

## I. Introduction

### *Objective*

Through internal consultation and in the efforts to develop a strategic plan for the mission, the International Organization for Migration (IOM) in Sudan has developed this initial working document to highlight the strategic direction of the mission in 2014. By doing so, IOM illustrates the strong linkages between its existing programme interventions and the strategic areas of interest for the mission in Sudan in 2014.

This document will be shared with partners and Member States and used initially as a discussion tool before further developing a full (2-5 years) strategic plan for the mission. In addition, in 2014, IOM will also expand on thematic areas which will be updated on a yearly basis within the umbrella of the Strategic Plan.

### *IOM in Sudan*

Sudan has been a Member State since 1998. IOM opened an office in Sudan in 2000 and since then has established 9 sub-offices across the country. Last year, in 2013, IOM's budget was 20.4 million USD. IOM employs over 501 staff in Sudan; 24 international and 148 national experts and 329 operational staff.

IOM is a co-lead of the Recovery, Return and Reintegration Sector in Sudan, the co-lead of the Disaster Risk Reduction Working Group and a key member of the Population Tracking Working Group.



Figure 1: Registration of IDPs, Darfur

## II. Migration Crisis Strategic Analysis

IOM's strategic response in Sudan uses the concept of "migration crisis" as developed by IOM in its Migration Crisis Operational Framework (MCOF) endorsed by the Organization's Member States in November 2012 (MC/2355). The term "migration crisis" describes the complex and often large-scale migration flows and potential vulnerabilities faced by those migrants associated with respective mobility patterns caused by crises.

In Sudan, this migration crisis is defined by the ongoing ten year conflict in Darfur which in 2013 saw an increase in new displacement, close to 460,000 as reported by OCHA, more than any other year since 2007. In addition, the ongoing conflict between the government and rebel forces as well as the tribal conflicts have displaced, approximately, 1,2 (in addition to the 460,000 IDPs in 2013) people in Darfur, 930,000 in South Kordofan and 185,000 in Blue Nile State. With the end of rainy season, fighting has already resumed in South Kordofan State, further displacing an additional 6,200 people. The contested region of

Abyei Area is also witnessing an increasing influx of returnees back into the Area, partially on go-and-see movements, while an estimate 60,000 people are believed to be still in protracted displacement in the Area's southern pockets or beyond the border into areas of South Sudan. In addition, the flooding in August and September 2013 affected over 400,000 people throughout the country hence highlighting the need for disaster risk reduction interventions and improving the resilience of households prone to disasters. Whilst these figures show the need for on-going emergency interventions, in parallel, there continues to be pockets of stability as some displaced populations return to areas of origin (or new settlement), some of those returnees are returning seasonally from the IDPs settlements or even from the refugee camps in Chad to cultivate their lands hence indicating the need for further (re)integration and a process of durable solutions for displaced populations. In the east of Sudan, despite being relatively stable since signing the 2006 Eastern Sudan Peace Agreement (ESPA), the situation is becoming increasingly fragile due to lack of basic services, growing food insecurity and lack of safe drinking water sources. The continued marginalization of the region is becoming increasingly alarming to an extent that regional analysts' warn of renewed conflict in the region (International Crisis Group, November 2013).

In addition, Sudan is both a destination and transit country for asylum-seekers and migrants. An average of 400 to 500 asylum seekers across into Eastern Sudan on a monthly basis (UNHCR-IOM Counter Trafficking Strategy). The majority are Eritreans with a smaller number of Ethiopian, Somalis and other African nationals. Approximately, 80% of the Eritrean asylum seekers leave the camps within two months often using smuggling networks in order to avoid Sudan's encampment policy, and seek better opportunities in Khartoum or abroad. Smuggled

individuals become easy targets for traffickers when travelling from the East to Khartoum or abroad. Victims of trafficking are known to be held either in Sudan or further afield, some being sold to different criminal groups along the way. Migration flows from the Horn of Africa to Europe also pass through Sudan, via Libya and onwards to Southern Europe. Cases of migrant smuggling from Ethiopia directly to Khartoum are also common. Those who travel irregularly frequently solicit the services of a smuggler to cross the border, often all the way to Khartoum in the hopes of finding employment.

Sudan is also a country of origin for migrants moving further afield. Whilst figures are missing, it is estimated that 1.2 – 1.7 million Sudanese live abroad, about half (51%) in neighboring African countries and another 49% in high human development countries such as the Gulf States, Europe and North America (Migration in Sudan, A Country Profile, 2011). During the Libyan crisis, as estimated 63,000 Sudanese returned from Libya (Secretariat for Sudanese Working Abroad) of which 17,000 were assisted by IOM and now, in the midst of the Syrian crisis, IOM has assisted close to 1000 Sudanese fleeing the crisis in Syria. In the last month, labour migrants returned from Libya to Darfur and more are expected due to insecurity in Libya. Furthermore, following the decree of the Saudi Arabian government to deport all illegal migrants, up to 300,000 Sudanese could face deportation from Saudi Arabia.

<http://www.sudantribune.com/spip.php?article48701>).



Figure 2: Women training in textile painting, Blue Nile State

In addition, following the independence of South Sudan in July 2011, an estimated 350,000 South Sudanese remain in Sudan (Sudan Humanitarian Work Plan 2013) with about 1.8 million South Sudanese having returned to South Sudan since 2007. Currently, about 20,000 South Sudanese remain out in the open with the intention to return to South Sudan. The remaining South Sudanese populations are spread out in 10 states throughout the country; little updated information is available concerning their situation, needs and vulnerabilities as well as their intentions in the long-term.

In addition, given Sudan's unique position as a destination country for labour migrants, a transit country for migrants moving north and at a cross-road between the Arab and African states, IOM believes that Sudan has a critical role to play in regional migration management issues.

In light of these varying factors, IOM defines the migration crisis in Sudan as protracted with a combination of man-made and natural disasters that require several points of engagement. The diagram below shows the operational framework for understanding and responding to complex migration crises in a holistic approach capitalizing on the support and value added of different partners and the sector system to address the

needs and protection concerns of crisis-affected populations.

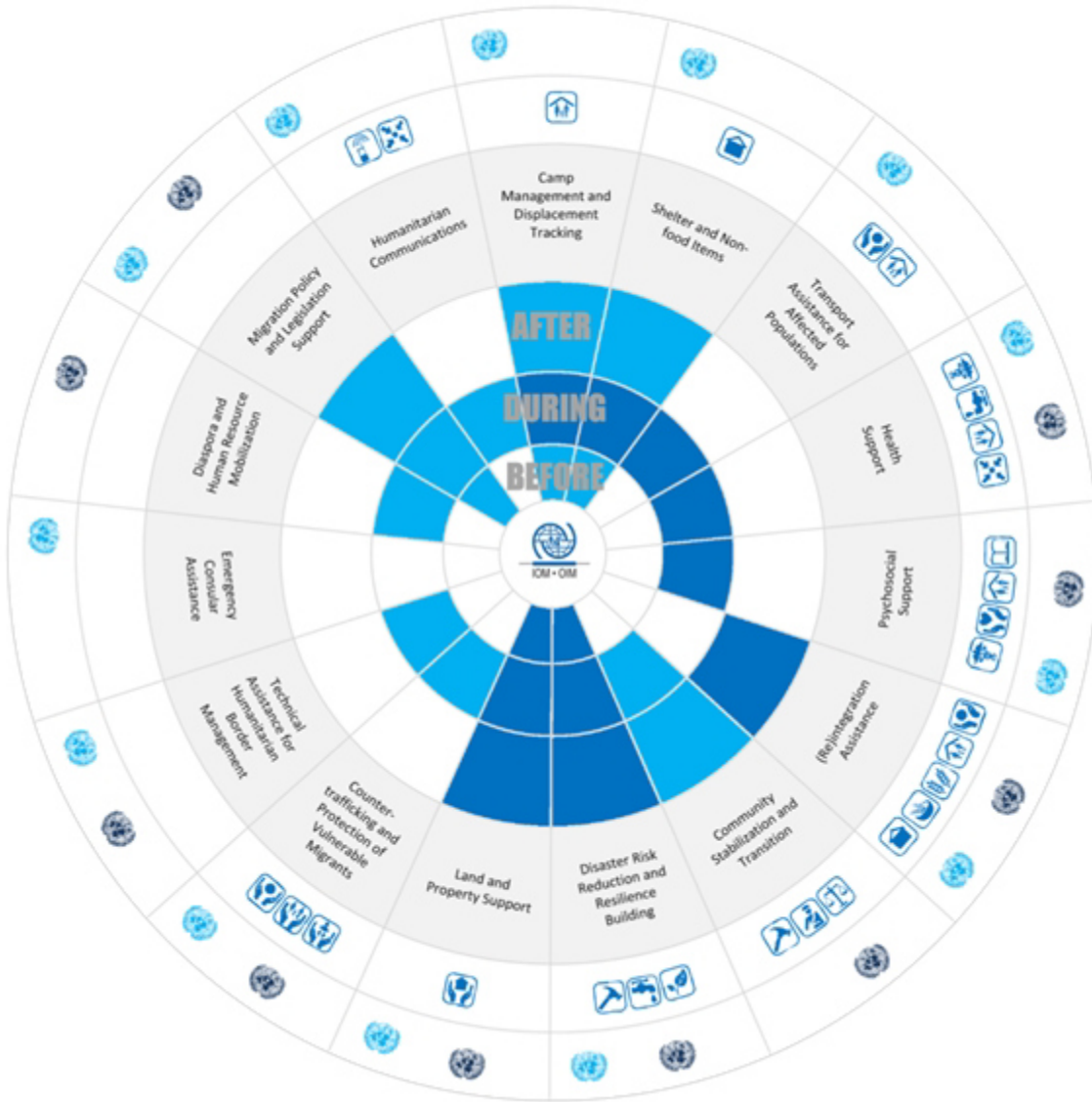
IOM's strategic direction for 2014 is consistent with IOM's Framework. The 2014 strategy is based on better assisting migrants and other vulnerable mobile populations in Sudan by 4 strategic areas:

- 1) Technical capacity and policy to manage migration
- 2) Process of durable solutions to end displacement
- 3) Community resilience and reintegration
- 4) Protection and assistance to vulnerable and mobile populations



Figure 3: Water distribution point constructed in Abu Ramad, Damazine Locality, Blue Nile State

Diagram for a Protracted Crisis: Internal and Cross-Border Movements



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|--|---|---|
| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #0056b3; margin-right: 5px;"></span> Critical</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #0099cc; margin-right: 5px;"></span> Important</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #add8e6; margin-right: 5px;"></span> Recommended</li> </ul> <p><b>SYSTEMS</b></p> <ul style="list-style-type: none"> <li> Cluster System (OCHA)</li> <li> Refugee Regime (UNHCR)</li> <li> Development Actors (UNDP)</li> <li> Security and Peacebuilding Actors</li> </ul> | <p><b>CLUSTERS</b></p> <ul style="list-style-type: none"> <li> Camp Coordination &amp; Camp Management</li> <li> Water, Sanitation and Hygiene</li> <li> Early Recovery</li> <li> Education</li> <li> Protection</li> <li> Logistics</li> <li> Emergency Telecommunications</li> <li> Health</li> <li> Food Security</li> <li> Shelter</li> </ul> | <p><b>OTHER CLUSTERS/SECTORS/GROUPS</b></p> <ul style="list-style-type: none"> <li> Housing, Land and Property Rights</li> <li> Gender-based Violence</li> <li> Coordination</li> <li> Rule of Law and Justice</li> <li> Mental Health &amp; Psychosocial Support</li> <li> Safety and Security</li> <li> Environment</li> <li> Child Protection</li> <li> Agriculture</li> </ul> |
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### III. IOM Strategic Response for 2014

IOM will use the information from the Migration Crisis Strategic Analysis to respond to the expected scenarios for 2014 by pursuing the following strategic objectives:

1. To support Government of Sudan in **building technical capacity and policy to manage migration** during crises effectively and humanely and fulfill their responsibilities in assisting and protecting and upholding the rights of vulnerable mobile populations affected by crisis.

IOM intends to support the Government in migration management through close partnership and collaboration. IOM will continue to build capacity of national authorities to identify, register and verify displaced populations in Darfur and build the information management capacity of the government through support of the Humanitarian Aid Commission (HAC) at the federal level to improve their internal capacity to report, follow up on travel permits with NGOs and agencies and respond to requests within the Government and with humanitarian partners. In IDP settlements, IOM intends to continue working with the government to identify gaps in basic services and ensure coordination of assistance to displaced populations. In addition, at the request of the Ministry of Interior, IOM will provide border management training and support for improved border management. Furthermore, the IOM and UNHCR Joint Strategy to address human trafficking, kidnapping and smuggling contributes to the Government's capacity to address these issues. IOM will also support the development of early warning systems at local level to ensure that authorities and communities are prepared in the event of conflict or natural disaster. IOM will

continue to work closely with the National Elections Commission (NEC) on staff capacity building and to improve civic education focusing primarily on marginalized mobile populations such as pastoralists. Finally, IOM will identify opportunities to develop policy on migration, diaspora engagement with the Government based on existing trends and statistics. In the long-term, IOM believes Sudan can capitalize on its potential critical role in regional migration management

**Target populations:** Government of Sudan, local authorities, affected communities, IDPs, pastoralist communities, South Sudanese



Figure 4: Primary school under construction, Blue Nile

2. To **facilitate efforts to end displacement** and identify durable solutions by providing immediate to longer-term support for populations affected by displacement.

IOM Sudan is committed to the process of durable solutions for displaced populations in the country. Our approach consists of improving the understanding of the trends of return in areas of displacement and potential stabilization thus enabling to better target assistance to affected populations (displaced and host) in the process of return, local integration or relocation by IOM or other partners. Furthermore, in partnership with UNHCR, IOM assists refugees to resettle in third

countries thus permitting them to rebuild their lives. IOM's efforts, as co-lead of the RRR sector and as a member of the Government-led Return Task Force also includes providing emergency return assistance to South Sudanese stranded in Sudan and who want to return to South Sudan thus enabling them to rebuild their lives in their places of origin or chosen destination in their country.

**Target populations:** IDPs, Returnees, refugees, host communities, South Sudanese returnees

3. To help **strengthen community resilience and enhance (re)integration** to absorb the impact of population mobility and withstand future shocks.

Given the complex migration crisis facing Sudan, IOM intends to identify communities affected by migration – return of Sudanese affected by crises abroad, South Sudanese, transit (irregular) migrants and support the communities in stabilization and reintegration processes to mitigate the impacts of crisis, and high mobility. IOM provides direct support such as Water, Sanitation and Hygiene activities (WASH) or livelihood options in community affected by migration. IOM is committed to working with NGOs in the areas to build their capacity and together combine efforts to support communities, maintain peaceful coexistence mechanisms, build their resilience and mitigate the impact of further displacement or crisis. The village assessments conducted in three states (North, South, and West) in Darfur and the Three Areas provide up-to-date, specific information to improve assistance in the villages and identify opportunities for recovery activities by the humanitarian community.

**Target populations:** IDPs, communities affected by high mobility (Sudanese from abroad, transit and irregular migrants, pastoralists), conflict induced vulnerable individuals, South Sudanese in Sudan, NGOs, UN

4. To improve **protection and assistance to migrants and vulnerable mobile populations** in Sudan

IOM will continue to register and verify displaced populations in Darfur including the verification of newly displaced in order to provide information to the humanitarian community to improve assistance of the populations where needed. In addition IOM is committed to improve information dissemination on migrants in Sudan including Sudanese coming from abroad, especially those impacted by crises elsewhere, in order to better highlight their needs and concerns and to ensure that their integrity and dignity will be protected from vulnerabilities caused by such mobility.

IOM will continue to provide direct support to migrants, such as Sudanese returning from abroad through Assisted Voluntary Return and Reintegration projects, identified victims of trafficking and smuggling, displaced populations in need of basic services (WASH, Health or NFIs). In addition, IOM will manage grants for emergency response through the Rapid Response Fund through the Office for Disaster Assistance (OFDA) and work closely with partners to ensure that gaps in assistance in IDP settlements are addressed by relevant and appropriate organizations.

**Target populations:** IDPs, returning Sudanese (from crises abroad and voluntary returns), victims of trafficking, irregular migrants, NGOs, UN agencies



Figure 5: South Sudanese in Mayo Madila, Khartoum

#### IV. Approaches for institutional development and organizational strengthening:

In addition to identifying key strategic areas for IOM's work in 2014 in Sudan, the mission identified key internal areas of importance towards achieving its strategic objectives.

IOM is committed to building its internal capacity in **information management** – collection, analysis and dissemination – of the complex migration issues in the country thus continuing to be a primary source of data for the humanitarian community on displacements in Darfur yet expanding its ability to provide up-to-date information on other migrant groups and trends throughout the country. This is the foundation of improved support to the Government and affected populations in Sudan.

IOM recognizes the importance of improving its **reporting** on its interventions and integrating improved **monitoring and evaluation** of its interventions. First and foremost, IOM will improve the capacity of staff in M&E and reporting thus integrating M&E frameworks of the projects that build on the mission framework based on this strategic plan (to be developed early 2014 upon finalization of this document).

Given the fragile and numerous environmental challenges that Sudan faces including the overexploitation of its natural resources especially the unsustainable use of forests and groundwater resources and continued environmental degradation, IOM intends to **mitigate the impact of its interventions on the environment**. Environmental considerations will be identified for each intervention and IOM will improve its own internal capacity to identify opportunities and mainstream environmental activities within the projects.

In line with IOM's global **commitment to the Protection against Sexual Exploitation and Abuse**, IOM in Sudan will raise awareness and sensitize staff, partners and beneficiaries to foster prevention. Furthermore, IOM will continue to mainstream gender within all of its interventions.

#### IOM Sudan

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