

SUDAN

Operational highlights

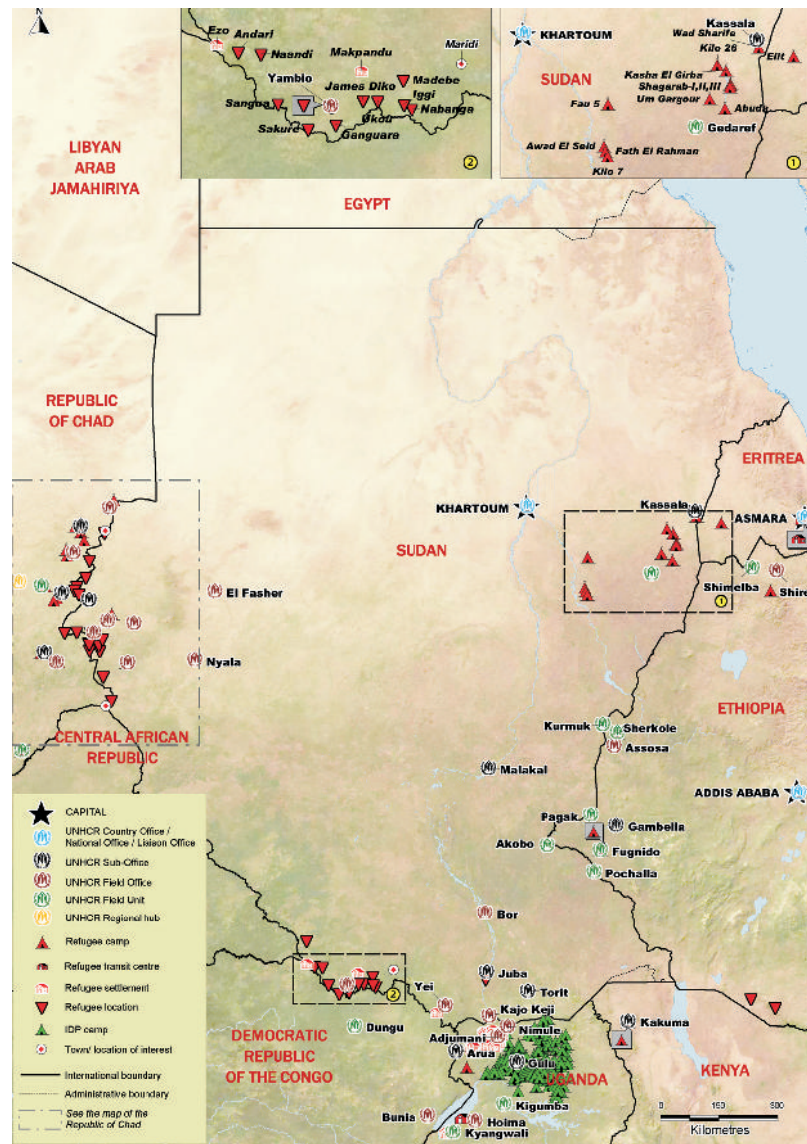
- Some 20,000 asylum-seekers from Eritrea, Ethiopia and Somalia had access to improved reception and refugee status determination (RSD) procedures in eastern Sudan.
- A multi-year, self-reliance strategy was developed for refugees in eastern Sudan. Implementation of the strategy commenced in 2009 and some 820 households benefited from small business loans.
- Nearly 4,000 vulnerable refugees and asylum-seekers in Khartoum received medical assistance, accommodation, psycho-social support and, in exceptional cases, financial assistance.
- UNHCR activities in Darfur targeted refugees and internally displaced persons (IDPs) in camps, as well as IDPs, affected populations and a limited number of returnees in rural areas. UNHCR also sought to increase services to host communities and nomadic groups to help preserve asylum space and promote peaceful co-existence between different communities.
- The Office facilitated the return of some 32,000 Sudanese refugees into Southern Sudan, bringing the total number of returnees since 2005 to 330,000. Rising insecurity in the region resulted in fewer returns in 2009 than projected.
- Some 220 community-based reintegration projects were implemented in the areas of health, water, sanitation, education and self-reliance to support returning refugees and IDPs, and their host communities.
- Close to 400,000 Sudanese were newly displaced within Southern Sudan as a result of tribal conflicts and attacks by the Ugandan Lord's Resistance Army (LRA).

Working environment

In the impoverished east, the steady flow of new arrivals from Eritrea continued. At the same time, the lack of opportunities in the region saw refugees and asylum-seekers defy the Government policy of encampment and move towards urban centres, particularly Khartoum. Some who attempted to move to other destinations ran a high risk of falling prey to smuggling or trafficking networks. Those who made it to Khartoum faced the threat of detention; some 4,500 people of concern were found in detention facilities in the city in 2009.

Insecurity remained a constant concern in Darfur throughout 2009. The expulsion of 13 international NGOs from the country and the deregistration of three national NGOs had an adverse effect on implementation capacity. While some IDPs returned to their villages of origin to cultivate land, the lack of security, land-tenure disputes and the absence of a comprehensive peace agreement remained barriers to sustainable and more permanent returns.

Security issues in Southern Sudan related to local conflicts and general criminality. Nearly 400,000 Sudanese were newly displaced within Southern Sudan as a result of tribal conflicts and attacks by the LRA.



Outstanding issues related to the implementation of the Comprehensive Peace Agreement (CPA), such as the demarcation of the north-south border, contributed to political tension.

Achievements and impact

Main objectives

UNHCR's main objectives were to address the urgent humanitarian needs of refugees and improve, in cooperation with development actors, relations between refugees and host communities; seek durable solutions in line with the strategy for the protracted refugee situation in eastern Sudan; and strengthen the capacity of the Sudanese Commissioner for Refugees to conduct RSD and protect asylum-seekers and refugees in line with international standards.

The Office also sought to: improve the living conditions of the camp-based population by filling gaps in supplementary feeding services and improving access to water, food security and sanitation services; provide health education, including awareness programmes on nutrition, malaria and HIV and AIDS; offer protection and assistance to Congolese refugees and Anuak refugees from Ethiopia; and facilitate the voluntary repatriation of refugees in safety and dignity to Southern Sudan and the Blue Nile State.

Other objectives were to create conditions for the sustainable return and rapid social and economic reintegration of returning refugees and IDPs; conduct returnee and protection monitoring and intervene with the authorities in case of protection violations; and build the authorities' capacity to intervene on behalf of displaced people.

UNHCR also aimed to contribute to a safer environment for IDPs in camps, settlements, areas of return and rural communities; support the creation of conditions which precluded further displacement; coordinate protection activities with partners throughout Darfur; and promote cooperation to prevent and respond to sexual and gender-based violence.

In late 2008 and throughout 2009, LRA attacks in the northern part of the Democratic Republic of the Congo (DRC) and along the borders with Southern Sudan prompted refugee movements into Southern Sudan. UNHCR's objectives were revised to include protection and provision of emergency and assistance to Congolese refugees, in addition to the support extended to Ethiopian Annuak refugees in Southern Sudan.

● Protection and solutions

In 2009, nearly 24,000 asylum-seekers entered eastern Sudan from Eritrea, Ethiopia and Somalia. UNHCR continued its supervisory, technical, monitoring and advisory responsibilities, especially in the area of RSD, and supported routine capacity-building efforts among national actors.

At the national level, UNHCR worked with the Ministry of Justice in providing comments to the draft asylum bill and also



IDPs arrive at Zamzam camp on trucks with only a few possessions.

UNHCR / O. CHASSOT

began work on an urban refugee policy adapted to the local situation. Some 350 refugees, of whom 170 were assisted by UNHCR, departed for resettlement, while one Eritrean and 22 Ugandan refugees were repatriated to their countries of origin.

The Darfur protection cluster led by UNHCR contributed significantly to the drafting and finalization of the 2009 UN Framework on Returns, which was endorsed by the humanitarian Country Team, and contributed to the draft Terms of Reference for the Joint Verification Mechanism on Returns. The year also saw a gradual improvement in relations with the authorities in south Darfur, allowing UNHCR to resume a more active protection role in the area.

Political and social tensions in Southern Sudan posed major impediments to the physical protection of refugees and IDPs. Gender-based violence as well as child abductions and trafficking affected both returnee and host communities, whose ability to seek redress was

Persons of concern

Type of Population	Origin	Total	Of whom assisted by UNHCR	Per cent female	Per cent under 18
Refugees	Eritrea	113,500	64,100	52	45
	Dem. Rep. of the Congo	19,700	13,500	51	50
	Ethiopia	9,200	4,700	51	48
	Chad	7,800	7,800	57	60
	Central African Rep.	1,000	1,000	49	49
	Various	1,200	10	49	-
People in a refugee-like situation	Chad	33,400	1,100	50	-
	Central African Rep.	500	350	50	-
Asylum-seekers	Ethiopia	3,200	60	50	-
	Eritrea	2,400	10	50	-
	Somalia	110	-	50	-
	Various	250	20	47	-
IDPs*	Sudan	1,034,100	1,034,100	50	-
Returned ex-IDPs including returned IDP-like	Sudan	166,900	166,900	-	-
Returnees (refugees)**	Uganda	29,900	29,900	54	61
	Ethiopia	1,000	1,000	54	61
	Chad	1,000	-	54	61
	Kenya	700	700	54	61
	Egypt	500	500	54	61
	Various	40	40	54	61
Total		1,426,400	1,325,790		

* IDP figures refer only to those assisted by UNHCR.

** Demographic breakdown of returnees refers to all returnees.

hampered by a lack of awareness, socio-cultural norms and poverty.

○ *Activities and assistance*

Community services: UNHCR improved assistance to urban refugees and asylum-seekers by fostering community participation and providing vocational training. The Office supported the Ministry of Gender in Southern Sudan to improve its capacity to address sexual and gender-based violence. Peacebuilding and conflict-resolution activities were introduced to promote peaceful cohabitation among refugees.

Crop production: UNHCR provided agricultural training for refugees and IDPs across the country. In Darfur, UNHCR supported a refugee farm committee initiative to mitigate crop destruction, and also provided a forum for mediation between the nomadic and farmer communities through a variety of workshops, group discussions and gatherings of elders. In eastern Sudan, 2,300 farmers were given loans for crop production, farming tools and seeds.

Domestic needs and household support: Non-food items were distributed to all newly arrived returnees, refugees and IDPs across the country, with specific attention to vulnerable people.

Education: UNHCR constructed a secondary school in Rweto, renovated a school in Juba, and constructed and furnished eight schools in other parts of Southern Sudan. Four additional schools were expected to be completed in 2010. In Darfur, UNHCR constructed 15 classrooms and four houses for teachers. New classrooms were supplied with 150 benches and desks. In eastern Sudan, 156 teaching staff were deployed to 19 schools in 11 refugee camps.

Food: All returning refugees in the south received a three-month food ration as part of their reintegration package. The Office also encouraged women's participation in food committees in camps across the country. Complementary foods were provided to malnourished individuals, and supplementary feeding programmes targeted children, lactating and pregnant mothers, the sick and older people.

Forestry: In Darfur, four tree nurseries re-established with the help of IDPs produced 550,000 seedlings to support environmental rehabilitation.

Health and nutrition: The crude mortality rate remained below 3/1,000 per month. In Southern Sudan, all refugee children under the age of five were vaccinated against common diseases such as the measles. In Darfur, three mobile eye clinics provided treatment for minor eye problems to some 8,500 patients, and some 1,240 individuals benefited from eye operations. The Office also trained some 150 health staff, 70 doctors and 80 paramedics in administering basic geriatric medicine; some 230 sick older people benefited from emergency drugs and 14,360 elderly persons received other medication.

Income generation: In Southern Sudan, 214 new community-based reintegration projects were implemented to promote sustainable reintegration. Some 150 households (50 per cent returnees and 50 per cent host communities) were assisted in running small businesses in the Upper Nile State. Income generating activities focused on food security

and enhanced nutrition. Small loan schemes supported 816 refugee households in the east.

Legal assistance: In Darfur, the establishment of the "all Darfur protection cluster" was finalized in 2009. The Office supported and trained local institutions, government officials and law enforcement bodies in RSD. In Southern Sudan more than 300 village assessments were conducted and several "go-and-tell" and "come-and-see" visits were organized with neighbouring countries of asylum. In Khartoum, the Office provided legal counselling for some 1,450 individuals and organized community outreach activities.

Livestock: In the East, regular veterinary services and trainings were provided to over 1,200 animal owners. In addition, over 700 poor households, out of them some 300 females headed households, received loans for livestock production, mainly sheep rearing for milk production or animal fattening.

Operational support (to agencies): Adequate management structure supported all planned activities, and UNHCR contributed towards the operational costs of implementing partners.

Sanitation: In Southern Sudan, UNHCR constructed 100 communal latrines and 133 family latrines in various camps in the region. The Office also constructed drainage systems for latrines and showers in way stations in the Upper Nile state. In Darfur, 31 latrines were rehabilitated in Bindizi, and hygiene awareness sessions targeted some 1,100 IDPs.

Shelter and other infrastructure: UNHCR, with the help of refugees and IDPs, constructed more than 5,500 shelters and rehabilitated 50 shelters in western, southern and eastern Sudan in 2009. The focus was on providing shelter for vulnerable groups. In Darfur 455 young people were engaged in shelter rehabilitation and construction to aid vulnerable older persons. The majority of Congolese refugees settled in the border areas were relocated into two settlements.

Transport and logistics: Transport and logistics support were provided for refugees, returnees, asylum-seekers and IDPs, including the repair and maintenance for a fleet of trucks and light vehicles involved in the delivery of relief items.

Water: A total of 37 boreholes were drilled in Southern Sudan. Potable water services were improved in Upper Nile way stations by treating the water and installing taps. Gender-balanced water management committees were trained in three different settlements. In Darfur, UNHCR constructed seven traditional wells, rehabilitated 47 water points and trained eight water committees with a total of 160 members. Eight cattle troughs were also built along the nomadic route.

○ *Constraints*

In the east, a lack of partners to implement key socio-legal counselling and education projects delayed the planned shift from care and maintenance activities to the promotion of self-reliance. Despite completion of verification and registration exercises in the 12 camps in 2008, the issuance of refugee identity cards remained pending due to a disagreement with the authorities on eligibility criteria.

The expulsion and deregistration of NGOs affected operations in the northern part of Sudan. Seven of the expelled international NGOs and three deregistered national NGOs had been active in Khartoum with projects supporting IDPs, the urban poor and other vulnerable groups, including refugees.

Insecurity of various forms, car-jackings, armed robberies of guest houses and compounds and abductions of humanitarian workers significantly reduced humanitarian access, notably in rural areas of Darfur.

Prolonged rains and limited infrastructure remained major constraints to implementation in the South. The deterioration of the security situation limited access to the office's people of concern. The situation was aggravated by widespread food shortages.

Financial information

The operations in Sudan were generally well-funded. Contributions received against the supplementary programmes for Darfur and South Sudan reached 75 and 84 percent respectively. However, tight earmarking of funds, in particular multi-year contributions, continued to reduce the flexibility of the Office when shifting activities between repatriation and reintegration was required. In Eastern Sudan additional resources were made available in 2009 to meet specific pressing needs in the health sector. Overall expenditures in Sudan have remained stable compared to 2008, given the fact that programmes in support of UNHCR's populations of concern did not undergo any drastic changes.

Organization and implementation

Under the supervision of the country office in Khartoum, UNHCR operated in Darfur through the sub-office in El Geneina, six field offices and two field units. In eastern Sudan, the sub-office moved from Es Showak to Kassala, while a field unit remained in Gedaref. In Southern Sudan, UNHCR's Deputy Representative supervised activities in the sub-offices in Juba, Malakal and Torit, as well as five field offices and one field unit. Two field offices, namely Kapoeta and Damazine, were closed at the end of June 2009. UNHCR

operated with a total of 478 staff in Sudan, including 108 international and 321 national staff, and 49 international UNVs, secondees and/or consultants.

Working with others

UNHCR worked closely with local and international NGOs, other UN agencies and governmental bodies in Darfur, southern and eastern Sudan and Khartoum. The Office participated in the activities of the UN Country Team and contributed to the UN Work Plan.

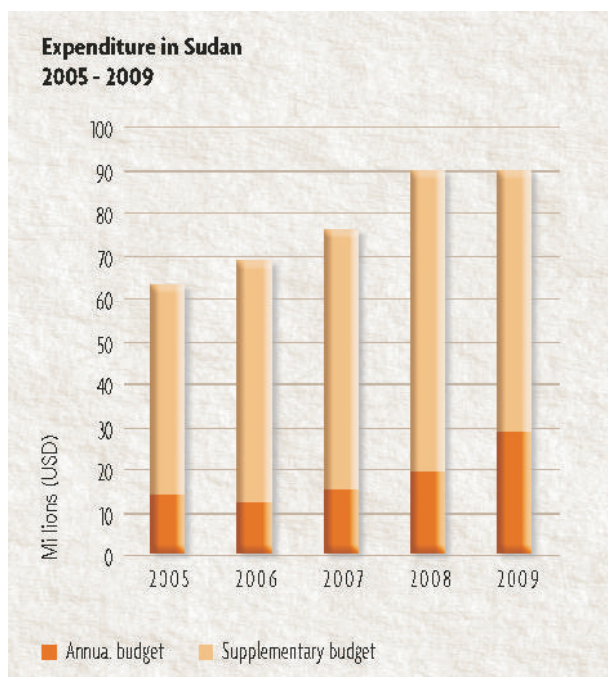
Overall assessment

UNHCR faced many challenges in pursuing its objectives in Sudan and had to modify its approach in a number of areas. Insecurity across Darfur required the relocation of international aid staff and the temporary suspension of activities. It was not possible to open offices in Kutum, in north Darfur, or Kass in south Darfur, and UNHCR could therefore not support a large concentration of IDPs in these areas.

Despite these difficulties, field staff in Darfur carried out extensive protection monitoring programmes on behalf of IDPs, refugees and returnees in camps, settlements and rural and border areas. This strengthened UNHCR's leadership of the all Darfur protection cluster in El Fasher as well as for the Protection Cluster Working Groups in the three Darfur States.

The temporary suspension in May 2009 of phase II of the verification and registration exercise in the urban areas of eastern Sudan caused delays in the implementation of the joint strategy. A lack of partners hindered a broadening of activities and put limits on income-generation opportunities. UNHCR designed self-reliance activities tailored to the economic opportunities in each camp location in an effort to reduce dependence on aid.

An important lesson learned in Darfur was the need to pay greater attention to neighbouring and host communities, which also suffered significantly from conflict. Efforts to build trust between pastoralists and farming communities



Partners

Implementing partners

Government: Commissioner for Refugees, local Government of Gedaref and Kassala State, Ministry of International Cooperation, Ministry of the Interior, State Departments for Health, Water, Agriculture and Education (Red Sea, Sinnar, El Gezira, Kassala), National Forestry Corporation, South Sudan Relief and Rehabilitation Commission

NGOs: Adventist Development and Relief Agency, African Humanitarian Action, Agency for Cooperation and Research in Development, American Refugee Committee, Association of Christian Resource Organization for South Sudan, Concern Worldwide, Danish Refugee Council, El Sugya Charity Organization, German Development Services, Global Health Foundation, Handicap International/Atlas, Help Age International, Human Appeal International, International Relief and Development, International Rescue Committee, Intersos, Intra-Health International, Partner Aid International, Japan Emergency, Japan International Volunteer Center, Peace Winds Japan, Samaritan's Purse, Save the Children, Triangle, Sudanese Red Crescent, Southern Sudan Aids Commission, Sudan Health Association, Sudan Open Learning Organisation, *Terre des Hommes*, War Child Canada, World Vision International

Others: International Union for the Conservation of Nature

Operational partners

Government: Humanitarian Aid Commission, South Sudan Relief and Rehabilitation Commission

NGOs: Catholic Relief Services (USA), International Medical Corps

Others: AU, *Deutsche Gesellschaft für Technische Zusammenarbeit*, Swedish Rescue Services Agency, FAO, ICRC, OCHA, UNAMID, UNDP, UNFPA, UNICEF, UNIDO, UNJLC, UN Mine Action Service, UNMIS, UNV Programme, WHO, WFP

included the use of nomads to provide safety for refugees during grass and firewood collection.

The increasing level of urbanization in the camps and settlements near urban areas as a result of the availability of education, health care and jobs, prompted agencies to rethink their strategies, as not all IDPs may wish to return to their places of origin.

Given the absence of prospects for returns to Eritrea, UNHCR will reorient its care and maintenance programme towards

improving livelihoods and self-reliance, and use resettlement in a more strategic manner to create space for local integration.

Security deteriorated in the South owing to tribal conflicts and the resumption of LRA attacks in the border areas. The lack of support for IDP operations has become a major source of concern to the Government of South Sudan. This is particularly the case in Western Equatoria, where refugees are supported, but IDPs who have fled from the same LRA attacks are not assisted.

Budget, income and expenditure in Sudan (USD)					
	Final budget	Income from contributions	Other funds available	Total funds available	Total expenditure
Annual budget	29,382,525	18,034,804	10,873,382	28,908,186	28,221,473
Return and reintegration of Sudanese refugees SB	42,019,891	36,573,794	5,796,311	42,370,105	36,002,340
Protection and Assistance to Refugees and IDPs in Darfur SB	38,784,825	20,824,990	9,299,109	30,124,099	25,347,041
Avian and human influenza preparedness SB	44,743	0	44,743	44,743	44,743
Supplementary budget subtotal	80,849,459	57,398,784	15,140,163	72,538,947	61,394,124
Total	110,231,984	75,433,589	26,013,545	101,447,133	89,615,597

Note: Supplementary programmes do not include seven per cent support costs that are recovered from contributions to meet indirect costs for UNHCR. Income from contributions includes contributions earmarked at the country level. Other funds available include transfers from unearmarked and broadly earmarked contributions, opening balance and adjustments.

Financial report for UNHCR's operations in Sudan (USD)				
Expenditure breakdown	Current years' project			Previous years' project
	Annual budget	Supplementary budgets	Total	Annual and supplementary budgets
Protection, monitoring and coordination	7,239,291	28,546,547	35,785,837	0
Community services	482,425	1,031,053	1,513,478	661,563
Crop production	285,696	238,314	524,010	50,135
Domestic needs and household support	427,859	203,997	631,856	10,739
Education	1,127,407	6,216,105	7,343,512	1,700,659
Food	492,605	111,250	603,854	85,136
Forestry	464,032	212,713	676,746	294,780
Health and nutrition	2,509,869	1,525,614	4,035,483	1,642,903
Income generation	737,033	686,537	1,423,571	443,812
Legal assistance	1,177,234	2,372,145	3,549,379	1,106,284
Operational support (to agencies)	2,291,149	4,611,120	6,902,269	1,664,826
Sanitation	282,909	99,233	382,142	240,247
Shelter and infrastructure	357,592	333,356	690,948	376,758
Transport and logistics	921,550	5,327,632	6,249,182	630,544
Water	657,343	363,008	1,020,351	851,790
Instalments to implementing partners	5,417,906	5,281,567	10,699,473	(9,760,177)
Subtotal operational activities	24,871,900	57,160,191	82,032,091	0
Programme support	3,349,573	4,233,932	7,583,506	0
Total expenditure	28,221,473	61,394,124	89,615,597	0
Cancellation on previous years' expenditure				(1,151,443)
Instalments with implementing partners				
Payments made	12,686,330	16,545,824	29,232,154	
Reporting received	(7,268,424)	(11,264,256)	(18,532,681)	
Balance	5,417,906	5,281,567	10,699,473	
Previous year's report				
Instalments with implementing partners:				
Outstanding 1st January				15,736,665
Reporting received				(9,760,177)
Refunded to UNHCR				(1,487,200)
Currency adjustment				(211,793)
Outstanding 31st December				4,277,495