**United Nations Development Programme**



**Strengthening Human Security for Vulnerable**

**Groups in Khartoum IDP Camps and Squatter Areas**



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Title: **Strengthening Human Security for Vulnerable Groups in Khartoum and Areas of Return**

Region Covered: Khartoum State

Organization: United Nations Development Programme: UNDP Rule of Law Programme

Sectors Covered: Rule of Law, Protection and Human Rights

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**Project Summary**

Displaced persons are amongst the most marginalized of the Sudanese population, living largely out of sight of the UN and the international community. At the same time, the displaced are not only amongst the worst-affected, but their return and reintegration process constitutes a major element of the overall reconciliation and peace-building process in Sudan. Through capacity building, awareness raising and confidence building measures, this project will promote the rights of internally displaced persons (IDPs) and improve their access to justice, provide them with adequate access to information to enable them to make a free and informed choice whether to stay or to return, and enable communities to access human security on the premises of rule of law and human rights principles.

This project will be implemented in partnership with the NRC (Norwegian Refugee Council) and Al-Mutawinat, which is currently providing small-scale legal aid in the camps. In addition, UNDP will work closely with the Sudanese Ministry of the Interior and the authorities of Khartoum State.

The overall objectives of this project are:

* To strengthen immediate human security for IDPs by promoting the rights of IDPs and improving access to justice, and building the capacity of the government to uphold core rule of law and human rights principles;
* To empower IDPs to access and exercise their civil rights (to make a free and informed choice to stay or to return, and participate in the decision-making that affects their lives and communities) and their socio-economic rights (access to basic services and employment); and,
* To restore confidence between IDP communities and the police in the squatter areas and IDP camps in and around Khartoum by introducing community policing.

**1. Introduction**

The civil war between the GoS and the SPLA, and the conflict in Darfur have generated the largest IDP population in the world. Sudan’s IDP population is currently estimated at more than four million people, and almost half of them live in and around the capital Khartoum. Making up almost 40% of the population, the massive influx of IDPs has not only overwhelmed the city and its services, but also placed strain on their access to justice. While the UN and other international agencies at one time provided considerable assistance, their support has declined significantly since the outbreak of the crisis in Darfur.

The IDPs - who originate mainly from Greater Equatoria, Greater Kordofan and Greater Bahr Al Gazal - live in 4 IDP camps, Omdurman Es-Salam (120,000), Wad El-Bashir (74,800), Mayo Farms (133,000) and Jebel Aulia (87,000), and approximately 13 squatter areas. Without access to basic services like proper sanitation and health care, many IDPs live in temporary shelters and under poor socio-economic conditions. Some 44% of the IDPs in Khartoum have received no formal education[[1]](#footnote-1), while many lack employment opportunities and/or income-generating activities. Instead, they take to the street and resort to (illegal) beer-brewing and/or petty crime. Squatters lack property titles and live in constant fear of eviction. Many lack adequate identification documents, and are unable to purchase land after the government’s re-planning process and the demolition of their houses:

*To deal with the crowding and chaos in the haphazardly constructed camps, the government launched a programme to turn them into more stable residential communities, with planned streets and utilities, including electricity and piped water. A lottery system would allow some of the camp residents to purchase land in the re-zoned camps. The initiative was sound in principle. It recognized that many of the displaced will choose to remain in Khartoum. The plan is not working in practice, however. Whole neighbourhoods of homes built by the displaced have been bulldozed into piles of rubble, leaving families with no place to live. A system to enable camp residents to purchase plots on which to build new houses is slow, complex, and expensive.[[2]](#footnote-2)*

In the camps, a general sense of insecurity prevails, resulting from the presence of small arms, the occurrence of inter-tribal conflicts, and the lack of adequate law-enforcement and access to justice. Many crimes go unreported due to fear for the perpetrators, and the lack of confidence in statutory conflict resolution mechanisms. In general, IDPs perceive the police services as repressive, unresponsive, and bureaucratic. In addition, IDPs’ confidence in traditional structures has been seriously undermined. The customary courts administered by chiefs have lost credibility due to internal conflict and the appointment of persons neither representative of nor accountable to their communities. Therefore, there is an urgent need to set up a proper functioning system to manage disputes, and to ensure an increased sense of personal and collective security amongst IDP communities.

The socio-economic marginalization and the lack of human security - combined with a deep mistrust in rule of law institutions - have created conditions conducive to social unrest and outbreaks of spontaneous violence. In the absence of trusted and accessible channels of conflict mediation, arbitration and resolution, large disruptions and mass violence remain likely to occur.

At the same time, the Comprehensive Peace Agreement (CPA) and the new Interim National Constitution (INC) offer the Sudanese people a window of opportunity. The special status of Khartoum as a multicultural city is acknowledged in both the CPA and the new constitution, setting a standard conducive to cultural diversity and reconciliation.

**2. UNDP Rule of Law Programme in Sudan**

In line with the Secretary-General’s Report on Rule of Law in Post-Conflict Societies, the CPA and the JAM, the principal objective of the UNDP Rule of Law Programme is to promote human security by strengthening the rule of law in post-peace-agreement Sudan - bearing in mind the specific dynamics of post-conflict environments. To this end, it is fundamental to replace a military culture with a constitutional and legal framework, competent law-enforcement and an independent judiciary. Without these basic components in place, little progress can be made. At the same time, these imperatives can only be realized through a multi-sectoral approach. Interventions to address the rule of law must be reinforced by parallel efforts to demobilize armed actors in line with the CPA, combat corruption and ensure accountability and transparency in all structures of governance. Through a strategic and operational response, the UNDP Rule of Law Programme aims to respond to the current rule of law vacuum and incrementally bridge the gap between relief and development. In close collaboration with national stakeholders, UNMIS and UN Agencies, donors, NGOs and other international/regional institutions, the UNDP Rule of Law Programme seeks to:

* Strengthen the immediate capacity and competence of all Sudanese stakeholders to respond to the current rule of law vacuum, and to build a society based on the principles of rule of law, human rights and justice;
* Ensure that confidence building and reconciliation are given due attention in the design and implementation of the rule of law programmes at central and local level, so to promote a lasting transformation of a conflict-prone society; and,
* Contribute to creating an environment that is conducive to the implementation of the CPA, including, *inter alia,* the establishment of CPA based mechanisms; increased ownership and understanding of the CPA by the people of Sudan; the return and reintegration of displaced persons; and, the establishment of an environment conducive to free and fair elections and, hence, good governance.

Since the signature of the CPA, the political and programmatic conditions for implementation have improved. However, the situation on the ground remains volatile, and calls for immediate- and medium-term interventions. To this end, UNDP is undertaking a number of major projects at the central level, in Darfur, the Transitional Areas, the South, and the East that address the imminent need for human security, confidence building and access to justice. These entail, *inter alia*,

* Establishment of major capacity building programmes targeting the Sudanese Judiciary, the National Ministry of Justice, the CPA Commissions and the police;
* Deployment of international lawyers/rule of law staff throughout the country;
* Formal and informal training of 15,000 law-enforcement, security, judiciary, lawyers, traditional leaders, civil society and displaced persons on human rights principles and the rule of law;
* Establishment of 18 sustainable Justice & Confidence Centres to provide legal aid, improve access to justice, and empower local communities, in particular vulnerable groups;
* Completed training of 500 paralegals and key community stakeholders to enable them - through the Justice & Confidence Centres - to address protection issues and uphold core rule of law and human rights principles;
* Capacity building of national NGOs; and
* Improved linkages between Sudanese stakeholders by fostering meaningful dialogue and debate through workshops, seminars, consultations, regional conferences, and the completion of a nationally-owned framework on rule of law.

**3. Objectives and strategy**

The socio-economic marginalization of the IDPs in and around Khartoum is reinforced by the current rule of law vacuum. While IDP communities only have little understanding of human rights principles and rule of law, rule of law institutions and law enforcement - if at all present - continue to dysfunction severely.

Complementing the work of a number of INGOs, who continue to provide basic humanitarian assistance, UNDP Rule of Law aims to strengthen rule of law in the squatter areas and IDP camps in and around Khartoum. Its specific objectives are:

* To strengthen immediate human security for IDPs by improving access to justice, and building the capacity of the government to uphold core rule of law and human rights principles;
* To empower IDPs to access and exercise their civil rights (to make a free and informed choice to stay or to return, and participate in the decision-making that affects their lives and communities) and their socio-economic rights (access to basic services and employment);
* To restore confidence between IDP communities and the police in the squatter areas and IDP camps in and around by introducing community policing.

In order to attain these objectives, the project is based on a two-tier strategy. By targeting both government officials and residents, UNDP aims to restore the social contract between the state and its citizens through a number of simultaneous interventions:

1. To strengthen immediate human security for IDPs, this project aims to empower IDPs by enhancing their understanding of human rights principles and rule of law, and by providing them with adequate information on the situation in the priority areas of return in order for them to make a free and informed choice whether to stay or to return. This will entail basic human rights training and large information campaigns covering all 17 locations. In order to be able to put their grievances forward and improve access to justice, UNDP aims to support legal aid by establishing Justice & Confidence Centres and rights-based community forums in 6 different target locations; and,
2. To improve the service delivery of local law enforcement, this project aims to enhance the understanding of human rights principles and rule of law amongst law enforcement officials, and introduce the concept of community policing to the squatter areas and IDP camps. Community policing, which has been successfully introduced in a number of developing countries and post-conflict societies, has been identified by the JAM as a key priority, as it serves as a catalyst to transform the relationship between citizens and the police and helps create an environment conducive to cultural diversity.

**Community policing**

Police officers are the front desk of the state, street-corner politicians, and, as such, are invested by communities with strong symbolic values. The way police officers behave and interact, serves as a barometer of the political and social order. Being at the interface between the state and communities, police have a critical and essential role in building trust. In modern police theories, community policing is the most articulated approach that deals explicitly with this challenging task. Under the guidance of a community policing philosophy, communities are policed with their consent. This translates into a service-orientation; consultations with communities to define the policing agenda; a problem-solving approach; a partnership with social services or urban planning to deal with insecurity; transparency; and, communication. By adapting police services to the needs and expectations of communities at the local level, community policing is a panacea for multicultural societies. Over the past two decades, the concept of community policing has rapidly evolved, best practices have been consolidated, and it has established itself as a dominant practice worldwide.

**4. Engagement of national and international stakeholders**

In a post-conflict situation, the need for active engagement and progressive policy dialogue with all stakeholders is vital. Communication, mediation and negotiation are crucial components in restoring confidence between adversaries, raising awareness of international standards, popularising peace agreements, and designing and implementing adequate and consensus-based interventions.

While UNDP - as the principal UN development agency - has a core-competency in rule of law and governance, effective collaboration with other actors and support for national ownership will require an ongoing process of catalytic and participatory approaches, consultations and all-inclusiveness towards a shared vision. In this vein, UNDP will regularly conduct consultations and dialogues with national actors, whose interests, programmes and/or responsibilities fall within the nexus of the rule of law sector. These include, amongst others:

 *National and Local Authorities*: Policy dialogues,

 negotiations and engagement will be conducted

 with relevant national and local authorities on a regular basis, such as the Government of National Unity, including the Ministry of International Cooperation, Ministry for Justice, Ministry of the Interior, Ministry for Foreign Affairs, the Executive of Khartoum State, and their representatives in the field (law-enforcement officials, prison administration, judiciary, security and military authorities), as well as traditional and community-based leadership.

*Civil Society*: The active participation of civil society is instrumental in establishing rule of law. Through capacity building and facilitation, UNDP will work towards broad participation and engagement in informal and formal settings to strengthen the role and contribution of civil society in general, and women’s networks in particular.

*IDP Communities*: At the heart of a society built on the principles of rule of law, human rights and justice is the empowerment of communities to address protection issues and access their rights based on the rule of law. Therefore, close interaction with community-based organizations, including women and youth, and local NGOs and community representatives to ensure ownership and sustainability will be vital.

5. Activities

*Activity 1*: On the basis of extensive consultations, conduct an awareness raising campaign on basic civil, political, economic, social and cultural rights, Sudanese domestic laws, the Interim National Constitution (INC), and the CPA, which targets both government officials and IDP communities. This will entail a series of 150 workshops *in situ*, and the distribution of easily accessible information booklets (pamphlets and pictures);

*Activity 2*: In close collaboration with UNDP’s Access to Justice and Confidence Building Project and the SRT, conduct an information campaign in all 17 different locations on the situation in the priority areas of return and passage to enable people to make a free and informed choice whether to stay or to return;

*Activity 3*: Establish Justice & Confidence Centres in 6 target locations to improve access to justice by providing legal information, documentation of legal cases and representation, and identify and train key individuals capable of acting as paralegals or community-based legal intermediaries;

*Activity 4*: Strengthen linkages between IDP communities and local authorities through the creation and facilitation of rights-based community forums in each target location, which will bring together key community stakeholders to address issues within the IDP communities;

*Activity 5:* Introduce the concept of community policing to the squatter areas and IDP camps in and around Khartoum;

*Activity 6:* Support the design and implementation of training to community policing officers who will staff the new community policing stations; and,

*Activity 7*: Build the capacity of local NGOs and community-based organisations to ensure sustainability and institutionalisation of core rule of law and human rights principles.

**6. Results**

*Result 1*: Increased awareness on basic civil, political, economic, social and cultural rights, Sudanese domestic laws, the INC, and the CPA amongst, which targets both government officials andIDP communities;

*Result 2*: Enhanced understanding amongst IDP communities of the socio-economic, and security situation and other relevant issues in the priority areas of return and passage;

*Result 3*: Improved access to justice and redress through the establishment of 6 Justice & Confidence Centres, including the set-up of paralegal groups at each target location;

*Result 4:* Strengthened linkages between IDP communities and local authorities through the establishment of rights-based community forums at each target location;

*Result 5:* Introduction of community policing in the squatter areas and IDP camps in and around Khartoum;

*Result 6:* Completed training of community policing officers who will staff the new community policing stations; and,

*Result 7*: Increased capacity of local NGOs and community-based organisations.

**7. Monitoring and Evaluation**

At the project sites - Wad El-Bashir, Soba, Um Durman Es Salam, Haj Yousif and Jebelaulia -, 6 lawyers, 6 training and information coordinators, and 2 national project officers will be present to oversee and monitor implementation. In addition, a project manager will conduct regular monitoring to review progress of the project. UNDP will submit interim narrative and financial reports every 6 months. Upon completion of the project, UNDP will conduct a final evaluation to determine satisfactory accomplishment of the expected results.

In addition, UNDP will meet periodically with the Royal Netherlands Embassy’s Legal Advisor in Khartoum to provide updates on project implementation.

The impact of the project will be measured on the basis of:

* The degree of physical, material and legal safety experienced by the IDP communities, in particular vulnerable groups like women and children;
* The number of cases reported, registered and resolved by law-enforcement and judicial authorities;
* Diffusion of tensions between IDP communities and/or local authorities;
* Statistical data on the number and profile of the beneficiaries of the awareness-raising campaign;
* Statistical data on the number and profile of the paralegals and community-based intermediaries;
* Statistical data on victimization and image of the police - collected through the Rule of Law Impact Project in Khartoum; and,
* Pre- and post-implementation KAP-surveys.

**8. Visibility**

During the implementation of the project, UNDP will ensure that appropriate visibility is provided through:

* Active presence on the ground;
* Briefings to the UNCT, the SRSG and the DSRSG’s;
* Close linkages to UNMIS and its Public Information Office;
* Close linkages with national and international partners;
* UNDP Recovery and Reintegration Unit;
* UNDP Bureau for Conflict Prevention and Recovery (BCPR), New York;
* Interviews with international and national journalists and press releases, as appropriate.

**9. Field co-ordination and local implementing partners**

Under the overall supervision of the Team Leader for Governance & Rule of Law/Senior Advisor on Rule of Law, the project will be managed from Khartoum. UNDP field staff, headed by a Project Manager, will ensure day-to-day contact with beneficiaries and detailed monitoring of activities, as well as linking the activities of this project to the UNDP *Access to Justice and Confidence Building* project.

In order to ensure national ownership and adequate outreach in the field, the project will be executed by UNDP - in partnership with the NRC (Norwegian Refugee Council) and Al-Mutawinat, which is currently providing small-scale legal aid in the camps. In addition, UNDP will work closely with the Sudanese Ministry of the Interior and the authorities of Khartoum State.

**10. Assumptions**

This project is based on the following assumptions:

* Formal approval by the national and local authorities;
* Security situation in the IDP-camps and squatter areas will not escalate and impede the presence and operational activities of UNDP and/or its implementing partners; and,
* Engagement by the donor community and available funding.

**11. Budget**

The below table provides a three-year budget for the above-named project, including programme management and programme outputs.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **A - Programme Management** | **Unit** | **Cost** | **Month** | **Total USD** |
| United Nations Volunteer (UNV) | 1 | 4,100 | 36 | 147,600 |
| National Project Officer (NOA) | 2 | 1,850 | 36 | 133,200 |
| International Training Consultant | 1 | 7,500 | 3 | 22,500 |
| International Consultant on Community Policing | 1 | 10,500 | 6 | 63,000 |
| International Community Policing Trainer | 1 | 10,500 | 3 | 31,500 |
| Driver | 2 | 600 | 36 | 43,200 |
| Vehicle (4x4) | 2 | 37,000 | / | 74,000 |
| Maintenance for the Vehicle, Fuel & Lubricants | Lump-sum | 25,450 | / | 25,450 |
| Travel Expenses | Lump-sum | 30,000 | / | 30,000 |
| Mobile Phones (communications included) | 6 | 2,100 | / | 12,600 |
| Laptops | 3 | 2,500 | / | 7,500 |
| Digital Camera | 2 | 625 | / | 1,250 |
| Operation, Maintenance & Running Costs | Lump-sum | 20,600 | / | 20,600 |
| **Sub-Total A** |  **612,400** |
| **B - Programme Outputs** | **Unit** | **Cost** | **Month** | **Total** |
| 1) Training and workshops (facilitators, venue, stationary, transport) for IDPs, CBOs, NGOs and local stakeholders - 150 workshops conducted in camps, squatter areas, NGO and governmental premises | 150 | 5,050 | 33 | 757,500 |
| 2) Information and awareness-raising campaigns (including publication and distribution of booklets and pamphlets) - 5 campaigns covering all 17 locations | 5 | 82,500 | / | 412,500 |
| 3) Establishment and daily running of Justice & Confidence Centres (cost per unit includes: renovation costs, 1 lawyer, 1 training coordinator, 1 trainer (Al-Mutawinat), 1 guard, 1 cleaner and running costs for 36 months) | 6 | 57,600 | 33 | 345,600 |
| 4) Capacity building of local NGOs and community-based organizations | Lump-sum | 120,000 | 33 | 120,000 |
| 5) Community policing police stations built | 5 | 100,000 | / | 500,000 |
| 6) Training of community policing officers (facilitators, venue, stationary, transport) | 5 | 5,000 | / | 25,000 |
| 7) International workshop on community policing | 1 | 50,000 | / | 50,000 |
| **Sub-Total B** | **2,210,600** |
| General Management Service (5%) | 141,150 |
| **TOTAL (A+B+GMS)** | **2,964,150** |

\*Cost/Month

1. Global IDP Database - www.idproject.org [↑](#footnote-ref-1)
2. ‘Displaced Again: IDPs Face House Demolitions in Khartoum’ - Refugees International 19 February 2004. [↑](#footnote-ref-2)