# COUNTRY REPORT FOR SUDAN

Monitoring, Evaluation and Learning of Actions financed by the Asylum Migration Integration Fund (AMIF)

9 May 2021

# CONTENTS

# GLOSSARY

| | |
|---|---|
| Biographical data | Refers to personal data such as name, sex, marital status, date and place of birth, country of origin, country of asylum, individual registration number, occupation, religion, and ethnicity |
| Biometric data | Data related to a personal biological (anatomical or physiological) characteristic which can be used to establish a person's identity by comparing it with stored reference biometric data, specifically fingerprint, facial or iris image |
| Civil registration | The continuous, permanent, compulsory, and universal recording of the occurrence and characteristics of vital events pertaining to the population as provided through decree or regulation in accordance with the legal requirements of a country. Civil registration is carried out primarily for the purpose of establishing the documents provided by law |
| Case management | Refers to all the actions taken in relation to an individual or case over time, including referral to protection intervention, assistance, counselling, and other follow-up based on registration and other data recorded in Population Registration and Identity Management EcoSystem (PRIMES) |
| Continuous registration | Refers to the updating and verifying of records that takes place as part of day-to-day case management activities over time. |
| Entitlement document | Any document which is used to identify eligibility for, allow access to and/or track the provision of benefits, services or assistance to specific individuals or groups |
| Identity | A set of attributes that uniquely describes an individual or entity.<br>Identity document or credential is any document or credential which may be used as proof of identity, which may also include reference to the individuals' legal status and associated rights |
| Implementing partner | An organisation established as an autonomous and independent entity engaged through a project partnership agreement to undertake the implementation of programmatic activities within a given organization's mandate |
| Implementing partner | An organisation established as an autonomous and independent entity engaged through a project partnership agreement to undertake the implementation of programmatic activities within a given organization's mandate |
| Legal identity | A person's existence everywhere before the law, facilitating the realization of fundamental rights and corresponding duties. Article 6 of the Universal Declaration of Human Rights affirms this right, which is realized, inter alia, through registration of birth in a state civil registry or population register |
| Joint registration | An arrangement whereby UNHCR works in partnership with governments of host states to provide individual registration and documentation of refugees and asylum seekers |
| State legal identity system | Refers to any centralized, government-administered register by means of which a state manages identity records of its citizens and residents, including for the purpose of issuance of identity documentation |
| Targeting | A process that aims to ensure that persons of concern are supported with the most appropriate interventions to address their needs, reinforce their capacities, and exercise their rights |
| Personal data | Means any information relating to an identified or identifiable natural person (i.e. information about a person from which the person can be identified) |
| Person of concern | Refers to specific categories of persons in need of protection and assistance. This often includes refugees and asylum seekers, returnees, stateless persons and internally displaced persons |
| Proof of legal identity | Defined as a document or credential, such as a birth certificate, identity card or digital identity credential that is recognized as proof of legal identity under national law and in accordance with emerging international norms and principles |
| Registration | The recording, verifying, and updating of information on individual persons of concern to UNHCR with the aim of protecting, assisting and documenting them and of implementing durable solutions |
| Verification exercises | Time-bound registration activity in a defined area and/or for a specific population or caseload and consists of verifying and updating individual registration records and, as appropriate, collecting additional information. Verification exercises are considered a type of continuous registration |
| Vital event | The occurrence of a live birth, death, foetal death, marriage, divorce, annulment, judicial separation, adoption, legitimation, or recognition of parenthood |

# FIGURES AND TABLES

# LIST OF ACRONYMS

| | | | |
|---|---|---|---|
| AMIF | Asylum, Migration and Integration Fund | PRIMES | Population Registration and Identity Management EcoSystem |
| BIMS | Biometric Management System | | |
| COR | Commissioner of Refugees | ProGres | Profile Global Registration System |
| COVID-19 | CoronaVirus Disease 2019 | RDPP | Regional Development and Protection Programme |
| CRRF | Comprehensive Refugee Response Framework | | |
| | | SDG | Sudanese pound |
| FGD | Focus Group Discussion | SGBV | Sexual and Gender-Based Violence |
| ID | Identification Document | UN | United Nations |
| IDP | Internally displaced people | UNFPA | United National Population Fund |
| IP | Implementing Partner | UNHCR | United Nations High Commissioner for Refugees |
| KII | Key Informant Interview | | |
| NCCW | National Council for Child Welfare | UNICEF | United Nations Children's Fund |
| NGO | Non-Governmental Organisation | WASH | Water, Sanitation and Hygiene |
| OCHA | Office for the Coordination of Humanitarian Affairs | WFP | World Food Programme |

# KEY TAKEAWAYS

Registration and documentation are fundamental concepts of international protection. In Sudan, the Asylum, Migration, and Integration Fund (AMIF) actions aimed at enabling the provision of better protection, assistance and durable solutions for refugees and asylum seekers through improved documentation and robust data storage systems. This involved building a refugee registration system with biometric identification management, real-time data verification capacity and simultaneous identification of protection needs of persons of concern. Not only benefiting refugees, the actions also aimed to improve civil registration more broadly, in particular birth registration, for both refugee and nationals.

The following provides key takeaways from the evaluation focused on actions implemented under AMIF 2017 and 2018 in Sudan.

1. **AMIF actions directed at building registration systems have acted as a catalyst, sparking change downstream.**

Under UNHCR refugee registration component, the technical and capacity upgrades to the system through AMIF funding had significant knock-on effects. The roll out of biometric identity management system (BIMS) across Sudan, now covering 67% of registered refugees, ensures better quality, more accurate data for planning, which is leading to more efficient distribution of aid by all actors and increased accountability at multiple levels.

AMIF support also helped launch the civil registration system in Sudan through a systems-building approach, expanding the number of registration centres, training staff, developing birth registration standard operating procedures (SOPs), and so on. Community mobilisation to build demand for these services had immediate effect, particularly in a context where even low levels of engagement had an important impact in terms of percentage growth of registration and awareness.

Further the generation of evidence through AMIF has potential for broader benefit and impact. This includes outlining the needed next steps for further scale up of activities, as well as more practical impact on, for example, the needs and vulnerabilities of children on the move.

2. **For vital events registration, key successes ranged from the national level (laws and policies) down to the lived experiences and protection of refugees and vulnerable Sudanese children.**

A critical achievement for birth registration was the creation of a sustainable coordination mechanism between UNHCR, Civil Registry, Commissioner for Refugees (COR) and other national actors. Getting these actors together ensured steps were taken to improve policies and laws, as well as document and adopt SOPs. Alliances were also created further downstream between commissioners and community leaders and as education and health institutions were aligned with the broader national efforts.

These alliances facilitated important efforts in demand generation for vital events registration among both refugees and hosts, making huge strides in registering the most vulnerable children.

> *We managed in one year to register over 200,00 children in the 6 targeted states. – UNICEF*
>
> *Birth registration mobile campaigns in 14 states which led to the registration of considerable number of children (around 47,000 children including newborns, over 1-years of age and special cases). – UNHCR*

3. **The comprehensive registration, verification and documentation of refugees and asylum seekers in Sudan has already led to new opportunities in service delivery and protection.**

UNHCR worked quickly to roll out the BIMS system across Sudan and upgrade to Profile Global Registration System (proGres) v4, through addressing the capacity of UNHCR and national counterpart staff. This included formalising partnerships with the government and addressing structural changes with COR. This in turn allowed to improve documentation of refugees, with tangible impact on protection and legal identity. Close

collaboration with the Ministry of the Interior was a prerequisite to distributing identification (ID) cards and remains ongoing.

The updated system allowed for a roll out of a Global Distribution Tool and CashAssist in some locations. Lack of internet coverage and connectivity remains a challenge to fully capitalise on the upgrades made possible through AMIF, although developing offline tools was a key output of AMIF support. The opportunities exist for further interoperability between asylum and immigration data and between proGres v4 and databases used by other humanitarian agencies, as well as to build structured case management using different proGres modules. AMIF support has built a foundation for better distribution of assistance in the country as a whole.

> *Investment is strengthening the system of registration; this is really an issue of sustainability. Reviewing the laws, the policies; we need to think beyond AMIF and also to think if there is no UNHCR or UNICEF direct financial support. – National Council for Child Welfare*

#### 4. All the successes achieved to date through AMIF funding remain fragile. More efforts are needed to ensure sustainability.

Despite undeniable successes, political instability and economic deterioration endangers fragile gains made in Sudan. An ongoing challenge will be to **ensure the necessary momentum** to keep and build on the technological and capacity improvements; continue policy reform; apply and update the necessary regulations and SOPs and take further steps to capitalise and expand on gains made. Critical areas include:

- National ownership

Sustainability of action can only be achieved through ownership of the process at the highest level. This will be difficult; in 2019 national and state government did not immediately move to continue with the joint rolling workplans. This needs to start with building the necessary national strategies.

- Collaboration

Despite efforts to improve collaboration, ill-defined remits between the national counterparts and UNHCR and even between various implementing partners (IPs) remain. Further clarification is necessary around responsibilities at each stage of the registration journey and how to make the process more efficient to reduce duplication of efforts. Stronger partnership as needed between IPs to harmonised child protection data, reporting and response.

- Data usage

For better use of the data generated by outside actors (for instance those wanting to build programming around vulnerabilities identified via proGres 4 registration), the challenge is improving data sharing. Many stakeholders could use more granular data on, for instance, skills and education for programming and targeting but are currently limited by data sharing protocols.

- Capacity building and resources

The continuous rotation among the civil registry personnel and the weak institutional capacity in general means refresher training needs to be redone every year. Poor conditions of data archiving and storage facilities continue to plague vital events registry efforts and require long commitment to improving and maintaining infrastructure, not just a one-shot cash injection.

- Interoperability

To truly benefit from registration improvements, including PRIMES, for full interoperability between UNHCR registration, identity management and caseload management tools and applications, connectivity issues will need to be overcome. Further, a consolidated approach is needed for government counterparts, other relevant ministries and humanitarian agencies for a more efficient systems overall through clear linkages.

- Trust and access

On the demand side, there remain gaps in registration. Refugees, for various reasons have, continue to avoid registration, such as those in urban area. In a country close to 2 million square kilometres, significant work needs to be done to reach remote areas and ensure access to birth registration. Legal and procedural restrictions remain barriers, especially for the most vulnerable.

To adequately build on the successes achieved, continued funding is needed, along with the necessary long-term vision expanding beyond the next two to three years into the next 10 to 15 to fully plot the steps needed.

*Registration is just a tool and you need to see how the tool is linked with other program areas…. It needs to be a corporate responsibility of all partners, governments, UNHCR. Registration is not enough on its own – UNHCR Sudan*

# 1. INTRODUCTION

## 1.1 Context

In 2015, the international community adopted the 2030 Agenda for Sustainable Development and the Sustainable Development Goals. One of these goals is to provide legal identity for all, including birth registration, by 2030. In parallel, the New York Declaration for Refugees and Migrants (2016) led to the development of a comprehensive set of commitments specific to refugees and countries hosting them.[1] The Comprehensive Refugee Response Framework (CRRF) aims to strengthen the international response to large or protracted refugee situations, including by easing pressure on host countries and enhance refugee self-reliance in host countries.[2] With respect to both of these goals, registration and civil documentation are crucial.[3]

> *Refugee registration is the recording, verifying, and updating of information on persons of concern with the aim of protecting and documenting them and of implementing durable solutions.*
>
> *UNHCR – Operational standards for Registration and Documentation*

Registration is a fundamental component of international protection – it is a first step in formalising the relationship between a refugee / asylum seeker and the host government / international community and should allow persons of concern to avail themselves of the assistance they need. Registration is also crucial for identifying those who are at risk, those who are often the least likely to come forward and make their needs known. Registration data analysis can facilitate early identification of vulnerabilities and inform resources for the greatest protection impact through a rights-based and needs-based approach. This includes socioeconomic inclusion, livelihood opportunities and digital access to build participation, inclusion and accountability. Registration informs planning, with the number of people requiring protection determining the amount of food, water, shelter, health and sanitation facilities etc. which should be made available under ever-evolving circumstances.

Yet, in many countries which host vast numbers of refugees, there is a significant backlog in terms of registration. Frequently national data collected through various systems has not adequately covered the displaced, whose vital events were not recorded in a civil registry. **In countries like Sudan, gaps in the overall data on the protection needs of the displaced exist – hampering government-level planning and the activities of humanitarian and development actors.**

## 1.2 AMIF-financed actions

As one of the flagship initiatives of the broader Valletta Action Plan, the Regional Development and Protection Programme (RDPP) was launched in June 2015. The overarching purpose of the RDPP in the Horn of Africa is to create evidence- based, innovative and sustainable protection and development approaches for refugees and their host communities in close partnership with governments in the region.  While Sudan has not formally committed to the CRRF, the government has been taking steps that align to the CRRF approach "in terms of self-reliance, allocation of land for refugees in eastern Sudan, out-of-camp approach for South Sudanese refugees, etc."[4] Although currently refugee mobility is limited (only South Sudanese and unaccompanied minors), policy changes are being discussed. Registration gives refugees and people who are forcibly displaced within their country more opportunities to live and work outside of camps. The RDPP and other joint activities implemented by UN agencies provide an opportunity to push for durable solutions, development and protection in Sudan as a whole.

Within the RDPP framework, in Sudan, the main objective of **AMIF 2017 and 2018** direct grants (and co-financed by the Netherlands and other member states) was to promote a systems-building and systems-improvement

---

approach to improve refugee registration, advance the civil registry of Sudan as a whole, and strengthen the protection of vulnerable populations (including asylum seekers, refugees and migrants, and with a particular focus on marginalized children).

### 1.2.1 AMIF 2017: Registration systems

The **AMIF 2017** program in Sudan had the following two objectives:

1. **Contribute to the roll-out of a standardised and network-based data collection system for the registration of refugees and asylum seekers** (UNHCR component).
2. **Improve access to civil registration, in particular birth registration, to promote the protection of persons of concern and safeguard them against the risk of statelessness** (UNICEF and UNHCR)

### 1.2.2 AMIF 2018: Protection

Furthermore, under the **AMIF 2018** grant, activities to be implemented by the United Nations agencies on population, refugee and child issues – UNFPA, UNHCR and UNICEF – were intended to focus on the prevention / mitigation of child protection and sexual and gender-based violence (SGBV) risks and the strengthening of the broader protection environment through enhanced access to integrated services.[5] The action aims at improving the protection environment for refugees, asylum-seekers and vulnerable host communities in <u>Khartoum State</u> through enabling prevention mechanisms for better child protection and against gender-based violence incidents, while establishing robust and sustainable access to integrated protection and referral services for affected individuals by strengthening of information sharing protocols and mechanisms.[6]

*Figure 1: Intersection of documentation and protection: Trafficking awareness poster at COR, Khartoum*



## 1.3 Research objectives

In 2020, Ministry of Foreign Affairs of the Netherlands on behalf of the donors funding RDPP commissioned an evaluation to assess the results and impact of the AMIF-funded activities and the effectiveness of strategies adopted to achieve the desired outcomes at project/country level. The scope of this work was designed to complement the broader activities of Learning and Evaluation Team consortium focused on the Combined Quantitative and Qualitative Progressive Effects Evaluation for the RDPP in the Horn of Africa

1. How have AMIF 2017 and 2018 supported interventions in Sudan strengthened the registration and protection of refugees and asylum seekers, and allowed the governments to better manage the migration and development nexus?
2. What lessons learned can be captured from these interventions to inform the continuation and replication of current activities at the country and regional level?

To answer these, the following evaluation sub-questions (Table 1) were included as part of the terms of reference.

---

[5] This was deemed crucial after a 2017 inter-agency needs assessment in the so-called Open Areas indicated urgent, acute humanitarian needs across all sectors, including international protection. Previously a challenge, access to the Open Areas has significantly improved for the UN and partners in 2018, making this action critical and timely.
[6] UNICEF Sudan, "Strengthening the protection of and durable solutions for refugees and asylum-seekers in Sudan, including children, through improved registration," 2019.

*Table 1:  Evaluation questions*

| Evaluation sub-questions |
|---|
| 1.  How did AMIF 2016-2018 activities improve the registration, monitoring and protection of refugees through sustainable data systems? |
| 2.  How did AMIF 2016-2018 activities help to strengthen the capacity of local and central authorities to maintain these data systems? |
| 3.  What is the effect of each of the activities on the targeted beneficiaries? |
| 4.  How did AMIF 2016-2018 activities enable the government of Sudan and their partners to better plan for, and implement development projects? |
| 5.  How did AMIF 2016-2018 activities improve basic service delivery to refugees and their host communities? |
| 6.  How did AMIF 2016-2018 activities improve the coordination and information management between the government of Sudan and the UN agencies, and between the government of Sudan and the UN agencies on registration-related objectives and activities? |
| 7.  Based on evaluation findings, is it possible to identify some first lessons learned valuable for improving the continuation of current activities, as well as for the replication of these activities and/or for regional learning? |
| 8.  To what extent have partners in Sudan been able to learn and build on experiences in Sudan, where it concerns the improvement of registration systems? Which experiences could be generalized to other countries in the region? |

This **country report** presents the findings of a learning evaluation of the AMIF-sponsored actions in Sudan, with a focus on the UNHCR and UNICEF registration components under AMIF 2017. The analysis serves to inform the continuation of the activities and their potential replicability, as well broader policy and migration dialogues. A workshop with key stakeholders was held in January 2021, which further contributed to the analysis and final recommendations and ways forward.

# 2. METHODOLOGY

## 2.1 Research Framework

Samuel Hall adopted a learning approach that goes beyond assessing outputs and gathers quantitative and qualitative data from a range of stakeholders in a position to influence desired outcomes. Samuel Hall used a **mixed-methods design** containing quantitative and qualitative elements that build on each other to allow for cross-validation. This design was informed by the following methodological approaches:

- **Multi-phased:** allows for effective piloting, validation of the outputs' quality and appropriateness of the research tools to local contexts, and opportunities to adapt and learn.
- **Participatory and people-centred**: ensures the participation of direct/indirect beneficiaries and project stakeholders to capture local perceptions and opinions - *measuring the impact of a project is important but understanding how and why changes occurred from beneficiary and stakeholder perspectives is essential.*
- **360-degree**: captures the voices and perspectives from a range of actors, including implementing partners, host and refugee communities, registrars, humanitarian / development actors and government counterparts.
- **Gender-sensitive**: provides multiple opportunities and adapted platforms for both male and female voices.

This framework provided the flexibility to first capture broader trends regarding what achievements have been accomplished, and then gain a deeper understanding of **how** and **why** change is or is not happening.

## 2.2 Research Approach

As the AMIF program itself has had to adapt to COVID-19 imperatives, as evidenced by many of the delays experienced, research activities were adapted to account for the challenging context in 2020. In light of duty of care obligations toward Samuel Hall staff and research participants at all levels, research implementation embedded guidelines for health and safety with respect to COVID-19, such as provision and use of personal protective equipment, social distancing, limited interactions and the study of impacts of COVID-19 on the research population, and the AMIF actions themselves.

The team used **remote methods** – reaching participants via phone for a quantitative survey and key informant interviews (KIIs) where possible – and **minimum-contact methods** – reducing group size, ensuring social distancing, and adhering to public health guidelines during qualitative data collection.  In this context, a number of research tools were deployed to answer the evaluation questions (Table 2).

*Table 2: List of research tools*

| Tool | Description |
|---|---|
| Desk review | Reviewed relevant reports and documentation from IPs, grey literature and academic articles |
| KIIs[7] | Conducted with government officials, community leaders, international non-government organisations (NGOs), UN agencies, and data system staff |
| Focus Group Discussions (FGDs) | Conducted with different refugee and host community groups to understand experiences with and perceptions of registration and any change over time |
| Case Studies | Provided in-depth, life history type interviews to understand the role documentation played in the lives of refugee and host populations |
| Site observations | Visited registration centres, observed activities and spoke to staff about their experiences conducting registration activities |
| Skills test | Held informal skills tests with registration staff to assess success of capacity building actions |
| Quantitative survey (phone based) | Deployed a phone-based survey focused on knowledge, attitudes and practices of populations targeted by AMIF's registration/ civil documentation activities |

---

[7] See list of current completed KIIs in Annex 1.

**Three locations of fieldwork** were chosen in each country based on discussions with the IPs, coordinating research with the ongoing RDPP endline evaluation, and ensuring a variety of demographic and contextual samples. Data collection focused on three refugee populations - Ethiopian, Eritrean, and South Sudanese– and the host population.

A critical component was a final **regional learning event** with stakeholders working on the nexus of protection, civil documentation and registration. Held over two days, it was an opportunity for stakeholders to showcase experience on the thematic focus of the supported program and allow for the exchange of knowledge, as well as reflect on preliminary research findings. Outputs from the conversation fed into this analysis and a final synthesis report.

More detail on methodology can be found in Annex 1.

*Figure 2: Locations of research and data collected*



KIIs: 15
FGDs: 5
Case studies: 3
Site observations: 2
Skills test: 1
Survey: 181

KHARTOUM

WAD SHARIFEY CAMP

SHAGARAB CAMP

Skills test: 1
Survey: 84

KIIs: 5
FGDs: 4
Case studies: 3
Site observations: 1
Skills test: 1
Survey: 116

*Figure 3: Refugee registration Centre, Shagarab Camp*



## 2.2 Constraints and limitations

**The findings presented in this report are not intended to be representative, but rather provide a snapshot of a selected group of respondents.** Critical to this point includes two key components:

- The sole focus on Khartoum and the East excluded much of work done in other regions of the country under AMIF-financing.
- Research started with refugees and Sudanese nationals themselves to understand the direct impact of AMIF funding on their lives. This bottom-up methodological approach does not fully capture the breadth of AMIF activities that may be more technical and systems-focus in nature.

Any granular findings found in the report on indicative in nature, recognizing that contextual and demographic factors may have strong differentiating effects not fully captured here. Particular themes are included and addressed in this report only when they emerge as findings from the data and are not meant to be exhaustive.

Both the qualitative and the quantitative teams faced challenges during data collection. Some degree of resistance was encountered, particularly in the Ethiopian and Somali refugee community, who stated there was no benefit in interviewing them given their plans to leave the country shortly thereafter. This challenge was navigated by trained enumerators explaining the purpose of the research, and its hoped-for benefits for the wider community of displaced and vulnerable populations in Sudan. The security situation in and around Shagarab refugee camp was tense and the team was asked to report to the security office before accessing
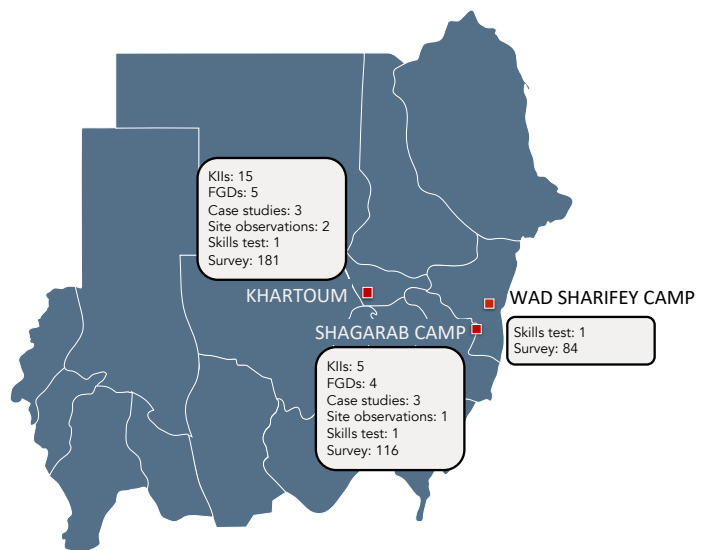
participants. In Shagarab, the team found Eritreans more willing to be interviewed than Ethiopians who tended to associate the team with the security office. Focal points in the camps were able to convince some Ethiopian refugees to participate in an FGD. Accessing participants for FGDs and case studies proved simpler in Khartoum. Using a mixed method approach further mitigated these challenges by provide multiple opportunities and means to capture perspectives.

Challenges were also encountered conducting national level KIIs - due to the recent political transition in Sudan, staff were hesitant to share information, and in some cases simply had little to share given their recent arrival in their current position and the lack of a handover. Additional KIIs were held to triangulate and expand information.

## 2.3 Respondent Profile

A rapid phone-based quantitative survey focused on the perceptions of the AMIF activities of the targeted populations, with an eye to how AMIF activities and actions have positively or negatively impacted their vulnerability and responded to their needs. 355 individuals were interviewed through a phone survey for the purpose of this research, split into 216 refugees and 139 hosts (Table 3).
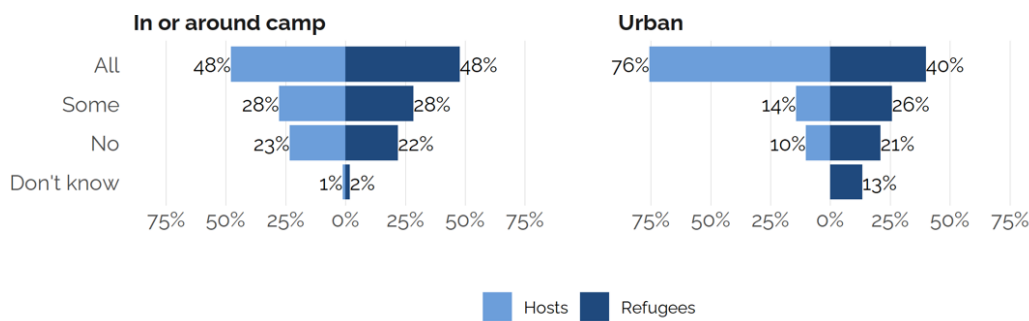
Examining the lives of specific households and individuals allowed the research team to record the perceptions, experiences and aspirations of women, men, youth, and children, and establish the role that documentation plays in the daily lives of the hosts and displaced, and how documentation is accessed/ registration achieved (or is not).

*Table 3: Number of survey respondents by location*

| Location | Hosts | Refugees | |
|---|---|---|---|
| | | *Country of origin* | |
| Khartoum | 49 | *Eritrea* | 27 |
| | | *Ethiopia* | 37 |
| | | *South Sudan* | 40 |
| | | *Other* | 2 |
| Shagarab | 43 | *Eritrea* | 70 |
| | | *Ethiopia* | 2 |
| | | *Somalia* | 1 |
| Wad Sharifey | 47 | *Eritrea* | 36 |
| | | *South Sudan* | 1 |
| TOTAL | 139 | | 216 |

The median age of respondents was 32 years, and 63% of interviewees were male. Refugee households in this sample were found to be similar to host community households in terms of size, with an average of six members. Refugees in camps were slightly more likely to state that all of their school-aged children were in school than their peers in urban environments, at 48% vs 40% respectively. In the camps visited, approximately half of the interviewed hosts (living nearby) and refugees with children stated that those children regularly attended school. This was the case for three quarters of interviewed hosts in Khartoum, but only 40% of their urban refugee neighbours.

*Figure 4: School attendance by refugee and host children*



The majority of interviewed host households received income from wages and other businesses.  For refugees, while aid remains a more important contribution to their livelihoods than it does for hosts, its relevance appears dwarfed by that of funds procured through some kind of income-earning activity. Approximately 15% of respondents in and around the camps and between 20% and 30% in the capital noted that their main source of income was "other" - those respondents overwhelmingly rely on the support of others In their community for their survival.  This was a sign of their informal integration with the surrounding host community both socially and economically, despite the classic encampment setting in Sudan which technically requires a travel permit to leave the camps, a work permit to engage in any type of economic activity, and which prohibits refugees from owning property.  Even if they have a work-related source of income, however, over 60% of interviewed hosts and refugees stated that they always, or almost always, struggle to cover the basic expenses of their household.

*Figure 5: Most important reported source of household income*
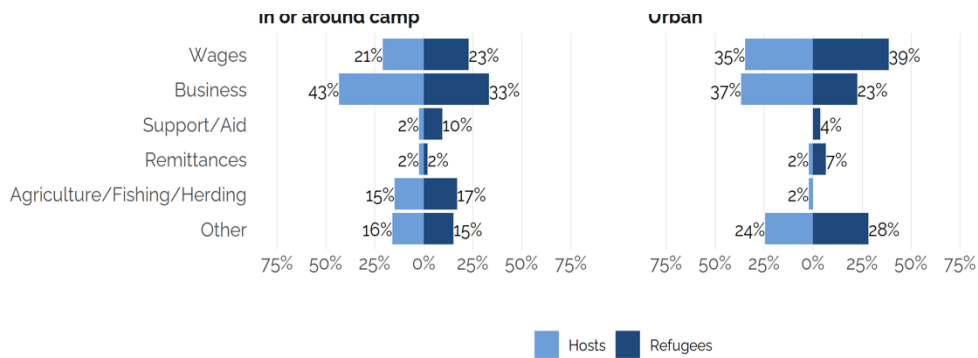


Camps were deemed a safer environment, with half of interviewed refugees feeling safe in the camps while only 18% of refugees interviewed in Khartoum felt safe there in their daily pursuits. Twice as many interviewees felt that women and children were more at risk than men in the capital compared to the camp contexts. The majority of respondents to this phone survey did not volunteer information regarding assistance they or their households receive, although refugees in camps were more likely to report benefiting from in-kind food, cash or skills-building assistance than their host or urban refugee peers.

*Figure 6: Do you feel safe in this community?*
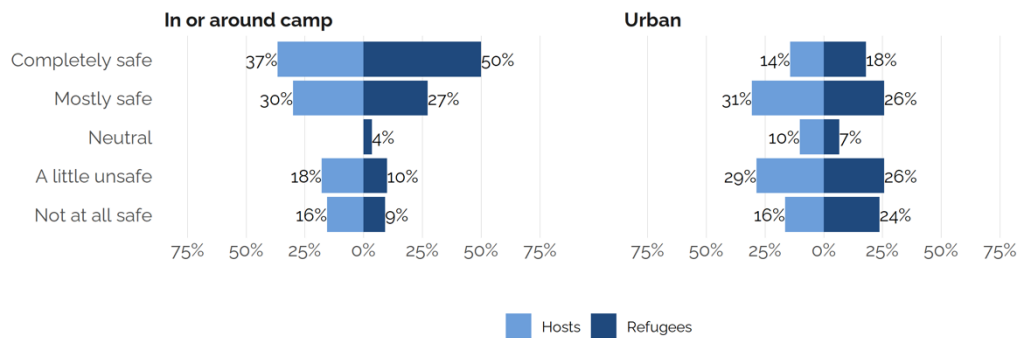


Important in the context of building reliable registration data which provides an accurate portrait of the profile and needs of the population living in a given administrative space, **many interviewees, particularly in and around Wad Sharifey and Shagarab camps, suspect they will no longer be living at their current place of residence in five years' time.** Many of the men are already frequently moving outside of the camp for seasonal work.

Seven out of ten of those who do plan to relocate expect that they will be living in a different country. Refugees interviewed in Khartoum are more likely to expect to return to their country of origin (26% of those planning to relocate), in line with the expressed preference of many South Sudanese displaced. Most of those planning to return are South Sudanese (17/29), this is only the case for a small minority of Eritreans and Ethiopians.

*Figure 7: Do you think you will still be living in this location in five years' time?*
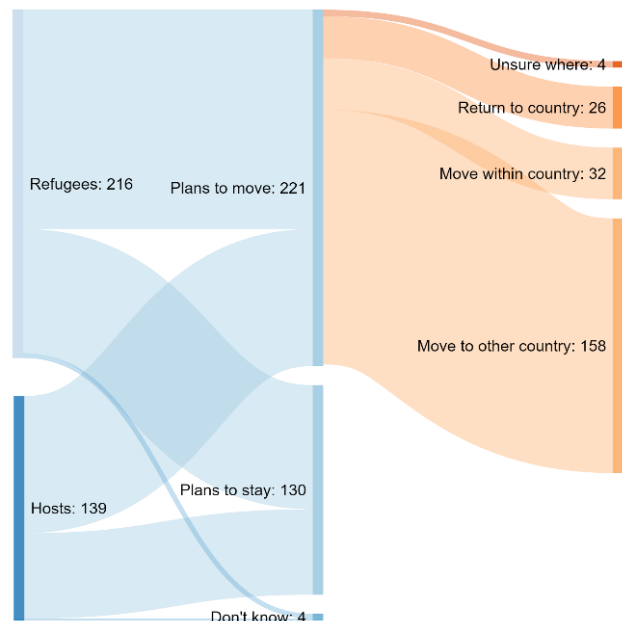
# 3. OVERVIEW OF AMIF COMPONENTS, ACTORS, AND SYSTEMS

## 3.1 Refugee registration

At the crossroads of the Horn of Africa's complex and evolving migration routes, Sudan is a country of origin, transit and destination. It is hosting the largest refugee population of South Sudanese and internal displaced persons (IDP) in Africa.[8] Critical to mounting an effective response to these ongoing crises has been strong mechanisms for identification and registration of refugees and asylum seekers. As noted in the Sudan 2020 Country refugee response plan,

> while the Government of Sudan maintains a generous open border policy for those fleeing conflict and persecution, key protection gaps still persist that undermine the liberty, safety and dignity of refugees, including: access to registration and documentation gaps; limits on freedom of movement and access to basic services; and a lack of land and asset ownership, labour markets and financial services. (…) Full coverage of biometric registration for all refugees living in camps and out-of-camp remains a main priority.[9]

Sudan's asylum policies and practice are regulated by the Regulation Asylum Act, of May 1974, and delegated to the **Commission for Refugee (COR)**. The Sudanese Asylum (Organization) Act of 2014 states that asylum-seekers must register in the State of their initial entry to Sudan. The **National Intelligence and Security Services** and the **Immigration and Passport Police** screen asylum-seekers before they are referred to **COR** or **UNHCR,** creating long waiting periods for registration or encouraging onward migration without registration. Further, the data collected on refugees has been incomplete, collected through various systems and including different processes that vary depending on location in Sudan (ie Khartoum vs East Sudan) and nationality. There are large groups of refugees in Sudan who have never been included into the refugee database, such as South Sudanese living in urban areas.

The AMIF-action started in the year 2017 aimed at enabling the provision of better protection and durable solutions for refugees and asylum-seekers in Sudan through improved documentation and robust data storage systems. It had two specific objectives:

- **Technological and capacity upgrade of the refugee registration system** in Sudan to include biometric identification management, real-time data verification capacity and simultaneous identification of protection needs of beneficiaries at multiple global locations.
- **Comprehensive registration, verification and documentation** of all new and old refugees and asylum seekers in Sudan, based on a biometric identity management system

## 3.2 Vital events registration

Since 2011, the Government of Sudan, through the **Ministry of Interior**, started to implement a fully automated and centralized Civil Registration System according to the Civil Registry Act 2011. The **Civil Registry** General Directorate is responsible for the system which includes record and issue of documentation relating to vital events, development and maintenance of a secure database, issuance of national identification number and citizen ID cards and certificate production and, in coordination with the Immigrations authorities, issuance civil documents and foreign number to foreigners, including refugees. Birth registration rates are low across Sudan and civil registration of vital events for refugees remains insufficient, putting refugee children at risks of statelessness.

Under UNICEF, the AMIF-supported project promoted a systems-building approach to improve the civil registry of Sudan as a whole, with a particular focus on strengthening the protection of children through:

- Increase access to registration, particularly for marginalised and vulnerable children
- Better policies and laws for an inclusive civil registry
- Demand creation and awareness raising of the rights of children including birth registration; and

---

8 UNHCR, "Global Focus Sudan", 2020.
9 UNHCR, "Sudan 2020 Country Response Plan: January 2020 – December 2020," 2020.

- Generation of evidence to ensure substantiated next steps for scale up

Further focus on refugees through UNHCR, included:

- Capacity building for civil registry and other partners
- Mobile birth registration campaigns
- Construction of permanent birth registration centres in states with considerable refugee density
- Awareness raising among the refugees and others of concern to UNHCR on importance of obtaining of civil documentation through media and community information campaigns
- Assessment missions

## 3.3 Protection

Khartoum's 'Open Areas' are informal sites hosting South Sudanese refugees, which have been identified with severe humanitarian needs, including "'serious' malnutrition rates, poor water, sanitation and hygiene (WASH) and health infrastructure and service availability, acute food insecurity and protection gaps."[10] Populations in these contexts have limited access to basic services, protection and livelihoods and are at heightened risk of violence and exploitation. Activities under AMIF 2018 implemented by UNFPA, UNHCR and UNICEF focus on the prevention / mitigation of child protection and SGBV risks and the strengthening of the broader protection environment through enhanced access to integrated services.

- **UNICEF:** Focuses on improving sustainability of child protection services through a programmatic system building approach, and foster government responsibility and sustainability of action. UNICEF is closely cooperating with the National Council for Child Welfare (NCCW), Khartoum State Council of Child Welfare, the Federal and State Ministry of Social Welfare and the Ministry of Interior, represented through the national mechanism for Family and Child Protection Units and Family and Child Protection Administration in Khartoum State, to support child protection systems strengthening through capacity building of the social welfare workforce, expansion and strengthening of system-based referral pathways, and the roll out of training manuals, codes of conduct and awareness raising materials.
- **UNFPA:** Works with the Ministry of Health to strengthen referral pathways and support, including psychosocial, for SGBV survivors among the refugee and IDP communities in Khartoum and the open areas.
- **UNHCR:** Focuses on SGBV and child protection through awareness-raising campaigns, the creation of community-based groups, and effective case management.

The planned activities under AMIF 2018 grant were impacted by a delayed release of funds and the COVID-19 pandemic, which hit Sudan the same month the funds were received in March 2020. The government-imposed lockdown and curfew from March to June further limited the number of activities complete prior to the evaluation.

The following section presents key finding to understand the full impact of implementation of these activities on both the institutional context in Sudan and protection outcomes for the targeted populations themselves. These are not designed to capture the full breadth of AMIF activities.

---

[10] UNHCR, "Global Focus: Sudan," 2020.

# 4. KEY FINDINGS

## 4.1 Refugee registration

### 4.1.1 Overall improvements in registration, monitoring and protection for refugees

AMIF funding contributed to significant technological and capacity upgrades through the refugee registration system, proGres v3, and the beginning of the roll out of proGres v4 in 2019. Since 1999, UNHCR's Registration and information divisions have progressively built a registration system to be deployed globally. AMIF-funded activities focused on overhauling a disparate system to create a networked and standardised approach. Great strides have been made in the efforts to raise the bar in Sudan, by allowing for the application of biometrics to the registration of refugees and asylum seekers.[11]

*Figure 8: BIMS devices at Shagarab Refugee Camp registration centre*



The BIMS is a global UNHCR registration and identity management tool capturing all ten fingerprints and iris information in addition to a photo and profiling information. Rolling it out in Sudan required an upgrade of the refugee registration system used by UNHCR and COR. Given that three refugees out of four in Sudan live outside of camps in dispersed and remote locations, ensuring connectivity has been a challenge. The use of proGres v4 started in 2019 in three states; Khartoum, White Nile and East Sudan. So far, due to poor connectivity in Sudan, proGres V4 was mainly accessed offline. In addition, the political/security situation in Sudan during the first half of 2019, and technical challenges faced with rollout of proGres V4 resulted in postponement of phase 2 migration.

UNHCR and COR staff training and refreshers on the new registration system took place in continued sessions over two years covering procedures using the new system as well as data management following the standard global training templates.

**The provision of a refugee card with a 'foreigner number' provided a legally recognised ID.** With the AMIF contribution, access to documentation was improved for refugees in Sudan thanks to an UNHCR – COR agreement which guides the issuance of plastic machine-readable photo identity cards by COR and the Ministry of Interior. This digitised refugee ID card contains both a "foreigner number" issued by the national authorities and a proGres database number. However, it was only valid for two years for refugees and six months for asylum seers. So far 27,365 refugees have been issued with an ID card.

*Figure 9: A welcome addition: Digitised refugee ID*



---

[11] Progress made by camp can be tracked via the UNHCR Operational Data Portal, https://data2.unhcr.org, and directly at https://im.unhcr.org/sdn/.

*We have worked very closely with the Ministry of Interior on the issue of the ID card and there is a lot that needs to be done on ID card issuing. We are also working closely with institutions such as the World Bank to implement and to speed up this process. – UNHCR Sudan*

A hub for migration, including transit migration, Sudan hosts a number of individuals who lack valid documentation of any kind. Having a legal identity, a registration card with a foreigner number, provides many with a way of proving their identity for the first time, with knock-on effects in terms of support provided but also a larger range of options such as the right to have a driving licence, a SIM card or a bank account. If moving onwards to a different country, these individuals remain in the system. It has also allowed to register many of those who had been off the grid for decades.

> *In the 60s, a lot of people from the Congo sought refuge in Sudan and had remained unregistered ever since. They had children and grandchildren, none of whom were registered. Now they are in the proGres system. —Staff, COR Protection Unit, Khartoum*

### 4.1.2 Progress in capacity strengthening and coordination

**Moving from a manual to digital system for UNHCR registration has improved and sped up the registration process for refugees, but experiences with COR and the security office were frequently reported as negative.** Working with COR and partners to shorten registration waiting times (from two weeks to 72 hours) has been an aspirational goal of UNHCR, particularly in Eastern Sudan. The introduction of the digital system contributed to getting closer to achieving this goal.

*The electronic registration has reduced the quantity of papers and sped up the process. The new devices and improved skills of staff have contributed to this accomplishment. The registration process is more stable. As long as there is internet, the information can now be accessed from anywhere. Synergies have been improved because COR and UNHCR now work in the same place. –Staff, COR, Shagarab*
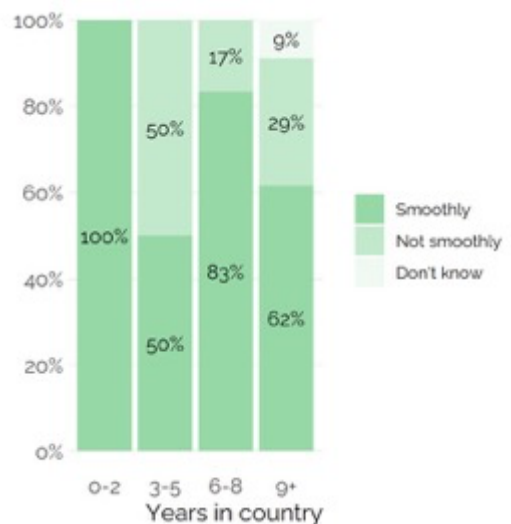
From the interviewed sample for this study, those who arrived recently were more likely to state that the process of registration had been smooth compared to those who arrived several years prior. *Given there were fewer applicants and fewer questions asked, those who arrived 6+ years ago encountered a simpler process. However, even they recognise the benefits of the upgraded system:*

> *Back when I first registered my family, registration was simple. There were no crowds. They did not need much information, they asked us very easy questions. Then we were registered and given housing. But the registration was only on paper. Now there is a great improvement with the computer registration, and they can Identify us using fingerprints and eye prints. We are now given the Photoslip card, we call it the computer card. It includes all family members, and if there is a new baby it is added to the computer card. If someone dies, they are removed. – Male registered refugee, age 44, Shagarab*

Figure 10: Refugee registration process



In addition, abandoning the paper registration forms put an end to a thriving business in which individuals offered to help refugees for a fee, de facto fabricating a story designed to improve their chances of resettlement.

However, while the UNHCR side of the registration process appeared to have improved, experiences at the COR reception centre and contact with the security office were viewed more critically. The questions asked were frequently perceived to be aggressive. Accusations were made of exploitation and abuse. This could have to do

with the politicisation of COR staff or confusion with the screening activities of the National Intelligence and Security Services and Immigration and Passport Police.

> *COR employees make you feel unwelcome, it's very different from the treatment by UNHCR employees. Those treat refugees in a good way. But getting to the UNHCR stage can be very difficult. At COR you get treated like a stranger. And unless you speak good Arabic, it is hard to even reach the UNHCR stage. –Male registered refugee, age 22,*

*Figure 11: Benefited from skills improvement: registration centre staff, Shagarab refugee camp*



*Shagarab*

**Challenges remained on the supply side, including crowded and poor conditions, inconsistent delivery across the country and major delays.** Despite some improvement in the process of registration at UNHCR, registration remained cumbersome and time intensive. A South Sudanese refugee leader met in Khartoum recounted multiple efforts to register the South Sudanese. Those in the Al-Shigla neighbourhood of Omdurman were asked to register in Bhari, a small registration centre, which required standing in line for many hours in a queue soon hundreds of meters long.

> *COR sends representatives and tells us to register, they tell the community leaders - like me - to register their people, but the registration process is frustrating…. so we have to go there to preserve spot in the queue line at 3:00 am, and still COR only takes few people even though the queue line is for hundreds of meters. Now, we as South Sudanese are frustrated because they go and wait in line for hours and eventually COR reschedule and tell us to come back a month or two later, and when we come back they repeat same things, same long line, same small amount of people get processed and again they tell us to come back two months later. Many of us don't want to register. And this registration card gives us nothing. It is better to go to work and make money because we cannot be idle for a whole day.—Male registered refugee, Sultan, age 52, Khartoum*

Such negative experiences were repeated frequently and added questions to the value and purpose of the registration process.

> *It was too hard, I couldn't register. We had to come early. We are all casual workers, and we cannot afford transportation or meals. And then, each day they would only take fifty people, and they were rude and aggressive. The place is not well-built, we would queue in long lines under the hot sun. I once spent the entire night in line. I will no longer try to go for registration, and I will not take my children either. –Male registered refugee, age 24, Khartoum*

While the process in Shagarab was more straightforward, respondents complained the conditions of the reception centre. There is no water available for asylum seekers waiting to be registered. Interviewed refugees

also repeatedly mentioned problems making themselves understood at interviews with both COR and UNHCR staff, though those registered more recently appear to have encountered translators more frequently.

> *In 2019, I arrived in Shagarab from Eritrea and registered. I heard that in 2018 it was easy to get the yellow card, but for me it took nine months. I was starving in the meantime! If I had had money, I would have gotten it faster, like some other people… But I didn't. At least there was a translation service - Eritreans who speak Arabic would go to the registration with those who did not speak Arabic to help with the process. –Male registered refugee, age 23, Khartoum*

In fact, the process appeared to vary widely over time and respondents reported bribes or favours requested to speed this up. An Eritrean refugee described his process of registration in detail, a fairly speedy process over several days even as he moved from one office to another often answering the same list of detailed questions (due to the multistage process of first screening by the Sudan security forces and then asylum registration). Now he sees a more complicated and prolonged system.

*Figure 12: Refugee registration centre in Shagarab*



> *Every person who enters the camp registers, but the time used to register in a few days, but now the registration takes more delay, it can take up to 6 months for the card to come out. In the past, it was better, now you cannot even find a mattress or bed to sleep on, the registration process, which may extend to months. –Male registered refugee, age 42, Shagarab*

These delays in registration had knock on effects on services that is noticed by critical partners, such as World Food Programme (WFP). WFP automatically provides food aid to newly arrived refugees and then targeted support to the most vulnerable thereafter. However, they have frequently received notifications from UNHCR of newly registered refugees, yet their own information on the ground contradicts the idea that these are 'new' refugees.

> *It still takes very long time to register refugees. UNHCR will say: "there are newly registered refugees, you should include them in the system in the future." But technically speaking, they are not new arrivals. They arrived a year ago. To me, what matters is time of arrival, not time of registration. — Staff, WFP, Khartoum*

From the perspective of UNHCR and COR, date of arrival is not counted. For example, there may be refugees who arrived 20 years ago but applied for asylum only this year. However, on the ground information indicates that continued potential disconnects between potential refugees and the registration process

**The systems upgrade required close coordination between COR and UNHCR with strong potential when fully completed.** The overhaul of the refugee registration system in Sudan to an integrated biometric identity management system has been a challenging process - registration servicers located in the field had to be consolidated, data cleaned, connectivity established. These activities have required close coordination with COR as the government entity responsible for the registration of refugees. A complete upgrade and transfer to this new system will allow registration activities to be carried out simultaneously at all locations and will synchronise the personal information and biometric data of all persons of concern to UNHCR in an integrated system with a central database so that designated persons at COR and UNHCR can access to on an online server. This will

allow for real-time data verification that will allow tracking of in-country movements. Today, the data generated by refugee registration was by default accessible only to UNHCR.

*Of course, they have the same data. They are the owner and the originator of the proGres system. And they trained the staff for registration using this system. –Staff, COR, Khartoum*

### 4.1.3 Understanding the perceptions of refugees towards registration

**Most interviewed refugees were registered with UNHCR with differences based on key variables, importantly location and country of origin, revealing key barriers in access.** Expansion of refugee registration in Sudan through biometric registration efforts and improved processes, discussed in the previous section, reached the majority of the population surveyed in Wad Sharifey and Shagarab refugee camps. There were key differentiating factors that were predictive of registration status, reflecting some of the ongoing policy issues identified in Sudan, particularly for urban refugees.

- **Location:** Sudan's 2020 Country Refugee Response Plan notes that 29% of refugees in Khartoum are registered, compared to the vast majority of displaced camp dwellers.[12] In the rapid phone survey conducted for this research, registration rates were also found to be higher among those living in refugee camps, likely reflecting a government policy that required registration to occur at point of entry and the limited availability of registration opportunities in Khartoum. Respondents in Khartoum were considerably more likely to know an unregistered refugee than their peers in the camps.

- **Gender and time since arrival**: 99 of the 133 Eritreans, 33 of the 39 Ethiopians, and 17 of the 40 South Sudanese refugees interviewed were registered with UNHCR. Men were slightly more likely to be registered than women. Regression analysis shows that age was a significant predictor of registration status for the sample, with those who are older more likely to hold a formal refugee registration.

*I know many people who are registered. All the registered people I know were registered in Shagarab refugee camp and have been in Sudan for 15-20 years. – Male unregistered refugee, age 51, Khartoum*

- **Country of origin:** Country of origin plays an important role, with over three quarters of the interviewed Eritrean and Ethiopian respondents registered compared to one four South Sudanese respondents out of ten.

*Figure 13: Know unregistered refugees by location*



*The South Sudanese are a group where most people do not get registered because they consider themselves at home in Sudan. They also said that Eritreans, on the contrary, usually get registered and have the information about the registration process due to the long history of unrest in their country. – Male host, age 66, Khartoum*

*Figure 14: Refugee registration among interviewed sample by gender and age*
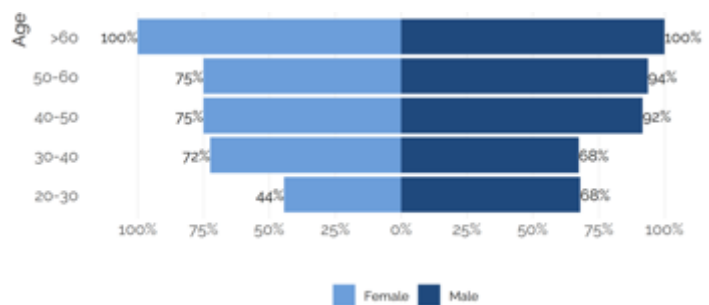


**The most commonly expressed advantage of refugee registration was assistance and, particularly for urban refugees, the hopes of protection from deportation.** The main perceived advantage of holding official refugee status, particularly for camp dwellers, was its link to assistance. In Shagarab refugee camp, this ranged from direct in-kind food aid to access health services and schools, as well as the ability to participate in trainings organized by NGOs.

---

[12] UNHCR, "Sudan 2020 Country Response Plan: January 2020 – December 2020," 2020.

*I need my refugee registration card to access the cash assistance at the camp, but also
medical treatment. I needed it to be transferred to a hospital outside the camp in Kassala
city, and to get the charitable assistance provided to me by organizations. If there are
training courses provided, I could not be among the trainees without this registration card!
—Male registered refugee, Shagarab*

The refugee community leaders in Shagarab camp emphasised that without registration, one was a "neglected person" who could not hope for support by UNHCR.[13] Urban refugees felt less strongly about the need for registration in the absence of assistance options.

*The only help I got is from friends and other Eritrean refugees, which are few. Everyone is
struggling because of the economy and I have never received support from any
organization or COR and UNHCR because I am not registered. Then again, even those who
are registered are not getting much support anymore. —Male unregistered refugee, age
51, Khartoum*

To a lesser extent, particularly among refugees in urban areas, registration was also linked to family reunification and resettlement opportunities. There was an opportunity to link to family living elsewhere.

*Figure 15: Perceived advantages of refugee registration*
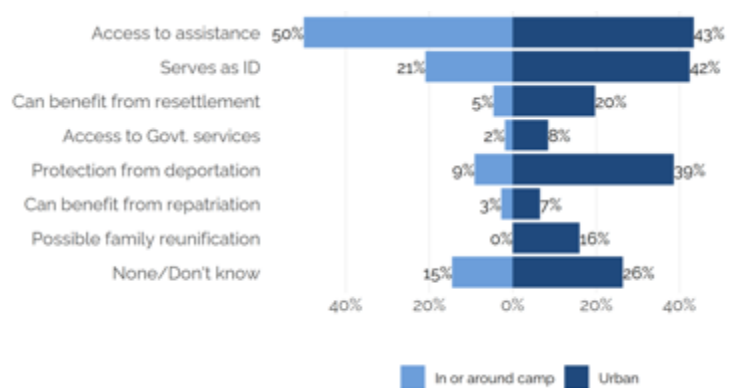


Holding an ID document was highly valued by refugees, particularly in Khartoum. Linking to the legal identity agenda, the provision of an accredited means of identification was highly valued in Khartoum, but considerably less so in camp environments. The sampled refugees in urban areas very explicitly connected having the refugee ID to protection against deportation and harassment, an active fear of those outside of camps. Respondents in Khartoum emphasised that being unregistered put refugees at risk of harassment by police and security forces. They explained that unregistered refugees are victims of "arrest campaigns and brutality" of police forces, who beat refugees and ask for bribes.

*Registration will only protect me from the police... though even registered refugees get
arrested by the police and have to pay a bribe to be released. If the refugee gets caught,
they will be moved to Alhuda Prison until they pay the fine which is unaffordable. They will
have to do hard work there until the payment is done. I have seen this with my own eyes. —
Male registered refugee, age 32, Khartoum*

While respondents were aware of advantages of refugee registration, a number of issues lead to reluctance to go through the process. Despite progress in registration of refugee, respondents reflected on why either they or people they knew did not go through the process. This centred on four key themes:

- **Avoiding regulation:** High numbers of both refugees and hosts reported plans for onward migration and some were already engaged in seasonal migration for work. This led to a reluctance to register, for some, desiring instead to stay under the radar.

---

[13] Indeed, a visit to the registration centre in Shagarab showed that many of those waiting to be registered were Impatient for the procedures to be completed in order for them to receive food support.

*Unregistered refugees avoid staying in areas where they might need to register. From what I hear from those who stay in camps, the UNHCR's and government's procedures take a long time and are fruitless. Despite gaining legal status [through registration], they lose easy work opportunities. Their movement becomes highly regulated.* **Registration is important because it grants them a legal status, but it does not help them in feeding their families, or in transferring money to their families in Eritrea, Ethiopia, or South Sudan.** *(...) Even if registration was offered to them, oftentimes they do not prefer it.  That is because it is constraining for them if they wish to return to their home country at any time.  What is even more important is the economic aspect; refugees seek work, but the cards they receive after registration does not allow them to work, save for specific people. –Female registered refugee, age 46, Khartoum*

- **Lack of awareness:** There was a degree of confusion around the refugee registration process and the roles of different actors among the respondents. This was the case regarding the respective roles of UNHCR and COR - refugees all explained they had to go through different offices during the registration process, but their understanding of who does what seems limited. Further a lack of awareness of the processes and benefits related to registration was particularly acute for the South Sudanese community, for whom special conditions apply.

   *After completing the questioning phase about personal data at COR office at reception centre 1, I was transferred after a few days to the office next to COR office, and I did not know whether it belonged to COR or to the UNHCR. — Male refugee, age 47, Shagarab*

   *The South Sudanese lost their Sudanese nationality after the separation but were not able to obtain the South Sudanese nationality either because there is no South Sudanese consulate here. They do not know what their status is, whether they are a refugee or not. They just have a foreigners' identification card issued to them by the Office for Legal Work. No one has reached out to them for registration, and although they endure violation like police raids and beatings, they do not think they could get support from UNHCR. —Male host, age 45, Khartoum*

- **Procedural challenges:** The process was found particularly complicated by those who had failed to register upon arrival, or in a camp. Most refugees in Khartoum described the registration centres in the camps when they arrived in Sudan and the inability to register in Khartoum. This challenge was openly acknowledged by COR Khartoum officials interviewed, who lamented that their office was not authorized to register new arrivals, though they did note that (very rare) special cases like unaccompanied and separated children, as well as women at risk and victims of trafficking could proceed with their registration in Khartoum. None of the refugees interviewed in Khartoum were aware of these exceptions.

   *I went several times to COR but was told to go to UNHCR, who sent me back to COR. I was asked there to go to Shagarab Camp to register, because it is not possible in Khartoum because I came to Khartoum without passing through the registration centres. — Female unregistered refugee, age 30, Khartoum*

- **Alternative registration:** Many of those who had been not registered as refugees with COR/ UNHCR pursued an alternative means of registration, namely the Foreigner's Registration Department, as a means of protection. This was the solution for many Ethiopians who are no longer granted prima facie asylum in Sudan. However, respondents often referred to this document as "worthless" - it did not appear to protect them from arrest or extortion by police, which was a frequent occurrence for refugees in Khartoum.

   *To protect myself from the police, I registered myself with the foreigners' registration department 5 and got issued a card for 2,000SDG. —Female unregistered refugee, age 30, Khartoum*

*Box 1: Case study – Unregistered refugee in Khartoum*

Abdalh\*, 51-year-old Eritrean, has a common story in Khartoum. Fleeing military service and prison in Eritrean 5 years ago, the journey was harrowing: at the Sudanese border he was kidnapped by "Alrashayda" (a Sudanese tribe active in trafficking goods and people) and taken to Kassala where he managed to escape. Sheltered by Eritreans, he considered going to Shagarab refugee camp, but feared the Alrashayda would find him there again. A truck driver smuggled him to Khartoum. People in Khartoum advised him to get registered as a refugee. With his case, Abdalh, thought he might receive some assistance. Yet he found the process impossible to manage.

> *I spent 6 months trying to register, each time I would go very early to COR or UNHCR and stand in a long line, I never pass security and they send me back – COR tells me to go to UNHCR and UNHCR tells me to go the COR – and when I finally got inside it was UNHCR. I got in an interview with a woman who told me to go back to COR again!...* I after all this, I gave up on registering because I have to work, I cannot spend all my time in lines queuing without benefit.

At this point, he is no longer considering registering with UNHCR given that in the current context "no one will be getting any help anyway".

\*Names have been changed

**While there was a clear understanding of the potential value and benefits of registering and even its necessity, actual trust in COR and UNHCR varied widely.** Most refugees understood that providing their personal data was in their interest and helped in allocating support.

> *Sure, people trust UNHCR with their data. If we give them the right information, they can evaluate our situation. They can communicate this information to other agencies and that will help support you. Even if services are not provided, to preserve your rights, data must be recorded. –Male registered refugee, age 23, Shagarab*

There were a few exceptions, as some refugees as convinced that the entire system was corrupt because the support refugees get is minimal. However, this sentiment was more common among unregistered refugees who were more likely to say that they do not trust UNHCR and COR. Registered refugees expressed a slightly more positive view but were mainly resigned to the fact that registration was a necessity.

> *Dealing with the UNHCR and COR is a something a refugee have to do in order to have a legal status in Sudan, not that they are trusting them —Male unregistered refugee, age 21, Khartoum*

Some refugees held a more active fear that the data they shared would be used against them or sold. Circulating stories and personal experiences added to rumours and misinformation within various communities[14].

> *Normally, we should register as a refugee and we should then receive support. But instead, information is shared with security personnel from Ethiopia. This is how I got arrested, even though I was in hiding and had changed my name. The Ethiopian security was looking for me using my old name. They never knew my new name, still they got to me. This is linked to registration. If the system were ideal, they would only use the information to provide support and get statistical information to plan. —Male registered refugee, age 27, Khartoum*

### 4.1.4 Effects on service delivery and protection outcomes

**AMIF-supported improvements to the refugee registration process have contributed to a more efficient system which should shortly benefit many of those seeking to serve vulnerable refugees.** With AMIF support, UNHCR has upgraded registration to a biometric approach. The introduction of proGres v4 has commenced, and

---

[14] Supported by recent reporting in Sudan, Sally Haden, "Refugees in Sudan allege chronic corruption in UN resettlement process", 2018.

data sharing is being prepared. While the precise scope of impact in this regard remains to be seen, UNHCR activities thus far can be seen as sustainable insofar as they contributed to building a new and improved system to the benefit of all those seeking to serve vulnerable refugees.

At a minimum the improved registration process has generally led to shortened waiting times and subsequent decrease in the level of suffering of those in limbo. Looking at the system as whole, a difference in time saving occurred, despite inconsistencies. Refugees cannot receive support without registration and are acutely at risk while waiting for registration to be concluded.

> *If registration takes a long time, we suffer from the lack of support. We have to find work on farms, but then we have a problem with the government, and even get arrested sometimes for leaving the camp to work. –Male registered refugees, age 47, Shagarab*

The upgrade of the system and related increased efficiency and speed of the process has contributed to the protection of new arrivals in a particularly vulnerable of phase.

**Through generating more reliable refugee data, AMIF actions have contributed to better planning and information sharing.** Respondents spoke of the importance of the AMIF action in terms of reduced fraud. Planning has been a challenge due to an absence of verified and up-to-date population data, especially given the mobile nature of the refugee population. Systems running in parallel have led to inefficiency and conflicting data. The AMIF has contributed to increased awareness of this problem and laid the basis for improvements in the future.

> *There has always been a deficit in obtaining information. We are working on preparing a population census and would like to add people who live in the camps. But they merge into villages, and sometimes the camp itself turns into a village. This causes problems in the identification process. (…) But AMIF has made a very large contribution. They conducted capacity building workshops for a large number of people. Now all relevant government and civil society organizations benefit from better data and information. There is not a partnership for the integration of information systems. Before, whether from the Ministry of Health or the Ministry of the Interior or the Ministry of Education, information used to be hidden. But now it is not.—Staff, Central Bureau of Statistics, Khartoum*

**Identification of those in need of special support has not yet translated into large-scale referrals or transparent delivery of assistance.** At the refugee registration stage, different special needs were identified including serious medical conditions, child heads of household, women at risk, etc. Specific support was provided by UNHCR for some of those identified as at risk, but this was not a generalised practice in all camps as evidenced by those interviewed for this study.

> *If UNHCR provides special support for the disabled, surely it does not cover all those in need. Since we registered, we have not seen disabled people get all the help they need. They say they support the disabled, and support women who have experienced violence, but we do not know how. There is no system or clear explanation of the logic behind the services provided. —Male registered refugee, age 22, Shagarab*

Many respondents living in refugee camps echoed the sentiment that aid for vulnerable populations was being distributed in an ad-hoc manner, pointing to the importance of transparent criteria. Having objective selection criteria understood by all was another potential contribution of improved registration practices.

**Data sharing was limited to COR only. External partners can request formal requests for specific data.** ProGres v4 is an integrated system with strict access control that can be accessed via the internet from multiple locations. The system will be integrated with protection analysis that will support the application of case management and assistance management tools. COR noted that it was not there yet. Any transfer of data remained ad hoc and manual per specific requests. For example, UNHCR assisted other local organizations in the identification of persons in need based on the up-to-date registration data.

> *We have criteria that we use to identify vulnerabilities and classify the needs. We share this with UNHCR and receive the basic information of eligible children. For instance, last week we received data they generated from the system on separated and unaccompanied*

*minors. They gave us the children's names and locations. But we do not have direct access to the system they are using. Sometimes we also share data with them – for instance, if there are children among our beneficiaries who would benefit from livelihoods support, we give the list to UNHCR and they can link them to the livelihoods sector. –Plan International, Child Protection Programme lead*

**Shared data on refugees remain at such a high level that it impacts the ability to adequately plan.** For example, the nutrition cluster needed robust data to maintain solid supply chains in the delivery of therapeutics to at risk refugee children. At this point, a key informant called it "random planning," as more robust data was needed to improve planning and coordination.

**The effects of the improved system were already felt by partners through more regular updates on refugee numbers.** It has made a difference for partners, such as Office for the Coordination of Humanitarian Affairs (OCHA), who noted that since the introduction of the biometric system and streamlined processes, numbers were communicated in a clearer, more reliable and frequent fashion in UNHCR's monthly updates. **UNHCR notes that the action plan for 2021 contains plans to provide more detailed information to partners.** Yet, with data privacy concerns, requests for more details on potential beneficiaries required detailed justification, even when data sharing agreement exist. Data protection principles remained very strict.

**Partners looked forward to the integration of PRIMERO (Protection-related Information Management) to improve the case management system between key UN agencies and actors.** In 2020, the child protection stakeholders in Sudan will develop case management standard operating procedures and roll out an information management platform (PRIMERO), fully funded by UNICEF, which will be used to strengthen case management as well as management of information on monitoring and reporting of grave child rights violations. As part of strengthening analysis and accountability, other existing reporting mechanisms will be enhanced, and a monthly and quarterly analysis will be shared at relevant forums and advocacy levels. The analysis of protection trends will be used to inform prevention activities which will increase awareness of threats and protective factors among boys, girls and caregivers and mitigate the risks of such incidents including SGBV. Advocacy with relevant authorities for the release of children used by armed groups or forces and children held in military detention will be a priority, as well as advocating for the use of detention only as a measure of last resort[15]

*It will get better when they start using PRIMERO in Sudan. For the moment, the partners are confused with all the systems that are in place. UNHCR have a specific database that they are using. But UNHCR, Save, Government bodies, UNICEF are part of a group of actors planning the roll-out. We will be able to share sensitive information quickly. –Staff, Plan International, Khartoum*

## 4.2 Vital events registration

### 4.2.1 Strengthening coordination and building ownership

**AMIF from the onset considered government ownership crucial to the action's long-term programme sustainability strategy**. Activities included institutional capacity support to the civil registry, Ministry of Social Welfare and Health, the councils for Child Welfare, but also civil society. For the major components of the system, existing government structures should continue to carry out their activities financed by domestic resources. Linkages and strategic alliances have been created which should facilitate the transition to a sustainable system.

*There are frequent coordination meetings now, some of them have been held right here in this office! Partners include the Ministry of Health, the Civil Registry, the High Commission of Refugees and others. Coordination also takes place at the state level, where it also includes Social affairs. We discuss priorities, agree on budgets. There is great coordination and cooperation established through technical agreements. Things are improving every year. This is reflected in the increase of registered births of both Sudanese and non-*

---

[15] OCHA, "Humanitarian Response Plan: Sudan," 2020.

*Sudanese children. While implementing projects, we study defects and try to avoid them moving forward. –Staff, Civil Registry, Khartoum*

Birth registration has been the focus of programming in Sudan in the past, but handover was not always swift, putting gains at risk. AMIF partners have fostered alliances at the national level which should outlive donor involvement. Past efforts to raise awareness and facilitate birth registration are remembered by many, but Human Appeal International's efforts and handover to those following in their footsteps were foiled by the coronavirus pandemic.

*Registration of vital events was happening, especially in the Southern camps. But it no longer is. There was a job created at COR for birth registration, but the role was unstable - It was assumed by Human Appeal but another organization which was supposed to take over could not set up due to COVID-19. I wish things could be more sustainable in terms of staff funding. — Staff, COR, Shagarab camp*

**Broadly, vital events registration benefited from refugee registration improvements, taking steps towards an integrated civil registry system.** A tripartite agreement was signed between COR, the Civil Registry and UNHCR to improve communication and coordination around registration of vital events for refugees, solidifying an integrated civil registry system. The civil registry now uses one server that includes refugees and citizens and can split data by gender and nationality. This data can be shared with the authorities related to the registration of citizens and refugees "through official correspondence."

**At the same time, some issues remain related to unclear division of responsibility between different state levels, and further harmonization is needed.** The state government is also important for the continuity of the registration, because it will be the side that grants or gives and approve lands to establish registration centres, as the Civil Registry does not have this authority. Marriage and divorce certification remain under the judiciary, while the civil registry is responsible for issuing birth and death certificates. These need to be further harmonized, for instance given that in some communities in Khartoum there is no marriage certificate which makes birth registration challenging (need investigation and witnesses). Further links to be created between judiciary at different localities – including them in the committees would respond to civil registry demand and streamline the system.

**AMIF-funded activities supported embedding birth registration within the health system for both refugees and hosts.** The alliance UNICEF forged to pursue its ambitious systems-building approach to improve the civil registry of Sudan as a whole was arguably even broader than for its peers focused on refugee registration. UNICEF aimed to strengthen the system as a whole to ensure that all additional data was supported by a continuous, permanent and universal registration that was sustainable and inclusive, also for refugees and migrants. Primary partners included the National Council for Child Welfare, the State Councils for Child Welfare, the Ministry of the Interior, the Civil Registry, the Ministry of Health, etc.

UNICEF and the Ministry of Health cooperated to improve the access to birth certification of children born in health facilities, expanding an approach implemented successfully in South Darfur that allowed to increase birth registration there drastically by building the capacity of health professionals and civil registrars, piggy-bagging onto health campaigns, etc. Notification and registration of newborns, within and outside of health facilities - capacity building strengthening the data collection and access to the data from Ministry of Health, that is disaggregated to the state level. The current system supports federal level data only. Today, the health ministry is a crucial partner of COR for instance for the issuance of birth certificates of refugees.

*We all work together now, thanks to the agreements concluded. We obtain certificates from COR using the confirmed Information from the Ministry of Health, and then coordinate with the relevant Civil Registry Departments to obtain birth certificates. –Staff, COR Gedarif*

**With these initial steps taken, the terrain has been prepared for a larger-scale review of policies around vital events registration.** A goal of the AMIF action was to influence possible law and policy reform. This started with reviewing and amending the national childhood strategy. More than 60 senior Civil Registry officials and directors from all states participated in a high-level policy workshop to support the standardisation of the birth registration procedures for refugees and to influence possible law and policy reforms. The legal/legislative provisions relating

to children in general and universal birth registration in particular were reviewed. The review had a special focus on identifying bottlenecks and making amendments in order to make these provisions more responsive to realisation of children's rights (based on the approved state Child Act of Gedaref, the National 2010 Act and the Civil Registry law). A rapid review of the policy framework was undertaken to understand whether the issue of low birth registration is the result of poor interpretations or lack of policies, or the consequences of poor implementation mechanism. While these efforts have not, at the time of writing, resulted in the amendment of legislation, partners recognize the importance of the efforts made and their potential to effect change in the long term.

> *At the present time there are no policies or laws that have been introduced at the state level, but there are mechanisms to implement the existing laws and there is a renewed interest in revisiting these old laws. What remains to be done is the need to review some laws regarding child registration. –Staff, National Council for Child Welfare, Gedarif*

The Civil Registry was a key partner in the implementation of this action, especially regarding direct registration, as the primary mandate holder within the government. The strategic cooperation between these stakeholders and coordination with actors at different levels was led by the National Council of Child Welfare and State Councils for Child Welfare which function as the coordinating bodies for all children's issues across the country, at all levels and are in charge of developing policies and action plans relevant to children's rights.

### 4.2.2 Addressing resource and capacity gaps

**AMIF-funded activities had a positive effect on the capacity of vital events registration staff.** Under the project, a demand-supply analysis was carried out in Sudan which noted an inadequate number of birth registry offices, a lack of capacity of registrars, and the inadequacy of standard birth registration materials.[16] The AMIF action focused building the capacity of the Civil Registry personnel, local authorities, COR and the Ministry of Health to improve the overall efficacy of the system, as well as ensure an inclusive approach.

Capacity-building and advocacy on civil registration and documentation thus targeted thousands of persons via fifteen one-day workshops in twelve states. Participants included representatives of the civil registry, line ministries, NGOs, child welfare councils, etc. Furthermore, senior civil registry officials were invited to attend high-level policy workshops to support the standardisation of birth registration procedures, and as a first step towards influencing future law and policy reforms. Mid-level civil registry officials were invited to a workshop on technical registration procedures specifically for refugees and undocumented groups. Teachers were targeted with the aim of linking birth registration and education services, and conduct advocacy, and taught about birth registration steps both inside and outside of health facilities.

Civil registry staff interviewed in Khartoum and Gedarif concurred as to the value of these interventions, often correcting misunderstanding the laws regarding events registration (see Box 2).

> *We learned about practical procedures, and how to fill different forms for different cases. We understand better now how to work in exceptional circumstances. (…) The situation is now much better in terms of capacity, and it will be better still. The training and qualifications received as a result of this project have been most useful, and we are grateful to UNICEF as the main supporter and backer of this work. – Civil registration authority, Gedarif*

---

[16] Birth application form, registry book, computer, certificate, appropriate software, un-interrupted internet network

*Box 2: Benefits of capacity building: new insights and connections*

*In the training, they did not start immediately with the registration process and procedures, but they gave us background on the international humanitarian laws. And I remember there was a session on the status of people who do not have any document that shows their nationality. We also learned about what we could do if some of the required documents were missing.* **For instance, before, to issue a birth certificate, we thought we needed a marriage certificate. But in the workshop, we learned that we could issue a birth certificate if the person brings a paper that just documents the marriage from the church. Even a document from the local committee might work, if it is signed by both the husband and the wife.**

*One of the great things the workshop led to is us meeting our managers. This does not happen very often, and I was personally very keen to meet the manager to discuss special cases which me and my direct supervisor did not feel comfortable deciding on. Sometimes I can think of similar cases and I just follow the procedure for those, but in some cases I just do not have any example I could follow. So this was one of the advantages. —Staff, Civil registry department*

**Provision of material support and improvement of existing equipment was a significant step forward, although major resource gaps still exist.** Under the action, 60 new registration centres were launched, which brings the total functioning centres to 96. Material UNICEF contributions to the effort included furniture, electronic office equipment and the setting up of networks. All centres were equipped with key information items including advisory messages on the birth registration processes and necessary documents required. This contribution was greatly appreciated by respondents at the Civil Registry, who acknowledge that they were inscribed in a wider national effort pursuing the same goal:

*There has been great progress in civil registration procedures since 2011, and birth registration has become a priority for the government. There is now a full department at the civil registry to register births. We use modern equipment. By pressing one key, you can find all relevant information. Technicians have been trained inside and outside of Sudan. The data is recorded in two stages, first manually on paper and then the data is entered into the computer after having been reviewed. If someone needs a birth certificate [having lost the original], the information can be searched for in the network. We are now also connected to the health institutions. –Staff, Civil registry headquarters, Khartoum*

Stakeholders note that this integration of hospital networks with the civil registry was a great step forward, however, the challenge remained for those born outside of a hospital.

*The contribution of UNICEF to the maintenance and rehabilitation of the registration books was in the process of preserving previous records and data. It improved the quality of data entry and archiving, and this represents an added value for us from this project. All their help was impactful, but from our point of view, the training and network and computers which allow for electronic data entry were the most impactful. (…)  But in the future, we will need more support to purchase devices and increase the number of data entrants in addition to other support. –Staff, Civil registration authority, Gedarif*

Other gaps were noted around financing and materials, as well as a lack of qualified staff, which impacts the recording of timely and reliable data. The absence of cars and fuel made setting up remote registration points difficult. The recommendation was also made to find further funding to allow for the association of community workers in remote communities, a person who should be able to read and write, and follow up on birth registration, working with the local midwives.

Shagarab camp illustrates the point that gains made remain fragile. COVID put a stop on promising developments in the improvement of civil registration supply. Human Appeal International was credited with improving the birth registration rates. The handover to the American Refugee Committee was delayed due the COVID-related lockdown. No new-borns have been registered recently.

*Since 2012, I have three children who were born in the camp, and they all have birth certificates, but currently I have a new girl she was born in June 2020 and did not have a*

*certificate because there is no hospital director and no new certificates have come. — Male registered refugee, age 47, Shagarab*

**The sustainability of the project's activities aimed at enhancing the institutional and technical capacity of registration staff is somewhat put at risk by both staff turnover and increased demand.** As demand grows, material supplies and financial envelopes will continue to be stretched. To the extent that trained staff can pass on the skills transmitted to new hires in a self-sustaining system, the impact of activities could last through the "generations" of new hires as teams grow to meet demand.  But is not certain that this "training of trainers" approach has been employed.

Material resources will continue to be stretched, a problem which cannot be resolved through donor involvement alone but will continue to hamper the scaling up of the activities. As at the time of writing, thousands of Ethiopians flee conflict in the northern Tigray region have crossed west into Sudan, demand is not about to drop. Inflation on the other hand threatens to create a rift between planned outputs and affordable ones.

> *With regards to the demand for vital events registration among refugees in Sudan, they need more support. For instance, in 2014, some 850,000 people were displaced form South Sudan. They were considered internally displaced for some time, but then their status changed to displaced. This impacted our operations, including for vital events registration. –Staff, COR, Gedarif*

### 4.2.3 Progress in demand generation

**Awareness raising on the importance of birth registration had reached a large share of those living in and around camps**. Demand creation and awareness raising on child rights, including birth registration, formed part of UNICEF's efforts under the AMIF 2017 action. To this end, a causality and supply / demand analysis was conducted to assess the knowledge of parents, caregivers, midwives, community leaders on the process and importance of birth registration. The child protection team worked with community leaders in creating demand in White Nile, Darfur, Gedaref and Kassala. UNHCR cooperated with UNICEF and the national Civil Registry via late birth registration and mobile birth registration campaigns targeting refugees specifically in these areas. In a concerted effort, COR representatives reached out to South Sudanese community leaders specifically.

The alliance of actors working on this was diverse, ranging from COR to state ministries and grassroots activists, host community leaders and religious figures. Partners noted that the partnerships established among the Civil Registry Department, COR, UNHCR and UNICEF were new and useful to driving the concerted effort. This is likely one of the reasons why both hosts and refugees living in and around Wad Sharifey and Shagarab camps were considerably more likely to have been exposed to communications campaigns regarding the importance of/ process for vital events registration than their urban peers (Table 4).

*Table 4: Reported communication about the importance of / process for vital events registration*

| | Hosts | | Refugees | |
|---|---|---|---|---|
| | Camp | Urban | Camp | Urban |
| Have you been exposed to communication regarding vital events registry? | 67% | 20% | 62% | 33% |
| If yes, who? | | | | |
|     International organization | 25% | 40% | 56% | 14% |
|     Local authority | 42% | 10% | 16% | 31% |
|     Media | 18% | - | 9% | - |
|     Other | 8% | - | 10% | - |

These campaigns were seen as a success, including reaching vulnerable groups. The AMIF action was however not the first to address this topic, and (in a testament to the long-term effectiveness of this type of awareness-raising) interviewees frequently mentioned other programmes having pursued the same goals in the past:

*In 2013, Human Appeal International had a house visitors programme which tried to raise the awareness of refugee communities regarding birth registration. They were in the camps every day, they employed refugee girls and those girls educated the community in the local languages. Also, earlier this year, here in Shagarab, the American Refugees Committee worked on birth registration but unfortunately their work has stopped. I hope they continue as there are great benefits from this awareness. –Male registered refugee, age 20, Shagarab*

*The aim was to spread awareness on the importance of registration. It has had a huge impact in an area where many of the families do not register their children and we came to realize that a huge number of the children without parental care are amongst them. —Staff, National Council for Child Welfare, Khartoum*

**Organised efforts to overcome procedural barriers to birth registry were partially successful.** The Sudan Child Act (2010) and Civil Registry Act (2011) guarantees the right of a child to obtain a birth registration without fees, though those requested after the first year involve nominal fees. Registration campaigns at schools encouraged late birth certification and allowed those who did not have national ID numbers to register by involving local committees who could vouch and bear witness, replacing other documentation. However, these efforts were not systematized. Further birth registration remains problematic for orphans and leaves some refugee children at risk of statelessness. Similarly, for some, the absence of a death certificate could also result in grave vulnerabilities. This was the case specifically for refugee orphans.

*There are some organisations which assist children whose parents have passed away, and who try to ensure they are included in the food distribution lists and get monthly assistance. But these organisations struggle to obtain a death certificate if the father has passed away. Children then have no evidence that their parents are dead! – Male registered refugee, age 20, Shagarab*

This in turn, partners note, had the potential to allow for better planning and increased protection for children in the future. However, stakeholders ranging from CSOs to the Civil Registry noted that **more awareness was needed**, and that this was a costly endeavour, both in terms of the actual campaign and then ability to meet that demand.

*Birth registration campaigns have been very useful to us in the Central Bureau of Statistics, and awareness campaigns can be intensified in order to educate the community. More campaigns are required to expand the coverage. –Staff, Central Bureau of Statistics, Gedarif*

### 4.2.4 Knowledge, attitudes and practices towards vital event registration

**There was stronger demand for birth certificates particularly among the refugee population interviewed, but hosts were also increasingly interested in obtaining birth documentation.** When asked about the consequences of not having a birth certificate, both refugees and hosts spontaneously thought of the prospects for accessing other types of ID, and school enrolment. For hosts, a birth certificate was needed to secure a national ID number. In the qualitative interviews conducted, the refugees' particular interest in vital events registry became more obvious: it was indeed crucial for them, particularly in the camp setting, to register vital events to ensure that allocated support matches the size and needs of their households.

*These certificates are important for the family. For example, a child who does not possess a birth certificate is not counted among the family members when it comes to aid distribution. If a death certificate is not obtained for the deceased, no one can remove him/her from the family listings. They remain on the family card. –Male registered refugee, age 41, Shagarab*

The registered refugees were the ones most impacted by the fact that birth registration ended in May 2020.

*Many are waiting to obtain these certificates, so that they can add their children to the card. This would mean more aid and assistance, as well as a proof of the identity of their children. — Male registered refugee, age 52, Shagarab*

*Figure 16: Reported consequences of not having a birth certificate*
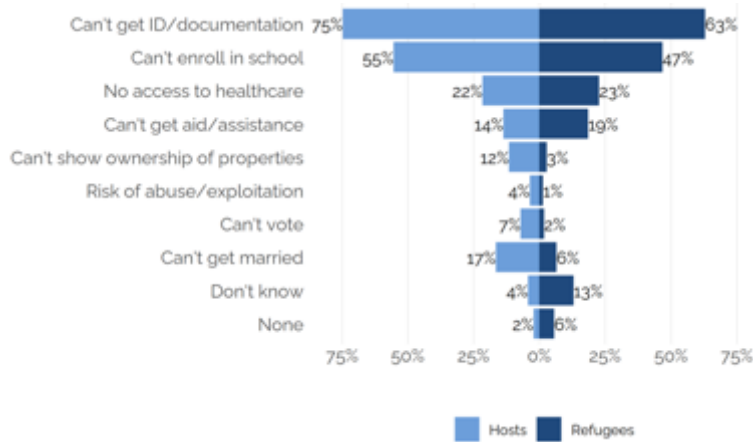


Barriers to vital events registration included lack of awareness, misinformation, complicated process, and significant regulatory obstacles. Across refugees and nationals interviewed a number of barriers to vital events registration persisted. These remained fairly strong deterrents to more widespread access to civil registration, at least from the perspective of generating needed demand for the service.

- **Misinformation and lack of awareness:** Respondents frequently displayed a lack of knowledge regarding the utility of and process for vital events registration. Misinformation often revolved around the cost of registration, hinting at underlying corruption in the process, which was also deemed generally cumbersome.

  *I have never seen a process as complicated as getting a birth certified in the civil registry. First, I have to pay SDG 9,000 for the delivery procedure in the hospital, then I have to collect the birth statement. Then I have to go to the civil registry compound. There I have to come and go so many times, and in the end the only way is paying a bribe. —Male unregistered refugee, age 32, Khartoum*

- **Burden of documentation:** At the same time, some respondents were aware of very real obstacles still in place even for those who follow the steps currently necessary. These included the need for other documentation to obtain birth certificates. The need for these documents created an added layer of complication, requiring additional navigation of the space between the judiciary and the civil registry when trying to obtain marriage certificates.

- **Procedural requirements:** The birth registration process only permits specific persons to notify births, which can include the father or mother or anyone living with the family. While technically inaccurately, respondents reported that both parents were required to be present at the birth, thus creating vulnerabilities for single mothers or couples who were geographically separated. These children were not eligible for birth registry and attempting to obtain a birth certificate for them could even put the mother at risk. There also do not currently appear to be solutions for children born abroad to obtain birth registration ex post.

  *None of my children have birth certificates. They only have vaccination cards which I got in Eritrea. I tried to get them birth certificates, but I was told that only children who were born here can get birth certificates. My children are now studying in school and have a photoslip card. But none of us have a formal birth certificate. – Male refugee, age 52, Shagarab*

  *We have a case of a young woman who had a baby. When she wanted to get birth certificate for her baby, the man, the child's father, refused to testify to his fatherhood on the holy book. This deprived the child of securing the birth certificate. The officers transfer*

*the mother to the criminal police and she was given the fornication punishment which is
100 lashes. She never got the birth certificate. – Staff, Shamma Organisation, Khartoum*

**Vital events registration had little purpose in most respondents' daily lives, particularly where other means were used to record such events.** Obtaining a birth, marriage, divorce and death certificate was not commonly associated with a vital events registry, but rather healthcare providers (for births and deaths, if indeed a healthcare provider was involved) and religious officers (for marriages and divorces), be it the Christian churches or the Ma'zun[17] for Muslims.

The complexity of the process and perceived cost, whether real or imagined, act as a deterrent particular given that for many, vital events registration and birth registration in particular do not come with tangible benefits. Children can enrol in school at the age of six years without a birth certificate. A death certificate is required for burial at the cemetery, but this was not a common practice.

> *Death certificates and marriage certificates can be obtained, yes, but there is no point in having them. We just bury people when they die. We do not contact anyone. –Male registered refugee, Khartoum*

### 4.2.5 Impact of improved vital events registration

**Vital events data was not yet used or shared widely.** Data for vital events of refugees was accessible to UNHCR and COR, as well as partners who can request summary information on an ad-hoc basis following strict data sharing protocols. But interviews conducted for this research speak to the relevance of the action not just for national planning purposes but for the humanitarian community.

> *It is interesting, I did not realize people were working on this or that UNICEF was involved. It is good to know. We do not have access to birth statistics, so that's actually something to think about. We would be interested in looking at population growth overall and among refugee communities. It could help us better understand the outlook of the country. –Staff, OCHA, Khartoum*

The provision of health and education services should, in the long, run be strengthened by the AMIF action, as up-to-date population figures will inform infrastructure planning and investment as well as vaccination drives. Respondents stress the importance of birth registration in matters of adoption, and for obtaining other pieces of legal identification needed to access particular services.

> *If the child has a birth certificate, it can get the national number and a passport later in life. ID protects children against exploitation. –Staff, Civil Registry, Khartoum*

### 4.3 Protection

**Under AMIF 2018, the focus on strengthening social systems to better protect vulnerable populations took first steps toward both systems building and direct actions to support these populations.** Activities under AMIF 2018 were only started in mid-2020 at the time of this evaluation and are thus only touched upon in this report. However, progress preliminary progress was made.

- At a systems level, UNICEF had supported the development of the national childhood strategy 2018-2030, as well as the operational plan for the implementation of this strategy. The adoption of the rules and regulations for implementation of the Child Act and Civil Registry Act will focus on diversion outside the judicial system, community service, rules on behaviours in schools, prohibition of child labour etc. They engaged in advocacy meetings with the newly appointed Secretary General of the NCCW in turn took the lead in meeting with the Ministry of Labour and Social Development to speed up the process of the finalization of the regulations.  A code of conduct was developed for law enforcement officials, and SOPs for child prosecutors.

- Closer to the ground, UNICEF started negotiations with the Ministry of Labour and Social Development and the Ministry of Finance with the support of NCCW for appointing additional social

---

[17] Religious figure

workers. 50 social workers were appointed under the AMIF grant to provide psychosocial support to vulnerable children in family and Child Protection Units in Khartoum State. The UPSHIFT social entrepreneurship activities, implemented by civil society organizations, aim to equip young people with the resources needed to identify and resolve issues in their own communities.

- Another important investment is the establishment of community-based child protection networks (CBCPN), who contribute to the protection of the most vulnerable groups of children in their own communities. UNFPA worked with the Sudanese Family Planning Association to reactivate a community protection network to spread awareness on protection services. Sensitization workshops were held with Ethiopia, Eritrean and South Sudanese community leaders recruited from mosques and churches, and focused on the links between human rights, trafficking and SGBV.
- The action worked with the Ministry of Health[18] to strengthen referral pathways and support, including psychosocial, for SGBV survivors among the refugee and IDP communities in Khartoum and the open areas, and tackled legal support, referral systems as well as doctor capacity when dealing with cases of SGBV. 35 social workers were selected from the hospitals and health centres to communicate on SGBV.

> *There are many laws protect them, but people do not know about it! For example, people don't know that they could report any child abuse case. Community mobilization requires a lot of time and efforts. The most difficult part is to convince the community to come and report the cases and approach the health units for treatment (…) –Staff, Women and Child Welfare, Ministry of Health*

- *To protect victims of abuse, Safe Houses were rehabilitated / set up to create a safe environment for trafficking victims, many of them orphaned. Other survivors of abuse live there and take care of the younger children. When the COVID crisis hit, these safe houses also provided a platform for outreach on COVID, and site of distribution of materials.*

  > *During the Corona period, we distributed sterilizers and masks, and information to refugees on how they could protect themselves from COVID. We targeted a large number of Ethiopian community members and safe house residents. –Staff, Sudanese Family Planning Association, Khartoum*

- UNHCR prioritized prevention via awareness-raising campaigns, as well as support via effective case management and specialized services. Child-sensitive registration services were strengthened and used to identify those at risk. Unaccompanied children were identified, offered psychosocial support, and referred to COR for registration.

  > *Our plan was to buy 21 cabins but unfortunately due to inflation we can only buy nine, in fact we bought 5 and we will buy 4 more. The inflation also affects other budget line such as the transportation allowances for partners and project stockholders. The transportation allowances in approved budget are very low comparing the current economic situation. Also, one of the important things is the awareness raising materials which will help a lot in promoting the ideas and the center and the services the centers are providing and we need to design and print this promotion materials.–Staff, Women and Child Welfare, Ministry of Health*

Under AMIF 2018, actors began working together which had previously not had protection-focused cooperation, but the challenging institutional context and turnover in key posts have hindered long-term partnerships.

> *We have worked with the Ministry of Health though its different units, coordinating closely because they lead the implementation protocol. We coordinate closely with COR and the refugee communities. Coordination with other entities has been our biggest challenge, and*

---

[18] The relationship between UNFPA / UNICEF and the Ministry of Health dates back to 2008/ 2009 when they supported the Salima Female Genital Mutilation campaign.

*has led to delays. This is because some ministries have been restructured. For example, we have had to introduce the project and ourselves to the new General Manager of the Social Development Ministry because the previous one, whom we had trained, had moved to another Ministry…. –Staff, Women and Child Welfare, Ministry of Health*

Considering AMIF's short implementation period at the time of this research, this is an area where further exploration is needed.

**Activities under AMIF 2018 also strove to build alliances at the national level, and to create better conditions for vulnerable children by influencing policy.** AMIF 2018 has only been actively implemented for eight months at the time of writing, with most of these months hampered by COVID-related restrictions. If relevant laws are passed and upheld, the AMIF contribution will leave a tangible imprint in terms of protection. An improved referral system and the creation of the ecosystem needed to begin collecting data on particular vulnerabilities should also have lasting impact for as long as it remains a priority of national counterparts. Government ownership is a work in-progress, but advocacy meetings have had some success already, resulting for instance in the allocation of land to a Family and Child protection unit In Khartoum to provide specialized services including case management, psychosocial support, legal and referral services.

Other activities such as capacity building and material support under AMIF 2018 suffer the same threats to sustainability as those under AMIF 2017, in particular related to staff turnover.

*We would train one person from each entity. So one person in each police centre for instance. But if this person is not there when the case is reported, the other officers have no idea how to proceed with the case. For the medical staff it is even worse. By policy, many spend only six months in a given hospital to complete their four years of specialisation. — Staff, Women and Child, Ministry of Health*

# 5. AMIF CONTRIBUTIONS TO RDPP

The RDPP in Sudan aimed to address root causes of displacement in conflict-affected areas and migratory routes. Actions focused on promoting resilience and secure livelihoods through programmes on education, health, food security, and protection. AMIF in Sudan inscribed itself in the broader logic of the RDPP via an important contribution to several of the RDPP results areas.

## 5.1 Improved protection

AMIF contributed to enhancing the protection of the population of concern in multiple ways. Under AMIF 2017, access for registration was increased, particularly for marginalised and vulnerable children. More comprehensive and detailed registration information in turn allows to refer those in need to relevant service providers and provides protection from deportation. Crucially, the AMIF action was the first to allow refugees to have a refugee ID - for the first time, many of those benefiting from the AMIF action were able to prove their identity. This in turn will provide them with the opportunity to obtain other vital documents, including a SIM card in their own name, or a bank account. This piece of documentation was considered a vital contribution of AMIF by refugees, government actors and international stakeholders alike. While birth registration rates overall remain low, AMIF has contributed significantly to raising awareness and building capacity to increase them in the future, protecting children from statelessness and allowing them to have an administrative existence.

AMIF 2018 was even more explicitly focused on protection, aiming to improve the protection environment in Khartoum State through improving child protection and SGBV prevention, establish robust and sustainable access to integrated protection and referral services for affected individuals by strengthening information sharing protocols and mechanisms. Partners employed a systems-building approach to foster government responsibility, engaging with actors ranging from the Ministry of Labour and Social Development and that of the Interior, Family and Child Protection Administrations and community-based grassroots child protection units. With AMIF support, the implementation of the national childhood strategy was operationalised, planned hand in hand with government counterparts. Closer to the ground, awareness-raising campaigns and the creation of community-based groups complemented the efforts. These efforts complement others under RDPP Sudan, which saw awareness raising and protection committees empower communities tackle critical issues like child marriage and female genital mutilation.

The RDPP effects evaluation found that protection levels have decreased in Sudan between 2018 and 2020, for multiple reasons ranging from political upheaval both at home and in neighbouring countries and the COVID-19 crisis. Refugees experienced the most important decrease, with protection scores dropping some 30% in Wad Sharifey. In this context, the foundational systems-building work of AMIF under RDPP is all the more important, both at the governmental level and, as with other RDPP activities, via communities themselves.

## 5.2 Improved capacity of local actors

Building the capacity of local authorities was an integral part of RDPP. Under RDPP, the capacity of local authorities was strengthened through exchange workshops and study tours to improve understanding of dual vocational training and labour market referrals. A separate project aimed to improve the capacity of the Kassala authorities by setting up a reliable data information system to enhance the process of local development planning, and provide a tool allowing government counterparts to prioritize competing needs.

AMIF inscribed itself in the same logic, working hand-in-hand with government partners with an eye to sustainable change under government ownership. A critical achievement for birth registration was the creation of a sustainable coordination mechanism between UNHCR, Civil Registry, COR and other national actors. Alliances were also created further downstream between commissioners and community leaders and as education and health institutions were aligned with the broader national efforts. Further downstream, AMIF-funded activities had a positive effect on the capacity of vital events registration staff, child welfare councils, teachers. These efforts went hand in hand with the provision of material support and the improvement of existing equipment.

Within the broader RDPP context, it is notable that unlike some RDPP partners, AMIF efforts did continue despite an extremely challenging working environment between 2018 and 2020. While many of the planned activities were delayed for different reasons, the activities never ceased and results can be objectively quantified, as seen for instance in the tests administered to civil registrars for this study.

## 5.3 Integrated service delivery

RDPP's approach to integrated service delivery focused on water access, health centres and livelihood opportunities, with tangible benefits for instance in Wad Sharifey in the access to integrated schooling. All of these components stand to benefit from better planning data: AMIF's contribution to improved, consistent, up-to-date information to inform integrated programming is a crucial step to making service delivery more efficient across the board. This will lead to more efficient distribution of aid by all actors and increased accountability at multiple levels.

Benefits exceed the delivery of basic services to encompass a clear development angle: Armed with information regarding, for instance, the skills profile of refugees, UNHCR will now also be able to make more informed referrals to partners such as GIZ and UNIDO for livelihoods programming. Health, WASH and education programming will in the long term be informed by birth registration information providing a clear understanding of the number of individuals requiring access to infrastructure and services.

# 6. CONCLUSIONS AND LESSONS LEARNED

The AMIF initiative is in line with the Global Compact on Refugees which promotes the provision of common services and infrastructure for both refugees and local communities. Returning to the foundational evaluation questions, this section summarises the critical takeaways to draw deeper meaning from the research results outlined above.

## 6.1 Conclusions

### Registration, monitoring and protection of refugees through improved data systems

AMIF-sponsored actions focused on building registration systems and processes, including the technical and material capacity for service delivery. Concrete steps have been taken to transform Sudan's refugee registration systems, working to improve the process and provide refugees with a recognised and biometrically linked identification card. This research found that moving from a manual to a digitized registration system has resulted in smoother and less lengthy registration processes. However, access to adequate registration services remain inconsistent and onward movement without being registered leaves open protection gaps for vulnerable individuals.

The focus of AMIF 2017 included actions aimed to enhance access to birth registration for refugees and their hosts, integrate administrative data management systems, with the expected outcomes of increased birth registration, improved capacity of institutions, and, ultimately, more accurate and timelier vital events registration data. Progress in vital events registry made important strides in capacity building and first efforts material support.

Under AMIF 2018, the ground is being prepared to protect vulnerable individuals against violence, exploitation and abuse in Khartoum. Activities supported the development of the national childhood strategy and operational plan and contributed to the development of a code of conduct for law enforcement officials and standard operating procedures for child prosecutors. Partners invested in advocacy to effect change at a systems level, frequently liaising with multiple government agencies. The action contributed to building alliances at the national level to influence policy that will create better conditions for vulnerable children. The focus on grassroots community-led child protection is promising - whether those networks can remain self-sustaining should be assessed in due course. Social workers were hired under the grant and the ground laid for training them on child rights and child protection with a newly designed manual, an activity whose sustainability is ensured by the involvement of national government counterparts

### Capacity of local and central authorities to maintain data systems

National partners' ownership over and willingness to maintain data systems and share data responsibly with relevant counterparts was fundamental to AMIF activities. There was close collaboration between implementing partners and various government stakeholders and clear efforts to embed efforts within national systems. However, the political disruptions and COVID-19 have impacted the prospects for sustainability.

Where awareness raising and practical benefits of registration reached target populations, AMIF-funded activities were successful in communicating the importance of registration activities. However, level of trust varied widely due to the varied experiences in the registration process.

On the vital events side, active steps have taken to address civil registration through capacity building for key government personnel and outreach awareness raising campaigns in coordination with a multitude of actors. Inroads were made among the refugee population, larging due to successful advocacy, capacity building and extensive training. Innovative outreach approaches proved effective, reaching refugees and hosts communities in remote locations for the first time. However, registration levels remain very low despite awareness raising efforts largely due the active procedural and regulatory barriers and, so far, limited funding available to address those barriers.

Vital events, more broadly, has benefited from refugee registration improvements, building a more integrated civil registry system. With these initial steps taken, the terrain has been prepared for a larger-scale review of policies around vital events registration. Demand remains low, frequently due to procedural barriers.

## Coordination and information management between the government of Sudan and the UN agencies on registration-related objectives and activities

To facilitate full integration into national systems, AMIF-funded activities focused on the institutional setting to ensure interoperability with refugee databases and build standardised data management and sharing processes. Findings from the research showed that strong coherence between the partners, but implementation of proGres v4 would ensure a fully integrated system and pave the way for better service delivery. Coordination between UNHCR and the main government partner, COR, appears strong; but the Government of Sudan's security and immigration continue to impose their own screening processes, scuttling efforts to shorten wait times and fully address protection needs.

Vital events system benefited from the coordination of key partners. A tripartite agreement was signed between COR, the Civil Registry and UNHCR to improve communication and coordination around registration of vital events for refugees. UNICEF was particularly effective in building the necessarily alliances to pursue its ambitious systems-building approach to improve the civil registry of Sudan as a whole. This included the Civil Registry personnel, local authorities, COR and the Ministry of Health to improve the overall efficacy of the civil registry system

## Effect of each of the activities on the targeted beneficiaries

AMIF 2017 and 2018 aim to contribute to the creation of a universal and inclusive refugee registration system that takes into account the specific needs of vulnerable populations. The foundations have been laid for improved protection in the future through the systems-building approach, and activities closer to the ground have already begun to show preliminary impact.

The provision of legal identify card impacted the protection outlook for many refugees, although full access and coverage is still limited. If the gains made thus far can be consolidated and data sharing protocols implemented, the impact will be felt sustainably and eventually benefit those seeking to serve vulnerable refugees

## Basic service delivery to refugees and their host communities

The migration to the proGres v4 system began in Khartoum, White Nile and East Sudan, but its complete rollout has been postponed. In time, proGres v4 should better ensure efficiency, linkages to protection actors through data sharing and referrals and real time data verification. Broadly better, more consistent data is being used in service delivery. Yet clear linkages to referral processes and transparent support to vulnerable populations have not materialised.

A Global Distribution Tool linked to the system was rolled out to support the management and verification of assistance in Khartoum and Darfur states.

## Better planning for, and implementation of development projects by the government and their partners

Overall, AMIF actions have added to the enabling environment for meeting the needs of vulnerable populations, through contributing to more reliable numbers and detailed data to target service delivery. Opportunities exist to take better advantage of address protection needs through improved data.

## 6.2 Lessons learned

The final evaluation question for this study focused on identifying lessons learned valuable for improving the continuation of current activities, as well as for the replication of these activities in other contexts and for broader regional learning. The following provides three key lessons learned from the last several years of AMIF implementation:

### 1. Registration is a prerequisite for protection but does not automatically lead to it.

Refugees care about whether or not they are registered, but do not feel the direct benefits of the systems upgrade in terms of improved protection as long as better referrals mechanisms do not go hand in hand with it. Similarly, the benefits of vital events registration in terms of protection are not immediately ascertainable - while the rates of birth registration for instance remain low, it cannot be a conditionality of service provision. More

efforts are needed to fully leverage the work done on registration in Sudan into improved protection for vulnerable refugees and hosts.

*Registration is just a tool and you need to see how the tool is linked with other program areas….It needs to be a corporate responsibility of all partners, governments, UNHCR. Registration is not enough on its own – UNHCR Sudan*

## 2. Switching from a registration focus to protection in Sudan may have diluted the focus on the "registration" niche.

The focus of AMIF 2018 is both important and arguably better aligned with AMIF's protection mandate. It inscribes itself into the broader vision of AMIF and RDPP in terms of systems- and capacity building. Switching resources and attention to this component did however take them away from the registration component of AMIF 2017 at a time when more resources are needed to consolidate fragile gains. As a funding vehicle, AMIF has an opportunity to build expertise in a domain not generally tackled in the region, and which - as discussed - constitutes a basis for more efficient protection programming going forward. This niche competence should be maintained for the benefit of the wider region.

## 3. Synergies between partners are hard to find if there is little overlap in terms of remit, but an appetite for learning from each other is obvious.

Like RDPP, AMIF had a plan to bring together implementing partners to work under a common vision to create a result larger than the sum of its parts. Like RDPP, it succeeded only partially, with implementing partners mainly working on their own projects with little awareness of the activities of their counterparts, in Sudan or Ethiopia. Some collaboration was needed between UNICEF and UNHCR in the context of the vital events registration awareness-raising activities, and of course as part of wider lobbying efforts, but key informant interviews confirmed that broadly programming occurred separately. The workshop conducted as part of this evaluation exercise however confirmed the appetite for exchange and learning from others' experiences.

# 7. RECOMMENDATIONS

| | Recommended next steps |
|---|---|
| | **Help design a national strategy** to ensure tangible outcome indicators and needed accountability. Coordinated effort to build the necessary strategy will push for ownership at the highest level, which remains necessary for sustainable action. **Strengthen coordination between partners and build joint strategies.** Duplication still exists between the remits of various partners, leading to inefficiencies in the process and missed opportunities for integrated systems. Intervention efforts and protection strategies must include linkages with development and humanitarian actors and key government ministries. **Require joint reporting among IPs.** While AMIF is a consortium, partners were often working in silos. To reach the best results, more regular exchanges are needed to collectively build off progress made. |
| | **Expand on alliances to increase demand and access.** Demand generation for registration needs to continue by maximising on alliances built at the local level up to key institutions. This should include local authorities and community leaders, as well as midwives to bring birth registration to remote locations. **Focus on the removing barriers to registration.** Various laws and regulations create barriers to access to registration, from the excessive requirements on children born out of wedlock to restrictions on right work which cause many refugees to avoid registration altogether. |
| | **Promote expansion of digital systems.** Digital systems are necessary for data sharing and systems integration for full impact of AMIF actions. This includes proGres v4 for refugees and broader digitisation in vital events registration. **Prioritise building integrated systems**. The potential for improved protection outcomes and service delivery through integrated systems is significant. This requires necessary legal agreements and protocols, as well as concrete SOPs to translate this effort on the ground. |
| | **Plan further capacity building and infrastructure expansions.** Efforts to raise demand must proceed in parallel with ongoing technical capacity building, to account for staff turnover, and infrastructure improvement to reach remote populations. |
| | **Support innovative methods as a component of the AMIF learning agenda.** There is an opportunity finance experimentation in innovative efforts, such a mobile apps for birth registration or bringing connectivity to remote locations. **Continue donor funding** to build on important progress made over the last several years. Systems change is a long-term investment. Further support is necessary to ensure gains and momentum create through AMIF actions are not lost |

# 8. BIBLIOGRAPHY

Haden, Sally (2018) *Refugees in Sudan allege chronic corruption in UN resettlement process.* https://www.thenewhumanitarian.org/investigations/2018/05/15/exclusive-refugees-sudan-allege-chronic-corruption-un-resettlement-process

ILO, Prospects (2020) *Sudan Country Vision Note for a new Partnership between the Government of Netherlands, IFC, ILO, UNHCR, UNICEF and the World Bank in Sudan.* https://www.ilo.org/global/programmes-and-projects/prospects/countries/sudan/WCMS_738281/lang--en/index.htm

OCHA (2020) *Humanitarian Response Plan: Sudan.* https://www.who.int/health-cluster/countries/sudan/Sudan-Humanitarian-Response-Plan-January-2020.pdf?ua=1

United Nations (2018) *Global Compact on Refugees.* https://www.unhcr.org/5c658aed4

UNHCR Sudan (2019) *Strengthening the protection of and durable solutions for refugees and asylum-seekers in Sudan, including children, through improved registration.*

UNHCR (2020) *Global Focus Sudan.* https://reporting.unhcr.org/node/2535?y=2020#year

UNHCR (2020) *Sudan 2020 Country Response Plan: January 2020 – December 2020.* https://reporting.unhcr.org/sites/default/files/Sudan%202020%20Country%20Refugee%20Response%20Plan%20-%20January%202020_0.pdf

UN General Assembly (2016). *New York Declaration on Refugees and Migrants, Pub. L. No. A/RES/71/1, 24.* https://documents-dds-ny.un.org/doc/UNDOC/GEN/N16/291/97/PDF/N1629197.pdf?OpenElement

# 9. Annexes

## 9.1 Further breakdown of methodological approach

In Sudan, data collection mainly focused on the capital of Khartoum, which sees the largest number of new arrivals and is the geographic centre of AMIF 2018 activities in particular. At the same time, in order to also cover a camp / protracted displacement context, a more limited data collection exercise was conducted in Wad Sharifey and Shagarab Camp. The following data collection methods were employed (Table 5).

*Table 5: Data collected by location and tool*

| | Primary Khartoum | Secondary Shagarab | Tertiary Wad Sharifey | TOTAL |
|---|---|---|---|---|
| FGDs | 5 | 4 | 0 | 9 |
| Case Studies | 3 | 3 | 0 | 6 |
| KIIs[19] | 15 | 5 | 0 | 20 |
| Vital events registration observation and KIIs | 1 | 0 | 0 | 1 |
| Refugee registration observation and KIIs | 1 | 1 | 0 | 2 |
| Registration staff skills test | 1 | 1 | 1 | 3 |
| Quantitative survey | 155 | 116 | 84 | 355 |
| TOTAL | 181 | 130 | 85 | |

Given COVID-19 related access restrictions at the time of fieldwork, a **phone-based quantitative survey** was administered, and quality control measures adjusted to accompany this approach. Data collection started in Wad Sharifey camp. At a call centre in Kassala, the team was able to randomly select numbers from the database of phone numbers collected for a related project two years prior.

In Shagarab refugee camp and the surrounding areas, the team used several different approaches to gather the necessary phone numbers: using local members from the camp to generate contacts from their communities and visiting markets and then snowballing from existing numbers. The enumerators in Khartoum, with the support of an Eritrean refugee and South Sudanese refugee, supported the collection of phone numbers in Khartoum. They focused on the open areas and in and around the refugee camps, trying balance the three nationalities there: Ethiopians, Eritreans and South Sudanese.  355 people were thus presented with a short phone survey, 216 refugees and 139 hosts.

In parallel to the survey, the team collected data via qualitative means. Nine **FGDs** were held with refugee male youth, vulnerable refugees, community elders representing the host community and refugee women In Khartoum and Shagarab Camp.  Six **case studies** (in-depth individual life-story type interviews) allowed to shed light on particular experiences and vulnerabilities (single young mothers, those lacking documentation, etc.) The selection of participants for the FGDs and case studies were purposive, ensuring a diversity of voices across demographic and socioeconomic features. In both the urban and the camp environments, FGDs were held with refugee single mothers, refugee elders and leaders, refugee youth and female refugees. In-depth conversations were held with specific profiles of interest (Table 6).

---

[19] See list of current completed KIIs below

| Khartoum | Shagarab |
|---|---|
| Female refugee, South Sudanese, journey from unregistered to registered | Male refugee, Somalian, journey from unregistered to registered |
| Male refugee, Ethiopian, journey from unregistered to registered | Male refugee, Eritrean with children without birth registration |
| Male, Eritrean, unregistered refugee | Female refugee, vulnerable youth |

*Table 6: Profile of case studies in Sudan*

| Khartoum | Shagarab |
|---|---|
| Female refugee, South Sudanese, journey from unregistered to registered | Male refugee, Somalian, journey from unregistered to registered |
| Male refugee, Ethiopian, journey from unregistered to registered | Male refugee, Eritrean with children without birth registration |
| Male, Eritrean, unregistered refugee | Female refugee, vulnerable youth |

Registration site visits were conducted in both Khartoum (COR emergency registration centre) and Shagarab and used as an opportunity to administer skills test to individuals who had benefited from capacity building support. This information collected on the ground was triangulated via key informant interviews with implementing partners, government counterparts and international organisations who do, or might one day, benefit from the data improved via the AMIF-funded interventions.

## 9.2 KII List

| Region | Tool | Participant type |
|---|---|---|
| Khartoum | KII | National Council for Child Welfare |
| Khartoum | KII | Central Bureau of Statistics |
| Khartoum | KII | COR, National level |
| Khartoum | KII | CAFA |
| Khartoum | KII | Nada Elazhar Organization |
| Khartoum | KII | Host leader, Male |
| Khartoum | KII | General Director, Civil Registry |
| Khartoum | KII | Shamaa Organization |
| Khartoum | KII | Sudanese Family Planning Association, Khartoum State |
| Khartoum | KII | Ministry of Health |
| Khartoum | KII | Shaama Organisation |
| Remote | KII | UNFPA |
| Remote | KII | WFP |
| Remote | KII | Plan International |
| Remote | KII | OCHA |

| | | |
|---|---|---|
| Remote | KII | UNICEF |
| Shagarab | KII | COR |
| Shagarab | KII | Central Bureau of statistics |
| Shagarab | KII | National Council for Child Welfare |
| Shagarab | KII | COR, Gedarif |
| Shagarab | KII | Civil Registration Authority, Kassala |