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| Country/entity | Sudan Darfur |
| Region | Africa (excl MENA) |
| Agreement name | Protocol on the Participation of JEM-Sudan at the different levels of Government and on the Integration of its Forces |
| Date | 29 Mar 2013 |
| Agreement status | Multiparty signed/agreed |
| Interim arrangement | Yes |

Agreement/conflict level Intrastate/intrastate conflict

Sudan Conflicts (1955 -)

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

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

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

South Sudan - internal

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

Close

Sudan Conflicts (1955 -)

Stage Implementation/renegotiation

Conflict nature Government/territory

| | |
|----------------------|--|
| Peace process | Darfur-Sudan peace process |
| Parties | For the Government of Sudan, Amb. Osman Mohamed Osman Dirar; For the Justice and Equality Movement-Sudan, Mr. Arko Sulaiman Dahyia, Vice President; |
| Third parties | - |
| Description | Short agreement detailing JEM's participation in the various levels of governance. Article 1 focuses on political power-sharing, Article 2 details military integration, and Article 3 discusses timing. Document also features an Annex, which offers an alternative plan for JEM military integration. |

Agreement document [SD_130329_Protocol Participation JEM Sudan.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

| | |
|--|----------------------|
| Children/youth | No specific mention. |
| Disabled persons | No specific mention. |
| Elderly/age | No specific mention. |
| Migrant workers | No specific mention. |
| Racial/ethnic/ national group | No specific mention. |
| Religious groups | No specific mention. |
| Indigenous people | No specific mention. |
| Other groups | No specific mention. |
| Refugees/displaced persons | No specific mention. |
| Social class | No specific mention. |

Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general) No specific mention.

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

Independence/secession No specific mention.

Accession/unification No specific mention.

Border delimitation No specific mention.

Cross-border provision No specific mention.

Governance

Political institutions (new or reformed) No specific mention.

Elections No specific mention.

Electoral commission No specific mention.

Political parties reform No specific mention.

Civil society No specific mention.

Traditional/religious leaders No specific mention.

Public administration No specific mention.

Constitution No specific mention.

Power sharing

Political power sharing

Power sharing→Political power sharing→General

State level

Sub-state level

Page 1, Preamble

Referring to paragraph 56 of Article 8 of the DDPD on the representation of movements at the various levels of Government;

Page 1, Article 1, Participation of JEM at Different Levels of Government

1. JEM shall submit nominations to the President of the Republic for appointments to the posts of one National Minister and one Minister of State at the central level of Government.

Page 2, Article 1, Participation of JEM at Different Levels of Government

2. JEM shall nominate a candidate for the Council of States of the National Legislature.

Summary: sub state level power sharing is provided for, see below.

Power sharing→Political power sharing→Executive coalition

State level

Sub-state level

Page 2, Article 1, Participation of JEM at Different Levels of Government

3. The DRA Chairperson, in consultation with JEM, shall submit the nominations of the Movement to the President of the Republic for appointment to the following posts at the DRA level in accordance with paragraph 67 to 70 of the DDPD;

i. one (1) Advisor to the DRA Chairperson;

ii. two (02) Ministers;

iii. one (01) Commission Chairperson;

iv. Chairmen of the Darfur Nomads and Herders Development Council and the Darfur Social Welfare Fund, appointed from a shortlist of JEM competent candidate. Once appointed, they become members of the DRA Executive Council;

v. ten (10) members of the DRA Council, one of whom shall be the First Vice-Chairperson of the Council in accordance with paragraph 71 of Article 10 of the DDPD;

Page 2, Article 1, Participation of JEM at Different Levels of Government

4. The DRA Chairperson, in consultation with JEM, shall appoint two Experts, one in a Ministry and one in a Commission.

Page 2, Article 1, Participation of JEM at Different Levels of Government

5. JEM shall, in accordance with paragraphs 82 and 83 of Article 12 of the DDPD, submit nominations to the Governors (Walis) of the Darfur States to fill the posts of five (05) ministers, one in each of the five Darfur States, two (02) of whom shall be Deputy Governors (Deputy Walis).

Power sharing→Political power sharing→Proportionality in legislature

State level

Sub-state level

Page 2, Article 1, Participation of JEM at Different Levels of Government

6. JEM shall submit nominations for the appointment of thirteen (13) members in the Darfur States' legislative councils.

Power sharing→Political power sharing→Other proportionality

State level

Sub-state level

Page 2, Article 1, Participation of JEM at Different Levels of Government

7. JEM shall submit nominations for the appointment of six (06) commissioners in the Darfur States.

Territorial power sharing No specific mention.

Economic power sharing No specific mention.

Military power sharing

Power sharing→Military power sharing→Merger of forces

Page 1, Preamble

Referring to paragraph 1 of Article I of the aforementioned Agreement, which stipulates that the "Protocol on the Participation of the Justice and Equality Movement-Sudan at the Different Levels of Government and on the Integration of its Forces" constitutes an integral part of the Agreement;

Page 3, Article 2: Integration of JEM Combatants in the Armed Forces and Police Forces, and Social Integration

8. JEM combatants shall be integrated in the Sudan Armed Forces and Sudan Police Forces in accordance with the integration provisions as stipulated under Article 74 of the DDPD.

Page 3, Article 2: Integration of JEM Combatants in the Armed Forces and Police Forces, and Social Integration

9. The percentage of the verified and eligible combatants to be integrated in the Armed Forces and the Police Forces shall be determined by the Parties after the completion of the verification exercise.

Page 3, Article 2: Integration of JEM Combatants in the Armed Forces and Police Forces, and Social Integration

11. The Parties reaffirm their commitment to the criteria for integration as stipulated in paragraphs 456 and 457 of the DDPD, including in particular the allowance made regarding minimum academic qualifications for the integration of officers.

Page 3, Article 3: Sequence and Timelines

12. The various phases of the Final Security Arrangements shall be implemented in accordance with the following sequence and timelines.

i. Phase 1: preparations, including verification, shall commence 7 days after the signing of this protocol and shall be concluded within 30 days.

ii. Phase 2: redeployment in assembly areas shall commence immediately after the completion of Phase 1 and shall be concluded within 30 days.

iii. Phase 3: limited arms control in the assembly areas shall start immediately after the completion of Phase 2 and shall be concluded within 15 days.

iv. Phase 4: the Integration Phase shall commence immediately after the completion of integration procedures of Phase 3, and shall be concluded within 30 days by sending the combatants to training sites.

Page 4, Article 3: Sequence and Timelines

13. The Chairperson of the CFC, in consultation with the Parties, may accelerate or delay the implementation of the phases in any specific sector, and implement the phases in a concurrent manner where possible.

Page 5, Annex

As an alternative, GOS offers the following integration plan for the consideration of JEM.

1. Two (2) JEM Battalions (BN) and two (02) companies (COYs) shall be integrated in the military with a total number of one thousand (1,000) eligible combatants, officers, and rank and file all inclusive;

2. Each BN shall be composed of four (04) infantry COYs, one of which form the headquarters COY;

Power sharing→Military power sharing→Joint command structures

Page 5, Annex

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Page 9 of 17

3. Each fighting company shall be constituted of one hundred and one (101) combatants (officers and rank and file inclusive), while the headquarter COY shall be constituted of

Human rights and equality

Human rights/RoL general No specific mention.

Bill of rights/similar No specific mention.

Treaty incorporation No specific mention.

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

Rights related issues

Citizenship No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts No specific mention.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction No specific mention.

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

Land, property and environment

Land reform/rights No specific mention.

Pastoralist/nomadism rights No specific mention.

Cultural heritage No specific mention.

Environment No specific mention.

Water or riparian rights or access No specific mention.

Security sector

Security Guarantees No specific mention.

Ceasefire Security sector→Ceasefire→Ceasefire provision
Page 1, Preamble
Recalling the "Ceasefire Agreement between the Government of Sudan and the Justice and Equality Movement-Sudan" signed on 10 February 2013 in Doha;

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Page 4, Article 3: Sequence and Timelines
13. The Chairperson of the CFC, in consultation with the Parties, may accelerate or delay the implementation of the phases in any specific sector, and implement the phases in a concurrent manner where possible.

Police

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9. The percentage of the verified and eligible combatants to be integrated in the Armed Forces and the Police Forces shall be determined by the Parties after the completion of the verification exercise.

Page 3, Article 2: Integration of JEM Combatants in the Armed Forces and Police Forces, and Social Integration

10. Combatants who are not integrated in the Armed Forces or the Police Forces shall be socially integrated through the DDR programs. They shall also benefit from other social welfare programs as stipulated in the "Agreement between the Government of Sudan and the Justice and Equality Movement-Sudan on the basis of the Doha Document for Peace in Darfur."

Page 5, Annex

9. Three hundred (300) additional combatants shall be integrated in the Police Forces including one (01) Lieutenant Colonel, three (03) Majors, three (03) Captains and nine (09) Lieutenants;

Armed forces

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DDR

Security sector→DDR→DDR programmes

Page 3, Annex

10. Combatants who are not integrated for reasons related to lack of qualification requirements or other reasons shall be considered for DDR programs.

Page 3, Article 2: Integration of JEM Combatants in the Armed Forces and Police Forces, and Social Integration

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Intelligence services

No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 1, Preamble

Recalling the "Agreement between the Government of Sudan and the Justice and Equality Movement Sudan on the Basis of the Doha Document for Peace in Darfur" (DDPD) initialed on 24 March 2013;

Page 1, Preamble

Referring to paragraph 1 of Article I of the aforementioned Agreement, which stipulates that the "Protocol on the Participation of the Justice and Equality Movement-Sudan at the Different Levels of Government and on the Integration of its Forces" constitutes an integral part of the Agreement;

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Withdrawal of foreign forces No specific mention.

Corruption No specific mention.

Crime/organised crime No specific mention.

Drugs No specific mention.

Terrorism No specific mention.

Transitional justice

Transitional justice general No specific mention.

Amnesty/pardon No specific mention.

Courts No specific mention.

Mechanism No specific mention.

Prisoner release No specific mention.

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation Page 1, Preamble
Reaffirming their desire to building confidence and forge strong partnership to promote and consolidate peace in Darfur through timely implementation of the DDPD and all annexes thereof;

Implementation

UN signatory No specific mention.

Other international signatory No specific mention.

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-protocol-participation-jems2013>
