

## Peace Agreement Access Tool PA-X <https://pax.peaceagreements.org/>

<b>Country/ entity</b>	Sudan Darfur
<b>Region</b>	Africa (excl MENA) Africa (excl MENA)
<b>Agreement name</b>	Framework Agreement to Resolve the Conflict in Darfur between the Government of Sudan and the JEM
<b>Date</b>	23 Feb 2010
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/ conflict level</b>	Intrastate/intrastate conflict ( Sudan Conflicts (1955 - ) )
<b>Stage</b>	Framework/substantive - partial
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Darfur-Sudan peace process
<b>Parties</b>	For the Government of Sudan (GoS): Dr. Amin Hassan Omer, Minister of State, Ministry of Culture, Youth and Sports; For the Justice and Equality Movement Sudan (JEM): Ahmed Mohammed Togud Lissan, Secretary for Negotiations and Peace Affairs;
<b>Third parties</b>	Witnessed by: For the State of Qatar: Ahmed bin Abdullah Al-Mahmoud, Minister of State for Foreign Affairs and Member of the Cabinet; For the AU-UN Mediation: Djibrill Yipene Bassole, Joint Chief Mediator;
<b>Description</b>	A short framework agreement committing the parties to an immediate ceasefire, integration of JEM forces into the Sudanese military, and committing the parties to further negotiations on the issues of administrative reorganization, wealth-sharing, and further non-disclosed issues.

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**Agreement  
document** [SD\\_100223\\_Framework GoS JEM.pdf](#)  | [Download PDF](#)

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### Groups

Children/  
youth No specific mention.

Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/national group	No specific mention.
Religious groups	No specific mention.
Indigenous people	No specific mention.
Other groups	No specific mention.
Refugees/displaced persons	Groups→Refugees/displaced persons→Rhetorical Page 2, Article (8) The Government of Sudan (GOS) shall commit itself to fairly compensate the refugees, and displaced persons and all those who have been affected by the conflict in Darfur and shall also commit itself to ensuring the right of voluntary return for the refugees and displaced persons to their original areas and establish service providing institutions and infrastructure with a view to securing a decent life for them.
Social class	No specific mention.

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## Gender

Women, girls and gender	No specific mention.
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Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

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## State definition

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

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

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

Independence/ secession No specific mention.

Accession/ unification No specific mention.

Border delimitation No specific mention.

Cross-border provision No specific mention.

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## Governance

Political institutions (new or reformed) No specific mention.

Elections No specific mention.

Electoral commission No specific mention.

Political parties reform No specific mention.

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

Traditional/religious leaders No specific mention.

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

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

Constitution No specific mention.

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## **Power sharing**

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

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## Human rights and equality

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

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## Rights related issues

Citizenship	Rights related issues→Citizenship→Citizens, specific rights Page 1, Preamble, ...Being desirous to work towards a balance development to the Sudanese nation which relies on the diversity and idiosyncrasy of the different Sudanese regions with a view to ensuring socio-economic progress for all, and full exercising of fundamental freedoms, based on equality among citizens.
Democracy	No specific mention.
Detention procedures	No specific mention.
Media and communication	No specific mention.

Mobility/  
access      No specific mention.

Protection  
measures      No specific mention.

Other      No specific mention.

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## **Rights institutions**

NHRI      No specific mention.

Regional or  
international  
human  
rights  
institutions      No specific mention.

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## **Justice sector reform**

Criminal  
justice and  
emergency  
law      No specific mention.

State of  
emergency  
provisions      No specific mention.

Judiciary  
and courts      No specific mention.

Prisons and  
detention      No specific mention.

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

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### **Socio-economic reconstruction**

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

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

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## Land, property and environment

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

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## Security sector

Security Guarantees	No specific mention.
Ceasefire	Security sector→Ceasefire→Ceasefire provision Page 1, Article (1), Announcement of a ceasefire and the immediate initiation of negotiations in order to agree on the enforcement of the same.
Police	No specific mention.

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

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

DDR No specific mention.

Intelligence services No specific mention.

Parastatal/ rebel and opposition group forces	<p>Page 1, Preamble, ...Taking into consideration the Interim Constitution of the Republic of the Sudan, the Comprehensive Peace Agreement (CPA) signed in Naivasha in January 2005, and the Agreement of Good Will and Confidence Building for the settlement of the problem in Darfur, signed in Doha on 17 February 2009 between the Government of National Unity and the Justice and Equality Movement Sudan, and</p> <p>Page 1, Preamble, ...Convinced of the genuine desire shown by the Government of Sudan (GOS) and the Justice and Equality Movement Sudan (JEM),</p> <p>Page 2, Article (2), Issuance of a general amnesty for the civil and military members of the Justice and Equality Movement Sudan (JEM), and the release of the war prisoners and convicted persons from both sides, after the final signing of this Agreement.</p> <p>Page 2, Article (4), The Justice and Equality Movement Sudan (JEM) shall immediately be transformed into a political party upon signing the comprehensive and final peace agreement.</p> <p>Page 2, Article (5), Integration of the forces of the Justice and Equality Movement Sudan in the Armed Forces and the consolidated Security and Police Forces according to what is agreed on by the two parties, this procedures shall be preceded by deploying and training these forces in such locations and according to such a mechanism as to be agreed upon by the two parties.</p> <p>Page 2, Article (6) The Government of Sudan (GOS) shall bear all necessary expenses of the Forces of the Justice and Equality Movement Sudan (JEM) during the deployment and training period thereof.</p> <p>Page 2, Article (7) All military and civil personnel of the Equality and Justice Movement Sudan fired from service shall be reinstated to their equal ranks in such a manner as to be agreed upon by the two parties.</p>
Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.

Crime/  
organised  
crime No specific mention.

Drugs No specific mention.

Terrorism No specific mention.

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## Transitional justice

Transitional  
justice  
general No specific mention.

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

Transitional justice→Amnesty/pardon→Relief of other sanctions

Page 2, Article (7)

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

Courts No specific mention.

Mechanism No specific mention.

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

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

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

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

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## Implementation

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

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

Referendum for agreement No specific mention.

International mission/force/similar No specific mention.

Enforcement mechanism No specific mention.

Related cases No specific mention.

Source UN Peacemaker  
<http://peacemaker.un.org/>  
<http://peacemaker.un.org/sudan-framework-darfur-JEM2010>

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