

**INTER-AGENCY STANDING COMMITTEE WORKING GROUP
50th MEETING**

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**Update on recent developments in Sudan:
UN Common Strategy for the Republic of Sudan
Durable Solutions, Recovery, Stabilization & Confidence Building**

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Concept Paper on Peace and Non-Peace Scenarios

The present concept paper highlights the need and urgency to consider the discussion of Sudan's current crossroad in-depth during the forthcoming IASC-WG meeting to be convened in New York, on 18-19 September 2002 with a view to providing parameters on UN's engagement in this coming phase. Given the multi-faceted political complexity and repercussions of a peace deal on future activities of the UN and its partners, it will be timely for the IASC-WG to review the objectives of a proposed Inter-Agency Mission to take place as soon as possible and no later than 7 October 2002. The TOR for this mission (attached) was prepared by the Internal Displacement Unit in consultation with UN agencies in Geneva and the IDP Advisor, Mr. Amin Awad, who has undertaken a mission to the Sudan from 5 August to 6 September, on behalf of the Internal Displacement Unit.

I. Introduction

Following the Machakos Protocol of 20 July 2002, the second round of the peace talks in Kenya seems to be progressing fast with the prospects of a peace accord looking increasingly promising.

A scenario of a cease-fire will lead to the need for the preparation of conditions conducive to return or/and integration and resettlement in a case of a protracted crisis, which now seems unlikely. Sudan's estimated four million IDPs and half a million refugees in Ethiopia, Uganda, Kenya and Congo will undoubtedly need to make informed decisions. In war-ravaged areas, prospects for recovery, reconstruction and confidence building will pose major challenges to the international community and the government

Therefore, imminent repercussions on the work of the UN and the humanitarian sphere are to be considered as soon as possible through the shaping of a UN strategy for response. Given the magnitude and the complexity of the humanitarian situation, there is an urgent need for the UN to:

- a). Draw a strategy of response without delay, adopting a consultative process track with the government and the donors, taking into account the various possible scenarios of durable solutions (return and reintegration, resettlement and integration) in a likely post-conflict scenario or the unlikely protracted crisis scenario; and
- b). The capacitation and strengthening of its offices throughout the country, as there is a danger that the fast-paced events in Machakos may overtake the humanitarian actors by surprise.

II. Peace Scenario:

As a result of positive developments in Machakos, the UN Country Team (UNCT) in Sudan may have to revise their common strategy, to support the implementation of a Peace Framework Agreement.

The aim would be to detail the focus of the UN common strategy in Sudan through the end of 2002 as an interim measure, followed by a full-fledged plan for 2003. The first section of this concept paper provides an overview of the current security, political and humanitarian context, and suggestions on the basis of which the UN strategy could define its roles and responsibilities. Possibly taking the lead in some areas such as return or many of the other areas defined as possible venues for solutions, if stipulated as such in the Framework Agreement. The second section identifies sector plans based on key problems identified and the third sector details planned activities of UN agencies active within Sudan.

Overview

Since the start of the war in 1983 and due to environmental factors, some 3 to 5 million people became displaced as IDPs or refugees in neighboring countries. However as conditions in conflicted impacted areas will still remain volatile, following a cease-fire, the starting point will be **the removal of obstacles hindering return:**

Several factors including security, the ongoing presence of armed elements from both sides, random checkpoints, the threat of mine and unexploded ordinances (UXO), limited freedom of movement, loss of livelihood, access to services (almost all sectors of services), recovery and reconstruction and impeding safe return. Therefore, assistance to the returnee, displaced and conflict-affected populations is a primary humanitarian concern. With many returning to homes that have been damaged during the conflict or looted during prolonged absences, immediate shelter provision and materials for emergency housing repairs would be urgently needed. Supplementary needs such as firewood and clothing would also be priority assistance areas for returnees as well as for IDPs. Moreover, a thorough mine and UXO assessment and subsequent awareness and clearance operations are necessary to facilitate safe return throughout the conflict areas. Following an improvement in the security situation, the UN Country Team (UNCT) may reoriented their common strategy to support **sustainable return, other durable solutions, stabilisation and confidence-building**. Return in big numbers will need to be treated as a peaceful emergency

dealing with the return that will trigger set of response mechanisms, for which plans need to be drawn.

In such scenarios, the UN agencies may begin to implement programmes, which support the return, other durable solutions, and stabilisation processes in conflict affected communities, while at the same time ensure basic assistance to IDPs who may not be able to return to their homes. Here **a shift from pure humanitarian assistance to reconstruction and rehabilitation to facilitate integration and resettlement** will be of paramount importance if the international community is to seriously undertake steps to downsize the costly dependency syndrome.

UN Country Team Objectives

UN Programmes in close cooperation with the government may cover a range of activities which work together to address urgent needs and promote confidence and stabilisation within the country with an additional aim of deterring a deterioration of the situation, which could result in a resumption of hostilities and/or additional displacement.

Objectives:

- Provide humanitarian assistance and protection to the residual refugee caseload and to conflict-affected groups, including, returnees, remainees and host families. *Indicator: alleviation of suffering caused by conflict and consequent displacement as reflected in reduced beneficiary caseloads.*
- Facilitate the timely, safe and dignified return of refugees and displaced persons through *emergency* assistance to returnees, mine and UXO clearance, basic support for essential public services and rehabilitation of infrastructures and private dwellings in the affected areas. *Indicator: sustainable return to places of origin in the affected areas.*
- Undertake confidence-building and stabilisation activities, to promote inter-ethnic tolerance and the enactment of constitutional and other legislation, with corresponding national enforcement mechanisms, to protect individual rights. *Indicator: peaceful co-existence of multiethnic groups, respect for human rights.*
- Sustain the reintegration of the displaced populations in the affected areas through infrastructure rehabilitation, economic recovery, capacity building and empowerment of local government structures. *Indicator: improvement of community infrastructures and services; increased inter-ethnic participation in community level initiatives.*

Sector Plans

Under the supervision of the UN Humanitarian Co-ordinator a multi-level, multi-faceted coordination mechanism amongst the UN CT at the sector and interagency level. The following section outlines key sectoral problems and UN activities that will work together to support the return, other durable solutions, stabilization and confidence building process over the remainder of 2002 and throughout 2003.

Such sectors may include:

- ❖ Protection / Human Rights / Rule of Law
- ❖ Food
- ❖ Agriculture and Livestock
- ❖ Health
- ❖ Water and Sanitation
- ❖ Shelter / Non-Food Items
- ❖ Education and Development of Human Capital
- ❖ Economic Recovery / Infrastructure
- ❖ Disarmament, Demobilization and Reintegration (including child soldiers)
- ❖ Mine/UXO Action
- ❖ Coordination and Support Services
- ❖ Security

Particular attention should be paid to security as a major concern and obstacle to promoting full return and other durable solutions. A UN Military/Humanitarian Liaison Officer may support the humanitarian coordination, providing strategic links between humanitarian and military actors to facilitate communication and lobby for appropriate security measures. To ensure safety of staff while contributing to an effective return and other types of response, it is also vital to maintain and upgrade security mechanisms. A review of current security levels and resource need to be undertaken. The UNCT will have to continue to monitor security issues through a unified security management structure, with overall security coordination led by UNSECOORD in close consultation with the Designated Official.

III. Protracted Crisis Scenario:

Within the political arena, despite encouraging progress, ongoing and often acrimonious debates highlight the fragile conditions for sustainable peace. Strong and unified support for the political process is therefore extremely important in order to consolidate the positive developments that have occurred since the Machakos Protocol.

Given continued political instability and the fluidity of the situation in the conflict area:

- a). The UNCT may also maintain contingency plans, in order to deal with a scenario of protracted crisis, to be reviewed regularly, for a worst case scenario involving prolonged conflict, accompanied by large-scale population displacement. In this scenario, the UNCT would divert 'return and stabilisation' resources to ensure a rapid initial response, while additional resources are secured.

b). Recognising the regional influences on stability within southern Sudan, contingency planning will also take into consideration regional arrangements for response;

c). A fresh look at the status quo with a view to:

Diversifying assistance strategy to deal with other feasible durable solutions such as integration and resettlement, in case of no return and prolonged conflict on the one hand, and to downsize humanitarian assistance and dependency, on the other.

Proposed Action /Decision by the IASC-WG:

- 1) In order to prepare for a common strategy to respond to the possible different scenarios, a Contingency Plan or Framework for Action, should be prepared as urgently as possible, for which adequate human and financial resources should be secured.
- 2) Endorsement by the IASC-WG of the proposed Inter-Agency Mission on IDPs and objectives.