



UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL

A/35/410
16 September 1980

ORIGINAL: ENGLISH

Thirty-fifth session
Item 12 of the provisional agenda*

REPORT OF THE ECONOMIC AND SOCIAL COUNCIL

Assistance to refugees in the Sudan

Report of the Secretary-General

1. In a letter of 5 April 1980, the Vice-President of the Democratic Republic of the Sudan, His Excellency Mr. Abel Alier, requested the Secretary-General to send a United Nations mission to Sudan to assess the needs of refugees in the Sudan. This request followed the Government's decision to convene at Khartoum, on 20 June 1980, an international conference on the refugee problem.
2. In its resolution 1980/10 of 25 April 1980, the Economic and Social Council requested the Secretary-General, in co-operation with the United Nations High Commissioner for Refugees, to send an interagency mission to the Sudan to assess the needs and the magnitude of assistance required for the financing of the programmes for relief and settlement of refugees, and to report to the Council on this matter at its first regular session of 1981.
3. In response to the request of the Vice-President of the Sudan and to the request of the Economic and Social Council, the Secretary-General arranged for a mission to visit the Sudan in June 1980 to consult with the Government. The report of the mission, which is annexed hereto, describes the economic and financial position of the country, provides a list of the Government's priority requirements to deal with the serious situation created by the refugees, and lists the technical assistance requirements and projects and programmes necessary to strengthen the country's economic and social infrastructure.
4. In its resolution 1980/45 of 23 July 1980, the Economic and Social Council requested the Secretary-General to ensure that the report of the mission to the Sudan was published without delay and submitted to the General Assembly for consideration at its thirty-fifth session.

* A/35/50.

ANNEX

Report of the mission to the Sudan

(12 to 22 June 1980)

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I. INTRODUCTION

1. In its resolution 1980/10 of 25 April 1980, the Economic and Social Council requested the Secretary-General, in co-operation with the United Nations High Commissioner for Refugees, to send an interagency mission to the Sudan to assess the needs and the magnitude of assistance required for the financing of the programmes for relief and settlement of refugees, and to report to the Economic and Social Council on this matter at its first regular session in 1981.
2. In response to that request, the Secretary-General arranged for an interagency mission to visit Sudan, from 12 to 22 June 1980, to assess the situation, and in consultation with the Government, to identify urgent needs and recommend a comprehensive programme of assistance to cope with the problems. The mission was composed of representatives of the United Nations, the United Nations High Commissioner for Refugees, the World Food Programme, the Food and Agriculture Organization of the United Nations, the United Nations Children's Fund, the World Health Organization, the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization, the Economic Commission for Africa and the United Nations Centre for Human Settlements. The mission was led by Assistant Secretary-General Ilter Turkmen, Special Representative of the Secretary-General for Humanitarian Affairs in South-East Asia.
3. The mission was received by the Vice-President of the Republic, His Excellency Sayed Abel Alier and by the Commissioner for Refugees, His Excellency Mr. Abdel Rahman Ahmed El Bashir, both of whom emphasized the magnitude of the refugee problem, its adverse impact on Government services, and the urgent need for international assistance. The mission also met with the Minister of Finance, His Excellency Badr El Din Suleiman, and with the commissioners of the Eastern Province and the Red Sea Province. Throughout its stay in Sudan, the mission held regular meetings with authorities representing most branches of Government dealing with refugees, project managers for the settlement programmes and the Sudanese Technical Committee for Refugees.
4. The mission divided into two groups in order to visit refugee installations in the south and in the eastern provinces, where the largest numbers of refugees are concentrated.
5. The mission wishes to record its appreciation of the assistance it received from the Government of the Sudan. The Government made arrangements, including air and land transport, for the members of the mission to travel to various parts of the country. The mission also wishes to acknowledge the valuable assistance it received from representatives of the United Nations organizations and agencies serving in the Sudan.

II. SUMMARY OF PRINCIPAL FINDINGS

6. The Sudan is faced with a massive problem due to the presence on its territory of a refugee population which the Government estimates at 441,000 as at

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January 1980. The largest number is from Ethiopia, although there are also significant populations from Uganda, Chad and Zaire.

7. The serious economic constraints, together with the Government's heavy external debt, make it difficult for the Government to provide normal social services to its own population, much less extend additional services to a large number of refugees. The refugee burden in the eastern province is particularly onerous.
8. Major assistance to the refugee programme in the Sudan has been provided through the United Nations High Commissioner for Refugees, the World Food Programme, and through voluntary agencies. Ongoing international assistance for the refugee programme in the Sudan is listed in appendix I.
9. While UNHCR and WFP have been active in supplementing the Government's efforts to assist the refugees and to seek, to a certain extent, more durable solutions, a substantial portion of the needs of the refugees, especially of those spontaneously settled in rural and urban areas, remains uncovered. There is, therefore, a need for more far-reaching and long-term solutions involving development-oriented programmes.
10. The mission has noted the Government's policy to develop long-term plans and programmes which will go beyond humanitarian assistance and relief by encouraging refugees to become self-supporting and productive members of economically viable communities. The mission believes that this policy should be fully supported by the international community.
11. The main elements of such a policy are settlement projects. By the end of 1980, the Government hopes to have accommodated 98,000 in existing and planned rural settlements. In addition, the Government is planning to settle, during 1981-1982, over 100,000 refugees of rural origin. Furthermore, it is planned to create semi-urban settlements which will form integral parts of the towns. Refugees living in towns will keep their employment there but will be moved to these semi-urban settlements where they will be provided with adequate accommodation, social services, drinking water and, if possible, electricity.
12. The policy of creating refugee settlements has to be carefully planned and must be conceived within a long-term development framework. For these reasons the mission would like to underline the urgent need for financial and technical support of feasibility studies to strengthen the Government's capacity to pursue cost-effective strategies and to plan and locate new settlements as an integral part of over-all rural and urban development. The mission also recommends that where necessary detailed site surveys and comprehensive plans should be studied by all Government services and co-operative agencies concerned, prior to initiating new settlements.
13. Both within the present assistance programmes and within the framework of settlement schemes, there is a pressing need to strengthen infrastructure and services in education, training, health and agriculture.

14. The assistance required for the programmes proposed by the Government of the Sudan is as follows, the cost of which may be reduced if a more favourable rate of exchange ^{a/} is provided for humanitarian assistance programmes, as discussed by the mission with Government authorities.

Urgent humanitarian assistance	\$140,427,070
Urgent development assistance to strengthen the economic and social infrastructure	\$88,135,766
Pre-implementation sectoral planning assistance	\$741,000
<u>Total</u>	<u>\$229,303,836</u>

III. GENERAL BACKGROUND

15. The Sudan has an area of 2,505,813 square kilometres, making it Africa's largest country and also the tenth largest country in the world. It adjoins eight countries, Egypt and the Libyan Arab Jamahiriya to the north, Ethiopia to the east, Kenya, Uganda and Zaire to the south, the Central African Republic and Chad to the west. The population is estimated at 17,832,000, according to official statistics. The Sudan's economic development depends on harnessing the irrigation potential afforded along the White Nile and Blue Nile water systems that flow from the south and east northwards into Egypt. It has a vast agricultural potential and the Government is steadily endeavouring to exploit this wealth.

16. The Sudan is considered one of 25 least developed countries. The per capita gross national product was estimated at \$300 in 1979, with agriculture accounting for 40 per cent of the country's gross domestic product and 80 per cent of employment.

17. The output of cotton, Sudan's principal export crop, was only 672,000 bales in the 1978-1979 season, representing a drop of more than 28 per cent from the previous season. The drop in cotton output, as in production of ground-nuts and sesame, was due to severe flooding in the Gezira scheme, south of Khartoum, in July 1978. The floods delayed planting and the crops ripened at a time when local labour was stretched to the limit harvesting wheat. The cotton shortfall came at a particularly bad time. Oil price rises during the summer of 1979 had pushed up the price of man-made fibres, giving cotton a good competitive edge and stimulating demand. Unfortunately, the Sudan was not able to take advantage of this situation

^{a/} The currency of the Sudan is the Sudanese pound (£S) and the exchange rate is £S1 = \$US 2.00.

in September 1979 as the quality grades of its cotton were already exhausted. In the short term it looks doubtful whether cotton prices will hold firm as had previously been hoped.

18. The budget, which came into effect on 1 July 1979, projects an increase of 32 per cent over revenues for last year, bringing the total to £S 908.4 million for 1979-1980, compared with £S 686.1 million for 1978-1979. It is calculated that Government revenues will provide a budget surplus of £S 91.7 million to be devoted to development.

19. On the expenditure side, both the current budget and the development budget show increases over last year, ordinary spending being expected to rise by approximately 24 per cent, from £S 699.1 million actually spent last year to a total of £S 816.7 million. With regard to the development budget, agriculture receives priority, with a total of £S 89 million, followed by industry with £S 48 million, transport and communications with £S 48 million, services with £S 40 million and miscellaneous regional development projects which get £S 33 million. The allocations for transport and communications show virtually no change from last year's budget. However, the amount for industry has doubled and the figure for agriculture is up by 68 per cent.

20. The foreign exchange position is serious owing to world-wide price increases of imports, particularly of crude oil and petroleum products, which, at approximately £S 110 million, absorb 40 per cent of foreign exchange earnings from exports. The Sudan's financial position is further strained by interest payments falling due on short-term loans, the rescheduling of which has become increasingly urgent. Figures released in June 1979 showed that the country's external debt at the end of 1978 amounted to \$2.1 billion, compared with \$1.8 billion at the end of 1977. Of that amount, \$500 to \$600 million represented commercial loans, \$290 million, supplier credits, \$400 million, loans from multilateral institutions and \$850 million, bilateral loans. Further reports during the third quarter of 1979 showed the outstanding debt rising to nearly \$2.5 billion, with interest due on approximately \$850 million. Exports are expected to contribute £S 273 million in foreign exchange earnings, made up of projected earnings of £S 90 million for cotton, £S 62 million from gum arabic, £S 44 million from ground-nuts, £S 33 million from oil seeds and £S 27 million from sesame.

21. Owing to the inadequacy of exports and other foreign exchange earnings, international assistance in the form of grants and concessionary loans is needed in order for the Sudan to meet its development needs and overcome its problems which are now compounded by approximately 0.5 million refugees putting demands on already strained infrastructure and Government services.

IV. REFUGEES IN THE SUDAN

22. The association of the Sudan with the refugee problem from neighbouring countries goes back to 1965 when the first influx from the Congo (now Zaire) took place in Equatoria in southern Sudan. It was soon followed in 1968 by another

influx into the area bringing the total number to 9,000. Of these, 5,000 remained in the country and were settled in Rajaf in Equatoria.

23. The year 1967 witnessed the beginning of the first massive influx of refugees at the eastern border. In March that year, 30,000 refugees crossed the border near the town of Kassala. Further influxes followed in the ensuing years. Refugees took several routes when seeking asylum: through the Red Sea Province, through Kassala rural areas, the Hamdaeit and Wad El Hileiw route on the border with Gedaref district, and later, in 1978 and 1979, into the Blue Nile Province, to be followed by new routes further south into Upper Nile and Jongulei Provinces in the southern region.

24. In western Sudan, refugees from Chad crossed the border during the period 1970-1974 when some 7,000 settled with local people in Geneina district. Another flow occurred in 1979 which brought 400 refugees who are now settled in Geneina and Kabkabiya.

25. The influx of refugees into Equatoria was resumed in 1972 from Uganda when 4,000 Ugandans requested asylum. In 1979, the fall of the Amin Government resulted in the flight of 39,000 Ugandans into Eastern and Western Equatoria. The state of unrest also triggered an influx of 60,000 Sudanese who were residing in Uganda and were compelled to flee to their original homeland.

26. The outcome of these successive waves of refugees throughout the last 15 years from four of the country's eight neighbours is the presence of almost half a million refugees. These international frontiers have leaked refugees of different ethnic origins and different cultural background. Tribal groups of peasants and pastoralists, women and children together with the aged, handicapped and orphans spread themselves over wide areas in the country. Urban refugees who include considerable numbers of young men and women have moved to towns and cities in Kassala, Gedaref, Port Sudan, Wad Medani, the three towns and suburbs of Khartoum Province and Juba town in the southern Region. They moved to towns in pursuit of admission to educational institutions, job opportunities and to acquire travel documents.

27. Since the first influx, refugees have been treated by the Sudanese people and Government with generosity and understanding. The policy of the Government, from the outset, adhered to the spirit of international and regional conventions. In 1972, the Government was party to the international instruments relating to refugees: the 1951 Convention, the Protocol of 1967 and the OAU Convention of 1969. The spirit and principles of these Conventions were embodied in local legislation: The Asylum Act of 1974. Over the years, a number of regular settlements were established at places away from the border.

28. With assistance from UNHCR, the Government established a number of settlements to help the refugees become self-supporting. These included the refugee settlements of Rajaf for Zairean refugees and the Qala-en-Nahal, Suki, Um Gargur, Karkora, Abu Rakahm and KM. 26 in Halfa schemes for refugees from Ethiopia.

29. In Rajaf and in the six villages of the Qala-en-Nahal settlement, refugees have reached self-sufficiency and services such as education, health, water supply and administration are run by the Government. Other projects still need to be consolidated in order to reach self-sufficiency.

30. Assistance to establish refugee settlements has, in the main, come from two main sources: UNHCR and the World Food Programme. Funds are allocated from UNHCR for the transfer of the refugees, establishment of dwellings and building the necessary infrastructure for the settlements. Refugees are helped with food supplies for a certain period which differs from one situation to another. Voluntary organizations have extended assistance in the field of relief and health. The numbers of refugees in the Sudan as at 1 January 1980 were as follows:

Numbers of refugees in the Sudan
as at 1 January 1980

Over-all number of refugees in the Sudan: 441,000

Breakdown by nationality/country of origin:

<u>Ethiopians:</u>	390,000	<u>Eritreans</u>	+	360,000
		<u>Non-Eritreans</u>	+	30,000
<u>Ugandans:</u>	39,000			
<u>Zaireans:</u>	5,000			
<u>Chadians:</u>	7,000			

Breakdown by location inside Sudan:

Red Sea Province	35,000
Kassala Province	250,000
Blue Nile Province	15,000
Khartoum Province	40,000
Other cities in the North	30,000
South	44,000
Darfur	7,000

N.B. Newly arrived refugees in the provinces of Kassala, Blue Nile, Upper Nile and Jonglei are not included.

Source: "1980: Year of the Refugee in the Sudan", Sudan Permanent Mission, Geneva.

31. In order to cope with the complex problems the Sudan faces with almost half a million refugees within its borders, a National Committee for Aid to Refugees was formed by Presidential decree. This Committee is chaired by His Excellency the Vice-President, Sayed Abel Aleir. He has, in turn, formed five sub-committees for fund-raising, information, project preparation and finance, preparation for the international conference on refugees and a co-ordinating committee. A technical committee has also been established to identify projects and programmes to be sent

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to donor countries, international organizations, including the United Nations specialized agencies and voluntary organizations. (The organizational chart for the Office of the Commissioner for Refugees is shown in appendix II.)

32. The most recent accomplishment of this committee has been the conclusion of a well-attended International Refugee Conference held in Khartoum from 20 to 22 June 1980. The resolutions adopted at this conference support the policy objectives of the Government of the Sudan in its efforts to:

(a) Discourage spontaneous settlement and to accommodate all refugees, rural and urban, in regular settlements equipped with infrastructure services that guarantee self-sufficiency.

(b) Provide solutions to the problems facing urban refugees, especially students who need to be placed in schools and vocational training centres.

(c) Pay special attention to needs of a growing number of orphans, widows, old and handicapped who are unable to support themselves.

(d) Launch programmes of a long-term nature for the training of refugees and for the integration of refugee settlements into the over-all plan of development in the areas adjacent to the settlements, with a view to consolidating services and maintaining harmonious relations between the refugees and the local population.

33. The resolutions of the Conference further appealed to donor Governments, specialized agencies, other international organizations and voluntary agencies to render maximum financial assistance to the refugees in the Sudan, recognizing that the Sudan is one of the least developed countries and that the presence of large numbers of refugees and the continued influx of refugees put grave pressures and strains on the country's limited resources.

34. Accordingly, the Conference urged that assistance over and above normal assistance programmes, whether international or bilateral, be provided by the international community for the development of the Sudan.

V. SUMMARY OF ASSISTANCE REQUIRED

35. According to Government estimates, the assistance programme would require \$230 million to meet the exceptional circumstances confronting the Sudan today, caused by the presence in the country of approximately 0.5 million refugees, a large number of whom are crowded in spontaneous settlements and urban areas thus creating explosive social conditions, security and health problems. With this large and unsupportable strain on already inadequate infrastructure and Government services, a disturbing trend of growing resentment by the tax-paying Sudanese public towards the refugee population has been observed which suggests that immediate and substantial measures are needed to resolve this problem.

36. Because of the severe national budget constraints mentioned above, the Government of Sudan requests total grant support from the international community to finance an urgent programme for the refugees, including three years of operational or running costs. Support for operating costs should be re-examined in year three of the programme to determine if economic conditions at that time will permit the Government of the Sudan to take on some portions of the running cost budget.

37. The Sudan Government faces with determination and tenacity of purpose the enormous task of providing for rehabilitation, settlement and community development programmes while at the same time taking measures to strengthen national infrastructure and services such as hospitals and primary education in areas affected by the presence of refugees. These humanitarian efforts contribute to stability in the region and should be amply supported by the international community. Details of the proposed assistance programme are given in table 1.

Table 1

Programme summary

(includes, where appropriate, capital and three years
of running costs in United States dollars)

	<u>Immediate action projects</u>	<u>Accelerated development projects</u>
<u>Urgent humanitarian assistance</u>		
Settlement projects	\$ 122 427 070	
Food aid	18 000 000	
Social development/welfare services		Under study
<u>Urgent development assistance to strengthen the Government's economic and social infrastructure</u>		
Education and training	35 114 476	
Health	21 843 290	
Agriculture	31 178 000	
Transport		Under study
Industry		Under study
Pre-implementation sectoral planning assistance	741 000	
<u>Total programme</u>	\$ 229 303 836	

VI. ASSISTANCE REQUIRED

38. Drawing upon the Government of Sudan studies and cost estimates presented to the International Conference on Refugees, 20 June 1980, in the form of four volumes, the following projects reflect not only the original list requested by the Government but has been expanded to include follow-up, pre-implementation sectoral technical planning and design activities.

A. Urgent humanitarian assistance

1. Settlement projects

General status of programme

39. Since 1968, the UNHCR has assisted the Government of the Sudan in seeking durable solutions to the refugee problem, through the transportation of refugees from temporary camps to new sites, provision of shelter, medical services and educational facilities. Further assistance continues to be provided in setting up essential settlement infrastructure, maintenance of public services, agricultural activities, counselling services, administrative support, scholarships and other supplementary aid in the form of short-term programmes.

40. The focus is now on development at both the community and regional levels, with new efforts needed to strengthen Government services at the regional level to better serve both the refugees and the Sudanese population.

41. It is expected that all refugees will be settled in four categories of settlements.

Suburban settlements

42. These settlements will form integral parts of towns. Refugees living in towns will keep their employment there, but will be moved to the refugees urban settlement where they will be provided with adequate accommodation, social services, drinking water and, if possible, electricity.

43. The following are the suburban settlements to be implemented:

1. Gedaref North-East (Dar-es-Salaam) settlement:	12,000 refugees
2. Tawawa settlement (East Gedaref):	11,000 refugees
3. Port Sudan (West) settlement:	9,000 refugees
4. Asutruba 1 settlement (Port Sudan):	4,000 refugees
5. Asutruba 2 settlement (Port Sudan):	9,000 refugees
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	45,000 refugees
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Rural agricultural land based settlements

44. In this category of settlement each family will be provided with a traditional house of 12.5 square metres. Drinking water will be made available and education and health services will be organized by the Sudanese Government, UNHCR and non-governmental organizations (mainly the Sudanese Red Crescent). Each family will be allocated a plot of land of 5 to 10 feddan. b/ (The Government will help the refugees by providing each settlement with tractors for ploughing.

45. Most of the agricultural settlements will be selected in areas of fertile land where rainfall allows rain-fed cultivation. Durum, sorghum and sesame will be the main crops.

46. Two types of settlements fall under this category:

Settlements already existing

Abu Rakham No. 1:	4,000 refugees
Abu Rakham No. 2:	4,000 refugees
Karkora:	1,012 refugees
Total	<u>9,012 refugees</u>

New rain-fed land settlements to be opened

Abbuda settlement (1981):	6,000 refugees
Agadi (1981):	15,000 refugees
Mafaza (1981):	5,000 refugees
Marafit (1981):	10,000 refugees
Qala Nahal (1982):	15,000 refugees
Um Ali (1981):	6,000 refugees
Um Rakoba (1981):	2,000 refugees
Showak (1981):	5,000 refugees
	<u>64,000 refugees</u>

b/ 1 Feddan = 0.42 hectares or 1.029 acres.

Vegetable and fodder irrigated settlements

47. In the proposed settlements of Lidwgawi I and II (15,000 refugees), Goz Rajab (5,000 refugees) and Kilo 20 (6,000 refugees) each refugee family will be provided with agricultural plots of 1.2 feddans, which will be irrigated for the cultivation of vegetables and/or fodder. In addition, each family will be provided with one cow, three sheep and six chickens. This is intended to supplement the refugees' diet and income through the sale of excess foodstuffs, poultry products and the offspring of animals. A secondary source of income will be derived from the wages earned on existing large agricultural schemes.

48. The following settlements also fall under this category:

Settlements already existing

Khashm-El-Girba	6,340 refugees
Km. 7 (Suki's Scheme):	3,000 refugees
Km. 26 (Halfa Scheme):	6,000 refugees
Fao urban settlement (Rahad irrigation scheme):	4,000 refugees
	<hr/> 19,340 refugees <hr/>

Other settlements

49. A group of refugees from the coast will be settled near Suakin (5,000 refugees). Within a semi-co-operative organization these refugees will be engaged in fishing activities, including some processing of the catch (drying, salting).

Refugee settlement patterns

50. Of the nearly 500,000 refugees, 62,000 are presently in planned settlements and, by the end of 1980, the Government hopes to have accommodated 98,000 refugees in planned settlements with the help of a UNHCR programme. At present, over 400,000 refugees remain in spontaneous settlements in rural and urban areas of Sudan.

51. In order to minimize the increased pressures created by these refugees on the already overstrained and inadequate social services, housing stock, food resources, and employment opportunities in rural and urban areas, the Government is formulating settlement policies and programmes aimed at settling refugees in an orderly manner, providing them with adequate services in order to maintain them at an acceptable level of living relative to that of their Sudanese neighbours, and in this way assisting them to become self-supporting.

Refugees in rural settlements

52. The Government's rural agricultural settlements for refugees are each designed to provide subsistence for an average of 5,000 refugees on the produce from small rain-fed holdings and/or as wage earning labourers on large agricultural schemes which require seasonal labour for various agricultural operations.

Settlement planning

53. In addition to existing rural settlements, the Government is now planning to establish major rural settlement schemes to resettle during 1981-1982 over 100,000 refugees of rural origin.

54. The Government has tentatively proposed a number of sites, mainly, in eastern Sudan, as potential settlement areas where, after an initial period of consolidation, the refugees are expected to become self-supporting.

55. Following visits to a number of existing rural settlements in the eastern Sudan, as well as to several of the proposed settlement sites, the mission believes that a number of these proposed sites need to be re-examined.

56. Some of the existing and planned rural refugee settlements are north of Gedaref in Kassala Province. Much of this area is characterized by marginal farming in case of rain-fed areas and grazing and the small farmers and herders in this area often suffer from a shortage of water.

57. The mission noted many indications (including numerous dead livestock) that some range land and forested areas are already being subjected to degradation and erosion. There is, therefore, a very real danger that both the natural environment and the livelihood of Sudanese farmers and herders in this area could be adversely affected by refugee settlements, unless they are carefully located and planned.

58. The mission noted that certain project proposals for new settlements in this area, such as the planned agriculture and livestock settlement of 35,000 refugees in the Maharagat area, require capital intensive solutions. (The Government has estimated that this scheme will require \$13,000,000. As a pipeline of over 30 kilometres in length is envisaged from the River Atbara to Um Gargur, to distribute water to filtration systems in each of seven villages, the mission recommends that the cost-effectiveness and environmental impact of this proposal should be carefully assessed with full-scale feasibility studies prior to implementation.

59. Given the limited resources of this region (particularly water and firewood), any attempt to increase and improve resource utilization should be conceived within a long-term development framework.

Water supply

60. Although the Government has provided substantial support for the improvement of water supply, the mission saw several settlements where, owing to the lack of

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sufficient funds, refugees had been settled before safe water was available. The mission has been advised that new settlements will not have this problem.

Shelter and construction

61. In most settlements refugees are provided with thatched traditional huts upon their arrival. These grass "tukuls" are the predominant form of shelter in the rural areas of the Sudan. In certain cases the refugees have built their own huts under a self-help programme.

62. The mission concurs with the Government that these shelters are adequate, and that self-help construction of housing should be the rule, rather than the exception, in keeping with the Government's policy to encourage the creation of self-supporting communities.

63. With the assistance of UNHCR, the Government has already provided or has budgeted funds for a dressing station, primary school facilities for 600 students and a community centre for each settlement of 5,000 refugees. These community service buildings are built out of durable materials by sub-contractors for the Government.

64. In this regard, aided self-help and food-for-work schemes could be formulated, organized and implemented to construct community facilities. While the total costs would not be substantially reduced, owing to increased requirements for supervision and administration, the refugees, many of whom are apparently highly motivated and semi-skilled, would benefit directly from the employment and the projects would be another step towards the development of self-supporting communities. (Food is already distributed by WFP, UNHCR and the Government in a number of settlements.)

Sanitation

65. Sanitary conditions in the camps also require improvement. The Government has already embarked on a programme to ensure that family pit latrines (as opposed to communal latrines) are constructed and used.

Refugees in urban areas

66. There are over 300,000 refugees in eastern Sudan, and it is estimated that over 45 per cent of this refugee population came from urban backgrounds and have settled in urban areas. The vast majority of these refugees have settled in the urban centres of Gedaref, Showak, Kassala and Port Sudan.

67. The burden of this massive influx of refugees on the already inadequate housing, infrastructure and social services is carried largely by Sudan's urban population. The mission noted signs of increasing social tensions resulting from overcrowding, crime, disease and unemployment.

68. The Government has done its best to extend the benefits of limited social services and infrastructure to these urban refugees, but, owing to the increasing

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social tensions, is now considering programmes to establish a series of "urban wage-earning settlements" in which new neighbourhoods would be created in suburban areas to accommodate refugees who are already in urban centres.

69. However, given the fact that the majority of the Sudanese in these urban areas are themselves living in substandard housing, without the benefits of adequate water supply, sanitation, job opportunities, health, education and security, the mission noted that the plight of the urban refugee cannot be treated separately from that of the host population.

70. In order to assist the Government and the people of the Sudan to facilitate the delivery of services to the refugees, while simultaneously strengthening the Government's capacity to provide adequate services to the host population, the mission would recommend that additional international assistance should be provided to strengthen Government services and institutions in the urban centres most affected by the refugees.

71. In this regard, the mission was impressed by programmes already undertaken by the Government and local authorities in certain urban centres. For example, the city of Port Sudan has a population of over 300,000, one quarter of whom are estimated to be refugees, and an annual increase in population of about 10 per cent, resulting from a large-scale rural-urban migration. Since 1969, the Government and local authorities have undertaken an ambitious and, within the limited resources available, successful programme of aided self-help housing and sites and services projects designed to upgrade Port Sudan's squatter settlements. By providing planning services, some community services and limited water and road infrastructure, this self-help programme has benefited the entire population within the several project areas, without distinguishing between Sudanese squatters or refugee squatters and without moving the population away from their places of employment.

72. The mission noted that available information on the background, skills and experience of the urban squatter population is inadequate, and that, as a prerequisite to determining the feasibility of developing new employment opportunities, detailed surveys should be conducted in these spontaneous urban settlements.

73. As a further basis for the formulation and strengthening of housing development programmes, comprehensive socio-economic studies and detailed quantitative and qualitative assessments of existing housing stock, present backlog and future housing needs and resources, should be carried out.

74. The following table provides a summary of projects, with estimates for three years of operations and capital costs, the implementation of which should follow a sector technical planning and project design mission indicated in B.4 below.

Table 2
Settlements programme summary
(United States dollars)

		<u>Capital costs</u>	<u>Running cost per year</u>	<u>Three-year running cost</u>
S-1	Um Ali	1,439,254	238,942	
S-2	Abuda	1,666,668	309,690	
S-3	Teneidba	1,514,956	314,968	
S-4	Mafaza	1,646,636	201,788	
S-5	Qala El Nahala (Existing)	2,625,142	23,880	
S-6	Tawawa	1,882,176	185,560	
S-7	Qala El Nahala (3 villages)	5,777,322	696,428	
S-8	Suakin	797,000	80,290	
S-9	Lidrigawi I	2,731,324	133,654	
S-10	Fao	1,447,156	291,698	
S-11	Dar Es Salaam	3,802,796	429,960	
S-12	Asutriba I	10,640,536	361,144	
S-13	" II	7,649,016	396,914	
S-14	Lidrigawi II	2,738,000	132,854	
S-15	Showak	1,385,016	1,328,600	
S-16	Goz Rajab	2,462,880	203,744	
S-17	Port Sudan West	7,649,016	396,914	
S-18	Agadi	5,636,756	690,428	
S-19	Maharragat (7 villages)	17,289,510	1,821,784	
S-20	Kilo 20	1,795,860	270,034	
S-21	Kit I and II			2,334,172*
S-22	Opari			1,397,892*
S-23	Tore I and II			2,491,272*
S-24	Karobe			1,254,532*
S-25	Morobu			1,374,792*

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Table 2 (continued)

Settlements programme summary

(United States dollars)

	<u>Capital costs</u>	<u>Running cost per year</u>	<u>Three-year running cost</u>
S-26 Boma			1,648,592*
S-27 Langbar			772,692*
S-28 Nasir			1,615,792*
S-29 Kala			1,432,492*
		8,509,274	
		(x3)	<u>25,527,822</u>
	82,577,020		39,850,050
Total three year budget			\$122,427,070

* Includes capital and running cost for three years.

75. The Government of the Sudan is in contact with UNHCR concerning possible funding of some elements of this programme.

2. Food aid

76. The goal of the food assistance programme is to make the refugees self-sufficient and especially to put them in a position of food self-sufficiency, giving special attention to vulnerable groups and the disabled.

77. It is expected that all refugees will be settled in the four categories of settlements described above. Food assistance proposed for each category is as set forth below.

Suburban settlements

78. Food assistance will be needed on the basis of three months' semi-complete ration and three months' partial ration as an incentive to move to the new establishment and in order to alleviate the disturbance this transfer will create in their family and social life.

Rural agricultural land-based settlements

79. Food assistance is required for this category of settlements for a period of two years during which food self-sufficiency is expected to be reached. Food

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supply will be reduced gradually from complete ration, c/ to semi-complete ration, d/ and partial ration, e/ in order to secure a smooth conversion from the stage of almost total food aid to one of food self-sufficiency.

Vegetables and fodder irrigated settlements

80. As an incentive to move to these camps, and until the refugees reach self-sufficiency, food assistance will be required for a period of two years (one year's full ration, 6 months reduced and 6 months partial rations).

Other settlements

81. They will require food assistance at the initial stage of their resettlement. Full rations will be distributed for 12 months to 5,000 refugees.

82. In the old settlements of Suki (Fath El Rahman and Awad El Sid) and Um Gulga, 1,000 and 700 refugees, respectively, are widows, and aged and handicapped. Full rations will be provided to this group for one year after which the situation should be reviewed to see whether further assistance is needed.

83. The possibility of a new influx of refugees in the coming months cannot be ruled out and the situation of the refugees in the country will remain subject to unexpected variations which will require ad hoc interventions.

Local executing machinery

84. The Office of the Presidency will assume over-all responsibility for the project. The Commissioner for Refugees will act as the channel of communication between the Government and WFP on general policy matters. He will assign an Assistant Commissioner within his office to act as the channel of communications in matters of food management, reporting and accounting. This Assistant Commissioner will also be the manager of the project.

85. The total number of rations to be distributed during the period of the project will provide for approximately 126,000 refugees.

86. The following table provides a summary of projected food commodity needs for the next three years and may be subject to review for additional needs as planning proceeds for new settlements.

c/ Complete ration = 400 g. dura, 40 g. DSM, 30 g. edible oil, 30 g. pulses - duration 1 year.

d/ Semi-complete ration = 200 g. dura, 40 g. DSM, 30 g. edible oil, 30 g. pulses - duration 6 months.

e/ Partial ration = 40 g. DSM, 30 g. edible oil, 30 g. pulses - duration 6 months.

F-1 Food commodities required

<u>Commodity</u>	<u>Quantity</u> (tons)
Wheat	20,520
D.S.M.	3,680
Edible fat	2,760
Pulses	2,760
FPC	40
	<u>Total value</u>

External transport and
superintendence

Subsidy towards costs of internal
handling, storage and transport
of WFP food (durum: 20,520 tons
at \$19 per ton; other commodities
at \$49 per ton)

Total three year budget	\$18,000,000
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87. The Government of the Sudan is in contact with the World Food Programme concerning possible funding of elements of this programme.

3. Other social development and welfare services

88. A national programme for the social development of the refugee settlements has not been worked out and some of the activities generally included in the social sector have not yet been given adequate consideration in the refugee settlements visited. Literacy classes, co-operatives, handicrafts and cottage industries, women's training, youth programmes, self-help schemes, to mention but a few, are undertaken on a limited scale, and on a more or less ad hoc basis, by the Government and voluntary bodies.

89. There is need, therefore, to define a strategy intended to bring all such social development activities within the framework of a comprehensive, well-conceptualized social development and welfare policy for the refugees. The basic principle of such a strategy is that refugees constitute a potentially active labour force which should be involved in the socio-economic development process of their country of asylum, and should not be psychologically and socially alienated through lack of proper utilization of all their potentialities. Their involvement in the socio-economic life of the recipient country could be achieved through income-generating, development-oriented activities, coupled with welfare,

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recreational and, as the need may arise, rehabilitation programmes which should encompass all refugee groups - women, youth, aged, children, handicapped and disabled, widows, orphans, etc.

90. If such a strategy were to be translated into a programme of work to be implemented within the refugee settlements with reasonable chances of achieving its objectives, the following concerted activities should be envisaged for implementation, without undue delay:

Collection, collation and analysis of detailed statistical data on the refugee population in the Sudan, which should include, inter alia, the following information:

Global figures (in organized settlements, in spontaneous settlements, in urban areas, etc.);

Origin (country and occupational activity);

Age groups;

Sex;

Marital status;

Health and physical conditions;

Educational background (if any);

Language abilities (vernaculars, Arabic, others);

Professional qualifications and experience (if any).

91. A sample survey for the refugee population characteristics in Kassala Province, undertaken in 1980 by the Department of Statistics, could be considered as a valuable pattern for data collection, provided it is expanded to include the kind of information required for planning social development and welfare activities. This should be followed by an in-depth study described in B.4 below, which could lead to several significant programmes to be added later to the list of accelerated development projects.

B. Urgent development assistance to strengthen the Government's economic and social infrastructure

92. Described hereinafter are programmes and projects designed to strengthen Government infrastructure and services in education, training, health and agriculture. In addition, technical assistance is proposed.

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1. Education and training

Education

93. For a country with a primary school scholarization of 50 per cent in 1980, it is obvious that the continuous increase in the number of refugees entering the country from the neighbouring countries has already imposed a serious financial burden on the Government of the Sudan in its efforts to provide social services.

94. The provision of education for the children of refugees, particularly in the towns and semi-urban areas, has placed a severe strain on the capacity of the schools to meet the demands of the children of refugees for admission at the primary, intermediate and secondary schools. This has resulted in the displacement of Sudanese children, overcrowding of the classes, lack of basic furniture and equipment, inadequate instructional materials in some areas and social resentment.

95. For these reasons, the provision of education for the children of refugees should be carefully planned, organized and systematically implemented along the following lines.

96. Up-to-date statistics are required of the actual numbers of children of school age in all the camps in order to determine as accurately as possible the number of classrooms and teachers required per settlement. This makes it easier to determine the size and number of educational institutions (primary) which should be set up in new settlements (e.g., Tawawa settlement camp near Gedaref) and how many additional schools are needed for the older settlements.

97. In other words, the information required in respect of primary school needs should be in respect of (a) new settlements, (b) existing settlements, and (c) schools in the urban and semi-urban areas in the three provinces (Kassala, Red Sea and Blue Nile).

98. According to Government estimates, based on the present conditions in these provinces and for the three types of areas stated above, 48 primary schools are required at an estimated cost of \$11,000,000 (capital and one year running costs).

99. It should be borne in mind that this is an enormous financial burden which calls for a more detailed study of the situation, prior to implementation.

100. Taking into consideration the cost of other social services (health, water, shelter) to be provided, it is not advisable to attempt to provide post-primary education in the settlements. This, in effect, means that "intermediate" and "secondary" schools will have to provide opportunities for children of refugees who satisfy the admission requirements. Intermediate and secondary schools (including vocational and technical schools) being very expensive institutions, efforts should be directed towards strengthening existing institutions by the addition of streams, providing improved facilities for evening classes, etc. The estimated cost of providing intermediate and secondary schools is approximately \$10 million.

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101. Vocational and technical education is very important for those students with the ability and aptitude essential for success in the field of specialization. However, while aptitude and intellectual ability are important, a limiting factor is the medium of instruction and competence in the language generally spoken and written in the community.

102. It is, therefore, necessary that special consideration be given to meeting the needs and aspirations of those students who do not speak Arabic or who would not meet the language requirements for admission to specialized institutions. In such cases the Government has proposed a programme in which English will be the medium of instruction.

103. The past policy of the Government of the Sudan was to second professional staff for teaching, guidance and supervision. With the proposed expansion of the primary, intermediate and secondary institutions, the Government is planning to expand the teaching staff by training young men and women from among the settlers.

Adult literacy

104. For a country with an estimated 80 per cent illiterate population, development efforts will be very much impeded unless there is a vigorous drive for adult literacy which should not have reading, writing and basic numeracy as its only objective, but should help to bring about a favourable change in attitudes and behaviour, appreciation of values, acquisition of skills and the over-all development of the individual for more effective participation in the life of the community. Essentially, such literacy programmes should be functional, linked to and aimed at improving the agricultural programmes in the agricultural settlement areas, vocational and industrial programmes, health and nutrition and domestic programmes and activities, community development and co-operatives as well as increasing a greater sense of civic responsibility in the individuals.

Vocational training needs

105. In order to determine reasonably accurately the vocational training needs of the refugees, a number of important steps need to be taken and decisions made.

106. It will be necessary to establish more accurately the number of urban refugees requiring gainful employment outside the agricultural sector, together with details of their existing levels of skills and knowledge in the various occupational areas. Also, a similar exercise will need to be carried out in respect to existing and planned agricultural settlements, where, although vocational skills will play a less significant role, training/development in connexion with small scale enterprises/handicrafts and in the operation and servicing of tractors will certainly be desirable and, in a number of cases essential.

107. Furthermore, in considering the large percentage of refugees who have entered the Sudan from urban areas, especially in Ethiopia, account will need to be taken of local employment opportunities and the feasibility of establishing small-scale enterprises, together with due account being taken of the very many important factors which have to be considered prior to the establishment of such enterprises.

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108. At this stage, much progress has been made in the establishment of agricultural settlements for refugees, including, in a number of cases, opportunities for wage earning activities in addition to the development of land in the settlement areas.

109. In respect of the urban refugee settlements being established, further in-depth study is essential if the refugees are going to be in a position to systematically develop to self-sufficiency and contribute to the economy of the country as a whole.

110. Three main interrelated areas need to be studied in-depth, i.e., the existing skills and other attributes of, in the main, urban refugees, possible income generating activities available for the refugees and the availability and provision of appropriate training services.

111. In considering income-generating activities, in general, three main possibilities could be considered, i.e., (a) employment opportunities in the vicinity of each urban settlement, (b) employment opportunities elsewhere in the Sudan or overseas, and (c) the establishment of small scale enterprises.

112. It is fully appreciated that the implications of each of these possibilities could have far-reaching effects on the socio-economic framework of the Sudan. Hence the need for a thorough study not only to identify the ways and means that urban refugees may develop to self-sufficiency, but to avoid the many problems that could arise because of the complex situation prevailing, brought about by the large numbers of refugees involved in relation to the size of local populations and their own specific socio-economic requirements.

113. In considering the possible development of small-scale enterprises and other services within agricultural settlements, these would, in the main, be established for internal development of the settlements themselves and should not present problems of any significance.

114. Taking into account the income-generating activities decided upon and the existing skills, knowledge and other attributes of the refugees there will no doubt be a gap to be filled if the refugees are to become productive and succeed in their endeavours. This will be essential in respect of those who have only recently completed their general education. Training will be necessary in very many cases, and this will put a great burden on the Government of the Sudan whose training facilities are, in general, insufficient for their own national needs. It is possible that this problem could be overcome by providing assistance towards the strengthening/expansion and the supporting of existing or planned vocational training centres and technical secondary schools which are or will be located in key refugee areas, e.g., Juba, Port Sudan and Gedaref. Double shifting and, where necessary, instruction in English could be considered.

115. In respect of the need for the training of workers engaged in the operation and servicing of tractors and other agricultural machinery, use could be made of the training centre at Tozi.

116. The following table provides a summary of projects and projected estimates for three years of operations and capital costs, the implementation of which should follow a sector planning and project design mission indicated below.

Table 3

Summary of education and training programme

(United States dollars)

	<u>Primary level</u>	<u>Capital costs</u>	<u>Running cost per year</u>	<u>Running cost 3 years</u>
E-1	3 schools	1 061 100	141 142	
	<u>Intermediate level</u>			
E-2	Kassala Province	6 212 520	338 908	
E-3	Red Sea Province	1 863 756	101 670	
E-4	Blue Nile Province	931 878	50 834	
	<u>Secondary level</u>			
E-5	Kassala Province	2 050 000	93 256	
E-6	Red Sea Province	1 025 000	46 628	
E-7	Blue Nile Province	2 050 000	93 256	
E-8	Kassala (commercial)	2 535 626	149 672	
E-9	Kassala (industrial)	3 474 074	192 504	
	<u>Other education</u>			
E-10	Evening classes		548 000	
E-11	Adult education		584 940	
E-12	Technical and education supervision		1 392 532	
E-13	Teacher training in voluntary schools		46 000	
	<u>Training*</u>			
E-14	Multi purpose workshop	2 074 760		496 536
		23 278 714	3 779 742	
			(x3)	11 339 226
	Total three year budget			35 114 476

* Projects to strengthen vocational training have not yet been included.

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2. Health

General

117. It should be noted that refugees in some areas of eastern Sudan account for up to 30 per cent of the clients for hospital and other health services and, like their Sudanese counterparts, receive these services without charge.

118. The Government is aware of the unsatisfactory sanitary situation in the camps and the health status of the refugees, and is trying with limited resources to ameliorate their environmental conditions and thus improve hygiene standards, provide a safe water supply, and encourage - by incentives - the construction and utilization of private latrines, in addition to the intensification of health education programmes.

119. Since primary health care and control of communicable diseases, especially malaria, are two priorities in the National Health Plan, the refugees will also benefit from these services. The Ministry of Health requires assistance (financial, material and technical) to overcome some of the following constraints: inadequate resources, limited training facilities, shortage in trained cadres to staff the newly created health posts, inadequate number of hospital beds, equipment and inadequate logistics. Assistance in these areas will help bridge many of the present gaps, thus improving the health conditions of the refugees as well as the Sudanese population.

120. It is worth noting that other assistance proposals made in this report that contribute to an improvement in the socio-economic conditions of the refugees will undoubtedly have an indirect and beneficial impact on their health conditions.

121. Generally, the medical and health services offered to the refugees parallel the services offered by the Government to the rural Sudanese communities in adjacent areas, where there is considerable room for improvement in the scope, quality and coverage of these national services, thus adding an unbearable strain on already inadequate Government resources.

Main health problems

122. Malaria has been identified as the number one health hazard. It is endemic in the entire country, and hyperendemic in parts of the southern region. The irrigated areas in the north also provide an environment which is hospitable to the anopheles gambiae mosquito. Although eradication of malaria has not been feasible, malaria control can be achieved through energetic efforts. Important aspects of these efforts are health education, training in agricultural techniques, which would reduce the prevalence of breeding areas for the larvae, and improved nutritional status among the local population in order to prevent latent malaria from becoming manifest.

123. Another category of diseases which the Government has placed high on its list are those caused by poor sanitary conditions, in particular parasites,

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gastroenteritis and related epidemic diseases. This category, especially serious to children, is of major concern for primary health care and sanitation programmes.

124. Anaemia, malnutrition, protein and vitamin deficiencies are especially serious in semi-arid areas in Kassala and Red Sea Provinces, and prevalent among practically all the refugees, seriously impairing their capacity to work in the agricultural schemes. These deficiencies add to their vulnerability to communicable and infectious diseases such as tuberculosis, polio, typhoid, kala-azar, diphtheria, whooping cough, measles, meningitis and bubonic plague.

125. It can hardly be over-emphasized that most of the Sudan's health problems are linked to socio-economic conditions. It is axiomatic that poor health and poverty reinforce each other, but it is necessary to go beyond this to identify the socio-economic and cultural conditions which create poverty and aggravate health. Such conditions include, in various parts of the Sudan, severe climatic and environmental conditions, low levels of education and consciousness among the population pertaining to health, sanitation and nutrition, cultural and religious attitudes which severely limit the utilization of potentially beneficial nutrients and modern preventive and curative medical practices, techniques like irrigation which create or aggravate health hazards and the very vastness of the country which effectively prevents a large part of the rural population from having access to health services.

Existing health services

126. Medical facilities in the country include 171 hospitals, some 300 health centres, 1,000 dispensaries and some 1,500 dressing stations. Although the ratios of hospitals and doctors to the population, 1:1,000,000 and 1:25,000 respectively, compare favourably with many other African countries, the advantage is reduced by the low population density, high population mobility, difficult and costly transport, and uneven distribution of the medical facilities.

127. In the eastern region, where up to 400,000 refugees live, i.e., Kassala and Red Sea Provinces, with a total population of 2 million, there are 13 hospitals, with a number of beds equivalent to 1 per 1,000. Nine of the hospitals have only one doctor, and specialized services are only available at four - in Port Sudan, Kassala, New Halfa and Gedaref. In addition, there are 79 dispensaries, 145 dressing stations and, at present, 98 public health clinics.

Impact of refugees on health services

128. There is no doubt that the influx of refugees has overstrained the existing health services, both in the eastern region and in east and west Equatoria Provinces. Limited facilities which were hardly enough for the Sudanese have been made available to the refugees, whose health situation has been serious in itself and thus added further hazards to that of the indigenous population.

129. In Kassala Hospital it was found that 24 per cent of the beds were occupied by refugees, who at certain times exceeded the nationals in number. The outpatient

clinic was attended by about 200 refugees every day. At costs of £S 15 per day for in-patients and an average £S 0.3 per out-patient, the financial burden is heavy.

130. In Port Sudan, where voluntary agencies run four clinics for the refugees, the patients are referred to the civil hospital for X-Ray, and for laboratory tests and admission. This lays an additional burden on the hospital which is already providing services for the whole town and the surrounding areas. Similarly, in Gedaref, it was found that 69,590 refugees attended the hospital's out-patient clinic during 1979. The same year, about 2,615 refugees were admitted as in-patients, 949 of them for surgery and the others mainly for malaria, bilharzia, tuberculosis, malnutrition, kala-azar and eye diseases.

131. The influx of refugees has also affected the smaller units in the region, especially the rural hospitals in Doka, Hawata, Taktaok, New Halfa and es Suki, and the dispensaries and dressing stations. Given their limited facilities, it has not been possible for the existing health services to cope with the situation and there is a real need for improvement, upgrading and extension of the health care programme.

132. In the southern region, where the infrastructure of the health services had been greatly weakened during the long civil disturbances, the services are overwhelmed by the recent influx of refugees.

133. In Darfur in the western region some 7,000 refugees from Chad have greatly affected the health services and the situation calls for emergency measures.

Necessary extension of health care programme

134. In order to cope with the extra strains on the existing health care programme which the refugees influx has imposed, several lines of action must be followed. They are presented here as outlines for project activities, to be formulated in detail at a later stage.

Sanitation

135. Environmental sanitation plays a key role in the control of endemic and epidemic diseases. In addition to the provision of basic equipment, such as tools for latrine digging, etc., there will be adequate supervision in each settlement, carried out by the sanitary overseer on the spot. In addition the public health clinics will carry out health promotion activities such as advising the settlers on sanitation, hygiene, safe water, nutrition and other relevant community development activities.

Mobile health units

136. The refugees have brought with them manifest and latent diseases which add to the ordinary health hazards already facing the Sudanese population in the influx areas. Migration in search of employment further extends the areas affected by the disease carried by the refugees. It is therefore necessary to include areas larger than the refugee settlements in the health programme related to the refugees. Hence, an adequate health programme demands mobile health units.

Nutrition programme

137. In view of the multitude of health problems, improvement of the nutritional status is of primary importance and to be regarded as a crucial aspect of preventive health care. This is especially the case with the refugees whose change of environment has deprived them of foodstuffs they have traditionally used, without necessarily providing adequate substitutes. The programme needs adequate surveying of food preferences and taboos; of availability and potential for cultivation of nutritionally important agricultural and horticultural crops; of the feasibility of animal husbandry ranging from camels to rabbits to fish-farming in order to provide adequate protein; and of teaching methods for introduction of new foodstuffs and methods to prepare and store them which are appropriate within the relevant religious and cultural contexts. The implementation of the programme calls for ingenuity and staying power, and may be entrusted to voluntary agencies working within the combined framework of the Ministries of Health and Education. The public health clinics and the community development centres in the settlements provide a physical setting.

138. The following table provides a summary of projects and projected estimates for three years of operations and capital costs, the implementation of which should follow a sector technical planning and project design mission indicated in B.4 below.

Table 4
Summary of health programme
(United States Dollars)

		<u>Capital costs</u>	
H-1	Construction and equipment for new primary health care complexes	2 656 000	
H-2	Construction and equipment for 2 training schools C.H.W.	1 000 000	
H-3	Construction and equipment for health facilities in Red Sea and Kassala Provinces	9 038 000	
H-4	Transport vehicles for H-3 and environmental sanitation activities	1 962 000	
H-5	Transport vehicles for H-1 and H-2	956 250	
H-6	Miscellaneous expenditures e.g. spare parts	200 000	
			2 800 000*
H-7	Extension of Loa Hospital		1 083 000*
H-8	Health centre Kajo-Kaji		1 463 240*
H-9	Improvement Hospital Kajo-Kaji		684 000*
		<hr/> 15 812 250	<hr/> 6 031 040
	Total three year budget		21 843 290

* Includes capital and three years of running costs.

3. Agriculture

General

139. The Sudanese economy is based primarily on agriculture which accounts for 40 per cent of GDP and contributes to more than 95 per cent of exports. Furthermore, about 80 per cent of the population is gainfully employed in the agricultural sector.

140. The Sudan's agricultural sector is characterized by a modern irrigated-mechanized cultivation geared towards the production of cotton, peanuts, sugar and sorghum, and the traditional sector which does not require large capital investments. The first sector is represented by large public corporations such as Gezira Board, and the Rahad Corporation in which the Government remains the principal animator, while limited assistance is given to small holders.

141. Past results show that the Sudan may restrain the development of large spectacular schemes, although some have achieved substantial level of production. Emphasis is now placed on increasing productivity of existing units since they will remain the major element of the agricultural sector and the centrepiece of the economy.

Livestock

142. The livestock population in the Sudan is estimated to be 15 million cattle, 11 million goats, 2 million camels and about 16 million sheep. This resource has not yet been fully exploited, and therefore has not yet filled its role in the national economy. There is room for marked improvement, especially in the fields of range management, animal husbandry and animal health.

Poultry

143. Past efforts to encourage large-scale highly automated poultry farms have achieved significant results in the Sudan. Locally financed smaller production units should now also be developed.

Fisheries

144. The potential of this sector has not yet been inventoried but is estimated to be over 240,000 tons per year.

Settlements

145. Many of the agricultural settlements will be located in the eastern zone of the country in rainfed areas for crop production, supplemented by livestock production. Alternate settlement sites have been reserved by the Government in the event that technical studies show that the presently proposed areas are not feasible.

146. An intensive training component should be part of the proposed scheme. At the initial stage experienced local experts will be needed to train the extension

agents to be recruited preferably within the ranks of the refugees, with an aim of one agent per 1,000 farmers.

147. The Government has requested that the existing mechanization scheme for settlements be strengthened and supplemented by alternative cropping systems.

148. A summary of agricultural proposals is set forth below, and a further indication of technical needs in this sector are provided under the section regarding follow-on pre-implementation studies TFM-7.

Table 5
Summary of agriculture programme
(United States dollars)

		<u>Capital costs</u>	<u>Running costs per year</u>
A-1	Reafforestation Kassala	20,233,540	
A-2	Livestock projects 4 locations	1,942,000	419,000
A-3	New veterinary hospitals 2 locations	1,292,000	149,920
A-4	Mobile veterinary unit	152,000	38,000
A-5	Establish dairy farms 2 locations	2,391,000	
A-6	Establish poultry farms 2 locations	608,000	
A-7	Training project tractor units		2,000,000
A-8	Animal drawn equipment project		60,000
A-9	Suakin fishery development		3,758,700*
		26,618,540	2,666,920
			(x3) 8,000,760
	Total three year budget		31,178,000

* Includes capital and three years of running costs.

4. Technical assistance for the National Committee for
Aid to Refugees in sectoral planning and final project
design prior to project implementation

149. For timely project starts and rapid implementation, a series of sectoral technical missions should be immediately sent to the Sudan to complete planning, feasibility and final project design work on the Government proposals listed in this report.

150. This may require, in some cases, final project adjustments and tailoring to fit technical requirements and to further provide more detailed project design work and final cost estimates before proceeding with implementation. The Government has agreed to provide alternate sites for settlement projects if feasibility studies show existing proposals to be technically inadequate.

151. A summary list of sectoral missions required are as follows:

Table 6

Summary of technical feasibility missions required

(United States dollars)

TFM-1	Regional development Planning for new settlements	\$16,000
TFM-2	Development of integrated housing programmes	250,000
TFM-3	Planning and project design for other social development/welfare services	35,000
TFM-4	Planning for a strengthened education system	50,000
TFM-5	Planning for a strengthened health delivery system	50,000
TFM-6	Planning for a strengthened training system	20,000
TFM-7	Planning and project design for agricultural programmes in refugee zones	320,000
<u>Total</u>		<u>\$741,000</u>

152. Preliminary terms of reference and costs are provided below, which are to be finalized with the Commissioner for Refugees in Khartoum.

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TFM-1. Regional development planning for new settlements

153. This project would be designed as an accelerated programme to strengthen the Government's capacity in regional development planning for new settlements by focusing on achieving the following:

Establishing a physical framework and guidelines for the implementation of current and pipe-line programmes for the settlement of refugees as an integral part of over-all rural and urban development.

Defining cost-effective strategies for the distribution of people and economic development activities in order to capitalize fully on all available human and natural resources and realize their full potential.

Formulating land use plans to ensure cost-effective and socially enriching national development; to guard against environmental degradation caused by excessive, untimely, or in other ways socially unacceptable exploitation of resources; to identify incompatible land uses; and to define the proper timing, scale and location of new settlements.

Identification and location of possible additional major social and economic development projects in various sectors and to prepare the terms of reference for feasibility studies of those projects directly pertaining to refugees.

This project is designed to address the immediate requirements for the location and planning of new settlements. It would be, however, also pre-investment oriented by identifying major sectoral projects for investment follow-up.

In order to prepare detailed design, input specification and cost estimates for the project and to make an assessment of locally available expertise and Government counterparts, a one-month preparatory mission on the part of a senior regional planner is recommended.

The cost of the preparatory mission is estimated at \$16,000, and the cost for the over-all project would range from a minimum of \$300,000 to a maximum of \$600,000 depending on the availability of local experts and data.

TFM-2. Development of integrated housing programmes

154. Action-oriented housing programmes are urgently required to begin to address the critical housing needs of those urban centres most affected by large-scale rural-urban migration, compounded by the massive influx of refugees. In particular, the following specific requirements must be met:

Develop and apply innovative programmes to satisfy the basic needs of low-income families for adequate housing, physical infrastructure and social services.

/...

Generate employment and income through housing construction activities and their high multiplier effect on the economy.

Define and implement mechanisms to extend access to credit in order to permit the Government to use public funds for the benefit of the largest number of people who presently cannot afford decent housing.

Mobilize community resources in their own right to stimulate and encourage individual home construction and ownership and co-operative community development ventures.

Identify and measure the respective costs and effects of alternative construction standards, materials and methods, and, on this basis, develop the production and use of indigenous building materials geared to the housing needs of the majority of the population.

In view of the enormity of the problem and the limited resources available, the Government could initiate, with bilateral and/or multilateral support, a series of pilot projects designed to address these priority needs for shelter, physical infrastructure and social services and, simultaneously, to serve as catalysts for large-scale capital investment follow-up.

This would be an accelerated development project. A preparatory assistance phase would result in the design and preparation of pilot housing schemes geared to the needs and available resources and to the attraction of large-scale capital investment follow-up.

The cost of the preparatory assistance phase (six months) is estimated at \$250,000.

TFM-3. Planning for social development/welfare services

155. The following data collection exercise should be undertaken by, or facilitated through, an initial technical visit of one month:

Social development workers and/or community development agents recruited for work in the refugee camps on a full-time basis;

Orientation and counselling services to be established (or strengthened wherever they already exist) in all urban centres having concentration of refugees;

Issuance of family ration cards;

Construction of multipurpose centres or community halls in all refugee settlements.

Study of the labour market at the national, provincial and district levels, and assessment of its needs with long-term projections.

/...

Survey of the national and local market requirements and needs as related to marketable commodities that could be produced in the refugee settlements.

Survey of current and, if possible, prospective inputs to projects to be undertaken within the framework of these sectoral programmes, in order to know the sources that could contribute financially, materially and/or technically to the implementation of these projects.

A multidisciplinary team of experts should be sent to the Sudan for one month as soon as the statistical data required are available, to undertake a comprehensive in-depth study and survey of all income-generating activities that could be undertaken by the refugees with reasonable chances for marketability, both within the country and abroad, as well as other welfare activities which could contribute to a better involvement of the refugees in the social life of their settlements, so that social development/welfare programmes in the refugee settlements could be conceived on sound bases, for the socio-economic benefit of the refugees and subsequently of their country of asylum.

Such a team could include experts from the following organizations: UNHCR/UNESCO/UNICEF/ILO (JASPA) f/ /UNECA (ATRCW). g/ It should study and recommend actions and projects relating to the following fields of activity (the list hereunder is not intended to be limitative):

adult education - functional literacy - co-operative activities and training - youth programmes - handicrafts, cottage and small-scale industries - vocational training (commensurate to identified needs and feasible projects) - sports and recreational activities - rehabilitation programmes for handicapped and disabled groups.

The estimated cost of these services is \$35,000.

TFM-4. Planning for a strengthened education system

156. An over-all education sector review is required to determine the basic aims and objectives of education in the light of the prevailing political socio-economic and cultural factors affecting the over-all educational trend in the Sudan within the Africa region, and the basic needs and aspirations of the communities. It is only through such a sector review that a realistic appraisal of the educational system can be made and the magnitude of the problem, hence the financial and human resources implications, can be well and truly assessed.

f/ Jobs and Skills Programme for Africa.

g/ African Training and Research Centre for Women.

157. Three education specialists or a UNESCO team for three months would be required to provide a more detailed set of project documents and final cost estimates for a programme to strengthen the national education system already strained beyond its capacity by the refugee problem. The cost for these technical services would be \$50,000.

TFM-5. Planning for a strengthened health delivery system

158. For a more accurate identification of needs in the health sector resulting from the added refugee burden carried by the existing services, together with the need for better estimate of cost and the nature of assistance required, a three month in-depth study should be immediately undertaken by WHO or public health technicians. A more detailed set of project documents and cost estimates should be the product of such a mission to facilitate the rapid implementation of this programme.

159. Three health specialist technicians for three months would be required at a cost of \$50,000.

TFM-6. Planning for a strengthened training system

160. It is recommended that an in-depth feasibility study should be carried out at the earliest possible opportunity in order to facilitate the systematic placement of refugees into income-generating activities, primarily for the urban refugees but also to supplement and assist in the further development of agricultural settlements. The study would include:

The collection and collation of data in respect of the existing levels of skills, knowledge and other attributes of refugees.

The identification of wage earning opportunities in the vicinity of urban settlements, elsewhere in the Sudan and overseas.

Surveys concerning the feasibility of establishing small-scale enterprises, taking into account market potential, distribution, availability of raw materials, working facilities and the existing skills of refugees.

Taking into account the above, to prepare over-all proposals for the systematic placement of refugees into income-generating activities. These proposals should include specific details concerning training needs and as to how these needs are to be met.

161. A team of two training specialists or ILO staff would be required for two months for these services, at a cost of \$20,000.

TFM-7. Planning and project design for agricultural programmes in refugee zones

162. As indicated in volume II of Documentation for the Conference held from 20 to 23 June 1980, the short time available for the preparation of the project proposals has not permitted all necessary in-depth studies. Although the mission

believes that the Sudan Government has the necessary expertise to carry out the necessary studies, especially at the exploratory level, FAO could provide, on relatively short notice, the experts needed to supplement their efforts.

163. Various disciplines will be needed to first evaluate sites proposed for settlements such as Maharagat. The Government will provide four technicians (civil engineer, hydrologist, range management and a soil specialist), while FAO could provide, subject to availability of funds, the following (October-November 1980):

Personnel

Soil surveyor	6 m/m
Agronomist	6 m/m
Water specialist	8 m/m
Rural settlement specialist	6 m/m
Sociologist	6 m/m
	<u>32 man/months</u>
Cost	\$160,000
Equipment and support	<u>70,000</u>
<u>Total</u>	\$230,000

Training

The Government has requested a team of expert-consultants in the immediate future to estimate and formulate training programmes in the following fields:

Agricultural extension	3 m/m
Maintenance (mechanization)	2 "
Storage at the farm level	2 "
Agricultural management	<u>3 "</u>
	10 man/months
Total cost	\$50,000

Fisheries

The Government contemplates the development and extension of the fishery complex in the Red Sea using the existing facilities of the former pilgrimage centre of Suakin. The proposed project will include boat construction (150 first stage) and training of 600 refugees and nationals adopting the integration formula. External funding will be required for the implementation of the project.

The Government has requested an FAO marketing fish specialist for three months to complete this study.

Total cost	\$15,000
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Forestry

One forestation specialist is needed (two months) to formulate a development programme for an area north of Showak, the central area involved in the production of firewood, bundling material and more particularly gum arabic (*Accacia senegalense*). This would be a food for work programme. The cost of expert services amounts to \$10,000.

Poultry

Three-month consultation is requested for the formulation of a programme for traditional poultry-raising using local needs adapted to local conditions. The cost of expert services is estimated at \$15,000.

Draught animals

The Government has requested FAO assistance for the formulation and implementation of a pilot project similar to the Western Nuba Mountain, with the aim of developing oxen draught agriculture with appropriate agricultural implements. This has not yet been costed.

5. List of accelerated development projects
for which cost data is under preparation
by the Government of the Sudan

- | | |
|------|--|
| AD-1 | Bailey bridges
connecting new settlements with large irrigation
programmes |
| AD-2 | Small-scale industries |
| AD-3 | Small fund for vulnerable groups |
| AD-4 | Administrative support for the National
Committee Office |
| AD-5 | Suakin Settlement |
| AD-6 | Shelter programme for urban refugees and nationals |
| AD-7 | Improvement of river transport
in southern Sudan |

APPENDIX I

Ongoing international assistance for the refugee programme in the Sudan

1. The growing burden of the refugee problem has begun to be recognized internationally, as attested by the following list of those providing assistance. While it should be noted that the international community has responded positively to the early phase of relief operations for refugees during the past years, it must be stressed that the assistance granted falls far short of today's requirements to set in motion the process of rehabilitation, settlement and community development, together with the strengthening of the national services to cope with the significant addition to the population caused by the large influx of refugees.

2. The preparation of both detailed project documents and also the international conference of refugees, held in June 1980, were facilitated by assistance from:

United States Agency for International Development (USAID)

United Nations High Commissioner for Refugees (UNHCR)

United Nations Development Programme (UNDP)

United Nations Economic Commission for Africa (ECA)

Commission of the European Economic Community (EEC)

International Council of Voluntary Agencies (ICVA)

3. Major assistance to the refugee programme in the Sudan has been provided through the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP) and voluntary agencies.

4. Through UNHCR, the following countries and regional organizations have earmarked funds to provide assistance for the refugee programme: Australia, Austria, German Federal Republic, Netherlands, Switzerland, United Kingdom of Great Britain and Northern Ireland and the United States of America, and European Economic Community.

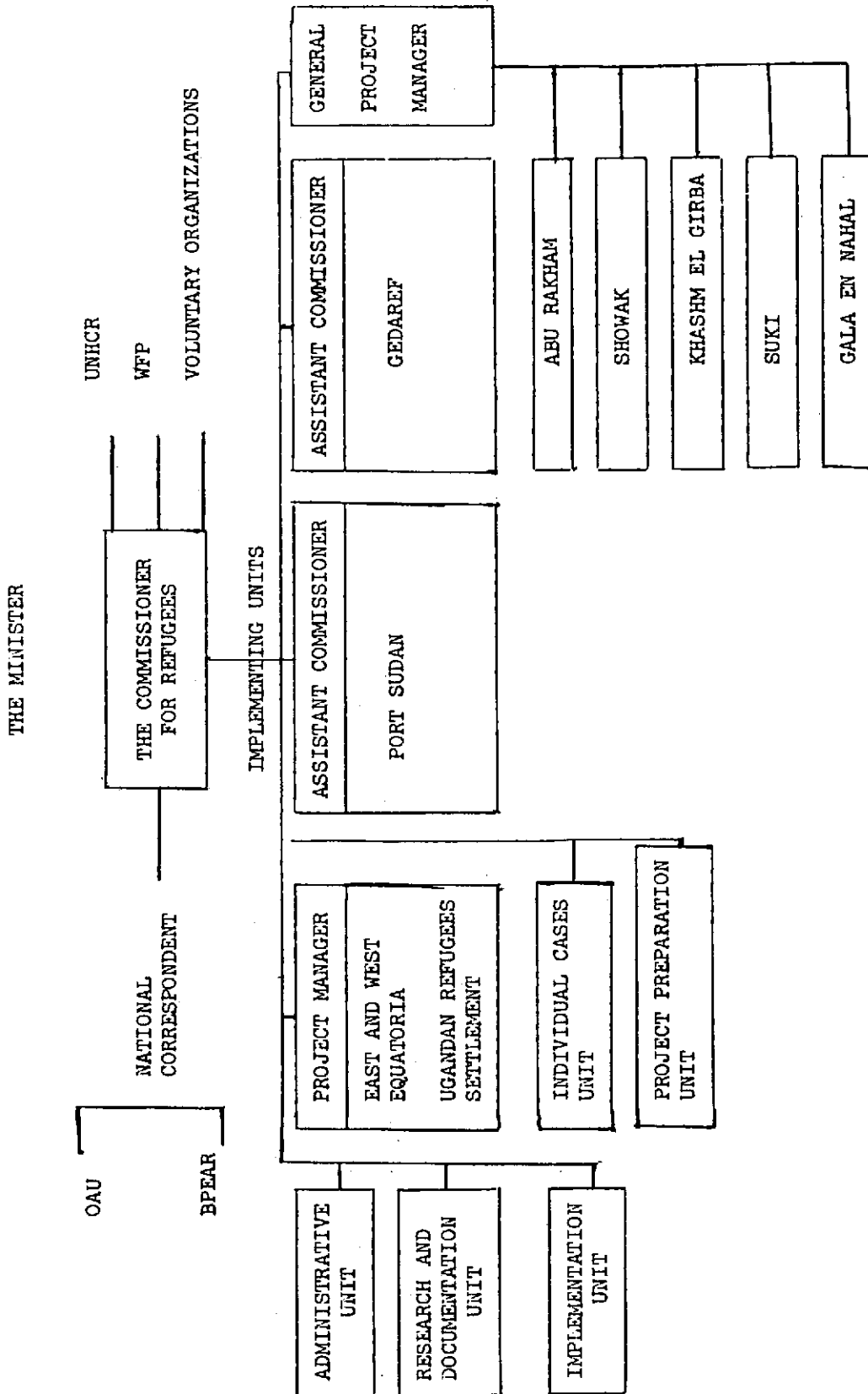
5. The following non-governmental agencies have contributed through UNHCR to provide assistance: Aktion Leprahilfd, Aust Care, Caritas (Federal Republic of Germany), Caritas (Netherlands), Finnish Refugee Council, Help Aged, OXFAM United Kingdom of Great Britain and Northern Ireland, Save the Children Fund United Kingdom of Great Britain and Northern Ireland, and Sweden RADDA Barnen.

6. Voluntary agencies in the Sudan with programmes of assistance to refugees: ACCORD, ASME Humantas, Catholic Relief Services, Ford Foundation, HJEMET, International Committee of the Red Cross, IALMBA Association, Medecines Sans Frontières, Norwegian Church Relief, Save the Children, Sudan AID, Sudan Council of Churches (also supported by the Swedish Government), Sudanese Red Crescent, the League of the Red Cross Societies, and the Swiss Red Cross.

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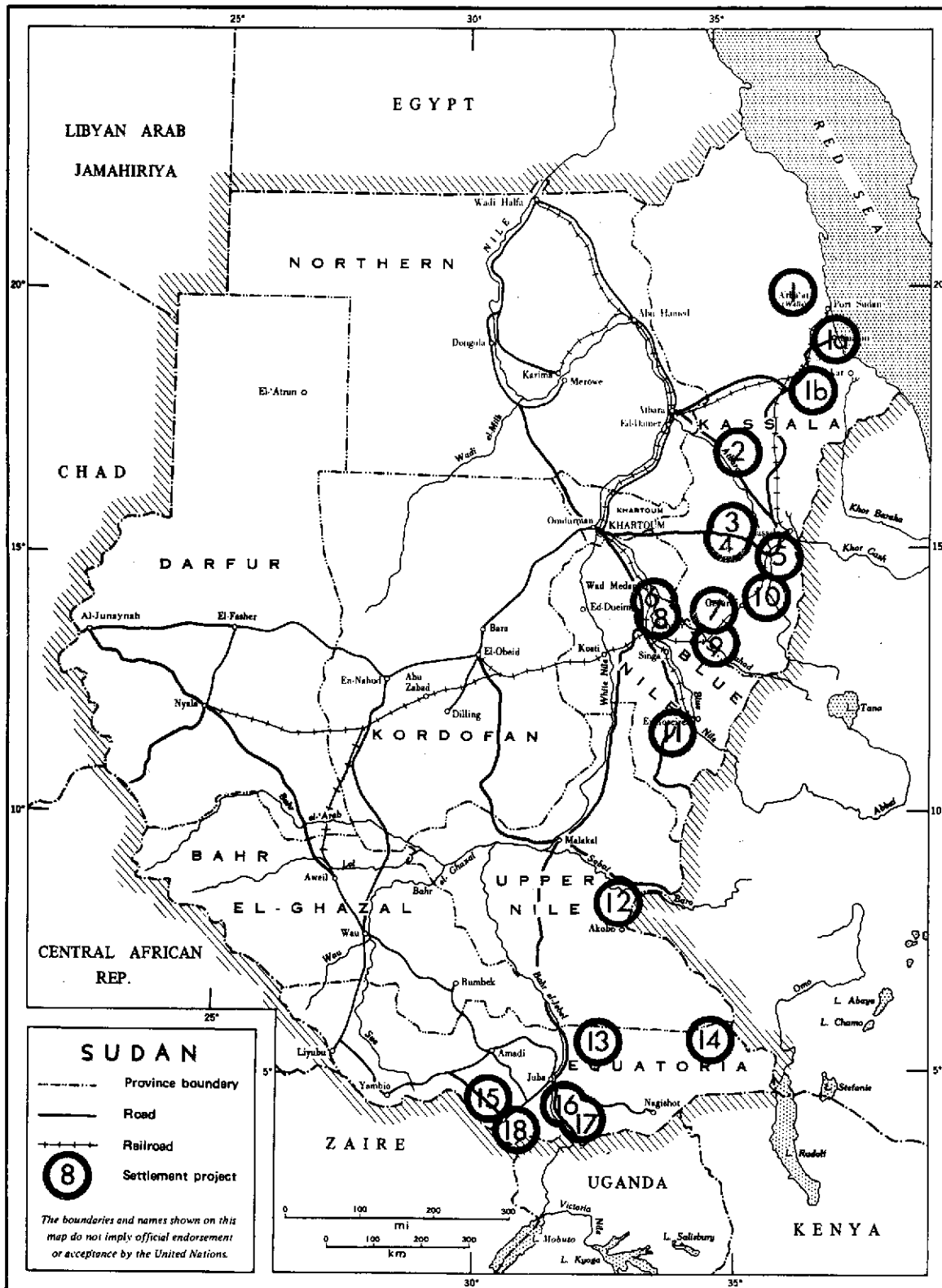
APPENDIX II

Organization chart of the office of the Commissioner for Refugees



APPENDIX III

Map of Sudan showing location of settlement projects



APPENDIX III

Legend for map showing project sites

<u>Location</u>	<u>Number of refugees</u>
1. Asutruba I (suburban)	4,000 extension
Asutruba II (suburban)	9,000
Port Sudan West (suburban)	9,000
1a. Suakin (fishery project)	5,000
1b. Marafit (land settlement)	10,000
2. Lidergawi I, II and Qoz Ragab (wage-earning)	15,000
3. Kilo 20 (wage-earning)	6,000
4. Maharagat (land settlement)	35,000
5. Showak (land settlement)	5,000
Abouda (land settlement)	6,000
Um Ali (land settlement)	6,000
6. Fao (suburban)	6,000
7. Tawawa extension (suburban)	5,000
8. Tenedba (land settlement)	5,000
Mafaza (land settlement)	5,000
9. Qala en Nahal (land settlement)	15,000
10. Dar es Salaam (suburban)	12,000
11. Agadi (land settlement)	1,500
12. Nasir (land settlement)	5,000
13. Langbar (land settlement)	5,000
14. Boma (land settlement)	5,000
15. Tore I (land settlement)	2,000 (addition)
Tore II (land settlement)	2,000 (addition)
16. Kala (land settlement)	5,000
17. Kit I (land settlement)	2,000 (addition)
Kit II (land settlement)	2,000 (addition)
Opari (land settlement)	2,000 (addition)
18. Morobo (land settlement)	5,000