



**Republic of Sudan**  
**United Nations Development Programme**

*Support to Human Security in Eastern Sudan*  
*(1 July 2008 to 30 June 2009)*

**Project Document**

**Brief Description**

Shortly after the signing of the Comprehensive Peace Agreement (CPA) the Eastern Sudan Peace Agreement (ESPA) was reached between the Eastern Front and the Government of National Unity (GONU) in October 2006. The ESPA importantly addresses the poor development situation in this long-marginalized region, increases regional representation in federal processes, and redefines security arrangements.

As part of the implementation of the ESPA, Eastern Front (EF) ex-combatants not integrated into Sudan Armed Forces (SAF) and SAF-aligned Other Armed Groups

(OAGs) need to be rapidly disarmed, demobilized and reintegrated into their communities. Related security issues at the community level, including problems facing receiving communities such as the prevalence of landmines must also be addressed. These interventions will help to consolidate peace by bridging the gap between the signing of the peace agreement and full implementation of the ESPA.

The first phase of DDR and partial reinsertion support to the Eastern Front force has been initiated through a separate UNDP project in support of the Northern Sudan DDR Commission (NSDDRC). A total of 1700 EF ex-combatants, as well as almost 300 CAAFG, have been demobilized and provided with reinsertion support under Phase I. The UNDP CO has also carried out rehabilitation activities in Red Sea State, undertaken reintegration opportunities mapping in all three states and put MIS systems in place for registration.

This 12-month project is considered as Phase II that will build on the achievements, lessons learnt and best practices of Phase I and will complete the reinsertion process, provide reintegration support to the demobilized ex-combatants and CAAFG, while responding to urgent community security enhancement needs, including mine action interventions. Main outputs areas include:

Establishment and expansion of capacities for DDR, community security and mine action in Eastern Sudan;

Provision of reinsertion packages for up to 1,200 ex-combatants from SAF-aligned OAGs.

Provision of reintegration support for up to 2,900 ex-combatants;

Support to reintegration activities for 300 released CAAFG and 8000 other vulnerable children;

Community security enhancement interventions in priority areas of the East;

Mine action, including de-mining, operations in affected areas of the East.

This project is also envisaged to contribute to the DDR in the CPA areas by serving as an early pilot for the full application of DDR approaches, systems, and procedures and their links to community security interventions.

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UNDAF Outcome	
UNDAF Outcome Indicator(s)	
<p>Expected Outcome(s)/Indicator (s):</p> <p><i>(GP/RP/CP outcomes linked to the MYFF goal and service line)</i></p> <p><b>Indicators:</b></p>	<p><b>Bridging Programme Outcome 5:</b></p> <p>Disarmament, demobilization and reintegration of ex-combatants in accordance with the provisions of the Comprehensive Peace Agreement (CPA) and East Sudan Peace Agreement (ESPA)</p> <ol style="list-style-type: none"> <li>1. No. of ex-combatants disarmed, demobilized and reintegrated</li> <li>2. No. Children provided with child specific reintegration support; no. of other vulnerable children benefiting through inclusive approaches to reintegration</li> <li>3. No. of Community Security support subprojects identified and implemented</li> <li>4. No. of Mine Action interventions identified and implemented in affected areas</li> <li>5. No. of HIV/AIDS awareness raising sessions conducted among the ex-combatants and receiving communities</li> </ol>
Expected Output(s)/Annual Targets	<ul style="list-style-type: none"> <li>• Capacities for DDR, community security and mine action in Eastern Sudan established and enhanced</li> <li>• 1,200 ex-combatants from SAF-aligned OAGs demobilized and reinserted.</li> <li>• 2,900 ex-combatants provided with reintegration support</li> <li>• 300 ex-CAAFG supported to reintegrate, along with 8000 other vulnerable children</li> <li>• Community security enhancement interventions implemented in priority areas of Eastern Sudan</li> <li>• Mine action interventions undertaken in affected areas of Eastern Sudan</li> </ul>
<i>GP/RP/CP outputs linked to the above CP outcome)</i>	
Executing Entity	UNDP
Implementing Agencies	UNDP, NSDDRC, UNICEF, State Planning Departments, UNMAS/UNMAO, Implementing Partners_____



Programme Period	1 July 2008 to 30 June 2009	<i>Handwritten signature</i>
Programme Component	Crisis prevention and Recovery	
Project Title	Support to Human Security in Eastern Sudan	
Project ID	00060304	
Project Duration	12 months	
Management Arrangement	UNDP Direct Execution	

<b>Total Budget</b>	<b>USD 10,189,400</b>
	(of which 7 % GMS Excluding Gov. Contribution) <b>USD 602,280</b>
<b>Allocated resources:</b>	<b>USD</b>
• Government	USD
• Regular (UNDP core budget)	USD
• Other:	USD
o	USD
o	USD
o	USD
In kind contributions	USD
Unfunded budget	USD

Agreed by (Government): *Handwritten signature* *underscarter of MIC*  
**El Tigani Saleh Fidail**  
 Minister of International Cooperation

Agreed by (NSDDRC): *Handwritten signature*  
**Sulafeldeen Saleh Mohamed**  
 North Sudan DDR Commissioner

Agreed by (UNDP): *Handwritten signature* *cd.ai*  
**Jerzy Skuratowicz**  
 UNDP Country Director *26.6.08*



## I. SITUATION ANALYSIS:

### A. Background:

1. The low-intensity conflict in Eastern Sudan began in 1997 over recurring issues of political, social and economic marginalization. The conflict in the East resulted in insecurity, increased poverty and the laying of landmines. The Eastern States were also impacted by the fighting between the then Government of Sudan (GOS) and the Sudan People's Liberation Army (SPLA), operating from across the Eritrean border.
2. Soon after the signing of the Comprehensive Peace Agreement (CPA), SPLA forces disengaged from the area and Eritrean policy towards the conflict shifted towards political peaceful resolution. In 2006, a coalition of the Beja Congress and the Rashaida "Free Lions", collectively known as the Eastern Front, entered into peace talks with the Government of National Unity (GONU). The Government of Eritrea served as mediator. The parties reached a Declaration of Principles in June 2006 as a first step in the peace process, basing itself on many of the principles and content of the Comprehensive Peace Agreement (CPA). Particularly relevant were avenues set out by the CPA on wealth sharing arrangements, increased social services for marginalized areas, and other provisions redefining relations between the centre and regions
3. Following four-months of peace talks, the GONU and the Eastern Front signed a peace agreement on 14 October 2006. The agreement covers economic, political and security issues, including power sharing at federal and regional level and wealth sharing in the three states of Kassala, Red Sea and Al Gedarif.
4. Mines heavily affect Eastern Sudan around the borders with Eritrean and the triangle Northeast of Kassala town that needs to be addressed to create a secure environment for the implementation of priority components of the ESPA such as recovery and IDP return. The demining will also enhance the reintegration of ex-combatants into the productive sectors. The Kassala State Government gave priority to the demining activities in their Five Years Strategic Plan and has repeatedly requested the UN and donor community to assist the local and national governments to address the landmine/UXO problem in the state to enhance recovery and return in the area. The UNMAS/UNMAO have established offices in Eastern Sudan and completed demining of Kassala – Hemoshkoreib road. This project will coordinate with UNMAS/UNMAO in implementation and capacity building of all mine action related activities.
5. In 2007, UNDP and the NSDDRC initiated the Support to Human Security in Eastern Sudan project to register and demobilize 1,700 members of the Eastern Front, provided them with reinsertion support, UNDP in coordination with partners had trained 25 DDR states' managers on monitoring and evaluating HIV/AIDS interventions and has also supported the development of HIV/AIDS awareness material that are simple and in a user friendly language to the ex-combatants. The project also built the NSDDRC's capacity to implement DDR projects in the region. During Phase I, the IUNDDRU provided technical and material support to the NSDDRC offices in the Eastern Sudan, including by providing staff to support their operations and planning. The activities under the first phase were completed on 31 December 2007.



## B. Policy Framework:

6. The policy framework for this project intervention includes international guidance and standards on substance areas, national and regional agreements and state and locality level planning frameworks in particular around recovery and development. The following provides a summary of the key points of reference:

### *International DDR Standards (IDDRS)*

7. The *International Disarmament, Demobilization and Reintegration Standards (IDDRS)* are a comprehensive set of policies, guidelines and procedures covering twenty four areas of DDR. The IDDRS consolidate policy guidance on DDR, providing a United Nations integrated approach on the planning, management and implementation of DDR processes. The present DDR project will fully adhere to the IDDRS standards.

### *The Comprehensive Peace Agreement (CPA)*

8. The IGAD-sponsored peace talks between the GOS and the SPLM/A concluded with the signing of a CPA in January 2005. The demobilization, disarmament, reconciliation and reintegration section provides for the establishment, composition and responsibilities of the DDR institutions (NSDDRC and SSDDRC) mandated to design implement and manage the DDR process. The Interim DDR Programme (IDDRP) was developed and approved by GONU, GOSS and UN and has served as the main policy and implementation framework for DDR in Sudan, focusing during the interim phase on Special Needs Groups (WAAFG, CAAFG and Disabled ex-combatants), community security and capacity building for the commissions. The National DDR Strategic Plan signed in December 2007 builds on the IDDRP and is consistent with its principles, including the following:

- Broad based national ownership should be assured;
- Building national capacity should be prioritized;
- A community-focused approach should be applied;
- DDR should be gender-sensitive and inclusive;
- Equity and human security should be balanced;
- Appropriate focused support should be provided to special groups;
- DDR should respond to disparate and changing conditions;
- Conflict sensitivity should be maintained throughout, and;
- Expectations should be managed carefully.

9. While the ESPA is not formally linked to the CPA, approaches to DDR will be *coherent* with the approaches and principles of the IDDRP and National DDR Strategic Plan. Tools, procedures and systems will be used in common as much as possible so that they are broadly comparable and able to link together. Reinsertion packages are comparable between East and CPA areas. Reintegration benefits may vary slightly as the Multi-Year DDR Programme (MYDDRP) document has not been signed by GONU to date. However, the approach will be consistent and the MYDDRP will glean valuable lessons learned from the East process.

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## *Eastern Sudan Peace Agreement (ESPA)*

10. The Eastern Sudan Peace Agreement, along with its component regarding the ceasefire and final security procedures, is the principal framework for addressing peace, security and development in Eastern Sudan. These agreements spell out in detail the actions to be taken by the parties and the timeframes involved.

11. Confidence building, security reforms and demobilization and reintegration of ex-combatants<sup>1</sup> importantly run alongside actions to address imbalances in representation, increased levels of development investments in the region. Once trust is strengthened in the early phases of the implementation of the peace agreement, a range of security enhancement activities need to be swiftly implemented while the various structures, funding and other efforts are finalized and prepared.

12. Key documents for reference include:

- Declaration of Principles (June 2006)
- Eastern Sudan Peace Agreement (October 2006)
- Final Security Procedures (October 2006)
- UNDP Sudan Bridging Programme (2007-2008)

## *Regional/State Development Frameworks*

13. The three Eastern states (Red Sea, Kassala, and Gedarif) have prepared long-term development plans divided into 5-year cycles with a number of shorter-term recovery strategies currently under preparation. However, many of these plans were formulated prior to the signing of the peace agreement and do not include peace building elements, or a focus on security and recovery priorities.

14. Additional activities such as the UNDP/EC Recovery and Rehabilitation Programme (Red Sea State) and the UNDP/DANIDA capacity building project to support state-level planning are also operating in the region.

15. These plans and programmes should be revisited in light of recent progress of the peace agreement, and major new initiatives included in this agreement, such as the Eastern Sudan Recovery Fund, put in place to consolidate the process. DDR must nevertheless fit within these evolving plans and where possible seek to both benefit from and contribute to their implementation. Collectively, all these initiatives represent a considerable asset in addressing the root causes of the conflict in the East, and if properly coordinated can reinforce the sustainability of the overall support to East Sudan. Phase II will seek to closely link with ongoing initiatives and planning.

16. Planning for DDR implementation in Eastern Sudan is guided by the commitments made by the parties in the ESPA, common standards and the specific conditions in eastern Sudan. UNDP and its partners have already completed the demobilization of 1,700 forces from the Eastern Front. Now, Phase II that includes demobilization for the

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<sup>1</sup> Article 27, paragraph 117 of the ESPA calls for “the disarmament and demobilization of those combatants who are not willing and / or those who do not meet the integration criteria.”

remaining caseload and reintegration for the entire group will follow, guided by IDDRS/IDDRP standards and the National DDR Strategic Plan. Reintegration will be based on existing opportunities already mapped out by an NSDDRC contracted implementing partner that did a comprehensive economic survey of the three Eastern Sudan States. Reintegration opportunities identified in the study included, *inter alia*, agriculture, animal husbandry, micro-enterprise, vocational training, private industry and public sector employment.

#### *Lessons- learned from Phase I*

17. Several lessons learned from Phase I will inform the implementation of this project:
- Public information and sensitization about the package and process must be communicated to the participants consistently and in advance.
  - Community leaders must be utilized to disseminate information to both the participants and the community at large.
  - Expectations, especially those related to the timeframe of activities, must be carefully managed.
  - Community security interventions must closely examine the differing security priorities of men and women. Women must be consulted in the identification and design of interventions.
  - DDR participants must receive information about HIV and Gender-Based Violence (GBV) prevention during demobilization to minimize their potential to become vectors of HIV or perpetrators of GBV upon their return to the community.
  - Due to the fragile environment in Eastern Sudan, reintegration opportunities must carefully consider the impact on the environment, land usage, grazing and water issues to avoid instigating future conflict.
  - Close coordination should be established with UNMAO/UNMAS in the demining activities to facilitate return, reintegration and recovery.

## **II. STRATEGY**

18. This project aims to help consolidate peace and security in Eastern Sudan over a 12-month period while larger structural issues are being addressed. UNDP, national and state government and local counterparts have identified three critical areas of support to help move forward the ESPA. They include:

- DDR;
- Community Security; and,
- Mine Action.

The project strategy requires that these three inter-linked interventions be implemented in parallel to one another for maximum immediate impact on the peace and development situation in Eastern Sudan. An emphasis, however, will be put on DDR given the need to address armed elements effectively and thereby reduce the possibility of a return to conflict or an increase in criminality in the region that could offset development gains.

19. With demobilization of Eastern Front forces completed and the demobilization of SAF-aligned OAGs imminent, the NSDDRC has requested rapid UNDP support for the





completion of DDR as outlined in the ESPA.<sup>2</sup> UNDP, working together with the NSDDRC, SAF, EF and UN DDR Unit, has agreed to support the exercise. The ESPA falls outside of the UN Mission to Sudan (UNMIS) mandate, but will need to be coordinated closely with it, while specific capacities and projects are put in place to deal with this caseload. This project will also be closely coordinated with existing UNDP focus areas, including Rule of Law, Governance, Mine Action, Gender and HIV. UNDP's Rule of Law project activities in Eastern Sudan will be of particular relevance due to the potential nexus between Rule of Law and community security interventions. See Annex 4 for preliminary information about the target group's profile and reintegration interests.

20. This project also adopts an integrated approach to addressing community insecurity in the East. This approach will aim to address the root causes of insecurity by strengthening institutional links between grassroots and formal state structures thereby enhancing security at the community level, while avoiding the creation of new vulnerabilities during the process of transformation.

21. In Eastern Sudan, issues such as addressing the needs of IDPs, voluntary weapons collection and control, and dealing with combatants who have unilaterally demobilized earlier, are expected to be crucial elements of an integrated community security strategy, which addresses the overall needs of the region. A Community Security mapping process, Threat Mapping and Risk Analysis (TRMA), has been initiated in the region and will be utilized by state and locality authorities to enhance their planning and implementation.

22. The project will establish strong linkages with the TRMA, funded by UNDP/BCPR and DfID for a period of three years. The initial socio-economic and security threat mapping and analysis is completed for Kassala and is ongoing for Red Sea State and Gedaref. The state government in Kassala commended the TRMA to be used for fine tuning and improving their strategic planning process, targeting and coordination of recovery efforts. The TRMA socio-economic and security threat maps will inform the planning and targeting process of the Phase II project.

23. A *Community Security component* will be established to support participatory planning at the community level, through using existing local peace and security committees or other structures where possible and through creating committees where necessary. The committees will carry out the identification of the main community priorities in terms of security and will propose the most appropriate responses. Separate committee meetings will be held for women as often as possible. The project proposes to focus on the Red Sea and Kassala States first given that they have been most affected by the conflict in the East and most of the EF forces are from these two states. Thereafter, work will be undertaken with the 4 most effected localities including Tokar, Agig, rural Kassala area and Hamashkoraib. Gedaref state will not be targeted due to the very small number of reintegrating ex-combatants in that state and the relatively lower risks of insecurity as compared to Kassala and Red Sea states.

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<sup>2</sup> ESPA (Final Security Procedures section) calls for the following to be undertaken as part of the peace process: (i) Integration of Eastern Front soldiers with regular forces; (ii) Social and economic reintegration for other former soldiers, and; (iii) Addressing representation in federal institutions, development/investment and other support for the East. These activities are inter-linked and will need to be carried out in a mutually reinforcing manner, which builds confidence amongst the parties.



24. A number of interventions have been identified in UNDP/NSDDRC pre-assessment missions. It will be critical for these issues to be handled in a balanced manner in parallel to any DDR process. These priority areas include the addressing the needs of IDPs and host communities, water and grazing disputes, voluntary weapons control and collection through incentives based mechanisms and addressing the needs of combatants that returned to the region prior to the ESPA.

25. Mine action efforts complement the community security, DDR activities and peace process. As part of the national mine action management and operations capacity building process, UNDP assisted in the establishment of the sub-office of the National Mine Action Centre (NMAC) in Kassala. With technical and advisory assistance from UNDP and funds from the Government of National Unity and the US Department of State, 110 national deminers trained and equipped in late 2006 with funds from the UK, and field deployed for mine/Explosive Remnants of War (ERW) in high priority areas. After the clearance of Babanusa-Wau railway line, these national demining teams verified and cleared over 234 km of high priority roads in Kassala state in support of the implementation of the Eastern Sudan Peace Agreement. During the clearance operations, 144 anti-tank mines, 34 anti-personnel mines and approximately 25,000 pieces of und-exploded ordnance and munitions items were found and safely disposed off.

Mine action will utilize, train and equip a small number of qualified former Eastern Front forces<sup>3</sup> to increase the capacity of mine risk education, verification/demining operations in the East. Preliminary analysis reveals a great need for deminers, considering mine action will be completely turned over to the national authorities by 2011. It will further seek to identify mine/UXO clearance operational funds for increased operations in priority areas linked to community security concerns such as the return of IDPs, reintegration and livelihood prospects in the region.

26. This *Support to Human Security Project (Phase II)* is posited within an overarching strategy designed to prepare conditions in the region for longer-term recovery and development.

27. Almost 300 children associated with armed forces/groups have been demobilized from Eastern Front factions (Beja Congress and Rashaida Free Lions). During verification, these children were verified as less than 18 years of age, and having been associated with the Eastern Front factions. All of these children have now been reunified with families in Kassala, Western Kassala, Rural Kassala, Talkok and Elgash Localities. Based on lessons learned, the approach to reintegration for these children shall seek to firstly establish a social work system, which will follow-up on a regular basis with the children. Social work staff will refer and ensure CAAFG participation in reintegration activities, mediate with family and community, as well as monitor re-recruitment. Secondly, reintegration programmes will seek to provide children with psychosocial support, and facilitate access to education and livelihoods/vocational training opportunities. This second group of activities will be implemented using inclusive approaches to reintegration – initiatives will seek to enhance these services in the villages of return of demobilized CAAFG. As a result

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<sup>3</sup> The project plans for 25 XCs to be trained as deminers, pending the availability of qualified candidates. Those selected as deminers will not receive other reintegration support, but support has been budget as the exact number of qualified candidates is not known.



of investment in these services, it is also expected that 8000 vulnerable children from these villages will also benefit – including street children, orphans and separated children, children from low income households, victims of abuse and exploitation, etc. Coordination with the state Ministries of Social Affairs will seek to identify and ensure participation of other vulnerable categories of children. Such an inclusive approach to reintegration ensures that CAAFG are not further stigmatized, and that community divisions and tensions are not increased.

Strategies will also seek to create greater awareness with children and communities of return to prevent re-recruitment. Where possible, linkages will be sought with community security initiatives. For example, reports suggested that a number of children had taken up arms in defence of the villages in East Sudan – otherwise known as ‘Pasbar children’. UNICEF and NSDDRC are separately planning a study of this phenomenon. Recommendations from the study will inform reintegration interventions.

28. The following is a breakdown of the UNDP support strategy for ESPA DDR:

A. Phase I:

- Preparations (May-June '07): Provide rapid technical assistance for planning, awareness raising and design including MIS systems and economic reintegration opportunities mapping (See Annex 2 for Summary of Mapping Results).
- Short-Term (July-December '07): Rapid interventions on short-term support to DDR based on the IDDRS, ESPA provisions, and an assessment of the operational environment. Support provided to encampment phase, reinsertion, supplemental interim care provided by the authorities, and prepare for next steps, including the socio-economic reintegration of ex-combatants. Demobilization and reinsertion of 1700 EF members, who received reinsertion support as well as briefing and counseling on HIV awareness and prevention.

B. Phase II (June 2008 – May 2009):

- Comprehensive DDR activities including the reinsertion and reintegration of ex-combatants; demobilization and reinsertion for 1200 SAF-aligned OAGs and reintegration for 2900 ex-combatants.
- Support to reintegration for 300 ex-CAAFG and 8000 other vulnerable children.
- Community security and mine action activities necessary to sustain the ESPA provisions on DDR.

29. In each phase UNDP will build on the capacities of partners and agencies in the region in order to move the exercise forward at greatest speed, gain local insights on the situation and a significant “depth of programming” experience, and ensure widespread participation and transparency around the exercise.



## *Project Interventions*

30. Building on the preparations already undertaken by UNDP and government, UNDP's programme strategy aims to carry through to a successful conclusion the DDR process in the East, while establishing community security and mine action interventions to support wider peace-building and recovery.

31. Activities in this phase will include:

- Establishment and expansion of systems and capacities for programming the reintegration of ex-combatants in Eastern Sudan, such as the MIS system, Monitoring and Evaluation procedures, public information strategies, etc;
- Registration and demobilization of 1,200 SAF-aligned OAGs, including provision of HIV and GBV prevention sessions to all participants by NSDDRC-trained counselors;
- Provision of standardized reinsertion packages in two tranches at DD sites and in communities of return;
- Socio-economic reintegration of 2,900 ex-combatants. Profiling of XCs at DD will yield detailed information about reintegration interests and aptitudes that will help define criteria for request for proposals for IPs to bid against. IPs that can provide the broadest menu of options at the lowest cost will be selected. The NSDDRC will be responsible for the medium and longer term monitoring of the target group, with technical support from the IUNDDR<sup>4</sup>;
- Medical support for 200 disabled ex-combatants to facilitate their reintegration.
- Support to reintegration activities<sup>5</sup> for 300 ex-CAAFG and 8000 other vulnerable children;
- Establishment of community security subprojects to address important vulnerabilities and conflict risks arising from the implementation of the peace process, including projects that specifically address risks faced by women;
- Stakeholders workshops and awareness raising campaigns
- Training and equipping of ex-combatant de-mining teams and clearance of land mine affected areas.

32. UNDP plans to carry out significant awareness raising activities with the NSDDRC in the target regions supplementing earlier efforts, including continuing engagement with local stakeholders; civil society, community based organizations and traditional leadership, all deemed to be critical to creating conditions for reintegration of ex-combatants. This will be carried out through stakeholder workshops, awareness raising campaigns, and by field visits to key communities by the NSDDRC.

33. Registration of the remaining caseload will be completed and demobilization and reinsertion will be done in July and August. Reintegration for the already demobilized 1700 will commence in July and be completed in January, while the 1200 will start reintegration in December and be completed in April. The final month of the project will be dedicated to audit and evaluation.

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<sup>4</sup> The IUNDDR will be posting reintegration officers to East Sudan under the MYDDRP who will be tasked to assist the NSDDRC state offices to follow up on ESPA target groups.

<sup>5</sup> UNICEF will draw from complementary ongoing projects to support the reintegration of CAAF.



34. The exercise will draw from existing DDR planning and approaches developed around the IDDRP wherever applicable. It will, however, seek to take a pragmatic approach to implementation, given the timeframes involved, though always ensuring that UNDP standards are maintained.

35. Where possible this may require streamlining of approaches and procedures now under development by the NSDDRC at the field level, the results of which should feed back into wider planning and discussions on implementation of the DDR in CPA areas.

36. The Community Security support to address key security risks at community level follows a national drive to identify and address local level risks. It may cover small arms proliferation, armed youth (Baspar) IDP's, or socio-economic / infrastructure threats, based on the results of TRMA now being carried out. Women's groups and leaders will be consulted and consultations will take place with women to identify gender-specific threats to women such as those surrounding water points. The Community Security component, budget and workplan are described in detail in **Annex 3**.

37. Mine action activities will be undertaken within the overall mine action policy and strategy agreed with government

#### *Resource Mobilization*

38. Resource mobilization strategies are needed and must reflect timeframes and requirements. Phase I was funded by the UNDP-CO and UNDP-BCPR. UNDP will mobilize resources through voluntary contributions for Phase II. Several key donors have already been consulted at planning stages and have made initial pledges of resources to support this project. Once the project has been endorsed and approved at government and UNDP forums, the document will be circulated to interested donors.

39. NSDDRC also continues to channel support to meet shortfalls in capacity in its State Officers in Eastern Sudan, including procuring equipment and filling critical posts. NSDDRC also diverted capacity from its core staff in headquarters to undertake urgent preparatory activities such as awareness raising, programme design, consultations with partners, and office set up.

### **III. OUTCOME, OUTPUTS AND INDICATIVE ACTIVITIES**

40. The intended outcome of the project is to contribute to the return of peace and security to Eastern Sudan following the signature of the ESPA. The immediate objectives of this project are to demobilize 1,200 SAF-aligned OAGs and reintegrate up to 2,900 ex-combatants (1,200 SAF aligned OAGs and 1,700 EF) and 300 ex-CAAFG and 8000 other vulnerable children; to decrease vulnerabilities of affected communities; and to reduce the humanitarian and development impacts of land mines.

41. The project will focus on the following deliverables:

- Regional/local capacities to implement DDR, community security and mine action built;
- Reinsertion packages provided to up to 1,200 ex-combatants;



- HIV and GBV prevention briefings and referral information provided to 1,200 ex-combatants.
- 2,900 ex-combatants, 300 ex-CAAFG and 8000 other vulnerable children provided with reintegration support.
- 200 disabled ex-combatants provided with specialized medical support.
- Delivery of community security subprojects in 4 affected localities, including interventions that specifically address threats faced by women.
- Delivery of project level COMSEC interventions at community level in 4 affected localities.
- Capacity building of additional mine/UXO clearance teams including equipment and training for former Eastern Front combatants.
- Mine clearance operations in 3 areas to be determined by the national Mine Action authority for a period of one year.
- Community sensitization and awareness messages delivered in priority areas.

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#### IV. PROJECT RESULTS AND RESOURCES FRAMEWORK

<p><b>Intended Outcome as stated in the Country/Regional/Global Programme Results and Resource Framework:</b>                  Outcome 5: Warring parties disarmed, demobilized and reintegration in accordance with the provisions of the CPA and ESPA</p>		
<p>1. 2,900 ex-combatants disarmed, demobilized and reintegrated.                  2. 300 ex-CAAFG provided with child specific reintegration, along with 8000 other vulnerable children.</p>		
<p><b>Applicable MYFF Service Line: 4.3 small arms reduction, disarmament and demobilization</b></p>		
<p><b>Partnership Strategy:</b></p> <ul style="list-style-type: none"> <li>• The project will build capacity of NSDDRC and associated UN DDR Unit activities</li> <li>• The project will operate in close partnership with parties to the ESPA, state and local institutions and civil society, including communities of return</li> <li>• The project will strengthen linkages between threat and risk mapping and analysis, human security and recovery activities and strengthen donor preparations for overall recovery in the Eastern region.</li> <li>• The project will develop partnership with UN Agencies particularly UNICEF on CAAFG and UNDP/IOM on TRMA.</li> <li>• The project will develop formal partnerships between NSDDRC and the UNMAC/UNMAO.</li> <li>• The project will develop partnerships with Implementing Partners on community security and reintegration interventions.</li> </ul>		
<p><b>Project title and ID (Atlas Award ID): Project ID: 00060304</b></p>		
<b>Expected CP Outputs</b>	<b>Indicative Activities</b>	<b>Targets for achievement</b>
Output 1: Capacities for DDR, community security and mine Action in Eastern Sudan established and enhanced	Train and counter partner with NSDDRC offices	NSDDRC staff become in charge of counseling NSDDRC staff assist with RFP process NSDDRC leads monitoring and administration of client satisfaction surveys. External evaluation shows increase in capacity
	Establish regional and state level coordination mechanisms	• Technical expertise
	Raise awareness through workshops and campaigns of communities and tribal leaders	• Logistical support / rental, etc. • IT equipment and training • Technical expertise • Technical expertise • Meetings with elders

			<ul style="list-style-type: none"> <li>Public information materials</li> </ul>
<p><b>Output 2: 1,200 SAF-aligned OAGs demobilized and reinserted and 2,900 ex-combatants reintegrated; 300 CAAFG and 8000 other vulnerable children supported with child specific reintegration</b></p>	<p>Register, demobilize and reinsert 1,200 SAF-aligned OAGs, including pre-discharge orientation and HIV and GBV awareness.</p>	<p>1,200 XCs receive reinsertion package, counseling, HIV and GBV awareness 1,200 XCs registered and provided with ID cards</p>	<ul style="list-style-type: none"> <li>Technical support</li> <li>Logistical support</li> <li>MIS system</li> <li>Finance system for cash disbursement</li> <li>Staff and HIV counselors for DD sites</li> </ul>
	<p>Provide reintegration support to 2,900 ex-combatants, including specialized support for special needs groups. Reintegration projects will include <i>inter alia</i> agriculture, animal husbandry, micro-enterprise and vocational training.</p>	<p>NSDDRC and implementing partners 2,900 XCs receive reintegration training and inputs. 200 disabled receive medical support. Client satisfaction surveys show stable household incomes.</p>	<ul style="list-style-type: none"> <li>Sub-contracting through competitive bidding to implementing partners.</li> <li>Medical support for disabled ex-combatants.</li> </ul>
	<p>Manage monitor and evaluate the reintegration process</p>	<p>Client satisfaction surveys effectively administered. M&amp;E activities implemented effectively.</p>	<ul style="list-style-type: none"> <li>MIS System</li> <li>Logistical and equipment support to offices</li> <li>Technical support to commission on M and E.</li> </ul>
	<p>Provide reintegration support for 300 CAAFG; and support 8000 other vulnerable children through inclusive approaches to reintegration.</p>	<p>Reintegration support provided to 300 ex CAAFG that benefit 8000 other vulnerable children. Social workers deployed to follow up on ex-CAAFG. Monitoring of CAAFG shows sustainable interventions and little re-recruitment.</p>	<ul style="list-style-type: none"> <li>Technical support</li> <li>Financial and material support for implementing partners for social work, psychosocial support, education, and vocational/ livelihoods skills training support.</li> </ul>



<p><b>Output 3:</b> Community risks addressed through priorities agreed with all stakeholders.</p>	<p>Establishment/revitalization of Community Dispute Resolution Committees. Selection and implementation of subprojects based on TRMA and CDRC. Voluntary civilian disarmament exercises.</p>	<p>TRMA process shows a decrease in threats in priority areas for sub projects</p>	<ul style="list-style-type: none"> <li>• Workshops and meetings with community leaders</li> <li>• Community security project funding</li> </ul>
<p><b>Output 4: Mine action capacities created and areas cleared</b></p>	<p>Train and equip of 50 MRE trainers, EOD Operators/deminers from ex-combatants.</p>	<p>50 individuals trained</p>	<ul style="list-style-type: none"> <li>• Training</li> <li>• Equipment</li> <li>• Technical expertise in MA</li> </ul>
	<p>Carry out de-mining operations in affected areas of Red Sea and Kassala State</p>	<p>Number and locations of mine action activities implemented.</p>	<ul style="list-style-type: none"> <li>• Equipment</li> <li>• Transport</li> <li>• Quality Assurance</li> </ul>



## V. MANAGEMENT ARRANGEMENTS

### A. Management and technical support

41. This Project will be implemented by UNDP Sudan through the DEX modality, working in conjunction with the national institutions responsible for DDR. Overall responsibility for the project shall rest with the UNDP Country Director, and direct oversight of the UNDP DDR Programme Manager, with specific responsibilities delegated to partners by agreement and contracts. The project assurance function will rest with the designated UNDP Programme officer.

42. A UNDP Project Coordinator, a Community Security Officer and five National Professional Officers will be recruited to provide lead support for the exercise, and to coordinate the various inputs and activities, together with counterparts. NPOs will be fielded to Red Sea and Gedaref (if deemed necessary). Additional contractors to support DD operations will be hired on short-term contracts. The Project Coordinator will finalize the draft workplan (see Annex 1) within 30 days of arriving in Kassala.

43. Because the current project is designed to support and be closely coordinated with the activities of State planning departments, the NSDDRC, and UNMAC/UNMAO, the planning and implementation of the activities will be undertaken in close collaboration with the national counterparts.

### B. Implementing partners

44. National counterpart institutions (NSDDRC, State Planning Departments and UNMAC/UNMAO) will form the core structures and capacities required to implement this project. In this regard, a needs assessment of NSDDRC capacity in the region has been carried out, and gaps were identified which have fed into the identification of specific areas of support as outlined in the results/resources framework in this project document. The IUNDDR is supporting the NSDDRC with experts in the areas of planning / operations, MIS, public information, monitoring and evaluation, and finance. The east NSDDRC offices will benefit from the capacity building provided by these experts.

45. Other partners in these activities will also include specialized UN agencies such as UNICEF on ex-CAAFG, international and local NGO's and the private sector. The capacity of UN partners working in the East, such as FAO, WHO, IOM, and WFP will be utilized to the extent possible, although UN capacity in the East is already extremely stretched. As indicated above in the strategy section, their involvement is deemed critical for developing quickly the expertise, capacity and systems needed to address the target group in this remote area, in the timeframes required by the ESPA.

46. Partners have already been identified to work with NSDDRC and UNDP on the MIS systems and local NGOs are undertaking the economic mapping exercise together with the NSDDRC. NGOs will be identified to support community projects, reintegration of ex-combatants, and may be involved in other segments of the project.



### **C. Coordination Mechanisms**

47. A project board chaired by the DCD(P), with the project manager, project assurance officer (PO) and NSDDRC will convene to approve and monitor project results. A donors will be invited to nominate one representative to participate in the project board. A regional committee will also be established by NSDDRC with key partners and shall meet bi-monthly in the region. Its remit will be to strategically oversee the DDR provisions of the ESPA, provide policy guidance, monitor progress and provide a forum to coordinate the various components in each of the states. At state level (3 locations), a coordination committee will also be established by each state NSDDRC office if it does not already exist, charged with local coordination and oversight of the implementation of activities in each location.

### **VI. MONITORING PLAN, EVALUATION AND REPORTING**

48. Day to day monitoring of the project will be the responsibility of the DDR Programme Manager in close coordination with NSDDRC counterparts.

49. The DDR Programme Manager and NSDDRC Commissioner will be responsible for ensuring that all high level stakeholders are kept apprised of progress. At field level, the respective directors of the NSDDRC regional offices and the Project Coordinator will undertake monitoring. The NSDDRC will be responsible for the longer term monitoring of the target group. Client satisfaction surveys will be administered by the NSDDRC six months after reintegration activities are complete. The IUNDDRU Reintegration staff fielded under the MYDDRP will continue to provide technical support to the NSDDRC in monitoring the welfare of the ESPA target group. MYDDRP staff will also be requested to report on the impact of CSAC and reintegration interventions twelve months after the project ends.

50. The project will be subject to a mid-term review mission and end of project evaluation to take stock of overall progress/outputs, identify lessons learned and make recommendations to DDR countrywide. These will be guided by project issues and risk logs.

51. Reports will form the basis for assessing and steering performance of the project. The project manager will submit to the Project Board quarterly progress reports (QPRs) and a Final report – both the Quarterly and Annual Reports will include financial and narrative parts. Reports will be produced as per UNDP's Results-based management (RBM) project-cycle directives, within 1 month of the reporting trimester/year. All reports will be circulated among partners and stakeholders as appropriate.

### **VII. RISKS AND MITIGATION STRATEGIES**

52. This project is contingent on continued political commitment by the parties to the ESPA to resolve conflict in East Sudan and protect civilians from state/rebel violence. The success of the project depends on the sustained political will of the parties to the full implementation of all provisions. This will be necessary if the ESPA is to address the underlying causes of the conflict as well as its more apparent symptoms.



53. The macro-level recovery efforts and political dynamics between the Eastern States and the central government will have a bearing on this project. For example, funds have not been transferred on time or in the correct amounts into the Eastern Sudan Reconstruction and Development Fund. This delay could impede the DDR participants' reintegration, as the local economy has not received the much needed injection of resources and capacity. Implementing partners, with NSDDRC and UNDP support, must carefully map opportunities and changing market conditions to increase the success rate of reintegration projects.

54. The project depends on continued security in the three states. A return to conflict in any of the areas will severely limit the prospects of effective DDR and community security interventions. The project will also require the acceptance and cooperation of the communities of reintegration. Another challenge will potentially be posed by the presence of CPA DDR Candidates in the Eastern States. SAF and PDF awaiting DDR under the CPA could become disruptive if they feel they are being shortchanged. The risk that they may enter the programme erroneously has already been mitigated by close coordination with SAF that officially claimed only the 1200 aligned OAGs as part of the ESPA DDR. Public information strategies must be designed very carefully to avoid raising tensions amongst the CPA target group before their DDR starts. Broader public information activities aimed at the receiving communities and beyond will be implemented under the Multi-Year DDR Programme (MYDDRP).

55. The project will also directly depend on the support of state, local government and communities themselves to assist in the return of ex-combatants and their families to difficult economic circumstances. This situation requires the full allocation of resources and provisions for the East in order to ease the difficult economic conditions. The IUNDDRU will solicit the support of bilateral partners to encourage the smooth transfer of funds from both international and national sources.

56. Capacities are already extremely stretched in Eastern Sudan, in terms of governmental capacity, capacities of international organizations, availability of services, presence of implementing partners, etc. Implementing partners that can offer the best services for the lowest costs will be selected during a competitive bidding process. Close partnering between the UNDP DDR staff and commission counterparts will help identify capacity gaps as quickly as possible and design effective strategies to avoid them. To augment the UNDP capacity at state-level, two international staff and five national staff will be recruited to oversee implementation. Upon their deployment, they will be required to develop a workplan with benchmarks within one month to expedite planning and implementation. As the project period ends, MYDDRP staff will be deploying who will continue to provide technical support to the NSDDRC, especially in the area of monitoring and evaluation for this target group. Staff under this project will be required to undertake a lessons learned study on the reintegration process with the NSDDRC that will inform MYDDRP planning. There is a risk that the project will not fully avail itself of the existing resources in the East and not fully collaborate with other initiatives. Project staff will closely coordinate with UN and NGO partners to ensure the maximum collaboration and complementarity between various recovery efforts.

57. Sustainability of reintegration projects will be a challenge due to the economic and environmental conditions and lack of infrastructure in Eastern Sudan. Although it is expected that a majority of participants will enter agriculture or animal husbandry, water and grazing

shortages could make even those precarious choices. During the life of the project, UNDP and NSDDRC staff will conduct client-satisfaction surveys six months after reintegration training concludes. If participants livelihoods are found to be insufficient, efforts will be made to link them into governmental or NGO activities to augment their income. After the project ends, client satisfaction surveys will be carried out by the NSDDRC with support from MYDDRP staff, who will have a caseload of participants under the CPA. In the longer term, the NSDDRC will negotiate ongoing support to the participants through the line ministries, such as the Ministry of Agriculture, the Ministry of Social Welfare, Ministry of Labour, etc. The NSDDRC will bear responsibility for follow up until the end of its tenure, at which point the caseload will be transferred to the appropriate governmental body as decided at the national level for the rest of the DDR caseload. Efforts will be made to link priority receiving communities to support projects to mitigate the potential for resentment against the DDR caseload.

58. Failure to implement the full ESPA, or meet IDDRS and related human rights standards and obligations, should immediately be brought to the attention of counterparts through the project board and/or at regional/state levels and precipitate a halt in project activities and/or an immediate re-evaluation of the project design and implementation.

#### VIII. LEGAL CONTEXT

56. This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of Sudan and UNDP, signed by the parties on 24 October 1978 and ratified by the Government of Sudan on 2 January 1980.



**IX. BUDGET**

Description	No. of Persons	Monthly Rate	No. of Months	Total
<b>ACTIVITY 1 Project Management</b>				
International Staff	1	12,000	12	144,000
International Staff (Community Security)	1	12,000	12	144,000
National Staff (Community Security)	2	1,500	12	36,000
National Staff (Reintegration)	3	2,000	12	24,000
National Staff (Monitoring & Evaluation)	3	1,500	12	18,000
Logistic Support, rental, travel and audit/evaluation		20,000	12	564,000
MIS, Mobiles, Begans				150,000
<b>ACTIVITY 1 Total</b>				<b>1,080,000</b>
<b>ACTIVITY 2 Demobilisation</b>				
Contractual Services Companies				350,000
HIV Briefing				50,000
<b>ACTIVITY 2 Total</b>				<b>400,000</b>
<b>ACTIVITY 3 Reinsertion</b>				
Reinsertion Package (US\$ 400 x 1,200)				480,000
<b>ACTIVITY 3 TOTAL</b>				<b>480,000</b>
<b>ACTIVITY 4 Reintegration</b>				
Reintegration Support - <b>International Community</b> (US\$ 1,000 * 2,900)				2,900,000
Reintegration Support - <b>Government</b> (US\$ 250 * 2,900)				725,000
Special Needs support (US\$ 240 x 200)				48,000
Children support				300,000
<b>ACTIVITY 4 Total</b>				<b>3,973,000</b>
<b>ACTIVITY 5 Public Information</b>				
State meetings with Tribal leaders x 12				24,000
Meeting at Port Sudan (Regional level) x 1				5,000
Brochures/Materials				8,000
Misc				3,000
<b>ACTIVITY 5 Total</b>				<b>40,000</b>
<b>ACTIVITY 6 Capacity Development</b>				
Operational Support towards Phase 2 (NSDDRC)				180,000
Training				80,000
<b>ACTIVITY 6 Total</b>				<b>260,000</b>
<b>Activity 7 Mine Action</b>				
Training				215,385
Project Personnel				269,230
Technical Advice and Support				215,385
Running Costs				538,462
Equipment				161,538
<b>ACTIVITY 7 Total</b>				<b>1,400,000</b>
<b>Activity 8 Community Security</b>				
Sub-project				1,696,000
<b>ACTIVITY 8 Total</b>				<b>1,696,000</b>
<b>Sub Total Programme Cost</b>				<b>9,329,000</b>
<b>Total Project Cost (Voluntary Contribution)</b>				<b>8,604,000</b>
<b>UNDP GMS (7%)</b>				<b>602,280</b>
<b>Contingency expenditure (3%)</b>				<b>258,120</b>
<b>Sub-Total (Voluntary Contribution Including GMS &amp; Contingency)</b>				<b>9,464,400</b>
<b>Sub-Total (Government Contribution)</b>				<b>725,000</b>
<b>Grand Total</b>				<b>10,189,400</b>

Government Contribution:

- 1) Contribution towards Re-integration
- 2) Staff Salary and operational costs pertaining to the commission
- 3) Storage, transportation (from state to locality level) and distribution of WFP food
- 4) Allotment of land to ex-combatants who opt for agriculture but have no landholding (under consideration)

### Annex 1: DRAFT Workplan

Activity by Month	1	2	3	4	5	6	7	8	9	10	11	12	Benchmarks	
<b>Preparatory Phase</b>														
Staff recruited and deployed														Staff recruited and deployed
Identification, selection and contracting of IPs														IPs contracted
Deployment of DD contractors, HIV counselors, etc														DD sites prepared
Technical / material support to NSDDRC														Material assets transferred, capacity support provided
<b>DDR</b>														
Demobilization of 1200														Completion of DD
Reintegration of 1700														1700 participating in R options
Medical support to disabled														200 provided with medical services
Reintegration of 1200														1200 participating in R options
Reintegration of 300 CAAFG, and 8000 other vulnerable children through inclusive approaches to reintegration														300 CAAFG and 8000 other vulnerable children benefit from inclusive approaches to reintegration.
<b>Community Security (See Annex 3b for full CS workplan)</b>														
Set up CS Coordination Committee														CSCC constituted and meeting regularly
Launch of subprojects														Subprojects id'ed, contracted and launched
<b>Public Information</b>														
Stakeholders workshops														12 stakeholders workshops and 1 statewide in RS

Mine Action											
Mine clearance in 3 areas											Mine clearance
Training of 50 XCs in Demining, MRE, etc.											50 XCs trained as deminers
<b>Monitoring and Evaluation</b>											
Quarterly report											Report submission
Mid-term evaluation											Evaluation submission
Client Satisfaction surveys											Surveys administered to R project graduates
Lessons learned paper on Reintegration											Paper submitted
Final evaluation											Evaluation submitted

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## Annex 2: Summary of PACT Study on Reintegration Opportunities in 3 States:

Type	Description	Average Start-up Cost (USD)
<b>Gadaref</b>		
Microbusiness	Barber	2500
Microbusiness	Dairy milk production	1650
Microbusiness	Lightening power	1200
Microbusiness	Leather making	2450
Microbusiness	Soap making	2500
Microbusiness	Maintenance shop	1750
Microbusiness	Meat products	2450
Microbusiness	Mills spices	2150
Microbusiness	Nursery plants	1200
Microbusiness	Selling and renting bicycles	1950
Animal husbandry	Sheep breeding	950
Agriculture	Watermelon Farm	1700
Vocational training	Mechanic	300
Vocational training	Electrical training	300
Vocational training	Plumbing and painting	300
Vocational training	Cooling	300
Vocational training	Locksmith	300
Vocational training	Food processing	10
		<b>Average for Gadaref = 1331.11</b>
<b>Kassala</b>		
Microbusiness	Local shop	2500
Animal Husbandry	Livestock	1695
Microbusiness	Public audio visual aids	1825
Agriculture	Ornamental Nurseries	575
Microbusiness	Leather manufacturing	375
Animal Husbandry	Rearing of pigeons	900
Microbusiness	Red bricks production	2500
Microbusiness	Auto maintenance	1430
Microbusiness	Cart waste transfer	1400
Microbusiness	Centre for cooling and maintenance	2000
Microbusiness	Electrician's shop	780
Agriculture	Flower mills	1205
Agriculture	Fodder cultivation	800
Agriculture	Growing of Dura	900
Agriculture	Growing onions	800
Agriculture	Growing sesame	1000
Microbusiness	Laundry	360
Microbusiness	Electronics shop	2000
Microbusiness	Oil production	1615
Microbusiness	Satellite cable agent	1650
Animal Husbandry	Sheep breeding	1900
Microbusiness	Table milk selling	500
Microbusiness	Tailor	475

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**Averages by Types of Opportunity:**

State	Type	Average Cost (USD)
Gadaref	Microbusiness	1980
Gadaref	Agriculture	1700
Gadaref	Animal husbandry	950
Gadaref	Vocational Training	251.67
Kassala	Microbusiness	1237.06
Kassala	Agriculture	880.00
Kassala	Animal husbandry	1498.00
Kassala	Vocational Training	600
Red Sea	Microbusiness	1419.44
Red Sea	Agriculture	1200
Red Sea	Animal husbandry	N/A
Red Sea	Vocational Training	50
<b>Total Average for Microbusiness = 1545.50</b>		
<b>Total Average for Agriculture = 1260.00</b>		
<b>Total Average for Animal Husbandry = 1224.00</b>		
<b>Total Average for Vocational Training = 300.57</b>		

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### **Annex 3: Community Security Component of Support to Human Security in Eastern Sudan project**

#### **Objectives**

As part of post-conflict programming, a DDR program usually aims at removing redundant combatants and excess weapons. A community security project rather seeks security improvement through reform of socio-economic conditions that tense up community. To this end, the Community Security component of Support to Human Security in Eastern Sudan project aims at addressing the root causes of conflicts occurring at the community level in Eastern Sudan, a part of the country with the lowest human development indicators. The root causes of conflict in East region are often derived from scarce natural resources. Since Eastern Sudan's population is predominantly rural, competition over scarce natural resources, such as water, land and grazing, is one of the causes of inter and intra tribal tension and sometimes conflicts. The presence of a significant number of arms and the unresolved issue of access to land, and equity in resource distribution, are other factors that make this region prone to conflict.

#### **Strategy**

As Community Security and SALW Control (CSAC) is a government-led project and interlinks with DDR, the NSDDRC is mandated to be fully responsible for planning and implementation of the interventions of CSAC in the North. UNDP CSAC (North) is technically assisting the NSDDRC to organize the Working Group on Community Security and SALW Control under the NSDDRC supervision, which is tasked to compile the national united strategy on Community Security and SALW Control through coordination with the CSAC Bureau, the South counterpart. The CSAC interventions in the East will be programmed in line with the national strategy. Also lessons learnt from three ongoing CSAC projects in South Kordofan, Blue Nile and Jonglei will be adopted for better planning of the CSAC in the East whilst lessons learnt from the East CSAC will be followed by CSAC interventions in the other regions of Northern Sudan and the Multi Year DDR Programme of CPA (MYDDRP). The scope of the MYDDRP, however, will not be bound by the strategy and lessons learned from the East CSAC. While the scope of East CSAC is more oriented to the reduction of socio-economic root causes of community conflict rather than weapon collection intervention, particularly the first year inception period, the CSAC in the other regions of Northern Sudan related the MYDDRP, even though it is still in preparation, is going to address the SALW control and civilian disarmament at the outset of the programme and possibly adopt more flexible programming such as reconciliation initiatives in communities and at-risk youth interventions - education, recreational and livelihood support activities - launched in communities, linked to return of CAAFG.

The Community Security project will establish strong linkages with the Conflict Mapping Analysis and Advisory project funded by UNDP/BCPR and DfID for a period of three years. The CMAA includes threat and risk mapping and analysis (TRMA) component that provides variable inputs for the state level crisis sensitive recovery planning, as well as serving as a key tool for UNDP's own geographic targeting of programmatic interventions in a crisis and conflict sensitive manner. The initial socio-economic and security threat mapping and analysis completed for Kassala and a workshop was held on 5 December 2007 to present the initial maps produced. The workshop was attended by donors, state government authorities, UN Agencies and NGOs. The state government commended the TRMA to be used for fine tuning and improving their strategic planning process, targeting and coordination of recovery efforts. The TRMA socio-economic and security threat maps will inform the planning and targeting process of the Phase II project.

Community Security component will support participatory planning at the community level, using existing local conflict management/resolution fora where possible and supporting their creation



where necessary. UNDP will contract implementing partners to facilitate a community led process aiming at identifying projects that address socio-economic root causes of community-specific conflicts. The types of conflict have previously been identified through the Conflict Mapping efforts. Should the facilitation exercise lead to several projects being put forward, the community will also be asked to prioritize them. The Conflict Mapping Project proposes to focus on the Red Sea and Kassala States first given that they have been most affected by the conflict in the East and most of the EF forces are from these two states.

Being an inception period for the development of a longer term wider community security and arms control programme, this project will be the opening chapter of the sequence, focusing these resources on the first step or two steps say (tailor-made for each state), opening up the rest for more funding through bilateral support.

The CSAC interventions will be closely interlinked with the Governance and Rule of Law Unit of UNDP, which is involved in Community Policing project, etc. in the East, and coordinate the CSAC activities on how to link up with their activities, avoid duplication of activities, and seek synergy. In addition to Community Policing project, the goal of the Promoting Rule of Law and Peaceful Conflict Resolution in Eastern Sudan project under the Gov. and RoL Unit entails the following activities:

- 1 - Consultation workshops on the implementation of the ESPA
- 2 - Dissemination of the ESPA to stakeholders (i.e. government officials; law enforcement officials community and tribal leaders; members of the civil society; IDPs; media)
- 3 - Ensure and enhance participation of women in the implementation of the ESPA through forums
- 4 - Train the parties to the ESPA on effective negotiation and dialogue
- 5 - Support civil society organizations and community based organizations to promote the implementation of the ESPA

Since the East DDR including CSAC is one of the major components of ESPA, the Public Awareness activities of ESPA will promote the conceptual message and prospective outcomes of the DDR and CSAC to the people of the Eastern Sudan. Moreover, the latter three activities of the Gov. and RoL Unit are closely linked with CSAC component of East DDR. In particular in connection with Action Plan No.4 of the East CSAC, Revitalization or establishment of Community Dispute Resolution Committees (CDRC), synergy effect can be highly expected if both programmes will be coordinated in the same geographic communities.

Generally speaking, whilst Gov & RoL Unit focuses on and deals with formal security (law enforcement) sectors such as capacity building of police, community security rather aims at enhancement of internal dispute solving mechanism in informal sector (local community) through tangible benefits that are expected to contribute to mitigating socio-economic root causes of conflict and through promotion of facilitation and reconciliation inside local community. In the light of this, Sudan Post-conflict Community Based Recovery and Rehabilitation Programme (RRP) of UNDP and Reduction of Resource Based Conflicts among Pastoralists and Farmers Programme of UNDP, both of which target socio-economic root causes at the community level, could be a treasure house of lessons learnt and are going to affiliate with CSAC interventions in the East. In addition, these interventions are expected to have positive impacts on security because they are based on identified threats from the TRMA.

The entire project will be outsourced to IPs. An IP that can offer the best services for the lowest costs will be selected during a competitive bidding process, which complies with UNDP procurement procedures. A proposal appraisal committee will be established with representation from the NSDDRC, State Administration and UNDP. The IP could be either local or international. However, preference will be given to an organization with outstanding capacities and experiences in the following fields:

- o facilitation/mediation in the region



- local committee/mechanism in dispute/conflict resolution
- water issue
- land issue
- agriculture
- grazing/cattle
- development, etc.

There are several NGOs that are operating in the East and have specialty in one/some of the above mentioned areas; for instance ACORD provided community with community organization skills and training, Practical Action constructed pasture enclosure, Ockenden conducted organization management training, Oxfam provided community with capacity building training and agricultural projects, IRC covered wide range of agricultural and community-based projects etc. (and PACT is conducting community security project as IP in the South) Those NGOs and others which have any potential for future cooperation will be contacted and coordinated. The activities of the selected IP will be monitored and overseen by UNDP during the implementation phase as well as upon completion.

UNDP will be responsible for the overall day to day management and supervision of staff and field operations in Community Security, as per the established policies and work plans "Community Security Intervention Plan" for East and monitoring its implementation through an Implementation Partner that is also selected through UNDP competitive process. At the initial stage, UNDP prioritizes high threat communities based on the results of Threat and Risk Mapping exercise undertaken by UNDP and analysis research conducted by an Implementation Partner to find out root causes of conflict at the community level. The results of this prioritizing exercise will be endorsed by CSCC later. Another UNDP's major task is capacity building of government - to provide technical advice and support to the State DDR Commissions in the region and assist them in the development of their periodic work plans. UNDP's daily management includes coordination activities with similar type of activities such as Rule of Law or Recovery and Reconstruction programmes. Overall UNDP will dedicate its role to support national efforts of NSDDRC to implement CSAC and DDR in terms of programme management and technical assistance for further programming in other regions or areas.

### **Action Plan for Community Security in Eastern Sudan**

1. Identification of High Threat Communities based on the outcomes of Community Security Mapping Process conducted in Eastern Sudan by Conflict Mapping Analysis and Advisory project including Threat and Risk Mapping and Analysis component (TRMA) of UNDP

The High Threat Communities will be given priority for programmatic intervention of the Community Security component of this project in Eastern Sudan. The degree of threat will be measured based on criteria such as frequency and nature of conflict, incidents prevalence, perceived security issues like crimes related to return of IDPs and ex-combatants who were DDRed to community, potential socio-economic fragility, lack or limitation of dispute/conflict resolution mechanism, and so on. In particular, community where DDRed ex-combatants are reintegrated will be one of the High Threat locations where priority will be given for interventions as well as monitoring and evaluation in order to obtain lessons learnt and best practices for the CSAC interventions in other regions and the Multi Year DDR Programme of CPA. So far Tokar, Agig, rural Kassala area and Hamashkoraib have been identified by the Community Security Mapping efforts as the most conflict affected localities in the region. But finally the High Threat Communities for intervention are not bound by the aforementioned areas and will be determined after baseline survey and analysis research including consultation with Community Security Coordination Committee are conducted.



2. Baseline survey and analysis research to define the type of suitable intervention and prioritize locations in High Threat Communities in the socio-economic field and estimate/identify the number of disseminated SALWs in the targeted HT communities

The survey results and research will contribute to reviewing and identifying adequate and prospective ways of programmatic intervention. The survey results and research will be compiled so that information can be accessed easily by IPs and stakeholders. The information of estimated number of SALWs will be referred to as a major criterion of voluntary disarmament. Direct beneficiary can be defined as the members of High Threat Communities that suffered most from previous/ongoing conflicts and will benefit the socio-economic interventions. Indirect beneficiary can be defined as the members of communities neighboring the High Threat Communities and state administrations whose capacity on community. The number of beneficiaries is subject to the number of High Threat Communities and the type/modality of intervention, all of which will be determined after the analysis research.

3. Establishment of Community Security Coordination Committee (CSCC) at regional level

A regional committee will meet at the NSDDRC in Kassala with key partners on a bi-monthly basis. Its ToRs will be to strategically oversee the Community Security provisions of the ESPA, provide policy guidance, monitor progress and provide a forum to coordinate the various components in each of the states. Once selection of the High Threat Communities and its reasons are endorsed by the CSCC, the CSCC will explain the reasons and the intent of interventions to community representatives of selected communities. State DDR Commissioners will chair the coordination committee and participants will be from State DDR Commissions, state government, Eastern Front, Community representatives, UNDP and IPs. CSCC will participate in proposal appraisal for sub-projects. Although no other UN agencies are planned to be part of the Committee at the outset, they could be the members if required after receiving all members' acceptance.

4. Revitalization or establishment of Community Dispute Resolution Committees (CDRC)

The CDRCs function as a central forum of discussion, facilitation, and mediation when community dispute occurs. The CDRCs also aim at selection of interventions' modality, which is explored more in the next section. This project will also aim to build the capacity of existing/traditional fora, if any, at community level in conflict mediation, prevention and mitigation. The committees are ideally composed of various group/strata of community such as elderly, youth, women, minority, etc. to reflect a range of opinions into decision. IPs specialized in facilitation/mediation in the region will be contracted to facilitate and intervene the committees' discussion process. The number of locations where committees are revitalized/approached will depend on prioritization exercise by the mapping, survey and research as well as budget.

5. Selection and implementation of sub-projects by CDRC

In line with recommended projects based on the outcomes of Community Security Mapping Process, baseline survey and analysis research, the contents and implementation modality of community security intervention (sub-project) will be discussed and decided by the Community, facilitated by the implementing partner and the Community Dispute Resolution Committees. Implementing partners will be selected through competitive procedures in line with UNDP procedures. Community members will be urged to actively take part in the implementation of the sub-projects under the supervision of the IP and UNDP. This



participatory implementation approach is expected to foster community's problem solving and ownership capacity.

#### 6. Feasibility study of sub-projects for programmatic intervention

National officers who have a background in feasibility study of community security, community development or other relevant fields should be assigned/hired to ensure feasibility, designing and costing of sub-projects. An appropriate budget ceiling to each sub-project will be identified and set by the national officers under the supervision of the international programme coordinator depending on market average cost and type of interventions.

#### 7. Voluntary civilian disarmament exercise

Even though civilian disarmament is one of the major objectives of this project, civilian voluntary disarmament or weapon collection is not the ultimate goal of this project during the one year inception period. Rather SALW assessment and control activities will be emphasized at this stage. However, weapon collection activities in the targeted communities, if occurs, will be managed and coordinated by state government authorities (most probably state/local police) in cooperation with the UNDP DDR Unit. Whether sub-projects are provided to the targeted communities or not will not be subject to the number or rate per community of handed-over SALWs because this project mainly aims at reducing the socio-economic root causes of community conflict so that better socio-economic environment in community is generated where less people/no one will need to rely upon SALWs as problem solving means.

#### 8. Monitoring and Evaluation and Reporting

Expected annual target will be considered community security enhancement perceived in subjective (better perception towards security by community population, client (community population) satisfaction) as well as objective (decline of SALWs and their holders, incidents, improvement of socio-economic indicator that has been the conflicting issue in the priority areas, the number of DDRed ex-combatants who are peacefully reintegrated in targeted communities etc.) manners in priority areas of Eastern Sudan with the indicator of number of Community Security support projects identified and implemented. Also through M&E process that will be led by CSCC, lesson learnt from experiences and best practices will be gathered and identified for the development of a longer term wider community security and arms control programme in the East and possibly in other regions as well as for the Multi Year DDR Project.



### Annex 3b. Community Security Work Plan and Benchmarks

Activities / (Month)	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	5 <sup>th</sup>	6 <sup>th</sup>	7 <sup>th</sup>	8 <sup>th</sup>	9 <sup>th</sup>	10 <sup>th</sup>	11 <sup>th</sup>	12 <sup>th</sup>	Benchmarks
<b>A. Project Management</b>													
Recruit staff	●	↑											one Int'l Staff and two National Staff
Prepare logistics	●	↑											Office, furniture, equipment, etc.
Select IP	●	↑											Well qualified IP in development, CS, research, mediation
Set up Community Security Coordination Committee at regional level	●	↑	●										Committee in Kassala and bimonthly mtg
<b>B. IP Activities</b>													
Conduct baseline survey and analysis research	●	↑	↑										Research on root-causes of conflict
Set up Community Dispute Resolution Committees		●	↑										On democratic, diverse basis
Facilitate CDRC meetings on a regular basis			●										Build problem-solving capacity within cmty
<b>C. Sub-projects</b>													
Identify sub-projects					●	↑							Sub-projects to reduce root causes
Conduct site surveys and prepare sub-project designs with technical and financial evaluation					●	↑							Technically and financially feasible sub-projects
Implement sub-projects						●	↑						With technical supervision
Voluntary civilian disarmament						●	↑						Decline of SALWs and their holders
Monitor and evaluate sub-projects							●	↑					Fair and critical M&E
Support HQ team to develop MYCSAC prodop							●	↑					Donors' approval
Make a final report												●	Lessons learnt for future CSAC

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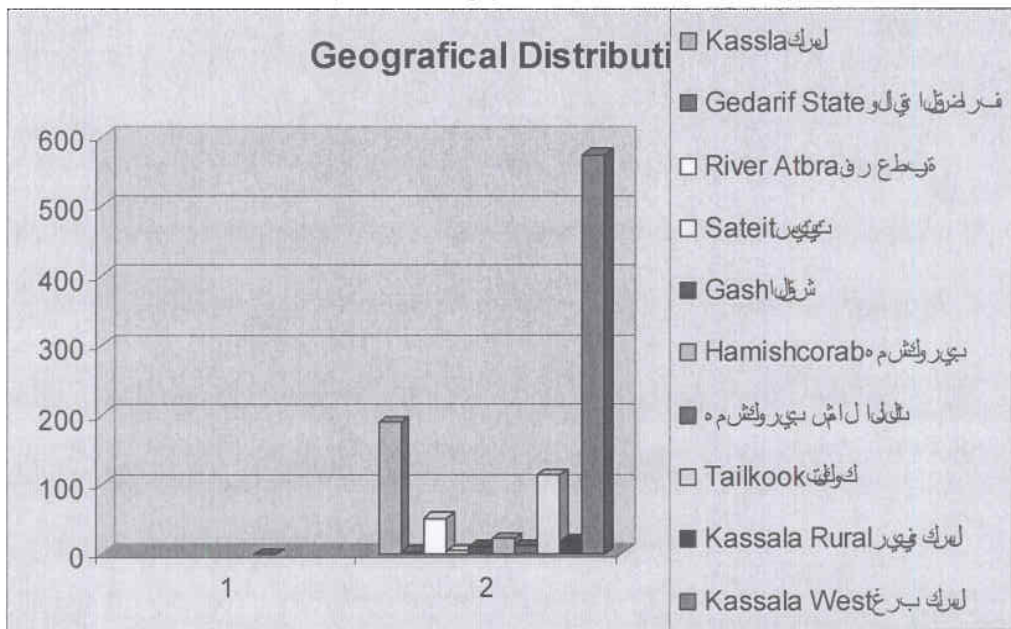


**Annex 4: Profile of DDR Beneficiaries:**

DDR participants have been nominated by the relevant armed groups and forces, namely the Eastern Front and SAF. Eligibility criteria were determined by these parties during the political negotiations preceding and subsequent to the ESPA. Of the 1,700 demobilized thus far, the NSDDRC received 181 disabled, who were medically verified at the DD sites. These individuals will be entitled to receive additional support towards medical expenses and will have the right to nominate a caregiver to participate in economic reintegration should they so choose. However, disabled participants will be encouraged to participate in economic reintegration as much as possible during the counseling process.

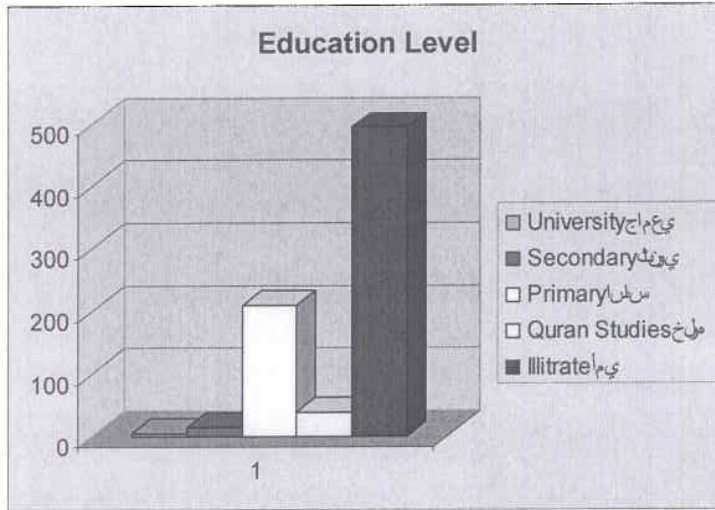
Detailed information about the target group only becomes available during the registration process. Hence, the NSDDRC has preliminary information about the caseload from the EF but not from the SAF-aligned OAGs. Information on the locations, literacy level and preliminary reintegration interests was captured during the demobilization of the 1,700 Eastern Front. Data on approximately 1,000 demobilized EF was analyzed and compared by the NSDDRC.

The chart below summarizes the geographical distribution of approximately 1,000 demobilized EF. The overwhelming majority (approximately 70 per cent) are in and around the Kassala town area. The proximity of the majority of the caseload will be an asset to the implementing partners during reintegration.

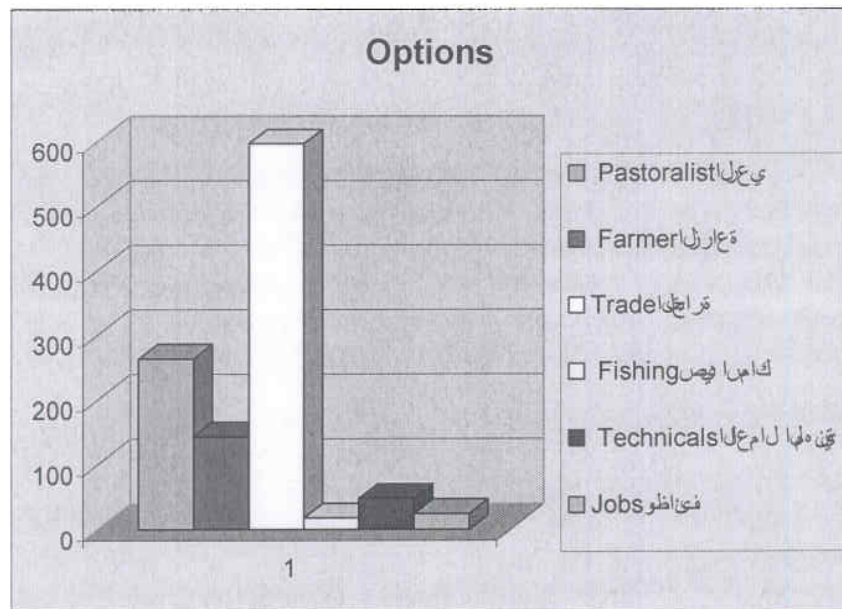


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As summarized below, the educational level of the ex-combatants is extremely low, which will present a challenge for reintegration.



The majority of the ex-combatants sampled indicated a preference for small businesses, animal husbandry and agriculture. The NSDDRC reports that many of them already have small plots of agricultural land that they may want to augment. Despite these indications, the NSDDRC has also advised that many participants may change their preferred option when reintegration commences.



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