



Darfur Joint Assessment Mission

Track I – Early Recovery

Update

August 20, 2006

This update provides a snap-shot of areas of Darfur visited through on-going DJAM activities, field missions and group discussions. Given the security and access situation in much of Darfur, the Darfur JAM team has had to take a cautious approach and have undertaken a limited range of activities in North and West Darfur. In South Darfur, where the DJAM is based, a number of field missions and group discussions are ongoing.

Advanced Mission and Opening of DJAM office in El Fasher, North Darfur

From August 14-16, an advance team traveled to El Fasher, North Darfur where it was joined by the DSRSG/RC/HC. The purpose of the mission was to inform the DJAM planning by reviewing the situation with UN and NGO partners on the ground. It was clear that the situation in North Darfur is tense and increasing insecurity and limited access is of serious concern. Some INGOs have closed operational bases and have relocated staff to El Fasher. Over the past few weeks a number of security incidents have taken place, including vehicle hijackings. Consequently movements outside State capital are limited. Under these circumstances DJAM will have to continue to move cautiously

With the assistance of UNMIS, the DJAM has secured office space in El Fasher. A DJAM area coordinator based in El Fasher will assist the team in beginning to field small missions to North Darfur from its base in Nyala. A similar advanced mission is expected to go to El Geneina, West Darfur in the coming week.

El Fasher Meetings

DJAM team members (Rule of Law Cluster Leader and Protection Officer) attended the Protection Working Groups meeting held in El Fasher 15-16 August 2006. The meeting was attended by some 30 participants, including representatives from the Protection Working Groups (PWGs) in the three regions of Darfur as well as from the Khartoum Protection Steering Group (KPSG).¹

The PWG meeting discussed a number of protection issues which are also of relevance for the DJAM including recent developments in the Darfur region and the deterioration in the situation since the signing of the DPA. The meeting noted that security in and around the camps has worsened and has been marked by increased incidents of rape and criminality, heightened tension, and difficulties in accessing areas and people in need of assistance. Discussions also focused on enhancing security in IDP camps and the Prevention of Gender-based Violence.

¹ From an institutional perspective, those represented included UNMIS Protection, UNMIS Human Rights, UNDP Rule of Law, UNICEF, OCHA, UNHCR, UNFPA, ICRC and a few NGOs (Oxfam, IRC and Islamic Relief).



During the mission to El Fasher, the Rule of Law Cluster Leader also held group discussions with a dozen paralegals at the Justice and Confidence Center (JCC) at the Abu Shook camp. The JCC and its 36 paralegals act as a critical link between their community and government officials by providing training and awareness-raising in human rights, Sudanese laws, and international conventions. Organized into six working groups, the paralegals focus their efforts on working with the police and prisons, improving relations with the AU, women, youth and children, and capacity building/training. The paralegals also provide mediation services on domestic violence and minor offences. Major offenses and crimes are referred to lawyers at the Amel Center for prosecution in the formal legal system. This innovative project is supported by UNDP and the IRC. JCCs currently operates in six IDP camps in Darfur.



Ongoing Meetings and Field Visits in South Darfur

The DJAM team in South Darfur continues to meet extensively with local stakeholders both in Nyala locality as well as field visits to other localities, including Kass and Gereida. Below are accounts from some of these visits.

Poverty and conflict in Darfur have exacerbated reproductive health problems

The DJAM gender team held discussions with the group of women from the Biillil camp. While there remain some 5,000 IDPs in the camp, there is not a single trained midwife. Women giving birth are assisted by elderly women who offer to help the best they can within existing circumstances. The women provided descriptions of the pain they go through during delivery - hands tied with a rope suspended from the ceiling, painful knees covered in blood, the *daya* searching for the baby whilst another woman is pulling from behind. They expressed worries about the risk of dying, their health and the difficulty of



bringing up children in an insecure environment with no means to support them. They want security but they also want to have access to reproductive health services.

Mission to Kubum and Kass

DJAM team members (Infrastructure Officer and Protection Officer) undertook a mission to Kubum and Kass 9-12 August in conjunction with a UNICEF education and nutrition mission. There are an estimated



4000 IDPs mainly Teisha and Selamat (from Sindu and Artalla villages northwest of Kubum) in the camp close to Kubum. The numbers have been stable since 2004. They have not received land, but work as daily labourers in fields of the host community. The market was operational, there were charcoal burning activities and signs of trees being cut for firewood. The host community is the Benihalba.

Unable to go south, the mission continued to Umlabassa, northeast of Kubum. In Umlabassa, the IDP camp is right in the town. The approximately 1800 IDPs (128 households) originate from the areas between Umlabassa and Kass, villages that are from 1 to 3 days walking distance: Shattai, Sildo, Habum, Kaileck, Kedari. Many had just lost their belongings and the crops they had planted due to flooding from heavy rains.



Between Umlabassa and Kass there were only burned (and now eroded) villages. In every village passed there were checkpoints with men in different uniforms. In Kass there are different neighbourhoods, each of which has small IDP camps. The mission held discussions with representatives from the local government, HAC, IRC and UNICEF.

Mission to El Gereida, August 14 – 16

Two DJAM members (Livelihoods Officer and Basic Services Officer) accompanied a joint OCHA/UNMIS/IOM/DSS mission to Gereida, with stops at two locations along the Nyala-Gereida road. The main objectives of the mission were to reinforce contacts with SLA authorities along the road and to assess the level of humanitarian assistance being provided through various organizations across sectors.

DJAM participants collected additional information relating to public service delivery and livelihoods. Gereida has a very large IDP population – estimated at up to 130,000 – and is surrounded by an area in which insecurity has made cultivation impossible. New NGOs have arrived to start programmes (e.g Merlin in health), to take over assistance from other agencies (e.g ACF food distribution from ICRC), to assume new responsibilities (e.g. NRC for camp management) or to plan an expansion of existing relief programmes.

Following the signing of the DPA, there is reportedly increased inter-ethnic raiding and banditry, resulting in overall deterioration of security. There is a marked pessimism about the likelihood of substantial returns in the near future. On the trip to Gereida, meetings with SLA humanitarian officials in Umm Godinja and community meeting in Abu Jabbra and Dito provided additional information on the status of livelihoods in these area.

For further information please contact:

Hege Magnus at 0912501339 or Shawna Christianson at 0912501338



Final CCG Summary

The third meeting of the Core Coordinating Group (CCG) was held in Khartoum on Wednesday, August 9th. The meeting, which was hosted by the government of the Netherlands as chair of the CCG, was attended by senior delegations of the GNU and SLM-M as well as the UN, World Bank, African Development Bank, African Union (AU), the League of Arab States, the UK, the EC, Norway, and representatives of civil society as observers². The CCG welcomed the presence of one representative of an international NGO, a national NGO and of Darfurian women's groups in the meeting of the CCG. The CCG looks forward to their continued participation as observers in the CCG.

The meeting was characterized by a frank exchange of views, and it was acknowledged that D-JAM implementation has reached a critical point and that progress depends upon the security and political situation in the field. At present the D-JAM teams operate in those areas that are safe and accessible; namely in the cities only.

Key Points of Discussion and Agreement

- DPA Implementation

The CCG stressed that implementation of the 3 chapters of the DPA should go hand in hand. In comparison to the rapidly moving D-JAM there appears to be less progress in the areas of power sharing and implementation of the security arrangements. All participants agreed that implementation of any recovery or development plan cannot take place if there is no conducive (security) situation on the ground. Implementation of the DPA has moved forward with the inauguration of Minni Minnawi as Senior Assistant to the President on 7 August. The AU stressed that unforeseen circumstances and developments prevented them from doing their part of DPA-implementation according to the original timeline. In sum, DPA implementation can be looked at from 2 perspectives, namely there is some progress in Khartoum but none in the field.

- Security in Darfur

In line with their statements on the 12th of July and during the informal CCG on 3 August, the AU noted that there has been a deterioration in the security situation on the ground in past weeks. During the meeting of the Joint Commission on 5 August in Addis Abeba it was noted that since the signing of the DPA the Cease-Fire Agreement had been violated 60 times, both by signatories and non-signatories of the DPA. Although it is beyond its mandate to judge on the implementation of the DPA on the political and security sides, the Chair reminded the CCG that progress on the political and security side are preconditions for the D-JAM. It was proposed to enhance the dialogue with partners and donors regarding the way forward. In this respect the CCG Chair will enhance current consultations with the non-signatories, signatories of the Declaration of Commitment and other factions with a view to broaden the CFC participation and their partnership in the

² The US was absent.



implementation of the DPA. With a view to maximize inclusiveness, these consultations are not limited to political factions, but should extend to civil society and tribal leaders in Darfur.

The humanitarian coordinator Manuel da Silva invited the AU to provide a clearer picture of the present security situation in Darfur, as it is one of the main preconditions for the D-JAM³. At present amongst others the accessibility of certain roads remains unclear, trucks are being abducted, ethnic tension arises within IDP camps⁴, humanitarians are being attacked and violence against women is increasing. In general there is an array of concerns for all three states, with an immediate decrease in humanitarian accessibility.

The fragmentation of the parties in Darfur increases the difficulty for the AU to address the issue of ownership. Tracking representation is becoming extremely difficult, and as such it is increasingly difficult to ensure security on the ground. The teams are urged to contact AMIS for questions relating to security, as they are the experts.

▪ D-JAM Progress

The CCG is pleased with the work that is done so far, the CCG members expressed appreciation to the track 1 and track 2 teams for working in difficult circumstances. The UN stated that the overall implementation of the DPA will influence their capacity to do their work. There is positive feedback from the Advance team track 1 briefing with all parties in Nyala. The briefing in El Fasher will be delayed, however the forecast is positive. The WB presented their progress for the different clusters. The WB noted that while the sixth and last of the planned cluster field trips in the initial round of work on the development track, on the private sector, has taken place, the track 2 assessment is far from complete. Both the UN and WB stress that the technical nature of their teams has enabled them to carry out their assessment. There is a general concern of track 2 moving ahead of track 1 and the need for improved coordination is stressed. Donors stressed the importance of inclusiveness. The WB and the UN envision reaching beyond the state capitals to consult with rural stakeholders when the security situation allows. The African Development Bank reported that it is working jointly with the UN and the WB in track 1 and track 2 and that six of their experts in various fields have undertaken missions to Darfur.

Civil Society on national NGO's and their ability to implement: It is important, both for local and international NGO's to remain independent, not advocating for any political party. The INGO representative (observer) pointed out that at present the situation in the camps is highly volatile and that anything linked to the DPA can set off violent disturbances quickly. There is a great concern amongst all NGO's about putting their staff at risk as a result of such disturbances.

³ Terms of Reference: Para 3, line 1: *'A precondition for the JAM to be implemented is security on the ground.'*

⁴ Analysis: Most of the camp residents are farmers and the frustration amongst them is growing. In 2006 they spend their 3rd planting season away from their fields, with limited prospects of return. The lack of action taken by their leaders' results in increased political activity.



The representative of the Netherlands (Ministry of Foreign Affairs) stated that the JAM-process itself is as important as its results. This process has to be inclusive in order to ensure wide endorsement of the population of Darfur. Also, the security situation on the ground needs to be conducive for recovery and development. If inclusiveness is not ensured and Darfur remains an unsafe place, the donor conference is unlikely to succeed.

After frank exchanges on the issues above consensus was reached on the following points:

- The Chair will reconsider the timeline for the D-JAM, bearing in mind the constraints that have been put on the table. The weeks until the next CCG will be used for intensive consultations with partners, the Teams, AMIS, UN-organisations etc. A possible revised timeline will be based on the findings of these consultations.
- The UN and WB will provide progress reports of their activities, linked to the CCG meetings (with a maximum of 1 every two weeks). The CCG members will provide feedback.
- There will be improved coordination between the track 1 and track 2 activities.
- The Chair will consult with non-signatory movements with a view of enlarging the composition of the CCG, and will formulate a plan based upon the outcome of these consultations, to be discussed at the next meeting of the CCG.
- The next meeting of the CCG will consider the overall political and security situation in Darfur and decide on whether or how the JAM should proceed.

The next CCG meeting is planned to take place in Khartoum in about 3 weeks, to be announced by the Chair.