

2004 SUPPLEMENTARY APPEAL FOR SUDAN

Preparatory activities for the repatriation
and reintegration of Sudanese refugees



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ACRONYMS

AU	African Union
CAP	Consolidated Interagency Process
CEP	Community Empowerment Projects
CRS	Catholic Relief Services
DOP	Declaration of Principles
EDF	Equatoria Defence Force
FAO	Food and Agriculture Organisation
FAO	Food and Agriculture Organization
GoS	Government of Sudan
HAC	Humanitarian Assistance Commission
IDPs	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
IGADD	Inter-Governmental Authority on Drought and Desertification
JRS	Jesuit Refugee Service
LRA	Lord's Resistance Army
NFI	Non Food Items
NFI	National Islamic Front
OCHA	Office for the Coordination of Humanitarian Affairs
OLS	Operation Lifeline Sudan
SPLM/A	Sudan People's Liberation Movement/Army
SRRC	Sudan Relief and Rehabilitation Committee
SRRC	Sudan Relief and Rehabilitation Committee
THAC	Technical Committee on Humanitarian Assistance
TMC	Transitional Military Council
TRC	Tripartite Repatriation Commission
UNCT	United Nations Country Team
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
VRF	Voluntary Repatriation Forms
WFP	World Food Programme
WHO	World Health Organisation

I. EXECUTIVE SUMMARY

The preparation of the contingency plan for the repatriation of Sudanese refugees to southern Sudan is based on the **fundamental assumption** that the current negotiations under the auspices of the Inter-Governmental Authority on Development (IGAD) in Kenya will result in the signing of a peace agreement between the Government of Sudan and the Sudan People's Liberation Movement (SPLM) during the next few months. This historic event is bound to open up enormous possibilities for addressing the humanitarian crisis in southern Sudan and pave a way for the start of recovery and reconstruction programmes. It is expected that the donors will respond to the peace agreement with substantial resources.

For UNHCR, a peace agreement in Sudan would open up the prospects for the voluntary repatriation of some 570,000 Sudanese refugees from the south who are presently living in refugee camps, settlements, and semi-urban agglomerations in seven countries in the East and Horn of Africa, the Great Lakes and Egypt. Furthermore, it will lead to the closure of one of UNHCR's most protracted and largest refugee assistance programmes. The planning figure for the first year after the signing of the Peace Agreement will be 110,000 southern Sudanese refugees returning from DRC, Egypt, Ethiopia, Kenya and Uganda to South Kordofan, Blue Nile, Equatoria, Upper Nile and the Bahr el Ghazal areas.

The **United Nations system** will be in a strong position to play a leading role, not only in the reconstruction of the conflict-affected areas of the country but also in the peace keeping process in the south. The repatriation of over half a million Sudanese refugees originating from the south together with the return of close to three to four million internally displaced persons (IDPs) will present UNHCR and all the stakeholders with enormous protection and assistance challenges.

Within the context of a **joint planning and implementation** by the UN, UNHCR's reintegration strategy will aim at developing framework agreements with a number of UN agencies, bilateral and multilateral organisations, regional bodies such as IGAD and AU and NGOs, hence allowing for rapid assessment of needs and formulation of Community Empowerment Projects (CEP) on a rolling basis in response to actual rates of return. Parallel to the implementation of CEPs in the traditional reintegration sectors, such as shelter, water and health, UNHCR should work with agencies that have a lead position in other sectors, like human rights, environment, protection, support to livelihood, etc. This partnership should be based on the need to ensure a co-ordinated, appropriate, cost effective and timely response while avoiding duplication of efforts in the planning and implementation of a reintegration strategy.

Within this partnership, UNHCR's role will be limited in time, scope and resource allocation. It will be designed to provide, with a participatory approach, short-term reintegration assistance to be complemented by medium and long-term development programmes. Returnees and their host communities will be fully involved in the design, development and monitoring of programmes. The reintegration component will be designed within the context of the 4Rs initiative (Repatriation, Reintegration, Rehabilitation and Reconstruction) as part of the framework for durable solutions adopted by UNHCR.

The **2004 UN Inter-Agency Consolidated Appeal for the Sudan Assistance Programme (ASAP)** for USD 465 million marks a departure from previous consolidated appeals for Sudan as it provides a comprehensive overview of the Sudan's requirements for immediate assistance, based on the Millennium Development Goals. The overarching strategic priorities reflect an understanding of the requirements during the transitional period in Sudan and common planning inspired by the agreement of the donor community to enhance coherence, effectiveness and accountability reached at the International Conference on Good Humanitarian Donorship in Stockholm in June 2003. The proposed programmes by the UN agencies, NGOs and other partners range from activities designed for quick start/peace impact to supporting sustainable recovery through capacity building of local counterparts. The consolidated appeal (CAP) also seeks to reduce extreme poverty and hunger and support

human rights, peace building and governance. **UNHCR has appealed for USD 8,868,000 through this CAP and is also appealing for the same amount through this 2004 Supplementary Appeal for Sudan. Both documents outline UNHCR's preparatory activities for the voluntary repatriation and reintegration of Sudanese refugees, which constitute Phase 1 of the Regional Operations Plan for the Repatriation and Reintegration of Sudanese Refugees.** Activities planned under Phase 2 and Phase 3 of the Regional Operations Plan will be included in the revised Sudan 2004 CAP and UNHCR's Supplementary Appeal, as an amendment, upon signing of a peace agreement.

UNHCR has not been present in southern Sudan since 1990, after the successful repatriation of Ugandan refugees and the closure of the Juba and Yei sub-offices. Since then, UNHCR has been removed from the new realities in the south brought by war and has not been involved in the provision of humanitarian assistance by the UN through the Operation Lifeline Sudan (OLS). Following a decade of absence, UNHCR is re-establishing its presence in Juba by the end of 2003. In a phased and flexible manner, the Office will expand its field presence to other locations in order to enhance its capacity to respond to the evolving needs of the operation, within the context of the current negotiations and the implementation of the peace agreement.

UNHCR will actively pursue the establishment of a legal framework to contribute to the creation of the conditions conducive to return. The Legal framework will spell out basic principles governing the repatriation operation, in terms of legal guarantees and practical modalities. The activities range from legislative inputs to the expected constitutional review process, national legislation to rights-based integration of customary practice/laws into the formal legal framework. UNHCR will also explore an appropriate legal framework with the existing institutions in Sudan and their counterparts in asylum countries to define specific modalities for repatriation towards ensuring the conclusion of Tripartite Voluntary Repatriation Agreements between the different host countries, country of origin and UNHCR.

Accurate knowledge of IDP numbers and location has been hampered by lack of field presence. Of the estimated 3 to 4 million displaced, 1.8 million are presumed to live in Khartoum, 500,000 in eastern Sudan and transitional zone, 300,000 in southern states and 1.4 million in SPLM/A held areas. According to the scenario used in the 2003 CAP for Sudan, 1.5 million IDPs may return to their places of origin following a successful peace agreement. The appeal makes provision for assistance to some **80,000 displaced persons**, whose areas of return are the same as the refugees.



Sudanese refugees in Uganda (J.Hesemann/UNHCR)

II. BACKGROUND AND MAJOR DEVELOPMENTS

The conflict between the North and the South of Sudan erupted in 1955 before the birth of modern Sudan in 1956. From then, until 1972, a civil war was fought between the North and the Anyanya forces seeking independence for the South. The war ended in 1972 with the signing of the Addis Ababa agreement which granted the South qualified autonomy – with far less than the parity within a federal structure demanded by the South. The decision by President Numeiri to divide the government of the South into three regional government units and transfer of the ex-Anyanya military units out of the South prompted a mutiny in Bor in 1983 and the resumption of the civil war with the creation of the Sudan People's Liberation Movement (SPLM).

In 1985, the Numeiri regime was overthrown in a bloodless military coup, following which the SPLM declared a ceasefire and presented a series of demands to the incoming Transitional Military Council (TMC). According to observers, a historic moment of stopping the war was lost, when despite an offer by the TMC, the SPLM refused to negotiate. In the following years, an agreement was reached with the national assembly of a broad-based government formed by the Umma Party Leader and Prime Minister, Sadiq al-Mahdi. The agreement was opposed by the National Islamic Front (NFI) which withdrew from the government. During 1989, as arrangements for the constitutional conference proceeded, a coup brought into power a military regime led by Lt. General Umar Hassan Ahmed al Beshir and was dominated by the NFI. Following the coup, the war in the South intensified.

Internationally sponsored attempts to negotiate a peace agreement between the two parties made little progress until 1997 when a Declaration of Principles (DOP) indicating that the unity of Sudan was to be given priority provided that social, political systems were secular and democratic and that resources were to be equitably shared, was agreed upon by both parties. The DOP was prepared by the Standing Committee on Peace in Sudan created by the Inter-Governmental Authority on Drought and Desertification (IGADD, the forerunner of IGAD, created in 1994). The outbreak of the Ethiopian-Eritrean war in 1998 markedly decreased the regional pressure on the Government and the IGAD peace initiative lost momentum. A formal IGAD secretariat, created in 1998, managed to organise new talks in October 2000. However, there were no further talks under the auspices of IGAD until 2002 in Machakos, Kenya.

Apart from a brief period from 1972 to 1983, Sudan has been at war with itself. The 20 years of conflict between the Government of Sudan and the SPLM/A has been the principle source of suffering for the Sudanese people. Sudan has the largest displaced population in the world with some 570,000 Sudanese refugees in neighbouring countries of Chad (70,000) following the fighting in Darfur in August 2003, DRC (69,000), Egypt (30,324), Eritrea (661), Ethiopia (88,000), Kenya (59,500), Uganda (223,000) and three to four million internally displaced persons. In addition to two million deaths directly attributed to the fighting, the lives and livelihoods of a significant number of people have been disrupted. This situation is further complicated by the ongoing inter-related layers of conflict which are not covered in the ongoing peace process.



Shelter built by a refugee family upon their arrival to Uganda (J.Hesemann/UNHCR)



UNHCR's emergency team visiting Sudanese refugee women at the Chadian border town of Tine.
(C.Wand/UNHCR)

Incursions into eastern Greater Equatoria by the Uganda based Lord's Resistance Army (LRA) continues to terrorise local communities, destroy livelihoods and jeopardise humanitarian operations. The Equatoria Defence Force (EDF), which operates in the same theatre, is also a source of instability in the south. Sporadic and severe fighting linked with oil field developments erupts periodically in the western and eastern Upper Nile. In addition, militia and rogue elements in parts of the Upper Nile and elsewhere in the country perpetuate insecurity and instability. This is

compounded by inter and intra-ethnic clashes originating in traditional 'cattle-raiding' activities, now severely exacerbated by the proliferation of small arms. Several years of drought and periodic flooding further adversely affects the lives and livelihoods of the people.

II. THE CURRENT PEACE PROCESS

In June 2002, a new round of negotiations began under the auspices of IGAD with international observer countries (Italy, Norway, United Kingdom and United States). The session ended in July 2002 with the signing of the Machakos Protocol which provided a framework for broader negotiations. Key provisions in the Protocol included a six-month pre-interim period to prepare for transition, after which a southern Sudan entity will administer the south during a six-year interim period. After the interim period, a referendum on self-determination will be held in the south. This will offer a choice between a united Sudan and secession from the country. The parties also agreed that Sharia law would continue to be applied only in north Sudan.

During a second round of talks, which started in August 2002, power and wealth sharing arrangements were discussed. In October 2002, the Government of Sudan (GoS) and the SPLM/A signed a MOU, which called for a complete cessation of hostilities for three months as well as unimpeded access to beneficiaries of humanitarian assistance. In February 2003, a number of provisions to strengthen the cessation of hostilities including the creation of a new international verification and monitoring team were agreed upon. Since then discussions have continued with significant progress made in addressing and agreeing on security and military arrangements. However, the major issues of wealth sharing, power sharing and the status of the three areas of Nuba Mountains, Abyei and Southern Blue Nile, remain to be agreed upon. Observers to the Talks are positive that a peace agreement could be signed in the coming months.

It should be noted that the current IGAD-led peace process does not include the recent outbreak of armed conflicts in other parts of Sudan. The on-going fighting in Darfur with the SLM/A and the unrest in the East and the North underscores the fact that the situation in Sudan is complex and a solution for peace in all parts of the country should take into account the concerns of a number of different groups, which are not represented in the current negotiations.

The latest progress report on the IGAD-led peace talks in Kenya hold much optimism for an agreement between the Government of Sudan and the SPLM/A to be reached in the coming months. For UNHCR, a peace agreement in Sudan would open up the prospects for the voluntary repatriation of some 570,000 Sudanese refugees from the south who are presently living in refugee camps, settlements, and semi-urban agglomerations in seven countries in the East and Horn of Africa and in the region of the Great Lakes and Egypt, eventually leading to the closure of one of UNHCR's most protracted and largest refugee assistance programmes. UNHCR expects some 110,000 Sudanese refugees to repatriate in the first year after the signing of the peace agreement.



High Commissioner, Ruud Lubbers meeting with the Sudanese President and the SPLM leader during his mission to the East and Horn of Africa, 11-13 November 2003 (E. Parsons, UNHCR)

The recent three-day visit by the High Commissioner to Sudan from 11 to 13 November 2003 was reported to be positive. The High Commissioner met with the President of Sudan and the leader of SPLM and outlined UNHCR's plans for repatriation. He stressed the need for a sustainable return and safety of aid workers. Both leaders gave assurances of co-operation and for the immediate implementation of reintegration projects in south Sudan.

III. OUTLOOK FOR REFUGEE RETURN

UNHCR expects to aid the repatriation of up to 110,000 Sudanese refugees during the first year of the return operation to Sudan after the conclusion of the peace agreement. The repatriation of Sudanese refugees would usher in the closure of one of the most enduring and largest of UNHCR's material assistance programme for refugees. At the same time, however, the repatriation operation will pose a formidable challenge to UNHCR on account of logistics, distances and scale. It will be a long process and one of the most complex operations UNHCR has ever embarked upon. The level of destruction and the poor state of the infrastructure in the conflict-affected areas of return will undoubtedly make the physical process of return, a logistics operation of colossal magnitude. Many areas in south Sudan have no roads or functioning social services such as schools, health care, water and sanitation systems. Civil administration and law enforcement are rudimentary. Further, in view of the fact that the majority of the returnees have been displaced or in exile for such a prolonged period of time, coupled with the destruction of basic facilities, repatriation will entail a longer process of their social integration.

Equally challenging to UNHCR will be the reintegration assistance needs of the returning refugees. The repatriation operation would also be a real case of partnership in terms of post-conflict recovery issues. While collaboration and partnership with other UN agencies and NGOs has been fostered within the UN Country Team as an indispensable operational strategy, returning refugees will be competing with IDPs and other persons in similar need, in

a difficult post-conflict environment. It is clear that while UNHCR will justifiably focus on the needs of returnees, a successful reintegration programme will have to cater for the needs of both, those who were internally and externally displaced (IDPs and refugees) and those who have remained.

In terms of preparedness for the voluntary repatriation from neighbouring countries, UNHCR offices in the countries hosting refugees, have prepared individual repatriation plans for their caseload of Sudanese refugees. These plans have been consolidated into a Regional Operations Plan. The UNHCR office in Sudan, in co-ordination with other UN agencies, has also prepared a plan for the return and reintegration of southern Sudanese refugees which is included in the overall Regional Operations Plan.



Sudanese refugee boy at the reception centre Kyangwali, Uganda (J.Hesemann/UNHCR)

IV. CURRENT SITUATION IN AREAS OF RETURN IN SOUTHERN SUDAN

Not much is known about the areas in southern Sudan since UNHCR exited the region in 1990 after the repatriation of Ugandan refugees and the closure of the Juba and Yei sub offices. UNHCR has been removed from the new realities in the south brought by war and has not been involved in the provision of humanitarian assistance by the UN through the Operation Lifeline Sudan (OLS). The OLS is a consortium of 6 UN agencies (UNICEF, FAO, OCHA, WFP, WHO and UNMAS), 30 international and 11 national NGOs working primarily in, but not exclusively, in opposition-held areas under the UN co-ordination framework. It is therefore important for UNHCR to prepare the ground for return by assessing the current situation by consulting the OLS, non-OLS NGOs, bilateral and multilateral organisations and the Sudan Relief and Rehabilitation Committee (SRRC) and organise technical assessment where security permits. Initially, the office in Juba will be reopened by the end of 2003 with skeletal staff, followed by other offices in Rumbek, Malakal and Yei.

Bahr el Ghazal: Although Bahr el Ghazal has been relatively stable since the 1998 famine; insecurity still persists in the northern and western parts of the region with intense fighting between the government, rebel forces and militias. Late and erratic rainfall has also lead to destabilisation of livelihoods.

Upper Nile: This region exhibits complexity of problems such as military activity and oil exploration/extraction intensifying conflict between warring groups, disruption of normal livelihoods and resulting in multiple displacements. The socio-economic and political situation is characterised by splintered rebel factions, renegade militia groups contributing to the break down of law and order in the eastern and western parts of the region. According to the Commission of Human Rights, human rights abuses have taken place, villages destroyed by attacks against civilians and specific local tribes by armed forces and massive bombardments in the Western Upper Nile region. The region is inhabited by a cross section of tribes: agro-pastoralist Dinka, Nuer and Merle, pastoralist Jie and agriculturists Kachipo and Anuak. As they all share common resources, confrontations are common.

Equatoria: The western part of Equatoria is relatively stable with favourable climatic conditions, sufficient rainfall for cultivation and abundant farm produce. In the central part, however, livelihoods are disrupted by multiple displacements, loss of assets and reduced agricultural activities. In the east, recurrent drought conditions for the past five years have lead to a gradual socio-economic decline.

V. OVERALL PROGRAMME APPROACH FOR 2004

The needs in Sudan are so great that only inter-agency and multilateral efforts will be able to bridge the gap between relief and development and attain sustainable durable solutions. Taking into account the scale and complexity of the repatriation and reintegration programme for returnees and IDPs, UNHCR will establish a practical and realistic framework of partnership in the Sudan operation.

UNHCR will engage in developing a joint UN planning and implementation mechanism, emphasising the need for a co-ordinated and comprehensive programme to address the humanitarian, reintegration, recovery and rehabilitation needs of all war-affected populations in the areas of return. UNHCR's reintegration strategy would aim at developing framework agreements with a number of UN agencies, bilateral and multilateral organisations, regional bodies such as IGAD and AU, and NGOs, hence allowing for rapid assessment of needs and formulation of community empowerment projects (CEP) on a rolling basis in response to actual rates of return. Parallel to the implementation of CEPs in the traditional reintegration sectors, such as shelter, water, and health, UNHCR should work with agencies that have a lead position in other sectors, like human rights, environment protection, support to livelihood, etc. This partnership should be based on the need to ensure a co-ordinated, appropriate, cost effective and timely response while avoiding duplication of efforts in the planning and implementation of a reintegration strategy.

UNHCR will continue to participate actively in the UN Country Team's working groups on transition to ensure complementarity and harmony in both policy and implementation of humanitarian assistance. Such harmonisation will necessarily include local and international NGOs, and importantly, the Government of Sudan and the SPLM/A.

A three-phased approach will be adopted for the implementation of the operation:

- Phase 1: Preparatory activities before a peace agreement is signed;
- Phase 2: Interim and pre-repatriation activities to be undertaken in countries of asylum and in Sudan after a peace agreement has been is signed;
- Phase 3: Organisation of movements from countries of asylum and reintegration, rehabilitation and reconstruction in Sudan.

The first phase of the plan foresees that UNHCR, benefiting from the increased access to the South, would move alongside the UN in enhancing its presence in that part of the country by re-opening an office in Juba. In addition to being a principal area of return, Juba will be the co-ordination centre for humanitarian assistance in the south, and the location for the Office of the Deputy UN Humanitarian Co-ordinator.

VI. STRATEGIC OBJECTIVES

Phase 1 Objectives	Expected Outputs
<ul style="list-style-type: none"> Assess the general feasibility of the planning and implementation of the different stages of repatriation. Resource requirements for the various sectors/activities are appropriately determined and initial identification measures are taken. 	<ul style="list-style-type: none"> Country plans are consolidated into a single Regional Operations Plan. Surveys are conducted, refugee populations are profiled and information is compiled and incorporated in the Regional Operations Plan. Resource requirements are identified.
<ul style="list-style-type: none"> Verify and promote the conditions that are conducive to voluntary return in safety and dignity. 	<ul style="list-style-type: none"> The implementation of the Peace Agreement is monitored and tested. Co-ordination mechanisms and structures within the UN agencies, GoS and NGOs are set up to ensure that the security situation permits return to the areas of origin. Spontaneous returns are monitored and assisted to ensure that returnees are not discriminated against and that they enjoy the same legal rights and have access to services as other Sudanese citizens. Returnees have access to all basic social services.
<ul style="list-style-type: none"> Establish the legal framework for the voluntary repatriation operation. 	<ul style="list-style-type: none"> Tripartite agreements are signed with governments of asylum countries. Tripartite Repatriation Commissions are established to facilitate the repatriation. Monitoring mechanisms are agreed upon by all parties, i.e. GoS, SPLM/A and the UN.
<ul style="list-style-type: none"> Ensure the voluntary character of refugee repatriation. 	<ul style="list-style-type: none"> Registration and/or update of the existing documentation of all refugees is undertaken in the countries of asylum. Voluntary Repatriation forms are properly designed and contain all essential information. Information campaign on voluntary repatriation is conducted. Systematic protection-based returnee monitoring is in place.
<ul style="list-style-type: none"> Provide for spontaneous returnees' household assistance with initial reintegration. 	<ul style="list-style-type: none"> Initial reintegration assistance, including shelter, household items and agricultural tools are provided to spontaneous returnees.
<ul style="list-style-type: none"> Organise in co-operation with the government authorities, concerned UN agencies and NGOs, the plan for the transportation and reception of returnees. 	<ul style="list-style-type: none"> Way stations and reception centres are established in countries of asylum and/or origin. A system is devised for the delivery of initial reintegration assistance, including shelter, household items and agricultural tools to refugees returning through organised movements.

VII. OPERATIONS – PLANNING ASSUMPTIONS

The preparation of the contingency plan for repatriation of Sudanese refugees is based on the fundamental assumption that the current negotiations under the auspices of the IGAD will result in the signing of a peace agreement between the Government of Sudan and the SPLM during the next few months. This historic event is bound to open up enormous possibilities for addressing the humanitarian crisis in the south of the country and pave a way for the start of recovery and reconstruction programmes. It is expected that the donors will respond to the peace agreement with substantial resources.

The United Nations system will be in a strong position to play a leading role not only in the reconstruction of the conflict-affected areas of the country but also in the peace keeping process in the south. The repatriation of over half a million Sudanese refugees originating from the south together with the return of close to three to four million internally displaced persons will present UNHCR and all the stakeholders with enormous protection and assistance challenges.

Following a peace agreement, building peace will be an enormous challenge, as situations in three contested areas of Abyei, Nuba Mountains and the Southern Blue Nile; Darfur; and the marginalised areas in the East and North; and the violent activities of the LRA and militia groups will have to be satisfactorily resolved if durable peace and a sustainable return is to be achieved.

Absence of institutions of governance coupled with a long history of human rights violations including sexual violence and child soldiers as tools of war and the presence of land mines along the routes of return and around garrison towns will have to be dealt with as a matter of priority.

The limited absorptive capacity of the host communities in terms of food security, inadequate levels of services and absence of infrastructure will also have to be addressed to promote and sustain reintegration, rehabilitation and reconstruction.

Repatriation from asylum countries is bound to take place in parallel with complicated pattern of movements of IDPs. UNHCR will have to sensitize the Governments of asylum countries to this reality and mitigate against tendencies to push for rapid and large scale return. Within this context, the repatriation of Sudanese refugees has to be seen as a multi-year operation.

Following a peace agreement, the refugees may return to areas where security permits and where reintegration activities have started. The planning figure of 110,000 for 2004 from five countries in the region represents 20 per cent of the estimated population of 570,000 Sudanese refugees.



The UN systems overarching policy on aid foresees the provision of assistance to communities, rather than targeting resources and implementation capacity on specific groups like refugees or IDPs. This situation may have implications on UNHCR's strategy requiring the organisation to strike a balance between direct distribution of resources to refugee and IDP households on one hand, and assisting specific communities in principal areas of return, on the other hand.

Tents of Achol-Pii refugees in Kiryandongo, Uganda (J.Hesemann/UNHCR)

VIII. BENEFICIARY PLANNING FIGURES

Country	Assisted Population	Non-Assisted Population	Total	Voluntary Repatriation
CAR*		36,000	36,000	0
Chad**		65,491	65,491	
DRC	37,697	31,776	69,473	20,000
Egypt	10,046	20,278	30,324	5,000
Eritrea	661	0	661	0
Ethiopia	88,194	0	88,194	30,000
Kenya	56,616	2,884	59,500	20,000
Uganda	175,079	48,000	223,079	35,000
Total	368,293	204,429	572,722	110,000

*Estimate from CAR end of June 2003

**New influx from Darfur

IX. FRAMEWORK FOR CO-ORDINATION AND PARTNERSHIP

The overall co-ordination of the return and rehabilitation, reconstruction and reintegration activities will be under the responsibility of the UN Country Team. The co-ordination of the return of IDPs may rest on the Office of the Co-ordinator for Humanitarian Assistance (OCHA) based in Khartoum. The UN Co-ordinator will establish an office in the south (both Rumbek and Juba have been mentioned) while maintaining contact with Khartoum. It is expected that the current OLS structure will be deployed to the south. The co-ordination with donors will be undertaken through the newly established UN-Donors Principle Group which also includes representation from ICRC, IOM and NGOs. It is difficult to predict how the southern authorities will be structured but is assumed that the SRRC will be the lead Government agency in the south while the Humanitarian Assistance Commission (HAC) will be involved in the north. Regular meetings with the HAC, SRRC and the UN will take place through the Technical Committee on Humanitarian Assistance (TCHA).

Within the context of a joint planning and implementation mechanism, UNHCR's reintegration strategy would aim at developing framework agreements with a number of UN agencies and NGOs, hence allowing for rapid assessment of needs and formulation of CEPs on a rolling basis in response to actual rates of return. Parallel to implementation of CEPs in the traditional reintegration sectors, such as shelter, drinking water and health, UNHCR should work with agencies that have a lead position in other sectors, like human rights, environment protection, support to livelihood, etc.

This partnership should be based on the need to ensure a co-ordinated, appropriate, cost effective and timely response while avoiding duplication of efforts in the planning and implementation of a reintegration strategy. Within this partnership, UNHCR's role will be limited in time, scope and resource allocation, and designed to provide, with a participatory approach, short-term reintegration assistance to be complemented by medium and long-term development programmes. Returnees and their host communities will be fully involved in the design, development and monitoring of programmes. UNHCR's strategy will be implemented through the 4Rs initiative (Repatriation, Reintegration, Rehabilitation and Reconstruction) as part of the framework for durable solutions adopted by UNHCR.

X. PROTECTION AND HUMANITARIAN ASSISTANCE

The protection and humanitarian assistance activities to be undertaken both in countries of asylum and in the Sudan, before the peace agreement is signed and in preparation for the repatriation and reintegration of Sudanese refugees are listed in details below. They correspond to Phase 1 of the Regional Operations Plan for Repatriation and Reintegration of Sudanese Refugees.



Wristbanding of Sudanese refugees in Kayngwali camp, Uganda. (J.Hesemann/UNHCR)

PROTECTION

(i) Countries of Asylum

- Create a standardized refugee registration to establish a comprehensive database in all countries of asylum.
- Improve preparedness arrangements for movements, (collection of data on road conditions, border crossing points to be used, and potential transport arrangements).
- Update the profile of refugee communities and review repatriation, local integration and resettlement issues and approaches for different groups within the refugee population (assisted and non-assisted) in consultation with refugees.
- Work towards Voluntary Repatriation Agreements between the different host countries, country of origin and UNHCR, which should translate the standards of voluntary repatriation

into operational modalities.

- Review cases of split families and separated children and support establishment of tracing mechanisms for family reunification.
- Organise information and sensitization campaigns as well as assessment trips to areas of return in consultation with authorities in Sudan.
- Organise workshops on repatriation for government counterparts and implementing partners.

(ii) Sudan

- Establish UNHCR presence in the South by re-opening Sub Office Juba with a skeleton staffing and review plans for opening of additional field offices and units.
- Initiate dialogue and discussion with civil authorities and NGOs in the south.
- Verify and promote conditions that are conducive to voluntary return in safety and dignity.
- Establish monitoring mechanisms agreed upon by all parties, i.e. GoS, SPLM/A and UN. Monitor the situation of the spontaneous returnees in the areas of return and intervene on their behalf in the event of reintegration and protection problems, including legal advice.
- Promote and undertake training activities to strengthen the capacity of civil and judicial institutions, police, customs, military so that they can effectively assist returning refugees. Activities include, inter alia, training/workshops on human rights and voluntary repatriation.

- Establish information and legal aid structures for returning refugees.
- Collect information and baseline data on potential areas of return, urban and rural, to identify common and specific needs for each area of return.
- Identify and analyse possible constraints and obstacles to determine whether refugees can return in physical, legal and material safety and with dignity.
- Encourage the authorities to promote conditions conducive to the voluntary repatriation and reintegration of refugees, including recognition of and respect for their right to return to their former places of origin/former habitual residencies in conditions of safety and dignity; seek, as appropriate and necessary.
- Advocate the promulgation of amnesties and other legal guarantees for returnees (e.g. restitution of property rights).

(iii) Countries of Asylum and Sudan

- Establish the legal framework for the voluntary repatriation operation, including preparation and signing of tripartite agreements and setting up of Tripartite Repatriation Commissions which should translate the standards of voluntary repatriation into operational modalities.

CROP PRODUCTION

(i) Sudan

- Provide agricultural tools and seeds in close co-ordination with FAO, to refugees who return spontaneously.

DOMESTIC NEEDS/HOUSEHOLD SUPPORT

(i) Countries of Asylum

- Procure standard assistance packages for 10,000 families who are expected to return spontaneously. It is proposed to have the following items per family of five: 1 cooking kit, 2 Plastic sheets, 2 Blankets, 2 Mosquito Nets, 2 Jerry cans 10 litres/each and 2 water buckets. In addition, sanitary materials will be provided to women.
- Transport and storage of the NFIs in existing warehousing facilities.

(ii) Sudan

- Distribute the standard assistance package to refugees who return spontaneously from pre-positioned stock in countries of asylum.
- Transport and store the NFIs in existing warehousing facilities.

EDUCATION

(i) Countries of Asylum

- Explore possible modalities for transfer of camp-based education service infrastructure to the country of origin.
- Identify ways to increase educational activities through on-going programmes.
- Support vocational and skills training activities that would promote repatriation.
- Support refugee teacher training activities through on-going programmes.

(ii) Sudan

- Study activities to be supported by UNHCR in the reintegration programme in close consultation with OLS, UNESCO, CRS, JRS, Radda Barnen, etc.



Sudanese refugee child in Sakakini school, Cairo/Egypt. (A.Alkorey/UNHCR)

- Support recognition of education certificates obtained in exile with GoS in consultation with UNICEF and UNESCO.
- Promote the return of qualified refugee teachers through incentives programmes in co-ordination with relevant UN agencies and partners.

HEALTH AND NUTRITION

(i) Countries of Asylum

- Review preparatory activities related to medical and nutrition screening, including immunization to be carried out before departure. Compile medical records of sick, elderly and physically disabled refugees.
- Establish adequate health facilities at the way stations inside the countries of asylum.
- Procure health kits.

(ii) Sudan

Consult with the UNCT in Sudan and review UNHCR's potential role in the upgrading/rehabilitation of health infrastructures, the provision of medical equipment and the supply of essential drugs in the main areas of return. Projects will aim at priority concerns such as reproductive health and ensure that they are complementary to larger programmes implemented by the UN and NGOs.

LIVESTOCK

(i) Sudan

- Support veterinary activities for spontaneous returnees through procurement of drugs.

OPERATIONAL SUPPORT (to agencies)

(i) Countries of Asylum

- Provide allowances to local authorities, security escorts and implementing partner's staff.
- Contract required staff for registration, information campaign and to undertake surveys in various sectors.
- Procurement of data processing equipment and generators for registration as well as vehicles for IPs
- Printing of Voluntary Repatriation Forms.



Water supply being provided by an implementing partner.
(S. Boness/ UNHCR)

(ii) Sudan

- Allocate support costs, including allowances for local authorities, government counterparts, security escorts and implementing partner's staff.

SANITATION AND ENVIRONMENT

(i) Countries of Asylum

- Construct sanitation facilities i.e. latrines, washing facilities and waste disposal pits at the repatriation centre and way stations.

(ii) Sudan

- Design a sound environmental education, sanitation and training programme in areas of return, including school and health centre latrine construction.
- Provide sanitation facilities at way stations and dispersal centres.

SHELTER AND OTHER INFRASTRUCTURE

(i) Countries of Asylum

- Undertake surveys related to the establishment of way stations and dispersal centres with logistics.
- Plan the construction of repatriation centres, rest stations and way stations to be undertaken during Phase 2.
- Survey roads leading to border crossing points in Ethiopia, DRC and Uganda. Design project for upgrading majority of roads leading to the border from Gambella and Dimma in Ethiopia as they have not been maintained for the last 10 to 15 years.
- Implement repair/upgrade road infrastructure such as bridges and culverts.
- Commence setting up of way stations at strategic locations.

(ii) Sudan

- Undertake a survey related to the establishment of way stations and dispersal centres with logistics.
- Identify needs of returnees in the shelter sector.
- Undertake survey of main roads including bridges and design project for upgrading/maintenance/construction activities under CEPs.
- Procure tents for way stations and reintegration activities.
- Implement repair/upgrade of road infrastructures such as bridges and culverts.
- Commence setting up of way stations at strategic locations.
- Provide support to refugees returning spontaneously.

TRANSPORT AND LOGISTICS

(i) Countries of Asylum and Sudan

- Design a comprehensive logistics plan including transport, staffing and warehousing requirements.
- Undertake survey of roads and identify location of way stations along main routes of return as well as dispersal centres in close co-ordination with WFP.



UNHCR convoy in Kiryandongo, Uganda
(J.Hesemann/UNHCR)

- Procure sub-halls/warehouses (UNHCR Model) and install in strategic locations e.g. Lokichogio in Kenya and/or Arua in Uganda. They will be used for pre-positioning of emergency response items to be used in Sudan during Phase 2 (shelter and water equipment for way stations and dispersal centres) and as part of the logistic network during Phase 3.

- Start rehabilitation/construction of water systems at way stations and dispersal centres.
- Transport and storage of non-food items for distribution.

(ii) Sudan

- Install or construct warehousing facilities.

WATER

(i) Countries of Asylum

- Rehabilitate water sources and systems at the repatriation centres in camps/settlements, at the way stations and at the border crossing points as required.
- Construct new water sources, water storage and distribution at Lokichogio in Kenya.
- Provide water at the repatriation centres in camps/settlements, at the way stations and at the border crossing points as required.



(ii) Sudan

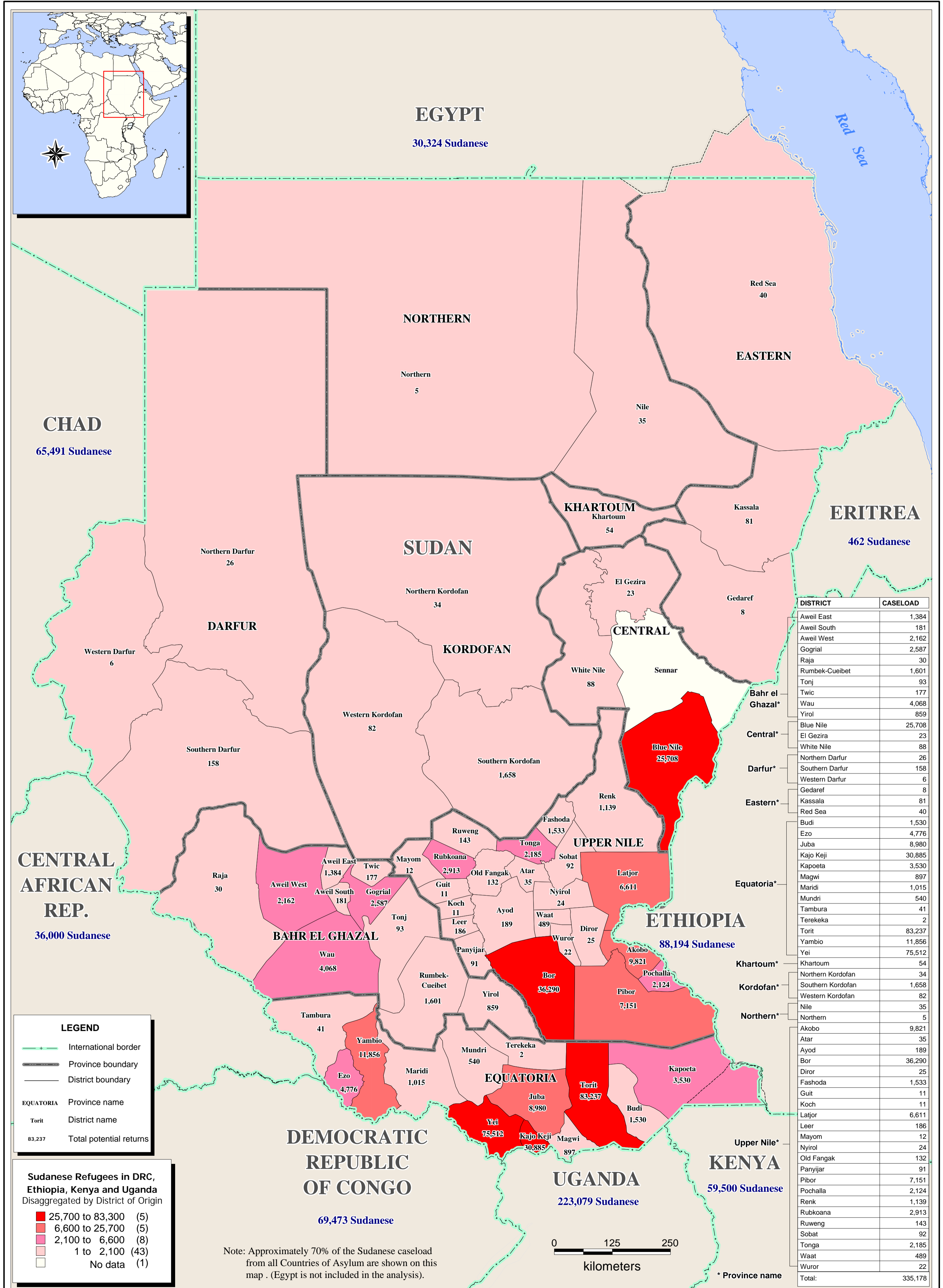
- Survey water sources and systems at the way stations and dispersal points and identify requirements in terms of upgrading/maintenance as well as pumping units, storage and distribution.
- Provide water at the way stations and dispersal points through construction of new systems and/or rehabilitation of existing systems.
- Procure and pre-position water equipment in warehouses.

Water point close to allocated plots in Uganda.
(J. Hesemann/UNHCR)

XI. BUDGET

PHASE ONE BUDGET

SECTOR	USD
Protection, monitoring and coordination/staffing cost	272,000
Crop production	100,000
Domestic needs and household support	1,400,000
Education	180,000
Health and nutrition	460,000
Legal assistance	568,000
Livestock	100,000
Operational Support (to Agencies)	286,000
Sanitation and environment	150,000
Shelter and other infrastructure	1,970,000
Transport and logistics	1,480,000
Water (non agriculture)	1,232,000
Sub-total (Operations)	8,198,000
Programme support	670,000
Total	8,868,000



DISTRICT	CASELOAD
Aweil East	1,384
Aweil South	181
Aweil West	2,162
Gogrial	2,587
Raja	30
Rumbek-Cueibet	1,601
Tonj	93
Twic	177
Wau	4,068
Yirol	859
Blue Nile	25,708
Central*	
El Gezira	23
White Nile	88
Darfur*	
Northern Darfur	26
Southern Darfur	158
Western Darfur	6
Eastern*	
Gedaref	8
Kassala	81
Red Sea	40
Budi	1,530
Ezo	4,776
Juba	8,980
Kajo Keji	30,885
Kapoeta	3,530
Magwi	897
Maridi	1,015
Mundri	540
Tambura	41
Terekeka	2
Torit	83,237
Yambio	11,856
Yei	75,512
Khartoum*	
Khartoum	54
Northern Kordofan	34
Kordofan*	
Southern Kordofan	1,658
Western Kordofan	82
Northern*	
Nile	35
Northern	5
Akobo	9,821
Atar	35
Ayod	189
Bor	36,290
Diror	25
Fashoda	1,533
Guit	11
Koch	11
Latjor	6,611
Leer	186
Mayom	12
Nyirrol	24
Old Fangak	132
Panyijar	91
Pibor	7,151
Pochalla	2,124
Renk	1,139
Rubkoana	2,913
Ruweng	143
Sobat	92
Tonga	2,185
Waat	489
Wuror	22
Upper Nile*	
Akobo	9,821
Atar	35
Ayod	189
Bor	36,290
Diror	25
Fashoda	1,533
Guit	11
Koch	11
Latjor	6,611
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Renk	1,139
Rubkoana	2,913
Ruweng	143
Sobat	92
Tonga	2,185
Waat	489
Wuror	22
Total:	335,178

LEGEND

- International border
- Province boundary
- District boundary

EQUATORIA Province name
 Torit District name
 83,237 Total potential returns

Sudanese Refugees in DRC, Ethiopia, Kenya and Uganda Disaggregated by District of Origin

- 25,700 to 83,300 (5)
- 6,600 to 25,700 (5)
- 2,100 to 6,600 (8)
- 1 to 2,100 (43)
- No data (1)

Note: Approximately 70% of the Sudanese caseload from all Countries of Asylum are shown on this map. (Egypt is not included in the analysis).

