

Sudan

Main objectives

- Promote and facilitate the voluntary repatriation of 35,000 Eritrean refugees and other smaller groups.
- Provide humanitarian assistance to the remaining refugees and asylum-seekers.
- Pursue resettlement opportunities for refugees who cannot return for well-founded reasons.
- Promote gender equality and focus on priority policy issues for the refugee and returnee populations, especially women, older refugees and adolescents.
- Pursue environmental rehabilitation in refugee and conflict-affected areas, including cleaning up, and rehabilitating infrastructure in vacated and closed camps.
- Facilitate the return of some 110,000 Sudanese refugees from neighbouring countries, and ensure their sustainable reintegration in southern Sudan or other areas of their choice.



Working environment

Recent developments

Hopes for a more stable future for Sudan were raised by the Machakos Agreement on the cessation of hostilities between the Government of Sudan and the Sudan People's Liberation Army/Movement (SPLA/M) in Kenya in July 2002. That pact encouraged the feeling that the political process initiated by IGAD would lead to a full peace agreement. UNHCR anticipates that, if the peace agreement is signed by the end of 2003, at least 110,000 refugees (out of an estimated 572,000 refugees in the neighbouring countries) will return in 2004 either to their areas of origin or integrate into the local communities in the areas of their choice. These returnees, along with IDPs returning to the same areas, will need both immediate humanitarian assistance and long term social

Planning figures

Population	Jan. 2004	Dec. 2004
Eritrea (refugees)	243,300	110,000
Ethiopia (refugees)	13,500	12,400
Uganda (refugees)	8,000	7,800
Asylum-seekers	5,000	60
Other refugees	100	100
Total	269,900	130,360

Total requirements: USD 12,250,933

and economic aid. Working in close collaboration with other United Nations agencies and other partners, UNHCR will help the Government to meet these challenges.

Constraints

The Office of the Commissioner for Refugees (COR) is the government body responsible for policy-making and

UNHCR's principal implementing partner in all aspects of camp management, the provision of assistance and the protection of refugees. UNHCR has only limited freedom to work with other partners, including related ministries and local governments. There are often delays in implementing programme activities tasked to both COR and other partners. The increased volume and complexity of UNHCR's work, including Refugee Status Determination (RSD), camp closure and consolidation, and the repatriation of refugees, has led to increased demands on UNHCR staff in Sudan and created logistical problems.

UNHCR's long absence from southern Sudan and the need to re-establish its presence within a short period of time (before the commencement of the return operation) poses a serious challenge and constraint. More human, financial and material resources will be required to establish its presence in southern Sudan and facilitate the return and reintegration of Sudanese returnees from the neighbouring countries.

UNHCR is currently involved in several activities requiring substantial funding, including repatriation and RSD for Eritrean refugees, camp closure and consolidation, and the rehabilitation of the environment and infrastructure in closed camps. At the time of publication, UNHCR had received less than 20 per cent of the funds needed for the rehabilitation of refugee-affected areas. Funds are also required for receiving and reintegrating Sudanese refugees.

Strategy

Protection and solutions

In 2004, UNHCR will promote the voluntary repatriation of Eritrean refugees, who are mainly located in 12 refugee settlements in eastern, central and the Red Sea States of Sudan and will be provided with international protection and humanitarian assistance. Congolese, Ethiopian, Somali and Ugandan refugees, mainly residing in urban areas, will also benefit from humanitarian assistance, especially as repatriation is the only durable solution for them. After the implementation of the cessation clause for Eritrean refugees, the remaining refugee population will continue to receive assistance.

In line with the Agenda for Protection, the Office will maintain the framework for international protection of individual asylum-seekers. UNHCR will remain active in the realisation of durable solutions for those who have been granted refugee status.

Eritrean refugees

The main planning objectives for 2004 are finalising the implementation plan of the cessation clause for Eritrean refugees in Sudan during the first quarter of the year, and subsequently facilitating the repatriation of Eritrean refugees. The refugee camps will begin to close after the implementation of the cessation clause for Eritrean refugees, leading to the closure of 16 out of 18 camps by the end of 2004. The Eritrean refugees in need of continuing international protection will reside in the remaining two refugee settlements in eastern Sudan. Those not willing to repatriate will be assisted to regularise their status with the Government of Sudan. It is estimated that with the current RSD acceptance rate of 40 per cent, several thousand Eritrean refugees would enjoy refugee status in Sudan. Of seven camps that will exist up to mid-2004, five will be temporary, to be closed after the departure of those who repatriated.

The Eritrean repatriation operation has been facilitated through seven Tripartite Repatriation Commission meetings comprising the Governments of Sudan and Eritrea and UNHCR. After the common border closure, UNHCR engaged in intensive negotiations with the two countries, culminating in an agreement to open a special humanitarian corridor to transport returning refugees to Eritrea. The Eritrean repatriation operations consequently resumed in June 2003 and a total of 714 families (1,652 individuals) were repatriated.

Currently, some 36,000 Eritreans have registered for repatriation and are yet to be assisted to repatriate. The Office estimates that 25,000 refugees will be assisted to repatriate before the end of 2003, while the balance will be catered for in 2004. Of the rejected applicants for RSD, some 35,000 refugees will opt to register for repatriation, bringing the total for repatriation to 45,000 refugees during 2004. The Office will also facilitate the voluntary repatriation of other minority groups (Congolese, Somalis, and Ugandans).

Assistance

UNHCR envisages the continuation of care and maintenance assistance to vulnerable groups and persons with special needs, who will be residing in the five temporary and two permanent refugee settlements. International protection will be provided to individual refugees based in urban settings. UNHCR will continue to collaborate with WFP in the provision of basic food rations for the camp-based refugees, and with COR in the maintenance of water supply systems as well as health and sanitary services in the camps. Refugee communities, especially refugee women, will be encouraged to participate in the design and provision of services for them.

Environmental degradation and the rehabilitation of the refugee affected areas will be addressed in 2004. The Government has repeatedly registered its concern regarding the adverse impact of the refugee presence on the environment. The Office will rehabilitate the 11 temporary refugee camps in eastern Sudan after they are vacated by Eritrean refugees (by the end of 2003). USD 11 million is needed to implement 17 projects identified by a joint mission undertaken to assess the impact of the refugee presence on the environment over the past three decades. Available funds will be used for camp clean-up, demolition of unwanted structures, disposal of non-biodegradable materials, back filling of pit latrines, rehabilitation of permanent structures, and aeration of the soil. Reforestation will be a major component of environmental work in 2004.

In line with the High Commissioner's five commitments to refugee women, their participation in camp activities will be enhanced through continued awareness raising. As part of the empowerment activities, ongoing income-generating activities will be continued in the consolidated camps with a view to giving refugee women skills which will be of use to them in Sudan or in their countries of origin after repatriation. Protection monitoring will be carried out with particular attention to women-at-risk, to ensure that their needs are taken into account before, during and after repatriation.

Some 13,000 refugee children in the consolidated camps, representing 70 per cent of the school-age group in refugee camps in the Sudan, will have access to primary education, while all camp-based refugees and some needy urban-based refugees will have access to primary health care. A total of 55 students will benefit from DAFI scholarships, and vocational training programmes will be organised. In an effort to reduce illiteracy, estimated at 75 per cent among the refugees, the Sudan Open Learning Organisation will continue to organise literacy classes for the refugees in the consolidated camps. The community-run libraries established in eight camps will be improved and consolidated.

In 2002, a national prevalence and behavioural survey conducted by the Federal Ministry of Health indicated insufficient knowledge of HIV transmission and prevention. Following this result, a five-year plan for HIV activities was drawn up. The plan will be implemented in 2004 upon finalisation. It will strengthen the existing HIV/AIDS prevention programmes, covering reproductive health, capacity-building, monitoring and co-ordination. A knowledge, attitude, behaviour and practice (KABP) survey is envisaged at the end of 2004 to compare the impact of the above activities to the results of the 2002 survey. UNHCR will maintain a strong role in the UN

country theme group and ensure refugees are included in Sudan's national strategic plan on HIV/AIDS.

Ethiopian refugees

Following the implementation of the cessation clause for pre-1991 Ethiopian refugees, the repatriation of most refugees, and the subsequent protection screening of some 65 Ethiopian families (154 individuals) of Oromo origin, the camp population stands at 715 refugees. There are some 13,856 urban Ethiopian asylum-seekers (post-1991 Ethiopians). Pending durable solutions, these refugees will continue to receive protection and assistance.

Ugandan and Congolese refugees

A joint UNHCR/COR and Ugandan Embassy mission to Juba in 2002 identified and registered 286 Ugandan refugees who wished to repatriate. In 2003, a total of 240 refugees repatriated by air to Entebbe. UNHCR will continue to pursue individual repatriation for the remaining Ugandan refugees, and protection will be provided to those living in Khartoum. The Office will also liaise with the UNHCR office in Kinshasa to repatriate some 1,556 Congolese refugees who have expressed a wish to return home.

Returnee reintegration

In southern Sudan, UNHCR envisages a phased approach for the return and reintegration of 100,000 Sudanese from neighbouring countries in 2004. During Phase I (prior to the peace agreement), UNHCR will conduct preparatory activities, such as assessments and surveys, reopen the sub-office in Juba, and build transport and telecommunications capacity for early warning and monitoring of the returnees. In Phase II (upon conclusion of peace agreement), 1) adequate human and material resources will be deployed to Juba and the newly established Malakal and Rumbek field offices, 2) border crossing points, way-stations, and major repatriation routes (corridors) will be opened and 3) Tripartite Repatriation Commission agreements will be concluded, bringing together countries hosting Sudanese refugees, the Government/SPLA/M, and UNHCR. During Phase III, UNHCR will implement reintegration programmes within the context of the joint planning mechanism agreed upon by the United Nations, the Government and SPLA/M.

UNHCR's reintegration programme will support the existing refugee population, returnee and IDP communities in a holistic manner by avoiding inequality between them and reinforcing the principles of peaceful co-existence. People with special needs (female-headed households, single women, older and disabled refugees and vulnerable families) will be supported. Sustainability will be promoted through a community-based approach,

linking medium and longer term development programmes, and the rule of law in partnership with the Government, NGOs and United Nations agencies.

UNHCR's assistance will be aimed at supporting the immediate requirements of the initial installation phase through timely assistance for shelter and safe drinking water for the returnees. This will be supplemented by limited, small-scale support for food security, health, education, and community services.

In the implementation of the reintegration strategy, UNHCR's protection activities will focus specifically on three areas: 1) establishment of a legal framework conducive to voluntary repatriation and durable reintegration; 2) extensive monitoring of returnees and effective intervention; and 3) establishment of an effective network of governmental agencies, NGOs, civic groups and international organisations.

In view of the large number of expected returnees in 2004, UNHCR will widen the coverage and increase the frequency of its monitoring missions. The number of protection staff will be increased and there will be increased co-ordination and information sharing with agencies specialised in human rights and protection work. In western Sudan (Darfur), UNHCR will explore various possible forms of intervention after the conclusion of a peace agreement. Such intervention will include the return of the refugees and assistance to IDPs residing with these returnees.

Desired impact

Eritrean refugees will repatriate in safety and dignity. During repatriation, vulnerable groups will receive care and maintenance assistance, while those remaining will receive humanitarian assistance. Upon the departure of the refugees, rehabilitated camp infrastructure will



UNHCR arranged for the distribution of plastic sheeting to Eritrean refugees to protect them from the ravages of extreme temperatures in Um Gargour camp. UNHCR / K. Abdu Dahab

be handed over to the host communities. Refugee women will be empowered through their involvement in leadership structures. Refugee children will receive universal primary education. Environmental policies will promote sound natural resource management.

Organisation and implementation

Management structure

The operations in Sudan will be managed by the office in Khartoum with support from sub-offices and field units if a peace agreement is signed. The operation in the east will be overseen by 11 international and 48 national staff. In order to deal with the ongoing repatriation operation in the Sudan, 25 temporary staff have been recruited locally. Furthermore, there are 44 international UNV lawyers engaged in the screening of Eritrean refugees as part of the implementation of the ceased circumstances cessation clause. UNHCR also plans to deploy international and national staff for the reintegration operation in southern and western Sudan (upon the conclusion of peace agreement).

Co-ordination

UNHCR will continue to implement the programme in partnership with the Government and seven partners including five national NGOs. Various line ministries and United Nations agencies will also play a key role in rehabilitation and returnee reintegration activities. National NGOs will be involved in primary health care, supplementary feeding, education, water and small-scale community development activities. In 2004, UNHCR will reduce the number of NGOs by half following the closure of many camps in eastern Sudan.

In southern and western Sudan, an inter-ministerial, inter-agency co-ordinating body will set policy guidelines, agree on strategies and shape resource allocation at the national level. This body, known as the Humanitarian Aid Co-ordination Agency (HAC), will be chaired by the Sudan Relief and Rehabilitation Commission (SRRC) for southern Sudan and the Sudan Liberation Movement's (SLM) humanitarian wing for western Sudan. At the state level, a joint working group convened by HAC/SRRC or HAC/SLM humanitarian wing and UNHCR/UN agencies will plan and co-ordinate the implementation of the return and reintegration programme. At the community level, UNHCR and implementing partners will work with individual leaders or local administrators to identify and select beneficiaries, and will monitor implementation of projects on the ground.

Offices

Khartoum

Es Showak

Juba

Malakal

Partners

Government agencies

Commissioner for Refugees

National Forestry Corporation

Humanitarian Aid Co-ordination Agency

Line Ministries

NGOs

Benevolence International Foundation

Global Health Foundation

Human Appeal International

Islamic African Relief Association

Ockenden International

Sudan Open Learning Organisation

Sudanese Red Crescent Society

Others

Sudan Relief and Rehabilitation Commission

Budget (USD)

Activities and services	Annual Programme
Protection, monitoring and co-ordination	2,308,094
Community services	41,719
Domestic needs	244,335
Education	713,477
Food	268,611
Forestry	400,000
Health	1,328,066
Income generation	24,019
Legal assistance	948,672
Operational support (to agencies)	2,405,333
Sanitation	97,066
Shelter / other infrastructure	146,688
Transport / logistics	1,283,472
Water	380,442
Total Operations	10,589,994
Programme support	1,660,939
Total	12,250,933