

## Briefing Paper

Committee: Security Council

Topic: The Question of the Conflict in Sudan

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### Summary

The conflict in Sudan is an ongoing civil war which started in April 2023 between forces lead by General Abdel Fattah al-Burhan, the head of the armed forces and General Mohamed Hamdan Dagalo, leader of the RSF and General Abdel Fattah al-Burhan's former deputy. At this point several rounds of peace talks have been held in Saudi Arabia and Bahrain but no solution was reached. Recently in November 2025 the RSF announced that it had agreed to a truce proposed by the United States of America but General Abdel Fattah al-Burhan refused to recognise the truce accusing the RSF of not respecting ceasefires. At this point an estimated 400,000 casualties have arose as a result of the conflict and 11 million people have been displaced. Humanitarian organisations are now urging governments not to let this become the world's 'forgotten' war.

### Definition of Key Terms

Internally Displaced Person (IDP) – A person who has been forced to leave their home, especially because of armed conflict, violence, or disaster, but who remains within their own country.

Refugee – A person who has been forced to leave their country in order to escape war, persecution, or natural disaster.

Asylum Seeker – A person who has left their home country and formally applied for protection (asylum) in another country, but whose claim has not yet been decided.

Humanitarian Crisis – A serious event or situation that threatens the health, safety, or well-being of a large group of people and requires urgent assistance.

Famine – An extreme scarcity of food affecting a large population over a prolonged period, resulting in widespread hunger and increased mortality.

Food Insecurity – The state of being without reliable access to a sufficient quantity of affordable and nutritious food.

War Crime – A serious violation of the laws and customs of war, especially those intended to protect civilians and prisoners.

Ethnic Violence – Violence or conflict between groups defined by shared cultural, racial, religious, or national characteristics.

Ceasefire – An agreement between opposing sides in a conflict to stop fighting for a specified period or indefinitely.

## Background Information

Sudan is both large and ethnically very diverse, comprising some 597 tribes and subtribes and speaking some 133 languages and even more dialects. Tribal, racial, and religious divisions - and related resource competition among those divisions have long acted as ongoing sources of conflict in the country. Sudan has suffered from conflict and instability since its independence from the United Kingdom in 1956, alternating between brief periods of democracy and military coups followed by authoritarianism.

Omar al-Bashir came to power by a military coup in 1989. During his 30-year rule, al-Bashir favoured Arab over African ethnic groups, sought to impose Islamic sharia law despite Sudan's ethnic and religious diversity, allowed Islamic extremists - including Osama bin Laden - into the country, and supported international terrorist groups. Bashir was overthrown in a coup in April 2019 led by General Abdel Fattah al-Burhan, leader of the SAF with the support of Hemedti and the RSF.

Following the coup a transitional Sovereignty council headed by General Abdel Fattah al-Burhan was formed with the aim to return Sudan to civilian and democratic governance after 18 months. However, in October 2021 General Abdel Fattah al-Burhan, the head of the armed forces and General Mohamed Hamdan Dagalo staged another coup against the transitional Sovereignty council dissolving it in the process and leading the country into another authoritarian regime however disagreements between General Abdel Fattah al-Burhan, the head of the armed forces and General Mohamed Hamdan Dagalo about the future of the country led to them breaking their alliance. Tensions increased until in 2023 as al-Burhan attempted to integrate the RSF in the SAF. Fighting broke out between the RSF and SAF on April 15, 2023.

Each side accused the other of firing first. Neither party has been able to gain the upper hand, and there is currently no clear end of the fighting in sight. The two factions control different parts of the country, with the SAF based in Port Sudan and the East, and the RSF controlling most of Khartoum and Darfur. The parties have resisted efforts to negotiate cease fires.



## Major Countries and Organizations Involved

The SAF or Sudanese Armed forces are the predominant military force in Sudan and are led by General Abdel Fattah al-Burhan.

The RSF or Rapid Support Forces are the second largest military force in Sudan and are led by General Mohamed Hamdan Dagalo.

The AU or African Union is a group of African nations which aims to foster regional cooperation and peace across the continent with similar goals to the EU though it operates at a lower level of integration. It has placed sanctions on Sudan by suspending them from the African Union reducing their ability to trade.

IGAD or the Intergovernmental Authority on Development is an 8-country trade bloc who has sought to help find a resolution to the conflict in Sudan.

The United States, Egypt, UAE and Saudi Arabia among other countries have offered to act as a mediator in the dispute and as a suitable location for negotiations to occur.

UN Organisations Such as the UNHCR, and OHCHR have been vital in documenting human rights abuses in the warzone and spreading awareness about the conditions in Sudan.

The UN Security Council have established 1 mandate on the issue regarding the siege of El Fasher. They have also established a panel of experts on the matter. Apart from this UN involvement has been limited.

Humanitarian Organisations such as Médecins Sans Frontières and Amnesty International have been crucial in documenting human rights violations and supporting the civilian population in the area.

## Timeline of Events (Relevant UN Treaties)

15 April 2023 – Outbreak of armed conflict: Fighting begins between the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF) following tensions over security sector reform and integration of the RSF into the national army. Heavy clashes erupt in Khartoum and spread across Darfur and other regions.

1 December 2023 – UN Security Council Resolution 2715 (2023): The Security Council adopts Resolution 2715, terminating the mandate of the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS) and initiating its withdrawal.

13 June 2024 – UN Security Council Resolution 2736 (2024): The Security Council adopts Resolution 2736, demanding that the RSF halt the siege of El Fasher in North Darfur. The resolution calls for de-escalation, protection of civilians, and unhindered humanitarian access.

11 September 2024 – UN Security Council Resolution 2750 (2024): The Council adopts Resolution 2750, extending sanctions measures related to Darfur, including asset freezes, travel bans, and the arms embargo.

17 February 2025 – UN Security Council Resolution 2772 (2025): Resolution 2772 extends the mandate of the Panel of Experts assisting the Sudan Sanctions Committee, ensuring continued monitoring and reporting on sanctions implementation.

May 2025 – Hostilities increase in intensity. Drone strikes and intensified fighting are reported in eastern Sudan including in Port Sudan and Kassala, increasing civilian risk and damaging infrastructure.

August 2025 – UN Security Council issues a statement on parallel government. The Security Council issues a formal statement denying attempts to create a rival or parallel government in Sudan and reiterates calls for respect for Sudan's sovereignty and territorial integrity.

Late 2025 – Violence intensifies further in Darfur. Reports of mass civilian casualties and large-scale abuses emerge from El Fasher and surrounding areas. The UN Human Rights Council continues investigative and monitoring efforts through its fact-finding mission.

February 2026 – UN human rights officials report further drone strikes and attacks affecting markets, displacement sites, and civilian infrastructure.

## **Previous Attempts to Solve the Issue**

### **UN Based Solutions**

Temporary UN Based Ceasefires – Following the outbreak of fighting between the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF), temporary humanitarian ceasefires were negotiated with UN encouragement at the start of the war. None lasted more than a few days.

UN Security Council Resolution 2683 (2023) – Renewed certain sanctions and reaffirmed concern over human rights and international humanitarian law violations. While not a direct peace agreement, it contributed to UN pressure on actors in the conflict.

UN Security Council Resolution 2685 (2023) – Extended the mandate of the United Nations Integrated Transition Assistance Mission in Sudan (UNITAMS), a UN political mission created to support the transition of Sudan to a civilian government, until December 2023, supporting political transition and peace efforts.

UN Security Council Resolution 2715 (2023) – Terminated UNITAMS mandate, reflecting the need for new UN approaches as the war escalated.

UN Security Council Resolution 2736 (2024) – Demanded the RSF halt the siege of El Fasher, called for civilian protection and humanitarian access, and reinforced international legal obligations.

UN Security Council Resolution 2750 (2024) – Extended Sudan sanctions, including asset freezes, travel bans, and arms embargoes, to pressure parties undermining peace.

UN Security Council Resolution 2772 (2025) – Extended the mandate of the Panel of Experts supporting the Sudan sanctions committee, maintaining oversight of compliance with UN sanctions.

UN Security Council statement rejecting parallel government – Formally rejected RSF attempts to establish a rival administration, reaffirmed compliance with Resolutions 2736 and 2750, and called for return to dialogue.

El Fasher massacre and HRC emergency session – Reports of mass civilian killings prompted the UN Human Rights Council to hold an emergency session resulting in the UNHRC authorizing a fact-finding mission.

## **Solutions based on other Organisations**

The Jeddah Talks – Saudi Arabia and the United States facilitated negotiations to achieve permanent ceasefires and ensure humanitarian access. Several short-term truces were signed but repeatedly collapsed.

The IGAD mediation initiative – The Intergovernmental Authority on Development (IGAD) engaged both parties to seek an immediate cessation of hostilities and a roadmap for dialogue. Progress was limited due to ongoing fighting.

The African Union (AU) roadmap – The African Union proposed a ceasefire, humanitarian access, and a return to civilian-led governance. Implementation stalled due to persistent hostilities.

Humanitarian ceasefire proposals – UN and regional actors called for temporary ceasefires to allow aid deliveries which were largely not observed.

Switzerland/Alps-based Track II talks – Informal diplomacy and civil society engagement sought confidence-building measures and negotiation pathways. These were non-binding and had limited to no impact

## **Possible Solutions**

Any possible solution must solve the short-term crisis and long-term issue.

The issue in the short term is a humanitarian crisis involving over 10 million people who have been displaced, an active conflict and the potential of greater conflict spreading through the region.

The issue in the long term is one of lasting peace. Sudan as a country is prone to coups and the installation of authoritarian regimes. An ideal solution would find a way to transition Sudan to a stable democratic system lead by a civilian government.

Thought should also be given to how Sudan is becoming the world's 'forgotten' war and to potential reparations which should be provided after the war.

## **Solutions for the short term**

External mediation is the most common way to end conflict. Countries such as the USA and Saudi Arabia have already offered to provide external mediation, but so far very little progress has been made. Organisations such as the UN or IGAD may also act as an external mediator. Any solution using external mediation must therefore offer a mechanism which shows it will be more successful than previous attempts, either by creating rewards for a solution or sanctions if no solution is reached.

Internal resolution between the two parties may also be possible. There are many growing civilian groups within Sudan both urging the war to end and for a democratic government to be created. If these groups gain enough traction, it may be possible to bring both leaders to negotiate for peace. Internal resolution also has the advantage of preventing infringement on Sudan's sovereignty.

These internal groups should potentially be given aid by the UN to help them resist pressures of government and spread their message to more of the countries populace as currently their messages are being widely censored by both sides of the conflict. If successful thought should then be given for how to transition these groups towards a government.

Both these solutions aim to deliver a ceasefire and to end the war. It may be easier to achieve this through a phased reduction in arms within the country, or in the areas in which conflict occurs rather than moving directly to a ceasefire.

In any case any solution must overcome the inherent trust issues between the two parties and their current unwillingness to compromise or come to the negotiation table.

To solve the humanitarian issues NGOs provide the simplest solution. Organisations such as Medecins Sans Frontieres and Amnesty international already have a large presence in the country. NGOs may be supported with money from the world bank.

The UNHCR could also take a more active role in Sudan having already established a fact-finding mission in the country. Human Rights violations may also be referred to the ICJ.

Any humanitarian mission must act without prejudice treating all non-combatants equally. Humanitarian missions should also raise awareness of the situation in Sudan. Of equal importance is the need to guarantee the safety of aid workers which may be an element included in a temporary ceasefire agreement.

Organisations such as the African Union or IGAD may also be well placed to deal with the large number of displaced residents fleeing from the conflict in Sudan. Thought may be given to an agreement which allows these people to seek asylum in neighbouring countries until the conflict has been resolved.

The UN Security Council may also take a more active role in the conflict resolution creating a mandate for the resolution of the conflict as soon as is possible.

While these solutions have made little progress now there is hope that they will be more effective than before as recently both sides have made moves towards peace, particularly after the Trump administration's latest ceasefire proposal.

### **Solutions for the long term**

A stable government must be created. In order to do this an interim government with the mandate to create a fair and equal government could be created. Specific clause(s) should be laid out to provide a framework for the establishment of an interim government, the transition from an interim government to a permanent government and how if desired elections will be made fair without bias or pressure from the government. A framework should also be laid out for how the government will maintain stability. This framework may include measures such as a system setting out a constitution creating an equal balance of power keeping the government in check for the populace and previous frameworks such as the framework used to transition South Sudan to a country by may be used for a good example

External supervision from neutral arbitrators such as the UN, AU, IGAD or other member states may also be useful to ensure that Sudan does not relapse into conflict. This external supervision may take the form of a tribunal or council with the power to impose some kind of sanctions if progress is not made towards a better future for Sudan. The external supervision should be from a country/organisation that both parties agree can be a moderator. A form of treaty may be useful as an act of binding legislation to provide a mechanism for enforcement.

Infrastructure must also be rebuilt. To aid in this, longer-term humanitarian missions may be possible and aid from the UN and world bank may be granted. Social services such as education and healthcare should also be provided. Provide details over what should be prioritised and where. Mechanisms should be provided for the fair allocation of resources.

Any long term solutions must provide a pathway for Sudan to become a stable self-governing nation that is capable of protecting its populace and resisting further change which would lead it towards further conflict.

A few final reminders, please ensure that all resolutions do not violate the UN charter or international law. Also please ensure that they follow the policies of your country. The content in this briefing paper is meant to help give you some ideas to start with, by no means have I

covered every possible solution. It is up to you to create and decide the best solutions you can and I look forward to see what will be presented.

## Useful Links

1. House of Commons Library, Sudan, the forgotten conflict  
<https://commonslibrary.parliament.uk/sudan-the-forgotten-conflict/>
2. BBC News, Sudan War, A simple guide to what is happening  
<https://www.bbc.co.uk/news/articles/cjel2nn22z9o>
3. MSF, Crisis in Sudan <https://msf.org.uk/issues/crisis-sudan>
4. Conflict in Sudan  
<https://static1.squarespace.com/static/645417eccab89a77aae9c71c/t/66831d1ada49bf57cbadd6d9/1719868699197/FINAL+Briefing+Paper+-+Sudan+Conflict+%28Cov+1.16.2024%29.docx.pdf>
5. South Sudan Constitution  
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5. Crisis in Sudan Sudan crisis | What is happening in Sudan? Available at:  
<https://msf.org.uk/issues/crisis-sudan>
6. United Nations. Available at: <https://docs.un.org/en/s/res/2736%282024%29>
7. Igad Home: Peace, prosperity and regional integration (2026) IGAD. Available at:  
<https://igad.int/>