

Sudan

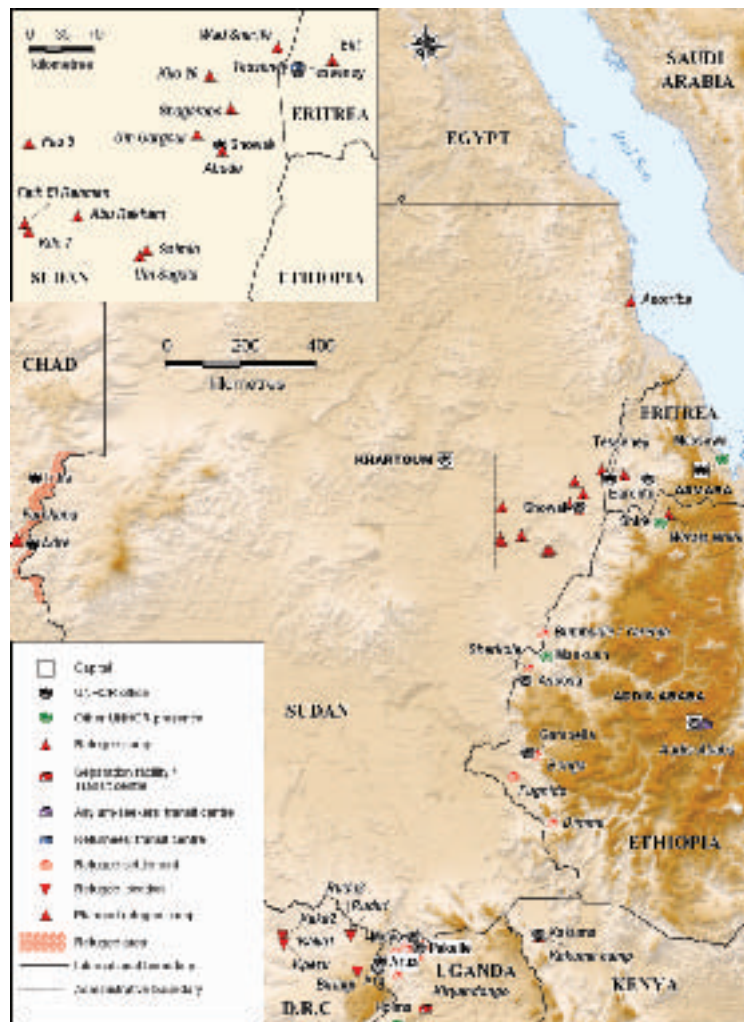
Main objectives

Facilitate the voluntary repatriation of some 62,000 Eritrean refugees and smaller refugee groups residing in urban areas to the Democratic Republic of the Congo (DRC), Ethiopia, Somalia and Uganda; pursue resettlement opportunities for refugees who meet the criteria; promote gender equality and refugee education in refugee settlements; integrate sound environmental policies in the management of refugee activities; close and consolidate camps as the number of Eritrean refugees in Sudan decreases; prepare to receive and integrate some 600,000 Sudanese returnees from neighbouring countries in the event of the signing of a peace agreement between the Government of Sudan and Sudan People's Liberation Movement/Army (SPLM/A).

During the year, the following objectives were added: conduct refugee status determination (RSD) after the cut-off date for the implementation of the Eritrean Cessation Clause on 31 December 2002; participate in and contribute to the Darfur Initiative by the UN Country Team in response to the crisis caused by the massive population displacement in west Darfur.

Impact

- UNHCR supported the Government of Sudan in providing international protection and humanitarian assistance to 130,431 Eritrean refugees and other persons of concern.
- UNHCR facilitated the repatriation of 9,444 Eritreans, 281 Ugandans, 11 Somalis and 1 Sierra Leonean.
- UNHCR helped to resettle 145 cases (489 individuals) in third countries.
- Six refugee camps which housed Eritrean refugees were closed, rehabilitated and handed over to the state authorities of Gedaref in eastern Sudan.



Working environment

The context

Hopes of an end to the civil war in the south of Sudan were raised in 2003 by the ongoing peace talks in Naivasha, Kenya, under the auspices of the regional Inter-Governmental Authority on Development (IGAD). In addition to the Machakos Protocol signed in July 2002 between the Government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A), the two parties were able to agree on a number of major issues such as security and sharing of natural resources.

In the west of Sudan, the conflict, which commenced in February 2003, involved the Janjaweed militias, the Sudan Liberation Army (SLA) and the Justice and Equality Movement (JEM). This conflict further escalated during the second half of the year, creating internal and external population

displacement. By the end of the year, some 110,000 Sudanese had crossed into neighbouring Chad and more than 700,000 persons were estimated to be internally displaced in western Sudan. The ongoing peace talks in Kenya were negatively affected by the humanitarian crisis in Darfur, which had not been resolved at the time of reporting. However, the Government of Sudan and SPLM pursued the peace talks with the substantial involvement and support of the international community.

In October 2002, following a rebel attack in eastern Sudan, the border with Eritrea was closed for nine months. This led to the suspension of 13 refugee convoys planned in October 2002, which were due to resume after the rainy season. After lengthy negotiations, and in close cooperation with the UNHCR office in Eritrea, the two Governments agreed to provide a "humanitarian corridor" for the voluntary repatriation of refugees to Eritrea. This enabled UNHCR to resume the repatriation in June 2003.

In October 2003, a regional Tripartite Technical Commission was organized in Dubai. The terms of reference of the Commission were based on the legal framework for the voluntary repatriation of Eritrean refugees in Sudan formulated during the 2002 Tripartite Repatriation Commission and other subsequent meetings. In view of actual repatriation trends, the target repatriation figure of 62,000 Eritreans was revised downwards to 40,000.

The Office of the Commissioner for Refugees (COR), UNHCR's principal implementing partner, continued to be responsible for refugee policy, camp management and implementing protection and assistance activities for camp-based refugees.

Constraints

The security situation along the eastern border of Sudan often led to the suspension of registration activities for voluntary repatriation and RSD. Restrictions were also imposed on UNHCR staff movements. The Office's intention to close and hand over four refugee camps by the end of 2003 was frustrated by a lack of cooperation on the part of some of the authorities.

Funding

UNHCR participated in the *inter-agency consolidated appeals process*. The total budget for the Sudan CAP was USD 255,110,043. UNHCR appealed for a revised budget of USD 15,701,751 in the CAP and received USD 3,603,931 as earmarked contributions. The balance of available funds was received from broadly earmarked or generous unearmarked contributions.

The authorized level of spending for improving basic services in the refugee camps was limited. Serious

Persons of concern

Main origin/Type of population	Total in country	Of whom UNHCR assisted	Per cent female	Per cent under 18
Various nationalities (refugees)	231,547	95,682	-	-
Asylum-seekers	968	-	-	-

Income and expenditure (USD) Annual programme budget

Revised budget	Income from contributions ¹	Other funds available ²	Total funds available	Total expenditure
15,701,751	3,603,931	11,787,760	15,391,691	15,238,078

¹ Includes income from contributions earmarked at the country level.

² Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments. The above figures do not include costs at headquarters.

Note: The Supplementary programme budgets do not include a 7 per cent charge (support costs) that is recovered from contributions to meet indirect costs for UNHCR.

difficulties were also faced in meeting the costs of medical treatment for refugees referred from the state hospitals near the camps, to specialized hospitals in Khartoum. At the same time, there were constant requests from COR for increased budget allocations. This hampered the smooth management of available funds.

Achievements and impact

Protection and solutions

UNHCR supported the Government of Sudan in providing international protection and humanitarian

assistance to 130,431 Eritrean refugees and other persons of concern. The "Ceased Circumstances" cessation clauses to Eritrean Refugees who fled their country as a result of the war of independence which ended in June 1991 or as a result of the border conflict between Ethiopia and Eritrea which ended in June 2000 came into effect on 31 December 2002. Consequently, the deadline for an application to be made to ascertain whether refugee status of these refugees should continue was set at 31 December 2002. By that date, some 29,000 Eritrean refugee families submitted such applications and by December 2003, 15,609 cases had been adjudicated at the first instance.

In a joint mission, UNHCR and COR identified 1,556 Congolese refugees who expressed their willingness



Eritrean refugees gathered to wait for the High Commissioner's visit in November 2003. UNHCR/E. Parsons

to repatriate to the Democratic Republic of the Congo. Of that number, some 1,000 individuals who signed up for repatriation needed to obtain security clearance before departure.

Some 250 new Eritrean asylum-seekers, who arrived in the last quarter of 2003, were registered and screened. Those accepted were accommodated in the Kilo-26 camp.

UNHCR helped to resettle 145 cases (489 individuals) in 2003.

Based on the assumption that the peace talks in Kenya would succeed, UNHCR developed a regional plan for Sudan and neighbouring asylum countries

for the repatriation and reintegration of Sudanese refugees. The plan envisages the repatriation and sustainable reintegration of some 150,000 Sudanese refugees from neighbouring countries during the initial 18 months after signature of the peace agreement. It also makes provisions for assistance to some 80,000 internally displaced persons, whose areas of return are the same as the refugees. Under this plan, UNHCR identified a number of potential areas of high return and designated strategic areas for opening new offices in southern Sudan in 2004 (after 10 years' absence). An office was established in Juba in late 2003 and preparatory activities for the repatriation of Sudanese refugees are ongoing.

Activities and assistance

Community services:

Awareness-raising activities were conducted in all refugee camps on harmful traditional practices (early marriage and female genital mutilation). Health education activities were also organized, including

focus group discussions and viewing of videos, showing the adverse physical and psychological impact of these practices.

The "16 Days of Activism on Violence against Women" (25 November - 10 December 2003) was launched by the Government of Sudan for the first time. This event incorporated three other significant days: the day for Elimination of Violence against Women, World Aids Day and Human Rights Day. UNHCR actively participated in this official event by organizing a five-day workshop on HIV/AIDS basic counselling skills for medical assistants working in refugee camps and government medical staff. UNHCR and UNFPA jointly produced flyers, posters, stickers and banners in Arabic to convey information to the general public. The Ministry of Health broadcast short messages on HIV/AIDS, gender equality and human rights on national television during these sixteen days.

Domestic needs/Household support: UNHCR distributed blankets and jerry cans to Eritrean refugees prior to their return home. In addition, refugees and host communities affected by the floods in August 2003 were given tents, jerry cans, kitchen sets, blankets and soap.

Education: By the end of 2003, 10,044 refugee children (5,395 males, 4,649 females) benefited from primary education in 32 schools at 18 refugee camps. In addition, 46 students (24 males and 22 females) benefited from the DAFI scholarship scheme and 19 students graduated in 2003. An implementing partner organised adult literacy classes in refugee camps, and 1,810 refugees (610 males, 1,200 females) benefited from the courses.

Following the inter-agency mission to eastern Sudan and the subsequent recommendations to rehabilitate refugee-affected areas, a follow-up mission was undertaken to update the concept of the "Blue Book" - which incorporates various activities for environmental protection and rehabilitation of refugee-affected areas. The mission also recommended creating a consortium, whose board of management would represent various government partners and donors.

Food: WFP distributed food to some 93,500 refugees in camps in eastern Sudan while UNHCR covered the transportation and distribution costs of food through COR. Owing to shortages in WFP food supplies, the refugees received 50 per cent of the



recommended food ration. During the repatriation to Eritrea, UNHCR provided meals for the 9,444 Eritrean refugees.

Forestry: Some 320,000 seedlings of different species were grown at a central nursery and another 52,210 seedlings were grown in community and household nurseries. These seedlings were planted out in different refugee settings during the rainy season. A total of 1,894 hectares were surveyed, demarcated, cleaned and cultivated for the establishment of rain-fed and irrigated plantations under the reforestation programme.

Some 5,470 energy-saving stoves were produced and distributed to over 1,900 households. As a result, these households were able to use 40 to 60 per cent less energy. Five biogas units were introduced in the Shagarab II camp to save energy.

Health/Nutrition: The refugees continued to have access to primary health-care services provided by five implementing partners. HIV/AIDS was a high priority during 2003. In April, a two-day workshop was held to discuss HIV/AIDS in the refugee camps and a plan of action to combat AIDS was produced. A series of sensitization/awareness raising workshops was organized for religious and community leaders, teachers, implementing partners and health workers. UNHCR also engaged in consultations and information sharing with the Sudan National Aids Control Programme.

Income generation: COR and an implementing partner conducted vocational training in ten refugee camps. A total of 1,508 refugees (1,500 females and eight males) were trained in tailoring, carpentry and pasta-making.

Legal assistance: The Government continued to extend its traditional hospitality to refugees and asylum-seekers. COR, under the Ministry of the Interior, was responsible for refugee affairs and, as such, it undertook refugee status determination and interviewed asylum-seekers in urban areas.

Operational support (to agencies): Administrative support was provided to all implementing partners in the form of payment of staff costs, maintenance and repair of vehicles and other equipment, insurance of vehicles, rental of premises, communication equipment, utilities and office supplies.

Sanitation: Efforts were made to increase family latrine coverage in the camps. All 1,109 families who were relocated to consolidated camps in Um Gargur were provided with family latrines. In the old camps, family latrine coverage remained low. Insecticides were sprayed for the control of flies and mosquitoes during the rainy season. Regular camp clean-up campaigns were undertaken throughout the year to improve garbage collection and disposal.

Shelter/Other infrastructure: A total of 1,040 *tukuls* (wooden shelters) were built in the consolidated camps for the refugee families relocated from the six closed camps. Six new classrooms were constructed in Um Gargur camp to accommodate the refugee children transferred from the closed camps. Two wards were rehabilitated in Gedaref's hospital, where camp-based refugees were regularly referred.

Transport/Logistics: Trucks under the care of COR were used for all repatriation operations. In addition, commercial trucks were also used when required. Eritrean refugees were transported by private bus from Sudan to the hand-over point inside Eritrea. During the camp closure and consolidation, 600 tents were provided to the screened-in (eligible) refugees who were relocated from Gedaref state camps to Um Gargour as a temporary arrangement. In August 2003, the sub-office in Showak received two huge warehouse tents from Timor-Leste to increase storage capacity for non-food items in Showak and southern Sudan.

Water: All refugees in camps were provided with drinking water. Each person had access to 15-20 litres of clean water per day, thereby meeting the minimum standards. Water was also provided for livestock.

Organization and implementation

Management

In 2003, UNHCR maintained a branch office in Khartoum and a sub-office in Showak. Even though offices in Port Sudan and Kassala were officially closed in 2001, the presence of national staff was maintained throughout 2002 and 2003 to facilitate the refugee status determination and repatriation operations. The offices were supported by 152 staff (12 international and 99 national staff) and 41 UNVs (including 34 RSD lawyers recruited as UNVs). There was also one consultant to coordinate the RSD project.

Working with others

UNHCR worked in partnership with COR and the National Forestry Corporation, UN agencies, and seven NGOs. In addition, UNHCR cooperated with WFP and UNESCO-PEER and consulted and shared information with the Sudan National Aids Control Programme. UNFPA and UNHCR signed an MOU on joint support for reproductive health programmes for refugees, including HIV/AIDS activities. A comprehensive assessment of the reproductive health needs in refugee camps was conducted in the last quarter of 2003 by the Ministry of Health with technical support from UNFPA. WHO provided support to UNHCR's HIV/AIDS programmes for the refugee community. UNHCR also continued to participate in the UN thematic group meetings.

Overall assessment

The principal objective of repatriating some 62,000 Eritrean refugees in 2003 was partially achieved. However, due to the closure of the common border between Sudan and Eritrea, the repatriation was halted until 23 June 2003. The border closure had a significant impact on the whole operation, over and above other constraints. By December 2003, the operation had only attained 15 per cent of the target figure. The Cessation Clause for Eritrean refugees announced in February 2002 did not trigger repatriation as predicted, but tended instead to induce refugees (over 29,000 families) to register for RSD in the hope that it might yield opportunities either to

resettle in third countries or remain in Sudan as refugees.

Camp closure and the consolidation in other camps continued throughout 2003 and UNHCR started to explore options for the implementation of a Development through Local Integration (DLI) initiative in eastern Sudan.

At the time of reporting, UNHCR was also making preparations for the repatriation and reintegration of up to 600,000 Sudanese refugees from neighbouring countries. Such a large and complex operation would entail an increased UNHCR presence in the country, particularly in southern Sudan.

Offices

Khartoum
Es-Showak

Partners

Government agencies

Commissioner for Refugees
National Forestry Corporation
Refugee Counselling Service

NGOs

Global Health Foundation
Human Appeal International
Islamic African Relief Agency
Ockenden International
Sudan Open Learning Organization
Sudanese Red Crescent

Others

UNESCO-PEER
UNFPA
UNVs
WFP

Financial Report (USD)

Expenditure breakdown	Current year's projects		Prior years' projects	
	Annual programme budget	notes	Annual and Supplementary programme budgets	notes
Protection, Monitoring and Coordination	2,290,125		3,674	
Community Services	190		8,591	
Domestic Needs/Household Support	18,742		10,577	
Education	118,536		259,585	
Food	96		(9,196)	
Forestry	227,848		88,903	
Health/Nutrition	250,728		93,629	
Income Generation	12,712		17,686	
Legal Assistance	1,552,078		618,121	
Operational Support (to Agencies)	803,406		581,337	
Sanitation	7,264		32,129	
Shelter/Other Infrastructure	4,938		35,613	
Transport/Logistics	1,433,654		610,305	
Water (non-agricultural)	60,068		97,141	
Instalments with Implementing Partners	5,251,358		(538,313)	
Sub - total Operational	12,031,743		1,909,782	
Programme Support	1,711,955		2,778	
Sub - total Disbursements / Deliveries	13,743,698	(3)	1,912,560	(5)
Unliquidated Obligations	1,494,380	(3)	0	(5)
Total	15,238,078	(1) (3)	1,912,560	
Instalments with Implementing Partners				
Payments Made	7,307,250		2,583,554	
Reporting Received	2,055,892		3,121,867	
Balance	5,251,358		(538,313)	
Outstanding 1st January	0		1,107,035	
Refunded to UNHCR	0		577,771	
Currency Adjustment	0		9,049	
Outstanding 31 December	5,251,358		0	
Unliquidated Obligations				
Outstanding 1st January	0		2,023,026	(5)
New Obligations	15,238,078	(1)	0	
Disbursements	13,743,698	(3)	1,912,560	(5)
Cancellations	0		110,466	(5)
Outstanding 31 December	1,494,380	(3)	0	(5)

Figures which can be cross-referenced to the Accounts:

- (1) Annex to Statement 1
- (3) Schedule 3
- (5) Schedule 5