

Consolidated Annual  
Narrative and Financial  
report for the

# SUDAN FINANCING PLATFORM

**Sudan Multi-Partner  
Trust Fund (MPTF)**

January - December 2021



UNITED  
NATIONS  
SUDAN

.....

## Participating organizations



Reimagine the future for every child



Food and Agriculture Organization  
of the United Nations



United Nations Office on Drugs and Crime



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION

## Contributors

Foreign, Common Wealth and Development  
Office (FCDO)



Government of Germany



Government of Norway



Government of Switzerland



Government officials, Ambassadors, UN leadership attending the launch of the Sudan Partnership Forum (SPF)

## Definitions

### **Allocation**

Amount approved by the Steering Committee for a project/programme.

### **Approved Project/Programme**

A project/programme including budget, etc., that is approved by the Steering Committee for fund allocation purposes.

### **Contributor Commitment**

Amount(s) committed by a donor to a Fund in a signed Standard Administrative Arrangement with the UNDP Multi-Partner Trust Fund Office (MPTF Office), in its capacity as the Administrative Agent. A commitment may be paid or pending payment.

### **Contributor Deposit**

Cash deposit received by the MPTF Office for the Fund from a contributor in accordance with a signed Standard Administrative Arrangement.

### **Delivery Rate**

The percentage of funds that have been utilized, calculated by comparing expenditures reported by a Participating Organization against the 'net funded amount'.

### **Indirect Support Costs**

A general cost that cannot be directly related to any programme or activity of the Participating Organizations. UNDG policy establishes a fixed indirect cost rate of 7% of programmable costs.

### **Net Funded Amount**

Amount transferred to a Participating Organization less any refunds transferred back to the MPTF Office by a Participating Organization.

### **Participating Organization**

A UN Organization that is a partner in a Fund, by signing a Memorandum of Understanding

(MOU) with the MPTF Office for a particular Fund.

### **Project Expenditure**

The sum of expenses and/or expenditure reported by all Participating Organizations for a Fund irrespective of which basis of accounting each Participating Organization follows for donor reporting.

### **Project Financial Closure**

A project or programme is considered financially closed when all financial obligations of an operationally completed project or programme have been settled, and no further financial charges may be incurred.

### **Project Operational Closure**

A project or programme is considered operationally closed when all programmatic activities for which Participating Organization(s) received funding have been completed.

### **Project Start Date**

Date of transfer of first instalment from the MPTF Office to the Participating Organization.

### **Total Approved Budget**

This represents the cumulative amount of allocations approved by the Steering Committee.

### **US Dollar Amount**

The financial data in the report is recorded in US Dollars and due to rounding off of numbers, the totals may not add up.

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# 1. INTRODUCTION

This consolidated Annual Report of the Sudan Multi-Partner Trust Fund (MPTF) is prepared by the Fund Secretariat, hosted by the Integrated Office of the DSRSG/RC/HC, and the MPTF Office in fulfilment of their obligations, as per the Fund's Terms of Reference, the Memorandum of Understanding, and the Standard Administrative Arrangement (SAA) signed with contributors. This consolidated report covers the period of 1 January to 31 December 2021 and provides narrative and financial reports on the progress made in the implementation of projects of the Sudan MPTF. It is posted on the [MPTF Office Gateway](#). The report is divided in two sections. The first section is the consolidated Annual Narrative report. The second is the consolidated Annual Financial report, which has been developed by the UNDP Multi-Partner Trust Fund Office (MPTFO) in New York, as Administrative Agent of the Fund.

## 2. BACKGROUND AND CONTEXT

### 2.1 The Creation of the Fund

In May 2017, a financing strategy mission to Sudan was undertaken by the Organisation for Economic Cooperation and Development (OECD) and the Multi-Partner Trust Fund Office (MPTFO) in collaboration with other United Nations partners. Following the recommendations of the mission, the Sudan Multi-Partner Trust Fund (MPTF) was created with the goal of providing support to a range of initiatives that advance UN integrated planning and a more coherent financing architecture across the humanitarian-development-peace assistance architecture in Sudan.

The shape of the MPTF evolved following the 3 June 2020 decision by the Security Council to establish the United Nations Integrated Transition Assistance Mission in the Sudan (UNITAMS) through resolution 2524, with a 12-month mandate. Following the decision to establish UNITAMS, the Sudan Financing Platform established a "Peacebuilding and Stabilization Window" in December 2020.

The adoption of this resolution followed discussions among Council members that started in 2019. In resolution 2495 (2019), the Council had requested the Secretary-General and the Chairperson of the African Union Commission to present a report on, inter alia, options for a follow-on presence to the African Union-United Nations Hybrid Operation in Darfur (UNAMID), based on the views and needs of the transitional Government of Sudan. That request had been formulated in the context of the drawdown of UNAMID and as the transitional Government sought support for Sudan's transition

process. In response, the Special Adviser of the Secretary-General on Sudan supported by relevant entities of the United Nations system, conducted initial consultations with key stakeholders, including the transitional Government and other national, regional, and international partners. On 27 February 2020, Prime Minister Hamdok addressed a letter to the Secretary-General (S/2020/221), in which he elaborated on Sudan's request for assistance and presented the transitional Government's view on a new United Nations presence in the country. The Secretary-General and the Chairperson of the African Union Commission then submitted a special report on UNAMID and a follow-on presence in the Sudan to the Security Council in March 2020 at which point work began, by member states on a draft resolution and in parallel, work commenced to plan for a new political mission at the request of the Government.

The new political mission had the following strategic objectives:

- **Assist the political transition, progress towards democratic governance, in the protection and promotion of human rights, and sustainable peace.** Sudan's Constitutional Declaration set out a range of critical tasks for the transitional period. UNITAMS will support the transitional authorities in meeting the objectives of the Constitutional Declaration. This strategic objective relates to Sustainable Development Goals (SDGs) 5, 10, 16 and 17.
- **Support peace processes and implementation of future peace agreements.** One of the key priorities in the Constitutional Declaration is the resolution of all internal conflicts. Through its good offices, UNITAMS will provide good offices and support to the Sudanese peace negotiations and, if requested by the parties, provide scalable support to the implementation of peace agreements. This strategic objective relates to SDGs 5, 8, 10, 11, 13, 15, 16 and 17.
- **Assist peacebuilding, civilian protection, and rule of law, in Darfur and the Two Areas.** Peacebuilding requires further efforts beyond the implementation of peace agreements. UNITAMS will aim at supporting Sudanese stakeholders to enable a protective environment, in particular for women, girls, and boys, and address the conflict drivers and root causes. This strategic objective relates to SDGs 5, 10, 11, 16 and 17.
- **Support the mobilization of economic and development assistance and coordination of humanitarian assistance.** One of the pre-eminent challenges facing the transitional Government and its reform agenda is the continued economic crisis. UNITAMS coordinates international efforts to assist the Sudanese stakeholders in identifying and articulating their priorities and in mobilizing donor support through the transitional period, including through the Friends of Sudan group and Khartoum-based coordination mechanisms. Once the aid coordination architecture was established under the leadership of the transitional Government this would be reflected.

With the establishment of the Mission, a decision was made to set up a window within the existing Sudan Financing Platform's MPTF. The Sudan MPTF is a multi-window fund

in which thematic areas and joint projects could be added in an incremental manner to flexibly respond to the needs and aspirations of the Sudanese people. It was determined that this pooled funding mechanism would best support peacebuilding and stabilization efforts in line with the mandate outlined in Security Council resolution 2524 (2020). Added in December 2020, the “Peacebuilding and Stabilisation Window” was established as the main funding mechanism to support mandate implementation.

Following the formation, the fund’s Terms of Reference<sup>1</sup> was adapted to reflect a new programmatic framework, which was deemed to offer the following benefits:

- **Coherence:** Strengthening UN system-wide coherence between UNITAMS’ components and its integrated UNCT (United Nations Country Teams) partners –in the areas defined in S/RES/2524 (2020) and reaffirmed in SCR (Security Council Resolution) 2579 (2021)–noting that coordination and the trust-fund level had fewer transaction costs than coordination between individual peacebuilding programmes.
- **Strategy:** Operationalizing, the MPTF a singular evolving peacebuilding strategy would help align UNITAMS and its integrated UNCT partners around common outcomes and strategies in consultation with the Government of Sudan and donor partners.
- **Accountability:** Through an MPTF, donors would have additional lines of accountability for results at the highest level of mission leadership. The DSRSG would lead UNITAMS and UNCT in the effort to capitalize and operationalize the fund, which would be run out of the Office of the DSRSG/RC/HC, while UN entities implement programmes following their own rules and procedures and retain accountability for resources and programmatic results.
- **Financial-leverage:** An MPTF allows for consolidation of contributions from multiple financing partners –and should help guide UN investments against identified peacebuilding priorities and mission benchmarks. This leverage helps ensure that peacebuilding and sustaining peace be considered strategic priorities across the UN system and by the government counterparts.
- **Flexibility:** an MPTF has agility to rapidly respond to changed or new needs coming up and prioritization within the strategic framework is easier.
- **Reduced costs:** Costs of an MPTF are reduced for the UN and its partners by using pre-agreed legal templates and harmonized terms for cost-recovery and reporting. An MPTF avoids cascading overheads by imposing a flat and harmonized costing structure for overheads.
- **Resource mobilization:** An MPTF helps ensure coherence in resource allocations and fund-raising in the area of peacebuilding. It allows for donor engagement on peacebuilding to be better coordinated and planned while not restricting donor contributions to AFPs directly. With the fund is co-chaired by UNITAMS’ DSRSG, it

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<sup>1</sup> See also 2.2 Fund Governance



would benefit from high-level engagement by the Special Representative of the Secretary General (SRSG) and his good offices.

As such, the MPTF aimed to reduce fragmentation. It was given the scope to provide seed funding to initiate specific interventions that are not being addressed by existing programmes, fund full-fledged projects and/or contribute to ongoing agency programmes. As specific needs evolve – the Sudan Financing Platform could establish more specialised windows targeting relevant areas of work, as required.

The Sudan MPTF Steering Committee consists of Donor and UN Sudan representatives and is chaired by the Deputy Special Representatives of the Secretary-General/Resident and Humanitarian Coordinator (DSRSG/RC/HC) in Sudan.

#### Timeline of the Fund with key events:

Date	Description	Event/Project	Status
<b>March - 2019</b>	Launch of the Sudan Financing Platform	Event	
<b>November - 2019</b>	“Enabler’s” window created under the SFP	Event	
<b>Jan 2020 - June 2021</b>	Sudan International Partners Forum – project completed	Project	Completed
<b>June -2020</b>	UNITAMS established under SC resolution 2524 (2020)	Event	
<b>December - 2020</b>	Sudan “Peacemaking, Peacebuilding and Stabilisation” Window created	Event	
<b>Jan 2021 - May 2021</b>	Conflict Prevention and Infrastructure for Peace - project completed	Project	Completed
<b>May - 2021</b>	‘Good offices function of the SRSG’	Project	Ongoing
<b>Jun - 2021</b>	UN Security Council Resolution 2579 (2021) adopted	Event	
<b>September - 2021</b>	Revised Terms of Reference Endorsed	Event	
<b>September - 2021</b>	“Capacity building for the National Plan for the Protection of Civilians (NPPOC)	Project	Ongoing

## 2.2 Fund Governance

The MPTF Steering Committee oversees both the Enabler and the Peacebuilding and Stabilization windows. The Steering Committee decides on programmatic priorities and follow up on the programme cycle of the projects funded under the window. One of the first tasks for the Secretariat was to draft the Terms of Reference for the Sudan MPTF in collaboration with the MPTFO in New York to establish an appropriate governance model for Sudan. A first draft was discussed in June 2021. Substantive comments on the decisions making process and composition of the Steering Committee were incorporated and accepted by the Steering Committee in September 2021.

Once the programmatic framework was created for the MPTF, a recurring comment from partners was that the 30 thematic areas contained within the document could not be pursued all at once and that, based on Security Council resolution 2579 (2021), there was a need to prioritize and sequence. The discussions came as many partners were also beginning work on their own strategic planning for 2022 and beyond and had asked UNITAMS– who at the time was engaging with the civilian-led Government of Sudan on their own set of policy priorities – wanted a better sense of needs in the short -, medium- and longer-term in order to understand how to better support the mandate. It had been expected that this would be part of a broader conversation that would be taking place imminently, through the Sudan Partners Forum, which was established in late September, with the Government of Sudan:

The suggestion had been made by several SC members, that UNITAMS, together with relevant UNCT partners, convene a series of informal discussions with interested partners– so there would be space for dialogue and interaction at a technical level, clarity on what was envisaged, and the opportunity to engage in a substantive way on prioritization and sequencing in each of the following ‘mandate priority’ areas:

- i The Constitution drafting process, including facilitating the engagement of civil society, and providing technical and logistical support to the establishment of the Constitutional Commission and the holding of the Constitutional Conference; The entirety of work required in this area is covered by the *SPPSP Section 1.1 Constitution-making*.
- ii The Sudan Police Force (SPF) and justice sector, through advisory and capacity and the rule of law; This covered the SPPSP section *3.1 Rule of Law and Access to Justice*, and *sections 3.11 Sudanese Police Force*.
- iii Implementation of the Government of Sudan’s National Plan for Civilian Protection (S/2020/429), including local conflict prevention, mitigation and reconciliation efforts, disarmament, and community violence reduction with a particular focus on inter-communal violence; this covered SPPSP section *3.2 Protection of Civilians* and *3.12 Community Violence Reduction* as well as SPPSP section *2.4 Transitional Security Arrangements* and *2.2 Structures and Mechanisms to implement the Juba Peace Agreement*
- iv. Ongoing and future peace negotiations between the Government of Sudan and Sudanese armed groups, including through technical, administrative, and logistical assistance, in coordination with other partners; This covered SPPSP Section *2.1 Support to the Peace Process*.
- v. Inclusive implementation of the power sharing provisions of the JPA, including through facilitating the participation of civil society, women, youth, and internally displaced persons, refugees, and members of marginalized communities; This covered Sections *1.4 Participatory Governance: Civil Society; Youth Inclusion and*

*Media Support and 2.2 Structures and mechanisms to implement the Juba Peace Agreement.*

Of the six sessions, only the sessions on the Constitution drafting process and the National Plan for Civilian Protection could take place before the military takeover of 25 October 2021 brought the prioritization exercise to a halt.

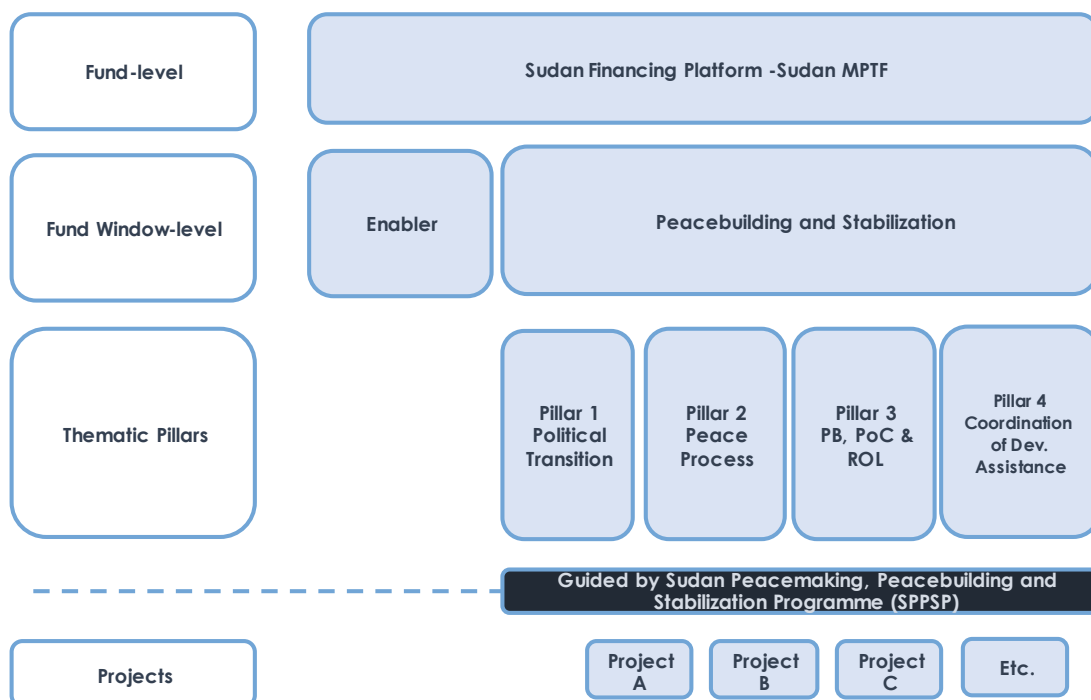
## **The Fund Secretariat**

In July 2021, a Secretariat was established to support the work of the Multi-Partner Trust Fund in Sudan, located in the Office of the Deputy Special Representative of the Secretary General/ Resident Coordinator/Humanitarian Coordinator. This followed the creation of the Peace and Stabilization window to facilitate the receipt of funds for the implementation of the UNITAMS mandate.

In order to disburse the funding in a coherent and coordinated manner, the aforementioned programme framework, the Sudan Peacemaking, Peacebuilding and Stabilization programme (SPPSP), had been developed by UNITAMS together with agencies funds and programmes in the UNCT with substantial input from donors. The first consolidated version of the SPPSP was made available in July 2021.

The main objective was to establish a functioning MPTF Secretariat encompassing various pooled funding mechanisms in Sudan, while supporting the implementation of the decisions made by the MPTF Steering Committee and ensuring SPPSP aligned programming, implementation, and reporting through UN Participating Organizations.

The MPTF Secretariat also has a liaison function with the Multi-Partner Trust Fund Office (MPTFO) in New York that supports the substantive and operational aspects of fund management.



**Figure 1: Structure of the Fund**

## 2.3 Programmatic and Financial Overview

The MPTF supports peacebuilding needs as they pertain to the implementation of Security Council resolutions 2524 (2020) and 2579 (2021) and any future resolutions. When the MPTF was established in 2019, the ‘Enabler’ window was the sole window and was made up of a project in support of the Sudan International Partners Forum. This had brought together International donors, International Financial Institutions, and the UN to coordinate the humanitarian-development-peace nexus activities in Sudan.

The original ‘Enablers’ window under the fund, saw two projects come to completion in 2021. Both were set up to put in place the architecture of the fund as well as to shape its programmatic framework - the Sudan Peacemaking, Peacebuilding and Stabilization programme – while also facilitating other aspects of the UNITAMS start-up. The “Conflict Prevention and Infrastructure for Peace in Darfur” was a programme that aimed to assist the start-up phase of the United Nations Integrated Transition Assistance Mission for Sudan (UNITAMS), focusing particularly on work needed in Darfur given the withdrawal of UNAMID. The other project was to assist broader efforts to establish an Aid Coordination architecture, owned and led by the Government of Sudan. This latter effort

culminated in the launch of the Sudan Partners Forum in September 2021.

The addition, in December 2020, of the second 'Peace and Stabilization' window under the fund, specifically aimed at facilitating implementation of the UNITAMS mandate, marked the start of a new phase of the MPTF with a focus on mandate implementation of SC resolution 2524 (2020) and 2579 (2021), as formulated through the Sudan Peacemaking, Peacebuilding and Stabilisation Programme (SPPSP). The SPPSP aimed at creating a joint programmatic framework for both UNITAMS and the UNCT, identifying common areas of action and reflecting their respective comparative advantages. Under this rubric, UNITAMS and UNCT would jointly plan and coordinate their programming, based on a shared analysis that takes account of the evolving political context. UN implementing entities would be in a position to articulate their support by mutually reinforcing their programmatic and technical proposals. As such, the programmatic framework of the MPTF represented the first step towards an integrated planning and implementation framework.<sup>2</sup> As envisaged, projects submitted by UN Participating Organizations in support of the UNITAMS mandate could now be financed through this window with the MPTF being the financial instrument of choice for mandated activities carried out by agencies.

Following the passage of the Terms of Reference, work began almost immediately on two projects: a project to assist the good offices of the Special Representative of the Secretary-General as well as a project to assist the implementation of the National Plan for Civilian Protection. Both are outlined later in this final report, but it is worth noting that with the environment for implementation changing so significantly with the protracted military crisis after the 25 October military takeover, the good offices project focused, throughout the remainder of 2021 almost exclusively on supporting the political dialogue while the project to assist implementation of the National Plan for Civilian Protection was put on hold. Financially, this resulted in less than budgeted expenditures for both these two projects.

## 2.4 Political and Economic Context

In 2021, in what was effectively its second year, the government of Prime Minister Hamdok appeared determined to undertake a series of ambitious political reforms and implement key political benchmarks of the Constitutional Declaration. On 3 June 2020, Security Council resolution 2425 (2020) had come into effect, providing for the

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<sup>2</sup> it is expected that the UN will develop an Integrated Strategic Framework aligned to the future National Development Framework (2021-2023). This latter will eventually inform the UN Sustainable Development Cooperation Framework, expected to articulate Sudan's longer-term post-transition national priorities beyond 2023.

establishment of UN political mission to support the transitional government, initially for a period of 12 months. The signature of the Juba Peace Agreement (JPA) between the transitional Government, the Sudan Revolutionary Front (SRF) and the Sudan Liberation Army – Minni Minawi faction the previous year, on 3 October 2020, and its incorporation into the constitutional document that November, had provided hope that the year would be a meaningful opportunity for bridging the country's longstanding centre-periphery divides.

The achievements of the transitional government in early 2021 built on progress made by the civilian government and were supported by the passage of Security Council resolution 2579 (2021). The year prior, in early July 2020, interim civilian state governors had been appointed. The penal code was amended to improve the protection of fundamental rights and promote gender equality. The potential for fundamental change looked positive. Efforts to engage with the non-signatories of the JPA continued in May 2021, after the signature of the Declaration of Principles between General Burhan and Abdel Aziz Al-Hilu in March 2021, when talks began with the Sudan People's Liberation Movement – North, Abdelaziz al-Hilu faction the previous November. Contacts are continuing with the Sudanese Liberation Movement of Abdul Wahid (SLA – AW).

Meanwhile, substantive reforms to bring economic stability, including the elimination of large fuel subsidies and exchange rate unification were underway. The fiscal space created by these reforms paved the way for deficit reduction and increased social spending. These reforms were supported by an International Monetary Fund (IMF) Staff Monitored Program (SMP) and a 39-month Extended Credit Facility Arrangement. Sudan was removed from the State Sponsors of Terrorism List (SSTL) in January 2021 and in the same year cleared its arrears to the International Development Association (IDA), the African Development Bank (AfDB), and the IMF, effectively unlocking substantial concessional financing for development.

However, PM Hamdok's tenure in 2021, like the transition and the path to economic recovery, were marked by tensions between the civilian and military components of the governing institutions over key reforms, particularly regarding security sector reform and measures to deal with the economic crisis. The situation was compounded by the fracturing of the political landscape on the civilian side, while counter-revolutionary forces allied to the former regime remained strongly opposed to the transitional Government and continued to obstruct the reform agenda. Political contestation over power sharing arrangements prevailed. The "partnership" between military and civilian components was strained over issues such as transitional justice and the International Criminal Court (ICC), security sector reform and the creation of a single national professional army, and the treatment of state-owned enterprises controlled by the military.

Even prior to the military takeover of October 2021, Sudan experienced a number of significant challenges beyond its control during the transitional period, further increasing

fragility. COVID-19 hindered the ability of the government to implement reforms at pace and to engage effectively with its citizens. The pandemic was financially and economically burdensome – contributing to negative economic growth (-3.6 percent) in 2020.<sup>3</sup> Sudan was still reeling from the impact of 2020's record-setting floods, which precipitated an estimated \$3.34 billion in damages to buildings, physical assets, and infrastructure (both public and private), while production losses in agriculture and foregone income losses from private Small and Medium Enterprises (SMEs) are estimated at over US\$ 1 billion.<sup>4</sup>

Increasing tensions in Khartoum culminated in a military takeover on 25 October 2021 which threw the democratic transition profoundly off track and seriously aggravated the country's economic crisis. The takeover deeply affected the situation in the country, and the environment more generally, and has resulted in a protracted political crisis, delays in the implementation of the JPA and increased rates of violence in both Darfur and the Two Areas.

Since then, nationwide street protests have intensified to overthrow the military takeover and are exerting pressure on the military leadership to step down. The military takeover has precipitated a political, economic, and security crisis which has undermined the achievements attained during the transitional period and threatens to destabilize the country. High inflation, averaging 359% in 2021, continued social unrest, shortages of strategic commodities, and lack of foreign currency reserves pose serious threats in the post-takeover environment. By the end of the year, the parallel and official exchange rates for the SDG (Sustainable Development Goal) had again begun to diverge, pointing to growing loss of confidence. Bread prices are expected to continue to increase, particularly given the expected global wheat shortage caused by the Russian invasion of Ukraine in February.<sup>5</sup> The government might pass the burden of the expanding fiscal deficit to the public through tariffs and tax hikes and printing money, potentially leading to a hyperinflationary environment. These developments, together with substantial declines in national cereal production<sup>6</sup>, are raising food security concerns across the country, where the latest estimates indicate that 9.8 million people face acute food insecurity (IPC phase 3 or above) in 2022.

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<sup>3</sup> IMF statistics.

<sup>4</sup> Sudan Post Disaster Needs and Recovery Assessment (PDNRA) which uses the previous fixed exchange rate of \$US 1= 55 SDG – March 2021

<sup>5</sup> In April 2022, staple food prices increased on average 10-15 percent compared to March and remained 200-250 percent higher than respective prices last year and over four to five times higher than the five-year average. (from: Food Security Outlook, April 2022 update, Famine Early Warning System Network)

<sup>6</sup> National cereal production in 2021 is estimated at 35% lower than the output obtained during the previous year and 30% lower than the previous 5-year average. This estimate includes expected wheat harvests in March 2022. Source: Special Report of the 2021 FAO Crop and Food Supply Assessment Mission (CFSAM) to the Sudan.

Human rights violations in Khartoum and other cities have been on the rise since the takeover,<sup>7</sup> which triggered mass demonstrations that were met by the excessive use of force, including killings and the use of sexual violence. Mass demonstrations resulting in killings, detentions, and injuries, along with a deeply polarised political situation have further exacerbated the deepening economic crisis in the country, affecting millions. State violence against peaceful protestors has become a daily or near daily occurrence. Widespread insecurity and intercommunal violence in Darfur, Southern Kordofan and Blue Nile continued to generate mass population displacement, further exposing women and girls to conflict-related sexual violence. 95 people have been killed, 4,000 injured, and an unknown number have been detained or are missing since 25 October. Detainees include members of the previous transitional government, resistance committees, and civil society. Sexual and gender-based violence against women has been alleged or reported,<sup>8</sup> as well as a range of other repressive measures such as frequent home invasions and attacks on hospitals. Media freedoms have been curtailed as press offices have been raided by security forces, journalists have been apprehended and beaten, and media licenses revoked. Internet and mobile networks have also been disconnected at intervals after the takeover. The decision in December 2021 to restore arrest, search, and interrogation powers to the General Intelligence Service (GIS) with immunity and the reinstatement of many members of the old regime in senior posts are also the cause of serious concern for Sudan's future political and security trajectory.

Worryingly, since the military takeover, violence in Darfur, Kordofan, and other areas has also intensified.<sup>9</sup> Sudan has continued to witness high levels of insecurity, characterized mainly by intercommunal clashes, armed conflict, human rights violations, and criminality. There has been renewed violence across Darfur following the military takeover with clashes reported in Jebel Moon, Kreinik, Al-Geneina and other areas, where hundreds have been killed and tens of thousands displaced.<sup>10</sup> Some of this violence is due to resource-based conflicts between farmers and pastoralists, worsened by climate change, but inter-communal conflict has also been politicized. The situation was compounded by the security vacuum created by the exit of UNAMID, in June 2021, which has precipitated gaps in the protection environment in conflict-affected areas. The recent return of fighters from Libya has also contributed to insecurity in Darfur, where they lack livelihood opportunities and have engaged in various crimes for monetary gain. At the

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<sup>7</sup> The human rights violations described are widely documented, summarized in the following sources: (i) [remarks](#) given by the UN High Commissioner for Human Rights (OHCHR), (ii) press briefing [notes](#) given by the spokesperson for the OHCHR in January, and (iii) the UN political missions reports on the situation in Sudan in [December 2021](#) and in [March 2022](#). Social media and other media sources also allege attacks on funerals, use of anti-aircraft weapons on unarmed protestors, shoot to kill tactics, and use of tear gas and sound grenades aimed directly at protestors.

<sup>8</sup> In April 2022, staple food prices increased on average 10-15 percent compared to March and remained 200-250 percent higher than respective prices last year and over four to five times higher than the five-year average. (from: Food Security Outlook, April 2022 update, Famine Early Warning System Network)

<sup>9</sup> UN OCHA Sudan [Situation Report](#): Dec 2021.

<sup>10</sup> See for example: <https://reliefweb.int/report/sudan/death-toll-west-darfur-tribal-violence-rises-125>. Further clashes, violence, and displacement has occurred since this report dated April 2021.



end of December 2021, former UNAMID compounds and assets that were handed over to the Government were raided and looted. Around the same time, three WFP (World Food Programme) warehouses in North Darfur were ransacked of an estimated 5,300 MT (Metric Tonnes) of mixed food commodities. Similarly, inter-communal clashes in South and West Kordofan states and Blue Nile have been on the rise, while in eastern Sudan ongoing grievances between ethnic groups over the JPA have led to heightened tension and closure of Port Sudan. As a result of these trends, armed groups have been requested by government to leave all cities across Sudan to prepare the ground for interim security arrangements. There has been an increased focus on the need to implement the security arrangements of the JPA and implementation of Disarmament, Demobilization and Reintegration aspects (DDR). Meanwhile, there is a projected increase in the amount of people in need of humanitarian assistance in Sudan from 13.4 to 14.3 million in 2022 - almost one in every three persons.<sup>11</sup>

Despite this situation UNITAMS continues to implement its Mandate, placing political dialogue as a key priority. As Sudan entered 2022, the SRSG launched UN-Facilitated “consultations on the Democratic Transition in Sudan” with Sudanese and international partners, designed as the “first phase” to lay the groundwork for future dialogue. Domestic, international, and regional efforts towards facilitating a way out of the crisis saw UNITAMS release a summary report of its political consultations on 28 February outlining areas of convergence and divergence of positions among Sudanese stakeholders that emerged during the consultations. Since then, in a second phase of political dialogue continues with the UN, the Inter-Governmental Authority on Development (IGAD) and the African Union (AU) have been working together in support of a Sudanese-led process to end the political crisis and restore a civilian-led transitional government. This dialogue is focusing on the pending issues out of the crisis including those related to the constitutional framework, the distribution of resources between the centre and the periphery. The dialogue, which continues to be funded through the MPTF, aims to rebuild the lost trust between the current authority and the Sudanese people as well as ending all forms of violence.

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<sup>11</sup> UN OCHA [Humanitarian Response Plan 2022](#)

## 3. STRATEGIC FRAMEWORK

### 3.1 The Sudan Peacemaking, Peacebuilding and Stabilization Programme

The Sudan Peacemaking, Peacebuilding and Stabilization Programme (SPPSP) was developed during the first six months of 2021 as the programmatic framework for the Sudan Financing Platform's Multi-Partner Trust Fund. As an integrated programmatic framework, it articulated programme priorities of the UN in Sudan that supported the transition, as requested by Security Council resolution 2524 (2020) and 2579 (2021) with an emphasis on delivering tangible improvements in the lives of Sudanese. It is structured as a modular roadmap of UN support over the course of the transition – and had been intended to facilitate programme design, fundraising and work-planning against the programme priorities. Section-by-section,<sup>12</sup> the SPPSP outlines ongoing UN programmes and priorities as laid out in the guiding documents and identifies programmatic needs requiring investment. As such, the SPPSP articulates the totality of UN support to the civilian-led government to achieve the aspiration of the transition – building on existing portfolio of work and adhering to priorities for 2021 as laid out by the Security Council.

The outcomes identified in the SPPSP under each of the four pillars were aligned with the Government's priorities for the transitional period as set out in key guiding documents including the Constitutional Charter, the Juba Peace Agreement, the National Plan for Protection of Civilians (NPPOC), the National Action Plan for the implementation of Security Council Resolution 1325 (2000) and were reflective of priorities as articulated, at the time, by the Government of Sudan. The indicators in the results frameworks built on the UNITAMS mission benchmarks as laid out in the Secretary-General's report –the "Report on the situation in the Sudan and the activities of the United Nations Integrated Transition Assistance Mission in Sudan Report of the Secretary-General" of 17 May 2021 (S/2021/470). in addition to indicators derived from ongoing UN programmes, and government priorities. Collectively the indicators reflected the desired end-state of the transitional period with the modular approach adopted - across the 30 different sections of the SPPSP, all of which fall from the SC resolutions - providing a common reference point for UN Sudan support to the transition, based on the benchmarks adopted by the Security Council, while offering visibility on the intended portfolio of UN work in support of the transition.

The production of the Sudan Peacemaking, Peacebuilding and Stabilization Programme (SPPSP) was a collaborative effort – building off the comparative advantages of UN Sudan in its entirety. This included thematic discussions on each of the substantive areas

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<sup>12</sup> See text box on page 18, for a summary of the SPPSP.

that were identified as falling from SC resolutions 2524 (2020) and 2579 (2021) as well as sessions with UNAMID colleagues as it was drawing down in order to ensure UNAMID colleagues had their views incorporated into discussions around the shape of future peacebuilding programmes. To learn lessons from the UNAMID programmes in Darfur, and with the support of the consultancies to help develop the programmatic framework for the MPTF and assist the UNITAMS start-up, an additional 16 thematic discussions were held up until April 2021 – bringing the total to about 30 consultation sessions in addition to a range of UNITAMS bilateral engagements with Government and Sudanese counterparts held throughout this period. Agencies, funds and programmes participated in drafting support and contributed with programme documents and strategies to inform the planning exercise. The draft document was shared for input and additions with the international partner community, some of whom are on the MPTF Steering Committee before finalization.

It was always understood that further prioritization and sequencing of the SPPSP would need to be part of a wider conversation of mutual accountability, together with the Government of Sudan. The modular approach undertaken across its 30 sections provide a point of reference for all the work that would need to be undertaken during a political transition, irrespective of its length. As such, the document was intended to provide a common reference point for UN Sudan support to the transition, based on the benchmarks adopted by the Security Council, and offer visibility on the intended portfolio of UN work in support of the transition.

## **3.2 UN Sudan – Common Approach and Priorities**

With the military takeover of 25 October 2021, Sudanese transition was effectively halted with profound implications for the country's prospects. By the end of the year, as political efforts to solve this were continuing, an alarming confluence of risks faced Sudan's population and threaten overall stability. By December 2021, the absence of a legitimate government meant the state- and institution-building that was to have taken place, and which had been anticipated in the integrated programmatic framework, the SPPSP during the transition were not possible. Work therefore began to determine what were those aspects upon which work could begin and to develop a common approach and priorities for collective work during the protracted crisis, as well as what could be done within the mandate for communities.

In the current context, the overall goal of the integrated UN presence in Sudan remains to address humanitarian needs while working towards Durable Solutions for millions of Internally Displaced Persons (IDPs) and host communities, to advance the protection of civilians and promote human rights, to advance progress towards the fulfilment of the SDGs and to support the aspirations of millions of people for a democratic transition and a sustainable peace. In the aftermath of the military takeover, UNITAMS has continued to

do its utmost to facilitate inclusive political dialogue recognising that, in parallel, the UN Agencies, Funds and Programmes have a critical role to play in helping Sudanese people and communities, especially the most vulnerable mitigate and manage the risks and threats to human security in the months ahead.

The re-orientation intended to deliver a United Nations Common Approach, a people-centric approach upfront, in order to redouble efforts to focus on those most in need, in particular women and youth, and work together across the humanitarian-development-peace nexus, while focusing on critical and immediate priorities. The UN in Sudan would therefore focus its efforts on critical priority in three areas that span the HPD nexus, all of which relate directly to the implementation of the UNITAMS mandate and the SPPSP. These three areas or baskets included 1) Basic Services, Community Stabilization and Resilience; 2) Protection of Civilians, Rule of Law and Human Rights and 3) Implementation of Ceasefires, Peace Agreements and Conflict Prevention. Critical gaps were identified in each area with it noted that all the work envisaged, at community level, had been envisaged in the Sudan Peacemaking, Peacebuilding and Stabilisation Programme.

The United Nations in Sudan 's provision of Basic Services, Community Stabilisation and Resilience programming focuses on restoring and preserving the basic and essential services with a focus on state, locality and community level. The aim is to preserve the resilience of systems that deliver basic services and stabilise conflict affected areas and highly vulnerable communities, which increasing their resilience to future crises and helping create the conditions that allow for the return of the displaced. Certain aspects of that work, including the stabilisation components in Darfur and the Two Areas, as well as mine action, relate directly to the work of the integrated mission.

As regards the Protection of Civilians and Human Rights and Rule of Law, incident data tracked by the Protection Section highlights the overwhelming need to protect civilians in an environment of increasing violence and the necessity of continuing protection services while, in compliance with the UN Human Rights Due Diligence Policy (HRDDP), strengthening national and state-level capacities for POC and supporting relevant institutions including the Sudanese Police Force and Rule of Law institutions. While UN Sudan, including UNITAMS and the UNCT, will prioritise programmes that improve community security and the protection of women and children, enhance the prevention of CRSV/SGBV and create an enabling environment for POC. The United Nations, under the auspices of UNITAMS, will engage with de facto authorities and security actors such as the Sudan Police Force (SPF) on the Protection of Civilians, the prevention of CRSV/SGBV and human rights issues.

Critical gaps in this area that still need to be addressed - through re-alignment and/or new programming - include: #1: Support to prevention; #2: Physical Protection for civilians;

#3: Enabling a protective environment and #4 prevailing impunity for perpetrators of Human Rights violations.

In the third basket, peace implementation and conflict prevention were identified as critical priorities. Support to the implementation of the Juba Peace Agreement, particularly ceasefire and security arrangements and, as soon as political conditions permit, the standing up of the JPA and the Monitoring and Evaluation Mechanism (MEM) remain priorities, as do activities to prevent violence in conflict prone areas. UN Sudan will jointly prioritise measures that have the potential to prevent or de-escalate violent conflict and address its root causes. These includes building communities conflict management capacities and strengthening social cohesion and interventions addressing conflict drivers such as competition for access to services, natural resources, critically land and water and livelihoods. Communities in current hotspots and communities receiving returning fighters will need support.

Within the area of peace implementation and conflict prevention, critical gaps include: #1: JPA implementation; #2: community violence reduction/conflict prevention and #3: social cohesion and inclusion (women and youth).

## **AN OVERVIEW OF THE SUDAN PEACEMAKING, PEACEBUILDING AND STABILISATION PROGRAMME**

The full Sudan Peacemaking, Peacebuilding and Stabilisation Programme (SPPSP) is linked [here](#), for reference as at 23 October 2022. This encompasses programming under each of the four pillars, with funding under the MPTF earmarked to the pillar level and funding to the good offices function, which is enshrined in all that the Special Representative of the Secretary-General undertakes earmarked at the Window level.

**Pillar I:** encompasses all that is related to the political transition, good governance and human rights working on the assumption that throughout the transition, UNITAMS is mandated to assist the transition and assist programming towards democratic governance in the protection and promotion of a sustainable peace. The framework drew extensively on the commitments as laid out in the Constitutional Charter, which itself stipulated the fundamental components of the political transition. One key element was the establishment of checks and balances as well as the separation of powers. Accordingly, sub-pillar levels of programming encompassed: Constitution making (SPPSP section 1.1.); Elections (1.2) Good Governance and Anti-corruption (1.3); Participatory Governance (1.4); Human Rights and Institutional Reform (1.5) and Transitional Justice (1.6).

**Pillar II:** Work under the integrated framework relates to mandate implementation in the support of peace processes and implementation of the Juba Peace Agreement and future peace agreements. When the Constitutional Charter was signed it outlined the vision of a comprehensive and inclusive peace. Since the signature of the Declarations of principles on 28 March 2021, UNITAMS had also provided facilitation and substantive and technical support with a view to signing, initially, a Framework Agreement. In accordance with the above the SPPSP was structured accordingly: Support to the peace process (SPPSP Section 1.2); Structures and Mechanisms to Implement the Juba Peace Agreement (2.2); Monitoring and Evaluation Mechanism of the Juba Peace Agreement (2.3); Transitional Security Arrangements (2.4); Reform, Development and Modernisation of the Military Establishment and Other Security Measures (2.5) and Children in Armed Conflict (2.6).

**Pillar III:** Both Security Council resolution 2524 (2020) and 2579 (2021) mandate UNITAMS through its integrated UNCT partners to assist civilian peacebuilding, civilian protection and rule of law in particular in Darfur and the Two Areas. Peacebuilding required efforts beyond the implementation of peace agreements and goes beyond former conflict affected areas. In Darfur and the Two Areas, but not limited to them, there are multiple threads of conflict – including political, tribal, inter-communal (over land, water and other resources), displacement and civic (between the population and local authorities) – many of which intertwine.

These form a complex and interlinked web of peacebuilding challenges that have the potential to erode gains, leave civilians at great risk of attacks, including sexual violence targeting women and children, by all parties to the conflict. The situation is further compounded by weak governance and rule of law institutions and impunity for conflict affected sexual violence.

In response to concern regarding its capacity to enable a protective environment, in particular for women, girls and boys, in 2019 the GoS adopted a national plan for the Protection of Civilians (NPPOC), which tries to capture the different dimensions of POC and translate them into a blueprint for coherent and mutually reinforcing actions. Therefore, as regards PoC, peacebuilding and the rule of law, several key objectives of the Constitutional Charter are intertwined and, in some cases, dependent on one another with simultaneous progress is required for the overall political transition to succeed. Areas of work under Pillar 3 include: Rule of Law and Access to Justice (SPPSP section 3.1); Protection of Civilians and Human Rights (3.2); Land Reform (3.3); Natural Resource Governance (3.4); Peacebuilding (3.5); Durable Solutions and Forced Displacement (3.6); Gender Based Violence (GBV) and Harmful Practices (HP); Women Peace and Security (3.8); Integrated Community Stabilisation (3.9); Local Governance and Decentralisation (3.10) and Sudan Police Force (3.11); Disarmament, demobilisation and reintegration (DDR); Community Violence Reduction (CVR); Weapons and Ammunitions Management (WAM) and Small Arms and Light Weapons (SALW) (3.12) and Mine Action (3.13).

**Pillar IV:** Sudan's political transition is closely linked to the ability of the TGoS to mobilize and manage international financial support and to adhere to international standards and principles in the Humanitarian – Development – Peace nexus. The mission will support by (a) collaborating with IFIs to support the mobilization of international economic and development assistance; (b) supporting and facilitating full rapid and unhindered development of humanitarian assistance and its coordination; and (c) ensuring UN integration and cooperation with relevant partners, including IFIs and the international community with a view to making maximum use of the existing and forthcoming bilateral and multilateral assistance to Sudan including in response to the Covid-19 pandemic. Such assistance would encompass: Support to international resource mobilization and national socio-economic reforms (4.1) Support to the establishment of a national architecture for development planning and aid effectiveness (4.2); Data and Information Management (4.3); Population and Housing Census (4.4); Agricultural Census (4.5).

## 4. PROJECT REPORTING

### 4.1 Enablers Window

#### *1.1.1 Project Reporting 1: Sudan International Partners Forum – Completed*

##### **Engagement with Transitional Government of Sudan through the establishment of the Sudan Partners Forum**

Engagement and the coordination of development assistance with the Transitional Government had featured continuously on the agenda of the Sudan International Partnership Forum Steering Committee since November 2019. Meetings were held with the Minister of Finance and Planning and Government officials responsible for Aid Effectiveness and coordination in the Ministry of Finance and Planning, including the Aid Coordination Unit, which is a separate Department within the Ministry, tasked to look at how international cooperation can be structured to increase efficiency and collaboration.

The official launch of the Sudan Partnership Forum (SPF) on 9 September 2021 by Prime Minister, Dr. Abdullah Hamdok and Minister of Finance and Economic Planning, Dr. Gibril Ibrahim signalled a new chapter in the coordination of economic and development assistance in Sudan under the ownership and leadership of the Sudanese Government. The SPF was intended to be the national mechanism for the coordination of development assistance at all levels. The Forum was also intended to foster alignment on planning and delivery of development support against national priorities and is in line with established global principles of effective development cooperation.

Discussions around the SPF had taken place against the background of the 2019 revolution and since the establishment of the Transitional Government (TGOS), with the Transitional Government recognizing the potential and need for social, political, and economic transformation. The governance of the forum was described in a Terms of Reference where the Prime Minister chaired the SPF with the SRSG, World Bank and a Donor representative acting as Vice-Chairs.

The Sudan Partnership Forum has two main coordination levels: a 'strategic political' level and a 'development coordination' level. A third Thematic Working Groups level will consist of technical/operational working groups through which the GoS and stakeholders meet to discuss specific programs, initiatives, sector and cross-sector priorities. The levels allowed, and were intended to facilitate, linkages between strategy and implementation and for rapid decision making. As envisaged, the forum also offered an opportunity to strengthen coordination - both inter-sectoral and among diverse partners for efficient and



effective use of limited resources. It also served as a platform and vehicle for Development Partners to exchange information, discuss and engage at the highest levels to deliberate with the Government about ways and means to achieve socio-economic progress aligned with national policy priorities going forward.

Work was underway on the formation of thematic working groups, developing of Terms of Reference for the different work streams, and organizing first meetings at working-level when the Military takeover of 25 October brought all work on the SPF to a halt. With no legitimate government in place, no new initiatives on the SPF have since been initiated.



HE Prime Minister Hamdok, officially launching the Sudan Partnership Forum (SPF)

### ***1.1.2 Project Reporting 2: Conflict Prevention and Infrastructure for Peace – Completed***

This project, implemented between January and May 2021, aimed at assisting the start-up phase of the United Nations Integrated Transition Assistance Mission for Sudan (UNITAMS) through the provision of funding for a series of consultancies that: (1) assisted the integrated mission establish the programmatic framework to support the mandate implementation (2) to advise/assist with implementation of its mandate, specifically advising UNITAMS in support of the establishment of a Monitoring and Evaluation Mechanism to monitor implementation of the Juba Peace Agreement and including potentially coordinating international efforts in support of the Government of Sudan proposed Monitoring and Evaluation Mechanism to evaluate implementation of the Juba Peace Agreement. In addition, programmatic funds will be used to (3) strengthen and enhance the local conflict prevention capacity in the area of unarmed protection of civilians (POC) as aligned with national frameworks of peacebuilding and to begin to build the evidence bases for a peacebuilding assessment in order to

implement operational paragraph 6 of the mandate under Security Council resolution 2524 (2020).

The Project's objective was to provide UNITAMS with the quick injection of assistance for it to begin to undertake its mandate, as well as supporting its integrated partner, UNDP, to build institutional capacity for gender-responsive conflict and risk-related data collection and analysis in Darfur given the drawdown and liquidation of UNAMID. Activities included:

- To develop, in the first quarter of 2021, a programmatic framework for the integrated mission, at that time referred to as the 'Sudan Peacebuilding and Stabilization Programme (SPSP)', in support of the Peacebuilding Rule of Law and Protection of Civilians pillar of SC resolution 2524 (2020). Between January and March 2021, the project focused on the integration of the UNITAMS and the UNCT in the context of UNAMID drawdown and supported a total of 10 thematic consultations and 12 lessons learned seminars with the Integrated Team from UNAMID, with these focusing primarily but not exclusively on the peacebuilding components. It also conducted the necessary bilateral consultations and desk review for the entirety of the programmatic framework – later referred to as the Sudan Peace-making Peacebuilding and Stabilisation Programme. Based on the work done, the programme team was able to propose a results framework that used the Security Council endorsed benchmarks as the end-state.
- The second element of the programme was to develop a monitoring and evaluation framework for the Juba Peace Agreement (JPA) and the high-level consultant hired through this project worked extensively with national counterparts to design the future Monitoring and Evaluation Mechanism (MEM) of the Juba Peace Agreement as a credible and robust oversight mechanism for the JPA, while mobilising international political support for the MEM.

Within the work done on establishing a Monitoring and Evaluation Mechanism for the Juba Peace Agreement, support was also provided, through this project for a high-level consultancy for UNITAMS in its efforts to support the Government of Sudan and the signatories to the Juba Agreement in laying the groundwork for the implementation of the Security Arrangements with a particular focus on the ceasefire monitoring mechanism in Darfur, which according to the Juba Peace Agreement was to have been chaired by a "UN Third party". The decision to use the same high-level consultant in both the MEM and the Security Arrangements was deliberate and ensured coherence between the different Terms of Reference developed.

- The final focus of the project was to lay the groundwork for a peacebuilding assessment<sup>13</sup> in accordance with operational paragraph 6 of the SC resolution 2524 (2020) mandate by establishing a network, and building their capacity, in Darfur and by ensuring ensure the integrated mission had regular access to gender-responsive, risk-related, data on the situation in Darfur in the absence of UNAMID, with it anticipated that such data could also inform future peacebuilding assessments as per operational paragraph 6 of SC resolution 2524 (2020).<sup>14</sup>

As a result of the project, the programmatic framework for the integrated mission was drafted. Following mandate renewal, on 3 June, it was shared within the UN, then with Government and international partners. In addition, Terms of Reference for a credible and independent the Monitoring and Evaluation Mechanism for overseeing implementation of the Juba Peace Agreement, were prepared and discussed with the Government of Sudan, several members of the signatory armed movements and members of the diplomatic community. This mechanism was intended to generate greater momentum behind JPA implementation. In the end, however, the MEM was not established because of the military takeover. Discussions were also undertaken with armed movements, and Government counterparts, on the potential structure of the security arrangements and a workshop was organised by UNITAMS to take this forward with relevant Sudanese counterparts. Finally, an early warning system on conflict monitoring and reporting in Darfur was established utilising the Crisis Risk Dashboard for data monitoring, analysis, hotspots, mapping, visualisation and sharing.

## **Outcomes and Outputs**

1. One of the key deliverables of the project was the development of Sudan Peace-making, Peacebuilding and Stabilization Programme (SPPSP), a programmatic framework to enable UNITAMS to take forward implementation of Security Council resolution 2524 (2020) together with the UNCT partners. This integrated document was developed by UNITAMS together with all agencies, funds, and programmes, with UN Sudan undertaking joint work across the 30 areas identified within the mandate and developing a roadmap in each for the political transition. Between January and May 2021, the project focused on all the integration elements of delivering the mandate to develop a roadmap for the transition in each of the 30 areas that fell from the mandate. With the support of this

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<sup>13</sup> This paragraph calls on the Secretary-General, in partnership with all relevant actors, including International Financial Institutions, to support the Government of Sudan in conducting a comprehensive assessment to define the country's longer term conflict prevention, recovery and peacebuilding needs and in developing relevant strategies to address these needs. This is necessary as many of the drivers of conflict in Sudan are deeply rooted in the development and governance deficits

<sup>14</sup> This paragraph called on the Secretary-General, in partnership with all relevant actors, including International Financial Institutions, to support the Government of Sudan in conducting a comprehensive assessment to define the country's longer term conflict prevention, recovery and peacebuilding needs and in developing relevant strategies to address these needs. This was deemed necessary as many of the drivers of conflict in Sudan are deeply rooted in the development and governance deficits.

project, UNITAMS and the UNCT also held some 10 thematic consultations and 15 lessons learned sessions<sup>15</sup> with the Integrated Team of UNAMID focusing primarily on peacebuilding components of work needed in Darfur. On Pillar IV, this included engagement with the World Bank on the Poverty Reduction Strategy Paper and engagement on the establishment of a national architecture for development planning.

2. To support the Government of Sudan and the signatories in the establishment of a Monitoring and Evaluation Mechanism (MEM) of the Juba Peace Agreement, with the purpose to monitor and evaluate implementation of the Agreement. The project provided advisory support on the design of framework for MEM of the Juba Peace Agreement and its Protocols. In close collaboration with UNITAMS expert on security cease-fire mechanisms ensure coherence between the MEM and other committees/mechanisms as provided by Juba Agreement (cease-fire monitoring mechanism, etc). Advisory support was also provided on the design of framework for MEM of the Juba Peace Agreement and its Protocols. In close collaboration with UNITAMS expert on security cease-fire mechanisms, the project ensured coherence between the Terms of Reference developed for the MEM with other committees/mechanisms as provided by Juba Agreement (cease-fire monitoring mechanism, etc)

3. The project strengthened analysis to enhance local conflict prevention capacity in unarmed protection of civilians (POC) as aligned with national frameworks of peacebuilding. In close collaboration with the Peace Research Institute at the University of Khartoum, the project through the development of a system that could provide regular and systematic updates, as well as analyses of data on the conflict situation in the five Darfur States, including perception surveys and systematic monitoring and reporting on peacebuilding indicators, to alert decision makers to the potential outbreak, escalation and resurgence or relapse into violent conflict:

- Developed a series of local gender sensitive indicators (91 indicators) to monitor predominant risks within the political social, economic, environmental and security aspects.
- Identified, within each of the five Darfur states, focal points training them and together with them and the peace Centres developing a methodological framework and reporting system.
- Establishing a coordination mechanism with the local peace centres to ensure regular data (monthly/quarterly) collection and establish a methodology for this.
- Compiled a data dictionary to provide a concise guide to understanding and using the data, which continues to be used.

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<sup>15</sup> Links to all the PowerPoint presentations delivered during those sessions by are available upon request from UNITAMS.

Established an interactive visualisation (dashboard) to facilitate data analysis and visualisation. The Crisis Risk Dashboard (CRD) continues to be used by UNITAMS and UNCT partners with data from this project regularly updated either on a monthly or quarterly basis. A snapshot of the CRD, which is updated monthly, is included in the text box and the CRD itself can be accessed [here](#).

As part of this project, and in the wake of violence in West Darfur in February 2021, a peacebuilding assessment was carried out in West Darfur (El Geneina, Kreinik, and Beida localities) and published in June 2021. Its key findings are summarised in the text box but the assessment, which is hyperlinked to this Annual report provides an in-depth conflict analysis. Interviews for the peacebuilding assessment – including a total of 60 key informant interviews and 40 focus group discussions – took place in March 2021 and were written up in close collaboration, after the second round of violence of April 2021, with University of Geneina’s Peace and Development Centre.

All communities, including the Massalit and the Arabs, were interviewed with the assessment itself aiming at determining how the integrated mission, including its UNCT and Humanitarian Country Team (HCT) partners, could better use a “nexus approach” in responding to crises in future. With recurrent violence taking place again in November 2022, the European Union commissioned an update of the peacebuilding assessment for 2022. At the time of writing this report, work on this was ongoing on the University of Geneina’s Peace and Development Centre.

**The UN Sudan West Darfur assessment** was issued in June 2021 and the full report is available [here](#). In January 2020, and then again in January 2021 and April 2021, El Geneina town became the site of large-scale inter-communal violence, primarily between the Arab and Massalit communities. On each occasion in 2021 the violence had been triggered by tit-for-tat killings of one or the other community. In total, over 300 people were killed in bouts of fighting in 2021. Some 200 people were killed and 300 injured during the first episode of violence in January, and 117 killed and 283 injured during the second episode of violence in April (IOM/DTM).

While much of the violence was carried-out by armed Arab men against Massalit communities living in predominantly Massalit neighbourhoods or camps for internally displaced persons (IDPs), including Al Jebel neighbourhood and Krinding I, Krinding II, Sultan House, and Abuzar camps. Members of the Arab community have also been badly affected by violence, including in Al Jebel, where the Arab market was targeted. Other communities have been similarly impacted, particularly those considered to be African. Violence in 2021 showed the reversal of previous conflict trends with the escalation of urban violence in West Darfur, particularly in El Geneina, and community perceptions that violence is currently emanating from El Geneina to rural areas. In addition, rural areas close to El Geneina, especially in Beida and Kreinik localities I suffered from violence during these periods. In Masturei, Beida locality, violence

between the same two communities in July 2020 led to the killing of 70 Massalit and resulted in a total siege of Masturei by Arabs for weeks but also led to the marginalisation of nomadic Arabs and the barring of access to local markets critical to their livelihoods. In May 2021, killings in the town of Forbaranga and ongoing weekly murders inside El Geneina threatened new bouts of inter-communal violence.

Relations between communities, in particular between the majority Massalit community and the nomadic Arab community, have been fraught with tension for decades and particularly since the 1996 Arab-Massalit war and the 2003-2006 wider Darfur conflict during which many Massalit were expelled from their villages and forced to live in congested IDP camps in the state capital of El Geneina. The tactical manipulation of ethnic identities within Darfur by the Government of Sudan and by armed movements has contributed to political polarisation in the state. This includes the mobilisation of armed militias and political mobilisation based on religious and ethnic identity with the recent recruitment drive by the Tamazuj, an entity created by the Juba Peace Agreement, only exacerbating the situation still further. Compounding all this, many of the tribes in West Darfur have sub-tribes and/or territories (dar) on both sides of the international border, across which armed fighters are able to move easily. The volatile situation and tensions and conflict in West Darfur have root causes of conflict linked to land, water resources and pasture rights and are exacerbated by the proliferation of weapons. In this volatile mix the return of Juba Peace Agreement (JPA) signatory movement combatants from Libya in 2021 only further destabilised the situation. In addition, the Peace, social security and stability of West Darfur had also been impacted by the more than 260,000 displaced individuals inside the state. Above 60 per cent of the estimated 330,000 Sudanese refugees registered across the border in Chad are from West Darfur.



Meeting during the Peace Building Assessment in West Darfur

In recognition that UN Sudan requires a better sense of conflict-dynamics in conflict-affected states across the country, a series of in-depth conflict analyses and peacebuilding assessments are being prepared, using PBF (Peace Building Fund) Secretariat funding, that is available to UN Sudan and the broader international community. The methodology used for these, builds on the integrated nature of the first West Darfur assessment (funded through the MPTF with details and a hyperlink provided in

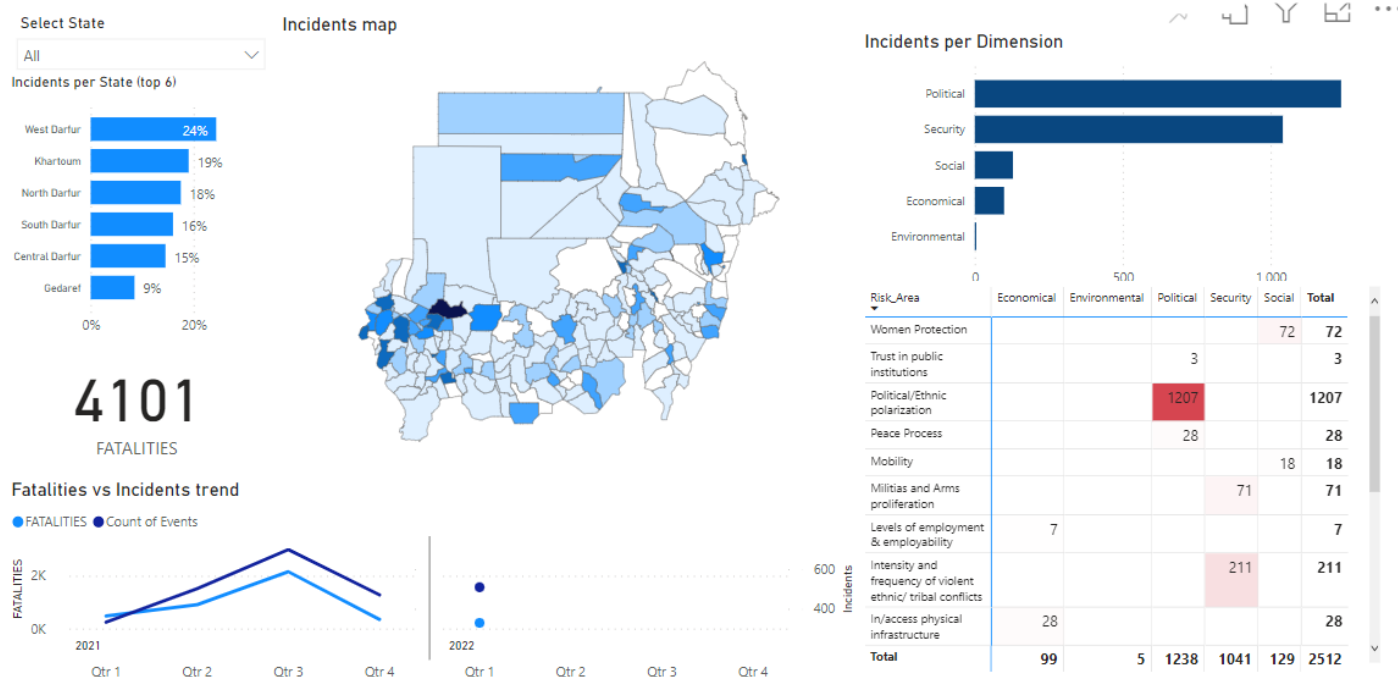


this report). Given recurrent violence in November 2021, an update of the Peacebuilding Assessment was also requested, paid for by the European Union, with that work now underway in collaboration with the regional University's peace centre and the University of Khartoum's Peace Research Institute.

Towards the end of 2021, the Integrated Office of the Deputy Special-Representative of the Secretary-General, in close collaboration with the MPTF and PBF Secretariats, began work on six additional peacebuilding assessments – South Darfur, North Darfur, Blue Nile, South Kordofan, Kassala and Red Sea state – that could inform the good offices role at sub-national level and support the delivery of the UNITAMS mandate while identifying, collectively with UNCT partners, peacebuilding opportunities and what could be done to implement peace agreements. Terms of Reference for these were developed jointly by UNITAMS and UNCT and identified the aim of these in-depth conflict analyses and peacebuilding assessments was twofold: (1) to inform the good offices role at sub-national level and support the delivery of the UNITAMS mandate and to identify, collectively, with UNCT partners, peacebuilding opportunities in order to implement peace agreements; and (2) to ensure that UN programmes and development financing are conflict sensitive and comply with the principle of do no harm. That work is currently underway and will provide an evidence base, in conflict affected localities, for the aforementioned common approach.

#### Snapshot of the Crisis Risk Dashboard (CRD)

## Sudan Crisis Risk Dashboard - Overview



## 4.2 Peacebuilding and Stabilization Window

Related SDGs: Goal 16

### *1.1.3 Project Reporting 1: Support to UNITAMS Good Offices – ongoing*

The objective of the “Programme to Support the Good Offices Function of the Special Representative of the Secretary-General (SRSG)” is to provide support to the SRSG, the Office of Support to the Political Transition (OSPT) and partners to advance the good offices function as well as initiatives related to the peace process and to the implementation of peace agreements.

An initial project document finalized in April 2021 set out broad objectives on support to good offices and peace implementation in line with UNITAMS’ Security Council mandate under resolution 2524(2020). Indicative activities related to, inter alia, supporting an inclusive process in the context of anticipated negotiations between the Sudan People’s Liberation Movement (SPLM-N) Abdelaziz al-Hilu and the Government of Sudan; and supporting aspects of the Juba Peace Agreement including creation of a Ceasefire Committee. On 23 September 2021, the project was approved to receive funding by the MPTF Steering Committee.

However, programme implementation in 2021 was complicated by both political and operational factors. At the time of approval, it was already acknowledged that priorities in the initial plan would evolve in the context of the fluid political environment in Sudan and the nature of the good offices function. Just a few weeks later, the military takeover of 25 October 2021 profoundly changed the operating environment for UNITAMS and its partners. This necessitated a wider review of planning, which was complicated by protracted uncertainty and reversals in the political environment. Meanwhile and in the context of the start-up of the Financing Platform and of UNITAMS itself as well as donor requirements, a number of operational delays were encountered in establishing satisfactory mechanisms for the receipt of funds.

Following consultations with all stakeholders, it was agreed that UNITAMS would assume direct responsibility for implementation of the Programme, with a view to assuring the good offices focus. UNITAMS meanwhile put in place operational arrangements for internal management of the programme, and developed an updated workplan for 2022 reflecting adjusted priorities. Funds were transferred to UNITAMS in February 2022.



## Outcomes and Outputs

Following the military takeover of October 2021, the revised workplan for 2022 follows the structure of the original results framework but reflect adjustments to priorities in light of the changed political context:

- **Support to Peace Processes:** The priority outcome in this area for 2022 is to support an inclusive peace process, with the meaningful participation of women, leading to a constitutionally legitimate agreement on the way forward to restore Sudan's transition. The Programme complements UNITAMS' existing budget and enables it to expand and extend its activities, in particular facilitating the participation of a wider range of stakeholders and retention of expert capacity to support women's full participation in the process.
- In the first quarter of 2022, the Programme provided support to UN-facilitated "Consultations on the Democratic Transition in Sudan" with a wide range of Sudanese stakeholders across Sudan. The initiative engaged more than 800 Sudanese interlocutors over a period of six weeks, holding over 100 meetings and translating over 80 written proposals. Over 100 women's rights advocates participated, as well as many youth representatives., designed as a "first phase" to lay the groundwork for future dialogue. A summary [report](#), which highlights the opinions and areas of convergence and divergence recorded, was published on 28 February 2022.
- Activity for 2022 is expected to include dialogue in the framework of the AU-IGAD-UN Tripartite mediation, with sustained attention to women's participation. Building on the work done in the first quarter, UNITAMS has been able to support inclusive dialogue among women's groups from across Sudan, leading to the formation of a Women's Rights group that is expected to play a meaningful role in the next phase of dialogue. An additional emerging priority is to support accurate media coverage of talks and the role of the mediation, building on lessons learned.
- On **Support for good offices** more widely, the Programme shifted its focus for 2022 towards improving advocacy on human rights and protection issues, in the context of rising risks to the civilian population in Sudan. Activities in 2022 will include support for local protection networks to validate threat data, and fostering partnership with civil society, as well as extending advocacy and engagement with media partners on human rights issues.
- In respect of **support to implementation of the Juba Peace Agreement**, the Programme plans for 2022 will focus initially on support for state and local-level capacities including funding additional peacebuilding assessments with Agency partners to help prioritize limited peacebuilding resources.

- Support to **local peacebuilding and mediation initiatives** remained critical, with the Programme assisting UNITAMS to expand and extend its good offices to mitigate local-level crises that might otherwise derail the implementation of the Juba Peace Agreement. However, longer-term results will continue to depend on policy action by the Government, for example to stand up remaining Commissions envisaged under the JPA.

On the operational side and in this first year of the programme, UNITAMS designed and approved an internal architecture to support results-based management, oversight, accountability and reporting on implementation.

### [Link](#) to Strategic Framework

**SPPSP 2.1 Support to Peace Processes: Contingent on requests of the parties:** mediation and technical advice, together with logistical and operational support. Support for an inclusive and gender sensitive process recognizing the role of women as peace actors, and to ensure that upcoming peace processes are consultative and fully inclusive to all segments of society.

**SPPSP 2.2 Structures and Mechanisms to implement the Juba Peace Agreement:** Assistance in the creation of functioning key mechanisms including the Monitoring and Evaluation Mechanism; the Joint High Military Committee for Security Arrangements in Khartoum (on which the UN has a seat); the Permanent Ceasefire Commission in El-Fasher and its subsidiary bodies in the states, which UNITAMS will chair, through the provision of technical support, capacity building of institutions and funding operational costs. In addition, support will need to be given to those mechanisms and processes that directly improve the lives of conflict-affected populations including but not limited to the Land Commissions in Blue Nile and South Kordofan and the Darfur Lands and Hawakeer Commission and the Darfur Land Court and the East Sudan Land Commission to review land settlement and registration laws. On voluntary return/durable solutions the JPA calls for the establishment of an IDP and Refugees Commission and a Compensation and Reparations Fund in Darfur. The Two Areas track also provides for a National Commission for the Voluntary Return and resettlement of IDPs and refugees, with branches in the Two Areas. On Transitional Justice the JPA provides for a Conference for Reconciliation and Social Healing, and the Darfur Track includes comprehensive commitments to transitional Justice including establishment of a Special Court for Darfur and a Truth and Reconciliation Commission in Blue Nile and South Kordofan while also committing to the holding of reconciliation conferences.

### ***1.1.4 Project Reporting 2: Capacity Support for Protection of Civilians – ongoing***

The objective of this project was to provide technical assistance to the National Mechanism charged with the implementation of the National Plan for Civilian Protection. In coordination with UNITAMS' Office of Support to Civilian Protection, the project aims at developing and maintaining a sustained working relationships between the UN and the National Mechanism and identify areas of support the UN may provide both at national and state levels or an integrated implementation of the National plan for Civilian Protection. The end goal is that the National Mechanism and State-Level committees are fully operational with adequate capacities for the implementation of the National Plan for Civilian Protection with coordinated support from the UN, international and local partners as envisaged in the Government's work plan.

After the approval end of August 2021, it had been anticipated to use the period up to November 2021 for a series of workshops convening staff involved in roll out the National Plan for Civilian Protection and to hire the already identified consultant within the Ministry of Internal Cabinet Affairs.

Since the military takeover on 25 October 2021, and with the Prime Minister under arrest, this project had been placed on-hold. Meanwhile, the mission has continued to reach out to relevant Government officials inquiring on the status of the National Plan and related POC structures. It is UNITAMS sincere hope that these structures will be reactivated, and work can proceed as planned in the interest of the people of Sudan.

#### **Outcomes and Outputs**

The project was to provide Capacity Support to "Align the National Plan for Protection of Civilians throughout the Government of Sudan" is structured around three main components: (i) technical support and advisory; (ii) coordination and integration; (iii) capacity building and information management.

Once the NPPOC and related structures are re-activated, this project would, through the technical support and advisory role:

- Advise any future National Mechanism on the conduct of meetings and sub-committees as required.
- Provide advice to the National Mechanism, and upon request, to the Minister of Cabinet Affairs, on pertinent PoC issues particularly on Darfur and the Two Areas
- Coordinate with and provide support to the UN
- Assist on the integration of human rights in humanitarian action
- Help build capacity of the National Mechanism
- Help develop standard operating procedures
- Train local protection networks, civil society organizations, women, and youth groups, and local protection committees

## [Link](#) to Strategic Framework

### **SPPSP 3.2 Protection of Civilians and Human Rights:**

In Sudan's conflict affected areas, particularly in Darfur, multiple threats of conflict – including political, tribal, and inter-communal – are intertwined. The Transitional Government of Sudan acknowledges the states responsibility to protect civilians and developed a National Protection of Civilians Plan (NPPOC), with SCR 2527 (2021) mandating UNITAMS to provide support. Programmatic needs in the field of POC are vast encompassing rule of law/human rights. Capacity building for the judiciary, police and armed forces and humanitarian action. Support to prevention would need to include: protection monitoring; early warning and data analysis; support to physical protection: capacity building in International Human Rights Law and International Humanitarian Law; protection by presence and demining and support to the creation of an enabling and protective environment would encompass: rule of law and human rights; addressing the issues of internally displaced persons and refugees; addressing the issue of farmers and nomads as well as combatting violence against women and children. In supporting the implementation of the NPPOC, work would be needed to help Sudan fulfil its humanitarian action commitments as well as to strengthen conflict avoidance and resolution mechanisms.

## 5. CHALLENGES & LESSONS LEARNT

### 5.1 Strategic Framework

The establishment of the MPTF Sudan's architecture was delayed by the absence of UNITAMS senior leadership for the first eight months after the mission was established. The delayed appointment of a Special Representative of the Secretary-General, in January 2021, and his Deputy, March 2021, had negative repercussions on the development of an integrated programmatic framework. The absence of a dedicated senior management for such a significant length of time during the start-up phase also made the alignment of UN priorities in country after the establishment of the mission more difficult. Once work began, in April 2021, the main operational challenge was to ensure an integrated approach to programming in an environment where the norm was bilateral funding. Ideally, this work would have taken place during the first six months of the establishment of the mission.

Even as the fund was established, there was limited understanding of the benefits of the pooled funding mechanism with it noted that strategic or programmatic frameworks underpinning pooled funds are an important pre-requisite to avoid the focus is on individual projects and/or donors' contributions to select areas of programming. During 2021, funding to the MPTF was modest, in part because of the political uncertainty, especially after the military takeover, and a direct link between individual contributions and projects noticeable. This defeats the principle of pooled resources targeting common objectives and being determined by the Steering Committee itself.

It had always been envisioned that based on the programme framework of the SPPSP, an overall strategy for the fund would be developed once the prioritization exercise had been finalised. This did not happen because it quickly became clear in the aftermath of the military takeover that the United Nations in Sudan would need to reorient to community-based programming and away from institution- and state-level aspects that had featured so prominently in the roadmaps contained within the SPPSP.

In moving forward, in such a constrained political and financial environment, there will therefore need to be increased emphasis on collaboration. A Strategic Framework preferably in close cooperation with other pooled funding mechanisms would have the advantages of ensuring the effective and coordinated use of all available funds, to ensure thematic and geographic synergies and to ensure their strategic coherence in a complex and rapidly changing political environment. Such an approach will have the advantage of strengthening the ability to jointly monitor and evaluate programming.

## 5.2 Resource Mobilization

The MPTF Secretariat began drafting a resource mobilization strategy for the fund in the third quarter of 2021. This had the overarching goal of mobilizing the necessary political and financial support required to generate adequate, predictable, and timely resources and ensure that the Integrated Mission, including both UNITAMS and its UNCT partners, had, through the MPTF, the funding levels necessary for UN agencies, funds, and programmes to implement their mandate in a coordinated, coherent, and sequenced manner and advance toward the targets of the transitional period. However, the political uncertainty meant all programming was paused as International Partners re-assessed their engagement with Sudan. By years end that situation had not changed and this has had implications on the funding levels provided through the MPTF.

Looking ahead, and in moving forward, it is self-evident that a resource mobilization plan, based on the fund's strategic framework, is a necessity. Without this, the Mission will not have enough for mandate implementation even in the current climate.

## 6. GENERAL FINANCIAL OVERVIEW

This Consolidated Annual Financial Report of the **Sudan Financing Platform** is prepared by the United Nations Development Programme (UNDP) Multi-Partner Trust Fund Office (MPTF Office) in fulfillment of its obligations as Administrative Agent, as per the terms of Reference (TOR), the Memorandum of Understanding (MOU) signed between the UNDP MPTF Office and the Participating Organizations, and the Standard Administrative Arrangement (SAA) signed with contributors.

The MPTF Office, as Administrative Agent, is responsible for concluding an MOU with Participating Organizations and SAAs (Standard Administrative Arrangements) with contributors. It receives, administers, and manages contributions, and disburses these funds to the Participating Organizations. The Administrative Agent prepares and submits annual consolidated financial reports, as well as regular financial statements, for transmission to stakeholders.

This consolidated financial report covers the period 1 January to 31 December 2021 and provides financial data on progress made in the implementation of projects of the **Sudan Financing Platform**. It is posted on the [MPTF Office GATEWAY](#).

This chapter presents financial data and analysis of the Sudan Financing Platform using the pass-through funding modality as of 31 December 2021. Financial information for this Fund is also available on the MPTF Office GATEWAY, at the following address: <https://beta.mptf.undp.org/fund/4sd00>.

### 6.1 Sources and Use of Funds

As of 31 December **2021**, **4** contributors deposited US\$ **6,292,500** and US\$ **3,521** was earned in interest. The cumulative source of funds was US\$ **6,296,021**.

Of this amount, US\$ **1,300,713** has been net funded to **1** Participating Organization, of which US\$ **1,022,001** has been reported as expenditure. The Administrative Agent fee has been charged at the approved rate of 1% on deposits and amounts to US\$ **62,925**. Table 1 provides an overview of the overall sources, uses, and balance of the **Sudan Financing Platform** as of 31 December 2021.

Table 1. Financial Overview, as of 31 December 2021 (in US Dollars)

	Annual 2020	Annual 2021	Cumulative
<b>Sources of Funds</b>			
Contributions from donors	333,600	5,958,900	6,292,500
<b>Sub-total Contributions</b>	<b>333,600</b>	<b>5,958,900</b>	<b>6,292,500</b>
Fund Earned Interest and Investment Income	0	3,521	3,521
<b>Total: Sources of Funds</b>	<b>333,600</b>	<b>5,962,421</b>	<b>6,296,021</b>
<b>Use of Funds</b>			
Transfers to Participating Organizations	330,264	565,075	895,339
<b>Net Funded Amount</b>	<b>330,264</b>	<b>565,075</b>	<b>895,339</b>
Administrative Agent Fees	3,336	59,589	62,925
Direct Costs	0	405,374	405,374
Bank Charges	0	19	19
<b>Total: Uses of Funds</b>	<b>333,600</b>	<b>1,030,057</b>	<b>1,363,657</b>
Change in Fund cash balance with Administrative Agent	0	4,932,364	4,932,364
<b>Closing Fund balance (31 December)</b>	<b>0</b>	<b>4,932,364</b>	<b>4,932,364</b>
Net Funded Amount (Includes Direct Cost)	330,264	970,449	1,300,713
Participating Organizations Expenditure (Includes Direct Cost)	267,132	754,869	1,022,001
<b>Balance of Funds with Participating Organizations</b>	<b>63,132</b>	<b>215,580</b>	<b>278,712</b>

## 6.2 Partner Contributions

Table 2 provides information on cumulative contributions received from all contributors to this fund as of 31 December **2021**.

The **Sudan Financing Platform** is currently being financed by **4** contributors, as listed in the table below. The table includes financial commitments made by the contributors through signed Standard Administrative Agreements with an anticipated deposit date as per the schedule of payments by 31 December **2021** and deposits received by the same date. It does not include commitments that were made to the fund beyond **2021**.

Table 2. Contributions, as of 31 December 2021 (in US Dollars)

Contributors	Total Commitments	Prior Years as of 31-Dec-2020 Deposits	Current Year Jan-Dec-2021 Deposits	Total Deposits
Former - DFID	333,600	333,600	0	333,600
Foreign, Commonwealth & Development Office	500,076	0	500,076	500,076



Government of Germany	4,035,224	0	4,035,224	4,035,224
Government of Norway	773,600	0	773,600	773,600
Government of Switzerland	650,000	0	650,000	650,000
<b>Grand Total</b>	<b>6,292,500</b>	<b>333,600</b>	<b>5,958,900</b>	<b>6,292,500</b>

## 6.3 Interest Earned

Interest income is earned in two ways: 1) on the balance of funds held by the Administrative Agent (Fund earned interest), and 2) on the balance of funds held by the Participating Organizations (Agency earned interest) where their Financial Regulations and Rules allow return of interest to the AA.

As of 31 December **2021**, Fund earned interest amounts to US\$ **3,521**.

No interest has been received from Participating Organizations. The cumulative interest received is US\$ **3,521**. Details are provided in Table 3.

Table 3. Sources of Interest Income, as of 31 December 2021 (in US Dollars)

Interest Earned	Prior Years as of 31-Dec-2020	Current Year Jan-Dec-2021	Total
<b>Administrative Agent</b>			
Fund Earned Interest and Investment Income	<b>0</b>	<b>3,521</b>	<b>3,521</b>
<b>Total: Fund Earned Interest</b>	<b>0</b>	<b>3,521</b>	<b>3,521</b>
<b>Participating Organization</b>			
<b>Total: Agency earned interest</b>			
<b>Grand Total</b>	<b>0</b>	<b>3,521</b>	<b>3,521</b>

## 6.4 Transfer of Funds

Allocations to Participating Organizations are approved by the Steering Committee and disbursed by the Administrative Agent. As of 31 December **2021**, the AA has transferred US\$ **895,339** to **1** Participating Organization (see list below).

Table 4 provides additional information on the refunds received by the MPTF Office, and the net funded amount for each of the Participating Organizations.

Table 4. Transfer, Refund and Net Funded Amount by Participating Organizations (in US Dollars)

Participating Organization	Prior Years as of 31-Dec-2020			Current Year Jan-Dec-2021			Total		
	Transfers	Refunds	Net Funded	Transfers	Refunds	Net Funded	Transfers	Refunds	Net Funded
UNDP	330,264	0	330,264	565,075	0	565,075	895,339	0	895,339
<b>Grand Total</b>	<b>330,264</b>	<b>0</b>	<b>330,264</b>	<b>565,075</b>	<b>0</b>	<b>565,075</b>	<b>895,339</b>	<b>0</b>	<b>895,339</b>

## 6.5 Expenditure and Financial Delivery Rates

All final expenditures reported are submitted as certified financial information by the Headquarters of the Participating Organizations. These were consolidated by the MPTF Office.

Joint programme/ project expenditures are incurred and monitored by each Participating Organization and are reported to the Administrative Agent as per the agreed upon categories for inter-agency harmonized reporting. The expenditures are reported via the MPTF Office's online expenditure reporting tool. The **2021** expenditure data has been posted on the MPTF Office GATEWAY at <https://beta.mptf.undp.org/fund/4sd00>.

### *1.1.5 Expenditure Reported by Participating Organization*

In **2021**, US\$ **565,075** was net funded to Participating Organizations, and US\$ **530,849** was reported in expenditure.

As shown in table below, the cumulative net funded amount is US\$ **895,339** and cumulative expenditures reported by the Participating Organizations amount to US\$ **797,980**. This equates to an overall Fund expenditure delivery rate of **89.13** percent.

Table 5.1 Net Funded Amount and Reported Expenditures by Participating Organization, as of 31 December 2021 (in US Dollars)

Participating Organization	Approved Amount	Net Funded Amount	Expenditure			Delivery Rate %
			Prior Years as of 31-Dec-2020	Current Year Jan-Dec-2021	Cumulative	
UNDP	895,339	895,339	267,132	530,849	797,980	89.13
<b>Grand Total</b>	<b>895,339</b>	<b>895,339</b>	<b>267,132</b>	<b>530,849</b>	<b>797,980</b>	<b>89.13</b>

### 1.1.6 Expenditure Reported by Category

Project expenditures are incurred and monitored by each Participating Organization and are reported as per the agreed categories for inter-agency harmonized reporting. In 2006 the UN Development Group (UNSDG) established six categories against which UN entities must report inter-agency project expenditures. Effective 1 January 2012, the UN Chief Executive Board (CEB) modified these categories as a result of IPSAS adoption to comprise eight categories. See table below.

Table 5.2 Expenditure by UNSDG Budget Category, as of 31 December 2021 (in US Dollars)

Category	Expenditures		Total	Percentage of Total Programme Cost
	Prior Years as of 31-Dec-2020	Current Year Jan-Dec-2021		
Staff & Personnel Cost	246,785	74,542	321,327	43.09
Equipment, vehicles, furniture, and depreciation	-	34,568	34,568	4.64
Contractual Services Expenses	-	83,818	83,818	11.24
Travel	-	35,471	35,471	4.76
General Operating	2,870	267,666	270,537	36.28
<b>Programme Costs Total</b>	<b>249,656</b>	<b>496,064</b>	<b>745,720</b>	<b>100.00</b>
<sup>1</sup> Indirect Support Costs Total	17,476	34,784	52,260	7.01
<b>Grand Total</b>	<b>267,132</b>	<b>530,849</b>	<b>797,980</b>	

**1 Indirect Support Costs** charged by Participating Organization, based on their financial regulations, can be deducted upfront or at a later stage during implementation. The percentage may therefore appear to exceed the 7% agreed-upon for on-going projects. Once projects are financially closed, this number is not to exceed 7%.

## 6.6 Cost Recovery

Cost recovery policies for the Fund are guided by the applicable provisions of the Terms of Reference, the MOU concluded between the Administrative Agent and Participating Organizations, and the SAAs concluded between the Administrative Agent and Contributors, based on rates approved by UNDG.

The policies in place, as of 31 December 2021, were as follows:

- **The Administrative Agent (AA) fee:** 1% is charged at the time of contributor deposit and covers services provided on that contribution for the entire duration of the Fund. In the reporting period US\$ **59,589** was deducted in AA-fees. Cumulatively, as of 31 December **2021**, US\$ **62,925** has been charged in AA-fees.
- **Indirect Costs of Participating Organizations:** Participating Organizations may charge 7% indirect costs. In the current reporting period US\$ **34,784** was deducted in indirect costs by Participating Organizations. Cumulatively, indirect costs amount to US\$ **52,260** as of 31 December **2021**.

## 6.7 Accountability and Transparency

In order to effectively provide fund administration services and facilitate monitoring and reporting to the UN system and its partners, the MPTF Office has developed a public website, the [MPTF Office Gateway](#). Refreshed in real time every two hours from an internal enterprise resource planning system, the MPTF Office Gateway has become a standard setter for providing transparent and accountable trust fund administration services.

The Gateway provides financial information including contributor commitments and deposits, approved programme budgets, transfers to and expenditures reported by Participating Organizations, interest income and other expenses. In addition, the Gateway provides an overview of the MPTF Office portfolio and extensive information on individual Funds, including their purpose, governance structure and key documents. By providing easy access to the growing number of narrative and financial reports, as well as related project documents, the Gateway collects and preserves important institutional knowledge and facilitates knowledge sharing and management among UN Organizations and their development partners, thereby contributing to UN coherence and development effectiveness.

## 6.8 Direct Cost

The Fund governance mechanism may approve an allocation to a Participating Organization to cover costs associated with Fund coordination covering overall coordination, and fund level reviews and evaluations. These allocations are referred to as 'direct costs'. In the reporting period, direct costs charged to the fund amounted to US\$ 405,374. Cumulatively, as of 31 December 2021, US\$ 405,374 has been charged as Direct Costs.

Participating Organization	Current Year Net Funded Amount	Current Year Expenditure	Total Net Funded Amount	Total Expenditure
UNDP	405,374	224,021	405,374	224,021
<b>Total</b>	<b>405,374</b>	<b>224,021</b>	<b>405,374</b>	<b>224,021</b>

## 7. LOOKING AHEAD

Looking ahead, UNITAMS continues to implement its political mandate in line with the guidance of the Security Council and has placed political dialogue at the top of the agenda. As 2022 commenced, on 8 January, the SRSG launched the UN-facilitated “Consultations on the Democratic Transition on Sudan” with Sudanese and international partners. Designed as a first phase to lay the groundwork for future dialogue, the consultations aimed to garner views from a range of Sudanese stakeholders on a path out of the current political crisis and towards democracy and peace. Using funding from the MPTF, in its first phase, dialogue engaged over 800 Sudanese interlocutors over a period of six weeks.<sup>16</sup>

A second phase of dialogue is currently underway, again with funding from the MPTF, and in partnership with the African Union (AU) and the Intergovernmental Authority on Development (IGAD) to focus on the pending issues out of the crisis and take forward discussion on important structural issues, including but not limited to, the prioritization of critical steps, inclusivity and national ownership; comprehensive solutions and effective facilitation and accompaniment.<sup>17</sup> The dialogue seeks to rebuild the lost trust between the current authority and the Sudanese people as well as to end all forms of violence. The aim of the consultation has been to hear from a wide spectrum of Sudanese stakeholders as to their vision of how best to address Sudan’s political crisis. It is of note that funds received in 2021 through the MPTF served and continue to serve as a force multiplier for UNITAMS leadership of the consultations, enabling the Mission to deliver a broad and inclusive process in a very short timeframe.

As an integrated mission, UNITAMS focuses on good offices, advisory support and advocacy in the areas of its mandate while programmatic delivery on other strategic priorities will continue to be undertaken through and in close coordination with UN AFPs. The UN’s ability to deliver on SCR 2524 and 2579 is therefore closely linked to Agencies’ capacity to deliver.

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16 UNITAMS consulted a wide range of Sudanese stakeholders including government, military, political parties, armed movements, civil society, women’s groups, Resistance Committee, youth, Sufi leaders’ business community, nomads, diaspora, people with disabilities, as well as non-state actors. Over 100 women’s groups participated, as well as many youth representatives.

17 Since the military takeover, and in the first and second phase of consultations, dialogue carried out with the MPTF funds, had included a wide range of Sudanese stakeholders including government, military, political parties, armed movements, civil society, women groups, Resistance Committees, youth, Sufi leaders, business community, nomads, diaspora, people with disabilities as well as state and non-state actors.

In moving forward, in 2022, the MPTF Secretariat will center its work around the following three priorities to ensure that programming and financing across the three pillars of the nexus are joined up and complementary:

1. **Improve the efficient functioning of the MPTF:** While much work was done during 2021 to start up the MPTF, there are clear areas of improvement that need to be made as the fund transitions out of its nascent phase. Work will be undertaken to strengthen the established governance structure and an operational manual will be agreed with the Steering Committee members to ensure that roles, responsibilities and accountability are clear. A Strategic Results Framework will be put in place clearly articulating both overarching results but also complementarity with other pooled funds in Sudan. The MPTF Secretariat will continue to shape and strengthen the fund's substantive and operational footprint.
2. **Shaping the implementation of the UN Common Approach:** The UN in Sudan is focusing its efforts on critical priorities in the three areas that span the humanitarian-development-peace nexus outlined by the UN Common Approach: 1) Basic Services, Community Stabilization and Resilience; 2) Protection of Civilians, Rule of Law and Human Rights; and 3) Implementation of Peace Agreements, Ceasefire Agreements and Conflict prevention. This approach complements the political process and builds on the work of the peacebuilding assessments that have been funded by the MPTF and will continue in 2022. The UN Country Team will continue to scale up their work on peacebuilding at large in Sudan to complement the political process and ensure investments in peace dividends wherever possible.
3. **Ensuring programmatic results under a new Strategic Results Framework:** In an increasingly fragile context the DSRSG/RC/HC, through her Integrated Office, will be working to ensure the strategic coherence between the multi-partner pooled funds active in Sudan, - the Secretary-General Peacebuilding Fund (PBF) and the MPTF - including to ensure thematic and geographic synergies and avoid duplication. As this annual report was being finalized, work was about to get underway to ensure a common strategic framework for all pooled fund mechanisms in Sudan.



# ANNEX 1. EXPENDITURE BY PROJECT WITHIN SECTOR

Annex 1 displays the net funded amounts, expenditures reported and the financial delivery rates by Sector by project/ joint programme and Participating Organization.

## Annex 1 Expenditure by Project within Sector

Cluster / Project No. and Project Title		Participating Organization	Project Status	Total Approved Amount	Net Funded Amount	Total Expenditure	Delivery Rate %
Enablers							
00119859	Secretariat - Sudan International Partners Forum (SIPF)	UNDP	Completed	330,264	330,264	330,264	100.00
Enablers: Total				330,264	330,264	330,264	100.00
Peacebuilding & Stabilization							
00126645	Conflict Prevention and Infrastructures for Peace in Darfur	UNDP	Completed	495,075	495,075	467,716	94.47
Peacebuilding & Stabilization: Total				495,075	495,075	467,716	94.47
Peacebuilding POC ROL							
00128982	Capacity support to align the National Plan for Protection of Civilians throughout the Government of Sudan	UNDP	On Going	70,000	70,000	0	0.00
Peacebuilding POC ROL: Total				70,000	70,000	0	0.00
*The intention was to hire a consultant to provide technical assistance to the National Mechanism charged with the implementation of the National Plan for the Protection of Civilians. The recruitment was halted in October 2021 due to the military takeover.							
Grand Total				895,339	895,339	797,980	89.13

## ANNEX 2. EXPENDITURE BY PROJECT GROUPED BY COUNTRY

Annex 2 displays the net funded amounts, expenditures reported and the financial delivery rates by Country by project/ joint programme and Participating Organization.

**Annex 2 Expenditure by Project, grouped by Country**

Country / Project No. and Project Title		Participating Organization	Total Approved Amount	Net Funded Amount	Total Expenditure	Delivery Rate %
Sudan (the)						
00119859	Secretariat - Sudan International Partners Forum (SIPF)	UNDP	330,264	330,264	330,264	100.00
00126645	Conflict Prevention and Infrastructures for Peace in Darfur	UNDP	495,075	495,075	467,716	94.47
00128982	Capacity support to align the National Plan for Protection of Civilians throughout the Government of Sudan	UNDP	70,000	70,000	0	0.00
<b>Sudan (the): Total</b>			<b>895,339</b>	<b>895,339</b>	<b>797,980</b>	<b>89.13</b>
<b>Grand Total</b>			<b>895,339</b>	<b>895,339</b>	<b>797,980</b>	<b>89.13</b>

# **ANNEX 3. TERMS OF REFERENCE SUDAN MPTF**

## **MULTI-PARTNER TRUST FUND SUDAN FINANCING PLATFORM**

### **Terms of Reference**

June 2021, updated September 2021

# 1 Introduction

Sudan is at a turning point in its history. In December 2018, a deteriorating economic situation led to an uprising under the leadership of the Forces of Freedom and Change (FFC) with the instrumental participation of women and youth. A state of emergency was declared in February 2019, and a new transitional federal government was formed with military officers appointed as governors of the 18 States. As protests continued, the military withdrew its support for President Omar al-Bashir who had been in power for 30 years and replaced him with a Transitional Military Council (TMC) in April 2019.

Following negotiations, the TMC and the FFC signed a Political Declaration establishing a 39-month timeframe for a transitional period on 17 July 2019. The Constitutional Declaration, signed on 17 August 2019, annulled the Interim National Constitution of 2005 and articulated the principles of sovereignty and rule of law as well as governance arrangements within the executive and the legislative, while fully respecting fundamental rights and freedoms. A Sovereign Council (comprising five members from the military and six from the FFC), and a transitional technocratic government were established to address the country's immediate challenges, including reforming state institutions, making peace with armed groups and addressing the dire economic situation.

Guided by Prime Minister Hamdok, UN representatives from UN Headquarters, the UN country team (UNCT) and peace operations in Sudan (UNAMID and UNISFA) met on 7-9 September 2019 to analyze the situation, reach a common understanding of the challenges and opportunities and identify priorities considered critical for the success of the transition. On the margins of the 74th General Assembly in September 2019, Prime Minister Hamdok outlined the transitional government's key priorities during a High-Level Event on Sudan:

- End conflict and build sustainable peace;
- resolve the economic crisis;
- reform state institutions;
- strengthen the rule of law and human rights; and
- ensure the meaningful and equal participation of women.

In addition to the ensuing political transition and the ongoing consolidation of peace, Sudan is also in the process of undertaking structural adjustment in order to tackle the deteriorating economic situation in Sudan as well as the significant humanitarian and development and peacebuilding challenges. For instance, the numbers of vulnerable people rose 44 percent from 2020, with 8.9 million targeted among 13.4 million people in need of humanitarian assistance. At time of writing, there are 1.1 million refugees and 2.6 million internally displaced people. In addition – spiraling inflation, and extremely high food prices, have meant that the number of households facing crisis (IPC Phase 3 and above) remains high, particularly among IDPs, refugees, and urban poor. The IPC

estimated that in December 2020, 7.1 million people were acutely food insecure. While this is lower than the peak of 9.3 million people during the lean season, it represents a significant increase from the same period the previous year.

Following the removal of Sudan from the State Sponsor of Terrorism List, arrangements are being made to provide bridge funding facility to clear Sudanese arrears to the World Bank enabling Sudan to regain access to financing from the World Bank. Meanwhile, Sudan has been moving ahead to implement the necessary reforms to make it eligible for debt relief working towards a decision point under the Highly Indebted Poor Country (HIPC) initiative. The timing to reach a HIPC decision point depends on several steps including satisfactory implementation of an IMF Staff Monitored programme for a minimum of six months. Over the last couple of months, the country has lifted fuel and electricity subsidies. Outstanding actions remain liberalizing the exchange rate given the low level of foreign exchange reserves. As these economic reforms take place the GoS has requested support from the donor community to establish the Sudan Family Support Programme (SFSP) for social impact mitigation to provide cash transfers for up to 80 percent of the population, that is to 32.5 million individuals at an annual cost of 1.9 billion - delivered through the World Bank managed Sudan Transition and Recovery Support Trust Fund (STARS) provides mitigation measures to Sudanese families affected by expected economic reforms and other short-term shocks).

In its resolution 2495 (2019), the Security Council requested the Secretary-General and the Chairperson of the African Union Commission to present a report on, inter alia, options for a follow-on presence to UNAMID, based on the views and needs of the transitional Government. The Secretary-General of the United Nations and the Chairperson of the African Union Commission submitted the special report on UNAMID and a follow-on presence in Sudan to the Security Council on 17 March 2020 (S/2020/202). In April 2020, an interdepartmental multi-disciplinary Sudan Planning Team was established and on 3 June, the Security Council, through resolution 2524 (2020), established the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) and reaffirmed in SCr2579 (2021).

This Multi-Partner Trust Fund is set up as a multi-window fund in which windows, thematic areas and (joint) projects can be added in an incremental manner – to **flexibly** respond to the needs and aspirations of the Sudanese people. The Sudan Financing Platforms “Peacebuilding and Stabilization Window” is described within these Terms of References is the main funding mechanisms to support Security Council resolution 2524 and reaffirmed in SCr2579 (2021).

## 2 Rationale and MPTF's Functions

In May 2017, a financing strategy mission to Sudan was undertaken by OECD and MPTFO in collaboration with other United Nations partners. Following the recommendations of the mission, this MPTF is designed to have the potential to support a range of initiatives

that advance the integrated planning and more coherent financing architecture across the humanitarian-development-peace aid architecture in Sudan. Within that context, the Sudan Financing Platform established a “Peacebuilding and Stabilization Window” offers the following benefits:

**Coherence:** Strengthens UN system-wide coherence between the mission component and its integrated UNCT partners – in the areas defined in S/RES/2524 (2020) and reaffirmed in S/CR/2579 (2021) – noting that coordination and the trust-fund level has fewer transaction costs coordination between individual peacebuilding programmes.

**Strategy:** Operationalizing the MPTF a singular evolving peacebuilding strategy would help align UNITAMS and its integrated UNCT partners around common outcomes and strategies in consultation with the Government of Sudan and donor partners.

**Accountability:** Through an MPTF, donors will have additional lines of accountability for results at the highest level of mission leadership. The DSRSG would lead UNITAMS and UNCT in the effort to capitalize and operationalize the fund, which would be run out of the Office of the DSRSG/RC/HC, while UN entities implement programmes following their own rules and procedures and retain accountability for resources and programmatic results.

**Financial leverage:** An MPTF allows for consolidation of contributions from multiple financing partners – and helps guide UN investments against identified peacebuilding priorities and mission benchmarks. This leverage helps ensure that peacebuilding and sustaining peace are considered strategic priorities across the UN system and by the government counterparts.

**Flexibility:** an MPTF has agility to rapidly respond to changed or new needs coming up and can prioritize within the strategic framework.

**Reduced costs:** Costs of an MPTF are reduced for the UN and its partners by using pre-agreed legal templates and harmonized terms for cost-recovery and reporting. An MPTF avoids cascading overheads by imposing a flat and harmonized costing structure for overheads.

**Resource mobilization:** An MPTF helps ensure coherence in resource allocations and fund-raising in the area of peacebuilding. It will allow for donor engagement on peacebuilding to be better coordinated and planned while not restricting donor contributions to AFPs directly. With the fund co-chaired by UNITAMS’ DSRSG, it will benefit from high-level engagement and good offices.

The MPTF aims to reduce fragmentation. It may provide seed funding to initiate specific interventions that are not being addressed by existing programmes, fund full-fledged projects or contribute to ongoing agency programmes. As specific needs evolve – the Sudan Financing Platform could establish more specialized windows targeting the relevant areas of work as required.

## 2.1 Addressing Peacebuilding Needs

The MPTF supports peacebuilding needs as they pertain to the implementation of Security Council resolution 2524 (2020) and SCr2579 (2021) under its Peacebuilding and Stabilization Window. The resolution mandates that UNITAMS will have the following strategic objectives, working in close collaboration with the transitional Government of Sudan and under Sudanese sovereignty:

1. Assist the political transition, progress towards democratic governance, in the protection and promotion of human rights, and sustainable peace;
2. Support peace processes and implementation of future peace agreements;
3. Assist peacebuilding, civilian protection and rule of law, in particular in Darfur and the Two Areas.
4. Support the mobilization of economic and development assistance and coordination of humanitarian assistance.

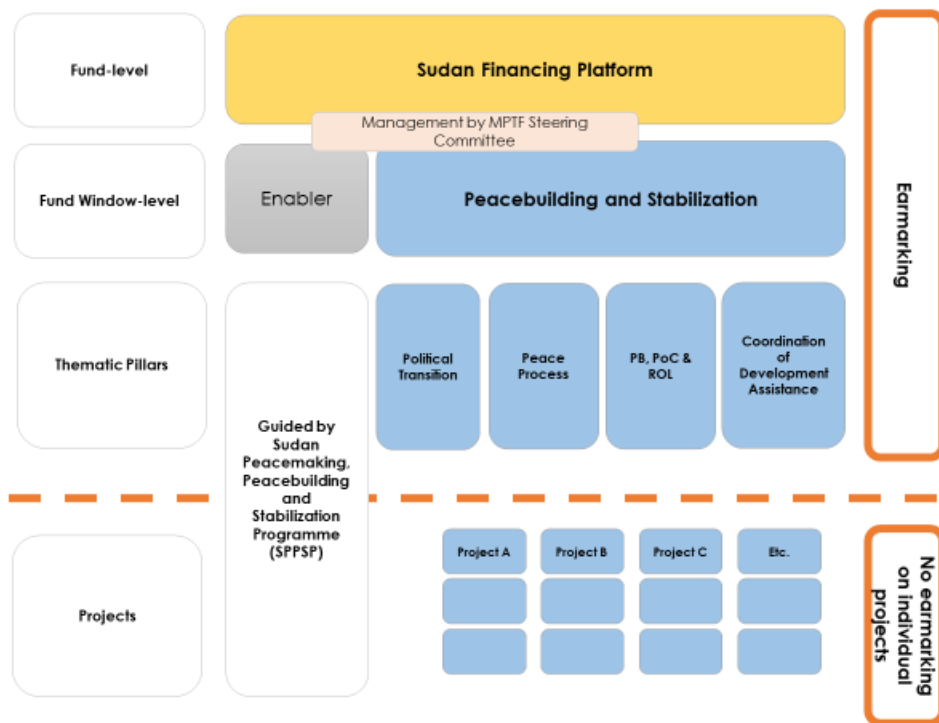
The resolution underscores the need for the activities of UNITAMS and the UNCT to be fully integrated under an Integrated Strategic Framework (ISF) or equivalent.

## 2.2 Link to SDGs

Activities under the Trust Fund would contribute to the Sustainable Development Goals in diverse ways – but primarily aimed at SDG 16 on Peace, Justice and Strong Institutions. All MPTF related activities would note their specific contributions to the SDGs at the target level – to support UN system-wide alignment towards the SDGs and aid development planning. Noting the specific challenges related to the implementation of the sustainable goals in Sudan, the role of the Sudan Financing Platform may evolve.

## 2.3 Scope of the MPTF

The thematic structure of the Fund can be depicted as follows:



## 2.4 'Enabler' Window

When the MPTF was established in 2019 the 'Enabler' window was the sole window consisting of the project in support of the Sudan International Partners Forum, which brought together International donors, International Financial Institutions' and the UN to coordinate the humanitarian-development-peace nexus activities in Sudan.

## 2.5 'Peacebuilding and Stabilization' Window

In December 2020 an additional window was added to the Sudan Financing Platform: the "Peacebuilding and Stabilization Window" this window will facilitate peacebuilding and stabilization efforts in line with the mandate given in Security Council resolution 2524 (2020) and 2579 (2021) which established the United Nations Integrated Transition Assistance Mission for Sudan (UNITAMS).

The programmatic framework for the Window is the Sudan Peacemaking, Peacebuilding and Stabilization Programme, presently under development. The MPTF will finance activities carried out by the United Nations in support of the mandate. Its work will support four distinct programmatic areas in line with Security Council resolution 2524 (2020) and SCr2579 (2021) which mandated UNITAMS to have the following strategic objectives, in full accordance with the principles of national ownership:

1. **Assist the political transition, progress towards democratic governance, in the protection and promotion of human rights, and sustainable peace.** This pillar of work



focuses on the state and institutional reforms. Sudan's Constitutional Declaration sets out a range of critical tasks for the transitional period. UNITAMS will support the transitional authorities in meeting the objectives of the Constitutional Declaration. This strategic objective relates to Sustainable Development Goals (SDGs) 5, 10, 16 and 17.

2. **Support peace processes and implementation of future peace agreements.** One of the key priorities in the Constitutional Declaration is the resolution of all internal conflicts. This second pillar of work focuses on peace agreements as entry points for addressing both the roots and the consequences of conflict. Through its good offices, UNITAMS will provide good offices and support to the Sudanese peace negotiations and, if requested by the parties, provide scalable support to the implementation of peace agreements. This strategic objective relates to SDGs 5, 8, 10, 11, 13, 15, 16 and 17.
3. **Assist peacebuilding, civilian protection, and rule of law, in particular in Darfur and the Two Areas.** Peacebuilding requires further efforts beyond the implementation of peace agreements. This pillar outlines some of the necessary reforms at community level in order to advance social cohesion and rebuild the social contract. UNITAMS will aim at supporting Sudanese stakeholders to enable a protective environment, in particular for women, girls and boys, and address the conflict drivers and root causes. This strategic objective relates to SDGs 5, 10, 11, 16 and 17.
4. **Support the mobilization of economic and development assistance and coordination of humanitarian assistance.** One of the pre-eminent challenges facing the transitional Government and its reform agenda is the continued economic crisis. This pillar addresses aid coordination, resource mobilization and management challenges underpinning the transformation of Sudan envisioned by the Constitutional Declaration. UNITAMS will coordinate international efforts to assist the Sudanese stakeholders in identifying and articulating their priorities and in mobilizing donor support through the transitional period, including through the Sudan National Development Forum, Friends of Sudan group and other Khartoum-based coordination mechanisms. The ongoing reflection on the revamping of the aid coordination architecture under the leadership of the transitional Government will be reflected once in place.

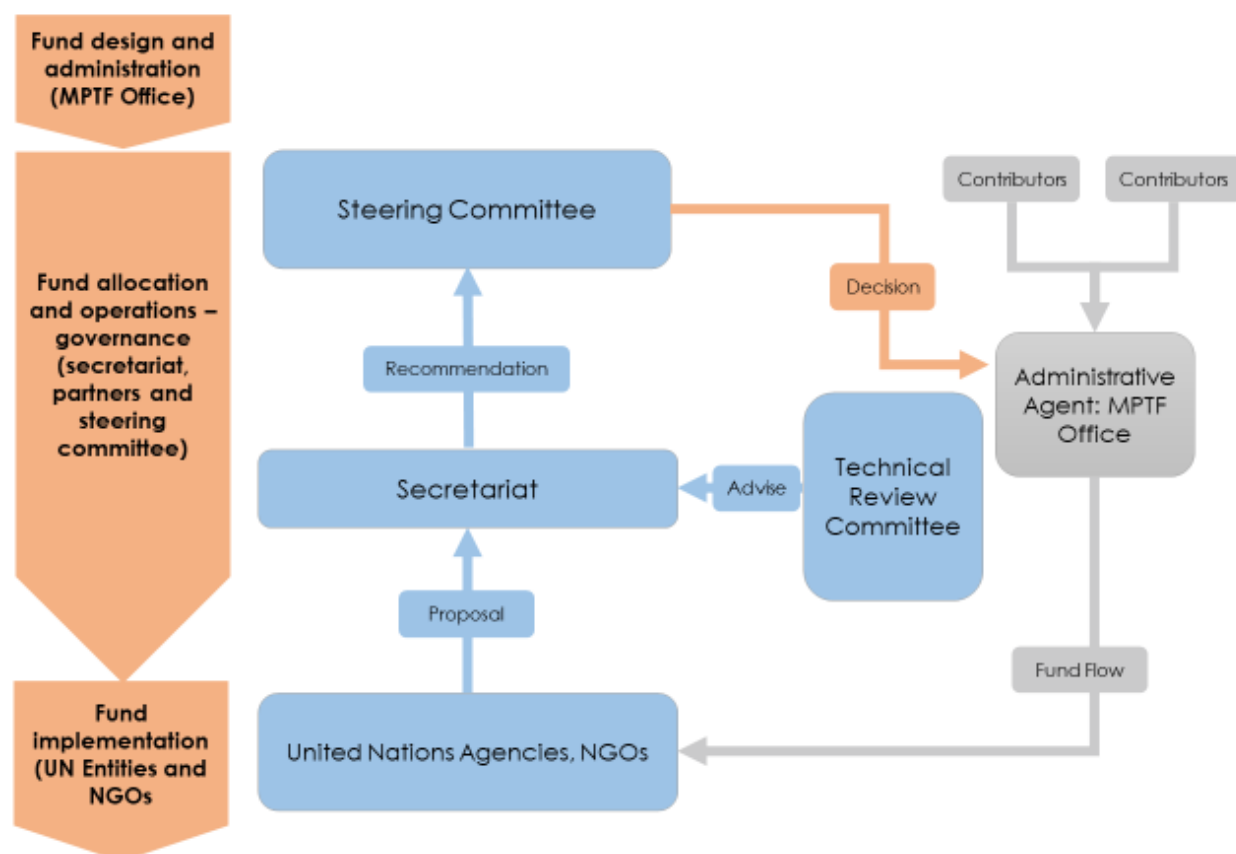
The protection and promotion of **human rights** as well as **gender equality** are cross-cutting concerns among the four pillars and underpin UNITAMS' mandate, and the SPSP highlights distinct thematic areas where targeted assistance is required to assist the GoS in ensuring the full, equal and meaningful participation of women at all levels of peace and political processes. Strategically and programmatically, therefore, the four Pillars of the SPSP are inter-linked, mutually reinforcing and dependent upon one another.

### 3 MPTF Governance and Coordination

As currently constituted, the MPTF Steering Committee oversees both the Enabler and the Peacebuilding and Stabilization windows. For the latter window, the Steering Committee is supported by a Technical Review committee to appraise proposals.

The governance of the new Peacebuilding and Stabilization window is represented in below picture. The Steering Committee decides on programmatic priorities and follow up on the programme cycle of the projects funded under the window. The National Coordination Committee for UNITAMS will be consulted on programming in support of the mandate.

In schematic form the Governance is as follows:



### 3.1 MPTF Steering Committee

Decision-making can take place in meetings or by email, including via non-objection. The Steering Committee endeavors to reach agreement by consensus.

- (i) The MPTF Steering Committee provides strategic guidance and general supervision of the MPTF.
- (ii) It is Chaired by DSRSG/RC/HC. Other members include at least three contributing donors, three UN agency and an UNITAMS representative.
- (iii) The Secretariat to the Fund and the New York based Multi-Partner Trust Fund Office are ex-officio members of the Steering Committee.

- (iv) The MPTF Steering Committee meets when deemed necessary; it is responsible for the following tasks:
- a. Provide general oversight and exercising overall accountability of the MPTF.
  - b. Approve the strategic direction of the MPTF, including the programmatic framework “Sudan Peacemaking, Peacebuilding and Stabilization Programme”;
  - c. Approve MPTF risk management strategy and review risk monitoring regularly;
  - d. Review and approve proposals recommendations submitted by the Secretariat for funding;
  - e. Decide the allocation of unearmarked funds between the different Fund windows;
  - f. Request fund transfers to the Administrative Agent by a UN member of the MPTF Steering Committee) for projects;
  - g. Review MPTF status and oversee the overall progress against, where appropriate, a performance framework, through monitoring, reporting and evaluation;
  - h. Review and approve the periodic progress reports consolidated by the Fund Secretariat based on progress reports submitted by Participating UN Organizations and non-governmental organizations under the Managing Agent modality (hereafter referred to as Implementing organizations;
  - i. Commission mid-term and/or final independent evaluations on the overall performance of the MPTF;
  - j. Approve direct costs related to MPTF operations supported by its Secretariat;
  - k. Approve MPTF extensions and updates to the MPTF terms of reference, as required.

### **3.1.1. Alternates**

- a) Where a member is unable to attend a meeting or other required activity, the nominated alternate shall attend subject to prior notification and concurrence being provided to the Secretariat in writing.
- b) Alternates shall be nominated by the same constituencies and in the same way as members at the outset of the term of membership, or where required during the term of membership with an explanation documented.
- c) Alternates shall be of adequate seniority and possess the requisite expertise and attributes to advance the objectives and principles of the Fund.
- d) Where the Steering Committee Chair is unavailable, the Acting Chair appointed by the DSRSG/RC/HC shall be the alternate.

### **3.1.2. Frequency of Meetings**

- a) The Chair shall convene meetings through the Secretariat as required. The meetings will be more frequent in the early stages of the operation of the Fund and during the height of the Fund Allocation Process. While this process is expected to be ongoing subject to available funding, it is envisaged that, after the bulk of project proposals have been considered, SC meetings shall be convened at least every quarter for progress review, monitoring and oversight.
- b) The Chair, and the Secretariat on the Chair's behalf, may circulate routine or administrative issues for electronic review and decision by members concerning matters that do not require in-person deliberation.

### **3.1.3. Quorum**

- a) A quorum for a Steering Committee meeting shall be satisfied with the presence of at least four (4) members including the Chair or Acting Chair and at least one representative of each constituency (UNCT, UNITAMS and Donors).
- b) Should a quorum not be attained, the Chair shall reconvene the meeting within the next seven days or such other period as deemed appropriate in line with the agenda items for consideration. All members present at the reconvened meeting shall be deemed to satisfy a quorum even if the requirements of 3.1.3 a are not met.

### **3.1.4. Decision making**

- a) Every effort will be made to make consensus-based decisions. If no consensus can be reached the Chair will call another meeting to reach consensus or, to reach a decision by majority.
- b) Decisions of the Steering Committee in the Fund Allocation Process shall consist of the following three options in line with the Operations Manual:
  - i. approval;
  - ii. approval with recommendations;
  - iii. non-approval pending resubmission and SC review; or
  - iv. non-approval.
- c) The Secretariat and members acting as ex officio members shall be entitled to participate in discussions however not in the decision making, while observers shall not participate in discussions or decision making unless specifically requested based on relevant expertise to advance discussions.

- d) To enable flexible, adaptive and time relevant support of the fund a written procedure with a no-objection basis could be applied when necessary.

### **3.1.5. Agenda and Documents**

- a) The Chair shall determine and disseminate the agenda through the Secretariat on the announcement of each meeting. The first item on the agenda will be the adoption of the agenda. SC members may make requests through the SC Chair for items to be included on the agenda.
- b) Relevant documents for consideration at each SC meeting will be distributed by the Secretariat to all members on the announcement of the meeting or no later than five (5) working days before it is due to convene.

### **3.1.6. Minutes**

The Steering Committee decisions are recorded in the meeting minutes prepared by the Secretariat in addition to a fund allocation matrix. Within five working days after the end of the Steering Committee meetings, the Secretariat shall:

- a) Circulate draft minutes to Steering Committee members for review and comment;
- b) Finalize and electronically share with the Steering Committee members the minutes of the Steering Committee meeting and decisions on approved or rejected allocations / endorsements;
- c) Provide information to all implementing entities on the decisions of the Steering Committee and indicate the following stages of the Fund Allocation Process including approval status of the project proposal and launch of its activities following approval in the final stage;
- d) Send to the Administrative Agent the details of the approved project proposals with funding allocated by the Steering Committee so that the funds can be transferred in accordance with the procedures detailed in the Operations Manual.

## **3.2 Technical Review Committee**

- i. The DSRSG/RC/HC appoints through the Secretariat a Technical Review Committee.
- ii. Steering Committee members can propose technical staff to participate in the Review Committee.
- iii. The Technical Review Committee will review project proposals and submit findings to the Secretariat.
- iv. Parties subject to a potential conflict of interest in a discussion are required to declare the conflict of interest and recuse themselves from the discussion.

### 3.3 Fund Secretariat

An MPTF Secretariat reports to the DSRSG/RC/HC in his/her capacity of the chair of the Steering Committee, will be appointed by the chair of the MPTF Steering Committee. The Fund Secretariat provides technical and administrative support to the Steering Committee and the Technical Review Committee.

Any additional support required to support the running of the MPTF can be reviewed and approved by the Steering Committee in line with needs and budget availability and existing capacity.

Responsibilities of the Fund Secretariat:

- a) Advise the Steering Committee on any strategic issues of concern, as well as programme approvals and financial allocations based on the inputs of Technical Review Committee, if applicable;
- b) Provide logistical and operational support to the Technical Review Committee;
- c) Organize meetings of the Steering Committee and the Technical Review Committee;
- d) Organize calls for proposals and appraisal processes;
- e) Ensure the monitoring of operational risks and MPTF performance;
- f) Prepare review of the status and overall progress against a results framework, through monitoring, reporting and evaluation;
- g) Consolidate annual and final narrative reports provided by the Participating UN Organizations and share with the Steering Committee for review, and subsequently with Administrative Agent for preparation of consolidated narrative and financial reports;
- h) Facilitate collaboration and communication between Participating UN Organizations to promote effective programme implementation;
- i) Liaise with the Administrative Agent on fund administration issues, including issues related to project/ fund extensions and project/fund closure;
- j) Develop and maintain an operations manual for the project approval allocation and monitoring and evaluation of programmes; and
- k) Support the development of project proposals in full congruence with the Programmatic Framework of the Peacebuilding and Stabilization Window.

### 3.4 Implementing Organizations

#### *Participating United Nations Organizations*

Resources will be allocated to participating United Nations organizations, including UNITAMS, that have signed an MOU with the Administrative Agent. Each participating United Nations organization will assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent. These funds will be administered by each participating United Nations organization in accordance with its own regulations, rules, directives, and procedures. The indirect costs of the participating United Nations organizations recovered through programme support costs will be harmonized at 7% of the direct project costs.

### *Non-Governmental Organizations*

Resources can also be allocated to registered international and national NGOs. NGOs can access funds as a sub-grantee of any Participating UN organization or more directly through a Managing Agent. The Managing Agent is a Participating UN Organization that allows NGOs to apply directly to call for proposals issued by the Fund and if retained, contracts the NGO as a subgrantee according to its own rules, regulations and procedures. The Managing Agent is entitled to the same indirect cost rate of 7% as other Participating UN Organizations.

## 4 MPTF Administration

The MPTF is administered by the MPTFO under the pass-through management modality. The MPTF's administration services, whose costs are 1% of received contributions<sup>18</sup>, include:

- (i) The MPTF's setting up: support to the MPTF's design (Terms of Reference and Operation Manual), and development of legal instruments; and
- (ii) The MPTF's administration: receipt, administration and release of funds to implementing organizations in accordance with decisions from the MPTF Steering Committee, and financial report consolidation.

The MPTFO is responsible for the following functions:

- (iii) Provide support to the design of the MPTF;
- (iv) Sign a Memorandum of Understanding (MOU) with Participating UN Organizations;
- (v) Sign Standard Administrative Agreements with donors that wish to contribute financially to the MPTF;
- (vi) Receive and manage funds including those of the MPTF's closure;
- (vii) Invest and reinvest MPTF resources according to investment policies, practices and procedures. Any profits will be added to the MPTF's resources and will not be credited to the contributions of a particular donor.
- (viii) Provide updated information to the MPTF Steering Committee regarding the regular resource availability;
- (ix) Subject to the availability of resources, transfer funds to Participating UN Organizations in accordance with MPTF Steering Committee decisions;
- (x) Provide an MPTF final financial report, including notice of the MPTF closure;
- (xi) Release funds as direct costs for the running of the Secretariat, based on MPTF Steering Committee decisions. The Administrative Agent will annually notify the MPTF Steering Committee about the amounts used to that end.
- (xii) Release funds for additional expenses that the MPTF Steering Committee decide to allocate;
- (xiii) Provide tools for fund management to ensure transparency and accountability.

## 5 Contributions

The MPTF's resources will include: donor contributions; any interests, payments, repayments or net profit for investments less any authorized release and incurred expenses in accordance with these Terms of Reference and decisions made by the MPTF's Steering Committee.

The MPTF's resources will be used to finance, or co-finance projects, programs and operations approved by the MPTF's Steering Committee. Unearmarked contributions are encouraged. Donors can earmark funds to the respective windows as well as to the thematic pillars if those exist under the respective windows. The Peacebuilding and Stabilization window consists of four pillars:

- (1) Political transition and democratic governance
- (2) Support to peace processes and the implementation of peace agreements
- (3) Peacebuilding, Protection of Civilians (PoC) and Rule of Law (RoL), in particular in Darfur and the Two Areas.
- (4) Mobilization of economic and development assistance and coordination of humanitarian assistance.

Earmarking to individual projects or agencies are not allowed under UNSDG funds.

The MPTF receives contributions in fully convertible currency or any other currency that can be readily used. Such contributions will be deposited to the bank account designated by the MPTFO. The value of the contributions, if made in a currency other than US dollars will be determined by applying the UN operational exchange type in effect of the date of payment. Profit or loss due to currency exchange rate is registered in the MPTF's account set by the Administrative Agent and will be taken on by the MPTF.

## 6 Project Approval Process

- (i) Projects are developed based on a request from the Steering Committee, or the Fund Secretariat acting on its behalf, – either as an open call for proposals or targeted engagement with members of the United Nations Country Team, or other partners.
- (ii) Projects are reviewed by the Fund Secretariat – for quality assurance purposes and to ensure strategic alignment between the principles and strategies laid out by the Steering Committee and the priorities of the UNITAMS leadership.
- (iii) The Fund Secretariat will consult with the Technical Review Committee.
- (iv) The Fund secretariat presents recommendations for projects for approval to Steering Committee after appraisal by the Technical Review Committee. Approvals may be done electronically and by non-objection within a predetermined timeframe.

## 7 Fund Transfer

The Fund Secretariat shall prepare a fund transfer request for each program or project and budget allocation approved by the Steering Committee. The MPTFO will carry out transfers to implementing entities no later than five (5) working days after the request submittal. Upon



completion of the transfer, the representative of the receiving organization and the MPTF Technical Secretariat will be notified through electronic mail.

## 8 Risk management

The objective of a risk management strategy at the MPTF level is facilitating the achievement of programme objectives in the context of the risk in which it operates. The overall risk level of the Sudan is considered high, because of the multidimensional crisis facing the country; political transition and the evolving nature of the peace process. Noting these challenges, managing risks requires a strategic approach; conflict sensitivity; risk analysis; strategic communication; and monitoring and evaluation of programmes. Through the Peacebuilding and Stabilization Window UNITAMS and UNCT can ensure programming is risk informed and conflict sensitive, and responsive to the political, developmental, humanitarian and human rights context – as well as responsive to the fiduciary risks related to programme implementation in Sudan.

These challenges require relevant evidence and coordination tools.

- (i) The Fund Secretariat will develop a risk management strategy as part of the operations manual (under development based on experiences of other MPTF windows in Integrated settings) of the fund.
- (ii) The Risk Management Strategy will respond to the Theory of Change of the Fund and should be proportionate to the objectives it seeks.
- (iii) The Risk Management a may consider the following risks in the context of operating in Sudan:
  - a. Strategic risks related to the external and political and socio-economic climate
  - b. Governance risks concerning quality of organizational decisions; transparency; accountability for results etc.
  - c. Operational risks related to inventory and asset management, ineffective procurement, lack of business continuity.
  - d. Financial risks related to lawful administration of organization resources

## 9 Monitoring, evaluation and reporting

### 9.1 Monitoring and evaluation

Monitoring and evaluation will be carried out in line with the procedures, rules and regulations of each Participating United Nations Organization, until or unless the MPTF Steering Committee approves another approach. Evaluations will follow the UN Evaluation Group norms and standards and will be carried out in line with the System Wide Evaluation Policy.

### 9.2 Reporting

The responsibilities related to reporting are gathered and detailed in the Memorandum of Understanding (section IV) and Standard Administrative Agreements (SAA) (section V).

All the implementing organizations will carry out annual and final reports on activities and expenditures according to a common format designed for the Fund. Additional semi-annual narrative reports and requirements are detailed as per the below.

### 9.3 Narrative reporting

Implementing organizations will present the following reports to the Secretariat for consolidation and further transmission to the Administrative Agent:

- (a) Annual narrative reports to be provided no more than three months (31st March) after the end of the calendar year.
- (b) Final narrative reports after the end of activities, contained in the program-related approved document, including the final year of such activities to be submitted no more than four months (30th April) after the end of the calendar year in which the operational closure of the activities in the approved programmatic document occurs.

In addition, Participating UN Organizations will submit semi-annual narrative progress reports to the Fund Secretariat, no more than six weeks after the six-month January to June period ends. NGOs will also submit semi-annual narrative reports and other reports if required by the Managing Agent.

The narrative reports will exhibit results-based evidence. Reports will compare actual results against estimated results in terms of outputs and outcomes and they will explain the reasons of higher or lower performance. The final narrative report will also include the analysis of how the outputs and outcomes have contributed to the Fund's overall objective.

### 9.4 Financial Report

Implementing organizations present the following financial statements and reports to the Administrative Agent:

- (a) Annual financial statements and reports to 31<sup>st</sup> December regarding released resources by the fund to them; these shall be provided no more than four months (30<sup>th</sup> April) after the end of the calendar year.
- (b) Bi-annual financial statements and reports, regarding released resources by the Fund to them; these shall be provided no more than three months after the six month period ends;
- (c) Final certified financial statements and financial reports after the completion of activities contained in the program-related approved document, including the final year of such activities, to be submitted no more than six months (June 30th) in the following year after the financial closure of the project.

Based on these reports, the Administrative Agent will prepare consolidated narrative and financial annual and final reports to each of the Fund's Contributors and to the Steering Committee as per the schedule established in the Standard Administrative Agreement.

In addition, Participating UN Organizations are requested to submit semi-annual financial statements and reports, regarding released resources by the Fund to them; these shall be provided to the Fund Secretariat no more than three months after the six-month period ends. NGOs will submit financial reports in line with the Managing Agent requirements.

## 10 Operations Manual

These operating details will be developed in depth by the MPTFO and the Fund's Technical Secretariat within three months of the posts being appointed.

## 11 Amendments, duration, and termination

The MPTF Steering Committee will be able to modify, by mutual agreement, any of the provisions of these terms of reference in writing or establish complementary agreements.

The MPTF is now established till 31 December 2024.<sup>19</sup> The MPTF Steering Committee will have the authority to modify the MPTF's duration in agreement with MPTFO.

After the MPTF's closure the contractual liabilities undertaken by the MPTF under these terms of reference or any complementary agreements, including agreements signed with third parties, before receiving the corresponding notice of closure, will not be affected by this closure.

Any remaining balance in the MPTF account and separate account of implementing organizations after the closure of the MPTF will be used for a purpose established by the MPTF Steering Committee and the Donors, or it will be reimbursed to the Donor(s) in proportion to their contribution to the MPTF, as decided by the Contributor and the MPTF Steering Committee.

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<sup>19</sup> The duration of Fund's operations does not include the closure periods of the same.