



# Supplementary Appeal for Southern Sudan

**Return and reintegration of Sudanese  
refugees and internally displaced persons**

March 2007



## Executive summary

In Southern Sudan, the decades-long internal conflict, which came to an end with the signing of the Comprehensive Peace Agreement between the Government of Sudan and the Sudan People's Liberation Movement/Army in January 2005, had a devastating effect on people and resources as well as on governance and the economy. The impact was felt particularly severely in the South, where most of the fighting took place. The United Nations estimates that over the years conflict and drought have left 6.7 million Sudanese displaced, including some 550,000 refugees in neighbouring countries. Despite considerable achievements during the past two years, many receiving communities are still struggling to absorb returnees. This is largely due to the destruction and poor state of infrastructure and basic services in the war-affected areas of return. Furthermore, as the returnees have been either internally displaced or in exile for a prolonged period, social reintegration will require sustained efforts by the authorities and the international community.

In 2007, in close coordination with the Government of Sudan, the UN agencies, IOM and NGOs, UNHCR will continue to facilitate the voluntary repatriation of Sudanese refugees from the neighbouring

countries in conditions of safety and dignity; facilitate the voluntary return of targeted groups of IDPs in Blue Nile State and Central Equatoria; promote favourable conditions for return and early reintegration; and improve the protection of IDPs in and around Khartoum through monitoring and timely responses.

UNHCR expects that, as a result of its action:

- Return is made safe and dignified through protection and assistance at pre-departure, en route, in transit and in areas of return especially to groups with special needs, such as women, older returnees, children and adolescents.
- Those wishing to return are provided with a viable durable solution through return and reintegration in their places of origin.
- Through community-based reintegration projects in areas of return tensions due to competition for resources and services between receiving communities and returnees will be minimized.
- The situation of IDPs in and around Khartoum is improved through systematic protection monitoring and interventions on their behalf.

### Programme at a glance

<b>Title</b>	Return and Reintegration of Sudanese Refugees and IDPs
<b>Beneficiaries</b>	102,000 returning refugees, 25,000 returning IDPs and 1.9 million people still displaced internally around Khartoum and in Blue Nile State
<b>Time frame</b>	1 January 2007 – 31 December 2007
<b>Total requirements</b>	<b>USD 56,137,725</b>

## Working environment

### The context

The decades-long armed conflict in Sudan caused untold damage to its human, social, and natural resources, with a devastating effect on governance and the economy. The impact was most severely felt in the South, the main theatre of the conflict. The United Nations estimates that, over the years, conflict and drought have left 6.7 million Sudanese displaced inside and outside their country, including some 550,000 refugees in neighbouring countries.

The signing of the Comprehensive Peace Agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A) on 9 January 2005 was a major turning point in the history of Sudan. This created an unprecedented opportunity to realize the aspirations of millions of Sudanese to return home in safety and dignity.

The CPA lays out the parties' vision to accelerate development and to achieve peace and democracy. Two years on, steady progress has been made but more remains to be achieved. Ensuring respect for human rights, rebuilding infrastructure, restoring normal economic, social and political life, rehabilitating the judicial

system and bringing long-term stability are among the most daunting, long term tasks.

After the signature of the CPA, internally displaced persons (IDPs), as well as refugees hosted mainly in the Central African Republic (CAR), the Democratic Republic of the Congo (DRC), Ethiopia, Kenya, Egypt and Uganda, started to return home. The United Nations estimates that some 850,000 IDPs and 97,800 refugees have already returned home, mostly spontaneously.

Drawing from the lessons of the past two years, in September 2006 the Government of National Unity, the Government of Southern Sudan and the United Nations agreed to develop a single joint plan for organized returns for 2007. Since then the three partners have been working closely to develop operational arrangements with a clear division of labour and indications of financial requirements for each of its components.

The UN and Partners Work Plan for Sudan includes the organized return of 300,000 IDPs and refugees and support to some 325,000 spontaneous returnees expected by the end of 2007. The plan foresees a total of 102,000 refugee returns from the CAR, the DRC, Uganda, Kenya, Ethiopia and Egypt.

Central African Republic: Waiting to board the plane back home.  
*UNHCR/N.Rost*



## **Return and reintegration**

In December 2005, at the request of an increasing number of refugees, UNHCR started facilitating the voluntary repatriation of the some 358,000 registered refugees then living in countries of asylum. A year later, over 25,800 Sudanese refugees had returned to Southern Sudan with UNHCR's assistance. In addition, during 2006, in coordination with the United Nations Mission in Sudan (UNMIS) and in partnership with UN agencies, IOM and NGOs, UNHCR directly supported IDP returns in Southern Sudan. By December 2006, the total number of organized, self-assisted and spontaneous returning refugees who benefited from UNHCR's assistance was around 97,800.

UNHCR has also assisted IDP returns in areas of high refugee return by providing humanitarian assistance at reception facilities and has addressed protection needs at way stations while the IDPs are in transit. During 2005 and 2006, returnees and host communities benefited from UNHCR's community-based reintegration projects in the health, water and education sectors; mine-risk education; capacity-building programmes; and the provision of material assistance to local authorities aimed at safeguarding the rights of returnees. More than 41,200 IDPs in Juba and surrounding areas have received assistance from UNHCR and partners.

UNHCR's involvement with IDPs is based on the UN Country Team framework, following the request by the Humanitarian Coordinator in May 2005 for UNHCR to play an active role in the return and reintegration of IDPs to Western and Eastern Equatoria and Blue Nile states. The Emergency Relief Coordinator made a similar call, in October 2005, for UNHCR to play a greater role in addressing the needs of IDPs in Khartoum and Kassala states. UNHCR's involvement with IDPs in Khartoum is designed as a protection

intervention, clearly framed in the context of the return operation to Southern Sudan.

The ongoing peace negotiations in Juba between the Ugandan-based Lord's Resistance Army (LRA) and the Government of Uganda, if successful, could open further possibilities for the safe and dignified repatriation of Sudanese refugees from Uganda and for the return of IDPs to Nimule and Magwi Counties in Eastern Equatoria, two areas which were severely affected by the LRA's activities.

## **The needs**

Despite considerable achievements during the past two years, many receiving communities are still struggling to absorb returnees. This is largely due to the destruction and poor state of infrastructure and basic services in the areas of return. Furthermore, as the majority of returnees have been displaced for a prolonged period, social reintegration will only be achieved through sustained efforts by the Government of Sudan and the international community. Assisting the displaced to return and supporting a destitute region to absorb them remain priority for the Government of Southern Sudan, the Government of National Unity, the United Nations and operational and implementing partners.

## **Main objectives**

Drawing from the lessons learned in 2005 and 2006, UNHCR's objectives in 2007 are:

- To continue to facilitate voluntary repatriation in partnership with UN agencies, IOM, NGOs and the Government of Southern Sudan, and in coordination with countries of asylum.
- In partnership with the Government, UN agencies and other stakeholders, to actively create and help promote conditions that will ensure return in

safety and dignity and facilitate early reintegration.

- To create a protective environment to prevent further displacement and involuntary returns through the established UNHCR presence in the area, protection monitoring and setting up community-based reintegration projects.
- To provide protection to IDPs and returnees, especially vulnerable

individuals and survivors of sexual and gender-based violence.

- To protect the rights of IDPs in and around Khartoum by monitoring and intervening on their behalf and facilitate the voluntary return of targeted groups of IDPs in Blue Nile State and Central Equatoria.

## Planning figures

Type of population		Jan 2007		Dec 2007 (projections/targets)	
		Total	assisted by UNHCR	Total	assisted by UNHCR
IDPs		2,094,500	1,935,000	2,069,500	2,069,500
Refugee returnees		25,811*	25,811*	102,000**	102,000**
IDP returnees			12,000*	25,000**	25,000**

\* Assisted returns in 2006

\*\* Assisted returns in 2007 (expected).

## Strategy and Activities

### 1. Voluntary repatriation

In 2007 UNHCR will remain committed to repatriation as the best solution to the plight of Sudanese refugees. While conditions in Southern Sudan do not yet permit the promotion of voluntary repatriation, UNHCR will continue facilitating voluntary repatriation of Sudanese refugees from neighbouring and other countries. Return will be voluntary and according to international principles.

Within the joint plan for returns, UNHCR's priorities are the return and reintegration of 102,000 refugees from the Central African Republic; the Democratic Republic of the Congo, Ethiopia, Egypt, Kenya and Uganda. From within the overall national

target of IDP return, UNHCR is also responsible for leading and coordinating UN activities concerning the return of 25,000 IDPs.

In 2007, UNHCR will pursue a three-pronged approach for the return and reintegration of Sudanese refugees through:

- organized repatriation: under this arrangement registered refugees receive transport, a return package and reintegration support upon arrival;
- support to self-assisted repatriation: those registered refugees who have made their return known to UNHCR and have voluntary repatriation forms, but who prefer to return by their own means will receive pre-departure assistance in countries of asylum and

protection and reintegration assistance from UNHCR and partners in Sudan; and

- support to spontaneous returnees: those registered refugees who opt to return on their own without voluntary repatriation forms will be assisted in their communities through community-based reintegration projects. UNHCR estimates that more than 70,000 refugees have already returned spontaneously to Sudan, while many more in countries of asylum have expressed their desire to return home immediately.

## **2. Supporting sustainable return**

UNHCR will strengthen returnee monitoring by enlarging its capacity, improving its monitoring methodology and extending its outreach through partnerships with local authorities, NGOs and community organizations. Human rights abuses related to, *inter alia*, land disputes, sexual or gender-based violence and problems in obtaining access to justice will be addressed by seeking solutions in conjunction with local authorities to ensure the rights of the returnees are respected. Information collected through returnee monitoring, together with village assessments, will be critical for the operation and for the wider compilation of country of origin information. This information will be disseminated in mass-information campaigns directed at potential returnees. According to the UN's Return and Reintegration Policy for IDPs to Southern Sudan of October 2006, programmes will be linked to and take into account the priorities and timeframes for long-term area-based recovery programmes in order to ensure a smooth transition from reintegration activities to longer-term recovery. In this regard, continued efforts will be made by UNHCR to ensure coherence and timeliness in the design and delivery of reintegration assistance. However, priorities will vary according to local needs, and UNHCR's community-based reintegration projects will target only unmet critical needs which

are not covered by other UN agencies or NGOs and are part of local government priorities. UNHCR is also responsible for leading and coordinating activities concerning the return of 15,000 IDPs from Blue Nile to Southern Sudan and 10,000 from Yei to Bor.

## **3. Protection of IDPs in Khartoum and Blue Nile State**

In 2007, UNHCR and its partners will fill a fundamental gap with regard to the protection of IDPs in and around Khartoum. UNHCR will monitor their human rights situation; help them make informed return decisions by disseminating accurate information on areas of origin; ascertain the voluntary nature of returns to Southern Sudan; and facilitate the return of IDPs to certain selected areas in Eastern and Western Equatoria in coordination with partners, the Government of Southern Sudan and state authorities. The Office will also provide protection training to the relevant authorities, NGOs, other partners and the IDPs themselves.

## **4. Activities by sector**

### **Protection, Monitoring & Coordination**

UNHCR monitors, in collaboration with other agencies, returnee movements, access to justice, land and property; employment, health and education facilities; and has developed a comprehensive training programme, which includes training for local institutions. The establishment of an adequate protection presence in the main areas of return is crucial to ensure appropriate monitoring.

In order to ensure a return in safety and dignity and that returnees enjoy their basic rights, a number of activities will be undertaken. These will include:

- strengthening protection networks in communities of return;
- addressing protection issues faced by returning populations;

- returnee registration, “go-and-see” and “come-and-inform” visits;
- providing support at way stations and transit centres and, when necessary, security escort for convoys;
- training on land and property restitution and peace building;
- mine-risk education, mine surveys and clearance in priority return areas.

### Legal Assistance

UNHCR will train the law enforcement organs of the Government, the judiciary and other stakeholders to adequately set up legal mechanisms which address the rights of returning refugee and internally displaced populations in accordance with Sudanese law and international human rights standards.

### Domestic Needs

UNHCR will provide initial assistance to help returnees to settle back in their communities as follows:

- distribution of non-food items (blankets, plastic sheets, sleeping mats, mosquito

nets, jerry cans, kitchen sets, water buckets and soap) to all returnees assisted by UNHCR;

- distribution of 15,000 sanitary kits for women;
- supply of wood for communal kitchens.

### Transport/Logistics

In order to facilitate the transport and return of refugees from countries of asylum and of IDPs, several one-off capital investments will be required for vehicles and mechanical workshops, without which the repatriation operation becomes costly and difficult to sustain. Although road transport will be used for the majority of return movements, transport by air or by boat will be offered to some refugee groups given the long distances involved, cost, time and poor or non-existent road infrastructure. In this sector, UNHCR, wherever possible, will be in partnership with IOM on a 50 per cent cost-sharing basis.



A group of 54 Southern Sudanese refugees on their way home from the Central African Republic to return to Tambura, in Southern Sudan. *UNHCR/N.Rost*

## **Water (non-agricultural)**

The following activities will be carried out:

- rehabilitation and construction of 65 boreholes;
- Installation of 72 ordinary hand pumps and digging of 12 deep wells;
- sensitization and training of 200 selected returnees and host communities on the proper and efficient use of water;
- maintenance of 15 water systems in transit centres.

## **Sanitation**

With regard to sanitation, UNHCR will ensure that basic standards are maintained in all way stations and transit centres and that communities are assisted with basic sanitation infrastructure:

- maintenance of sanitation blocks consisting of latrines and showers constructed in 2006 in all way stations;
- distribution of tools to dig pit latrines and family waste disposal pits to vulnerable returnee families;
- construction and maintenance of 200 pit latrines in all social facilities assisted by UNHCR;
- County-level community sanitation and health seminars and training of trainers.

## **Health/Nutrition**

UNHCR will ensure the following:

- rehabilitation of 60 health clinics;
- provision of essential drugs and first aid equipment for rehabilitated health clinics;
- training sessions, awareness raising campaigns on landmines, Sexual and gender-based violence, HIV/AIDS and malaria.

## **Shelter/Other infrastructure**

UNHCR will ensure that basic infrastructure will be in place to ensure return and to assist returnees build their own homes through:

- spot repairs on selected feeder roads, airstrips and bridges;
- maintenance of way stations in Jonglei and Equatoria states.
- training in environment-friendly construction methods.

## **Community Services**

In coordination with other partners, UNHCR will undertake activities for groups with special needs such as women, older and disabled people, etc. Community centres are to be used for training, counselling, the organization of women's activities including skills training and recreational activities as part of the reconciliation and integration processes, as well as peacebuilding activities. In particular, UNHCR will ensure that:

- community-based groups are established to promote human rights and socio-economic activities in the communities;
- women's groups are supported;
- groups with special needs, such as the elderly, children including adolescents, etc., are identified and assisted;
- participatory assessments are carried out and involve and consult women, men, girls and boys;
- training workshops on issues such as gender, age, sexual and gender-based violence and female genital mutilation are carried out with the participation of heads of households and community leaders.

## **Education**

UNHCR considers that education is crucial to improve protection and help reintegration. UNHCR and its partners will:

- rehabilitate 30 primary schools;
- provide school supplies, furniture and equipment in areas not covered by UNICEF;
- train or organize refresher courses for primary school teachers; provide vocational training (wood workshop);
- support the Multi-Training Centre in Juba.



## Food

UNHCR will provide food for returnee groups with special needs in way stations and transit centres.

## Income Generation

In order to assist with initial reintegration, UNHCR will organize income-generating activities, ensuring that:

- 500 families participate in income-generating start-up activities such as sewing, poultry, soap-making and brick-making;
- Skills training is offered to host communities and returnees.

## Impact

UNHCR expects that, as a result of its operation:

- Sudanese refugees and IDPs make well-informed decisions on whether or not to return to Southern Sudan.
- Return is made safe and dignified through protection and assistance at pre-departure, in transit and in areas of return, especially for vulnerable groups including women, elderly, children and adolescents.
- Refugee and IDP returnees are able to reintegrate into their communities and tensions between returning and receiving communities are minimized or non-existent, as UNHCR's community-based

reintegration projects in areas of return benefit the population as a whole.

- The rights of IDPs in and around Khartoum are protected through systematic monitoring and intervention on their behalf.

## Challenges

Against a backdrop of landmines, human rights abuses and the almost total destruction of infrastructure and services, ensuring return and reintegration in safety and dignity and contributing to rebuilding economic, social, civil and political life are major undertakings, not just for UNHCR but for all partners involved. Progress has been made but more needs to be achieved to pave the way for long-term stability. Among the major challenges that UNHCR faces are:

- managing the heightened expectations of refugees to return;
- monitoring and supporting spontaneous returns;
- sustaining UNHCR's involvement in reintegration activities in main return areas, particularly where early recovery programmes are yet to kick-off;
- aligning operational priorities and activities with funding realities;
- mobilizing adequate resources to support return and reintegration;
- unexpected and frequent security constraints.

## Organization and implementation

### UNHCR's presence

Staff needs for this operation in Sudan and in countries of asylum are:

<b>Number of offices</b>	19
<b>Total staff</b>	268
<i>International</i>	68
<i>National</i>	200
<i>UNVs</i>	32
<i>JPOs and deployees</i>	To be determined

## Coordination

UNHCR will continue to operate within the humanitarian framework set out in the 2007 UN and Partners Work Plan for Sudan and contribute to inter-agency efforts to develop comprehensive policies, guidelines and standards for the protection, return and reintegration.

UNHCR will coordinate the return and reintegration of displaced populations with the High-Level Policy Committee of the Humanitarian Aid Commission of the Government of National Unity, the Relief and Rehabilitation Commission of the Government of Southern Sudan, and the United Nations. UNHCR is a member of the Joint Planning Task Force that serves as the working-level group to develop detailed operational plans and oversee their implementation in 2006-2007.

UNHCR will also continue to use existing UN coordination structures, such as the return and reintegration as well as protection working groups to coordinate contributions to the joint plan.

## Partners

### • Government agencies

State-level departments (Health, Water, Agriculture and Education)

Southern Sudan Relief and Rehabilitation Commission (Government of Southern Sudan)

Humanitarian Aid Commission (Government of National Unity)

### • NGOs

Adventist Development and Relief Agency – South Sudan (ADRA-SS)

African Development and Emergency Organization (ADEO)

*Aktion Afrika Hilfe-International* (AAH-I)

American Refugee Committee (ARC)

Association for Aid and Relief – Japan (AAR-J)

Association of Christian Resource

Organization for South Sudan (ACROSS)

Church Ecumenical Action in Sudan (CEAS)

Danish De-mining Group (DDG)

German Development Services (DED)

International Medical Corps (IMC)

International Relief and Development (IRD)

International Rescue Committee (IRC)

INTERSOS

Islamic Relief Worldwide (IRW)

Japan International Volunteer Centre (JVC)

*Johanniter –UNFALL – HILFE* International Assistance (JUH-IA/TJS)

Norwegian Peoples Aid (NPA)

Peace Winds Japan (PWJ)

Save the Children – USA (SC-US)

Southern Sudan Relief and Rehabilitation Commission (SSRRC)

Southern Sudan Relief and Rehabilitation Commission (SSRRC)

Sudan Health Association (SUHA)

World Vision International (WVI)

### • Other

*Deutsche Gesellschaft für Technische Zusammenarbeit*

FAO, ICRC, IOM, OCHA, UNDP, UNFPA, UN Habitat, UNICEF, UNJLC, UNMAS (United Nations Mine Action Services), UNMIS, UNV, WHO, WFP

## Total requirements (in USD)

Southern Sudan - Budget requirements for 2007	
Sector	(USD)
Protection, Monitoring & Coordination	16,918,374
Food	235,301
Transport / Logistics	8,650,000
Domestic Needs/Household Support	1,950,310
Water (non-agricultural)	780,459
Sanitation	1,325,736
Health/Nutrition	1,233,289
Shelter / Other Infrastructure	2,721,267
Community Services	2,257,823
Education	1,895,438
Income Generation	305,600
Legal Assistance / Protection	5,068,169
Operational Support (to Agencies)	4,934,597
<b>Total Operations</b>	<b>48,276,363</b>
<b>Programme Support</b>	<b>4,482,017</b>
7% Indirect Cost*	3,379,345
<b>TOTAL</b>	<b>56,137,725</b>

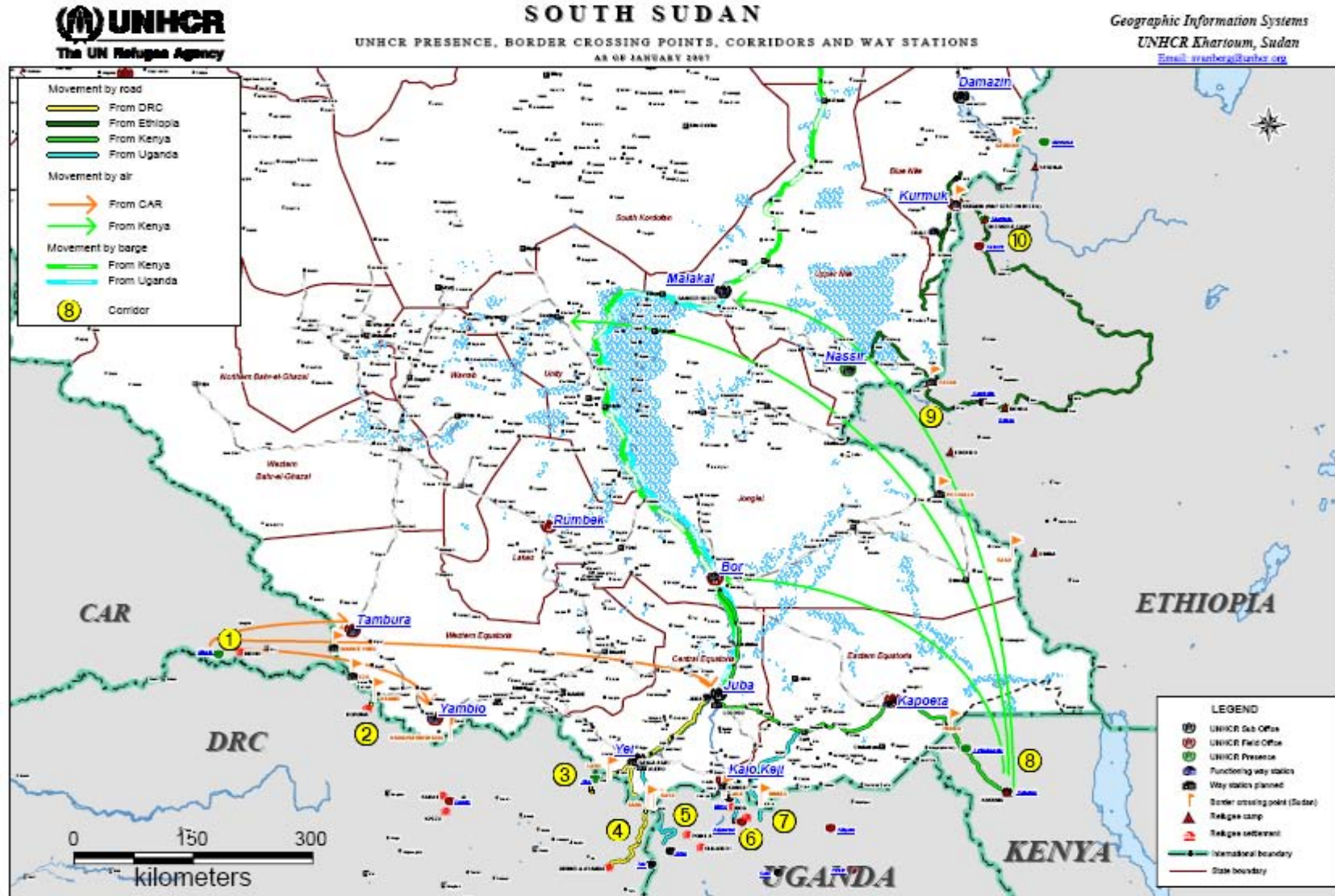
\*A 7 per cent cost has been added to the total operational requirements to meet UNHCR's indirect support costs.

## Funding overview for 2006

The overall requirements for UNHCR's operations in Southern Sudan in 2006 was USD 65,863,243. UNHCR is grateful to the following donors for their generous contribution to the operation:

Donor	Amount in USD
African Union	100,000
Belgium	658,762
Canada	2,871,930
Denmark	2,778,284
Estonia	64,232
European Commission	1,209,190
Germany	804,330
Italy	628,141
Japan	12,000,000
Luxembourg	302,297
Norway	909,091
South Africa	211,475
Spain	3,102,252
Sweden	753,769
Switzerland	413,223
Common Humanitarian Trust Fund – Sudan	13,809,773
United States of America	19,000,000
Florindon Foundation	95,420
Private individual donors (Australia)	62,255
Private individual donors (Japan)	63,719
Sinitus AG	152,931
Private individual donors (France)	128,535
<b>Total Fresh Contributions</b>	<b>60,119,609</b>
Carry Over from 2006	2,615,202
Other income and transfers	1,041,569
<b>Total Fresh Contributions</b>	<b>63,776,380</b>

# Map



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.  
Sources: UNHCR, Global Insight digital mapping - © 1998 Europa Technologies Ltd, UNLC-PAO. This map is under development. Kindly address your corrections to [svanberg@unhcr.org](mailto:svanberg@unhcr.org).