



## Security Council

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### Letter dated 23 January 2025 from the Permanent Representative of the Sudan to the United Nations addressed to the President of the Security Council

On instructions from my Government, I should like to inform you that the Government of the Republic of the Sudan, in keeping with its constitutional and national responsibility to protect civilians in conflict situations, has developed a national plan for the protection of civilians in time of war and during the peacebuilding phase (see annex).

This plan is part of the commitment of the Sudan to abide by international law and international humanitarian law, promote the rule of law, respect human rights and provide the necessary protection for civilians affected by the armed conflict and the war of aggression being waged against the Sudan, a war that has caused the migration and forced displacement of millions of civilians. This plan serves to reaffirm the commitment of the Government of the Sudan to international humanitarian law and the relevant Security Council resolutions, with a special emphasis on protecting civilians and promoting sustainable peace within the framework of national ownership and in accordance with the principle of finding African solutions to African problems.

The plan is based on international and national terms of reference, including the Charter of the United Nations, international humanitarian law and the Geneva Conventions and the Protocols Additional thereto, as well as the Constitutional Document and the Juba Peace Agreement. The plan consists of two basic phases: providing physical protection and establishing a sustainable protective environment in order to safeguard the rights of civilians, including through the voluntary return of displaced persons, reconstruction and peacebuilding.

The Government of the Sudan trusts that the United Nations and all international partners will cooperate with it in the implementation of this plan by providing support, whether material, logistical or technical, in order to ensure that the plan's humanitarian and human rights objectives are realized. In addition, the Government requests that the United Nations support its efforts in that regard, so as to enable it to protect civilians and ensure peace.

I should be grateful if you would have the present letter and its annex circulated as a document of the Security Council.

(Signed) Al-Harith Idriss **Al-Harith**  
Ambassador and Permanent Representative  
of the Sudan to the United Nations



## **Annex to the letter dated 23 January 2025 from the Permanent Representative of the Sudan to the United Nations addressed to the President of the Security Council**

### **National plan for the protection of civilians in time war and during the peacebuilding phase**

#### **Introduction**

The Government of the Sudan has a constitutional responsibility to protect civilians during the Battle of Dignity from the consequences of the rebellion by the Rapid Support Forces militia and the serious violations that the militia has committed against civilians, as well as its attacks on civilian objects and violations of international humanitarian law, human rights law and the relevant laws of the Sudan. Those violations, which have caused forced displacement throughout the Sudan, constitute war crimes and crimes against humanity. In keeping with that constitutional responsibility, the Government of the Sudan has developed a national plan to ensure that civilians are protected during the war and until such time as comprehensive peace has been established in the Sudan. That plan comprises the following:

- Supporting humanitarian action
- Promoting the rule of law
- Respecting human rights
- Conducting post-conflict disarmament, demobilization and integration
- Returning displaced persons and refugees to their homes

Protection includes improving response in order to reduce the exposure of civilians to violence and oppression, promoting respect for human rights in the context of conflict, responding to humanitarian and relief needs, enhancing the capacity of the legal system to ensure accountability and combat impunity, supporting peace processes, complying with international humanitarian law when conducting military operations, strengthening the capacities of the State to protect civilians, facilitating humanitarian action and providing shelter to displaced persons and refugees.

In 2020, the Government of the Sudan submitted to the Security Council a national plan for the protection of civilians that the Council endorsed and was circulated as a document of the Council ([S/2020/429](#)). However, that plan was strictly for the Darfur States. The rebellion of the terrorist Rapid Support Militia on 15 April 2023 led to an increase in protection requirements for civilians, who became the renegade militia's target after it failed to seize power. It therefore became necessary to develop a plan that covers all regions of the Sudan and provides protection and services to all those affected by the war. Accordingly, the present plan is based on protection requirements in time of war and covers the two basic tiers of the concept on the protection of civilians, namely, the provision of physical protection and the establishment of a protective environment during ongoing military operations. In addition, the plan anticipates post-war requirements.

The Government of the Sudan is committed to the plan and affirms that it is able and willing to protect civilians. While the Government emphasizes national ownership of the plan, it asks the United Nations and the international community to provide material and logistical assistance when needed.

### **The basic terms of reference of the plan**

- The established principles in the Charter of the United Nations concerning the sovereignty of States and their responsibility to protect civilians
- The relevant provisions of international humanitarian law and international human rights law
- The relevant provisions of the Geneva Conventions and the four Protocols Additional thereto
- The principles set out in the Convention relating to the Status of Refugees
- The relevant provisions of the Constitutional Document and the Juba Peace Agreement, including the provisions in both documents relating to the protection of civilians
- The provisions concerning the protection of civilians found in the Sudanese Armed Forces Act, the Police Act, the Sudanese Penal Code, the General Intelligence Service Act and the Child Act
- The provisions concerning the protection of civilians found in the Jeddah Declaration of Commitment to Protect the Civilians of the Sudan, signed on 11 May 2023, and the Agreement on a Short-Term Ceasefire and Humanitarian Arrangements in the Sudan, signed in Jeddah on 20 May 2023
- The mandate of the National Committee for Investigating Crimes and Violations of National Law and International Humanitarian Law
- Security Council resolutions [2736 \(2024\)](#) and [2750 \(2024\)](#) and the requirements set out therein to protect civilians and stop the flow of arms to the rebel militia

### **Challenges**

- The flow of arms to the militia from the United Arab Emirates and regional partners is the primary reason for the continuation of the conflict. It is imperative, therefore, to stop this blatant interference, which contravenes the Charter of the United Nations, infringes on the sovereignty of the Sudan, and runs counter to the principles that underpin the maintenance of international peace and security.
- The Rapid Support Forces militia should be designated as an ethnosupremacist terrorist militia because it attacks civilians on the basis of ethnicity in a systematic, deliberate and premeditated manner.
- Mercenaries are being recruited from several countries and mobilized to fight in the war alongside the renegade militia.
- Parties from the region and beyond have failed to comply with Security Council resolution [1591 \(2005\)](#), under which it is prohibited send arms to Darfur.
- The terrorist rebel militia has reneged on its commitments under the Agreement on a Short-Term Ceasefire and Humanitarian Arrangements in the Sudan, signed in Jeddah in May 2023, with regard to attacking civilian objects, service centres and the homes of civilians and using them as military positions.
- The militia has attacked humanitarian convoys and obstructed the delivery of life-saving relief.
- The militia has systematically targeted service facilities, including hospitals, water stations, dams, electricity plants and the Jayli refinery.

- The terrorist militia has taken shelter in civilian homes and civilian objects and used them as military posts, and it has used civilians as human shields.
- The terrorist militia has bombarded civilian homes, markets, camps for internally displaced persons and shelters.

### **Goals**

- Strengthen the Government's capacity to protect civilians from the effects of the war and the violations committed by the terrorist rebel militia
- Provide security protection to civilians
- Provide human rights-related services
- Promote and protect human rights, in particular the right to life
- Promote the rule of law and combat impunity
- Provide urgent humanitarian assistance to internally displaced persons, refugees and those affected by the war
- Achieve peace, build trust and ensure peaceful coexistence among communities

### **Components of the national plan for the protection of civilians**

- (a) Operational deployment of regular forces.
- (b) Stepping up humanitarian action and increasing its effectiveness.
- (c) Combating violence against women and children.
- (d) Promoting the rule of law and human rights.
- (e) Addressing the issues of displaced persons and refugees.
- (f) Providing basic and essential services to civilians in conflict-affected areas.
- (g) Building the capacities of the staff of justice and police institutions.
- (h) Promoting peaceful coexistence and mending the social fabric.
- (i) Establishing a comprehensive peace.
- (j) Reconstruction and development.

These components are complementary and aimed at providing protection in two main phases:

#### *The physical protection phase*

- The Sudanese Armed Forces will continue to adhere strictly to the rules of engagement established by international humanitarian law and the Geneva Conventions of 1949 and the four Protocols Additional thereto, in particular the principles and standards of precaution and proportionality. Doing so will ensure that they are able to provide protection during clashes, given that the militias are taking shelter in civilian objects and using civilians as human shields.
- We will continue to coordinate closely with the International Committee of the Red Cross and United Nations organizations and agencies when evacuating civilians and taking them to areas controlled by the Sudanese Armed Forces.
- We will refine and enhance proactive monitoring and forecasting plans in order to protect civilians from imminent danger in areas that the terrorist rebel militia could target and in which they could deploy.

- Community protection committees will have an enhanced role in monitoring, documenting and providing initial interventions, with a view to preventing targeted violence against women and girls.
- The deployment and capacity of military and police components will be increased in and around camps for displaced persons and in host communities, so that they can quickly respond to and deter attempts aimed at undermining the security of displaced persons.
- The principle of community protection for civilians will be instilled by raising awareness and spreading the culture of peaceful coexistence among tribes and communities, renouncing hate speech and exclusion, and fostering social cohesion.
- The United Nations and its competent bodies, in particular the Security Council, as well as international and regional partners and mediators, should put pressure on the terrorist rebel militia and oblige it to immediately implement the commitments set out in the Jeddah Declaration of Commitment to Protect the Civilians of the Sudan, in particular the provision in paragraph 1 thereof stipulating that the main priority is to ensure the protection of civilians at all times, including by giving them safe passage so that they can voluntarily leave areas of conflict and head to the destination of their choice.
- The provisions of Security Council resolution [2736 \(2024\)](#) relating to the parties' responsibility to protect civilians, in particular in the El Fasher area of North Darfur State, as well as in the rest of the territory of the Sudan, will be implemented.
- The rebel militia must be compelled to implement the obligations stipulated in paragraphs a, b, c, d, e and g of the Jeddah Declaration of Commitment to Protect the Civilians of the Sudan, signed on 11 May 2023, including the obligation to distinguish between civilians and combatants and between civilian objects and military objectives, and to take all precautions to minimize harm to civilians, including by refraining from using civilians as human shields.

*The phase of establishing a protective environment to safeguard the rights of civilians*

- The scope of the requirements for establishing an environment to safeguard the rights of civilians has expanded to include the post-war phase. More than half the population has been affected by the war, while the total number of displaced persons and refugees now stands at almost 14 million persons, owing to the systematic targeting of civilians by the terrorist rebel militia. The primary objective of the terrorist militia is to displace civilians and then occupy their areas in order to establish settlements, replace the population and alter the demography. In addition, the militia is systematically using sexual violence as a weapon and committing gross human rights violations, war crimes and genocide. Accordingly, the national committee for the implementation of Security Council resolution [1373 \(2001\)](#) has designated the renegade militia a terrorist group.
- The Ministry of Agriculture, Forestry and Natural Resources, in coordination with the Food and Agriculture Organization of the United Nations, provides periodic updates on the country's food situation. Those updates include statistics derived from field surveys that are conducted in order to compare crop production and food supplies across the country against actual needs. They also include information on consumption patterns and the main food types (maize, millet and wheat). Humanitarian organizations are then requested to base their

response and interventions on those estimates, taking into account the diets of displaced persons, refugees and host communities.

- Basic needs and services, namely, water, food, healthcare, medicine and shelter, must be provided in camps for displaced persons and refugees. More police units, including women police, must be deployed in camps for displaced persons and shelter areas in order to reassure the people.
- The Ministry of Health will redouble its efforts to respond to the health situation given that a large proportion of hospitals and healthcare centres are completely non-operational because they have been incessantly attacked by the terrorist militia. The Ministry, in coordination with the relevant organizations and agencies, will deploy more public health, environmental sanitation and epidemiological units in camps for displaced persons, shelter areas and host communities.
- The field presence of the Humanitarian Aid Commission and of the Refugee Commission will be increased and their capacity to respond to the immediate and growing needs of displaced persons and refugees will be enhanced. The challenges of arranging for the safe and voluntary return of displaced persons and refugees will be tackled when the war ends.
- We will promote justice, the rule of law and redress for victims by enhancing the capacities of the National Committee for Investigating Crimes and Violations of National Law and International Humanitarian Law, in order to ensure that victims are rehabilitated and receive the necessary compensation and reparations, as well as, above all, to prosecute, arrest and hold the perpetrators accountable, in order to ensure that they do not go unpunished.
- We will involve the private sector, businesspeople, civil society organizations and ethnic organizations in the implementation of this plan, in particular the components thereof that are of a civilian service nature, with a view to providing the necessities of life in the best possible manner.
- We will establish the authority of the State and increase the number of community police stations, in order to reduce crime and build confidence among displaced persons, refugees and host communities.
- We will expand media programmes aimed at raising awareness of the effects of war and their repercussions for human rights, as well as of other ethical and legal practices and conduct. In addition, societal barriers that might prevent reporting of cases of sexual assault will be addressed.
- The Unit for Combating Violence against Women will be operational and its capacity will be enhanced, in order to enable it to respond to the growing number of rape victims and their need for psychological and physical treatment. Subsections or staff of the Unit will be deployed in camps for displaced persons, shelter centres and host communities, in order to facilitate reporting and make it easier to access the services that the Unit provides.
- Early preparations will be made for arms collection campaigns and the implementation of the demobilization and reintegration process, with a commitment from the international community to fund that process.
- The possession of weapons will be controlled and legalized in accordance with the Sudanese Armed Forces Act and the Weapons and Ammunition Act.
- We will continue to adhere strictly to the provisions of the Sudanese Armed Forces Act, the Child Act and the Sudanese Penal Code with regard to the criminalization and prevention of child recruitment, and we will continue to

execute the National Plan for Protecting Children in Armed Conflict, in the implementation of which the Sudan has made significant progress. In addition, we will strengthen the protection environment for children and adolescents by providing educational and healthcare services that are appropriate to the humanitarian conditions.

- We will promote community and national reconciliation by:

(a) Promoting national reconciliation, societal harmony and peaceful coexistence among the components of society, and by establishing a culture of civil peace.

(b) Developing a plan to repair the social fabric by means of the principles and mechanisms of traditional reconciliation methods, such as *juddiyya*, and community reconciliation, and by taking confidence-building measures, fostering the principles of good citizenship and encouraging resorting to the law in disputes.

(c) Encouraging national ownership of peacebuilding and acknowledging the ability of Sudanese to find solutions to ongoing conflicts, including the challenges of the war in the Sudan.

(d) Developing a plan for establishing psychological rehabilitation and social integration centres in conflict areas and utilizing grassroots women's associations to strengthen the capacities of local communities in community-based psychological recovery and peacemaking methods.

- The Government will continue to fulfil its commitments to accelerate the delivery of humanitarian aid across borders and through designated crossings and points.

### **Implementation of the plan**

- We will operationalize the National Mechanism for the Protection of Civilians, which is chaired by the Minister of the Interior and comprises all relevant ministries, institutions and agencies. The National Mechanism will follow up periodically on the implementation of the plan.
- National Mechanism committees will be established in the States. These State committees must include, as necessary, representatives of ministries, institutions and security and civilian agencies involved in providing protection and meeting the requirements thereof.
- The National Mechanism for the Protection of Civilians will develop, as a matter of priority, a comprehensive database of all the protection operations it conducts, in order to show the magnitude of the challenges faced in the light of the increase in protection domains and the number of beneficiaries in all States of the Sudan who are in areas where they face imminent danger. In addition, the National Mechanism must develop a data matrix that is updated periodically showing priorities, projects, implementation status and challenges.
- The headquarters and state offices of the National Mechanism will be provided with vehicles and all the resources that they need to carry out their work, including logistical, substantive and technical support that will enable the subcommittees to carry out effective civilian protection activities.
- The National Mechanism will conduct periodic field visits to war-affected areas in order to assess the progress made in implementing the plan.
- The National Mechanism will prepare a periodic progress report on the implementation of the plan and transmit it, through the Permanent Mission of

the Sudan to the United Nations, to the Secretary-General and the President of the Security Council. It will also request that the progress report be circulated as a document of the Council.

- The United Nations and its specialized agencies and organs will support implementation of the plan in accordance with their competencies, in order to ensure execution of the plan's various components and, in particular, to help the Government, upon its request, overcome challenges that might prevent it from implementing some of the plan's requirements.

### **Action by the Government of the Sudan in respect of humanitarian work**

The Government of the Sudan, in keeping with its responsibility to provide protection and assistance to civilians in all regions, affirms the following:

- The Government of Sudan, in accordance with the State's stated policy on humanitarian action and in fulfilment of the requirements of the Jeddah Declaration of Commitment to Protect the Civilians of the Sudan of May 2023, is committed to facilitating the delivery of humanitarian assistance to civilians affected by the war in various parts of the Sudan, including areas where the terrorist rebel militia is present.
- The Government of the Sudan has fulfilled many operational requirements in order to facilitate the delivery of humanitarian assistance while fully respecting the sovereignty and territorial integrity of the Sudan, in accordance with General Assembly resolution [46/182](#) of 1991.
- Following the opening of the Adré crossing, the Government of the Sudan established general principles for the delivery of humanitarian aid through the border crossings and by other internal humanitarian aid routes, and stipulated that humanitarian aid must not be used for economic or political purposes, in accordance with principle 24, paragraph 1, of the Guiding Principles on Internal Displacement of 1998.
- The Government of the Sudan, in accordance with principle 26 of the Guiding Principles on Internal Displacement, is committed to not targeting persons engaged in humanitarian assistance, their transports and supplies, and to ensuring that they are protected.
- The Government adheres fully to the principle of independence in the provision of humanitarian assistance and not using such assistance for military purposes.
- The Government is committed to providing assistance without discrimination on the basis of race, gender, ethnicity, political affiliation or religious belief, in accordance with article 5 (a) of the Voluntary and Humanitarian Work Act (2006).
- The Government will ensure that displaced persons and host communities are not harmed when humanitarian assistance is provided.

### **Opening crossings and airports**

The Government of the Sudan, in order to facilitate the transportation and delivery of humanitarian assistance to those in need, has approved the opening of the following crossings and airports:

#### *Crossing points with Egypt*

- The Ashkeit crossing.
- The Argin crossing.



*Crossing points with South Sudan*

- The Kosti-Renk river route.
- The Kosti-Jabalayn-Juwda-Renk land route.

*Crossing points with Chad*

- The Tiné crossing
- The temporary border crossing at Adré.

*The Port Sudan seaport**Airports*

- El Fasher International Airport.
- El Obeid International Airport.
- Kadugli International Airport.
- Dongola International Airport.
- Kassala International Airport.
- Port Sudan International Airport.
- El Damazin International Airport.

**Support provided by the Government of the Sudan to ensure humanitarian access**

- The Government extended the validity of the registration certificates of humanitarian organizations and exempted them from renewal fees for more than one year, from April 2023 to June 2024.
- The Government has not linked imports for the humanitarian response to the requirements of the technical agreement.
- The Government of Sudan has paid the transportation costs, service charges and customs fees for humanitarian aid from friendly countries to all States of the Sudan, amounting to more than \$600 million.
- The Government of the Sudan has increased the number of land, air, sea and river border crossings from 2 to 13.
- Warehouses have been provided free of charge for items imported by some humanitarian organizations operating in the states.
- The Government has established a mechanism for humanitarian emergencies to speed up procedures for granting visas and movement permits to United Nations and voluntary organizations. More than 3,000 visas and 2,400 movement permits were approved in 2024.
- From October 2024 until the present time, humanitarian assistance has been transported via an air bridge between Juba Airport, South Sudan, and Kadugli Airport, South Kordofan State, and delivered by airdrops in the Guldo area.

**Commitment of the Sudanese Armed Forces to protecting civilians**

The Sudanese Armed Forces are professional and trained forces that abide by international humanitarian and human rights law. In accordance with those principles, the Government of Sudan reaffirms the following:

- The armed forces always adhere to the rules of engagement and strive assiduously to protect civilians. In that connection, memorandums of understanding have been signed with ICRC. The principles of military necessity, proportionality, discrimination and precaution have been observed in order to protect civilians from the effects of war.
  - Heavy weapons have not been used to strike militia movements in residential areas and public and private facilities.
  - The International Committee of the Red Cross commended the armed forces for releasing 30 children whom the terrorist militia had used in the war, in keeping with the Optional Protocol to the Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child.
  - The armed forces have abided by the truce agreed upon in April 2023, despite the terrorist militia's transgressions and the fact that it has deployed sniper teams on the roofs of buildings and forced civilians to evacuate homes and then stationed its forces inside them. The armed forces have abided by the truce for humanitarian reasons and to alleviate the suffering of civilians in the capital. Meanwhile, the terrorist militia opened the gates of prisons and released more than 19,000 convicts, including terrorists, and recruited them as fighters among its ranks.
  - The armed forces, through their official spokesperson and official website, have issued regular announcements warning civilians to not be close to battlefields and military sites, which the terrorist militia has bombarded intensively. Following are some examples:
    - Warning circulars dated 11 and 19 May 2023.
    - Circulars to stay away from rebel gatherings dated 20 and 24 July 2023, as well as circulars issued on 10 December 2023 and 26 March 2024. Those were followed by other warnings.
  - The armed forces honoured the short truces requested by the Secretary-General on 20 May 2023, which were extended to 29 May 2023, with a view to evacuating the wounded and opening safe corridors for the passage of civilians and the delivery of humanitarian aid, as agreed upon in the Jeddah Platform.
-