

Sudan

Main Objectives

Promote the voluntary repatriation of Eritrean and other refugees; provide assistance, with particular attention to the needs of women, children and the elderly; if no other durable solutions are workable, seek resettlement of refugees who are eligible; close down UNHCR field offices in Port Sudan and Kassala in September 2001 in accordance with Action 2.

Impact

- UNHCR extended international protection to all refugees and other persons of concern in Sudan.
- For more than 42,000 refugees a durable solution was found (9,321 pre-1991 Ethiopian refugees voluntarily repatriated, as did 32,650 Eritrean and 80 Ugandan refugees).
- 116 Eritreans, 143 Ethiopians and six Tunisians were resettled to third countries for family reunification and protection reasons.
- UNHCR continued to provide assistance to all camp-based refugees, including healthcare and primary education.
- Three camps that hosted pre-1991 Ethiopian refugees were closed, rehabilitated and handed over to the local authorities. UNHCR relocated 642 pre-1991 Ethiopian refugees to the Abu Rakham camp.



Working Environment

The Context

UNHCR extended protection and assistance to a total of 414,930 refugees in Sudan during 2001. Voluntary repatriation remained the most feasible durable solution, though small numbers of refugees were recommended for resettlement on a case by case basis. Local integration of refugees was not legally possible in Sudan. Diplomatic relations between Sudan and its neighbours improved, allowing an increase in the voluntary repatriation of Ethiopian, Eritrean and Ugandan refugees (42,142 altogether in 2001).

The Sudanese Government's Commissioner for Refugees (COR), was UNHCR's principal implementing partner. The COR continued to be responsible for policy-making, camp management and implementation of protection and assistance programmes.

By the end of December 2001, the total refugee population had decreased from 414,930 to 349,210 persons, mainly due to repatriation, but also on account of the application of Cessation Clauses to pre-1991 Ethiopian refugees (i.e. "expiry" of their refugee status due to ceased circumstances).

Constraints

Reported landmines in Kassala State temporarily limited UNHCR's freedom of movement and therefore interrupted some activities in refugee camps in eastern Sudan, including the voluntary repatriation operation.

Funding

The annual budget for the Sudan programme was significantly reduced, due to Action 2 and other funding constraints, with a severe effect on health-care, as hospital referral cases had to be suspended. The funding situation also adversely affected implementation for two months, as partners delayed the signature of sub-agreements. The pro-

vision of education was also curtailed: only 15,000 out of 55,000 school-aged children had access to the limited educational facilities available.

Achievements and Impact

Protection and Solutions

The main protection challenge for the office during 2001 was the application of the Cessation Clauses to pre-1991 Ethiopian refugees. In the first quarter of 2001, UNHCR and COR completed the joint Eligibility Screening Project set up to determine which pre-1991 Ethiopian refugees needed continued international protection (i.e. continued refugee status). The project began by training legal screeners on the application of Cessation Clauses. The result was that of 3,000 applications, 284 (involving 1,952 people) qualified for continued refugee status in Sudan. The latter received new refugee identity cards, thereby distinguishing them from those determined to be no longer in need of refugee status.

After implementing the Cessation Clauses, UNHCR continued to share information with several stakeholders and interested parties, including Ethiopian political groups opposed to the very idea of the Cessation Clause. Those individuals who no longer needed continued refugee status, but who

wished to remain in Sudan, were advised to regularise their status under the immigration laws of Sudan. To facilitate that process, the Government appointed a committee to determine exactly what status should be offered to them. Some of these persons obtained national passports from the Ethiopian embassy in Sudan, and then used these passports to obtain residence and work permits from the Sudanese authorities. (This had previously been unnecessary, as a refugee identity card automatically entitled the holder to a work permit). UNHCR engaged in meetings with refugee community representatives and relevant government depart-

Persons of Concern				
Main Origin/ Type of Population	Total in Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Eritrea (Refugees)	324,500	129,900	51	60
Ethiopia (Refugees)	16,100	640	52	57
Uganda (Refugees)	8,500	-	-	-

¹ The total includes an estimated 218,680 urban refugees (Sudanese Government estimate) most of whom are self-sufficient.

Income and Expenditure (USD) Annual Programme Budget and Supplementary Programme Budget					
	Revised Budget	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
AB	8,993,713	3,650,784	4,978,209	8,628,993	8,628,993
SB	3,467,116	0	3,399,844	3,399,844	3,399,844
TOTAL	12,460,829	3,650,784	8,378,053	12,028,837	12,028,837

¹ Includes income from contributions restricted 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.

ments to explain and promote the use of alternative documentation like national passports.

Repatriation: Promotion of voluntary repatriation for Eritrean refugees remained a top priority. To this end, the Governments of Sudan and Eritrea and UNHCR held the fourth and fifth Tripartite Repatriation Commission (TRC) meetings in 2001. These meetings defined the legal framework and operational parameters for the voluntary repatriation operation. In total, 10,750 families comprising 32,741 camp-based refugees were assisted by UNHCR to repatriate to Eritrea. With this repatriation, Gulsa and Lafa camps were vacated and closed after the repatriation of the residual new Eritrean refugees (i.e. those who had fled the recent Ethiopia-Eritrea border war in May 2000).

UNHCR finalised the implementation of the application of the Cessation Clause for pre-1991 Ethiopian refugees at the end of March 2001. Components of the final stages included repatriation of 9,321 residual pre-1991 Ethiopian refugees and screening of 3,000 persons who applied for continued refugee status in Sudan. The repatriates departed from Tenedba, Um Gulja and Um Rakuba camps, which were subsequently closed, rehabilitated and handed over to the local authorities. UNHCR and the COR jointly screened the 284 files of 1,952 refugees, of whom 642 were camp-based (subsequently relocated to Abu Rakham refugee camp).

Resettlement: UNHCR Sudan pursued resettlement as a tool of protection and as a durable solution. In total, 116 Eritrean, 143 Ethiopian, and six Tunisian refugees left Sudan for third countries in 2001. Pre-1991 Ethiopian refugees deemed to require continued refugee status were identified as a priority for resettlement from Sudan during 2001. Both UNHCR Sudan and UNHCR Regional Resettlement Officers prepared the resettlement cases for submission to resettlement countries.

Other refugees: A joint COR/WFP/UNHCR assessment mission to El Geneina in Western Sudan in July 2001 confirmed that the residual Chadian refugees had sufficiently integrated while others had spontaneously left the area. UNHCR helped 80 Ugandan refugees to repatriate following improvements in the relations between Uganda and Sudan and the re-establishment of diplomatic

ties. Five Somali refugees received protection and assistance after 37 others left the area without notifying UNHCR.

Activities and Assistance

Community Services: UNHCR worked with the beneficiaries and implementing partners to plan, implement and monitor a variety of activities to meet the material, social and educational needs of refugees. Community participation was encouraged, including women's involvement in decision-making, food distribution and Parent – Teacher Associations. In Port Sudan, a number of pilot projects were conducted to assist refugee women to become self-reliant. 123 women in two groups participated in training for income-generation and credit schemes in Port Sudan. Four refugee women received sewing instruction alongside seven Sudanese women. They produced sanitary materials, which were later distributed to women of reproductive age. Seventy-five refugee women made 6,065 bars of soap and sold 5,795 of them in the refugee camps. Special attention was paid to vulnerable groups during repatriation, including provision of special transportation. Refugees received training in various fields including literacy, and approaches to harmful traditional practices like early marriage and Female Genital Mutilation (FGM) which unfortunately persist among the refugees. Fifty elderly refugees in Khartoum received basic counselling and monthly financial assistance. Some 3,500 refugee women in six refugee camps were supplied with sanitary materials, improving the level of hygiene among the refugees.

Domestic Needs/Household Support: UNHCR provided monthly financial assistance and basic counselling to elderly refugees based in Khartoum, many of whom are disabled. About 3,500 refugee women in six refugee camps were supplied with sanitary materials. The level of hygiene among the refugee women improved during the reporting period.

Education: The thirty primary schools for refugees were too few and too small to take in enough school-aged children. In 2001, some 57,450 children in the refugee camps were eligible for enrolment but the available facilities could only cater for 13,492 pupils (7,323 male and 6,169 female). Despite funding con-

straints, an increase in the enrolment of girls was achieved (4,934 in 2000 rising to 6,169 in 2001). This was attributed to awareness-raising campaigns conducted by UNHCR in all refugee settlements to bring home to parents the importance of girls' education. UNHCR continued to directly administer the DAFI and the Education Account Scholarship programmes for 55 students (30 females and 25 males) in various universities in Sudan. Vocational training was offered to 268 young refugees in computer/secretarial skills, teaching, and in the form of various trade apprenticeships. On completion, 162 young refugees became self-employed. Literacy classes in Tigrinya (a language spoken in Ethiopia) were provided in 14 refugee camps.

UNHCR supplemented the food rations to camp-based refugees. Eritrean refugees in Kassala State receiving basic food items. *UNHCR / P. Stromberg*



Food: Eligible refugees in camps received food rations. In 2001 UNHCR, WFP and COR undertook a joint population re-validation exercise covering all but five refugee camps by the end of the year (the remainder to be covered in 2002). As a consequence 110,000 refugees were issued with new ration cards. UNHCR also provided ready-made food items to 32,741 Eritrean and 9,321 pre-1991 Ethiopian refugees during voluntary repatriation.

Forestry: Environmental activities covered 13 camps and six adjacent villages in eastern Sudan. The activities included awareness-raising, the introduction of energy-saving practices, community-based agro-forestry, the establishment of woodland areas, camp cleaning and rehabilitation of the sites of discontinued camps. The women's groups in the community and household plant nurseries produced 230,156 tree seedlings of mixed species. These were distributed and planted in family compounds, community woodland areas and at the former camp sites. Under the reforestation programme, 2,020 hectares of indigenous tree species were planted near the camps and forest reserves. Planting was carried out using either seedlings or by direct seeding and the average survival rate of planted areas was 94 per cent. The communities themselves constructed and used 11,023 mud-stoves and 2,194 charcoal stoves, which resulted in energy savings of over 50 per cent when used in conjunction with good cooking practices. Two improved kilns were constructed for the production of good quality clay liners for stoves and handed over to a women's group in Um Gulja village.

Health/Nutrition: Primary health care services for all refugees and hospital referrals from the camps were managed through implementing partners. UNHCR directly provided health counselling and referral services to 1,391 refugees. The main activities included out-patient services, minor surgical procedures, some in-patient services, outreach and health education as well as supplementary and therapeutic feeding. Two nutritional surveys were conducted. The first focused on several camps which showed an average of eight per cent (Weight for Height) while the second, at Lafa and Gulsa Eritrean refugee camps, indicated a malnutrition rate of 10 per cent among children under five years of age. The crude mortality rate was below

1/10,000/day almost throughout the year, except for the months of August and September when there were increased outbreaks of malaria fever. Training workshops were held for various categories of health staff in all the camps on nutrition, drug management, health information systems, Integrated Management of Childhood Illnesses (IMCI), and expanded programmes of immunisation and reproductive healthcare. HIV/AIDS prevention and education programmes emphasised the role of the man (the theme for 2001) as well as the behaviour of young people in general. Video showings and drama performances in one camp culminated in a celebration of World AIDS day with the participation of refugee representatives drawn from all camps, heads of agencies, senior staff from COR, UNHCR, WFP, international NGOs and local communities. UNHCR also provided basic healthcare facilities for convoys during repatriation.

Income Generation: Unskilled refugees received grants for income generation activities. The provision was limited to the vulnerable, especially the disabled and able elderly refugees. In Port Sudan, UNHCR conducted a series of pilot projects to assist refugee women to become self-reliant, as well as developed networking among the entrepreneurs themselves. Refugee women's participation and response was extremely high: 75 per cent of the total programme participants. 123 women in two groups participated in training activities for income-generation and credit programmes. The production and distribution of sanitary material also involved training and income generating activities. Four refugee women, together with seven Sudanese women, received training in sewing. 75 refugee women were engaged in soap production and marketing. A total of 6,065 bars of soap were produced of which 5,795 were sold in the refugee camps.

Legal Assistance: The Sudanese Asylum Act of 1974 provides the legal framework for asylum in the Sudan. It enshrines in national law, key principles of the 1951 Convention and the 1967 Protocol relating to the Status of Refugees, and the 1969 OAU Convention governing specific aspects of refugee problems in Africa. The Office of the Commissioner for Refugees (COR) is responsible for the administration of asylum policy in the country. COR conducts refugee status determination and issues

refugee identity documents. To prevent abuse UNHCR maintains custody of blank Convention Travel Documents (CTD) and only forwards them to COR after assessment and approval of each application. Sudan continued to maintain that Arab nationals were free to stay in Sudan and that asylum was therefore unnecessary and contrary to general principles of pan-Arab solidarity. UNHCR continued to intervene on behalf of a few individual Arab nationals who are unable to avail themselves of the protection of their governments. There are legal impediments to local integration as the law makes naturalisation unattainable for refugees in Sudan. Promotion of refugee law was carried out through the dissemination of protection related materials, regular protection meetings with implementing partners, as well as refugee law training for law enforcement officers, COR and the legal community. Few incidents of conscription of refugees into the Sudanese national army were reported and UNHCR was able to secure the release of the refugees in question. In September 2001, six refugee members of the Oromo Liberation Front were detained without charge by Sudanese security forces but released after UNHCR's intervention.

Operational Support (to Agencies): In order to ensure efficient implementation of activities, UNHCR extended administrative support to all partners, covering staff wages, maintenance and repair of vehicles and other equipment, and other overheads (premises, utilities, insurance).

Sanitation: UNHCR ensured that proper sanitation standards were maintained in the camps through regular refuse collection and disposal, sufficient latrines and constant vector control. Refugee communities were actively involved in refuse collection and disposal.

Shelter/Other Infrastructure: UNHCR provided shelter materials including tents and plastic sheeting to 642 pre-1991 Ethiopian refugees who relocated from the vacated camps to Um Gulja and Um Rakuba camps, and from Tenedba to Abu Rakham refugee camp. UNHCR also constructed a transit centre at Girba to accommodate repatriating refugees in transit to the Sudan-Eritrea border crossing.

Transport/Logistics: The smooth implementation of the refugee programme was sustained using a large number of light vehicles and 46 UNHCR trucks, which were supplemented by several locally hired commercial trucks during voluntary repatriation of Eritreans and Ethiopians.

Water: All refugees living in refugee camps and settlements received clean drinking water for themselves and their livestock. UNHCR provided sufficient funds to its implementing partners to ensure a constant and adequate supply of clean water for the refugees. Each person had access to at least 20-25 litres of clean drinking water per day.

Organisation and Implementation

Management

UNHCR's operations were directed by the office in Khartoum, supported by offices in Es Showak, Kassala and Port Sudan, with a total staff of 92, composed of 18 international and 73 national staff. In addition, there were two JPOs, seven UNVs and one consultant.

Working with Others

UNHCR worked in partnership with relevant UN agencies, two national and five international NGOs, and the Government of Sudan, as represented by the Commissioner for Refugees (COR), the National Forestry Corporation and the Governments of Kassala and Gedaref States.

Overall Assessment

During 2001, UNHCR pursued durable solutions for Ethiopian, Eritrean and Ugandan refugees. The implementation of the Cessation Clauses for pre-1991 Ethiopian refugees was completed. Voluntary repatriation was successfully completed for a combined total of 42,147 refugees consisting of 9,321 pre-1991 Ethiopian, 32,650 Eritrean, 80 Ugandan and five Somali refugees. The repatriating refugees vacated three camps which were subsequently rehabilitated and handed over to local authorities. UNHCR also assisted 265 refugees to successfully

resettle to third countries. Protection and assistance continued to be extended to all refugees in Sudan as well as to asylum-seekers and others of concern to UNHCR. During 2002, the office will continue to facilitate the ongoing voluntary repatriation of Eritrean refugees (aiming for a planning figure of 60,000 repatriates in total). To sustain the voluntary repatriation, it is hoped that cordial relations between Eritrea, Ethiopia, Uganda and Sudan will hold firm.

Offices

Khartoum
Es Showak
Kassala
Port Sudan

Partners

Government Agencies

Commissioner for Refugees
Gedaref and Kassala State Governments
National Forestry Corporation

NGOs

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

Others

UNESCO – PEER
UNICEF
UNFPA
WFP

Financial Report (USD)						
Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	Annual Programme Budget	Supplementary Programme Budget	Total	notes	Annual and Supplementary Programme Budgets	notes
Protection, Monitoring and Co-ordination	2,278,378	156,278	2,434,656		102,040	
Community Services	8,968	0	8,968		34,155	
Crop Production	0	0	0		1,353	
Domestic Needs / Household Support	13,601	7,349	20,950		92,650	
Education	366,008	0	366,008		434,294	
Food	15,478	28,786	44,264		13,615	
Forestry	372,703	0	372,703		248,353	
Health / Nutrition	833,994	129,946	963,940		676,901	
Income Generation	13,045	0	13,045		19,519	
Legal Assistance	147,497	177,069	324,566		208,690	
Livestock	0	0	0		1,125	
Operational Support (to Agencies)	544,050	400,853	944,903		742,056	
Sanitation	50,402	25,844	76,246		167,806	
Shelter / Other Infrastructure	99,118	18,337	117,455		121,343	
Transport / Logistics	614,670	529,528	1,144,198		621,960	
Water	98,078	27,199	125,277		342,697	
Instalments with Implementing Partners	1,181,185	629,033	1,810,218		(2,654,836)	
Sub-total Operational	6,637,175	2,130,222	8,767,397		1,173,721	
Programme Support	1,712,982	243,566	1,956,548		24,372	
Sub-total Disbursements / Deliveries	8,350,157	2,373,788	10,723,945	(3)	1,198,093	(5)
Unliquidated Obligations	278,836	1,026,056	1,304,892	(3)	0	(5)
TOTAL	8,628,993	3,399,844	12,028,837	(1) (3)	1,198,093	

Instalments with Implementing Partners

Payments Made	3,530,942	1,197,749	4,728,691		796,308	
Reporting Received	2,349,758	568,716	2,918,474		3,451,145	
Balance	1,181,184	629,033	1,810,217		(2,654,837)	
Outstanding 1st January	0	0	0		2,797,993	
Refunded to UNHCR	0	0	0		27,521	
Currency Adjustment	0	0	0		20,104	
Outstanding 31 December	1,181,184	629,033	1,810,217		135,739	

Unliquidated Obligations

Outstanding 1st January	0	0	0		2,230,554	(5) ¹
New Obligations	8,628,993	3,399,844	12,028,837	(1)	0	
Disbursements	8,350,157	2,373,788	10,723,945	(3)	1,198,093	(5)
Cancellations	0	0	0		1,011,089	(5)
Outstanding 31 December	278,836	1,026,056	1,304,892	(3)	21,372	(5)

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(5) Schedule 5

(5)¹ This balance includes USD 307,973, outstanding from operations before 2000. It is also reported under "Unearmarked" in Schedule 5, page 46 of UNHCR's Accounts.