

# PROGRESS TOWARDS DURABLE SOLUTIONS

IN ABU SHOUK AND EL SALAM IDP CAMPS  
NORTH DARFUR, SUDAN

DURABLE SOLUTIONS ANALYSIS | 2019



# **Progress Towards Durable Solutions**

**In Abu Shouk And El Salam IDP Camps  
North Darfur, Sudan**

*Durable Solutions Analysis | 2019*

**SUPPORTED BY:**



UNITED NATIONS  
SUDAN



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Durable Solutions and United Nations Country Team  
Sudan

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# ABBREVIATIONS

<b>DSWG</b>	Durable Solutions Working Group
<b>GoS</b>	Government of Sudan
<b>IASC</b>	Inter-Agency Standing Committee
<b>IDPs</b>	Internally Displaced Persons
<b>IOM</b>	International Organisation for Migration
<b>INGO</b>	International Non-Governmental Organisation
<b>JIPS</b>	Joint IDP Profiling Service
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>UN-HABITAT</b>	United Nations Human Settlements Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>WFP</b>	World Food Programme
<b>UNAMID</b>	United Nations African Union - United Nations Mission in Darfur
<b>UNCT</b>	United Nations Country Team

# KEY TERMS

**Displacement-affected communities:** refers to displaced persons and the communities affected by their presence, such as host communities or communities in areas of return or other areas where displaced persons are seeking a durable solution to their displacement.

**Displaced persons:** refers to internally displaced persons and returnees.

**Durable solutions:** a durable solution is achieved when the displaced no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through return, local integration and resettlement (IASC framework, 2010).

**Durable solutions process:** is a five-stage process laid out in the Durable Solutions in Practice Handbook (2017). The durable solutions profiling and analysis makes up step two 'getting better informed about the displacement-affected communities.' The core principles that should guide the process are collaboration amongst stakeholders and engagement with displacement-affected communities (Durable Solutions Analysis Guide, 2018).

**Durable solutions analysis:** the purpose of durable solutions analysis is to provide an evidence base to inform joint responses to displacement. It entails a systematic and principled process in line with the IASC Framework including IDPs' perspectives and preferences for future settlement options, demographic profile, and the eight durable solutions criteria. The analysis focuses on the specific realities of the displaced populations, whilst making a comparison to the non-displaced populations and taking into account the broader macro environment (Durable Solutions Analysis Guide, 2018).

**Guiding Principles on Internal Displacement:** these principles are 30 standards that outline the protection available to internally displaced people (IDPs). They detail the rights and guarantees relevant to the protection of IDPs from forced displacement to their protection and assistance during displacement up to the achievement of durable solutions.

**Internally Displaced Persons (IDPs):** persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised state border. (Guiding Principles on Internal Displacement 2008).

**Inter-Agency Standing Committee (IASC) on durable solutions:** the framework, endorsed by the IASC Working Group, addresses durable solutions following conflict and natural disasters. It describes the key human rights-based principles that should guide the search for durable solutions.

**Non-displaced persons:** individuals who are not displaced and live in the same areas as displaced people.

**Profiling:** profiling of IDP situations is the collaborative process of identifying internally displaced groups or individuals through data collection. This includes an analysis in order to assist IDPs and to help bring about a solution to their displacement. (Guidance on Profiling Internally Displaced Persons, 2008).

**Protracted displacement:** is generally described as a condition in which internally displaced persons (IDPs) are unable to reduce the vulnerability, impoverishment and marginalisation that may be caused by their displacement.

**Resilience:** refers to the ability of displacement-affected communities to absorb and recover from shocks (such as earthquakes, droughts, floods or conflicts), while positively adapting and transforming their structures and means of living in the face of long-term stresses, change and uncertainty.

# EXECUTIVE SUMMARY

The Government of Sudan and the international community are working together to jointly support durable solutions for Darfur's internally displaced people. The commitment is rooted in the Doha Document for Peace in Darfur (DDPD) from 2011, signed by the Government of Sudan, other major parties to the conflict and the international community, and which sets out the framework for peace in Darfur. The peace agreement and the Darfur Development Strategy (DDS) that followed constitute political commitments to support durable peace and development in Darfur. This pledge has resulted in piloting a durable solutions process in El Fasher in North Darfur.

To reach durable solutions and end displacement, long-term planning based on agreed and jointly-owned comprehensive data is needed. To establish an agreed evidence base, a collaborative profiling approach was adopted that brought actors together to ensure trust and ownership of the results of the profiling exercise. An important aspect of this durable solutions profiling is that it places IDPs centre-stage alongside the two

other major stakeholders—the Government of Sudan and the international community—permitting the profiling results and recommendations to be owned and signed off by all parties.

The durable solutions profiling exercise in El Fasher makes up step two; 'getting better informed about the displacement affected communities' in the five-stage durable solutions process. It specifically aims to:

- Provide a comprehensive profile of IDPs residing in Abu Shouk and El Salaam IDP camps.
- Develop a better understanding of IDPs' vulnerabilities, coping mechanisms, capacities and provide insight into IDPs' perceptions and their future settlement intentions.
- Provide a jointly agreed upon data set to help inform durable solutions programming responses.
- Pilot a profiling exercise of displacement and joint durable solutions planning that could be replicated in other Sudan contexts with displaced populations.



# METHODOLOGY

The profiling exercise adopted the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons as an analytical framework. The profiling was designed to take into account the displaced persons' perspectives on durable solutions including preferred settlement options, and places a strong emphasis on understanding the rationale behind these preferences. It is also concerned with understanding the progress IDP communities have made across the IASC durable solutions criteria and applied an area-based comparative approach.

This comparative analysis was used to understand whether hardships are a result of IDPs' displacement or development challenges shared with non-displaced communities in El Fasher. Finally, it included a macro-level urban analysis. The profiling exercise used mixed methods: mapping and enumeration, a household survey, and key informant interviews. The profiling applied a gender lens and questions for further analysis, which were included in the report narrative when significant gender related differences were identified. The limitations of the profiling exercise are discussed in the methodology chapter.

## KEY FINDINGS WHO ARE THE IDPs?

The people living in Abu Shouk and El Salam camps were displaced from areas near to El Fasher city. The IDP camps were erected on the outskirts of the city on land temporarily on loan and were only built to house the IDPs for the short-term. Over the years, the camps have become part of the expanding city, however, the peri-urban neighbourhoods on the margin of the city

and the camps are not officially serviced parts of the city. A big proportion of the IDP population is very young – more than half are under 18 years. Compared to the El Fasher population, the IDP camps have a high number of female-headed households and the overall level of education and literacy is lower for the IDP camps –this trend is more prominent among women.

## KEY FINDINGS DECISION MAKING & FUTURE INTENTIONS

Approximately 50% of households in both Abu Shouk and El Salam prefer to stay in their current location, whilst 40% wish to return to their location of origin. A smaller proportion, ranging between 7% and 11% in the two camps, favoured settling elsewhere. Better security in the camps is cited as the main reason by the vast majority of households that prefer to stay, while a key factor for wanting to leave is lack of employment opportunities in the camps. Households that rely on crop farming as their main source of income and households that expect to be able to get their land back or be compensated are more likely to prefer to return.

Actions that IDPs have taken to pursue return, such as visiting their place of origin, can indicate how realistic a return is in the short term. A majority of households

in both camps (68% in Abu Shouk and 60% in El Salam) that prefer to return, say that they have never been able to visit their place of origin. And more than 80% of households that prefer to leave the camps do not have concrete plans to do so, suggesting that their intention to return is more a future preference and less of a concrete plan.

Overall, perception of security in the place of origin is also an important factor that influences return plans. 78% and 91% of households in respectively Abu Shouk and El Salam highlight security in their place of origin as a main obstacle for returning. And of those households (59%) that prefer to stay and deem the security situation in their place of origin as 'very safe', almost all did not have a time planned for departing from the camp.

# KEY FINDINGS

## PROGRESS ACROSS THE DURABLE SOLUTIONS CRITERIA

Analysis across six of the IASC Framework's criteria for durable solutions provide some context for understanding in which areas and to what extent IDPs face challenges as a result of their displacement.



### CRITERIA 1: LONG-TERM SAFETY

The further away a person lives from the city centre in the direction of the city's margins and the IDP camps, the less safe they feel at night and the more crime incidents they encounter. Respondents' perceptions of safety are related to a disconnection from services, such as proximity to police stations and the electric grid. The IDPs living in the camps share

these challenges with residents in the peri-urban areas, and findings also show that both groups report security incidents less frequently to the police. When it comes to resolving disputes, households tend to rely on the help of neighbours, while village chiefs play an important role in the camps.



### CRITERIA 2: ADEQUATE STANDARD OF LIVING

IDPs have a worse standard of living compared to non-displaced households in El Fasher with the exception of access to water. IDPs living in the camps face barriers to accessing education, health and electricity that are related to financial expense and distance to services. IDPs face greater challenges, but these are also shared challenges with parts of the non-displaced population, the households that live on the margins of the city close

to the camps. These barriers are, therefore, not directly linked to the IDPs' displacement. IDPs, however, do face challenges related to their displacement in regards to ownership of land and property. Merely between 5–7% in the camps own their land and dwelling compared to 63% of the non-displaced urban and 67% of the peri-urban El Fasher populations.



### CRITERIA 3: ACCESS TO LIVELIHOODS AND EMPLOYMENT

The profiling findings show that a large proportion of the non-displaced, and displaced residents are poor. The proportion of poor people living on 1.90 USD per day increases, the further away an area is situated from the city's centre. 60% of non-displaced residents living in the city centre are poor, whilst 87% of IDPs living in the furthest away camp live below the poverty line. The data also shows that poverty is deeper and more severe for a segment of the IDP population. The current economic situation in Sudan has resulted in steep price rises for staple foods that have had a considerable impact on households' food security. Respectively 46% and 64%

of households in El Salam and Abu Shouk (in contrast to 29–35% of the non-displaced) employ severe coping strategies when having no food or money to buy food.

Most working age persons across all strata are outside the labour force. Employment rates are very similar for both the IDPs and peri-urban inhabitants (between 42–44%), while employment is lower for the urban centre residents (36%). Under-employment, working less than 10–12 months per year, is prevalent among the IDP population, as 40% of the working population is only working 6 months per year, which translates into less income.



## CRITERIA 4: RESTORATION OF HOUSING, LAND & PROPERTY

IDP households in both camps (63%) believe it will be impossible to claim back their homes and land, whilst 15% do not know if it will be possible to reclaim previous assets. Both perceptions could be a challenge for return as a durable solution. In the camps, IDP households now have considerably less access to farmland compared

to access in their place of origin; 23% have access now to arable land compared to 78% previously in El Salam and 35% in comparison to 92% in Abu Shouk. IDP households also report not being able to access their farmland in their place of origin.



## CRITERIA 5: ACCESS TO PERSONAL DOCUMENTATION

Similar numbers of IDPs and non-displaced residents hold identity cards, which are necessary for accessing services. However, identity cards are especially important for IDPs, because it is necessary to prove ownership of land or pursue restoration for property or land loss.

Importantly, 75% of IDPs in both camps that report having lost land also do not possess an identity card. Obstacles to obtaining an ID card include complicated administrative procedures and cost.



## CRITERIA 6: PARTICIPATION IN PUBLIC AFFAIRS

Overall, relations between non-displaced and IDP communities are good, which is important for pursuing local integration. With regards to levels of involvement

in community and public affairs, both non-displaced and IDP communities report little engagement.

# CONCLUSIONS

The IASC framework states that for durable solutions to end displacement, they must be based on long-term safety; the ability to reclaim land or obtain compensation for lost property, and an environment that sustains economic and social life of the displaced person. The profiling data shows that 50% of IDP households prefer to continue to live in the camps, and 40% wish to return. This intentions data paints a picture of how IDPs see their ideal future, however, the data also shows that many IDPs seem to be adopting 'wait and see' approach.

The profiling findings show that safety is still seen as an important factor, as 89% of IDPs cite safety in the camps as a key reason for staying. For the households that prefer to return and deem the situation in their place of origin to be 'very safe', only a minority have made actual plans to return. The data shows that IDPs' perceptions of being able to reclaim land in their place of origin is an obstacle to returning, and so is a lack of basic services in return areas, for a population that is now used to the better services offered in the urban areas.

Analysing the challenges that IDPs and displacement communities face across the six IASC criteria on durable solutions highlights three cross-cutting themes. Firstly, poverty is widespread across El Fasher city and the IDP camps, but these shared development challenges more adversely impact residents living on the urban periphery and the IDP camps. In the camps, poverty is more prevalent and a higher proportion of the IDP population fall into the deeper poverty classification.

A larger part of the IDP working age population is not working, and IDPs work markedly fewer months per year compared to El Fasher residents. Poverty directly impacts the durable solutions criteria as inability to pay is a key barrier to obtaining an identity card and accessing police, education and health services.

Secondly, the profiling data and urban spatial analysis show that in the peri-urban and camp areas situated on the outskirts of El Fasher, another development challenge is distance to services. In these marginal parts of the city, residents have further distance to services, which has an effect on accessing police, healthcare, education and electricity.

Thirdly, challenges as a direct result of IDPs' displacement are linked to ownership of housing, land and property—both in their current location and in their place of origin. IDPs are considerably disadvantaged as they are still living on land in the camps that is temporarily on loan, whilst having none or limited access to land in their previous home areas.

Whilst the profiling data signal how IDPs view their ideal future, the findings also show that the final decision is likely to be influenced by a number of factors: to what extent the security situation remains stable or improves; whether they can retrieve lost land and property; to what degree essential services are restored or developed, and whether ownership of land in the camps will be granted. Whatever option IDPs decide to pursue, actors need to make sure to facilitate an end to displacement that is durable by considering these factors.

# LOOKING FORWARD

Following the durable solutions process, the next step involves developing context specific durable solutions targets based on the results of the profiling exercise and consultations with the displacement-affected communities. Going forward, the process must continue to be a collaborative one that places the displacement-affected communities at the centre.

Recently, the government authorities in North Darfur have announced plans to integrate IDPs in El Fasher by making the camps official neighbourhoods of the city and granting land to the displaced communities. This plan would address a key obstacle for ending displacement for the 50% of IDPs that prefer to integrate locally. The Durable Solutions Working Group (DSWG) will provide support and advice to ensure that this plan to integrate IDPs meets the criteria for durable solutions.

**The analysis across the six criteria identifies actionable priorities to advance durable solutions. These include:**

**1**

### **Focus on urban infrastructure for integration**

It is important that any integration plan considers the urbanisation challenges currently faced by households in the peri-urban and camp areas. Given that approximately half of IDPs living in the camps wish to integrate locally and that the displaced and non-displaced communities share challenges linked to poverty, reaching durable solutions will depend on programmes that benefit all residents. This is likely to entail a programme of urban planning and development that would increase the number and quality of public services to avoid any potential tensions over scarce resources (schools, health posts etc.). Some long-term urban development projects have already started with the initiation of projects to increase water and sanitation throughout the city, including in the IDP camps.

**4**

### **Community-based conflict resolution**

Actors will need to set up or support community-based land dispute mechanisms to peacefully resolve outstanding land conflicts for any solution to be considered durable. Land access or ownership dispute and conflict resolution will, in fact, be a prerequisite for any further solutions planning, because reaching durable solutions depends on long-term safety. This is a sector where peacebuilding funds can be utilised to maximise potential for successful returns.

**5**

### **The central role of displacement-affected communities**

It is well accepted that meaningful participation of displacement-affected communities is key for both sustainable return and local integration. However, this requires a process of consultation, sensitisation, negotiation, and conflict resolution and making sure that women, youth and all ethnic groups are represented. Going forward, it is important to jointly carry out awareness-raising activities to inform the non-displaced and the IDPs in the camps of the findings from this durable solutions analysis. Secondly, it is crucial to make sure that the displacement-affected communities are involved in setting the durable solutions targets. Genuine participation and voice can ensure communities' ownership and contribute to making solutions lasting, relevant and supportive of social cohesion.

**2**

### **Pro-poor programming**

To address the poverty and food security issues identified, a move should be made to focus on pro-poor programmes to boost people's resilience and help them to become more self-sufficient. This might entail increasing livelihoods and income-generation activities for IDPs and El Fasher residents alike in a bid to improve standards of living equitably.

**3**

### **Focus on return**

In respect of those IDPs who wish to return to their homes and land in their places of origin, the state authorities with the support of the international community should evaluate the numbers who wish to return to a given area. Any actor seeking to support durable solutions would have to identify the barriers to return for a particular area, and next a prioritisation plan can be devised with such considerations as public services needed in each location, according to Sudanese policy guidelines (i.e. numbers of schools, number and nature of different health facilities etc.). With a plan based on needs, to which profiling data can contribute, a campaign to raise the necessary funds can proceed.

**6**

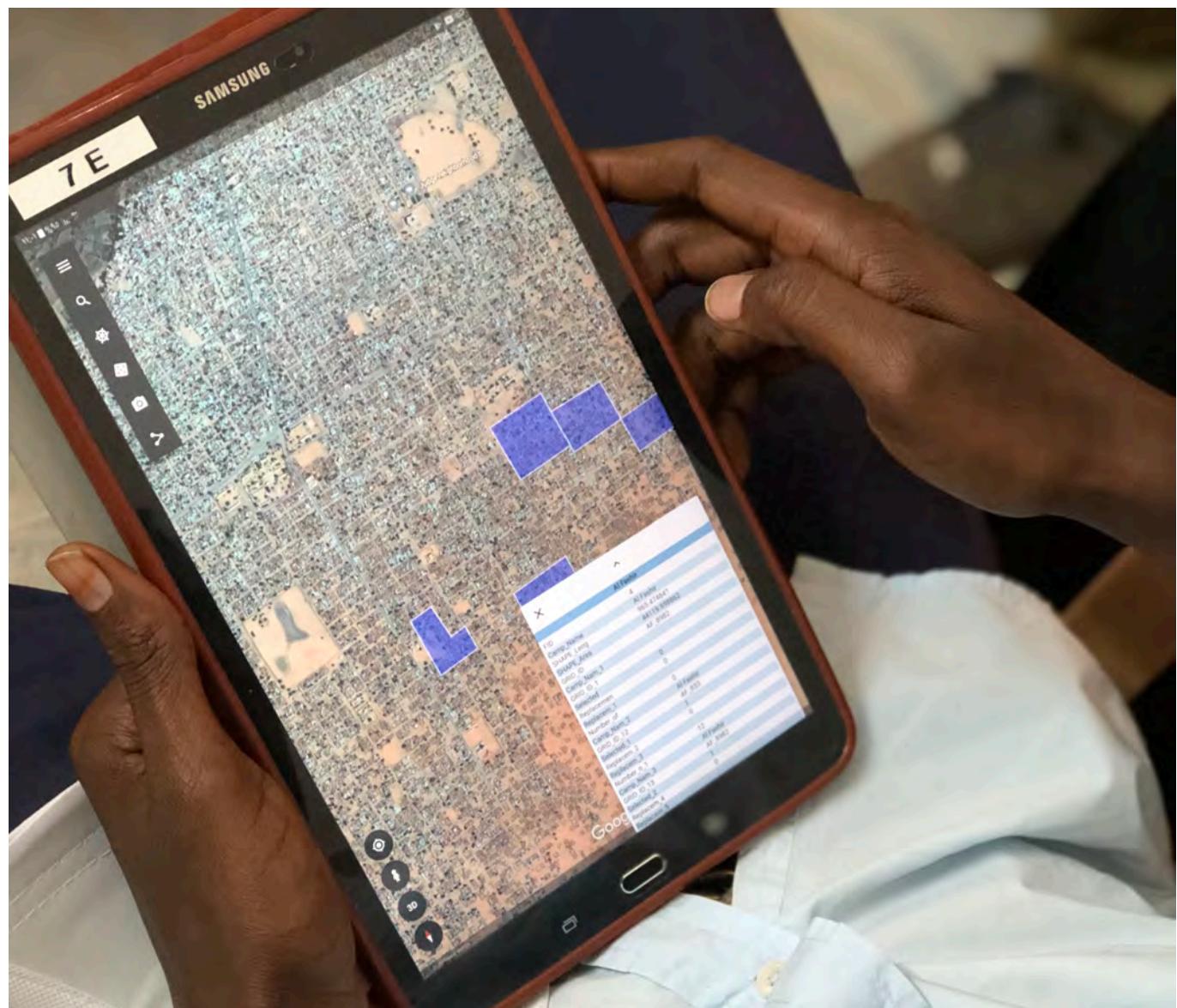
### **A generation-sensitive approach**

The IDP population is overall very young—more than half is under 18 years and only 25% of IDPs are above the age of 30 years. It is realistic to presume that younger and older IDP generations may not have the same priorities and preferences. Therefore, a durable solutions approach should allow for individual family members to pursue different settlement options. In addition, any durable solutions planning and programming should be sensitive to generational aspects and look to address the specific needs of the youth.

# PROFILING AS A TOOL TO SUPPORT DURABLE SOLUTIONS IN SUDAN

For the first time in Sudan, the durable solutions profiling exercise has provided stakeholders with an evidence base of consolidated thematic analysis across six durable solutions criteria and an analysis of IDPs' preferences for durable solutions. Going forward, durable solutions programming in El Fasher can be underpinned by sound evidence that has been accepted by all three major constituents. It is also the first time for the three major stakeholders—IDP communities, the Government of Sudan and the international community—to come together and collectively take forward a process to find durable solutions for IDPs.

Lessons learnt and insights from this pilot will be captured on the process from IDP communities and all other partners. With lessons learned from the profiling exercise and agreed data collection tools and methodologies, it is hoped that durable solutions planning can be replicated successfully in other displacement contexts in Sudan.



# INTRODUCTION

The Government of Sudan and the international community are working together to jointly support durable solutions for Darfur's internally displaced people. The commitment is rooted in the Doha Document for Peace in Darfur (DDPD) from 2011, signed by the Government of Sudan, other major parties to the conflict and the international community, and which sets out the framework for peace in Darfur. The peace agreement and the Darfur Development Strategy (DDS) that followed constitute political commitments to support durable peace and development in Darfur.

In 2003, men, women and children, sought refuge from the conflict that broke out in Darfur and needed basic humanitarian assistance in the immediate aftermath of fleeing from their homes. After 15 years, the five Darfur states still host an estimated 1.86 million <sup>1</sup> internally displaced people (IDPs), whilst 334,000 are living as refugees in neighbouring Chad <sup>2</sup>. The majority of IDPs in Darfur live in camps that over time have come to resemble permanent settlements. However, they continue to rely on humanitarian assistance.

With the protracted displacement situation unsolved, finding durable solutions to displacement for IDPs and returning refugees is becoming ever more important. Commitment to placing durable solutions for displaced and displacement-affected communities at the top of the agenda has resulted in piloting a durable solutions process in El Fasher in North Darfur <sup>3</sup>. Consultation and joint planning with the displaced communities and the local authorities of Sudan have been fundamental to the approach piloted.

Both the Government of Sudan and the International Community have agreed that in order to reach durable solutions there is a need for long-term planning based on agreed and jointly-owned comprehensive data. Data giving an accurate picture of IDPs and their non-displaced neighbours was not available, and it therefore became critical to carry out a durable solutions profiling exercise to establish an evidence base.

What makes this durable solutions profiling process different from previous joint assessments in Sudan is that it places IDPs at the centre alongside the other two major constituents—the Government of Sudan and the international community. In the words of one IDP representative, 'what's more important than having data, [is that] there should be active participation by communities affected by displacement. Communities should be involved in all steps of the study and should play a central role around the table.'<sup>4</sup> Furthermore, the collaborative approach to the durable solutions analysis process brought actors together in order to ensure trust and ownership of the results. This allows the durable solutions profiling results and recommendations to be 'owned' and signed off by all parties – the IDPs themselves, government authorities, humanitarian and development actors – and progress can be made on ending displacement for IDPs.

**“ What's more important than having data [is that] there should be active participation by communities affected by displacement. Communities should be involved in all steps of the study and should play a central role around the table.**

*IDP representative, Abu Shouk Camp*

<sup>1</sup> UN OCHA, 2019: Sudan 2019 Humanitarian Needs Overview.

<sup>2</sup> UNHCR: Fact Sheet Chad, July 2018. This document refers to Sudanese refugees living in Chad of which most are likely to be from Darfur.

<sup>3</sup> The approach follows the five-stage durable solutions process laid out in the Durable Solutions in Practice Handbook 2017.

[http://earlyrecovery.global/sites/default/files/durable\\_solutions\\_in\\_practice\\_-\\_handbook\\_sept\\_2017\\_0.pdf](http://earlyrecovery.global/sites/default/files/durable_solutions_in_practice_-_handbook_sept_2017_0.pdf)

<sup>4</sup> JIPS, 2018: Perspectives from IDP communities – informing durable solutions in Sudan. <https://vimeo.com/264930762>

# PROFILING OBJECTIVES

The profiling exercise carried out in El Fasher aims to:

- Provide a comprehensive profile of IDPs residing in Abu Shouk and El Salaam IDP camps as well as areas of neighbouring El Fasher city. The profile includes core demographic data, livelihoods and socio-economic information, insight into the needs of IDPs, their vulnerabilities, coping mechanisms and capacities. The profiling also takes account of their settlement intentions and plans as well as the push and pull factors that could trigger onward movement, return, or local integration.
- Offer a comparative analysis focusing on both displaced and non-displaced populations to identify IDPs' vulnerability as a consequence of their displacement. The analysis will help gain a deeper understanding of the obstacles and opportunities for reaching durable solutions.
- Help inform programmatic responses by the Government of Sudan and humanitarian and development actors and strengthen the resilience of their host communities within the IASC Framework.
- Pilot a profiling exercise of displacement and joint durable solutions planning with a view to replicate the model in other displacement settings in Sudan. As such, the pilot is intended to facilitate the development of agreed data collection tools and methodologies that can eventually be repeated with the necessary adaptations.

# BACKGROUND

Internally displaced persons have a right to durable solutions as set out in the UN Guiding Principles on Internal Displacement<sup>5</sup>. The 2010 IASC Framework on Durable Solutions for Internally Displaced Persons defines durable solutions as achieved when internally displaced persons (IDPs) no longer have any specific assistance and protection needs that are linked to their displacement and are able to live their lives like other persons who are not displaced<sup>6</sup>.

The framework also sets out three options for reaching durable solutions, but durable solutions often involve a combination of the three.

- **Return** of displaced persons to their place of origin
- **Local integration** in areas where displaced persons have sought refuge
- **Settlement elsewhere** in the country

Reaching durable solutions for IDPs is a complex process and requires political will and leadership. It needs to address human rights, humanitarian, development and peacebuilding challenges, all of which may take a number of years and should be viewed with a longer-term lens. Well-designed and coordinated programming that goes beyond humanitarian assistance is essential, if IDPs are to overcome their displacement-related problems.

The Government of Sudan and the international community have committed to supporting durable solutions as signatories to the DDPD and the Darfur Development Strategy, with the ultimate goal of lasting peace and security in Darfur. This commitment has also been set out in several planning processes and joint strategic documents including the Republic of Sudan's National Policy for IDPs 2009, the 2017-19 Multi-Year Humanitarian Strategy, the 2018-2021 United Nations Development Assistance Framework(UNDAF), as well as the UNAMID-UNCT 2017-2019 Integrated Strategic Framework for Darfur.

The commitment to durable solutions for IDPs has led to initiating two durable solutions pilot processes in El Fasher, in North Darfur, and in Um Dukhun, in Central Darfur<sup>7</sup>. The two locations were chosen because they represent two different scenarios of internal displacement: Um Dukhun is a rural location, whereas El Fasher is an urban area presenting very different challenges in terms of durable solutions.

The piloted profiling process and the resulting durable solutions analysis in El Fasher make up step two; 'getting better informed about the displacement-affected communities' in the five-stage durable solutions process, laid out in the Durable Solutions in Practice Handbook<sup>8</sup>.

5 OCHA, 1998: Guiding Principles on Internal Displacement. [www.brookings.edu/wp-content/uploads/2016/07/GPEnglish.pdf](http://www.brookings.edu/wp-content/uploads/2016/07/GPEnglish.pdf)

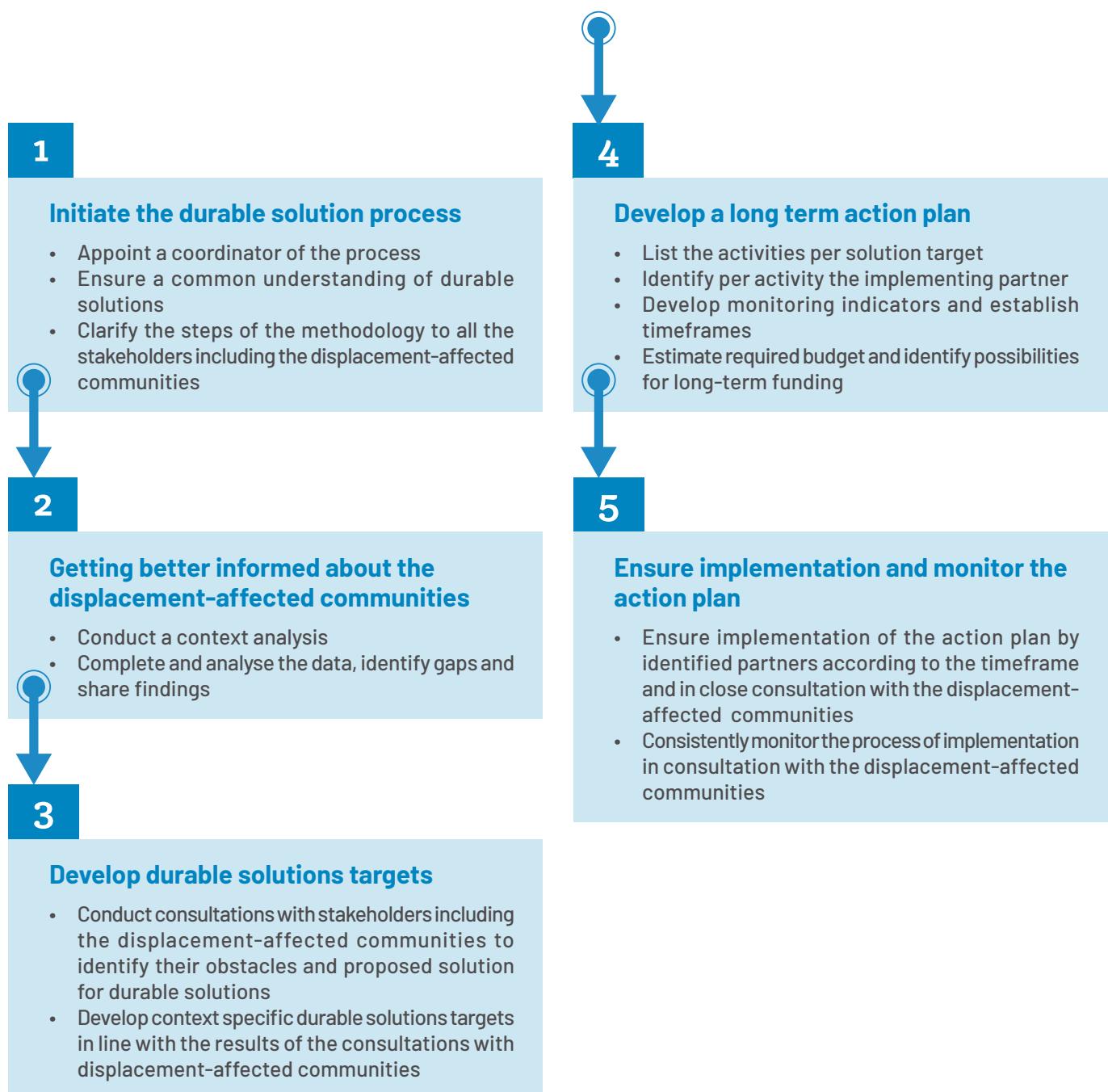
6 Inter-Agency Standing Committee, 2010: IASC Framework on Durable Solutions for Internally Displaced Persons. Washington, DC: Brookings-Bern Project on Internal Displacement.

7 This report only focuses on the profiling exercise in El Fasher and subsequent recommendations. A different methodology was followed in the Um Dukhun pilot.

8 Global Cluster for Early Recovery (GCER)- UNDP, 2017: Durable Solutions Handbook.

# THE DURABLE SOLUTIONS PROCESS

A FIVE STAGE PROCESS, AS LAID OUT IN THE 'DURABLE SOLUTIONS IN PRACTICE' HANDBOOK (2017)



# WHY DO A DURABLE SOLUTIONS PROFILING?

Several UN agencies in Sudan routinely undertake assessments and have in place well-established data systems to inform programming and policy<sup>9</sup>. While the methodology and scope of these datasets are useful for informing specific programmatic interventions, their thematic scope and population coverage make it difficult to compare across sectors.

The type of data that is needed to inform durable solutions for IDPs has to be multi-purpose in thematic scope because the data must allow for a much broader picture and is required by different actors, including humanitarian and development donors and agencies, INGOs, government departments and community members, who all need to make joint plans and work together.

Durable solutions also necessitate an understanding of a wide range of issues: the socio-economic conditions of displaced and non-displaced communities, the policy and legal environment, the availability of services and people's access to them and, crucially, IDPs' individual or household preferences for solutions. The overall purpose of the profiling was thus to establish a shared and agreed-upon evidence base to support the local authorities, communities and international and local partners to design targeted programmes to advance durable solutions.

Such a collaborative process offers benefits that can go beyond comprehensive data collection and analysis. To begin with, a 'space' is created in-country that affords the various actors to work together to find a way forward. But most importantly, a collaborative and inclusive process where humanitarian and development actors, the Sudanese Government and, importantly, the displaced populations themselves jointly participate can foster both ownership and trust in the results. When embarking on the next step of the durable solutions process, namely step three; 'developing durable solution targets', continued joint discussions between these three major constituents will be crucial in informing agreed-upon responses to end displacement.

Abdulmajid, one of the IDP representatives explains the process: 'In my opinion, a durable solutions analysis can help in many ways if we focus on [what might come out] as a result...Most of the families will choose either to return or remain in their current areas. We need projects that can support their lives in their choice of settlement. [And] this requires efforts from the World Bank, the UN and all the partners to support development projects and small income generating projects.'<sup>10</sup>

***“In my opinion, a durable solutions analysis can help in many ways if we focus on [what might come out] as a result...Most of the families will choose either to return or remain in their current areas. We need projects that can support their lives in their choice of settlement. [And] this requires efforts from the World Bank, the UN and all the partners to support development projects and small income generating projects.***

*IDP representative, Abu Shouk Camp*

<sup>9</sup> Well-established systems in Sudan to capture data include IOM's Displacement Tracking Matrix and WFP's IDP profiling.

<sup>10</sup> JIPS, 2018: Perspectives from IDP communities—informing durable solutions in Sudan. <https://vimeo.com/264930762>

# COORDINATION OF THE DURABLE SOLUTIONS PROFILING

As per the IASC guiding principles <sup>11</sup>, the profiling exercise brought together a range of partners. On Sudan's part, federal partners comprised the Sudanese Government's National Committee on Durable Solutions, including the Humanitarian Aid Commission (HAC), the Voluntary Return and Resettlement Commission (VRRC) and the Central Bureau of Statistics. In El Fasher, other government entities, local authorities and communities were consulted and included in the process. The profiling in Sudan was conducted in partnership with the World Bank and supported by the Joint IDP Profiling Service (JIPS) <sup>12</sup>.

On the part of the international community, members of the Durable Solutions Working Group (DSWG) participated, including IOM, UNDP, UNHCR, WFP, UNICEF, OCHA, UN-Habitat, as well as members of the INGO Steering Committee <sup>13</sup>. Representing a group of international INGOs working in Sudan, the INGO Steering Committee appointed several INGOs to be involved with different aspects of the process. Donors as well are represented on the DSWG on a rotational basis.

The voices of the internally displaced people were an integral part of the profiling process. At the outset, discussions were held on the need and benefits of the

profiling and how the exercise would fit into working towards durable solutions. It was important to make sure the IDP communities understood the process and were willing to participate. 200 sheiks representing the various ethnic groups, women's group and youth representatives took part in discussions to decide on how communicating with the communities should be carried out.

Sadia, a women's group representative, describes her involvement: 'I was part of the coordination team that acted between the people holding the data collection tools and the community. My role was to inform the communities of this [process] and highlight the potential positive impacts of the durable solutions study. This helps the team go directly to communities and collect information from them.'<sup>14</sup>

IDP camp representatives also took part in workshops to select survey indicators. When it came to conducting the actual exercise, elders and youth representatives also helped finding enumerators representing the IDP community. The enumerator team was tasked with selecting households for the profiling exercise and administering the questionnaires.

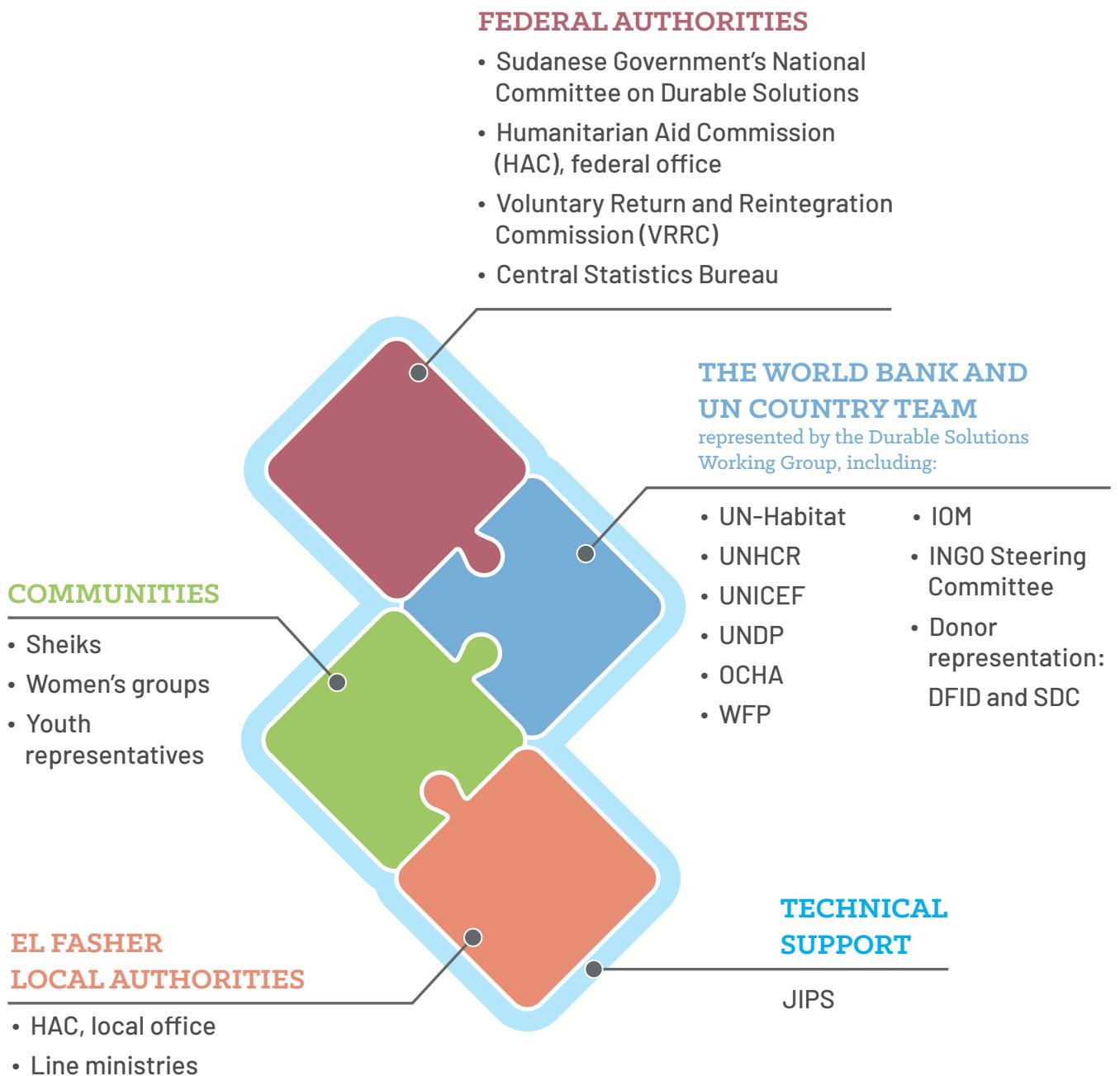
<sup>11</sup> UN Special Rapporteur on the Human Rights of Internally Displaced Persons and Joint IDP Profiling Service (JIPS), 2018: Durable Solutions Analysis Guide: A Tool to Measure Progress towards Durable Solutions for IDPs. <https://inform-durablesolutions-idp.org/guidance>

<sup>12</sup> The profiling was partly financed through the UN/World Bank Trust Fund aimed at piloting the Humanitarian - Development - Peace initiative (HDPI) in Sudan. There was also financial contribution and support from UNDP and UNHCR through the Promotion of Sustainable Return and Reintegration of IDPs and Refugees in Darfur project that was funded by the UN Darfur Fund (UNDF). UK Aid and the Joint IDP Profiling Service (JIPS) also contributed funds and support including a long-term secondment from JIPS.

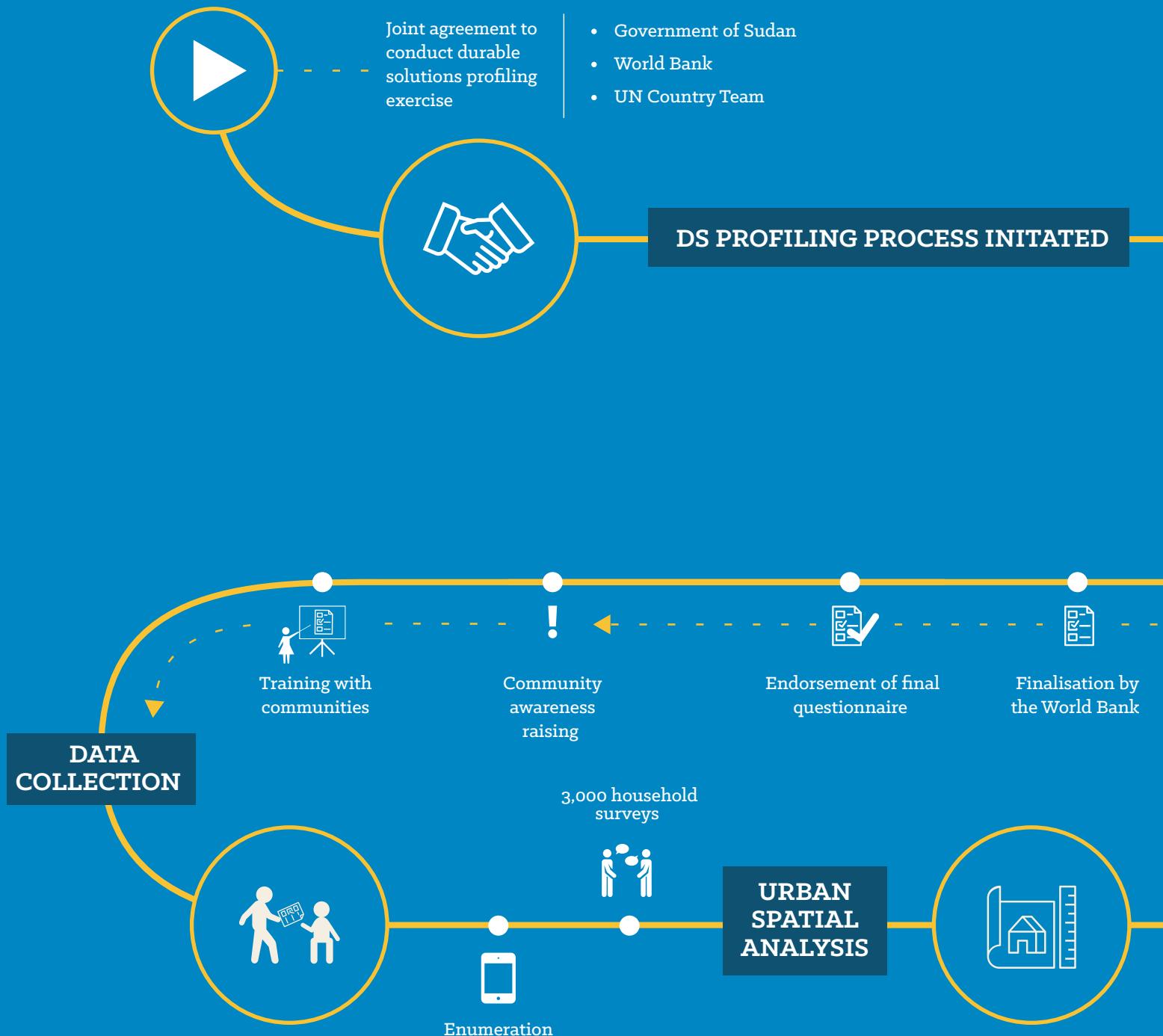
<sup>13</sup> The International Organization of Migration (IOM) implemented the household survey component of the profiling exercise, while UN-Habitat provided technical oversight over the urban/village assessment component.

<sup>14</sup> JIPS, 2018: Perspectives from IDP communities—informing durable solutions in Sudan. <https://vimeo.com/264930762>

# COORDINATION PLATFORM



# THE DURABLE SOLUTIONS PROFILING PROCESS



## METHODOLOGY & TOOL DEVELOPMENT



DSWG information  
management sub  
working group

Pilot test with  
communities

Collective agreement on  
indicators and questionnaire

Discussions with communities and  
local authorities to inform tool development

Secondment of  
consultant to urban  
planning ministry,  
North Darfur

Data cleaning

Preliminary  
analysis

Joint  
analysis

Bi-lateral sessions with key  
stakeholders to validate  
analysis

Final  
analysis



## REPORTING



# METHODOLOGY

## TARGET POPULATIONS AND GEOGRAPHIC SCOPE

The profiling exercise aimed to provide comprehensive and actionable analysis to put into operation a durable solutions policy and programming for communities residing in Abu Shouk and El Salam IDP camps. The two camps are located on the periphery of the capital town of North Darfur, El Fasher, where they have progressively blended into and become an integral part of the city.

The profiling exercise applied a comparative approach, where the following population groups (strata) were compared:

- IDPs in Abu Shouk camp
- IDPs in El Salam camp
- Non-displaced population in peri-urban El Fasher: an urban area situated on the outskirts of El Fasher forming a 3 km radius immediately surrounding the two camps
- Non-displaced population in urban El Fasher – the urban neighbourhoods of El Fasher city

This comparative analysis approach was taken to better understand to what extent the displaced populations in the two camps face different challenges compared to each other, as well as compared to the non-displaced residents living in El Fasher. This gives an indication as to whether the problems and hardships that IDPs face are a result of their displacement, or whether the non-displaced urban population, in fact, face the same challenges. The non-displaced residents in El Fasher were separated into two groups, assuming that there would be differences in access to services and other basic living standards between those residing in the peri-urban neighbourhoods, and those living in the urban neighbourhoods in the centre of the city.

## ANALYTICAL APPROACH AND METHODS

Partners agreed that the profiling would adopt the durable solutions analytical framework and indicator library set out in the recently published Durable Solutions Analysis Guide. Both are tools that have made the IASC Framework practical and operational for data collection and analysis<sup>15</sup>. Overall, a sample based household survey

was conducted as well as an urban analysis of services and land. The process of shaping these methods, and in particular the household survey indicators, included a number of community engagement sessions (see background chapter for more details).

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<sup>15</sup> UN Special Rapporteur on the Human Rights of Internally Displaced Persons and Joint IDP Profiling Service (JIPS), 2018: Durable Solutions Analysis Guide: A Tool to Measure Progress towards Durable Solutions for IDPs. <http://inform-durablesolutions-idp.org/guidance>

**Figure 1: Components of the durable solutions analysis in El Fasher**



The profiling placed a strong emphasis on understanding the rationale behind IDP communities' preferences for durable solutions. During the preparation phase of the profiling, it was recognised that IDPs' preferences for durable solutions were contingent on various conditions linked to security, land tenure, and access to livelihoods and services; all of which require longer-term planning and investment. Without these conditions in place, most displaced households are currently not able to make an informed choice about their future plans for durable solutions.

Furthermore, it was important to understand the overall impact of displacement by comparing IDPs to the non-displaced El Fasher residents, as well as understand the varying impact of displacement on different segments of the IDP community, which was done by disaggregating results by key demographic and other diversity characteristics (such as location and level of poverty).

<sup>16</sup> Family reunification and access to effective remedies to compensation were not relevant for the Darfur context.

<sup>17</sup> Precise wording of the IASC criteria can be found in the IASC Framework on Durable Solutions for Internally Displaced Persons (Inter-Agency Standing Committee, 2010: IASC Framework on Durable Solutions for Internally Displaced Persons. Washington, DC: Brookings- Bern Project on Internal Displacement).

# SAMPLE-BASED HOUSEHOLD SURVEY

A sample of 3,000 households was collected using a stratified cluster sampling approach. The sample was divided into four strata: IDPs in Abu Shouk camp, IDPs in El Salam camp, non-displaced people living in peri-urban El Fasher and non-displaced inhabitants of urban El Fasher (see the table below for the distribution of the sample).

The four strata were divided into clusters<sup>18</sup> of similar population size, based on a grid developed on a map of the areas. Clusters were selected from each stratum with a uniform probability of selection. The sampling was conducted in this manner, because there was no reliable population data available which would have made sampling probabilities to size possible. All the households in the selected enumeration areas were listed, while 12 were selected for interviews in each cluster in simple random draws. The listing exercise resulted in a significantly lower number of clusters than was planned. To compensate for the lower number of

clusters, some of the listed clusters were selected for oversampling. To draw the sample, the listing data was restricted to IDP households in IDP clusters and non-displaced households in the El Fasher clusters. The World Bank calculated the sample and applied the weights to the collected data.

IOM collected the data during the enumeration and the households survey with the support of community representatives. Specifically, elders and youth representatives assisted in finding enumerators representing the IDP community. This team of enumerators were tasked with selecting households for the enumeration stage of the profiling and administering the household questionnaires. The team of enumerators were trained on the enumeration process and subsequently received a second training on the household survey process. Data was collected during May, June and July 2018.

**Table 1: Sample distributed by strata**

STRATA	HOUSEHOLDS INTERVIEWED	INDIVIDUALS INCLUDED IN INTERVIEWED SAMPLE
IDPs in Abu Shouk camp	996	5,894
IDPs in El Salam Camp	986	5,960
Non-displaced in peri-urban El Fasher	509	3,303
Non-displaced in urban El Fasher	511	3,376
<b>Total</b>	<b>3,002</b>	<b>18,533</b>

## URBAN ANALYSIS

Complementary to the household survey, an urban analysis was also conducted with the technical oversight of UN-Habitat. The analysis examined urban plans for El Fasher including availability and use of land, and availability of services and infrastructure<sup>19</sup>. Specifically, the urban analysis team worked directly with the State Ministry of Physical Planning and Public Utilities (SMPPPU) and the Housing Fund of North Darfur State. This part of the analysis included a capacity building needs assessment, which sought to understand the capacity of ministries and local authorities as well as

their perspectives vis-à-vis planning towards achieving durable solutions for the camp residents of Abu Shouk and El Salam.

Additionally, an analysis of the 'reachability' of services was conducted based on information collected during the urban analysis. This is reflected in the maps used throughout the report. These maps were produced to provide a rough estimate of how many households in each strata can reach specific services in the different areas of the city, based on chosen time and distance parameters<sup>20</sup>.

18 Clusters are also referred to as enumeration areas or EAs.

19 The urban analysis focused on the physical presence of facilities and goods. Hence, it was a mapping exercise and it did not measure the operational capacity of any services.

20 The calculations were performed with the assistance of Openrouteservice; a service run by the Heidelberg Institute for Geoinformation Technology (HeiGIT) group, which is supported by the Klaus Tschira Foundation (KTS) Heidelberg, Germany. The service is based on OpenStreetMaps geodata, and hence, calculations depend on the accuracy and completeness of OSM in the region for which the service is requested (<https://openrouteservice.org/>).

# DATA PROCESSING AND ANALYSIS

The household survey data went through a process of data cleaning that was undertaken by the World Bank. Based on the detailed tabulation plan for the profiling exercise, various syntax files were developed by the analysts in order to create the initial tabulations required to produce a preliminary analysis overview. This step included a focus on disaggregating and cross-tabulating sex and age with key variables.

The preliminary overview was presented in two analysis workshops held in respectively El Fasher and Khartoum, in which the DSWG and representatives from the government discussed and validated the key results that emerged from the preliminary findings. The

working group also agreed on key areas that needed to be explored further.

In February and March 2019, a series of bilateral consultations were conducted with key informants. These stakeholder consultations sought experts' analysis and input into the profiling findings and where possible looked to validate results with thematic experts and secondary sources.

More in-depth regression analysis was done with a focus on future preferences (return and local integration), for example, by exploring which indicators (e.g. demographic profile, livelihood, land tenure) most strongly contribute to that particular preference.

## LIMITATIONS

The following limitations and specifications need to be kept in mind when reviewing the results:

- Sampling weights were calculated and applied to each enumeration area depending on its size. The resulting weights could not be tested against population data due to the lack of up-to-date and reliable information. However, for the camps, the population sizes suggested by the weights are close to the latest population estimates by the International Organization of Migration (IOM).
- The sample in the two El Fasher strata (urban and peri-urban) only included non-displaced households. Therefore, it should be kept in mind that the results for these two strata do not represent the situation for all residents living in the peri-urban and urban neighbourhoods, given that displaced households in these strata were not included in the sample. Specifically, the enumeration indicated that approximately 28% of peri-urban and 21% of urban households are IDPs. The comparative analysis thus focuses on the differences between the population groups by displacement status and cannot be used to compare the areas.
- The household survey questionnaire administered was very comprehensive and posed challenges in the course of the data collection linked to time-consuming interview processes. Enumerators reported survey fatigue amongst respondents. At times, this can be assumed to have impacted the quality of answers provided.
- The urban analysis looking at the access to services and land captured primarily distance to services but was not able to capture adequately the capacity and quality of the service provision. The 'reachability maps' created on the distance to services should be treated carefully, as they are not taking into account local topographic features and context specific circumstances. A deeper reachability analysis should, in any case, be validated on the ground.

# THE ESTABLISHMENT OF THE IDP CAMPS

## KEY FINDINGS

- Most of the people living in the camps were displaced at the beginning of the conflict in 2003 from areas very close to El Fasher city.
- The IDP camps on the outskirts of El Fasher have become de facto part of the city. However, both the camps and the neighbourhoods on the periphery of the city have not been part of urban planning and are not officially serviced parts of the city.
- The IDP camp population is very young – more than half is under 18 years.
- The IDP camps have a high number of female-headed households, and one in three women living in the camps has no education.

## DISPLACEMENT & URBANISATION

El Fasher town initially started to expand in the early 1970s, when the total number of inhabitants was estimated to be about 40,000–50,000. The town experienced a rapid population growth caused by large-scale migration from rural areas affected by drought and desertification. The conflict that started in 2003 pushed large numbers of people to flee from their villages to the safer environment of the urban city <sup>21</sup>. As a result, El Fasher has become a city surrounded by three sizeable IDP camps: Abu Shouk, El Salam and ZamZam <sup>22</sup>.

Abu Shouk camp was formally established in 2004 and erected 2.5 km from the north-western corner of El Fasher. Due to the lack of land available for settlement, limited services and water shortages, the camp was officially closed for new arrivals in November 2005. 23,000 IDPs were moved to the newly created El Salam camp, about one kilometre east <sup>23</sup>. In September 2017, OCHA estimated the total number of IDPs living in the camps to be 80,000 individuals with 44,531 living in Abu Shouk and 35,552 in El Salam <sup>24</sup>.

<sup>21</sup> Brian Nugent, Sonia Zambakides, UN-Habitat, 2009: Darfur: Profile of El Fasher Town and Abu Shouk IDP Camp.

<sup>22</sup> ZamZam IDP camp is considerably further away from El Fasher than the two other camps and it was therefore decided not to include this third camp in the profiling exercise.

<sup>23</sup> Ali, Osman Mohamed Osman & Mahmoud, Ust, Ali Mohamed, 2016: From a Temporary Emergency Shelter to an Urbanized Neighborhood: The Abu Shoak IDP Camp in North Darfur. Sudan Working Paper, No. 3.

<sup>24</sup> A 2013 biometric registration exercise carried out by WFP and IOM counted 44,531 individuals.

The majority of the IDPs settled in camps but once these had reached full capacity and were closed to new arrivals, some IDPs sought refuge with host families whilst others rented or bought their own houses in the city. Many more ended up settling randomly along the periphery of the city, either renting or occupying unserviced<sup>25</sup> land from private owners<sup>26</sup>. Today, El Fasher has a population of about 500,000 people<sup>27</sup>, including the internally displaced population. Based on the enumeration of households conducted in March and April 2018 during the profiling exercise, it was estimated that 28% of the peri-urban population and 21% of the urban El Fasher population are IDPs.

The profiling findings show that the largest wave of displacement occurred between 2003 and 2004 when 79% of the IDPs in Abu Shouk and 61% in El Salam reported having arrived. IDPs continued to arrive at El Salam camp during 2005 (7%) and 2006 (11%). In addition, 8% in El Salam and 6% in Abu Shouk reported having been displaced in 2018.

Approximately one-third of the IDP households in Abu Shouk and El Salam reported arriving directly to the camps from their place of origin, while more than half of the population of each camp had settled once elsewhere before arriving at the camp.

**Figure 2: Year of displacement of households in Abu Shouk and El Salam**



Armed conflict in the household's village is the main reason for becoming displaced, as reported by 93% of the households across both camps<sup>28</sup>. The primary reason for choosing the camps was 'better security', as

reported by more than 90% of all households. A small percentage reported access to services followed by access to humanitarian aid, as the rationale for coming to the camps.

<sup>25</sup> Unserviced land or 'raw' land refers to land that has no public services such as water, electricity or sewer system nor any public facilities nearby such as schools, health centres etc.

<sup>26</sup> The listing exercise carried out prior to the survey supports this; 28% of households residing in the urban area on the periphery of the city and 21% of households living in the city centre are IDPs.

<sup>27</sup> No census has been conducted since 2008. These are estimates provided by the Ministry of Urban Planning in February 2018.

<sup>28</sup> 4% of households reported 'increase in crime and violence' as causing their departure.

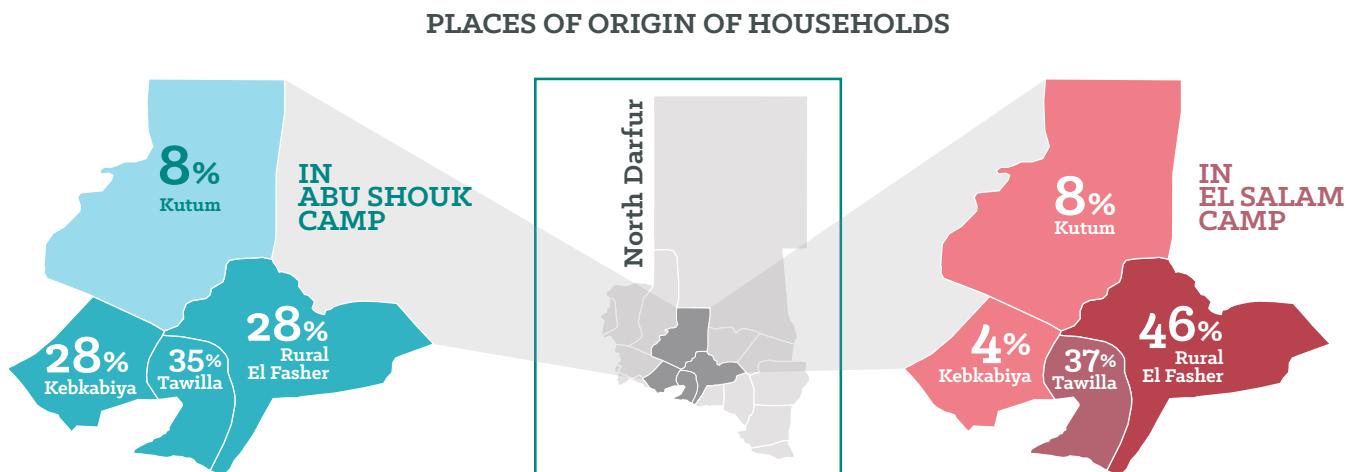
# DEMOGRAPHIC PROFILE OF THE CAMPS – WHO ARE THE IDPs?

The profiling survey results show that 98% of Abu Shouk and 96% of El Salam residents originate from North Darfur State. This is consistent with the general IDP pattern for Darfur, where the greater part of displacement has taken place within the immediate region. This is supported by the earlier 2008 census that showed more than 95% of recorded IDPs identifying their current state as their usual state of residence. Almost half (46%) of the residents in El Salam originate from El Fasher locality within which the city is located, followed by Tawilla (37%) and Kebkabiya (4%). These three localities are also the main areas of origin for IDPs now living in Abu Shouk. However, here, Tawilla is the main place of origin for 35%, followed by El Fasher (28%) and Kebkabiya (20%) localities. Abu Shouk also

hosts IDPs from Kutum locality, who make up 8% of the camp residents.

The basic demographic profile of the IDP population living in camps and non-displaced El Fasher inhabitants is almost identical when considering sex and age distribution. The proportion of men and women is the same, whilst the sex distribution is very similar between the camps and El Fasher's peri-urban non-displaced inhabitants<sup>29</sup>. Only 25% of IDPs and 27% of the El Fasher non-displaced residents are older than 30 years, indicating a very young population overall. Therefore, we also see that the age dependency ratio<sup>30</sup> is relatively low, which means that there are enough people of working age (15–64 years) who can support the dependent population<sup>31</sup>.

**Map 1: IDPs place of origin**



A larger proportion of female-headed households are found in the IDP camps compared to the non-displaced population in El Fasher. Specifically, 41% of households in El Salam and 56% in Abu Shouk are headed by women. In contrast, the proportion among the El Fasher urban as well as peri-urban non-displaced population is 32%.

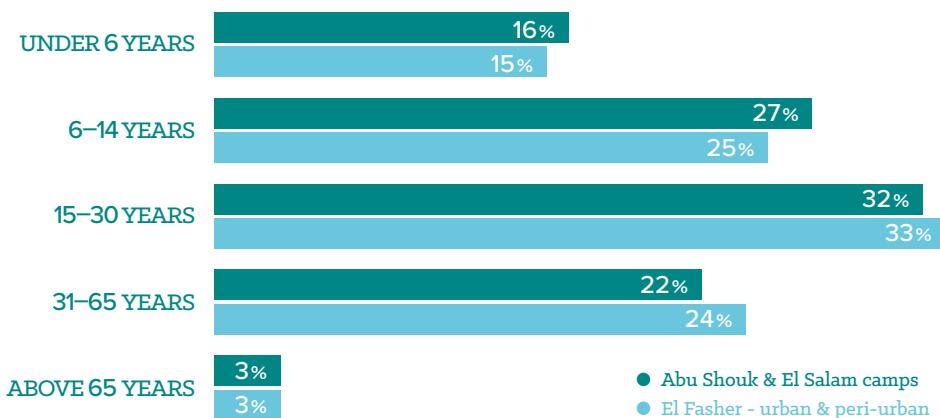
Household size is also similar between the camps and the El Fasher population. More than 70% of households in both the camps and the two El Fasher strata are almost equally distributed between families of 3–5 members and families with 6–8 members.

29 There is also no difference found between the Abu Shouk and El Salam camps, nor when comparing the urban and peri-urban areas of El Fasher.

30 The dependency ratio ranges between 43% and 48% in the four strata.

31 This is an age-population ratio of those not in the labour force (children below 15 years and adults older than 65 years) and those people typically in the labour force (15–64 years of age). It is used to understand the pressure on the working age population.

**Figure 3: Age distribution of IDPs in the camps of Abu Shouk and El Salam and El Fasher non-displaced residents (urban and peri-urban)**



**Table 2: Household sizes across strata**

	EL SALAM	ABU SHOUK	PERI-URBAN EL FASHER	URBAN EL FASHER
1–2 members	9%	10%	6%	3%
3–5 members	34%	36%	33%	36%
6–8 members	40%	36%	38%	38%
More than 8 members	18%	18%	23%	23%
<b>Total %</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Literacy, as measured by the reported ability to read and write of everyone above 12 years of age, was found to be lower for women compared to men across all the four populations. Non-displaced women living in

El Fasher's centre have a somewhat higher literacy rate compared to the other strata. Men's literacy rate, however, is higher in the camps compared to El Fasher's peri-urban and urban non-displaced populations.

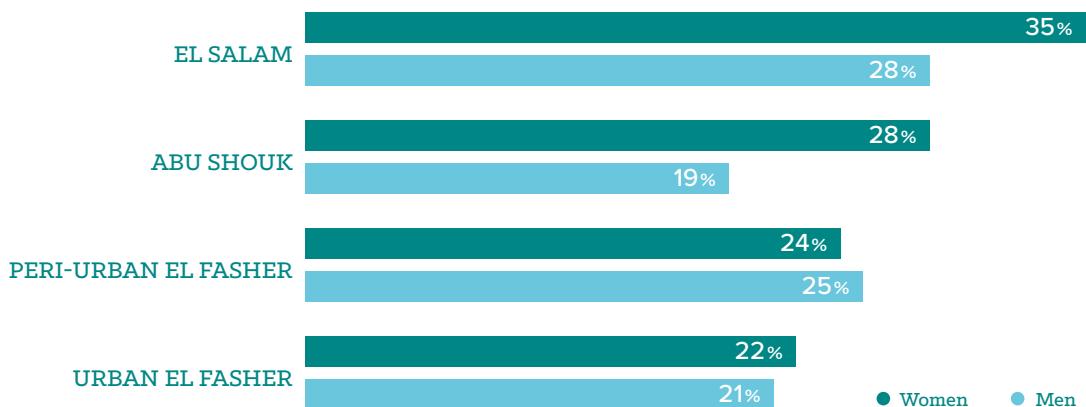
**Figure 4: Proportion of women and men (above 12 years), who can read and write by strata**



Across the camp and El Fasher strata, a greater proportion of women are not educated compared to men, but this is particularly true for El Salam camp where one-third of women (35%) have not completed any education. Among El Fasher's non-displaced

urban and peri-urban populations, there are overall fewer people who are not educated in comparison to the camps. There is also less of a difference between men and women that have not completed or only partly completed their primary education.

**Figure 5: Proportion of women and men (above 15 years of age) who have not completed any education (or only parts of primary education) - by strata**



Abu Shouk and El Salam are the first established IDP camps in Darfur and have over the years come to resemble permanent settlements. Both camps were set up to respond to the crisis, and therefore followed an emergency approach, based on site modular planning principles and services to accommodate a temporarily displaced population. The camps were planned under a system known as 'Blocks and Squares', where about 25 homesteads were given approximately 10 square meters per family plot. Each square with 25 homes was provided with only a couple of shared latrines and showers. Water pumps, health centres and schools were distributed in the camp according to UNHCR standards<sup>32</sup>.

IDP camps erected under an emergency modular approach are based on site planning principles and services to accommodate displaced populations in the short-term. Notions of cultural and recreational activities, of social exchange or political engagement, are rarely considered in these planning strategies to cope with a crisis. Abu Shouk and El Salam camps were established as a technical device for protecting and saving lives and were never designed to house families for decades.

El Fasher city has grown extensively, so much that, while the camps were originally located some distance away, they are now de facto extensions of the city. However, the land has never been included in any urban development plan as it has been considered as 'reserved land' temporarily handed over to IDPs and humanitarian aid agencies<sup>33</sup>. After the Doha Document for Peace in Darfur was brokered in 2011, this land has gradually become strategic for new residential plans, both because it is close to the city centre and because basic services, including piped water, are provided<sup>34</sup>.

The mapping exercises with the Ministry of Physical Planning and Public Utilities also highlighted the absence of an urban development plan for the city, which has resulted in building projects carried out on a piecemeal basis. This absence of urban planning has led to the construction of plots with single-family housing. Furthermore, property tax from state-owned land has become an important source of local revenue. Both of these factors have led to the creation of low-density neighbourhoods with a scattered mix of vacant and occupied unserviced plots. The end result has been a huge horizontal suburban expansion where the investment in water, roads, drains and electricity infrastructure is unaffordable<sup>35</sup>.

<sup>32</sup> Ali, Osman Mohamed Osman & Mahmoud, Ust, Ali Mohamed, 2016: From a Temporary Emergency Shelter to an Urbanized Neighborhood: The Abu Shouk IDP Camp in North Darfur. Sudan Working Paper, No. 3.

<sup>33</sup> Ibid.

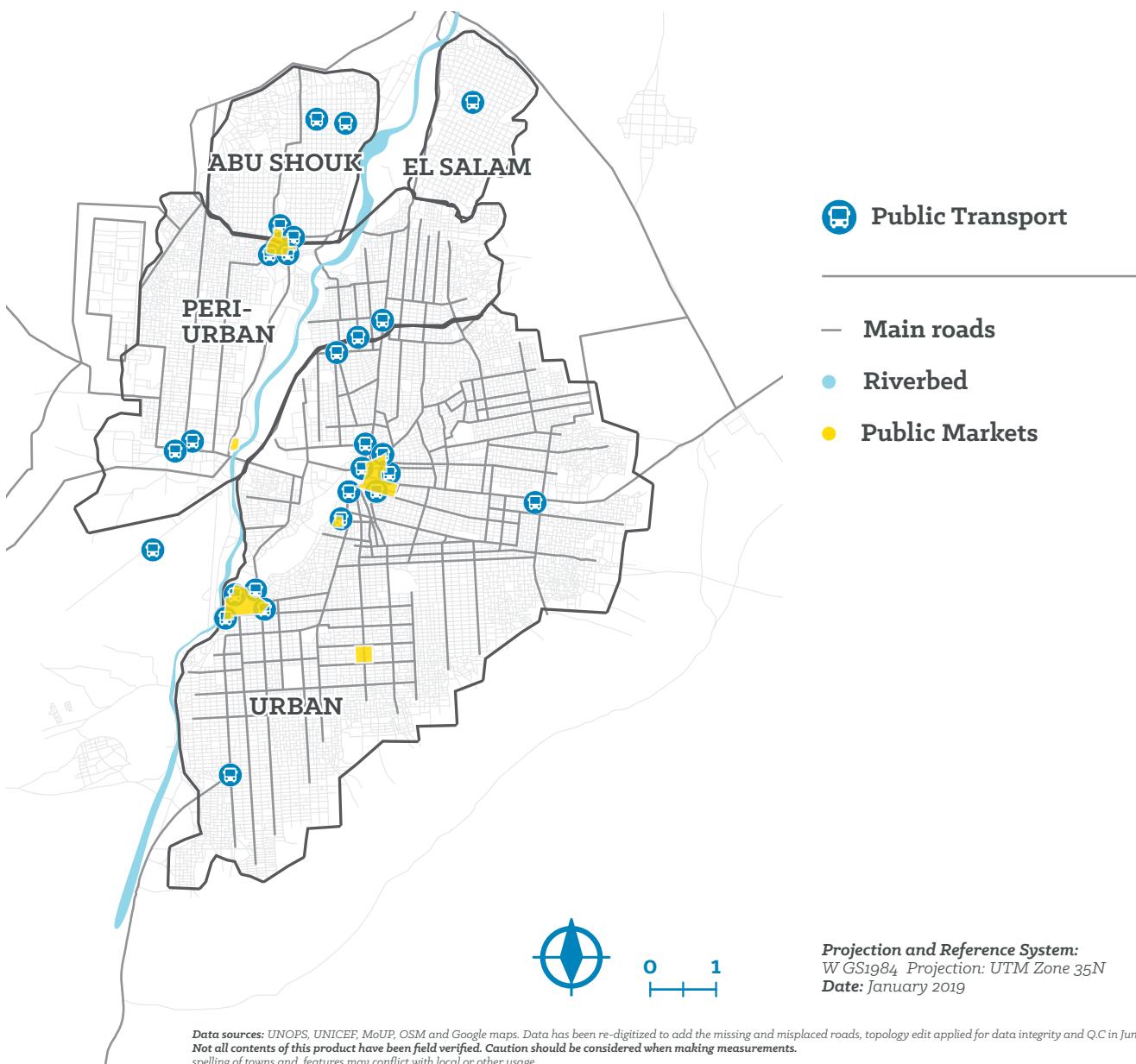
<sup>34</sup> Focus group meetings held by the spatial planning team between February and June 2018 with the following departments: Urban Planning Department, Survey Department, Land Department, Roads & Bridges Department, Public Utility Department, Social Studies and Research Department, Human Resources Department within the Ministry of Physical Planning and Public Utilities.

<sup>35</sup> Ibid.

Over the 15-year period, a mutual inter-dependency has gradually developed between the camps and the city dwellers. IDPs in Abu Shouk and El Salam interact with the city on a daily basis—for work, study, or shopping. There are two public transportation routes to and from the two main markets in El Fasher. Buses and taxis run

along this route and IDPs residing in the camps own more than 800 vehicles. IDPs also go by donkey or camel but many, especially secondary school pupils, make the journey into town on foot, as they cannot pay for transport.<sup>36</sup>

**Map 2: Distances and transport links from Abu Shouk and El Salam to the markets in El Fasher**



When Abu Shouk was initially set up, members of the host community and the displaced newcomers built a small market (souk) with a few shops that were owned by IDPs. As the souk grew bigger, the El Fasher locality administration allocated kiosks and flat-roofed shelter shops to individual traders. In 2010, the same administration converted the souk into a formal market

place managed by the Chamber of Commerce and with requirements of annually renewed rent contracts, commercial licenses and fees paid to the El Fasher locality administration. Products sold at the market are tax-free, which means that many goods and animals are being offered at prices lower than in El Fasher town, attracting many customers.<sup>37</sup>

<sup>36</sup> Ali, Osman Mohamed Osman et al, 2016.

<sup>37</sup> Ibid.

# CONCLUSION

The majority of those living in Abu Shouk and El Salam were mostly displaced in the initial phase of the conflict in 2003 and have been living in the camps for 15 years. The camp dwellers were displaced by insecurity and fighting from rural areas close to El Fasher city. Over the years, the camps have more or less become an informal extension of the city, however, there has been no planning process to ensure that the camps are serviced as part of the city. This is also the case for the city's peri-urban extensions of housing that border the IDP camps.

Among both the non-displaced El Fasher inhabitants and those in the camps, more than half of the population

is under 18 years of age. This means that about half of the displaced population has spent the majority of their lives living in camps.

There is a higher number of female-headed households in the camps when compared with figures for the peri-urban and urban non-displaced people living in El Fasher. This situation may be explained by the violent conflict that caused loss of life of family members or split families apart. Finally, the overall literacy and level of education completed is lower in the IDP camps. For women, this trend is even more pronounced as one-third of displaced women (35%) have not completed any education.

# DECISION MAKING & FUTURE INTENTIONS

**“ All relevant actors need to respect IDPs’ rights to make an informed and voluntary decision on what durable solution to pursue. They also have the right to participate in the planning and management of durable solutions strategies and programs. IDPs determine, in light of the specific circumstances of their situation, whether to pursue return, local integration or settlement elsewhere in the country. There is no hierarchy among different types of durable solutions. A peace agreement may contain a policy of preference for one durable solution, but even in these cases the principle of freedom of movement remains valid and individual choices must**

**be respected and supported. National and local authorities and humanitarian and development actors should base their durable solution programming on the actual preferences of IDPs and work towards providing them with a meaningful and realistic choice of durable solutions.**

*IASC Framework on Durable Solutions for Internally Displaced Persons, 2010*

Understanding IDPs' perspectives is crucial for supporting them in achieving their preferred durable solutions. Their preferences for future solutions may change over time depending on a range of factors: their situation in their place of refuge and in their place of origin, taking into account security and livelihoods prospects, as well as the broader policy context and the support provided to reaching solutions.

## KEY FINDINGS

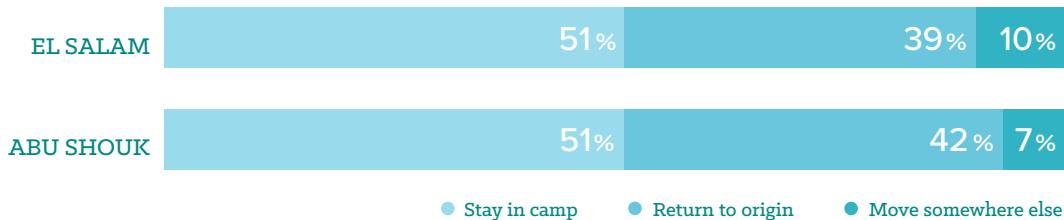
- Approximately half of the households in both camps prefer to stay in their current location, while two out of five prefer to return to their location of origin.
- The vast majority of IDP households that prefer to stay in the camp cite security as the main reason, while a key reason for wanting to leave the camps is lack of employment opportunities.
- Amongst households with a livelihood based on crop farming, the likelihood of preferring to return is higher.
- 80% of households that prefer to leave the camp do not have concrete plans to do so, and a majority of households in both camps (68% in Abu Shouk and 60% in El Salam) that prefer to return, say that they have never been able to visit their place of origin.

# FUTURE INTENTIONS

Approximately 50% of the IDP households in both camps indicate a preference to remain in their current location, while approximately two in five report that

they prefer to return to their place of origin. A smaller proportion—ranging between 7% and 11% in the two camps—favoured settling elsewhere.

**Figure 6: Intentions of IDP households in Abu Shouk and El Salam camps**

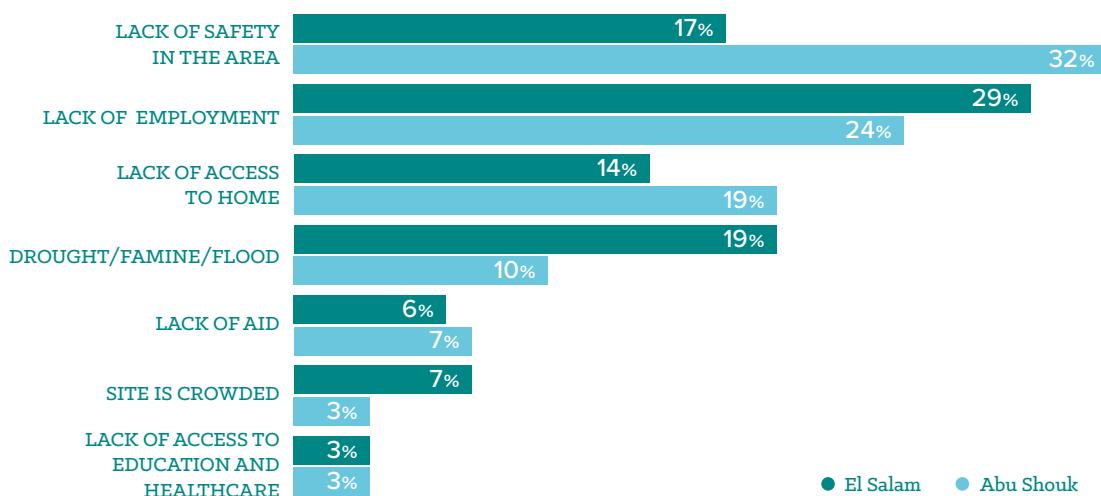


Security is a significant factor influencing the preference to stay, as the vast majority of households that prefer to stay (89%) cite security as the main reason. A smaller proportion (6%) of IDP households preferring to stay in the camps cite access to education and health services as the main reason.

When looking at the reasons for preferring to leave the camps, almost one-third of the households in El Salam

and one-fourth in Abu Shouk report lack of employment opportunities as a key reason, while in Abu Shouk the most cited reason is lack of safety. Not being able to access homesteads at their place of origin, plus hardships faced in the camps including drought, floods and extreme shortage of food were also push factors reported by camp residents.

**Figure 7: Households in Abu Shouk and El Salam who prefer to leave their current location distributed by main reason to move away (push factors)**



# FACTORS INFLUENCING IDPs' FUTURE INTENTIONS

In addition to the cited reasons influencing future intentions, the analysis also looked at a number of characteristics of the IDP households preferring to return to their place of origin<sup>38</sup> to further understand what factors influence their intentions. IDPs' intentions to return were considered in relation to their current livelihood situation, their security of tenure in the camp, as well as the situation of the property in their place of origin.

- While poverty—defined as living on less than 1.90 USD per day—does not appear to significantly influence the decision to return, other factors, such as reliance on crop farming as the main source of subsistence, influence this decision<sup>39</sup>. In other words, the households that indicate reliance on crop farming as their main livelihood source are more likely to prefer to return to their place of origin. It can be assumed that households with agriculture-based livelihoods are keener to regain their land in their places of origin and are apparently less economically integrated into their current location. This is confirmed when looking at the households that rely primarily on salaries and own businesses, where we see a higher likelihood of preferring to stay in the camps. For instance, in the Abu Shouk camp, 65% of households that rely on salaries prefer to stay, while only 29% prefer to return. In El Salam, 68% of the households that depend on salaries prefer to stay, while 26% wish to return. The same trend is visible among households that rely on their own business.
- An IDP household's current security of tenure influences their preference to return. The households with customary owned housing are less likely to prefer to return<sup>40</sup>. In Darfur, almost all land is managed according to the customary 'Hakura' land rights system with the exception of land in urban areas<sup>41</sup>. In both camps, the majority of households with customary owned housing (84% in Abu Shouk, and 79% in El Salam) prefer to stay. However, the vast majority of households in both camps have only temporary tenure arrangements (more than 90% in both camps).
- Households that expect to be able to get their land back or be compensated are more likely to prefer to return<sup>42</sup>. This trend seems less strong in El Salam: equal proportions of households that expect their land to be returned or compensated prefer to return and to stay.

<sup>38</sup> Regression analysis could only be done for the group of households indicating return as their preference. The group preferring to stay in their current location showed too much variation to allow for this type of analysis.

<sup>39</sup> Regression analysis showed a coefficient: 0.797 and a standard error: 0.138

<sup>40</sup> Regression analysis showed a coefficient: -1.529 and a standard error: 0.312.

<sup>41</sup> This traditional system gives individuals and groups usufructuary rights to land—the right to use the property and enjoy its 'fruits'. Customary land tenure is less secure because it is difficult to formally prove possession without a written proof of ownership.

<sup>42</sup> Regression analysis showed a coefficient: 0.751 and standard error: 0.152.

# FEASIBILITY OF RETURN

The security situation in the location of origin and the actions that IDP households have been taking themselves to pursue return, such as visits to their place of origin can hint at how realistic return is in the short term. IDP households that have indicated a preference to return or relocate elsewhere were asked about when they intended to do so. A significant majority in both camps (81% in El Salam and 86% in Abu Shouk) answered that they did not know when they would be able to move, indicating that the intention to return is less a concrete plan and more a future preference. Notably, 15% of the households in Abu Shouk intending to leave were planning to depart the camp <sup>43</sup> within 6 months (from the time of the data collection) compared to only 5% in El Salam.

Security in the place of origin is a crucial factor that influences a household's plans to return. A majority of households preferring to return assessed the security situation in their place of origin as 'very safe' (59%), 18% said that it is 'moderately safe', while 13% assessed the situation as 'very unsafe'. Out of the IDP households that reported the situation in their village to be 'very unsafe',

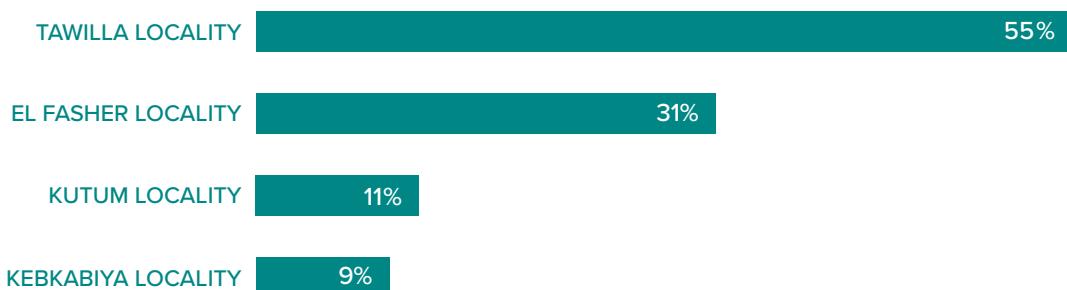
almost all did not give a specific time frame for their planned return. Overall, security in the place of origin is highlighted as the main obstacle for return by 78% of households in Abu Shouk and 91% of households in El Salam.

Visits by IDPs to their location of origin can give us an indication of how feasible returns are. The profiling survey findings indicate that remarkably few visits are taking place despite the proximity of the camps to the IDPs' location of origin. Of the households in Abu Shouk wishing to return, 32% have been able to visit their location of origin at least once, while in El Salam that proportion is 40% <sup>44</sup>. When looking at the visits conducted by location of origin, we see that more than half of the IDPs from Tawilla who wish to return have been able to visit home, while that is the case for one-third of the IDPs from El Fasher locality. Only around one in ten IDP households from Kebkabiya and Kutum have been able to visit their place of origin, which could indicate less possibilities of acting upon the intention to return.

<sup>43</sup> This percentage includes both households planning to return and relocate.

<sup>44</sup> Research undertaken by FAO indicates that the situation may have changed as of November and December 2018, when collected data shows that the area planted with sorghum had more than doubled in North Darfur. The authors attribute this change to improved security, very favourable weather conditions, plus the targeted food assistance by WFP, which encouraged IDPs to return back to their villages to plant previously abandoned fields. (Food and Agriculture Organization of the United Nations, 2019: Special Report, FAO crop and food supply assessment mission to the Sudan). The study is currently awaiting publication.

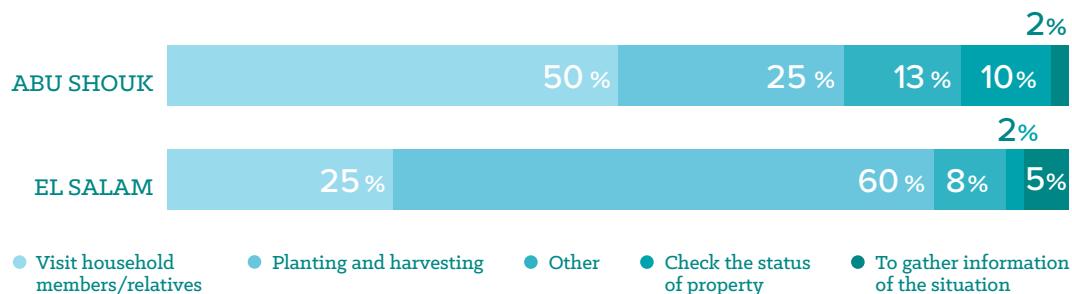
**Figure 8: Proportion of households displaced from North Darfur who prefer to return that have been able to visit their locality of origin at least once (includes only localities from where the largest IDP groups are coming from)**



The IDP households from the two camps that prefer to return and have conducted visits to their original place of residence reported that the main reasons were planting and harvesting crops, and visiting relatives. Specifically, half of Abu Shouk residents who travelled back made the journey to visit household members or relatives left behind, and one-fourth made the journey to plant or harvest. In contrast, 60% of El Salam IDP

households that prefer to return and have conducted visits to their location of origin, did so in order to plant or harvest, whereas one-fourth went back to visit family. This fits with the fact that El Salam residents report to originally come from areas close to El Fasher locality, and that many of them say farming is a key livelihood source, while they presently lack access to arable land in the camp.

**Figure 9: Main purpose of visit to location of origin amongst IDP households who prefer to return and who report having visited at least once their place of origin**



Having sufficient and sufficiently reliable information about the situation in the place of origin is key to making an informed decision about returning. The three most reported sources of information available to the population in Abu Shouk and El Salam are radio broadcasts, community leaders plus family and friends. Additionally, being able to visit is a key way for IDPs to understand the situation in their location

of origin. When looking at the whole IDP population in each camp, regardless of their intentions to return, it is observed that 28% of the households in Abu Shouk have conducted at least one visit to their place of origin, whilst that is the case for 32% of the households in El Salam. When making a comparison, it is clear that the proportion of households visiting their place of origin is higher amongst those IDPs who intend to return.

# CONCLUSION

Approximately half of the households living in both Abu Shouk and El Salam prefer to stay, while 40% wish to return to their place of origin. These IDP households overwhelmingly cite their perceptions of better security in the camps as the main reason for preferring to stay. Unpacking the figures further, we see that among households depending on farming for their livelihood, the likelihood of preferring to return is higher.

A majority (59%) of the households that prefer to return judge the situation in their place of origin to be 'very safe', but at the same time a minority is found to have taken actions in order to pursue a return. For example, more than 80% of households report that they do not have any concrete plans to return, and similarly, the

greater part of households preferring to return (68% in Abu Shouk and 60% in El Salam) have never been able to go back and visit their place of origin. Going forward, return visits should be further explored in community engagement sessions to better clarify the extent and patterns of return visits.

The data on intentions was collected at the household level, but it is reasonable to assume that people of different generations may not have the same wants and priorities. It is, therefore, likely that individual family members within one household will want to pursue different settlement options. This will be something important to explore when going forward with durable solutions planning and programming.

# PROGRESS TOWARDS DURABLE SOLUTIONS

This chapter gives a comparative analysis of the displaced communities residing in the IDP camps and the non-displaced households living in El Fasher's urban and peri-urban neighbourhoods. The analysis

makes use of the IASC Framework's criteria to provide some context for understanding in which areas and to what extent IDPs face challenges as a result of their displacement.



## CRITERIA 1: LONG-TERM SAFETY



## CRITERIA 2: ADEQUATE STANDARD OF LIVING



## CRITERIA 3: ACCESS TO LIVELIHOODS AND EMPLOYMENT



## CRITERIA 4: RESTORATION OF HOUSING, LAND & PROPERTY



## CRITERIA 5: ACCESS TO PERSONAL DOCUMENTATION



## CRITERIA 6: PARTICIPATION IN PUBLIC AFFAIRS



**“ IDPs who have achieved a durable solution enjoy physical safety and security based on effective protection by national and local authorities. This includes protection from those threats, which caused the initial displacement or may cause renewed displacement. The protection of IDPs who have achieved a durable solution must not be less effective than the protection provided to populations or areas of the country not affected by displacement.**

IASC Framework on Durable Solutions for Internally Displaced Persons, 2010



# CRITERIA 1: LONG-TERM SAFETY

The aim is to understand if IDP communities are less safe and experience a higher degree of safety related incidents, as a result of their displacement. The analysis

also tries to gauge whether victims report incidents and looks at the type of dispute resolution mechanisms they instead resort to.

## KEY FINDINGS

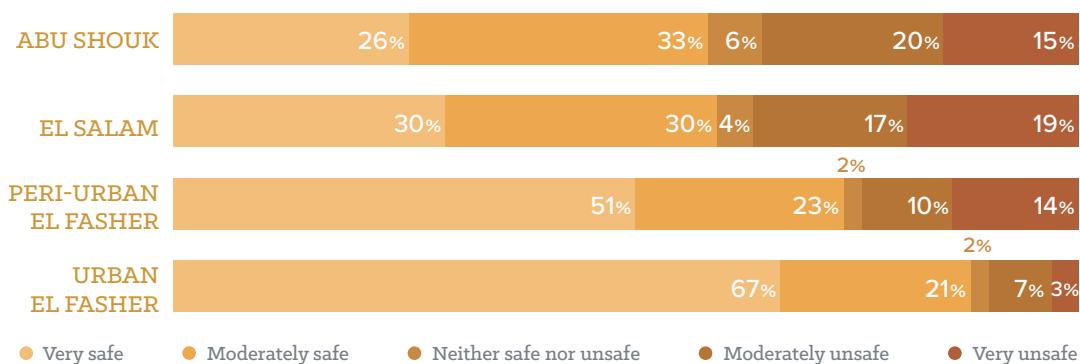
- Perceptions of safety vary by location and time of day: the further away persons live from the city centre—towards the city's periphery and the IDP camps—the less safe they felt at night and the more urban crime incidents, such as robberies, they faced.
- Residents' perceptions of safety and security can be linked to the availability of street lighting and the proximity to police stations. Overall, the greater connection to these basic services, the more likely respondents are to indicate that they feel safe.
- With regards to solving disputes, households residing in the urban areas rely on neighbours, while in the camps, the village chiefs are very important.

## COMMUNITIES' PERCEPTIONS OF SAFETY

Across all the surveyed locations, people reported feeling safer walking around alone in the daytime than during the night. The vast majority across all locations report feeling 'moderately' or 'very safe' during the day—specifically, 94% of IDPs across both camps and

97% of the population in urban and peri-urban El Fasher. When looking at the perceptions of safety during the night, the proportion that feels 'very' or 'moderately' safe drops to 60% in the camps, 75% in the peri-urban areas and 88% in urban El Fasher.

**Figure 10: Distribution of respondents by degree of perceived safety when walking around during night time**



Differences are not only observed between safety perceptions of displaced populations residing in the camps and the urban centre, but also between the urban centre and its urban margins. Similar proportions of respondents in El Fasher's peri-urban areas as in the IDP camps reported feeling unsafe at night. Specifically, between 14%–19% of respondents in the camps and the peri-urban neighbourhoods of El Fasher state that they feel 'very unsafe' walking around at night, in contrast to only 3% of the urban population. The peri-urban neighbourhoods differentiate themselves from the

urban El Fasher areas when it comes to safety during the day, as 80% report feeling 'very safe' compared to 92% of those living in the city centre.

To understand the common threats that communities face, respondents were asked in more details about incidents that they experienced in the 12 months preceding the survey. Findings show that being robbed was the most recurring incident experienced across all communities. 17% of IDP households have a member who was victim of a robbery compared to 10% of households in non-camp neighbourhoods.

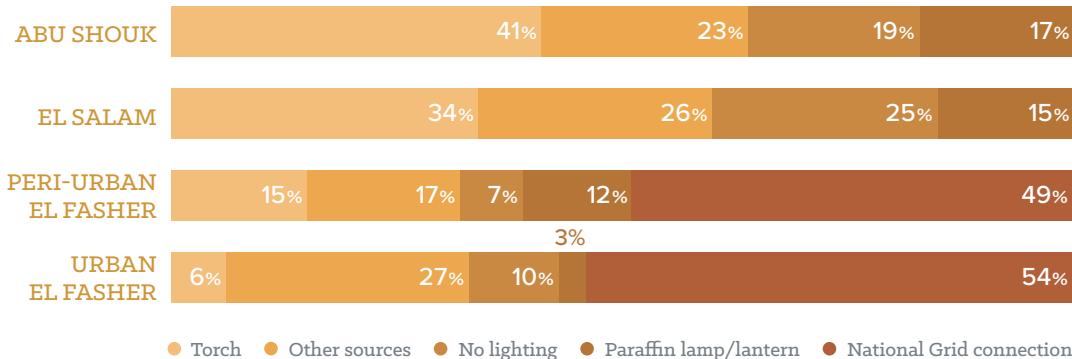
## ACCESS TO LIGHTING AND DISTRIBUTION OF POLICE STATIONS

Residents' perceptions of safety and security can be linked to the availability of street lighting and the proximity of police stations. Overall, the greater connection to these basic services, the more likely respondents are to indicate that they feel safe.

Among the households with access to electricity across all areas, a higher proportion reports feeling safe when walking around during the night (87%) compared to the equivalent proportion amongst the households with no

access to electricity (67%). While approximately half of the households in the urban and peri-urban areas reported that they access lighting through the national electricity grid, IDP communities reported not being connected to the city's electricity supply. 25% of the population in El Salam and 18% in Abu Shouk do not have access to lighting at all, while the remaining rely on torches, paraffin lamps or other sources as their main source of lighting.

**Figure 11: Proportion of households that have access to the national electric grid**



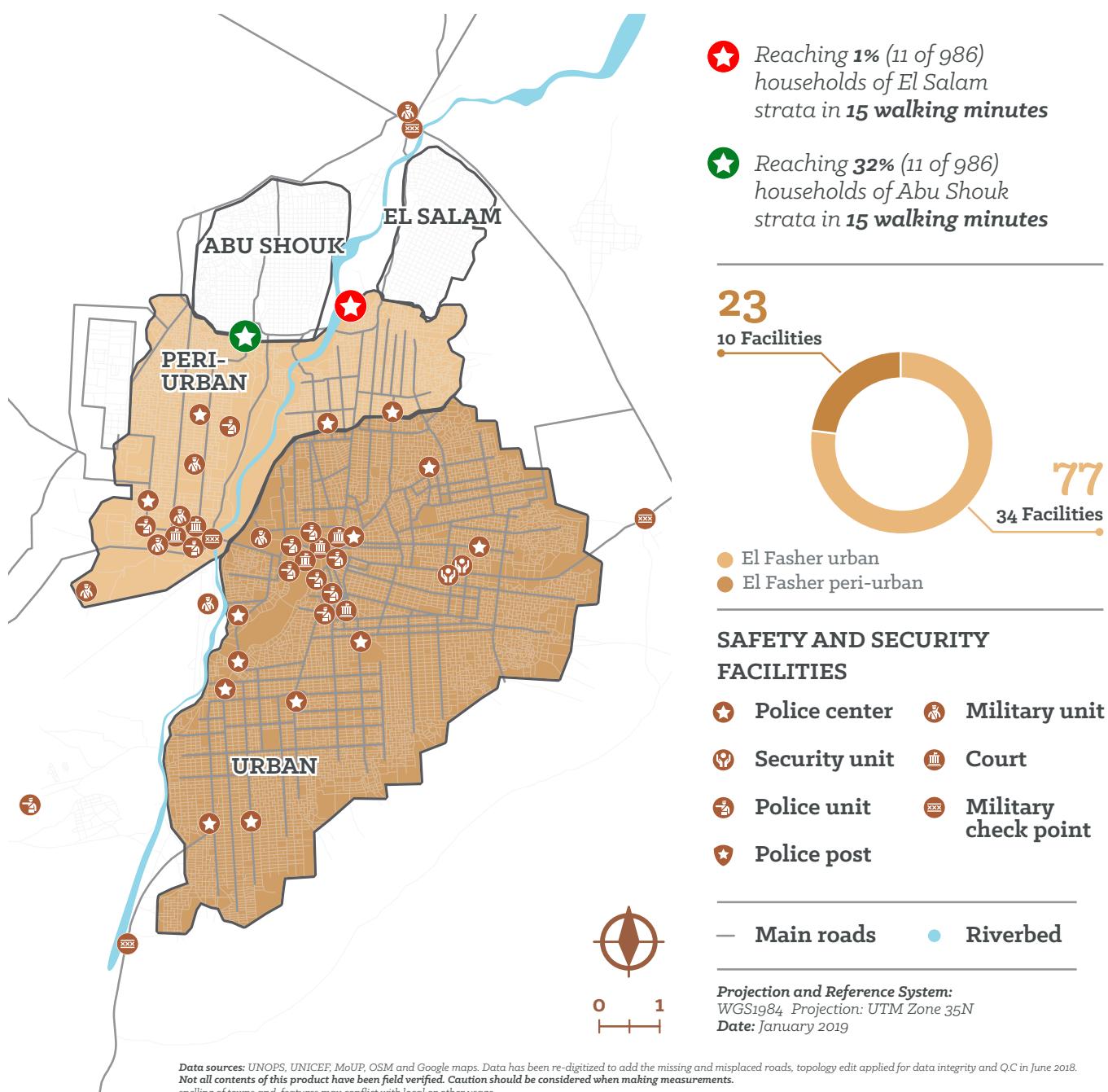
It is not only the location in the city that impacts a household's access to electricity; a household's level of poverty also plays a role. Households living above the 1.90 USD poverty line in both urban and peri-urban areas have reported a higher connectivity to the national grid compared to households living below the poverty line. 65% of those living over 1.90 USD in the urban centre are connected compared to 44% of households living under the poverty line. Similar to the population in the camps, poor households in the peri-urban areas rely on torches and paraffin lamps for lighting.

The majority across all communities do not report incidents to the police. Specifically, when looking at the households that have experienced a crime, only one-fourth in Abu Shouk and urban El Fasher reported the incident to the police. This is the case for only 16% of the households in El Salam and 8% of the households in peri-urban neighbourhoods.

When communities were asked why they do not seek help from the police when faced with security incidents, 36% of respondents in El Salam and 32% of those in Abu Shouk said that 'no police station is nearby'. This is also true for more than half (52%) of the population in the peri-urban areas on the edges of El Fasher. The mapping of urban services highlights that the majority of police stations and military services are concentrated

in the centre of El Fasher (see Map 2). Specifically, there is no police station in El Salam and only 1% of those surveyed could reach the nearest police station within a fifteen-minute walk. In Abu Shouk, there is a police station on the periphery of the camp, and 32% of those surveyed can potentially access this within fifteen minutes of walking.

**Map 3: Reachability analysis from Abu Shouk and El Salam to police posts**



In addition, there is a cost associated with seeking help from the police. A quarter of people in the camps report that approaching the police is ‘too expensive’, as do one in three people in the urban and peri-urban areas.

Although a high percentage of peri-urban and urban residents do not report incidents to the police and cite a lack of police stations in the vicinity, these two groups rate police assistance as the second most sought after dispute resolution mechanism.

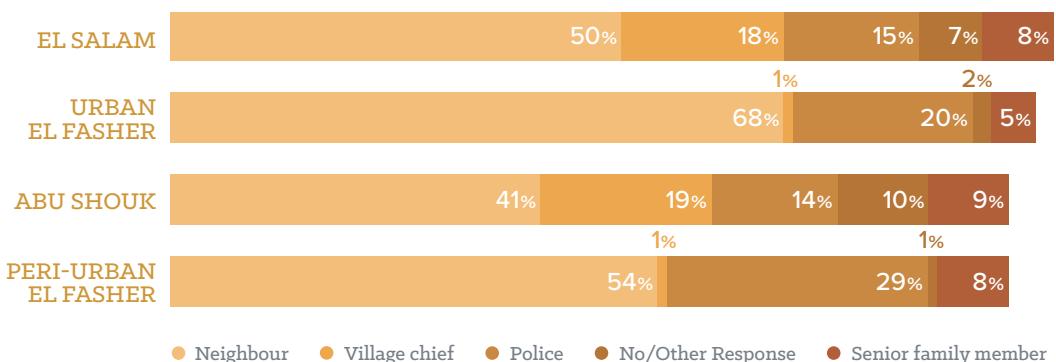
## SOLVING DISPUTES & EFFECTIVE REMEDIES

Seeking dispute resolution mechanisms alternative to police involvement is common for all the population groups surveyed. The help of neighbours is most often sought. The proportion is higher for the non-camp population with 66% seeking out their neighbours when faced with a safety issue or dispute, compared to 44% of the camp residents. In the camps, 18% approach the village chief to mediate or resolve conflicts in contrast

to merely 1% among El Fasher residents.

When asked about ease of accessing dispute resolving mechanisms, 76% in El Fasher city and 73% in peri-urban neighbourhoods report that access is ‘very easy’ compared to 66% in Abu Shouk and 68% in El Salam. 7% in Abu Shouk and 5% in El Salam camp say that accessing dispute resolution mechanisms is ‘somewhat difficult’ or ‘very difficult’.

**Figure 12: Households distributed by mechanisms used for dispute resolution**

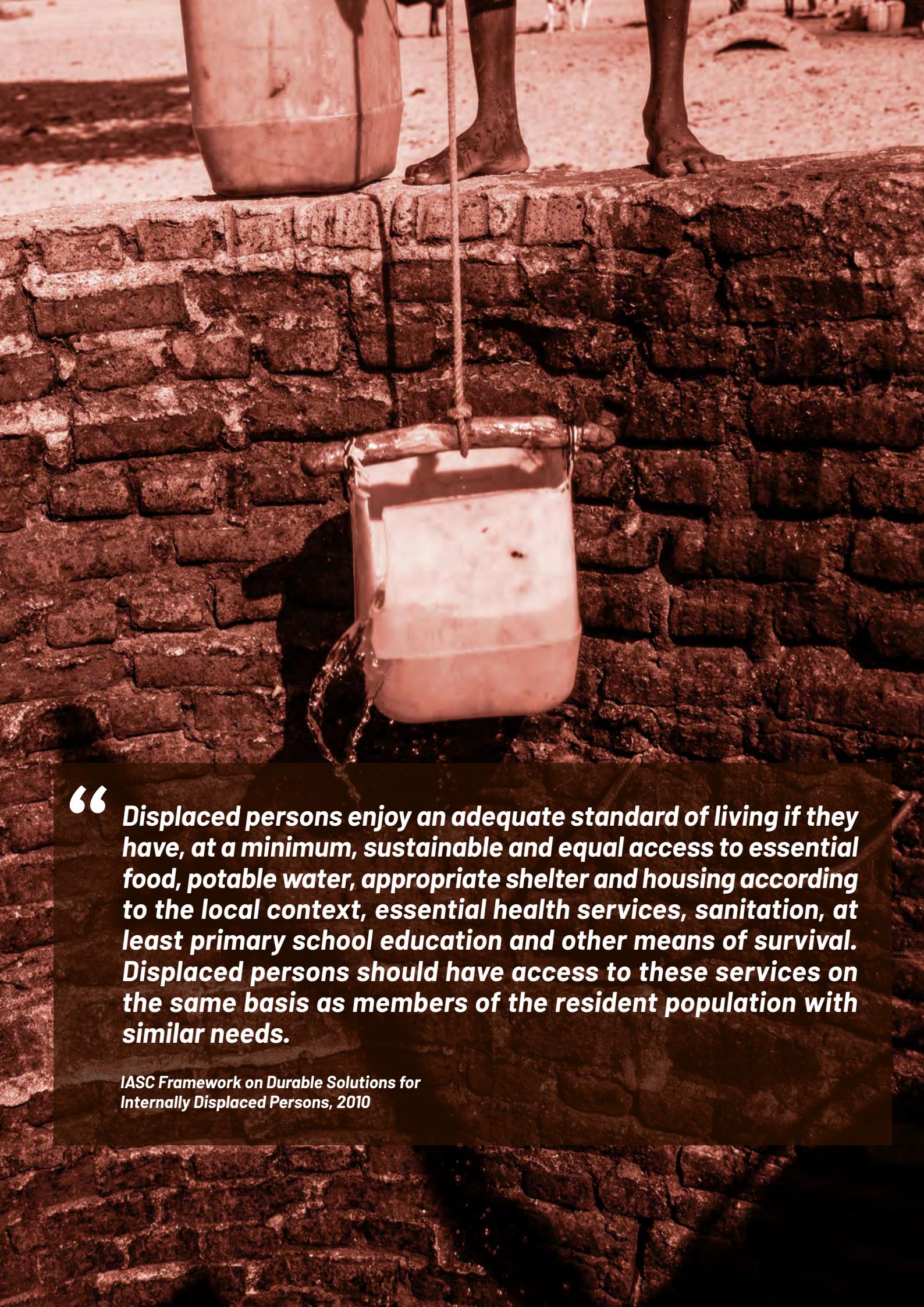


## CONCLUSION

Overall, the findings show that the majority of households across all areas report feeling safe during the day. However, the further away respondents live from the city centre, towards the city periphery and the IDP camps, the less safe they feel at night. Similarly, more security incidents are reported in the camps compared to the El Fasher areas.

The sense of safety is linked to a disconnection from services, such as electricity and police stations. Lower levels of safety in the camps at night are related to the limited lighting due to not being connected to

the electricity grid. Furthermore, the proximity of police stations is also indicative of perceptions of safety. Particularly households in El Salam have limited possibilities to access nearby police stations. The peri-urban neighbourhoods and IDP camps share similar challenges when it comes to safety perceptions and access to police. Both areas have the lowest levels of security incidents being reported to the police.



“

***Displaced persons enjoy an adequate standard of living if they have, at a minimum, sustainable and equal access to essential food, potable water, appropriate shelter and housing according to the local context, essential health services, sanitation, at least primary school education and other means of survival. Displaced persons should have access to these services on the same basis as members of the resident population with similar needs.***

*IASC Framework on Durable Solutions for Internally Displaced Persons, 2010*



# CRITERIA 2: ADEQUATE STANDARD OF LIVING WITHOUT DISCRIMINATION

An adequate standard of living is important for durable solutions—the analysis makes use of indicators such as access to health, water, sanitation, energy, food, education and housing. The profiling identifies possible discrimination or vulnerabilities linked to the IDPs'

displacement, by comparing the level of access to these services by the IDP camp population, the non-displaced population living on the city's fringes, and the population living in the city's urban area.

## KEY FINDINGS

- IDPs living in the camps have a worse standard of living compared to non-displaced households in El Fasher with the exception of access to water.
- Barriers to accessing education, health and electricity are financial, but distance to services is also an important obstacle, which also affects non-displaced households living on the peri-urban outskirts of El Fasher.
- IDPs face a particular challenge as a result of their displacement when it comes to ownership of land and property. Only 5% in El Salam and 7% of Abu Shouk IDP households own their dwelling and land in contrast to respectively 63% and 67% of the non-displaced urban and peri-urban El Fasher population.

## ACCESS TO HEALTH SERVICES

The profiling found no major obstacles for IDPs in the camps in terms of access to health care. The vast majority reported being able to access medical care in the six months preceding the survey. The percentage of those looking for medical assistance when ill or after suffering an accident was highest in El Salam camp, followed by non-displaced residents in El Fasher's peri-urban locations (89%) and city centre (88%). 16% of Abu Shouk residents reported not seeking medical help or treatment when affected by disease or accident. This stands out as the highest percentage across all assessed population groups.

Similarly, findings show that during the two years preceding the survey, a high proportion of women received antenatal care by skilled health personnel. This proportion is higher by 10 points among non-displaced women living in urban and peri-urban El Fasher (90%) compared to 80% of women in the IDP camps.

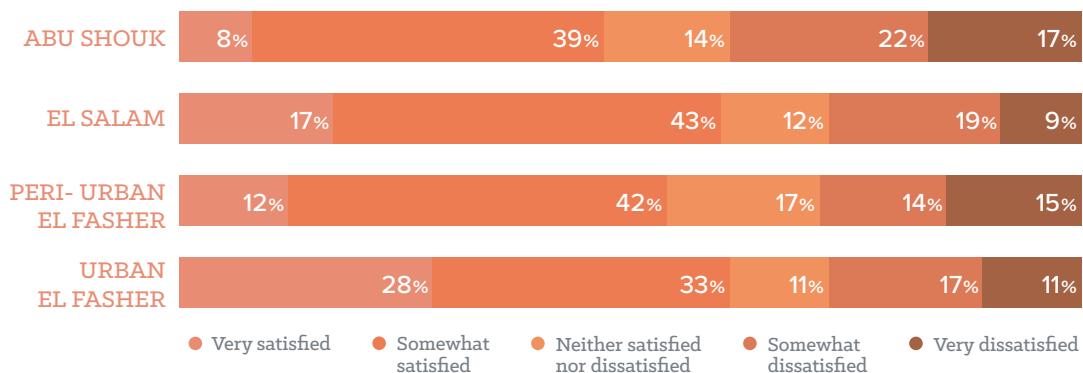
The obstacles faced by the households reporting to be unable to access healthcare when in need are lack of financial means followed by having no medical insurance. More than half (54%) of the non-displaced population living in the city centre did not seek medical assistance because they did not have enough money to pay for the services. For the poorest people across the four strata—the population living on less than 1.90 USD per day—the single biggest obstacle to accessing health care is cost and lack of financial means. The largest proportion of this group of households resides in the El Salam camp.

Obstacles also include distance and availability of health care services. Respondents were asked to estimate the time required to access the nearest health facility. Overall, the majority across all locations report less than 30 minutes walking distance: 84% of

non-displaced households in the urban centre, 79% in the peri-urban neighbourhoods and 85% of the IDPs living in El Salam have to walk a distance of less than 30 minutes. However, the picture in Abu Shouk is different: here, only 60% of respondents have to walk less than 30 minutes <sup>45</sup>.

Mapping health facilities shows a shortage in the peri-urban areas of the city of El Fasher, whereas clinics provide primary health services in both the Abu Shouk and El Salam camps. More complicated cases are referred to El Fasher's government-run hospital in the city centre.

**Figure 13: Distribution of households by degree of satisfaction with the health clinic that they usually access**



When asking households to rate the quality of health care, more than half of the households in El Salam and El Fasher indicate being 'very' or 'somewhat' satisfied. In Abu Shouk, less than half of the households report

this, which echoes the previous finding that in Abu Shouk a comparatively higher proportion of households do not seek medical assistance.

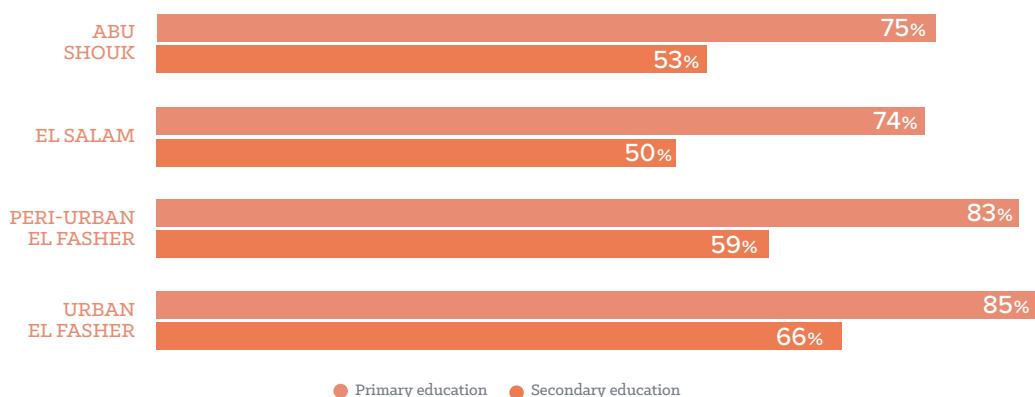
<sup>45</sup> Interestingly, before being displaced from their homes, access to health facilities was worse for all IDPs, as 75% needed more than 30 minutes to reach the closest facility.

# ACCESS TO EDUCATION

Access to primary education is almost identical among internally displaced children in both camps (74% and 75%). There are higher enrollment rates among children of the non-displaced population: in peri-urban neighbourhoods 83% and in the urban centre 85% of children are attending school. Enrollment rates for secondary education are lower across all strata by 19 to 24 percentage points. The non-displaced population in the city centre has the highest enrollment rate for secondary students. In secondary education, we also see that the gross<sup>46</sup> enrollment is higher by 10 points

across all strata (which was not the case for primary education), indicating that more children outside of the secondary school-age attend school. No particular difference is seen between the enrollment of girls and boys. In primary education, the rates are almost identical across the strata. In secondary education, we see that the gross enrollment rates are very similar whilst the net enrollment rates are higher for girls, indicating that boys might not be attending the grade matching their age.

**Figure 14:** Net enrollment rates<sup>47</sup> in primary and secondary education by strata



When exploring how long children not currently enrolled have been out of school, Abu Shouk camp comes out with the highest figures. 91% of Abu Shouk school-age children not attending school have missed school for more than one year, while that is the case for 71% of the children not attending school in El Salam, and

respectively 53% and 51% of the children from the non-displaced communities in peri-urban and urban El Fasher. It is noteworthy that a big proportion of these children—particularly among the non-displaced El Fasher population (27%)—have missed school for more than 3 years.

**Table 3:** School-aged children not enrolled by length of time they were out of school

	EL SALAM	ABU SHOUK	PERI-URBAN EL FASHER	URBAN EL FASHER
Less than 1 year	9%	29%	47%	49%
1 year	23%	23%	11%	12%
2 years	25%	14%	7%	10%
3 years	20%	12%	9%	2%
More than 3 years	24%	21%	27%	27%
Total %	100%	100%	100%	100%

<sup>46</sup> Number of students enrolled in a given level of education, regardless of age, expressed as a percentage of the official school-age population corresponding to the same level of education.

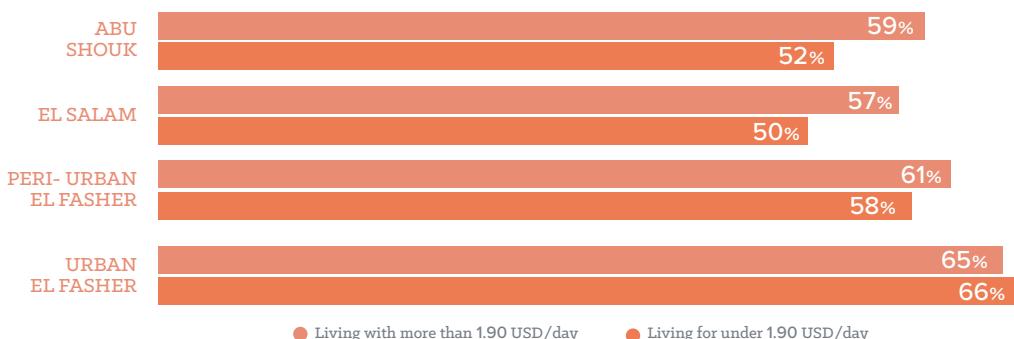
<sup>47</sup> The net enrollment rate in primary education is the ratio of the number of children of official primary school age, who are enrolled in primary education to the total population of children of official primary school age, expressed as a percentage.

The main obstacle reported by the households not sending their children to primary school is financial. Specifically, more than 80% of these households in both camps and among the peri-urban non-displaced El Fasher households reported financial constraints as the key obstacle. In contrast, this is only the case for 40% of the non-displaced households in the El Fasher centre. According to government policy, primary education is free in Darfur. However, in reality, there are often fees involved imposed by parent teacher associations (PTAs) to cover school running costs and

provide incentives for volunteer teaching assistants. The inability to pay such fees preventing some families from sending their children to school has also been observed by Unicef Sudan<sup>48</sup>.

However, when looking at the children of poor households (living on less than 1.90 USD per day) compared to the rest, no particular difference is observed when it comes to enrollment. Such a link becomes clear when looking at enrollment in secondary education, where fewer children from poor households are enrolled (a difference of 7 percentage points).

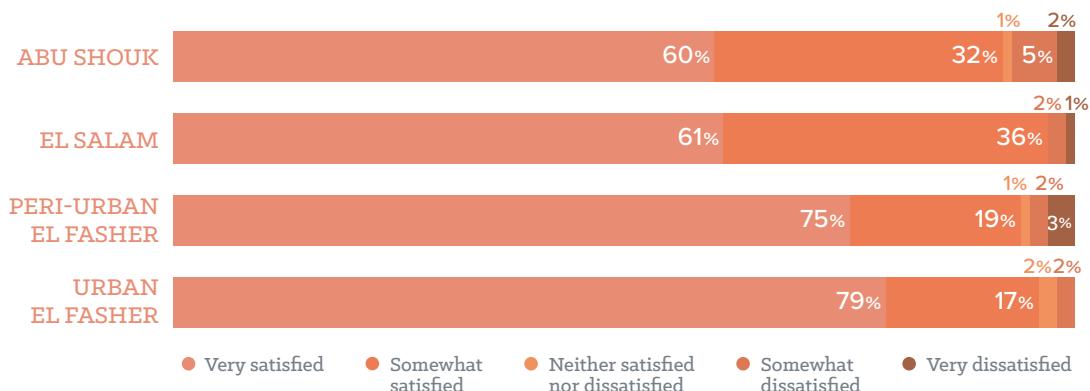
**Figure 15: Net enrollment in secondary education among the children in households living with less than 1.90 USD per day and living with more than 1.90 USD per day**



For Abu Shouk residents, walking distances to primary school are also highest across the four assessed areas. While the distance for the vast majority is reported to be less than 30 minutes, in Abu Shouk, 18% report the distance to be more than 30 minutes. The residents in

Abu Shouk as well as in El Salam feel less safe walking to the closest school, compared to the non-displaced residents in the urban centre and the peri-urban areas. Only half (50%) feel very safe in contrast to three out of four non-displaced people in El Fasher<sup>49</sup>.

**Figure 16: Distribution of households with children by degree of perceived safety when walking to school**



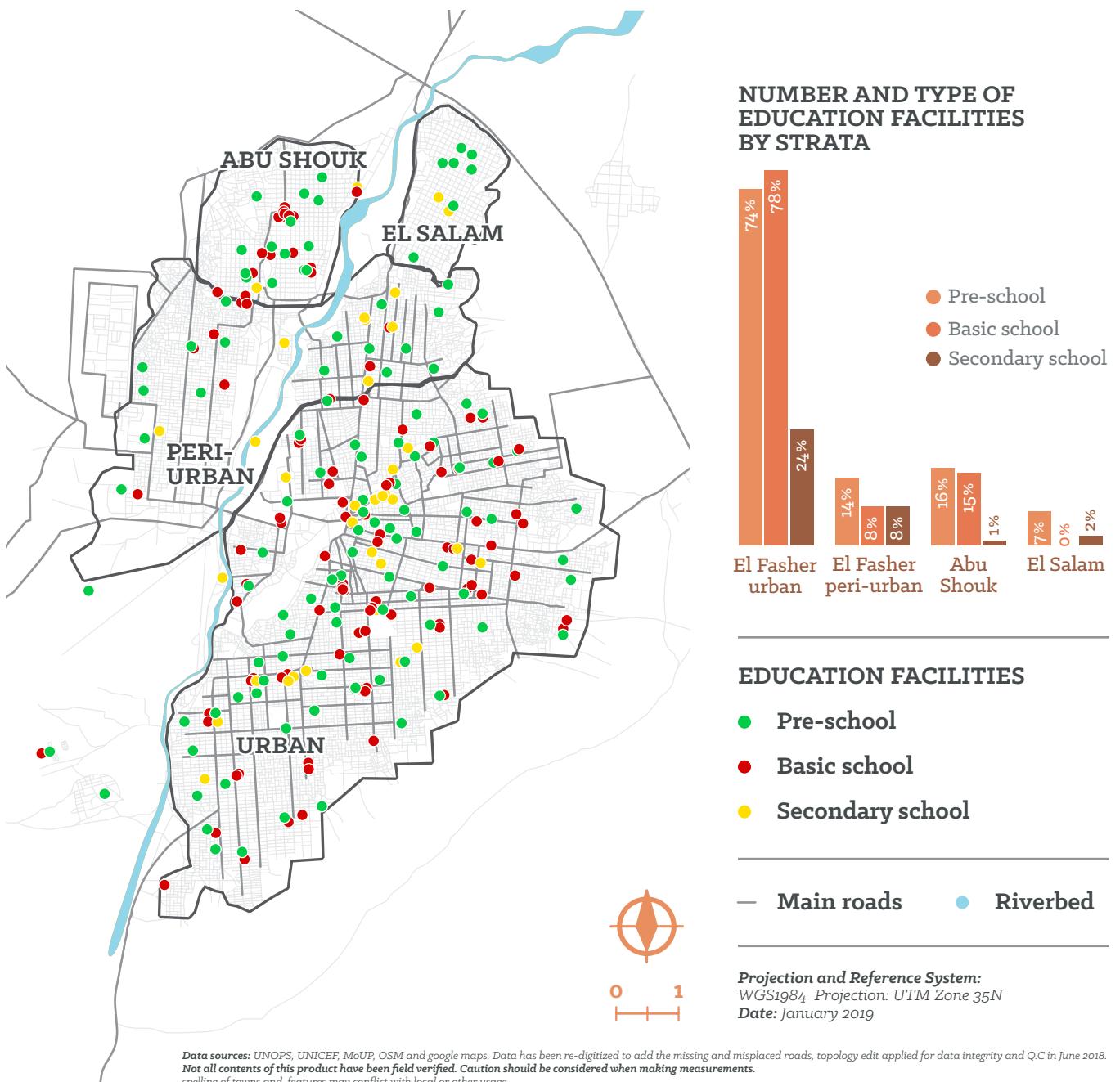
48 Unicef Sudan's Education Team insight and commentary on profile findings, February 2019.

49 Note that the rates may be slightly underestimated, as the data was collected during summer holidays and there were reports of faulty response to attendance questions because of this.

When households are asked to rate education, Abu Shouk residents are the least satisfied with primary school—30% said they are unsatisfied with the local primary school. In general, Unicef remarks that teachers in Darfur are frequently undersupervised and lack training, whilst classrooms are often overcrowded<sup>50</sup>.

Distance to school is an important factor, however, enrollment is also likely to be dependent on both the quality of teaching and functionality of the schools situated in the IDP camps. The profiling exercise did not take into account this aspect and it would be important to assess this aspect going forward.

**Map 4: Distribution of education facilities**



<sup>50</sup> Unicef, 2016: Sudan Sector Profiles (education).

[https://www.unicef.org/infobycountry/files/Unicef\\_Sudan\\_EDUCATION\\_PROGRAMME\\_FINAL\\_\(032016\).pdf](https://www.unicef.org/infobycountry/files/Unicef_Sudan_EDUCATION_PROGRAMME_FINAL_(032016).pdf)

# ACCESS TO WATER & SANITATION

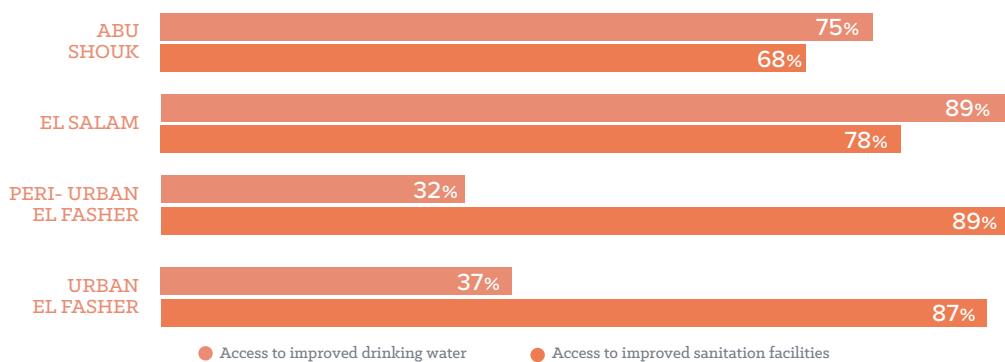
The profiling measured access to safe drinking water by focusing on improved water sources. Across all the assessed areas, the large majority of the population—98% in the camps and 95% of the non-displaced population—do not treat their water in any way. ‘Improved’ refers to sources that by nature of their design and construction have the potential to deliver safe drinking water. This includes piped water, boreholes or tube wells, protected dug wells, protected springs, rainwater, plus packaged or delivered water.

A much larger proportion of IDP households in Abu Shouk and El Salam have access to an improved water source (75% and 89% respectively), compared to the

non-displaced households in urban and peri-urban El Fasher. The better access to improved water sources in the camps is due to the interventions by the humanitarian agencies that have provided assistance to the camp population over the last 15 years.

Across all four areas, there is no great difference when appraising access to water for households living above and below the poverty line. The exception is Abu Shouk camp, where the proportion of households having access to improved water sources is higher among those who live below the poverty line, compared to those who live above the poverty line (78% against 66% respectively).

**Figure 17: Proportion of households with access to improved sources of drinking water and improved sanitation facilities**



Considering the types of water sources, the profiling survey shows that 38% of non-displaced peri-urban and urban households in El Fasher make use of water tanks, whereas IDP households in the camps reported having access to a tube well or a protected dug well. These non-displaced El Fasher households list the main obstacles as cost, insufficient water and long walking distances to collect water. Hence, they face problems of both accessibility and availability. The IDP households that flagged problems with access to safe drinking water point to having to wait in long queues.

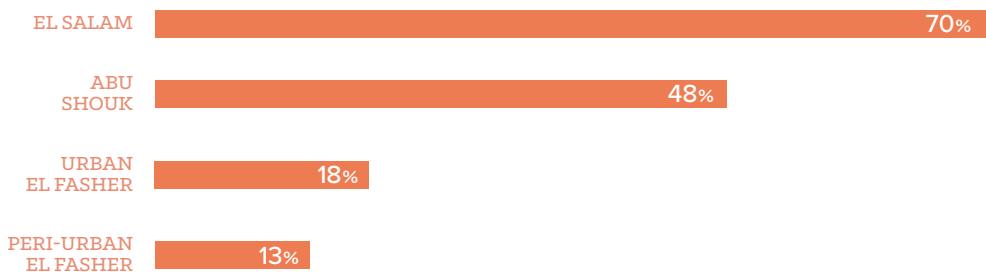
The majority of households across all strata have access to improved sanitation facilities<sup>51</sup>, with a lower proportion among the IDPs in Abu Shouk (68%) and El Salam (78%) measured against El Fasher, where the

non-displaced inhabitants of peri-urban and urban neighbourhoods have greater access (89% and 87% respectively).

Yet, when considering how many people share toilet facilities, there are noticeable differences between the camps and the non-displaced El Fasher households. More than 70% of the households in El Salam reported sharing a toilet, whilst 48% in Abu Shouk and only 18% of the non-displaced households in the city centre do not use a private facility. Non-displaced urban and peri-urban families that share, use a toilet with three other households or less, whereas the greater part of IDP camp households that share do so with ten or more households.

<sup>51</sup> The analysis explores access to safe sanitation by looking at the proportion of people using improved sanitation facilities. Such facilities separate human excreta from human contact and include: flush/pour flush to piped sewer system, septic tanks or pit latrines; ventilated improved pit latrines, composting toilets and pit latrines with slabs.

**Figure 18: Proportion of households that share toilet facilities with other households**



Sustainable access to safe water sources needs to be viewed in light of the climate. North Darfur is located on the edge of the Sahara desert—an area that has low rainfall and is prone to drought. The geology of the area does not allow for much groundwater storage, and studies undertaken as part of the National Adaptation Programme of Action (NAPA) confirm that increasing temperatures and less rainfall will further reduce groundwater recharge <sup>52</sup>.

Free basic services including water provision were set up by international and national NGOs and still exist in

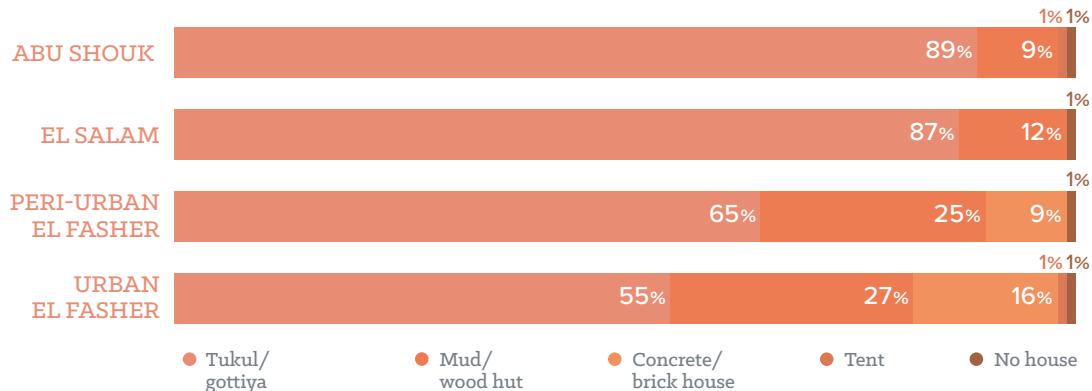
the camps today, which explains why access to water is better in the IDP communities in comparison to the peri-urban and urban areas. In fact, the findings show that access to water is increasingly limited the closer a household lives to the city's centre. This may change soon. The North Darfur State Government, with the support of UNOPS and UK Aid, has recently assessed the state of water, sanitation and hygiene throughout the city, including the peri-urban areas and the IDP camps. Improvements to El Fasher's water supply <sup>53</sup> have been defined and are in the early stages of being implemented.

## ACCESS TO HOUSING

71% of the IDP households in Abu Shouk and 65% in El Salam live in tukuls or other permanent mud or wood structures. Tukuls are traditional Darfuri dwellings with circular mud walls usually with a thatched roof. Non-displaced households also mostly reside in such

housing types—86% in peri-urban areas and 67% in the city centre. Only 16% of non-displaced households in the city centre stay in concrete or brick houses compared to 9% in the areas on the periphery of town.

**Figure 19: Households by type of housing/dwelling**



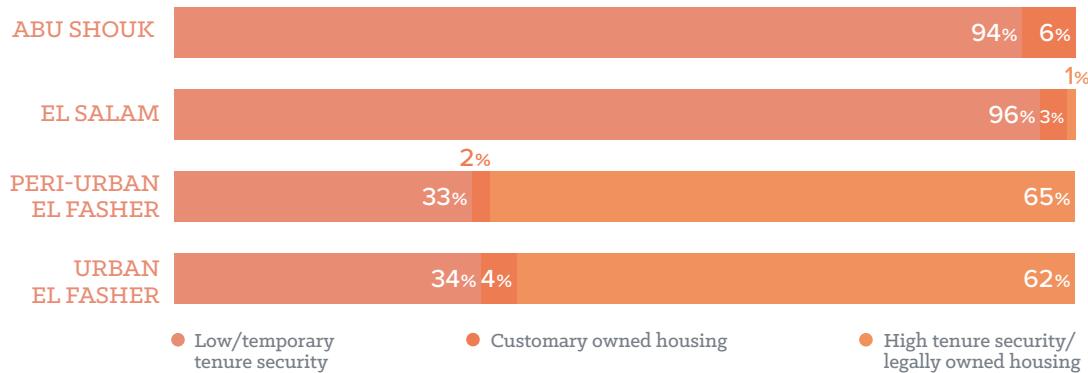
<sup>52</sup> National Adaptation Programme of Action (NAPA), July 2016: Ministry of Environment, Natural Resources and Physical Development, Republic of Sudan.

<sup>53</sup> Including improvements to water sources, water supply along with an operational and institutional set up.

The tenure status<sup>54</sup> of IDPs staying in the camps clearly differs from non-displaced households residing in the peri-urban and urban areas. The majority (88%) of IDP households live in houses with insecure tenure as they do not own their dwelling or land<sup>55</sup>, and only 7%

in Abu Shouk and 5% in El Salam own their home. In comparison, 63% of non-displaced El Fasher inhabitants own their housing in the inner-city and so do 67% of non-displaced peri-urban dwellers. Some 19% rent and a small proportion (7%) stay with relatives or a friend.

**Figure 20: Households by security of tenure**



Among the 7% of IDP households who own their housing in Abu Shouk, most report to have done so for more than 10 years (78%). Of the 5% of households who own their dwelling in neighbouring El Salam, almost half have owned between four and ten years, and another 40% have owned their dwelling for more than ten years.

The large majority of non-displaced inhabitants in the city centre who own their dwelling have done so for more than ten years or for many generations (81%). Homeowners in the peri-urban areas have acquired their dwellings much more recently—67% have had ownership for more than ten years and 25% between four and ten years.

Of those who own their homes, the vast majority (97% non-displaced households in peri-urban El Fasher and 94% in El Fasher's centre) hold a registered area certification. The small percentage of owners in Abu Shouk report that their land rights originate from customary law (95%) and, likewise, in El Salam camp (67%) establish ownership by referring to customary law. The Darfuri 'Hakura' system is the traditional way to manage land, but this customary tenure is less secure as owners do not acquire an official title deed to prove ownership. Approximately, 20% of owners in El Salam have a decision by the local administration and 9% hold a registered area certification, which is a legal title deed.<sup>56</sup>

<sup>54</sup> Housing tenure refers to the manner or term of holding property.

<sup>55</sup> The Governor of North Darfur State opened the two camps to accommodate those displaced from the fighting and insecurity in 2003 and 2004.

The land on which Abu Shouk and El Salam camps were erected is government land or belongs to private landlords (Ali, Osman Mohamed Osman & Mahmoud, Ust, Ali Mohamed, 2016. From a Temporary Emergency Shelter to an Urbanized Neighborhood: The Abu Shoak IDP Camp in North Darfur. Sudan Working Paper, No. 3).

<sup>56</sup> With regards to the small percentage that hold registered area certification, thematic experts say that while IDPs do not own their current land, some IDP households seem to have somehow obtained formal rights to the land they are living on. A decision by the local administration gives a household a temporary right to use the land and is a step in the process to obtaining a registered area certification from government authorities.

# CONCLUSION

The overall findings across all the indicators show that IDPs living in the two camps have a worse standard of living than the non-displaced households in the El Fasher peri-urban and urban areas, with the notable exception of access to water, where IDPs in the camps report to have more and better water supplies.

However, when looking at the challenges that IDP communities face when it comes to accessing education and health, it becomes evident that distance to services and financial challenges are the main barriers. By examining access to services, a trend becomes apparent—the further households live away from the city centre, the worse their standard of living appears to be. IDPs living in the camps on the outskirts of the city are facing greater challenges, but so too are the households living in the areas on the fringes of the city.

This group of non-displaced peri-urban residents are often caught in the middle—they are both far from the city centre where services are concentrated, and unable to benefit from the services established by humanitarian agencies for the camps. It is important to recognise that the similar challenges faced by both camp IDPs and the non-displaced peri-urban households show that

poor living conditions are not unique to the displaced population but are rather development challenges that are also shared by their non-displaced neighbours. Poverty is also an important lens for understanding the challenges to accessing education and health. IDPs living in the camps are poorer compared with non-displaced families living in the peri-urban and urban locations, as we will also see in the coming chapter. The profile findings show that IDPs face financial barriers when it comes to accessing education and health services. These barriers along with distances to services are shared by parts of the non-displaced population and are, therefore, not directly linked to their displacement.

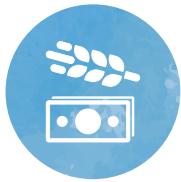
However, when it comes to ownership of land and property, IDPs are considerably disadvantaged, as we see a significant difference between camp IDPs and non-displaced residents of El Fasher. 67% of the peri-urban and 63% of the non-displaced urban population own their dwelling and land, as opposed to only 7% in Abu Shouk and 5% in El Salam camps (who either legally own their property or do so based on customary law).

A black and white photograph showing a person from the waist up, wearing a dark t-shirt, a light-colored safety vest over it, and a hard hat. They are standing in a dusty, open-area environment, possibly a construction site or quarry, with other people and equipment visible in the background.

“

**IDPs who found a durable solution also have access to employment and livelihoods. Employment and livelihoods available to IDPs must allow them to fulfil at least their core socio-economic needs, in particular where these are not guaranteed by public welfare programs.**

*IASC Framework on Durable Solutions for Internally Displaced Persons, 2010*



# CRITERIA 3: ACCESS TO LIVELIHOODS AND EMPLOYMENT

Reaching a durable solution includes IDPs being able to meet their basic social and economic needs on par with the non-displaced host population. This requires access to employment<sup>57</sup> and livelihoods, but there is also a need for delving deeper to assess the conditions under which IDPs are working in order to recognise

potential discrimination and vulnerabilities. It is also important to take into account and understand other sources of support and income. For example, to what extent do IDPs depend on remittances or humanitarian assistance to cover their basic needs?

## KEY FINDINGS

- The numbers of people living on less than 1.90 USD per day increase when looking at areas further away from the centre of El Fasher; 60% of inhabitants residing in urban El Fasher are poor, whilst 87% of IDPs living in the camp furthest away live below the poverty line.
- The reduced Coping Strategy Index (rCSI) shows that respectively 64% and 46% of the households in Abu Shouk and El Salam IDP camps are employing severe coping strategies when faced with no food or money to buy food. This is in comparison to respectively 35% and 29% of the population living

in the urban and peri-urban areas of El Fasher.

- Employment rates are very similar in both camps and the peri-urban areas (ranging between 42% and 44%), whereas employment in the urban centre is lower at 36%. Women have lower employment rates in all strata (by roughly 30 percentage points).
- Under-employment, defined as working less than the full year, is particularly prevalent in the camps, where 40% of the working population reports working 6 months or less during the year. In contrast, 70% in urban El Fasher work almost the full year (10-12 months).

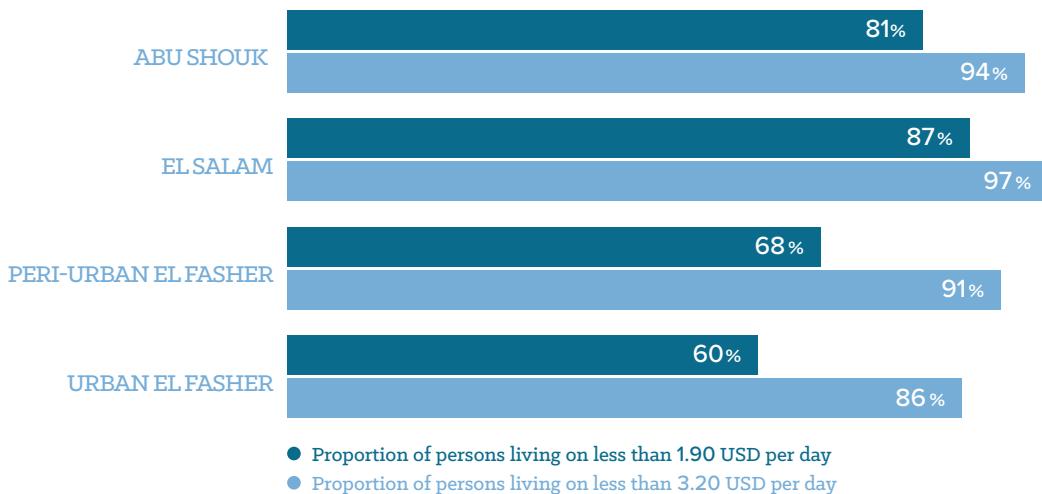
<sup>57</sup> Employment refers to both wage employment and self-employment.

# POVERTY & FOOD INSECURITY

The International Poverty Line is an estimation of the absolute minimum income that is required for people to sustain their households. According to the International Poverty Line, people are considered to be living in poverty if they live on less than 1.90 USD per day. The proportion of individuals that fall below this line is significant. The numbers of people living on less than 1.90 USD per day grow when looking at areas situated further away from the centre of El Fasher; 60% of non-displaced people living in urban

El Fasher are poor whilst 87% of IDPs living in the furthest away camp live below the poverty line. When including an analysis of the consumption shortfall of those living on less than 1.90 USD, we see a poverty gap of 42% for IDPs and 27% for the non-displaced El Fasher population. Those living below the poverty line in the camps consume for only 1.10 USD on average, whereas this number is 1.39 USD for the non-displaced poor living in El Fasher. Simply put, poverty among IDPs is deeper than among the non-displaced population.

**Figure 21: Proportion of persons living on less than 1.90 USD/day and less than 3.20 USD/day**



People living on 3 USD or 5 USD a day also face substantial hardships. Applying a relative higher poverty threshold gives a more complete picture of poverty. The proportion of persons living with less than 3.20 USD per day is 97% in El Salam and 94% in Abu Shouk. Non-displaced households living in the peri-urban areas of El Fasher follow close behind with 91% and, in the urban areas of El Fasher, 86% of non-displaced inhabitants live on less than 3.20 USD a day. It is evident that poverty is widespread and stretches across El Fasher, the city's outskirts and the next-door IDP camps.

Sudan has seen recent price hikes of staple foods that are chiefly driven by the high devaluation rate of the Sudanese Pound, the removal of wheat subsidies and effects of the fuel crisis. The wholesale prices for staple foods increased sharply and have more than doubled within the last 12 months. Wheat, sorghum<sup>58</sup>, and millet in El Fasher market saw prices rise by respectively

73%, 116% and 178% compared to prices during the same time the previous year<sup>59</sup>.

The rising prices are key causes of food insecurity and low food and nutritional consumption. These developments have had a negative impact on people's purchasing power in and around El Fasher. The World Food Programme (WFP) recorded a decline in IDPs' ability to obtain food from the markets, which for this group is made more severe by their limited access to livelihood options during the traditional lean season before the harvest<sup>60</sup>.

In line with severe price hikes, WFP also recorded an increase in food insecurity from 55% to 88% among IDPs living in El Fasher, ZamZam and Abu Shouk camp<sup>61</sup>. The traditional lean season of May, June and July plus the abnormal increase in food prices have led to high, but not unexpected levels of food insecurity<sup>62</sup>.

58 WFP recorded even sharper price rises in North Darfur for the per kilo cost of sorghum—sorghum was found to have risen by 233% over the level recorded 12 months earlier.

59 Famine Early Warning Systems Network (FEWS), July 2018: Sudan Price Bulletin.

60 WFP, May 2018: Food Security Monitoring Sudan. This monitoring data is collected during the same period when the profiling exercise was carried out.

61 Ibid.

62 Input and context analysis provided by the WFP Vulnerability Analysis and Mapping team, February 2019.

The profiling exercise used the tool of reduced Coping Strategies Index (rCSI) to understand households' food security. The rCSI assesses negative coping strategies: in other words, what people do when they cannot access enough food. Negative strategies include tactics such as eating less preferred foods, limiting portion sizes and cutting back the number of meals.

In line with the high food insecurity observed by WFP, we see higher numbers for IDPs using negative coping strategies in the camps<sup>63</sup>. 67% in Abu Shouk and 58% in El Salam said that there were multiple times in the 7 days prior to the assessment when they did not have enough food compared to only 39% of non-displaced households in the El Fasher areas. The rCSI tool shows that 64% of the households in Abu Shouk and 46% of the households in El Salam are employing extreme coping strategies when faced with no food or money to buy food. This is in comparison to respectively 35% and 29% of the non-displaced population living in urban and peri-urban areas of El Fasher. Using the rCSI indicator as a proxy for food insecurity, the figures show that there are more food insecure households in the camps than in the non-camp settings.

El Salam camp has a much lower food insecurity but households in this camp also rely on agriculture much more than households in Abu Shouk. These findings agree with previous reports of deteriorating food security in Darfur IDP camps over the last few years partly due to weak harvests and rising food prices<sup>64</sup>.

To gauge people's resilience and safety net more comprehensively, the profiling also examined to what extent households resorted to using other coping mechanisms. Across the four strata, the greater majority had not had to sell productive assets in order

to cope during the 30 days prior to the survey<sup>65</sup>. There were no significant differences between the camp and non-displaced peri-urban dwellers. The non-displaced families surveyed in the urban centre had used negative coping strategies and had managed by selling some of their productive assets plus borrowed money to a slightly higher degree than households residing in the other areas. 31% of urban non-displaced El Fasher households said they needed to borrow money for non-food related expenses compared to 27% of households surveyed in the camps and the non-displaced peri-urban households. 24% of non-displaced El Fasher households also reported having sold productive assets compared to 16% and 17% of Abu Shouk and El Salam households respectively.

When in turn looking at the coping strategies of the population living on less than 1.90 USD per day, it becomes clear that those considered extremely poor have to rely on private moneylenders to a higher degree. 11% of poor households in the urban centre and 4% in the peri-urban areas say that other coping strategies have been exhausted.

In the profiling survey, only 20% of IDP households report receipt of food aid by the UN, NGOs or the government. In 2016-17, WFP carried out an assessment and removed tens of thousands from the food distribution lists. Currently, WFP has moved to targeted distributions of both food aid and cash payments. This means that some households are no longer receiving assistance, whilst other households are provided with support on a seasonal basis only. Still, this number of food aid recipients does seem low and does not correspond to WFP food distribution figures. It may be that respondents did not consider cash payments to be food aid assistance, which therefore has resulted in under-reporting.

**Table 4: Reduced Coping Strategies Index (rCSI) by strata**

	NO COPING MECHANISMS NEEDED	LEAST SEVERE COPING MECHANISMS	MEDIUM SEVERE COPING MECHANISMS	MOST SEVERE COPING MECHANISMS
Abu Shouk	13%	9%	14%	64%
El Salam	22%	14%	18%	46%
Peri-urban El Fasher	40%	14%	10%	35%
Urban El Fasher	42%	14%	16%	29%
<b>Total %</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

<sup>63</sup> Households were asked if there were times in the past 7 days when the household did not have enough food or not enough money to buy sufficient food.

<sup>64</sup> Famine Early Warning Systems Network, July 2018: Sudan Price Bulletin.

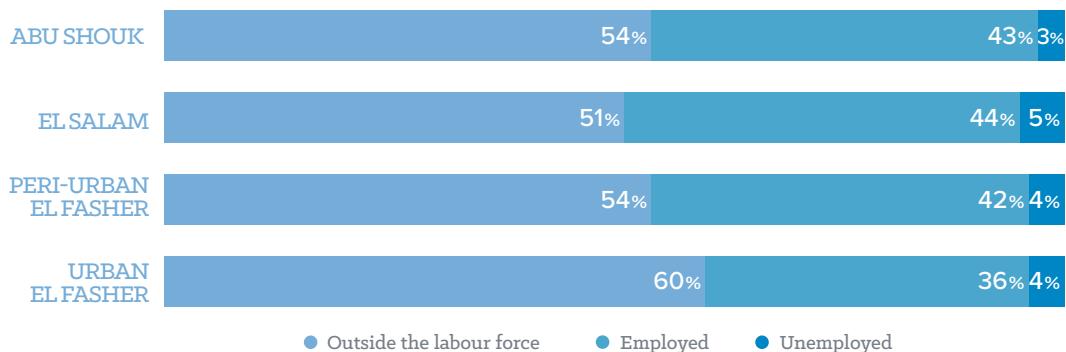
<sup>65</sup> Households were asked whether they had used coping strategies related to livelihoods such as selling of productive assets, selling of female animals in order to purchase food, and borrowing money for non-food related expenses. The full Livelihood Coping Strategies index was not collected in this exercise.

# ACCESS TO EMPLOYMENT

The proportion of persons who are working for pay is very similar in the IDP camps and the non-displaced peri-urban population of El Fasher. The figures for these areas span between 42% and 44%, whilst the proportion of working non-displaced persons living in the urban neighbourhoods is lower at 36%. Instead, a

greater number of non-displaced households living in urban and peri-urban El Fasher rely on productive assets, such as agricultural land<sup>66</sup> or savings<sup>67</sup>. The unemployed population, defined as persons of working age who are looking for work, is similarly low across all the four strata ranging between 3% and 6%.

**Figure 22: Employed<sup>68</sup>, unemployed<sup>69</sup> and ‘out of the labour force’<sup>70</sup> populations among IDPs and El Fasher residents by strata**



Women are employed to a much lesser extent, when compared to men across all strata. Women’s employment rates are lowest for the non-displaced El Fasher population (21%), whereas figures for women living in the IDP camps approach one-third (32% in Abu Shouk and 29% in El Salam). Employment rates for men are highest for the non-displaced population residing in peri-urban outskirts of El Fasher (63%) and El Salam (60%). The rates for employment for male residents in Abu Shouk camp and the inner-city non-displaced inhabitants of El Fasher is about 10 percentage points lower, at 52%.

Employment rates are considerably lower among youth (15–24 years) compared to the rest (25–64 years). In Abu Shouk and El Salam, respectively 26% and 28% of the youth are working, while that is the case for 55% and 56% respectively among the remaining working age population. In peri-urban areas, youth employment is very similar (21%) to the camps, while in urban El Fasher, the employment rate for youth is considerably lower,

at 12% against 51% amongst the rest of the working age population.

When considering employment rates of those with a higher level of education, those educated beyond grade eight are less likely to be working compared to those with less or no education. This may indicate less employment opportunities in the higher-skilled sector.

The majority of the people employed in all four strata are working in the service sector. Agricultural wage work is the second most important sector for the IDP camp population<sup>71</sup>, whereas for the non-displaced inhabitants of the El Fasher centre and peri-urban areas 15–20% are employed in the public sector. Manufacturing is similarly important across all the four strata and employs around 15% of the working population. 89% of IDPs who reported to be working prior to becoming displaced were employed in the agricultural sector, which is expected given that they previously lived in rural locales.

66 74% of non-displaced households own agricultural land compared to 57% of IDP households.

67 15% of non-displaced persons that are unemployed rely on savings compared to 3% of IDPs.

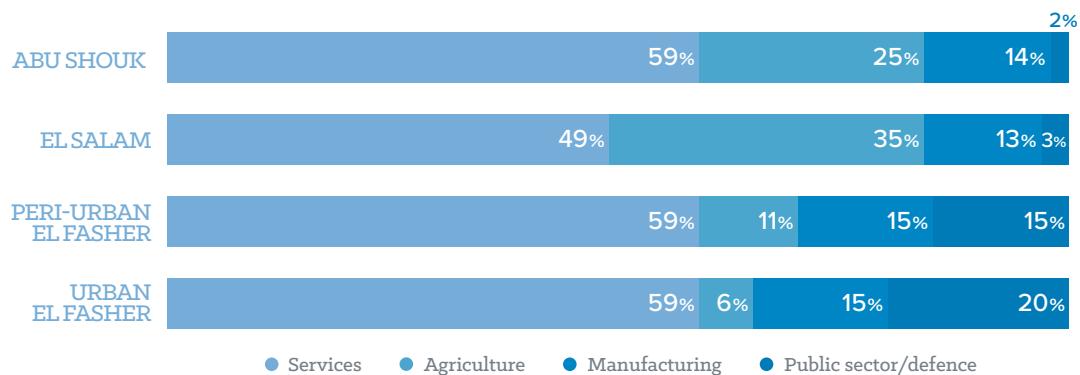
68 Employment rate is defined as the proportion of individuals between the ages of 15 and 64 years, who have worked for pay at some point during the month preceding the survey, either as self-employed or paid employee. People working on their own farm or without pay are in general not included.

69 The unemployment rate is calculated as the proportion of individuals actively looking for work out of the total working age population (15–64 years).

70 The population outside of the labour force is the proportion of persons between the ages of 15 and 64 who are neither working nor looking for work, meaning that they are home-makers, early retired persons, full-time students, disabled persons unable to work, persons working on farm for own consumption, or simply persons unwilling to work. These individuals are also referred to as ‘economically inactive’ and do not count as part of the unemployed population.

71 Note, these figures do not refer to subsistence farming, but only paid agricultural work.

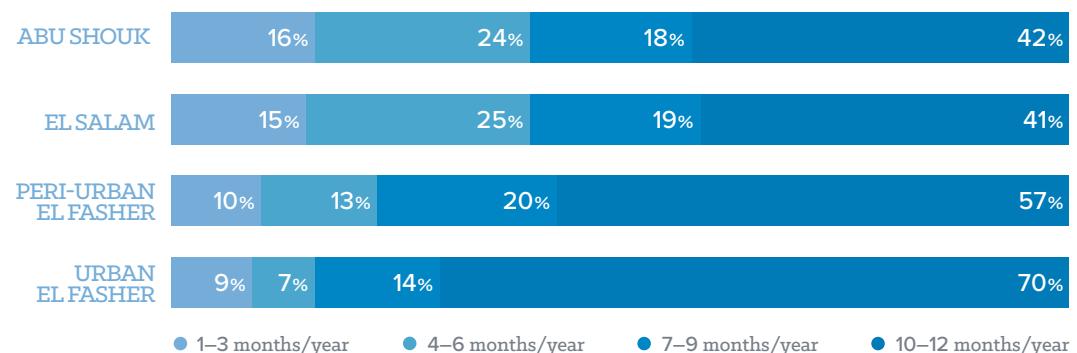
**Figure 23: Employed persons by main sectors of employment**



Looking closely at the employment rates and identifying the prevalence of underemployment provides a more nuanced picture and highlights differences between the strata. Underemployment is defined here as persons in the labour force employed at less than full-time in their main occupation<sup>72</sup>. Among the camp dwellers, 40% work between one and six months of the year, compared to only 16% among the non-displaced urban working population. Similarly, in urban El Fasher, 70% of the non-displaced working population report having

employment almost the full year (10–12 months per year), whereas that is only the case for slightly more than 40% of IDPs in El Salam and Abu Shouk. The non-displaced working population in the peri-urban areas are somewhere in between the camps and the urban centre, when it comes to their rate of underemployment. These figures may partly be explained by a higher number of people from the camps (and to a certain extent among the peri-urban population) working in agriculture, which tends to be seasonal work.

**Figure 24: Working persons distributed by number of months per year that they typically work**



The majority of the working age persons across all strata are outside of the labour force, which means that these individuals are considered economically ‘inactive’. This group is primarily comprised of persons who are still attending school, taking care of the household, helping out with the family business (without pay), or who are of ill health or disabled. 25% of the population outside the labour force in Abu Shouk and El Salam help run a family business, while only 10%–13% among the non-displaced El Fasher populations do so. In the camps, the number of people suffering from ill

health or a disability preventing them from working is roughly double as high as for the non-displaced El Fasher residents (approximately one in ten in contrast to one in twenty, respectively). Finally, the proportion of students among the population outside the labour force is higher among the non-displaced urban El Fasher population compared to the camps (by more than 10 percentage points). This indicates that people in this part of El Fasher are pursuing an education of longer duration.

<sup>72</sup> All working persons were also asked if they engaged in additional work, beside their main occupation. This was the case for 14% of the working persons in Abu Shouk, El Salam and peri-urban El Fasher, as well as for 10% in urban El Fasher.

# MAIN SOURCE OF HOUSEHOLD INCOME/SUBSISTENCE

The IDP households in Abu Shouk and El Salam rely to a much greater extent on crop farming than non-displaced El Fasher residents. Specifically, 28% of the households in Abu Shouk and 39% of households in El Salam report that their main source of subsistence is from crop farming<sup>73</sup>. For the El Fasher population, this proportion is much lower: 18% and 10% of non-displaced people in the peri-urban and urban neighbourhoods respectively indicate crop farming as their main source of livelihood.

85% of IDPs in Abu Shouk and 86% of IDPs in El Salam say they had access to agricultural land prior to their displacement. This agricultural land was in the majority of cases owned (91% in Abu Shouk and 84% in El Salam)<sup>74</sup>. 58% of the residents in El Salam report that their access to agricultural land had diminished compared to their original place of residence, and so did 44% in Abu Shouk. 38% of Abu Shouk residents said that access remained unchanged and 12% reported an increase in access, compared to only 3% in El Salam. Those who reported an increase in access mostly come from the El Fasher locality.

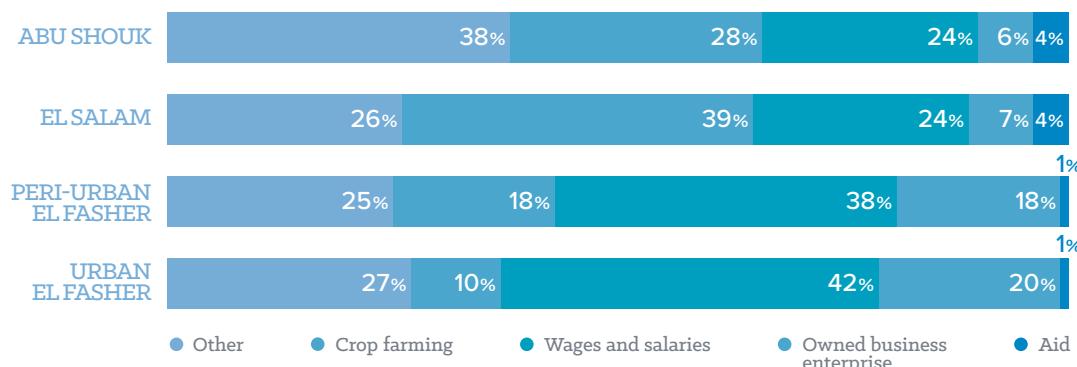
Many non-displaced households residing in peri-urban El Fasher have access to agricultural land (42% of the households in total), however, not as many say that they primarily rely on farming. Farming is, hence, a secondary means of subsistence.

Among the households relying on crop farming as their main source of income in Abu Shouk and El Salam, roughly half own the agricultural land they cultivate (55% of the households in Abu Shouk relying on crop farming, and 47% in El Salam). Among non-displaced El Fasher inhabitants (urban as well as peri-urban), roughly 75% of those relying on crop farming own the land. The remaining households across all strata are renting the land.

Wages are a main source of income for the non-displaced households in urban El Fasher (43%) and residents on the periphery of town (38%). In the camps, less than one-fourth rely on wages or salaries. One-fifth of the non-displaced households living in El Fasher neighbourhoods say their income comes from running their own business. Despite employment rates not varying much between the strata (see earlier section), it is clear that the main source of income differs between the camps and non-displaced El Fasher residents. Employment rates are similar for the camps and the El Fasher populations, but comparatively more IDP households rely foremost on crop farming rather than on salaries.

In Abu Shouk, 17% of IDP households reported having received aid, while the proportion in El Salam is considerably higher at 33%. Receiving aid is indicated by only 4–5% of the IDPs in the camps as being the household's primary source of income.

**Figure 25: Main source of households' income/subsistence by strata**



<sup>73</sup> Twice as many IDP households report having relied primarily on crop farming prior to their displacement: specifically, 56% of the households in Abu Shouk and 71% in El Salam.

<sup>74</sup> 6% of IDPs in El Salam report that the agricultural land was provided for free by relatives or friends, whilst 5% say they rented land for farming.

The data shows that the poorer households that live below the poverty line of 1.90 USD a day are, overall, more likely to rely on crop farming compared to households living above this threshold<sup>75</sup>. This is evident among both the non-displaced urban and peri-urban population of El Fasher, while less prominent in the IDP camps. In

Abu Shouk, a larger proportion of households living above the poverty line, compared to poor households, rely mainly on crop farming. In El Salam, we see almost no difference as similar numbers of poor and less poor households depend on crop farming and wages.

## CONCLUSION

The profiling data makes it clear that poverty is prevalent across all strata. High proportions of both the non-displaced and displaced populations are poor. However, the further away from the city centre, the higher the proportion of poor people living on less than 1.90 USD a day. 60% of non-displaced El Fasher city centre residents are poor whilst 87% of the displaced people residing furthest away in the camps live below the 1.90 USD poverty line. There is not only a greater percentage of poor among the displaced, but the data also shows that poverty is deeper for the already poor segment of the IDP population. Consistent with the figures on poverty, 46% and 64% of households in El Salam and Abu Shouk camps respectively employ severe coping strategies when having no food or money to buy food. This is in contrast to respectively 35% and 29% of the non-displaced population in peri-urban and urban El Fasher. Sudan's economic crisis is relentless and the resulting dramatic price hikes for stable foods have had a significant impact on households' food security.

According to IDPs' survey responses, humanitarian aid only plays a marginal role in responding to their daily needs. It is worth noting that aid for IDP households has recently been restructured and assistance is now

more targeted resulting in fewer families receiving support. The numbers of IDPs saying they receive aid do not correspond with WFP data on assistance to IDPs, such that the low numbers could be contributed to confusion over food aid and recently introduced cash payments.

The populations in the camps and the non-displaced peri-urban inhabitants have similar employment rates (ranging between 42% and 44%). The employment rate for the non-displaced population in the urban centre is lower (36%). Compared to men, women have lower employment rates across all strata by around 30 percentage points. Under employment is common for camp residents—40% of the working population say that they work six months or less. In comparison, 70% of the urban El Fasher non-displaced population work 10–12 months of the year. Most of working age persons across all strata are outside the labour force. A large part of this group still attends school and this proportion is 10 percentage points higher for the non-displaced El Fasher population. In the camps, a relative higher number help run the family business and among the IDP population we also see a higher number of ill or disabled people, placing them outside the labour force.

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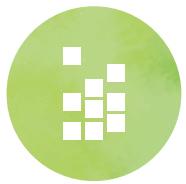
<sup>75</sup> Regression analysis shows a coefficient: 0.33 and standard error: 0.048.



**“ IDPs who have achieved a durable solution have access to effective mechanisms for timely restitution of their housing, land and property, regardless of whether they return or opt to integrate locally or settle elsewhere in the country.**

**These standards apply not only to all residential, agricultural and commercial property, but also to lease and tenancy agreements.**

IASC Framework on Durable Solutions for Internally Displaced Persons, 2010



# CRITERIA 4: RESTORATION OF HOUSING, LAND & PROPERTY

## KEY FINDINGS

- A majority of IDP households in both camps (63%) believe it will be impossible to claim back their homes and land, whilst a smaller proportion (15%) say they do not know if it will be possible to reclaim previously held assets. Both beliefs could be challenges for the option of sustainable return.
- IDP households now have considerably less access to arable land (23% have access now compared to 78% previous in El Salam and 35% compared to 92% in Abu Shouk), whilst also reporting to not being able to access their farmland in their place of origin.

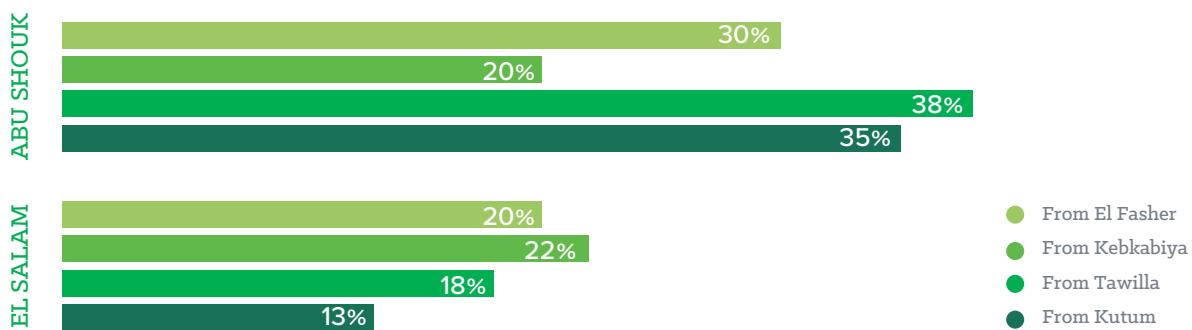
The IASC framework outlines housing, land and property (HLP) to be one of the four critical criteria that needs to be addressed to reach a durable solution. This is because HLP is viewed to be instrumental in supporting other criteria on safety, security, livelihoods and standard of living. Having land and housing can support income-generating activities such as farming and play an important part in rebuilding social and economic futures.

## STATUS OF DWELLING AND LAND IN PLACE OF ORIGIN

More than half of the IDPs living in Abu Shouk (51%) and El Salam (57%) report that they were forced to abandon their homes and land due to conflict. Another 45% of IDPs residing in Abu Shouk described their dwelling as damaged, destroyed or burned as a result of conflict, compared to 31% in El Salam. 7% of the IDPs living in El Salam reported that their home is guarded or used by a household member or relative.

Asked if they believe they will be able to reclaim their dwelling, 63% in both Abu Shouk and El Salam believe that this will be impossible. One in three IDPs in Abu Shouk thinks it might be possible while 15% in El Salam reported that they 'do not know'.

**Figure 26: Proportion of IDP households that expect to get their dwelling in place of origin back or receive compensation by location of origin**



Looking at the places of origin of the households that believe that they might be able to reclaim their dwelling, it appears that IDPs residing in El Salam seem less optimistic about claiming their land back in their place of origin.

When looking at the farmland in places of origin, it is observed that 92% of Abu Shouk IDP households report that the land they previously farmed is now abandoned due to the conflict<sup>76</sup>. When it comes to IDP households living in El Salam camp, 78% with previous access to arable land say the area is abandoned and left untended because of the conflict. 7% report that the land is being guarded or used by a family member, and 8% say it is used for other purposes (8%)<sup>77</sup>.

Compared to earlier access to land, the current access to arable land in the camps has decreased. Overall, 23% of IDP households living in El Salam report that they presently have access to plots for farming. The percentage is higher in Abu Shouk, where 35% say that they have access to land for cultivation. Among the households in El Salam that have access to land, 46% say that they pay a rental fee and another 46% report ownership. In Abu Shouk, a higher proportion among those who access arable land, report ownership (61%).

Examining the types of land ownership in more detail shows that 57% claim customary rights over the land in Abu Shouk against 46% in El Salam. About 40% in both camps state that their ownership title derives from a decision by the local administration<sup>78</sup>, whilst 10% living in El Salam say they hold a registered area certification<sup>79</sup>.

## CONCLUSION

The findings on housing, land and property in place of origin highlight a challenge for the option of sustainable return as large numbers in both camps believe it impossible to claim back their homes and land. Many IDPs in El Salam camp simply do not know whether it would be possible to reclaim property.

Most IDPs were previously farmers, but this has drastically changed. They now have considerably less access to arable land, whilst also reporting to not being able to access their land in their place of origin.

These will be important considerations when planning their future. They will have to size up whether to give up all hopes of returning home and reclaiming their land, turning to another form of livelihood in the city, or returning home and risking confrontation with the new occupiers of their homes and land. A third option might be seasonal return during the planting and harvesting seasons, which some are practising already. Dispute and conflict resolution may be one activity assisted by the Government and international stakeholders that could help them return.

<sup>76</sup> Amongst the remaining we find 5% who say that the plot is being used for other purposes, and 2% that say it is leased to someone.

<sup>77</sup> Land reported as being used by a family member is mainly located in Kebkabiya.

<sup>78</sup> 40% in Abu Shouk and 37% in El Salam of those who report holding an ownership title say this is derived by a decision by the local administration.

<sup>79</sup> Interestingly, the El Salam IDPs that say they hold a registered area certification originate from the El Fasher and Tawilla localities. And the IDPs in Abu Shouk (2%) who report having a registered area certification or deed on the area also come from El Fasher locality.



**“IDPs who have achieved a durable solution have access to personal and other documentation necessary to access public services, reclaim property and possessions, vote or pursue other purposes linked to durable solutions.**

*IASC Framework on Durable Solutions for Internally Displaced Persons, 2010*



# CRITERIA 5: ACCESS TO PERSONAL DOCUMENTATION

Holding personal documentation is often a precondition for enjoying a number of civic rights and for accessing services. Not being in possession of the relevant documentation can become a significant stumbling block for IDPs in reaching durable solutions. It is,

therefore, important to explore whether IDPs already possess, can access or replace documentation, and what obstacles they may encounter compared to the host population.

## KEY FINDINGS

- More than half of the IDPs in both camps (63% in Abu Shouk and 55% in El Salam) possess an identity card; similar proportions are found among the non-displaced persons in El Fasher. The obstacles indicated amongst those with no documentation, pertain to costs and administrative challenges.
- For IDPs, identity cards are of added importance as ID is required if a person wants to prove ownership of land or seek restoration for land or property lost. Specifically, 75% of persons in both camps that have lost land also do not hold an identity card.

## ACCESS TO PERSONAL DOCUMENTATION

Overall, very similar proportions (7%-11%) across all the surveyed strata reported not possessing any form of personal legal documentation<sup>80</sup>. No difference was observed between the proportion of men and women in the camps who have no legal documentation; while among the non-displaced only slightly more women (by 2 percentage points) have no documentation compared to men.

Respondents in the camps and in the peri-urban neighbourhoods mostly indicated a lack of money as the obstacle to issuing relevant documentation (reported by 58% in El Salam, 62% in Abu Shouk, 55% of the non-displaced peri-urban residents), whereas 14-18% across the strata cited 'general administrative

challenges' as reasons as to why they do not have personal documentation<sup>81</sup>. Among the non-displaced urban inhabitants of El Fasher, a significantly lower proportion of persons with no documentation reported lack of money as the key obstacle (31%). Among the remaining respondents, almost one-tenth stated that it is 'not important to have such documents', and another one-tenth "did not know how to obtain ID documents, and finally, one-third pointed to 'other reasons.'

<sup>80</sup> Respectively 8% and 11% of the IDPs in the El Salam and in Abu Shouk camps, and 9% in peri-urban areas while 7% in urban El Fasher said that they did not hold any personal documentation.

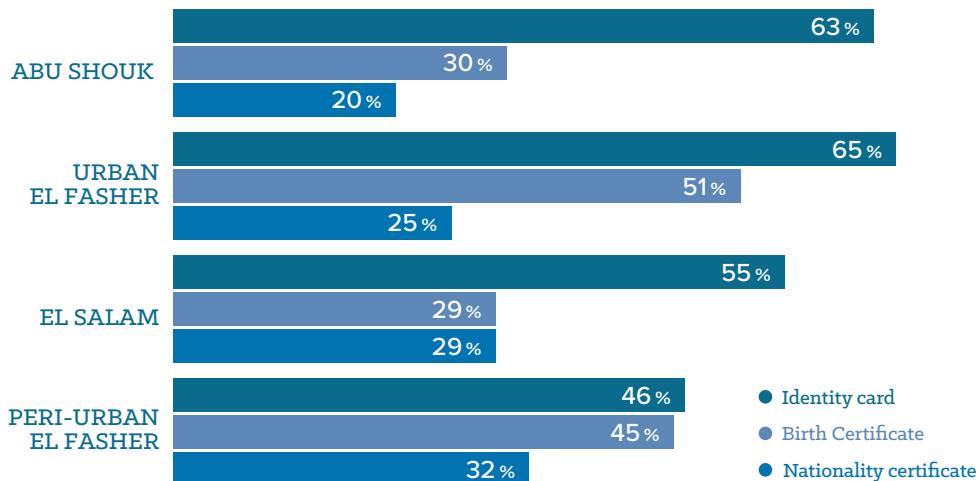
<sup>81</sup> Only 20 individuals reported having lost personal documentation due to their displacement.

The numbers of IDPs lacking identity cards could have repercussions for reaching durable solutions and is especially an obstacle for proceeding with seeking property restitution. In this regard, 25% of IDPs, who have lost property, are in possession of an ID card, which means that 75% in both camps have lost land and also do not hold an identity card.

Looking at the types of personal documentation held, it is observed that the majority of people report holding an identity card: 65% and 55% of the non-displaced urban and peri-urban population in that order, and 63% in Abu Shouk and 55% in El Salam. No difference is observed between the proportion of men and women holding identity cards, with the exception of Abu Shouk, where

more men (by 7 percentage points) hold identity cards. Birth certificates are the type of personal documentation most commonly held by non-displaced residents living in El Fasher (51% in the urban and 45% in peri-urban neighbourhoods), whereas less than one-third of IDPs living in the camps have a birth record to prove their identity. The proportion of births in the camps registered within the 5 years preceding the survey is just above 70%<sup>82</sup> and point towards IDPs having successfully adapted to this part of El Fasher's local administrative system. The main requirement for obtaining an ID is a birth certificate. However, IDP informants say that it is possible to acquire an ID if an elder from the community is present to confirm a person's identity.

**Figure 27: Proportions in each strata who hold the indicated documents: identity card, nationality certificate and birth certificate**



## CONCLUSION

The most important form of documentation for conducting everyday life is an identity card, necessary for accessing services and participating in political processes. ID cards are of particular importance if an IDP wants to seek restoration of property or land lost in their place of origin.

From the profiling data, we see that the proportion of individuals holding an ID card is similar between the IDP population in Abu Shouk (63%) and the non-displaced inhabitants living in urban El Fasher (65%). The proportion of IDPs living in El Salam is considerably lower (55%), however, the population group that stands out is the

non-displaced residents living in the peri-urban area of El Fasher, as only 46% hold an ID.

Respondents listed expensive fees (particularly in the camps and the peri-urban neighbourhoods) and complicated administrative procedures as obstacles. In view of the fact that IDPs are poorer and live further away from the city centre's administrative offices, acquiring ID cards could prove a hindrance to reaching durable solutions. Going forwards, recommendations on how to make obtaining ID cards less costly and simplify administrative procedures should be explored.

<sup>82</sup> In the camps the proportion is high: 71% in El Salam and 72% in Abou Shouk but somewhat lower compared with 85% and 87% in urban and peri-urban El Fasher respectively.



**“ IDPs who have achieved a durable solution are able to exercise the right to participate in public affairs at all levels on the same basis as the resident population and without discrimination owing to their displacement. This includes the right to associate freely and participate equally in community affairs, to vote and to stand for election, as well as the right to work in all sectors of public service.**

*IASC Framework on Durable Solutions for Internally Displaced Persons, 2010*



# CRITERIA 6: PARTICIPATION IN PUBLIC AFFAIRS

The right to participate in public affairs on an equal footing with the host population is key, but the data itself can also give us an insight into social cohesion like attitudes and bonds within and between communities.

Understanding interrelations and integration between the displaced and the host population are important for durable solutions.

## KEY FINDINGS

- IDP and non-displaced communities both report low levels of involvement in community affairs.
- Relations between IDPs and the non-displaced communities are on the whole fairly good, which is important for local integration.

Participation in local community affairs appears to be very low across all groups. The vast majority of residents across all the strata have never interacted with someone they consider a local community leader, nor attended a public meeting where issues of common interest like communal water are discussed.

*Table 5: Local participation indicators during the 12 months preceding the study by strata*

	EL SALAM IDP CAMP	ABU SHOUK IDP CAMP	EL FASHER PERI-URBAN	EL FASHER URBAN
Never attended a local public meeting	91%	85%	89%	80%
Never participated in local reconciliation process	86%	86%	84%	90%
Never interacted with local community leader	86%	85%	81%	90%

The vast majority of households across the strata rate the relationship with their own community as either 'very good' or 'fairly good'<sup>83</sup>. Community relations progressively improve when shifting from the IDP camp furthest, El Salam, to Abu Shouk, and then are almost equally highly rated amongst the non-displaced peri-urban and urban populations of El Fasher.

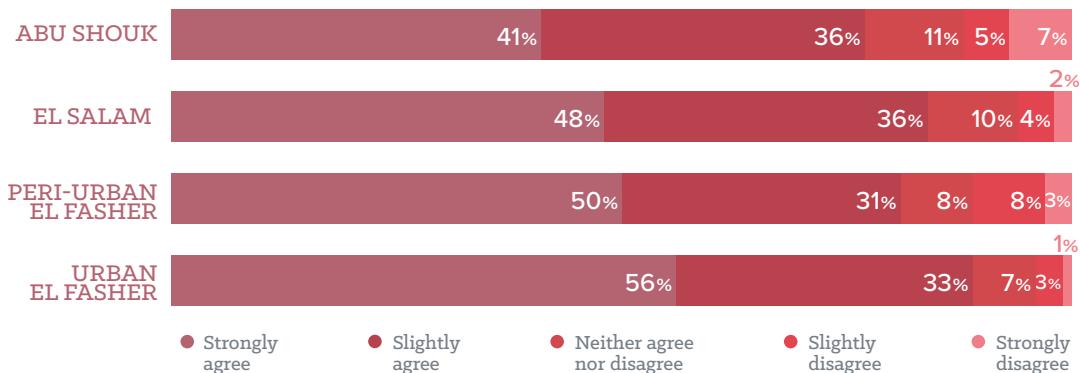
Hence, the data shows a trend towards relatively less harmonious relations in the camps. Interestingly, the households living in both camps rated their local community relations better during pre-displacement times. The proportion for El Salam and El Fasher's periphery strata were 50% and 48% respectively.

<sup>83</sup> 76% in El Salam, 87% in Abu Shouk, 93% in peri-urban El Fasher and 94% in urban El Fasher think that their relationship with their own community is 'very good', while the remaining say 'fairly good' with only less than 1% describing relations in less positive terms.

Households were asked to which extent they agree that 'IDPs and locals have good relations with each other'. Comparatively more non-displaced households in urban El Fasher reported they strongly agree with this statement (56%), while that proportion was around half

among the IDP population in El Salam and non-displaced residents living in the city's periphery areas<sup>84</sup>. The lowest proportion reporting inter-communal relations were Abu Shouk residents with 41%.

**Figure 28: Distribution of households by degrees of agreement with the statement: 'IDPs and locals have good relations with each other'**



## CONCLUSION

The analysis of participation in public affairs shows that IDP communities participate very little. Relations with their own communities are perceived as positive across the board, but less harmonious in the camps when judged in comparison to the urban centre. IDP communities also disagreed more with the statement that 'IDPs and locals have good relations with each other'. While these indicators are limited, they provide

insight into people's perceptions of their relations with their own communities and those that host them. For example, it is possible that aid and assistance given to IDPs could cause resentment in the resident communities. This does not seem to be the case in reality. The findings show that relations between IDPs and the non-displaced community, on the whole, are fairly good, which is important for integration.

<sup>84</sup> The proportion for El Salam and El Fasher's periphery strata were 50% and 48% respectively.

# Overall conclusions

## IDP PREFERENCES FOR SOLUTIONS

The IASC framework sets out three potential avenues for ending displacement for IDPs—return to their place of origin, integrate into the area where they sought refuge, or settle in another location. The settlement options that are most favoured by the IDP households in Abu Shouk and El Salam are to remain living in the camp (50%) and to return (40%). A smaller proportion—ranging between 7% and 11% in the two camps—favoured settling elsewhere.

The IASC framework asserts that for solutions to be durable, regardless of location, they must be based on ‘long-term safety; the ability to reclaim land or obtain compensation for lost property, and an environment that sustains economic and social life of the displaced person’. The profiling data from Abu Shouk and El Salam on durable solution intentions helps us understand how communities see their ideal future in terms of future settlement options. Many IDPs, however, are unable to translate their settlement preferences into action, and appear to be adopting a ‘wait and see’ attitude. 89% of IDP households cite good safety and security as primary reasons for preferring to stay in the camp, and thus, it remains an important factor. Findings show that IDPs’ ultimate decision is likely to be based on a combination of factors: whether they will be granted ownership of land in the camps; whether they are able to retrieve lost land and property; to what extent the security situation remains stable or improves; and to what degree essential services are restored or developed. Whatever IDPs opt for—whether staying, returning or relocating elsewhere—actors need to ensure they are not inadvertently facilitating a ‘solution’ that may

not be durable by not taking into consideration these combined factors.

The profiling results show that land issues in IDPs’ places of origin are a significant factor for durable solutions. Data also reveal a connection between the restoration of housing, land and property in IDPs’ places of origin and their decision or desire to return. Households that expect return of their owned land or compensation of their land are more likely to prefer to return. Considering the ‘economic and social life’ of the displaced communities; it also becomes clear that facilitating a return to a place of origin may not be durable if IDP priorities—such as access to housing and land, schools and medical care—are not met.

It is reasonable to assume that the longer people remain displaced, the less they will want to return to their place of origin where an uncertain future awaits. Profiling data reveals a generational distinction here. Some IDPs adopt a rhythm of seasonal return to farm their lands, or parts of their land that they have access to, while remaining most of the time in the city. This pattern of seasonal return is already evident, with 25% of households in Abu Shouk and 60% in El Salam respectively, return home to plant and harvest crops. However, profiling data show that more than half of the IDP population is under 18 years and thus make up an entire generation of IDPs, born and raised in the urban environment of the camps. This group of young people is unlikely to want to return with their parents to ancestral lands where the skills they have acquired and developed in the city, are close to redundant.

# PROGRESS ACROSS THE DURABLE SOLUTIONS CRITERIA

The profiling exercise established the extent to which IDPs have specific assistance and protection needs linked to their displacement, indicating what specific barriers exist in achieving durable solutions. For 50% of IDPs that prefer to stay in the camps—it is particularly relevant to look at the challenges they face across the six IASC criteria on durable solutions.

What does the profiling data tell us? The analysis highlights two cross-cutting findings:

Firstly, the data highlight that IDPs living in the camps are facing development challenges that are particularly acute for displaced persons. In fact, the entire population of El Fasher face challenges linked to poverty, which is widespread across the city and the IDP camps. Hence, overall development challenges affect all El Fasher inhabitants, but more adversely impact those living on the urban margins, which include the two IDP camps. In other words, IDP communities are most significantly affected by poverty. In the IDPs camps, we find that poverty is more widespread and that greater numbers fall into the deeper poverty classification.

When considering statistics on employment, we see that IDPs and non-displaced inhabitants living in the peri-urban and urban locales have equivalent employment rates, but the data also shows that IDPs are working fewer months per year. This means that IDPs effectively are gaining less income. Despite findings showing that IDP communities have adapted and diversified their livelihoods to the urban environment, farming, performed by family members, still presents an additional source of food and income.

It is important to recognise that this high level of poverty encountered amongst the IDPs, in and of itself, is an obstacle in reaching durable solutions. Poverty directly impacts the progress towards most of the

durable solutions criteria. For example, the data tells us that a key barrier to accessing vital services such as education and healthcare is the inability to pay. It is also a key obstacle for obtaining a national identity card, which is also needed for a wide range of life necessities including movement and formal employment.

Secondly, the profiling findings show that where a household resides, in relation to the city's centre, is important for understanding their socio-economic challenges. In distant areas, namely the peri-urban neighbourhoods and the camps on the outskirts of El Fasher, residents have further distance to services, which impacts access to police, healthcare and education. With regards to electricity, none of the camp residents have access to the national grid and a significant proportion of the peri-urban households are also not connected. These findings on distance to services are supported by the urban spatial analysis of El Fasher, which highlights that merely 25% of the city's areas have adequate social and infrastructure services provided. The remaining peri-urban neighbourhoods and the IDP camps have severely limited access to public services.

The challenges directly linked to IDPs' displacement centre around housing, land and property in their current location, as well as in their place of origin. The profiling shows that IDPs are considerably disadvantaged when it comes to ownership of land and property. IDPs are still living on land in the camps that is temporarily on loan, which has left IDPs in a situation of uncertainty for 15 years causing insecurity for how to plan for the future. The IDPs living in the camps have better access to water than the neighbouring El Fasher residents, but the short-term design of the camps has had a direct impact on the poor sanitation services for the IDP population.

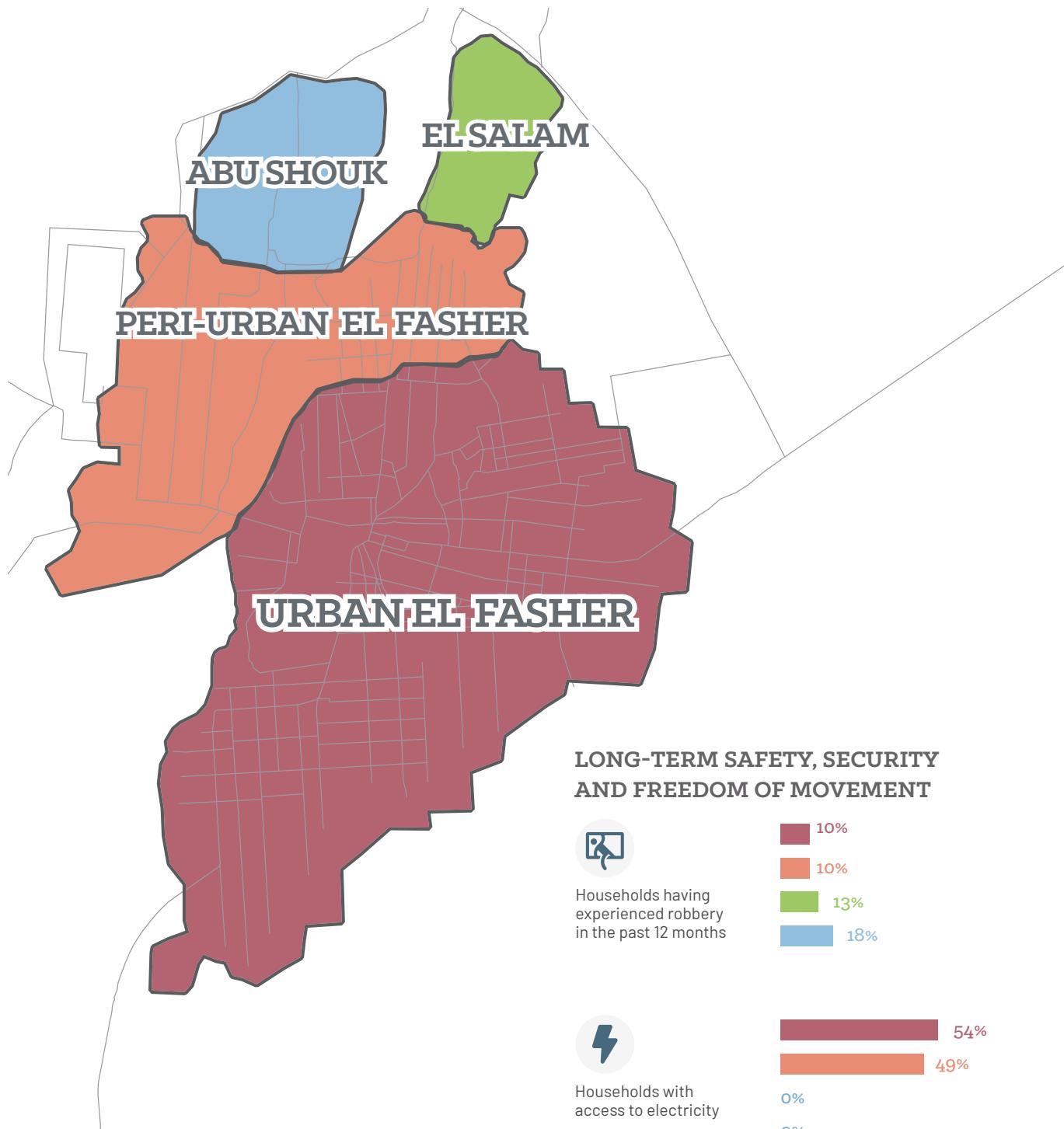
## RETURN TO THE PLACE OF ORIGIN

40% of IDP households reported that they prefer to return to their place of origin. El Fasher, Kebkabiya and Kutum rank as the most preferred return localities. IDPs' inability to reclaim land in their pre-crisis home areas is considered a significant constrain in returning to their home of origin, as is the lack of basic services for a population that has become accustomed to a higher degree of services in urban areas.

A majority (59%) of the households that wish to return

deem the situation in their place of origin to be 'very safe', however, only a minority have taken actions in order to pursue a return. The data shows that more than 80% of households in both camps report that they do not currently have any concrete plans to return. Importantly, of the households preferring to return many have not yet been able to go back and visit their place of origin; merely 32% in Abu Shouk and 40% in El Salam of households wishing to return have been able to visit.

# SELECTED INDICATORS ACROSS THE IASC CRITERIA FOR DURABLE SOLUTIONS



● URBAN EL FASHER

● PERI-URBAN EL FASHER

● EL SALAM

● ABU SHOUK

The further away a person lives from the city centre, the less safe they feel and the less connected they are to the city grid.

● URBAN EL FASHER

● PERI-URBAN EL FASHER

● ELSALAM

● ABU SHOUK

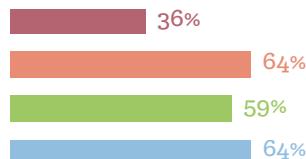
## ADEQUATE STANDARD OF LIVING



Births attended by skilled health personnel



Children not enrolled in school who report financial constraints as the main obstacle

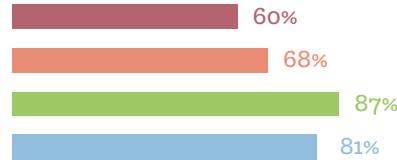


**Access to basic services are similar between the camps and the residents in El Fasher with the exception of secure housing.**

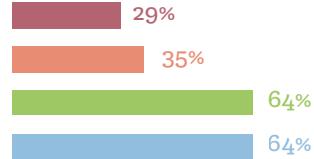
## EMPLOYMENT AND LIVELIHOODS



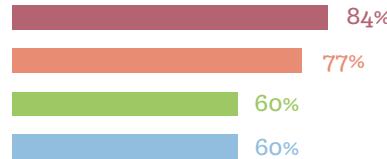
Persons consuming less than the international poverty line of 1.90 USD PPP / day



Households applying 'high coping' strategies based on the reduced Coping Strategy Index (rCSI)



Working persons who typically have worked more than 6 months per year

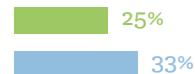


**Poverty is deeper in the IDP camps followed by the peri-urban areas, which is also illustrated by the larger proportion of households facing food insecurity. IDPs work less months and rely more on crop farming.**

## EFFECTIVE MECHANISMS THAT RESTORE HOUSING, LAND AND PROPERTY



Households with housing, land and property left behind, who think they will get their property back or receive compensation

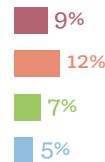


**A large number believe it will be difficult to claim back their dwelling and land.**

## PARTICIPATION IN PUBLIC AFFAIRS



Households that have at least one member participating in any community, social or political organisation



**Very low levels of involvement in community affairs are observed in the camps as well as in El Fasher.**

# LOOKING AHEAD

## THE DURABLE SOLUTIONS PROCESS STEP 3: DEVELOP TARGETS

In line with the five steps durable solutions approach adopted for this pilot, the next step in the process will take all the key findings and move on to step three; developing durable solutions targets. Achieving durable solutions is a process that, first and foremost, is a collaborative process that places displacement-affected communities and the Government of Sudan as central stakeholders supported by the international community.

Step three focuses on:

- Conducting consultations (based on the profiling findings) with stakeholders including the displacement-affected communities to identify their obstacles and proposed solution for durable solutions.
- Develop context specific durable solutions targets in line with the results of the consultations with displacement-affected communities.

Since the completion of the profiling exercise, there has been a number of positive developments. Most notably, the government authorities in North Darfur stated their intention to integrate IDPs in El Fasher. In this regard, Abu Shouk has become an official new neighbourhood of El Fasher named Doha, whilst El Salam camp is to be renamed Al Shatti town. This initiative could greatly facilitate local integration for those preferring this solution, by formally giving land to IDPs. Drawing upon the findings from the durable solutions analysis, this plan when implemented would address a key obstacle to achieving durable solutions for the 50% of IDPs that prefer to stay in their current location and might also create an incentive for others to reconsider their preferences.

The Durable Solutions Working Group (DSWG) will continue to provide support and advice to ensure that this integration plan meets the criteria for durable solutions. The analysis across the six criteria also identifies other actionable priorities with regards to access to services including, livelihoods, documentation and security of tenure that need to be addressed in order to advance durable solutions.

## EVIDENCE-BASED TARGETS

The following section outlines five policy and programme considerations that are based on the profiling evidence and which should guide the next phase of the durable solutions process, namely the shaping of durable solutions targets.

### 1. Focus on urban infrastructure for integration

It is important that any integration plan considers the urbanisation challenges currently faced by households in the peri-urban and camp areas. Given that approximately half of IDPs living in the camps wish to integrate locally and that the displaced and non-displaced communities share challenges linked to poverty, reaching durable solutions will depend on programmes that benefit all residents. This is likely to entail a programme of urban planning and development that would increase

the number and quality of public services to avoid any potential tensions over scarce resources (schools, health posts etc.). Some long-term urban development projects have already started with the initiation of projects to increase water and sanitation throughout the city, including in the IDP camps.

### 2. Pro-poor programming

To address the poverty and food security issues identified, a move should be made to focus on pro-poor programmes to boost people's resilience and help them to become more self-sufficient. This might entail increasing livelihoods and income generating activities for IDPs and El Fasher residents alike in a bid to improve standards of living equitably.

### **3. Focus on return**

In respect of those IDPs who wish to return to their homes and land in their places of origin, the state authorities with the support of the international community should evaluate the numbers who wish to return to a given area. Any actor seeking to support durable solutions would have to identify the barriers to return for a particular area, and next a prioritisation plan can be devised with such considerations as public services needed in each location, according to Sudanese policy guidelines (i.e. numbers of schools, number and nature of different health facilities etc.). With a plan based on needs, to which profiling data can contribute, a campaign to raise the necessary funds can proceed.

### **4. Community-based conflict resolution**

Actors will need to set up or support community based land dispute mechanisms to peacefully resolve outstanding land conflicts for any solution to be considered durable. Land access or ownership dispute and conflict resolution will, in fact, be a prerequisite for any further solutions planning, because reaching durable solutions depends on long-term safety. This is a sector where peacebuilding funds can be utilised to maximise potential for successful returns.

### **5. The central role of displacement-affected communities**

It is well accepted that meaningful participation of displacement-affected communities is key for both sustainable return and local integration. However, this requires a process of consultation, sensitisation, negotiation, and conflict resolution and making sure that women, youth and all ethnic groups are represented. Going forward, it is important to jointly carry out awareness-raising activities to inform the non-displaced and the IDPs in the camps of the findings from this durable solutions analysis. Secondly, it is crucial to make sure that the displacement-affected communities are involved in setting the durable solutions targets. Genuine participation and voice can ensure communities' ownership and support to make solutions lasting, relevant and supportive of social cohesion.

### **6. A generation-sensitive approach**

The IDP population is overall very young—more than half is under 18 years and only 25% of IDPs are above the age of 30 years. It is realistic to presume that younger and older IDP generations may not have the same priorities and preferences. Therefore, a durable solutions approach should allow for individual family members to pursue different settlement options. In addition, any durable solutions planning and programming should be sensitive to generational aspects and look to address the specific needs of the youth.

# PROFILING AS A TOOL TO SUPPORT DURABLE SOLUTIONS IN SUDAN

Looking more broadly at the task of securing durable solutions for the hundreds of thousands of IDPs in Darfur and elsewhere in Sudan, the durable solutions profiling process captured in this report represents a new contribution towards this goal. The durable solutions process designed for El Fasher can help to establish best practice and lessons to be applied to other displacement contexts in Sudan.

A key benefit that the profiling data and analysis has provided already is a valuable and rich joint evidence base to guide discussions with regards to durable solutions programming in El Fasher. Discussions and strategic planning to end displacement for the residents of El Salam and Abu Shouk camps can now, for the first time, be underpinned by sound evidence that has been jointly accepted by all three major constituents—IDP communities, the Government of Sudan and the international community.

For the first time, the profiling has provided stakeholders with a consolidated thematic analysis of six durable solutions criteria combined with an analysis of IDPs' preferences for durable solutions. The analysis was broad in order to capture displaced communities' preferences and priorities, and also captured the city's capacity for integration.

In Sudan, it is also the first time for three major stakeholders to come together and collectively take forward a process to find durable solutions for IDPs. The process has been time-consuming and not without challenges, but has been carried out in an inclusive manner with participation from the displaced communities from the two camps, as well as government authorities and the wider aid community at state and federal level.

Lessons learnt on the present process and analysis, is to be captured in order to allow IDP communities and all other partners to provide feedback and recommendations. Insights need to be gathered on the process itself as well as technical elements of the exercise and make sure that best practices, as well as key limitations, are documented from this pilot. Most importantly, however, stakeholders now need to embark on the next step—focusing on using the evidence base to develop durable solutions targets—to move forward the process to end displacement for Abu Shouk and El Salam IDPs.

# **ANNEX: INDICATOR OVERVIEW**

		1 ABU SHOUK IDP CAMP	2 EL SALAM IDP CAMP	3 PERI-URBAN EL FASHER	4 URBAN EL FASHER	
DURABLE SOLUTIONS CRITERIA	SELECTED INDICATORS	1	2	3	4	KEY OBSERVATIONS
LONG-TERM SAFETY AND SECURITY	Proportion of households with at least one member having experienced robbery in the past 12 months.	18%	13%	10%	10%	The further away persons live from the city centre towards the city periphery and the IDP camps, the more concerns they have around crime and the more incidents they have experienced, such as robberies. The camps have no access to the national electricity grid, which impacts lighting and affects safety in the night. Reporting of incidents to the police is low both in the camps, as in the city, but particularly low in the peri-urban neighbourhoods.
	Proportion of respondents feeling moderately unsafe or very unsafe when walking around alone at night.	34%	36%	28%	9%	
	Proportion of households that are connected to the national electricity grid.	0%	0%	49%	54%	
	Proportion of respondents who have experienced a crime and have reported this to the police	20%	16%	8%	21%	
ADEQUATE STANDARD OF LIVING	Proportion of households with access to improved sanitation facilities according to local context.	68%	78%	89%	87%	Basic services provision, such as sanitation, health, education, and documentation appears to be similar between the camps and the non-displaced residents in El Fasher. The exceptions being water, where the camps are better serviced, and secure housing tenure, which is a clear displacement linked challenge that the IDPs in the camps are facing.
	Proportion of households with access to improved sources of drinking water.	75%	89%	32%	37%	
	Births attended by skilled health personnel (% of total births from women between aged 15-65 in the last 2 years) - SDG indicator 3.1.2.	82%	81%	95%	90%	
	Primary school net enrollment rates (proportion of primary school age children enrolled in school)	75%	74%	83%	85%	
	Secondary school net enrollment rates (proportion of secondary school age children enrolled in school)	53%	50%	59%	66%	
	Proportion of children not enrolled who report financial constraints as the main obstacle to access school	64%	59%	64%	36%	
	Proportion of households with low/temporary tenure security of current shelter	94%	96%	33%	35%	
ACCESS TO PERSONAL AND OTHER DOCUMENTATION	Proportion of individuals who have an identity card	63%	55%	46%	65%	
	Proportion of individuals who have lost documentation due to displacement and have not been able to replace this due to financial constraints	63%	55%	N/A	N/A	

		1 ABU SHOUK IDP CAMP	2 EL SALAM IDP CAMP	3 PERI-URBAN EL FASHER	4 URBAN EL FASHER	
DURABLE SOLUTIONS CRITERIA	SELECTED INDICATORS	1	2	3	4	KEY OBSERVATIONS
ACCESS TO EMPLOYMENT AND LIVELIHOODS	Proportion of population (individuals) below the poverty line (of 1.90 USD/per day)- SGD 1.1.1/1.2.1	81%	87%	68%	60%	Poverty is faced by the majority of persons living in the IDP camps as well as in El Fasher. However, poverty is deeper and more severe in the IDP camps followed by the peri-urban areas, which is also illustrated by the larger proportion of households facing food insecurity (as reflected by the rCSI Index).
	Proportion of households applying 'high coping' strategies based on the reduced Coping Strategy Index (rCSI)	64%	46%	35%	29%	
	Proportion of working age persons (15-64 years) working (for pay)					
	Proportion of working persons who typically have worked for more than 6 months per year	43%	44%	42%	36%	
	Proportion of households relying on crop farming as their main subsistence/income source	60%	60%	77%	84%	
	Proportion of households who can use agricultural land in current location	28%	39%	18%	10%	
	Proportion of households with ownership/secure rights over agricultural land - SDG 5.a.1 (out of households that report access to agricultural land)	35%	23%	42%	26%	
		61%	47%	77%	73%	
ACCESS TO EFFECTIVE MECHANISMS TO RESTORE ,HOUSING LAND AND PROPERTY (HLP)	Proportion of households that owned or could make use of agricultural land prior to displacement	85%	86%	N/A	N/A	
	Proportion of households that have lost access to agricultural land in place of origin (out of total of households that had access to such land prior to displacement)	26%	22%	N/A	N/A	
	Proportion of households with housing land and property left behind, who think they will get their property back or receive compensation (proportion of those who have lost access to their HLP)	33%	25%	N/A	N/A	
PARTICIPATION IN PUBLIC AFFAIRS	Proportion of households that have at least one member participating in any community, social or political organisation	5%	7%	12%	9%	Very low levels of involvement in community affairs are observed in the camps as well as in El Fasher.

**1 ABU SHOUK  
IDP CAMP**

**2 EL SALAM  
IDP CAMP**

**3 PERI-URBAN  
EL FASHER**

**4 URBAN  
EL FASHER**

DURABLE SOLUTIONS CRITERIA	SELECTED INDICATORS	(1)	(2)	(3)	(4)	KEY OBSERVATIONS
<b>FUTURE PERSPECTI- VES OF IDPS</b>	Proportion of IDP households that prefer to stay in current location	<b>51%</b>	<b>51%</b>	<b>N/A</b>	<b>N/A</b>	Approximately half of the households in both camps prefer to remain in their current location, while two in five prefer to return to their place of origin.
	Proportion of households intending to return to their place of origin	<b>42%</b>	<b>39%</b>	<b>N/A</b>	<b>N/A</b>	Of those intending to return from El Salam, less than half assess the situation as 'very safe', while from Abu Shouk a majority find the situation in the place of origin 'very safe'.
	Proportion of households that intend to return and who assess the security situation in their place of origin to be 'very safe'	<b>75%</b>	<b>44%</b>	<b>N/A</b>	<b>N/A</b>	

