

Sudan

AT A GLANCE

Main Objectives and Activities

Promote and facilitate, as appropriate, the voluntary repatriation of Eritrean, Ethiopian, Chadian, Congolese (DRC), and other camp-based and urban refugees; pending durable solutions, provide international protection and life-sustaining assistance for camp-based and urban refugees and asylum-seekers – including the emergency response to the arrival of 95,000 Eritreans; plan for the gradual phase-out of assistance and the handover to relevant government authorities; and undertake selective rehabilitation activities in areas hosting large refugee populations.

Impact

- A Tripartite Agreement between UNHCR and the Governments of Sudan and Eritrea signed on 7 April, followed by a Tripartite Repatriation Commission established on 27/28 April, defined the legal framework and operational parameters for the voluntary repatriation of some 160,000 pre-1993 Eritrean refugees in Sudan. Although return movements had to be postponed due to insecurity in areas of return, the framework remains valid for the resumption of activities in 2001.
- An effective emergency operation protected and met the essential needs of 95,000 new Eritrean arrivals, fleeing fighting between Ethiopia and Eritrea.
- As fighting in areas of return ceased and conditions became conducive to return, UNHCR facilitated the voluntary repatriation of over 25,000 new Eritrean refugees, while an estimated 42,500 others returned home spontaneously.
- Despite delays caused by the conflict between Eritrea and Ethiopia, the Cessation Clause for pre-1991 Ethiopian refugees was implemented and assistance to



Main Refugee Origin/Type of Population ¹	Persons of Concern			
	Total in Country ²	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Eritrea (Refugees)	367,700	173,100	51	60
Ethiopia (Refugees)	34,100	11,400	52	57
Uganda (Refugees)	8,600	-	-	-
Chad (Refugees)	4,400	-	-	-

¹There were also some 300 Congolese (DRC) refugees, the majority of whom received assistance to return home.

²The total includes an estimated 237,000 urban refugees (Government of Sudan estimate) most of whom are self-sufficient.

	Income and Expenditure (USD)				
	Annual Programme and Supplementary Programme Budgets				
	Revised Budget	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
AB	12,842,814	5,604,100	5,127,272	10,731,372	10,731,372
SB	6,429,859	1,146,013	2,004,189	3,150,202	3,150,202
Total	19,272,673	6,750,113	7,131,461	13,881,574	13,881,574

¹Includes income from contributions earmarked at the country level.

²Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.

The above figures do not include costs at Headquarters.

this group was therefore terminated. Some 1,190 Ethiopians had voluntarily repatriated by December, while 250 were found to be in continued need of international protection. Preparations were made for the repatriation in early 2001 of the 10,500 remaining Ethiopians wishing to return home.

- UNHCR protected and assisted all camp-based refugees and ensured basic services at acceptable levels.
- Some 75 per cent of school-age refugee children attended primary school, achieving better results than in previous years due to intensified teacher training.
- A total of 236 refugees were resettled in third countries for family reunion or on protection grounds.
- Some 277 Ugandan and 266 Congolese (DRC) refugees were assisted to return home.

WORKING ENVIRONMENT

The Context

UNHCR has been protecting and assisting large, but fluctuating, numbers of refugees in Sudan for over three decades. However, the Government's objection to their local integration continued to thwart durable prospects for those refugees for whom voluntary repatriation was not an option. Hence, even long-term refugees remained dependent on assistance. UNHCR nonetheless continued to pursue the issue of local integration with the Government as part of UNHCR's exit strategy. In early 2000, diplomatic relations between Sudan and its neighbours improved, increasing the likelihood of voluntary repatriation of both Ethiopians and Eritreans. However, when hostilities between Ethiopia and Eritrea resumed in May, the imminent launch of the voluntary repatriation of pre-1993 Eritrean refugees was postponed. Instead, UNHCR had to respond to a new mass influx of Eritreans.

Camps are situated in the eastern, central and Red Sea States of Sudan, often far away from the refugees' countries of origin, and in areas of relative security, with the exception of Kassala State, which witnessed sporadic incidents of violence. The location of the camps close to local villages, where government law enforcement systems exist, greatly enhanced the safety of refugees. At the Government's request, the new Eritrean arrivals, who had initially settled in Gergef camp close to the border, were relocated for security reasons to an existing camp further inland in Shagarab. The office of the Commissioner for Refugees (COR) continued to be the Government agency responsible for policy-making and UNHCR's principal implementing partner in almost all

aspects of camp management and assistance to refugees. This dual function created a highly complex working environment and at times constrained UNHCR's dealings with other ministries.

Constraints

The flare-up in hostilities between Ethiopia and Eritrea delayed the voluntary repatriation of long-term Eritrean and pre-1991 Ethiopian refugees, while necessitating an emergency operation for new Eritrean arrivals. A headcount of new Eritrean refugees in Kassala State in November had to be stopped due to fighting in the area, and UNHCR, WFP, and other humanitarian agencies had to withdraw their staff from Kassala. For the same security reasons, all refugee assistance activities in the Kassala area were suspended for two months, until a security clearance enabled all UN agencies to resume operations. Living and working conditions for UNHCR staff in Sudan continued to be difficult, especially in areas with security problems.

Funding

Due to the global financial constraints faced by UNHCR, the budget for Sudan was reduced, thus adversely affecting secondary education, adult literacy and community-development activities, which had to be suspended by June 2000. However, good donor response to UNHCR's appeal for the emergency situation in Kassala State ensured adequate assistance for the new arrivals.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

Sudan is party to the 1951 Convention and the 1967 Protocol relating to the Status of Refugees as well as the 1969 OAU Convention Governing Specific Aspects of Refugee Problems in Africa. The principles laid out in these instruments are reflected in the Asylum Act of 1974, which provides the national legal framework, regulating asylum in Sudan. Immediately after the conclusion of a Tripartite Agreement between UNHCR and the Governments of Sudan and Eritrea in April on the repatriation of some 160,000 long-term Eritrean refugees, an information campaign was launched, involving representatives of the Eritrean Government. During the subsequent registration exercise, 10,000 individuals signed up for voluntary repatriation in one week alone. However, in May, renewed fighting drove 95,000 Eritreans into eastern Sudan. As a result, the repatriation operation was suspended only days

before its scheduled launch, and the focus shifted towards the protection and assistance of new arrivals, who were temporarily sheltered in border sites, to allow them to return home as soon as the situation became conducive. Once the conflict abated, some 25,000 newly arrived Eritrean refugees were helped to repatriate in an organised manner, in line with a second Tripartite Agreement signed on 14 July 2000. An estimated 42,500 repatriated spontaneously.

The renewed conflict between Eritrea and Ethiopia also delayed the voluntary repatriation of pre-1991 Ethiopian refugees intended to start by mid-year. Instead, the modalities were only agreed upon when the three parties met in Addis Ababa in August. The new deadline for the termination of assistance to this refugee group was set for 31 December 2000 and clearly communicated to the affected population. Consequently, 12,000 Ethiopians registered for voluntary repatriation. By the end of the year, some 1,200 individuals had been assisted to repatriate, and all material assistance was cancelled. (The remaining 10,500-plus Ethiopians are expected to repatriate in 2001). The cases of some 3,000 individuals claiming to have a continued fear of persecution were reviewed in an eligibility screening exercise. A specifically established refugee screening mechanism brought together 16 UNHCR lawyers and 15 COR officers. The results indicated that many former refugees, who thought to have compelling reasons for continued refugee status, were actually per-

sons who intended to integrate locally or had already done so. Only 250 pre-1991 Ethiopian refugees were formally deemed to require continued international protection.

UNHCR also actively assisted the voluntary repatriation of Ugandan and Congolese (DRC) refugees.

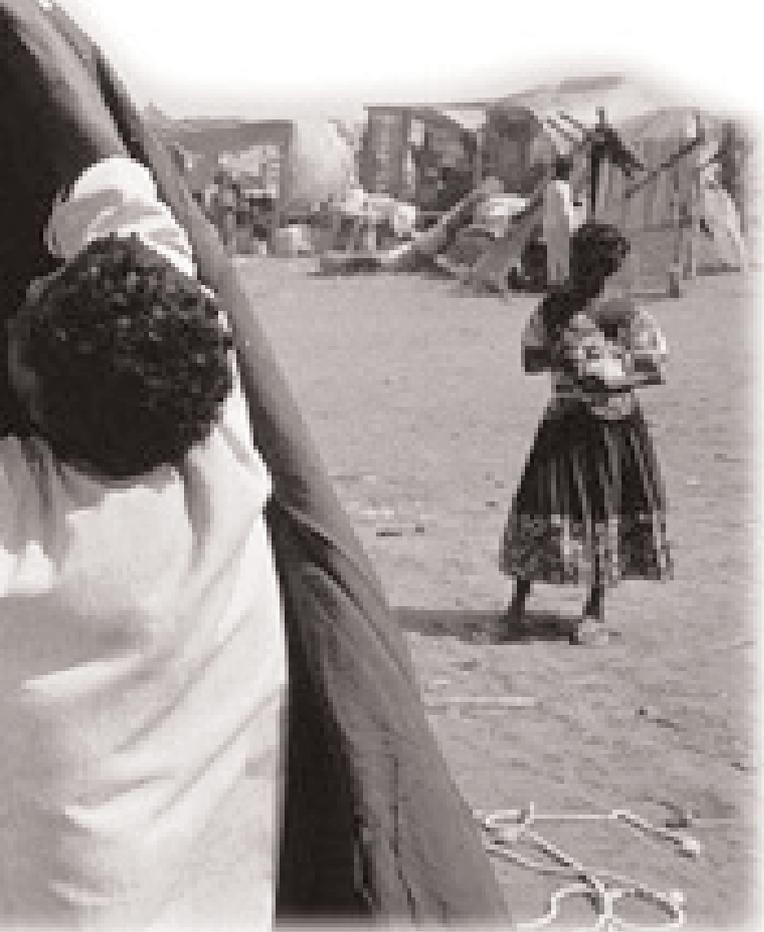
Activities and Assistance

Community Services: The Refugee Counselling Service provided counselling for 1,817 urban refugees with psychological or social problems, in addition to giving monthly financial assistance and basic counselling to 48 elderly refugees in Khartoum, many of them disabled. The refugee community was mobilised to participate in the provision of their own services and to form refugee committees. Ninety per cent of the 473 refugees counselled by UNHCR community services staff in Khartoum were Eritreans seeking scholarships for higher education. Yet, many of them could not be assisted due to the limited number of places available. Others, who requested medical treatment and financial assistance, were referred to the Refugee Counselling Service for assistance. The Asotriba refugee centre in Port Sudan held eight skills development courses ranging from small-scale trading, business management and micro-enterprise marketing



to development courses for the disabled. The 358 participants (288 of them women) included refugees, internally displaced persons and locals, thus contributing to the integration of the refugees with the local community. A private donor provided sporting equipment for the use of refugee schoolchildren, including 200 footballs, 120 volleyballs, 120 netballs, 690 sports outfits and other accessories. A workshop in Kassala familiarised trainers and supervisors with the health education programme on harmful traditional practices, and developed educational materials like tape recordings of dramatic sketches, role plays and posters in Tigrinya and Arabic. The emphasis was on the dangers posed by female genital mutilation and early marriage. The posters were designed to contain straightforward messages easily understood by the community; the educational materials proved vital to the health education programme. The participants, in turn, conducted training for 45 more trainers, each trainer undertaking to carry out an information campaign covering over 50 families.

Domestic Needs/Household Support: In the emergency operation, non-food items, including shelter materials, were provided for roughly 95,000 newly arrived Eritreans. Personal hygiene was improved through the provision of sanitary items to refugee girls and women of childbearing age. Refugee women themselves were involved in the production of these supplies and their distribution.



Education: Although primary education was considered a priority, the programme failed to attain UNHCR standards, as not all children had access to education, mostly for lack of staff. The 12,428 children (4,934 of them girls) enrolled in 30 UNHCR-funded primary schools in 23 camps and settlements represented only 75 per cent of school-age children. However, a significant number also attended government-sponsored primary schools in and around the refugee camps, and 100 children were enrolled in pre-school. The marked improvement in the results achieved in primary school final exams can be attributed at least in part to increased in-service teacher training. After a last group of 20 students had graduated from secondary school in April 2000, UNHCR had to stop sponsorship for secondary education at the end of June 2000 due to financial constraints. Thus, even pupils who completed primary school with excellent marks were unable to proceed to higher levels of education due to lack of financial support. The 55 students (30 female, 25 male) receiving scholarships for the 1999/2000 academic year pursued studies at universities in Khartoum, Kassala, Gedaref and Port Sudan. Five new students were identified for sponsorship in April 2000 when five earlier scholarship students graduated from Ahfad University for Women. Another 27 candidates, mainly Eritreans, were selected for two- or three-year vocational courses, and 20 for short-term vocational courses lasting three to six months. The majority of the students were male. Students selected for the long-term programme enrolled in a number of courses such as computer skills and auto-mechanics at Juba University in Khartoum and at Omdurman Ahlia University. Other educational opportunities took the form of on-the-job-training schemes for 100 young refugees, a “skills-upgrade” programme for 60 semi-skilled artisans, and a computer course plus secretarial training for 80 people (mainly women). As the demand for tertiary education exceeded available resources, many eligible refugee scholarship applicants with a sound secondary school education could not be assisted.

Food: WFP provided monthly food rations to all refugees in camps. In May 2000, WFP began distributing a reduced ration in all refugee camps, pending a headcount and verification of the number of beneficiaries. In addition to WFP rations, UNHCR provided ready-made food to all repatriating refugees while *en route*. A total of 26,733 refugees comprising Eritreans, Ethiopians, Congolese and Ugandans benefited from this assistance.

Forestry: Environmental activities were still a priority in the refugee programme. One of their main aims was

to raise awareness of environmental issues among refugees and adjacent communities. A total of 4,745 households were reached by the project, representing 82 per cent of the target population. Different community groups (especially women and children) were mobilised to take up activities such as home gardening, vegetable gardening around water points, and planting of woodland. Workshops were held on environmental awareness-raising and agroforestry systems. Some of the initiatives that emerged from the project were the use of music, poetry and drama to spread environmental messages. These new initiatives, which took shape as the project developed, reflected a good understanding of the project's goal and objectives on the part of staff and beneficiaries. Nearly 5,000 refugee women received training in energy-saving techniques and technology, and 72 per cent of targeted households were introduced to energy-efficient stoves. As a result, fuel consumption in the six camps and villages was reduced by 50 per cent, and many individuals reported saving more than 70 per cent. Ten hectares of community woodland were established under an agroforestry system, while women and children set up and maintained seven new community nurseries. A total of 145,440 tree seedlings were produced in eight camp-based community nurseries and in commercial nurseries. With community participation, almost 39,000 tree seedlings were planted in household compounds, schools, farms and public places (for shade, fruit and firewood) with an overall survival rate of 94 per cent. In the Migreh Forest Reserve an area of 1,200 hectares was demarcated, and in Showak, 20 hectares were prepared for planting. Forty forest guards were engaged to protect some 9,500 hectares of old plantations against grazing, fire and illegal cutting.

Health/Nutrition: Primary health care services for all refugees and referral cases from the camps were managed through implementing partners, while UNHCR in the city advised and assisted 1,391 individuals, who were referred to various medical centres in Khartoum for further treatment. During the emergency, the new arrivals had access to primary health care. Main activities in this sector included in- and out-patient services, minor surgical procedures, outreach and health education as well as supplementary and therapeutic feeding. A nutritional survey in the new refugee sites, conducted in close co-ordination with the Ministry of Health of Kassala State, observed a malnutrition rate of 10.1 per cent among children under five years of age.

Income Generation: Grants for income generation activities were given to four refugees. Access was limited to the most vulnerable, especially the disabled and elderly

refugees. In Port Sudan, a series of pilot projects were implemented to further self-reliance among refugee women and to improve networking among entrepreneurs. Over 120 women participated in income generation training and in credit programmes for women's groups in Port Sudan. Some women were trained in the production and distribution of sanitary items, others were engaged in soap production and marketing. More than 6,000 bars of soap were produced, and nearly all were sold in the refugee camps. The generated funds were subsequently re-invested in the project.

Legal Assistance: UNHCR faced difficulties in establishing an eligibility committee and effective procedures for refugee status determination. Monitoring of this activity, which is essential for effective refugee protection, was not possible due to the exclusion of UNHCR by the Government in the process of identity card issuance. However, UNHCR protection officers in Khartoum and at the field level continued to offer legal advice to refugees and asylum-seekers and to intervene in individual cases. Measures to promote refugee law included the dissemination of information material, awareness campaigns, regular protection meetings with COR, and a workshop for staff of COR, the Immigration Department, law enforcement and the Office of the Attorney General.

Operational Support to (Agencies): In order to ensure effective and efficient implementation of activities, administrative support was given to all partners, covering the costs of maintenance and repair of vehicles and transport equipment, insurance of vehicles and premises, communication and utilities, rent, office supplies and staff wages.

Sanitation: Proper sanitation standards were maintained in the camps through garbage collection and disposal, sufficient latrines and constant vector control. The success of these interventions, including the reduction of vector-borne diseases, was attributable in large part to the active involvement of the refugee population.

Shelter/Other Infrastructure: During the emergency, UNHCR provided shelter materials, such as tents and plastic sheeting, for some 85 per cent of the refugees in Lafa, Galsa and Shagarab. In addition, UNHCR's partners provided shelter materials from their own resources. UNHCR funded the construction of shelters for 1,000 families in Shagarab II in November during a camp consolidation exercise designed to facilitate a headcount. Vulnerable groups, including female heads of households, single women, children and the elderly were given highest priority.

Transport/Logistics: COR utilised 46 UNHCR trucks and a large number of light vehicles to manage all transport services required for the refugee programme. Some of the trucks were also used for the repatriation of Eritreans and Ethiopians. UNHCR hired additional local trucks to repatriate Eritrean refugees in larger numbers once the fighting in their home areas had ceased, so as to enable them to take advantage of the imminent planting season.

Water: UNHCR provided support for the maintenance of existing water supply systems in the 23 refugee camps and settlements, where potable water was supplied for humans and animals. A constant supply of clean drinking water was ensured for the refugees at the standard rate of 15-20 litres per person per day. During the emergency, additional funds were made available to implementing partners to cover increased water needs.

ORGANISATION AND IMPLEMENTATION

Management

UNHCR's operations were directed by the office in Khartoum, supported by offices in Es Showak, Kassala and Port Sudan, with a total staff of 91, composed of 18 international and 73 national staff. In addition, there were two JPOs, seven UNVs and one consultant. During the emergency, UNHCR received additional staff and technical support from the UNHCR Regional Service Centre in Nairobi.

Working with Others

UNHCR worked in partnership with relevant UN agencies, six national and six international NGOs, and with the Government of Sudan. During the emergency, UNHCR and the Government of Sudan invited international NGOs to take part in the emergency response, especially in the sectors of shelter, water, sanitation, health and nutrition, and capacity-building for local partners. Emergency co-ordination of all relevant actors (line ministries, NGOs and others) took place at the Kassala level. In Khartoum, UNHCR consulted closely with COR and relevant heads of agencies.

OVERALL ASSESSMENT

UNHCR had to rapidly re-orient its programme from the preparation of large-scale voluntary repatriation to emergency assistance for 95,000 new arrivals from Eritrea. Nonetheless, UNHCR continued to pursue durable solutions for Ethiopian, Ugandan and

Congolese (DRC) refugees and to provide international protection and assistance to those who could not return home. UNHCR and its partners were able to respond to the new emergency in a way that avoided human suffering and loss of life. There was no compromising of regular activities for other refugee groups. Most of the new Eritrean refugees repatriated before the end of the year, either with UNHCR's assistance or spontaneously by their own means. Following the closure of the voluntary repatriation programme for pre-1991 Ethiopian refugees in 2001, the emphasis will be on voluntary repatriation of the remaining Eritrean refugees. It is hoped that the political climate in the region will continue to favour a smooth operation for voluntary return in safety and dignity.

Offices

Khartoum

Es Showak
Kassala
Port Sudan

Partners

Government Agencies

Commissioner for Refugees
National Forestry Corporation
Refugee Counselling Service

NGOs

African Development and Relief Agency
Benevolence International Foundation
Global Health Foundation
GOAL Ireland
Human Appeal International
International Rescue Committee
Islamic African Relief Agency
Médecins Sans Frontières (Netherlands)
Ockenden International
OXFAM
Sudan Open Learning Organisation
Sudanese Red Crescent

Other

UNESCO Programme of Education for Emergencies and Reconstruction
United Nations Population Fund
United Nations Children's Fund

Financial Report (USD)						
Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	AB	SB	Total	notes	notes	
Protection, Monitoring and Co-ordination	1,840,828	348,414	2,189,242		87,885	
Community Services	5,682	868	6,550		14,941	
Domestic Needs / Household Support	1,013,892	8,572	1,022,464		218	
Education	466,129	0	466,129		220,317	
Food	47,035	37,186	84,221		1,584	
Forestry	184,841	0	184,841		183,055	
Health / Nutrition	1,149,111	147,781	1,296,892		361,837	
Income Generation	10,956	0	10,956		0	
Legal Assistance	180,494	58,951	239,445		24,309	
Livestock	0	0	0		23,041	
Operational Support (to Agencies)	648,449	147,042	795,491		194,431	
Sanitation	46,200	46,054	92,254		125,288	
Shelter / Other Infrastructure	85,028	314,518	399,546		7,148	
Transport / Logistics	991,374	162,831	1,154,205		641,831	
Water	167,377	147,465	314,842		138,211	
Transit Accounts	11,980	0	11,980		0	
Instalments with Implementing Partners	1,211,306	481,518	1,692,824		(575,667)	
Combined Projects	88,623	0	88,623		(88,623)	
Sub-total Operational	8,149,305	1,901,200	10,050,505		1,359,806	
Programme Support	1,761,519	146,969	1,908,488		64,319	
Sub-total Disbursements / Deliveries	9,910,824	2,048,169	11,958,993	(3)	1,424,125	(6)
Unliquidated Obligations	820,548	1,102,033	1,922,581	(3)	0	(6)
Total	10,731,372	3,150,202	13,881,574	(1) (3)	1,424,125	

Instalments with Implementing Partners

Payments Made	4,069,334	1,522,525	5,591,859		405,808
Reporting Received	2,858,028	1,041,007	3,899,035		981,476
Balance	1,211,306	481,518	1,692,824		(575,668)
Outstanding 1 January	0	0	0		1,703,124
Refunded to UNHCR	0	0	0		(7,796)
Currency Adjustment	0	0	0		(30,083)
Outstanding 31 December	1,211,306	481,518	1,692,824		1,105,169

Unliquidated Obligations

Outstanding 1 January	0	0	0		2,070,247	(6)
New Obligations	10,731,372	3,150,202	13,881,574	(1)	0	
Disbursements	9,910,824	2,048,169	11,958,993	(3)	1,424,125	(6)
Cancellations	0	0	0		338,149	(6)
Outstanding 31 December	820,548	1,102,033	1,922,581	(3)	307,973	(6)

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(6) Schedule 6