

South Sudan

2016

MCOF

2017

Migration Crisis Operational Framework



INTERNATIONAL ORGANIZATION FOR MIGRATION REGIONAL AND GLOBAL FRAMEWORKS

IOM South Sudan operates under the IOM East and Horn of Africa Regional Office, along with Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Uganda and the United Republic of Tanzania. IOM's goal in the region is to support the African Union, the Regional Economic Communities, regional governments and partners in protecting and supporting migrants, their families and communities through safe and dignified forms of migration, and to maximise the benefits of regular migration for the security and the longer term development of all people and countries in Africa.

IOM South Sudan's Areas of focus and thematic objectives fall within the overarching framework of Regional Framework and is aligned with the principles and objectives IOM's global Results-based Migration Governance Framework (MIGOF). The Regional Strategic Objectives aim to:

- Advance the socioeconomic well-being of migrants and society
- Effectively address the mobility dimensions of crises

Ensure that migration takes place in a safe, orderly and dignified manner

THE MIGRATION CRISIS OPERATIONAL FRAMEWORK

This IOM response strategy is based on IOM's Migration Crisis Operational Framework (MCOF). The MCOF allows IOM to improve and systematise support to Member States and partners to better respond to the assistance and protection needs of crisis-affected populations. The MCOF is based on the concept of 'migration crisis', which describes the complex and often large-scale migration flows and mobility patterns caused by a crisis that involve significant risks for individuals and affected communities, and generates acute and longer-term migration management challenges. Each sector of assistance represents a distinct set of IOM activities with a specific function in an operational response. The MCOF provides a framework to analyse needs and articulate IOM's response according to changing dynamics on the ground. The MCOF was approved unanimously by IOM Member States in November 2012 (MC/2355).

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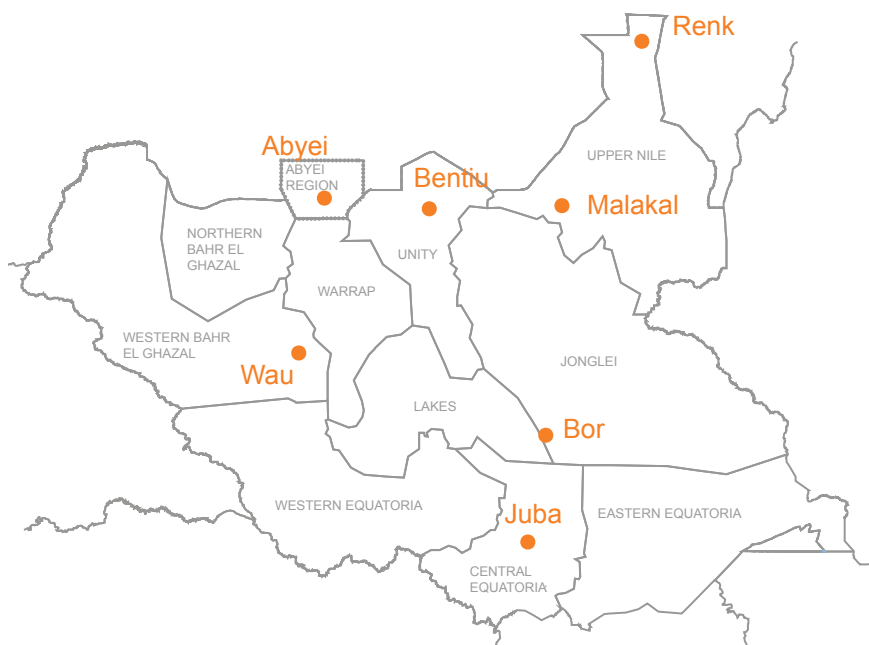


INTRODUCTION

IOM began operations in southern Sudan in 2005, establishing the IOM South Sudan Country Mission after the region succeeded from Sudan after independence in 2011. Since Independence, the mission has grown to be one of the largest globally with 350 staff across six field offices. IOM has had significant programming activities in the fields of humanitarian response, stabilisation and migration management. When the December 2013 crisis broke out, IOM was able to rapidly adapt and build on this presence to implement a diverse humanitarian response. The mission consolidated support to thousands of vulnerable people internally displaced, including those seeking shelter in United Nations Mission in South Sudan (UNMISS) Protection of Civilian sites (PoCs), and deploying rapid response teams to reach the most affected communities in remote areas.

The combination of experienced teams, thoughtful management, robust procurement, logistics and recruitment procedures and wide field based infrastructure has positioned IOM as a central to the humanitarian response.

IOM South Sudan



7 Field Offices



350 Staff



90 M

average annual budget 2014/2016



SNFI and CCCM
clusters co-lead

Humanitarian programs are developed within the framework of the Inter-Agency Standing Committee (IASC) Cluster Approach and in line with the humanitarian community's overall strategy as defined in the South Sudan Humanitarian Strategic Response Plan (HRP).

IOM South Sudan's roles include:

- Camp Coordination and Camp Management (CCCM) Cluster co-lead and State Focal Point in Jonglei, Upper Nile, Warrap and Western Bahr el Ghazal states;
- Shelter-Non Food Item (S-NFI) Cluster lead, alongside managing the provision of S-NFI materials through the core pipeline,
- Water, Sanitation and Hygiene (WASH) Cluster State Focal Point for Upper Nile, alongside managing 12.5% of the WASH core emergency supply pipeline;
- Playing an active role in the Logistics Cluster, and running the Common Transport Service (CTS), transporting humanitarian cargo throughout South Sudan;
- Playing an active role in the Health cluster and co-hosting the health HIV in Emergency sub-working group;
- Chairing the Rapid Response Team (RRT) Working Group under the rotational leadership system; and

- Participating in the Psychosocial Support Services (PSS) Taskforce and the Mental Health Forum.

The strong presence across the Clusters allows IOM to implement an integrated, comprehensive approach, significantly boosting the strength of interventions. IOM has successfully balanced a pragmatic approach to deliver services to those in need with constructive engagement around humanitarian advocacy with UNMISS and government when required. IOM has managed the Rapid Response Fund (RRF) since 2010 to support relief agencies across the country to swiftly implement specific emergency interventions.

IOM has continued to implement transition and recovery interventions in places where conditions allow, concentrating on collaborative partnerships with local, national and international non-government organisations (I/NGOs). Throughout 2014-2016, IOM managed the EU Peace and Stability Quick Impact Fund (PSQIF) mechanism to support peacebuilding projects and infrastructure rehabilitation by Community Based Organisations (CBOs), and I/NGOs. IOM is engaged in building ownership and the resilience of communities and governments through sustainable approaches. IOM South Sudan is also assisting with migration-related policy and border management.

2016/2017 Strategic focus

The response strategy recognises the need to continue humanitarian protection and assistance, while seizing opportunities to support transition and recovery where conditions allow, contributing to stability and sustainable peace. The context and differentiated needs in South Sudan requires an impartial, phased approach that takes into account the specific operating environment and the challenges it presents for humanitarian, transition, recovery and development programming.

For 2016/17, IOM has adopted an integrated, multisector approach, under three pillars of intervention. The pillars acknowledge that migration patterns, economic impacts, and government responses are all affected by pre-disaster contexts, internal responses and international relationships.

Programming aligns with broader development frameworks, and the transitional process. IOM operates under the overarching strategy of the United Nations Development Assistance Framework (UNDAF) 2014-2016, which was adapted to cope with the crisis. The Government of South Sudan National Development Plan (SSDP) was launched after Independence in 2011 and extended until June 2016. IOM will work under the roadmap for progress within the new national development framework, as articulated under the August 2015 Peace Agreement. In the interim, the United Nations Country Team (UNCT) has launched a flexible, outcome-based Interim Cooperation Framework (ICF) for 2016 - 2017. The ICF aims to better target support, and encourage governance reforms rooted in the realisation of rights at the local level, national reconciliation and justice

IOM South Sudan reaffirms the principles of humanity, impartiality, neutrality and independence in the delivery of its humanitarian response, and the need for all those engaged in humanitarian action to promote and fully respect these principles. The purpose and aim of the IOM Principles for Humanitarian Action is to strengthen humanitarian response to the mobility dimensions of crisis situations and ultimately to save lives, alleviate human suffering and protect human dignity of affected populations.



MISSION STATEMENT

To support the people of South Sudan in achieving a path to sustainable development/peace through meeting basic needs and supporting investments in stability and resilience. IOM aims to help improve migration management and governance that acknowledges natural mobility while protecting and upholding human rights.

THREE PILLARS OF INTERVENTION

For 2016/17 IOM has adopted an integrated, multisector approach, under three pillars of intervention. The pillars promote a coherent and effective transition between interventions in all phases of a crisis. The pillars acknowledge that migration patterns, economic impacts, and government responses are all affected by pre- disaster contexts, internal responses and international relationships.



1 | Meeting humanitarian needs

IOM implements and coordinates lifesaving humanitarian response programming to provide protection, mitigate health risks and help restore dignity to crisis- and disaster-affected populations. Pillar One recognises the need to concentrate on immediate, short-term efforts to assist those who have been hardest hit, through interventions in CCCM, Health, S-NFI, WASH, Information management through the Displacement Tracking Monitoring (DTM) Unit, managing the Rapid Response Fund (RRF), Psychosocial Support Services (PSS) and Logistic support through the Common Transport Service (CTS).



2 | Promoting stability

The overall goal of Pillar Two is to improve stability, assist communities through transition and recovery and increase security and social inclusion in areas of high return. Initiatives focus on transition and recovery, and incorporate social cohesion and community driven resilience. Promoting stability encompasses durable solutions for displaced populations who plan to return to places of origin while addressing drivers of mobility with negative outcomes. Flexible programming focuses on services and infrastructure and preparing the groundwork for returns. This includes managing the Peace and Stability Quick Impact Fund (PSQIF) mechanism to support peacebuilding projects and infrastructure rehabilitation by Community Based Organisations (CBOs), and I/NGOs, and building skills and improving local economic opportunities through the Abyei Rehabilitation Initiative.



3 | Promoting national ownership and resilience

Pillar Three aims to reduce vulnerability and build ownership and self-reliance with an end result of sustainable development through the transitional period. Programming aims to promote and support national ownership of systems, process and response mechanisms to improve migration management, and build the resilience of authorities, communities and individuals. This includes through providing support for developing migration policy and legislation, improving border management capacity and government response mechanisms, assistance for migrants and support to vulnerable migrants and migrants caught in crisis and resilience building through reinforcement and capacity building of local/national civil protection agencies, and implementing activities to prevent natural disaster.

Humanitarian and development context analysis

The Republic of South Sudan

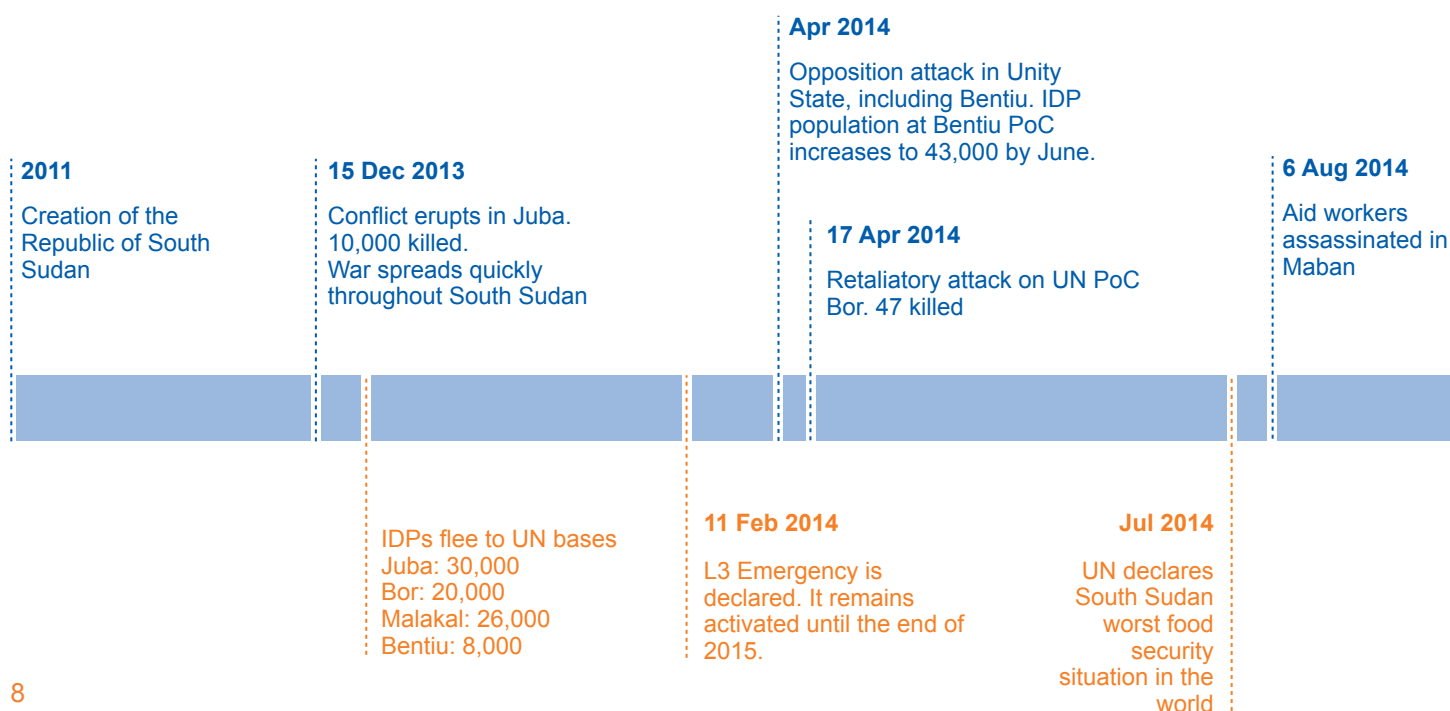
The Republic of South Sudan seceded from Sudan in 2011, in line with the Comprehensive Peace Agreement (CPA) signed between the Sudan People's Liberation Movement (SPLM) and the Government of Sudan in 2005. The newly formed Government of the Republic of South Sudan (GRSS) had articulated a development agenda but ambitious state-building initiatives were curtailed by the emergence of civil conflict in December 2013. Violence broke out in the capital Juba and rapidly spread with other communities and regions increasingly drawn into the conflict. Forces have since splintered, and factions continue to change sides swiftly. Long-term structural and proximate issues have been major catalysts of the protracted conflict and the rapid escalation of violence. Political exclusion, exacerbated patronage and differential access to resources post-independence had reduced trust in the government. Conflicts between pastoralists over land access, the proliferation of small arms alongside the absence of rule of law and the infiltration of forces into local governance structures has added additional complexity to the dynamic.

The current conflict in South Sudan can be characterised as 'an emergency within an emergency', with fluid mobility trends. By January 2016, 2.3 million people had been displaced and 6.1 million people were in need of protection and assistance. Thousands of homes and community infrastructure, including health and education facilities, water points and markets have been destroyed or shut down due to direct attacks, general insecurity, and lack of resources and staff. For many, livelihoods have been decimated, with livestock looted and killed and crops destroyed or planting delayed. Front lines remain volatile, and major towns of Bentiu, Bor and Malakal have

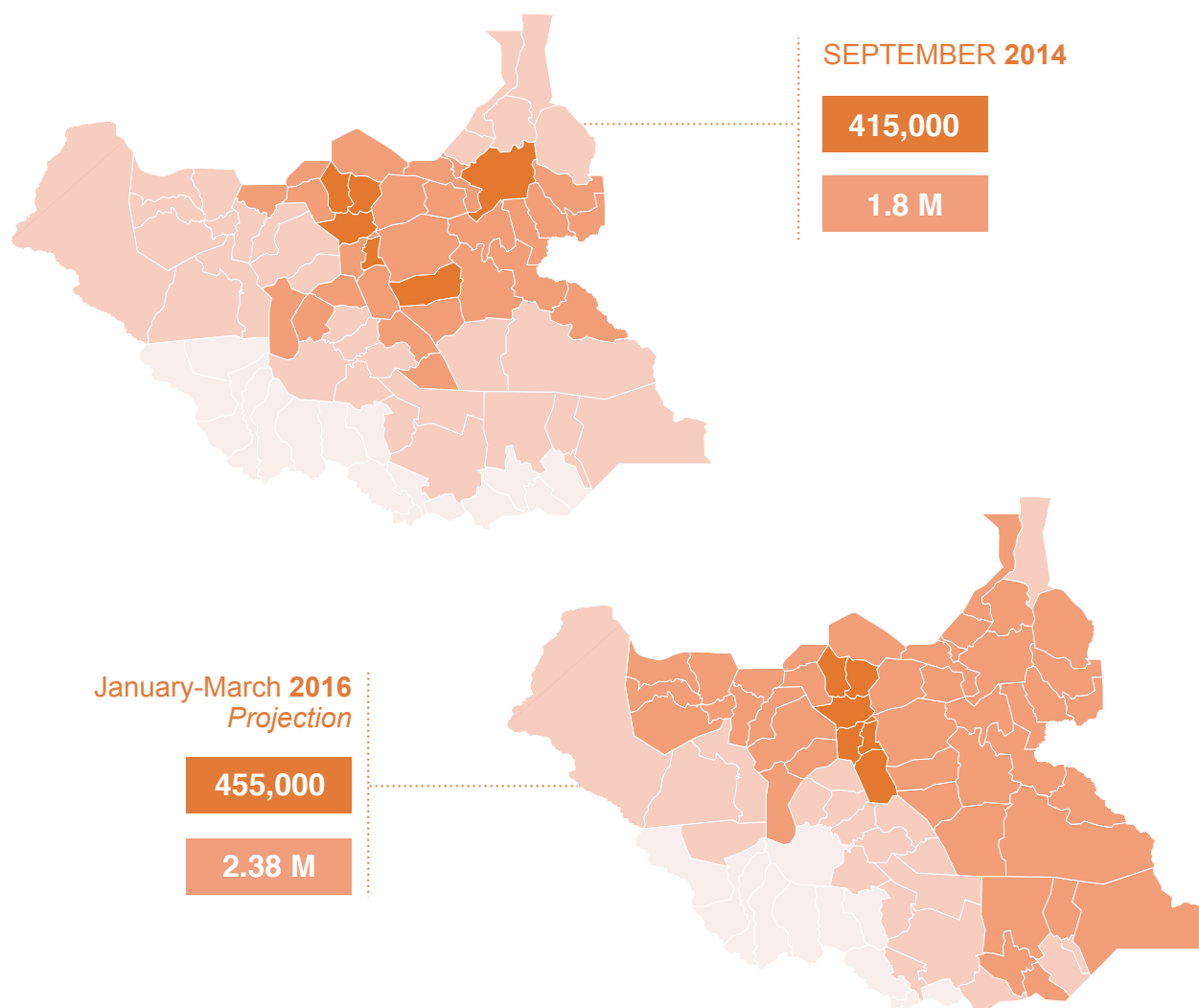
changed hands repeatedly with all parties to the conflict being accused of numerous, human rights abuses against civilians.

The prolonged conflict has left South Sudanese society highly fragmented and characterised by a proliferation of arms and armed groups. Traditional social structures and community coping mechanisms have been undermined, resulting in widespread individual and community-level psychosocial distress. People have deployed a range of migratory strategies to cope, including moving within counties, over State lines and across national borders, dividing families up, settling with host communities, creating spontaneous settlements, and fleeing to the UNMISS PoCs. This has led to migration crisis in the country, and across the region. As the crisis evolves, the needs of internally displaced persons (IDPs) and host communities grow more complex, requiring longer-term approaches and diversified assistance schemes.

Lengthy peace negotiations have been led by the regional peace and development body the Intergovernmental Authority for Development (IGAD) Plus. On 26 August 2015, the Agreement on the Resolution of the Conflict in the Republic of South Sudan was signed in Addis Ababa, Ethiopia. The Agreement puts in place a Transitional Government of National Unity (TGNU). In support, the UNMISS mandate was revised and extended in December 2015 under S/RES/2252 (2015) until 31 July 2016. The focus on peacebuilding places protection of civilians as a key activity of the operation. The unprecedented scale of displacement has required close coordination between humanitarians and UNMISS in regards to humanitarian assistance and protection of civilians.



Integrated Food Security Phase Classification



Dec 2013 to Present

Control of Malakal and Bentiu has switched sides on a dozen occasions

18 Apr 2015

Humanitarian assistance in parts of Upper Nile State suspended due to killing of WFP staff

May-Sept 2015

Government offensive in Unity and Upper Nile. Some of the most intense fighting of the conflict

Feb 2016

Attack on IDPs in Malarial PoC. 40 killed, 40% of PoC damaged

Nov 2014
Int'l Crisis Group estimates more than 50,000 dead

Dec 2014

1.4 million are displaced across South Sudan. 488,300 have fled to neighboring countries.

Jan 2015

2.5 million are severely food insecure

Aug 2015

Opposition and government sign IGAD peace agreement.

Jan 2016

Continued skirmishes and increasing food insecurity



Humanitarian Response and Access

South Sudan represents one of the most challenging humanitarian delivery circumstances in the world. The IASC Cluster system-wide Level 3 Response (L3) – the highest level of humanitarian crisis – was activated in February 2014 for an initial three-month period and extended four times before ending in December 2015. Only a massive and costly logistics operation enables delivery of humanitarian assistance to inaccessible areas, and access restrictions due to clashes and security considerations challenge the humanitarian community's ability to reach many of the most vulnerable. In this context, airlifts and airdrops of aid such as survival kits and rapid response missions have become the main response modality to reach people in the most volatile or inaccessible locations. South Sudan has become an increasingly dangerous place for humanitarians to work. Particularly in Unity and Upper Nile, humanitarians have been killed, threatened, harmed or arrested and organisations forced to relocate staff, abandon assets, and cease critical services. Huge amounts of humanitarian supplies have been lost, looted or burned and warehouses and Rub Halls destroyed.

The intense context and insecurity affects staff turnover and has reduced institutional knowledge within many Agencies and NGOs. Co-ordinating with government departments has been difficult, and the lack of coordination amongst international actors exacerbates issues related to the complexity of authority structures. Many CBOs have been weakened in this context, leading to reduced programming. In early 2016, President Kiir returned the controversial NGO Bill back to Parliament, after it received approval in May 2015. The Bill contains a number of restrictive provisions, including for unregistered

voluntary activity and restrictions on international staff members.

Agencies may be further challenged to define the balance between humanitarian assistance and support to political solutions within a transition, recovery and development framework. Pragmatically adapting to the situation while maintaining commitment to principles and standards, have placed IOM as a central humanitarian actor in the response. Humanitarian

UNMISS and the Protection of Civilian sites

The UNMISS PoCs have become very visible reminders of the impact of conflict on civilians. The scale and protracted nature of displacement at PoC sites is unprecedented in UN history. As of January 2016, over 200,000 IDPs are sheltering within five PoC sites, often within a nexus of severe food insecurity and conflict hotspots. Through the presence of armed peacekeepers in these sites, UNMISS has saved lives and provided a space for humanitarians to provide assistance, even as this space is constantly being renegotiated. IOM's approach has been constructive engagement with all actors to enable access, coordination and information sharing where appropriate and relevant, prioritising the need to deliver assistance in line with the humanitarian imperative. Throughout the relief operation the humanitarian community and UNMISS have been confronted with divergent priorities, institutional mandates and coordination structures. Positive relations between UNMISS and humanitarians will prove instrumental in supporting transition, stabilisation and recovery once this becomes possible.



Humanitarian Response Systems



Triple hatted

1. Resident Co-ordinator
2. Humanitarian Co-ordinator
3. Deputy Special Representative of the Secretary General within the integrated mission structure



Humanitarian Coordination within the Humanitarian Country Team and Cluster System.



Refugee regime which coordinates assistance to refugees in South Sudan and South Sudanese refugees in neighbouring countries



State coordination structures; for PoCs the UNMISS State Coordinator is the highest ranking official.



A separate development, transition and stabilisation system which downscaled significantly following the 2013 crisis.

Political and Legal Structures and Frameworks

Post-CPA, executive, legislative and judicial institutions were established at the central and state levels. Currently, citizens live under parallel traditional, federal, state, local and family structures and systems, including for legal and governance matters. Gaps and ambiguities in the regulatory framework regarding rights, roles and responsibilities for enforcement have resulted in conflict, particularly over resource usage. The diverse ethnicities and multiple layers of administration mean distinctions between authority structures and responsibilities are not always well understood, and may be contradictory.

For women, the lack of implementation of gender-oriented policies such as affirmative action hinders their effective roles in government institutions or authoritative bodies. Similarly, failure to engage the youth in traditional and formal administrative structures dominated by older men can lead to disconnection with communities and systems. After signing the 2015 Peace Agreement, President Kirr announced plans for to decentralise power, in theory placing resources closer to the rural population and reducing the size of the national government.

The current capacity of the State in terms of economic management, human and financial resources, experience and supportive infrastructure is very low. Overall, policy development and implementation has not comprehensively engaged with realities on the ground. Generally, most people have little access to the political system, which is based on a system of patronage with power centralised within few groups. A range of legal and administrative initiatives have failed to deter misuse and mismanagement of public resources and corruption and impunity impacts virtually all levels of government (Sudd Institute, 2015).

The fractured nature of control between the SPLM/A and the SPLM/A-IO has also led to system of parallel governments, with both having limited capacity for effective implementation of governance. Key individuals switch allegiance based on access to privilege and power, making it hard for the leaders to maintain control of forces and their actions. There has been no serious effort by either the government or opposition forces to end human rights and international humanitarian law abuses committed by their forces.

Migration

Understanding the internal and external migration context is integral to assessing the impact of the political, humanitarian and development transitions on mobility outcomes and responses. Mobility is a common phenomenon in South Sudan and used as part of kinship, intertribal marriages and movements, agricultural, community-building and coping strategies or in response to a range of expected or unexpected threats. The presence of nomadic and semi-nomadic pastoralist groups in the region migration for economic and

environmental reasons gives rise to complex migration management and policy needs. Forced migration due to food insecurity or conflict sees most South Sudanese move to even more remote areas, or to extended family in safer locations.

Unexpected or protracted displacement can result in difficulties with host communities due to access to resources, or cultural clashes. Post-CPA, two million IDPs and 330,000 refugees returned to southern/South Sudan, many settling for long periods in Juba. Often returns were made to communities which lacked sustainable livelihoods, energy, infrastructure, water, schools and health services. Competition over scarce resources with little Government oversight meant tension was exacerbated, particularly in border areas between Sudan and South Sudan. People's experiences over the last years may see them enact migration as a coping strategy in response to any further insecurity, stress or threat. Across the Greater Upper Nile and Northern Bhar el Ghazal areas, insecurity, reduced access to markets and outflow of traders has necessitated pastoralists to change routes which may produce different future modalities of displacement.

The region experiences informal human mobility and an irregular migration phenomenon through the porous nature of the borders. Mixed migration flows see refugees, asylum-seekers, economic migrants and smuggled persons coming to South Sudan or transiting through to Sudan and Libya to enter the Mediterranean route onwards to Europe, or transiting through to Southern Africa. Immigration flows are mostly from neighbouring Ethiopia, Eritrea, Somalia and Uganda. Many irregular migrants enter into informal labour markets, staying on longer than anticipated without regularising their stay. South Sudan continues to face deep challenges in regards to migration management due to the vast and extremely porous borders, lack of infrastructure, lack of policy and weak law enforcement capacity. Weak border management is a major facilitator of irregular migration, and can lead to violations of human rights such as trafficking or human smuggling.

The lack of Government capacity to sufficiently integrate the legal frameworks and structures needed to support the range of migratory movements has negative impacts for mobility. There are very little facilities or services provided for migrants caught in crisis and in need of assistance and protection – especially vulnerable migrants including unaccompanied minors, victims of trafficking and migrants caught in crisis and in need of assistance, basic services and protection. Currently, national coordination and dialogue mechanisms amongst key government institutions, non-government agencies and countries of origin are missing. In the framework of IGADs four-year regional strategy on migration, South Sudan is in the process of establishing a national coordination and dialogue mechanisms amongst key government institutions. This mechanism will also open avenues for dialogue and information exchange with non-government agencies and countries of origin.



The Economy, Urban Dynamics and Infrastructure

In general, state economic or legislative structures are underdeveloped, and delivery systems fragile. Corruption and mismanagement of public resources has pulled resources from community services and development. The already poor economic situation has worsened due to poor governance, weak monetary and fiscal policies along with reduced oil production, diminishing foreign exchange reserves and lack of alternative incomes. The economy is extremely vulnerable to changes in oil prices and oil production levels, as oil provides 98% of all public sector revenue and almost all foreign exchange earnings.

In January 2012, the breakdown of talks regarding sharing of oil revenues with Sudan led to South Sudan abruptly halting oil production until March 2013, which affected oil fields and decimated revenue capacity. In 2015, the South Sudanese Pound (SSP) depreciated rapidly and prices of basic commodities and staple foods soared. By December, the Government had surrendered the SSP from the official rate of 2.96 to the US dollar to the 18.5 rate on the black market in an attempt to restimulate economic activity. There had been suggestions officials with access to oil revenue profited by manipulating the dual system.

Poor infrastructure inhibits service delivery and is a constraint to economic, livelihood and employment activities. South Sudan is one of the most logistically challenging places in the world. The severely under developed and under maintained roads means 60% of the country is inaccessible by road during the long rainy season. River ports are generally in poor condition, resulting in significant delays with loading and offloading. There is no electricity grid or nationwide energy and water supply system and the lack of access to conventional power sources is challenging for many aspects of operations and living conditions.

The underdeveloped communications technology infrastructure has been worsened by the conflict. Almost 83% of South Sudanese resided in rural areas before the outbreak of the recent conflict but the lack of access hinders largescale tracking of population movements. Large urban centres in the Greater Upper Nile such as the towns of Bentiu and Malakal were hard hit throughout 2014/15 and have largely been abandoned. The conflict has paralysed trade in certain locations, with Markets in Bentiu, Malakal and Bor destroyed during the fighting and many traders, particularly foreigners, leaving. Livelihoods have been decimated by the conflict and economic decline. Livestock migration patterns have been disrupted, leading to new migration routes resulting in new patterns of inter-communal conflict over natural resources. The added economic stress on people's lives in both urban centres and rural areas has impacted coping skills.

Demographic and Socioeconomic Matters

The lack of verifiable nationwide data means there is no accurate estimate regarding population demographics. There are at least 63 different ethnic groups in South

Sudan, with the ten largest ethnic groups constituting approximately 80% of the population, including the Dinka, the Nuer and the Chollo (Shilluk). Many South Sudanese identify strongly with their ethnic and linguistic background over a national identity. Political structures do not yet have equitable representation. The breakdown of socio-cultural fabric has altered traditional mechanisms for conflict resolution or mitigation, and the lack of harmonisation between traditional and formal systems and human rights based decisions can have negative outcomes for marginalised groups, such as women. The gendered division of labour in South Sudan makes it difficult for women to engage in activities beyond the household, including politics and organisational work. The population is very young, with over two-thirds under the age of 30.

The weak civil society and vulnerability of large parts of society due to poverty, unemployment, displacement, nutrition, education, social services and participation are proximate causes of the conflict. Decades of war contributed to a virtual collapse of the country's health care system and to some of the worst key health indicators globally. Malnutrition, overcrowded living conditions, poor hygiene and sanitation practices, the preference of women to give birth at home, seasonal disease outbreaks, and chronic exposure to violence leave people highly vulnerable to ill-health. Deaths related to tuberculosis (TB) and HIV have risen sharply over the last two years.

Population displacement exacerbates poor health outcomes due to lack of access to preventive, curative and referral services and disruption of continuity of care. Extremely poor WASH conditions leave large numbers at risk of preventable diseases particularly as the conflict has further deteriorated services and access to assistance. The conflict has increased the severity of sexual and gender-based violence (SGBV), including conflict-related assault and forced recruitment of children. As the inability of the state to provide security has increased, communities have had to increasingly rely on youth for protection, but the increasing amount of small arms across the region has meant forms of protection have become increasingly brutal. The youth are consequently playing a changing role in pastoralist and increasingly urban societies.

Geography, Environment and Natural Resources

A unilateral post-Peace Agreement decision was made by the President to split the ten states of South Sudan into 28. Devolution nominally creates conditions for better services delivery and development but the geographical division and lack of consultation concerned many groups and reduced faith in the peace process. The states roughly correspond to three historical regions: Bahr el Ghazal, Equatoria, and Greater Upper Nile. The dramatically different topography, weather patterns and resources and industries across the regions have given rise to varied lifestyles and outcomes. Borders do not always capture the complex realities and regular cross-border movements or equitably integrate traditional governance structures. There is disparity between federal, state and local policies and practices particularly over land

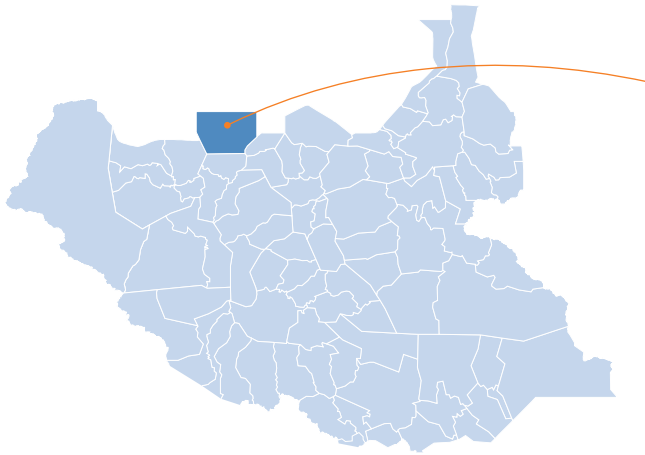


usage policy and administration, and the wishes or needs of different geographic zones are often at odds with others. Pressures resulting from the conflict push people out of traditional homelands into areas which may not have been traditionally part of broader kinship or community ties.

Statistics on natural resources are difficult to verify and primary research on environmental security is scarce. It is estimated only 4% of total land area is under cultivation, although over 90% of the population depend on subsistence farming and livestock rearing. The country's cattle population is estimated at 12.2 million, the sixth largest cattle economy in Africa. South Sudan pastoralists are one of the most affected groups as land resources shrink and rain-fed agricultural practices become untenable due to climate change.

Geographic areas and natural resources have been affected by the recent crises in different ways. Inadequate land use planning, poor natural resources conservation

and management occur in the void of robust legal frameworks. The lack of unified documentation and collection and analysis of data prevents a holistic understanding of the environment, the formulation of management plans and effective implementation and regulation. Small-scale family holdings and traditional uses of communal resources are encouraged and protected under the 2011 Land Policy. However, the public use, sale or lease to private investors of land under customary tenure regimes has often occurred without taking account of historical and customary ownership interests, with use typically unregulated by traditional or other community-level authorities. Land use conflicts and the spread of informal settlements have contributed to the degradation of natural resources. The low priority accorded to the environment, coupled with a lack of technical and institutional capacity and coordinating overarching framework means environmental and land issues will become increasingly relevant to those displaced.



The Abyei Administrative Area

The Abyei Administrative Area covers a 10,546 square kilometres along a disputed border area of Sudan and South Sudan, accorded special administrative status by the 2004 Protocol on the Resolution of the Abyei Conflict (Abyei Protocol) under the CPA. A long-stalled referendum process has left residents without access to basic services, resources and infrastructure. Nearly all the population relies on food distributions, and community-led services are extremely weak, unsustainable and lack resources and technical capacity including human resources. The security situation outside Abyei town is highly volatile. Sudan and South Sudan continue to negotiate regarding the Administrative Area of Abyei. An October 2013 referendum did not occur as expected, meaning residents remain in political limbo. The longer Abyei's final status remains unresolved, the greater the potential for further violence in the area. IOM co-ordinates closely with the United Nations Interim Security Force for Abyei (UNISFA) and UN Agencies, Funds and Programmes (AFPs).

In Abyei, the stalled referendum and destruction of town infrastructure has left residents without access to basic services, resources and infrastructure. Some local entities, mainly in Ngok Dinka communities, have attempted to assume roles of public service delivery; however these services are weak, unsustainable and lack resources and technical capacity. Combined with the lack of basic services, this has led protracted displacement patterns and heavy dependency on the international community. The volatile security situation in Abyei town and surroundings has made access virtually inaccessible for humanitarian workers and the international community.

Regional Dynamics and Frameworks

Regional dynamics impact South Sudan and the IOM operation context. This includes lingering issues between Sudan and South Sudan affecting those in border regions, particularly in the Abyei Area. Restrictions on the free movement of people, goods and services between regional countries affect security especially for traditionally mobile groups. South Sudan has made steps towards membership of the East Africa Community (EAC), although issues with governance, democracy, human rights and security remain. The EAC free movement protocol contains migration policy related elements, such as rights of movement, labour and establishment. However, meeting requirements under the framework of labour to help certain groups regularise their stay may have unintended risks in the current climate of insecurity and poverty. Regional frameworks influencing migration policy in South Sudan include:

- **The Migration Policy Framework for Africa 2006 (MPFA)** providing policy recommendations to assist governments and Regional Economic Communities develop and implement migration policies.
- **The IGAD 2006 Regional Migration Policy Framework (RMPF)** drawn from the MPFA and used as a reference to develop national migration policies in the spirit of harmonisation. The IGAD Regional Consultative Process (RCP) on Migration launched in 2008 to facilitate regional dialogue and co-operation.
- **The 2014 EU-AU Horn of Africa Migration Route Initiative (the 'Khartoum Process')**, aiming to enhance engagement to better address migrant smuggling and human trafficking.
- **The inter-agency Migration Task Force for North Africa and Horn of Africa (MTF-NOAH)** promoting a human rights-based approach to mixed migration through the North-East African migratory route and North Africa.

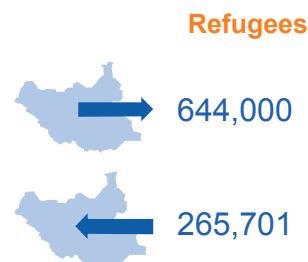
Vulnerable Mobile Populations in Need of Assistance

People have been affected by multiple and interlocking threats and more than 6.1 million people are in need of protection and assistance. Women, children and the elderly have been specifically targeted by the conflict, with women and children subject to rape as a weapon of war, abductions and forced recruitment. Women have been particularly impacted by the increasing food shortage, as

households are prioritising food for children and women are shouldering the burden. Young girls and boys are vulnerable to a host of related impacts, including from lost education and malnourishment. Populations in southern and Central Unity State have particularly suffered due to the consecutive shocks of conflict, high food insecurity and shrinking humanitarian access.



More than 1.66 million people are internally displaced and living across more than 160 different locations (see map). More than 50% of IDPs are children. Displacement has mainly affected ethnic groups across hard to reach areas within the Greater Upper Nile region – Upper Nile, Unity and Jonglei States. Successive waves of conflict have meant thousands have experienced multiple displacements. With attention focused on the PoCs and heavy security restrictions and logistical constraints preventing access to many regions, an ongoing debate in the humanitarian community surrounds how to achieve the right balance of assistance to displaced people. In areas with military presence, IOM has had to carefully assess projects from a Do No Harm perspective to avoid diversion of aid and work with implementing partners to maintain a neutral and impartial approach.



Since December 2013, 644,000 people have fled to Ethiopia, Kenya, Sudan and Uganda, with the main movement from Dec 2013 to March 2014. Due to instability in neighbouring countries, the refugee population in need of international protection in South Sudan has increased. In December 2015, South Sudan was hosting 265,701 mostly Sudanese refugees, 51% whom were women. Most refugees are living in camps in Upper Nile and Unity States, where the conflict has been particularly intense. Durable solutions for Sudanese refugees are complicated due to the complexity of ethnicities and mobility.



An important population in humanitarian, population stability and transition and recovery programming are those communities hosting large numbers of IDPs. Protracted displacement can have dramatic effects on host communities and natural resources and the search for sustainable durable solutions is essential, in recognition of the additional layers of social, environmental and economic pressure on communities. It is worth considering that the lengthy processes involved in durable solutions can see the preferences and circumstances of refugees and IDPs change and returns to areas of origin may not suit any longer. Migration into host communities can give scope for peacebuilding, if all people feel they can equally benefit from any assistance provided by the Government or international agencies contributing to displacement. New interactions can lead to new methods/modalities for dispute resolution.



It is particularly relevant in South Sudan to address the needs of vulnerable mobile populations not adequately covered by existing mechanisms, such as foreign nationals or international migrants caught in crisis. After the December 2013 crisis, over 13,500 migrants caught in crisis were assisted by their respective governments (including Ugandans, Kenyans, Sudanese, Ethiopians, Somalis, Congolese, Australians, Canadians and Swedish). In 2015, hundreds of foreign nationals remained caught in crisis, unable or unwilling to return home or regularise their stay. This group experienced migrant-specific vulnerabilities such as lack of knowledge of systems pertaining to migration, lack of access to travel documents or officials and communication barriers. The crisis has long-running secondary impact for those who may be forced to return to contexts of economic difficulty and social instability. Economic migrants are predominantly young adults from neighbouring countries, who have few legal protections or access to services if migration is not regularised. The absence of rule of law impacts personal and economic security with the potential to lose everything high, and no supportive network to absorb risks.



2016/2017 Transitional context

There is a range of structural and proximate causes and factors that will contribute towards to the peace process, and people's ability, need or desire to engage with programming. Considering the dimensions of crisis before, during and after conflict recognises the need for flexibility to transition between phases and awareness regarding the potential for future crises. This Strategy identifies benchmarks that represent important indicators to watch and that will be integrated into programming, monitoring and evaluation. IOM's strategy covers possible scenarios in which the future of the country remains highly uncertain. This consolidates thoughts on possible long-term developments, and assists in planning.

The Peace Process and Security and Political Transitions

The conflict has reversed many development gains achieved since the 2005 CPA and the government's status as a trusted partner for the international community has dwindled. United leadership will reduce tension and guide the nation through the peace process. Perceptions of instability will continue to affect private sector investment and hopes for a stronger economic state. The political transition resulting from the peace process and transitional arrangements will influence security and stability and IOM's programming perspective.

The signing of the Peace Agreement and establishment of the TGNU has produced a new context in which there are hopes conflict de-escalation strategies are more likely to succeed. However, the implementation timeframes and disbursement of duties under new political structures and delineation between state, federal and local based purview could be potential trigger factors for future instability. National and state consultation processes may help mitigate the risk of power struggles if implementation forces groups to restructure or demobilise. Importantly, building the sense of national unity and purpose and a national identity that respects the country's diversity is a key element for sustainable peace and social stability.

The relevancy of this transition dovetails with IOM interventions building the foundations for peace and sustainable development, particularly through increasing government resilience. In the context of peacemaking, continuous assistance support and mediation are needed to support all parties to continue implementing the peace process. The focus under the peace process on repatriation, resettlement, rehabilitation and reconstruction, and rural and urban poverty alleviation, focused on women and youth is particularly applicable to IOM's global mission. The integration into regional economic communities and frameworks including will require extensive technical and operational support, and will be fundamental for migration management policies, and procedures for better protecting rights under legal frameworks. Co-ordinated regional responses from intermediaries can assist with both short and long-term de-escalation strategies, such as limiting or monitoring structural and proximate causes of conflict and institutionalising conflict resolution procedures.

Potential for Further Outbreaks of Conflict

The ongoing insecurity and threats to people's perception of safety and stability is a significant hindrance to overall community stabilisation and peace-making and post-independence peacebuilding efforts. The prioritisation of specific sections of the peace agreement due to delays in implementation may affect development interventions and therefore conflict and people using mobility as coping mechanism. Further internal displacement is likely in this

Migration Country Profile

The recent migration crisis leaves scope to develop an IOM Migration in South Sudan Country Profile. Migration Country Profiles provides an overview of migration data, trends and the legal framework and governance structures pertaining to migration. The reports typically describe the impact of migration on the country's health, environment and socioeconomic development and can be considered a first step towards an integrated and effective migration data management framework for the country. The Migration in Sudan Country Profile was published in 2011, based on research conducted before Independence.

scenario, principally if services and infrastructure are slow to be restored or natural disasters occur.

The ongoing insecurity and threats to people's perception of safety and stability is a significant hindrance to overall community stabilisation and peacemaking, and current peacebuilding efforts by IOM and partners. Possible outbreaks of conflict may impact many aspects of IOM programming, including the abilities of beneficiaries to participate and the impact on partners to effectively implement projects. Continued advocacy from humanitarians regarding protection of those extremely vulnerable and living outside the PoCs is vital in this context.

Chronic Poverty and Livelihoods

Inequalities, conflict and development related challenges have resulted in chronic poverty and limited access to basic services such as healthcare and education. In October 2015, the World Bank reported that incidence of poverty worsened from 44.7% in 2011 to more than 57.2%, with a corresponding increase in the depth of poverty. Factors that could contribute to prolonging conflict dynamics include a further deterioration of the economy both at the local level and underemployment in increasingly informal markets, and at the macro level with lack of tax revenue and the continued unequal distribution of wealth.

The rising criminality in Juba throughout 2015 is evidence of the difficulties of living in urban centres with high unemployment and disenfranchised or economically excluded groups. For very poor women in urban centres, lives are often precarious. Some have no choice than to live in unhygienic, crowded and dangerous urban slums, with little power to negotiate safety and security particularly if they are without family or social networks. Difficulties or lack of desire to re-enter markets, shifting trade routes and lack of upgrades to infrastructure will continue to affect employability. This has particularly affected youth in South Sudan, where unemployment has led participation in hostile campaigns and the disruption of existing traditional justice mechanisms.

IOM programming needs to focus on interventions that build foundations for sustainable development and resilience. Government and partner investment and focus on livelihoods, employability and jobs creation will aid in improving living standards and confidence in the peace process. Investments in research regarding socioeconomic stresses and potential access to financial systems can lead to stronger systems to diffuse conflict on local, state and national levels. Reducing vulnerabilities through assisting communities and individuals with social inclusion, and boosting local economies and prospects can help mitigate chronic poverty.

Food Insecurity

The long-term effects of the conflict coupled with high food prices, erratic rainfall patterns and depleted livelihood options has put immense pressure on food security. In September 2015, the IPC estimated that 3.9 million people, 34% of the population, were severely food and nutrition insecure and unable to meet their food needs. In regards to IOM programming and planning, food insecurity can affect sustainable returns and population stability and impact the configuration of transition and recovery activities with livelihood focuses. Failure in economic transitions will further reduce access to sustainable livelihoods, likely to be an important driver for further migration. While stabilisation programming aims to mitigate factors that cause displacement; food insecurity, malnutrition and hunger will continue to be impacted by associated triggers such as market disruption, economic downturn, insecurity and localised crop failures.

Population Mobility

Migration patterns are likely to remain complex and fluid. There is likely to be extensive movement into and within South Sudan, given the millions of people displaced during the crisis, and the enactment of the new 28 state configuration. It can be assumed that populations in many states, such as Western Bhar-el-Ghazal, will continue to remain isolated without necessary infrastructure upgrades. This is important for IOM programming as the need for continued, adaptable support to migrating populations will continue, including information management. As the conditions in areas of return remain uncertain there is a vast demand and largescale opportunity for new skills training, along with micro-industry and livelihoods development.

Durable solutions in this context may involve supporting a return to counties, payams or villages where appropriate and possible. The lengthy processes involved in durable solutions can see the preferences and circumstances of refugees and IDPs change and timely information on the situation and context will assist decisions-making. Assessments on areas of expected return and information on population movements will help inform planning for return programming.

Humanitarian Space and Programming

There is potential for the current level of focus and funding available for humanitarian operations may decline, particularly as the L3 status has ended. The number of humanitarian crises around the world, including in Syria and Yemen, affects the funding climate as well as the capacities of many partners to respond swiftly. While security may improve, access to rural areas is also dependent on transport infrastructure and procurement timeframes. This is important for IOM programming as co-ordination of humanitarian partners and responses within this challenging environment is a key mechanism to ensure targeted assistance meets the very vulnerable. Co-ordination mechanisms require strong contextual analysis of the scope of displacement scenarios, current state of conflict and infrastructure needs across the country. Procurement and logistical challenges may mean more flexible modalities of humanitarian funding are required, including rationalisation of organisations.

The transitional context requires programming and oversight mechanisms underpinned by high degrees of flexibility and adaptability. One of the defining features of transitioning from emergency relief toward recovery and development or from conflict to peace is that the process is infrequently linear. The different resources across the States also give rise to differential access to longer-term development opportunities for citizens. This is important for IOM's flexible strategy as in the short-term there will be differential pockets of need and stages of development, particularly between the conflict-affected states in the Greater Upper Nile region and the more peaceful Equatorial States. Considerable investment, thought, planning and support in South Sudan and from international partners is needed under these circumstances.

Information Gaps

The last census of the area was conducted in 2008 and population data since then is based on projections. The absence of reliable data and inaccurate collection methods affects baselines. While some newer resources exist, assessments and research on demographics and systematically collected countrywide data slowed down post-2013, with recent reports often focused on the conflict, human rights and humanitarian programming. Particularly relevant for IOM is the low collection, analysis and meaningful disaggregation of migration related data. The lack of unified documentation at the local, regional and international levels prevents constructing a holistic picture of migration, and formulating complete management plans. In particular, more information is required on the differences and needs of economic migrants in rural and urban areas, and seasonal migration.



There is an information gap on host communities and the coping mechanisms or contributions of IDPs in host communities under the changed conditions and stresses. This is important for IOM's evidence-based programming particularly as the transitional context requires innovative strategies beyond current programming and crisis. CCCM has the capacity to triangulate and capture data regarding IDPs and host communities. Mapping on return intentions of refugees in neighbouring countries will lead to knowledge on potential partners and further engagement under the IOM Regional Office. This includes the specific issues facing each sector of humanitarian response and an exploration of local livelihood capacities and opportunities along with likely outcomes if an adaptable strategy is not developed and implemented. Credible findings can be relevant to a range of humanitarian projects and produce practical policy or programmatic recommendations.

The Mission has previously supported reintegration and strategies for durable solutions in areas of return. Post CPA and Independence activities included:

- **Village Assessment Survey (VAS):** The most recent VAS conducted in 2012-2013 collected information on the availability of basic services and infrastructure in 36 counties. Data informed reintegration assistance with basic services and infrastructure, livelihoods, land, shelter, WASH, education, health and protection.
- **Onward Transportation Assistance (OTA):** From 2010-2014, IOM assisted the movements of 68,088 returnees via air, boat, barge, road and train. Extremely vulnerable individuals were transported via air with medical escorts where necessary to address protection concerns.
- **Area of Return (AoR):** From 2007 – 2013, IOM tracked over 1.89 million returnees arriving in South Sudan in areas of return and compiled a detailed understanding of numbers, routes, modes of transport and destinations. AoR data helped to target locations for early reintegration assistance.

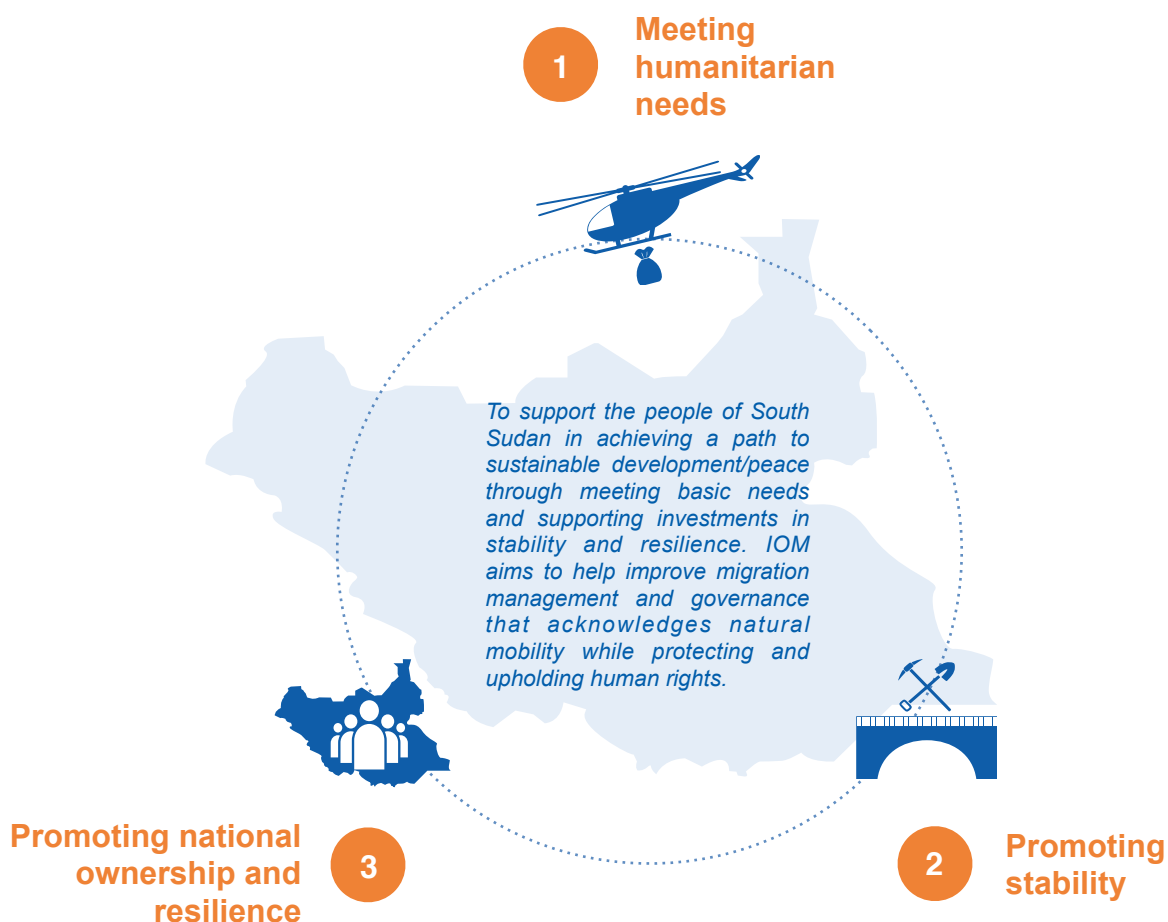


Response and modalities of intervention

There has rarely been a clear line between crisis and post-crisis in South Sudan. The progressive resolution of protracted, complex and recurrent displacement alongside post-crisis reconstruction and peacebuilding demands interconnected, unified strategies for sustainable long-term programming. In 2016/2017, the needs of beneficiaries will be met through flexible humanitarian responses buttressed by longer-term transitional and developmental community recovery responses at local, national, regional and international levels. IOM will enact better protection against future potential instability and promote stability through inclusive service delivery and recovery of livelihoods. Development-oriented investments will be made as early as possible, with adaptive programming strengthening resilience and promoting self-reliance. Collaboration with the TGNU and GRSS is central to encourage investments in human mobility management.

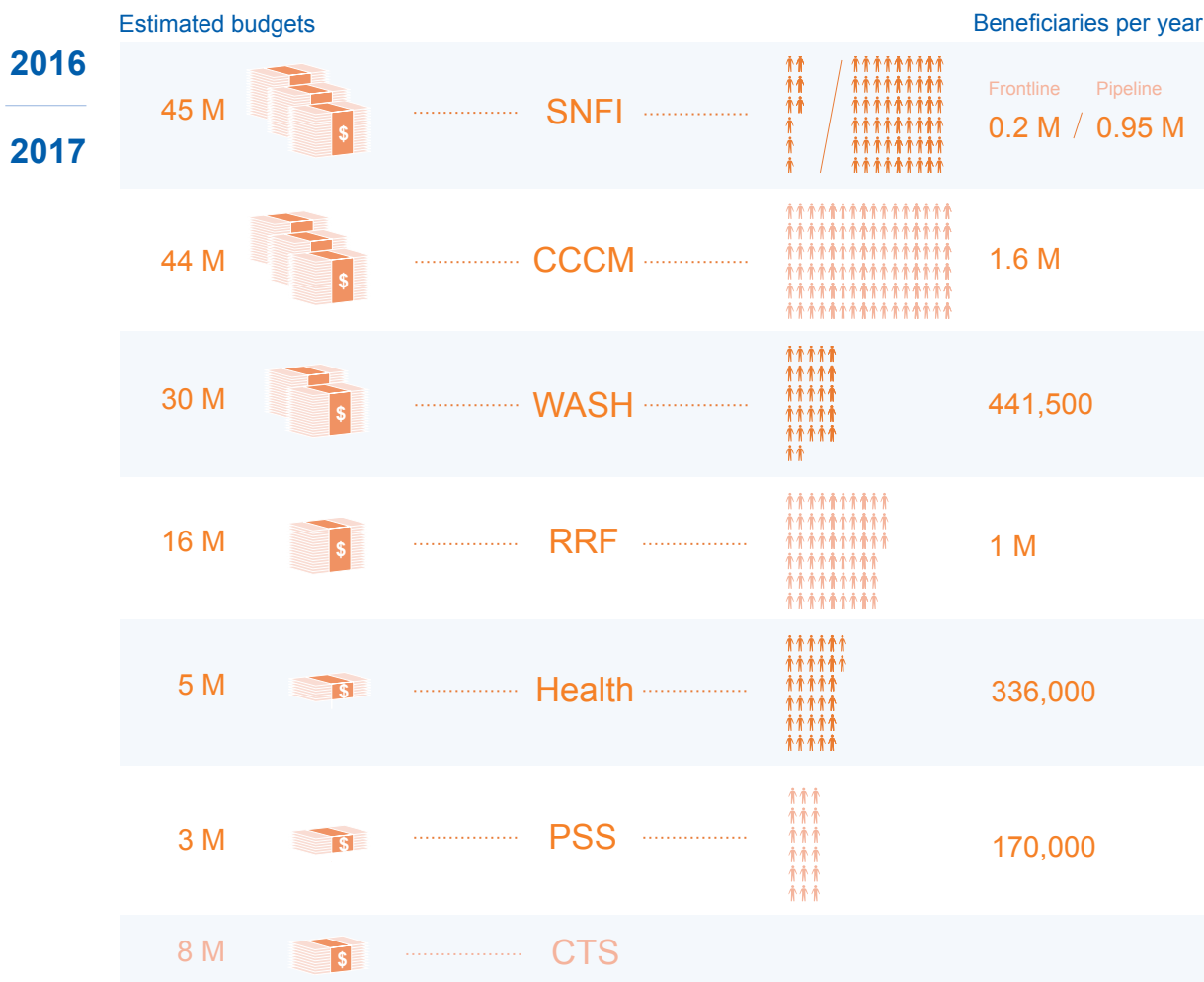
Taking a holistic approach meets needs in the transitional context and bridges the gap between humanitarian and development work. Programming is underpinned by robust monitoring and evaluation systems and openness to innovation and value-for-money approaches. Refining this approach at the operational level requires commitment, continued evaluation of practice and impacts, and predictable and flexible financing. Partnerships are central to bringing together different communities of practice and promoting innovative international, national and community level responses. Programs will work under the broad development agendas set by the GRSS and humanitarian and development frameworks and take into consideration political, economic, social, environmental and security implications.

IOM will fulfill the Mission Statement through **three pillars of intervention** that are built on effectiveness and relevance.





PILLAR 1 | MEETING HUMANITARIAN NEEDS



The implementation and coordination of lifesaving humanitarian response programming help restores dignity to crisis- and disaster-affected populations. Programming takes heed of differences in needs and gaps across the country and ensures that services are delivered to locations hosting IDPs, where access to basic services is restricted, accessibility is possibly only for a short period of time and people are vulnerable to multiple hazards including natural disasters. Pillar One recognises the need to concentrate on immediate, short-term efforts and protect the most vulnerable, through:

1. Leading the S-NFI Cluster and ensuring effective and coordinated responses; operating the common S-NFI pipeline, and maintaining the mobile response team;
2. Providing life-saving primary and reproductive health to conflict affected IDPs, host communities, refugees and vulnerable groups, including migration health activities, and implementing HIV/AIDS and TB programming;
3. Protection mainstreaming and enhancing the psychosocial well-being of IDPs and conflict affected host communities;
4. Providing WASH frontline response services in PoCs, including hygiene and health promotion and expanding services in identified priority communities; operating the common WASH pipeline and mobilising the WASH emergency preparedness and response (EPnR) team;
5. Continuing overall CCCM Cluster Coordination and strategy, through leadership, coordination and facilitation of camp management partners, and administering humanitarian operating centres inside and outside of PoC sites; and building on Communicating with Communities (CwC) systems, including in communities of return/host communities;
6. Strengthening access to services in points of transit and receiving communities, and planning for safe and voluntary returns, including through information management services such as the DTM and Village Assessment Surveys (VAS);
7. Continuing to manage the RRF for NGOs;
8. Providing logistics and common services support including through the CTS.

Strategic Planning and Program Design

Displacement patterns remain fluid and necessitate new strategies and flexible humanitarian activities that adapt to the transitional context. Projects informed by evidence-based research and supported by different modalities of humanitarian financing such as multiyear funding will enable better capacity building or skills training, including for displaced people within PoCs, leading to skill-building and more resilient communities. Inside the PoCs, Clusters are working on increasing beneficiary ownership of services with less incentives and more decision making, empowering communities towards self-determination and reducing the polarisation between service providers and the displaced population.

The continuous influx of new arrivals in PoC sites continues to place stress on humanitarian service provision and necessitates continued CCCM activities. The vast majority of IDPs inside PoCs will also need new or reinforcement shelter support. The CCCM Cluster will be working towards deactivation at the end of 2016. The Cluster aims to support durable and transitional solutions through facilitating the depopulation of certain PoC sites to allow people to exercise freedom of movement and meet their longer-term needs. Solutions vary from assisting IDPs to make informed decisions, relocation, and encouraging returns to areas of pre-displacement when and where possible. The potential for movement away from focusing on the three most conflict affected states in the Greater Upper Nile region give scope for the RRF programming to expand further across the country, and for WASH interventions to expand outside of the PoCs, when security conditions allow.

IOM will bridge emergency and recovery WASH projects and reduce frontline projects in static settlements, limited to the rehabilitation of infrastructure in coordination with development actors. To maintain IOM's leading position as a WASH agency, the capabilities of the mobile response team under the EPnR working group will be strengthened to respond to emerging needs and the ability to rapidly scale activities up. Strengthening the quality of core pipeline service by making use of databases and informatics tools will enable WASH pipeline partners to access up-to-date knowledge of beneficiaries, stocks and replenishment needs.

There may be shelter needs outside the PoCs if people begin voluntarily moving to locations that are stable but lack support. This will require continuation of assistance in some locations but a response to new caseloads (such as returnees) in others, linked to recovery and sustainability. As populations continue to move, and new caseloads emerge (for example those simultaneously affected by multiple hazards), there is still a need for emergency NFI response in unstable areas. IOM will build upon advocacy undertakings encouraging the Government to fulfil their mandate of IDP response.

There are many strategic opportunities for health and PSS programming. This includes with the Ministry of Health Boma Initiative, which closes the gap between health facilities and communities to deliver activities supported by Home Health Promoters. IOM has already responded to the increasing need for specialised TB services and expansion of HIV services through establishing a TB laboratory in the Bentiu

PoC, which will eventually provide testing and treatment for the population across Rubkona County. IOM is concurrently implementing development type activities with a Global Fund for HIV/AIDS, TB and Malaria (GFATM) project and assistance for HIV with key populations, alongside an emergency humanitarian component. A strong M&E element ensures an evidence base for future programming is developed. Providing a protection environment for people is a large part of resilience activities. IOM has a comparative advantage given synergistic programming, and is able to address the full spectrum of mental health and PSS from semi-specialised services on the health side, to community and family support services on the protection side. Within the health portfolio, IOM manages one of the only MHPSS programs in South Sudan, providing psychosocial support to IDPs. PSS can contribute towards a participatory approach to achieve durable solutions and strengthen resilience mechanisms to help communities manage future distress including through designing transitional solutions to better equip people to cope in areas of return.

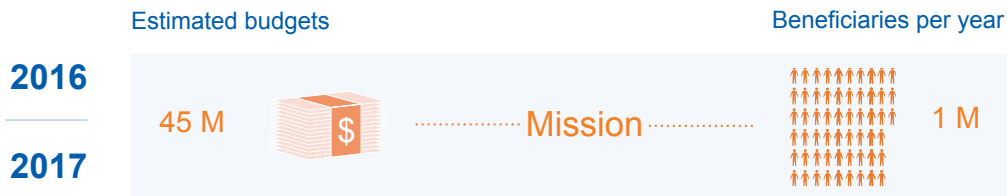
Another area of interest lies with the role of traditional justice and conflict resolution mechanisms and formal accountability mechanisms in community-level reconciliation, particularly important for returnees and Demobilisation, Disarmament and Reintegration (DDR) programming. Advocating for gender sensitive rulings will lead to inclusive participation and human-rights focused outcomes in justice, peace and reconciliation mechanisms. Determining community priorities will lead to IOM taking a leading role in community-led, adaptable programming, and CwC activities will be incorporated as part of overall CCCM and information management activities. Outcome 3 of the UNCT ICF provides support for establishing and strengthening existing community based communication platforms that raise awareness of the peace process and non-violence.

There is scope for intersection between CwC, capacity building local partners and PSS programming related to the broader process of national reconciliation, necessary for the restoration of sustainable peace, social cohesion and stability. This includes with I/NGOs focused on community media to integrate MHPSS in their programming activities. Under this Pillar, IOM will strengthen the capacities of national NGOs, and increase materials for local partners to use to strengthen project implementation. This includes empowering Camp Management partners to establish and develop services outside of PoCs, through an inclusive, coordinated and multi-sectoral approach. Strategically, RRF teams plan to meet more national NGOs without coordination offices in Juba.

To lay the basis for initial and longer-term reintegration programs, activities will be based on evidence based, conflict-sensitive programming underpinned by a robust information management system. The DTM and VAS will evaluate potential areas of return, anticipate future trends, and ensure that emergency programming dovetails with community stabilisation and transition and recovery efforts. This programming supports Outcome 3 of the UNCT ICF, which provides technical assistance to strengthen Government institutional capacities regarding gender- and age-disaggregated data.



PILLAR 2 | PROMOTING STABILITY



Pillar two encourages social cohesion through transition and recovery initiatives that lay the groundwork for durable solutions, particularly in areas of high return. Stabilisation activities aim to mitigate factors that cause displacement, address underlying structural social and economic issues and build foundations for peace and sustainable development between and within communities. Outcome focused and flexible programming assists communities to recover gains through boosting local economies and prospects. This will be supported by:

1. Provision of humane and orderly transport assistance to those returning to, or moving within South Sudan, including coordinating with relevant authorities;
2. Reintegration assistance through expansion and generation of context-specific and market-linked sustainable livelihood and skills training, along with rehabilitating and rebuilding productive community-prioritised infrastructure;
3. Revitalising agriculture and livestock sector, rural connectivity and development, and stimulating the services sector, particularly crucial in Abyei;
4. Building confidence in local institutions and governing bodies, and empowering the most vulnerable populations through programming, training, and workshops;
5. Supporting CBOs and I/NGOs in the implementation of peacebuilding projects and infrastructure rehabilitation; and
6. Building skills and improving local economic opportunities in Abyei to help returnees and host community members, alongside community based psychosocial first aid (PFA). Activities that address livelihoods and social cohesion also lead into household resilience.

Strategic Planning and Program Design

Support is needed to transform dividends from the peace process into tangible outcomes.

IOM will work within the framework of the peace process, which aims to establish plans for repatriation, resettlement, rehabilitation and reconstruction. IOM will lay the foundation for durable solutions through continuing work in accessible areas already identified for peace and stability projects that have experienced a range of shocks including chronic poverty, cattle raiding, seasonal transhumant migration, displacement and returns, and inter/intra ethnic tensions. Programming will initiate new projects in areas identified as intended areas of return/ areas of origin for refugees and IDPs. Patterns apparent at State and county levels emphasise the need for continuous analysis of the population mobility situation and carefully established methodologies for selection of priority areas for intervention.

IOM can take a leading role in community-led reintegration programming, bearing in mind that the needs may change as the human and environmental security status of individuals, households and communities changes through the transition period. Migrants, host communities, government institutions and local organisations are intended beneficiaries, with a focus on women and youth. Addressing shifting gender and family dynamics when families and communities come together again is an important aspect of stability programming. Efforts for livelihood restoration can support the Government's aims to develop social development policy and job creation while designing reintegration assistance for returnees, with a particular focus on women, youth and demobilised soldiers. Demobilised young men and women will need support for livelihoods.

IOM's intervention is also pegged on Outcome 3 of the UNCT IFC, which supports the generation of sustainable employment and skills training as a precursor to market-linked skills training. Prioritising training, micro-finance and employment opportunities for young people can offer an alternative to conflict. CwC activities utilising community resources will allow strong reach and engagement opportunities. The focus on revitalising rural

agricultural development continues to be relevant, especially under Outcome 4 of the UNCT ICF that offers support for interventions related to the agriculture and livestock sector, along with the reintegration and rebuilding of productive community infrastructure.

In the specific context of pastoralists and access to scarce resources as a motivation for cattle raiding, programming acknowledges the framework of the Security in Mobility (SIM) in the Horn of Africa and East Africa inter-agency initiative, including facilitating cross border mobility of pastoralists as a climate change adaptation and conflict prevention measure. Information management activities give scope for IOM to contribute to stronger data on likely future environmental migration and displacement to identify likely receiving areas and plan accordingly, including from a human security perspective.

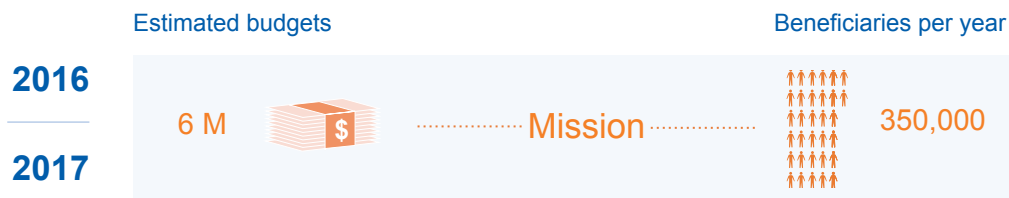
In this regard, there may be scope for engagement under certain elements of DDR or Security Sector Reform (SSR) processes in South Sudan during the transitional period. Registration components of DDR processes can integrate with information management responsibilities, and Reintegration programming opportunities exist through IOM's focus on livelihoods support and helping communities to restabilise. There is also scope within DDR for community and demand-driven PSS programming engaging with young men and people who are peripherally part of fighting, and stronger HIV programming. IOM already has experience in implementing socio-economic stabilisation programs in connection with MHPSS programming with communities affected by displacement and crisis in South Sudan.

In Abyei, IOM South Sudan will engage with IOM Khartoum to design a joint, integrated and holistic program which reaches out to communities inside the 'Abyei box', and work closely with UNISFA and the international community to develop the integrated approach necessary to support communities. The continued focus on community level peace dialogue, conflict resolution and confidence building with women and youth from Misseriya and Ngok Dinka communities will better promote a foundation for peaceful coexistence.



PILLAR 3

PROMOTING NATIONAL OWNERSHIP AND RESILIENCE



Pillar three aims to reduce vulnerabilities and increase beneficiary ownership of services, aiming for self-determination. To better support development through the transitional period, Pillar three promote and support national ownership of systems, process and response mechanisms, and build the resilience of authorities, communities and individuals. Activities are in line with IOM's commitment to conduct preventive and solution-oriented activities in conjunction with crisis response. Resilience activities will be determined by the degree to which a community has the necessary resources and is capable of organising itself both prior to and during times of need. This includes through;

1. Resilience building through reinforcement and capacity building of local/national civil protection agencies; and Disaster Risk Reduction (DRR) activities;
2. Emergency consular assistance, supporting assisted voluntary return (AVR) and enhancing protection and assistance for vulnerable migrants and migrants caught in crisis;
3. Improving national coordination and dialogue mechanisms and strengthening cross-border co-operation;
4. Integrated border management activities and support for migration policy and legislation and government response mechanisms.

Strategic Planning and Program Design

Globally, IOM offers support and operational assistance to States to build national capacity in areas relating to programming. IOM South Sudan's approach to resilience and DRR promotes a longer-term impact in protracted crisis settings, and the layering of programming aids in reinforcing people's resilience. A ground-up approach to resilience involves investing in analysis of existing capacities at local levels, and then working on strengthening those capacities. For this reason, local and community based organisations are important co-contributors in this Pillar. This will be done through strengthening coordination, which is an institutional strength of IOM South Sudan.

There will be more emphasis on accountability to affected communities, and communication with communities particularly through established Cluster mechanisms. This includes through encouraging the formation of women's or youths groups, leadership structures, and communication methods and means that relay information about services and conditions. Resilience activities mainstreamed within programs will become more prominent during 2016/2017 programming. For example, throughout 2015 IOM gradually built up innovative, community driven hygiene promotion and sanitation activities as part of WASH activities that rely on ownership and community participation, aiming for sustainability. The additional skills people have learnt while employed by IOM in PoC sites aids in employability and assist durable solutions and returns. This includes through PSS methodologies that encourage positive approaches to helping each other through difficult times. Through the role on strategic and governing bodies, IOM can advocate for the inclusion of mental health in the justice and reconciliation agenda, while capacity building local NGOs and Government departments.

The peace process and new government structures provide scope for support for stronger engagement with government institutions in order to promote national ownership and resilience. The peace process will introduce new dynamics within different levels of authority structures and provide opportunities for IOM to engage with decision-makers in regards to policy-making. State and local Governments will be interested in engaging more with humanitarian and development agencies to ascertain priority matches. Gaining a better understanding of how priorities match with IOM capabilities will be a key mapping activity. IOM has maintained working relationships with the Government's Relief and Rehabilitation Commission (RRC), collaborating well particularly during returns movements and assessments surveys pre-2013. Strong and continued engagement with the RRC will be critical for transition and recovery programming. IOM will build on this engagement and solidify agreements and relationships, taking care to build ownership of the process at this level. IOM will also engage with the policy dialogue around national resilience plans and strategies including with all levels of Government.

Region-specific assessments can analyse the types of hazards and corroborate with socioeconomic factors and individual vulnerability factors. Assessing locations and designing interventions to reduce the chances or effects of natural disasters will result in quality, evidence-based programming. Migration is often an adaptation strategy to environmental changes and/or natural disasters. Under the peace process, IOM can engage further with the migration management and environment policy debate, articulating the deeply complex environmental migration-security nexus in South Sudan, where migration in a context of existing political instability, weak governance and structural development issues is likely to be an exacerbating factor in the security implications of climate change.

Strategy document such as the 2030 Agenda for Sustainable Development and the Sendai Framework for Disaster Risk Reduction 2015-2030 will be looked upon to guide project development. Outcome 4 of the UNCT ICF offers support for community-driven protected areas management, including for climate change adaptation and mitigation of adverse effects of natural resource depletion on communities.

IOM is committed to promoting humane and orderly movement of people across borders through regulating migration and protecting migrants within the borders of a state. IGAD are currently planning to establish a National Migration Consultation Process, and there are opportunities for IOM to engage as a leading source of advice. Consultations in South Sudan were concluded in December and a modality for establishing a national coordination mechanism on migration was agreed upon, with implementation to occur in 2016.

IOM can also provide technical support to meet requirements under frameworks of EAC membership, encompassing labour migration, socio economic, political and developmental integration. Membership brings South Sudan closer to realising the continental agenda of regional integration. Technical assistance will help build robust systems supported by appropriate laws, procedures and information systems to better facilitate the movement of people. A best practice example is the IOM Migration Information and Data Analysis System (MIDAS), a user-friendly border management software program, operational in South Sudan. Targeted trainings including for the South Sudan National Police Force (SSNPS) are needed to build capacity with their border management activities, particularly focused on encouraging swift and seamless flow of people and goods across borders while ensuring and maintaining regional and national security. Advocating for women to play more active roles in these structures is an important component of IOM's programming. There are more opportunities for enhanced anti-trafficking training that includes human rights-based issues, including gender and women's rights, recognition of vulnerabilities, identification and protection of victims and focus on a practical application to police work.

Common programming elements

Community and Civil Society Engagement

One of the key objectives of IOM globally is to successfully contribute to sustainable development and poverty reduction in post-conflict settings. Consequently, sustainability of community investments is central to the implementation approach. Projects prioritise community engagement and civil society level support. Consultation with communities to identify needs while coordinating with traditional leadership structures, local authorities, religious and business leaders, and women and youth groups are vital to programming.

Interventions follow a process that stresses community ownership, active involvement and management of project inputs. IOM will continue training, bolstering and working through local committees including peace committees, women and youth groups, trade unions and local cooperatives to assure structures are in place to maintain accountability to communities. This approach will empower community participation, particularly supporting youth and women participation as civic leaders and taking stronger roles in improving their communities and promoting peace.

Partnerships and Co-ordination

IOM pursues partnerships in compliance with Humanitarian Principles. Effective partnerships in South Sudan have strengthened the overall response; as knowledge, resources and assets have been shared and leveraged to expand coverage and overcome obstacles. Key partnerships include:

People of South Sudan

The people of South Sudan and the beneficiaries of project activities are the main stakeholder in all anticipated responses. Individuals, families and communities are recognised as agents in their own development and in proactively finding solutions. IOM use evidence-based programming and ensure community engagement at all phases of the program cycle: assessment, registration, verification, distribution and during post-distribution monitoring exercises. Teams meet regularly with beneficiaries to discuss projects. Due to the waves of mobility and protracted nature of certain displacement typologies, it is likely there will be calls for stronger definitions of what constitutes internal displacement, and implications for humanitarian agencies in responding to this. The collaborative planning process will aid the transition from status based to vulnerability based responses.

Humanitarian Agencies and Systems

IOM's leading role, input and focus in the IASC system runs from strategic to coordination to programmatic. The institutional capacity and contextual knowledge is highly

valued and will continue to be vital for positively influencing future programming and funding. IOM coordinates and shares information during OCHA coordination processes such as the Inter-Cluster Working Group (ICWG), the Operational Working Group (OWG), Humanitarian Country Team (HCT) meetings, planning for HRP and other initiatives and appeals.

Staff regularly participate in or lead Coordination Forums and Cluster meetings to co-ordinate actions with fellow humanitarians. IOM's close relationships with the UNHCT will be vital for engagement with different actors moving into transition programming, and scope to re-engage with a reinvigorated and evolving UNCT process and membership, a scenario in which IOM's institutional knowledge is a comparative advantage. This includes during execution of the ICF and developing an UNDAF that is grounded in a strong contextual analysis and frank assessment of possibilities. Depending on the outcomes and context, potential deactivation of the CCCM Cluster will present a major change for IOM South Sudan. There are also opportunities for IOM in the Early Recovery Cluster due to the IOM's role in a global Advisor capacity.

Local Organisations and Initiatives

IOM will invest in local organisations and initiatives including through strengthening the capacities of national NGOs and CBO. This includes through utilising pathways developed through the RRF and PSQIF approach where we support local and community based organisation for grassroots projects and closely monitor intervention and implementation. This will lead to sustainability and programming based on community-prioritised interventions. Intensive skills building opportunities will be channelled established civil society umbrella groups where possible, including increasing materials for partners and with mainstreaming conflict analysis and mitigation. Opportunities also exist to enhance IOM's evidence-based programming through stronger local connections through exploring further opportunities with education structures such as Universities and South Sudanese think tanks. Partnerships can then lead to ownership and sustainable development through the transfer of expertise and knowledge.

UNMISS

IOM coordinates with UNMISS for project activities within PoC sites, and humanitarian interventions more generally. As CCCM Cluster co-lead and lead Agency for developing PoC space within the PoC sites, IOM has had to negotiate and develop relationships with critical departments. When required to coordinate with military actors, IOM subscribes to the relevant IASC guidelines and policy. The revised UNMISS mandate opens opportunities for strengthening relationships and communication regarding protecting civilians in the context of the peace agreement and other developments in UN peacekeeping. It will be vital to continue close collaboration, particularly regarding the protection of civilians in South Sudan.



Environment

In the context of heightened vulnerability to natural disasters and environmental degradation, sustainable development is a key objective that can be achieved through supporting communities to reducing risk and exposure to hazards. Climate change and environmental security, and sustainable development practices all impact mobility and migration. Limited rural livelihoods, poor urban and local governance, ecosystem decline, gender inequality and limited access to education, credit and financial systems are among the major structural factors contributing to vulnerability.

IOM is in a strong position to implement DRR activities through presence on the ground in the immediate aftermath of an emergency – and often before the emergency occurs – and its initial engagement in the emergency phase. The post-crisis phase represents the main window of opportunity to invest in risk reduction, as the communities and the authorities are in the right mindset for building back better and investing in tools to reduce risks – ranging from early warning early action to essential structural reforms.

Gender

Gender is a central and crosscutting concern for all IOM programs. It is particularly relevant in South Sudan, where women constitute a large portion of IOM beneficiaries. Female-headed IDP households in South Sudan face increased responsibilities and workloads, and demands for meeting the needs of children and other relatives. IOM's WASH, Health and Shelter/NFI programs are tailored according to specific needs of women, and children. When IDPs return, they will likely be joining other people including husbands and fathers. This may have an impact on relationships, particularly as each person's experiences during conflict and displacement will have been different.

IOM works to integrate a gender perspective in all activities and strategies. This aspect is particularly relevant in settings in which a person's gender may have dictated their experiences during conflict – in South Sudan, as a combatant or as someone affected by sexual violence. The role of women and men in business and trade activities and community rehabilitation works will be carefully monitored to ensure adherence to Do No Harm principles. IOM South Sudan's programs are led by the IOM Gender Mainstreaming Policy adopted in 1995. Globally, IOM is committed to ensuring that the particular needs of all migrant women are identified, taken into consideration and addressed.

Vulnerable and Mobile Groups with Special Needs

Children, the elderly and people with disabilities have been particularly vulnerable during displacement. Many families report having to abandon the aged and infirm as they fled attacks through difficult and swampy terrain – more than 9,000 separated and unaccompanied children have been identified by humanitarian partners. Other vulnerable groups include unaccompanied and separated children, disabled children and adolescents, vulnerable

heads of household (children, single/persons with disabilities, elderly caregivers), people with disabilities and the elderly (migrating or left behind). The experience and skills of older people will be called upon during program design, and IOM will work closely with relevant stakeholders to ensure that the knowledge of this generation is attended to. Project activities, particularly reintegration, aim for sustainability, ensuring that skills will be able to be handed down between generations.

Accountability to Affected Populations and Communicating with Communities

CwC activities and systems will support existing community structures and systems to ensure the diverse opinions and experiences of IDPs living in the site are able to be taken to humanitarian agencies, and continue to drive and shape humanitarian responses. With better CwC systems in place, problems can be mitigated and solutions jointly identified through open dialogue between humanitarian agencies and the IDPs. IOM addresses Accountability to Affected Populations (AAP) through encouraging feedback through the Inter-agency feedback and complaints mechanism, and ensuring strong monitoring and evaluation processes are in place. IOM is a member of the global Communicating with Disaster Affected Communities (C-DAC) network, and IOM South Sudan has been working with the four year C-DAC Disaster Emergency Preparedness program based in Juba. Innovative practices will be drawn on and shared through these networks.

Conflict Sensitivity

IOM has extensive experience of implementing flexible programming, and adapting existing programming, that considers and provides solutions for sustaining assistance to populations affected by changing conditions such as displacement and the breakdown of civil and community frameworks. IOM operates under Do No Harm principles, developing programming that consciously avoids or aims to minimise negative impacts, while working to create positive impacts on the conflict dynamics. Actions cannot move forward without solid analysis of the context of conflict and the interaction IOM programs will have on this context.

Evidence Based Policy

IOM is committed to evidence and results-based programming. IOM uses an adaptive lens in regards to humanitarian and development approaches to incorporate the results of continuous project monitoring. This particularly involves innovative conceptualising of different approaches to humanitarian and development programming. The Principles of Humanitarian Action instil in IOM a focus on strategic cooperation and involvement of academia and think tanks in program design and evaluation, and in standard-setting. Research in the form of market assessments, land profiles, studies on processes and impacts, technical and operational reports regarding payams or counties within South Sudan will continue to inform and build programs. Past programming from IOM and partners is evaluated and best practices utilised for the formulation of plans.





CONCLUSION

The MCOF Strategy is based on IOM's continued engagement with the national and local government, national and international partners and direct engagement with local communities. IOM South Sudan takes a comprehensive approach towards programming, with the contextualised approaches recognising the need for adaptable interventions and co-ordination with a range of stakeholders. The identified benchmarks of contextual and conflict/crisis analysis represents indicators that will ultimately influence program direction and focus.

The flexible approaches acknowledges differentiated pockets of need across the country and the ability of IOM to successfully transition back and forth between phases as required, while acknowledging the awareness of the potential for future crises in regards to migration and development. In synthesising common programming elements, IOM ensures cross cutting issues are mainstreamed and programming is integrated with human rights and human security frameworks under the overarching chapeau of humanitarian principles and IOM Principles of Humanitarian Action.

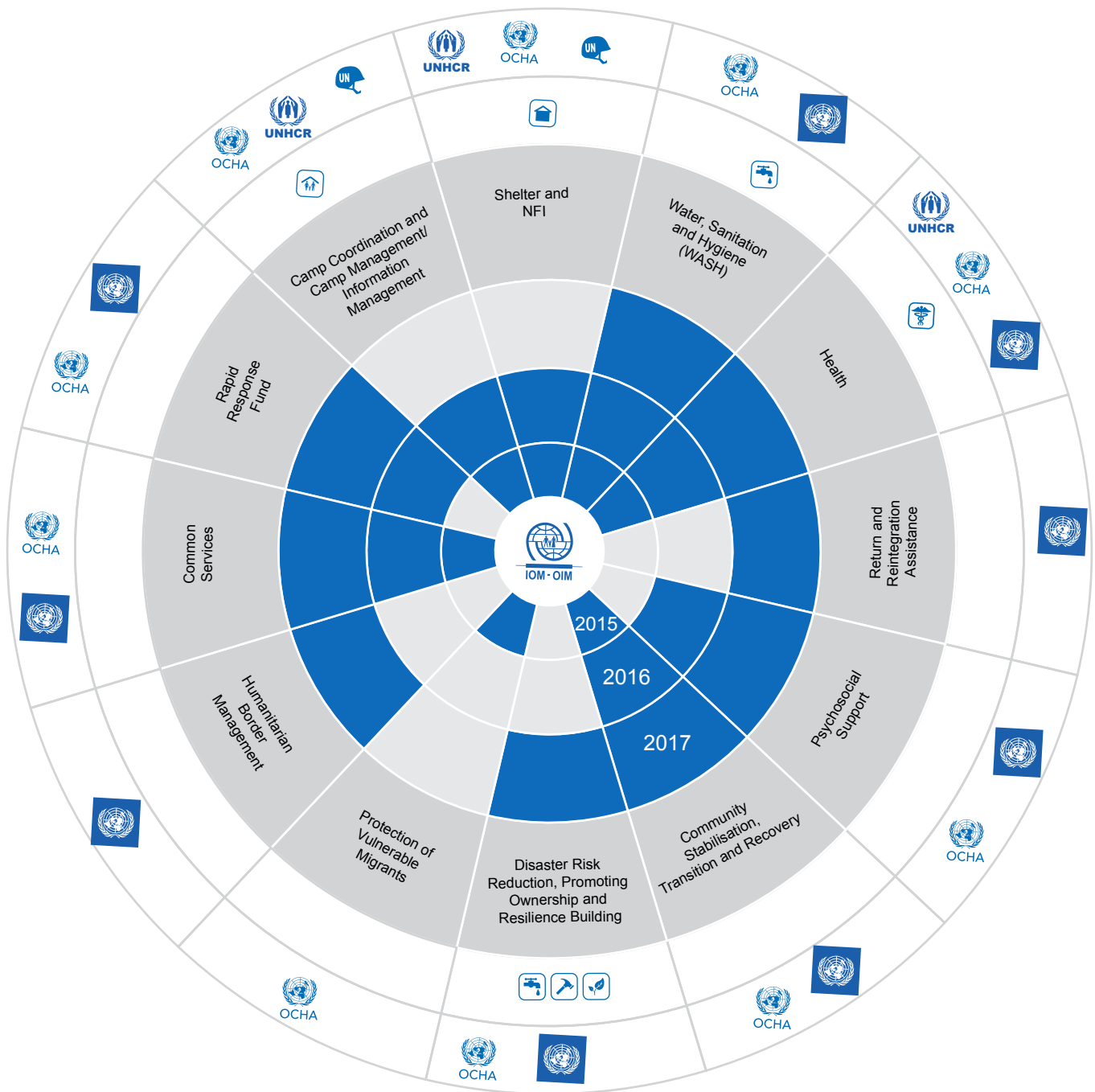
This Strategy is guided by IOM South Sudan's overall objective to support the people in achieving a path to sustainable development and peace through humanitarian protection and assistance, and supporting investments in stability while promoting ownership and resilience. With the aim of improving migration management and governance that recognises mobility while protecting and upholding human rights, IOM supports the country of South Sudan and global commitment to the principle that humane and orderly migration benefits migrants and society.

IOM SOUTH SUDAN: 2015 - 2017

Before: 2015 Emergency and prevention

During: 2016 Transition and response











After: 2017 Recovery and building off response



Systems

-  Cluster system (OCHA)
-  Refugee Regime (UNHCR)
-  Development actors (UNDP)
-  Security and peace-building actors

Clusters

-  Camp Coordination & Camp Management (CCCM)
-  Water, Sanitation and Hygiene
-  Early Recovery
-  Education
-  Protection
-  Logistics
-  Emergency Telecommunications
-  Health
-  Food Security
-  Shelter

Other clusters/sectors/groups

-  Housing, Land and Property Rights
-  Gender-based Violence
-  Coordination
-  Rule of Law and Justice
-  Mental Health & Psychosocial Support
-  Safety and Security
-  Environment
-  Child Protection
-  Agriculture

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