

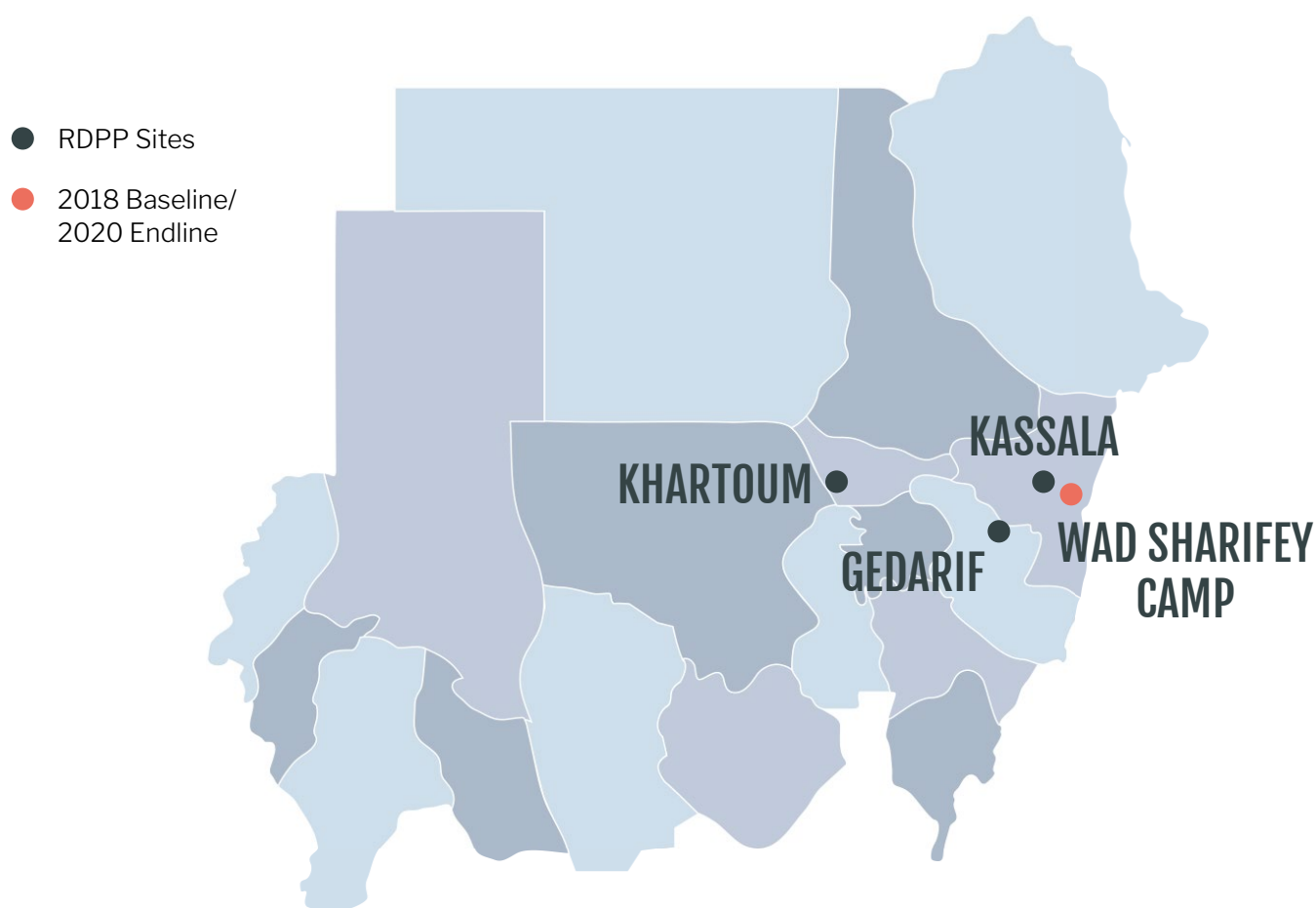
Sudan



RDPP in Sudan (Wad Sharifey): Endline assessment

The Learning and Evaluation Team (LET) of the Regional Development Protection Programme (RDPP) presents its impact evaluation (2018-2020) of the integrated approach to refugee and host communities. The results of this endline evaluation build on the baseline evaluation conducted in 2018.

View summary video [here](#).



LET composition:

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This evaluation is supported and guided by the Dutch Ministry of Foreign Affairs and presented by the LET. The report does not necessarily reflect the views and opinions of the Dutch Ministry of Foreign Affairs. The report was authored by the research team at Samuel Hall, led by Nassim Majidi, Stefanie Barratt and Rebecca Frischkorn with contributions from Sonja Fransen and Melissa Siegel at Maastricht University and Anna Knoll at ECDPM. “Samuel Hall, MDF, Maastricht, ECDPM (2021) Progressive Effects Evaluation of the Regional Development and Protection Programme (RDPP): Sudan Country Chapter, funded by the Dutch MFA, Netherlands.”

Key Take-Aways

1. Relevance

The RDPP approach remains relevant to the context though as yet underdeveloped

The current government's focus at the moment is on peacebuilding and the economy and not necessarily on integrated services for refugees. However, the high level of need across critical sectors for both refugee and host communities makes the RDPP approach decidedly relevant to the context. As yet, interventions in Wad Sharifey are not fully taking into account the perspectives of displacement affected communities and missing opportunities for more targeted impact.

2. Coordination

Coordination limitations among IPs and with local authorities has slowed RDPP progress

The Sudanese context was difficult when RDPP was conceived, and it has been further complicated by civil unrest, coup d'état, transitional periods, and the COVID-19 pandemic. There was no broad RDPP coordination, as the projects were diverse and starting at different times, numerous agencies are involved at the local, state, or federal level, and the political context in Sudan is challenging. The turnover and reshuffling of government staff further complicated required collaboration with key ministries and slowed progress. Hosts and refugees interviewed for this study in Wad Sharifey Camp and surroundings did not feel that their voices were heard sufficiently by RDPP partners in their planning.

3. Effectiveness

Implementation delays and lack of coordinated approach significantly affected results

The political turmoil in Sudan over the last year has been a central challenge for RDPP implementing partners. Activities under all IPs have now started but operations remain delayed for most. GIZ extended its contract period to meet the planned results and was the only implementing partner to have conducted activities during the evaluation period at the research site. But tangible results have been slow to manifest: respondents in Wad Sharifey felt that not much had changed over the least 2-3 years regarding their livelihoods and existing employment opportunities. Particularly telling, aspirations to move on, whether internally or abroad, increased in the last two years for both refugees and hosts.

Key Take-Aways

4. Impact

Complicated contextual factors remain difficult to overcome

Improvements in access to education, the one sector where there was clear integration of hosts and refugees, has shown positive impact over the past years. Yet, overcrowding, limited resources, security challenges could minimise gains made to date. Other sectors show limited progress. Further while the relationship between hosts and refugees is generally amicable, conflicts between the Bani Amer and Al-Haddandawa tribes and the worsening economic crisis have resulted in tensions between hosts and refugees and shown the need for improved conflict management mechanisms.

5. Sustainability

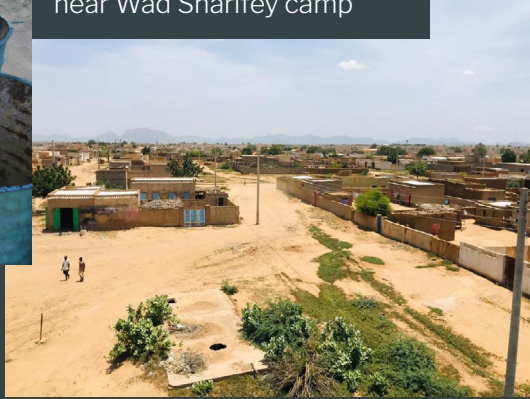
Misalignment of durable solutions programming with the Government's priorities

As the transitional government remains focused on political and economic emergencies, questions remain regarding commitment to a durable solutions approach, which by essence needs to engage with government and local authorities, to plan early, ensure sufficient capacity development and sensitisation on durable solutions are in place. These steps were not taken to the extent planned in Sudan due to the context and therefore hampered RDPP impact. The regime change slowed what had been an ambitious government engagement angle, and resulted in the need to create appetite, buy-in and interest with newly arrived stakeholders whose priorities may not be aligned with those of RDPP. Prolonged engagement will be needed to ensure sustainability of activities under RDPP over the past three years.



Shop for spices near the market

Overview of host community near Wad Sharifey camp



New water station



Paved street going through Wad Sharifey camp



Old water pump



Shoemakers in the market

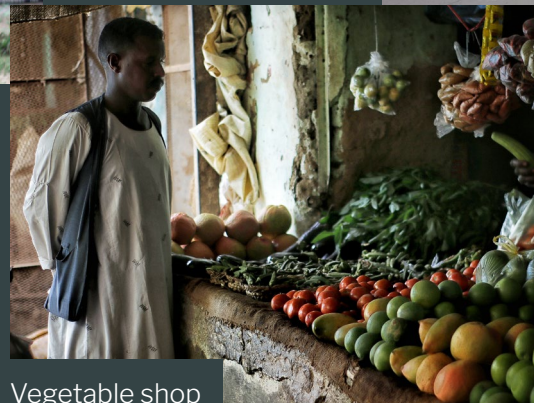


Shops in the market



Shops in Wad Sharifey camp

Sports, social and cultural club use by refugee and host youth



Vegetable shop in the market



Small shop at the market

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Acronyms

AICS	Italian Agency for Development Cooperation
AMIF	Asylum, Migration and Integration Fund
CoR	Commission for Refugees
COVID-19	Coronavirus Disease 2019
ECDPM	European Centre for Development Policy Management
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
GBV	Gender-based Violence
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IP	Implementing partner
KII	Key Informant Interview
RDPP	Regional Development and Protection Programme
RVO	Netherlands Enterprise Agency
SDG	Sudanese pound
SSI	Semi-structured Interview
TVET	Technical and Vocational Education Training
UNHCR	United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
WASH	Water, Sanitation, and Hygiene
WFP	World Food Programme

1. Introduction

1.1 Overview

The Regional Development and Protection Programme (RDPP) is a European programme to create evidence-based, innovative and sustainable protection and development approaches for refugees and their host communities in Ethiopia, Sudan, Kenya, Somalia and Uganda. The Netherlands Ministry of Foreign Affairs contracted the Learning and Evaluation Team (LET), co-led by MDF and Samuel Hall with Maastricht University and ECDPM, to conduct evaluations of RDPP over the three-year implementation period, 2017-2020. At the end of the programme, a combined quantitative and qualitative progressive effects evaluation was organised to assess progress and provide learning that will feed into policy making both nationally and regionally. **This country report provides an overview of the results from Sudan with a specific focus on Wad Sharifey camp in Kassala State.** It can be read in complement to the full *Final Regional Progressive Effects Evaluation*, which synthesises learning from all five countries.

The RDPP in Sudan aims to address root causes of displacement in conflict-affected areas that are also key migratory routes. Actions focus on the most vulnerable populations, including refugees and host communities, in peripheral and urban areas, promoting resilience and secure livelihoods through programmes on education, health, food security, nutrition, livestock, and protection. With a total budget of EUR 15 million, the project focuses on Eastern Sudan, specifically the two states of Kassala and Gedarif, and in and around the capital of Khartoum (Table 1).

Table 1. RDPP in Sudan

Full Project Name	IPs	Location
Vocational Training for Refugees and Host Communities in Eastern Sudan	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Urban Kassala and Gedaref
Strengthening protection services for refugees and asylum seekers in Sudan	United Nations High Commissioner for Refugees (UNHCR)	Al Qadarif, Kassala and Khartoum
Employment and entrepreneurship development for migrant youth, refugees, asylum seekers and host communities in Khartoum State	United Nations Industrial Development Organization (UNIDO)	Khartoum State
Support migrants and host communities in improving access to safe water and sanitation - Eastern Sudan	Italian Agency for Development Cooperation (AICS)	Urban Kassala and Gedaref
Agribusiness in Eastern Sudan RDPP*	Netherlands Enterprise Agency (RVO)	Kassala State: Wad Sharifey, Girba en Kilo 26, Shagarab I, II and III camps. Gedaref State: Um Gargour, Abuda and Fau 5 camps
Capacity Building Project for State Authorities in Eastern Sudan*	Landell Mills	Kassala town, Kassala State

* Projects significantly delayed with limited implementation at the time of the endline evaluation

Rather than the consortium model used in the other RDPP countries to coordinate activities in a targeted location, the approach in Sudan was more decentralised. IPs covered the fundamental components of the RDPP objectives, but not necessarily in overlapping geographic areas. The RDPP activities planned for this evaluation's focal site of Wad Sharifey camp and its surrounding areas were focused on:

- Livelihood opportunities (RVO)
- Vocational training (GIZ)
- Capacity building of local authorities (Landell Mills)

At the time of the endline data collection, only one RDPP activity, implemented by GIZ, had been completed in Wad Sharifey.

This endline country report follows the [previous baseline evaluation](#) to provide a broad view of conditions for the refugee and host communities in the site of study, while considering specific RDPP activities implemented and their wider impact. The evaluation was guided by 12 key questions listed in Table 2.

Table 2: Key evaluation questions

Relevance	
EQ1.	How does the RDPP adapt to context dynamics?
EQ2.	To what extent have different sub-groups actively contributed to needs- and context assessments? What are mechanisms for feedback and influence of refugees and host communities on projects?
Coordination	
EQ3.	How does the RDPP coordinate with partners and authorities?
EQ4.	Did the RDPP help to strengthen the capacity of IPs and local authorities to develop and implement an integrated approach towards refugees?
Effectiveness	
EQ5.	To what extent and how did RDPP help to strengthen the legal protection of refugees, with emphasis on vulnerable groups?
EQ6.	What results have been achieved in integrated access to/use of energy, water, education and health, and employment?
EQ7.	Which factors positively or negatively impact the effectiveness of individual interventions?
Impact	
EQ8.	What is the impact on beneficiaries? What is the income effect? How is social cohesion influenced by the RDPP?
EQ9.	How do project and programme results impact potential future migration decisions of refugees?
Sustainability	
EQ10.	Which challenges hinder the successful implementation of projects?
EQ11.	Is it possible to elaborate on the sustainability of individual interventions? What are the main determinants for sustainability? Which challenges hinder the successful implementation of projects?
EQ12.	What are key governance factors for effectively implementing policies aimed at sustainable protection and development approaches for refugees and their host communities?

1.2 Changing Context

Over the past three years, Sudan has faced numerous macro-economic and political challenges that have impacted implementation of RDPP. Many months of sustained mass protests resulted in the ousting of President Omar al-Bashir in April 2019 and a transitional government was put in place. The opposition coalition signed a new Constitution Declaration Document in August 2019. In June 2020, the United Nations Security Council established the UN Integrated Transition Assistance Mission in Sudan, which is supposed to support the democratic transition and the peace process, as well as to mobilize aid and work closely with the current transitional government. While the government has signalled potential openness to addressing its restrictive policies towards refugees, it has been more focused on the intensifying economic crisis internal competition for power, peacebuilding and now the COVID 19 pandemic.

Further, Sudan has been in a state of economic crisis since 2017 and faces obstacles with receiving debt relief due to its listing as a State Sponsor of Terrorism since 1993.¹ The soaring inflation rate, cash liquidity problems and the fuel crisis, coupled with rising living costs, affect the entire Sudanese population. COVID-19 has only exacerbated the existing crisis. A lockdown and social distancing measures were imposed by the Sudanese government and sustained power outages have occurred throughout Sudan. Emergency and crisis management is the focus of most civil servants, including ministries key to RDPP implementation.

Regardless of domestic challenges, the number of refugees fleeing to Sudan continues to rise, hosting 1,088,898 refugees and asylum-seekers as of May 2020.² In addition, there were over 2 million internally displaced persons in Sudan in 2020. This figure is considered an underestimate, as obtaining reliable data in Sudan poses a significant challenge.³ UNHCR estimates that the funding gap in the budget requested to respond to the humanitarian situation in Sudan is 94%.⁴ Refugees in Sudan face difficult living conditions and limited opportunities. They often do not have access to basic sanitation and public services or have to pay higher costs for using them compared to the local population. The majority of settlements are located in already impoverished areas, where host communities live in precarious conditions. Lastly, refugees' freedom of movement is restricted, which makes them vulnerable to human trafficking and associated risks, as they have to use smugglers inside Sudan and to migrate abroad.⁵

In this difficult context, contracting projects and conducting operations under RDPP were significantly delayed for most IPs. At the time of the endline data collection, AICS, RVO and Landell Mills had made some preliminary progress on their activities. After a suspension in activities, UNIDO recommenced its project in March 2019. Both UNHCR and GIZ proceeded despite challenges encountered.

¹ UNHCR. (2020). Fact Sheet. Sudan as of February 2020. UNHCR. | ² UNHCR. (2020). Sudan: Population Dashboard. Refugees and Asylum Seekers. UNHCR.

³ IDMC. (2020). Sudan. Overview. IDMC. Retrieved from: <https://www.internal-displacement.org/countries/sudan>

⁴ UNHCR. (2020). Fact Sheet. Sudan as of February 2020. UNHCR. | ⁵ UNHCR. (2020). Sudan. Country refugee response plan. UNHCR.

1.3 Methodology

The nature of RDPP implementation in Sudan, as well as access concerns, made research site selection for the baseline and endline data collection challenging. To ensure some comparability and a common methodology between countries, Wad Sharifey, a transit camp for new arrivals in Sudan, was ultimately chosen, particularly due to feasibility of access at the time of the baseline.

Due to the ongoing COVID-19 pandemic, research activities had to be adapted to account for the challenging context in 2020, utilizing both remote and minimum-contact methods. The endline data collection included a phone-based quantitative survey, focus group discussions (FGDs), key informant interviews (KIIs) and semi structured interviews (SSIs) by following WHO recommended COVID-19 (Table 3). Further, a desk review was based on submitted IP reports, related reports and evaluations, and output indicators.⁶ The LET team's researchers and network of enumerators were closely involved in data collection in Sudan, despite the challenges created by COVID-19, and remotely, exchanging daily with key local stakeholders.

For the quantitative survey, the study relied on a contacts database from the 2018 baseline study to reach respondents from host and refugee communities. The sample was selected from the baseline with additional contacts snowballed when necessary. Respondents who participated in the qualitative study were purposefully selected based on age, gender, nationality and population distribution in the study location. The study also produced field photo and video evidence, and community observations which contributed to the contextual analysis of key study sectors.

Table 3. Data collection for the endline study in Sudan

	Refugee	Host	Mixed	TOTAL
FGDs	5	4	-	9
SSIs	2	2	-	4
KIIs	-	-	-	10
Community Observations, including photos and video	1	1	-	2
Survey	263	522	-	822

⁶ LET objectives and approach are distinct from the ongoing monitoring and learning efforts by Altai Consulting across all projects (focused at EU Trust Fund (EUTF) Horn of Africa portfolio level).

1.4 Limitations and Constraints

The research team worked hard to adapt to the context of COVID 19 by following recommended WHO guidelines and adjusting research methods where necessary. Due to COVID-19, the approach to the survey deployment changed from the baseline, relying on phone-based versus in-person, which could affect comparability of responses.

The **tense security situation**, particularly due to recent conflicts between the Bani Amer and Al-Haddandawa tribes affecting Kassala town and in the area of Wad Sharifey, made respondents hesitant to participate both in the phone-based survey and interviews. Due to suspicion, the team faced resistance to completing the phone-based survey and needed to expand the database of phone numbers through in-person phone number collection and snowballing from participants. Further, there was a general reluctance to reveal nationality. Samuel Hall's trained enumerators followed trust-building protocols and explained confidentiality to all potential participants with some success. Using a mixed method approach also further mitigated these challenges by providing multiple opportunities and means to capture perspectives.

Reporting progress in Sudan was considerably more limited relative to other country cases, due in large part to political uncertainty, which had caused significant delays in project implementation. At the time of endline research:

- GIZ had implemented activities in Wad Sharifey and surrounding areas.
- RVO and Landell Mills had only begun preliminary steps in programme implementation, none of which had impact on the actual research respondents as yet.
- AICS' water and health-related activities had focused only in urban Kassala and Girba.
- The remaining partners, UNIDO and UNHCR, implemented in other areas.

Further, a desk review was based on reports from GIZ, AICS, UNIDO, RVO and Landell Mills. However, progress reports covering 2019 and 2020 were not shared with the evaluation team by GIZ, AICS and UNHCR. **The staggered implementation of all the components, limited coordination and absence of documentation to date has hindered the ability to provide a full appraisal of the RDPP programme as it exists in Sudan at this time.**

2. Background: The RDPP Story in Sudan

The RDPP was launched in June 2015 and has been incorporated as one of the flagship initiatives of the broader **Valletta Action Plan** in support of the European-African migration dialogue. The Horn of Africa is host to the largest - and growing - refugee population in Sub-Saharan Africa, fleeing from conflict and drought. At the centre of the eastern Africa migration route, Sudan remains a source, transit and destination country for people in mixed migration movements heading to North Africa and further to Europe. The protracted refugee situation and the continuous influx of new arrivals puts pressure on host communities and further stress on basic services, natural resources, livelihoods, and economic opportunities.

Focused on Eastern Sudan and Khartoum, the specific objectives of RDPP in Sudan were to:

1. Enhance protection and assistance for migrants, refugees and asylum-seekers, in particular unaccompanied and separated children and victims of trafficking
2. Enhance employment opportunities and stimulate entrepreneurship for unemployed youth including migrants, refugees, asylum seekers and host communities in Khartoum
3. Enhance livelihood opportunities, integrated basic service delivery and vocational training in the East.⁷

Objective 1 was covered by UNHCR and UNIDO focused on objective 2. Objective 3 was divided by four implementing partners:

- Livelihood development with a focus on farmers and pastoralists and private sector involvement (RVO)
- Vocational training through curriculum development and promotion of small enterprises and startups (GIZ)
- Basic service delivery, specifically water and sanitation (AICS)
- Capacity building of local authorities on integrated service delivery (Landell Mills)

The goal of these actions is that refugees and their host communities would benefit from a safer and more favourable environment, increasing sustainably their livelihoods opportunities, and decreasing the incentives for irregular secondary movements. The following provides a high-level overview of actions implemented and their progress before proceeding with an assessment of Wad Sharifey and its neighbouring host communities.

2.1 Building protection through improved registration

Under RDPP, UNHCR focused on improving refugee status determination processes in Sudan, a legal or administrative process that allows UNHCR and/or governments to determine if a person that seeks protection is a refugee according to international, regional or national law.⁸ It is a fundamental component to ensure that refugees are able to access their rights under international law. In Khartoum and Kassala State, UNHCR trained relevant staff in procedures and conducted awareness raising, specifically reaching (as reported by Altai):

- 119 staff at the Commissioner of Refugees (CoR) and other governmental institutions trained on registration status determination
- 9,554 people whose refugee status was determined
- 15,543 of refugees and asylum seekers that UNHCR addressed on the topic of refugee status determination and other registration issues

2.2 Addressing employment opportunities

In Eastern Sudan, GIZ sought to improve the access to and quality of market- and employment-oriented dual training programmes and strengthen the performance of local enterprises. One-year training curriculums were developed for four trades (small engine repairs, cooling and refrigeration, electronics, and welding and metal works). Delays with approval of the curriculum by the government, as well as lack of trainers and space for activities limited ultimate roll out. In the meantime, short-term courses were implemented by partner organisations, based on a market analysis for host communities and refugee camps, including Wad Sharifey.

UNIDO implemented activities in Khartoum to increase employment opportunities and stimulate entrepreneurship for unemployed youth including refugees, migrants and host communities. This included building the capacity of Khartoum State Vocational Training and Entrepreneurship Centres and implementing an updated Competency Based Training approach. *The UNIDO project was suspended from mid-November 2018 to mid-March 2019, in order to revise the inception report and new work plan for the remaining project duration.* Table 4 summarises targets reached by UNIDO and GIZ as reported by Altai at the end of 2020.

Table 4: Key livelihood indicators (Altai)

Output indicators	UNIDO	GIZ
1.1 Number of direct jobs created or supported	95	
1.2 Number of Micro, Small, and Medium Enterprise (MSME) created or supported		160
1.3 Number of people assisted to develop economic income-generating assistance	519	
1.4 Number of people benefiting from professional training (TVET) and/or skills development	649	138

⁸ UNHCR, Refugee Status Determination, <https://www.unhcr.org/en-us/refugee-status-determination.html>

The RDPP RVO action aims to address some of the causes of labour migration from Eastern Sudan by focusing on obstacles for starting or expanding businesses, low productivity of agricultural value chains, and inclusion of disadvantaged groups for employment opportunities. The overall intervention logic was that by attracting private sector and social enterprise investment to Eastern Sudan and supporting local entrepreneurial potential there would be better employment opportunities for refugees and the host community, improved services, more consumption choices and potentially reduced prices. In turn, this would enhance the self-reliance of refugees and their socio-economic integration, whilst contributing to the development of the hosting region. *RVO had only completed the inception phase and preliminary studies at the time of this evaluation.*

2.3 Integrated basic service delivery

RDPP AICS aims to improve access to safe water sources by building boreholes and linking systems to existing pipelines for schools, hospitals and health centres and address sanitation and hygiene services for members of the host community in key localities. In collaboration with the Ministry of Health and the Ministry of Education, new water systems, including water networks, water tanks, hand washing and drinking water points, as well as rehabilitation of latrines, have been implemented in selected schools and health centres in Gedarif and Kassala. AICS also supported the development of Water, Sanitation, and Hygiene (WASH) and waste development plans with Ministries and local authorities. Through awareness raising activities, **1,230 people have been reached regarding hygiene and sanitation practices.** *Implementation was delayed by external factors such as floods, the chikungunya outbreak in Kassala and Gedarif States combined with the instability of the local currency and petrol crisis.*

2.4 Building capacity of local authorities

Under several of the above activities, local authorities' capacities were strengthened through training on refugee status determination and exchange workshops and study tours to improve understanding of dual vocational training and labour market referrals. Separately, the Landell Mills project aims to improve the capacity of the Kassala authorities by assessing the needs in relation to local development planning, and, in particular, provision of integrated basic services (health, education, water and sanitation) and livelihood development and increase economic and employment opportunities. *Due to political upheaval in Sudan, Landell Mills activities were delayed, but work has begun to identify capacity gaps, conduct a needs assessment and design training materials.*

3. Results Overview: Baseline to the Endline Comparison

A high-level analysis of key indicators in and around Wad Sharifey Camp, both directly in the RDPP results framework and more broadly important contextual variables related to basic needs, shows an overall negative picture for both refugees and hosts.

3.1 A review of key indicators

The following table highlights key indicators and their evolution between 2018 and 2020 in and around Wad Sharifey Camp.

- **Green:** rising values highlighting significant improvement
- **Red:** decreasing values between the baseline and the endline highlighting challenges

Table 5. Data comparison on key sectors and indicators – 2018 vs 2020 – for hosts and refugees

		2018		2020		p-value	
		Hosts	Refugees	Hosts	Refugees	Hosts	Refugees
Food security	Was never without food in past month	42%	17%	24%	9%	0.000	0.001
Housing	Owns or rents shelter	84%	70%	70%	32%	0.000	0.000
	Owns or rents land	17%	8%	15%	3%	0.206	0.002
Water and WASH	Tap as primary water source	72%	28%	39%	20%	0.000	0.008
	Borehole as primary water sources	0%	0%	5%	3%	0.000	0.002
	Access to private pit latrines	32%	76%	59%	63%	0.000	0.000
Waste and Infrastructure	Does not find that there is a lot of garbage outside	7%	11%	76%	78%	0.000	0.000
	Has grid access	84%	6%	47%	10%	0.000	0.034
	Has access to a generator (gov., private, community)	71%	29%	9%	19%	0.000	0.001
	Has solar (private)	3%	0%	1%	1%	0.020	0.049
Health	Children having received vaccinations (full or partial)	68%	72%	96%	94%	0.000	0.000
	Sought out treatment after suffering serious illness/ injury	99%	99%	92%	75%	0.000	0.000
	Judged treatment to be of high quality	68%	69%	40%	35%	0.000	0.000
Safety and Protection	Feel completely or mostly safe	98%	92%	73%	48%	0.000	0.000
	Sought out protection after a legal problem	71%	78%	55%	46%	0.000	0.000
	Content with the protection received	53%	86%	45%	31%	0.008	0.000

Cont'd below

		2018		2020		p-value	
		Hosts	Refugees	Hosts	Refugees	Hosts	Refugees
Education	Regular school attendance	70%	56%	87%	86%	0.000	0.000
	Fewer than 50 children per teacher	37%	17%	42%	37%	0.061	0.000
	Quality of education judged high or very high	39%	33%	55%	47%	0.000	0.000
Livelihoods	In paid work of self-employed	34%	31%	87%	74%	0.000	0.000
	Earned redundancy (more than one income earner)	32%	15%	21%	14%	0.000	0.360
	Among working population, hosts working inside and refugees working outside camp	5%	47%	26%	44%	0.000	0.224
	Among working population, holds skill certification	32%	3%	18%	3%	0.000	0.500
	Average monthly expenditures* 2019 exchange rate	\$90	\$54	\$185	\$127		

* The p-value is the probability of finding the observed difference in sample proportions or greater if the underlying populations had the same proportion (the null hypothesis). In line with industry standards, this null hypothesis is rejected for p-values below 0.01.

3.1.1 Improvements and Challenges

Education is the overall positive story in Wad Sharifey, with investments made through programming bringing results in terms of improved quality of education, lower student/teacher ratio, and significant improvements in school attendance across both hosts and refugees. Perception of the **quality of education**, alongside school attendance greatly improved in both groups over the course of the assessment period.

Hosts and refugees both consider that the major improvement in their environment is the **reduction in waste in their surroundings**, but the main constraint remains the lack of access to energy sources. Table 5 shows a drop in access to the grid for hosts, and to generators and solar power across both groups. Further investment in infrastructure would be needed to make gains as well on livelihoods.

In the **health and safety** dimensions, on the other hand, a number of significant **deteriorations** can be observed, with both hosts and refugees significantly less likely to seek out treatment when needed, and for those who do so, judge the treatment to be of high quality. Protection scores, both legal and general safety-related, have dropped. **Food security has also worsened** in Wad Sharifey during the period of this evaluation, with both hosts and refugees significantly less likely to state that they had enough food.

While many more hosts and refugees report being in some sort of paid work or **self-employment**, a closer look at the data shows that self-employment is the leading livelihood practice in this area. It can be a misleading indicator for several reasons as self-employment is an indicator of:

- Casual or daily labour, at best, refers to micro-enterprises without any formal structure, and cannot necessarily be associated with a hub of entrepreneurs.
- Atomisation of the market, where people accept any source of income, in the absence of a structural market that can support stronger forms of labour.

There are few cases of **skills certification** among refugees that can be learned from and built upon. The greater number of hosts working in refugee camps – with an increase between 2018-2020 – is positive, however, it can also lead to tensions in the absence of greater opportunities for refugees to work outside.

Comparing the two target groups of RDPP in the area, **hosts reported higher fulfilment of basic living conditions than refugees**, with higher percentages of tap water, owning/renting one's shelter, electricity grid access, and feelings of safety and protection.

3.2 The RDPP Outcome Metric

The LET set out in 2018 to build a RDPP outcome metric to assess the impact of programming on key outcomes.⁹ The aim was to be:

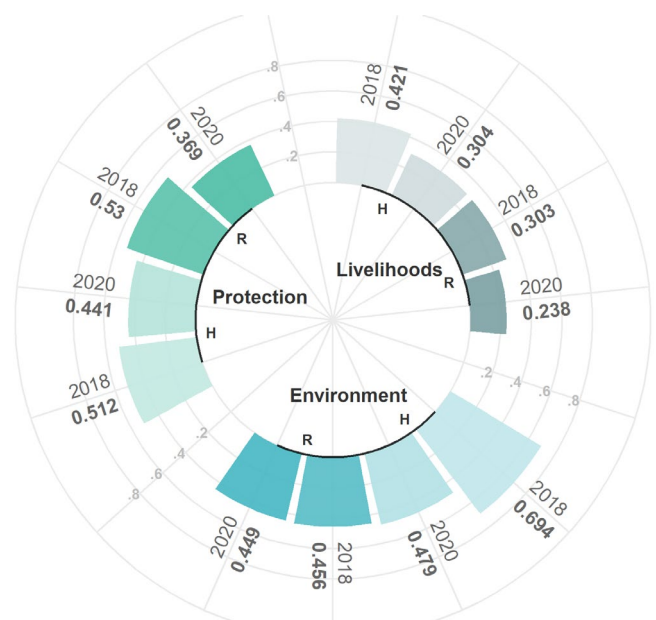
- 1. Context specific:** focus on RDPP programming variables expected to influence durable solutions in Ethiopia
- 2. Targeted:** to identify gaps between hosts and refugees, and pinpoint areas of programming and dimensions most relevant for enhancing integration
- 3. Locally situated:** ascertain whether improvements in dimensions have taken place in each context

In the case of Sudan, this metric focused on the RDPP intervention areas of protection, livelihoods and environment (See Annex 1 for further details). These are the areas in which one would expect to see changes in outcomes directly due to RDPP programming implemented by partners in Wad Sharifey Camp.

A glance at Figure 1 illustrates that gains in the aggregate dimensions relevant to RDPP programming in Wad Sharifey Camp between 2018 and 2020 are rare. Rather, the picture is one of stagnation (at best) and deterioration, with downward trends in protection, stagnation in the livelihood's domain (with refugees faring considerably worse than hosts in absolute terms).

The 2020 data reveals there have **been no livelihood improvements**, and a slight drop in livelihood levels for hosts, and deterioration in overall environment. Hosts continue to report levels of livelihoods that are nearly twice as high as those of refugees. In the environment dimension, hosts witnessed a decrease. Levels are now below those of refugees. Both groups experienced a drop of scores in the protection dimension. Refugees experienced the biggest decrease - with protection scores decreasing 30% over 2 years. Comparably, hosts reported a 13% decrease in protection in the same period.

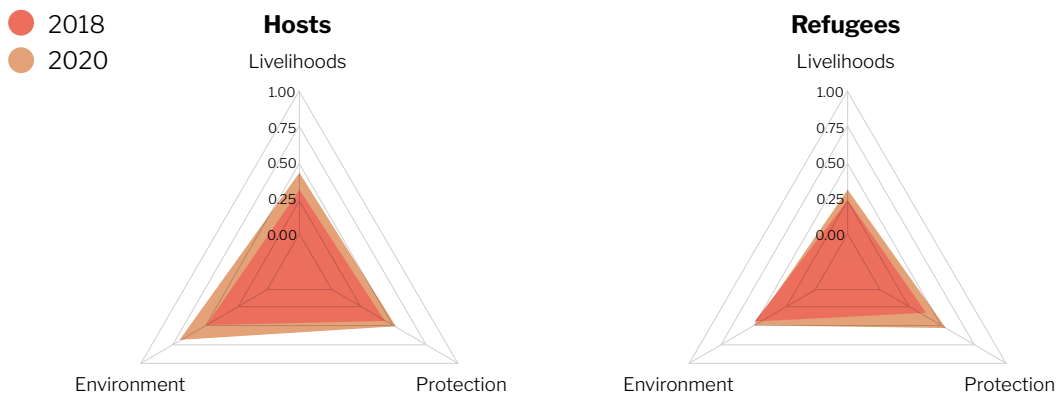
Figure 1: Sudan-specific RDPP outcome indicators – evolutions for Hosts(H) and Refugees(R)



⁹ See Annex 1 for a description of the indicators composing the metric.

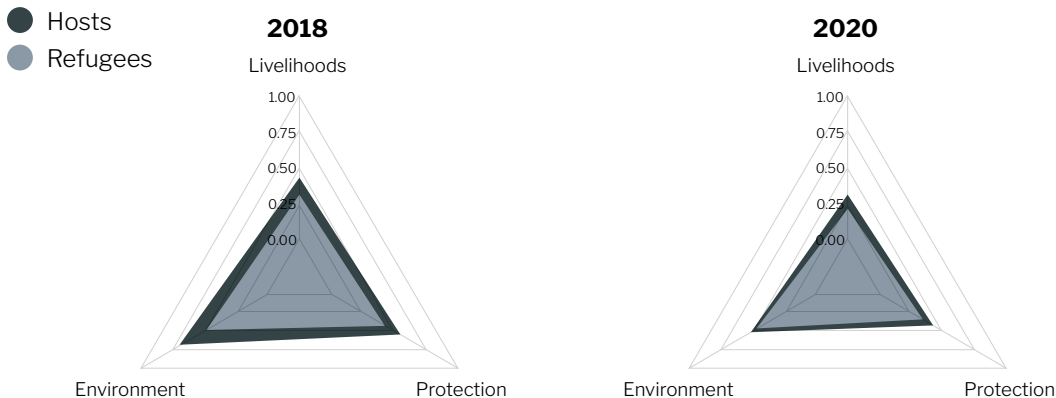
The below visual further illustrates the drop in scores in all RDPP dimensions especially for hosts, and a stark decrease for refugees as regards protection (Figure 2). The economic crisis in Sudan present at the baseline has only escalated since, creating further tensions between refugees and hosts where there were once positive interactions. The following trends from the data cannot be divorced from the existing turmoil in the country, both economic and political, affecting RDPP's programmes as well as all humanitarian and development actors' ability to effectively implement.

Figure 2: Evolution of outcome scores for hosts and refugee communities



Comparing Sudan RDPP outcome metric results directly between hosts and refugees (Figure 3), we find that the differences between the two groups have become smaller, but not because of refugees scoring higher. Rather, the deterioration of host conditions has led them to score closer to their refugee peers in 2020.

Figure 3: Comparison of host and refugee outcome scores, 2018-2020



These results cannot be divorced from the type of assistance provided to the surveyed population of Wad Sharifey and surrounding communities. Data show that

- Higher proportions of interviewed hosts received food in kind assistance compared to 2018. Almost twice as many interviewed refugees received non-food in kind assistance between 2018 and 2020. More hosts were given non-food in kind aid, but their numbers remain a third of refugee numbers.
- Village Savings and Loan Association and business grants were lacking for the majority of both groups, who equally requested increased assistance in both categories in Wad Sharifey.
- Surveyed hosts and refugees reported equal levels of legal assistance - 60% of both refugees and hosts reported receiving legal aid. However, very few were satisfied with what was given - only 3% of hosts and 9% of refugees were pleased with legal services provided in their community.
- **Twice as many surveyed refugees as hosts received TVET**, which echoes complaints from the host community regarding TVET programs favouring refugees over hosts in terms of selection.

Table 6: Data comparison on the type of assistance given – 2018 vs 2020 – to hosts and refugees

		2018		2020	
		Hosts	Refugees	Hosts	Refugees
Food in kind assistance	% received	2%	15%	14%	7%
	% happy with	-	60%	71%	50%
	% requesting	27%	52%	35%	72%
Non-food in kind assistance	% received	1%	29%	32%	6%
	% happy with	-	54%	72%	80%
	% requesting	13%	23%	24%	28%
Cash	% received	4%	2%	3%	37%
	% happy with	-	-	49%	85%
	% requesting	61%	73%	52%	37%
Business grants	% received	1%	2%	3%	11%
	% happy with	-	-	83%	86%
	% requesting	55%	42%	51%	10%
Village Savings and Loan Association	% received	2%	5%	3%	4%
	% happy with	-	50%	74%	60%
	% requesting	6%	6%	11%	11%
TVET	% received	4%	18%	19%	33%
	% happy with	84%	67%	78%	63%
	% requesting	16%	13%	27%	19%
Legal	% received	0%	2%	2%	3%
	% happy with	-	43%	75%	43%
	% requesting	2%	3%	5%	9%

GIZ provided the only RDPP programme implemented in the area of Wad Sharifey at the time of the endline, focused on TVET and livelihood training. Further, GIZ's project was not aimed at a fully holistic approach to refugee integration or one that addressed the significant policy barriers that would allow refugees to work, limiting its sustainable effects.

4. Results Findings

The endline country reports focus on the needs on the ground and how those needs were met by RDPP activities. While only livelihoods activities were implemented under RDPP at the time of the endline research, data was collected across multiple sectors to provide a broader context to understand the limited impact to date and inform future strategies.

4.1 Basic Service Delivery

4.1.1 Health

Healthcare within the camp is provided by the Sudanese Red Crescent Society, supported by UNHCR. Together they cooperate with the Ministry of Health in Sudan with a paediatrician and obstetrician assigned specifically to Wad Sharifey camp. Healthcare was deemed to be available but overall poor and insufficient to respond to needs beyond small emergencies. Government funding for medicine has diminished given the economic crisis in Sudan, so the only direct support is provided by UNHCR. However, a health employee for the Red Crescent in Wad Sharifey stated that this support has also dwindled significantly, which has impacted their ability to provide health services.

Healthcare did not appear to be free for residents of Wad Sharifey, as many respondents reported paying for ambulances and medical treatment out of their own pockets. The Red Crescent is supposed to reimburse them, but this never happened. Additionally, only refugees were provided with ambulance services - this is provided for them for free in coordination with the Red Crescent and UNHCR.

“

Treatment is not free, and even malaria treatment is not given to you completely, and all medicines with a bill over 150 SDG are not available in the camp. You buy them from commercial pharmacies in Kassala.

FGD42, MALE REFUGEE AND TVET BENEFICIARY

“

Medicines are not available and when they are, they are at high commercial prices. Not everyone can buy them because the living situation is difficult. Medicines are supposed to be available at reasonable prices so that people can receive treatment.

KII49, MALE REFUGEE AND COMMUNITY REPRESENTATIVE

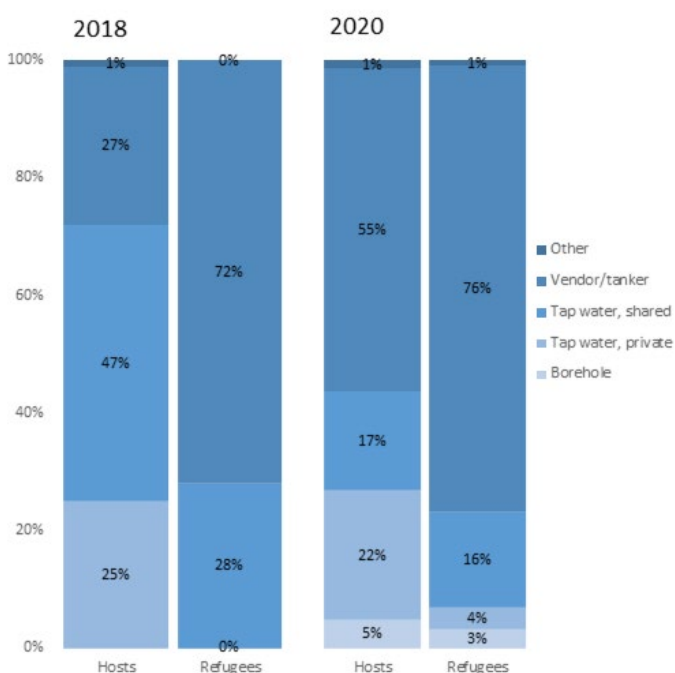
Respondents stated that there was a lack of resources at health care centres and hospitals. Many cited lack of medicine to treat patients, alongside Kassala Hospital staff that reported medicine shortages, including pain relievers, and respondents reported that it lacked the ability to go beyond providing residents with basic care. Furthermore, when medicines were in supply, they were often prohibitively expensive for hosts and refugees. It appeared that refugees and hosts are treated separately at health centres in Wad Sharifey, according to what sector of the camp they reside in. If someone were to seek treatment at a centre that did not treat his sector, they would be turned away.

4.1.2 WASH

Access to water had generally improved. CoR and UNICEF carried out work on a water network connected to some of the internal Wad Sharifey camp neighbourhoods. For those that benefited, they felt this saved them effort and money. However, the water network implemented does not connect the entirety of the camp nor does it reach into homes, so large parts of the refugee and host population lack access to clean drinking water (Figure 4).

Many residents either receive water via delivery or purchase from tanks – amongst the surveyed households, 75% of refugees and 46% of hosts purchased their water from vendors or tanks. This marked a significant increase in the number of hosts purchasing water, as in 2018 the majority used a shared tap water source, with only 27% of hosts purchasing water. Some mentioned that the price of water had risen from 5 SDG to 25 SDG per jerry can. Most families required at least 2 jerry cans of water to fill basic needs (cooking, cleaning, drinking water).

Figure 4. What is the primary source of drinking water for this household?



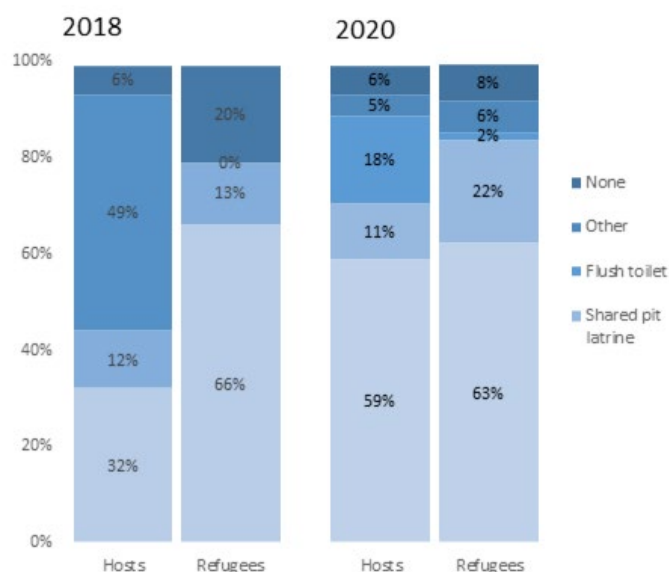
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We were suffering from the lack of a water network, i.e. water tanks, sewage, toilets, we used to use shared toilets. Showers and a water network have been set up but it is not working. Water was delivered to some of the camp residents, others are still buying water from the tank.

FGD53, FEMALE REFUGEE YOUTH

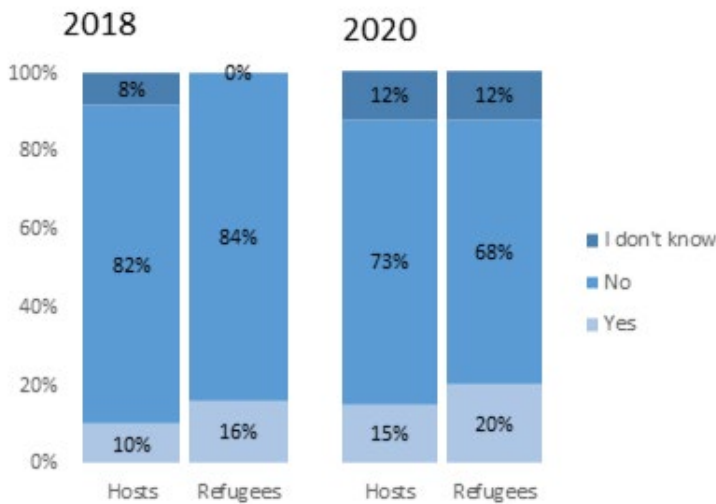
The number of refugees with access to private pit latrines (Figure 5) remained static between 2018 and 2020. The number of hosts with private latrines increased - from a third of those surveyed in 2018 to over half in 2020. In 2018, around half of hosts used flush toilets - this number was halved, with only a quarter relying on them in 2020.

Figure 5. What type of toilet facilities do you have access to in your household?



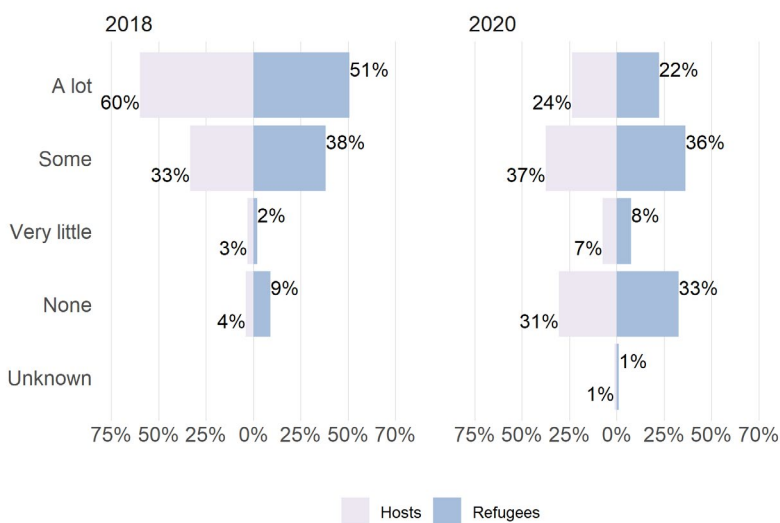
Disputes over natural resources (Figure 6) increased slightly for hosts and refugees between 2018 and 2020. A fifth of refugees reported hearing about concerns or fights. However, the majority those surveyed reported that they had not heard of any arguments.

Figure 6. Have you heard if there have been any concerns or disputes about natural resources like water, fuel and toilets?



Likely due to informal spatial integration already having occurred over the past years, **refugees and hosts reported similar opinions regarding the cleanliness of their communities.** The amount of garbage has reduced significantly over the last two years - with over half of respondents reporting “a lot” of garbage in 2018 to just under a quarter in 2020 (Figure 7).

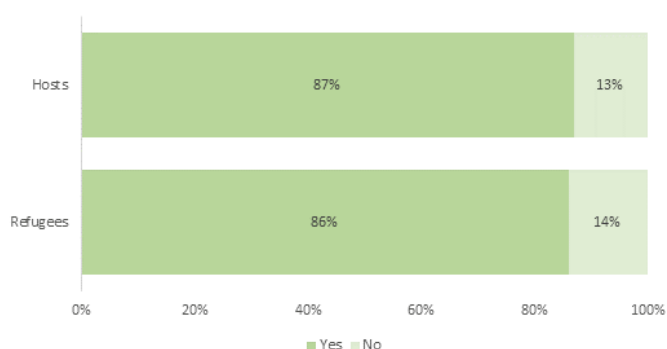
Figure 7. How much garbage would you say there is cluttering the area where you live?



4.1.3 Education

Respondents felt that access to education had improved, especially regarding the location and distribution of primary and secondary schools and ease of registration. The schools are integrated – both hosts and refugees attend primary and secondary schools in the community. However, there are monthly fees (steering fees) and students have to pay for water, which are expenses that are not possible for everyone to pay given the limited job opportunities in Wad Sharifey. Nearly equal numbers of hosts and refugees had school-aged children attending school regularly (Figure 8).

Figure 8. Do all school-aged children in this household regularly attend school?



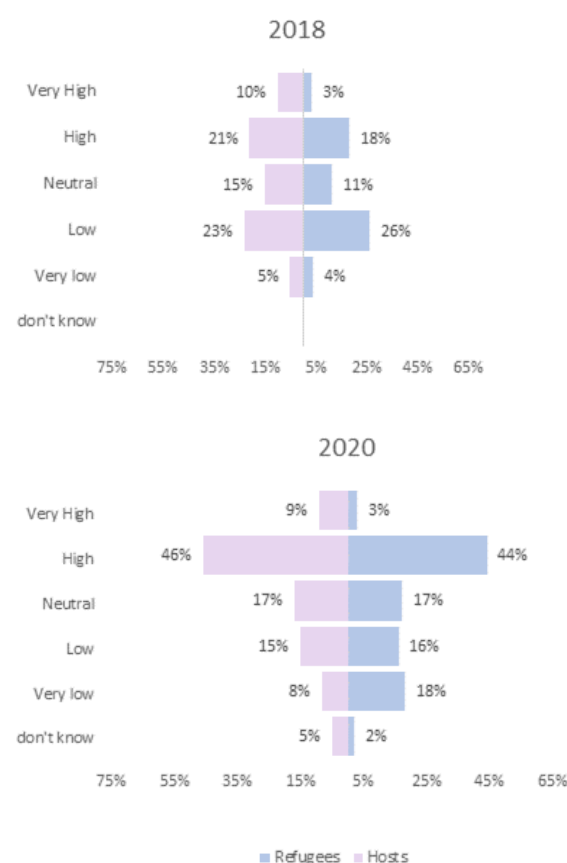
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There is a remarkable progress in the acceleration and growth of education. There are 11 primary schools in the area, five for girls and six for boys, in addition to the two schools in the camp. Both refugee and host students’ study at these schools, without discrimination.

FGD40 WITH TEACHERS FROM THE HOST COMMUNITY

In 2020, around a third of surveyed members of both communities felt that the quality of education received at schools in the community was “very high” or “high”, with around a tenth of each population finding the quality to be “low” or “very low” (Figure 9). This was a significant improvement from 2018 numbers, where over a third of hosts and refugees felt that education was of low or very low quality.

Figure 9. What do you think about the quality of education received at school?



Respondents reported that schools were overcrowded, with some students sitting or standing due to lack of space. Classes were reported to have between 90-100 students per every two teachers. This has contributed to lower quality education, as teachers do not have enough time or resources to spend quality time with individual students. Resources in schools are limited – there is not electricity or transportation for either students or teachers. There were some security challenges at schools in Wad Sharifey. This included thefts, which many felt happened easily due to the lack of fence around school properties, as well as disputes between some children (hosts and refugees) that required police involvement.

In addition to limited resources, the costs associated with schools were too high for many to afford. These costs included school uniforms, textbooks, lack of school breakfast, and the monthly fees. Many students in primary and secondary schools had to drop out due to their family's economic situation, as they needed their child's income in order to survive. For refugees, students drop out because families lose UNHCR assistance when they have one male child over 18, so their potential income is needed.

“

Immigration is a wish. If I get it, I expect that I will find an opportunity to complete my education. This is my emigration goal. The years I have studied here are wasted; I consider it a great loss.

SSI27 , MALE REFUGEE

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There are high costs resulting in the failure to provide breakfast and other costs, including an imposition of monthly fees to be paid by parents to the student's guardian in exchange for the daily needs of the school. These costs have a negative impact, especially on female students. Girls are sensitive to this issue, and in case their parents are unable to pay the required value, they feel embarrassed and stop coming to school.

FGD40 WITH TEACHERS FROM THE HOST COMMUNITY

Hosts felt that unequal support was given to refugees and hosts in school. Many felt that refugees were prioritized over hosts in terms of financial support, despite the fact that hosts were often in need of similar support. Hosts also felt that schools within the camp were better equipped and that the quality of educational services was higher compared to schools in the village. There is currently no support for educating older learners (i.e., older than 25) in the camp. Lastly, support for continuing onto university is lacking, especially for those who had begun university studies prior to migration. One respondent reported an opportunity at the Goethe Institute, but was unable to apply as he was over the age requirement. The lack of opportunities and inability to learn and benefit from a quality education is driving some to think about migrating abroad.

4.1.4 Food Security

There was limited discussion during the FGDs regarding food and nutrition security in Wad Sharifey. However, a common trend was the high price of food prices between Kassala and Wad Sharifey. Respondents reported paying double prices for goods within Wad Sharifey. NGOs used to deliver food rations, but this was reported to have stopped. The price of food increased due to a shortage of food supplies within the camp. UNHCR stated that they had received many complaints regarding the price of food and attempted to control prices so they were affordable and acceptable to residents. However, given the instability of the exchange rate between USD and Sudanese pounds, this proved highly difficult.

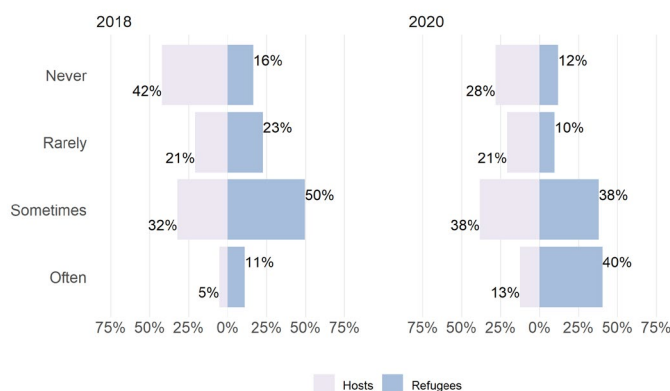
Overall, respondents found that **food security had decreased significantly** due to the stoppage of food delivery and price inflation within Wad Sharifey. This has contributed to a deterioration in living conditions. Additionally, the region lacks rain, which has contributed to the demise of the agricultural and livestock sectors. This has caused price inflation, which has led to a decline in the quantity of food residents are able to purchase. Larger numbers of surveyed host and refugee households both reported a complete lack of food due to lack of resources (Figure 10). This change was particularly notable for refugee residents – 40% of surveyed refugee households lacked food in 2020, compared to 11% in 2018. Less than a quarter of refugee respondents reported never or rarely lacking food at home in 2020, compared to nearly half of host households (49%).

“

The deterioration of living conditions is also due to the significant increase in the prices of food and bread.

FGD41, FEMALE REFUGEE TVET BENEFICIARY

Figure 10. In the past four weeks, was there ever no food to eat of any kind in your household due to a lack of resources?



“

Food is not available because it is expensive, we used to get support from the NGOs but now we don't, the support we used to receive contained food like lentils, cooking oil, beans or flour. We used to have good food security. Now they don't provide those and prices of these items have gotten too expensive

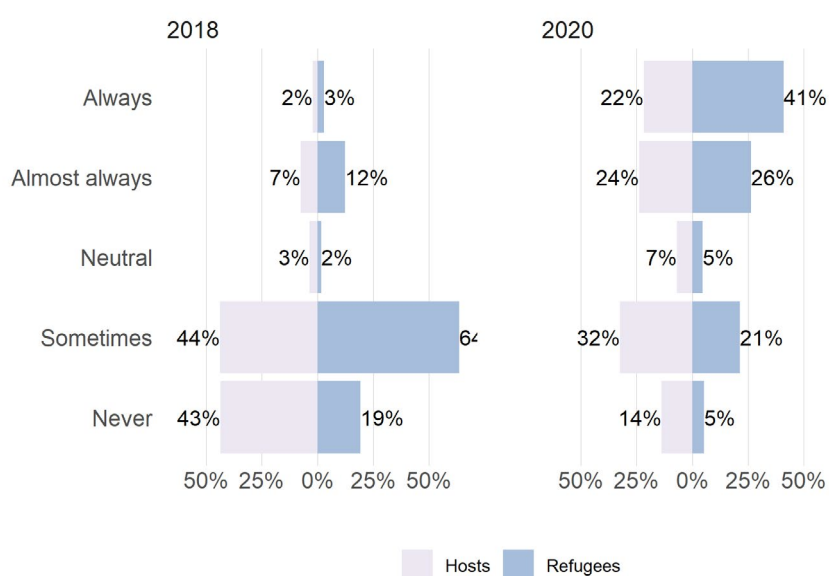
SSI24, FEMALE HOST

UNHCR and the World Food Programme (WFP) used to supply food support for all families via UNHCR Portions cards and WFP Vouchers. However, in the last 3 years, they have ceased universal application and now only supply this support to families that meet specific criteria (i.e. orphans under 18, etc). All families with males between 23 and 60 years of age could not benefit from these services. People felt this was unfair and unequal treatment, as the majority of residents of Wad Sharifey, particularly the refugees, are vulnerable and in need of support from UNHCR and WFP to ensure their food security. Only 7500 out of 20000 refugees – less than half – benefit from these services. The WFP's time-based reduction or termination of food assistance was cited as a major issue, especially as refugees were not able to purchase enough food due to their limited incomes and Sudan's economic crisis.

4.2 Livelihoods and Economic Well-being

Overall, **respondents felt that not much had changed over the last 2-3 years regarding their livelihoods and existing employment opportunities.** The majority of available work is day labour, which is not sufficient to support one person or a family. Many young members of the host and refugee communities worked in gold mining, as well as travelled to other cities in order to collect gum. People felt that RDPP had not met its objectives, as both the host and refugee communities were still highly dependent on aid in order to survive. Both refugees and hosts surveyed reported increased income precarity between 2018 and 2020. In 2018, only 3% of refugees reported that they “always” did not have enough income to pay for basic household needs each month (Figure 11). This number increased to 41% in 2020. The number of hosts reporting persistent income shortages increased ten-fold between 2018 and 2020 - from 2% to 22%.

Figure 11. How often do you not have enough income to satisfy the basic needs of your household per month?

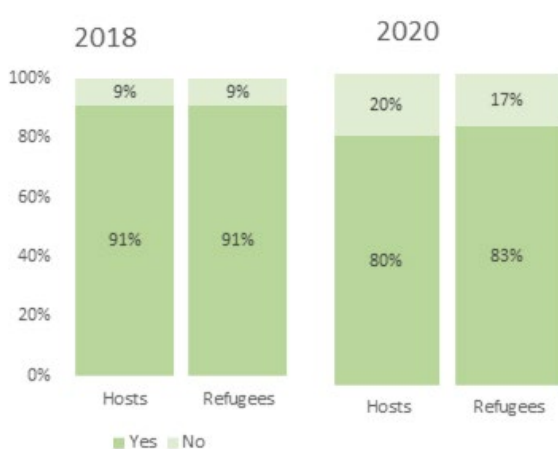


The COVID-19 pandemic has affected both hosts and refugees – it negatively impacted the livelihoods for many respondents, as the markets were closed and movement restrictions hampered those dependent on day labour for income. Education was also disrupted due to school closures.

4.2.1 Economic Well-being

The percentage of host households with income earners decreased slightly - from 91% in 2018 to 87% in 2020 (Figure 12). The decline was much higher for refugee households, of which only 74% had at least one family member earning income, down from 87% in 2018.

Figure 12. Does anyone in this household earn an income?



“

Most of the youth drop out of school in search of work to improve their financial conditions and support their families, and they are ready to work on anything so that things will improve.

FGD37, MALE HOST YOUTH

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My life in the community has started since I volunteered with GIZ to raise awareness on COVID19 and related health issues, which I highly value. It has helped me communicate with the community.

FGD54 HOST WOMAN

Respondents reported limited job opportunities in Wad Sharifey camp. Many mentioned vocational trainings, but only a small number appear to have benefited from them given the lack of financial support to start their own businesses following completion of the program. Some reported starting their own businesses with their own funds, but had to stop due to inflation, which made it impossible for them to continue. Regression analysis confirms that refugees are less likely to be employed.¹⁰

Many youth – both hosts and refugees – dropped out of school to work and support their families. Overall, many are seeking for opportunities to contribute to their immediate society and community, to feel valued and heard. COVID19 has provided some with an opportunity to make a difference.

However, according to surveyed refugees and hosts - increasing numbers from both communities earn money via self-employment. However, households with more than one earner remain limited in Wad Sharifey - only 21% of hosts and 9% of refugees reported earner redundancy. Additionally, only 3% of refugees held any kind of formal skill certification, compared to 23% of hosts. On average, hosts spend more than refugees per month. Average monthly spending has doubled for hosts and nearly tripled for refugees compared to 2018 figures.

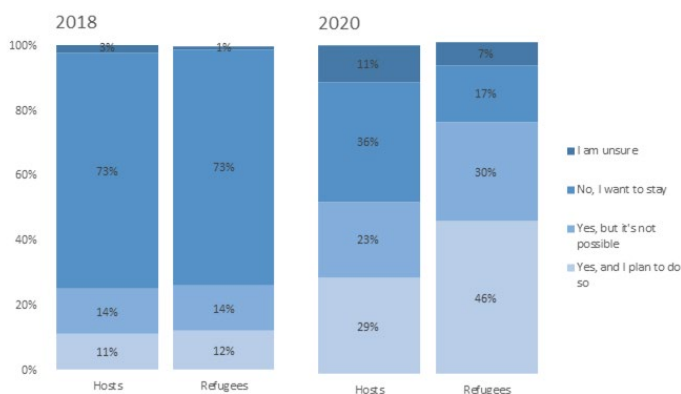
¹⁰ While controlling for individual characteristics such as age, gender, marital status, education of the head of household, and year of arrival.

Refugees felt that their job opportunities have decreased over the last 2-3 years, as they must have a work permit in order to work outside of Wad Sharifey camp. This prevents them from working in professions such as teaching, medicine, or trade, so their sole option is finding precarious work in cafés, restaurants, and agriculture. The UNHCR and the Sudanese government attempted to issue work permits for a select group of refugees, but due to lack of demand in Kassala state, recipients still worked precarious jobs, so their situation did not change. Two suicides occurred in Wad Sharifey linked to high rates of unemployment in the community. Respondents reported prevalent issues with substance abuse and violence amongst youth due to the lack of job opportunities.

Given their difficulty in finding gainful, legal employment in Sudan, refugees also were engaged in smuggling goods to earn money. Many stopped their smuggling activities because of responses from anti-smuggling forces, who frequently apprehended smugglers and placed a blockade on the camp. All goods entering the camp have to be approved by authorities, which has contributed to price inflation.

UNHCR provides vouchers to refugee families in Wad Sharifey. However, this assistance stops as soon as the first male child reaches the age of 18, which many cited as needing to change. Additionally, the amount given was reported as insufficient for families to survive. Access to credit was significantly dependent on the year of arrival of the community member. People who arrived recently in Wad Sharifey were less

Figure 13. Do you want to move away from this community



“

There is no reason for me to appreciate the situation here. Either way, I have no option but to stay here. I cannot do anything. My family are 9 individuals who all depend on me. There were vouchers and now that it is no longer disbursed to families that have an 18-year old male, I had to stop studying. Had it not been for the vouchers being stopped, I would have continued my education.

FGD42, MALE TVET STUDENT,
REFUGEE

likely to have credit access than community members with a longer history in the community. In this context, mobility is an important part of the survival strategies of refugees in Wad Sharifey. Day labour opportunities are regional, and although the pay is low, youth are known to work in gold mines and agriculture, traveling to other cities in Darfur, Nyala to participate in gum collection.

Young people (both hosts and refugees) still think about migration because of lack of opportunities and livelihood support in Wad Sharifey. Often, they will take any job in order to save money to eventually migrate towards Europe. Both refugees and hosts expressed increased interest in migrating (Figure 13) - in 2018, 73% of refugees and hosts wished to stay in their community. In 2020, this reduced to 42% and 24% of hosts and refugees respectively who wanted to remain. The numbers of those wishing and/or planning to migrate increased - 31% of hosts and 44% of refugees stated that they planned to act on their wishes to leave their community. However, the percentage of refugees who wished to return to their country of origin did not change between 2018 and 2020 - 96% of those surveyed did not have concrete plans to return.

4.2.2 Livelihood Training

The vocational trainings in Wad Sharifey were carried out mostly by the Red Crescent, funded by GIZ. The offerings included electronic maintenance, carpentry, mechanics, beading and needle work, hairdressing, and pastry making to allow women to also access these opportunities. **It appears that only a very small number of hosts and refugees participated in the vocational training.** Respondents reported that the trainings were very short - one month to 45 days - and lacked appropriate funding.

Beyond the short duration, there were several reports of trainings stopping in the middle due to lack of funding, corruption, and the political context in Sudan (i.e., the regime change), so trainees were not fully able to benefit from these programs during this 2-3 year period. This contributed to trainings that were poorly implemented by camp committees – which included shorter training times, lack of tools on which to train, and false promises to beneficiaries (in terms of what they expected to receive and gain from these programs).

“

All these activities were stopped for almost two years, for lack of funds and also the fact that people who used to conduct the trainings were associated with the previous regime.

KII47, MALE HOST AND
COMMUNITY REPRESENTATIVE

The most common complaint by those who participated in the vocational trainings was missing equipment and lack of tools. Following graduation from the program, respondents stated that they were not provided any raw materials or tools required to set up their own businesses. In cases where graduates received tools, they were often incomplete, with many of the most important tools missing. Those who completed the programmes felt that providing graduates with start-up capital or equipment could have made them more impactful.

“

People in the village are concerned with the lack of job opportunities and the high rate of unemployment. There were some youth in the village, both male and female, who were trained on different skills including welding, phone maintenance, electricity and driving. While women were trained in embroidery, but they did not work because they did not have the right materials to work.

SSI26, MALE HOST

People felt that participants in vocational programs were not selected equally, citing personal connection and/or relations with CoR or the community organizers. Additionally, selection was not equal between refugees and hosts – the majority of participants were refugees and many of the programs targeted solely the refugee population. In cases where hosts were targeted for vocational training, they were not given the proper tools needed to establish their own businesses, so the program was not beneficial for them. Respondents felt that there were not enough vocational training programs and recommended establishing more programs in the future, so youth could train in areas where they were likely to find gainful employment following graduation. Others suggested providing funding and raw materials as a solution for staid job opportunities in Wad Sharifey. In 2018, the Red Crescent aimed to construct a compound for cell phone repair services and a garage, but neither of these projects materialized.

Agricultural training was planned for Wad Sharifey, but it was still in the inception phase as of April 2020. The implementation phase was being planned for the Gedarif and Kassala regions at the time of the data collection. The goal of the project is to increase economic opportunity in two of the more underdeveloped regions of Sudan via trainings in cultivating and monetizing agriculture.

4.3 Protection

4.3.1 Key protection indicators highlighted by refugees and hosts

The Red Crescent provided protection in the community with the UNHCR. Together with UNICEF, they were also engaged in child protection and worked with UNFPA to train community protection groups on gender based violence (GBV). Despite protection training programs and the establishment of protection committees, **respondents felt that security had declined in Wad Sharifey**. Women are frequently harassed, especially at the market. Respondents also highlighted female genital mutilation (FGM) as a perpetual issue that required community education, with some cases reported to the police in the area. People felt that the protection services offered at the camp did not solve any crucial family or child protection issues, such as early marriage or GBV. In the region, law is related to the customs and traditions of the parents and there are no existing laws protecting women from violence. The Jasmara Organization is engaged in awareness raising on GBV, child abuse, and early marriage via discussion circles with women in the camp and village. It is not clear if this education and protection training was offered to male hosts and refugees in the camp and the village.

“

Despite the effort that was made through training and forming committees, protection has declined significantly in recent times due to the absence of police and security agencies.

FGD39 MIXED COMMUNITY REPRESENTATIVES

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There is no protection in the camp especially for women and children, as there is a lot of harassment. In recent tribal problems, we did not see any protection for the camp. The youth of the camp were the ones protecting the shops and neighbourhoods

FGD39 MIXED COMMUNITY REPRESENTATIVES

There is a child protection committee, which serves both refugee and host communities. Although the committee has raised awareness about the harmful effects of child marriage, this practice still exists in some families. Respondents recommended more training regarding this issue. People also suggested that the committees assist children in need with legal support. Child labour also remains an issue given the high cost of living, with many children dropping out of school to help support their family. There is a police centre and respondents seemed aware that they should report serious issues, such as those associated with FGM, GBV and rape to the authorities.

“

There are child labour problems due to the difficult economic conditions for refugees. Children work to help with sustaining the family.

FGD39 MIXED COMMUNITY REPRESENTATIVES

4.3.2 Feelings of security

Some respondents reported concerns about safety.

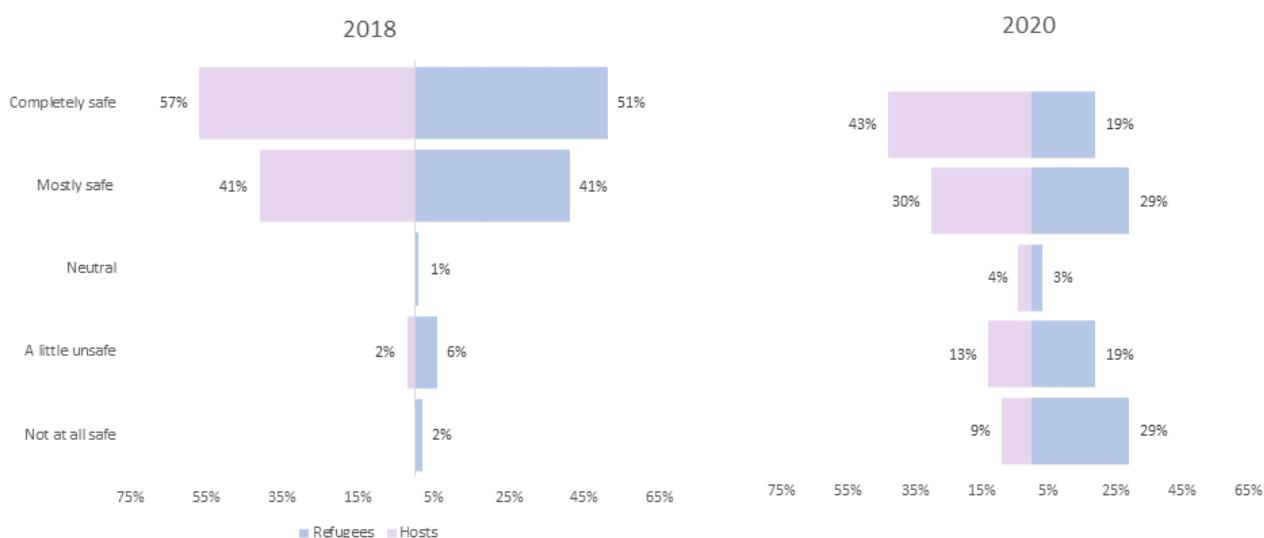
There was an incident in the camp involving a drunk army soldier who entered the camp and fired shots into the air, which caused a panic amongst residents. Although he was taken into police custody, he was never punished, despite outrage and protest from camp residents. There are several deserted areas on the outskirts of Wad Sharifey camp where people, including soldiers, use drugs and drink alcohol. One respondent reported being imprisoned for 15 days due to his involvement with protests against the shooting. These fears were reflected by survey respondents - smaller numbers of both hosts and refugees reported that they felt “completely” or “mostly” safe in their community. In 2018, 98% of hosts felt either completely or mostly safe in their community, compared to 92% in 2020. In 2018, 74% of refugees felt completely or mostly safe, which decreased to 48% in 2020.

“

We protested against the shooting that took place in the camp’s market by the drunken soldier and demanded that he be held accountable. Due to the panic that ensued, people left their shops and fled, so some thieves took advantage of the situation and robbed the shops. The police officer accused us of inciting people with looting and stealing from the market. I was imprisoned for 15 days and the trial is set for September. I do not have a lawyer.

FGD42 MALE REFUGEE AND TVET BENEFICIARY

Figure 14. I feel safe in my community



Linked to perceived security, **electricity was reported to be lacking in many parts of the camp.** Local authorities did not help facilitate connections and those with electricity connections did so informally. The number of refugees without electricity – 72% – remained the same between 2018 and 2020. In 2018, 84% of hosts got their electricity from an electric grid, with only 11% reporting no connection. Two years later, the number of hosts without electricity quadrupled (43%).

Box 1: Results of protection activities under AMIF

This report focuses mainly on the impact of activities carried out under RDPP in Wad Sharifey camp and surroundings. But RDPP's vision of protection goes beyond local impact to a broader systems change. An example of this approach are the activities financed by the European Asylum, Migration and Integration Fund in the framework of the RDPP in the Horn of Africa. The activities financed by the AMIF 2017 direct grant (and co-financed by the Netherlands and other member states) in Sudan aim at strengthening the protection of refugees and Sudanese nationals through registration (for the former) and improved civil documentation (for both groups). Activities carried out under the 2017 AMIF component of RDPP included

- Contributing to the roll-out of a standardised and network -based data collection system for the registration of refugees and asylum seekers
- Improving access to civil registration, in particular birth registration, to promote protection and safeguard against risks of statelessness

Furthermore, under the AMIF 2018 grant, activities focused on protection more directly, specifically in Khartoum State, through enabling prevention mechanisms for better child protection and against gender-based violence incidents. Activities included

- Supporting the development of the national childhood strategy
- Investing in advocacy to effect change at the systems level, liaising with government counterparts
- Contributing to a grassroots approach to protection and improved social worker capacity
- Strengthening referral pathways via the Ministry of Health and improving awareness of persons of concern.

A separate evaluation exercise of the AMIF component in Sudan specifically found that its activities had been a success in terms of systems building. For the refugee registration component, AMIF contributed to significant technological and capacity upgrades in refugee registration through provision of equipment and multiple training sessions for staff. As a result, the registration process significantly improved refugees through the use of the digital system. The provision of legal identity cards impacted the protection outlook for many refugees. 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.

Awareness around birth registration reached many of those living in and around camps, although more awareness was needed, along with increased systemic capacity to meet that demand. AMIF activities had a positive effect on the capacity of vital events registration staff. Embedding birth registration within the health systems for refugees and hosts was a significant outcome of AMIF activities. AMIF partners fostered alliances at the national level between key institutions that should outlive donor involvement.

Finally, on the protection component of the AMIF action, 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.

4.4 Social Cohesion

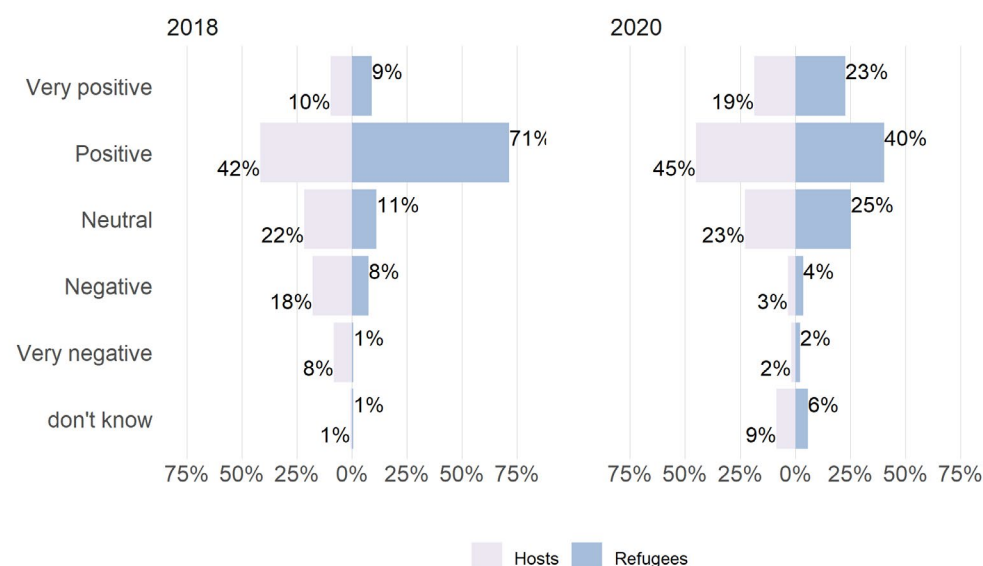
4.4.1 Levels of Integration

Generally, the relationship between hosts and refugees is amicable. Marriage between hosts and refugees appears to occur in Wad Sharifey, with many respondents citing that the occasions brought the two communities closer together.

Hilla village, where the majority of hosts reside, used to be further away, but in the last several years, the line between refugee camp and village has blurred. Hosts and refugees interacted mainly via exchanging and selling goods at the main market, in schools, and practicing football together. Youth from both communities engage often via sports and cultural activities.

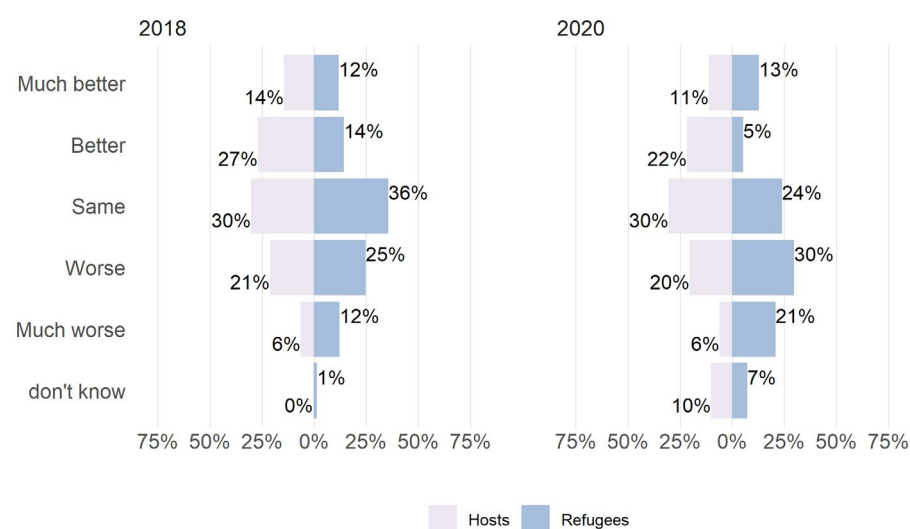
Many young people meet for coffee in the market. Members of both communities were also engaged in health campaigns together. This is reflected in the survey data, which shows a large shift in positive attitudes from hosts towards refugees between 2018 and 2020 (Figure 15). In 2018, 52% of hosts reported very positive or positive views of refugees, which increased to 80% in 2020. Amongst the refugee community, attitudes towards hosts decreased - with 80% reporting very positive or positive perceptions in 2018, which decreased to 63% in 2020. Neutral feelings from refugees towards hosts had increased from 11% to 25% in 2020.

Figure 15: My perception of the 'refugee/host community' is ...
(host households asked about displaced, and vice versa)



Perceptions about living conditions of refugee households changed somewhat over the two-year period - around half of refugees felt that their living conditions were “worse” or “much worse”, compared to a little over a third in 2018 (Figure 16). Around a third of hosts felt that they were better or much better off than refugee households, which is a slight decrease from 41% in 2018.

Figure 16. How are the living conditions of 'Refugee' households different than 'Host community' households?



The relationship between refugees and hosts appears to have improved regarding perceptions of preferential treatment in comparison to 2018. Feelings about economic integration have decreased slightly for both groups over the last two years. However, feelings about social integration have changed significantly over the last two years (Table 7). In 2018, two-thirds of hosts and nearly 90% of refugees believed social integration to be moving in an upwards and positive direction. In 2020, only 12% of hosts and 17% of refugees surveyed felt that social integration was increasing. This could be attributed to the recent conflicts between Bani Amer and Al-Haddandawa tribes - these figures could be attributed to increased feelings of animosity between the host and refugee communities and/or increased fears about inevitable conflict within their community.

Table 7: Perceptions of social and economic integration

	2018		2020	
	Hosts	Refugees	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	41%	26%	33%	18%
Think that authorities treat refugees better than hosts	27%	24%	12%	8%
Have not experienced conflict with the other group in the past month	26%	93%	14%	57%
Believe economic integration is on the rise	71%	81%	65%	67%
Believe social integration is on the rise	67%	87%	14%	15%

Aspirations to move on, whether internally or abroad, increased in the last two years for both refugees and hosts (Table 8). Most refugees declared concrete aspirations to move on: 76% of refugees surveyed would like to leave their current location and 41% actually plan on doing so. While still more likely to stay in Wad Sharifey, twice more hosts have concrete intentions to move on.

Table 8: Plans to migrate

	2018		2020	
	Hosts	Refugees	Hosts	Refugees
Would like to migrate, but no concrete plans	14%	14%	23%	30%
Plan to migrate	11%	12%	29%	46%

4.4.2 Perceived Difficulties

Conflicts between the Bani Amer and Al-Haddandawa tribes have resulted in some tensions between hosts and refugees.

A month prior to the fieldwork, confrontations had led to the burning of a large number of shops in Kassala, affecting all areas inhabited by the two tribes, and leading to the killing of a number of people. Wad Sharifey camp is located in an area inhabited by the two tribes. Given the similarity between the Eritrean refugees and members of the Bani Amer tribe, according to respondents of a focus group discussion, refugees reported being increasingly fearful that they would be attacked in the camp. Refugees are experiencing greater levels of racism in the camp and the recent ethnic tensions in the region have contributed to greater feelings of fear and panic. In the last several months, some people have begun to classify themselves according to their tribe, which has made others afraid that conflict would break out between the two groups.

“

We might find ourselves part of the conflict against our will and people in the camp are not feeling secure. People have started to classify each other by their tribe. We are afraid.

KII59 MALE REFUGEE AND
COMMUNITY REPRESENTATIVE

Some residents reported **tribal politics** occurring within camp committees, which lead to minorities feeling unrepresented, especially as they are not consulted regarding committee decisions. The committees are also composed of older adults, which has led to many youth feeling excluded. Others blamed “dormant prejudices” and “latent racism”, with host populations falling back into tribalism at a time where donors and implementing agencies were speaking – at a different level, and at odds with this local narrative – of integration.

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It is odd to talk about integration policies when you see the tribal clashes that are ongoing.

IMPLEMENTING PARTNER STAFF

While youth play a positive role in society, supporting their families and providing a source of protection to an otherwise “unprotected camp”, there are generational concerns over the misuse of power and resources. Youth reported having an issue with the way committees are run and whose interest they serve. There is little trust in these committees.

“

We have a problem with the committees. We, as young people, demand the dissolution of the committees, because they contain corruption and favour some people over others. The organisations coordinate with the committees, but the committees do not coordinate with the refugees, nor do they speak to them in detail. If you go and ask them, they deal with us in a way that is not respectful and we are subjected to expulsion. All the problems are in these committees, and if they do not change, nothing will change here

KII59 MALE REFUGEE AND
COMMUNITY REPRESENTATIVE

A curfew was imposed in the camp as part of preventative COVID-19 measures, which reduced the amount people socialized. The curfew negatively impacted access and availability of healthcare within the camp – people reported that the price of medicine increased and that reaching places to purchase drugs was difficult given Corona procedures required for transport.

5. Evaluation Conclusions

Fundamentally, the three-year evaluation in Sudan finds that critical components have not been put in place yet to ensure a programme like RDPP can have positive results. The following provides needed overarching conclusions regarding the results and impact of RDPP activities in Sudan along the key evaluation questions, asking the fundamental question, “**how has RDPP interventions (projects, strategies, governance) strengthened durable solutions in Sudan?**”

1. Relevance

The RDPP approach remains relevant to the context though as yet underdeveloped

How does the RDPP adapt to context dynamics?

To what extent have different sub-groups actively contributed to needs- and context assessments? What are mechanisms for feedback and influence of refugees and host communities on projects?

There are limited services available in the Wad Sharifey camp – a marketplace, two health centres that provide basic treatment, and primary and secondary schools – and significant opportunity to work with the new government on addressing integrated access to health, education and even livelihoods going forward. However, while the government’s focus remains on peacebuilding and the economy, **engagement with displacement affected communities should be a priority**. Hosts and refugees felt that their voices were not heard because most of the IPs access the camp via the CoR and the local authorities. Partners do not coordinate directly with the benefiting population, but rather between the CoR and local committees, which can lead to decisions that many residents feel are not correct. Partners come to the camp and village only to implement projects and consult with community representatives about coordinating implementation based on agreements at the state and local levels. This was confirmed by the UNHCR, who stated that they work directly with the CoR as partners in work, registration and protection.

2. Coordination

Coordination limitations both among IPs and with local authorities has slowed RDPP progress

How does the RDPP coordinate with partners and authorities?

Did the RDPP help to strengthen the capacity of IPs and local authorities to develop and implement an integrated approach towards refugees?

The original plan under RDPP was ambitious for East Sudan, especially given the challenges that emerged – frequent protests, tribal clashes, and flooding, followed by COVID-19. Partners hoped that windows for smooth operation would appear, but instead a staggered rollout of activities occurred. The lack of broader coordination among RDPP partners has stalled certain positive initiatives and opportunities to coordinate and build on actions. Although GIZ made progress – as the only IPs to have conducted activities in Wad Sharifey during the evaluation period, and Landel Mills had developed the idea for an advocacy study on policy integration for refugees into the local community, these efforts did not contribute to greater coordination.

The CoR mentioned that GIZ was a successful coordination experience – they provided a larger training and smaller managerial training. In fact, the camp is administered under the CoR who is in charge of the governing camp committees. Organisations providing services to the camp primarily interact with the CoR and these committees. Due to this, many interviewees knew nothing about the organizations participating in programme implementation in the camp, save CoR, the UN, and the Red Crescent. All work and meetings were conducted through the committees formed by the CoR. More recently, they have been completely absent and rarely meet refugees and hosts.

3. Effectiveness

Implementation delays and lack of coordinated approach significantly affected results

To what extent and how did RDPP help to strengthen the legal protection of refugees, with emphasis on vulnerable groups?

What results have been achieved in integrated access to/use of energy, water, education and health, and employment?

Which factors positively or negatively impact the effectiveness of individual interventions?

Turmoil in Sudan significantly delayed coordinated rollout of RDPP activities. AICS, RVO and Landell Mills are now working to catch up, with often an adapted approach. Landell Mills reported challenges in the project life cycle, with the associated need to revisit the work plan. The original plan was ambitious for Kassala, especially given the challenges that emerged. To that end, Landell Mills had been in direct contact with RDPP partners, for instance, to develop an advocacy study on policy integration for refugees into the local community in terms of labour, education, health. However, these initiatives were stalled due to the lack of broader RDPP coordination in Sudan.

Although GIZ had implemented some livelihood-related activities in Wad Sharifey, there was limited impact according to respondents. The majority of available work is day labour, which is not sufficient to support one person or a family. Many young members of the host and refugee communities worked in gold mining, as well as travelled to other cities in order to collect gum.

4. Impact

Complicated contextual factors remain difficult to overcome

What is the impact on beneficiaries? What is the income effect? How is social cohesion influenced by the RDPP?

How do project and programme results impact potential future migration decisions of refugees?

Improvements in access to education, the one sector where there was clear integration of hosts and refugees, has shown positive impact over the last several years. Yet, overcrowding, limited resources, security challenges (including thefts and dispute) could minimise gains made to date. Other sectors show limited progress. Further while the relationship between hosts and refugees is generally amiable, conflicts between the Bani Amer and Al-Haddandawa tribes and the worsening economic crisis have resulted in tensions between hosts and refugees. Some persistent issues between the two groups included some racism and non-acceptance from hosts towards refugees. Conflict management should be a key component in future programming. Particularly telling, aspirations to move on, whether internally or abroad, increased in the last two years for both refugees and hosts.

5. Sustainability

Misalignment of durable solutions programming with the Government's priorities

Which challenges hinder the successful implementation of projects?

Is it possible to elaborate on the sustainability of individual interventions? What are the main determinants for sustainability? Which challenges hinder the successful implementation of projects?

What are key governance factors for effectively implementing policies aimed at sustainable protection and development approaches for refugees and their host communities?

As the transitional government remains focused on political and economic emergencies, questions remain regarding commitment to a durable solutions approach, which by essence needs to engage with government and local authorities, to plan early, ensure sufficient capacity development and sensitisation on durable solutions are in place. These steps were not taken in Sudan due to the context and therefore hampered RDPP programming. A key lesson learned is ensuring that there is sufficient appetite, interest, and buy-in from governmental actors before rolling out such programmes. Some persistent issues between the two groups included some racism and non-acceptance from hosts towards refugees. Conflict management should be a key component in future programming. Particularly telling, aspirations to move on, whether internally or abroad, increased in the last two years for both refugees and hosts.

6. Recommendations by Sector of Intervention

Critical to the learning function of this evaluation is providing needed recommendations for future iterations of integrated approaches. The following summarises recommendations that can serve as a basis for future programming, going beyond current planned RDPP activities:

Education

- **Aligned with the RDPP vision in terms of integrated service delivery and building integration through self reliance, education is key. Suggestion to address large class sizes and limited resources for both refugees and hosts to continue the gains in education.** Despite positive progress, a number of concerns were raised about the low number of teachers, fees to attend school and limited learning materials available. Hosts also hinted at feelings of animosity towards refugees and perceptions of better quality schools and education in camps.

Livelihoods & Food Security

- **Build more explicit linkages between livelihood interventions, such as TVET, and feasible opportunities** for in camp refugees, in particular. Conducting market assessments with stronger linkages and inclusion of the host communities is necessary, as well as provision of the necessary start-up capital and/or needed equipment. Tensions will grow between hosts and refugees if more equitable approaches are not addressed.
- **Further integrate assets-building and adaptation strategies to improve the food security of households.** The deteriorating living conditions, high prices and reduction in support from NGOs has undermined food security, impacting nutrition levels. Inputs are needed to address agricultural opportunities at the household level and for small scale farmers.
- **Advocate with the Government of Sudan and state governments for access to work for refugees in line with Sudan's commitments to the 2019 Global Refugee Forum.** So far, advocating for work permits for select refugees has not been successful. Taking further steps to link with the private sector and developing integrated solutions are needed.

Health & WASH

- **Expand on positive progress made on improved water access and ensure systems are maintained.** As a still a critical need for many hosts and refugees, the added expense and time to access water remains a heavy burden, even more so during a time of economic crisis. Further, gains are tenuous if the water networks are not kept in working order.
- **Focus on improving the quality and access to healthcare.** The pressure on the government and now on UNHCR to provide adequate health services during the economic crisis has been intensive. Yet the dwindling services and available medicines to vulnerable populations has to be priority.
- **Continue to work with the Ministry of Health on integrated health service delivery.** The dire health care opportunities, including lack of medicines, personnel and centres available, for both refugees and hosts create a strong justification for integrated service delivery – to maximise the presence of international NGOs without the burden of addressing the policy landscape around refugees for issues like livelihoods.

Protection

- **Address the burgeoning protection crisis.** Progress has been made in addressing specialty protection case through access to safe houses. However issues remain widespread particularly with the absence of police and security agencies and reliance on traditional mechanisms to address gender-based violence.
- **Expand awareness raising and protection committees to empower communities.** The protection committees have made inroads around critical issues of child marriage and FGM. These committees need to be further supported with accompanied legal support for serious cases.

Social Cohesion

- **Broaden access to integrated services for refugees and hosts.** Positive relationships between hosts and refugees have eroded in the last several years, as hosts have become resentful of services provided to refugees and refugees' experiences of xenophobia. Marketplaces, schools and sport are sites of positive engagement that should be expanded.

Concluding Remarks – Programming in a Crises

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Number 1 cause [of the delays in RDPP]: the Sudanese context. It is a difficult for sure, even when RDPP was conceived. And even more difficult with civil unrest, coup d’etat, transitional period, and now the pandemic.

EU DELEGATION, SUDAN

The goals of the RDPP programme in Sudan always faced an uphill battle. RDPP activities generally seek to enhance livelihood opportunities, integrated basic service delivery and vocational training as means to reduce the drivers of irregular and secondary migration. Not only do existing limited social and economic rights for migrants, poor economic opportunities, limited social services and increased marginalization of vulnerable groups create a difficult context to engage holistically, but also international NGOs have been strictly regulated, limiting their ability to travel, import items, etc. Engagement with state governments and national organisations was deemed a critical component of the RDPP approach, complicated by political upheaval, turnover in key staff and general uncertainty.

Significant delays have plagued all RDPP interventions originally planned in the areas of Kassala, Gedaref and the capital of Khartoum. GIZ-led vocational trainings provided the only RDPP-supported activity serving the population in and around Wad Sharifey. Even GIZ struggled both with practical issues of constructing needed vocational

centres in the face of inflation and currency volatility and getting the necessary approvals of the TVET curriculum. Implementation of other components will continue but laws and regulations continue to undermine various actions, as in livelihood options available for trained refugees.

COVID-19 has further added to a difficult situation. Refugees have been heavily impacted by the COVID-19 pandemic as the economic crisis has been coupled with the public health emergency. Following the movement restrictions, the informal sector collapsed, leaving most refugees without income.¹¹ Even though Sudan closed its borders in March 2020 to prevent the spread of the virus, new refugee arrivals took place.¹² Newcomers are currently subjected to 14-day quarantines in designated centres. Due to unsuitable conditions in the camps, including overcrowding and lack of water and sanitation facilities, as well as the acute refugee malnutrition, numerous infections have been recorded among this population.

Providing refugees with adequate assistance is difficult due to the remoteness of refugee settlements, fuel and medicine shortages, power outages and the continuous fragile security situation in the country. While so far limited coordination among various partners has characterised RDPP action to date, other coordinating mechanisms, such as Refugee Consultation Forum, is leading the way in responding to the situation and the Sudan Country Refugee Response Plan 2020 has been adopted to the current situation.¹³ This coordinated action promises more opportunity to address urgent needs, as well as the policy landscape. While findings outlined above paint a bleak picture of conditions for refugees and hosts, opportunities exist for further integrated services. Host and refugee relationships around Wad Sharifey are generally amicable. Fuller investment and expansion of basic services would be welcome.

¹¹ UNHCR. (2020). Sudan. COVID-19 Update. UNHCR. | ¹² Refugee Consultation Forum. (2020). Sudan country refugee response plan. COVID-19 addendum. UNHCR. | ¹³ Refugee Consultation Forum. (2020). Sudan country refugee response plan. COVID-19 addendum. UNHCR.

Annex 1: RDPP Outcome Metric for Sudan

Outcome metrics were developed focusing only on variables RDPP programming would expect to be able to influence. In Wad Sharifey, these activities focused on livelihoods, WASH/ environment, and protection. Based on these broad categories, the following indicators were selected to form part of the location-specific RDPP outcome metric:

Table 9. Sudan-specific RDPP outcome indicators

Livelihoods	Working-age individuals in paid work or self-employed
	Households which have income redundancy (more than one earner)
	Main income earner works in and out of camp
	Main income earner holds a diploma or skills certification related to his work
	Individuals who have access to TVET to foster their skills
	Respondents who find their economic opportunities as good
	Respondents who never struggle to meet expenses
Environment	Access to an improved water source
	Access to some kind of toilet facility
	Garbage-free environment
	Disputes over natural resources
Protection	Households who feel safe in their communities
	Household without legal problem in the past 12 months
	Trust in national government
	Trust in community leaders
	Trust in NGOs

Method of calculation: For each category, several binary (true/false) indicators were assembled representing the status of each respondent within the domain. Given the responses to these indicators of all host and refugee respondents in our sample, a multiple correspondence analysis was used to determine a set of weights that would maximise the variance of the weighted sum of these variables among the sample. These weights are then averaged with a set of uniform weights to ensure that variables with very little variance are considered. Such empirical indices are often used in the absence of an a priori set of weights based on an intimate knowledge of the underlying populations with respect to the themes. These weights were then used to compute a numeric score for each respondent household in each dimension.

The Netherlands Ministry of Foreign Affairs contracted the LET - composed of Samuel Hall, MDF, Maastricht University and ECDPM - to conduct a combined quantitative and qualitative impact evaluation for RDPP in order to assess progress and provide learning for adaptation, feed a regional programme narrative and inform policy making and regional dialogues. Led by Samuel Hall and MDF, the evaluation team combines academic rigour and subject-matter expertise on migration, displacement, refugees, protection and integration.

