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**PBF PROJECT progress report**

**COUNTRY: SUDAN**

**TYPE OF REPORT: ANNUAL**

**YEAR of report: NOVEMBER 2020**

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| **Project Title: PBF Secretariat Project, Sudan**  **Project Number from MPTF-O Gateway: xx** | |
| **If funding is disbursed into a national or regional trust fund:**  Country Trust Fund  Regional Trust Fund  **Name of Recipient Fund:** | **Type and name of recipient organizations:**  **UNDP** |
| **Date of first transfer: ?? ?? 2020**  **Project end date: 31 March 2022 (TBC)**  **Is the current project end date within 6 months?** **No** | |
| **Check if the project falls under one or more PBF priority windows:**  Gender promotion initiative  Youth promotion initiative  Transition from UN or regional peacekeeping or special political missions  Cross-border or regional project | |
| **Total PBF approved project budget (by recipient organization):**  **Recipient Organization Amount**  UNDP $ 2,800,000  Total: **$ 2,800,000**  Approximate implementation rate as percentage of total project budget: %  \*ATTACH PROJECT EXCEL BUDGET SHOWING CURRENT APPROXIMATE EXPENDITURE\*  **Gender-responsive Budgeting:** Indicate dollar amount from the project document to be allocated to activities focussed on gender equality or women’s empowerment: $ xx  Amount expended to date on activities focussed on gender equality or women’s empowerment: $ xx | |
| **Project Gender Marker:** 2  **Project Risk Marker:** 1  **Project PBF focus area:** 4.3 Governance of peacebuilding resources and PBF Secretariat | |
| **Report preparation:**  Project report prepared by: **RCO**  Project report approved by: **RCO**  Did PBF Secretariat review the report: **PBF Secretariat not established yet.** | |

**PART 1: OVERALL PROJECT PROGRESS**

**Briefly outline the status of the project in terms of implementation cycle, including whether preliminary/preparatory activities have been completed (i.e. contracting of partners, staff recruitment, etc.):** *(1500-character limit****)***

Since 2019, Sudan has seen significant progress in its peace process, including the signature by the transitional Government of Sudan, the Sudan Revolutionary Front (SRF), which includes the SPLM-N Malik Agar faction, and the Sudan Liberation Movement – Minni Minnawi (SLM-MM) initialled a peace deal. The agreement has been almost a year in the making, had been under negotiation since peace talks began between the transitional authorities and a coalition of 10 armed groups and alliances, under the auspices of the President of South Sudan, in Juba on 11 September 2019.[[1]](#footnote-2) Two of the major armed movements in Darfur and the Two Areas have not signed the agreement: the Sudan Liberation Movement, led by Abdel Wahed Mohamed Nour and the SPLM-N, led by led by Abdel Aziz Al-Hilu.

The agreement sees those armed movement signatories that sign become partners in the transitional government and sets back the 39-months of the transition to the date of its signature. It specifies that initially a special joint force will be formed comprising 6,000 members of those armed groups that signed as well as 6,000 members from a combination of the Sudan Armed Forces, Rapid Support Forces (RSF) and Sudan Police Force. Armed groups had also called for reform of Sudan’s security forces and seeks to integrate SPLM-N fighters in the military and security institutions within six to 12 months. Of note, is that the current agreement has 114 provisions to be implemented through three stages, the first will deal with the integration of the SPLM-N combatants. The second provides for SPLA-N Agar fighters to remain in the area under the command of the Sudanese army for 14 months before to redeploy its units in other parts of the country for 13 months. It is understood that the peace deal between the SRF and Government – which is still being translated – envisages the establishment of new institutions by the end of the year. An implementation matrix will be developed in the next fortnight.

At the national level, the peace agreement gives armed movements an additional three seats on the Sovereign Council. Twenty five percent of seats in the Transitional Legislative Council would be allocated to the SRF/SLM-MM, with it unclear but likely that these would need to be drawn from the FFC quota. 25 percent of seats in the Council of Ministers for the SRF/SLM-MM will go to the signatories. At the national level the agreement foresees an asymmetric federal system based on six regions (pre-1989 arrangement), with the addition of two devolved regions for South Kordofan/Nuba Mountains and Blue Nile. There agreement is unclear on the powers and competencies given to each region, to be defined at a Governance Conference within six months of signing. The Two Areas to have legislative and executive powers. The peace deal has a total of eight area of the country that the agreement goes into most detail about is Darfur with the parties agreeing to create a single Darfur region and to allocate 40% of governance positions to the five Darfur armed groups, 40% to the TGoS and 20% to “other stakeholders”. The SRF/SLM-MM expect to appoint two of the five Governors in Darfur. Meanwhile in the East, it was agreed that 30% of representation in regional and local government for the SRF. In Northern and River Nile states, Northern and River Nile States: SRF and other opposition groups are allocated 10% of state and local government positions whereas in Sennar, Gezira and White Nile States: SRF is allocated 10% of state and local government positions.

Despite progress in the peace process, due to the COVID-19 pandemic and the imposition of a three-month, nationwide lockdown from April to July 2020, the start-up and implementation of this project has been delayed. During the lockdown period, restrictions on movement and public gatherings impacted the ability to conduct meetings, consultations, and workshops. Most government employees were given paid leave, further hindering the ability to engage with government counterparts.

Nevertheless, agencies, funds, and programmes continued to prepare for implementation of this project, including through regular inter-agency coordination, recruitment of project staff, and stakeholder engagement. In particular, the groundwork has been laid for the implementation of five joint projects in the Darfur states (See Outcome 2) and, since August 2020, limited field-level implementation has begun, in spite of pandemic-related delays.

The inaugural meeting of the Joint Steering Committee was held on 13 September 2020, during which the Peace Commissioner provided participants with an overview of the ongoing peace process in Sudan. Participants also discussed next steps for PBF support to this process. Importantly, the Joint Steering Committee requested the development of a PBF programme to support peace implementation and/or ongoing negotiations. The Peace Commissioner also re-emphasised the need for a national peacebuilding strategy to implement the outcomes of the peace process (i.e. the Juba Agreement), as well as the need for support to national and sub-national levels of the Peace Commission.

**Please indicate any significant project-related events anticipated in the next six months, i.e. national dialogues, youth congresses, film screenings, etc.:** *(1000-character limit)*

*Outcome 1:* Given the signature of an agreement in Addis Ababa, Ethiopia between the SPLM-N Abdel Aziz al-Hilu and the Prime Minister, as well as the conduct of an informal workshop between the Transitional Government and the it is anticipated that, within the next six months, peace talks between the Transitional Government of Sudan and the Sudan People’s Liberation Movement-North (SPLM-N), led by Abdel Aziz Al-Hilu, may be held in Juba.

*Outcome 2:* Collection of baseline data for the five joint projects in the Darfur states is underway, and implementation will commence at the end of November. In the next reporting period, the PBF partners[[2]](#footnote-3) plan to hold locality- and state-level peace conferences, with the participation of community leaders, community-based resolution mechanisms (CBRMs), IDPs, nomads, rule of law actors, civil society, peacebuilding institutions, and federal-level peacebuilding entities. In the next six months, PBF partners also plan to conduct community- and locality-level peace dialogue forums, with the participation of community members, native administrations, rule of law actors, and other peacebuilding stakeholders in the locality.

*Outcome 3:* It is anticipated that the PBF Secretariat will be fully established and functioning by the end of January 2021.

FOR PROJECTS WITHIN SIX MONTHS OF COMPLETION: summarize **the main structural, institutional or societal level change the project has contributed to**. This is not anecdotal evidence or a list of individual outputs, but a description of progress made toward the main purpose of the project: *(1500-character limit)*

Not applicable.

**In a few sentences, explain whether the project has had a positive human impact. May include anecdotal stories about the project’s positive effect on the people’s lives. Include direct quotes where possible or weblinks to strategic communications pieces:** *(2000-character limit)*

Not applicable at this stage due to delays resulting from the establishment of the PBF Secretariat and the COVID-19 pandemic which meant that programmatic activities were also impacted.

**PART II: RESULT PROGRESS BY PROJECT OUTCOME**

**Outcome 1:** The peace process has delivered a comprehensive peace agreement and peacebuilding strategy for Sudan, supported by the UN system, regional and continental institutions, and the international donor community.

**Rate the current status of the outcome progress:** Off Track

**Progress summary:** *(3000-character limit)*

Peace negotiations between the Transitional Government of Sudan and armed movements, including the Sudanese Revolutionary Front and the Sudan Liberation Movement – Minno Minawi were delayed by several months and inevitably impacted by COVID-19 related restrictions. The Juba Declaration for Confidence-building Procedures and the Preparation for Negotiation between the transitional authorities and a coalition of 10 armed groups and alliances, under the auspices of the President of South Sudan, was signed on 11th September 2019 and set the tone for ongoing discussions. After nearly a year of direct negotiations between the parties, an interim peace agreement with five armed groups comprising the Sudan Revolutionary Front (SRF) was initialled on 30th August and signed on 3rd October 2020. The complex negotiations were then postponed after the death of Defence Minister Jamal Aldin Omar on 25 March 2020 while attending the peace talks in Juba. Nevertheless, on 3 October 2020, a comprehensive peace agreement was officially signed, addressing the crises in Darfur, the Two Areas, and other marginalised regions of Sudan. Signatories of the ‘Juba Agreement for Peace in Sudan’ include the Sudan Revolutionary Front (SRF). With the signing of the Juba Peace Agreement, the PBF is well positioned to support the development of a national peacebuilding strategy on the basis of this agreement.

The signed peace deal does not include the faction of the Sudan People’s Liberation Movement – North (SPLM-N), loyal to leader Abdelaziz Al-Hilu, which has been participating in talks but has been negotiating separately with the government. Accordingly, the Transitional Government of Sudan has requested that the PBF support for further peace talks in Juba between the Government and the non-signatory armed group, SPLM-N, led by Abdel Aziz Al-Hilu. Progress for this separate peace track has already been made through the signing of a preliminary agreement in Addis Ababa by Prime Minister Hamdok and the SPLM-N on 03 September 2020. It also does not include the Sudan Liberation Army loyal to Abdul Wahid (SLA-AW) which had rejected the peace process calling for a range of preconditions including establishment of a secure environment in Darfur and the return of IDPs. At the time of writing, however, formal negotiations with both groups appear imminent. The Juba Peace Agreement is therefore effectively the first in a larger set of peace agreement, that will need to be signed for there to be a comprehensive and sustainable peace in Sudan. This is also the first set what the transitional government hoped would be a longer series of negotiations. It includes seven protocols across a range of areas including security, power sharing, revenue sharing, land ownership and return of displaced populations and a range of measures and, more importantly, sees those armed group signatories that sign become partners in the transitional government[[3]](#footnote-4) and sets back the 39-months of its transition to the date of its signature.

The signed Juba Pace Agreement provides for multiple Commissions, Councils, Courts and Conferences and other processes to address all outstanding issues between the parties. Percentage representation of parties on key mechanisms is defined in many instances, and specific deadlines given for implementation. Fundamentally, the peace deal sees agreement on an asymmetric federal system based on 6 regions (pre-1989 arrangement), with the addition of two devolved regions for South Kordofan/Nuba Mountains and Blue Nile. It does not define the powers and competencies for each region, which are slated for agreement at a Governance Conference to be held within 6 months of signing. Meanwhile, the Two Areas will have their own legislative and executive powers and a single Darfur region will be created, with a Joint Task of 12,000 troops to ensure protection of civilians. On the development side, the Juba Peace Agreement creates a central fund with sub-funds for the Two Areas, East Sudan and Darfur, with government subsequently pledging a USD 750 million contribution over 10 years. The agreement foresees a new secular Constitution and offers a generational opportunity to establish a new social contract while addressing the complex root causes and drivers of conflict in Sudan.

**Indicate any additional analysis on how Gender Equality and Women’s Empowerment and/or Youth Inclusion and Responsiveness has been ensured under this Outcome:** *(1000-character limit)*

The transformative role of women in Sudan’s revolution is widely recognised and the goal of gender equality and women’s empowerment is inscribed in both the Constitutional Declaration of August 2019 and the Juba Peace Agreement of October 2020. The project has proven catalytic in promoting a gender-responsive approach to peacebuilding at all levels and actively support all signatory parties to meet gender commitments of the JPA, including 40% representation of women in all implementation mechanisms and processes of the peace agreement and national peace architecture for conflict prevention and resolution and paved the way for other programming under development including on the Strengthening the Political and Peacebuilding Role of Women in Sudan’s Transition.

**Outcome 2:** National and sub-national infrastructures for peace, and mechanisms and processes necessary to transition from UNAMID’s presence in Darfur strengthened.

**Rate the current status of the outcome progress:** Off Track

**Progress summary:** *(3000-character limit)*

*Joint State-Level Darfur Projects:* Prior to the COVID-19 lockdown, PBF partners launched the five state-level PBF projects in Darfur, thus sensitising stakeholders at the subnational levels. Though field-level implementation of the Darfur projects was postponed due to COVID-19, the groundwork has been laid for project implementation to begin at the end of November.

PBF partners agreed to combine all data collection activities in the eight target localities across the five Darfur states, utilising one methodology approach and one coordinated data collection. This work is coordinated by the Durable Solutions Working Group (DSWG), which plans to use the indicators, methodology, and tools developed for the five Darfur projects in other contexts. The DSWG requested the support of the Joint IDP Profiling Service (JIPS) to design methodology and tools, provide quality assurance, and conduct joint analysis and reporting by locality. It was agreed that household surveys in all localities will be conducted by IOM. The household questionnaire has been developed with inputs from partners, and baseline data collection is underway. Initial analysis is due in late December 2020 and will cover the baseline for the outcome indicators and the area based durable solutions analysis.

*Juba Agreement:* The signing of the Juba Peace Agreement, particularly the Darfur-specific protocol, creates an opportunity to address root causes of conflict and longstanding grievances in the Darfur states. The Juba Peace Agreement envisions the reestablishment of a single Darfur region within seven months of the signature of the agreement, which could also provide an opportunity for improved UN-system wide planning, programming, and coordination. Any new peacebuilding programming in Darfur would have to take into consideration the changes and priorities outlined in the Juba Peace Agreement. With the signing of the Juba Peace Agreement, the Darfur Development Strategy (DDS) Refresh, which was based on the 2011 Doha Document for Peace in Darfur, has been put on hold.

*Consultations with Peace Commission:* UNDP has held extensive consultations with Peace Commission in Khartoum in order to familiarise the Peace Commissioner with the PBF Secretariat Project, as well as to set the groundwork for further collaboration.

**Indicate any additional analysis on how Gender Equality and Women’s Empowerment and/or Youth Inclusion and Responsiveness has been ensured under this Outcome:** *(1000-character limit)*

*Joint State-Level Darfur Projects:* During the reporting period, the Results Frameworks for the five Darfur projects were revised in order to strengthen the gender dimension. This revision was based on a gender analysis of the Darfur context, for which UNICEF took the lead. The Results Frameworks now address, *inter alia*, women’s access to and competition over land and natural resources, women and youth participation in the local police force and judicial system, women’s participation in the CBRMs and other community networks and structures, gender disaggregated monitoring and reporting, and gendered assessments of the various planned activities.

With regards to data collection, IOM is in the process of hiring more female enumerators for greater inclusion of gender sensitivity and gender equality throughout the project.

UNDP has also recruited a PBF Gender Officer whose mandate includes ensuring gender equality and women’s empowerment across all five Darfur states. In addition, an inter-agency, micro-level *gendered* context analysis will be conducted in the target locations to gain an in-depth understanding of local relationships, conflict drivers/connectors/dynamics, and opportunities for peace at the community level. The results of this analysis will provide a more nuanced understanding of the relationships between gender and conflict, particularly how gender norms influence conflict dynamics and vice versa, thus supporting the design of gender-sensitive peacebuilding.

**Outcome 3:** The Peacebuilding Fund Secretariat provides effective coordination, monitoring, reporting, evaluation, and communication regarding PBF programming in Sudan.

**Rate the current status of the outcome progress:** Off Track

**Progress summary:** *(3000-character limit)*

*Joint Steering Committee:* On 13 September 2020, the Peace Commissioner and the RC/HC ai convened the inaugural meeting of the Joint Steering Committee, held at the premises of the Peace Commission. The outcomes of the meeting included preliminary steps towards establishing a technical committee with whom UN agencies, funds, and programmes can meet regularly (See Outcome 2). The participants also held discussions towards identifying sub-national focal points to discuss ongoing issues related to the peacebuilding activities.

*PBF Secretariat:* Though the establishment of the PBF Secretariat has been delayed due to COVID-19 related restrictions on recruitment and staff mobility, recruitment is now proceeding smoothly. The first IUNV PBF Coordinator arrived in October 2020 and has deployed to El Geneina in West Darfur. The remaining five PBF Secretariat staff (PBF Programme Coordinator; IUNV M&E and Communications Expert; two IUNV PBF Coordinators; and Project Associate) have either been recruited or are in the final stages of recruitment and are due to join in December 2020 or early January 2021. It is envisioned that the PBF Secretariat will be fully established and functioning by the end of January 2021.

*PBF M&E Framework:* The DSWG is spearheading the process of collecting baseline data for the M&E outcome and output indicators of the five state-level Darfur projects. This data can be utilised to regularly monitor the joint programme, as well as support programmatic elements. Indicators, methodology, and tools developed for the five Darfur projects will also be relevant for PBF programming in other contexts.

**Indicate any additional analysis on how Gender Equality and Women’s Empowerment and/or Youth Inclusion and Responsiveness has been ensured under this Outcome:** *(1000-character limit)*

*PBF Secretariat:* UNDP has recruited a PBF Gender Officer whose mandate includes ensuring gender equality and women’s empowerment across all five Darfur states. The PBF Secretariat is expected to comprise three women (IUNV PBF Coordinators) and three men (Programme Coordinator, IUNV Monitoring and Communications Specialist, Project Associate), thus ensuring a gender balance in the team.

*PBF M&E Framework:* During the reporting period, the Results Frameworks for the five Darfur projects were revised in order to strengthen the gender dimension. This revision was based on a gender analysis of the Darfur context, for which UNICEF took the lead. The Results Frameworks now address, *inter alia*, women’s access to and competition over land and natural resources, women and youth participation in the local police force and judicial system, women’s participation in the CBRMs and other community networks and structures, gender disaggregated monitoring and reporting, and gendered assessments of the various planned activities.

**PART III: CROSS-CUTTING ISSUES**

|  |  |
| --- | --- |
| **Monitoring:** Please list monitoring activities undertaken in the reporting period (*1000-character limit*):  *Monitoring activities have not been undertaken because implementation has not yet begun.* | Do outcome indicators have baselines?  *As of yet, not all the outcome indicators have baselines.*  Has the project launched perception surveys or other community-based data collection?  *Perception surveys and community-based data collection are being conducted in the framework of the five state-level Darfur projects.* |
| **Evaluation:** Has an evaluation been conducted during the reporting period?  *No* | Evaluation budget (response required):  If project will end in next six months, describe the evaluation preparations *(1500-character limit)*: |
| **Catalytic effects (financial):** Indicate name of funding agent and amount of additional non-PBF funding support that has been leveraged by the project. | Name of funder: Amount:  UK Government UKS 300,000 |
| **Other:** Are there any other issues concerning project implementation that you want to share, including any capacity needs of the recipient organizations? *(1500-character limit)* |  |

**PART IV: COVID-19**

*Please respond to these questions if the project underwent any monetary or non-monetary adjustments due to the COVID-19 pandemic.*

1. **Monetary adjustments: Please indicate the total amount in USD of adjustments due to COVID-19:**

N/A

1. **Non-monetary adjustments: Please indicate any adjustments to the project which did not have any financial implications:**

The implementation of this project has been significantly delayed due to the COVID-19 pandemic, especially the establishment of the PBF Secretariat. Without a PBF Secretariat, it has not been possible to make progress in other elements of the project. Outcome 3, in particular, has been affected.

1. Please select all categories which describe the adjustments made to the project (*and include details in general sections of this report*):

Reinforce crisis management capacities and communications

Ensure inclusive and equitable response and recovery

Strengthen inter-community social cohesion and border management

Counter hate speech and stigmatization and address trauma

Support the SG’s call for a global ceasefire

Other (please describe):

If relevant, please share a COVID-19 success story of this project (*i.e. how adjustments of this project made a difference and contributed to a positive response to the pandemic/prevented tensions or violence related to the pandemic etc.*)

1. The peace deal signed with the SRF armed movements and SLM-MM does not include the faction of the Sudan People’s Liberation Movement – North (SPLM-N) loyal to leader Abdelaziz Al-Hilu, which has been participating in talks but has been negotiating separately with the government. It also does not include the Sudan Liberation Army loyal to Abdul Wahid (SLA-AW), which had rejected the peace process calling for a range of preconditions including establishment of a secure environment in Darfur and the return of IDPs. [↑](#footnote-ref-2)
2. The six PBF partners for the joint programming in Darfur are: UNHCR, UNDP, UNICEF, IOM, FAO, and UN HABITAT. UNHCR is the lead implementing agency in West Darfur, UNDP is the lead implementing agency in North and East Darfur, and UNICEF is the lead agency for South and Central Darfur. [↑](#footnote-ref-3)
3. Power sharing, armed groups get: 3 seats on Sov. Council; 25% of TLC and 25% of Cabinet. [↑](#footnote-ref-4)