

COUNTRY OPERATION

S U D A N

AT A GLANCE

Main Objectives and Activities

Protect and assist camp-based and urban refugees of Eritrean, Ethiopian, Congolese, Somali and Ugandan origin; find lasting solutions to the protracted situation of Eritrean refugees; prepare for the voluntary repatriation of pre-1991 Ethiopian refugees who wish to return following the application of the *ceased circumstances cessation clause* to this group; offer continued assistance to those Ethiopian refugees who have valid reasons to remain in Sudan; repatriate small numbers of Congolese refugees to the Democratic Republic of the Congo (DRC); and ascertain the number and living conditions of Chadian refugees in the country.



Persons of Concern

MAIN REFUGEE ORIGIN/ TYPE OF POPULATION	TOTAL IN COUNTRY	OF WHICH: UNHCR-ASSISTED	PER CENT FEMALE	PER CENT < 18
Chad (Refugees)	4,400	0	-	-
Democratic Republic of the Congo (Refugees)	320	320	65	64
Eritrea (Refugees)	342,130	147,300	51	60
Ethiopia (Refugees)	35,400	11,890	50	55
Somalia (Refugees)	40	40	-	-
Uganda/Other Refugees	8,710	0	-	-
Returned in 1999	170	170	-	-

Impact

- UNHCR made a modest contribution to the upgrading and rehabilitation of infrastructure and services, primarily in urban centres where many Eritreans and Ethiopians were living without assistance. Hospitals, schools and water supply systems were upgraded or rehabilitated in Gedaref, Kassala, and Port Sudan.
- UNHCR protected and assisted all camp-based refugees as well as a small number of individuals in urban areas.
- UNHCR played a catalytic role in the mobilisation of resources for projects in areas affected by the presence of refugees.

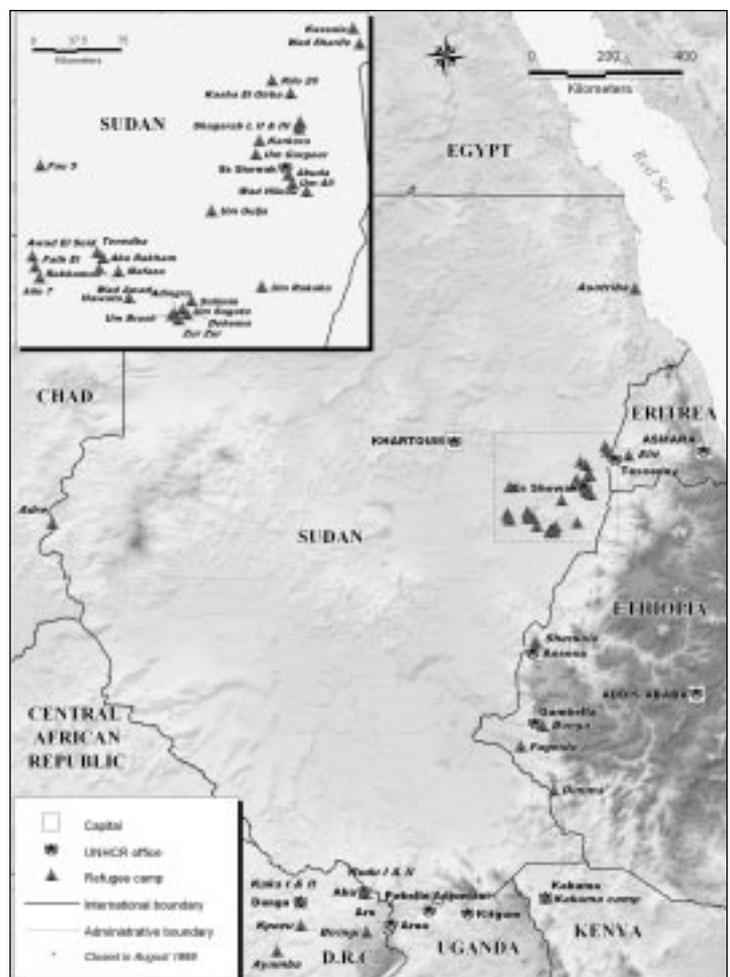
Income and Expenditure - SP Activities (USD)

WORKING BUDGET	INCOME FROM CONTRIBUTIONS*	OTHER FUNDS AVAILABLE**	TOTAL FUNDS AVAILABLE	TOTAL EXPENDITURE
1,071,234	110,000	890,289	1,000,289	902,267

* Includes contributions earmarked for the Special Operation in East and Horn of Africa.

** Includes opening balance and adjustments.

The above figures do not include costs at Headquarters.



WORKING ENVIRONMENT

The Context

UNHCR has been assisting refugees of different nationalities in Sudan for more than 30 years. The longest running UNHCR programmes in the country have been providing support to Eritrean and Ethiopian refugees living close to the country's eastern border. Others arriving in Sudan over the past decades sought refuge from civil strife and political insecurity in Somalia, Uganda, the DRC and Chad. The number of refugees in Sudan has varied greatly since the inception of the programme in 1967, reaching 1.1 million during peak times. By the end of 1999, the total number of refugees stood at 391,000. Some 160,000 of them were based in camps and about 231,000 lived in urban and semi-urban areas.

There were no significant changes in the political leadership of Sudan in 1999, despite possible harbingers of change such as the President's announcement in December that Parliament was dissolved. Given the essentially static political situation in Sudan, UNHCR was compelled to maintain the same implementing arrangement as in previous years. This meant that the Sudanese Government's Commissioner for Refugees (COR) had a dual function - as both the main policy-formulating body and UNHCR's sole implementing partner - which created a highly complicated working environment. However, several diplomatic initiatives resulting in improved relations between Sudan and its eastern neighbours, Ethiopia and Eritrea, brought about new opportunities for voluntary repatriation towards the end of the year.

Constraints

Although Sudan has been hosting refugees for several decades, the Government does not favour local integration as a lasting solution. The majority of refugees therefore continued to face economic hardship, despite numerous projects to promote economic self-reliance, and the availability of employment in the vicinity of some of the camps. According to a socio-economic survey conducted in 1999, only some 16 per cent of refugees were engaged in agricultural activities on land allocated to them and/or on rented land, producing consistently low crop yields. Some 55 per cent of the camp households were engaged in wage-earning activities, but these were mostly temporary, and never lucrative enough to cover household needs. WFP food rations were therefore vital for refugees' food security (full rations in camps, and reduced rations in smaller

settlements outside the camps). It should be noted, however, that a substantial number of refugees lived outside the camps and were self-sufficient. The above-mentioned survey commissioned by UNHCR, WFP and COR in June 1999, revealed that there was a noticeable degree of social integration in terms of language, education and the ability of refugees to access the job market (albeit on a temporary basis) as many of them were either born in Sudan or had spent much of their adult lives there.

For UNHCR staff, living and working conditions in Sudan deteriorated over the course of the year. To ensure staff welfare and safety, UNHCR conducted a survey among UN agencies and NGOs based in Sudan and recommended to UNHCR Headquarters the introduction of a mental health travel scheme and family relocation option for the international staff assigned to Khartoum.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

Over the years, the Government of Sudan and UNHCR have provided protection and, where appropriate, assistance, to a large number of refugees who fled Ethiopia, Eritrea, Chad, Uganda and the DRC over the past four decades. The great majority of these refugees have in the meantime repatriated spontaneously, or with UNHCR's assistance.

After more than 30 years in Sudan, some 160,000 Eritrean refugees are likely to repatriate over the next two years. This is largely the result of several high-level meetings between UNHCR and the Government of Eritrea, which took place in late 1999. It was agreed that voluntary repatriation of Eritreans from Sudan (and Yemen) should resume and that UNHCR should re-establish an international presence in Eritrea.

The year 1999 marked the beginning of a new phase in UNHCR's involvement with Ethiopian refugees. In view of the changes in Ethiopia since the collapse of the Mengistu regime in 1991, it is UNHCR's understanding that the circumstances which caused refugees to flee Ethiopia before 1991 have largely ceased to exist. The Office therefore announced in September 1999 its intention to apply the *ceased circumstances cessation clause* globally to pre-1991 Ethiopian refugees, effective 1 March 2000. Nonetheless, Ethiopian refugees who feel that they still have a well-founded fear of per-

secution and therefore wish to remain in Sudan can avail themselves of a screening process to determine their future status. By December, UNHCR in Sudan had registered a total of 3,776 Ethiopian refugees wishing to repatriate and preparations were underway for their return.

About 4,400 Chadian refugees settled in El Geneina (in West Darfur, about 20km from the border with Chad) were previously thought to be fully integrated into the local communities, with whom they share cultural ties. However, it is believed that many of these refugees may have spontaneously returned to Chad, together with a large number of Sudanese, as part of a reported large-scale outflow of people from Sudan to eastern Chad. UNHCR was unable to establish how many Chadian refugees remained in Sudan, as staff were not granted access to the area where they reside.

Of 2,000 Congolese refugees who had fled Zaire (now DRC) during the Mobutu era, UNHCR assisted a total of 266 individuals to repatriate to the DRC in 1999. A group of 318 Congolese women and children, who arrived in Juba, southern Sudan, in early 1997 as a result of the war in the DRC, registered to be repatriated. Arrangements for this are currently underway.

Activities and Assistance

Community Services: The focus of activities was the implementation of policy guidelines contained in the Graça Machel Plan of Action on girls' education, children at risk and childrens' rights. Furthermore, UNHCR sought to rationalise assistance to urban refugees, by focusing on particularly vulnerable individuals. This was part of UNHCR's phase-out strategy. About 3,500 refugee women and female adolescents received sanitary items.

Domestic Needs/Household Support: Over 1,000 individuals and families living in Khartoum were given

material and financial assistance to meet their subsistence, housing and clothing needs.

Education: A total of 14,841 refugee children (8,179 boys and 6,662 girls) received primary education in UNHCR-assisted schools in the eastern and central states of Sudan. The attendance rate for primary schools in the 1999/2000 school year was 92 per cent. More girls than boys dropped out of school (900 compared to 659), with most dropouts occurring in grades seven and eight. Community-run libraries were established in Karkora, Hawata, Abuda, Awad El Sid and Girba. UNHCR provided 1,173 English and 733 Arabic books for use by refugee students.

Food: Nearly 133,000 refugees benefited from WFP food rations. WFP also provided food for a supplementary feeding programme. Having identified the continued need for food assistance, both a socio-economic survey and a joint WFP/UNHCR food assessment conducted in 1999 recommended the continuation of food distribution at the present level in most areas, and at an increased level in certain areas.

Forestry: Several environmental approaches were applied and tested in a project covering the three camps of Hawata, Mafaza, Shagarab II and adjacent villages in eastern Sudan. The activities included awareness-raising, the introduction of energy-saving devices and practices, and community-based forestry work. As a result, refugees and local community members planted a total of 43,680 tree seedlings around houses and schools, as well as in community woodland and public places. A total of 1,500 hectares were thus planted. The project created a system of fifteen-hectare greenbelts to protect camps and villages. The greenbelts were fenced and planted with trees and crops under an agro-forestry system. Seedlings survived at a rate of 68 per cent. The communities themselves constructed and used a total of 1,750 mud-stoves and 40 communal stoves, which resulted in energy savings of



over 50 per cent. However, due to lack of funds, environmental activities could only be carried out in nine camps, instead of the planned 22 locations.

Health/Nutrition: Refugees and locals from the surrounding areas had access to primary health care services in the camps. UNHCR procured essential drugs and other medical supplies internationally, while implementing partners were responsible for the local procurement of smaller quantities of urgently needed medicines and supplies. According to a nutritional survey conducted in December 1999, the malnutrition rate dropped from 13 per cent in 1998 to nine per cent in 1999. About 20 per cent of the total population benefited from a supplementary feeding programme (expectant and nursing mothers, those needing medical care, and a substantial number of under-fives).

Income Generation: A total of 253 women were involved in income-generating activities such as soap production, sewing, tailoring and other handicrafts.

Legal Assistance: UNHCR hired interpreters and paid for legal representation of individual refugees who had to appear in local courts.

Livestock: In order to support small-scale economic activities, UNHCR provided veterinary services to refugee-owned livestock.

Operational Support (to Agencies): UNHCR provided operational support for its principal implementing partner within the Government.

Sanitation: Camp-cleaning campaigns were carried out in all refugee camps, partly with refugee participation. Vector-control teams from COR sprayed refugee households with pesticides in all settlements.

Shelter/Other Infrastructure: UNHCR was responsible for the general maintenance of camp infrastructure, which included the construction and repair of public facilities.

Transport/Logistics: WFP organised the delivery of food to extended delivery points mostly located within the refugee camps. UNHCR was responsible for customs clearance of non-food items arriving in Port Sudan, and then transport by road to the refugee sites. The Office also ensured the availability and adequacy of warehousing facilities for food and non-food items. The transport and distribution system worked well.

Water: UNHCR supplied all refugees with clean drinking water (15-20 litres per person per day), although defective equipment caused occasional problems. In addition they received water for their livestock, in the interests of economic self-reliance. Substantial quantities of water were also provided to local Sudanese and their animals in the vicinity of the refugee camps.

ORGANISATION AND IMPLEMENTATION

Management

UNHCR operated one country office and two field-offices, employing 28 international staff, including two JPOs and seven UNVs, one consultant (an environmental expert) as well as 75 national staff. International protection and programme management were adequately covered using the existing human resources. A meeting of regional representatives was held in Nairobi in September 1999, aiming to establish an integrated strategy for the whole region, with effective co-ordination among the various UNHCR country offices. Another meeting took place in December on operations in Eritrea and the application of the *ceased circumstances cessation clause* with respect to the pre-1991 Ethiopian refugees.

Working with Others

The main UN agencies that participated in UNHCR's programme were WFP and UNESCO PEER. WFP ensured uninterrupted distribution of adequate food rations at all times and maintained a sufficient buffer

Offices

Khartoum

Es Showak

Port Sudan

Partners

Government Agencies

Commissioner for Refugees
Forestry National Corporation

NGOs

Action Contre la Faim
Benevolence International Foundation
Global Health Foundation
Human Appeal International
International Federation of Red Cross and Red Crescent Societies
Islamic African Relief Agency
Ockenden International
Sudan Open Learning Organisation
Sudanese Red Crescent

Other

Delegation of the European Union
UNESCO PEER
WFP

stock. A joint UNHCR/WFP food assessment mission was undertaken in August and September 1999. UNESCO PEER supported the environmental education programme through the supply of training materials. Moreover, UNHCR participated in the 1999 United Nations Consolidated Inter-Agency Appeal for Sudan.

UNHCR offered training to local NGOs engaged in the refugee assistance programme to help them build up their skills and resource base, but the operational environment tended to militate against the attainment of goals previously set in this area.

OVERALL ASSESSMENT

Some of the objectives could only be met partially, due to both external factors and the nature of the operating environment. Moreover, although the profile of the

refugee population was known, it should have been more systematically updated. COR, being UNHCR's main implementing partner, could have participated more actively in UNHCR's capacity-building initiatives, and a separation of COR's dual function (project implementation and policy formulation) would have increased its effectiveness and efficiency.

As a result of political changes in the region in 1999, particularly with regard to conditions in Ethiopia and Eritrea, it became feasible to re-orient UNHCR's humanitarian assistance programme towards permanent solutions. As local integration is not a viable option, repatriation is the only long-term avenue open to refugees who do not qualify for resettlement. Depending on the pace of repatriation, UNHCR is planning to scale down its operations in Sudan, consolidate the programme and focus on reintegration activities in countries of origin.

Financial Report (USD)

Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	General Programmes	Special Programmes	Total	General Programmes	Special Programmes	Total
Protection, Monitoring and Coordination	2,656,534	338,349	2,994,884	121,966	18,885	140,851
Community Services	22,189	1,518	23,707	4,791	0	4,791
Crop Production	0	0	0	(5,073)	0	(5,073)
Domestic Needs / Household Support	16,102	0	16,102	8,991	0	8,991
Education	417,915	0	417,915	282,315	10,746	293,061
Food	117,392	0	117,392	0	10,127	10,127
Forestry	61,592	58,385	119,977	1,781	54,990	56,771
Health / Nutrition	1,276,164	0	1,276,164	404,421	4,562	408,983
Income Generation	21,721	0	21,721	4,676	0	4,676
Legal Assistance	11,131	0	11,131	360	67,776	68,136
Livestock	8,576	0	8,576	8,653	0	8,653
Operational Support (to Agencies)	453,392	94,731	548,122	215,099	67,518	282,617
Sanitation	71,514	0	71,514	64,214	2,888	67,102
Shelter / Other Infrastructure	16,378	0	16,378	47,794	6,845	54,639
Transport / Logistics	354,612	0	354,612	134,059	184,383	318,441
Water	108,506	0	108,506	128,328	2,618	130,946
Instalments with Implementing Partners	1,098,349	53,581	1,151,929	(1,161,711)	(347,393)	(1,509,104)
Sub - total Operational	6,712,066	546,564	7,258,630	260,663	83,944	344,607
Administrative Support	561,746	98,216	659,963	14,135	18,843	32,978
Sub - total Disbursements/Deliveries	7,273,813	644,780	7,918,593	274,798	102,787	377,585
Unliquidated Obligations	1,812,762	257,487	2,070,248	0	0	0
TOTAL	9,086,574	902,267	9,988,841	274,798	102,787	377,585
Instalments with Implementing Partners						
Payments Made	3,088,184	97,380	3,185,564	52,431	52,751	105,182
Reporting Received	1,989,835	43,800	2,033,634	1,214,141	400,144	1,614,286
Balance	1,098,349	53,581	1,151,929	(1,161,711)	(347,393)	(1,509,104)
Outstanding 1 January	0	0	0	1,811,893	454,486	2,266,379
Refunded to UNHCR	0	0	0	36,653	7,390	44,043
Currency Adjustment	0	0	0	(96,025)	(66,013)	(162,037)
Outstanding 31 December	1,098,349	53,581	1,151,929	517,504	33,690	551,194
Unliquidated Obligations						
Outstanding 1 January	0	0	0	990,315	335,311	1,325,626
New Obligations	9,086,574	902,267	9,988,841	0	0	0
Disbursements	7,273,813	644,780	7,918,593	274,798	102,787	377,585
Cancellations	0	0	0	715,517	232,524	948,041
Outstanding 31 December	1,812,762	257,487	2,070,248	0	0	0