

FORUM: SECURITY COUNCIL

QUESTION OF: EVALUATING THE INTERNATIONAL COMMUNITY'S RESPONSIBILITY TO INTERVENE IN SUDAN AMID REPORTS OF CIVIL WAR, ETHNIC CLEANSING, AND RESTRICTED HUMANITARIAN ACCESS

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I. Description of the Issue

On April 15, 2023, a civil war broke out in Sudan, caused by a power struggle between the leaders of the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF). The violence quickly escalated and turned the conflict into one of the biggest displacement as well as the largest humanitarian crises worldwide, according to the UN agencies.

Sudan is a country situated in northeast Africa, bordering seven other countries, and it is the continent's third largest country by

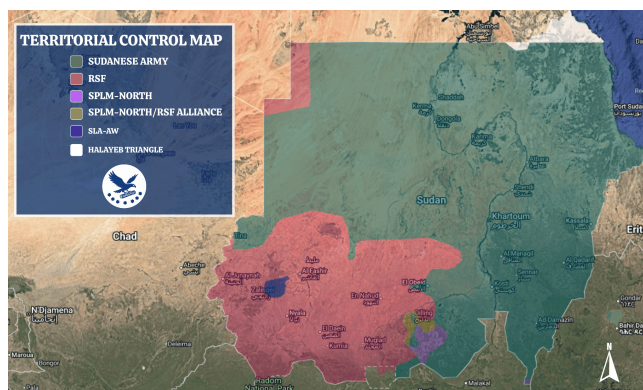


landmass. It is split into 18 states, as portrayed in M1, with the capital being Khartoum. The different areas have been under a constant change of control during the course of the war, as the fight over power has turned into a fight over territory in order to demonstrate power.

Firstly, the RSF seized control of multiple big cities, especially focused on the capital Khartoum and the area around it. By February 2025 the SAF had recaptured some big cities, including the cities of Omdurman, Bahri and Obeid, which gave them a great chance to further advance towards the capital. They took

M1, showing the 18 states of Sudan, from <https://www.mappr.co/counties/states-of-sudan/>

Khartoum back in March 2025, although by that time not much of it was left. Yet, the RSF also claimed most parts of the Darfur region, which had already been administered by the RSF and its allies for many years prior to this conflict (see: War in Darfur). However, El Fasher remained under control of the government, effectively the SAF, for a long time in which they relentlessly besieged it, until the RSF finally succeeded in taking control in late October 2025. What followed their victory was a wave of mass killings, gender-based violence, including many acts of sexual violence against women and girls, and generally huge destruction in El Fasher. Moreover, the RSF has made efforts to build a wall around the city to trap people and block food supplies from getting to the residents, while also destroying the displacement camp close to El Fasher, causing further casualties. This incident highlights the terrible situation in Sudan, the constant violation of humanitarian law as well as the lack of



M2, depicting the distribution of territorial control in Sudan in October 2025, from <https://www.sudanspost.com/territorial-control-in-sudan-october-2025/>

regard for Sudanese civilians by the fighting parties. It has furthermore sparked the debate of whether the attacks in the Darfur area can be considered a genocide, keeping in mind the RSFs past and especially their origin. As of October 2025, the RSF has taken control over West Sudan, while the SAF rules Sudan's North and East (see M2).

The horrible effects resulting from more than two years of war are impossible to deny: 30.4 million people in Sudan are in need of humanitarian assistance & facing severe hunger. Famines are spreading throughout Sudan, the health of people is declining and there are not many medical institutions still in place to help them, seeing as almost 40 health facilities have been destroyed during the conflict. In the worst affected areas, there are less than a quarter of

functioning health facilities left. Furthermore, sending humanitarian assistance is often too dangerous for humanitarian help organisations, because there is no special protection for aid workers and volunteers, so they might not even reach the people at all.

Due to these issues, the displacement rate has also spiked during the war. More than 12.000 people have been displaced, though the majority of them internally. The ones that make it out of the country flee into the neighboring countries, which are already facing instability, thereby further exacerbating the Sudan refugee crisis as well as the issues within the countries offering refuge.

Another factor that adds to the difficulty of ending the conflict is that by now, multiple (influential) states, such as Egypt, Iran, Turkey, China, the United Arab Emirates and Russia, have taken sides in the conflict, due to personal interest in territories or raw materials in Sudan. Therefore, both sides receive some kind of support and peace negotiations are no longer just between the SAF and RSF. This, of course, intensifies the violence but also anger of the parties towards each other. Especially the military support of the UAE towards the RSF has been negatively looked upon by the SAF, so much so that they filed against the UAE in the International Court of Justice (ICJ) for assisting the alleged genocide of the RSF in El Fasher. The case was refused, as the ICJ claimed it had no jurisdiction over it. However, there have also been reports of the SAF being supplied with weapons by Iran. Regardless, both parties deny the allegations of receiving such support.

In attempts to regain power, RSF-leader Gen. Dagalo and SAF-leader Gen. Burhan have both made efforts to create a new government. The RSF together with their allies decided on a new governmental body as early as February 2025, yet only announced the final council at the end of July. The SAF on the other hand had their army-backed cabinet of newly appointed ministers completed in May of 2025. However, the already weakened state of Sudan now also has two rivaling governments: SAFs “Hope Government”, recognized as the current official government of Sudan by the UN, and RSFs “Government of Peace and Unity”. They have created their headquarters in their respective territories, the Hope Government sitting in Port Sudan and the Government of Peace and Unity in Nyala (Darfur). This deepens the struggle for power that started the war in the first place and leaves little hope for agreements or even cooperation in the foreseeable future.

Timeline of Events

Apr 15 2023	civil war starts in the capital
Apr 25 2023	first major ceasefire attempt, defined by US-Saudi 3-day truce -> failed almost immediately, as well as following truce attempts
May 6-31 2023	Jeddah talks
Jun 2023	assassination of West Darfur's governor, who had previously accused the RSF of genocide against minorities in Darfur
Oct 25/26 2023	Jeddah talks resume
Mar 8 2024	UNSC resolution & peace talks mediated by Libya & Turkey
Mar 11 2024	peace talks break down as SAF rejects a truce granting RSF occupied towns
Aug 14 2024	Geneva ceasefire conference
Dec 2024-Feb 2025	SAF recaptures big areas around the capital, including the cities of Omdurman, Bahri and Obeid
Feb 2025	RSF and allied groups sign a charter for “New Sudan” government
Mar 2025	RSF coalition creates a constitutional framework, while the SAF files in ICJ against the UAE for compliance
April 15 2025	RSF proclaims the new “Government of Peace and Unity”
May 2025	Gen. Burhan appoints a new prime minister and creates a new, army-backed cabinet (“Hope Government”)
Jul 26/27 2025	RSF announces the 15 members of their government’s presidential council
mid-Oct 2025	international airport reopens for domestic flights
Oct 26 2025	RSF captures El Fasher in Darfur region (last major city under government control until then)

II. Definition of Key Terms

Ceasefire: A mutual agreement between two parties to suspend aggressive actions, normally in the context of a war. This usually includes all military actions and occupations, but also other clashes.

Civil War: A war between two different, often opposing, groups within the same country, usually fighting for political power or control over territory.

Coup (d'État): An initiative led by higher rank citizens, often the military, with the goal to replace the current leadership of the country. Usually, coups arise out of persisting unrest or unhappiness within the state but happen in a sudden seizure of power.

Crimes against humanity: Attacks on and offenses committed against civilians as part of large scale atrocities.

Displacement: A situation in which people are forced to leave the place they live in. There are two types of displacement:

Internal displacement: when a person leaves their home, but flees to a place still within their home country

External displacement: when a person is forced to flee their home and seeks refuge in a country other than the one they had to leave

Genocide: Genocide describes the intentional and systematic destruction of a group of people that share a certain trait, such as ethnicity, religion or race. Essentially, it is targeted mass torture and murder.

Violation of International Humanitarian law: Describes the infringement on International Humanitarian law, which is in place to balance the principle of humanity and the military

interests in an armed conflict. The violation of International Humanitarian Law is always considered a war crime.

War Crime: An offense against a person/group/ property during the course of a war that goes against the international laws of war or the rules specifically in that conflict. This includes, among other things, a specific treatment of a group of people (e.g. mass killings, rape) as well as attacks on infrastructure or places of cultural importance.

III. Background Information

a) General Background

In 2019 many protests arose calling for faster (economic) reforms and demanding the end of Omar al-Bashir's presidency, which had been going on for 30 years. Back in 1989, al-Bashir had not gotten to power through elections, but through a coup & was therefore a leader who was neither representative nor sympathetic of all people. His leadership was characterised by religious persecution and strict, military enforcement of his own mandate. In response to the protests against him, the army and the RSF joined forces to mount a coup against the president and overthrew the government. Then, a joint military-civilian government, the Transitional Sovereignty Council, was formed. Abdalla Hamdok, a civilian representative, was chosen for prime minister, but did not stay in his position for long as he was overthrown in a coup led by the SAFs leader, Gen. Abdel Fattah al-Burhan, and the RSFs leader, Gen. Mohamed Hamdan Dagalo, in October 2021. The state was left without a government and effectively no leader. So, Gen. Burhan became the new head of state and Gen. Dagalo became his deputy. Still, the people of Sudan kept calling for a civilian-led government, so a two-year

transition plan towards civilian rule was set up in December 2022. However, disputes between Gen. Burhan and Gen. Dagalo arose about the future of the RSF and its possible incorporation into the military (the SAF). Both of them wanted to stay in their high-ranking positions and therefore, neither was willing to subordinate to the other. As they could not find a solution, tensions grew stronger until finally the now ranging civil war broke out, with the first shots being fired on April 15, 2023. Still, neither of the parties wants to admit to “starting” the war.

b) Historical Background

Sudan separation

Today, Sudan and South Sudan are two individual independent states. But, that was not always the case. Already when Sudan was still under British-Egyptian colonial rule, it was divided into two parts, the north being strongly characterized by Arab & Muslim communities, while in the south there were more Christians and animists. This created a big divide within the country decades ago, which resulted in two civil wars and eventually the independence of South Sudan. The first civil war took place between 1955 and 1972, starting just before Sudan's independence from colonial rule in 1956. The more impactful civil war though, was the second one, happening between 1983 and 2005, as it sparked the idea of centralized power. However, the war was brought to an end with the Comprehensive Peace Agreement (CPA), which granted autonomy to South Sudan for 5 years & a subsequent vote for their independence. This vote then took place in June of 2011 with almost 99% voting in favor of South Sudan's independence. South Sudan then became an independent state on July 9, 2011.

War in Darfur

Darfur is not only a very critical region of Sudan now, but it has been unstable for more than two centuries. This is due to the fighting between Arab and non-Arab communities in Darfur since 2003. Under the rule of Omar al-Bashir, Darfur had been strongly marginalized, under-represented within the regime and robbed of natural resources without any compensation. So, in 2003 the Sudan Liberation Army (SLA) emerged as a rebel group fighting against this marginalization. In reaction, the strongly pro-Arab government depicted the rebels as “racist” & created the Janjaweed militia to fight them. This effectively meant thousands of deaths and mass displacement within Darfur; a catastrophe which has today been recognized as a genocide against non-Arab communities by the International Criminal Court (ICC). Still, the conflict endured for twenty years, until it diffused into the current civil war. It was during that time, too, that the RSF emerged, at first also to fight the SLA.

IV. Major Countries and Organizations Involved

Janjaweed Militia: The Janjaweed militia was an Arab-majority, government-backed armed group, which was instituted to fight the rebels that wanted to overthrow the government. It is responsible for the Darfur war, which has essentially been going on from 2003 until 2023. During this war, it has committed many atrocities, such as rape and mass killings, which were later recognized by the ICC as genocide against non-Arab communities. Ten years after the creation of the Janjaweed militia the Rapid Support Forces were called into office, which then proceeded to replace the Janjaweed militia completely.

Rapid Support Forces (RSF): The RSF is a para-military group formed in 2013, as a “successor” group of the Janjaweed militia. Therefore, initially it was also put into action to stop the rebellion in Darfur. However, it has also intervened in some international conflicts, for example in Yemen and Libya. The RSF is led by General Mohamed Hamdan Dagalo, short Gen. Dagalo, who is also known as Hemedti. Due to his part in the temporary government between 2021 and 2023 as well as his control over some gold mines in Sudan, he is a very influential person in Sudan and central to the ongoing conflict.

Saudi Arabia: Together with the USA, Saudi Arabia has played an essential role in facilitating peace talks between the parties. Although their goals were not very well realised, the involvement of Saudi-Arabia was crucial to peace negotiations taking place at all.

Sudanese Armed Forces (SAF): The Sudanese armed forces is the national military of Sudan. It is led by General Abdel Fattah al-Burhan, who is therefore also a key figure in the ongoing war between the SAF and the RSF.

Switzerland: While Switzerland was not involved in the Jeddah talks, its engagement in the Geneva talks was thought to be a significant step. As it is known for its neutrality, the peace talks taking place in Switzerland set the expectation of a very good outcome. Unfortunately, due to the SAF not taking part in the talks, the involvement of Switzerland was not as decisive as it was previously made out to be.

The United States of America (USA): The United States of America has played a crucial factor in solving the Sudan conflict and enabling humanitarian access. This is due to their

strong involvement in facilitating peace talks between the SAF and the RSF (see: VI), but also due to their financial contributions in the humanitarian aid sector. At the beginning, when Joe Biden was still president, the USA contributed nearly 44 percent of the humanitarian fund for Sudan. However, since President Donald Trump is in office, a lot of these contributions were cut, resulting in loss of food assistance programs as well as health care centers.

V. Previous Attempts to Solve the Issue

Jeddah talks (May 11-20, 2023 and October 25-26, 2023): Launched in early May 2023 and facilitated by the USA and Saudi Arabia, the Jeddah talks were meant to especially achieve protection for civilians & enable access for humanitarian aid into Sudan. Although there were some agreements between the parties on these topics, the Jeddah declaration did not achieve a permanent ceasefire. In fact, fighting continued even while mediations were ongoing.

Nevertheless, there was also a temporary, 1-week ceasefire agreement was achieved through the Jeddah talks, which could have evolved into a temporary cessation of hostilities, but did not. Furthermore, truces that were announced during the Jeddah talks were broken quickly.

Surprisingly, both parties were still open to peace negotiations in October of 2023, when the Jeddah talks resumed. In general, the final decision did not differ much from the first one, except that the mediators had tried to adapt their strategies in order to ensure the effectiveness of the final agreement. One of the most important changes was the incorporation of the African Union and the Intergovernmental Authority on Development (IGAD) as mediators, two organizations who already had a lot of experience in solving African disputes like this. With their help, the final agreement was much more specific on the next steps and further

handling of the conflict. However, this agreement also collapsed after barely a month, as the enduring deployment of military troops of both sides in civilian areas prevented humanitarian aid workers from actually entering the places in which they were needed.

UNSC Resolution (March 8, 2024): Resolution calling for immediate end to hostilities in Sudan, which resulted in a short ceasefire and peace talks between the SAF and RSF, overseen by Turkey and Libya

The talks ended on March 11, as the SAF rejected a peace agreement in which the RSF would get to keep control over previously claimed territory.

Geneva ceasefire conference (August 14-16, 2024): The Geneva talks were, similarly to the Jeddah talks, aimed at improving humanitarian access in Sudan but also at negotiating the terms for a ceasefire. The talks were again facilitated by the USA, with support of Saudi Arabia and Switzerland, in a third attempt to find a solution for the humanitarian crisis emerging in Sudan due to the ongoing war. Yet, only a representative of the RSF attended, while the SAF refused to attend the mediations this time around. Therefore, the talks did not help to greatly advance progress on finding methods to safely deliver humanitarian aid to Sudan, as the facilitators hoped, and were a failed attempt by the mediating powers once again.

HRC Resolutions (2024, 2025, 2025): In their resolutions, the Human Rights Council essentially does two things: First, it condemns all violence in Sudan, especially against certain ethnic or gender groups, as well as all violations of humanitarian and international law. Secondly, it calls on the SAF and the RSF to create safe humanitarian access. While the

resolutions are very detailed and strong-willed, they unfortunately have shown little effect, also due to them not being binding decisions.

VI. Possible Solutions

1. Impose sanctions on countries that support either side of the conflict, whether that is military, financially or in any other way.
2. Increase the international financial support for humanitarian aid, to be able to continue offering humanitarian aid to as many people in need as possible.
3. Force temporary ceasefires to be able to deliver humanitarian aid and to mediate between the parties without any fighting going on.
4. Promote research on atrocities committed by both parties, to determine if crimes have been committed and if so, to reserve the right to arrest anyone involved in war crimes, genocide, etc.
5. Design a new way of holding peace talks, possibly including laying the groundwork to satisfy both parties beforehand, so that both will take part in further peace negotiations.
6. Consider different ways of delivering humanitarian aid and creating new plans for supporting Sudanese civilians, keeping in mind that these ways need to be realistic to achieve and as effective as possible.
7. Think of ways to increase international pressure on the two parties and especially their leaders, without worsening the country's economy and general state much further.

VII. Questions Delegates Should Consider during Research

In order to be well-prepared for the debate, it is necessary to have a deep understanding of the issue at hand. This includes being informed about the background of the conflict as well as the current situation and, moreover, potential future developments. Thorough research using reliable sources is necessary to be able to engage in the debate.

While gathering information on the topic, consider the alliances your country has with other nations and how these influence your standpoint on the topic. Furthermore, reflect on your country's involvement in the issue: In how far has it been affected by it? What actions has your country taken regarding this issue?

Also consider the following questions during your research:

- What do the two parties want? What does it take for them to agree to a ceasefire and uphold it?
- What measures that can realistically be taken will be the most effective? (Think of both ceasefire but also humanitarian aid)
- In what way can sanctions be imposed? What kind of sanctions will be most effective for the individual group/state?
- How can we ensure safety for displaced people while not intensifying instability in neighboring countries?
- How can the question of a peace treaty be addressed without losing focus of also granting humanitarian aid to civilians?
- How can international organizations, NGOs and states work together effectively to combat the many issues arising in this conflict?

- How can your country as well as other countries (e.g. allies) get involved in solving the conflict or assist in addressing the humanitarian crisis?
- How can the psychological situation of victims of sexual violence, i.e. children and women, be addressed next to the general humanitarian crisis?

VIII. Relevant UN Treaties & Events

Human Rights Council Resolution on the Human rights situation in and around El Fasher, in the context of the ongoing conflict in the Sudan (A/HRC/RES/S-38/1) [2025]

-> expressing grave concern about the situation in El Fasher & the crimes committed by the RSF and calling for an end of violence as well as full humanitarian access to Sudan (especially El Fasher)

<https://digitallibrary.un.org/record/4093929?ln=en&v=pdf>

Human Rights Council Resolution on Responding to the human rights and humanitarian crisis caused by the ongoing armed conflict in the Sudan

(A/HRC/RES/60/3) [2025]

-> [reaffirming its 2024 resolution] condemning the violence & violations of international law, while stressing the necessity of protecting civilians in Sudan

<https://digitallibrary.un.org/record/4090565?ln=en&v=pdf>

Human Rights Council Resolution on Responding to the human rights and humanitarian crisis caused by the ongoing armed conflict in the Sudan

(A/HRC/RES/57/2) [2024]

-> denouncing the crimes committed during the conflict in Sudan & urging to take action in order to prevent further acts of discriminatory violence

<https://digitallibrary.un.org/record/4063909?ln=en&v=pdf>

Security Council Resolution 2736 (2024) on Halt to fighting and de-escalation in and around El Fasher, Sudan (S/RES/2736)

-> calling on the RSF to stop fighting in & around El Fasher and demands compliance with international & humanitarian law of both parties

<https://digitallibrary.un.org/record/4051915?ln=en&v=pdf>

Security Council Resolution 2724 (2024) on cessation of hostilities in Sudan during Ramadan (S/RES/2724)

-> calling for immediate ceasefire & peace negotiations between the fighting parties in Sudan

<https://digitallibrary.un.org/record/4040187?ln=en&v=pdf>

IX. Useful Links

UN News on the situation in Sudan

-> always stay up to date on situation, numbers & decisions

<https://news.un.org/en/focus-topic/sudan-conflict-2023>

Report of the Independent International Fact-Finding Mission for the Sudan

-> detailed description of the situation & assessment of crimes/violations of the law

<https://www.ohchr.org/sites/default/files/documents/hrbodies/hrcouncil/ffm-sudan/a-hrc-60-2-2-auv.pdf>

Sudan War Key Facts and Figures (October 2025) by OCHA

-> some numbers to be better understand the gravity of the situation

<https://www.unocha.org/publications/report/sudan/sudan-key-facts-and-figures-31-october-2025>

UN digital library

-> all resolutions, reports, statements in UN history (helpful to find out about your country's position & actions taken/speeches made!)

<https://digitallibrary.un.org/?ln=en>

Watch this to understand the war in Sudan - introduction video by Al Jazeera

-> similar to what is in this report, but in a video (for those who process information better through listening) and with less UN context

<https://www.youtube.com/watch?v=ZaQnaF3pP4I>

X. Sources

[Between two wars: 20 years of conflict in Sudan's Darfur | Al Jazeera](#)

[Civil War in Sudan | Global Conflict Tracker](#)

[El Fasher is only the latest wake-up call to the genocide unfolding in Sudan | Atlantic Council](#)

[Humanitarian situation in Sudan: November 2025 | House of Lords Library](#)

[International Humanitarian Law | German Federal Foreign office](#)

[Sudan army chief criticises Geneva talks, vows to continue fighting RSF | Al Jazeera](#)

[Sudan Conflict | UN News](#)

[Sudan Conflict Timeline | fanack.com](#)

[Sudan Key Facts and Figures \(As of 31 October 2025\) | OCHA](#)

[Sudan war: A simple guide to what is happening | BBC](#)

[Sudan's War: The Failure of Mediation and the Struggle for Civilian Rule | Arab Center](#)

[Washington DC](#)

[Territorial control in Sudan \(October 2025\) | Sudans Post](#)

[United Nations Digital Library System](#)

[What is a war crime? | Metropolitan Police](#)

[What were key reasons for Sudan and South Sudan split in two nations | Foreign Affairs](#)

[Forum](#)