UNDP | UNHCR
Transitional Solutions Initiative (TSI)
Joint Programme
DEVELOPMENT PARTNER BRIEF, NOVEMBER 2013
CONTEXT

During the last four decades, Eastern Sudan has received successive waves of refugees and hosted large populations, mainly from Eritrea and Ethiopia. The refugees reside in 9 camps in Kassala, Gedaref and Gezira States. Internally Displaced Persons (IDPs) also arrived in the region at the end of the 1990s and in the early 2000s, fleeing conflict areas along the border with Eritrea.

Despite the scarcity of natural resources and basic services in Eastern Sudan, the region has a long and generous history of hosting both refugees and IDPs. There are approximately 74,000 long-staying refugees living in a protracted situation as well as 253,000 IDPs in the region.

The protracted refugee situation has resulted in a continued dependency on humanitarian aid, and many among the host communities also rely on the complimentary basic services such as education, health and water provided in the camps. A significant proportion of the population lives in poverty, and the limited availability of land, coupled with restrictions on freedom of movement and employment, has negatively impacted refugee and IDP prospects for meaningful livelihoods.

Eastern Sudan has therefore been selected as a pilot area for the Transitional Solutions Initiative (TSI), a global partnership that provides a framework for transitioning protracted refugee situations to durable solutions through the establishment of self-sustaining settlements. With the low likelihood of repatriation to Eritrea and the option of resettlement being open to a limited number of refugees, the TSI is the only viable durable solution in Eastern Sudan. The TSI involves humanitarian and development actors, as well as bilateral and multilateral donors, and capitalizes on successful inter-agency collaboration through tailored area-based interventions that seek to increase the self-reliance of protracted refugees, IDPs and host communities.

BENEFICIARIES

In light of the close interaction and integration between refugees, IDPs and host communities and given the similar living condition and hardships they experience, as well as their similar livelihoods needs, the Joint Programme benefits both refugees and host communities. The host communities targeted have been determined based on land ownership, proximity and social and economic integration.

Phase I (2012-2014) of the TSI Joint Programme targets three refugee camps and their host communities in Kassala and Gedaref States:

- **Kilo 26 Camp, Girba Locality, Kassala State**
- **Girba Camp, Girba Locality, Kassala State**
- **Um Gargour Camp, Fashaga Locality, Gedaref State**

Under Phase I, the Joint Programme will target 162,879 direct and indirect beneficiaries or 32,000 households.
OBJECTIVES AND AREAS OF SUPPORT

TSI Joint Programme Goal: Enhance self-reliance, reduce aid dependency and assist socio-economic integration by restoring and expanding sustainable livelihoods opportunities for refugees and host communities.

Defining self-reliance under the TSI:
Developing and strengthening the livelihoods of persons of concern, reducing their vulnerability and long-term reliance on humanitarian assistance.

The Joint Programme aims to:

- Enhance self-reliance and sustainable livelihoods by strengthening access to resources, markets and improving skills.
- Address protection and the specific needs of vulnerable groups.
- Empower the target populations through capacity building programmes at the grassroots level as well as for local authorities and other relevant stakeholders. The use of Community Based Organizations (CBOs), Non-Governmental Organizations (NGOs) and local authorities will facilitate mobilization, planning and capacity building activities.
- Collaborate with UN Agencies, international institutions, NGOs and Government, including Line Ministries, in the developmental approach to gradually hand over service delivery in target areas.
- Promote peaceful co-existence and social cohesion between refugees and surrounding host communities.
- Empower women and strengthen their capacity to participate in the planning and implementation of self-reliance interventions.

The Programme focuses on eight key output areas to achieve enhanced self-reliance, reduced aid dependency and socio-economic integration. These areas of support take into account the need to identify and develop sustainable livelihoods and sources of income for the beneficiaries, in addition to strengthening the capacity of government to deliver adequate basic services and establish essential social and economic infrastructure in the target areas. To this end, refugees, IDPs and their host communities operate as self-sustaining communities.

Output 1: Enhance vocational capacities and business skills

Vocational training has been part of Sudan’s technical education system for decades. Unfortunately, many technical and vocational centres have sub-standard facilities and lack capacity. In addition, there is a high demand for a skilled labour force in Eastern Sudan, a busy economic hub and region that produces the majority of the country’s grains. To achieve this output, the Programme will renovate existing vocational training facilities in Kassala and construct a new centre in Gedaref. Training will also be provided to refugees and host communities, focused on the skills gaps and market demand highlighted in the 2012 TSI Labour Market Assessment.

Phase I Key Targets:

- 2,250 trainees enrolled in vocational training courses
- 1,800 trainees graduate and receive start-up kits and/or grants to establish their own enterprises
- 1,425 youth receive mobile vocational training
- 1,025 beneficiaries, 25% women, have increased income through newly acquired skills

2014 Key Targets:

- 750 trainees enrolled in vocational training courses
- 600 trainees graduate and receive start-up kits and/or grants to establish their own enterprises
- 600 youth receive mobile vocational training
- 400 beneficiaries, 25% women, have increased income through newly acquired skills
Output 2: Improve community access to social services, specifically health, education and water and sanitation

Accessed equally by refugees and host communities, basic social services in camps are provided free of charge through humanitarian assistance, an unsustainable approach. Importantly, this component will strengthen the technical and management capacities of local government to ensure the long-term sustainability of the Programme by transitioning responsibility for the provision of basic services to line ministries by 2017. This output also focuses on the construction and rehabilitation of a significant number of health, education, and water and sanitation facilities and infrastructure in the target camps and surrounding communities to expand service coverage to more beneficiaries.

Phase I Key Targets:

- 35,000 children of school-going age benefit from education support
- 99,877 people benefit from access to primary healthcare services
- 162,789 people with access to clean water

2014 Key Targets:

- 17,724 children of school-going age benefit from education support
- 74,907 people benefit from access to primary healthcare services
- 150,000 people with access to clean water

Output 3: Strengthen protection services and legal support

The refugee policy of Sudan continues to restrict the movement of refugees through an encampment approach, making it difficult for refugees to access employment and education opportunities as well as land. Through the TSI, UNHCR will continue to advocate for increased freedom of movement for refugees provided for under the 1951 Refugee Convention and the issuance of individual documents to support this. This output will also support increased awareness and capacity building of judicial and law enforcement authorities as well as refugees themselves to create a more favourable protection environment.

Phase I Key Target:

- 25,765 refugees supported to receive documentation (identity cards, travel permits and residence permits)

2014 Key Target:

- 6,441 refugees supported to receive documentation (identity cards, travel permits and residence permits)

Output 4: Diversify and improve rural livelihoods opportunities

The political, economic and social marginalization of Eastern Sudan has resulted in chronic poverty and underdevelopment. Furthermore, traditional livelihoods in the region that combine animal rearing with agriculture have been undermined by recurrent droughts, famine, floods, demographic changes and conflict, and as a result, the majority of households are low income and food insecure. This output will diversity and strengthen rural livelihoods opportunities by enhancing the capacity of local farmers and pastoralists through improved sustainable techniques for agricultural and animal production, productivity and marketing. Supporting women in managing home gardens to secure immediate household needs and produce for markets is central to this component.

Phase I Key Targets:

- 2,500 farmers and pastoralists with increased production and/or profits
- 14,680 people trained in animal extension services and 135,000 animals vaccinated

2014 Key Targets:

- 1,125 farmers and pastoralists with increased production and/or profits
- 3,200 people trained in animal extension services and 45,000 animals vaccinated
Output 5: Enhance access to microfinance services

Limited access to microfinance remains an obstacle to business development, particularly in Eastern Sudan. A key deficiency is microfinance opportunities in rural areas. The TSI will therefore increase community access to microcredit and build the local capacities, especially of women, to manage microfinance loans. Based on the Microfinance and Entrepreneurship Assessment conducted in the target areas, UNDP will establish links between existing microfinance providers and beneficiaries, enabling them to move into rural areas.

Phase I Key Target:
- 7,000 beneficiaries, 50% women, benefit from microfinance support and receive training in business management

2014 Key Target:
- 2,500 beneficiaries, 50% women, benefit from microfinance support and receive training in business management

Output 6: Develop community and institutional capacities for environment management and energy conservation

Refugee hosting areas in Eastern Sudan are among the poorest and most fragile in the country, and are environmentally degraded with limited natural resources such as water. This resource scarcity has often resulted in tensions within the refugee and host community populations over access. Under this component, the Joint Programme aims to rehabilitate the natural environment through reforestation, the rehabilitation of rangelands and supporting agroforestry. The promotion of sustainable natural resource including solar water pumps and alternative energy-saving stoves will also be critical to the achievement of this output.

Phase I Key Targets:
- 1,241 hectares of land rehabilitated with indigenous species
- 6,900 households receive information on the use of alternative energy and liquid petroleum gas units
- 900,000 seedlings of different species produced

2014 Key Targets:
- 1,241 hectares of land rehabilitated with indigenous species
- 2,300 households receive information on the use of alternative energy and liquid petroleum gas units
- 300,000 seedlings of different species produced

Output 7: Promote women's empowerment, peaceful coexistence and social cohesion among refugees and host communities

Women face particular challenges in East Sudan due to prevailing cultural norms, high illiteracy and the absence of vocational and life skills training targeting women. The TSI will therefore mainstream gender across all outputs. In the area of government capacity building, gender-based planning will be a key result, and empowering women will be a special focus of the TSI’s livelihoods and microfinance support. Eastern Sudanese communities have suffered from civil conflict and insecurity. Therefore, conflict sensitive planning is central to the Joint Programme approach through the prevention and mitigation of potential conflicts as the refugees and host communities integrate further, especially economically.

Phase I Key Targets:
- 3,000 women trained in conflict resolution, communication and leadership skills
- 500 people trained on the One Man Can Manual
- 10 women’s organizations and 15 institutions trained in gender-sensitive programming
- 19 radio listening cultural groups supported to promote gender equity and social cohesion
2014 Key Targets:

- 1,000 women trained in conflict resolution, communication and leadership skills
- 200 people trained on the One Man Can Manual
- Four women's organizations and five institutions trained in gender-sensitive programming
- Six radio listening cultural groups supported to promote gender equity and social cohesion

Output 8: Improve institutional capacity for decentralized governance in target localities

Government institutions are a focal point for the TSI to ensure the improved, sustainable service delivery of basic services that will complement and enable increased beneficiary self-reliance. In close collaboration with UNDP’s ongoing Governance and Rule of Law initiatives in the region, this pillar provides a comprehensive capacity building programme (involving planning, budgeting and Public Expenditure Management) for local government through an evidence-based and participatory approach, essential for the long-term impact of the Programme. A Local Development Fund will be established as a mechanism to support investment in local public infrastructure and service delivery through Locality Development Plans and community prioritization. In addition, the capacities of civil society Implementing Partners (IPs) will also be strengthened to further entrench of sustainability of TSI’s self-reliance support.

Phase 1 Key Targets:

- Locality Development Plans formulated for Girba (Kassala) and Fashaga (Gedaref) Localities and Locality Administrations trained on the Local Development Fund
- 12 community-level development projects identified in the Locality Development Plans and completed
- Four CBOs and NGOs provided capacity building support

2014 Key Targets:

- Six community-level development projects identified in the Locality Development Plans and completed
- Four CBOs and NGOs provided capacity building support

STRATEGY

Importantly, the TSI is a Joint Programme implemented by UNDP and UNHCR and draws on the comparative advantages and strengths of both agencies, recognizing that while UNHCR has a unique mandate for refugee protection and solutions, durable solutions and self-reliance can only be achieved through close collaboration with development partners such as UNDP.

The TSI Joint Programme works through a phased approach. The first phase explores the comparative advantage of the relationship between UNDP, UNHCR, the World Bank, Government and communities in jointly tackling issues concerning the self-reliance of refugees, IDPs and host population through an area-based approach. The Programme also incorporates inclusiveness as a core strategic principle, attaching equal importance to benefitting both refugees and host communities. By and large, both target groups depend solely on the basic social services that the international community provides for refugees.

Key TSI Innovations:

- Producing a wider impact at the local level with a large direct and indirect beneficiary base
- Influencing local and national policy and strategies early on with respect to refugee/IDP programming in the country
- Working to include refugees in the local state development plans and budgets
- Extending livelihoods and economic recovery interventions to the wider community
- Building partnerships and synergies with Government, civil society, UN Agencies and the public
- Focusing on women’s empowerment and leadership through finance, markets and relevant domestic energy technologies

Finally, the Programme has a well-formulated exit strategy with a strong focus on sustainability, national ownership and the development of local government capacity and community resilience. The Programme links with the ongoing Local Government Development and Public Expenditure Management (LGDPEM) Project, implemented by UNDP’s Governance and Rule of Law team in Eastern Sudan, to strengthen participatory planning and public budgeting competencies at State and Locality
levels. Furthermore, financial support provided by the project will be gradually channeled through the relevant government institutions based Phase I lessons learned.

PARTNERSHIPS

The Joint Programme is implemented in close partnership with the Ministry of Finance, the Commissioner of Refugees (COR), line ministries, localities, UN Agencies, local and international Non-Governmental Organizations (NGOs) and other key stakeholders in Eastern Sudan. UNDP and UNHCR are continuously seeking new partnerships and developing synergies with other partners and projects.

The World Bank is developing a complementary sustainable livelihoods intervention for refugees, IDPs and host communities in Eastern Sudan in close coordination with UNHCR and UNDP on the basis of agreed principles of intervention. It is envisaged that the lessons learned from the implementation of Phase I of this Joint Programme, together with the implementation of the World Bank’s complementary program, will provide the basis for the design of a scaled up, coordinated intervention to cover all of East Sudan.

CHALLENGES & MITIGATING ACTIONS

• **Addressing the refugee dependency syndrome**: Protracted refugees in Eastern Sudan have received continuous assistance over the last four decades and dependency now exists. Breaking this dependency will be challenging in the short-term, however, the TSI’s livelihoods and vocational training and business development support is designed to help to end this dependency over time by addressing the root causes and enhancing self-reliance.

• **High inflation and economic instability in Sudan**: The current Sudanese economy is suffering from high inflation as a result of lost oil revenue and other contributing factors. This has the potential to temporarily affect the establishment of sustainable livelihoods and income generation for refugees and host communities. The current agreement between Sudan and South Sudan and the resumption of oil exports and trade between the two countries may improve the current economic situation.

• **Weak IP capacity in Eastern Sudan**: A number of international NGOs operating in Eastern Sudan were expelled in 2012. As a result, the limited capacity of IPs has the ability to hinder implementation of TSI activities and the quality of outputs. In order to improve the capacity of local NGO partners, the TSI carried out a capacity Civil Society Capacity Assessment in 2012 both Kassala and Gedaref States. This study informed the TSI’s approach to capacitating IP NGOs and government institutions for 2013 implementation. Capacity building will remain essential for timely and quality delivery of the Joint Programme results and to Programme sustainability.

• **Limited mobility, work permits and access to arable land for refugees**: The Government of Sudan’s encampment policy makes it challenging for refugees to pursue sustainable livelihoods with support from the TSI Joint Programme. UNHCR will continue to advocate for refugee protection and their freedom of movement, as well as refugee access to employment, land and property. This involves supporting refugees in obtaining work and travel permits and applying for Sudanese citizenship.

• **Limited local government capacity and resources for basic services mainstreaming**: Developing local government capacity to assume responsibility for the provision of basic services in the camps by 2017 is central to TSI’s sustainability and exit strategy and a prerequisite for increased self-reliance. After decades of dependency on the complimentary services provided by COR, this transition will require significant capacity building support and resources. The TSI therefore focuses heavily on improving the technical and institutional capabilities of States and Localities through trainings in participatory planning and budgeting, streamlined HR processes and Monitoring & Evaluation, amongst others. The TSI Joint Programme Steering Committee will be used as a forum to develop consensus with all government partners, address potential issues and provide guidance with regards to basic service mainstreaming. The Local Development Fund will also enhance national ownership by supporting Localities and communities to identify and implement priority development projects to improve basic service provision at the local level.
## BUDGETS & FUNDING REQUIREMENTS

### Table 1. Total Phase I (2012-2014) Budget

<table>
<thead>
<tr>
<th>Output</th>
<th>Budget (US$)</th>
</tr>
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<tbody>
<tr>
<td>1. Enhance vocational capacities and business skills</td>
<td>$3,710,000</td>
</tr>
<tr>
<td>2. Improve community access to social services, specifically health,</td>
<td>$5,355,311</td>
</tr>
<tr>
<td>education and water and sanitation</td>
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</tr>
<tr>
<td>3. Strengthen protection services and legal support</td>
<td>$2,814,000</td>
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<tr>
<td>4. Diversify and improve rural livelihoods opportunities</td>
<td>$8,705,000</td>
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<tr>
<td>5. Enhance access to microfinance services</td>
<td>$4,800,000</td>
</tr>
<tr>
<td>6. Develop community and institutional capacities for environment</td>
<td>$3,556,768</td>
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<tr>
<td>management and energy conservation</td>
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<tr>
<td>7. Promote women’s empowerment, peaceful coexistence and social cohesion</td>
<td>$3,070,000</td>
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<tr>
<td>8. Improve institutional capacity for decentralized governance in target localities</td>
<td>$1,528,000</td>
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<td>9. Management and administration</td>
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<tr>
<td>GMS and Fund administration fees</td>
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**Total Budget - Phase I (2012-2014)** $41,334,927

### Table 2. 2014 Projected Budget

<table>
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<tr>
<th>Output</th>
<th>Budget (US$)</th>
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<tbody>
<tr>
<td>1. Enhance vocational capacities and business skills</td>
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<tr>
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<td>education and water and sanitation</td>
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<tr>
<td>3. Strengthen protection services and legal support</td>
<td>$846,000</td>
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<tr>
<td>4. Diversify and improve rural livelihoods opportunities</td>
<td>$2,470,000</td>
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<tr>
<td>5. Enhance access to microfinance services</td>
<td>$1,380,00</td>
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<td>6. Develop community and institutional capacities for environment</td>
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<td>management and energy conservation</td>
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<tr>
<td>7. Promote women’s empowerment, peaceful coexistence and social cohesion</td>
<td>$960,000</td>
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<tr>
<td>8. Improve institutional capacity for decentralized governance in target localities</td>
<td>$1,550,000</td>
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<td>9. Management and administration</td>
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<td>GMS and Fund administration fees</td>
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**Total 2014 Projected Budget** $16,325,655

### Table 3. Expenditures & 2014 Funding Requirements

<table>
<thead>
<tr>
<th>Year</th>
<th>2013 Expenditures (as of Oct 31)</th>
<th>2013 Projected Expenditures (as of Dec 31)</th>
<th>2014 Expected Carry-over</th>
<th>2014 Budget</th>
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**2014 Funding Requirements:** $16,325,655