Roadmap for Peace


On January 9th, 2005, the Government of Sudan and the Sudan People’s Liberation Movement (SPLM) signed the Comprehensive Peace Agreement (CPA). In support of this Agreement the UN Security Council established on March 24th, 2005, the United Nations Mission in Sudan (UNMIS) with an authorized strength of about 11,000 military, police and civilian personal (Resolution 1590).

The following timeline provides detailed information on the planned six year schedule of the CPA as well as its actual state of implementation. In addition it describes the numerous committees and other bodies to be established under the CPA.

Key to the timeline

The complex chronology of the CPA is laid out in a number of protocols and agreements. Throughout the following roadmap, the sources of the provisions (documents and paragraphs) are indicated in brackets.

The following abbreviations are used:

- **CEASEFIRE**: Permanent Ceasefire and Security Arrangement Modalities during the Pre-Interim and Interim Periods
- **POWER**: Implementation Modalities of the Protocol on Power Sharing
- **WEALTH**: Implementation Modalities of the Framework Agreement on Wealth Sharing
- **ABYEI**: Implementation Modalities of the Protocol on the Resolution of the Abyei Conflict
- **KOR/NILE**: Implementation Modalities of the Protocol on the Resolution of the Conflict in Southern Kordofan and Blue Nile States

The CPA also provides for the creation of various national and international committees and other bodies. Moving your mouse over their names (indicated in red italics) will open a pop-up window containing a short description of each body.

Patrick Bolte, Julia Hett, Till Mietzko
<table>
<thead>
<tr>
<th>Date</th>
<th>Planned Course of Events</th>
<th>Actual Course of Events</th>
</tr>
</thead>
<tbody>
<tr>
<td>D-Day: 9 Jan.05 (CEASEFIRE)</td>
<td>• Signing of Comprehensive Peace Agreement (CPA)</td>
<td>• achieved on target date</td>
</tr>
<tr>
<td></td>
<td>• Ceasefire to come into effect (Annex 2)</td>
<td>• achieved on target date</td>
</tr>
<tr>
<td></td>
<td>• Parties to declass and location of their forces and equipment to UNMIS (Annex 2)</td>
<td>• achieved on target date</td>
</tr>
<tr>
<td></td>
<td>• State of emergency in ceasefire zone to be lifted (Annex 2)</td>
<td>• achieved 30 June 2005 except Darfur and Eastern Sudan (another state of emergency was briefly imposed after death of First Vice President John Garang)</td>
</tr>
<tr>
<td>+1 day: 10 Jan.05 (WEALTH)</td>
<td>• National Revenue Fund to be established (F.1)</td>
<td>• achieved with delay; committee formally established March 2005; nomination of SPLA committee members July 2006; regular meetings started 2nd half of 2006</td>
</tr>
<tr>
<td></td>
<td>• Joint National Transition Team to be established (K.2)</td>
<td>• established 9 Mar. 2005</td>
</tr>
<tr>
<td>+3 days: 12 Jan.05 (CEASEFIRE)</td>
<td>• All fighting and propaganda campaigns to be ceased (Annex 2)</td>
<td>• achieved in general, though isolated fighting continues; established Apr. 2005 but does not meet regularly</td>
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<td></td>
<td>• Joint Media Committee to be established (Annex 2)</td>
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<tr>
<td></td>
<td>• Abeyi is to receive special administrative status; its inhabitants are to become citizens of the two neighboring states i.e. Southern Kordofan and Bahr el Ghazal (A.1 and A.2)</td>
<td>• interim administration was formally established by presidential decree 15 June 2008 but has yet to be fully established on the ground; however, Abeyi boundaries are still disputed; the issue of demarcation has been transferred to the international arbitration court in The Hague</td>
</tr>
<tr>
<td></td>
<td>• International observers arrive in Abeyi to monitor the implementation of the CPA (A.6)</td>
<td>• movement restrictions of UNMIS/UNMOs were lifted according to the Abeyi Roadmap signed by NCP and SPLM 18 June 2008; daily joint patrols by UNMIS with national monitors from SAF and SPLA</td>
</tr>
<tr>
<td>D-Day: 15 Jan.24 (CEASEFIRE)</td>
<td>• Other Armed Groups Collaborative Committee to be formed (Q1.4)</td>
<td>• achieved with delay; commission formally established March 2005; nomination of SPLA committee members July 2006; regular meetings started 2nd half of 2006</td>
</tr>
<tr>
<td></td>
<td>• National Constitutional Review Commission to be established (40)</td>
<td>• achieved with delay; commission formally established March 2005; prepared the Interim National Constitution which was signed into law 9 July 2005; Commission was re-established 7 Jan. 2006 to review all new bodies and legal acts related to implementation of the CPA</td>
</tr>
</tbody>
</table>
### Sudan: Road Map for Peace

**D-Day+30 days: 8 Feb.05**
- **CEASEFIRE**
- All prisoners of war released (1.8)
- National DDR Coordination Council to be established (25.1.1)
  - Northern DDR Coordination Commission to be established
  - Southern DDR Coordination Commission to be established (25.1.2)
- Joint Defence Board to be established (17)
- Ceasefire Political Commission to be established (14)
- Northern and Southern De-mining authorities to be established; collaboration with UN Mine Action Service (8.6.6)
- Establishment of a mechanism for monitoring daily oil production
- Final deadline for agreement on an oil benchmarking price for 2005 (D.1-D.5)
- UN Security Council to adopt resolution 1590 with mandate for UN Mission (UNMIS)
- Joint training of SAF and SPLA troops in Joint Integrated Units to begin (20.10.4)
- Concentration of armies into specified Assembly Areas to be completed (8.3)
- Adoption of Interim National Constitution (C-Day) (42, 43)
  - Presidency of the Government of National Unity (GONU) formed (15)
- Council of States (11) and National Assembly (12) to be set up
- Government of Southern Sudan (GOSS) to be formed (48)
- Council of Ministers set up (18 and 26)
  - Legislature and government institutions of the states to be set up (55, 57, 58, 59)
- South Sudanese Constitution adopted (47)
- Southern Sudan state governors appointed (54)
- South Sudanese Council of Ministers formed (51)
  - Appointment of all judges in South Sudan (52 and 53)
- Legislation for a dual banking system passed (L.1)
- 37 days later: establishment of a Bank of Southern Sudan (L.4)
- Transfer of 50% of oil revenue to South Sudan begins (D.7); after establishment of state governments: monthly transfers of at least 2% of oil revenue to the oil producing states/regions (D.6)
- 607 out of the initial 750 PoWs were released by Oct. 2005
- established 18 Feb. 2006; 1st meeting held 20 Dec. 2006
  - established 19 Feb. 2006; convened for its 1st meeting Dec. 2006
  - yet to be established (although commissioners have been appointed); Technical committee has been established Jan. 2007
- delayed, established 30 Dec. 2005
- established Aug. 2005; 1st meeting held Feb. 2006
  - a single National Mining Action Authority (NMMA) was established instead on 7 Mar. 2006
- GOSS has requested technical assistance from Norway
- deadline met
- delayed due to late creation of Joint Defence Board
- SPLM has not yet organised nor assembled the bulk of its troops
- restructuring of dual banking system completed June 2005
- achieved with delay May 2006; JIUs only formally endorsed 27 Jan. 2006 due to delay in formation of Joint Defence Board
- achieved with delay May 2006
- June 2005
- achieved 19 July 2006
- achieved with delay due to disagreement over boundaries in oil producing areas; however shares of oil revenues are contested by GoSS
- established 18 Feb. 2006; 1st meeting held 20 Dec. 2006
- established 19 Feb. 2006; convened for its 1st meeting Dec. 2006
- establishment of Joint Defence Board

**D-Day+60 days: 10 Mar.05**
- **CEASEFIRE**
  - Northern DDR Coordination Commission to be established (25.1.1)
  - Southern DDR Coordination Commission to be established (25.1.2)
- Joint Integrated Units to be deployed in Khartoum and Juba (20.10.4)
- UNMIS to be established on target date
- adopted on target date
- See UN resolution 1590
- GOSS has requested technical assistance from Norway
- deadline met
- delayed due to late creation of Joint Defence Board
- SPLM has not yet organised nor assembled the bulk of its troops

### Pre-Interim Period

- Beginning of SAF withdrawal from South Sudan - beginning of DDR process - Beginning of UN monitoring - Information campaign for Peace Agreement
Sudan: Road Map for Peace

- **Ceasefire Joint Military Committee** to be established (14.6)
- **Area Joint Military Committees** and **Joint Military Teams** operational (14.7 and 14.8)
- **National Reconstruction and Development Fund** to be set up (N.4)
- **Other Armed Groups Collaborative Committee** has identified size of OAGs and is to secure their integration into the regular armed forces (11.9)
- Mandate of the previous observer team (VMTs) expires; UN monitoring and verification to begin in Nuba Mountains (15)
- **National Reconstruction and Development Fund** to be set up (N.4)
- **Area Joint Military Committees** and **Joint Military Teams** operational (14.7 and 14.8)
- **National Reconstruction and Development Fund** to be set up (N.4)

**PRE-INTERIM PERIOD**
- Beginning of SAF withdrawal from South Sudan
- Beginning of DDR process
- Beginning of UN monitoring

**FIRST HALF OF INTERIM PERIOD**
- M-Day+45 days: 8 May 2005 (CEASEFIRE)
- M-Day+90 days: 22 Jun. 2005 (CEASEFIRE)
- D-Day+6 months: 9 Jul. 2005 (CEASEFIRE)

- **Official Demarcation of 1956 boundaries through Presidency of Government of National Unity** (46)
- Deadline for 1st of 5 steps of SAF retreat from Southern Sudan (withdrawal of 17% of troops)

- **establishment of the following bodies achieved:**
  - Assessment and Evaluation Commission (3)
  - Population Census Council (8a)
  - National Civil Service Commission (28)
  - Special Commission for the Protection of non-Muslims in the National Capital (23)
  - National Security Service (32)
  - Human Rights Commission (36)
  - National Judicial Service Commission (38)
  - Constitutional Court (37)

- **draft bill has been approved by NCRC Feb. 2007**
- **delay: SPLA and SAF submitted lists of aligned OAG in June 2006; however, lists require regular update since some OAGs still not aligned**
  - achieved 30 Oct. 2005; meets regularly
  - achieved 7 Jan. 2006
  - established 26 July 2007
  - established by presidential decree Aug. 2006; members have been appointed by presidential decree Feb. 2007
  - yet to be established
  - yet to be established
  - achieved 7 Dec. 2005; meets regularly
  - members sworn in 31 Dec. 2005; hampered by lack of resources
  - delayed, no agreement found yet
  - deadline not met

- **Abyei Boundaries Commission**
  - achieved 30 Oct. 2005; meets regularly
  - achieved 7 Jan. 2006
  - established 26 July 2007
  - established by presidential decree Aug. 2006; members have been appointed by presidential decree Feb. 2007
  - yet to be established
  - yet to be established
  - achieved 7 Dec. 2005; meets regularly
  - members sworn in 31 Dec. 2005; hampered by lack of resources
  - delayed, no agreement found yet
  - deadline not met

- Final report on boundaries of Abyei due

- **Centralizing of 1956 boundaries through Presidency of Government of National Unity** (46)
- Deadline for 1st of 5 steps of SAF retreat from Southern Sudan (withdrawal of 17% of troops)

- **establishment of the following bodies achieved:**
  - National Land Commission (A.2)
  - Southern Sudan Land Commission (A.3)
  - National Petroleum Commission (B.2)
  - Fiscal and Financial Allocation and Monitoring Commission (G.1)
  - Oil Revenue Allocation Committee (D.7)

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  - Southern Sudan Land Commission (A.3)
  - National Petroleum Commission (B.2)
  - Fiscal and Financial Allocation and Monitoring Commission (G.1)
  - Oil Revenue Allocation Committee (D.7)

- **Apex Commission for the Protection of indigenous communities in the Abyei region**
  - established through presidential decree Oct. 2005; 1st meeting Apr. 2007
  - achieved 15 Nov. 2005
  - a committee to audit oil revenues was formed on 27 Feb. 2006 but differs from the one laid out in the CPA

- **delay: SPLA and SAF submitted lists of aligned OAG in June 2006; however, lists require regular update since some OAGs still not aligned**
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- **delayed; NCP refused to adopt final report of Abyei Boundaries Commission**
<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
<th>Status/Comment</th>
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</thead>
<tbody>
<tr>
<td>D-Day+9 months 9 Oct 05</td>
<td><strong>Deployment of Joint Integrated Units (Annex 2)</strong></td>
<td>Initially delays linked to the delay in forming Joint Defense Board</td>
</tr>
<tr>
<td>D-Day+12 months 9 Jan 06</td>
<td><strong>Deadline for 2nd of 5 steps for SAF redeployment from South Sudan (31% of troops withdrawn)</strong> (18.2)</td>
<td>achieved on target date</td>
</tr>
<tr>
<td>D-Day+15 months 9 Apr 06</td>
<td><strong>Training of SPLA-nominated military personnel from the Joint Integrated Units to begin (Annex 2)</strong></td>
<td>delayed; financial and logistical challenges to formation of JIUs</td>
</tr>
<tr>
<td>D-Day+18 months 9 Jul 06</td>
<td><strong>Complete withdrawal of the SPLA from Nuba Mountains and Southern Blue Nile (Annex 2)</strong></td>
<td>delayed; SPLA has begun withdrawing its forces but there are still some troops in this area</td>
</tr>
<tr>
<td>D-Day+9 months 8 Oct 05</td>
<td><strong>Population census begins (1.8.1)</strong></td>
<td>delayed; Pilot Census took place April 2007; Population census finally took place 22nd April to 6th May</td>
</tr>
<tr>
<td>D-Day+12 months 9 Jan 06</td>
<td><strong>National election law passed (9.0)</strong></td>
<td>delayed, election law passed by parliament July 2008; yet to be established</td>
</tr>
<tr>
<td>D-Day+15 months 9 Apr 06</td>
<td><strong>Complete withdrawal of the SPLA from Eastern Sudan, Nuba Mountains and Southern Blue Nile</strong> (Annex 2)</td>
<td>delayed; SPLA has begun withdrawing its forces but there are still some troops in this area</td>
</tr>
<tr>
<td>D-Day+18 months 9 Jul 06</td>
<td><strong>Deadline for 3rd of 5 steps for SAF redeployment from South Sudan: (50 % of troops withdrawn)</strong> (18.2)</td>
<td>achieved on target date: (over 60% of troops withdrawn)</td>
</tr>
</tbody>
</table>

**FIRST HALF OF INTERIM PERIOD**

Complete deployment of JIUs - Complete retreat of the SPLA from Eastern Sudan, Nuba Mountains and Southern Blue Nile
**First Half of Interim Period**

- Complete retreat of the SAF from the South - Continuation of DDR - Beginning of negotiations for proportional reduction of forces

**D-Day + 21 months:** September 2006

**D-Day + 30 months:** October 2006

**SAF Redeployment from South Sudan (72% of troops withdrawn)**

- Deadline for last of 5 phases for SAF redeployment from South Sudan (18.2)
- SAF reported 70.2% redeployment, UNMIS verified 67%

**Population Census**

- Population census completed (8.b)
- Population Census took place 22nd April to 6th May 2008: Central Bureau of Statistics (CBS) reported complete coverage in Northern States except Darfur. Southern Sudan Center for Census, Statistics and Evaluation (SSCCS) claims 90-95 percent of the population was enumerated in the South.

**Joint Integrated Units**

- Training and deployment of Joint Integrated Units completed (20.3)
- Not complete yet due to delays in the formation of the Joint Defense Board; in July 2008 84.2% has been verified by JMT.
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• Referendum law passed (1.a)
• Shortly thereafter: establishment of Referendum Commission (1.b)
• 20% of all middle and upper civil service positions to be occupied by people of South Sudan (2.6.2.2)
• Formation of first Joint Integrated Unit (Service Arms) completed (Annex 2)

691 southern Sudan citizen have been appointed for middle and upper civil service positions; high-level posts are still to be filled

initially delays in formation due to lack of training and integration; 84.7% of authorized and 91.1% of stated strength has been verified by JMT and CJMC in August 2008

D-Day+ 36 months 9 Jan.08 (CEASEFIRE)

D-Day+ 42 months 9 Jul.08 (POWER)

FIRST HALF OF INTERIM PERIOD

SECOND HALF OF INTERIM PERIOD

August 2007

July 2008

August 2008

December 2008

January 2008

September 2008

October 2008

November 2008

Review of 50/50 division of tax revenues between North and South Sudan (7.3)

delayed

691 southern Sudan citizen have been appointed for middle and upper civil service positions; high-level posts are still to be filled

delayed
• Review and, if necessary, revision of the CPA for Kordofan and Southern Blue Nile States (8.5)

D-Day + 48 months: 9 Jan. 09 (KOR/NILE)

D-Day + 52 months: 9 May 09 (CEASEFIRE)

D-Day + 54 months: 9 Jul. 09 (POWER)

• Integration process within Joint Integrated Units completed (20.5)

• Elections on all levels completed (1.8.3)

SECOND HALF OF INTERIM PERIOD

Continuation of DDR - Continuation of training - Continuation of monitoring - Development of a plan to transform JIUs into integrated units
• Start of voter registration for popular referendum (1.c)
• 25% of all middle and upper civil service positions to be occupied by people of South Sudan (2.6.2.2)

D-Day + 69 months: 9 Oct. 10

D-Day + 66 months: 9 Jul. 10

• Completion of voter registration for popular referendum (1.c)
Sudan: Road Map for Peace

- Popular referendum in South Sudan (1.e)
- End of UN observer mission; continuation possible with consent of Parties to the CPA (Annex 2)
- In case of vote in favor of national unity: establishment of Sudanese National Armed Forces (SNAF) (Annex 2)
- In case of vote in favor of secession of the South: disbandment of the Joint Integrated Units (Annex 2)

- Popular referendum in Abyei (G.2)
- 30% of all middle and upper civil service positions to be occupied by people of South Sudan (2.6.2.2)
- South Sudan must be represented in the Supreme Court and in all national courts in Khartoum (2.11.4.6)

D-Day + 78 months: 9 Jul.11 (CEASEFIRE)
D-Day + 90 days: 9 Oct.11 (CEASEFIRE)
D-Day + 72 months: 9 Jan.11 (POWER)

SECOND HALF OF INTERIM PERIOD
POST-INTERIM PERIOD
List of Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>ABC</td>
<td>Abeyi Boundaries Commission</td>
</tr>
<tr>
<td>AEC</td>
<td>Assessment and Evaluation Commission</td>
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<tr>
<td>AJMC</td>
<td>Area Joint Military Committee</td>
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<tr>
<td>AMIS</td>
<td>African Union Mission in Sudan</td>
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<tr>
<td>BOSS</td>
<td>Bank of Southern Sudan</td>
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<tr>
<td>CBOS</td>
<td>Central Bank of Sudan</td>
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<tr>
<td>CJMC</td>
<td>Ceasefire Joint Military Committee</td>
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<td>CPA</td>
<td>Comprehensive Peace Agreement</td>
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<td>CPC</td>
<td>Ceasefire Political Commission</td>
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<tr>
<td>CRC</td>
<td>Constitutional Review Commission</td>
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<tr>
<td>DDC</td>
<td>Disarmament, Demobilization and Rehabilitation</td>
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<tr>
<td>DDR</td>
<td>Disarmament, Demobilization, Reintegration and Rehabilitation</td>
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<td>DUO</td>
<td>Democratic Unionist Party</td>
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<tr>
<td>FFAMC</td>
<td>Financial Allocation and Monitoring Commission</td>
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<tr>
<td>G(O)NU</td>
<td>Government of National Unity/Government of Sudan</td>
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<tr>
<td>GORS</td>
<td>Government of the Republic of Sudan</td>
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<td>GOSS</td>
<td>Government of Southern Sudan</td>
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<td>IGAD</td>
<td>Intergovernmental Authority on Development</td>
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<td>INC</td>
<td>Interim National Constitution</td>
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<td>IPF</td>
<td>IGAD Partners' Forum</td>
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<td>JAM</td>
<td>Joint Assessment Mission</td>
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<td>JDB</td>
<td>Joint Defence Board</td>
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<td>JEM</td>
<td>Justice and Equality Movement</td>
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<td>JJU</td>
<td>Joint Integrated Unit</td>
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<td>JMT</td>
<td>Joint Military Teams</td>
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<td>MDF</td>
<td>Multi-Donor Trust Fund</td>
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<td>NCP</td>
<td>National Congress Party</td>
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<td>NCRC</td>
<td>National Constitutional Review Commission</td>
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<td>NCCS</td>
<td>National Civil Service Commission</td>
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<td>NDA</td>
<td>National Democratic Alliance</td>
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<td>NDDRC</td>
<td>Northern Sudan DDR Commission</td>
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<td>NDDRCC</td>
<td>National DDR Coordination Council</td>
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<td>National Electoral Commission</td>
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<td>NJSC</td>
<td>National Judicial Service Commission</td>
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<td>NLC</td>
<td>National Land Commission</td>
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<td>NLC</td>
<td>SPLM National Liberation Council</td>
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<td>NPC</td>
<td>National Petroleum Commission</td>
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<td>NRD</td>
<td>National Reconstruction and Development Fund</td>
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<tr>
<td>NRF</td>
<td>National Revenue Fund</td>
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<tr>
<td>OAGs</td>
<td>Other Armed Groups (Collaborative Committee)</td>
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<tr>
<td>PNC</td>
<td>Popular National Congress</td>
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<tr>
<td>SAF</td>
<td>Sudanese Armed Forces</td>
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<td>SDDRC</td>
<td>Southern Sudan DDR Commission</td>
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<td>SLMA</td>
<td>Sudan Liberation Movement/Army</td>
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<td>Sudan National Armed Forces</td>
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<td>Sudan People's Liberation Movement/Army</td>
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<td>South Sudan Defence Forces</td>
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<td>SSRDF</td>
<td>South Sudan Reconstruction and Development Fund</td>
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<tr>
<td>UNAMIS</td>
<td>United Nations Advance Mission in Sudan</td>
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<tr>
<td>UNNIS</td>
<td>United Nations Mission in Sudan</td>
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