

# Annual Results Report

**2023**

**Sudan**

## Acknowledgements

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# Section 1: Context and Overview

## 1.1 Changes to the Operational Context

Since April 2023, the political and socio-economic situation in Sudan deteriorated. There is widespread destruction of public service infrastructure in Khartoum, the Darfur and Kordofan States. Basic services like health and education have been disrupted, commodities are limited, supply chains interrupted, and inflation is rampant. Widespread looting and active aerial and ground offensives make the situation volatile and unpredictable. Seasonal agricultural activities were disrupted affecting already dire food insecurity. Multiple attempts to facilitate talks and negotiate a ceasefire have had little lasting success and the outlook of progress towards peace in 2024 is not encouraging.

By mid-December 2023, the conflict had escalated to Al-Jazirah State displacing over 500,000 people. There are concerns the conflict will spread to eastern States in 2024. In some areas, like the Darfur region, pre-existing ethnic tensions are resurfacing and are being used to garner support for various parties. There are increasing reports of human rights violations, sexual and gender-based abuse and ethnically fueled killings.

By end-December, over 9 million Sudanese were internally displaced with over 1 million people seeking safety in neighboring countries. Another 200,000 refugees and asylum-seekers already in Sudan were re-displaced within Sudan.

In mid-2023, UNHCR reestablished its presence in safer areas mostly in the East and opened new offices in strategic locations to assist the newly displaced. Responding to the emergency has been the priority while keeping regular programmes towards protection and solutions where the security situation allowed. UNHCR scaled up its operational response for IDPs, its leadership of Clusters in the IASC framework and reactivated the Camp Coordination and Camp Management (Site Management) Cluster. UNHCR has focused on strengthening community-based protection approaches to reach forcibly displaced people and their hosting communities.

## 1.2. Progress Against the Desired Impact

### 1. Impact Area: Attaining Favorable Protection Environments

**Refugees, asylum seekers, and stateless persons in Sudan enjoy their rights in line with national, regional, and international pledges, standards and fair protection procedures.**

Indicators	Population Type	Strategy Baseline	Actual (2023)
1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	76.01%	44.13%

Sudan has a long open-door policy tradition of hosting forcibly displaced for more than five decades. The conflict did not prompt an official change in policy but did cause a rapid and significant deterioration of the protection context for people living in Sudan. The conflict has displaced 6 million Sudanese internally and other forcibly displaced moved to safer locations of their choice. UNHCR believes the majority of the registered 1.1 million refugees and asylum-seekers are still in Sudan with an estimated 963,000 refugees and asylum-seekers end-2023. Where the conflict was intense urban refugees and asylum-seekers sought refuge in camps for access to services and security. This strained services in the camps leading to UNHCR reprioritizing and relocating resources to ensure additional needs.

Despite the conflict some 12,000 from Eritrea and Ethiopia arrived seeking asylum in Sudan. No deportation or refoulement was reported from Sudan in 2023.

Though many people could self-relocate, others are still stranded in conflict areas with limited available services and increasing protection risks. Facilitated relocation was not feasible in the current context. The overall breakdown of law and order has heightened people's vulnerability to further protection risks. As the conflict continues and expands the protection situation for Sudanese and other forcibly displaced people will further deteriorate.

UNHCR continued its advocacy and collaboration with key government counterparts to ensure safety and well-being of all forcibly displaced. Registration was halted for several months and wasn't possible in some states. In accessible states registration, documentation, RSD, legal aid, and counselling continued albeit as slower pace. In other areas remote protection monitoring was introduced and engaged local partners to mitigate increased protection risks for forcibly displaced. Hotlines were introduced to provide information on available services and assistance.

### 2. Impact Area: Realizing Rights in Safe Environments

**Refugees, asylum seekers, and IDPs progressively achieve self-reliance through gradually increased socioeconomic inclusion and access to multi-sectoral services to meet their needs and improve their wellbeing.**

Indicators	Population Type	Strategy Baseline	Actual (2023)
2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	84.74%	74.72%

To address the changes in operational and protection situation in Sudan, UNHCR together with its partners adopted a pragmatic and flexible Programme to suit the emergency context. UNHCR scaled-up and strengthened the use of cash-based interventions as a priority modality of assistance, service delivery, and protection. This positively impacted the accessibility of humanitarian services and realization of individuals' rights in a dignified manner and contributed to reducing protection risks. Through community and area-based approaches and conflict-sensitive programming, the operation delivered essential life-saving interventions such as enabling access to primary health care, water, and education in coordination with line

ministries. UNHCR provided critical shelter and non-food and targeted support to people with specific needs. Within the inter-agency coordination framework, UNHCR led the Protection, Shelter and Non-food Items and Camp Coordination and Camp Management clusters and co-led the refugee response together with the Commission for Refugees (COR). To enhance the delivery of assistance to hard-to-reach areas, UNHCR is participating in an inter-agency cross-border initiative from Chad to the Darfur states to provide critical life-saving interventions and assistance.

### 3. Impact Area: Empowering Communities and Achieving Gender Equality

**Refugees, IDPs, and returnees actively participate in informed decision-making and processes that affect their lives and create a positive living environment for themselves and host communities.**

Indicators	Population Type	Strategy Baseline	Actual (2023)
3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	37.75%	29.33%
3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	7.04%	6.07%

In 2023, despite the challenges the conflict brought to people in Sudan and the disruption of traditional social and community structures, UNHCR supported 11 refugee-led organizations and sought to establish more to support participation and inclusion. Refugee-led organizations are organizations, groups or initiatives comprised of and led by refugees or asylum-seekers which identify location- and context- specific needs and responses which enable inclusive participation of people we serve in actions affecting them and promotes self-reliance.

UNHCR expanded its community-based approach by strengthening existing and creating new community-based protection networks across Sudan. These networks serve as 'eyes-and-ears' on the ground by engaging with their communities, reporting on common protection concerns, identifying people with specific needs and providing information and messages. These networks have become a vital means of communication between UNHCR and the people it serves especially in hard-to-reach areas and conflict zones in Sudan, where humanitarian actors have had limited access.

UNHCR also established multi-purpose community centers where comprehensive protection services and assistance can be provided by UNHCR and/or specialized partners, while also providing a safe space for community discussion and engagement. The concept of multi-purpose community centers will be expanded to areas where there are high numbers of forcibly displaced people where services are also available to hosting communities. These centers will further enable inclusive community engagement and improved inter-communal relations where resources and services are scarce.

### 4. Impact Area: Securing Solutions

**Refugees, IDPs, and returnees benefit from improved conditions in areas of potential local integration or return and an increasingly enabling environment towards solutions across the humanitarian-development-peace nexus.**

Indicators	Population Type	Strategy Baseline	Actual (2023)
4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	497	241
4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	364	0

The conflict in Sudan significantly impacted the population and triggered massive displacement of Sudanese nationals, refugees and asylum-seekers and others internally and to neighboring countries. The protection environment and access to forcibly displaced people became difficult as UNHCR and its partners' ability to secure sustainable solutions. Pre-conflict significant progress made in White Nile, Blue Nile and Gedaref States strategically earmarked for solutions and inclusion programmes. With the refocus to humanitarian assistance these programmes were impacted.

In 2023 about 435,000 refugees and asylum-seekers spontaneously returned to their country of origin under adverse circumstances. The majority to South Sudan (418,514) with smaller numbers to Chad, Central African Republic and Ethiopia. Over 14,000 refugees and asylum-seekers particularly from the Kordofan and Darfur regions have requested UNHCR and the Sudan's Commission of Refugees to facilitate return to their countries of origin, which UNHCR is addressing with countries of origin and headquarters' divisions. UNHCR Sudan is planning to conduct an intention survey in accessible locations to assess if other refugees and asylum-seekers wish return to their countries of origin.

To enhance peaceful co-existence among forcibly displaced and host communities several projects were implemented in Sudan benefitting both communities which also promoted the inclusion of vulnerable individuals to receive in-kind and cash assistance. Unfortunately, given the situation and associated challenges UNHCR was unable to further its goal for greater inclusion of refugees and asylum-seekers into national system and promote local integration.

## 1.3 Challenges to Achieving Impacts

Conflict and shrinking humanitarian access did not enable a favourable protection environment. The breakdown of fragile public services resulted in reduced access and capacities to provide an effective response. There was also the breakdown of law and order and inability of law enforcement to provide protection from or prevent criminal activities. The presence of large numbers of forcibly displaced in resource and capacity scarce areas exacerbated intercommunal or ethnic tensions.

Limited humanitarian access and looting of assets and infrastructure affected UNHCR's ability to deliver essential life-saving assistance. Bureaucratic impediments like lengthy customs clearance, visa approvals, travel permits and insecurity also impacted assistance delivery. There were supply chain disruptions, inflation, unavailability of basic commodities increased malnutrition rates and related deaths, disease outbreaks, and reduced primary health care access. Bank closures and liquidity issues also impacted timely Programme delivery. Poor communication and connectivity affected communication with communities and partners. Seasonal impediments delayed personnel missions and cross-border logistics.

The conflict stalled progress made in previous years to promote community empowerment and gender equality. Constant displacement and lack of access affected sustainability of community empowerment programmes. Increasing efforts towards localization can improve effectiveness of empowerment initiatives.

UNHCR The conflict worsened the protection environment to secure local solutions, like in the Darfur region. The IGAD-led solution initiative for Sudan and South Sudan and Central African Republic Solutions platform were deprioritized due to the conflict.

## 1.4 Collaboration and Partnerships

UNHCR pursued a multi-sector approach to strengthen collaboration with all stakeholders in the triple nexus to ensure the delivery of assistance to forcibly displaced in an emergency context. In line with interagency coordination frameworks, UNHCR leads the Protection, Shelter and Non-food items and Camp Coordination

and Camp Management clusters for the IDP response, while UNHCR and Sudan's Commission of Refugees co-chair the Refugee Consultation Forum at national and the sub-national level

UNHCR developed its Programme in a consultative and collaborative manner with government entities, implementing and operational partners and the people it serves. It signed partnership agreements with six government agencies, 19 international NGOs, six national NGOs and a UN agency. Memoranda of Understanding were signed with WFP, UNICEF, ILO, ICRC and UNDP. UNHCR worked and coordinated with other UN agencies in Sudan implementing joint initiatives such as PROSPECTS for livelihoods, data sharing with ICRC among others.

After April 2023, UNHCR drafted a specific Crisis Response Plan which adapted the multi-annual Programme to the emergency context. In line with this plan, UNHCR reprioritized its programmes, shifting resources to accessible and new operational areas with most needs jointly with partners and donors.

UNHCR leveraged its existing partnerships to maximize the limited resources available to ensure uninterrupted Programme delivery. UNHCR strengthened partnerships and engagement with national NGOs, line ministries and other government counterparts in three key life-saving sectors protection, health and water, sanitation and hygiene particularly for the refugee response. Also 11 organizations led by forcibly displaced were supported to implement small projects in camps and informal settlements for forcibly displaced people.

UNHCR worked closely with the Government of Sudan to implement its Global Refugee Forum (GRF) pledges and participation in the 2023 GRF, despite the challenges that arose from the conflict.



## Section 2: Results

### 2.1. Outcomes and Achievements

#### 1. Outcome Area: Access to Territory, Reg. and Documentation

**Government of Sudan's protection of civilian mechanism supported and strengthened for better results in the protection of civilians**

**Refugees and asylum seekers have unhindered access to territory, are biometrically registered and receive relevant documentation and Reception services in line with Government and UNHCR standards**

#### Progress Against the Desired Outcome

In March 2023, Sudan had over 1.1 million refugees and asylum-seekers registered in its territory. The majority were from South Sudan (70.6%), followed by Eritrea (12%), Syria (8.2%), Ethiopia (6.3%), CAR, Chad Yemen and other nationalities. Over 58% of refugees and asylum-seekers lived in camps with others living with hosting communities. End-2023, over 960,000 refugees and asylum-seekers were in Sudan of which over 900,000 were registered (158,000 during 2023) with the rest not previously registered pre-conflict. At year-end, 80% of refugees and asylum-seekers lived in camps showing a clear shift in location demographics since the conflict started.

Individual registration, jointly done by UNHCR and Sudan's Commission of Refugees stood at 77%, while biometric enrolment was at 55% of eligible refugees and asylum-seekers aged five and above. Government-issued IDs reached 21% of refugees aged 16 years and above. Pre-conflict UNHCR planned to roll out ID card issuance in White Nile and Darfur State which would have increased the ID card coverage. It was not feasible post-conflict with access issues and looting of equipment. As a mitigation measure, refugees were issued a photo slip as identification to enable protection while waiting for the issuance of refugee ID card.

Since April, the conflict forcibly displaced refugees and asylum-seekers in Sudan and millions of Sudanese within the country and beyond its borders. Due to insecurity and the relocation of staff, individual registration which includes biometric enrolment and document issuance were stopped countrywide in the second quarter of 2023. Registration resumed in eastern Sudan albeit at a slower pace and in a phased approach due to security constraints and loss of equipment. For forcibly displaced who self-relocated, UNHCR maintained regular communication to inform them where to seek services and assistance.

To support the first-line emergency response to the re-displacement of refugees and asylum-seekers, population movements were mapped and estimated. The map-estimations at gathering sites were followed by emergency data collection at household level to support the next phase emergency response. In subsequent phases, registration teams in the field verified refugee and asylum-seeker populations identifying those who were not registered. In August, household registration activities followed by individual registration, biometric enrolment, and issuance of refugee documentation. Unfortunately, in September the authorities halted any registration activities across the country.

UNHCR and neighbouring country operations developed systems to identify refugees who fled there. This enabled UNHCR to update its refugee records and allowed the data transfer to receiving country offices enabling forcibly displaced access to protection and assistance.

#### 2. Outcome Area: Status Determination

## People with international protection needs have access to fair and efficient asylum procedures according to international and regional standards.

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	32.00	32.00	32.00
2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim	Refugees and Asylum-seekers	84.78%	90.00%	75.00%

## Progress Against the Desired Outcome

The Government of Sudan maintained an open border policy for arriving refugees and respect for the principle of non-refoulement. Refugee status determination (RSD) activities were undertaken by Sudan's Commission of Refugees (COR) and supported by UNHCR. In the first quarter, 1,037 number of RSD cases were adjudicated by COR in Khartoum, yet with the start of the conflict and destruction of offices facilities in Khartoum a lot of data was lost. In 2023, close to 2,700 cases comprising mainly Eritreans and Ethiopians were adjudicated.

In the East, RSD continued in Shagarab refugee camp, Gedaref State with dedicated RSD staff such as adjudicators and interpreters. UNHCR has an appeal board dealing with first and second instance appeals comprised of various authorities including COR with UNHCR in an observer function. In the last quarter, a verification mission ascertained the RSD backlog stood at approximately 2,400 asylum application at first instance awaiting action. UNHCR drafted a plan with COR to address this backlog and strengthened CORs capacities with additional staff and a solar power system to address the lack of electricity.

UNHCR developed specific nationality-based guidance for RSD processing to assist field offices in handling the various profiles, many of whom were secondarily displaced from other areas. UNHCR also continued its capacity building of COR adjudicators and staff to enable effective and fair processing of asylum claims and appeals in line with international standards.

## 3. Outcome Area: Protection Policy and Law

### National refugee framework is aligned with the GRF commitments

Refugees and asylum seekers caught in mixed flows enjoy access to asylum procedures and related services

Risks of statelessness are reduced, and statelessness is resolved equitably for men and women.

The national refugee management and coordination is functional and capacitated

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol	Refugees and Asylum-seekers	Progressing towards alignment: 70-89 points	Broadly aligned: =90 points	Broadly aligned: ≥90 points
3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness	Stateless Persons	Not yet aligned: ≤69 points	Broadly aligned: =90 points	Broadly aligned: ≥90 points

## Progress Against the Desired Outcome

Sudan is party to relevant global and regional refugee and human rights conventions and treaties, including the 1951 Convention (with a reservation on Article 26), its 1967 Protocol and the 1969 OAU Convention. Sudan also has an Asylum Processing Act (2014). Despite conflict and sporadic border closures between Sudan and its neighboring countries, some 12,000 people in need of international protection have been able to seek asylum in the country.

In spite of the critical shortage of basic public services due to the conflict and a notable reduction in the presence of humanitarian partners in many parts of the country, UNHCR maintained its coordination and advocacy with its key interlocutors, Sudan's Commission of Refugees, the Humanitarian Aid Commission (HAC) and other relevant government counterparts in locations to ensure the continued safety and well-being of forcibly displaced people.

### 4. Outcome Area: Gender-based Violence

**Incidents of SGBV and PSEA among forcibly displaced people are reduced, prevented, and victims are supported**

#### Progress Against the Desired Outcome

Although there were some reports of gender-based violence (GBV) incidents, UNHCR believes they are vastly under-reported due to stigma and limited services available to survivors. Among the reported cases the most common risks of GBV faced are rape, sexual harassment, physical violence, domestic and intimate partner violence, early marriage, and traditional practices like female genital mutilation. Economic and emotional violence and conflict-related sexual violence were also reported. The magnitude and nature of the violence was exacerbated after the onset of the conflict. Rape has been reportedly used in certain hotspot conflict areas resulting in large numbers of survivors with significant difficulties to access services and support in a timely manner.

GBV risks are compounded by inadequate lighting in places of displacement, limited access to electricity, long distances to collect firewood or water and limited number of adequate gender-segregated facilities. Insecurity and movement restrictions are also aggravating circumstances. Together with the overall deterioration of the security and socio-economic situation of Sudan with limited access for humanitarian actors, it is believed negative coping and sexual exploitation and abuse could be triggered.

Prior to the conflict, UNHCR implemented a range of activities to support the prevention and response to GBV such as capacitating community-based networks to identify survivors or people at-risk. UNHCR and its partners had referral pathways in place and were implementing small-scale projects to promote social cohesion and highlight the implications of GBV on survivors and their communities. Many such projects were interrupted by the conflict and the displacement of people made it difficult to continue some critical actions for those on the move.

Despite this disruption, community networks identified and referred survivors for specialized services where this was feasible and services available. In the Darfur states, for example, UNHCR supported some 100 GBV survivors with various forms of assistance. Where feasible community members were trained on the prevention and response to GBV such as mapping referral pathways, identifying behavior patterns and change, legal remedies and general awareness raising on the subject. Partners were also engaged to provide legal assistance to GBV survivors.

To improve the response, UNHCR trained focal points on the GBV case management modules available in its refugee database ProGres v4. UNHCR also worked closely within the inter-agency coordination framework to align responses and planned for the roll out of GVIMS in four refugee hosting states when the situation improves.

### 5. Outcome Area: Child Protection

**By 2025 80% of separated refugee children have access to national childcare systems**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	68.86%	75.00%	29.76%
5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	29.00%	30.00%	89.28%

**Progress Against the Desired Outcome**

Despite the conflict in Sudan and related challenges of access, UNHCR sought to strengthen its child protection case management systems. Best Interest Procedures (BIP) were initiated for 9,823 children and they were referred to specialized service providers who provided a range of support such as individual cash assistance, material support, legal assistance, medical care, psychosocial support, and education. Notably close to 70% of the planned target was achieved in 2023, in quite challenging circumstances.

At the start of the year, UNHCR conducted Training of Trainers on the child protection module for case management in UNHCRs database ProGres V4 to the child protection focal points in all field locations. This also enabled the harmonization of in the application of child protection BIP guidelines and the use of standardized tools in child protection case management.

Additionally, UNHCR and partners made alternative care arrangements for 7,257 unaccompanied and separated children in 2023. To prevent, respond, and mitigate risks to children at risk, UNHCR together with other child protection partners established new community-based protection networks where these did not exist previously. The members of these networks were trained on their roles and responsibilities and how to identify, report, and where to refer child protection cases to specialized service providers. This has promoted community empowerment and strengthened community networks to address needs of children.

**6. Outcome Area: Safety and Access to Justice****Refugees and IDPs have access to legal assistance and legal remedies improved****Progress Against the Desired Outcome**

UNHCR worked with government counterparts and its partners to provide legal assistance and counselling to 26,000 forcibly displaced people with counselling on legal issues, support for arrest, detention and physical protection, and documentation restitution.

Partners trained over 400 government officials like police, civil registry, prison authorities, judiciary, and prosecutors. UNHCR advocated and sensitized authorities on maintaining the civilian character of asylum and peaceful co-existence between forcibly displaced and hosting communities. An assessment on documentation needs and challenges for South Sudanese refugees was completed in White Nile State resulting in additional counselling of affected populations. Forcibly displaced were supported or represented in courts for criminal cases, on civil documentation, civil and personal law and with arrest and detention. Mediation between refugees and hosting communities were also conducted. Legal assistance was expanded to cover new areas of displacement like Northern, River Nile and Al Jazirah states to support forcibly and secondary displaced. Legal seminars for 1,698 people were conducted in the Darfur states on Sudanese criminal law, legal proceedings, child protection laws relevant, refugees' rights, and traditional justice mechanisms. A workshop on alternative justice mechanisms was held for Sultans and other community leaders in East and North Darfur. Community awareness raising on access to civil documentation and housing, land and property rights took place where access was feasible.

## 7. Outcome Area: Community Engagement and Women's Empowerment

**By 2025, mechanisms for accountability to all forcibly displaced people in Sudan are in place and functioning.**

**Camp coordination and camp management mechanisms and systems efficient and functioning in all formal and informal collective**

**Peaceful coexistence, access to basic services and other essential needs improved in areas of origin and in areas hosting IDPs/refugees**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
7.1 Extent participation of displaced and stateless people across programme phases is supported.	Host Community	Limited: ≤39 points	Extensive: =70 points	Extensive: ≥70 points
7.1 Extent participation of displaced and stateless people across programme phases is supported.	IDPs	Limited: ≤39 points	Extensive: =70 points	Extensive: ≥70 points
7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	Limited: ≤39 points	Extensive: =70 points	Extensive: ≥70 points
7.1 Extent participation of displaced and stateless people across programme phases is supported.	Returnees	Limited: ≤39 points	Extensive: =70 points	Extensive: ≥70 points

### Progress Against the Desired Outcome

In 2023, UNHCR worked with community-based protection structures to prevent or reduce protection risks, mitigate, and address the consequences of violence, and build community resilience. UNHCR maintained contact with already established community-based protection networks (CBPN) in conflict-affected areas and networks were formed in new displacement locations like Northern State, providing them training and material resources to support their communities while in displacement. Care was taken to ensure gender balance in the formation of committees and support group. UNHCR also established multi-purpose community centres which serve as safe spaces, but also provided venues to receive comprehensive protection services and assistance including referrals to specialized services.

In remote and inaccessible areas, UNHCR relied on its wide network of CBPNs and other key informants to monitor and document protection incidents and trends used this information for advocacy and Programme planning. CBPNs have been instrumental in strengthening social cohesion and support peaceful co-existence between committees. For example, crop protection committees have been effective in resolving disputes within and between displaced and hosting communities.

CBPNs have played a vital role in supporting and protecting women. Since the start of conflict women's committee networks have supported and protected women in their communities by ensuring that women's specific needs are addressed. This includes enabling access to health care for survivors of gender-based violence and supporting each other with livelihood opportunities. Furthermore, female social workers have been instrumental in providing psychosocial support to women within the community.

## 8. Outcome Area: Well-Being and Basic Needs

**Forcibly displaced and stateless people with specific needs benefit from targeted services, including best interest procedures**

**More refugees and IDPs have their basic needs addressed to their satisfaction.**

**Safe and renewable energy services for refugees delivered through innovative programmes.**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
8.1 Proportion of people that receive cash transfers and/or non-food items	IDPs	13.59%	15.00%	5.89%
8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	44.56%	50.00%	27.04%
8.1 Proportion of people that receive cash transfers and/or non-food items	Returnees	1.77%	4.00%	3.38%

## Progress Against the Desired Outcome

The operation supported close to 620,500 people with multi-purpose cash and other non-food item assistance.

Multi-purpose cash totaling f USD 4.2 million was received by 12,476 households comprising of 10,983 IDP and 1,493 refugee households in newly displaced areas such as Jazira, Red Sea and Northern states and in hard-to-reach areas such as North Darfur. UNHCR delivered cash in partnership with its financial service provider and partner as cash-in-envelope and with prepaid ATM cards. The initial transfer value of USD 35 per person per month was revised upward to US 45 after the conflict. Partners were responsible for beneficiary selection and targeting, establishing complaints and feedback mechanisms, and identifying people with specific needs. Third party monitoring was responsible for post-distribution monitoring (PDM), which was possible in White Nile, Northern and Blue Nile states. Most people reported that cash helped to improve living conditions and reduced other financial burdens, with 98% reporting the cash helped meet basic food needs.

Non-food items (NFI) assistance reached 560,065 individuals (396,000 refugees and asylum-seekers and 164,065 internally displaced people) in 2023. A complete kit comprises plastic sheets, cooking sets, blankets, jerry cans, mosquito net, sleeping mats and solar lamps. While UNHCR contributed to almost the entire NFI assistance for refugees and asylum-seekers, UNHCR contributed about one-third to the IDP response along with other partners.

Newly internally displaced people and secondarily displaced refugees and asylum-seekers in hard-to-reach areas and states receiving high numbers of displaced were prioritized to receive NFIs due to their heightened vulnerability. NFI assistance in hard-to-reach areas was provided through cross line inter-agency convoys coordinated by OCHA and cross-border convoys from Chad to West Darfur and Central Darfur states. To enable the cross-border operations, UNHCR established a presence in Farchana, Chad with warehousing capacity. UNHCR also provided cooking fuel to 13,194 refugees and asylum-seekers. Post-distribution monitoring was conducted in Northern; White Nile and Blue Nile states and findings suggest that living conditions improved, notably in food preparation, sleeping arrangements and water storage.

## 9. Outcome Area: Sustainable Housing and Settlements

**The appropriateness of shelter and housing provided for refugees and IDPs is better tailored.**



## Progress Against the Desired Outcome

In 2023, due to large scale displacements, very high shelter needs and no opportunity for durable solutions, UNHCR's original longer-term settlement strategy using community-led initiatives for shelter construction was no longer viable. Instead, the shelter strategy moved to providing emergency shelter support. During the year, 168,420 individuals (20,600 households) received shelter assistance of which 103,000 were refugees and asylum-seekers and 59,770 were IDPs and 5,650 were from hosting communities.

UNHCR's shelter Programme included the distribution of emergency shelter kits comprising wooden pole, reed mat, shargani for roofing, rope and tools, family tents and cash for shelter. Communal shelters and tukuls (traditional shelters) were also constructed where appropriate. UNHCR's contributed mainly to the refugee response and contributed about one third to the IDP response along with other Cluster partners.

The secondary displacement of refugees and asylum-seekers mainly to White Nile State camps resulted in overcrowding and congestion. Therefore, tents were installed in Al Jameya and Um Sangour refugee camps and Al Ganaa refugee camps was expanded. A newly identified site (Abou Dolou) in the White Nile State was assessed to also accommodate these newly displaced people. Considering the topography and flood risks, it was decided to establish the settlement in a phased approach, however the relocation of forcibly displaced was put on hold due to risk of conflict spreading to the state. Secondary displaced refugees and asylum-seekers in Gedaref and Kassala were accommodated in existing camps. Close to 12,000 newly arriving refugees and asylum-seekers from Eritrea and Ethiopia moved to existing camps in Blue Nile, Gedaref and Kassala states and given family tents.

Two-thirds of internally displaced people (IDPs) live in host communities with others living in collective centres or informal settlements. Over 80% of collective centres are schools which are overcrowded. To decongest some of these sites, family tents were installed. The UNHCR-led clusters developed the "Guidance on IDP Sites in Sudan" and a "Common Position Paper on Relocation and Alternative Solutions to Gathering Sites" which were adopted at the Inter-cluster Coordination Group. This guidance is intended to promote safe and dignified hosting arrangement for forcibly displaced people in the host community and minimize the establishment of informal settlements or collective centres.

Cash for shelter was provided to expand, repair, upgrade and/or rehabilitate existing shelters which accommodated IDPs. Over 600 informal settlements were mapped and almost 200 sites assessed to understand the needs and gaps to inform prioritization and programming.

## 10. Outcome Area: Healthy Lives

### Health and nutrition services for refugees strengthened and health systems enhanced

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
10.1 Proportion of children aged 9 months to five years who have received measles vaccination	Refugees and Asylum-seekers	75.56%	80.00%	15.92%
10.2. Proportion of births attended by skilled health personnel	Refugees and Asylum-seekers	70.69%	100.00%	73.18%

## Progress Against the Desired Outcome

Despite the conflict, refugees and asylum-seekers could access primary health care and nutrition services mainly in accessible camps. Close to 830,000 out-patient consultations for refugees and over 190,000 consultations for Sudanese nationals were made. This is an estimated health facility utilization rate of 1 consultation/refugee/year which is within the standard. The consultations are above 75 per clinicians which is above the standard of <50 consultations/clinician/day, resulting in overcrowding at the facilities. Leading

causes of morbidity with refugees were upper and lower respiratory tract infections and malaria. More than 2,000 refugees benefitted from secondary and tertiary medical referrals.

Over 3,000 children were treated for measles and about 43,157 children under five were vaccinated against measles and rubella vaccine. Forcibly displaced people also received nutrition services and other health partners provided various medicines, supplies and vaccines. UNHCR trained health staff on its integrated Refugee Health Information System for improved data collection at the facilities and regular reporting.

Sexual and reproductive health services like family planning, ante- and postnatal care and basic emergency obstetric and neonatal care were available in refugee camps along with HIV treatment and care services. Antenatal care coverage is low at <60% compared with 2023 and is below minimum standards. The proportion of deliveries conducted by skilled personnel is 73%, also below the standard of over 95%. This is largely due to staff shortages and lack of qualified midwives. Vaccination coverage of children was 65% due to vaccine stock shortages and is lower than reported in 2022 (75%). HIV counselling and HIV testing services are available also for pregnant women to prevent mother to child transmission.

In refugee camps, partners provided nutrition services. Therapeutic and supplementary feeding programmes for the management of acute malnutrition for children under five and pregnant and lactating women were implemented to improve the refugee nutrition status. Over 10,000 children were admitted into therapeutic feeding programmes. Over 9,000 children and over 1,100 pregnant and lactating women were enrolled in supplementary feeding programmes. Nutrition screening among secondary displaced refugees and asylum-seekers in White Nile showed an extremely critical proxy global acute malnutrition rate of over 15% across the camps.

## 11. Outcome Area: Education

### Education services for refugees strengthened and education facilities improved

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	23.60%	30.00%	21.36%

### Progress Against the Desired Outcome

Inclusion of refugees' education into the national system was the broader goal alongside the provision of education services also in 2023. The overall number of refugee children enrolled in the national systems in formal primary and secondary education levels stood at 21% same as 2022. Refugee youth enrolled at the national tertiary level was only 0.30% and only ten tertiary-level students had completed their studies by the time the conflict erupted. Most learning institutions in Sudan stayed closed until year-end.

UNHCR's education services for refugees targeted primary, secondary and tertiary education in partnership with the Ministry of Education (MoE), tertiary institutions and partners. The education Programme comprised teachers' capacity building, salary payments, basic infrastructure rehabilitation, parent-teacher training, and the supply of teaching and learning materials and other school supplies such as uniforms. The MoE offered indirect financial support to keep refugee schools in some areas, where other financial support was provided for education in East Darfur through a joint project between UNHCR, UNICEF and ILO. The latter project established schools, provided teaching and learning materials and teacher training amongst others. Despite the overall investment in refugee education over 65% and 90% of primary and secondary school-age refugee children respectively are still out of school.

The overall enrolment in formal and non-formal primary education stood at 32% against the universal education standard at national level. The gross enrolment rate (GER) at the of girls stood at 47%. Secondary education recorded a marginal enrolment of a mere 0.1% of refugee children aged 15-18 years.



The low enrolment at the secondary level is attributed to refugee children enrolling in government schools whose data is treated as national statistics and not readily available for analysis signifying full inclusion on data at the secondary level.

## 12. Outcome Area: Clean Water, Sanitation and Hygiene

**Sufficient and improved WASH facilities and services are available for refugees**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
12.2 Proportion of people with access to a safe household toilet	Refugees and Asylum-seekers	37.00%	35.00%	27.86%

### Progress Against the Desired Outcome

Over 700,000 refugees and asylum-seekers population (85%) had access to safe drinking water through UNHCR's support for the operation and maintenance of existing water supply systems and water trucking in refugee camps. The average water supply per person per day was 14 litres which is below the minimum standard of 20 litres. In White Nile State, however, the average was even lower at 11 litres per person per day. After the influx of secondarily displaced refugees and asylum-seekers, water supply to the camps was provided by daily water trucking of 60m<sup>3</sup> and increase in pumping hours from 8 to 12 hours at all water treatment stations to meet the increasing needs. Also, 4.2km pipe network and five solar systems were upgraded by UNHCR in five refugee camps in White Nile State reducing daily fuel consumption by 127.5 litres and associated carbon footprint. Several WASH partners like UNICEF, NRC, MSF and the Ministry of Health supported with various water supply activities like the construction of three water treatment units, provision of water treatment chemicals, upgrading of 15 tap stands, pipeline network extension by 175m and provision of two generators (30kva) and two pumps in White Nile State.

Over 390,000 (35%) refugees and asylum-seekers had access to improved sanitation facilities. UNHCR constructed 1,455 emergency communal latrines and upgraded 530 communal latrines. Operational partners such as NRC, Plan International and MSF de-sludged 205 latrine pits and constructed 50 latrines. Operational partners also conducted 95 communal vector control campaigns like collection and safe disposal of garbage in refugee hosting states. There was a slight increase in latrine coverage from 32% in 2022 to 34% in 2023.

To enable refugee women and girls meet their menstrual hygiene needs, close to 150,000 women and girls of reproductive age were provided with hygiene items including soap, sanitary pads and underwear. UNHCR also provided soap to close to 500,000 individuals as part of general soap distribution to forcibly displaced. Other partners distributed hygiene kits in White Nile State. Over 500,000 refugees and asylum-seekers in camps in four states were reached with hygiene promotion activities on risk communication, cholera prevention and good general hygiene practices which were delivered by 140 hygiene workers who were recruited, trained and engaged alongside the State Ministry of Health.

## 13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

**Increased Self-reliance, economic inclusion and livelihoods for refugees, asylum seekers, IDPs, and host communities promoted**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
13.2. Proportion of people who self-report positive changes in their income compared to previous year	Refugees and Asylum-seekers	0.48%	2.00%	2.01%

## Progress Against the Desired Outcome

UNHCR supported close to 2,100 households comprising over 10,000 forcibly displaced and hosting communities in Gedaref state access livelihood opportunities of which about half were refugee and asylum-seekers. These projects included production of sorghum, millet and groundnuts promoting self-sufficiency and resilience amid a critical food insecurity situation across Sudan. They increased income, improved food security, nutrition and served to promote social cohesion between forcibly displaced and hosting communities easing some pressures on scarce resources.

UNHCR also developed joint country frameworks with FAO and UNDP in 2023 to promote coordination and inclusion of forcibly displaced into Programme planning and resource mobilization at various levels. For example, refugees and asylum-seekers received seeds (sorghum, millet and groundnuts) from FAO in White Nile, Gedaref and Darfur states in 2023 for agricultural production which will improve their food security in the coming seasons.

In January 2023, the Government of Sudan launched the National Durable Solutions Strategy benefitting forcibly displaced and hosting communities alike by including them in state and national planning frameworks and systems. The strategy provides forcibly displaced and their hosts with opportunities to implement durable solutions and create enabling conditions allowing forcibly displaced to rebuild their lives in safety and dignity, to break cycles of dependency, and to build social structures with communities hosting.

The Minister of Agriculture Production and Economic Resources committed more than 3,000 acres of land in Goda irrigation scheme, White Nile State, to support forcibly displaced engage in agriculture production if the irrigation canal is repaired. Investments here will cushion the disruption of crop production due to the conflict, enable forcibly displaced become less dependent and self-reliant all of which support economic inclusion overall.

## 14. Outcome Area: Voluntary Return and Sustainable Reintegration

**Voluntary repatriation in safety and dignity is actively facilitated for refugees and IDPs.**

### Progress Against the Desired Outcome

The protection environment became un conducive for the voluntary repatriation and sustainable reintegration of Sudanese refugee returnees and internally displaced people to their places of origin within Sudan. This negatively and significantly impacted the whole population including those refugee returnees who had returned in previous years, many of whom were displaced internally, with some likely fleeing to neighbouring countries once more.

The conflict has forcibly displaced more than one million Sudanese to neighbouring countries such as the Central African Republic, Egypt, South Sudan and Ethiopia in search of safety and protection. In addition, refugees and asylum-seekers were secondarily displaced both internally and to neighbouring countries, many returning to their countries of origin albeit under adverse circumstances.

There were reports of spontaneous returns of Sudanese refugees from Benishangul-Gumuz, Ethiopia to Blue Nile State. Some 2,500 were reported to have returned, but no assistance could be provided due to

location of return and access.

The activation of any tripartite agreements to facilitate any refugee returns from neighbouring countries was not feasible due to the conflict.

## 15. Outcome Area: Resettlement and Complementary Pathways

**Use of Resettlement and complementary pathways for lasting solutions to refugees hosted by Sudan and to expand the protection and humanitarian space for those who remain enhanced.**

Indicators	Population Type	Strategy Baseline	Target (2023)	Actual (2023)
15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	1,319	2,000	366
15.2 Average processing time from resettlement submission to departure under normal priority	Refugees and Asylum-seekers	644.00	700.00	1,066.00

### Progress Against the Desired Outcome

In 2023, UNHCR was allocated annual resettlement quota of 1,225 refugees to the United States of America and Canada. As a result, UNHCR scaled up its resettlement processing in Khartoum, Kosti, Gedaref and Kassala and improved resettlement interview and counselling spaces. Resettlement case submissions were suspended with the start of the conflict, but to ensure refugees could still access resettlement processes, UNHCR developed a specific Business Continuity Plan.

For submitted resettlement cases to Canada a special project was initiated to facilitate the transport of refugees who had been ready to depart from Sudan prior to the conflict. Between October and December 150 refugees departed on resettlement to Canada from neighboring countries. In the last quarter, the USA and Australia also resumed processing of previously submitted and accepted refugees on resettlement. In this respect, IOM received pre-departure medical instructions for 34 refugees for the USA and 60 refugees for Australia.

UNHCR coordinated with neighbouring country Offices to continue resettlement processes for refugees who were forced to flee to these countries. Under the family reunification programme, four refugee children were reunited with their parents in France in the last quarter.

UNHCR together with the Regional Bureau supported the UK Home Office to handover travel and other documents for several family reunification cases. Starting in November 2023, UNHCR received 74 requests from the UK Home Office.

Despite the multitude of challenges in the country, by year-end UNHCR had submitted 379 refugees to resettlement countries for consideration - 339 to the USA and 39 to Canada. Moreover, 241 refugees departed on resettlement to Canada (217), Sweden (17), Australia (6) and the USA (4). These cases were submitted and approved prior to the conflict. In addition, 442 forcibly displaced persons were reported to have been departed on different resettlement complementary pathways from Sudan in 2023.

## 16. Outcome Area: Integration and other Local Solutions

**Displaced populations and their host communities are progressively included in multisectoral development, peacebuilding and nexus programs, national service delivery systems and benefit from gradually increasing policy shifts towards solutions**

**Improved reintegration of returning refugees and IDPs facilitated [through tangible community level interventions in areas of origin]**

## Progress Against the Desired Outcome

Before the conflict, UNHCR explored possibilities of local integration and solutions for refugees, internally displaced people (IDPs), and the host communities. In the Darfur region, UNHCR started discussions on the transformation of IDP camps into urban centres to support self-reliance and counter dependency of the population on humanitarian assistance. The conflict, however halted these initiatives as mass displacement made integration or achieving any sustainable solution to forced displacement impossible to achieve.

As part of enhancing integration and solution initiative, some peacebuilding and solutions-oriented programmes did take place in the first quarter, particularly in the Darfur region, but those programmes had to be halted with the conflict and are being reprogrammed to other areas of the country with a slightly modified scope due to the changed context in Sudan.

## 2.2. Age, Gender and Diversity

Despite the challenges in 2023, UNHCR made strides to implement the age, gender, and diversity (AGD) policy, showcasing a commitment to fostering inclusive, protective, and resilient communities. Notably, UNHCR supported community-based protection networks (CBPNs) supplying essential items enabling them to connect and communicate and providing regular training. The composition of the CBPNs include women, youth and men from diverse backgrounds and supported UNHCR and its partners identify and address protection risks, provide early warning both important for Programme planning and response.

UNHCR identified and trained women and youth as part of the peacebuilding and social cohesion reinforcing its commitment to inclusivity and diversity. Partners played a pivotal role to foster youth engagement through dialogues and leadership skills training for young women. The support to micro-projects prior to the current conflict aimed at social cohesion underscored UNHCR's dedication to empowering communities towards self-reliance and resilience. UNHCR's commitment to address the specific needs of diverse groups is evident from specific initiatives, such as identifying and supporting vulnerable households, people with specific needs and survivors of gender-based violence from both displaced and hosting communities in a conflict-sensitive approach.

UNHCR also engaged in collaborative accountability to affected population (AAP) approaches with other agencies and supported coordination by participating in the national AAP working group which mainstreams AAP in humanitarian assistance. These collective efforts exemplify UNHCR's commitment to advancing the principles of the AGD policy, despite the existing operational challenges, ensuring the meaningful participation of diverse groups in leadership and decision-making processes, and fostering an environment that respects the needs and capacities of those we serve.

## Section 3: Resources

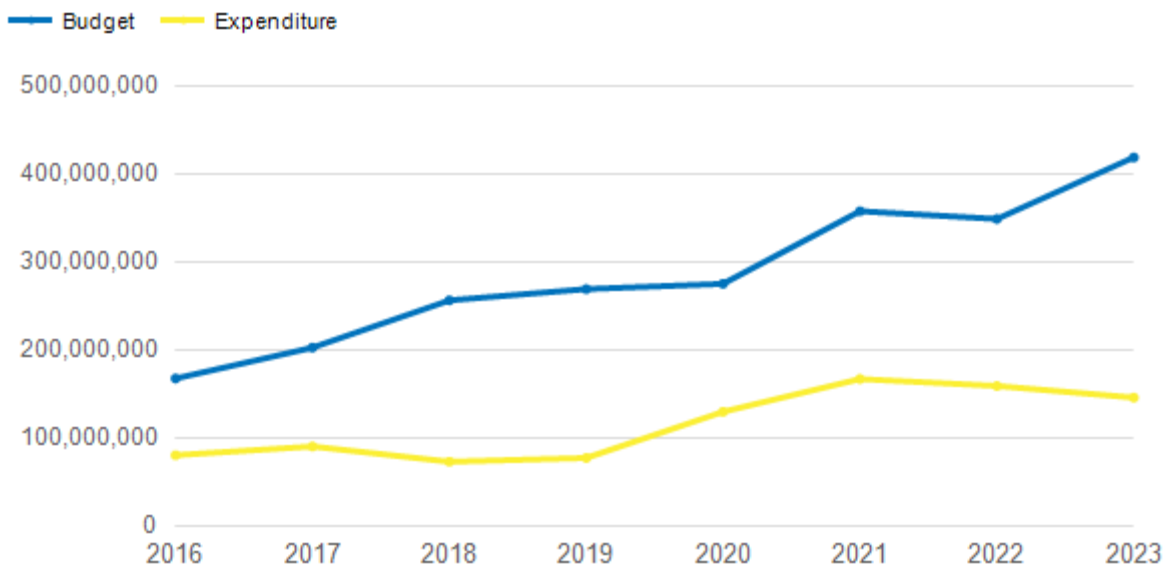
### 3.1 Financial Data

(Financial figures in USD)

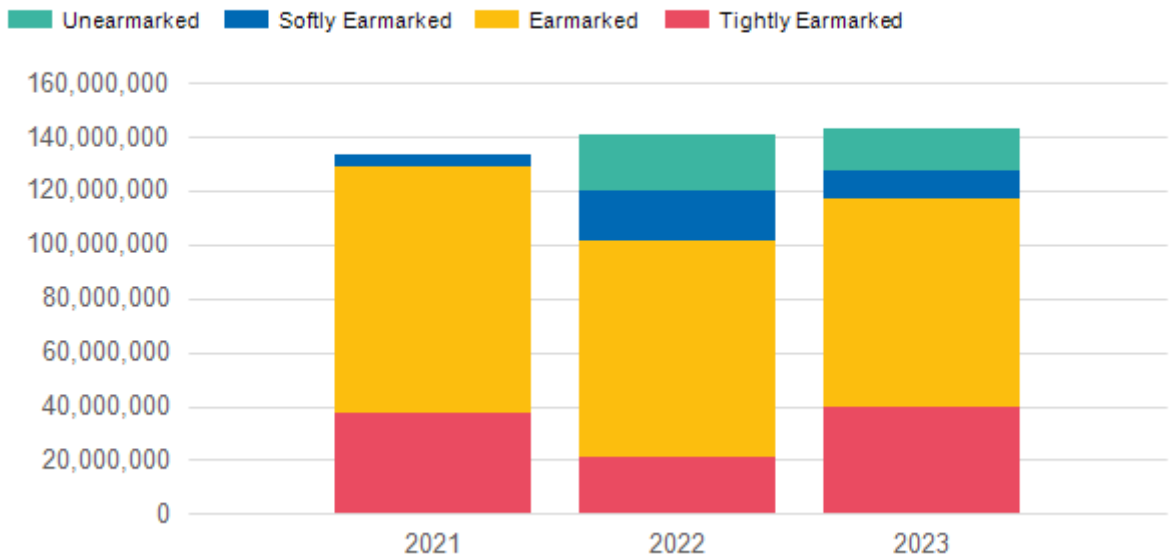
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	121,969,060	42,743,198	35.04%	42,346,425	99.07%
IA2: Assist	243,489,562	89,782,547	36.87%	89,513,186	99.70%
IA3: Empower	33,312,323	8,780,291	26.36%	8,227,260	93.70%
IA4: Solve	19,443,477	6,734,766	34.64%	5,414,700	80.40%
All Impact Areas		3,040,054			
<b>Total</b>	<b>418,214,423</b>	<b>151,080,855</b>	<b>36.13%</b>	<b>145,501,571</b>	<b>96.31%</b>

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	59,008,735	16,167,786	27.40%	16,167,786	100.00%
OA2: Status	4,992,972	1,924,835	38.55%	1,924,835	100.00%
OA3: Policy/Law	16,072,400	9,014,771	56.09%	9,014,771	100.00%
OA4: GBV	15,662,961	6,355,396	40.58%	5,790,143	91.11%
OA5: Children	6,626,545	2,397,185	36.18%	2,397,185	100.00%
OA6: Justice	12,067,392	4,641,276	38.46%	4,641,276	100.00%
OA7: Community	33,312,323	8,284,575	24.87%	8,227,260	99.31%
OA8: Well-being	143,256,876	24,715,429	17.25%	24,233,954	98.05%
OA9: Housing	36,684,089	25,287,528	68.93%	24,721,867	97.76%
OA10: Health	13,784,553	15,497,874	112.43%	15,497,874	100.00%
OA11: Education	11,691,172	10,074,580	86.17%	10,074,580	100.00%
OA12: WASH	44,482,620	14,584,331	32.79%	14,521,617	99.57%
OA13: Livelihood	1,128,307	2,873,724	254.69%	2,873,724	100.00%
OA14: Return	10,312,771	1,531,704	14.85%	1,531,704	100.00%
OA15: Resettle	1,140,284	589,617	51.71%	408,821	69.34%
OA16: Integrate	7,990,422	4,613,445	57.74%	3,474,175	75.31%
EA20: External		68,807			
All Outcome Areas		2,457,993			
<b>Total</b>	<b>418,214,423</b>	<b>151,080,855</b>	<b>36.13%</b>	<b>145,501,571</b>	<b>96.31%</b>

### Budget and Expenditure Trend



### Contributions Trend by Type



## 3.2. Resources Overview

After the evacuation and self-relocation of staff in April 2023, UNHCR re-established its Country Office in the UN Hub in Port Sudan, Red Sea State. New offices were set up in Northern and Al-Jazirah states. Other offices not directly affected by the conflict resumed activities mid-2023 with both physical presence and remote management modalities in line with common UN guidelines. In the Darfur, Kordofan and Khartoum states programmes were implemented through remote management modalities, existing community-based networks and a cross-border arrangement from Farchana, Chad.

UNHCR reprioritized its resources post-conflict guided to deliver critical life-saving interventions such as protection, health care, water, sanitation and hygiene, shelter and non-food items targeting new forcibly (re)displaced people and hosting communities. Cash assistance was scaled up to addressing protection

needs for the growing forcibly displaced population. Mid-year, the Camp Coordination and Camp Management (CCCM) Cluster under the inter-agency coordination framework for internal displacement was re-established and is led by UNHCR along with Protection, Shelter and Non-food Items clusters.

The north and east received significant inflows of forcibly displaced stretching already limited resources. In some areas authorities were unfamiliar how to address this, thus UNHCR focused on capacity building and scaled up protection and assistance. In areas with existing forcibly displaced people critical life-saving interventions in shelter, water, hygiene, health, and food assistance were expanded in camps and the displaced received basic shelter and non-food items in gathering sites.

Humanitarian needs were immense and efforts to mobilize further humanitarian resources was scaled up with public and private donors. UNHCR also implemented development-oriented projects in safer areas. Most donors showed flexibility in reprogramming projects to safer areas in the context.

## Section 4: Lessons Learned and Future Outlook

### 4.1 Lessons Learned and Future Outlook

Hybrid partner and direct implementation to leverage partners' resources, skills, situational awareness, and presence enabled UNHCR reach forcibly displaced when staff relocated and supported localization agenda. Substituting in-kind support for CBI when supply chains and transport routes are disrupted. An SOP for cash assistance through partners developed which enabled outreach to most vulnerable in hard-to-reach areas.

Need for improved efficiency in clearing stocks to mitigate the risks of looting and asset losses. Seek less costly warehousing partner to reduce costs and loss of consumables like medicines.

Improve contract management to allow for flexibility when context changes i.e., force majeure. Consider short-term leases, temporal investments and piggybacking or joint procurements.

Keep risk register up-to-date and review regularly to support preparedness, staff security and well-being.

Four major new risks were identified needing mitigation measures. Have staff safety and welfare at the centre of Programme planning to meet the stay-and-delivery principle.

Reduce donor earmarking from location to country level for swift reprogramming when context changes.

Flexibility in visibility requirements opting for multi-donor visibility and more use of social media.

Diversifying working arrangements through rotation in accessible areas and strengthening remote management systems. Strengthening collaboration with UN agencies, partners, local authorities, and Government especially where UNHCR didn't have presence pre-conflict.

Swift deployment of ERTs to key locations to support staff and scale-up response.

Strengthening capacities of community-based networks especially in hard-to-reach areas. Establishing hotlines for information, counselling or referrals and improving communication with communities.

Support economic inclusion, self-reliance and development from the start where feasible.





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