



SUDAN FINANCING PLATFORM CONSOLIDATED ANNUAL NARRATIVE REPORT

SUDAN MULTI-PARTNER TRUST FUND (MPTF)

JANUARY TO DECEMBER 2023

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Contributors



Recipient Organizations



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EXECUTIVE SUMMARY

This Consolidated Annual Report provides a narrative update on progress made in the implementation of projects funded by the Sudan Multi-Partner Trust Fund (MPTF), formally known as the Sudan Financing Platform, from the period of 1 January to 31 December 2023. Over this period, the MPTF funded **three active projects**.

The outbreak of conflict between the Sudanese Armed Forces (SAF) and Rapid Support Forces (RSF) on 15 April 2023 drastically affected the operating environment for the UN and its partners; hindered the provision of much-needed humanitarian, development, and peacebuilding support; and significantly impacted the implementation of MPTF projects. Nevertheless, notable results were achieved during the reporting period, including:



80 Sudanese human rights defenders and civil society actors trained on monitoring and documentation of human rights and International Humanitarian Law violations, supporting their work from abroad following the conflict



Women's protection networks established in **21** IDP camps in five Darfur states, and **40** focal points trained as primary contacts for survivors of conflict-related sexual violence and gender-based violence (GBV)



30 youth trained as first tranche of youth ambassadors for human rights in Red Sea State, with a focus on enhancing protection, improving monitoring and reporting, and promoting a culture of human rights through engagement, advocacy and sensitization



Voice messaging system developed in partnership with local protection networks to strengthen the protection of civilians against violence and human rights abuses including sexual and gender-based violence (SGBV) in hotspot areas, generating real-time data to support senior decision-making



Six peacebuilding assessments finalized, providing a shared understanding of the causes, drivers, and consequences of conflict dynamics in Blue Nile, Kassala, North Darfur, South Darfur, South Kordofan, and Red Sea States, and supporting conflict-sensitive programming among the UN and its partners



51 Permanent Ceasefire Committee members trained on ceasefire monitoring, verification, investigation and conflict resolution, and **29** members trained on conflict resolution negotiations and best practices, in East and Central Darfur

The UNITAMS mandate was terminated by UN Security Council resolution 2715 (2023) which led to efforts for transitioning relevant tasks to the members of the UN Sudan Country Team. Following the closure of UNITAMS, the Good Offices function of the Secretary General was assumed by the Personal Envoy to the Secretary-General for Sudan. The Sudan MPTF was strategically re-oriented as a financing vehicle for the repositioning of the UN Country Team to scale up UN programmes in the context of continued conflict and safeguard the achievements of the UN integrated presence in Sudan. The Sudan MPTF plays a critical role in ensuring that the UNCT can continue to deliver as one in support of peacebuilding and development outcomes in Sudan while complementing the humanitarian response.

The conflict is ongoing as of the writing of this report, and over 15,500 people are estimated to have been killed, 6.7 million internally displaced, and 1.8 million individuals estimated to have fled Sudan for neighboring countries.

1. INTRODUCTION

This Consolidated Annual Narrative Report of the Sudan Multi-Partner Trust Fund (MPTF) was prepared by the MPTF-PBF Joint Secretariat, hosted by the UN Resident Coordinator Office, and the financial report was prepared by the United Nations Development Programme (UNDP) Multi-Partner Trust Fund Office (MPTF-O), as per the Fund's Terms of Reference, Memorandum of Understanding, and Standard Administrative Agreement (SAA) signed with contributors. This report covers the period of 1 January 2023 to 31 December 2023 and provides a narrative update on progress made in the implementation of projects funded by the Sudan MPTF.

2. BACKGROUND AND CONTEXT

2.1 Context in Sudan

2023 started with cautious optimism. The second phase of the talks towards the restoration of a transitional period and the formation of a civil government, which was launched on 8 January 2023, entailed negotiations between the military and civilian components to address issues including: security sector reform and the unification of the armed forces, transitional justice, the implementation of the Juba Peace Agreement (JPA), the status of the committee to dismantle the regime of Omar al Bashir, and East Sudan. These issues were discussed in a series of public consultations facilitated by the Trilateral Mechanism (comprising the UN Integrated Transition Assistance Mission Sudan (UNITAMS), the Intergovernmental Authority on Development (IGAD), and the African Union), and attended by signatories to the Framework Agreement signed on 5 December 2022 as well as representatives from civil society and political parties.

As efforts to finalize the political process continued through the first quarter of 2023, negotiations stalled over the issue of integrating the Rapid Support Forces (RSF) into one national army with the Sudanese Armed Forces (SAF) due to disagreements. Despite engagement from the UN and the international community to defuse tensions, relations between the two sides deteriorated. On 15 April, large-scale fighting began between the SAF and RSF in Khartoum and Meroe, which soon expanded across the country, provoking inter-communal tensions and attracting involvement from armed groups seeking to form alliances with conflict parties or pursue their own objectives. Over 15,550 fatalities have been recorded to date, however the actual number is likely to be higher.¹

In Darfur, clashes between the RSF and SAF quickly spiraled into conflict along ethnic lines, rooted in existing tensions over issues like access to land and basic services. In September, the UN Human Rights Office published reports of 13 mass graves around Geneina, West Darfur, resulting from attacks by the RSF and allied militias on primarily Masalit civilians. A resurgence of violence in Ardamata Town in November killed over 800 people and displaced thousands, predominantly from the Masalit community.² By November 2023 the RSF secured its control across most of Darfur, including the capitals of Nyala (South Darfur); Zalingei (Central Darfur); Geneina (West Darfur) and Ed Daein (East Darfur) in quick succession. As of December 2023, the RSF also controlled the majority of Khartoum and its twin cities of Omdurman and Bahri, while the SAF maintained control of nine states in Central, East and North Sudan, including the temporary capital city of Port Sudan and the agricultural heartlands of al Jazira, White Nile, Blue Nile, Sennar, Gedaref and Kassala.

1 ACLED, One Year of War in Sudan (14 April 2024) <https://acleddata.com/2024/04/14/sudan-situation-update-april-2024-one-year-of-war-in-sudan/>

2 UNHCR, Sudan: UNHCR warns of increasing violence and human rights violations against civilians in Darfur, <https://www.unhcr.org/news/press-releases/sudan-unhcr-warns-increasing-violence-and-human-rights-violations-against>

The conflict has had a devastating impact on civilians and infrastructure. Since April, 24.7 million people were in need of humanitarian assistance, which is a 57 percent increase on pre-conflict projections for 2023.³ Impaired agricultural production led to soaring price hikes and severe shortages of food, fuel, and other essential commodities, against the background of a protracted economic crisis. Approximately 20.3 million people – over 42 percent of the population – were driven into high levels of acute food insecurity between July and September 2023.⁴ The collapse of the health system limited access to urgent medical services for millions of people who grappled with recurring outbreaks of diseases including cholera, dengue and malaria. Access to other essential goods and services such as water, sanitation, shelter, electricity and education was also restricted.

Ongoing violence, limited access to implementation areas, and disrupted communications drastically affected the operating environment for the UN and its partners and hindered the provision of much-needed humanitarian, development, and peacebuilding support. Rule of law across the country deteriorated and at least 700,000 homes and institutions were either looted or destroyed by airstrikes. Sexual violence was deployed on a mass scale to intimidate women and families, rob civilians of property and money, and force them to flee.⁵ The harassment, arrest and detention of human rights defenders and local community activists markedly increased.

As a result of the conflict, Sudan currently faces the world's largest internal displacement crisis with 6.7 million individuals newly internally displaced since April 2023.⁶ Large influxes of IDPs placed pressure on host communities and exacerbated tensions over scarce resources, services and livelihoods. The arrival of 1.8 million refugees and returnees to neighboring countries also exacerbated existing security and humanitarian concerns in the region.⁷

In response to the outbreak of conflict, UNITAMS adapted its operations to focus on the following immediate priorities: i) to support efforts to secure a stable ceasefire with a monitoring mechanism; ii) preventing the escalation or ethnicization of the conflict and local conflict prevention; iii) protection of civilians and facilitating the provision of humanitarian relief; and iv) preparing, for when the time is ripe, a fresh political process with the participation of a broad array of civil and political actors, including women. However, local, regional and international mediation initiatives to resolve the conflict have been unsuccessful to date. The Jeddah talks, brokered by the United States and Saudi Arabia with support from the Trilateral Mechanism, achieved a series of short-term ceasefire agreements in May and June, which allowed for the delivery of some humanitarian aid. These agreements were frequently violated, which led to the adjournment of the Jeddah talks on 21 June, resuming in November 2023 with limited success.

UNITAMS also experienced significant setbacks with the Government of Sudan declaring Special Representative to the Secretary-General Volker Perthes as persona non grata and the decision by the UN Security Council to adopt resolution 2715(2023) which terminated UNITAMS mandate and directed UNITAMS to immediately start the cessation of its operations and the process of transferring tasks to UN AFPs where possible.

2.2 Rationale for and establishment of MPTF

In May 2017, a financing strategy mission to Sudan was undertaken by OECD and the MPTF Office (MPTF-O) in collaboration with other United Nations partners. Following the recommendations of the mission, the Sudan MPTF was established in 2019 to support a range of initiatives that advance integrated planning and a more coherent financing architecture across the humanitarian-development-peace nexus in Sudan.

3 OCHA, Sudan: Humanitarian Key Messages (November 2023), <https://reliefweb.int/report/sudan/sudan-humanitarian-key-messages-november-2023>

4 Ibid

5 OHCHR, Sudan: UN experts appalled by use of sexual violence as a tool of war, <https://www.ohchr.org/en/press-releases/2023/11/sudan-un-experts-appalled-use-sexual-violence-tool-war>

6 UNHCR, Operational Data Portal, Sudan (21 April 2024) <https://data.unhcr.org/en/situations/sudansituation>

7 Ibid

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), after which it became the primary funding vehicle to support implementation and operationalization of the UNITAMS mandate. The resolution mandated the following strategic objectives for UNITAMS, working in close collaboration with the transitional Government of Sudan:

1. Assist the political transition, progress towards democratic governance, 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.

As outlined in its terms of reference, the MPTF was perceived to offer the following key benefits in supporting the implementation of UN objectives in Sudan:

1. **Coherence:** Strengthen 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 SCR 2579 (2021) and 2636 (2022) – noting that coordination at the trust-fund level has fewer transaction costs to coordinate between individual peacebuilding programmes.
2. **Strategy:** Operationalizing the MPTF as a singular evolving peacebuilding strategy strengthens alignment between UNITAMS and its integrated UNCT partners around common outcomes and strategies in consultation with the Government of Sudan and donor partners.
3. **Accountability:** Through an MPTF, donors have additional lines of accountability for results at the highest level of mission leadership. The DSRSG leads UNITAMS and the UNCT to capitalize and operationalize the fund, which is 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.
4. **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 peace-making are considered strategic priorities across the UN system and by Government counterparts.
5. **Flexibility:** An MPTF can rapidly respond to changed or new needs coming up and can prioritize within the strategic framework.
6. **Reduced transaction costs:** Transaction 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.
7. **Resource mobilization:** An MPTF helps ensure coherence in resource allocations and fund-raising in peacebuilding. It allows for donor engagement on peacebuilding to be better coordinated and planned without restricting donor contributions to agencies, funds and programmes directly. With the fund chaired by the DSRSG/RC/HC, it benefits from high-level engagement and good offices.

2.3 Fund governance

The governance of the Sudan MPTF is represented by the below diagram:

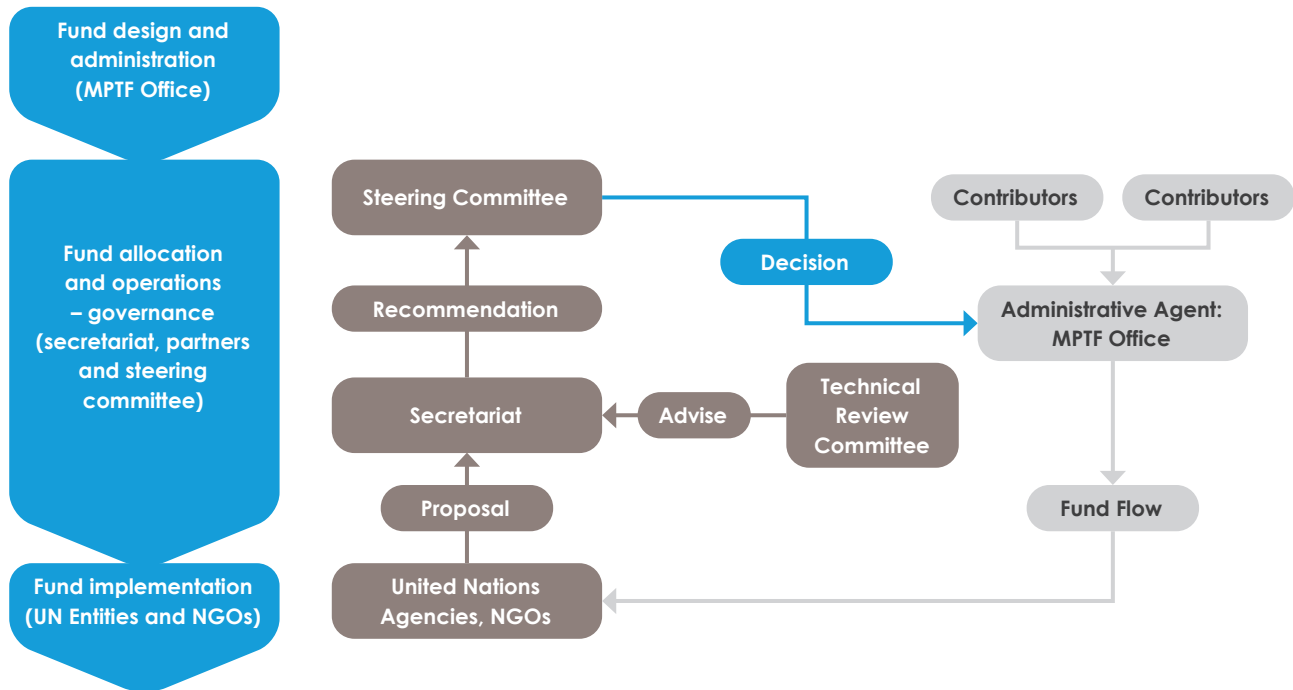


Figure 1: Sudan MPTF governance structure

The **MPTF Steering Committee** provides strategic guidance and overall supervision of the MPTF. It is Chaired by the UN Resident Coordinator and includes at least three contributing donors, three UN agencies, and a UNITAMS representative (until the decision of the UN Security Council of 1 December 2023 to terminate the mission's mandate). The MPTF-PBF Joint Secretariat and the New York- based Multi-Partner Trust Fund Office (MPTF-O) are ex officio members of the Steering Committee. Among other responsibilities, the MPTF Steering Committee provides general oversight and exercises overall accountability for the MPTF, approves the strategic direction of the MPTF, and reviews and approves proposals submitted for requested funding.

As of January 2023, the Sudan MPTF and UN Peacebuilding Fund (PBF) **Joint Secretariat** is responsible for the coordination, monitoring, evaluation, and communications of both funds. The MPTF-PBF Joint Secretariat reports to the Resident Coordinator and, among other responsibilities, provides technical and administrative support to the Steering Committee and Technical Review Committee, advises the Steering Committee on strategic issues, programme approvals, and ongoing project progress, undertakes monitoring and evaluation of the active portfolio, supports the development of new project proposals, and facilitates coordination and communications between MPTF recipient organizations and other relevant stakeholders.

Through the Secretariat, the DSRSG/RC/HC appoints a **Technical Review Committee** to review project proposals and submit findings and recommendations to the Secretariat. The Secretariat subsequently presents recommendations to the Steering Committee for their approval.

MPTF resources are allocated to participating United Nations organizations, formerly including UNITAMS, that have signed a Memorandum of Understanding with the Administrative Agent. Each participating United Nations organization assumes full programmatic and financial accountability for the funds disbursed to it by

the Administrative Agent. These funds are administered by each participating United Nations organization in accordance with its own regulations, rules, directives, and procedures. Resources can also be allocated to registered international and national NGOs who can access funds as a sub-grantee of any Participating UN organization provided they meet MPTF-O eligibility criteria.



In a series of workshops organised by UNITAMS and People to People with support from the Sudan MPTF, women, men and youth shared their views on what transitional justice means for Darfur and Sudan in February 2023.

3. STRATEGIC FRAMEWORK

In October 2022, the Joint **MPTF-PBF Strategic Results Framework (SRF)** was endorsed by the DSRSG/RC/HC in Sudan. It was developed to serve as a joint strategic framework of the MPTF and the UN Secretary-General's Peacebuilding Fund (PBF) to bring together the investments of the two funding sources under a shared strategic chapeau and with common high-level outcomes.

The SRF draws significantly on the Sudan Peacemaking, Peacebuilding and Stabilization Programme (SPPSP), which previously functioned as the programmatic framework for the MPTF. The SRF was also designed in alignment with the 2023 *UN Common Approach and Priorities* document, which outlined collectively agreed upon programmatic priorities to guide UN action in Sudan amidst the political crisis following the military takeover in October 2021, and within the overall framework of the UN Development Assistance Framework (UNDAF) and Security Council Resolutions 2524, 2579 and 2636.

The three overarching outcomes of the SRF, which guide MPTF financing in Sudan, are as follows:

Outcome 1: 'Hotspot' communities in Sudan are stabilized and experience decreased levels of violence

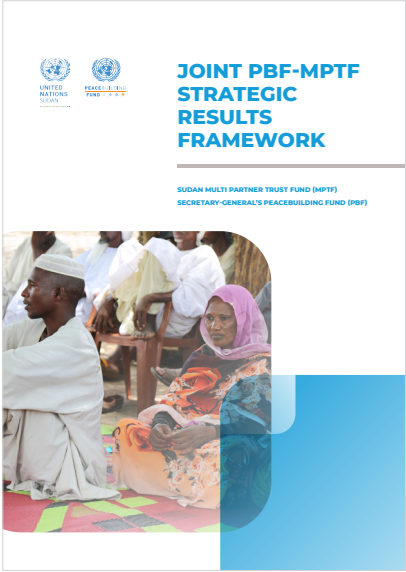
The first priority of the SRF is to stop further violence through stabilisation of known hotspots. Stabilisation programming is usually conceived according to three pillars of intervention, all of them relevant to a greater or lesser extent across Sudan: 1) rule of law and access to justice, including work for the protection of civilians, to establish minimum levels of public safety and security; 2) provision of basic services, including health care and education, services infrastructure, and to resolve issues in regard to access to water, land and other natural resources; 3) livelihoods initiatives to ensure minimum income levels for inhabitants of target areas, to ensure food security and cover basic household needs.

Outcome 2: Sudan has a legitimate, inclusive ‘infrastructure for peace’ engaged in conflict prevention, peacemaking and peacebuilding at national and sub-national levels

Infrastructure for peace can be understood as “a dynamic network of interdependent structures, mechanisms, resources, values and skills which, through dialogue and consultation, contribute to conflict prevention and peacebuilding in a society.” The role of civil society, particularly actors such as peace activists, human rights organisations, academia, women and youth groups, religious and civil leaders at both national and local levels, is understood as fundamental to this approach, as well as linking infrastructures at national and sub-national levels.

Outcome 3: Political processes, peacemaking and implementation of peace agreements advance progress toward a peaceful and democratic transition

Wherever possible, the SRF seeks to support national stakeholders to advance critical political, governance, human rights, and rule of law reforms and to reach and implement peace agreements at all levels. Prior to the termination of UNITAMS, this required the mission's advocacy, technical assistance and good offices, support to JPA implementation and institutional reforms when and if possible, as well as local agreements in the 'hotspot' areas pertaining, inter alia, to IDP/refugee return, delineation of migratory routes, and management of natural resources. This included continued UNITAMS good offices and outreach to those groups that have not yet been included in the peace process, and promoting an inclusive and participatory approach that will be key to ensuring broad buy-in to agreements reached. Since the termination of UNITAMS, the programmatic approach under SRF Outcome 3 relevant to the scope of the MPTF is the conclusion and sustainability of local level peace agreements and mediation/reconciliation efforts aimed at mitigating intercommunal conflict including between farmers and pastoralists/nomads.



Joint MPTF-PBF Strategic Results Framework (SRF)

Under each outcome, the SRF identifies a set of programmatic approaches which are informed by MPTF and PBF priorities and aligned with the three critical priorities of the Common Approach. Funds contributed to the Sudan MPTF can be earmarked at the outcome level, as outlined in the below diagram.

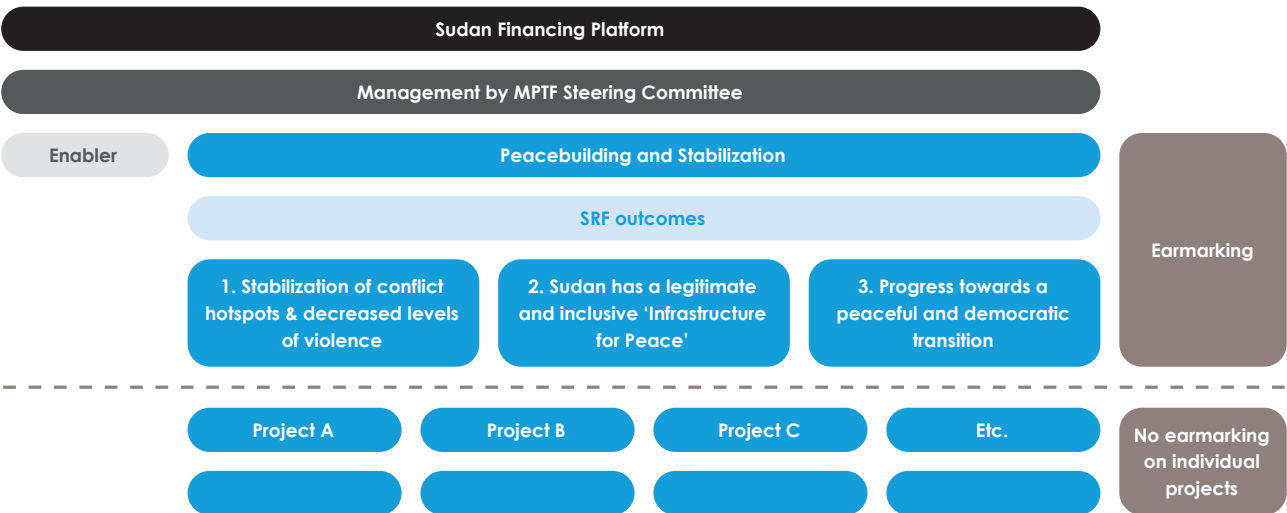
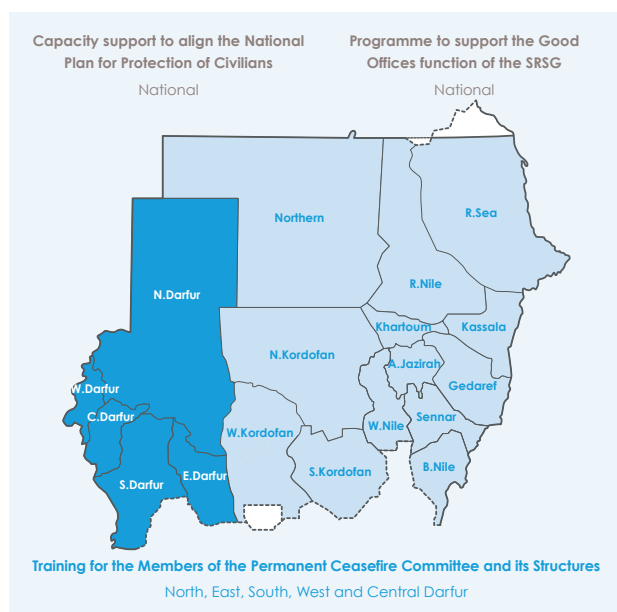
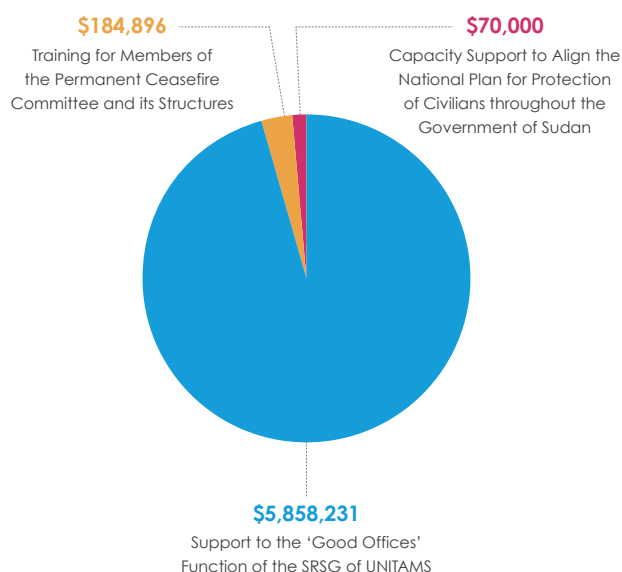


Figure 2: Sudan MPTF thematic pillars and earmarking as per Strategic Results Framework (SRF)

Investments as of 31 December 2023



Total funds allocated (USD)



4. PROJECT RESULTS

In 2023, the Sudan MPTF funded three projects, all of which completed on 31 December 2023. The key results and impacts of the projects across the January 2023 to December 2023 reporting period are outlined below.

4.1 Programme to support the “Good Offices” functions of the Special Representative of the Secretary-General (SRSG) of the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS)

Project ID 00130731

Status: Complete | **Budget:** 5,858,231 USD | **Implemented by:** UNITAMS

Timeline: 1 Sep 2021 – 31 Dec 2023

Official financial information is in the Financial Report prepared by the MPTF-Office

Project Objectives

The project aimed to support the Special Representative of the Secretary-General (SRSG) good offices function in supporting the peace process and implementation of current and future peace agreements in Sudan. The project was developed in line with the SRSG good offices function as outlined within United Nations Security Council resolution 2524 (2020), within the context of Sudan's transition towards democratic governance with a Transitional Government in place. On 25 October 2021, however, approximately one month after the approval of the Programme, Sudan underwent a military takeover which significantly changed the political reality in the country.

While the programme initially focused on assisting the political transition in Sudan and supporting political talks between Government and non-signatory groups to the Juba Peace Agreement (JPA), dialogue between these parties broke up in July 2021, and the prospects for the resumption of talks significantly receded after the military takeover of October 2021. Moreover, following the military takeover, mass demonstrations took place resulting in killings, detentions, and injuries of protestors, as well as delays in the implementation of the JPA, increased rates of violence in Darfur and the Two Areas, and deterioration of human rights and protection of civilians. As a result, the Programme results framework was revised in May 2022 to better meet the Programme's set objectives with the SRSG good offices function focusing on the following priority areas:

1. Support to inclusive political dialogue with a view to restoring a Sudanese-owned way forward for the transition
2. Effective good offices and advocacy in respect of human rights and protection of civilians
3. Support to the implementation of the JPA
4. Support to peace implementation activities where opportunities exist, including with a view to preventing new escalation of conflict that could undermine the fabric of the Juba Peace Agreement

Summary of Project Results

The first tranche of USD 3.99 million was disbursed in February 2022, following approval of the project by the MPTF Steering Committee in September 2021. Despite the challenging operational environment, UNITAMS implemented several activities under Outcome 1 and 3 of the Programme in the 2022 reporting period, including launching the first phase of political consultations with the aim to restore Sudan to the path of transition, and supporting the undertaking of several peacebuilding assessments to inform and support the peace process in Sudan. Considering delays to implementation caused by the military takeover of 25 October 2021, UNITAMS requested a no-cost extension which was approved in November 2022, extending the Programme until 31 December 2023.

The second and final tranche of USD 1.86 million was disbursed in March 2023. Despite even greater challenges to implementation posed by the outbreak of large-scale conflict on 15 April 2023, UNITAMS implemented activities under all four Programme outcomes in the 2023 reporting period. During the first quarter of 2023, UNITAMS as part of the Trilateral Mechanism conducted five workshops on the five issues stipulated in the Political Framework Agreement and ensured the meaningful participation of women and youth (including from Resistance Committees), and the integration of gender considerations in the outcomes of the workshops, which contributed to an inclusive political process. UNITAMS contributed to increased public awareness of the political talks and mis- and disinformation through its media strategy and outreach efforts.

During the reporting period, UNITAMS implemented several sub-projects which contributed to the timely use of its good offices in respect of human rights and protection issues. This included the establishment of a voice messaging system to gather and generate real-time data and information on civilian protection in hotspot areas, which was used to inform leadership and support decision-making. In addition, UNITAMS' support to youth initiatives in the East region of Sudan, and women protection networks in Darfur, enhanced their capacities in human rights advocacy, monitoring and reporting. The Programme also supported the implementation and adherence to the JPA by strengthening the capacity of Civil Society Organisations (CSOs) to collect evidence of human rights abuses for future accountability processes, and finalised six peacebuilding assessments to inform peacebuilding programming in conflict-affected areas.

Despite the progress made under the Good Offices Programme in the first quarter of 2023, the outbreak of conflict in April significantly hampered UNITAMS' ability to implement the Programme in the rest of 2023 due to high security risks and the relocation and evacuation of most staff. Following the outbreak of conflict, UNITAMS adapted its mandate delivery to focus on four immediate priorities adapted to the current context: i) achieving a stable ceasefire with a monitoring mechanism; ii) preventing the escalation or ethnicization of the conflict; iii)

protection of civilians and facilitation of the provision of humanitarian relief; and iv) supporting, at the appropriate time, a fresh political process to govern a new transitional period with the participation of a broad array of civil and political actors, including women.

Some sub-projects under the Programme continued to be implemented, including by adopting alternative implementation modalities from remote or less conflict-affected areas in Sudan. However, others could not be implemented due to a confluence of challenges caused by the October 2021 military coup and the April 2023 conflict. This included the following outputs: 2.4 Engagement with national parties and communities to build knowledge of Sudan's child protection obligations; 2.5 Advocacy, campaign and storytelling in support of trust building and promotion of UNITAMS Mandate; 3.1 Support to new Commissions constituted according to the JPA if requested by Government; 3.2 Support to state level technical committees to verify and follow up on protection and human rights issues as per JPA; 3.4 Four additional peacebuilding assessments to identify priorities for peacebuilding; 4.1 Outreach dialogue and peacebuilding engagement by UNITAMS Regional Office in West Darfur with IDPs, returnees and host communities; 4.2 Workshops to build subnational capacity for conflict prevention and peacebuilding as part of integrated approaches to civilian protection; and 4.4 Workshops with youth and local broadcasters in conflict -affected areas to recognize and combat hate speech and promote language of peace.

Following the closure of UNITAMS, the Good Offices function of the Secretary General was assumed by the Personal Envoy to the Secretary-General for Sudan, ensuring the sustainability of results achieved under this programme.



With support from the Sudan MPTF, in March 2023 UNITAMS convened a diverse group of women from across Sudan ahead of the then anticipated revision of the draft constitution, in order to brainstorm strategic next steps and advocate to include their demands in any future constitutional document.

Results by Project Outcome

Outcome 1: Inclusive peace process with the meaningful participation of women leads to a constitutionally legitimate agreement on the way forward to restore the transition

Under Outcome 1, UNITAMS provided logistical and operational support and technical expertise to five technical workshops on five issues stipulated in the Political Framework Agreement (PFA) signed on 5 December 2022, which took place from January to March 2023: i) justice and transitional justice; ii) security and military reform; iii) Juba Peace Agreement and completion of peace; iv) dismantling of 30 June regime; and v) Eastern Sudan, with the aim that the recommendations derived from these workshops would be incorporated into the final political agreement. At the request of PFA signatories, UNITAMS as part of the Trilateral mechanism conducted the five

workshops, four of which produced a comprehensive list of recommendations on the discussed topics. The workshop on security and military reform did not produce an agreement on the outcomes due to differences between SAF and RSF on the timeline of RSF's integration and chain of command.

UNITAMS supported women's meaningful participation in this final phase of the political talks by contributing senior gender technical expertise to the workshops, which provided guidance on gender-balanced participation and created an enabling environment for the safe and inclusive engagement of a diverse range of participants including people with disabilities. UNITAMS advocated for 40 percent representation of women participants, moderators, and experts in the workshop, and managed to achieve 26-30 percent, except for the workshop on military and security sector reform. Nevertheless, the technical expertise UNITAMS provided ensured that gender-sensitive recommendations were included in the workshop outcomes.

UNITAMS strengthened its media and outreach strategy through the recruitment of consultants who conducted regular monitoring and analysis of media outlets and public opinion which served as the basis for developing a strong narrative on UNITAMS and the Trilateral Mechanism role in the political talks; provided real-time information on initiatives carried out by UNITAMS and the Trilateral Mechanism through publishing content on its [website](#) and [social media](#), and organizing interviews between the SRSG and prominent local, regional and international media. UNITAMS developed a daily report on trends observed on social and traditional media in relation to the political process to allow better informed decision-making and counter mis- and disinformation, and contributed to the development of the communications and media strategy of the final phase of the political process. Following the outbreak of the conflict on 15 April, UNITAMS focused on media monitoring and analysis including the development of a regular report on the reputation of UNITAMS and the UNCT, whose key facts were shared with UNITAMS leadership and the UN Communications Group crisis cell on Sudan established at the UN HQ level. As a result of UNITAMS activities to implement its media strategy and outreach activities, public awareness of the role of UNITAMS and the Trilateral Mechanism in the political talks was increased and, in some cases, misinformation countered.

Following the outbreak of the conflict in April 2023, UNITAMS supported enhanced capacity for political monitoring and engagement in Sudan by recruiting three national consultants to fill the gaps created by staff evacuation and relocations. The consultants increased UNITAMS' monitoring capacity of political developments in the field, with a particular focus on conflict-affected areas, and provided political analysis of emerging issues due to the ongoing conflict.

Outcome 2: Timely use of UNITAMS good offices in respect of human rights and protection issues, building on verified data and community engagement

Under Outcome 2, UNITAMS improved its real-time monitoring and reporting of protection threats against civilians through the recruitment of consultants to develop and implement of a voice messaging system in partnership with local protection networks in hotspot areas in Sudan. This network of civil society organizations collects and gathers information against conflict indicators in hotspot areas. The voice messaging system strengthened civilian protection with a focus on threats and imminent attacks against civilians, as well as human rights violations and abuses, including sexual and gender-based violence. The real-time data supported senior decision-making, including through the SRSG's good offices advocacy and engagement efforts. This was particularly important following the outbreak of the conflict in April, where threats and abuses against civilians increased dramatically in conflict-affected areas.

UNITAMS supported the creation of a Youth in Human Rights Initiative (YIHRI) in East Sudan with the Red Sea State as a pilot project. Through the services of a consultant, YIHRI focused on building the capacity of youth to utilize human rights as a constructive tool for community dialogue, peaceful coexistence, and stabilisation. Following consultation with local communities, a diverse group of 30 youth was selected and trained as the first tranche of youth ambassadors for human rights with a focus on enhancing protection, improving human rights monitoring and reporting, and promoting a culture of human rights through engagement, advocacy and sensitization.

UNITAMS established Women Protection and Survivors of conflict related sexual violence (CRSV) networks in 21 internally displaced persons (IDP) camps in the five Darfur states, and identified over 40 focal points from the IDP community and localities as the primary contact for victims of conflict related sexual violence. UNITAMS planned workshops in all five states to further strengthen the capacity of the networks, particularly in enhancing the capacity of focal points to monitor and report cases of CRSV and gender-based violence (GBV) to UNITAMS, to facilitate the timely use of UNITAMS good offices on these matters when needed. Although many network focal points were displaced by the conflict that began April, some continued to monitor and report on CRSV to UNITAMS, and remained in some cases the primary contact for CRSV and GBV survivors. UNITAMS activities in this area were based on the findings of five assessments carried out in 2022 on the CRSV/GBV context in each of the five Darfur states, including successes, challenges and gaps with regards to women's protection and access to services. The findings provided recommendations to UN partners, including the Monitoring, Analysis and Reporting Arrangements (MARA) Working Group, for further action.



With support from the MPTF, a diverse group of 800 men and women from across Sudan participated in a national conference for building a Sudanese model for justice and transitional justice in March 2023, convened by the Trilateral Mechanism and the High National Committee on Transitional Justice.

Outcome 3: Provisions of Juba Peace Agreement are adhered to, including with respect to human rights and accountability

Under this outcome, UNITAMS strengthened the capacities of civil society actors to document human rights violations and abuses and uphold criminal accountability in line with the provisions of the JPA. This included a mapping of capacity gaps of civil society groups in 12 out of Sudan's 18 states, which were addressed through the provision of targeted trainings for CSO actors. Due to the conflict, it was not feasible to conduct the mapping in the remaining six states. Six online trainings were held, as well as two in-person trainings for CSOs in Port Sudan, Red Sea State and Madani, El Gezira State. Two specialised training workshops were also held in Entebbe, Uganda on monitoring and documentation of human rights and International Humanitarian Law (IHL) violations, in which 80 human rights defenders and civil society actors operating from outside Sudan took part. These trainings provided human rights and civil society actors who left Sudan following the conflict with a valuable platform for engagement and to continue their work despite the challenging environment.

UNITAMS facilitated four validation workshops on the findings of peacebuilding assessments conducted in South Darfur, North Darfur, South Kordofan and Blue Nile from March to April 2023, which led to the finalization of the six peacebuilding assessments spearheaded by UNITAMS and UNDP in Sudan's conflict-affected and marginalised states. The workshops provided an opportunity for participants including representatives of state and local authorities, native administrations, civil society, women's groups, youth, internally displaced persons and pastoralists to receive and discuss the findings, and discuss peacebuilding priorities to inform future programming. The final assessments provided an evidence base for peacebuilding interventions and conflict-sensitive programming in line with UNITAMS' integrated mandate, particularly in relation to the implementation of the JPA. They contributed to a shared understanding of the causes, drivers, and consequences of conflicts, as well as of opportunities for peacebuilding and peace implementation, and facilitated discussions on prioritization and sequencing with partners, including the wider international community. The integrated analysis of the assessments underpinned the implementation of the UN Common Approach, enabling more streamlined funding for peacebuilding initiatives, increasing agility and avoiding overlap.

Outcome 4: Local tensions with potential to derail JPA implementation are de-escalated

Under this outcome, UNITAMS continued its comprehensive in-depth assessment of the role of rural courts in mediating conflicts and de-escalating tensions in conflict-affected areas. The aim of the assessment was to inform the SRSG's good offices and efforts to advocate and advise for stronger accountability and rule of law while also recognizing the important role of rural courts as a local conflict-prevention mechanism. The assessment focused on conflict affected areas including Darfur, South Kordofan and the Eastern States. The desk review part of the assessment was finalized, however the outbreak of the conflict on 15 April disrupted data collection and resulted in the research being put on hold.

4.2 Training for the members of the Permanent Ceasefire Committee and its structures

Project ID 00131835

Status: Complete | **Budget:** 184,896 USD | **Implemented by:** UNITAMS

Timeline: 1 Sep 2021 – 31 Dec 2023

Official financial information is in the Financial Report prepared by the MPTF-Office

Project Objectives

The Juba Agreement for Peace in Sudan between the Transitional Government of Sudan and the Parties to Peace Process (JPA) of October 2020 foresees the establishment of a permanent ceasefire in the Darfur region to be overseen by a Permanent Ceasefire Committee (PCC) chaired by UNITAMS, the Government of Sudan and five Darfuri Armed Struggle Movements. UN Security Council resolution 2579 (2021) further mandates ceasefire monitoring in Darfur as a UNITAMS priority for the period 2021-2022. In the wake of the military takeover in October 2021 and given the deterioration of the security situation in Darfur, the SRSG also reiterated that the implementation of security arrangements is a much-needed priority to prevent the further escalation of conflict. This project aims to support the operationalization of the PCC in line with its intended mandate and functions, by supporting the development of institutional and subsidiary structures of the PCC and providing capacity building support to harmonize and strengthen knowledge, procedures, skillsets, and trust among PCC members. The targeted immediate beneficiaries of this project were the estimated 130 members of the PCC and its Secretariat.

Summary of Project Results

In 2022, the project contributed to establishing the full structure of the PCC, including the Secretariat, Sector Committees, and their respective field offices in Darfur. The development of SOPs and the trainings conducted also contributed to increasing the knowledge, skillsets, and trust among PCC members to implement its mandate and functions as reflected in the JPA. Despite the progress made, many activities were delayed by the October 2021 military takeover, resulting in the approval of a no-cost extension for the project until 31 December 2023.

During the first quarter of 2023, the project continued its capacity-building activities with PCC members. However, the outbreak of the conflict between the SAF and RSF on 15 April 2023 significantly impacted the PCC's ability to carry out its functions on the ground in Darfur, resulting in all project activities being suspended. Despite the challenging circumstances, the PCC was able to remain partially operational in Darfur with UNITAMS continuing its chairmanship and providing remote support to PCC members. Following the outbreak of the conflict, the PCC played a pivotal role in ensuring the neutrality of armed groups signatories of the JPA and supporting mediation efforts to deescalate tension, negotiate local ceasefires, and facilitate the protection of civilians. After the evacuation of UN international staff from Sudan, UNITAMS continued to remotely support national PCC members in Darfur to monitor the security situation, document ceasefire violations, and engage and mediate with national stakeholders to de-escalate tensions and negotiate local ceasefire agreements. UNITAMS also continued its operational support to PCC national offices.

Project Results by Outcome

Outcome 1: PCC personnel at all levels have an increased understanding of the Permanent Ceasefire Committee, its mandate, and its functioning.

No activities implemented in 2023.

Outcome 2: The PCC is able to undertake functions given to it in the JPA by having well trained personnel

Under this outcome, 24 PCC members were trained in East Darfur and 27 members in Central Darfur on ceasefire monitoring, verification, investigation and conflict resolution in February and March 2023. 15 PCC members in East Darfur and 14 members in Central Darfur were trained on conflict resolution, with a focus on negotiations and best practices in March 2023. In addition, 22 PCC members took part in a one-day activity in all five PCC sector offices (Ed Daein, El Fasher, Nyala, El Geneina and Zalingei) to discuss the PCC mandate and operations. The project activities in the five PCC sectors provided a forum to facilitate cordial interaction between JPA signatories and other stakeholders, which plays a crucial role in preparing for future conflict resolution efforts. The activities also strengthened the skill sets and knowledge necessary for PCC members to carry out their mandated tasks as enshrined in the JPA. Consequently, PCC members were able to perform their duties as members of the monitoring mechanism during the conflict beginning in April 2023 as well as undertake other functions according to the JPA. The project activities were part of the training curricula developed in 2022 which aims to strengthen the PCC capacity to undertake functions given by the JPA by having well-trained personnel.

Outcome 3: Through the joint training, an environment is created that facilitates trust building between parties

The training curricula developed under Outcome 2 included joint trainings with trust-building activities such as information sharing, team exercises and brainstorming sessions. The activities conducted in 2023 were part of the developed training curricula and also contributed to an environment that facilitated trust-building among PCC members.



Monitoring and managing ceasefire violations was the topic of a three-day training course held in El Daein, East Darfur, in February 2023, part of UNITAMS' support to the peace process in Darfur through the Permanent Ceasefire Committee, with assistance from the Sudan Multi-Partner Trust Fund.

4.3 Capacity support to align the National Plan for Protection of Civilians throughout the Government of Sudan

Project ID 00128982

Status: Complete | **Budget:** 70,000 USD | **Implemented by:** UNITAMS, UNDP

Timeline: 1 Sep 2021 – 31 Dec 2023 (on hold throughout reporting period)

Project Objectives

United Nations Security Council resolution 2524 (2020) mandates UNITAMS to provide support to Sudan's transition, including assisting the country to achieve the goals of the Constitutional Document. In particular, the resolution tasks UNITAMS to work in close collaboration with the Government of the Sudan to, among other objectives, assist in the protection and promotion of human rights, enhance civilian protection, and strengthen rule of law, especially in Darfur and the Two Areas. The resolution also requests UNITAMS to support the Government of the Sudan in the implementation of the National Plan for Civilian Protection (S/2020/429), which was presented to the Security Council in May 2020.

The purpose of this project is to engage the services of a consultant to provide technical support to the National Mechanism for Civilian Protection in the implementation of the National Plan for Civilian Protection, including to develop and maintain a sustained working relationship and liaison between the United Nations and the National Mechanism and identify areas of support the United Nations may provide at both national and state levels for the National Plan for Civilian Protection.

Summary of Project Results

In August 2021, UNITAMS, with the support of UNDP, finalized the terms of reference of the consultant and in October 2021, a candidate was selected from a pool of qualified applicants. Administrative arrangements regarding the hiring of the consultant were completed with a notification shared with the Ministry of Cabinet Affairs on the status of the hiring process and anticipated entry of duty of the consultant.

However, the military takeover on 25 October 2021 significantly changed the operating context for this project, as it resulted in an extensive campaign against the civilian transitional government and the detention of those who had been instrumental in the coordination and planning processes related to the National Mechanism and implementation of the National Plan for Civilian Protection. The extended absence of the key government partners and the prevailing security and political situation were not conducive for the implementation of the consultancy assignment.

Due to these factors, this project was put on hold until circumstances would be conducive for the assignment to take place. UNITAMS requested a no-cost extension of the project which was granted in December 2022 extending the project until 31 December 2023. Following the granting of the no-cost extension, discussions were initiated with Ministry of Foreign Affairs and Ministry of Interior to agree on next steps regarding the recruitment of the national consultant, though recruitment remained suspended throughout 2023 and the project ultimately closed without implementation.

5. CHALLENGES AND LESSONS LEARNED

5.1 Outbreak of conflict in April 2023

The large-scale fighting that began between the SAF and RSF on 15 April created significant challenges for the overarching objectives and day-to-day implementation of ongoing MPTF projects. The political process, including the talks to restore Sudan to a transition path, was brought to a halt. UNITAMS international staff were evacuated from Sudan and the Mission established temporary offices in Nairobi and Addis Ababa, and a small UN footprint remaining in Port Sudan, including the continued presence of national staff. Widespread instability across the country, including Darfur, made it challenging for the PCC to carry out its functions on the ground.

In response to these developments, both project teams proactively adjusted programme priorities and operational modalities. UNITAMS adapted its operations to focus on immediate priorities brought by the new context and continued its chairmanship role and support to PCC members remotely, which remained partially operational in Darfur. Nevertheless, UNITAMS' operations were impacted to the extent that the Security Council adopted resolution 2715(2023) on 1 December 2023, which terminated the UNITAMS mandate and directed the immediate cessation of its operations and the process of transferring relevant tasks to the UN Country Team by 29 February 2024.

Prior to Security Council Resolution 2715(2023), UNITAMS drafted a Lessons Learned Report for the SRSG Good Offices Programme in late 2023 to strengthen programme implementation and future planning. Collecting data from lessons learned logs and feedback from colleagues involved in programme implementation, the report outlines key programme successes, shortcomings and solutions, which, in addition to the external factors of the 2021 military coup and 2023 large-scale conflict, also include the limited operational capacity of UNITAMS, the need for strengthened synergies and integration between the mission and UN Country Team, and improved results-based management.

5.2 October 2021 Military takeover

Project teams adjusted to the new operational reality brought by the military takeover of 25 October 2021 through adjusting workplans and results frameworks, and securing no-cost extensions to accommodate for unavoidable delays. Nevertheless, the political and operating environment did not become conducive to the implementation of the 'Capacity support to align the National Plan for Protection of Civilians throughout the Government of Sudan,' which remained on hold throughout the reporting period and ultimately closed without completion.

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