

Country/entity	Sudan Darfur
Region	Africa (excl MENA)
Agreement name	Framework Agreement to Resolve the Conflict in Darfur between the Government of Sudan and the JEM
Date	23 Feb 2010
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Sudan Conflicts (1955 -)

Agreements relate to several distinct dyads, and also the negotiated independence of South Sudan, and subsequent internal conflict in South Sudan. Sudan-South Sudan. The long-standing conflict between the north and the south of the country dates back to colonial times, where the British introduced a so-called 'Southern Policy', severely hampering population movements between these big regions. Immediately after gaining independence in 1956, southern movements started to fight for independence; this fight became professionalised in 1983 with the foundation of the soon internationally supported Sudan People's Liberation Army (SPLA). When the Islamic Front government introduced strict sharia laws in the south after it took over power in 1988 the war intensified. A decade later, the military situation reached a stalemate, enabling internationally facilitated peace negotiations to begin in 1997. After more fighting, a final negotiation push began in 2002, leading to the signing of the Comprehensive Peace Agreement (CPA) in January 2005.

Sudan-South Sudan post referendum. South Sudan became independent in July 2011; since then, relations between the two countries are complicated and violent conflict led by the SPLM (North) in the Sudanese Nuba mountains region has since intensified.

Darfur. Other long-standing violent conflicts are in the east and the west of the country. In the east, the Beja Congress, established in 1957, is the spearhead of a currently 'peaceful' opposition movement. In the west, the violent conflict in Darfur intensified in the early 2000s and rapidly gained international attention, even resulting in genocide charges against leading figures of the Sudanese government. The situation on the ground is complex, with over a dozen organisations (most notably the Sudanese Liberation Movement and the Justice and Equality Movement) fighting the Sudanese government and allied groups like the Janjaweed – although all parties have switched sides on numerous occasions. Several mediation attempts have not been successful, due to the shaky commitment of the Sudanese central government and the distrust among the armed opposition.

South Sudan - internal

In December 2013, after president Salva Kiir accused opposition leader Riek Machar of attempting a coup, violent conflict broke out between government forces of the SPLM/A and anti-governmental groups. In addition, several other political militias as well as communal militias have joined the conflict. In 2015 the Agreement on the Resolution of the Conflict in South Sudan (ARCSS) was signed. Due to unsuccessful implementation the agreement was revitalized in 2018. In September 2019, Kiir and Machar agreed to establish a power-sharing government after struggles on forming a unity transitional government.

Close

Sudan Conflicts (1955 -)

Stage Framework/substantive - partial

Conflict nature Government/territory

Peace process	Darfur-Sudan peace process
Parties	For the Government of Sudan (GoS): Dr. Amin Hassan Omer, Minister of State, Ministry of Culture, Youth and Sports; For the Justice and Equality Movement Sudan (JEM): Ahmed Mohammed Togud Lissan, Secretary for Negotiations and Peace Affairs;
Third parties	Witnessed by: For the State of Qatar: Ahmed bin Abdullah Al-Mahmoud, Minister of State for Foreign Affairs and Member of the Cabinet; For the AU-UN Mediation: Djibrill Yipene Bassole, Joint Chief Mediator;
Description	A short framework agreement committing the parties to an immediate ceasefire, integration of JEM forces into the Sudanese military, and committing the parties to further negotiations on the issues of administrative reorganization, wealth-sharing, and further non-disclosed issues.

Agreement document [SD_100223_Framework GoS JEM.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

Children/youth	No specific mention.
Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/ national group	No specific mention.
Religious groups	No specific mention.
Indigenous people	No specific mention.
Other groups	No specific mention.

Refugees/displaced persons Groups→Refugees/displaced persons→Rhetorical
Page 2, Article (8)
The Government of Sudan (GOS) shall commit itself to fairly compensate the refugees, and displaced persons and all those who have been affected by the conflict in Darfur and shall also commit itself to ensuring the right of voluntary return for the refugees and displaced persons to their original areas and establish service providing institutions and infrastructure with a view to securing a decent life for them.

Social class No specific mention.

Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general) Page 1, Preamble,
...Being keen to achieve a just and durable peace to the entire national Sudanese territories, particularly to the Darfur region, and to maintain the Unity of Sudan.

Page 1, Preamble,
...Being desirous to work towards a balance development to the Sudanese nation which relies on the diversity and idiosyncrasy of the different Sudanese regions with a view to ensuring socio-economic progress for all, and full exercising of fundamental freedoms, based on equality among citizens.

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

Independence/secession No specific mention.

**Accession/
unification** No specific mention.

Border delimitation No specific mention.

**Cross-border
provision** No specific mention.

Governance

**Political
institutions (new or
reformed)** No specific mention.

Elections No specific mention.

**Electoral
commission** No specific mention.

**Political parties
reform** No specific mention.

Civil society Page 2, Article (4),
The Justice and Equality Movement Sudan (JEM) shall immediately be transformed into
a political party upon signing the comprehensive and final peace agreement.

**Traditional/
religious leaders** No specific mention.

**Public
administration** Page 2, Article (7)
All military and civil personnel of the Equality and Justice Movement Sudan fired from
service shall be reinstated to their equal ranks in such a manner as to be agreed upon by
the two parties.

Page 2, Article (9)
The issue of administrative reorganization in Darfur shall be subject to negotiation
between the two parties with a view to concluding a final agreement.

Constitution No specific mention.

Power sharing

Political power sharing	Power sharing→Political power sharing→General State level Page 2, Article (3), Participation of the Justice and Equality Movement Sudan in power at all levels of governance in accordance with an approach to be agreed upon by the two sides.
Territorial power sharing	Power sharing→Territorial power sharing→Federal or similar sub-divided government Page 2, Article (9) The issue of administrative reorganization in Darfur shall be subject to negotiation between the two parties with a view to concluding a final agreement.
Economic power sharing	Power sharing→Economic power sharing→Sharing of resources Page 3, Article (10) The issue of wealth-sharing shall be subject to negotiation between the two parties with a view to concluding a final agreement. Also, the same applies to issues of land and (Hawakir) and any other issues conducive to peace and deemed to be necessary by the parties for the completion of issues of a global peace agreement.
Military power sharing	Power sharing→Military power sharing→Merger of forces Page 2, Article (5), Integration of the forces of the Justice and Equality Movement Sudan in the Armed Forces and the consolidated Security and Police Forces according to what is agreed on by the two parties, this procedures shall be preceded by deploying and training these forces in such locations and according to such a mechanism as to be agreed upon by the two parties. Page 2, Article (6) The Government of Sudan (GOS) shall bear all necessary expenses of the Forces of the Justice and Equality Movement Sudan (JEM) during the deployment and training period thereof. Page 2, Article (7) All military and civil personnel of the Equality and Justice Movement Sudan fired from service shall be reinstated to their equal ranks in such a manner as to be agreed upon by the two parties.

Human rights and equality

Human rights/RoL general	Page 1, Preamble, [...] Being desirous to work towards a balance development to the Sudanese nation which relies on the diversity and idiosyncrasy of the different Sudanese regions with a view to ensuring socio-economic progress for all, and full exercising of fundamental freedoms, based on equality among citizens.
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Bill of rights/similar No specific mention.

Treaty incorporation No specific mention.

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

Rights related issues

Citizenship Rights related issues→Citizenship→Citizens, specific rights
Page 1, Preamble,
...Being desirous to work towards a balance development to the Sudanese nation which relies on the diversity and idiosyncrasy of the different Sudanese regions with a view to ensuring socio-economic progress for all, and full exercising of fundamental freedoms, based on equality among citizens.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts No specific mention.

Prisons and detention No specific mention.

Traditional Laws Page 3, Article (10)
The issue of wealth-sharing shall be subject to negotiation between the two parties with a view to concluding a final agreement. Also, the same applies to issues of land and (Hawakir) and any other issues conducive to peace and deemed to be necessary by the parties for the completion of issues of a global peace agreement.

Socio-economic reconstruction

Development or socio-economic reconstruction Socio-economic reconstruction→Development or socio-economic reconstruction→Infrastructure and reconstruction
Page 2, Article (8)
The Government of Sudan (GOS) shall commit itself to fairly compensate the refugees, and displaced persons and all those who have been affected by the conflict in Darfur and shall also commit itself to ensuring the right of voluntary return for the refugees and displaced persons to their original areas and establish service providing institutions and infrastructure with a view to securing a decent life for them.

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

Land, property and environment

Land reform/rights	Land, property and environment→Land reform/rights→Other land rights Page 3, Article (10) The issue of wealth-sharing shall be subject to negotiation between the two parties with a view to concluding a final agreement. Also, the same applies to issues of land and (Hawakir) and any other issues conducive to peace and deemed to be necessary by the parties for the completion of issues of a global peace agreement.
Pastoralist/ nomadism rights	No specific mention.
Cultural heritage	No specific mention.
Environment	No specific mention.
Water or riparian rights or access	No specific mention.

Security sector

Security Guarantees	No specific mention.
Ceasefire	Security sector→Ceasefire→Ceasefire provision Page 1, Article (1), Announcement of a ceasefire and the immediate initiation of negotiations in order to agree on the enforcement of the same.
Police	No specific mention.
Armed forces	Page 2, Article (5), Integration of the forces of the Justice and Equality Movement Sudan in the Armed Forces and the consolidated Security and Police Forces according to what is agreed on by the two parties, this procedures shall be preceded by deploying and training these forces in such locations and according to such a mechanism as to be agreed upon by the two parties. Page 2, Article (7) All military and civil personnel of the Equality and Justice Movement Sudan fired from service shall be reinstated to their equal ranks in such a manner as to be agreed upon by the two parties.
DDR	No specific mention.
Intelligence services	No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 1, Preamble,
...Taking into consideration the Interim Constitution of the Republic of the Sudan, the Comprehensive Peace Agreement (CPA) signed in Naivasha in January 2005, and the Agreement of Good Will and Confidence Building for the settlement of the problem in Darfur, signed in Doha on 17 February 2009 between the Government of National Unity and the Justice and Equality Movement Sudan, and

Page 1, Preamble,
...Convinced of the genuine desire shown by the Government of Sudan (GOS) and the Justice and Equality Movement Sudan (JEM),

Page 2, Article (2),
Issuance of a general amnesty for the civil and military members of the Justice and Equality Movement Sudan (JEM), and the release of the war prisoners and convicted persons from both sides, after the final signing of this Agreement.

Page 2, Article (4),
The Justice and Equality Movement Sudan (JEM) shall immediately be transformed into a political party upon signing the comprehensive and final peace agreement.

Page 2, Article (5),
Integration of the forces of the Justice and Equality Movement Sudan in the Armed Forces and the consolidated Security and Police Forces according to what is agreed on by the two parties, this procedures shall be preceded by deploying and training these forces in such locations and according to such a mechanism as to be agreed upon by the two parties.

Page 2, Article (6)
The Government of Sudan (GOS) shall bear all necessary expenses of the Forces of the Justice and Equality Movement Sudan (JEM) during the deployment and training period thereof.

Page 2, Article (7)
All military and civil personnel of the Equality and Justice Movement Sudan fired from service shall be reinstated to their equal ranks in such a manner as to be agreed upon by the two parties.

**Withdrawal of
foreign forces**

No specific mention.

Corruption

No specific mention.

**Crime/organised
crime**

No specific mention.

Drugs

No specific mention.

Terrorism

No specific mention.

Transitional justice

Transitional justice general No specific mention.

Amnesty/pardon Transitional justice→Amnesty/pardon→Amnesty/pardon proper
Page 2, Article (2),
Issuance of a general amnesty for the civil and military members of the Justice and Equality Movement Sudan (JEM), and the release of the war prisoners and convicted persons from both sides, after the final signing of this Agreement.
Transitional justice→Amnesty/pardon→Relief of other sanctions
Page 2, Article (7)
All military and civil personnel of the Equality and Justice Movement Sudan fired from service shall be reinstated to their equal ranks in such a manner as to be agreed upon by the two parties.

Courts No specific mention.

Mechanism No specific mention.

Prisoner release Page 2, Article (2),
Issuance of a general amnesty for the civil and military members of the Justice and Equality Movement Sudan (JEM), and the release of the war prisoners and convicted persons from both sides, after the final signing of this Agreement.

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation Page 1, Preamble,
The Government of Sudan (GOS) and the Justice and Equality Movement Sudan (JEM), within the framework of their genuine commitment to find a lasting solution to the conflict in Darfur, and being convinced of the imperative need to conclude an inclusive peace agreement which puts an end to the tragedy in Darfur, and in culmination of the great efforts which the Qatari leadership has been exerting, under the kind auspices of His Highness Sheikh Hamad bin Khalifa Al-Thani, Emir of the State of Qatar, and as a further consolidation to the diligent efforts of the international Joint Mediation,

Page 1, Preamble,
...Being keen to achieve a just and durable peace to the entire national Sudanese territories, particularly to the Darfur region, and to maintain the Unity of Sudan.

Implementation

UN signatory Witnessed by:
For the State of Qatar: Ahmed bin Abdullah Al-Mahmoud, Minister of State for Foreign Affairs and Member of the Cabinet;

Other international signatory Witnessed by:
For the State of Qatar: Ahmed bin Abdullah Al-Mahmoud, Minister of State for Foreign Affairs and Member of the Cabinet;

Referendum for agreement No specific mention.

International mission/force/similar No specific mention.

Enforcement mechanism No specific mention.
