



## FACT SHEET: Timeline for Negotiations between the Two Sudans

January 17, 2012

By the Enough Team

### Introduction

- Since June 2010, the African Union High Level Implementation Panel, or AUHIP, led by former South African President Thabo Mbeki, has facilitated “Post-Referendum Arrangements Negotiations” between the Government of Sudan, or GoS, and the Sudan People’s Liberation Movement, or SPLM, and the Government of Southern Sudan. Following South Sudan’s declaration of independence on July 9, 2011, negotiations have continued between the GoS and the SPLM/Government of the Republic of South Sudan, or RSS.
- The AUHIP-facilitated negotiations have largely been an opaque process, leading to much speculation in the press and elsewhere regarding the current status of talks between the two parties. As discussed in a December 2011 [Enough Project report](#) on the negotiations, the process has also undergone a number of structural iterations, adding to speculation concerning the negotiations’ status and results.
- In an attempt to shed light on what has occurred in the negotiations to date, as well as to inform future discussions concerning the process, and the AUHIP’s contribution to it, Enough has compiled the following timeline. This timeline provides an overview of the negotiations to date, and reflects the various changes to the process’ structure.
- Notably, the timeline is designed to provide a general overview of the negotiation process, and does not purport to detail every individual negotiation meeting that has occurred between the parties bilaterally or in the presence of the AUHIP, nor does it capture the extent to which the AUHIP has met bilaterally with the parties outside of formal negotiation rounds. The timeline also does not detail the substantive conversations that occurred during the negotiation rounds.
- Finally, it should be noted that others, among them, US Senator John Kerry and US Special Envoys Scott Gration and Princeton Lyman, have, at times, also met with one or both parties to discuss various issues under negotiation. While significant, these meetings are not documented in the timeline below.

## **June 21-22, 2010**

- The Parties meet in Mekelle, Ethiopia to discuss the modalities for the negotiation process.
- The *Mekelle Memorandum of Understanding between the NCP and SPLM on Post-Referendum Issues and Arrangements*, or Mekelle MOU, signed at the conclusion of the discussions, identifies the AUHIP as the facilitator of the negotiation process and establishes the Joint Technical Secretariat and the Assessment and Evaluation Commission, or AEC, Secretariat.<sup>i</sup>
- The Mekelle MOU also establishes the four, issue-specific working groups: citizenship; security; financial, economic and natural resources; and international treaties and legal issues.<sup>ii</sup>

## **July 10, 2010**

- Negotiations officially commence in Khartoum.<sup>iii</sup>

## **July 19-20, 2010**

- The AUHIP brings the two negotiating parties together, along with representatives from relevant international actors, including the United Nations, IGAD, the AEC, and the United States, for an initial "exposure session" in Juba.<sup>iv</sup>
- During the session, experts retained by the AUHIP make presentations on the various topics under negotiation. Some of these experts subsequently were asked to provide the parties with additional exposure sessions throughout the remainder of 2010.
- Guiding principles for the negotiations are signed by the two parties on July 20.<sup>v</sup>

## **August to September 2010**

- The working groups hold periodic meetings, alternating between Khartoum and Juba. These meetings take place largely in the absence of the AUHIP.<sup>vi</sup>
- Exposure sessions organized by the AUHIP also continue during this period.

## **October 2010 to November 2010**

- The AUHIP requests proposals from the two parties on a framework agreement addressing all outstanding issues. The AUHIP then tables its own version of the framework agreement, based, in part, on these proposals.<sup>vii</sup>
- Despite conflicting reports, the parties do not ultimately sign the framework agreement.
- The AUHIP also tables a number of proposals regarding the Abyei Area, one of which provided for the division of the Area between North and South.<sup>viii</sup>

- The working groups also continue to work during this period. Notably, the first oil-specific negotiations occur under the facilitation of the Norwegians.

### **December 2010 to January 2011**

- The AUHIP convenes meetings of the working groups as well as the lead negotiation panel, particularly ahead of the January 2011 Southern Sudan Referendum.<sup>ix</sup>

### **February - May 2011**

- The AUHIP brings in new issue-specific experts from international non-governmental organizations and think-tanks to draft new proposals and options papers. These experts assist in facilitating negotiations within the working groups.<sup>x</sup>
- While previous rounds of negotiations took place almost exclusively in either Khartoum or Juba, discussions now occur largely outside of Sudan in Debre Zeit or Addis Ababa, Ethiopia.<sup>xi</sup>
- The AUHIP continues discussions with the lead negotiation panel, the membership of which is expanded to include further representatives from the financial, economic, and natural resources working group.

### **June to July 2011**

- The AUHIP brings the parties together in Addis Ababa for one last negotiation round prior to South Sudan's declaration of independence.
- Discussions within the financial, economic, and natural resources working group now focus on the idea of a so called financial transition package.
- The non-economic working groups continue to meet separately.
- Negotiations on the respective situations in South Kordofan/Blue Nile and Abyei also occur. The parties ultimately conclude agreements concerning these two situations.<sup>xii</sup> The agreement on South Kordofan/Blue Nile is later rejected by GoS leaders in Khartoum, while the agreement on Abyei has yet to be fully implemented.
- The parties also reach agreement on issues related to the management of the North-South border.<sup>xiii</sup>

### **November 25-30, 2011**

- The AUHIP brings the parties together for a new round of negotiations, which largely focuses on the transitional financial package.
- No substantive agreements are concluded; however, the parties agree to convene for commercial oil negotiations in December.<sup>xiv</sup>

## December 2011

- Representatives from each party, along with the AUHIP, meet in Addis Ababa to establish the timing of and the parameters for commercial oil negotiations.
- It is decided that the parties will meet again on January 17, 2012 for commercial oil negotiations.

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<sup>i</sup> African Union, "Report of the Chairperson of the Commission on the Situation in the Sudan and on the Activities of the African Union High Level Implementation Panel on Sudan" 30 November 2010 [accessed 7 December 2011]

<sup>ii</sup> United Nations Mission in Sudan, "The CPA Monitor" May 2011 [accessed 7 December 2011]

<sup>iii</sup> Petrus de Kock, "Thabo Mbeki and the 'Long Talk' to Southern Sudan's Referendum" [accessed 7 December 2011]

<sup>iv</sup> African Union, "Report of the Chairperson of the Commission on the Situation in the Sudan and on the Activities of the African Union High Level Implementation Panel on Sudan" 30 November 2010 [accessed 7 December 2011]

<sup>v</sup> Ibid

<sup>vi</sup> Enough Project, "Sudan Peace Watch – Oct 13, 2010" <http://www.enoughproject.org/publications/sudan-peace-watch%E2%80%93oct-13-2010> [accessed 7 December 2011]

<sup>vii</sup> African Union, "Report of the Chairperson of the Commission on the Situation in the Sudan and on the Activities of the African Union High Level Implementation Panel on Sudan" 30 November 2010 [accessed 7 December 2011]

<sup>viii</sup> Joshua Craze, "Creating Facts on the Ground: Conflict Dynamics in Abyei" <http://www.smallarmssurveysudan.org/pdfs/HSBA-SWP-26-Conflict-Dynamics-in-Abyei.pdf> [accessed 7 December 2011]

<sup>ix</sup> Sudan Tribune, "Post-Referendum Negotiations Continue in Juba on Monday" <http://www.sudantribune.com/Post-referendum-negotiations,37247> [accessed 7 December 2011]

<sup>x</sup> Africa Business, "World Bank and African Development Bank Urge Sudan to Resolve Issues and Pledge Support for Broad Based Development" <http://africabusiness.com/2011/04/18/world-bank-and-african-development-bank-urge-sudan-to-resolve-issues-and-pledge-support-for-broad-based-development/> [accessed 7 December 2011]

<sup>xi</sup> Sudan Tribune, "Sudan's North-South Talks in Ethiopia Agree on Seeking Debt Relief" [http://www.sudantribune.com/spip.php?iframe&page=imprimable&id\\_article=38203](http://www.sudantribune.com/spip.php?iframe&page=imprimable&id_article=38203) [accessed 7 December 2011]

<sup>xii</sup> "Framework Agreement between Government of Sudan and Sudan People's Liberation Movement (North) on Political Partnership between NCP and SPLM" 28 June 2011 [accessed 7 December 2011]; "Agreement between the Government of the Republic of Sudan and the Sudan People's Liberation Movement on Temporary Arrangements for the Administration and Security of the Abyei Area" 20 June 2011 [accessed 7 December 2011]

<sup>xiii</sup> African Union High Level Implementation Panel, "The African Union High Level Implementation Panel Welcomes the Border Security Agreement between the Sudan and South Sudan" <http://reliefweb.int/node/438283> [accessed 7 December 2011]

<sup>xiv</sup> "Joint Statement by U.S. Secretary of State Hillary Clinton, Norwegian Foreign Minister Jonas Gahr Store, and United Kingdom Foreign Secretary William Hague" 6 December 2011 [accessed 7 December 2011]