

Evaluation of the Sudan Country Programme CO Sudan

Final Evaluation Report

December 2022

**Tania Bernath
Asha Elkarib**

A team of two external consultants has prepared this report. The views expressed herein are those of the Consultants and therefore do not necessarily reflect the official opinion of OHCHR.

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Table of Acronyms

| | |
|--------|--|
| AGO | Attorney General Office |
| AWP | Annual Work Plan |
| CAT | Convention against Torture |
| CBS | Central Bureau of Statistics |
| CCA | Common Country Analysis |
| CEDAW | Convention on the Elimination of All Forms of Discrimination against Women |
| CO | Country Office |
| CP | Country Programme |
| CPRD | Committee on the Rights of Persons with Disability |
| CSOs | Civil Society Organisations |
| CRSV | Conflict Related Sexual Violence |
| DAC | Development Assistant Committee |
| DEXREL | Donor and External Relations Section |
| DFS | Department of Field Support |
| DHO | Deputy Head of Office |
| DO | Desk Officer |
| DPA | Deputy of Political Affairs |
| DPKO | Department of Peacekeeping Operations |
| DSRSG | Deputy Special Representative of the Secretary-General |
| ERG | Evaluation Reference Group |
| ESCR | Economic, Social and Cultural Rights |
| EU | European Union |
| FAO | Food and Agricultural Organisation |
| FBS | Finance and Budget Section |
| FGD | Focus Group Discussions |
| FGM | Female Genital Mutilation |
| FOTCD | Field Operations and Technical Cooperation Division |
| GANHRI | Global Alliance for National Human Rights Institutions |
| GBV | Gender-Based Violence |
| HC | Humanitarian Coordinator |
| HCA | Host Country Agreement |
| HLP | Housing, Land and Property |
| HRBA | Human Rights-Based Approach/Human Rights Perspective |
| HRC | Human Rights Council |
| HRD | Human Rights Defender |
| HRDDP | Human Rights Due Diligence Policy |
| HRUF | Human Rights Upfront |
| HO | Head of Office |
| IASC | Inter-Agency Standing Committee |
| ICC | International Criminal Court |
| IDP | Internally Displaced Persons |
| ISF | Integrated Strategic Framework |
| JPA | Juba Peace Agreement |
| IDP | Internally Displaced Persons |
| KII | Key Informant Interview |
| LGBTIQ | Lesbian, Gay, Bisexual, Trans, Intersex and Queer |
| LNOB | Leave No One Behind |

| | |
|---------|--|
| MARA | Monitoring, Analysis and Reporting Arrangement |
| MFA | Ministry of Foreign Affairs |
| MOI | Ministry of Interior |
| MOJ | Ministry of Justice |
| MOSD | Ministry of Social Development |
| MRM | Monitoring and Reporting Mechanism |
| NAPCP | National Action Plan on Civilian Protection |
| NHRI | National Human Rights Institution |
| NMRF | National Mechanism for Reporting and Follow-up |
| OECD | Organisation for Economic Cooperation and Development |
| OHCHR | Office of the United Nations High Commissioner for Human Rights |
| OMP | OHCHR Management Plan |
| OSCP | Office for the Support of Civilian Protection |
| PPMES | Policy, Planning, Monitoring and Evaluation Service |
| PWD | Persons with Disabilities |
| RC | Resident Coordinator |
| ROL | Rule of Law |
| RSF | Rapid Security Forces |
| SDG | Sustainable Development Goals |
| SGBV | Sexual and Gender-Based Violence |
| SOP | Standard Operating Procedures |
| SRSG | Special Representative of the Secretary-General |
| TJ | Transitional Justice |
| TJC | Transitional Justice Commission |
| TOR | Terms of Reference |
| UK | United Kingdom |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNAMID | United Nations - African Union Hybrid Operation in Darfur |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations Children's Fund |
| UNCT | United Nations Country Team |
| UNITAMS | United Nations Integrated Transition Assistance Mission in Sudan |
| UPR | Universal Periodic Review |
| WHRD | Women Human Rights Defenders |

Executive Summary

Introduction

This final evaluation report summarises the findings, conclusions, and recommendations of the United Nations Office of the High Commissioner for Human Rights (OHCHR) Sudan Country Office (CO). The Government of Sweden supported the project “Establishment and operationalisation of a UN Human Rights Office in Sudan,” contributing to the entire OHCHR Sudan Country Programme (CP). The OHCHR Sudan CP encompasses the broadest possible thematic engagement of six pillars: Accountability, Participation, Non-Discrimination, Development, Peace and Security, and Mechanisms. The evaluation covers the overall period of the OHCHR Sudan CO’s work, from its establishment in December 2019 to August 2022. A two-person Evaluation Team comprising an International Consultant and a National Consultant, managed the evaluation, which took place between 25 May and 31 October 2022.

Background to the human rights context in Sudan

In 2019, the revolution successfully ousted former President Bashir and his government to pave the way for a transition and a new civilian-led government to take power in Sudan. The Sudan Constitutional Declaration August 2019 (Constitutional document) established a transitional period for Sudan, led by a Sovereign Council and a transitional (civilian) government headed by Prime Minister Abdalla Hamdok. In addition, the Juba Peace Agreement (JPA), signed in October 2020, provided for the establishment of a Special Criminal Court for Darfur Crimes, the creation of Transitional Justice (TJ) and reconciliation mechanisms, and cooperation with the International Criminal Court (ICC) on Sudanese suspects indicted by the Court.

In September 2018, the United Nations Human Rights Council (HRC) adopted resolution 39/22 requesting the OHCHR and the Government of Sudan to agree on modalities and a mandate for establishing an OHCHR Sudan CO. In September 2019, OHCHR Sudan CO signed a Host Country Agreement (HCA) with the transitional Government. The OHCHR Sudan CO also set modalities up for the HCA to be ratified by the government, which is still pending today. OHCHR Sudan CO worked closely with the Human Rights Section of the United Nations - African Union Hybrid Operation in Darfur (UNAMID), which focused on protecting civilians in the Darfur region until their departure in December 2020.

On 4 June 2020, the United Nations Security Council adopted resolution 2524 (2020), authorising the mandate of the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS). In 2021, in line with UN Policy on Peacekeeping Missions, the OHCHR Sudan CO and the UNITAMS Office of Support to Civilian Protection (OSCP) took initial steps to integrate the work of the two offices, which is still being worked out and remains to be fully clarified. Following the military coup in Sudan on 25 October 2021, the High Commissioner for Human Rights appointed Mr Adama Dieng as a Designated Expert on human rights in Sudan, whose work was supported by the OHCHR Sudan CO.

Purpose, objectives, and use of the evaluation

The purpose of the evaluation is to assess the OHCHR Sudan's CP work from December 2019, since the establishment of the OHCHR Sudan CO. The evaluation criteria include *Relevance, Coherence, Efficiency, Effectiveness, Impact, Sustainability, and Gender and Human Rights (Disability Inclusion) Integration*. The aim has been to understand the strengths and weaknesses in planning and achieving results, including gender and human rights integration. The primary intended users of the evaluation findings are the OHCHR Sudan CO and the OHCHR Headquarters (HQ), including the Field Operations and Technical Cooperation Division (FOTCD), Donor and External Relations Section (DEXREL) and Policy, Planning, Monitoring and Evaluation Service (PPMES).

Methodology and its limitations

Data collection occurred between June and October 2022, with fieldwork conducted in Khartoum and Darfur. Overall, 91 stakeholders (47 men, 44 women) were interviewed, through key informant interviews (KII) and group interviews, with representatives from the OHCHR (Sudan CO, HQ-Geneva and New York), national and regional governments, Civil Society Organisations (CSOs), UN agencies and international organisations. Six focus group discussions engaged 79 individuals (22 men, 37 women), including representatives of CSOs, women, youth, and lawyers. A survey targeted eight OHCHR Sudan CO staff members. The Evaluation Team (ET) reviewed over 50 project reports, planning documents and human rights reports. The primary limitations were the inherent challenges of conducting a mixed in-person and remote evaluation and the difficulty of contacting interviewees during the summer months. The ET addressed these limitations by using various data collection methods and extending the data collection period.

Main findings

Relevance

The OHCHR Sudan CP was designed during the transition in Sudan and well aligned with the institutional and legal reform that supported the transitional Government's priorities and the Constitutional document's "Rights and Freedom Charter" created following the revolution. The Constitutional document acknowledges the vital role of the OHCHR Sudan CO, which mentions "the facilitation of the OHCHR mission to work in Sudan" within it. The CP seeks to strengthen institutions to address the human rights situation in Sudan, including the violation of protestors' political and civil rights, the increasing reduction of civic space, threats to the protection of Human Rights Defenders (HRD) and the limits to freedom of press, speech, and assembly. The CP's strong emphasis on women's rights recognises the need to strengthen laws that impact women, including supporting the response to Sexual and Gender-Based Violence (SGBV). A focus on Economic, Social and Cultural Rights (ESCR), especially land rights, are also recognised in the CP. Land-related conflicts and women's lack of access to land is central to the protection of civilians, especially in Darfur, South Kordofan and the Blue Nile State, where OHCHR Sudan CO has sub-offices making their presence also geographically relevant.

Following the October 2021 military coup and the transitional government's dissolution, there was a period of unrest characterised by unlawful arrests, detention, and torture, including

rape.¹ Pending the reinstatement of a civilian-led government, UN agencies, including OHCHR, were advised that interaction with *de facto* authorities should be limited to only when considered “necessary” to “securing compliance by the authorities with Sudan’s human rights obligations.”

Coherence

The OHCHR Sudan CO’s efforts to build relationships have resulted in solid partnerships that span different sectors. The CO is a member of the UNCT and has been playing an active role in the Protection Cluster, including the Housing, Land and Property (HLP) and the SGBV Working Groups. The OHCHR Sudan CO has also been working bilaterally with individual UN agencies, including UNDP and UNITAMS on the Rule of Law (ROL) and TJ issues, UNICEF supporting release children from detention and armed groups, with UN Women and UNFPA on women’s rights issues and FAO and UN-Habitat on land rights issues.

Since the 2021 military coup, OHCHR Sudan CO began hosting a monthly Diplomatic Forum which provides updates and analysis on the human rights situation in Sudan to the diplomatic community. Donors also request more regular engagement on operational issues. The CO is in regular contact with CSOs through meetings, consultations, and workshops where they engage on various human rights issues across all six pillars, including ESCR, a new work area. Further mapping of the CSOs’ landscape is necessary to ensure that OHCHR Sudan CO engages with the most relevant and best-equipped partners to address the issues.

In January 2021, the OHCHR Sudan CO and the UNITAMS OSCP taking guidance from the UN Policy on Peacekeeping Missions, both offices took steps to form a joint human rights office. There has been an effective collaboration between the two offices on fact-finding missions and conducting workshops. However, further clarity is needed on how the joint office will function in order to avoid duplication of effort, including how the work will be divided, how the information will be shared, and how the work will be conducted jointly. Providing more clarity on the relationship between the two agencies and their division of responsibilities internally and to partners, including donors, UN agencies, and CSOs, would improve the coherence of the work of the OHCHR Sudan CO.

Effectiveness

During the period that the transitional Government was in power, they made considerable strides in Sudan on legal reform on the ROL, TJ, and women’s rights issues with the support of OHCHR Sudan CO. The OHCHR Sudan CO supported the transitional Government by ensuring that CSOs took part in developing draft laws. CSOs provided feedback on the engagement of the new NHRC to ensure that it met the standards set out in the Paris Principles, the legislation around the TJC, and on issues that impact women through the Muslim Family Laws. Muslim Family Laws were updated with OHCHR Sudan CO providing opportunities for women to participate to ensure greater equality for women in the final

¹ Report of the Office of the United Nations High Commissioner for Human Rights on the Situation of Human Rights in the Sudan (A/HRC/50/22)

drafts of the law. The OHCHR Sudan CO supported the government in signing and ratifying two international conventions, including the Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment (CAT) and the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED).

Following the military coup, OHCHR Sudan CO quickly adapted to the changing situation and turned to monitoring and reporting on human rights. This focus meant the OHCHR Sudan CO gathered information to provide an accurate picture of the human rights situation in Sudan, contributing to both public human rights reports and briefings with the international community. OHCHR Sudan CO's work with CSOs also increased. Advocacy conducted by the Designated Expert resulted in lifting the State of Emergency in May 2022 and releasing political detainees, which was acknowledged in the State's response to the UPR recommendations.

Efficiency

Despite the challenges of operating in Sudan, especially during the most severe period of the COVID-19 pandemic and amid travel restrictions and insecurity, the OHCHR Sudan CO made great strides in setting up one of the most significant COs globally. There are 36 staff (22 men, 14 women), including three sub-offices in Darfur, South Kordofan, and the Blue Nile State, with one planned for eastern Sudan. Since their establishment, the three sub-offices have been co-locating with UNICEF. There are plans for the Darfur sub-office to move to a new location and establish a presence in West and Central Darfur.

The challenges associated with the context have prevented the OHCHR Sudan CO from scaling up at the initially planned speed. Logistical challenges related to transport and the heavy reliance on UNDP have affected the efficiency of the work. As of October 2022, all the sub-offices have been equipped with drivers and vehicles, improving the efficiency of the work. There are plans for OHCHR Sudan CO to take over aspects of the administration and financial functions that UNDP currently takes on to improve efficiency further. Continued diplomatic support from OHCHR in Geneva is needed to impress upon the Sudanese government to ratify the signed HCA for greater sustainability of the OHCHR CO in Sudan.

All funds earmarked for the OHCHR Sudan CO support the CP rather than individual projects.² The pooled multi-year funding has allowed the CO to be flexible, responsive and better positioned to conduct longer-term programming.

Impact and Sustainability

With technical support from OHCHR Sudan CO, the transitional Government adopted the National Mechanism for Reporting and Follow-up (NMRF), a standing permanent Government structure with a mandate to coordinate and prepare reports and engage with the international and regional human rights mechanisms and track national follow-up and implementation of the treaty obligations. The OHCHR Sudan CO also supported the government facilitate

² A multi-donor funding arrangement was set up with the UK, Sweden, the US, Canada, Norway, Germany, the EU, and Switzerland, to jointly fund the OHCHR's Sudan CO.

Sudan's third cycle of the UPR. Despite the delays to the UPR process, it was considered a major success given the high level of participation, including the CSOs, government, and the UNCT, facilitated by the OHCHR Sudan CO, with close to 70 meetings and 30 workshops held throughout Sudan.

The OHCHR Sudan CO introduced CSOs, government agencies, and UN agencies to the Human Rights Based Approach (HRBA). Although immediate impacts are not yet known, OHCHR Sudan CO's engagement with the Common Country Analysis (CCA) drafters ensured human rights language is incorporated in all UN programming, ensuring that human rights language is included across all UN projects. The UNCT also recognised the OHCHR Sudan CO as an agency that allows women and vulnerable groups to participate in critical issues affecting their lives. Additionally, OHCHR Sudan CO's work with the government encourages the participation of CSOs in drafting laws and their engagement in the make-up of institutions that affect their lives. CSOs are also supported to monitor government agencies to ensure they are living up to their responsibilities. In Darfur, the OHCHR sub-office is called into events or activities to provide human rights technical advice tailored to relevant issues. The state government led by the Governor is taking the lead on building a coalition to address human rights issues in Darfur that the OHCHR Sudan CO is supporting.

Further effort is needed for OHCHR to raise its profile in Sudan. Not all stakeholders were familiar with the OHCHR mandate or where their offices were located, especially in the sub-regions. Increasing their visibility in Darfur would help to distinguish the CO from UNAMID until they left at the end of 2020 and UNITAMS. Greater visibility would ensure that CSOs and new potential partners were aware of where OHCHR Sudan had offices, how they work with partners, and on which human rights issues they work on through more familiarity with their mandate and thematic priorities.

Human Rights and Gender Integration

The OHCHR Sudan CO has incorporated the HRBA in processes with the UNCT. Women and other marginalised groups are integrated into the six pillars throughout the CP. OHCHR Sudan CO has enhanced the participation of Persons with Disabilities (PWD) in activities by including them regularly and addressing barriers such as providing sign language to enhance their participation. PWD are also advocating for OHCHR Sudan CO and other UN agencies to work on the issues that impact them directly and improve their situation, including conducting advocacy for increased programming for PWD. The OHCHR Sudan CO uses sex and age disaggregated data in all its reports. The OHCHR Sudan CO investigates sexual violence crimes and makes referrals to UNFPA for support to survivors.

Recommendations

These recommendations are directed at the OHCHR Sudan Country Office, UNCT, OHCHR Geneva Office and donors. The recommendations are provided in order of priority:

To OHCHR Sudan Country Office and UNITAMS OSCP

1. Clarify how OHCHR Sudan Country Office and the UNITAMS OSCP plan to work together by developing a concept for the joint office and communicate it internally and to external partners. The concept should clarify the division of tasks, reporting lines, mechanisms of information sharing, and pooling of resources for the joint conduct of activities.

To OHCHR Sudan Country Office

2. Assess, with the support of OHCHR's PSMS, the operational and administrative needs of the sub-offices. This assessment should look both at the needs in terms of equipment and training of staff members in administrative guidelines and policies. Incorporate and budget the identified needs in the context of the Country Office's annual cost plan submissions.
3. Senior OHCHR Sudan Country Office representatives with support from PSMS should work with UNDP, as the local service provider, to develop an agreed procurement and (local) recruitment process and timeline to which both agencies commit to adhere to. OHCHR's Administration/Operations staff should be trained in the local procurement and recruitment processes, including with regard to UNDP's requirements.
4. Enhance the understanding of OHCHR Sudan Country Office's presence and mandate by ensuring that OHCHR's communication strategy, currently under preparation, covers the entire country. The communication strategy should make the visibility of the OHCHR Sudan Country Office its goal. Messaging should centre on awareness raising on OHCHR's mandate and thematic priorities, its different locations throughout the country, and the support it can provide. The strategy should focus on social media presence, engaging with country-wide community radio, increasing engagement with local media and investing in merchandise, such as stickers, T-shirts, posters, and signboards. A budget should be included, funds allocated, and the strategy should be incorporated into the AWP.
5. Conduct a mapping of the CSOs throughout Sudan drawn from work conducted by other international and national partners. The mapping aims to inform partnership opportunities under each of OHCHR's thematic priorities. Findings from the mapping should be reflected in the OHCHR Sudan Country Programme strategy to ensure that it becomes part of the OHCHR's institutional memory.
6. To facilitate cooperation, OHCHR Sudan Country Office should develop a guiding document which lays out how OHCHR and CSO partners work together, including what the expectations of the partnership will be.
7. Consider expanding the awareness raising and education on accountability mechanisms beyond Sudan to focus on regional and African-wide accountability mechanisms with CSOs, especially youth organisations, to further complement the ongoing accountability work in Sudan.
8. Continue to strengthen the engagement with the UNCT by providing them with regular information on the human rights situation; to invite the UNCT to the Diplomatic Forum.

9. Continue to engage with the UNCT on implementing the UPR recommendations to raise awareness about human rights and inequalities and show the complementarity between UPR recommendations and the 2030 Agenda for Sustainable Development for further buy-in.

To OHCHR HQ

10. Continue to hold regular meetings with FOTCD, DEXREL and OHCHR in New York to support and guide the OHCHR Sudan Country Office, as needed.
11. FOTCD Peace Missions Support Section (PMSS), as part of the Human Rights New York Office (OHCHR-NY), should engage with the OHCHR Sudan Country Office to advise on further steps regarding the integration of the OHCHR Sudan Country Office and UNITAMS OSCP. (please see recommendation 1)
12. FOTCD and PPMES to provide additional planning support to the OHCHR Sudan Country Office to ensure that the recruitment of operational and administrative support continues to be prioritized as the Country Office grows.
13. Continue to appeal to the OHCHR leadership to continue to engage the Sudanese authorities in ratifying the HCA.

To Donors

14. Continue to support the OHCHR Sudan Country Office by continuing to provide multi-year funding, considering the challenges of the context in Sudan, including the operational difficulties and challenges that are more easily addressed through more flexible funding models.
15. Proactively create networking opportunities for informal discussions and engagements with the OHCHR Sudan Country Office to share their expertise and seek to collaborate and strategize on how to support the protection of HRD better.
16. Seek opportunities to visit Darfur, South Kordofan and the Blue Nile State and, while there, engage with the government and CSOs to observe the situation in the region and engage with the work of the OHCHR sub-offices, government and CSO partners.
17. Consider making a significant investment in the capacity building of human rights CSO by considering funding models that develop staff capacity and organizational effectiveness.
18. Consider using the good offices of the diplomatic community to support an extension of the Designated Expert's mandate including to conflict areas, and ensuring adequate funding is made available including in terms of the staffing needs of his office.

I. Introduction

This final evaluation report summarises the findings, conclusions and recommendations of the United Nations Office of the High Commissioner for Human Rights (OHCHR) Sudan Country Office (CO). The Government of Sweden supported the project “Establishment and operationalisation of a UN Human Rights Office in Sudan” from 1 April 2020 to 31 March 2022. This evaluation covers the OHCHR Sudan Country Programme (CP) from 2019 until August 2022. A two-person Evaluation Team, composed of an International Consultant and a National Consultant, managed: 1) the Inception phase, 2) the Data collection phase, 3) the Data analysis and synthesis phases, and 4) the Validation and report writing phases. The evaluation started on 25 May 2022 and was completed on 31 October 2022. The report will use the term “OHCHR Sudan CO” when referring to the OHCHR’s work in Sudan.

I.1 Background

The Sudan revolution successfully ousted former President Bashir and his government to pave the way for a transition and a new civilian-led government to take power in Sudan. The Sudan Constitutional August 2019 (Constitutional document) established a transitional period for Sudan, led by a Sovereign Council and a civilian government headed by Prime Minister Abdalla Hamdok. In addition, the Juba Peace Agreement (JPA), signed in October 2020, provided for the establishment of a Special Criminal Court for Darfur Crimes, the creation of Transitional Justice (TJ), reconciliation mechanisms and cooperation with the International Criminal Court (ICC) on Sudanese suspects indicted by the Court.

The OHCHR has a long history of engagement in Sudan. The OHCHR partnered with the United Nations - African Union Hybrid Operation in Darfur (UNAMID) with a focus on protecting civilians in Darfur since its start in 2007. Efforts to address the security gaps following the UNAMID departure included a government strategy for protecting civilians to the UN Security Council on 21 May 2020. In September 2018, the United Nations Human Rights Council (HRC) adopted resolution 39/22, requesting the OHCHR and the Government of Sudan to agree on modalities and a mandate to establish a CO. In September 2019, the OHCHR, under the HRC resolution 42/35, signed the Host Country Agreement (HCA) with the transitional Government. On 4 June 2020, the Security Council, by its resolution 2524 (2020), established the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) with a human rights mandate through the OSCP. As of 1 January 2021, in line with the 2011 Policy on Human Rights in United Nations Peace Operations and Political Missions, the OHCHR Sudan CO has begun to work towards integrating its work with the UNITAMS OSCP.

The HRC resolution 45/25 of 6 October 2020 ended the Independent Expert's mandate on Sudan's human rights situation. The HRC also provided the OHCHR with a reporting mandate to the 48th session of the HRC under item 10. At the 48th session of the HRC in early October 2021, the HRC did not extend its mandate in Sudan, removing Sudan from the HRC’s agenda

after being there since 1993. However, following the military coup on 25 October 2021, the HRC again established a reporting mandate on Sudan under resolution A/HRC/S-31/2 and agenda item 2 and requested the High Commissioner to designate an expert on the human rights situation in Sudan since the military coup. On 12 November 2021, Mr Adama Dieng was named the Designated Expert on the human rights situation in Sudan.

Establishment of the OHCHR Sudan CO

In line with the HCA, the OHCHR Sudan CO has supported the transitional Government, Civil Society Organisations (CSOs) and other stakeholders to strengthen their capacity to promote and protect human rights. The key aims have been to bring Sudan’s domestic legislation into compliance with its international human rights obligations, support the development of a robust institutional capacity for protecting human rights, and engage in comprehensive and holistic victim-centred TJ that addresses and prevents the recurrence of past violations, including violations of Economic Social and Cultural Rights (ESCR) and gender-related crimes. The OHCHR Sudan CO also supports government entities, CSOs and the UNCT to address existing and potential drivers of conflict, such as exclusion, ESCR and gender inequalities, weak democratic institutions, and lack of adequate participation, including of women, Persons with Disabilities (PWD) and youth.

The OHCHR Sudan CO signed an agreement with the Government of Sweden for a project that mandates the “Establishment and operationalisation of a UN Human Rights Office in Sudan” from 1 April 2020 to 31 March 2022.³ The total contribution from Sweden supports five overall goals closely aligned with the OHCHR Sudan CP.⁴ The funding contributes to the work under the six key pillars, Accountability, Participation, Non-Discrimination, Development, Peace and Security, and Mechanisms. An overview of the OHCHR Sudan CP, which includes the six pillars and the pillar results, is highlighted in Table I below.

Table I: Overview of Sudan Programme by Pillar and Pillar Results

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| Pillar: Accountability: Strengthening the rule of law and accountability for human rights violations |
| <ul style="list-style-type: none"> ➤ Pillar Result A4: State will take measures to ensure that their decision-making, policies, and actions are more transparent, and that the public has access to information for accountability. ➤ Pillar Result A1: Laws, policies, and practices increasingly address, prevent, and reduce human rights violations in law enforcement and justice systems. ➤ Pillar Result A2: Strengthened national mechanisms provide a forum for victims and accountability for human rights violations, including economic and social rights. ➤ Pillar Result A3: Justice systems investigate and prosecute gender-related crimes. ➤ Pillar Result A5: UN efforts for the rule of law, justice, counterterrorism, and accountability put human rights at the core. |
| Pillar Participation Enhancing and Protecting civic space and people’s participation |
| <ul style="list-style-type: none"> ➤ Pillar Result P1: Stronger Laws, policies, and practices to protect the rights of all citizens to express themselves, in public and online, with increased safety and protection. |

³ The funding of the evaluation of OHCHR Sudan CO was also provided by the Swedish government

⁴ Sweden is one of eight donors that contributes to a multi-donor funding mechanism that supports OHCHR Sudan’s CP. The contribution from Sweden was USD 3,136,435 for 2020 and 2021. The other donors are the US, the UK, the EU, Germany, Norway, Canada, and Switzerland and discussed further later in the report.

- Pillar Result P5: More systematic monitoring of the environment for civic space, including threats to it, going forward.
- Pillar Result P6: They allow for the voice of the people affected by decisions, particularly victims and those who face discrimination, to be heard.

Pillar Non-discrimination: Enhancing Equality and countering discrimination

- Pillar Result ND1: Laws, policies, and practices more effectively combat discrimination in all forms and responsible authorities
- Pillar Result ND3: Legal and social frameworks increasingly promote women's and girls' autonomy and choice and protect them from violence

Pillar Development: Integrating human rights in sustainable development

- Pillar Result D3: State authorities adopt and implement laws, policies, and strategies on land and housing that increasingly comply with human rights.
- Pillar Result D8: National institutions, assisted by communities, systematically collect, disaggregate, and use data relevant to advancing human rights when they monitor and implement the SDGs.
- Pillar Result D7: States integrate human rights, including the right to development and human rights outcomes, as they implement the SDGs and other development poverty eradication efforts and the UN supports them for these purposes, integrating human rights in its development work.

Pillar: Peace and security: Early warning, prevention, and protection of human rights in conflict and insecurity

- Pillar Result PS3: Strategies to prevent and respond to conflict and consistently integrate human rights protection.
- Pillar Result PS5: Integrate Human rights information and analysis into early warning and analysis systems and influence international and national policymaking, strategies, and operations to prevent, mitigate, or respond to emerging crises, including humanitarian crises and conflict.
- Pillar Result PS6: United Nations' support to national and regional security forces, law enforcement agencies, and non-state actors integrates human rights and complies with the Human Rights Diligence policy.

Pillar: Mechanisms Increasing Implementation of the international human rights mechanisms' outcomes

- Pillar Result MI: National institutionalized structures facilitate an integrated and participatory approach to reporting to human rights mechanisms and implementing their recommendations.

1.2 Objectives and Purpose of the Evaluation

Purpose and use of the evaluation

The purpose of the evaluation is to assess the OHCHR Sudan's Country Programme (CP) and make recommendations based on the following evaluation criteria with the specific questions expanded further below:

- ❖ **Relevance**—the extent to which the CP has been and is still relevant to the situation in the country, the mandate of OHCHR, its comparative advantage, the Sustainable Development Goals (SDG), and the needs of stakeholders (both duty bearers and right-holders), including global partners, governments, and national counterparts and UNCTs.
- ❖ **Coherence** - the compatibility of the programme with other interventions, including the contribution to prevention mechanisms, at a global level and the country/regional level, conducted by OHCHR and others.
- ❖ **Efficiency**—the extent to which the CP has economically converted resources into results, including synergies within the organisation and with the efforts of stakeholders

and partners, including how OHCHR has attracted sufficient resources to the programme.

- ❖ **Effectiveness**—the degree to which the CP’s planned results and targets have been successful at outcome and output levels, identifying areas of intervention where results have not yet reached the expected targets.
- ❖ **Impact orientation**—the extent to which the strategic direction of the CP points toward contributing significantly to broader, long-term, sustainable changes in human rights issues.
- ❖ **Sustainability**—the extent to which the net benefits of the CP continue or are likely to continue with the stakeholders in the future.
- ❖ **Gender and human rights (disability inclusion) Integration**—the degree to which a gender and human rights perspective has been integrated into the CP and whether the results have contributed to gender and human rights principles of non-discrimination and equality, with emphasis on women’s rights and disability inclusion, as well as other vulnerable groups.

Central to the evaluation are to 1) Identify areas of strength and weaknesses in the planning and achieving results—including gender and human rights integration. 2) Produce valuable teaching materials that illustrate successful and unsuccessful strategies in achieving results, and 3) Produce clear and actionable recommendations identifying concrete actions and responsibilities for OHCHR to undertake towards these ends.

The evaluation will therefore take both a summative and a formative approach which looks at results achieved or not achieved to date (summative) to focus on the programme’s future to inform OHCHR Sudan CO and other field presences’ work (formative). This approach aims to increase OHCHR’s accountability and learning, per OHCHR’s Evaluation Policy.

UNEG Norms and Standards⁵ for Evaluation in the UN System, the UNEG Handbook for Conducting Evaluations of Normative Work⁶ and the UNEG Guidance document for Integrating Human Rights and Gender Equality in Evaluations were followed.⁷

Intended users and stakeholders

The intended users and stakeholders of this evaluation are both internal and external stakeholders and primarily include members of the OHCHR, including the Sudan CO, Geneva- Field Operations and Technical Cooperation Division (FOTCD), Donor and External Relations Section (DEXREL), and Policy, Planning, Monitoring, and Evaluation Service (PPMES). The external stakeholders of this evaluation include UNCT in Sudan, Human Rights partners, CSOs including survivors of human rights violations, government actors, National Human Rights Institutions (NHRI), and donors, including the Embassy of Sweden.

Objectives of the evaluation

⁵ <http://www.uneval.org/document/detail/1914>

⁶ <http://www.uneval.org/document/detail/1484>

⁷ <http://uneval.org/document/detail/1616>

The objectives of the evaluation are to:

- Assess the relevance of the intervention, strategy, and approach in the project's implementation.
- Assess the project's effectiveness and efficiency towards achieving impact results.
- Assess sustainability and impact orientation of the project's achieved results.
- Assess the quality of the coordination mechanisms established at the country level.
- Determine if the human rights approach and gender equality principles were integrated into the project.
- Assess the sustainability of the results concerning the advancement of gender equality and the promotion, protection, inclusion, and participation of marginalized groups, including youth, Persons with Disabilities (PWD), and Lesbian, Gay, Bi-sexual, Trans, Intersex and Queer (LGBTIQ) population.
- Identify and validate critical outcomes, best practices, and strategies for replication, and provide actionable recommendations for designing and implementing future interventions.
- Document and analyse weaknesses to improve the next steps in consolidation, monitoring, reporting, and advocacy of human rights promotion and protection.

I.3 Scope and Evaluation Questions

Scope of the evaluation

The evaluation assessed OHCHR's work in Sudan from the start-up phase and the establishment of the Sudan OHCHR CO in December 2019 until August 2022. Geographically, the evaluation considered OHCHR's work in the entire country, including the head office in Khartoum, and the sub-offices in Darfur, South Kordofan, and the Blue Nile State.

Evaluation questions and criteria

The Evaluation Questions (EQ) are based on the TOR provided in Annex I below. The findings of the report follow the questions under each of the criteria. The standard Organisation for Economic Cooperation and Development (OECD) Development Assistant Committee (DAC) guides the evaluation criteria, i.e., a focus on relevance, coherence, effectiveness, efficiency, sustainability, impact, human rights, and gender equality.

I.4 Evaluation methodology

Evaluation Design

The evaluation design considered 1) the importance of documenting good practices, educational experiences, and success stories stemming from the project, 2) that the Sudan OHCHR is a new CO established in a complex and ever-changing environment, 3) that one member was based outside of Sudan and could only conduct remote interviews, and the other member was based in Sudan. The evaluation method included seven sequential and interrelated processes, including 1) desk review, 2) inception report and tools, 3) inception feedback, 4) data collection (including Key Informant Interviews (KIIs), Focus Group Discussion (FGDs), and surveys) 5) data analysis, 6) validation of the preliminary evaluation findings to OHCHR and Sweden, and 7) report writing and presenting of the final report.

Data Collection

Data collection started upon the approval of the inception report by the Evaluation Reference Group (ERG) and took place from 20 June until early October 2022. Data collection methods included KII, FGD, surveys, and a Desk Review. Data collection occurred remotely in Geneva, New York, Khartoum, Blue Nile State, South Kordofan, and Darfur. Field work was conducted in Khartoum and Darfur.

Table 2: Selection of areas to focus on and method for engagement

| Area | Field visit/remote |
|-----------------------|---|
| Regional/Headquarters | Remote-KII |
| Khartoum | In-person/remote-KII, FGD, and Self-Assessment Survey |
| Darfur | In-person/remote, KII, and Self-Assessment Survey |
| Blue Nile | Remote-KII |
| South Kordofan | Remote-KII |

Desk Review

The ET conducted a desk review to corroborate findings, conclusions, and recommendations. The critical documents engaged included programme documents, project proposals, results frameworks, annual and progress narratives, financial reports, and human rights reports. A list is included in Annex 2.

Key Informant Interviews

During the data-gathering phase, KII was held with stakeholders in Sudan-Khartoum and Darfur from OHCHR (Sudan CO, Region, Geneva), UNCT, Donors/Development partners, the Government, CSOs, and international human rights organizations. The total number of 91 KII (47 men and 44 women) is divided by stakeholder category, location, and sex and highlighted in Table 3 below, and the complete list is included in Annex 3.

Table 3: Overview of KII engaged during the evaluation

| Stakeholder type | Location | Organizations/Types | M | F |
|---------------------------------|---------------------------------------|---|--|--|
| OHCHR Sudan CO | Khartoum and all the field offices | OHCHR Sudan CO in Khartoum, Darfur, S. Kordofan, Blue Nile | 8 | 7 |
| OHCHR HQ | Geneva/New York/Region | New York, Geneva including PPMS, DEXERL, Africa Branch | 5 | 4 |
| UN Agencies | Sudan | UNFPA, UNICEF, UNHCR, UNDP, UNITAMS, FAO | 7 | 5 |
| Donors and Development Partners | Sudan | Sweden, Norway, EU, Switzerland, Canada, France, Germany | 1 | 6 |
| International Organizations | Sudan | Human Rights Watch PILG | 1 | 1 |
| CSOs | Sudan Darfur, Blue Nile, S. Kordofan | Journalists, HRDs, women's rights groups, youth, PWD | 4-Khartoum 3-North Darfur 5-Blue Nile | 1-Khartoum 8-North Darfur 4-S. Kordofan 4-Blue Nile |
| Government | Sudan, Darfur, Blue Nile, S. Kordofan | Government ministries such as Police, Prisons, Ministry of Justice, Social Development, Statistics, | 4- Khartoum 4 -North Darfur 1-West Darfur 3-Blue Nile 1-S.Kordofan | 3-Khartoum 1-North Darfur |
| Sub total | | | 47 | 44 |
| Total | | | 91 | |

Focus Group Discussions

Focus Group Discussions (FGD) were conducted in Khartoum to understand the situation in both Khartoum and Darfur with stakeholder groups, including journalists, youth, CSOs, PWD, and women. As highlighted in Table 4, 59 people were engaged, including 37 women.

Table 4: Number of Small or FGD by Type and Method of Data Collection

| Category of Respondents | Location | # Of FGDs | Male | Female |
|-------------------------|-------------------|-----------|-----------|-----------|
| Journalists | Khartoum | 1 | 3 | 3 |
| Youth | Khartoum | 1 | 5 | 3 |
| CSOs | Khartoum | 1 | 3 | 5 |
| PWD | Khartoum | 1 | 8 | 6 |
| Youth | Khartoum (Darfur) | 1 | 3 | 5 |
| Women | Khartoum (Darfur) | 1 | 0 | 12 |
| Total | | 6 | 22 | 37 |
| | | | 59 | |

Staff Survey

Eight OHCHR staff, including one from Darfur, seven from Khartoum, and two men and six women, filled out surveys. Half of the respondents started work before the military coup. The survey findings are not statistically significant. The information is useful for further triangulation of data.

Data Synthesis and Analysis

Data triangulation was done, including KII, FGDs, survey, desk review, and through the validation meetings held with OHCHR Sudan CO and with the broader OHCHR staff in Geneva. The data input into a research matrix was organised by criteria/questions and stakeholders.

Addressing potential limitations in the review

Challenges arose in the data-gathering phase because of the unavailability of critical stakeholders, given the Haj holiday in July. Potential stakeholders, including international staff, took their home leave. The data collection period was extended to address the limitations of the review. There were disruptions throughout the day related to internet and electricity outages, which resulted in interviews being postponed or cancelled altogether.

Causality is often difficult to establish since there may not be a direct link between the actions of a UN organisation and a national government. In trying to agree to any specific norms, factors beyond the organisation's control come into play in determining the extent to which the government translates the agreed norm into a national policy, legislation, and action on the ground. The outcomes and impact of most normative work often depend on the enabling environment and a host of complementary actions by the government, UN agencies, and others. Therefore, the finding focuses on creating an enabling environment rather than attributing the result entirely to the OHCHR's work.

Confidentiality was assured to all stakeholders, which enabled them to disclose openly and honestly. Direct quotes from individuals included the type of stakeholder and the location where the interview took place. However, no names were provided to protect the identity of the individual providing the information. Annexes with the data collection tools summarise how consent was sought.

Human Rights and Gender Equality

In line with the UN-SWAP on Gender Equality and the Empowerment of Women guidelines, there is evidence of gender integration in the evaluation process and report through sex disaggregation of the data, which ensured that women were represented among those interviewed and took part in FGDs. PWD and youth were also engaged. Integrating human rights, gender issues, and disability inclusion was also part of the questions asked of stakeholders.

The data collection followed best practices regarding gender mainstreaming.⁸ As part of the desk review, the design of projects that OHCHR has undertaken and for evidence of quality engagement and participation of stakeholders in the various stages of project implementation. Data disaggregation in reports and monitoring reports have also been assessed.

1.5 Deliverables and Timeframe

Timeframe

The evaluation timeline is highlighted in Table 5 below.

Table 5 Timeline and dates

| Calendar of events and deliverables | Period |
|--|---------------------|
| Desk review, inception meeting, and scoping interviews | 25 May-13 June |
| Deliverable 1: Submission of final Inception Report | 13 June |
| Feedback provided by the ERG and finalisation of the Inception phase | Week of the 20 June |
| Data collection and analysis of findings, including FGDs and KIIs in Khartoum | June to August |
| Validation of findings | 22 August |
| Deliverable 2: Submission of Draft Report | 31 August |
| Submission of the second draft report addressing the comments from the ERG group | 10 October |
| Online seminar for the discussion of the evaluation results. | 20 November |
| Deliverable 3: Submission of Final report | 31 October |

Evaluation management

The PPMES managed the evaluation through an Evaluation Officer, who functioned as the Evaluation Manager. The Evaluation Manager recruited the evaluators, served as the primary port-of-call for the evaluators, and recorded the feedback of the ERG. The Evaluation Manager oversaw the budget, and the work plan to ensure the data collection activities with support from FOTCD and the OHCHR Sudan CO and provided quality assurance. The OHCHR Sudan CO prepared the relevant documents for review and identified the internal and external stakeholders to be interviewed in Sudan.

The Core Reference Group (CRG) served in an advisory capacity to strengthen the evaluation's substantive grounding and relevance by taking part in webinars and providing feedback on the report findings. The Evaluation Manager is part of the CRG, chaired by the PPMES, and includes representatives from FOTCD, OHCHR Sudan CO, and DEXREL. The

⁸ United Nations Evaluation Group, Integrating human rights gender equity in evaluation: towards UNEG guidance, UNEG, 2012

CRG facilitated the evaluation process, and the Evaluation Manager was the primary contact for the ET. An Extended Reference Group chaired by the PPMES included representatives of the UNCT in Sudan, human rights partners, rights-holders, and duty-bearers, including governments, CSOs in Sudan and donors, and the Embassy of Sweden in Sudan.

2. Main Findings

The main findings are organised by criteria and evaluation questions, with questions grouped to avoid duplication. Three distinct periods have been identified within the life cycle of the OHCHR Sudan CO. These include:

- Phase 1: September 2018-December 2019: An advanced OHCHR team worked to set up modalities which eventually led to the signing of the HCA in September 2019 by the Sudanese Foreign Affairs minister in New York. The advanced team put together the OHCHR's initial work plan.
- Phase 2: December 2019-October 2021: In December 2019: A Team Leader of the OHCHR Start-Up Team arrived in Sudan with two team members to lay the groundwork for establishing the OHCHR Sudan CO. The Head of Office (HO) for OHCHR arrived in August 2021. During this period, initial steps were taken to integrate the OHCHR Sudan CO and the UNITAMS Office of Support to Civilian Protection (OSCP), which is currently ongoing.
- Phase 3: November 2021-August 2022: Following the October 2021 military coup, OHCHR Sudan CO reoriented their work, moving away from support to Sudanese authorities toward monitoring and reporting on human rights and working more closely with CSOs. The integration of the OHCHR Sudan CO and UNITAMS OSCP continued.

2.1 Relevance

The extent to which the CP has been, and is still, relevant to the situation in the country, the mandate of the OHCHR, its comparative advantage, the Sustainable Development Goals (SDG), and the needs of stakeholders (both duty-bearers and rights-holders), including global partners, governments, national counterparts and the UNCTs.

2.1.1 How relevant has the CP been in identifying the human rights violations in the country and addressing the needs of stakeholders (rights-holders and duty-bearers), the Office's mandate, the OHCHR's Management Plan, the Sustainable Development Goals and Human Rights Up Front (HRUP)?

Relevance of the CP to the situation of human rights in Sudan

The CP was designed during the transition period aiming to support the government with impunity of the Bashir regime. In October 2021, a military coup ended civilian government rule and put the implementation of the JPA, and the reforms laid out in the Constitutional document on hold. The report of the UN High Commissioner for Human Rights on the human rights situation in Sudan since 25 October 2021, presented at the 50th session of the HRC on

15 June 2022, sums up the human rights situation in the post-coup period.⁹ The OHCHR Sudan CO was the main contributor to the report and regularly monitored the issues highlighted below. Under the six pillars, the CP addresses human rights issues, making the overall work of the OHCHR relevant to the human rights situation in Sudan.

Violation of political and civil rights

Historically, in Sudan and following the 2021 military coup, peaceful protestors have been subjected to excessive use of force, including tear gas, water cannons, stun grenades, rubber bullets and live ammunition, as methods to disperse protestors. These tactics have violated protestors' political and civil rights, resulting in killings, assaults, injuries, widespread arbitrary arrests, detention without respect for due process, torture, ill-treatment, enforced disappearances and sexual violence.¹⁰

Since the coup, over 100 protestors in Khartoum and elsewhere have been killed, and thousands of others have been injured.¹¹ Protest leaders, political opposition, former officials, journalists and Dismantling and Resistance Committee members have been arrested and detained, often without their due process rights respected. By June 2022, the *de facto* authorities had released all those arrested and detained because of OHCHR Sudan CO's advocacy. There is evidence that protestors remain in undisclosed locations or unofficial detention centres without due process rights.¹² OHCHR Sudan CP recognizes the need to build the national and local capacity to maintain the ROL in Sudan because of decades of conflict, human rights violations, and atrocities routinely committed by both the State and armed groups. OHCHR Sudan CP also focused on addressing issues related to the freedom of the press, speech and assembly with CSOs, including with the youth

Violation of women's rights

Women's rights are central to the OHCHR Sudan CP. The CP recognizes that the situation of women in Sudan is affected by deeply entrenched patriarchal social norms and structures, protracted conflict and thirty years of repressive rule. The 2019 Gender Inequality Index ranked Sudan 138 out of 189 countries with discrimination in the laws, attitudes, and behaviours.¹³ Women face a range of human rights violations, including Sexual and Gender-Based Violence (SGBV), Conflict-Related Sexual Violence (CRSV), domestic violence, Female Genital Mutilation (FGM), forced marriage and economic violence. Women have been at the forefront of protests, making them vulnerable to sexual violence as an instrument of political

⁹ Report of the Independent Expert on the human rights situation in Sudan (A/HRC/50/G/2) provides a detailed overview of the human rights situation coinciding with the deployment of the OHCHR Start Up Team. Report of the Office of the United Nations High Commissioner for Human Rights on the situation of human rights in the Sudan (A/HRC/50/22)

¹⁰ A Commission of Inquiry into violations and extrajudicial killings against peaceful rallies between December 2018 and April 2019; it conducts its investigations under article 186 of the Criminal Code, which concerns crimes against humanity

¹¹ Joint Rule of Law Programme Document (2022)

¹² Human Rights Watch has raised concern that some protestors remain in detention in undisclosed locations and more can be found <https://www.hrw.org/news/2022/04/28/sudan-hundreds-protesters-detained-mistreated>

¹³ Joint Rule of Law Programme Document (2022)

intimidation. Cases of sexual violence go unreported, with minimal access to the justice system and services for survivors available.¹⁴

Economic social and cultural rights (ESCR), including land and housing rights

Economic Social and Cultural Rights (ESCR) violations have been addressed in OHCHR's work in Sudan and are highlighted in UN Human Rights reports. The unaddressed ESCR, such as land and property rights, have led to social unrest and conflict. These violations in Sudan stem from factors, including unequal power distribution, discrimination and inequality, which have been drivers of conflict. The dire economic situation, insecurity, the suspension of aid, and global developments affecting imports of fuel and wheat were, and continue to be, significant concerns affecting the most vulnerable and marginalised communities. The combined effects of conflict, economic crises, poor harvests and climate shocks have led to protests to denounce the worsening economic conditions. These issues are monitored and reported in human rights reports that the OHCHR Sudan CO has contributed to broadening the understanding of the importance of addressing ESCR in Sudan.

Land disputes are a root cause of conflict and tribal clashes, particularly in Darfur, South Kordofan and the Blue Nile State. In Darfur, unstructured land governance, poverty, ethnic identity, exclusion and environmental issues cause most land-related conflicts, which have been occurring among Internally Displaced Persons (IDP), host communities, nomads, pastoralists and farmers. Housing, Land and Property (HLP) rights are governed by a complex combination of statutory laws and customary and cultural legal systems. Women have even less access to HLP because of restrictive cultural practices and gender inequality. Women encounter obstacles when enforcing their HLP rights, including a lack of legal awareness of necessary land documents and limited resources to pursue their claims.¹⁵ The CP is aligned with these issues through their active role in the HLP and SGBV Working Groups; however, more effort is needed to focus on the link between women's rights and land rights.

The protection of civilians

The departure of UNAMID and the delays in implementing the security arrangements set out in the JPA have contributed to gaps in protection in conflict zones. Darfur, South Kordofan and the Blue Nile State, where OHCHR Sudan has sub-offices and has been actively monitoring the situation. These areas have been experiencing increasing incidents of intercommunal violence and factional fighting. Outbreaks of violence have resulted in human rights violations, including killing, sexual violence, abductions and widespread displacement. The human rights violations are linked to conflict over land, water resources and pasture rights and are exacerbated by widespread impunity and the competition for limited resources. Since the beginning of 2021, hundreds have been killed and thousands displaced in the Darfur region alone.¹⁶ Weak governance, overzealous security institutions, and impunity have compounded the situation in Darfur. The implementation of the 2020 National Plan for the Protection of Civilians (NPPOC) has also stalled since the military coup. The Peace and Security pillar within the CP addresses issues associated with the protection of civilians.

¹⁴ Based on the 2021 Multi-Sector Needs Assessment, while 24% of respondents reported being aware of women specific GBV services, only 2% had awareness of legal aid/assistance and 4% of specific security/safety services, despite 88% reported their willingness to report a GBV case.

¹⁵ Joint Rule of Law Programme Document (2022)

¹⁶ The Report of the Office of the United Nations High Commissioner for Human Rights on the situation of human rights in the Sudan (A/HRC/50/22)

Relevance of the CP to address the needs of duty bearers

After 30 years of dictatorship, the OHCHR Sudan CP recognizes that the ROL government institutions need significant reforms. The police lack capacity, training and equipment. There is little trust between the police and the broader public. Police do not investigate cases because of a lack of resources. The public is reluctant to report incidents due to fear of retaliation and lack of trust. In cases of SGBV, police are unwilling to investigate, and courts rarely prosecute these cases. The ROL institutions in Darfur, South Kordofan, and the Blue Nile State have limited presence. The formal court system is only available in urban areas. The lack of access to formal courts means that most people rely heavily on rural or native courts. While native courts have been incorporated into the formal justice system, the quality of work and compliance with due process, including gender sensitivity and human rights, is limited.

The prison sector is under the authority of the Ministry of Interior (MOI) and integrated into the police service. The prison sector faces challenges, with poor infrastructure and overcrowding. Prisons are in poor condition, including insufficient health infrastructure and services, poor sanitation and hygiene. In Darfur, prisons are overcrowded due to mass arrests, a lack of resources and a backlog of cases.¹⁷ OHCHR Sudan CP recognises the need to work with the MOI, including the police and prison sectors, and recognises the importance of working with the rural and native courts.

The CP recognises the weakness of the justice system, especially in prosecuting gender-related crimes, and the need to reform laws that discriminate against women. The CP recognises the need to strengthen existing institutions, such as the police and prison sectors, and create new ones, such as the TJC and the newly formulated National Human Rights Commission (NHRC). Building an understanding of TJ has also been a key focus in how vital these processes are for the Sudanese population.

Since the military coup, the Government has been run by officials who were placed in critical national-level positions without a proper process. On 5 November 2021, the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator (DSRSG/RC/HC), pending the reinstatement of a civilian-led government, issued a memo to all heads of agencies advising that interaction with *de facto* authorities should be limited and only when considered “necessary” to “securing compliance by the authorities with Sudan’s human rights obligations.” Donors suspended financial support to all the authorities pending establishing a civilian-led government.

The OHCHR Sudan CO stopped all policy or political level work with authorities, only engaging them at the technical level. OHCHR Sudan CO continued activities to strengthen human rights protection, such as supporting the Central Bureau of Statistics (CBS). The OHCHR Sudan CO engaged with the Attorney General Office (AGO), conducting activities

¹⁷ According to the Joint Rule of Law Programme Document (2022), As of September 2021, the total prison population in Sudan was 21,45 adults, including 13,184 sentenced prisoners (61%) and 8,311 who were held in remand (39%). Among them, 691 were women (3%) and 201 minors between 12 and 18, only boys.

such as roundtable discussions with the judiciary regarding monitoring police behaviour during crowd control and human rights training of prison and police staff. OHCHR Sudan CO supported the newly created National Mechanism for Reporting and Follow-up (NMRF).

The no-contact policy does not extend to state-level government actors in Darfur, South Kordofan and the Blue Nile State, where the OHCHR Sudan CO and other UN agencies are working closely with government authorities. In South Kordofan and the Blue Nile State, in line with the CP, the primary duty bearers that have received support include the police and prison sector, where capacity gaps exposed a lack of awareness of prisoners' rights, the rights of protesters, and their roles and responsibilities as government entities. In Darfur, the OHCHR Sudan CO collaborates closely with the Governor and other government entities, discussed in greater detail later in the report.

Relevance of the CP to the needs of Rights Holders

Since the December 2018 revolution, Sudanese CSOs have been divided into three groups. The largest is the traditional form of CSOs that existed before independence, including the traditional or native administrative system and tribal leaders, and faith-based groups. The second largest are the revolutionary civil society movements or resistance committees, the Sudan Professional Association, and other alliances and networks that emerged in 2019. Last, the smallest group are the formal State-regulated CSOs registered under various laws and licensed to operate.¹⁸

CSOs are specialised with a focus on the various human rights issues facing Sudan. For instance, the Emergency Lawyers, an informal group that has provided legal aid and advocates for those detained since the coup. Focus on protecting Human Rights Defenders (HRD), TJ, legal reform, and civic space. PWD groups are concentrated on addressing the discrimination and marginalisation they face in Sudan; however, they need support. Women's groups work on an array of issues that directly affect them, such as pushing for more equal laws to protect women and have been at the forefront of the protests. Therefore, OHCHR Sudan CP's focus on participatory gender-sensitive legal reform has been highly relevant. Youth groups have also been at the forefront of many issues affecting their lives and raised significant concerns about ESCR and the high level of impunity and lack of accountability despite the efforts of the transitional Government while they were in power. The attention to these issues in the JPA, and the ICC has taken initial steps in Sudan.¹⁹ The continuing impunity both before and even more significantly following the military coup remains a frustration given the lack of progress on accountability through the work of the ICC especially. Most youth groups are part of resistance committees that are newer to the CSO movement and exist throughout the country, including in Darfur, South Kordofan and the Blue Nile State.

OHCHR Sudan CO is a highly valued partner, especially for facilitating participatory processes to ensure views are considered in policy and legal reform. OHCHR Sudan CO engaged with

¹⁸ Civicus SUDAN: "The government and the international community must engage more with civil society" January 2022

¹⁹ The Carter Center, "Sudan's Youth and Transition: Priorities, Perception, and Attitudes" August 2021

an array of partners, including the emergency lawyers' group, professional organisations, women's groups, PWD, youth, HRDs, and Lesbian, Gay, Bi-sexual, Trans, Intersex, and Queer (LGBTIQ) for networking and coalition building. CSOs recognised OHCHR Sudan CO's role in monitoring and reporting on the human rights situation in Sudan. OHCHR Sudan CO in the sub-regions plays a role in deterring human rights violations and serves as a place of refuge for CSO partners.

Many of those engaged were aware of the OHCHR Sudan CO because they had attended meetings or workshops or had been involved with the OHCHR Sudan CO to provide information about human rights issues. The OHCHR Sudan CO's visibility was elevated following the military coup among the CSOs, given the greater engagement that OHCHR Sudan CO had on human rights issues and the increased work with CSOs. CSOs were also keen to play a more active role in advocacy and the work overall. OHCHR Sudan CO has built strong partnerships with the emergency lawyers' group, PWD and women's groups. However, given the size of Sudan, the number and types of CSOs, and that OHCHR Sudan CO is relatively new to the country and is working on diverse issues, a map of the CSO landscape would provide practical information. Mapping could be done by engaging with UN partners and other INGOs, such as the Carter Center, who have an overview of the youth landscape.

Relevance of the global management plan and SDGs

The OHCHR Sudan CO's goals, planned activities and outputs align with the OHCHR's management programme (OMP) 2018-2021 (later extended to 2023).²⁰ In line with the OMP, the OHCHR Sudan CP includes all six pillars, and the "shift" areas highlighted in the OMP are also relevant, including work to protect and expand civic space, focus on digital space and emerging technologies, inequalities and people on the move given the elevated level of displacement in Sudan.²¹ The focus on preventing conflict, violence and insecurity is aligned and especially relevant given the context. The extension of the OMP to 2023 further recognises the challenges associated with the COVID-19 pandemic from a health access and human rights perspective.

²⁰ OHCHR Management Plan 2022-2023

²¹ In 2022 as part of the review of the OHCHR management plan the organization sought to figure out how to leverage for greater human rights impact by seeking to "shift" their overall approach to obtain greater coherence across all they do. In the end, there was an emphasis on four "shift" areas. These shifts better focused and united their efforts across and within the pillars to deepen their expertise, strengthen their partnerships and scale up human rights results. The shift areas include working to protect and expand civic space and promote human rights in the context of frontier issues including climate change, digital space and emerging technologies, corruption, inequalities, and people on the move.

Table 6 references the relevant pillar results to the global management plan and the SDGs. The Pillar results are outlined in Table 1 and should be used as a reference for Tables 6.²² The CP is aligned with the SDGs, especially the Development Pillar, which refers to all SDGs. The other SDGs the CP is aligned with include Goal 16, Peace and Justice. Goal 5, Gender Equality and Goal 10, Inequality. A significant aspect of the SDG work is the capacity building of government institutions, such as the CBS, by integrating an HRBA into data.²³ The capacity building of CSOs to monitor government agencies to realise ESCR progressively is aimed at working towards this goal. OHCHR Sudan CO monitors ESCR violations for early warning, described in more detail below.

Table 6: Pillar Results Drawn from the Annual Work Plan

| Pillars | Global mandate/Management plan | SDGs |
|--------------------|--------------------------------|--|
| Accountability | A1, A2, A3, A4, A5 | 16.6, 16.10, 16a, 16.3, 16.7, 5.1,5.2, 5.3 |
| Participation | P1, P5, P6 | 16.10, 5.5, 16.7, |
| Non-Discrimination | ND1, ND2 | 5.1, 10, 5.2, 5.3 |
| Development | D3, D8, D7 | All SDGs |
| Peace and security | PS3, PS5, PS6 | |
| Mechanisms | MI | |

The OHCHR Sudan CO continued to set up engagement with early warning mechanisms, including efforts such as the Human Rights Up Front Initiative, which in 2020 became the UN Call to Action for Human Rights.²⁴ The early warning potential of the United Nations, human rights system is most effective when considering the full range of human rights within a specific context. OHCHR Sudan CO's human rights analysis and guidance focus on both political and civil as well as ESCR. In Sudan, the disparities linked to discrimination and inequality have negatively affected the enjoyment of ESCR, especially in the conflict regions where they have been the root causes of civil unrest.

Monitoring and reporting are essential tools for human rights protection and promotion. Gathering, verifying and analysing information and data on human rights has facilitated to identify violations and to anticipate the ones in the future. The UN human rights system has developed a sophisticated range of mechanisms for monitoring, reporting, and advice, looking at many human rights that can serve broader early warning purposes.

OHCHR Sudan CO's monitoring and reporting of human rights violations has contributed to the joint advocacy of the UNCT. OHCHR Sudan CO has also contributed to the diplomatic community's understanding of the situation, which is critical for their advocacy. The Secretary General's Call to Action for Human Rights underpins the UN system recognising that human rights are essential to addressing the broad causes and effects of complex crises and building sustainable, safe, peaceful societies. The Call-to-Action focuses on highlighting critical themes by making human rights central. Five of the seven themes are aligned with the OHCHR Sudan CP, including Rights at the Core of Sustainable Development, Rights in Times of Crisis, Gender

²² OHCHR Management Plan 2018-2021

²³ Guidance Goal 16: The Human Rights Based Approach to Data: Leaving No One Behind in the 2030 SDGs (2022)

²⁴ Secretary-General's Call to Action for Human Rights (un.org)

Equality and Equal Rights for Women, Public Participation and Civic Space and New Frontiers of Human Rights (focus on digital technologies).²⁵

The OHCHR Sudan CO has also contributed to developing a Standard Operating Procedure (SOP) on the application of the UN Human Rights Due Diligence Policy (HRDDP), which guides requests for UN support for non-UN security forces.²⁶ Concerns that military intelligence officers have been on UNITAMS flights demonstrate that efforts are needed to advocate among the UN in Sudan to ensure HRDDP is systematically applied. Further plans will focus on ensuring that implementing a National Action Plan on Civilian Protection (NAPCP) complies with HRDDP, mainly linked to peacebuilding programming. A unified UN database of information on members of armed groups and military and security forces that allegedly committed human rights violations is pending.²⁷

2.1.2 Have the strategies used to achieve results been adequate for the local context and stakeholders?

The strategies presented in Table 7 are drawn from the Theory of Change (TOR) for each pillar result found in the OHCHR Sudan CP’s planning documents.²⁸ Table I above is a reference to the specific pillar results.

The range of strategies within the OHCHR toolbox—such as providing expert legal advice on human rights issues, facilitating learning and knowledge transfer, and monitoring and publicly reporting on human rights situations, apply to the context. Directly protecting CSOs and HRDs, facilitating dialogue between diverse stakeholders on human rights issues, and building networks and alliances to extend human rights promotion and protection to enable the functioning of international human rights mechanisms—have all been relevant to the local context. Examples are elaborated below.

Table 7: Strategies Used to Achieve Objectives

| Strategies aimed at achieving results | Pillars |
|---|---|
| Support to CSO and engaging in processes | Accountability, Peace and Security |
| Seconding of OHCHR staff to the Prime Minister’s office | Accountability |
| Legal analysis of draft laws | Accountability |
| Capacity building and training for judges and lawyers focus on gender-sensitive justice, working with relevant UN agencies. | Accountability and Non-Discrimination Participation |
| Ensuring UN efforts are grounded in the HRBA through training, participation in the UNCT, and integration of inputs in planning documents | Accountability and Peace and Security |
| Developing guidance and tools to support justice mechanisms at the national and sub-national levels to seek accountability for CRSV | Accountability |
| Advocating for protecting human rights defenders and monitoring trials | Peace and Security |
| Monitoring, verifying, and documenting violations and public reporting | Peace and Security |

²⁵ OHCHR Sudan CO End of year report (2021)

²⁶ Sweden- Annual Report 2021 OHCHR Sudan CO

²⁷ OHCHR Sudan CO End of year report (2021)

²⁸ Sudan OHCHR (2018-2023) September 2021 Country Program Strategy.

| | |
|--|-----------------------------------|
| Advocacy and technical assistance for the reform of land rights | Development |
| Capacity building with the government on SDGs/HRBA | Development |
| Joint advocacy for the ratification of core international and regional human rights treaties/CEDAW | Mechanisms and Non-Discrimination |
| Engagement with TB, SP, and UPR with CSOs and UN agencies | Mechanisms and Participation |

Participation in policy-making processes

The OHCHR Sudan CO has created enabling environments that have led to legal reform, accession to international human rights instruments, institution building those respects human rights principles, and more robust and advanced protection of human rights. The OHCHR Sudan CO also supported the development of Violence Against Women (VAW) laws by collaborating with the Ministry of Social Development (MOSD)-Unit for Combating Violence against Women. The OHCHR Sudan CO provided technical advice to facilitate engagement with CSOs to inform the laws and to ensure they apply to international human rights standards. Incorporating survivors' needs into the draft laws and strengthening the relationship between CSOs and government actors was a key outcome of this process.

The OHCHR Sudan CO supported the Ministry of Justice (MOJ) in drafting the Muslim Personal Status Law, which impacts marriage, divorce, custody and inheritance and is considered widely discriminatory against women. OHCHR Sudan CO organised for organising a workshop on family law with CSOs, including women, where views were exchanged. OHCHR Sudan CO shared past recommendations from treaty bodies with the drafters. Some of the changes included banning FGM, permitting children to travel with their mothers without the permission of their fathers, and dropping restrictions on women's dress. A valuable part was the opportunity for the drafters to engage directly with women and hear their views, giving them opportunities to include critical information in the draft laws. OHCHR Sudan CO worked closely with the MOJ on the draft laws regarding the TJC and NHRC using similar participatory approaches.

Partnering with local actors

Workshops and consultations are the primary strategies that OHCHR Sudan CO uses to engage with CSOs and government actors. A good practice identified by the Darfur sub-office in their work on land rights has been the collaboration with the Food and Agricultural Organisation (FAO) and UN-Habitat, who are experienced in land issues in Darfur. When preparing a workshop on land rights, OHCHR Sudan CO partnered with Sudan Social Development Organization (SUDO), a recognised human rights organization in Sudan. Engagement with SUDO ensured engagement of relevant actors in the process and provided a more meaningful selection of participants for the workshop. OHCHR Sudan CO roundtable on land and tenure security focused on the situation in Darfur. The roundtable organised by OHCHR Sudan CO was an opportunity to share information and discuss the human rights dimensions of land access, including that existing law does not acknowledge the customary tenure system. The lack of resolution has been a significant source of conflict in Darfur. One remedy, identified in the JPA and shared with participants at the workshop, is the

establishment of the Darfur Land and Hawakeer Commission (DLHC), whose mandate is to hear and mediate land and property claims. However, there has been no tangible progress on the DLHC. Despite the lack of progress, workshops and consultations remain an important primary strategy of OHCHR, which is expected to lead to positive change in the medium term.

Linking CSOs and government actors with international expertise relevant to Sudan's needs

A critically important role that OHCHR Sudan CO plays in Sudan is to create opportunities for CSOs to learn about developments in human rights and transitional justice related to Sudan by sharing knowledge and engaging with relevant international experts. As with sharing about the DLHC described above, OHCHR Sudan CO also conducts workshops on the gender dimension of TJ, given their expertise on this issue globally. Sharing their experiences from similar contexts helped participants to understand the global nature of these issues. The focus on the gender dimensions of TJ made participants aware of the different needs of women and men in these processes and the importance of being aware of the differences so that they incorporate them programmatically. OHCHR Sudan CO is one of the few organisations in Sudan with this expertise, making their role critical in this context. Additionally, OHCHR Sudan CO has linked up CSOs, and transitional Government actors with the Global Alliance of National Human Rights Institutions (GANHRI) delegates to further ensure the newly formulated NHRC would comply with the Paris Principles.

Delivering human rights education to the police and prison staff

The OHCHR Sudan CO's human rights training targeting police and corrections officers have produced results. The police training improved to improve the rapport between law enforcement and the public. The police learned how to disperse crowds peacefully. CSOs also saw the importance of police having protective gear because the more protected they felt, the less likely they were to lash out at violent protesters. CSOs also reported a positive change in the police's attitude that encouraged them to engage more with the police, increasing the likelihood of reporting cases especially related to SGBV. The significant change highlighted following the police training was fewer violent incidents between the public and the police.

Corrections officers were often unaware that the standard treatment of prisoners amounted to human rights violations. One example is the transfer of a prisoner to a different location where he has no access to family members, which could violate his rights because of the prisoner's possible social isolation. The combination of the monitoring visits and training by the OHCHR Sudan CO improved prisoners' overall treatment because of the increased interaction with correctional officers.

There was confusion from CSOs about OHCHR Sudan CO's engagement with the Rapid Security Forces (RSF). Some felt that RSF should be exposed to human rights training as they thought it might be the only information they received. The lack of trust between the public and the RSF because of the history of human rights abuses against the population made CSOs

sceptical of institutions that engaged them directly. Given the confusion and belief that the CO had engaged with RSF, it is important that OHCHR Sudan CO address the misconception directly with CSOs to ensure they understand its position.

2.2 Coherence

The compatibility of the programme with other interventions, including the contribution to prevention mechanisms, at a global level and the country/regional level, conducted by the OHCHR and others.

2.2.1 How does the CP align with and support national plans, programmes and priorities of national and local stakeholders, partners, donors and other UN agencies on those issues that should be human rights priorities, considering the OHCHR’s comparative advantage?

Priorities of national and local stakeholders

The OHCHR Sudan CP aligns with most national plans, programmes and priorities of national and local stakeholders. In September 2019, the transitional Government began reforming laws and strengthening the ROL and accountability efforts, which had been badly degraded during the previous regime. There were plans to address the economic situation and engage with the international community to transform Sudan politically, socially and economically and to usher in a new era for the country. The transitional Government recognised OHCHR Sudan CO’s role in advancing its vision.²⁹

The CP is aligned with the Constitutional document’s “Rights and Freedom Charter,” which focuses on accountability for past crimes, reform of laws to be in line with international human rights norms, support for women’s rights, and the creation of a new NHRC. Implementing TJ mechanisms includes the TJC and establishing an independent investigation into the killing of peaceful protestors, such as the 3 June 2019 massacre.³⁰ The Rights and Freedom Charter also focus on the ESCR.³¹ The broader legal, institutional, political, economic and human rights reform align with the six pillars of the CP. The OHCHR Sudan CP is also aligned with the JPA, signed in October 2020, which addresses accountability and TJ processes. It includes establishing a Special Criminal Court for Darfur Crimes, TJ and reconciliation mechanisms, and cooperation with the International Criminal Court (ICC) on Sudanese suspects indicted by the Court.

²⁹ The Constitutional document makes reference to the OHCHR Sudan CO.

³⁰ When the armed forces of the Sudanese Transitional Military Council, headed by the RSF, the immediate successor organisation to the Janiweed militia, used heavy gunfire and teargas to disperse a sit-in by protestors in Khartoum, killing more than an estimated 100 people OHCHR Press release “Sudan: Khartoum massacre victims and their relatives still waiting for justice one year on” 03 June 2020

³¹ Situation of human rights in Sudan Report of the Independent Expert on the situation of human rights in the Sudan A/HRC/45/53 July 2020

Other key national policy documents through the CP’s Development Pillar include a focus on Programme for Stability and Economic Development (2021-2023), Poverty Reduction Strategy Paper (2021-2023) and National Social Protection Strategy (2021-2026).

Table 8 demonstrates the CP alignment and engagement on all six pillars of national stakeholders.

Table 8: CP alignment with the national and local stakeholders³²

| Pillars | Government | CSOs |
|--------------------|---|---------------------|
| Accountability | MOJ, AG, Unit for Combatting VAW, NHRC/TRC/ | Lawyers, HRD, Women |
| Non-Discrimination | MOJ, AG, Unit for Combatting VAW, CBS | Women, PWD, LGBTIQ |
| Development | Unit for Combatting/MOSD, CBS | ESCR, CSO |
| Participation | MOJ, AG, Unit for Combatting VAW, NHRC/TRC/ | Lawyers, HRD, Women |
| Peace and Security | MOJ, AG, MOI- police and prison | Lawyers |
| Mechanisms | MOJ, NMRF | Women |

Critical to implementing the CP has been the focus of building a society based on human rights. The OHCHR Sudan CO was well positioned to provide government stakeholders with the support they needed to make this foundation, especially at the time of the signing of the HCA. Until the October 2021 military coup, the OHCHR Sudan CO’s main government partners were the Prime Minister’s Office, the MOJ, the MOI, including the police and prison sectors, the AG, the Ministry of Social Development (MOSD)-the Unit for Combating Violence Against Women and the CBS. Since the military coup, the priorities of the OHCHR Sudan CO have remained the same, and the strategies have adapted to the new context.

As highlighted earlier, UN technical cooperation was suspended pending the reinstatement of a civilian-led government and interaction was limited to when necessary to secure compliance by the authorities with Sudan’s human rights obligations. Within this purview, OHCHR Sudan CO continued to provide moral support to agencies such as the MOSD- Unit for Combating Violence Against Women, whose leadership did not change following the military coup. The OHCHR Sudan CO continued to advise the AG’s Office, the NMRF, and the CBS.

At the state level, the OHCHR Sudan sub-offices in Darfur, South Kordofan, and the Blue Nile State have established themselves. The work with state authorities has been primarily focused on engaging with police and prison officials to date.

Priorities of donors

Donors were aligned with the human rights elements of the Constitutional document, the JPA and in support of the work of the transitional Government. Feedback from donors highlighted that their funding contributed to the broad priorities of the OHCHR’s overall CP. The OHCHR’s two most prominent donors, the European Union (EU) and Sweden are guided

³² OHCHR Sudan CP End of year progress report (2021).

by the EU's Human Rights and Democracy programme and the Sweden-supported programme "Establishment and operationalization of a UN Human Rights Office in Sudan," is based on five broad goals which align with the CP, respectively. The issues raised by other donors were also in line with the overall CP, including an emphasis on women's rights with a focus on SGBV, the importance of civilian protection, and support for the protection of HRD. Donors also highlighted peacebuilding, supporting a democratic transition and respecting human rights, as well as work on children in armed conflict, freedom of expression, press freedom, arbitrary detention, and LGBTIQ as priority themes. Donors also highlighted the vital role of young people and the equal participation of women and young people in peacebuilding. The importance of OHCHR's presence throughout the country in Darfur, South Kordofan and the Blue Nile State was also highlighted. However, donors did not mention ESCR, except in the context of the marginalisation of women. While donors care about the land and other ESCR concerns, they may not see OHCHR Sudan CO as addressing these issues through their programmes, given that it is a new area of work. It may be helpful for OHCHR Sudan CO to emphasize their work in ESCR in briefing sessions with donors on the importance of their work in Sudan.

Since the military coup, donors have withdrawn support to the *de facto* authorities and advocated for work with CSOs and HRDs. OHCHR Sudan CO supports CSOs on a broad range of issues, including advocating for increased civic space and addressing ESCR and gender inequalities as underlying causes of conflict and instability. Equipping CSOs throughout the country to monitor and report on the human rights situation has been a primary focus. OHCHR Sudan CO's focus when targeting CSOs is to increase knowledge and understanding of issues. Newer concepts, such as the gender dimensions of TJ and the human rights dimensions associated with land rights, require time and dedication to ensure issues are fully understood.

The rise of misinformation and fake news in Sudan and the crackdown on freedom of expression and the press make it challenging to obtain accurate information about the human rights situation.³³ Donors recognised the vital role that the OHCHR Sudan CO has played in filling this gap by providing accurate and timely information and analysis of the human rights situation.

Priorities of UN agencies

Human rights are a cross-cutting theme in all UN policies and programmes in the critical areas of peace and security, development, humanitarian assistance, and economic and social affairs. As a result, every UN body and specialised agency has a role to play in protecting human rights, with the OHCHR Sudan CO taking a relevant and critical part in facilitating processes and conducting activities that integrate said rights. The OHCHR Sudan CP is aligned with the UNCT at a system-wide level through the Protection Cluster Working Groups, as well as bilaterally and in groups with UNCT members.

³³ According to Freedom House, Sudan's global freedom score is considered not free and has a rating of 10 out of 100 which is down from 17 in 2020. For more information see www.freedomhouse.org/country/Sudan/freedom-world/2022.

System-wide engagement with the UN

UN priorities, found in the CP, reflect the UNCT’s organisational focus on preventing and sustaining peace and aim to address existing and potential drivers of conflict—such as exclusion, inequality, weak democratic institutions, lack of participation and injustice—as highlighted in the UNCT’s guidance and in line with the UNCT’s vision to coordinate actions to support the transition in Sudan. The OHCHR Sudan CP has incorporated the UN’s “Visioning Exercise” for Sudan, which recognised the importance of supporting human rights reform, promoting economic development and operationalising the UN’s decision to prioritise gender equality, women’s rights and PWD.

Human rights have been integrated into the Sustainable Development Cooperation Framework, referred to as the “Integrated Strategic Framework” (ISF) in Sudan. As part of the UN Peacebuilding and Development Group, the OHCHR provided input to ensure a three-pillar approach to the joint programme framework for UNITAMS, and the UNCT reaffirmed the link between human rights, sustainable development, sustaining peace and a stand-alone component of TJ, where the OHCHR Sudan CO has a comparative advantage. The OHCHR Sudan CO is also engaged with the UNCT on the UPR to ensure that recommendations are integrated and aligned with UN efforts to achieve the 2030 Agenda for Sustainable Development.

As part of the ‘Advancing the Rule of Law, Protection and Reforms: Community Oriented and People-Centred Approach’ managed by UNDP, the OHCHR Sudan CO is part of a joint approach. Together with UNITAMS and the UNCT, the aim is to strengthen collaboration, coherence and forces to support the implementation of the ROL priorities in Sudan, as defined in the UN Common Approach (2022).³⁴

Protection cluster and working groups

The OHCHR Sudan CO is an active member of the UNCT, the UN Inter-Agency Working Group on the ROL, the Integrated Monitoring, Evaluation, and Learning Working Group (IMEL WG) and the IASC Protection Cluster, including the SGBV and HLP Working Groups.

Bilaterally engagement with UN agencies

The OHCHR Sudan CO has also worked with UN agencies bilaterally or in smaller groups, cutting across different pillars. Table 9 summarises where individual UN agencies have collaborated with the OHCHR Sudan CP by pillar. While they show collaboration on all six pillars, there is significant collaboration on the Accountability, Non-Discrimination and Development pillars.

Table 9: CP Pillars Tied to the Work with Individual UN Partners³⁵

| CP Pillars | UN Agencies |
|----------------|---|
| Accountability | UNDP, UN Women, UNFPA, UNESCO, UNHCR, UNITAMS |

³⁴ Joint Rule of Law Programme Document (2022)

³⁵ OHCHR Sudan CP Annual Work Plan (2021)

| | |
|--------------------|---------------------------------------|
| Participation | UNESCO |
| Non-Discrimination | UNDP, UNICEF, UN Women, UNFPA |
| Development | UNDP, UN Women, FAO/UN-Habitat, UNHCR |
| Peace and Security | UNDP, UNITAMS |
| Mechanisms | UN Women |

There has been an engagement with UNDP across four pillars, with significant joint work supporting ROL issues, TJ and the NHRI. Collaboration with UNICEF has been on the Monitoring and Reporting Mechanism (MRM) and other child-related matters. UNFPA and OHCHR Sudan CO have worked together on the Monitoring Analysis and Reporting Arrangement (MARA) and CRSV/SGBV. The OHCHR Sudan CO's collaboration with the CBS also includes support from UN Women under the development pillar. UN Women and the OHCHR Sudan CO have advocated for the ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) under the mechanism pillar.

The OHCHR Sudan CO's comparative advantage among UN agencies became more evident following the military coup as the human rights situation worsened. With the presence of UNITAMS, the UNCT saw the OHCHR Sudan CO's critical role in keeping human rights on the agenda. UN members recognised the Designated Expert's role as essential and understood the importance of the OHCHR's link to the HRC and their related human rights monitoring and public reporting roles. The OHCHR Sudan CO is also recognised for its technical expertise in legal reform, TJ, support to NHRIs, and UPR/NMRF. The integration of the HRBA, ensuring the participation of marginalized groups, and their vital link to CSOs is also widely recognized.

Integration with UNITAMS OSCP

Since 2011, OHCHR, the Department of Peacekeeping Operations (DPKO), the Department of Political Affairs (DPA), and the Department of Field Support (DFS) have had a policy on integrating human rights in UN Peace Operations and Political Missions. The UNSC has recognized that realising human rights is essential for building and keeping the peace. OHCHR partners with the DPKO, DPA, and DFS to ensure that the Human Rights Components of UN peace missions are staffed, resourced, and provided with the policy, tools, and guidance they need to operate and deliver on UNSC mandates. OHCHR is operational in countries that have UN peace missions.³⁶

The UNITAMS OSCP³⁷ mandate aligns well with the OHCHR Sudan CP.³⁸ Since January 1 2021, when UNITAMS arrived in Sudan, taking guidance from the 2011 Policy on Human Rights in United Nations Peace Operations and Political Missions, the OHCHR Sudan CO and

³⁶ According to the OHCHR Management Plan 2021-2022 these include the Central African Republic, the Democratic Republic of the Congo, Guinea Bissau, Libya, Mali, Somalia, and Colombia

³⁷ On 3 June 2020, the UNSC adopted resolution 2524 (2020), establishing the UNITAMS, a special political mission, to provide support to Sudan for an initial 12-month period during its political transition to democratic rule. On 3 June 2021, the Security Council adopted resolution 2579 (2021) extending the mandate of UNITAMS for a further 12 months, until 3 June 2022. On 3 June 2022, the Security Council renewed UNITAMS mandate for an additional year until 3 June 2023, according to resolution 2636 (2022).

³⁸The current DO and others within the Mandate | UNITAMS (unmissions.org)

the UNITAMS OSCP have taken some initial steps toward integrating the work between the two offices.³⁹ The process of establishing the Joint Office is being done by the UNITAMS Director of the OSCP, who is the High Commissioner's Representative in Sudan, and the HO who is the Deputy Representative of the High Commissioner in Sudan and oversees the work of the OHCHR Sudan CO. They meet regularly and report to DSRSG/RC/HC for the work of the joint office.⁴⁰

Since UNITAMS' arrival in 2021, there have been repeated attempts to clarify how the two offices will work together as a Joint Office. At first, the division of labour between the two offices focused on OHCHR Sudan CO taking the lead on CSOs, civic space and documenting human rights violations in non-conflict areas such as Khartoum. UNITAMS OSCP's focus was reporting human rights violations in Darfur, Blue Nile and South Kordofan and taking the lead on the Protection of Civilians (POC), including implementing the National Plan on the Protection of Civilians (NPPC). TJ would be addressed by both offices jointly. It is unclear how widely this draft integration memo outlining this configuration was shared.⁴¹ And therefore, there is unclarity as to how the two offices work together. The critical next steps are to ensure that the division of labour, distribution of tasks, information-sharing strategy, reporting lines, and work plans are clear.

The OHCHR Sudan CO is established with a signed HCA, which gives their presence stability and a strong mandate. UNITAMS presence is more transitory as it is determined by a UN Security Council Resolution subject to annual renewal and extension. Geographically both OHCHR Sudan CO and UNITAMS OSCP are headquartered in Khartoum and have a presence in North Darfur and South Kordofan but do not share offices. The OHCHR Sudan CO has more staff than the UNITAMS OSCP and geographically covers more of the country with a sub-office in the Blue Nile State, with plans to set up in eastern Sudan and eventually other parts of Darfur.⁴² The OHCHR Sudan CO's thematic priorities allow them access to prisons and detention centres, enabling them to monitor arbitrary detention. The OHCHR Sudan CO has strong relationships with both CSOs and government agencies. They are a member of the UNCT and have a strong relationship with the diplomatic community. UNITAMS OSCP has access to funding and is well-equipped with logistics.

There is a high level of respect, personally and professionally, between the two offices. There has been good collaboration through participation in field missions with UNITAMS OSCP providing transport and sharing information on the human rights situation. Workshops have

³⁹ On 4 June 2020, the Security Council, by its resolution 2524 (2020), decided to establish the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) with a human rights mandate. As of 1 January 2021, in line with the 2011 Policy on Human Rights in United Nations Peace Operations and Political Missions (the Joint Policy), the OHCHR country office in Sudan was integrated with the UNITAMS Office of Support to Civilian Protection

⁴⁰ The UNITAMS Director arrived in the country in November 2021, and the HO arrived in August 2021. The relationship needed to be better understood within OHCHR Sudan CO and by external actors.

⁴¹ According to interviews, the updated integration note included a division of labour and integration of functions. OHCHR would report to the four UNITAMS senior level (P-5) staff, including a senior human rights officer, child protection, the rule of law, and gender officer for the monitoring and reporting work.

⁴² According to an OHCHR Staff list dated 27 July 2022, there are nine in Khartoum, including the Director of UNITAMS OSCP, three in South Kordofan, and six in North Darfur.

been conducted collaboratively with UNITAMS OSCP organising and the OHCHR Sudan CO staff providing training and technical expertise. There are regular weekly meetings in Khartoum, Darfur and South Kordofan to coordinate the work.

OHCHR Sudan CO partners feel that there is a duplication of effort and want more clarity about the Joint Office Coherence around the work internally is also critical to ensure that both organizations are clear on their roles and how they relate to one another. External communication is also essential considering the confusion expressed about the relationship from partners. Therefore, more transparency, both internally and to the public how the two offices work together and how the work is complementary is critical.

2.2.3 How has the coordination, communication and reporting of the CO been with local stakeholders, partners, donors or other UN agencies in the UNCT?

The OHCHR Sudan CO coordinates and communicates, through meetings and consultations, with local stakeholders, partners, donors and UN Agencies in the UNCT. The OHCHR Sudan CO prepares the reports of the UN High Commissioner for Human Rights to the HRC on the human rights situation in Sudan. The OHCHR Sudan CO holds briefings and forums throughout their ongoing work. Radio programmes are also being planned. Table 10 below summarises how the OHCHR Sudan CO communicates with its key stakeholders.

Table 10: Coordination, Communication and Reporting Strategies

| Types of Stakeholders | Meetings | Consultations/Workshops |
|------------------------------|---|--|
| Partners–CSOs | Regular meetings with the Civil Society Forum in Khartoum, Darfur, South Kordofan, and the Blue Nile. | Land Rights Gender dimension of TJ, HRD Protection, ESCR, UPR, Family Law, |
| Government Actors | As needed through the project/programme | UPR, HR, Family Law, SDG |
| Donors | Diplomatic Forum monthly | UPR |
| UNCT | UNCT meetings and Working Groups | HRBA, UPR |
| OHCHR | Regular meetings with FOTCD Africa Branch and New York | Staff Retreats |

Formal meetings

The United Nations Country Team (UNCT) in Sudan comprises 28 Agencies, Funds and Programmes, Missions and Offices. The DSRSG for Sudan, with the UNITAMS, also serves as the United Nations RC/HC and chairs the UNCT, in which OHCHR Sudan CO actively participates. After the military coup, the diplomatic community turned to the OHCHR Sudan CO for briefings about human rights. To meet this demand for accurate human rights information, the OHCHR Sudan CO started hosting a monthly meeting in Khartoum with the diplomatic community called the Diplomatic Forum.⁴³ Donors are encouraged to reach out if they want further information, and the OHCHR Sudan CO engages in more extensive interactions over bilateral meetings. In addition to the monthly Diplomatic Forum, donors requested another regular meeting with OHCHR Sudan CO to discuss operational issues. Embassies with dedicated human rights capacity were also interested in more contact but felt less comfortable reaching out to the HO too often.

“The situation in Sudan is so complicated and there are so many actors. OHCHR is the only actor we feel we can rely on for accurate information.” Donor, Khartoum

Given the constant changes in the human rights situation but few reliable sources, they requested to be linked with a public relations or human rights officer with whom they could engage more informally, including through a chat group. There was interest in a deeper discussion to see how their offices could complement OHCHR’s human rights work. Some donor countries have technical human rights staff, and they suggested organising networking or more informal events with the OHCHR Sudan CO for further engagement. Suggestions included interactions with coordinators and team leaders from sub-regional offices when they were in Khartoum.

The OHCHR Sudan CO met with some donors regularly. DEXREL keeps close contact with donors based in Sudan and those who have provided financial support to the OHCHR Sudan CO from their capitals or Geneva. Conversations with donors focusing on human rights and programmatic issues, challenges, and lessons learned provide essential insights relevant to all donors. Engaging them at the field level may help further deepen their understanding of the challenges of human rights work in the Sudanese context. Facilitating these discussions to a broader audience of donors is an ideal platform to reinforce the importance of providing multiyear funding.

Field visits

⁴³ UNITAMS OSCP provide information on the situation of Protection of Civilians in the Sudan.

Conducting a field trip enhanced understanding of one donor on the OHCHR's field presence in the various sub-offices and gave insight and appreciation about the challenges of living and working in areas where the sub-offices are located. Donors asked about field visits and were keen to visit prisons, observe training and workshops and meet CSO partners. Donors were interested in working with OHCHR Sudan sub-offices to engage with CSOs as long as their presence was relevant. Donors also discussed their work with the protection of HRD and were curious to know more about how they could work with OHCHR Sudan CO to further engage in advocacy.

Project reporting

Overall reporting requirements for the OHCHR Sudan CO included annual financial and narrative work plans for 2020, 2021, and 2022. To report, the OHCHR Sudan CO produced end-of-year reports for 2020 and 2021, which summarised pillar results, an analysis of the context and provided overviews of financial, administrative, and programmatic challenges and how they were addressed.

Meetings with CSOs

Throughout the project, the OHCHR Sudan CO has engaged with human rights CSOs through regular meetings and consultations. At the Khartoum level, the OHCHR Sudan CO hosted two meetings regularly that were popular with international and national CSOs and have been revived since the military coup. The Civil Society and Human Rights Forum bring various CSOs, including LGBTIQ and private sector members, together to coordinate around various human rights issues. The TJ meeting is streamlined on this issue and uses the meeting for awareness raising and coordinating these efforts. OHCHR Sudan CO is described as innovative, with a supportive leadership team engaged and providing participants with updates and information related to developments on TJ. Regular biweekly or monthly meetings were held with CSOs in the three sub-regional offices, including Darfur, South Kordofan, and the Blue Nile State. CSOs appreciated the engagement and saw the offices as a place of reference and refuge in the respective areas.

Consultations/workshops

One of the most common ways the OHCHR Sudan CO communicates and coordinates with stakeholders, especially CSOs, is through consultations and workshops. Consultations allow stakeholders to participate in formal processes, such as the UPR or policies and laws that affect their lives. The opportunities for government and CSOs to hear different perspectives, to hear about recent developments, and to take part in, and gain feedback on, newly developed laws, policies, and programmes have been a vital aspect of the work. Some stakeholders were disappointed that not all their feedback was considered once drafts were finalised. OHCHR Sudan CO may need to manage these expectations further when engaging in consultative processes.

Table 11 provides an overview of the types of topics that were dealt with in the workshops.

Throughout 2020 and 2021, the OHCHR Sudan CO conducted 45 workshops in Khartoum, and the sub-regions targeted CSOs, government such as the MOJ, MOI, and CBS, and both CSOs and government agencies together. In 2020, 13 were held online and in person; in 2021, 32 workshops were held in person. Table 11 provides an overview of the main topics and targets of workshops.

Table 11: Types of Issues covered in workshops and targets

| Issues Covered | Targets |
|---|------------------------------|
| Capacity building for monitoring human rights | CSOs |
| Feeding into draft laws and legal reform, including gender-sensitive legal reform | CSOs and MOJ, MOSD |
| Knowledge about land tenure | CSOs |
| Increasing knowledge about gender dimensions of TJ | CSOs |
| Police and corrections awareness raising | MOI, police and prison staff |
| Preparations for UPR sessions | All actors |
| Implementation of Article 15 of the ICCPR | Lawyers |
| Focus on ESCR, including land and property rights | CSO, |
| Building capacity of government on HRBA | CBS |

Monitoring and reporting

The OHCHR Sudan CO conducted monitoring missions throughout the country. In 2020, the focus of the monitoring visits was on refugee camps, where the Mobile Monitoring Team conducted over 25 monitoring missions. In 2021 and 2022, the number of monitoring visits increased through teaming up with UNCT and UNITAMS, especially in Darfur and South Kordofan, where UNITAMS is also based. OHCHR Sudan CO engaged with CSOs to gather information, especially following the military coup.

Public reporting

The OHCHR Sudan CO provides internal daily, weekly, monthly and flash reports, which include updates about the human rights situation that are shared with OHCHR HQ (Geneva and New York) and with UNITAMS. Separately the OHCHR Sudan CO contributes to the reports of the Secretary-General to the UNSC on UNITAMS. The OHCHR Sudan CO reported issuing 10 press releases in 2020 and 2021.⁴⁴ DEXREL has been working with the OHCHR Sudan CO to write impact stories that are included in public documents.

In 2020, the OHCHR Sudan CO began contributing to reports for the UN Security Council. The SRSG reports every six months to the UN SC; these reports include, in two separate sections, a summary of the human rights situation.⁴⁵

⁴⁴ These press releases included two from the OHCHR: one issued on 28 April 2020, urging the international community to assist Sudan financially, and another one on 31 August 2020, welcoming the JPA. In 2021, the OHCHR Sudan CO reported eight press releases, including from UNITAMS, the UN and the OHCHR, largely focused on the events of the 2021 military coup and its immediate aftermath with more details found in the OHCHR Sudan CO End of year progress report 2020 and 2021.

⁴⁵ <https://www.securitycouncilreport.org/un-documents/sudan/>

The most substantial contributions of the OHCHR Sudan CO to public reporting during the project period have been in line with a request by the HRC in its resolution 45/25 (2020); the OHCHR Sudan CO supported the preparation of a report on the human rights situation in Sudan, which was presented to the HRC at its 48th session in September 2021. In 2022, the OHCHR Sudan CO supported the work of the Designated Expert, including as a primary contributor to the High Commissioner's report on the human rights situation following the military coup, which was presented at the HRC's 50th session. The report focuses on the full range of human rights, including the political, civil, and ESCR, due to development and participation.

The Designated Expert's role and activities

The Designated Expert, Adama Dieng, visited Sudan on two occasions. The first visit was from 20 to 24 February 2022 and the second was in June 2022. Both visits took place in Khartoum and were done in cooperation with and with the support of the Sudanese authorities, during which meetings were held with senior officials, CSOs, HRDs, victims, witnesses and families of victims of human rights violations.⁴⁶ The visits focused on data gathering and contributed to formulating recommendations for the report.

Advocacy conducted by the Designated Expert resulted in lifting the State of Emergency in May 2022 and releasing political detainees, which was acknowledged in the State's response to the UPR recommendations.⁴⁷ Stakeholders consider the Designated Expert's advocacy role as an effective strategy to improve the human rights situation in Sudan and found their engagement with the Designated Expert during visits informative and valuable. The press releases after each visit highlighted the most pressing human rights concerns and reminded the authorities of what they had agreed on. These press releases are effective as an advocacy tool and to show solidarity with the Sudanese people, including victims.

2.2.3 How coherent is the communication and coordination among the CO, other field presence in the region, FOTCD and other units within the OHCHR regarding programmatic, financial and administrative issues?

Support from FOTCD and other units from OHCHR

The OHCHR Sudan CO receives support from the OHCHR Geneva Office on programmatic, financial, and administrative levels. Bi-weekly coordination meetings are held with OHCHR New York, OHCHR Geneva and UNITAMS OSCP. Through a chat group, there is daily contact between the OHCHR Sudan CO, the Desk Officer (DO) and the Africa Branch. The group uses Signal for sensitive information. The OHCHR Sudan CO also regularly held meetings with DEXREL and the Finance and Budget Section (FBS) for updates on funding and operations/administrative issues.

⁴⁶ The report is based upon information gathered by the Designated Expert with the assistance of and in cooperation with the OHCHR Sudan CO.

⁴⁷ National report submitted in accordance with paragraph 15 of the annex to Human Rights Council resolution 5/1 Sudan A/HRC/WG.6/39/SDN/I

The DO links the OHCHR Sudan CO and the OHCHR Geneva, the HRC, the (former) Independent Expert, and the Designated Expert and his team. The DO, whose experience within Sudan is significant, has played an extremely influential role in providing programmatic and substantive support, including inputs for reports in coordination with the OHCHR Sudan CO, for enhanced and interactive dialogues, for thematic and donor information, as well as support for fundraising efforts. The DO's support to the Designated Experts' team has also been substantial. The OHCHR Sudan CO has engaged with other thematic teams at the Geneva level, including the NHRI, Sustainable Development and the UPR Sections, which has also been effective.

Regional support

The OHCHR East Africa Regional Office (EARO) supports the African Union in strengthening its institutional capacity to deliver on the human rights dimension of its work. The Regional Office monitors human rights developments in Djibouti, Ethiopia and Tanzania and supports governments, CSOs, UN Country Teams and other stakeholders to strengthen human rights protection systems and mainstream human rights in programmes. Ethiopia has occupied the regional office with growing human rights problems. As Sudan and Ethiopia share a border, and Sudan is now a host of Ethiopian refugees from Tigray, there has been communication and coordination between the OHCHR Ethiopia CO, the OHCHR Sudan CO and EARO, based in Addis Ababa.⁴⁸ To support countries in the sub-region, the Regional Office advises on women's rights and gender equality, and human rights treaty body commitments.

2.3 Effectiveness

The degree to which the CP's planned results and targets have been successful at outcome and output levels, identifying areas of intervention where results have not yet reached the expected targets.

2.3.1 What have been the major results achieved in the different areas of the CP during the period assessed, if any?

The information in Tables 12-17 provides an overview of the pillar results, spotlight populations, shifts and where OHCHR Sudan CO has partnered with UN agencies under each pillar below. The OHCHR Sudan CO made progress on all six pillars, including Accountability, Participation, Non-Discrimination, Development, Peace and Security, and Mechanisms. However, the changes in the context affected the ability of the OHCHR Sudan CO to deliver all results fully. During the first half of 2020, the COVID-19 pandemic and the government-imposed lockdown prevented in-person activities. External factors related to the political context have also been significant factors in the inability of the OHCHR Sudan CO to implement the programme entirely. Further challenges are discussed in the efficiency section below.⁴⁹

⁴⁸ The current head of the OHCHR Regional Office for East Africa was previously embedded in the UNAMID human rights and protection section.

⁴⁹ OHCHR Sudan CO End of Project reports (2020, 2021), Sweden- Annual Report 2021 OHCHR Sudan CO, Sweden Sudan Annual Report 2020. UN Human Rights Annual Report 2021 Sudan,

2.3.1.1 Accountability Pillar

Table 12: Overview of Results from the Accountability Pillar

| Pillar: Accountability: Strengthening the rule of law and accountability for human rights violations | | |
|--|---------------------|----------------------------------|
| Pillar Result/Country Result | Spotlight/shift | UNCT |
| Pillar Result A4 States take measures to ensure that their decision-making, policies, and actions are more transparent, and that the public has access to information for accountability | | |
| Country Result: Rights-holders increasingly take part in the public process and have access to information. | Women's Civic Space | UNFPA |
| Pillar Result A1 Laws, policies and practices increasingly address, prevent, and reduce human rights violations of law enforcement and justice systems. | | |
| Country Result: Domestic Legislation and policy increasingly comply with international human rights | Civic Space | UNDP |
| Country Result: The new independent National Human Rights Commission is established and complies effectively with the Paris Principles | Prevention | UNDP UNCT |
| Pillar Result A2 Strengthened national mechanisms provide redress to victims and accountability for human rights violations, including economic and social rights. | | |
| Country Result: Transitional justice mechanisms that conform to international human rights norms and standards and are victim centred are put in place and can deliver on their respective mandates. | Prevention | UNDP |
| Pillar Result: A5 UN efforts for the rule of law, justice, counterterrorism, and accountability put human rights at the core. | | |
| Country Result: The UNCT increasingly uses a human rights-based approach in all its efforts on the rule of law and justice | Prevention | UNCT HLP |
| Pillar Result A3 Justice systems investigate and prosecute gender-related crimes. | | |
| Country Result: Judges assigned to GBV cases apply national legislation in compliance with international human rights standards. | Prevention Women | UNFPA UNDP UNCT UNWOMEN |

In 2020 and 2021, progress was made across all five pillar results under the Accountability Pillar. Significant work was conducted supporting the government, especially the MOJ, in developing draft laws establishing the TJC and the new NHRC. Critical to developing these laws has been ensuring the involvement of CSOs, women and other vulnerable groups in their development through participatory feedback processes further supported by OHCHR Sudan CO providing technical advice. The OHCHR Sudan CO also engaged with institutions, such as the Independent Committee on the Investigation of the 3rd of June Massacre. The OHCHR Sudan CO has also contributed by linking members of the emergency lawyers and other CSOs with the ICC and other TJ initiatives. An essential component of the OHCHR Sudan CO's engagement with CSOs has been to ensure greater awareness of the gender dimensions of TJ.

To advance justice for female victims of SGBV, the OHCHR Sudan CO worked on strengthened gender-related laws discussed further under the non-discrimination pillar. The OHCHR Sudan CO also contributed to the draft national Standard Operating Procedures (SOP) for prevention and response to GBV.

Following the military coup, OHCHR Sudan CO had limited engagement with the *de facto* authorities although engaged with the AGO to follow up on cases of arbitrary arrests and incommunicado detentions and highlighted the importance of due process rights. Making progress on accountability issues was also challenged by structural issues. Without the Transitional Legislative Council (TJC), being operational, further legal reform has not been possible.⁵⁰ Not having civilian counterparts in the government since the military coup compounded the OHCHR Sudan CO's ability to work on accountability issues. The OHCHR Sudan CO has increased work with CSOs in these areas through providing training on gender and TJ and awareness raising about the JPA. However, future work on accountability needs the backing of government actors for actual progress to be made.

2.3.1.2 Participation Pillar

Table 13: Overview of the Results of the Participation Pillar

| Pillar Participation Enhancing and Protecting civic space and people's participation | | |
|---|---------------------------|--------|
| Pillar Results | Spotlight/Shift | UNCT |
| Pillar Result P1 Stronger Laws, policies, and practices protect the right to take part, and civic space, including online and the environment for civil society, is increasingly safe and enabling. | | |
| Country Result: Organized groups and individuals can continue to take part in public debates about economic, social, and political reform. | Civic space, Youth | UNCT |
| Pillar Result P5 More systematic monitoring of the environment for civic space, including threats to it, takes place. | | |
| Country Result: International, regional, and national protection mechanisms respond to the protection needs of CSOs in political participation. | Civic Space, Youth | |
| Pillar Result P6 The voice of the people affected by decisions, particularly victims and those who face discrimination, is more clearly heard. | | |
| Country Result: Rights holders take part meaningfully in the design of public policy and processes in compliance with international standards. | Civic Space, Youth/LGBTIQ | UNESCO |

The OHCHR Sudan CO made good progress across all pillar results in the first two years of the project, especially in building stronger laws, policies, and practices to protect the right to participation and civic space, including online and the environment for civil society, which is increasingly safe and enabling. The work with the UPR, despite some delays related to the

⁵⁰ The Transitional Legislative Council (TLC) is a body designated in the JPA to oversee the reform of laws which has suffered from delays in being set up and therefore impacted related work on legal reform.

military coup, has been participatory, involving a wide array of stakeholders, explained further below. The OHCHR Sudan CO also engaged vulnerable groups in Sudan, including women, PWD, LGBTIQ and youth, to ensure their participation in various forums and consultations.

During 2020 and 2021, OHCHR Sudan CO made progress in protecting civic space and enhancing participation with CSOs. The Constitutional document provided a firm foundation for protecting civic space, particularly for the right to privacy, freedom of expression, the press, freedom of association and assembly, and the right to participation. Following the post-coup period, the OHCHR Sudan CO monitored and reported on civic space, which has been central to OHCHR Sudan CO’s monitoring work across Sudan.

2.3.1.3 Non-Discrimination Pillar

Table 14: Overview of Pillar Results of the Non-Discrimination Pillar

| Pillar Non-discrimination: Enhancing Equality and countering discrimination | | |
|--|------------------------|-------------------|
| Pillar result | Spotlight/Shift | UNCT |
| ND1 Laws, policies, and practices more effectively combat discrimination in all forms and responsible authorities | | |
| Country Result: National laws, policies, and practices increasingly combat discrimination against women and minorities. | Women | UNICEF UNFPA |
| ND3 Legal and social frameworks increasingly promote women’s and girls’ autonomy and choice and protect them from violence | | |
| Country Result: Legal and social frameworks increasingly comply with international human rights norms and standards about women’s and girls’ autonomy and choose to protect them from violence | Prevention, Women | UNDP, UN Women |

Starting in 2019, the transitional Government undertook significant legal reforms on gender equality and non-discrimination with the repeal of the Public Order Law and the Miscellaneous Amendments Act of July 2020, which provided a series of revisions to the discriminatory provisions in the Criminal Code of 1991. The work of the OHCHR Sudan CO supported these developments, primarily by ensuring that women and survivors took part in the development process of the draft laws, which resulted in progress made on the Non-Discrimination Pillar in both 2020 and 2021.

The Framework of Cooperation on Prevention and Response to Sexual Violence in Conflict and the National Action Plan for Women's Peace and Security was signed and adopted in 2020. In 2021, there were successful law reform measures, including two essential draft laws which foster and enable accountability for human rights violations, including for SGBV, developed by the MOJ in coordination with the UNCT and supported by the OHCHR Sudan CO.

Despite the positive developments made in 2020 with repealing discriminatory laws, women's rights remain challenging. Patriarchal beliefs within society that women are less significant than men, the lack of confidence in the justice sector to prosecute gender-based crimes, the overall lack of political will, and the disparaging view that the media paints of women and women's rights are realities make it difficult for progress to be made on women's rights.

2.3.1.4 Development Pillar

Table 15: Overview of Pillar Results for the Development Pillar

| Pillar Development: Integrating human rights in sustainable development | | |
|--|---------------------------------|----------------|
| Pillar Results | Spotlight/Shift | UNCT |
| D3 State authorities adopt and implement laws, policies, and strategies on land and housing that increasingly comply with human rights | | |
| Country Result: Laws, policies, and strategies on land and titles increasingly comply with human rights | Women | UN-Habitat HLP |
| D8 National institutions, assisted by communities, systematically collect, disaggregate, and use data relevant to advancing human rights when they monitor and implement the SDGs. | | |
| Country Result: National stakeholders adopt a human rights-based approach to data collection and use while monitoring the SDGs | PWD | UNDP |
| The D7 States integrate human rights, including the right to development and human rights outcomes, as they implement the SDGs and other development poverty eradication efforts, and the UN supports them for these purposes, integrating human rights in its development work. | | |
| Country Result: National Stakeholders adopt a human rights-based approach to monitoring and evaluating the realisation of SDGs and are aware of their obligations regarding ESCR | Equality Women Inequities | UNCT |

During 2020 and 2021, OHCHR Sudan CO made progress across all pillar results, especially regarding collecting and using data on advancing human rights when monitoring and implementing SDGs. The engagement with the OHCHR Sudan CO's work on the HRBA to use data in its work with the CBS, a data producer, has provided links with data users such as the new NHRC. As a data user, the OHCHR Sudan CO intends to work with the NHRC when it becomes further operationalised.

Including a focus on ESCR in reports has played a role in alerting the international community to emerging issues for prevention and early warning. There has been a focus on enhanced strategic advocacy to promote ESCR and the right to development in Sudan through organising the Hernan Santa Cruz inaugural dialogue, which led to increased donor support on ESCR issues.⁵¹ The OHCHR Sudan CO has been working with the FAO, UN-Habitat and CSOs on land and housing issues. Through their participation in the HLP Working Group, the Sudan CO has regularly contributed to discussions around HLP rights. OHCHR Sudan CO has engaged with national and state authorities to further integrate HLP rights into their plans

⁵¹ The donor that supported the ESCR work is not one of the donors that contributes to the multi-donor trust fund.

and programmes. Working with CSOs, OHCHR Sudan CO has increased its capacity to monitor ESCR, especially following the 2021 military coup.

2.3.1.5 Peace and Security Pillar

Table 16: Overview of the Pillar Results for the Peace and Security Pillar

| Pillar: Peace and security: Early warning, prevention, and protection of human rights in conflict and insecurity | | |
|--|------------------------|-----------------|
| Pillar result | Shift/Spotlight | UNCT |
| PS3 Strategies to prevent and respond to conflict consistently integrate human rights protection. | | |
| Country Result: Human Rights are an integral part of the conflict, consistently integrating human rights protection | Prevention | UNCT |
| PS5: Human rights information and analysis are integrated into early warning and analysis systems and influence international and national policymaking, strategies, and operations to prevent, mitigate, or respond to emerging crises, including humanitarian crises and conflict. | | |
| Country Result: Human Rights information and analysis are integrated into early warning systems | Prevention | UNCT UNITAMS |
| PS6 United Nations support to national and regional security forces, law enforcement agencies, and non-state actors integrates human rights and complies with the Human Rights Diligence policy | | |
| Country Result: HRDDP is systematically applied when UN entities support national or regional security forces, law enforcement agencies, and non-state actors | Prevention Women | UNDP UNITAMS |

In 2020, progress was made in integrating human rights information and analysis into early warning and analysis systems which influenced international and national policymaking, strategies, and operations to prevent, mitigate, and respond to emerging humanitarian crises and conflict. There was also progress in supporting the United Nations to support national and regional security forces, law enforcement agencies, and non-state actors to integrate human rights to comply with the Human Rights Diligence Policy. However, more effort is needed to ensure compliance. The OHCHR Sudan CO made substantive inputs to the UN Protection of Civilian strategy related to the monitoring and reporting of the early warning mechanisms of both the MRM and MARA. Another direct result was the development of a robust monitoring and reporting system of human rights violations, which assists in gathering information on human rights violations across the country. Human rights violations that result from social protests, inter-communal conflicts, Tigray refugees and crises at the eastern borders are all being monitored and integrated into the UN early warning and analysis systems and part of public reports. Monitoring violations and including them in public reporting has been a major focus of the work since the 2021 military coup.

The High Commissioner for Human Rights acknowledged the government’s efforts to decongest prisons to prevent the spread of COVID-19 in the early days of the pandemic. The OHCHR Sudan CO engaged with the Office of the AG, which resulted in the release of 7700 detainees.⁵² OHCHR Sudan sub-office in Darfur worked closely with UNICEF for the

⁵² <https://www.ohchr.org/en/statements/2020/07/44th-session-human-rights-councilohchr-oral-report-sudanstatement-nada-al>

successful release of children in detention. Throughout 2021, the OHCHR Sudan CO worked with the MOI to conduct training workshops with police and prison staff in Khartoum and the sub-offices discussed in more detail below.

2.3.1.6 Mechanisms Pillar

Table 17: Overview of Pillar Results for Mechanisms Pillar

| Pillar: Mechanisms Increasing Implementation of the international human rights mechanisms' outcomes | | |
|--|------------------|----------|
| Pillar | Shift/Spotlight | UNCT |
| MI National institutionalised structures facilitate an integrated and participatory approach to reporting to human rights mechanisms and implementing their recommendations. | | |
| Country Result: Increased ratification of international and regional human rights instruments | Prevention Women | UN Women |
| Country Result: Increased engagement by Sudan with international and regional human rights mechanisms | Prevention PWD | UNCT |

Sudan is a state party to six of the nine core international human rights treaties.⁵³ The pace of ratification increased during the transitional period. Before the revolution, ratifying an agreement took a long time because of the protracted approval process by the Sudanese Parliament. During the project period, the Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment (CAT) and the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED) were signed and ratified in August 2021 and seen as significant milestones. An essential next step is domesticating the CAT and the ICPPED into the laws.

As a result of advocacy conducted jointly by OHCHR Sudan CO and UN Women, the Council of Ministers endorsed a recommendation, pending the approval of the Joint Council, to agree to the CEDAW and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. Despite efforts, CEDAW was not ratified as the Council of Ministers had reservations about Articles 2, 16 and 29, which focus on equality and discrimination against women and equality in marriage.⁵⁴ During the Designated Expert's visit to Khartoum in June 2022, he raised these issues to pressure authorities to ratify the CEDAW.

⁵³ These include the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Rights of the Child (CRC), the International Convention on the Rights of Persons with Disabilities (CRPD) and the International Convention on the Elimination of All Forms of Racial Discrimination (CERD). The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) and the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED).

⁵⁴ <https://www.ohchr.org/en/instruments-mechanisms/instruments/convention-elimination-all-forms-discrimination-against-women>.

In January 2021, the transitional Government established the NMRF. The NMRF is a permanent body coordinating efforts to engage with and follow up on the recommendations of international and regional human rights mechanisms. Additionally, Sudan also completed the third cycle of the UPR. Despite some delays in conducting the UPR session due to the political situation in the country, the UPR process was considered a major success. Throughout the preparatory period, there was a high level of participation from CSOs, government agencies and UN agencies that the OHCHR Sudan CO supported described below.⁵⁵

2.3.2 Where positive results of the CP were found, what were the enabling factors and processes?

Data collection and evidence generation

Following the military coup, OHCHR Sudan CO increased its focus on monitoring and reporting human rights issues. The OHCHR Sudan CO enhanced their monitoring work from actors such as CSOs or UN agencies voluntarily providing information, incentivising, or training CSOs to gather and share it. Recognising the need to engage with HRD and CSOs around the country, the OHCHR Sudan CO engaged with the network of the emergency lawyers group set up in 2020 to monitor TJ processes represented in 18 states and train them in data collection and evidence generation. CSOs, strategically located throughout the country, were also supported with some essential tools for monitoring. This strategy engages CSOs in monitoring human rights violations and is good practice. Several CSOs who participated expected more feedback from OHCHR Sudan CO on how their information was used. While it is understandable that OHCHR Sudan CO would not always be in a position to provide feedback, especially on sensitive cases, the lack of feedback was an issue that came up around OHCHR Sudan CO's engagement more generally. Since CSOs are critical partners to OHCHR Sudan CO, especially since the military coup, ensuring regular feedback sessions that focus on managing expectations would amplify the effectiveness in the OHCHR CO's work with CSOs.

Another way in which OHCHR Sudan CO sought information from UN agencies was at meetings such as the HLP and SGBV Working group meetings. OHCHR Sudan CO also participated in humanitarian or protection needs assessments with other UN agencies and reviewed protection or needs assessments conducted by UN agencies. These efforts could be further enhanced by even more engagement with UN agencies on these issues by ensuring that OHCHR Sudan CO is routinely part of these assessments and has more significant input on protection assessment questions to ensure that when possible and without doing harm, human rights related information is more routinely sought.

Information sharing for results with the UNCT

⁵⁵ The UPR session was originally planned for November 2021 but was postponed until February 2022 because of the political situation.

During a monitoring visit to a prison in Darfur, the OHCHR Sudan CO found overcrowding, no separation between children and adults in cells, lack of access to healthcare, and people suffering from mental health issues housed with prisoners.⁵⁶ OHCHR Sudan CO shared the information with the UNCT and government actors. As a result of sharing information with relevant UN actors, including UNICEF, has resulted in the release of children from prison and urgent healthcare being provided to prisoners by WHO.

Follow up for sustainable results

The training on ESCR was relevant to the CSOs. Following the ESCR workshops, OHCHR Sudan CO and participants organised chat groups for coordination and information sharing. Focal points were identified among the participants. Believing that the information about ESCR was important for others, these focal points went out and trained people in their communities to create awareness about ESCR. Recommendations centred on using the radio to raise awareness about ESCR, including jingles and sketches in local languages. Participation in follow-up puts the onus on participants affected by the issues to move forward on them and is good practice. When participants are empowered to share in this way, these efforts should be further supported to sustain the work in Sudan.

Facilitation of processes: OHCHR's support to the NMRF/ UPR processes

Feedback from stakeholders on enabling factors and processes centred on OHCHR Sudan CO's role in facilitating consultative processes, supported by the participation and engagement between government and CSOs with the UPR process as a critical example. OHCHR Sudan CO provided technical support in the country and engaged expertise from the OHCHR HQ to support the UPR process. OHCHR Sudan CO also sought OHCHR HQ support on the NHRI, NMRF and ESCR.

After a few postponements, Sudan's actual UPR process was finally reviewed in February 2022. OHCHR Sudan CO provided various types of support that ensured high levels of participation of stakeholders. Seventy (70) meetings and 30 workshops were held throughout Sudan, which was made possible with OHCHR Sudan CO support.⁵⁷ The OHCHR Sudan CO supported the NMRF in preparing and submitting the government report to the UPR. OHCHR Sudan CO also made sure that CSOs from around the country could engage, resulting in the shadow reports being submitted. The UNCT also submitted a joint statement for the first time in Sudan. OHCHR Sudan CO also invited donors to engage in these processes.

⁵⁶ According to the <https://www.state.gov/reports/2021-country-reports-on-human-rights-practices/sudan/US> they report overcrowding and lack of access to healthcare for prisoners which had remained unchanged from the 2020 annual human rights report. Additionally, UNICEF reports that more than 32,407 children across all eighteen states (13,183 girls and 19,224 boys) were in contact with the law as victims, witnesses and alleged offenders. While diversion outside the judicial system increased, children in contact with the law still face lengthy judicial procedures and can be placed in pre-trial detention even for petty offences with details in its 2021 Child protection annual report in Sudan on <https://www.unicef.org/sudan/media/6091/file/Child%20Protection%20.pdf>.

⁵⁷ A/HRC/WG.6/39/SDN/1 Human Rights Council Working Group on the Universal Periodic Review Thirty-ninth session 27 August 2021, National report submitted in accordance with paragraph 15 (a) of the annex to Human Rights Council resolution 5/1.

The UPR recommendations were accepted in May 2022 and published in English and Arabic. OHCHR Sudan CO provided links to the stakeholders in a hosted session via a live Webcast to ensure partners were aware of the outcome of the UPR session. OHCHR Sudan CO's work on the UPR continues with NMRF engagement to develop a national implementation plan which the OHCHR UPR branch in Geneva will support in a two-day session. The NMRF has continued its work with support provided by OHCHR Sudan CO continually. There are plans to continue working with the UNCT to implement these recommendations. A critical next step is for human rights CSOs to develop a national strategy to monitor the implementation of the UPR recommendations, which requires lobbying and advocacy to implement. Continuing to build on the initiative of OHCHR Sudan CO that brought donors and CSOs together as part of the UPR process is also crucial for continued effectiveness and sustainability.

Seeking collaboration with like-minded partners for a broader reach

OHCHR Sudan CO's efforts to collaborate and build partnerships with like-minded partners have been strategic. Throughout 2021, OHCHR Sudan CO built new partnerships with UN agencies, government agencies, CSOs, and INGOs, enabling them to have a greater reach on many issues.⁵⁸ OHCHR Sudan CO has built partnerships with UN agencies (UNITAMS, UNDP, UN Women, UNICEF and UNFPA) which has enhanced their work on protection, ROL, and TJ and strengthened the focus on women and children. Partnerships with FAO and UN-Habitat have created a synergy around ESCR, especially land and housing rights. OHCHR Sudan CO also worked with UNESCO to support youth. Beyond the OHCHR Sudan CO traditional ROL government partners, they have also engaged with the Ministry of Culture and Information, National Council for Persons with Disabilities (NCPD), National Council for Child Welfare, the Women and Family Affairs Directorate and the NMRF. Partnerships have also been developed with state-level authorities and UN agencies in Darfur, South Kordofan, and the Blue Nile State. Seeking partnerships and working on issues jointly also affects the partner's work and understanding of human rights, although, over the longer term, the impact of these partnerships and their knowledge of human rights will become even more clear. In Darfur, the OHCHR Sudan CO is often invited to share its human rights knowledge on issues, demonstrating that they are becoming recognized for their expertise.

Highlighting the situation in the conflict areas through public reports

OHCHR Sudan CO has contributed to updates and reports on the situation of human rights for the High Commissioner for Human Rights and has contributed to reports of the Secretary-General to the Security Council. Once the Designated Expert was appointed following the military coup, the OHCHR Sudan CO played a complementary role by providing information and analysis that fed into the public reports and advocacy carried out by his office and was an essential conduit for the OHCHR Sudan CO. The Designated Expert brought attention to the human rights situation in Khartoum following the military coup; however, there was concern that not enough attention was being paid to the situation in Darfur and other conflict regions following the military coup. Human Rights Watch's December 2021 report on Sudan

⁵⁸ In the OHCHR Sudan CO 2021 End of Year progress report it states that 169 new partnerships were developed which is a significant increase from 2020.

called on the UN to increase monitoring and public reporting on the human rights situation.⁵⁹ Between 25 October 2021 and 10 April 2022, the OHCHR Sudan CO documented hundreds of people being killed and injured because of intercommunal violence and attacks on civilians, with the most severe incidences in West Darfur, including killing and rape.⁶⁰ Human Rights Watch also reported about attacks by armed Arab assailants on civilians in West Darfur since April 2022, demonstrating that the situation continues to worsen. Given the severity of the human rights situation, especially in West Darfur, stakeholders advocated for the Designated Expert to focus future efforts on this region.⁶¹ Ahead of the HRC's 50th session, international and Sudanese CSOs urged the High Commissioner and the Designated Expert to continue reporting on human rights violations and abuses committed in Sudan and to advise on further steps that may be needed. During the enhanced dialogue, they urged for different formats where there could be greater participation of CSOs and greater frequency, including a suggestion that reporting on the situation of human rights in Sudan to the HRC should take place twice a year.

2.4 Efficiency

The extent to which the CP has economically converted resources into results, including synergies within the organisation and with the efforts of stakeholders and partners, and how the OHCHR has attracted sufficient resources to the programme.

2.4.1 How efficient has the CO used human, financial and intellectual resources at its disposal to achieve targeted outcomes? To what degree do the results achieve to justify the resources invested in them?

Human resources

Although not fully staffed, the draft organigram provides the framework and vision of the OHCHR CO in Sudan. It comprises a leadership team, including an HO and a Deputy Head of Office (DHO). The thematic departments are well aligned with the CP pillars. They include 1) Equality and Leaving No One Behind (LNOB), 2) ROL and Institutional Reform Section, 3) Democratic Space Section, and 4) Monitoring and Reporting Section with a mobile team.

There is also a Programme Management Office with a Programme Management Officer, a Public Information Officer, and an Administration Section with a National Officer and IT staff. The sub-offices based in Darfur, South Kordofan, the Blue Nile State, and one planned for eastern Sudan are also included in the organigram. A team leader heads each sub-office, including international and national staff members, as shown in Table 18 below.

Table 18: Overview of staff disaggregated by sex and location

| Locations | International | | National | | Total | | Total |
|-----------------|---------------|---|----------|---|-------|----|-------|
| | M | F | M | F | M | F | |
| Khartoum | 4 | 6 | 7 | 5 | 11 | 11 | 22 |

⁵⁹ Human Rights Watch "Sudan: New Wave of Attacks in Darfur" 14 December 2021

⁶⁰ The Report of the Office of the United Nations High Commissioner for Human Rights on the situation of human rights in the Sudan (A/HRC/50/22)

⁶¹ Human Rights Watch "Sudan: New Deadly Attacks in West Darfur" 22 June 2022

| | | | | | | | |
|-----------------------|---|-----|----|-----|----|-----|----|
| North Darfur | 2 | 1 | 3 | 1 | 5 | 2 | 7 |
| South Kordofan | 1 | nil | 2 | nil | 3 | nil | 3 |
| Blue Nile | 1 | nil | 2 | 1 | 3 | 1 | 4 |
| Total | 8 | 7 | 15 | 7 | 22 | 14 | 36 |

Geneva-based staff, including the DO, Human Resources and the FBS, support the OHCHR Sudan CO. To date, there are 36 staff in the OHCHR Sudan CO, with 22 in Khartoum, four in the Blue Nile State, three in South Kordofan, seven in North Darfur and a recently recruited staff member, soon to be deployed in eastern Sudan. The breakdown between male and female staff members in the OHCHR Sudan CO is 22 men (8 international, 14 national) and 14 women (7 international, 7 national).

The gender focal point among the staff is a woman. There are 11 women in the Khartoum office. One of the two female staff in the Darfur sub-office was out of the country on long-term leave at the time of the evaluation. The female staff member in the Blue Nile State sub-office has been on a mission in Libya with plans to return in November 2022. Currently, there is no female staff in the South Kordofan sub-office. In the short term, female staff have been seconded from Khartoum to conduct fact-finding missions, which are especially important when investigating issues such as CRSV and SGBV.

In the beginning stages, the COVID-19 lockdown affected staff deployment and recruitment, the travel of participants and experts to activities, and the holding of in-person meetings and workshops. As a result of these disruptions, positions remain open. There have also been challenges in recruiting qualified national staff in the sub-office locations, especially where there are few housing options and a need for more stable electricity. OHCHR Sudan CO has been more successful in finding national staff to work in Khartoum. There have also been delays in international recruitment.⁶² Despite these challenges, the OHCHR Sudan CO has recruited a committed, solid team with relevant skills, including Arabic language skills, expertise in the various content areas and country and regional knowledge.

Operations/Administrative support

The Start-Up Team's responsibilities were establishing the OHCHR Sudan CO's programmatic and operational responsibilities. Programmatically the team of three worked to establish the OHCHR Sudan CO, including networking, building the programme, and recruiting staff. The functional responsibilities included managing the inventory of supplies, purchasing requisitions for needed supplies, and ensuring office equipment was in place. Without an administrative staff on the Start Up Team, these tasks were taken on by the Team Leader and his other responsibilities. While there was a professional-level position for administration in the 2020 cost plan, this position was not recruited, demonstrating a lack of prioritisation of operations in the makeup of the Start-Up team. Ensuring operations staff is included at the beginning stages of projects will ensure that these issues are addressed in real time and planned for as the CO grows.

⁶² According to OHCHR Sudan CO Annual Work Plans (AWP) 2020, 2021, and 2022

The current Operations Officer, a national officer with backup support from the FBS in Geneva and an Operations Assistant, oversees all the administrative work of the OHCHR Sudan CO.⁶³ There is also an administrative staff member in the OHCHR Sudan Darfur sub-office. Given the size of the Sudan CO and little backup for this position, there have been gaps in the operation/administration work. The FBS raised concerns about the need for more administrative staff in Sudan, and in 2022 recruitment for a professional-level operations staff has gotten underway.

Budget and finances

According to OHCHR Sudan CO's reports, approximately 11.5 million USD was raised with the Start-Up Team, working closely with DEXREL for resource mobilisation to cover costs annually.⁶⁴ Contributions to the OHCHR are provided to the Sudan CO to fund their CP rather than funding individual projects.⁶⁵ Of the donors that contribute to the pooled funding, all provided funding at least two years in a row. The OHCHR Sudan CO prefers multi-year financing, allowing for longer-term planning and more flexibility in spending funds. OHCHR Sudan CO is one of the few COs worldwide covered by Regular and Extra-Budgetary Funds and does not receive any funds that are not earmarked for Sudan. In both 2020 and 2021, there were unspent balances of extra-budgetary funding and unspent funds were reallocated for 2022. The estimated costs for the 2022 AWP are considered conservative compared with 2021, given a reduced number of activities because of the ongoing political instability in the country. In 2022, the OHCHR Sudan CO spent a higher amount of the budget allocated to it and regularized a number of its temporary staff members. This regularization is expected to lead to more staffing stability and increase efficiency in implementing the programme.⁶⁶ In 2021 and 2022, allocated costs were for staff salaries, vehicles and office space. Activity-related expenses were mostly on in-country travel, consultancies and workshops. Inflation has been high since 2021 and has been considered in budget and costing processes. Although the mobilisation of resources has been sufficient, fundraising efforts continued throughout 2022 in close coordination with DEXREL to secure multi-year funding for the OHCHR Sudan CO. There are strong assurances from donors that support will continue.

DEXREL manages all funding, including local fundraising, earmarked for Sudan in Geneva. Funds from the OHCHR's global account, earmarked for Sudan, are transferred to UNDP, the local service provider. Allocations are provided to OHCHR in Khartoum every quarter for projected budget needs for the entire CO. The sub-offices do not have budgets or access to petty cash and must request funds from OHCHR in Khartoum, which deals directly with UNDP. The sub-offices activities, such as workshops that require engaging with a vendor, must be planned well in advance. The approval process and payment for services for a new

⁶³ According to the OHCHR Staff List 27 July 2022 there is no reference to the name administrative staff however there is an Operations Manager and Operations Assistant who cover the administrative work and therefore will be referred to in the report.

⁶⁴ During a fundraising mission to Sudan in October 2019, OHCHR-Geneva Africa Section I and DEXREL engaged with Canada, the EU, Germany, the Netherlands, Norway, Sweden, Switzerland, the UK, and France.

⁶⁵ A multi-donor funding arrangement was set up with the UK, Sweden, the US, Canada, Norway, Germany, the EU, and Switzerland, to jointly fund the OHCHR's Sudan CP

⁶⁶ In 2022 the staffing costs included 25 staff members including 11 internationals-(P3 P4 based in Geneva). Four General Services including two in Geneva, and 10 National Officers.

vendor have taken up to eight months.⁶⁷ The long procurement processes affect the OHCHR Sudan CO's implementation and credibility among vendors—especially when services are not paid on time.⁶⁸ These challenges have also impacted the OHCHR Sudan CO's ability to scale up. Recruitment of local staff is a protracted process; It can take several months to deploy a national staff member even after they have been identified.⁶⁹ UNDP is going through reforms and has moved its administration out of Sudan, adding to further delays.⁷⁰

Setting up of the offices

Despite the COVID-19 pandemic, travel restrictions and high levels of insecurity, OHCHR

"Given the size of Darfur and even just North Darfur the team is tiny to cover such a large area—but they do very well. Them not having their vehicle is also an issue as they need to request from UNICEF and vehicles are not always available." UN, Darfur

Sudan CO set up sub-offices in Darfur, South Kordofan, and the Blue Nile State, where they have been co-locating with UNICEF. As OHCHR Sudan CO was just getting established in Sudan, co-locating with UNICEF made sense and was highly appreciated by OHCHR Sudan staff. It also made sense given the lack of logistics, as staff members used their laptops,

vehicles, and internet to work in the early stages. UNICEF's office was clearly identified with their signboard; therefore, even though OHCHR was sharing an office, there was no way to know of OHCHR's presence. As OHCHR has become more established in the sub-regions, especially in Darfur, their largest sub-office, they have recognised a need for more autonomy and independence. Additionally, they need space for meetings with CSOs and privacy to interview victims. By the end of 2022, the sub-office in Darfur will move to its own office. This move will further increase OHCHR's visibility to be further enhanced with stickers on vehicles, tee shirts, and hats. Identification cards for OHCHR Sudan CO staff would also contribute their improved visibility.

Transport

In all the sub-offices, before the OHCHR Sudan CO had vehicles, they relied on other UN agencies, such as UNICEF, UNHCR or OCHA, for transport. Transport was not always available, and not having access to transportation on demand affected the work, mainly in conducting time-sensitive field missions. Outside observers also highlighted the OHCHR's transportation challenges. As of October 2022, all three sub-regional offices have at least one vehicle, and in Darfur, they have two minivans with two more field-ready cars on the way.⁷¹ In Darfur, the office is waiting for its recruited driver to arrive. In South Kordofan, their vehicle allows them to move in town with out-of-town missions conducted jointly with other UN agencies. In Khartoum, there are two drivers and twenty staff. Vehicles are available for work-related activities during office hours, and in more recent times, drivers have been made available to ensure staff can go to work-related events after work hours.

⁶⁷ Reportedly getting a new vendor approved can take 4-6 months and then up to 2 months to make a payment. Once a vendor is approved the process moves faster. There was one instance in Darfur when a payment to a vendor was urgently needed and staff used their private money to cover the cost so that the activity could proceed.

⁶⁸ OHCHR Sudan CO End of project document (2021)

⁶⁹ According to feedback from OHCHR Sudan CO staff recruitment of drivers can take from 4-6 months from the identification of an individual driver to their deployment.

⁷⁰ UNDP is going through a global reform process and has recently moved their human resources to Amman and Finances to Malaysia.

⁷¹ With only one driver currently employed in the Darfur Office, more drivers will need to be recruited.

Office policies, induction and training

OHCHR Sudan CO staff highlighted the need for more straightforward security-related guidance and more robust induction and work-related training. The OHCHR Sudan CO organises staff training, for example, on human rights monitoring and reporting and HRBA management for all staff, including experienced team members; these trainings were held most recently in May-June 2022. Although the staff has received training on the job, more specific training was requested, including learning about the OHCHR in peacebuilding contexts, participatory budgeting and SDG indicators. Staff members also raised the need for more attention to staff well-being, especially given the security challenges in Sudan.

2.4.2 Have the organisational arrangements with the CO been adequate for the CP priorities, context and stakeholders?

In the project's early stages until the military coup, the OHCHR Sudan CO worked closely with the transitional Government, CSOs, and the UNCT. Once UNITAMS entered in January 2021, the work of the OHCHR Sudan CO had to adapt further. Since the military coup, the context and the activities of the CO have changed with limited engagement with de facto authorities and prioritisation on monitoring human rights violations, directly and through training CSOs in monitoring. Additionally, there has been increased engagement with CSOs on all aspects of the work, including working with Women Human Rights Defenders (WHRD).

Also, the 2022 AWP outlines enhanced work on ESCR and SDGs. The focus of the monitoring work for the Equality & LNOB team includes collecting and analysing information on the causes of the crisis—whether exacerbated because of food insecurity, health, and water crises, youth unemployment and degrading social services, displacement and forced evictions, shrinking democratic space for CSOs, and unequal access to natural resources—with the main work of the Equality & LNOB team to build CSO capacity and engage with relevant government actors such as the CBS. ESCR issues are vast in Sudan, given its long-standing discrimination, mainly based on race, geography and regional disparity. ESCR is a relatively new area of work that may require more resources to develop a community of practice around these issues in Sudan. With the increased workload, it is unclear if this will continue to be done by existing staff or if more monitoring support will be recruited with the increased workload.

Currently, there are plans to hire more staff to join the ROL team in Khartoum and to expand the work in Darfur to cover a larger area for deployment in other parts of Darfur. Generally, consideration for increasing staff depends on whether sufficient funding supports the position and related costs. Other considerations are to ensure that any new locations, such as in other parts of Darfur, are adequately equipped with vehicles and other logistics to support the work.

Recognising the need for greater visibility given that OHCHR Sudan CO is one of the newest members of the UNCT in Sudan and not all stakeholders are familiar with their mandate, thematic priorities and where they are located throughout the country, the OHCHR Sudan CO has hired a National Public Information Officer. As part of building the profile of OHCHR, a draft communication strategy has been developed, and there are plans to set up a website, a Facebook page and a hotline. Community radio programmes are also planned in South Kordofan. Ensuring that all OHCHR Sudan CO staff are engaged in developing the communication strategy is critical, especially in the sub-offices where more visibility of OHCHR's work is acutely needed.

Further steps to consider for greater decentralization and autonomy

Internally, the OHCHR Sudan CO is taking steps towards greater decentralisation, with authority delegated to the OHCHR Sudan CO from HQ for some procurement and administrative processes managed through UMOJA. Further decentralisation would facilitate the OHCHR Sudan CO to become more independent, as most functions that UNDP currently undertakes would transfer to the OHCHR Sudan CO. In this case, the OHCHR Sudan CO would also need further administrative support to manage the increased responsibilities.

Understanding the importance of ratifying the HCA, the Start-Up Team created a ratification decree in February 2020 to pressure the Ministry of Foreign Affairs (MFA) and MOJ. Interviews with government representatives confirmed the urgency of ratification especially following the military coup, which they believed would ensure further continuation of the presence of OHCHR in Sudan. Ratification would also improve the CO's efficiency, enabling the OHCHR Sudan CO to open a bank account, lessening their reliance on UNDP.

Both the High Commissioner for Human Rights and the Deputy High Commissioner have continued to raise the importance of ratification of the HCA with government authorities. On the High Commissioner for Human Rights visit to Sudan in November 2022, the issue was raised with the *de facto* authorities.

The primary concerns related to efficiency have been that the lack of logistics, including vehicles and drivers, hampered the office's work in the sub-regions. Continued efforts must be made to ensure that OHCHR Sudan CO staff are equipped with the logistics to do their work. Not all stakeholders knew that the OHCHR Sudan CO had sub-offices or where they had a field presence. Focussing on making the OHCHR more visible in Sudan is critical to its sustainability and effectiveness.

2.5 Impact

| |
|--|
| The extent to which the strategic orientation of the CP points toward contributing significantly to broader, long-term, sustainable changes in human rights issues. |
|--|

2.5.1 To what extent is the CP contributing significantly to broader and longer-term enjoyment of rights? Or how likely is it to eventually make this contribution?

In less than three years, the OHCHR Sudan CO successfully set up a fully mandated CO with access to external funding. Aligned with the goals and aspirations of the Constitutional document and the JPA, the OHCHR Sudan CP contributed to legal and institutional reform, TJ and accountability processes and ensured the engagement and participation of CSOs in governance and political processes. However, the military coup has put the progress made to date at serious risk. Concerning accountability, the OHCHR Sudan CO continues to engage with CSOs on TJ, especially the gender dimensions of TJ. In the longer term, it will increase the chances that women and other vulnerable groups will participate in all aspects of TJ, as TJ mechanisms will be more likely to accept that men and women have different needs in transitional justice processes.

Just getting to set up the sub-offices is a major achievement. Starting the process of legal reform even though they did not go all the way, they helped to start the conversation, which is important in this extremely complicated context. (Donor, Khartoum)

The OHCHR's continuing work on ESCR, while still in the beginning stages, will contribute to broader and longer-term enjoyment of rights. The OHCHR Sudan CO has continued to engage with the CBS, which will monitor the implementation of the SDGs in the country in the long term. The continued strengthening of the NMRF and the implementation of the UPR recommendations are critical for the sustained impact.

Additionally, OHCHR's geographical presence in the country is strategic. Their presence in Darfur, South Kordofan, and the Blue Nile State enables them to continue to monitor the human rights situation in these locations, conduct local advocacy to advocate for the release of political prisoners and monitor the status in the prisons, including children in detention and the armed forces. It also enables the OHCHR Sudan CO to follow cases of CRSV/SGBV to ensure that they are provided with services and advocate for justice. Building their network among state government actors, UN agencies, and CSOs in these locations will ensure that HRBA is a central intervention feature. A more robust monitoring strategy is also critical in these areas through capacity and relationship building with CSOs.

2.6 Sustainability

The extent to which the net benefits of the CP continue or are likely to continue with the stakeholders in the future.

2.6.1 Are the local stakeholders, partners and other UN agencies in the UNCT committed and able to continue working on the issues addressed by the CP? 7.7.2 How effectively has the CO built national ownership and necessary capacity? Are the CP's results, achievements and benefits likely to be durable?

The OHCHR Sudan CO built a sound foundation for its work in Sudan. The advanced and start-up teams included staff with previous experience in the Sudanese context and Arabic language skills. With the establishment of the OHCHR Sudan CO, this has continued. Links with the transitional Government, including the MOJ, MOSD, and MOI, led to significant progress on human rights law reform and institution building and ensuring that CSOs also had a role in policies and the development of institutions such as the NHRC and TJC and that they are representative of the Sudanese people. However, much of this work has been halted. The reinstatement of a civilian government is essential to prevent further deterioration in the situation. The most sustainable government-related initiative has been the creation of the NMRF, which continues to operate despite the change in the context.

OHCHR Sudan CO's work with CSOs has centred around awareness raising on an array of human rights issues. With the Emergency Lawyers Group, the OHCHR Sudan CO has built a firm foundation, and they have engaged on a wide variety of topics, including TJ, protection of HRD, and evidence gathering and documentation of human rights. OHCHR Sudan CO has also been involved with groups associated with women's rights, youth and PWD; however, the sustainability of the work with these groups is less clear. Additionally, many new CSOs have only existed since 2019, leaving it unclear what their capacity level is to take on issues sustainably. OHCHR Sudan CO has also been engaging in new work areas, such as ESCR. Therefore, it is important to have a clearer picture of the CSO landscape in Sudan, which gives OHCHR Sudan CO a better understanding of the potential capacity of CSOs, location and thematic areas of expertise.

In the regions, it seems easier to see the potential for sustainability around the work. For instance, in Darfur, the OHCHR Sudan sub-office has been coordinating with the government and UN actors on several human rights issues, including two described in more detail. One initiative sets out the modalities for creating travelling or mobile courts practising formal and informal justice to meet the population's needs. Another initiative is to create a human rights network that would involve UNCT members, including UNDP, UNICEF, UNFPA, CSOs, traditional leaders, representatives from the armed forces and police and representatives from the native administrations led and chaired by the Governor with OHCHR Sudan CO support to coordinate and share information about the human rights situation in North Darfur. The state government's involvement makes these initiatives more likely to be sustained.

2.6.2 Has the CO successfully integrated human rights into the UN Country Team programmes and activities?

Feedback from the OHCHR Sudan CO highlighted that the engagement with the UNCT was challenging when the Start-Up Team initially arrived in Sudan. Through active participation in the UNCT, the OHCHR Sudan CO has assisted to align HRBA to UN planning processes and joint programming, which has improved the understanding of the OHCHR's work. UN Women and the OHCHR Sudan CO also worked with those drafting the UNCT's Common Country Analysis (CCA) to ensure gender integration and human rights were incorporated

to create a human right friendly CCA. In the medium term, this will ensure that human rights are integrated into UN programmes.

The relationship between the OHCHR Sudan CO and the UNCT has also strengthened through OHCHR Sudan CO's increased participation in the Protection Cluster, the HLP, SGBV and the ROL WGs. The UNCT's first-time participation in the UPR process was done with the support of the OHCHR Sudan CO. The UNCT recognised the OHCHR Sudan CO as an agency that ensures the participation of women and other vulnerable groups.

OHCHR Sudan CO partners with many UN agencies on a bilateral basis, including UNDP, UNICEF, UNFPA, UN Women, UN-Habitat, UNESCO, and FAO, which have been crucial to further integrating human rights in the work of the UN agencies. The OHCHR Sudan CO worked bilaterally with UN Women and WHRD to advocate for the ratification of CEDAW, while not successful, had a galvanising effect. The OHCHR Sudan CO has collaborated well with FAO and UN-Habitat on land issues, with a high level of complementarity in work. OHCHR Sudan CO and UNDP partner on ROL issues.⁷² OHCHR Sudan CO and UNFPA have collaborated in organising meetings with CSOs on VAW issues and addressing issues associated with gender justice. The work that OHCHR Sudan CO and UNFPA did together paved the way for drafting the National Standard Operating Procedures for the Prevention and Response to Gender-Based Violence in Sudan, which was led by OHCHR Sudan and supported by UNFPA.

While UN agencies work with government agencies, OHCHR Sudan CO has a comparative advantage in its engagement with CSOs, supporting them in monitoring government agencies to ensure they are living up to their responsibilities. There is good collaboration and respect for the OHCHR Sudan CO in Khartoum and the sub-offices, where they are often recognised for their human rights expertise. In Darfur, the OHCHR sub-office is called into events or activities to provide lectures on human rights tailored to the discussed issue.

However, there was also recognition that further strengthening the relationships is still needed. Survey findings show that five of the eight OHCHR Sudan staff members feel there is still room for improvement in the relationship between the OHCHR Sudan CO and UN agencies. OHCHR Sudan CO has collaborated well with the UNCT and UNITAMS on fact-finding missions. However, in the Blue Nile State, some concerns involving human rights staff in the assessment would jeopardise the mission. The OHCHR Sudan CO's leadership appealed to the UNCT to ensure that UN staff in the field clearly understand the OHCHR's mandate. There is also more scope for the OHCHR Sudan CO to be integrated into humanitarian assessments to bring a human rights-based perspective.

2.7 Gender and Human Rights (Disability Inclusion) Integration

The degree to which a gender and human rights perspective (HRBA) has been integrated into the CP and whether the results have contributed to gender and human rights principles of non-discrimination and equality, with an emphasis on women's rights and disability inclusion, as well as other vulnerable groups.

⁷² UNITAMS is the chair of the ROL WG.

2.7.1 Has the Human Rights-Based Approach (principles of non-discrimination, participation, transparency, and accountability) been mainstreamed in the CP?

The HRBA has been mainstreamed in all six pillars of the CP, including Accountability, Participation, Non-Discrimination, Development, Peace and Security, and Mechanisms. The shifts focus on prevention, people on the move, inequalities and civic space. As spotlight populations, women, youth and PWD are aligned with most pillars. Further, gender integration and human rights are integrated across all pillar results.

Work under the Participation Pillar is centred on enhancing and protecting civic space, and people's participation is centred on ensuring that CSOs engage in processes that affect their lives. CSOs' engagement with the UPR process resulted in the UPR with the highest level of participation of all stakeholders, including CSOs. Twenty-six CSOs established four thematic coalitions that submitted four reports on civic space, accountability, impunity, ESCR and the rights of women and children. The CSOs also presented recommendations to the diplomatic community. There was participation by youth, PWD, human rights CSOs, lawyers and journalists. PWD were encouraged to take part by making the environment conducive and sign language services available. Regional participation also took place through consultations in Darfur, South Kordofan and the Blue Nile State, making the consultations regionally diverse. In the Blue Nile State and South Kordofan, there are positive examples of the sub-offices working closely with WHRDs on various issues that impact them, including SGBV and access to justice.

2.7.2 Has the programming monitoring data been disaggregated by sex and other vulnerable groups, including PWD? Do the benefits of the programme accrue equally to men and women?

The annual end-of-year narrative reports provide feedback on the number of women's organisations overall and the number of women and men trained throughout the year. In 2020, there were 233 participants, of which 97 were women.⁷³ In 2021, the number of men and women participating in workshops was 1059 participants, including 380 women.⁷⁴ In 2020 the number of women who participated in each workshop was provided; however, in 2021, only the total numbers for the year were provided. Workshop reports shared with the ET did not always include the sex of participants in annexes. Providing details on how many men and women participated in each workshop is useful information to know where women are engaging. Otherwise, it is not easy to track this information and therefore recommended that the OHCHR Sudan CO returns to this practice.

⁷³ OHCHR Sudan CO End of project document (2020)

⁷⁴ OHCHR Sudan CO End of project document (2021)

It is unclear if the programme's benefits accrue equally to men and women, as it depends on how that is determined. As highlighted above, more men than women participated in the workshops. However, women are integrated throughout the CP. There is also a focus on women-friendly legal reform, which is potentially far-reaching in terms of the benefits to women, and legal reform more broadly, which positively affects both men and women.

The OHCHR Sudan CO engaged with hundreds of women's groups over the project. The OHCHR Sudan CO is also involved with other groups, such as youth and PWD. However, even though the number of groups that include youth and PWD is mentioned, there is no specific information on the number of women and men who are part of these groups. Therefore, it is difficult to determine how many women the OHCHR Sudan CO has engaged with by working with these groups.

Both human rights reports that the OHCHR Sudan CO contributed include sex- and age-disaggregated data, highlighting men, women, boys and girls affected by human rights violations. There is also sex-disaggregated data in Security Council reports, and the OHCHR Sudan CO is also a contributor. Overall, the OHCHR Sudan CO is considered by all stakeholders as an organisation that targets women and other vulnerable groups.

2.7.3 Did the CP plan and achieve results in gender equality, women's rights, PWD and other vulnerable groups?

Women were prioritised throughout the CP, which is provided in Tables 11-16 in the chapter on effectiveness.⁷⁵ According to prison officials, the OHCHR Sudan CO's focus on women in prison had a tangible impact that has led to changes in prison practices. These changes included advocacy for kitchen and nursery services for women to promote better nutrition, the separation of male and female inmates, and more clarity on the rights of women in prison, including pregnant women and mothers. Focusing on women in prison facilitated the prison leadership to understand the importance of gender-based approaches, recognising that men and women had different needs based on their gender.

Sudan has undertaken necessary legal reforms toward enhancing women's and girls' rights, including the criminalisation of FGM. Other essential steps were signing the "Framework of Cooperation on the Prevention of and Response to Sexual Violence in Conflict" and adopting the National Action Plan on Women, Peace, and Security.⁷⁶ However, in the absence of comprehensive legal reform and the delay in the establishment of the independent commission on women and gender equality, there is still work to be done to continue to protect women

⁷⁵ The focus on women is integrated in two of the pillar results under Accountability Pillar, two pillar results under Non-discrimination pillar, two of the pillar results under the Development pillar, one of the pillar results under Peace and Security pillar, and the pillar result under the Mechanisms pillar.

⁷⁶ The repeal of the Public Order Law, through the Miscellaneous Amendments Act which has revised discriminatory provisions contained in the Criminal Code of 1991, including criminalizing female genital mutilation (art. 141); introducing life imprisonment for rape (art. 149); deleting the offense of "immodest attire" that has been applied against women (art. 152); and providing alternative penalty of community service to convicted pregnant women, lactating mothers and women accompanying children under 5 years of age (art. 47). Regarding women's rights and gender equality OHCHR Sudan CO targeted issues that disproportionately impact women such as SGBV.

in Sudan who face human rights violations, including increasing access to services for survivors of CRSV/SGBV.

PWD

The OHCHR Sudan CO has studied national legislation related to PWD and plans to conduct a workshop to share the findings. As highlighted earlier, the inability to conduct legal reform has affected the OHCHR Sudan COs' support of PWD.

Feedback from PWD shows they want to be included in activities catered to ensure greater participation. However, to date, there has been little focused engagement on PWDs. Further capacity-building support needs to be provided to the CPRD by identifying the number of PWDs and understand their needs.

In their feedback, PWD recommends that the OHCHR Sudan CO supports the government to play a more vital role in assisting PWD who feel left behind. Advocacy must also be directed toward international and national organisations to develop programmes to support PWD. Supporting the government to create a strategy and then advocating to ensure that the strategy is funded would be a solid step forward. OHCHR and other UN agencies should focus on supporting PWD to create awareness of the recent ratification of the Convention on the Rights of Persons with Disability.

Youth and LGBTIQ

A key focus of the OHCHR Sudan CO's work has been on legal reform efforts to reach out to LGBTIQ HRDs. LGBTIQ defenders took part in the Civil Society Forum for the first time in Sudan, which brings together an array of CSOs under one umbrella. The OHCHR Sudan CO has engaged with youth organisations in arts and culture to support youth further. Recommendations centred on more engagement, advocacy, and taking a stand on behalf of the Sudanese people regarding accountability, civic space, and ensuring political prisoners are released from detentions are recommendations from youth. There is further scope for the OHCHR Sudan CO to work with youth as they represent the future of Sudan and can play a role in advocating for strengthening accountability. Educating youth on options for addressing accountability available in the region and Africa-focused accountability mechanisms is a crucial step that OHCHR Sudan CO could take given the lack of movement within Sudan, given the political situation.

3. Lessons Learnt

❖ Ensuring operational expertise is included in the start-up phase is key

Ensuring that, in the start-up phase, there are individuals with the range of requirements needed to open an office (including programmatic experience) must be balanced with the financial and administrative expertise so that the team's recommendations reflect both the programmatic and administrative requirements for opening an office and scaling it up.

4. Emerging Good Practice

- ❖ Following the military coup and the need for accurate information, the HO created a monthly Diplomatic Forum for the diplomatic community. The Diplomatic Forum is a solid and positive practice started by the OHCHR Sudan CO, highly appreciated by all donors. UNCT could also benefit from getting access to this information.
- ❖ The working relationship between the Designated Expert and the OHCHR Sudan CO has been complimentary. The most substantial contribution of the OHCHR Sudan CO to public reporting during the project period has been as a primary contributor to the High Commissioner's report on the human rights situation following the military coup, which was presented at the HRC's 50th session. The Designated Expert has conducted effective advocacy, especially leading to lifting the State of Emergency. The Designated Experts office and the OHCHR Sudan CO's work have produced results.
- ❖ The foundation of the OHCHR Sudan CO is strong with human rights experience, relevant skills, and good networks through the setup process, starting with the advanced team, the start-up team, and now the current OHCHR Sudan CO. The dedication and engagement of skilled staff who understand the context is good practice. Strong links with the transitional Government and a close relationship with the former Minister of Justice provided support in the early stages of the process. The current DO have significant experience in Sudan as part of the UN Task Force that established the UNITAMS human rights and protection component.
- ❖ The training on ESCR was particularly relevant to the CSOs. Following the ESCR workshops, OHCHR Sudan CO and participants organised chat groups for coordination and information sharing. Focal points were identified among the participants. Feeling strongly that the information about ESCR was important for others, these focal points went out and trained people in their communities to create awareness about ESCR. Participation in follow-up puts the onus on participants affected by the issues to move forward on them and is good practice. When participants are empowered to share in this way, these efforts should be further supported to sustain the work in Sudan.

5. Conclusions

The OHCHR Sudan CP is relevant to the human rights components of the 2019 Constitutional document and the JPA. Following the military coup in October 2021, the transitional Government's dissolution and the increase in violence and human rights abuses, the OHCHR's presence has become equally, if not more, relevant. While balancing a shift in focus to human rights monitoring of political, civil, and ESCR, the OHCHR Sudan CO has been conducting advocacy at the project level, feeding into public human rights reports through monitoring, and keeping the international community up to date on the human rights

situation through briefings. The OHCHR Sudan CO has also continued to focus on the longer-term enjoyment of rights through supporting UPR-related and normative work by integrating the HRBA with the UNCT.

The OHCHR Sudan CO has maintained coherence in its work with the UNCT and donors through regular meetings and an open-door policy. OHCHR Sudan CO and UNITAMS OSCP are working toward integrating a joint office. Currently, how the two offices work together is not clear to either the office staff or their partners, resulting in duplication of efforts and inefficiencies. There is an urgent need to make this clear.

In the project's first two years, the OHCHR Sudan CO made progress on all six pillar results. The OHCHR Sudan CO worked closely with an array of stakeholders and was influential in making headway on drafting laws, government signing of international instruments and building their capacity through the UPR. In the post-coup period, the OHCHR Sudan CO has been a critical presence to ensure that human rights remain on the agenda and to document the increasing number of violations. Their presence, especially in the sub-regions, has effectively engaged with CSOs and served as a deterrent.

Approximately 11.5 million USD was raised with the Start-Up Team, working closely with DEXREL for resource mobilisation to cover costs annually. Several donors are included in the multi-donor funding arrangement, which jointly funds the OHCHR Sudan CO. There are strong assurances from donors that support will continue.

Despite the challenges related to the Covid 19 pandemic and the difficulty operating in Sudan, the OHCHR Sudan CO successfully set up a head office in Khartoum and three sub-offices co-locating with UNICEF. In the beginning, sub-offices were operating with limited access to transport and basic office supplies. However, since October 2022, the sub-offices have had vehicles and drivers. There are plans for the OHCHR Sudan CO to expand its work to other parts of Darfur.

Inductions and training when staff first join OHCHR are essential to ensure that the OHCHR mandate and way of working are clear to all staff. COVID-19, travel restrictions, insecurity and a complex working and living environment, have affected the recruitment of new staff, preventing the OHCHR Sudan CO from scaling up at the initially planned speed. The heavy reliance on UNDP and its bureaucracy has affected its efficiency. However, there are plans for OHCHR Sudan CO to take over some of the responsibilities, which should improve their efficiency related to national staff recruitment and procurement.

Current OHCHR Sudan CO staff have shown commitment to their work and are well respected. Through their technical support, they have supported the transitional Government put in place the NMRF, supported the government and other actors in the engagement with the UPR and ensured that an array of stakeholders had played an active part.

The Designated Expert has made two visits to Sudan, with extensive consultations, and submitted one report based on monitoring information from the OHCHR Sudan CO. Since the coup, a monthly Diplomatic Forum hosted by the OHCHR Sudan CO has kept the diplomatic community up to date on the human rights situation in the country. However, the donor community also wants regular meetings on operational issues. OHCHR Sudan CO is also active in the UNCT and the Protection Sector WGs, including the HLP and the SGBV.

The OHCHR Sudan CO has integrated the HRBA and gender integration through its integrated work with the UNCT. The OHCHR Sudan CO has integrated women and other spotlight groups into the CP. PWD are included in activities with plans for more targeted work on their behalf in the future.

6. Recommendations

These recommendations are directed at the OHCHR Sudan Country Office, UNCT, OHCHR Geneva Office and donors. The recommendations are provided in order of priority:

To OHCHR Sudan Country Office and UNITAMS OSCP

1. Clarify how OHCHR Sudan Country Office and the UNITAMS OSCP plan to work together by developing a concept for the joint office and communicate it internally and to external partners. The concept should clarify division of tasks, reporting lines, mechanisms of information sharing, and pooling of resources for the joint conduct of activities. which activities the two offices will do together.

To OHCHR Sudan Country Office

2. Assess, with the support of OHCHR's PSMS, the operational and administrative needs of the sub-offices. This assessment should look both at needs in terms of equipment and training of staff members in administrative guidelines and policies. Incorporate and budget the identified needs in the context of the Country Office's annual cost plan submissions.
3. Senior OHCHR Sudan Country Office representatives with support from PSMS should work with UNDP, as the local service provider, to develop an agreed procurement and (local) recruitment process and timeline to which both agencies commit to adhere to. OHCHR's Administration/Operations staff should be trained in the local procurement and recruitment processes, including with regard to UNDP's requirements.

4. Enhance the understanding of OHCHR Sudan Country Office's presence and mandate by ensuring that OHCHR's communication strategy, currently under preparation, covers the entire country. The communication strategy should make the visibility of the OHCHR Sudan Country Office its goal. Messaging should centre on awareness raising on OHCHR's mandate and thematic priorities, its different locations throughout the country, and the support it can provide. The strategy should focus on social media presence, engaging with country-wide community radio, increasing engagement with local media and investing in merchandise, such as stickers, T-shirts, posters, and signboards. A budget should be included, funds allocated, and the strategy should be incorporated into the AWP.
5. Conduct a mapping of the CSOs throughout Sudan drawn from work conducted by other international and national partners. The mapping aims to inform partnership opportunities under each of OHCHR's thematic priorities. Findings from the mapping should be reflected in the OHCHR Sudan Country Programme strategy to ensure that it becomes part of the OHCHR's institutional memory.
6. To facilitate cooperation, OHCHR Sudan Country Office should develop a guiding document which lays out how OHCHR and CSO partners work together, including what the expectations of the partnership will be.
7. Consider expanding the awareness raising and education on accountability mechanisms beyond Sudan to focus on regional and African-wide accountability mechanisms and options for universal jurisdiction with CSOs, especially youth organisations, to further complement the ongoing accountability work in Sudan.
8. Continue to strengthen the engagement with the UNCT by providing them with regular information on the human rights situation; to invite the UNCT to the Diplomatic Forum.
9. Continue to engage with the UNCT on implementing the UPR recommendations to raise awareness about human rights and inequalities and show the complementarity between UPR recommendations and the 2030 Agenda for Sustainable Development for further buy-in.

To OHCHR HQ

10. Continue to hold regular meetings with FOTCD, DEXREL and OHCHR in New York to support and guide the OHCHR Sudan Country Office, as needed.
11. FOTCD Peace Missions Support Section (PMSS), as part of the Human Rights New York Office (OHCHR-NY), should engage with the OHCHR Sudan Country Office to advise on further steps regarding the integration of the OHCHR Sudan Country Office and UNITAMS OSCP. (please see recommendation 1)
12. FOTCD and PPMES to provide additional planning support to the OHCHR Sudan Country Office to ensure the recruitment of operational and administrative support continues to be prioritized as the Country Office grows.
13. Continue to appeal to the OHCHR leadership to continue to engage the Sudanese authorities in ratifying the HCA.

To Donors

- 14.** Continue to support the OHCHR Sudan Country Office by continuing to provide multi-year funding, considering the challenges of the context in Sudan, including the operational difficulties and challenges that are more easily addressed through more flexible funding models.
- 15.** Proactively create networking opportunities for informal discussions and engagements with the OHCHR Sudan Country Office to share their expertise and seek to collaborate and strategize on how to support the protection of HRD better.
- 16.** Seek opportunities to visit Darfur, South Kordofan and the Blue Nile State and, while there, engage with the government and CSOs to observe the situation in the region and engage with the work of the OHCHR sub-offices, government and CSO partners.
- 17.** Consider making a significant investment in the capacity building of human rights CSO by considering funding models that develop staff capacity and organizational effectiveness.
- 18.** Consider using the good offices of the diplomatic community to support an extension of the Designated Expert's mandate including to conflict areas, and ensuring adequate funding is made available including in terms of the staffing needs of his office.

| Management response | | |
|---|--|-------------------|
| Evaluation of the Sudan Country Programme | | |
| Recommendation 1: Clarify how the Country Office and the UNITAMS Office of Support to Civilian Protection (OSCP) plan to work together by developing a concept for the joint office and communicate it internally and to external partners. The concept should clarify the division of tasks, reporting lines, mechanisms of information sharing, and pooling of resources for the joint conduct of activities. | | |
| Management position on recommendation: Accepted | | |
| Management comment: a note on the integration of the Country Office with UNITAMS OSCP was developed in 2021 and updated in 2022 and 2023. The note clarifies coordination and the division of tasks. | | |
| Key Actions | Responsibility | Time-frame |
| 1. The Country Office and UNITAMS OSCP to conduct review of the integration note, update as necessary. 2. If relevant, a revised note will be shared with FOTCD, then with the High Commissioner and SRSR/DSRSG UNITAMS for endorsement. | Country Office in Sudan and UNITAMS OSCP, in coordination with FOTCD (Africa Branch in Geneva and PMSS in NY) | Q4/2023 |
| 3. Develop key messages for the dissemination of a possible revised integration plan, both for internal and external target audiences. | Head of Country Office and Director of UNITAM OSCP in coordination with Chief Africa Branch, Chief PMSS in NY, Chief communication section in Geneva | Q4/2023 |
| Recommendation 2: Assess, with the support of OHCHR's PSMS, the operational and administrative needs of the sub-offices. This assessment should look both at the needs in terms of equipment and training of staff members in administrative guidelines and policies. Incorporate and budget the identified needs in the context of the Country Office's annual cost plan submissions. | | |
| Management position on recommendation: Accepted | | |
| Management comment: Since the evaluation was conducted, the operational and administrative concerns raised by field offices have largely been resolved. The country office proposes that rather than the PSMS, the P3 head of operations/administration who will join the office in April 2023 conduct an assessment of operational and administrative needs under supervision of the Deputy Head of the Country Office. Any costs additional to those budgeted for 2023 would be built into the 2024 AWP/CP | | |

| Key Action | Responsibility | Time-frame |
|--|---|----------------|
| 1. Incoming head of operations/administration in the country office to conduct assessment of the operational and administrative needs of the sub-offices, as well as any training needs on administrative matters, under the supervision of the Deputy Head of Country Office and prepare plan. | The head of operations/administrations/ Deputy Head of Country Office | Q2/2023 |
| <p>Recommendation 3:</p> <p>Senior OHCHR Sudan Country Office representatives with support from PSMS should work with UNDP, as the local service provider, to develop an agreed procurement and (local) recruitment process and timeline to which both agencies commit to adhere to. The Country Office’s Administration/Operations staff should be trained in the local procurement and recruitment processes, including with regard to UNDP’s requirements.</p> | | |
| <p>Management position on recommendation: Partially accepted</p> | | |
| <p>Management comment: Since the evaluation was conducted, OHCHR HQ has initiated a global project to delegate authority to OHCHR field presences for a number of key administrative and recruitment tasks. Once implemented, this should reduce dependence on UNDP. The staff who will have assigned roles in the delegation of authority process within the County Office are obliged to undertake online certification trainings before they assume these roles. This approach will affect the relevance of this recommendation.</p> | | |
| Key Actions | Responsibility | Time-frame |
| 1. Map which administrative, procurement and recruitment tasks are currently carried out through UNDP; identify which tasks could now be carried out by the CO based on the delegation of authority initiative; for the rest, develop a timeline for implementation of those processes that UNDP will continue to be responsible for in cooperation with UNDP. | CO head of operations/administration under supervision of Deputy Head of Country Office | Q2 and Q3/2023 |
| 2. Ensure the staff of the Country Office with administrative roles as a result of the delegation of authority initiative have completed obligatory online trainings | Deputy Head of Country Office | Q2 and Q3/2023 |
| 3. Review impact of (i) delegation of authority initiative and (ii) agreed timeline for processes administered by UNDP | Country Office head of operations/ administration under supervision of Deputy Head of Country Office and PMSS | Q3/2023 |
| <p>Recommendation 4:</p> | | |

Enhance the understanding of the Country Office’s presence and mandate by ensuring that OHCHR’s communication strategy, currently under preparation, covers the entire country. The communication strategy should make the visibility of the Country Office its goal. Messaging should centre on awareness raising on OHCHR’s mandate and thematic priorities, its different locations throughout the country, and the support it can provide. The strategy should focus on social media presence, engaging with country-wide community radio, increasing engagement with local media and investing in merchandise, such as stickers, T-shirts, posters, and signboards. A budget should be included, funds allocated, and the strategy should be incorporated into the AWP.

Management position on recommendation: Accepted

Management comment: The Office’s Communication/Outreach Officer has developed a draft communications strategy.

| Key Actions | Responsibility | Time-frame |
|--|--|------------|
| 1. Review and finalise draft communications/outreach strategy in consultation with thematic leads and heads of field offices | Communications/Outreach Officer/Head of Country Office O/Geneva Communications Section | 2Q/2023 |
| 2. Share draft strategy with Communications Section in Geneva for review/feedback | Communications/Outreach Officer/Head of Country Office O/Geneva Communications Section | 2Q/2023 |
| 3. Prepare timeline for implementation of strategy and implement it | Communications/Outreach Officer/Deputy Head of Country Office | 3Q/2023 |

Recommendation 5:

Conduct a mapping of the CSOs throughout Sudan drawn from work conducted by other international and national partners. The mapping aims to inform partnership opportunities under each of OHCHR’s thematic priorities. Findings from the mapping should be reflected in the Country Office Country Programme strategy to ensure that it becomes part of the OHCHR’s institutional memory.

Management position on recommendation: Accepted

Management comment: Each office (Khartoum and sub-offices) has already conducted mapping exercises of CSOs in Sudan based on thematic focus of their work and developed partnerships with them for monitoring purposes and to build their capacity. In order to reach those areas beyond the geographical scope of its field offices, the Country Office relies on CSOs with networks across the country.

| Key Action | Responsibility | Time-frame |
|--|--|-------------------|
| 1. Conduct regular reviews of the Office's mapping of CSOs in Sudan in coordination with relevant UN agencies and INGOs. | Heads of thematic units, sub-offices, and Civic Space unit of the Country Office would manage database of CSOs | On-going |
| <p>Recommendation 6:</p> <p>To facilitate cooperation, the Country Office should develop a guiding document which lays out how OHCHR and CSO partners work together, including what the expectations of the partnership will be.</p> | | |
| <p>Management position on recommendation: Accepted</p> | | |
| <p>Management comment:</p> <p>The Country Office already has guidance documents on working with CSO partners, which meet the objectives of this recommendation. The focus will therefore be on disseminating them to CSO partners who may not have them. The Country Office already has extensive partnership activities with CSOs through its thematic teams and sub-offices as this is one of the priority areas of the Office's work. The AWP for 2023 includes plans to support the development of CSO networks along thematic lines and activities to strengthen their capacity.</p> | | |
| Key Actions | Responsibility | Time-frame |
| 1. Disseminate the OHCHR guidance documents on OHCHR's partnership with CSOs. | Civic space unit of the Country Office in coordination with thematic leads and heads of sub-offices | On-going |
| 2. In line with the AWP for 2023, support the development of CSO networks along thematic lines and implement activities to strengthen their capacity | Heads of thematic units and sub-offices under the coordination of the Civic Space unit of the Country Office | On-going |
| <p>Recommendation 7:</p> <p>Consider expanding the awareness raising and education on accountability mechanisms beyond Sudan to focus on regional and African-wide accountability mechanisms with CSOs, especially youth organisations, to further complement the ongoing accountability work in Sudan.</p> | | |
| <p>Management position on recommendation: Accepted</p> | | |

Management comment: This could be implemented in coordination with the OHCHR Regional Office for East Africa.

| Key Actions | Responsibility | Time-frame |
|--|---|-------------------|
| 1. Organize virtual and/or in-person briefing sessions for CSOs with representatives of African accountability mechanisms to share experiences | ROL unit of the Country Office in coordination with OHCHR Regional Office for East Africa and OHCHR ROLDS | Q3 and Q4/2023 |
| 2. Invite experts on African/regional mechanisms to participate (virtually or in person) in the workshops on transitional justice for CSOs planned for 2023. | ROL unit of the Country Office in coordination with OHCHR Regional Office for East Africa and OHCHR ROLDS | On-going |

Recommendation 8:

Continue to strengthen the engagement with the UNCT by providing them with regular information on the human rights situation; to invite the UNCT to the Diplomatic Forum.

Management position on recommendation: Accepted

Management comment: the Country Office is an active member of the UNCT and clusters, including the Protection Cluster, GBV and land and housing sub-clusters and provides regular human rights updates

| Key Actions | Responsibility | Time-frame |
|---|--|-------------------|
| 1. Continue to provide UNCT with updates on the human rights situation; continue to contribute human rights perspective to all UNCT planning processes. | Head of Country Office and Head of UNITAMS OSCP in coordination with the DSRSG/RC/HC | On-going |
| 2. The Country Office in Khartoum and the sub-offices in Sudan continue to provide updates on human rights situation to UNCT through the regular meetings of the protection cluster and other sub-clusters. | Head of monitoring team in Khartoum and heads of sub-offices | On-going |
| 3. Informal consultation with members of diplomatic corps on participaton of UNCT. If no objections, include UNCT in monthly briefings | Head of Country Office | Q2/2023 |

Recommendation 9:

Continue to engage with the UNCT on implementing the UPR recommendations to raise awareness about human rights and inequalities and show the complementarity between UPR recommendations and the 2030 Agenda for Sustainable Development for further buy-in.

Management position on recommendation: Accepted

Management comment: OHCHR provided technical support to the UNCT to prepare its submission in 2021 to Sudan’s third UPR. The UPR session on Sudan was held in February 2022. The Country Office briefed the UNCT on the recommendations from the UPR and requested support for their implementation

| Key Actions | Responsibility | Time-frame |
|--|---|------------|
| 1. Include UPR recommendations in UNCT planning and policy documents | Heads of thematic units | On-going |
| 2. Provide updates to UNCT on implementation of the recommendations | Head, Deputy and Civic Space unit of the Country Office | On-going |

Recommendation 10:

Continue to hold regular meetings with FOTCD, DEXREL and OHCHR in New York to support and guide the Country Office in Sudan, as needed.

Management position on recommendation: Accepted

Management comment:

Bi-weekly coordination meetings continue.

| Key Actions | Responsibility | Time-frame |
|--|---|------------|
| 1. OHCHR to continue its bi-weekly coordination meetings on Sudan, extending invitation to DEXREL when needed | Head of Country Office in coordination the Director UNITAMS OSCP, Africa Branch, and PMSS | Ongoing |
| 2. Country Office extend invitation for Africa Branch (Geneva), and PMSS (NY) to participate in (virtually or in person) its annual planning meeting, and request inputs from DEXREL | Head of Country Office in coordination the Director UNITAMS OSCP, Africa Branch, PMSS, and DEXREL | Q4/2023 |

Recommendation 11:

FOTCD Peace Missions Support Section (PMSS), as part of the Human Rights New York Office (OHCHR-NY), should engage with the OHCHR Sudan Country Office to advise on further steps regarding the integration of the OHCHR Sudan Country Office and UNITAMS OSCP. (please see recommendation I)

| | | |
|--|--|-------------------|
| Management position on recommendation: Accepted | | |
| Management comment: Merge with Recommendation I | | |
| Key Action | Responsibility | Time-frame |
| N/A | | |
| Recommendation I2: FOTCD and PSMS to provide additional planning support to the OHCHR Sudan Country Office to ensure that the recruitment of operational and administrative support continues to be prioritized as the Country Office grows. | | |
| Management position on recommendation: Accepted | | |
| Management comment: Africa Branch and PSMS continue to provide the operational and administrative support to OHCHR Country Office in Sudan. Contract of dedicated HR s/m in Geneva extended | | |
| Key Actions | Responsibility | Time-frame |
| 1. Human resources officer provides weekly updates on progress of recruitment | Deputy Head of Country Office, Administrative Officer in Khartoum, Desk Officer for Sudan, HR, and FBS | Ongoing |
| 2. Regular meetings continue to be organized to address operational and administrative needs | Deputy Head of Country Office, Administrative Officer in Khartoum, Desk Officer for Sudan, HR, and FBS | Ongoing |
| 3. Inputs on operations and recruitment to be provided for the annual planning meeting | Deputy Head of Country Office, Administrative Officer in Khartoum, Desk Officer for Sudan, HR, FBS, and DEXREL | Q4/2023 |
| Recommendation I3: Continue to appeal to the OHCHR leadership to continue to engage the Sudanese authorities in ratifying the HCA. | | |

Management position on recommendation: Accepted

Management comment:

OHCHR leadership and Head of OHCHR Country Office continue engagement with the Sudanese authorities on the ratification of the HCA. The HC and his designated expert raised this issue during their visits to Sudan in November 2022 and Feb 2023 respectively and the Head of OHCHR Country Office has followed up with the Minister of Foreign Affairs. The authorities have made commitments to follow up on this and take actions as soon as civilian-led government and legislative council are formed. In the meantime, they have committed to support the smooth operations of the Office.

| Key Actions | Responsibility | Time-frame |
|---|---|---|
| 1. OHCHR Country Office to raise this matter following formation of a new civilian-led government, and appointment of legislature | Head of Country Office in coordination with FOTCD | When new civilian government is in place. |
| 2. The Designated Expert on the situation of human rights in Sudan to raise this matter with the authorities during his second visit to Sudan | Designated Expert | Q2/2023 |