

**Transitional Government of the Republic of the Sudan**

**Draft Five Year National Strategy  
on Solutions for Internally Displaced Persons, Returnees,  
Refugees, and Host Communities**

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## I. Introduction

### 1. Background and Process

Based on the profound aspirations of the Sudanese people from all walks of political and social life, the peaceful December 2018 Revolution with its key slogans of “Freedom, Peace and Justice” brought about fundamental changes which allow to work towards realization of the goal set out in the [Declaration of Freedom and Change](#) of 1<sup>st</sup> January 2019 and the [Constitutional Declaration](#) of 17 August 2019 to end Sudan’s civil wars by addressing their root causes and seeking remedies to their disastrous manifestations, including solutions for displaced persons.

These civil wars have displaced more than 2.5 million people within the territory of the Republic of the Sudan, in particular in Darfur and the Two Areas, who remain as internally displaced persons (IDPs) in protracted internal displacement. In addition, more than 700,000 Sudanese citizens have found protection abroad as refugees many of which might return in the coming years. Most of them need development-oriented solutions that will enable them to rebuild their lives, move from dependence on humanitarian aid and support by host communities to self-sufficiency, resume a life in safety and dignity as full citizens of Sudan, and thus ultimately end their displacement.

The conclusion of the Juba Peace Agreement on 3 October 2020 with its detailed provisions on IDPs and Sudanese refugees returning to their country (returnees) and subsequent developments create an environment which, despite many remaining challenges including the fact some actors have not yet signed the agreement, provides unique opportunities to take decisive action to achieve such solutions.

As of 31 July 2021, the Republic of the Sudan also hosted some 1.2 million refugees and asylum-seekers, among them almost 777'000 persons of Sudanese origin. Many became refugees when they decided to remain in the territory of the Republic of the Sudan at the time when the Republic of South Sudan's became the newest member of the international community on 9 July 2011, or fled from South Sudan since then. Sudan is also providing assistance and protection to more than 200,000 refugees from Central African Republic (CAR), Chad, the Democratic Republic of Congo (DRC), Eritrea, Ethiopia, Somalia, Syria, and Yemen.

This Draft Strategy was elaborated within the framework of the [IGAD-led regional initiative](#) which was established in October 2020 with the participation of the Republic of the Sudan and Republic of South Sudan and the support of UNHCR and the European Union. The aim of the initiative is to help Sudan and South Sudan to come up with evidence-based and clear strategies and action plans that would provide durable solutions for refugees, returnees and internally displaced persons, and host communities. to the protracted refugee and internal displacement challenges. It provides a unique opportunity to work towards finding solutions for them through increased international cooperation and support, particularly for voluntary repatriation, resettlement and complementary pathways, local integration, and local solutions. It provides a framework to develop two country-led and mutually reinforcing National Solutions Strategies and adopt a Regional Declaration on Solutions for Sudanese and South Sudanese Refugees, as well as to mobilize political commitments, and financial, material, and technical assistance that will advance the objectives of the two National Solutions Strategies and achieve tangible benefits for refugees, IDPs, returnees and host communities. As part of the Initiative, the Governments of Sudan and the Republic of South Sudan agreed on a roadmap which outlines the next steps toward short-, medium- and long-term solutions for seven million forcibly displaced persons including refugees originating from and hosted by the two host countries as well as returnees. The Initiative is in line with the Nairobi Declaration, an agreement by IGAD countries to have a comprehensive regional approach to deliver durable solutions for refugees while also maintaining protection and promoting self-reliance in the countries of asylum, and covers all categories of displaced populations in Sudan and South Sudan within the framework of the Declaration as decided by the [72nd Extra-Ordinary Session of the IGAD Council of Ministers](#) on 24 June 2021. A High-Level Meeting to agree on the early recovery and longer-term peacebuilding and resilience needs for seven million Sudanese and South Sudanese internally displaced persons, refugees, and returnees, and to urge the international community to show solidarity and support the process will take place during an IGAD Heads of State Special Summit hosted by the Republic of the Sudan in late 2021.

The Strategy is based on findings resulting from field missions to collect primary data, interviews and focus group discussions with refugees, returnees, IDPs and host communities in several camps in Darfur, as well as the review of secondary data and information and meetings with officials and other key respondents. It incorporates the conclusions and recommendations of the

ensuing assessment report.<sup>1</sup> It is also based on input received from the National technical working group led by the Ministry of Foreign Affairs which met several times since November 2020 and reflects feedback from international partners. The Strategy was validated by a workshop held on 15 and 16 August 2021.

## 2. Definitions

For the purpose of this Strategy:

- a. **Displacement** means any movement of persons who have been forced or compelled to flee or leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made.<sup>2</sup> Displacement can be internal, i.e., within a particular country, or cross-border.
- b. **Displacement affected communities** means communities hosting IDPs and refugees during displacement or receiving them in areas of return, local integration, or settlement elsewhere in the country.
- c. **Displaced persons** means all internally displaced persons (IDPs), returnees, and refugees as defined below.
- d. **Durable solutions for internally displaced persons (IDPs) and Returnees** means their *return* to and sustainable reintegration at the place of former habitual residence, the sustainable *local integration* in areas where IDPs took refuge or the sustainable integration in *another part of the country*. Durable solutions are achieved when IDPs and returnees no longer have specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination resulting from their displacement<sup>3</sup>. Achieving solutions for IDPs and refugees requires creating the conditions that will allow them to participate fully in the economic, social, political, and cultural development of the country;<sup>4</sup>.
- e. **Internally displaced persons (IDPs)** means all persons who has been forced or compelled to flee or leave their homes or places of habitual residence as a result of the conflicts or natural- or man-made disasters anywhere on the territory of the Republic of the Sudan, and who have not crossed an internationally recognized State border.<sup>5</sup>
- f. **Nomads** means members of different pastoralist tribes whether settled since the conflict or continuing to migrate in search of water and grass. **Herders** mean persons owning or raising livestock (cattle, sheep, goats and camels) whether they move with their herds to

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<sup>1</sup> Dr. Saif El Din Daoud Abd El Rahman, *Toward National and Durable Solutions Strategy for Displacements in the Sudan: Context, Challenges, and Future Prospects* (June 2021) (hereafter: Report).

<sup>2</sup> IOM, Glossary on [Migration](#) (2019), p. 55.

<sup>3</sup> 2010 [IASC Framework on Durable Solutions](#), p. 5.

<sup>4</sup> See the Juba Peace Agreement, Title 2, Chapter 5, sec. 6.1.2.

<sup>5</sup> UN Guiding Principles on Internal Displacement.

access pasture and drinking water or raise them as sedentary animals. **Farmers** mean persons who own farm land and produce crops and may also own or raise livestock.

- g. **Nomads and herders sector** means the thematic areas covered by the Juba Peace Agreement in Title 2, Chapter 6.
- h. **Refugees** means all persons of foreign nationality or origin who found refuge on the territory of the Republic of the Sudan and have been registered as refugees or otherwise qualify as such under international or Sudanese refugee law.<sup>6</sup>
- i. **Returnees** means Sudanese refugees, i.e., persons of Sudanese nationality or origin who were compelled to flee across an internationally recognized State border due to a well-founded fear of persecution or as a result of conflicts anywhere on the territory of the Republic of the Sudan, who have or are returning to the Republic of the Sudan. IDPs who are returning to their former homes or place of habitual residence are called IDPs for the purpose of this Strategy.
- j. **South Sudanese Refugees** means all persons of South Sudanese origin who found refuge on the territory of the Republic of the Sudan before or after 9 July 2011 and have been registered as refugees or otherwise qualify as such under the 1951 United Nations Convention Relating to the Status of Refugees and the 1967 Protocol Relating to the Status of Refugees, or the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa.

### 3. Normative and Policy Frameworks

This Strategy is based on and consistent with the following legal and policy instruments of the Republic of the Sudan:

- a. The 2019 [Constitutional Charter for the Transitional Period](#), in particular its Bill of Rights and Freedoms and provisions of its Chapter 15 related to comprehensive peace, and sustainable solutions for IDPs and returnees and Article 45 on citizenship and nationality;
- b. The 2019 [General Framework for the Programme of the Transitional Government](#), in particular priority 1 on ending war and building fair, comprehensive and sustainable peace, including the explicit commitment to attend “to the issues of the Internally Displaced Persons (IDPs), refugees and their voluntary return”; priority 2 on addressing the economic crisis and establishing the bases of sustainable development; priority 4 on promoting public and private freedoms and safeguarding human rights; priority 5 on ensuring the promotion of the rights of women in all areas; priority 8 on supporting social welfare and development; priority 9 on enhancing the role of the youth of both sexes and expanding their opportunities in all areas; and priority 10 on preparing free and fair elections with its explicit commitment to support and encourage “youth, women and war-

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<sup>6</sup> 1951 United Nations Convention Relating to the Status of Refugees, article 1A; 1967 Protocol Relating to the Status of Refugees, article 1(2); 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa, article 1; 2014 Asylum (Organization) Act, section 2.

affected communities, especially IDPs and refugees, in order to enable them to exercise their political and social rights”;

- c. The 2020 [Juba Peace Agreement](#) between Sudan’s Transitional Government and Parties to the Peace Process and its many provisions that are relevant to IDPs and returnees;<sup>7</sup>
- d. The 2020 [National Plan of the Sudan for protecting civilians after the exit of the African Union-United Nations Hybrid Operation in Darfur \(UNAMID\)](#) (hereafter National PoC Plan);
- e. The 2012 [Framework Agreement on the Status of Nationals of the Other States and related Matters between the Republic of the Sudan and the Republic of South Sudan](#) (Four Freedoms Agreement);
- f. The 2009 [National Policy for Internally Displaced Persons](#) (IDPs), in particular Section 2, paragraphs 7-22;
- g. The National Vision for Host Communities and Refugees 2021-2023;
- h. The 2020 [National Plan of the Sudan for protecting civilians after the exit of the African Union-United Nations Hybrid Operation in Darfur \(UNAMID\)](#), in particular section 2 on displaced persons and refugees, section 6 on humanitarian work, section 7 on strengthening conflict avoidance and resolution mechanisms, and section 8 on issues related to nomads and herders;
- i. The 1994 Sudanese Nationality Act and its amendments 2011 and 2018;
- j. The 2003 [Passports and Immigration Act](#);
- k. The 2014 [Asylum \(Organization\) Act](#);
- l. The Sudan Poverty Reduction Strategy Paper (PRSP) for the period 2021–2023;<sup>8</sup>
- m. Other applicable laws and policies of the Republic of the Sudan.

Furthermore, the Strategy builds on, reflects, and is consistent with relevant regional and international standards, in particular:

- a. The 1998 [UN Guiding Principles on Internal Displacement](#) and the 2010 [IASC Framework on Durable Solutions](#);
- b. The 1951 [United Nations Convention Relating to the Status of Refugees](#) and the 1967 [Protocol Relating to the Status of Refugees](#), the 1969 OAU [Convention Governing the Specific Aspects of Refugee Problems in Africa](#), the 2018 [Global Compact on Refugees](#), the 2017 [Nairobi Declaration](#), [the 2017 Djibouti Declaration on Refugee Education](#), the

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<sup>7</sup> See, in particular, *Titel 2* (Darfur), Chapter 5: Internally Displaced Persons’ and Refugees’ Protocol, and relevant provisions of its other Protocols. See also relevant provisions in Chapter 2: Wealth Sharing Protocol (Reconstruction and Development Commission and Darfur Peace Support and Sustainable Development Fund); Chapter 3: Justice, Accountability, and Reconciliation Protocol; Chapter 4: Compensation and Reparations Protocol; Chapter 7: Land and Hawakeer Protocol; and Chapter 8: Permanent Ceasefire and Final Security Agreement Protocol, sec. 29.5. *Title 3*, (Two Areas) Chapters 1 – 4; and *Title 7* (The Third Front – Tamazuj), Chapter 1, sec 8.

<sup>8</sup> For details, see Dr. Saif Abd El Rahman, Report.

- 2019 [Kampala Declaration on Jobs, Livelihoods, and Self-Reliance for Refugees, Returnees, and Host Communities](#), the [1994 Addis Ababa Document on Refugees and Forced Population Displacement in Africa](#), and the [pledges](#) made on the occasion of the Global Refugee Forum (GRF) held in December 2019;
- c. The 2006 Protocols on the [Protection and Assistance to Internally Displaced Persons](#) and on the [Property Rights of Returning Persons](#) adopted by the International Conference on the Great Lakes Region;
  - d. The 1981 [African Charter on Human and Peoples' Rights](#) and the 2003 [Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa](#), the 1990 [African Charter on the Rights and Welfare of the Child](#), the 1966 [International Covenants on Economic, Social and Cultural Rights](#) and on [Civil and Political Rights](#), the 1979 [Convention on the Elimination of All Forms of Discrimination Against Women](#), the 1989 [Convention on the Rights of the Child](#), and the 2006 [Convention on the Rights of Persons with Disabilities](#); and
  - e. The 2030 [Agenda for Sustainable Development](#) with its key message of “no one left behind” and, in particular, its Sustainable Development Goals 1, 2, 3, 5, 8, 10, and 16;
  - f. The [Sendai Framework for Disaster Risk Reduction 2015 – 2030](#).

While the Republic of the Sudan is not a party to the 2009 African Convention for the Protection and Assistance of Internally Displaced Persons in Africa ([Kampala Convention](#)), this Strategy also draws inspiration from this important regional instrument.

## **4. Purpose and Scope of the Strategy**

### **4.1 Vision**

This strategy pursues the vision of a peaceful, stable, and developed Sudan where internally displaced persons (IDPs), returnees, and refugees and the communities hosting or receiving them can find solutions ending displacement and lead safe, prosperous, and dignified lives with no one left behind as well as enjoy their human rights without discrimination or marginalization.

### **4.2 Overarching Objective**

This Strategy and its Action Plan aims at creating conditions allowing IDPs, returnees and refugees to find solutions allowing them to rebuild their lives in safety and dignity without dependency, as well as in harmony with the communities hosting or receiving them and in full respect of the rights of their members, including those of nomads, herders, and farmers.

In order to achieve this goal, the Strategy outlines the principles, strategic goals, institutional frameworks, and types of activities necessary to achieve this goal.

### 4.3 Solutions

The Strategy covers solutions for *IDPs and returnees* as well as refugees.

It is based on the following understanding of *durable solutions for IDPs and returnees*:

- a. Achieving durable solutions for displaced persons is a long-term process of reducing their specific needs and vulnerabilities, their socio-economic and political marginalization, and their dependency on humanitarian protection and assistance. Such solutions can be pursued through sustainable (re-)integration at locations of voluntary return, settlement of related disputes with nomads living in such areas, local integration, or settlement somewhere else in the country. Durable solutions are achieved when displaced persons no longer have specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination resulting from their displacement.
- b. IDPs and returnees have the right to make a free and informed decision whether to seek a durable solution at their place of former habitual residence or through local integration or settlement elsewhere in the country. They have a right to be informed and consulted and to participate in the planning and implementation of relevant activities.
- c. Competent authorities have the duty to establish conditions, and provide the means, that allow IDPs and returnees to ultimately achieve durable solutions which fully respect the rights of local communities, including those of nomads and herders as set out in the Juba Peace Agreement. Conditions allowing to achieve durable solutions include:<sup>9</sup>
  - i. *Physical safety and security*, in particular, and depending on the situation, provided through the presence of police and security forces; humanitarian demining; and measures to build peace and social cohesion between and within communities;
  - ii. *Material safety*, in particular, and depending on the situation, provided through
    - a) access to basic services (water, health, education, etc.) and adequate housing with security of tenure;
    - b) livelihood opportunities including, in particular, for youth,<sup>10</sup> allowing to lead a self-sufficient life; and
    - c) restitution or provision of land and property.
  - iii. *Legal safety*, in particular, and depending on the situation, provided through
    - a) the issuance or restitution of personal documentation;
    - b) facilitation of family reunification;
    - c) the possibility to take part in the conduct of public affairs, including participations in elections; and

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<sup>9</sup> These conditions correspond to eight elements enshrined in the 2010 [IASC Framework on Durable Solutions](#).

<sup>10</sup> See Dr. Saif Abd El Rahman, Report, Key findings.



- d) the provision and facilitation of access to effective remedies and justice, including measures of transitional justice and compensation and reparation.

For the purposes of this Strategy, *solutions for refugees*<sup>11</sup> comprise the following:

- a. Voluntary return in safety and dignity to the country of origin where they can attain sustainable reintegration in places of former habitual residence or other parts of that country;
- b. Naturalization as citizens of the Republic of the Sudan;
- c. Resettlement to another country or provision of complementary pathways for third country admissions as expression of the solidarity of and responsibility sharing by the international community;
- d. Improvement of living conditions, particularly through inclusion of refugees in national systems and facilitation of access to livelihoods in accordance with the pledges made by the Republic of the Sudan on the occasion of the Global Refugee Forum (GRF) held in December 2019; and
- e. For South Sudanese refugees: The full implementation of the freedom of residence, the freedom of movement; the freedom to undertake economic activity, and the freedom to acquire and dispose of property as provided for by the 2012 Four Freedoms Agreement between the Republic of the Sudan and the Republic of South Sudan.

#### **4.4 Scope**

The Strategy covers all IDPs, returnees, and refugees present on the territory of the Republic of the Sudan regardless of the time and location of their displacement as well the communities presently hosting or receiving them. It addresses

- a. Measures to create conditions allowing IDPs and returnees to move towards and ultimately achieve durable solutions ending their displacements and the communities hosting or receiving them to live in harmony and prosperity (Section II), and
- b. Measures to create conditions for refugees and their hosts to improve living conditions and find solutions for refugees (Section III).
- c. Measures particularly relevant for communities hosting or receiving IDPs, returnees, and refugees (Section IV).
- d. Measures addressing social cohesion, capacity-building, and mitigation of environmental impacts as cross-cutting issues (Section V).

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<sup>11</sup> While voluntary return and naturalization lead to the cessation of refugee status according to Article 1(c) of the 1951 Convention on the Status of Refugees; Article I(4) of the OAU Convention Governing the Specific Aspects of Refugee Problems in Africa; Section 6 of the 2014 Asylum (Organization) Act, the other solutions do not have this effect.

This Strategy does not affect in any way the powers and responsibilities of the Peace Commission and any other Commission established within the framework of the Juba Peace Agreement or related policies of the Republic of the Sudan.

## 5. Principles

The following Principles will guide the implementation of this Strategy including, in particular, the development of action plans<sup>12</sup> for finding solutions for particular camps and settlements of IDPs, returnees, and refugees:

- a. **Evidence-based:** Interventions are based on data and knowledge covering all relevant aspects including those related to the socio-economic profile and intentions of displaced persons and other affected communities including nomads; conflict dynamics and opportunities for reconciliation; existing infrastructure, services, and livelihood opportunities in geographical areas of intervention and gaps that need to be addressed; private sector/entrepreneurship diagnostics, consumer and market surveys; environmental impacts and risks related to disasters and the adverse effects of climate change; and remaining humanitarian needs.
- b. **Rights- and needs-based:** Interventions are guided by the needs, rights, legitimate interests, resources and capacities of displaced persons and the communities hosting or receiving them. They respect the individual right of displaced persons to make an informed and voluntary decision on what solution to pursue, and facilitate safe, unimpeded, and timely access to information and support. Interventions aim at enabling displaced persons to fully enjoy all their economic, social and cultural as well as civil and political rights without any discrimination for reasons related to their displacement.
- c. **Government-led and supported by the international community:** In accordance with the primary duty and responsibility of the Republic of the Sudan to establish conditions, as well as provide the means, which allow displaced persons to find solutions helping them to end their displacement, the implementation of this strategy will be led by competent authorities at national and regional/state as well as local levels. They will use a whole-of-government approach through the provision of political leadership; create an environment free of undue bureaucratic challenges and conducive to action by displacement affected communities, Sudanese civil society, the private sector, and the international community; and to the extent possible provide financial resources. Interventions by the international community support national, regional/state and local government authorities and offices in planning, coordinating, delivering, and monitoring relevant programmes and projects.
- d. **Participatory and community-based:** Interventions enable IDPs, returnees, refugees, and communities in areas of return, local integration, or settlement elsewhere in the country to actively participate in the selection, planning, implementation, and monitoring of activities. They ensure the participation of women, the youth, and persons with specific

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<sup>12</sup> See below, sections II.2 and III.2.

vulnerabilities such as older persons and persons with disabilities. Interventions help communities define their own priorities and facilitate reconciliation and social cohesion among and between its members through inclusive processes. They also build on the potentials of civil society and the private sector to contribute and scale up solutions. All actors commit to being accountable to communities and for this purpose set up effective feedback and complaints mechanisms.

- e. ***Area-based and context specific:*** Interventions target communities in areas of return, local integration, or settlement elsewhere in the country. They respond to the specific living conditions, risks, and opportunities of the local context and facilitate the engagement of IDPs, returnees, refugees, and members of the communities hosting or receiving them as well civil society, community-based organizations, the private sector, religious institutions, academia, and the media.<sup>13</sup> Partners working in the same area aim at achieving coherence and greater impact through joint analysis, planning and coordination, and through the creation of referral pathways.
- f. ***Development and peace-oriented while addressing remaining humanitarian needs:*** Solutions will only be sustainable if interventions contribute to enhancing social cohesion and building lasting peace; aim to achieve the Sustainable Development Goals and development plans of the Republic of the Sudan and pursue the goal of reducing the poverty of displaced persons as well as members of the communities; mitigate risks associated with disasters and adverse effects of climate change such as drought and flooding; and are supported by development agencies and organizations and their donors. At the same time, independent and impartial humanitarian protection and assistance, supported by multi-year planning and funding, may continue to be necessary to support those in need regardless of their community affiliation while development interventions are scaled up. Humanitarian, development, and peace actors work in complementarity. The gradual reduction of humanitarian assistance accompanying development action will be carefully managed and done in accordance with humanitarian principles without affecting the protection of individuals and their human rights.
- g. ***Collective and comprehensive:*** Interventions do not need to address all aspects of durable solutions at once but should contribute to a long-term and comprehensive approach to displacement across sectors by humanitarian, development, human rights, and peace/state-building actors. Partners work towards collective outcomes jointly pursued by government and non-governmental actors, including civil society, affected individuals themselves, the private sector, academia, and the international community.
- h. ***Conflict-sensitive:*** Interventions contribute to sustainable peacebuilding and development by addressing the legitimate needs and interests of all communities in a given area without neglecting the rights of victims of the conflicts in Sudan to justice and accountability as well as compensation and reparation as set out in the Juba Peace Agreement. They respect the principle of [Do No Harm](#) and refrain from any action that would create

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<sup>13</sup> On key elements for area-based solutions to displacement see Dr. Saif Abd El Rahman, Report, Key findings.

or exacerbate tensions and conflicts between or within communities or trigger violence leading to renewed displacement.

- i. ***Sensitive to social inequalities caused by gender, age, disabilities, and marginalization:*** Interventions give special attention to and address the specific concerns and perspectives of women, children, youth, persons with disabilities, older persons and marginalized groups and minorities. They take into consideration and address mechanisms of exclusion that present barriers for accessing information, rights, services and equal opportunities in a non-discriminatory manner.
- j. ***Sustainable:*** Interventions facilitate locally-led solutions by the government, civil society, the private sector and, in particular, communities themselves. They prioritize peace-building, reconciliation and social cohesion; protection of civilian and their human rights; the resolution of conflicts related to housing, land, and property, solutions for secondary occupants; the restoration of livelihoods; and the provision of basic services. The international community provides support to build and strengthen capacity of relevant governmental, non-governmental and civil society actors in Sudan. Interventions are based on long-term planning, multi-year time frames and budgets and can respond to changing dynamics through flexible and adaptive programming. Solutions are mainstreamed in national, region/state, and local development plans and integrated in or coordinated with development projects implemented in areas of return or local integration.

## II. Durable Solutions for Internally Displaced Persons and Returnees

### 1. Context<sup>14</sup>

According to the [Humanitarian Response Plan](#), 2.5 million IDPs were living in Sudan at the end of 2020. Since then, new displacements, particularly in West Darfur, have added to this figure. In 2020, [IOM's Displacement Tracking Matrix](#) (DTM) found that the vast majority of IDPs (an estimated 64%) live in protracted displacement since a decade and more. An estimated 66% of IDPs found refuge in (peri-)urban locations and over time many among the bigger camps have become *de facto* urban neighbourhoods.

While some IDPs and returnees have been able to go back to their former homes and habitual places of residence permanently or at least temporarily during the planting season, this remains elusive for most of them due to a lack of safety and security, limited access to land and property, or the absence of basic services such as health and education, water, and more generally, the absence of local administrations and law enforcement personnel. Some of these obstacles are linked to underlying causes of the conflicts in Sudan such as competing claims over land and natural resources or the fact that long-standing grievances of marginalized communities remain unaddressed, and the present absence of certain armed actors from the peace process. Others, such as the proliferation of arms and in some areas the presence of landmines and unexploded

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<sup>14</sup> For more details, see Dr. Saif Abd El Rahman, Report.

ordnance, the destruction of infrastructure and services, occupation of land by members of other communities, or the lack of trust of affected populations are a consequence of the conflicts. Finally, criminality resulting in inter-communal violence and other local conflicts triggered new displacements in 2021. Doubts whether security can be provided since the departure of UN-AMID forces and the weak presence and capacity of rule of law institutions in areas affected by the civil wars contribute to the difficulties of scaling up returns to significant levels. Finally, disaster risks, environmental degradation and adverse effects of climate change may further exacerbate conditions in areas of potential return.

Local integration of IDPs living in (peri-)urban camps is facing challenges, too, in particular because such camps are not recognized as part of urban areas and are not linked to urban infrastructure and services. Lack of social cohesion and tensions with host communities who feel overwhelmed by the long presence of IDPs may also make such solutions difficult.

The current economic crisis and weak presence and capacity of government institutions in Darfur and the Two Areas and in some locations politization of community leaders have been identified as other challenges affecting efforts to move towards durable solutions.

Despite these challenges, the present political and security situation in many locations has improved to a degree that allows to implement measures allowing IDPs and returnees to find solutions in areas of return or local integration. The Juba Peace Agreement is not only an expression of a nation-wide consensus on the need for solutions for IDPs and returnees but, together with other factors such as increasing international support for the “new” Sudan, creates a conducive environment for moving ahead. Risks can be mitigated through measures such as

- (a) programming that is conflict-sensitive based on detailed conflict analysis for areas of intervention, and contributing to social cohesion;
- (b) bottom-up approaches that involve local communities and local authorities from the beginning on;
- (c) implementation that is aligned with progress made in other relevant areas addressed by the Juba Peace Agreement, in particular security and protection of civilians, land and habitation issues, transitional justice, and the development of the nomads and herders sector, and closely coordinated with actors in these areas; and
- (d) programming that allows for smooth transition from humanitarian to development-oriented responses as well as flexible implementation to adapt to changing circumstances.

As regards the present economic crisis, Sudan has been pursuing an economic reform agenda focused on removing economic distortions, stabilizing the economy, and building a foundation for future sustained inclusive growth, development, and poverty reduction. On 29 June 2021, the Executive Boards of the World Bank and IMF determined that Sudan is eligible to receive debt relief of about 23.3 billion USD under the Enhanced Heavily Indebted Poor Countries (HIPC) initiative. This will be complemented by other debt relief initiatives linked to the HIPC initiative

that will bring total debt relief to more than 50 billion USD, representing over 90% of Sudan's total external debt.

## 2. Strategic Objectives

### 2.1 Strategic Objective 1: Return

**Objective 1:** *To enable IDPs and returnees to voluntarily return to their former homes and places of habitual residence identified as being conducive to such returns and, together with communities receiving them, to re-establish dignified and self-sufficient lives in physical, material, and legal security.*

**Outcome 1:** 50% of IDPs and returnees wishing to return to their former homes or places of habitual residence in areas identified as being conducive to such returns have done so and they as well as the members of the communities receiving them enjoy security and protection, including protection of their human rights; adequate housing with security of tenure; enhanced livelihood opportunities reducing poverty and allowing for self-sufficient lives; and access to water, education, health, and other basic services.

To achieve Outcome 1,

- a. The *National Commission on Durable Solutions for Internally Displaced Persons and Returnees* will, with the support of the national level Working Group on Durable Solutions for IDPs and Returnees, develop criteria to determine whether a specific location is conducive for return, particularly in terms of progress made regarding safety, security and protection of civilians, land- and hawakeer issues, inter-community relationship, livelihood opportunities, local capacities, and other relevant elements, and conduct a nationwide mapping of relevant locations.
- b. The *regional/state level Commissions on IDPs and Refugees*, with the support of the regional/state level Working Groups on Durable Solutions for IDPs and Returnees, will
  - a. Identify locations with conditions that are sufficiently conducive to returns based on a protection and conflict analysis as well as the identification of existing assets, opportunities, and gaps;
  - b. Identify IDPs and returnees who, based on an informed and voluntary decision, are willing to return to such areas within the timeframe of this strategy;
  - c. Develop area-based action plans for specific locations of return which are protection-sensitive and in line with the Principles enshrined in this Strategy (above, section I.5) and
    - i. are based on data gathered under activity a.,
    - ii. are developed with the participation of IDPs, returnees, and members of the communities receiving them, including women, youth, persons with disabilities,

and members of marginalized groups and minorities, using, in particular, community-based planning processes that contribute to social cohesion and identify priority areas for intervention,

- iii. are coordinated with actors implementing activities provided for by the Juba Peace Agreement and the National PoC Plan regarding peace, the protection of civilians, the resolution of issues related to land and hawakeer, compensation and reparation, transitional justice, and the development of the nomads and herders sector including solutions for challenges related to migratory routes;
  - iv. are part of or aligned with development plans where they exist and coordinated with other development activities;
  - v. address all elements related to physical, material, and legal security (above, section I.4.1c) of IDPs and returnees as well as the members of the communities receiving them that are relevant areas of return; and
- d. Implement activities in a coordinated manner with the participation of affected communities and the support from actors dealing with security and land issues, line ministries, local authorities, civil society, community-based organizations, the private sector, and international agencies and organizations, including through implementation of integrated projects addressing humanitarian, development, and peacebuilding issues in a coordinated manner.

## **2.2 Strategic Objective 2: Local Integration**

**Objective 2:** *To enable IDPs and returnees to locally integrate and re-establish, together with host communities, dignified and self-sufficient lives in physical, material, and legal security.*

**Outcome 2:** 50% of IDPs and returnees wishing to locally integrate in areas identified as being conducive to such integration have done so. They as well as the members of the local communities enjoy security and protection, including protection of their human rights; adequate housing with security of tenure; enhanced livelihood opportunities reducing poverty and allowing for self-sufficient lives; and access to water, education, health, electricity and other basic services.

To achieve Outcome 2,

- a. The *National Commission on Durable Solutions for Internally Displaced Persons Returnees* will, with the support of the national level Working Group on Durable Solutions for IDPs and Returnees, develop criteria to determine whether a specific location is conducive for local integration in terms of progress made regarding safety, security and protection of civilians, land- and hawakeer issues, inter-community relationship, livelihood opportunities, local capacities, and other relevant elements, and conduct a nation-wide mapping of relevant locations.

- b. the *regional/state level IDP and Refugees Commissions* will, with the support of the international community:
- i. Identify, based on a protection and conflict analysis as well as the identification of existing assets, opportunities, and gaps, areas where conditions are sufficiently conducive to local integration;
  - ii. Identify IDPs and returnees who, based on an informed and voluntary decision, are willing to integrate locally within the timeframe of this Strategy;
  - iii. Develop action plans for specific (per-)urban camps and settlements which are protection-sensitive and in line with the Principles enshrined in this Strategy (above, section I.5) which
    - (1) are based on data gathered under activity a.,
    - (2) are developed with the participation of displacement-affected communities, including women, youth, persons with disabilities, and members of marginalized groups and minorities, using, in particular, community-based planning processes that contribute to social cohesion and identify priority areas for intervention,
    - (3) focus on (a) the inclusion of (peri-)urban camps and settlements in the city limits and their connection to urban infrastructure and services, (b) the provision of plots and adequate housing with security of tenure within camp perimeters or somewhere else in the (peri-urban), (c) the reduction of poverty among IDPs, returnees, and members of host communities by increasing and enhancing urban or peri-urban livelihood opportunities through investments, in collaboration with the private sector, vocational training of youth, access to micro-grants and credits for small urban businesses, support for agricultural activities in nearby areas, and similar activities, and the removal of administrative challenges hindering access to the labour market and other economic opportunities, and; (d) measures strengthening social cohesions between and within communities;
    - (4) are coordinated with actors dealing with peace and the protection of civilians, the resolution of issues related to land and hawakeer, compensation and reparation, and transitional justice, and the development of the nomads and herders sector; and
    - (5) are part of or aligned with development plans where they exist and coordinated with other development activities.
  - iv. Implement activities in a coordinated manner with the participation of displacement-affected communities and the support from relevant actors dealing with security and land issues, line ministries, local authorities, civil



society, community-based organizations, the private sector and international agencies and organizations, including through implementation of integrated projects addressing humanitarian, development, and peace-building issues in a coordinated manner.

### **2.3 Strategic Objective 3: Improving Living Conditions for IDPs, Returnees, and Host Communities Pending Solutions**

**Objective 3:** *To improve living conditions for IDPs and returnees remaining in protracted internal displacement pending return or another type of durable solution, to strengthen their resilience and enhance their ability to move towards self-sufficiency, as well as for their hosts;*

**Outcome 3:** 50% of IDPs and returnees remaining in protracted internal displacement pending return or another type of durable solution are able to reduce their dependency on humanitarian assistance and they as well as members of the communities hosting them have access to or are provided with improved shelters, better livelihoods, and enhanced local services including education, health, and water and sanitation.

To achieve Outcome 3,

- i. HAC together with humanitarian partners will upgrade shelters in camps and settlements to semi-permanent housing;
- ii. International humanitarian and development organizations and civil society actors with experience in the area of livelihoods will, in collaboration with the private sector, invest in vocational training of youth, access to micro-grants and credits for small urban businesses, support for agricultural activities in nearby areas, and similar activities for IDPs, returnees, and members of host communities. Relevant authorities will remove administrative challenges hindering access to the labour market and other economic opportunities;
- iii. Relevant line ministries as well as regional/state level and urban authorities will, with the support of the international community, rehabilitate, expand, and scale up the capacity of urban infrastructure and services such as schools, health facilities, water, electricity, and markets to serve IDPs and returnees living in nearby camps and settlements without burdening host communities.

### **2.4 Strategic Objective 4: Access to Justice**

**Objective 4:** *To facilitate access to justice, including transitional justice and compensation and reparation, for IDPs and returnees as well as members of the communities in areas of return or local integration.*

**Outcome 4:**

- (a) All IDPs and returnees as well as members of the communities in areas of return or local integration are supported in gaining access to justice, including transitional justice and compensation and reparation mechanisms.
- (b) Host communities and members who were directly affected are provided with reparation for environmental and other damages occurred as consequence of the presence of IDP and compensated for land used for camps and settlements.

To achieve Outcome 4, the *regional/state level IDPs and Refugees Commissions* will, with the support of the international community take measures to ensure that:

- a. Transitional justice and compensation or reparation mechanisms are taken into account when designing action plans;
- b. IDPs and returnees are provided with information on transitional justice and compensation or reparation mechanisms provided for by the Juba Peace Agreement<sup>15</sup> as well as equivalent mechanisms at local and community levels;
- c. Referral mechanisms and support for IDPs and returnees in submitting claims for compensation and reparation are established and made available;
- d. Inter-community reconciliation mechanisms are supported; and
- e. Policies and mechanisms are established to provide reparation to host communities and directly affected members for environmental and other damages occurred as consequence of the presence of IDP and compensated for land used for camps and settlements.

**2.5 Strategic Objective 5: Participation in Public Affairs**

**Objective 5:** *To ensure the participation of IDPs and returnees in public affairs including general elections in accordance with Section 68.11 of the Constitutional Charter for the Transitional Period of 2019.*

**Outcome 5:** All IDPs and returnees, together with the members of the communities hosting or receiving them, are

- (a) informed and consulted on all matters affecting them and can participate in and contribute to relevant decision-making processes, including community-based planning; and
- (b) able to register as voters and participate in general elections at national and where applicable regional/state levels in accordance with applicable election laws.

<sup>15</sup> See *Title 2* (Darfur), Chapter 3; Chapter 4; Chapter 5, sec. 8.6.3 and 8.6.4. *Title 3* (Two Areas), Chapter 2, sec. 8.6 – 8.9; Chapter 3, sec. 4, 82.4 and 85. *Title 4* (Eastern Sudan), Chapter 2, sec. 62. *Title 5* (Northern Track), Issues, sec. 10.

To achieve Outcome 5,

- a. with regard to information, consultation and participation of IDPs, returnees, and members of communities hosting or receiving them:
  - i. Actors involved in the planning or implementation of activities under this Strategy create mechanisms to ensure such information, consultation, and participation, including by using community-based planning methods to prepare action plans under Strategic Objectives 1 and 2; and establish feedback- and complaints mechanisms;
  - ii. Authorities at all levels oblige their members and staff to systematically inform and consult IDPs, returnees, and members of the communities hosting or receiving them before they take decisions affecting them;
- b. with regard to participation in elections:
  - i. Election laws will provide for the participation of IDPs and returnees in general elections at national and state/regional levels.
  - ii. Authorities conducting the forthcoming census will ensure that IDPs and returnees are included in it.
  - iii. The Election Commission will ensure that IDPs and returnees can register as voters and participate in general elections at national and state/regional levels in accordance with the law;
  - iv. Representatives of IDPs and returnees as well as communities in areas hosting or receiving IDPs and returnees participate in the observation and monitoring of elections.

### **3. Institutional Roles and Responsibilities**

A *National Commission on Durable Solutions for Internally Displaced Persons and Returnees* co-chaired by the Ministry of Federal Governance and HAC whose composition will ensure a whole-of-government approach will provide the overall coordination of the implementation of this Strategy and its Strategic Objectives. It will be supported by a national level technical *Working Group on Durable Solutions for Internally Displaced Persons and Returnees* which includes representatives of relevant ministries and other governmental entities, non-governmental organizations, the private sector, and international partners.

At the regional/state level, the *IDP and Refugees Commissions* provided for by the Juba Peace Agreement.<sup>16</sup> Recognizing that according to the Juba Peace Agreement, most activities relevant for durable solutions for IDPs and returnees are falling within the concurrent powers of the national federal government and the regional/state authorities and some belong to the exclusive

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<sup>16</sup> Juba Peace Agreement *Title 2* (Darfur), Chapter 5, sec. 8; *Title 3* (Two Areas) Chapter 3, sec. 76-78; *Title 4* (Eastern Sudan), sec. 62.

regional/state powers,<sup>17</sup> the regional(state level *IDP and Refugees Commissions* will (a) prepare area-based action plans for specific IDP camp and settlements in areas where solutions become possible, and (b) support relevant authorities and other actors. These action plans shall address Strategic Objectives 1 – 4 set out above. They shall be consistent with the applicable normative and policy frameworks (above, section I.3) and the Principles enshrined in this Strategy (above, section I.5). They will be supported by a technical working group which includes representatives of non-governmental organizations, the private sector as well as international partners.

#### **4. Financial Resources**

The implementation of the strategy will be funded through:

- a. Financial and other contributions provided by relevant ministries and other authorities at national, regional/state, and local levels;
- b. The Darfur Peace Support and Sustainable Development Fund;<sup>18</sup>
- c. The United Nations Fund for Recovery, Reconstruction and Development in Darfur;
- d. Other contributions provided by the international community including bilateral and multilateral donors;
- e. Contributions, whether financial or in kind, provided by civil society, the private sector, or affected communities.

#### **5. Monitoring and Evaluation**

The *National Commission on Durable Solutions for Internally Displaced Persons and Returnees*, with the support of the national level Working Group on Durable Solutions for Internally Displaced Persons and Returnees, will develop, adopt, and implement a monitoring and evaluation framework defining the methodology and criteria to assess progress made in the implementation of this Strategy and the Action Plans based on it. It will conduct yearly evaluations. It will also set up mechanisms to handle complaints.

A Management Information System (MIS) collecting, storing, and analysing relevant information will support the Committee in carrying out its tasks.

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<sup>17</sup> Juba Peace Agreement, *Title 2* (Darfur), Chapter 5, sec. 31; *Title 3* (Two Areas) Chapter 3, sec. 10.

<sup>18</sup> Juba Peace Agreement, *Title 2*, Chapter 2, sec. 29.

### III. Solutions for Refugees

#### 1. Context<sup>19</sup>

Among the more than 1.1 million refugees in Sudan, the country is hosting one of the largest South Sudanese refugee populations in the region, with a total of more than [776,000] living in the country as of July 2021. Sudan continues to apply its open-door policy and more arrivals are expected in 2021. While over [175,000] refugees are hosted in nine camps in White Nile and a further 45,000 in two camps in East Darfur, approximately 70 per cent of the current South Sudanese refugee population are living outside of official camps alongside host communities. Many out-of-camp settlements are in remote and underdeveloped areas, where resources, infrastructure and basic services are extremely limited and access during Sudan's rainy season is extremely difficult. Over [190,000] South Sudanese refugees are concentrated in the Khartoum area.

Among the South Sudanese refugees are large numbers of persons who had fled during the armed conflicts linked to the decades-long struggle of the South Sudanese for statehood and back then found refuge as IDPs on the territory of the present-day Republic of the Sudan. They, together with their descendants, became refugees when the Republic of South Sudan seceded from Sudan and proclaimed itself independent on 9 July 2011 and, as a consequence, they lost their Sudanese nationality. Other refugees arrived since then due to the series of armed conflicts and waves of violence within South Sudan and were welcomed by host communities who continue to support them.

At the end of 2020, Sudan also hosted more than [122,000] Eritrean refugees who live in protracted displacement since several decades, more than [93,000] Syrian and almost [27'000] Central African refugees in addition to smaller numbers from other countries. Ethiopian refugees numbered [69,849] at the end of 2020 but their numbers are fast increasing due to the present Tigray conflict. These refugees can be found in camps, rural out-of-camp settlements, and urban areas throughout the country. The majority stays outside camps, including in large collective self-settlements with thousands of refugees living in "camp-like" areas adjacent to reception centres, as well as smaller dispersed settlements where refugees are integrated with host communities. Many out-of-camp settlements are in remote and underdeveloped areas, where resources, infrastructure and basic services are extremely limited. While some refugee communities have demonstrated considerable resilience, many refugees and their hosts live in dire poverty and continue to have humanitarian needs.

To address the specific vulnerabilities of refugees and their hosts communities and strengthen their resilience, longer-term development approaches are needed which invest in local infrastructure; strengthen age, gender, and disability inclusive education, health, nutrition and water, sanitation, and hygiene (WASH); and reduce poverty and enhance livelihood opportunities. Such measures will contribute to social cohesion and peaceful coexistence so that both communities

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<sup>19</sup> For more details, see Dr. Saif Abd El Rahman, Report.

can thrive. In this regard, the pledges made by the Transitional Government on the occasion of the Global Refugee Forum (GRF) held in December 2019 are highly relevant not only for refugees in general but also for the South Sudanese among them. The Government pledged to develop *radical solutions to the root causes of forced displacement* and in particular:

- Complete the costed plan of action for *refugee education* in order to realize full integration of refugee children into the national education system and to implement such integration in a gradual manner;
- Support *livelihoods and self-reliance* through access to jobs and livelihood opportunities for refugees;
- Integrate refugees gradually into the national *health system*;
- *Facilitate solutions* for refugees by (i) facilitating humanitarian access to the needy people; (ii) facilitating movement of refugees across the country; (iii) locally integrating refugees in areas where camps have been closed; and (iv) providing an enabling environment for refugees and their reintegration; and
- *Enhance protection* by (i) completing the registration and documentation of the remaining 700,00 unregistered refugees; (ii) continuing to maintain and implement our open-door policy; and (iii) providing birth certificates for all refugee children born in Sudan.

The Government of Sudan has developed a *National Vision for Host Communities and Refugees (2021-2016)*<sup>20</sup> which aligns with the GRG pledges and identifies five priority sectors for support to host communities and refugees in the next five years: safe drinking water; health; education; social protection and livelihoods; and protection.

As regards South Sudanese refugees, the [Revitalized Agreement on the Resolution of Conflict in the Republic of South Sudan](#) signed in September 2018 and the Juba Peace Agreement signed in October 2020 offer opportunities to address the plight of South Sudanese refugees beyond improving their living conditions. These include voluntary return in safety and dignity to and sustainable reintegration in the Republic of South Sudan. Naturalization in the Republic of the Sudan in accordance with relevant laws or Article 45, paragraph 2 of the 2019 Constitutional Charter for the Transitional Period.

Voluntary return in safety and with dignity on the basis of the 2018 Tripartite Agreement on Voluntary Repatriation between Sudan, Chad, and UNHCR, is also an option for the 3,507 Chadian refugees remaining in Sudan, the majority of which live in Central Darfur. Whether voluntary may become an option for other refugees during the 5-year timeframe of this Strategy remains to be seen.

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<sup>20</sup> Republic of the Sudan, Ministry of Cabinet Affairs, National Vision for Host Communities and Refugees (2021-2016), Working Document [2021].

## 2. Strategic Objectives

### 2.1 Strategic Objective 6: Improving Living Conditions of Refugees and their Hosts

**Objective 6:** *To substantially improve living conditions of refugees and their hosts , pending solutions ending refugee status through the provision of safe drinking water, health and education services, social protection and livelihoods, and physical protection and safety in accordance with the National Vision for Host Communities and Refugees (2021-2026).*

**Outcome 6:**

- (a) 50% of refugees and host communities have access to safe drinking water;
- (b) 50% of refugees and host communities are included in services provided by the national education system;
- (c) 50% of refugees and host communities are included in services provided by the national health system;
- (d) Social protection and livelihoods are improved for 50% of refugees and host communities in ways that substantially enhance their self-reliance;
- (e) Refugees and host communities enjoy stronger safety and security (protection) as well as social cohesion between and within their communities.

To achieve Outcome 6, the National Vision for Host Communities and Refugees (2021-2026) will be implemented in a coordinated manner including, in particular, with regard to:

- a. *Provision of safe drinking water:* The Ministry of Irrigation and Water Resources and its counterparts at regional/state levels with support of international partners will develop and implement a strategy and plan of action to provide safe drinking water to refugees and host communities;
- b. *Inclusion of refugees in the national education system:* The Ministry of Education and its counterparts at regional/state levels with the support of international partners will develop and implement a strategy and plan of action for the gradual inclusion of refugees in the national education system, including by upscaling and expanding schools and expanding school feeding programs in areas hosting refugees.
- c. *Inclusion of refugees in the national health system:* The Ministry of Health and its counterparts at regional/state levels with the support of international partners will develop and implement a strategy and plan of action for the gradual integration of refugees into the national health system, including by upscaling and expanding health services in areas hosting refugees and including refugees and their hosts in the health insurance scheme.
- d. *Improving social protection and livelihoods of refugees and their host:*
  - i. The Inter-Ministerial Committee for Implementation of the GRF pledges<sup>21</sup> together with competent national ministries and authorities at national and/or regional/state levels and their international partners will develop area-based action

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<sup>21</sup> See Section III.3 below.

plans to for specific areas in line with the Principles enshrined in this Strategy (above, section I.5) to reduce reduction of poverty among refugees and members of host communities by increasing and enhancing livelihood opportunities including access to agricultural land for refugees and better access to jobs, including in accordance with Strategic Objective 8 (below).

- ii. The Ministry of Welfare and Social Development will develop and implement an action plan to include vulnerable refugees and members of host communities in social protection programs and projects.
- e. *Safety and security (protection):*
  - i. Competent authorities will implement the 2020 National Plan of the Sudan for protecting civilians after the exit of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) (National PoC Plan) in areas hosting refugees.
  - i. All projects will be designed in ways that enhance social cohesion in line with Strategic Objective 11 (below).

## **2.2 Strategic Objective 7: Voluntary Return in Safety and Dignity**

**Objective 7:** *To facilitate the voluntary return in safety and dignity refugees to their country of origin.*

**Outcome 7:** Within the timeframe of this Strategy:

- (a) 50% of South Sudanese refugees willing to voluntarily return to areas in the Republic of South Sudan which have been determined to be conducive for such returns are able to do so in safety and dignity.
- (b) All remaining Chadian refugees willing to voluntarily return to areas in the Republic of Chad which have been determined to be conducive for such returns within the timeframe of this Strategy are able to do so in safety and dignity.
- (c) Possibilities for voluntary returns to other countries have been explored and, where possible, tripartite repatriation agreements concluded.

To achieve Outcome 7:

- a. The Government of the Republic of the Sudan will conclude a tripartite Voluntary Repatriation Agreement between the Government of the Republic of the Sudan, the Government of the Republic of South Sudan, and the United Nations High Commissioner for Refugees;
- b. The Ministry of Foreign Affairs together with UNHCR will explore whether possibilities for voluntary return to other countries exist, and initiate, where this is the case, the conclusion of a tripartite voluntary repatriation agreement;



- c. COR with the support of UNHCR will undertake or update repatriation-related surveys, including demographic and socio-economic profiles of the refugee population; identification of areas of origin and preferred destinations upon eventual return; identification of vulnerable groups and their particular needs; and share this information cross-border. In particular, they will carry out an intention survey among refugees to identify those refugees willing to voluntarily return before the end of 2025 to their country of origin and ensure that such decisions are voluntary and informed;
- d. The Government of the Republic of the Sudan, together with UNHCR and in partnership with the government of the Republic of South Sudan, will implement the Voluntary Repatriation Agreement. Actors will ensure, in particular, that all refugees willing to return, including women, youth and persons with disabilities, are fully involved in the planning and implementation of their repatriation and have equal access to all information, procedures and assistance related to it. The same applies to the implementation of the Voluntary Repatriation Agreement with Chad, and other such agreements that may have been concluded.

### **2.3 Strategic Objective 8: Freedom of Movement and Access to Work**

**Objective 8:** *To ensure that*

*(a) Refugees enjoy freedom of movement and access to work in accordance with the law.*

*(b) Steps are taken to facilitate greater access of South Sudanese to the freedoms provided for by the Four Freedoms Agreement in accordance with relevant laws*

**Outcome 8:**

*(a) 50% of refugees eligible under relevant laws to enjoy freedom of movement and access to work are able to do so.*

*(b) All stakeholders, especially the Government of Sudan and South Sudanese refugees, are able to have a clear and common understanding of the current situation within Sudan in terms of de jure and de facto implementation, challenges and opportunities relating to the Four Freedoms Agreement (freedom of residence, freedom of movement, freedom to undertake economic activities, and freedom to acquire and dispose of property throughout the territory of the Republic of Sudan.*

To achieve Outcome 8 with regard to

- a. The facilitation of free movement and access to work:

- i. Partners will conduct a study identifying legal and administrative challenges limiting their freedom of movement and access to work and advocate for and support efforts to review and improve identified problems;
  - ii. Competent authorities will take the measures necessary to facilitate their freedom of movement and access to work.
- b. The implementation of the “Four Freedoms” Agreement for South Sudanese refugees:
  - i. Government with support of partners will conduct an assessment study (1) identifying legal and administrative challenges limiting freedom of residence and movement of South Sudanese refugees and the freedom to undertake economic activities and acquire and dispose of property, (2) analysing the social and economic impacts which facilitated access to the four freedoms would have on refugees and local communities ,and (3) making recommendations on legislative and administrative steps necessary to facilitated access of South Sudanese refugees to the freedoms enshrined in the Agreement;
  - ii. Based on the recommendations of the assessment, the Government may then identify next steps to implement recommendations made.

#### **2.4 Strategic Objective 9: Registration and Documentation**

**Objective 9:** *To ensure that all refugees are registered and documented.*

**Outcome 9:** All identified refugees are registered and documented.

To achieve Outcome 5, COR and UNHCR:

- a. will carry out a survey to identify areas where unregistered refugees live; and
- b. will register and document all identified unregistered refugees, in particular South Sudanese in urban open areas and camps.

#### **2.5 Strategic Objective 10: Facilitating Access to Naturalization**

**Objective 10:** *To facilitate access to Sudanese nationality and citizenship for refugees.*

**Outcome 10** Refugees, in particular South Sudanese refugees, intending to permanently stay in Republic of the Sudan are able to access naturalization procedures and receive Sudanese citizenship in accordance with the law.

To achieve Outcome 10:

- a. COR and its international partners will conduct a survey among refugees to determine who intends to acquire the citizenship and nationality of the Republic of the Sudan within the timeframe of this Strategy.
- b. Refugees intending to acquire the citizenship and nationality of the Republic of the Sudan in accordance with the law are assisted in making their applications.

### **3. Institutional Roles and Responsibilities**

The *Inter-Ministerial Committee for Implementation of the GRF pledges*,<sup>22</sup> chaired by Undersecretary of Foreign Affairs and reporting to Minister of Cabinet Affairs which will also assume responsibilities with regard to the implementation of the National Vision for Host Communities and Refugees (2021-2026), coordinates and supports the implementation of Strategic Objectives 6 and 7. The Committee will liaise with the relevant ministries regarding the legislation necessary for the implementation of Strategic Objectives 8 [and 10] and support its preparation.

The *Refugee Coordination Forum* co-chaired by COR and UNHCR will support the work of the Inter-Ministerial Committee at technical level.

### **4. Financial Resources**

The implementation of the strategy will be funded through:

- a. Financial and other contributions provided by international partners;
- b. Financial and other contributions provided by relevant ministries and other authorities at national, regional/state, and local levels; and
- c. Financial contributions and contributions in kind by civil society, the private sector, and affected communities.

### **5. Monitoring and Evaluation**

The *Inter-Ministerial Committee for Implementation of the GRF pledges* will use its monitoring and evaluation mechanism to assess progress made in the implementation of this Strategy and the Action Plans based on it. It will conduct yearly evaluations. It will also set up mechanisms to handle complaints.

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<sup>22</sup> Decisions of the Minister of Cabinet Affairs, Resolution No. (93) of 2021, Amendment to Resolution No. (23) of 2021, Restructuring of the joint mechanism to implement the pledges and commitments of the Comprehensive Refugee Response Framework.

#### **IV. Support for Communities Hosting and Receiving IDPs, Returnees, and Refugees**

Displacement not only affects displaced communities but also the communities hosting them or receiving and re-integrating them when they return to their homes and places of habitual residence. Host communities all over Sudan have been supporting them very generously over the years and decades of conflict. At the same time, they may feel overwhelmed by the long presence of IDPs and refugees. Increased demands on and competition for limited land, water and other natural resources, as well as for local services and economic opportunities, may have undermined their resilience.

Communities in areas of return have been affected by the conflicts, too. They may feel marginalized, struggle with security issues, have become impoverished, lack access to basic services, are food-insecure, including due to the effects of climate change, or face other humanitarian and development challenges. Others, while living in better conditions, still may not have the capacity to receive substantial numbers of IDPs and Sudanese returning to their homes and places of former habitual residence.

Communities hosting IDPs and refugees and receiving returnees will only be able to sustainably integrate IDPs and refugees if answers to these challenges are found. This requires that the following strategic objectives incorporate the needs and interests of these communities and that the members of these communities are fully involved in the planning and implementation of activities to achieve these objectives:

- Section II, *Strategic Objective 1* on the return of IDPs and returnees;
- Section II, *Strategic Objective 2* on local integration of IDPs and returnees;
- Section II, *Strategic Objective 3* on improving living conditions of IDPs and returnees pending solutions;
- Section II, *Strategic Objective 4* on access to justice, including transitional justice;
- Section III, *Strategic Objective 6* on improving living conditions for refugees and host communities; and
- Section V, *Strategic Objective 11* on social cohesion.

#### **V. Cross-cutting Issues**

##### **1. Strategic Objective 11: Social Cohesion**

Return and local integration of IDPs and returnees and improving living conditions for them as well as refugees in areas of camps and settlements are only sustainable and tensions or conflicts can only be mitigated if social cohesion between communities is strong.

**Objective 11:** *To strengthen social cohesion and allow for peaceful coexistence between communities and their members.*

**Outcome 11:** Communities coexist peacefully and cooperate on matters of common interest. They are able to manage and resolve tensions and conflicts by peaceful means.

To achieve Outcome 11:

- a. Actors carrying out activities under this Strategy
  - i. Plan and implements activities in ways which create opportunities for both communities and thus have the potential of creating win-win situations;
  - ii. Conduct or support peace-building and reconciliation activities among the communities and help to establish or strengthen community-based conflict-resolution mechanisms involving leaders from both communities;
  - iii. Engage with communities in areas of return or local integration to enhance their readiness to permanently accept IDPs and returnees and to sustainably integrate them;
  - iv. Implement activities such as cultural and sports events bringing together youth, women, and other members of the different communities for joint activities;
  - v. Encourage, and provide micro-grants and -credits for, inter-communal or joint economic activities of members from the different communities;
  - vi. Depending on the location, implement other relevant activities contained in the National PoC Plan.
- b. Media conduct campaigns to promote mutual understanding and respects for each other's human and civil rights.

## **2. Strategic Objective 12: Capacity Building for Local Authorities**

Authorities at local levels may lack the human and other resources as well as the knowledge to implement tasks related to the implementation of this Strategy which will be assigned to them. To ensure integrated approaches, cost effectiveness, and net benefit maximization, as well as local participation, it is necessary to enhance their capacity.

**Objective 12:** *Local authorities have the capacity to fulfil the tasks assigned to them in the implementation of this strategy, and in particular to ensure integrated approaches, cost effectiveness, and net benefit maximization, as well as local participation.*

**Outcome 12:** Throughout the timeframe of implementation of this Strategy:

(a) Local Programme Management System including: planning, financial resource mobilization, implementation, oversight, assessment and evaluation, are successively enhanced;

- (b) Information technology and communication to guarantee quality, effective and efficient performance is successively enhanced;
- (c) Officers leading social and other relevant sectors and their staff are trained.

To achieve Outcome 12, competent authorities and training institutes will undertake the necessary activities to

- c. Enhance local programme management systems;
- d. Provide relevant technology and communication; and
- e. Provide training to officers leading social and other relevant sectors.

### **3. Strategic Objective 13: Mitigation of Environmental Impacts**

High concentrations of IDPs and refugees in camps and similar settlement have negatively impacted on the environment in many locations throughout Sudan. These affect both the displaced communities as well as their hosts. Typical impacts are the deterioration of natural resources and sometimes even irreversible impacts on them as well as negative health, social and economic impacts which often undermine the social cohesion between the displaced and their hosts and on occasion even amount to violent conflict.

**Objective 13:** *Activities under this Strategy are implemented in ways that mitigate existing and avoid new environmental impacts.*

**Outcome 13:**

- (a) Environmental considerations are integrated in a consistent and coordinated manner into all relevant activities carried out under this Strategy.
- (b) Environmental impacts in and around IDPs and refugee camps and settlements are mitigated and, where possible, environmental damage is repaired.
- (c) Existing environmental impacts in areas of return are addressed and new such impacts are avoided.
- (d) Sustainable energy is made available for IDPs, returnees, and refugees and the members of communities hosting or receiving them.

To achieve Outcome 13:

- a. Area-based action plans for areas of return systematically analyse, assess and address environmental impacts in areas of return or local integration of IDPs as well as areas hosting refugees.
- b. Environmental impacts are addressed as provided for by these action plans, in particular with regard to:
  - i. the rehabilitation of land and forests in and around camps when they are closed or transformed into permanent settlements;

- ii. the conservation and sustainable use of natural resources, including soil, water, and forests;
- iii. the introduction of agricultural production methods that are environmentally friendly and resistant to the impacts of climate change;
- iv. the provision of sustainable energy; and
- v. the enhancement of environmental awareness among IDPs, returnees, refugees, and members of communities hosting or receiving them.

**Annex 1: Results-based Framework and Plan of Action**

Vision	<i>A peaceful, stable, and developed Sudan where internally displaced persons (IDPs), returnees, and refugees and the communities hosting or receiving them can find solutions ending displacement and lead safe, prosperous, and dignified lives with no one left behind as well as enjoy their human rights without discrimination or marginalization.</i>		
Overarching Objective	<i>Creating conditions allowing IDPs and returning returnees and refugees to find solutions allowing them to rebuild their lives in safety and dignity without dependency, as well as in harmony with the communities hosting or receiving them and in full respect of the rights of their members, including those of nomads, herders, and farmers.</i>		
Durable Solutions for IDPs and Returnees			
Strategic Objectives	Outcomes	Short-term activities (Years 1 and 2)	Mid-to long-term activities (Years 2-5)
SO1: Return of IDPs and returnees to their former homes or places of habitual residence	50% of IDPs and returnees wishing to return to their former homes or places of habitual residence in areas identified as being conducive to such returns have done so and they as well as the members of communities receiving them enjoy security and protection including protection of their human rights; adequate housing with security of tenure;	(1) Development of criteria to determine whether a specific location is conducive for return. Criteria will include: Progress made regarding safety, security and protection of civilians; presence of state administration; the nature of inter-community relationships; prospects for resolution of land- and hawakeer issues including secondary occupants; existing and potential livelihood opportunities; existing education and health services and the potential of enhancing and expanding them;	(6) Implementation of area-based action plans, in particular with regard to <ul style="list-style-type: none"><li>Physical safety and security, in particular, and depending on the situation, provided through:<ul style="list-style-type: none"><li>the presence of police and security forces and other relevant measures provided for by the National PoC Plan;</li><li>measures to build peace and social cohesion between and within</li></ul></li></ul>



	<p>enhanced livelihood opportunities reducing poverty and allowing for self-sufficient lives; and access to water, education, health, and other basic services.</p>	<p>existing and potential water resources; local capacities; financial and operational feasibility; etc.;</p> <p>(2) Nation-wide mapping of relevant locations;</p> <p>(3) Profiling of specific locations through joint (government and partners) assessments which, in particular, address the following elements:</p> <ul style="list-style-type: none"> <li>• demographic and socio-economic characteristics;</li> <li>• protection and conflict analysis;</li> <li>• identification of obstacles and opportunities regarding housing, land, and property issues;</li> <li>• identification of assets and needs regarding infrastructure, services, water, etc.</li> <li>• identification of existing assets, opportunities, and gaps regarding livelihood opportunities;</li> <li>• identification of other obstacles to return, including issues related to documentation, access to justice, or family reunification.</li> </ul> <p>(4) Identification of IDPs and returnees who, based on an informed and voluntary</p>	<p>communities (see Strategic Objective 11, below);</p> <ul style="list-style-type: none"> <li>○ where necessary, humanitarian demining.</li> </ul> <ul style="list-style-type: none"> <li>• Provision of and access to <i>basic services</i>, in particular: <ul style="list-style-type: none"> <li>○ Health services;</li> <li>○ Education services;</li> <li>○ Water, and where possible, electricity;</li> <li>○ Other services as identified.</li> </ul> </li> <li>• Restitution or provision of <i>land and property</i> and solutions for secondary occupants;</li> <li>• Provision of and access to <i>adequate housing</i> with security of tenure, including repairing destroyed or constructing new homes;</li> <li>• Creation or strengthening of <i>livelihood opportunities</i>, including access to agricultural land; restocking of herds; provision of agricultural implements; micro-grants and credits; vocational training; creation of value-chains for agricultural products, etc;</li> <li>• Issuance or restitution of personal and other lost or destroyed <i>documentation</i>;</li> <li>• Where necessary, facilitation of <i>family reunification</i>.</li> </ul>
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		<p>decision, are willing to return to such areas within the timeframe of this strategy;</p> <p>(5) Development of costed, area-based action plans for specific areas of return which are:</p> <ul style="list-style-type: none"> <li>• based on the location profiling mentioned above (3) and the number of persons identified as willing to return;</li> <li>• address priority needs and challenges;</li> <li>• prepared with the participation of IDPs, returnees, and the communities receiving them, including women, youth, persons with disabilities, and members of marginalized groups and minorities, preferably by using community-based planning methods;</li> <li>• protection- and conflict-sensitive;</li> <li>• in line with the Principles enshrined in this Strategy (above, section I.5);</li> <li>• ensuring a whole-of government approach;</li> <li>• coordinated with actors dealing with peace, the protection of civilians, the resolution of issues related to land and hawakeer, including solutions for secondary occupants; compensation and reparation; transitional justice,</li> </ul>	
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		and the development of the nomads and herders sector.	
SO2: Local integration of IDPS and returnees	50% of IDPs and returnees wishing to return to their former homes or places of habitual residence in areas identified as being conducive to such returns have done so, they as well as the members of the communities receiving them enjoy security and protection, including protection of their human rights; adequate housing with security of tenure; enhanced livelihood opportunities reducing poverty and allowing for self-sufficient lives; and access to water, education, health, electricity and other basic services.	<p>(1) Development of criteria to determine whether a specific location is conducive for return. Criteria will include: Progress made regarding safety, security and protection of civilians; presence of state administration; the nature of inter-community relationships; prospects for resolution of land- and hawakeer issues including secondary occupants; existing and potential livelihood opportunities; existing education and health services and the potential of enhancing and expanding them; existing and potential water resources; local capacities; financial and operational feasibility; etc;</p> <p>(2) Nation-wide mapping of relevant locations;</p> <p>(3) Profiling of specific locations through joint (government and partners) assessments which, in particular, address the following elements:</p> <ul style="list-style-type: none"> <li>• demographic and socio-economic characteristics;</li> <li>• protection and conflict analysis;</li> </ul>	<p>(6) Implementation of area-based action plans, in particular with regard to</p> <ul style="list-style-type: none"> <li>• The inclusion of (peri-)urban camps and settlements in the city limits;</li> <li>• Connection of (peri-)urban camps and settlements to urban infrastructure (roads, water, electricity, etc.);</li> <li>• Linking (peri-)urban camps and settlements to urban health and education services by enhancing the capacities of existing or establishing new services;</li> <li>• Provision of plots and adequate housing with security of tenure within camp perimeters or somewhere else in the urban area;</li> <li>• Reduction of poverty among IDPs/returnees and members of host communities by increasing and enhancing urban or peri-urban livelihood opportunities in collaboration with the private sector through <ul style="list-style-type: none"> <li>○ Investments providing job opportunities;</li> <li>○ vocational training of youth;</li> </ul> </li> </ul>

		<ul style="list-style-type: none"> <li>• identification of obstacles and opportunities regarding housing, land, and property issues;</li> <li>• identification of assets and needs regarding infrastructure, services, water, etc.</li> <li>• identification of existing assets, opportunities, and gaps regarding livelihood opportunities;</li> <li>• identification of other obstacles to return, including issues related to documentation, access to justice, or family reunification.</li> </ul> <p>(4) Identification of IDPs and returnees who, based on an informed and voluntary decision, are willing to return to such areas within the timeframe of this strategy;</p> <p>(5) Development of costed, area-based action plans for specific areas of return which are:</p> <ul style="list-style-type: none"> <li>• based on the location profiling mentioned above (3) and the number of persons identified as willing to locally integrate;</li> <li>• address priority needs and challenges;</li> <li>• prepared with the participation of IDPs, returnees, and the communities</li> </ul>	<ul style="list-style-type: none"> <li>○ support for and mentoring of entrepreneurs among IDP, returnees, and members of the host communities;</li> <li>○ access to micro-grants and credits for small urban businesses;</li> <li>○ support for agricultural activities in peri-urban areas;</li> <li>○ removal of administrative challenges hindering access to the labour market and other economic opportunities.</li> </ul> <ul style="list-style-type: none"> <li>• Measures strengthening social cohesions between and within communities (see Strategic Objective 11, below);</li> <li>• Issuance or restitution of personal and other lost or destroyed documentation;</li> <li>• Where necessary, facilitation of family reunification.</li> </ul>
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		<p>receiving them, including women, youth, persons with disabilities, and members of marginalized groups and minorities, preferably by using community-based planning methods;</p> <ul style="list-style-type: none"> <li>• protection- and conflict-sensitive;</li> <li>• in line with the Principles enshrined in this Strategy (above, section I.5);</li> <li>• ensure a whole-of government approach; and</li> <li>• coordinated with actors dealing with peace, the protection of civilians, the resolution of issues related to land and hawakeer, including solutions for secondary occupants; compensation and reparation; transitional justice, and the development of the nomads and herders sector.</li> </ul>	
SO3: Improving living conditions pending solutions for IDPs, returnees, and host communities	50% of IDPs and returnees remaining in protracted internal displacement pending return or another type of durable solution are able to reduce their dependency on humanitarian assistance and they as well as members of the communities hosting them have access to or are	<p>(1) Analysis of gaps, needs, and opportunities related to shelters, livelihoods, access to services, and strengthened social cohesion in specific areas with IDP camps and settlements;</p> <p>(2) Development, with the participation of displacement affected communities, costed, area-based action plans for specific camps and settlements which are protection-sensitive and in line with the</p>	<p>(3) Implementation of area-based action plans addressing identified priority needs, in particular with regard to</p> <ul style="list-style-type: none"> <li>• Upgrading of shelters in camps and settlements to semi-permanent housing, where needed;</li> <li>• Improvement of livelihood opportunities through vocational training of youth; access to micro-grants and credits for small</li> </ul>

	provided with improved shelters, better livelihoods, and enhanced access to local services including education, health, and water and sanitation.	Principles enshrined in this Strategy (above, section I.5), and identify priority areas for interventions that would substantially reduce humanitarian dependency and enhance social cohesion between IDPs/returnees and host communities.	businesses; support for agricultural activities in nearby areas; removal of administrative challenges hindering access to the labour market and other economic opportunities; and similar activities; <ul style="list-style-type: none"> <li>• Rehabilitation, expansion and up-scaling of capacity of urban infrastructure and services such as schools, health facilities, water and electricity to address burdens on communities hosting IDPs and returnees;</li> <li>• Enhancing social cohesion (see activities under Strategic Objective 11, below).</li> </ul>
SO4: Access to justice, including transitional justice for IDPs, returnees and host communities	(a) All IDPs and returnees as well as members of communities in areas of return or local integration are supported in gaining access to justice, including transitional justice and compensation and reparation mechanisms; (b) Host communities and members who were directly affected are provided with reparation for environmental and other damages occurred as consequence of the presence of IDP and	(1) Integration of transitional justice and compensation or reparation issues in action plans for specific areas of return and local integration; (2) Provision of information on transitional justice and compensation or reparation mechanisms provided for by the Juba Peace Agreement as well as equivalent mechanisms at local and community levels to IDPs and returnees; (3) Provision of support to inter-community reconciliation mechanisms.	(4) Establishment of referral mechanisms and provision of support for IDPs and returnees in submitting claims for compensation and reparation; (5) Adoption of policies and mechanisms to provide reparation to host communities and directly affected members for environmental and other damages occurred as consequence of the presence of IDP and compensation for land used for camps and settlements.

	compensated for land used for camps and settlements.		
SO5: Participation in public affairs, including general elections	<p>All IDPs and returnees, together with the members of the communities hosting or receiving them, are</p> <p>(a) informed and consulted on all matters affecting them and can participate in and contribute to relevant decision-making processes, including community-based planning; and</p> <p>(b) able to register as voters and participate in general elections at national and where applicable regional/state levels in accordance with applicable election laws.</p>	<p>(1) Creating of mechanisms ensuring the information, consultation, and participation of IDPs, returnees, and communities hosting or receiving them, including by using community-based planning methods to prepare action plans under Strategic Objectives 1, 2 and 3.;</p> <p>(2) Establishment of feedback- and complaints mechanisms for all projects implemented under this strategy;</p> <p>(3) Adoption of measures by authorities at all levels obliging their members and staff to systematically inform and consult IDPs, returnees, and members of the communities hosting or receiving them before they take decisions affecting them;</p> <p>(4) Inclusion of IDPs and returnees in the next census.</p>	<p>(5) Adoption of election laws which provide for the participation of IDPs and returnees in general elections at national and state/regional levels;</p> <p>(6) Measures to ensure that IDPs and returnees can register as voters and participate in general elections at national and state/regional levels in accordance with the law.;</p> <p>(7) Participation of representatives of IDPs and returnees as well as communities in areas hosting or receiving IDPs and returnees participate in the observation and monitoring of elections.</p>
<b>Solutions for Refugees</b>			
<b><i>Strategic Objectives</i></b>	<b><i>Outcomes</i></b>	<b><i>Short-term activities (Years 1 and 2)</i></b>	<b><i>Mid-to long-term activities (Years 2-5)</i></b>

<p>SO6: Improving living conditions of refugees and their hosts in accordance with the National Vision for Host Communities and Refugees (2021-2026).</p>	<p>(a) 50% of refugees and host communities have access to safe drinking water;</p> <p>(b) 50% of refugees and host communities are included in services provided by the national education system;</p> <p>(c) 50% of refugees and host communities are included in services provided by the national health system;</p> <p>(d) Social protection and livelihoods are improved for 50% of refugees and host communities in ways that substantially enhance their self-reliance;</p> <p>(e) Refugees and host communities enjoy stronger safety and security (protection) as well as social cohesion between and within their communities.</p>	<p>(1) Development and adoption of legal and administrative measures necessary to implement the National Vision for Host Communities and Refugees (2021-2026), in particular with regard to the gradual inclusion of refugees in the national education, health, and social protection systems.</p> <p>(2) Development of costed action plans for areas hosting refugees which are:</p> <ul style="list-style-type: none"> <li>• prepared with the participation of IDPs, returnees, and the communities receiving them, including women, youth, persons with disabilities, and members of marginalized groups and minorities, preferably by using community-based planning methods;</li> <li>• protection- and conflict-sensitive;</li> <li>• in line with the Principles enshrined in this Strategy (above, section I.5);</li> <li>• and address: <ul style="list-style-type: none"> <li>○ the provision of safe drinking water;</li> <li>○ the provision of education services for refugees and members of the host community;</li> </ul> </li> </ul>	<p>(3) Implementation of the area-based action plans for location hosting refugees with the participation of affected persons with regard to</p> <ul style="list-style-type: none"> <li>• the provision of safe drinking water;</li> <li>• the provision of education services for refugees and members of the host community, including by up-scaling the capacities of existing and the establishment of new schools; in locations which are accessible for both communities;</li> <li>• the provision of health services for refugees and members of the host community, including by up-scaling the capacities of existing and the establishment of new health posts and hospitals in locations which are accessible for both communities;</li> <li>• the enhancement of livelihood opportunities for refugees and host communities, in collaboration with the private sector, including through <ul style="list-style-type: none"> <li>○ Investments in areas hosting refugees which provide job opportunities;</li> <li>○ vocational training of youth;</li> </ul> </li> </ul>
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		<ul style="list-style-type: none"> <li>○ the provision of health services for refugees and members of the host community;</li> <li>○ the enhancement of livelihood opportunities for refugees and host communities;</li> <li>○ measures necessary to enhance social cohesion between and within their communities as well as safety and security (protection) for both communities.</li> </ul>	<ul style="list-style-type: none"> <li>○ support for and mentoring of entrepreneurs among refugees and members of the host communities;</li> <li>○ access to micro-grants and credits for small businesses;</li> <li>○ support for agricultural activities, including provision of agricultural land and implements for refugees;</li> <li>○ removal of administrative challenges hindering access to the labour market and other economic opportunities.</li> </ul> <ul style="list-style-type: none"> <li>● measures necessary to enhance safety and security (protection), including measures provided for by the National PoC Plan, as well as social cohesion between and within their communities (see Strategic Objective 11, below).</li> </ul> <p>(4) Implementation of administrative measures to include particularly vulnerable refugees in social protection programs.</p>
SO7: Return of refugees in safety and dignity	(a) 50% of refugees willing to voluntarily return to areas in the Republic of South Sudan	(1) Conclusion of a tripartite Voluntary Repatriation Agreements between the Government of the Republic of the Sudan, the Government of the Republic of	<p>(5) Implementation of the Voluntary Repatriation Agreements with South Sudan</p> <ul style="list-style-type: none"> <li>● with the full involvement of all refugees willing to return, including women, youth,</li> </ul>

	<p>dan which have been determined to be conducive for such returns;</p> <p>(b) All remaining Chadian refugees willing to voluntarily return to areas in the Republic of Chad which have been determined to be conducive for such returns within the timeframe of this Strategy are able to do so in safety and dignity;</p> <p>(c) Possibilities for voluntary returns to other countries have been explored and, where possible, tripartite repatriation agreements concluded.</p>	<p>South Sudan, and the United Nations High Commissioner for Refugees.</p> <p>(2) Implementation of updated repatriation-related surveys, including demographic and socio-economic profiles of the refugee population; identification of areas of origin in South Sudan conducive for return and preferred destinations upon eventual return; identification of vulnerable groups and their particular needs;</p> <p>(3) Sharing this information with authorities in the Republic of South Sudan and Chad;</p> <p>(4) Organization of go and see-visit and other measure to ensure that decision to repatriate are informed and voluntary.</p>	<p>persons with disabilities, and members of marginalized groups and minorities;</p> <ul style="list-style-type: none"> <li>• and with their equal access to all information, procedures and assistance related to the repatriation;</li> </ul> <p>(6) Exploration of possibilities for returns in safety and dignity to other countries and, ff possible, conclusion of repatriation agreements and their implementation.</p>
SO8: Freedom of movement and freedom to work	<p>(1) Refugees are able to enjoy freedom of movement and access to work as provided for by the law.</p> <p>(2) South Sudanese refugees have greater access to the freedoms provided for by the Four Freedoms Agreement in accordance with the law.</p>	<p>(1) Study on legal and administrative challenges limiting the freedom of movement and access to work of refugees in accordance with present laws and proposals for measures to be taken to facilitate the freedom of movement and access to work for other refugees.</p> <p>(2) Study (i) identifying legal and administrative challenges limiting freedom of residence and movement of South Sudanese</p>	<p>(1) Implementation of the measures necessary to facilitate the freedom of movement and access to work for refugees in accordance with the law.</p> <p>(2) Identification and implementation of next steps to implement recommendations made in the study on access to the freedoms provided for by the Four Freedoms Agreements.</p>

		refugees and the freedom to undertake economic activities and acquire and dispose of property, (ii) analysing the social and economic impacts which facilitated access to the four freedoms would have on refugees and local communities, and (iii) making recommendations on legislative and administrative steps necessary to facilitated access of South Sudanese refugees to the freedoms enshrined in the Agreement.	
SO9: Registration and documentation	All identified refugees are registered and documented	(1) Survey to identify areas where unregistered refugees live; and (2) Registration and document of unregistered refugees, in particular South Sudanese in urban open areas and camps.	---
SO10: Facilitation of access to naturalization	Refugees, in particular South Sudanese refugees, intending to permanently stay in Republic of the Sudan are able to access naturalization procedures and receive Sudanese citizenship in accordance with the law.	(1) Survey among refugees to determine who intends to acquire the citizenship and nationality of the Republic of the Sudan within the timeframe of this Strategy. (2) Refugees intending to acquire the citizenship and nationality of the Republic of the Sudan in accordance with the law are assisted in making their applications.	Refugees qualifying for naturalization in accordance with the law are granted citizenship of the Republic of the Sudan.

<b>Support for Host Communities</b>			
<b><i>Strategic Objectives</i></b>	<b><i>Outcomes</i></b>	<b><i>Short-term activities (Years 1 and 2)</i></b>	<b><i>Mid-to long-term activities (Years 2-5)</i></b>
See SO1, 2, 3 and 4 on IDPs and returnees; SO6 on South Sudanese and other refugees above; and SO11 on social cohesion below.	See outcomes above and below	See activities above and below	See activities above and below
<b>Cross-cutting Issues</b>			
<b><i>Strategic Objectives</i></b>	<b><i>Outcomes</i></b>	<b><i>Short-term activities (Years 1 and 2)</i></b>	<b><i>Mid-to long-term activities (Years 2-5)</i></b>
SO11: Social Cohesion	Communities coexist peacefully and cooperate on matters of common interest. They are able to manage and resolve tensions and conflicts by peaceful means.	<p>(1) National and regional/state level awareness raising campaigns including campaigns conducted in schools, by the media and with the participation of local authorities and traditional leaders to promote mutual trust;</p> <p>(2) Organization of joint cultural, sports, and economic activities in areas hosting or receiving IDPs, returnees, and refugees;</p> <p>(3) Use of community-based planning methods which involve members of IDP/returnee, refugee and host communities to identify common challenges and</p>	<p>(4) Creation, training, and support of local peace committees composed of representatives of all affected communities;</p> <p>(5) Development of local conflict resolution mechanisms.</p>

		<p>agree on project priorities for action plans to be developed under Strategic Objectives 1, 2, 3 and 6;</p> <p>(4) Training of “Dialogue Facilitators” across the country who will working directly with communities challenged by a lack of social cohesion and increasing tensions;</p>	
SO12: Capacity building for local authorities	<p>Throughout the timeframe of implementation of this Strategy:</p> <p>(a) Local Programme Management System including: planning, financial resource mobilization, implementation, oversight, assessment and evaluation, are successively enhanced;</p> <p>(b) Information technology and communication to guarantee quality, effective and efficient performance is successively enhanced</p> <p>(c) Officers leading social and other relevant sectors are trained.</p>	<p>(1) Mapping of capacity building needs, including in the areas of</p> <ul style="list-style-type: none"> <li>• local programme management systems;</li> <li>• information technology and communication; and</li> <li>• managing and leading social and other relevant sectors.</li> </ul>	<p>(2) Implementation of measures to strengthen local programme management systems, including:</p> <ul style="list-style-type: none"> <li>• planning,</li> <li>• financial resource mobilization,</li> <li>• implementation,</li> <li>• oversight,</li> <li>• assessment and evaluation.</li> </ul> <p>(3) Provision of technology and communication; and</p> <p>(4) Training of officers leading social and other relevant sectors.</p>

<p>SO12: Mitigation of environmental impacts</p>	<p>(a) Environmental considerations are integrated in a consistent and coordinated manner into all relevant activities carried out under this Strategy;</p> <p>(b) Environmental impacts in and around IDPs and refugee camps and settlements are mitigated and, where possible, environmental damage is repaired;</p> <p>(c) Existing environmental impacts in areas of return are addressed and new such impacts are avoided; and</p> <p>(d) sustainable energy is made available for IDPs, returnees, and the members of communities hosting or receiving them</p>	<p>(1) Systematic integration of environmental impacts into action plans for solutions for IDPs, returnees and refugees in areas of return or local integration of IDPs as well as areas hosting refugees;</p> <p>(2) Environmental impacts are addressed as provided for by these action plans</p>	<p>(3) Implementation of measures aimed at mitigating environmental impacts as provided for by action plans, in particular with regard to .</p> <ul style="list-style-type: none"> <li>• the rehabilitation of land and forests in and around camps when they are closed or transformed into permanent settlements;</li> <li>• the conservation and sustainable use of natural resources, including soil, water, and forests;</li> <li>• the introduction of agricultural production methods that are environmentally friendly and resistant to the impacts of climate change;</li> <li>• the provision of sustainable energy; and</li> <li>• the enhancement of environmental awareness among IDPs, returnees, refugees, and members of communities hosting or receiving them.</li> </ul>
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**Annex 2: Roles and Responsibilities****Solutions for IDPs and Returnees**

<b>Institution</b>	<b>Roles and Responsibilities</b>	<b>Timeline</b>	<b>Supporting Partners</b>
National Commission on Durable Solutions for IDPs and Returnees with the support of the national level Working Group on Durable Solutions for IDPs and Returnees	<ul style="list-style-type: none"> <li>• Coordination and support for all activities</li> <li>• Country-wide study on criteria to determine locations with an environment conducive for solutions</li> <li>• Establishment of a monitoring and evaluation system and a system to handle complaints</li> <li>• Provision of advice to the Peace Commission.</li> </ul>	Years 1-5 Year 1  Year 1  Years 1-5	Durable Solutions Working Group/Data and Evidence Sub working group <sup>23</sup> RCO
Regional/State IDP and Refugee Commissions with the support of the regional/state level Working Groups on Durable Solutions for IDPs and Returnees	<ul style="list-style-type: none"> <li>• Identification of locations conducive to return/local integration</li> <li>• Identification of IDPs willing to return or locally integrate</li> <li>• Development of area- and community-based action plans on return on the basis of consultations with relevant stakeholders and community-based planning</li> <li>• Development of area- and community-based action plans on local integration on the basis of consultations with relevant stakeholders and community-based planning</li> <li>• Implementation of actions plans in areas of return/local integration</li> <li>• Measures to strengthen social cohesion</li> </ul>	Years 1 and 2 Years 1 and 3 Years 1-3   Years 1-3  Years 2-5	Durable Solutions Working Group

<sup>23</sup> The DSWG is co-chaired by UNDP, UNHCR and the Danish Refugee Council (DRC), and has a threefold mandate: to inform and advise, develop policy, and coordinate a variety of stakeholders in pursuit of sustainable and durable solutions. It consists of a small number of actors representing the UN and INGOs (development, humanitarian, stabilization and peacebuilding actors) and donors' is placing a strong focus on data and HLP issues with sub-working groups dedicated to these issues.

HAC	<ul style="list-style-type: none"> <li>• Coordination of humanitarian action addressing IDPs and returnees aimed at strengthening their resilience pending solutions</li> </ul>	Years 1-5	Durable Solutions Working Group  Private sector
Local (urban) authorities	<ul style="list-style-type: none"> <li>• Inclusion of camps in urban and peri-urban areas in the city limits</li> <li>• Connecting such camps to urban infrastructures and services</li> <li>• Identification and provision of plots of land for housing in areas of local integration</li> <li>• Removal of administrative challenges affecting the implementation of local integration programs</li> </ul>	Years 2-5  Years 2-5 Years 2-5  Years 2-5	Durable Solutions Working Group/HLP sub working group Private sector Donors
The National Peace Commission and other PoC actors	<ul style="list-style-type: none"> <li>• Resolving security issues which are an obstacle to returns and providing safety and security in areas of return</li> </ul>	Years 1-5	UNITAMS, UNDP
Land and Hawakeer Commissions and other land and hawakeer actors	<ul style="list-style-type: none"> <li>• Resolution of land and hawakeer issues, including secondary occupation, which are an obstacle to returns</li> </ul>	Years 1-5	UNITAMS, Durable Solutions Working Group/HLP sub working group Private sector Donors
The Transitional Justice Commission and other transitional justice and compensation actors	<ul style="list-style-type: none"> <li>• Facilitating access of IDPs and returnees to transitional justice and compensation mechanisms</li> </ul>	Years 1-5	OHCHR
National Commission for Herders, Nomads, and Farmers and other actors dealing with the nomads and herders sector	<ul style="list-style-type: none"> <li>• Resolution of issues related to the nomads and herders sector in areas if return</li> </ul>	Years 1-5	TBD [FAO, ...]



Relevant line ministries (Education; Health; Social Welfare, Woman and Child Affairs; Humanitarian Affairs; Agriculture; Animal Resources; Labour; etc.)	<ul style="list-style-type: none"> <li>• Support for the implementation of action plans in areas of return</li> <li>• Support for the implementation of action plans in areas of local integration</li> </ul>	Years 2-5 Years 2-5	Their international partners
Election Commission	<ul style="list-style-type: none"> <li>• Measures to ensure that IDPs and returnees can participate in general elections</li> </ul>	Once the Commission is established	UNITAMS

### Solutions for Refugees

Institution	Tasks and Roles	Timeline	Supporting Partners
Government of the Republic of Sudan	<ul style="list-style-type: none"> <li>• Preparation of a tripartite Voluntary Repatriation Agreement with South Sudan and UNHCR</li> </ul>	Year 1	UNHCR
Cabinet Ministry	<ul style="list-style-type: none"> <li>• Coordination of measures necessary to implement the “Four Freedoms” Agreement with South Sudan, including steps necessary to make it applicable to South Sudanese refugees.</li> </ul>	Years 3-5	UNHCR, IOM, ILO, INGOs
Inter-Ministerial Committee for the Implementation of the GRF pledges	<ul style="list-style-type: none"> <li>• Coordination and support for all activities related to refugees and their hosts under this Strategy</li> <li>• Establishment of a monitoring and evaluation system</li> <li>• Provision of advice to the Cabinet Ministry<sup>24</sup></li> <li>• Preparation and submission of a matrix on the implementation of pledges<sup>25</sup> based on this Strategy</li> </ul>	Years 1-5 Year 1 Years 1-5 Year 1  Year 1	Members of the Refugee Coordination Forum <sup>26</sup>

<sup>24</sup> Decisions of the Minister of Cabinet Affairs, Resolution No. (93) of 2021, section 2(1).

<sup>25</sup> Decisions of the Minister of Cabinet Affairs, Resolution No. (93) of 2021, section 2(4) and (5).

<sup>26</sup> The Refugee Consultation Forum (RCF) is a national forum co-chaired by UNHCR and COR that brings together all humanitarian partners working on the refugee response in Sudan to ensure a coherent and complementary response.

	<ul style="list-style-type: none"> <li>• Support for the preparation of the tripartite Voluntary Repatriation Agreement with South Sudan and UNHCR</li> <li>• Development of area-based action plans for specific areas to improve living conditions of South Sudanese and other refugees and their hosts and their implementation in cooperation with relevant line Ministries</li> <li>• Liaising with the Ministries of Interior and Justice regarding the naturalization of refugees</li> <li>• Liaising with the Ministries of Interior and Justice regarding freedom of movement for refugees</li> </ul>	Years 1 – 5  Year 2  Year 2	
Refugee Coordination Forum	<ul style="list-style-type: none"> <li>• Provision of technical support to the Inter-Ministerial Committee on all matters covered by this Strategy</li> <li>• Study on legal and administrative challenges faced by refugees with regard to freedom of movement and access to work</li> </ul>	Years 1-5	UNHCR, UNDP,
Ministry of Foreign Affairs	<ul style="list-style-type: none"> <li>• Exploration of possibilities for return to other countries and conclusion of Tripartite Voluntary Repatriation Agreements, if possible</li> </ul>	Years 3-5	UNHCR
Ministry of Planning	<ul style="list-style-type: none"> <li>• Systematic integration of IDPs, returnees, and the communities hosting or receiving them into development plans at national, regional/state and local levels.</li> </ul>	Years 1 -5	UNDP, UNHCR, IN-GOS
Ministry of Health	<ul style="list-style-type: none"> <li>• Development of a plan of action for refugees' inclusion into the national health system</li> <li>• Implementation of the action plan</li> </ul>	Year 1  Years 2-5	COR, UNHCR, WHO, INGOs
Ministry of Education	<ul style="list-style-type: none"> <li>• Development of a plan of action for refugees' inclusion into the national education system</li> <li>• Implementation of the action plan</li> </ul>	Year 1  Years 2-5	COR, UNHCR, UNICEF, INGOs

Ministry of Welfare and Social Development	<ul style="list-style-type: none"> <li>• Development of a plan of action for the inclusion of vulnerable refugees and members of host communities in social protection programs and projects</li> <li>• Implementation of the Action Plan</li> </ul>	Year 1  Years 2 - 5	International partners
Ministry of [Interior? Justice?]	<ul style="list-style-type: none"> <li>• Measures to facilitate access to naturalization of refugees</li> </ul>	Years 2 and 3	UNHCR, Members of the Refugee Coordination Forum
COR	<ul style="list-style-type: none"> <li>• Registration and documentation of all unregistered South Sudanese refugees living in open areas and camps</li> <li>• Registration and documentation of all other refugees</li> <li>• Repatriation-related surveys</li> <li>• Implementation of repatriations</li> <li>• Assessment study on the implementation of the Four Freedoms Agreement for South Sudanese Refugees</li> <li>• Facilitation of application for naturalization of refugees</li> <li>• Support for the development and implementation of the national strategies and plans of action for refugees' inclusion into the national health, education, and family support systems.</li> </ul>	Year 1  Years 2 and 3 Years 1 and 2 Years 2-5 Years 3-5  Years 1-5	UNHCR, UNICEF, WHO, INGOs

### Cross-cutting Issues

All governmental actors	<ul style="list-style-type: none"> <li>• Ensuring that their activities strengthen rather than undermine social cohesion</li> </ul>		UN organizations and INGOs
Competent authorities and training institutes	<ul style="list-style-type: none"> <li>• Enhancement of local programme management systems;</li> <li>• Provision of relevant technology and communication</li> <li>• Provision of training to officers leading relevant sectors</li> </ul>	Years 1-5 Years 1-5 Years 1-5	UNDP, etc.

Regional/state level IDP and Refugee Commissions	<ul style="list-style-type: none"> <li>• Analysis and assessment of environmental impacts in areas of return or local integration of IDPs</li> <li>• Implementation of measures to address environmental impacts and, where possible, repair environmental damage</li> </ul>	Years 1-5  Years 1-5	UNHCR, UNEP, IMGOs
Inter-Ministerial Committee for implementation of the GRF pledges and counterparts at regional/state level	<ul style="list-style-type: none"> <li>• Analysis and assessment of environmental impacts in areas hosting refugees</li> <li>• Implementation of measures to address environmental impacts and, where possible, repair environmental damage</li> </ul>	Years 1-5  Years 1-5	UNHCR, UNEP, INGO's