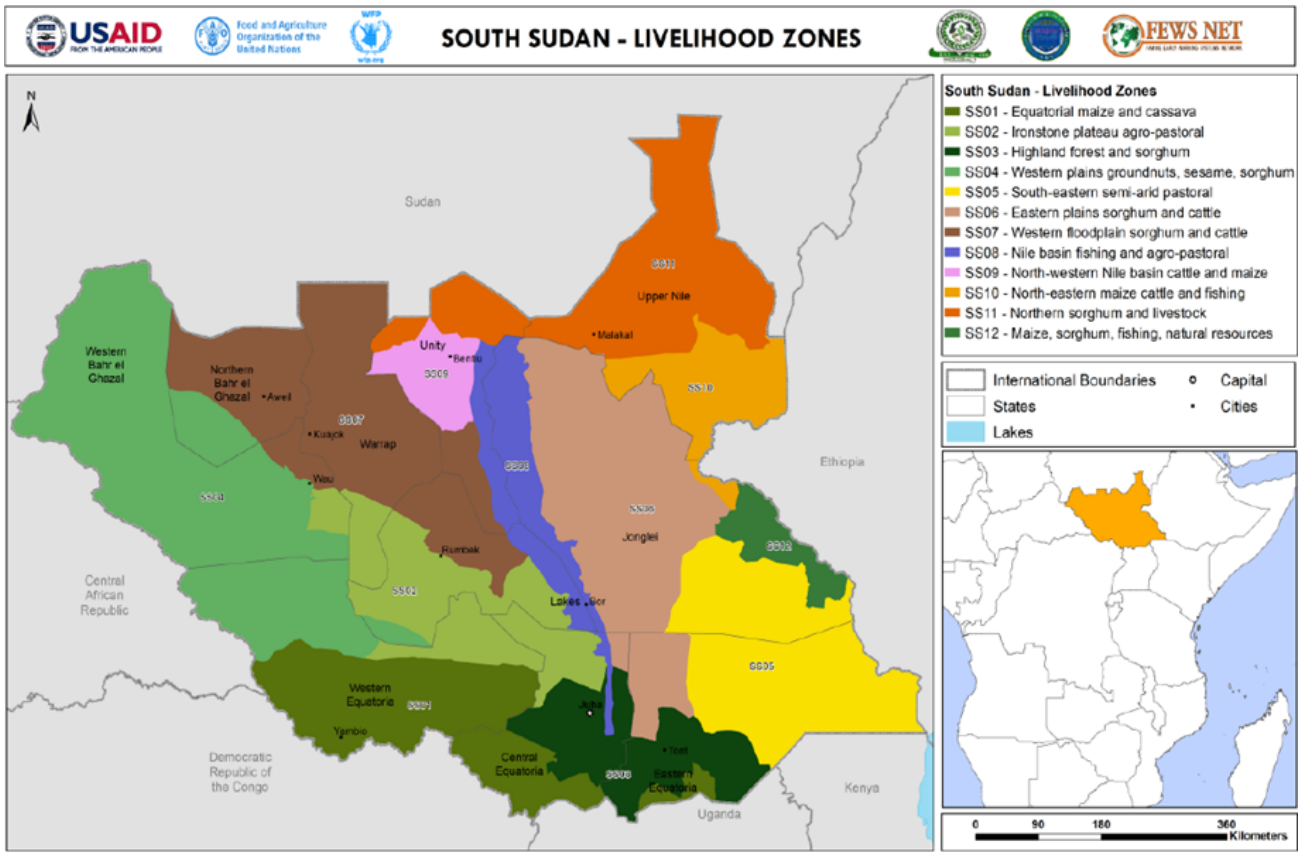
⁶⁷ WFP, South Sudan – Seasonal Monitor, October 2022

⁶⁸ FEWSnet, South Sudan, Food Security Outlook Update, December 2022

⁶⁹ WFP South Sudan, Country Brief, April 2023

⁷⁰ SSD Joint Market Monitoring Initiative, June 2023: chromeextension://efaidnbmnnnibpcajpcglclefindmkaj/https://repository.impactinitiatives.org/document/reach/f8041211/SSD-JMMI_Factsheet_June_2023.pdf

MAP 2: LIVELIHOOD ZONES IN SOUTH SUDAN



Source: FEWSnet 2018

Maban (Doro, Kaya, Yusuf Batil, Gendrassa)

Maban county is located in a semi-arid region with sparse vegetation of open savannah and grasslands and limited surface water. Temperatures are extreme during the dry season and rainfall is the lowest and most unreliable in the area with occasional flooding during the rainy season. It has a classic agro-pastoral system of production with both, cropping and livestock rearing being crucial components to livelihoods. These are supplemented by fishing and other livelihood activities such as labor migration and petty trade. Most of the zone has a subsistence level of production with an overall cereal deficit. The most important crop is sorghum, followed by maize, cowpeas, sesame, sweet potatoes and vegetables, if sufficient irrigation water during the dry season can be ensured.

Frequent drought and crop failure, cattle raiding, political instability and insecurity, and changes in market conditions due to its location along the border with Sudan, expose inhabitants to food insecurity.⁷¹ Two main markets run by both, refugees and the local host community, are available and accessible to all. The road infrastructure in the area is greatly limited with roads being impassable during the rainy season, however, significant work has been carried out to upgrade the quality of roads. Camps predominately host Sudanese refugees.

Rainy season (unimodal):	May – October
Dry season:	November – April
Lean season:	May – July
Harvest (sorghum):	October – November

⁷⁰ UNHCR/WFP Joint Assessment Mission, 2021

⁷¹ UNHCR/WFP Joint Assessment Mission, 2021

Jamjang (Ajoung Thok, Pamir)

The two camps in Jamjang county are situated in a forested area, known for its flat terrain surrounded by black cotton soils and prone to floods during the rainy season. Refugees engage in both, farming activities and to a lesser extent livestock herding, while local South Sudanese are predominately pastoralists. Main crops grown include sorghum, groundnuts, cowpeas, sesame and some maize. The two camps are less than 50 km away from the northern border of South Sudan and Sudan, with refugees predominately originating from Sudan who fled the conflict in South Kordofan region in 2011.

Rainy season (unimodal):	May – October
Dry season:	November – April
Lean season:	June—July
Harvest (sorghum):	September January

Juba (Gorom)

Gorom camp is situated in the Highland Forest and Sorghum Livelihood Zone. Apart from patches of rocky soil, the area is fertile and suitable for agricultural production, characterized by highlands and foothills with a mixture of forest, bush and grasslands. Reliable rainfall and fertile soils favour rain-fed crop farming and livelihoods depend on sedentary cultivation with less reliance on livestock. Main food crops are maize, sorghum, millet, sesame, cow peas/green grass. Household incomes are constrained by the lack of roads and dilapidated road conditions, hilly and mountainous terrain, limiting market access. Gorom refugee camp predominately hosts Ethiopian Anyuak refugees and is located 25 km from Juba town.

Rainy season (unimodal):	April – November
Dry season:	December – March
Lean season:	June – August
Harvest (maize, sorghum):	September – December

Yambio (Makpandu)

Similar to Gorom, Makpandu is part of the “Greenbelt” and located in a surplus area. The area around Makpandu camp is characterized by plains, highlands and mountains with equatorial rain forests. It is the only part of South Sudan with a bimodal rainfall pattern and

two reliable seasons. Soils are fertile and provide most suitable conditions for crop farming in South Sudan with maize being the most grown and preferred cereal, followed by sorghum and groundnuts. Situated along a main road, markets are easily accessible to camp inhabitants, extending to cross-border trading activities with neighbouring countries. Main constraints include poor road conditions, seasonal flooding and insecurity. Refugees in Makpandu camp are mainly from DRC and CAR, fewer from Sudan and Eritrea.

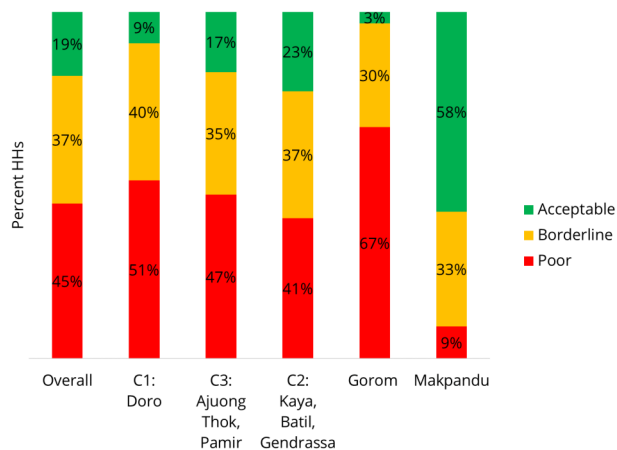
Rainy season (bimodal):	March – end April; July – November
Dry season:	December – March
Lean season:	April – June
Harvest (maize, sorghum):	September – December

For more detailed information please refer to FEWSnet *Livelihoods Zone Map and Descriptions for the Republic of South Sudan, August 2018*.

ANNEX 5: FOOD CONSUMPTION SCORE (FCS) AND FOOD-BASED COPING

The survey took place in January: at that time the harvest was ongoing in Jamjang but had been completed in Maban (Doro, Kaya, Yusuf Batil, Gendrassa), Makpandu and Gorom. At this time about 45 percent of refugee households had poor food consumption, reflecting a continuously deteriorating trend over the past few years.⁷² This is likely the result of increased commodity prices, reduced rations, prolonged flooding and limited livelihood options, among others. The remainder 56 percent of households had either borderline (37 percent) or acceptable food consumption levels (19 percent).

FIGURE 23: HOUSEHOLD FOOD CONSUMPTION



Source: SS JPDM 2023

Differences in household food consumption between locations exist, with poor food consumption most pronounced in C1 (Doro; 51 percent), followed by C3 (Ajuong Thok, Pamir; 47 percent) and least in C2 (Kaya, Batil, Gendrassa; 41 percent). In Gorom almost seven in ten refugee households have poor food consumption (67 percent), compared to merely 9 percent in Makpandu. In terms of food consumption, the situation is – comparatively speaking – best in Makpandu.

Reasons for such variances in food consumption across locations are due to the different levels in land access, varying sizes and quality of land available for cultivation, the level of insecurity that determines the extent to which agricultural activities can be pursued, varying weather conditions and market capacities. These findings have been confirmed by previous assessments, as well as by qualitative data.

Consequently, refugees were found to alter their food consumption patterns in response to food shortages. They did so predominately by relying on less preferred/expensive food, limiting portion size at meal times and reducing the number of meals in a day. Adults restricting their food consumption so that small children can eat and borrowing food or relying on help from others – the two most severe food coping strategies⁷³ – were most prevalent among households in C1 (Doro), C2 (Kaya, Batil, Gendrassa) and Gorom.

ANNEX 6: ECONOMIC CAPACITY TO MEET ESSENTIAL NEEDS (ECMEN)

BOX 6: ECONOMIC CAPACITY TO MEET ESSENTIAL NEEDS (ECMEN) / MINIMUM EXPENDITURES FOR FOOD AND NON-FOOD NEEDS

The economic capacity to meet essential needs (ECMEN) is an indicator that assesses the extent to which households are able to afford the essential food and non-food needs through their own economic capacity (excluding assistance), be it cash and/or self-production. The monetary threshold – which reflects the required resources for a household to meet its essential needs (food and non-food) – is referred to as the **Minimum Expenditure Basket (MEB)**.

⁷² WFP, Post Distribution Monitoring, Round 1, 2022

⁷³ The Coping Strategies Index – Field Methods Manual, second edition

The MEB for this analysis was calculated based on the total expenditure reported by households that had acceptable food consumption and did not adopt high-risk coping strategies. In addition to the MEB, a monetary threshold – the food MEB – was set to identify the required economic resources for a household to meet its essential food needs. Together, the MEB and Food MEB, help to understand whether households’ economic capacities are sufficient to meet their essential needs.

If a household’s per capita expenditure is below the food MEB, it is a sign of highly insufficient economic capacity. If household expenditures are above the food MEB but below the overall MEB, households remain economically insufficient as they are unable to cover their basic non-food needs. If, on the other hand, a household’s per capita expenditure is above the overall MEB, it shows a sufficient level of economic capacity because the household is spending sufficient amounts to satisfy the essential needs in life.

For the purpose of this study, the average MEB and Food MEB per capita were as follows:

FOOD MEB: SSD15.987 per capita per month

Overall MEB: SSD18.390 per capita per month

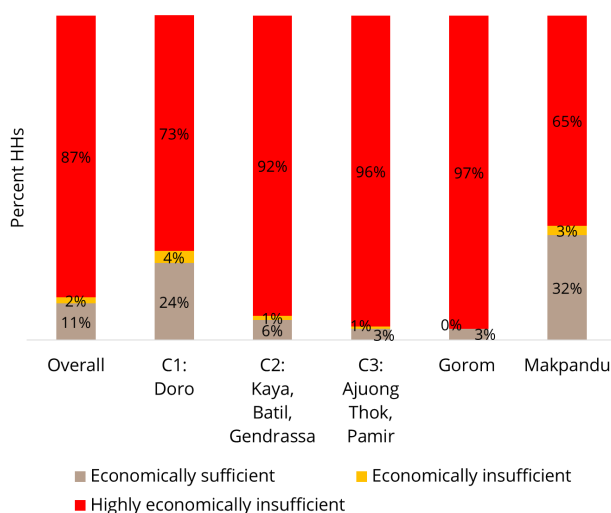


Households’ economic capacities to meet their essential needs entirely on their own through the use of cash and/or self-production is extremely weak in all locations.

More than nine in ten refugee households are highly economically insufficient in C2 (Kaya, Batil, Gendrassa), C3 (Ajuong Thok, Pamir) and in Gorom, meaning that they are unable to meet their minimum food needs using their own resources. In C1 (Doro) this share stands at 73 percent and in Makpandu at 65 percent of households. Sufficient financial resources to meet all essential food and non-food needs are reserved for a small minority of 11 percent of all refugee households, reaching highest levels of 24 percent in C1 (Doro) and 32 percent in Makpandu.

The majority of assisted refugee households do not have the required resources and economic capacities, highlighting the need for livelihood opportunities if self-reliance is to be achieved.

FIGURE 24: ECONOMIC CAPACITIES TO MEET ESSENTIAL NEEDS (ECMEN)

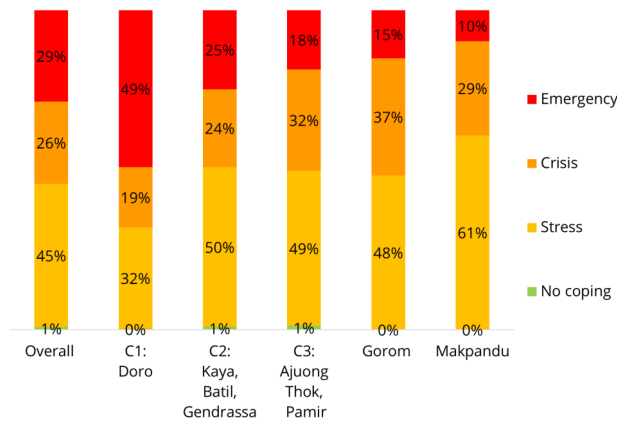


Source: SS JPDM 2023

ANNEX 7: LIVELIHOOD COPING STRATEGIES (LCS)

Against the background of the numerous livelihood challenges refugee households in South Sudan are confronted with (Figure 12), refugees find themselves in dire socio-economic conditions, unable to build, expand or improve their livelihoods. All refugee households were found to adopt livelihood coping strategies during the one month preceding the survey to ensure their household needs are met (Figure 25).

FIGURE 25: LIVELIHOOD COPING STRATEGIES ADOPTED TO ADDRESS FOOD SHORTAGES⁷⁴



Source: SS JPDM 2023

Each livelihood coping strategy adopted, however, poses potential threats of varying impact to households' overall well-being and its resilience to withstand shocks in the future, especially if applied over a longer period of time. The extent to which they rely on destructive practices is an indicator of vulnerability levels during a crisis.

ANNEX 8: DETAILS ON QUANTITATIVE DATA ANALYSIS

All analyses were done at cluster level. Descriptive statistics showed the patterns or distribution of indicators under investigation. Bivariate analyses were used to find the relationship between vulnerability and household characteristics. The least absolute shrinkage and selection operator (Lasso) - a machine learning method - was used to find factors associated with

The need to adopt livelihood strategies - in particular emergency strategies - varies between the locations, in that refugee households in C1 (Doro) were found most inclined to adopt emergency strategies (49 percent), followed by households in C2 (Kaya, Batil, Gendrassa; 25 percent).

Also, in Makpandu the need to cope is inevitable for the large majority of refugee households. However, the severity of strategies used and thus their potentially damaging impact on livelihoods is lower. Stress coping - least severe in terms of impact - is significantly more prominent, while emergency and crisis coping is less so.

Borrowing money or purchasing food on credit and increased **gathering of wild foods** (stress coping) are by far the two coping strategies that largest shares of refugee households within and across all locations adopt when confronted with a shortage in food.

Instead in Gorom, refugee households predominately tend to cope by sending a member or members to eat with others (38 percent) or by asking community members for support (27 percent). In Makpandu most also cope by purchasing food on credit or through borrowing but also by selling or eating the seeds that are meant for planting.

In C1 (Doro) two emergency livelihood strategies reached alarming levels: 38 percent of households were found to travel to other villages to look or beg for food and other resources and 19 percent had slaughtered the last of their cows or goats in order to cope with shortages of food.

vulnerability. This is a regression analysis method that performs both, variable selection, as well as regularization to strengthen the prediction accuracy and interpretability of the final statistical model.⁷⁵ Stata version 17.0 and IBM SPSS Statistics version 29 was used for the analysis.

⁷⁴ **Emergency coping strategies:** Sold last of cows and/or goats; travelled to another village to look/beg for food/other resources; used community leaders or local court to collect debts or bide wealth/dowry; get food/other resource from another community member. **Crisis Coping strategies:** Asked community members for support of food/other resources; sent more household members than normal to cattle and/or fishing camps; ate seeds intended for planting this season. **Stress coping:** Sent household member to eat with another household; sold more animals than usual for this time of year; borrowed money or purchased food on credit; gathered wild foods more than normal for this time of year. Source: <https://resources.vam.wfp.org/data-analysis/quantitative/food-security/livelihood-coping-strategies-food-security>

⁷⁵ Tibshirani, Robert (1996). "Regression Shrinkage and Selection via the lasso". Journal of the Royal Statistical Society. Series B (methodological). Wiley. 58 (1): 267-88. JSTOR 2346178.

ANNEX 9: CONSOLIDATED APPROACH FOR REPORTING INDICATORS OF FOOD SECURITY (CARI)

The economic capacity of a household can be demonstrated by either ECMEN or FES indicators, both of which utilize expenditure data and are measured on a per capita basis within the household.

The ECMEN indicator provides a more accurate assessment of a household's economic capacity by excluding the consumption of assistance. It uses the Minimum Expenditure Basket (MEB) to calculate the monetary thresholds required to measure the household's economic capacity. The MEB was determined using the expenditure-based approach. The reference group used for the MEB was all households that had acceptable food consumption and did not rely on emergency or crisis coping mechanisms. The WFP CARI guideline recommends using the ECMEN as the most suitable indicator for assessing a household's economic capacity. However, in cases where data for the MEB is not available, the FES can be utilized instead.

The FES indicator is calculated by dividing total food expenditures by total household expenditures. It is important to note that both the numerator and denominator should include the value of non-purchased consumed foods, such as those produced within the household or received as assistance during the recall period. By considering both purchased and non-purchased foods in the FES estimate, the indicator takes into account households with different food access situations. However, the FES may not be suitable for use in refugee contexts or urban settings where communities receive commodities like shelter and construction material for free. Therefore, caution should be exercised when applying the FES in these contexts.

Considering the limitations and recommendations, the new CARI (Comprehensive Food Security and Vulnerability Analysis) incorporates the use of the ECMEN indicator instead of the FES to assess the economic capacity of households.

Indicator Combo	Food Security Indicators					
	Current Status		Coping Capacity			
	Food Consumption Score	Reduced coping strategies index	Economic capacity to meet essential needs	Food expenditure share	Livelihood coping strategies - food security	
Combo 1	X	X	X		X	Current CARI
Combo 2	X	X		X	X	Previous CARI
Indicator description	Measures current food consumption. Households are allocated into groups based on the variety and frequency of foods consumed.	Measures short-term coping measures to meet basic food needs. Households receive a score based on the frequency of applying reduced coping strategies.	Measures economic vulnerability. Households' expenditure value compared to minimum expenditure basket.	Measures economic vulnerability. Households categorised based on the share of total expenditures directed to food.	Measures the medium and long-term capacity for future productivity. Households categorised based on severity of applied livelihood coping strategies due to lack of food.	

ANNEX 10: DISAGGREGATED STATISTICS OF MAIN OUTCOME INDICATORS

Livelihood, income and livelihood coping to meet essential needs	Total	C1 Doro	C2 Kaya, Batil, Gendrassa	C3 Ajuong Thok, Pamir	Gorom	Makpandu
% HHs by economic activity						
Engaged in at least one productive activity	65%	73%	57%	63%	53%	94%
Engaged in non-productive activities	35%	27%	43%	37%	47%	6%
Reported source of primary HH income in last three months (productive)	65%	73%	57%	63%	53%	94%
Agriculture, including own production and sale	27%	38%	21%	22%	3%	56%
Fishing or sale of fish	1%	2%	1%	0%	0%	0%
Livestock and sale	2%	2%	4%	1%	0%	2%
Salaried work	1%	1%	1%	2%	0%	2%
Sale of alcoholic beverages	2%	2%	2%	3%	2%	7%
Sale of firewood/poles	13%	17%	14%	11%	20%	5%
Skilled labor	5%	6%	7%	2%	0%	6%
Trader/shop owner	4%	3%	4%	4%	17%	5%
Unskilled casual labor	8%	4%	4%	15%	7%	7%
% HHs with non-productive income sources (including food assistance/sale of food assistance)	35%	27%	43%	37%	47%	6%
Food assistance/sale of food assistance	25%	19%	31%	26%	42%	4%
Support from family	1%	1%	1%	1%	0%	2%
Gathering of wild foods	5%	5%	2%	9%	5%	0%
Begging	0%	0%	0%	0%	0%	0%
Borrowing food, cash or other resources	4%	3%	9%	0%	0%	0%
Livelihood coping strategy to meet essential needs						
HH not adopting coping strategies	55%	57%	59%	51%	48%	43%
Stress coping strategies	6%	9%	4%	5%	13%	5%
Crisis coping strategy	10%	11%	11%	8%	13%	10%
Emergency coping strategies	29%	22%	27%	36%	25%	43%

Livelihood challenges and farming	Total	C1 Doro	C2 Kaya, Batil, Gen- drassa	C3 Ajuong Thok, Pamir	Gorom	Makpandu
% HHs by livelihood challenges						
Climate shocks (e.g. flood, drought)	36%	41%	54%	20%	12%	5%
Limited land access	30%	38%	23%	31%	37%	27%
Limited agricultural inputs	35%	42%	37%	27%	22%	38%
Movement restrictions	8%	9%	3%	11%	7%	4%
Lack of employment opportunities	27%	17%	15%	48%	30%	22%
Lack of the right skills to be employed	12%	9%	8%	17%	23%	15%
Lack of labor force in the household	11%	12%	12%	9%	2%	8%
Lack of capital to start business or invest	20%	9%	9%	35%	58%	52%
% HHs that participated in farming activities in the last 6 months	44%	43%	45%	42%	20%	67%
Among HHs who farmed, % of HHs who report agriculture activities to be sustainable	53%	61%	53%	47%	50%	52%
% HHs with a vegetable garden	21%	28%	17%	18%	3167%	1734%

Food Consumption and food-based coping	Total	C1 Doro	C2 Kaya, Batil, Gendrassa	C3 Ajuong Thok, Pamir	Gorom	Makpandu
Food Consumption Score						
Poor	45%	51%	40%	47%	67%	9%
Borderline	37%	39%	36%	35%	30%	33%
Acceptable	19%	9%	24%	17%	3%	58%
Food based coping						
Reduced Coping Strategy Index						
HHs didn't adopt rCS	41%	44%	46%	36%	15%	29%
Low consumption-based strategies	39%	42%	43%	29%	53%	68%
Medium consumption-based strategies	19%	15%	11%	32%	32%	4%
High consumption-based strategies	1%	0%	0%	2%	0%	0%
Mean rCSI	13,8	12,2	11,3	18,0	13,0	7,1
% HHs without enough food or money to buy food (in the last 7 days)	61%	57%	57%	65%	85%	72%

Economic capacity, food security and vulnerability	Total	C1 Doro	C2 Kaya, Batil, Gendrassa	C3 Ajuong Thok, Pamir	Gorom	Makpandu
ECMEN						
Economically sufficient	31%	50%	37%	6%	7%	46%
Economically insufficient	7%	9%	11%	2%	0%	7%
Highly economically insufficient	62%	40%	53%	92%	93%	47%
Food security						
Food secure	2%	0%	3%	1%	0%	23%
Marginally food secure	32%	37%	43%	14%	9%	47%
Moderately food insecure	57%	49%	49%	74%	78%	29%
Severely food insecure	9%	14%	5%	10%	14%	1%
Vulnerability classification						
Least vulnerable	2%	0%	3%	1%	0%	22%
Moderately vulnerable	13%	17%	18%	2%	2%	24%
Highly vulnerable	43%	37%	48%	44%	33%	43%
Extremely vulnerable	42%	45%	31%	52%	66%	10%

AAP and Communication	Total	C1 Doro	C2 Kaya, Batil, Gendrassa	C3 Ajuong Thok, Pamir	Gorom	Makpandu
% HHs informed about quantities of each commodity/cash/voucher you received and for how long it should last	76%	64%	81%	82%	70%	76%
% HHs knew where to complain/ provide feedback regarding food assistance	36%	40%	34%	35%	30%	36%
Preferred complaints and feedback channels (Among HH that knew about CFM)						
Community/traditional leader	39%	45%	48%	25%	56%	37%
Hotline	21%	27%	36%	1%	6%	18%
Project management committee (PMC)	35%	32%	25%	52%	28%	3%
Help/complain desk at site	17%	16%	20%	15%	17%	26%
Local authorities	7%	16%	4%	3%	0%	14%
Cooperating partner	17%	7%	11%	31%	11%	23%
WFP	4%	3%	2%	7%	6%	4%
UNHCR	14%	2%	0%	35%	0%	46%
Community meetings	9%	13%	7%	5%	0%	14%
Among HHs knowledgeable about CFM, % HHs having provided feedback/complaints	43%	56%	56%	21%	22%	19%
% HHs having received response to their feedback/complaints	85%	86%	89%	79%	100%	47%



UNHCR
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