

SUDAN

Working environment

The context

The Comprehensive Peace Agreement (CPA) between the Government and the Sudan People's Liberation Movement has taken centre stage as the main determinant of peace and stability in Sudan. The country's first national and state-level elections in 24 years were held in April 2010. Attention has now turned to the January 2011 referendum and associated pre- and post-referendum political arrangements.

The resource-rich "Three Areas" of Abyei, Blue Nile and Southern Kordofan are considered to be major flashpoints. These areas continue to suffer from inter-tribal tensions. Other issues are the demarcation of the border between North and South, which has yet to be finalized. Last year's Permanent Court of Arbitration's ruling on the borders of Abyei has yet to be implemented.

The CPA has resulted in renewed interest in the protection needs of internally displaced persons (IDPs) who originate from the South and reside mainly among the urban poor in Khartoum. There is growing concern that they, along with other "southerners" residing in the north—and conversely, "northerners" residing in Southern Sudan—may face discrimination, expulsion or statelessness in the event that the referendum is not implemented as planned.

In 2010, the Government of Sudan embarked on the review of its Asylum Bill which, when enacted, will repeal the 1974 Regulation of Asylum Act. This will mark an important legislative milestone, enshrining in Sudan's domestic law its international obligations under the 1951 Refugee Convention and the 1969 OAU Refugee Convention.



Planning figures for Sudan

TYPE OF POPULATION	ORIGIN	JAN 2011		DEC 2011	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Eritrea	138,700	96,000	162,000	108,000
	Dem. Rep. of the Congo	21,000	16,000	23,000	18,000
	Chad	8,000	5,000	8,000	5,000
	Various	17,100	10,100	20,600	11,600
People in a refugee-like situation	Chad	35,000	10,100	35,000	10,100
	Various	10,000	3,400	18,500	3,400
Returnees (refugees)	Sudan	5,000	5,000	20,000	20,000
IDPs	Sudan	4,270,000	1,354,000	4,430,000	1,386,000
Returnees (IDPs)	Sudan	140,000	28,000	100,000	20,000
Total		4,644,800	1,527,600	4,817,100	1,582,100



After years of exile abroad, returnees in Southern Sudan restart their lives in their villages of origin.

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concentration of refugees in the country, mainly from Eritrea. Here, a protracted refugee situation has spanned over 40 years, with continuing new arrivals. . Despite the area being rich in natural resources, much of the local population continues to endure chronic poverty and underdevelopment, which could hinder the implementation of the Eastern Sudan Peace Agreement (ESPA).

South Sudan has over the past two years been marked by increasing violence, mostly related to armed groups, including Uganda's Lord's Resistance Army (LRA) and inter-tribal clashes. While historically, clashes among tribes revolved largely around cattle raids, a radical shift in patterns of violence points to a clear targeting of women and children.

According to UN estimates, some 600,000 people have been internally displaced for varying periods over the past 18 months by inter-tribal conflicts and LRA activities. The situation is compounded by general underdevelopment and food insecurity. LRA-induced refugee flows from the Democratic Republic of the Congo (DRC) and the Central African Republic continue. In early 2010, for instance,

Improving asylum systems is one of the components of the Solutions Strategy for the Protracted Refugee Situation in Sudan, and is especially significant for UNHCR's involvement in eastern Sudan, which still has the highest

Main objectives and targets

Favourable protection environment

- Efforts to prevent statelessness are strengthened.
 - ☞ *The new legal framework on nationality and related administrative arrangements are consistent with international standards.*
- Activities to address internal displacement are enhanced.
 - ☞ *The protection of IDPs is improved through enhanced cooperation of the State, NGOs, and the UN.*
- Natural resources and the environment are better protected.
 - ☞ *In the east and in Darfur, the extent to which environmental issues pose a protection risk is reduced.*

Fair protection processes

- Reception conditions are improved.
 - ☞ *Some 80 per cent of asylum-seekers in the east have access to refugee status determination (RSD) procedures.*
- Standards in the registration and profiling of refugees and IDPs are improved or maintained.
 - ☞ *A population profile of IDPs in the south is undertaken or updated every six months.*

Basic needs and services

- The health of the population of concern remains stable.
 - ☞ *The crude mortality rate stands at 1.5 per thousand among refugees in the east and in Southern Sudan.*
 - ☞ *The majority of refugees in the east who survive rape receive post-exposure prophylaxis within 72 hours of an incident.*
- The population of concern has sufficient access to education.
 - ☞ *The student-teacher ratio is 40:1 among refugees in Darfur and 50:1 among refugees in the east.*
 - ☞ *Services for groups with specific needs are strengthened.*

Security from violence and exploitation

- The negative impact of displacement on host communities is reduced.
 - ☞ *Communities hosting IDPs in Darfur and refugees in the east and in Southern Sudan tolerate their continued presence amidst them of persons of concern.*
- Access to legal remedies is improved.
 - ☞ *Refugees in the east and IDPs in Southern Sudan have access to national justice systems.*
- Protection of children is strengthened.
 - ☞ *The majority of identified unaccompanied minors in eastern Sudan receive protection and care.*

Community participation and self-management

- The livelihoods and level of self-reliance of refugees, IDPs and returnees are improved.
 - ☞ *Some 95 per cent of refugees and IDPs in the south, and 50 per cent of refugees in the east, are able to engage in gainful employment.*

Durable solutions

- Durable solutions are realized for refugees and IDPs.
 - ☞ *Some 34 per cent of refugees in the east are permitted to integrate locally.*
 - ☞ *All identified individuals in need of resettlement among refugees in the east are referred to resettlement countries.*
 - ☞ *Some 90 per cent of returnees in the south have the same access to basic rights as other citizens.*
- Voluntary return of IDPs in Southern Sudan is realized.
 - ☞ *Eighty per cent of newly displaced people return voluntarily to their places of origin in safety and dignity.*

UNHCR's presence in 2011

□ Number of offices	20
□ Total staff	598
International	116
National	414
JPOs	8
UNVs	55
Others	5

more than 3,000 Congolese refugees sought safety in Southern Sudan.

To the west, the Darfur peace process has continued to falter and the prospect of a political solution remains dim. The first half of 2010 was marked by violent clashes between the Government and the main rebel factions, between rival rebel factions, and between tribes, leading to the highest number of fatalities since 2008. Conflict and poor access have contributed to a reduction of humanitarian space. The level of criminality has risen to such an extent that aid workers have been targeted for abduction.

Insecurity, land occupation and crop destruction continue to generate fresh displacement and prevent returns. The seven-year long conflict has transformed the way of life in Darfur from being overwhelmingly rural and agro-pastoralist to predominately urban. Livelihoods and social structures have changed in camps, which are *de facto* townships where IDPs have, for reasons of safety, security and access to basic services, invested resources in creating permanent settlements.

○ The needs

A plethora of issues is emerging in the context of the CPA and in the patterns of conflict in South Sudan and the "Three Areas". These regions are dotted with flashpoints denoting active or latent tensions over territory and resources, with dire implications for the protection of civilians. Increasingly, the most vulnerable populations are displaced persons. The situation is compounded by the absence of infrastructure and basic services, further aggravated by environmental factors such as seasonal floods and food insecurity. The fate of "southerners" in the North and of "northerners" in the South, who may face citizenship issues emanating from the outcome of the referendum, remains of great concern.

Refugees entering and living in eastern Sudan, Southern Sudan, Darfur and Khartoum will continue to require protection and assistance. There is also a need for better understanding of the dynamics of mixed migration flows in eastern Sudan. Finding durable solutions and self-reliance opportunities for long-staying refugees will continue to require concerted efforts by a range of stakeholders.

In Darfur, fresh displacements continue to demand urgent humanitarian responses. Efforts are needed to defuse conflicts and rivalries over natural resources. The quest for durable solutions for IDPs calls for the establishment of conditions in places of origin that are conducive to sustainable reintegration. At the same time, those who may wish to remain in locations of displacement must be accommodated.

Across the country, urbanization is a phenomenon that challenges traditional assumptions about the ultimate return of both refugees and IDPs to their communities of origin. In Khartoum and in towns in the east, urban refugees are at constant risk of round-ups, deportation and *refoulement* as a consequence of the Government's encampment directive.

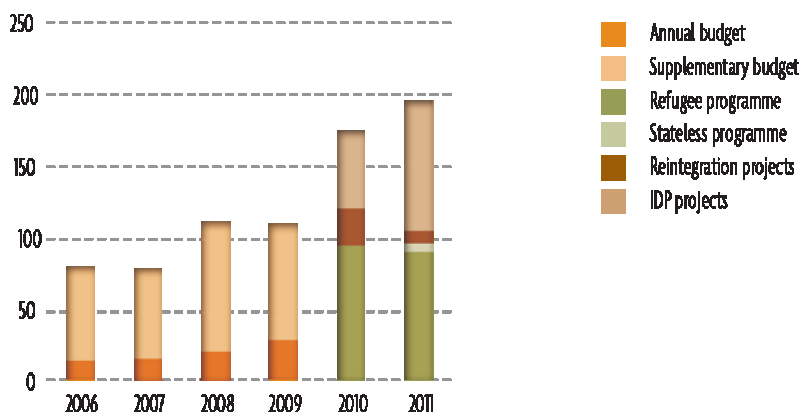
In Southern Sudan, rigorous efforts are required to find solutions to the protracted situation of Ethiopian Anuak refugees, as well as returnees and IDPs who are experiencing difficulties in urban areas. In Darfur, IDPs who have adopted new lifestyles after years of residing in camps around urban areas are unlikely to return permanently to their places of origin.

| Strategy and activities in 2011 |

The Office will strive to support the peace process by helping to build a favourable environment designed to pre-empt any negative developments, and promote

UNHCR's budget in Sudan 2006 – 2011

Millions (USD)



durable solutions. By virtue of its statelessness mandate, UNHCR is looked upon as a key actor that can assist the CPA parties in resolving nationality and citizenship issues. In the critical “Three Areas”, the Office will provide guidance on protection issues, and support the inter-agency framework.

In eastern Sudan, UNHCR will aim to continue providing protection and assistance to refugees and asylum-seekers, addressing the needs of new arrivals and of those involved in secondary movements; to reduce the number of refugees who are dependent on direct assistance; and to make strategic use of resettlement as a durable solution. It plans to transform eight camps into self-sustaining villages by 2012, while focusing its assistance on self-reliance in the remaining camps. Government ministries will be engaged to support the maintenance of camp infrastructure, which will be opened up to local populations. UNHCR will continue advocating for developmental, area-wide recovery programmes that include refugees. As protection cluster lead for the east, UNHCR will focus more attention on IDPs.

UNHCR's office in Khartoum will continue to address the needs of urban refugees. It will seek to reinforce its capacity to deal with citizenship and statelessness issues, and to direct countrywide policies and strategies for registration, resettlement and urban displacement. It will also endeavour to provide leadership on IDP protection through inter-agency mechanisms.

In Southern Sudan, UNHCR will continue to facilitate the return and reintegration of refugees, while responding to new influxes. It will support the Government of Southern Sudan in assuming responsibility for the protection of Congolese and Ethiopian refugees, and help in developing an asylum regime. The Office will also address citizenship issues aimed at preventing statelessness. Its priority will be to contribute actively to the peace process, by promoting community-based protection and peace-building projects. UNHCR's involvement with IDPs will be consolidated, in line with its role as protection cluster lead.

In Darfur, UNHCR's role as protection cluster lead will be strengthened. It will continue to assist and protect refugees in camps while endeavouring to enhance their self-reliance. UNHCR will also seek to ensure that refugees living among local communities have access to basic services and asylum space, notably by supporting

host communities. Meanwhile, it will pursue its efforts to shift the focus of activities from providing assistance in IDP camps, to supporting communities of origin and in urban areas, where there are prospects for durable solutions.

○ Constraints

There is a danger that the citizenship issue will not be given sufficient priority during the post-referendum discussions, and that both the Government's reform of the 1974 Asylum Act as well as implementation of its urban refugee policy will be delayed. Stakeholder support of the Solutions Strategy in eastern Sudan could prove inadequate. Insecurity and logistical concerns as well as weather conditions are also likely to continue hindering access to areas of Southern Sudan. Finally, efforts to implement the strategy in Darfur could be affected by insecurity and by the reduced presence in Sudan of NGOs.

Organization and implementation

○ Coordination

UNHCR works in close collaboration with the Government of Sudan, local and international NGOs, IOM, ICRC, UN agencies and the two UN missions in Sudan (UNMIS and UNAMID). The Humanitarian Aid Commission and the Commissioner for Refugees remain UNHCR's main governmental partners. The Office also works with relevant ministries on specific issues.

Financial information

Between 2006 and 2010, the total budget for Sudan more than doubled, due to steady increases in both the annual and supplementary programmes. The most significant increase occurred between 2009 and 2010 following a comprehensive needs assessment. Funding levels, however, did not increase accordingly, with the result that several objectives and targets could not be achieved.

For 2011, UNHCR's budget totals some USD 195 million. The plan for 2011 takes into account UNHCR's overall objective of contributing actively to the peace process in Sudan by responding to new and existing displacement, and seeking solutions to displacement before and after the 2011 referendum.

PARTNERS

Implementing partners

Government agencies:

Commissioner for Refugees
Department of Social Welfare, Nyala
Local Government of Gedaref State
Ministry of Social Affairs
Refugee Counselling Services (RCS-COR)

NGOs:

Adventist Development and Relief Agency
African Humanitarian Action
Agency for Cooperation and Research in Development
Alshroog Development and Rehabilitation Organisation
American Refugee Committee
Association of Christian Resource Organization for South Sudan
Child Development Foundation
Concern Worldwide
Danish Refugee Council
El Sharq Centre
El Sugya
Fondation Terre Des Hommes
Forest National Corporation
German Development Services
Global Health Foundation
Help Age International
HI/Atlas Logistique
Human Appeal International
International Relief and Development-USA
INTERSOS
IntraHealth International
Japan Emergency NGOs
Japan International Volunteer Centre
National Organisation for Care and Development
Norwegian Refugee Council, Partner Aid International
Peace Winds Japan
Samaritan's Purse
Save the Children (Sweden)
Southern Sudan AIDS Commission
Southern Sudan Commission for Census, Statistics and Evaluation
Southern Sudan Human Rights Commission
Sudan Health Association
Sudan Open Learning Unit
Sudanese Red Crescent
Triangle International
War Child Canada
World Vision International

Others:

Deutsche Gesellschaft für Technische Zusammenarbeit
International Union for Conservation of Nature
IOM
UN-Habitat

Operational partners

Government agencies:

Humanitarian Aid Commission
South Sudan Relief and Rehabilitation Commission

NGOs:

International Medical Corps, Medair

Others:

AU
FAO
ICRC
OCHA
Swedish Rescue Services Agency
UN Mine Action Services
UNAMID
UNDP
UNFPA
UNICEF
UNIDO
UNJLC
UNMIS
UNV
WFP
WHO

Consequences of a 20 – 40 per cent funding shortfall

- Plans to implement UNHCR's statelessness mandate will be curtailed.
- It will not be possible to guarantee access to refugee status determination procedures for 20 - 40 per cent of asylum-seekers in eastern Sudan.
- Crude mortality rates among refugees will rise.
- Student-teacher ratios among refugees in Darfur and eastern Sudan will deteriorate.
- Some 40 per cent of refugee children in Darfur, Southern Sudan and eastern Sudan will not receive sufficient protection and care.
- Approximately 40 per cent of older refugees and IDPs in Darfur will be without assistance.
- Approximately 40 per cent of refugees and IDPs in Southern Sudan, and 20 per cent of refugees in the east, will not have access to self-reliance opportunities.

2011 UNHCR Budget for Sudan (USD)

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
Favourable protection environment					
International and regional instruments	401,640	1,822,346	0	0	2,223,986
National legal framework	1,128,964	347,346	143,746	208,145	1,828,201
National administrative framework	268,870	0	143,746	548,625	961,242
Policies towards forced displacement	0	0	0	1,128,878	1,128,878
National and regional migration policy	595,954	0	0	0	595,954
Prevention of displacement	0	0	604,746	8,442,503	9,047,249
Prevention of statelessness	0	582,346	0	58,145	640,492
Cooperation with partners	1,974,764	107,346	68,746	1,812,503	3,963,360
National development policies	0	0	68,746	466,771	535,517
Public attitudes towards persons of concern	0	0	68,746	0	68,746
Access to territory	64,230	0	0	0	64,230
Non-refoulement	1,133,137	0	0	0	1,133,137
Environmental protection	1,877,724	0	0	1,620,733	3,498,456
Emergency management	70,843	0	0	0	70,843
Subtotal	7,516,127	2,859,384	1,098,476	14,286,304	25,760,292
Fair protection processes and documentation					
Reception conditions	2,819,905	0	0	0	2,819,905
Registration and profiling	1,612,477	0	0	4,374,803	5,987,280
Access to asylum procedures	1,072,978	0	0	0	1,072,978
Refugee and stateless definitions	213,967	0	0	0	213,967
Fair and efficient status determination	3,525,022	0	0	0	3,525,022
Family re-unification	541,634	0	0	0	541,634
Individual documentation	1,452,417	254,692	0	844,436	2,551,545
Civil status documentation	507,810	204,692	0	2,424,239	3,136,742
Subtotal	11,746,210	459,384	0	7,643,479	19,849,073
Security from violence and exploitation					
Impact on host communities	1,943,789	0	403,119	3,774,984	6,121,893
Effects of armed conflict	2,235,248	0	0	242,484	2,477,732
Law enforcement	742,089	0	253,119	1,293,155	2,288,364
Community security management system	312,539	0	0	0	312,539
Gender-based violence	1,635,300	0	428,118	947,592	3,011,010
Protection of children	2,031,999	0	128,119	1,563,156	3,723,274
Freedom of movement	308,853	0	0	0	308,853
Non-arbitrary detention	1,846,901	0	0	242,484	2,089,386
Access to legal remedies	589,408	0	0	1,472,592	2,062,000
Political participation		0	0	242,484	242,484
Subtotal	11,646,128	0	1,212,475	9,778,932	22,637,536

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	REINTEGRATION PROJECTS PILLAR 3	IDP PROJECTS PILLAR 4	TOTAL
Basic needs and essential services					
Food security	1,814,859	0	51,560	0	1,866,418
Nutrition	1,193,883	0	0	0	1,193,883
Water	1,472,494	0	251,560	1,672,615	3,396,669
Shelter and other infrastructure	1,336,739	0	67,655	3,348,576	4,752,970
Basic domestic and hygiene items	2,217,274	0	0	6,052,513	8,269,787
Primary health care	3,691,770	0	251,560	1,672,615	5,615,945
HIV and AIDS	1,149,279	0	351,560	602,324	2,103,163
Education	4,357,240	0	383,057	922,615	5,662,912
Sanitation services	965,807	0	126,560	199,815	1,292,182
Services for groups with specific needs	1,270,812	0	76,560	3,414,939	4,762,311
Subtotal	19,470,160	0	1,560,068	17,886,011	38,916,240
Community participation and self-management					
Participatory assessment and community mobilisation	940,319	0	206,238	1,442,685	2,589,242
Community self-management and equal representation	1,403,864	0	0	746,763	2,150,627
Camp management and coordination	645,602	0	0	996,763	1,642,366
Self-reliance and livelihoods	9,413,826	0	1,524,289	8,333,812	19,271,927
Subtotal	12,403,611	0	1,730,527	11,520,024	25,654,162
Durable solutions					
Durable solutions strategy	1,092,109	0	0	2,028,291	3,120,400
Voluntary return	6,345,227	0	0	5,069,871	11,415,098
Rehabilitation and reintegration support		0	960,719	2,962,000	3,922,719
Resettlement	2,279,905	0	0		2,279,905
Local integration support	2,802,542	0	0	4,365,052	7,167,594
Reduction of statelessness		0	0	291,291	291,291
Subtotal	12,519,783	0	960,719	14,716,504	28,197,007
External relations					
Donor relations	657,810	0	0	1,861,372	2,519,181
Resource mobilisation	775,589	204,692	206,238	469,366	1,655,885
Partnership	331,436	0	256,238	344,929	932,604
Public information	962,471	204,692	0	328,209	1,495,372
Subtotal	2,727,305	409,384	462,476	3,003,876	6,603,042
Logistics and operations support					
Supply chain and logistics	6,024,375	1,114,384	653,865	7,026,536	14,819,161
Programme management, coordination and support	4,938,889	1,908,975	440,177	5,538,412	12,826,453
Subtotal	10,963,264	3,023,360	1,094,042	12,564,948	27,645,614
Total	88,992,587	6,751,513	8,118,786	91,400,079	195,262,965
2010 Revised budget	93,430,263	0	25,810,157	55,131,234	174,371,654