



United Nations



**FRAMEWORK OF COOPERATION
BETWEEN OF THE REPUBLIC OF THE SUDAN AND THE UNITED NATIONS
ON THE PREVENTION AND RESPONSE TO SEXUAL VIOLENCE IN CONFLICT**

15 April 2025

1. Preamble:

On 10 March 2020, the Government of the Sudan and the United Nations signed a Framework of Cooperation on the Prevention and Response to Sexual Violence in Conflict. However, in light of the hostilities since 15 April 2023, which has been marked by an increase in the use of sexual violence as a tactic of war, notably by the Rapid Support Forces (RSF) it is imperative to reevaluate and strengthen our collective response to these violations. This preamble stands as an affirmation of the sovereignty, unity, independence, and territorial integrity of Sudan, and our shared commitment to enhance protection measures for civilians, especially women and girls who continue to bear the brunt of different forms of conflict-related sexual violence.

Recognizing, in line with the 2023 annual report of the Secretary-General on conflict-related sexual violence (S/2024/292), that elements of the Rapid Support Forces and its allied militias were implicated in most cases of sexual violence. Noting that this report also documented that individuals of the Sudanese Armed Forces were implicated in some cases.

Recognizing that the impact of these acts, often used strategically to instill fear, exert control and disrupt social cohesion within communities, extends beyond immediate physical harm, leaving long-lasting psychological and emotional scars on survivors and their families.

Noting that addressing the specific needs of survivors is critical in restoring their dignity and facilitating their recovery and reintegration into society. Comprehensive support systems

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must be established to provide protection and comprehensive support, including medical care, psychological counseling, legal assistance, safe spaces and shelter. Empowering survivors through livelihood support, education and vocational training allows them to rebuild their lives and livelihoods.

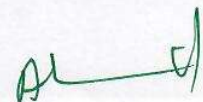
Noting that addressing conflict-related sexual violence requires a coordinated response that includes the involvement of survivors, women's grassroots organizations, local communities, national and local institutions and international organizations. Strengthening legal frameworks and ensuring justice and reparations for victims are also vital components in deterring future incidents and promoting peace and stability.

Recognizing the ongoing efforts of the Government of the Sudan to address the scourge and scale of conflict-related sexual violence, this revised Framework of Cooperation between the United Nations and the Government of the Sudan underscores the urgency of addressing this issue, including within the broader context of conflict resolution, peacemaking, peacebuilding and reconstruction and recovery processes. Accordingly, the present framework seeks to bolster the cooperation and collaboration between the Government of the Republic of Sudan and the United Nations by aligning their strategic goals to enhance the prevention of all forms of conflict related sexual violence, the protection of all civilians especially women and girls and the provision of comprehensive and specialized services to all survivors of conflict-related sexual violence and the delivery of justice and redress measures for survivors of these crimes.

The present Framework of Cooperation builds on the visit of the United Nations Special Representative of the Secretary-General on Sexual Violence in Conflict to the Republic of the Sudan from 13 to 17 April 2025. The visit was undertaken at the invitation of the Government of the Republic of the Sudan within the framework of United Nations Security Council resolutions 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013) and 2467 (2019) on sexual violence in conflict. The term conflict-related sexual violence refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict.

This revised Framework of Cooperation is signed in accordance with Security Council resolution 2106 (2013) whereby the Security Council in operational paragraph 1 affirms that sexual violence, when used or commissioned as a method of tactic of war or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate and prolong situations of armed conflict and may impede the restoration of international peace and security; emphasizes in this regard that effective steps to prevent and respond to such acts significantly contribute to the maintenance of international peace and security; and stresses women's participation as essential to any prevention and protection response.

Furthermore, operational paragraph 1 of resolution 2467 (2019) outlines a number of prevention measures calling for parties to conflict to combat sexual violence including,



“inter alia, issuance of clear orders through chains of command and development of codes of conduct prohibiting sexual violence and establishment of related enforcement procedures to ensure accountability for breaching these orders, commitments by individual commanders, investigation of all credible allegations including on the basis of information reported by relevant UN entities and accountability for those responsible, unimpeded access for monitoring and provision of services and humanitarian assistance”.

For the purposes of this Framework, the measures outlined above will be undertaken in collaboration with relevant Government entities.

This Framework of Cooperation also 1) acknowledges Security Council resolutions 2724 (2024) and 2736 (2024) which make specific reference in operational paragraphs 2 and 3 respectively for the full implementation of the Jeddah Declaration of Commitment to Protect the Civilians of Sudan; 2) acknowledges Security Council resolutions 2725 (2024) and 2750 (2024) strongly condemning widespread cases of sexual and gender-based violence in conflict and urging for the enforcement of the arms embargo as stipulated in paragraphs 7 and 8 of resolution 1556 (2004); 3) welcomes the Sudan Government’s effort in developing a comprehensive National plan for the protection of civilians in time war and during the peacebuilding phase (S/2025/49) and its dedicated provisions for the prevention and response to conflict-related sexual violence; 4) recognizes the relevant provisions of the 2025 Amendment of the Constitutional Document and the Juba Peace Agreement, including the provisions in both documents relating to the protection of civilians; 5) welcomes 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 Government of Sudan, as acknowledged by the Special Representative of the Secretary-General on Sexual Violence in Conflict during her visits to the Republic of the Sudan, has adopted a national strategy for combating violence against women (2015- 2032) in which it emphasizes the zero-tolerance policy against all forms of gender-based violence, including conflict-related sexual violence, and outlines a number of multi- sectored policies and programmes, initiatives, measures and mechanisms that have been undertaken to prevent and respond to such violations. These included: the Humanitarian Aid Commission (HAC), the Disarmament, Demobilization and Reintegration (DDR) Commission, the National Council for Child Welfare (NCCW) and the Unit for Combating Violence against Women and Children, as well as the Family Police Units. Training and capacity building have also been undertaken by the Government of Sudan to address all forms of gender-based violence, including conflict-related sexual violence.

2. Purpose of the revised Framework of Cooperation:

Under this Framework of Cooperation, both parties seek to strengthen bilateral relations, through preparation of joint programmes to maintain protection from sexual violence in conflict (prevention and response) and strengthening and supporting established national



mechanisms according to their needs, as well as enhancing capacity building programmes to service providers, prosecutors and law enforcement personnel, in addition to raising awareness of local communities regarding the reporting on sexual violent crimes and countering stigmatization of survivors.

The parties also reaffirm cooperation in the field of rule of law and accountability according to relevant national, regional and international agreed norms and standards.

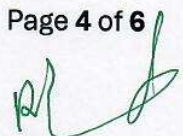
This Framework of Cooperation aims to ensure that effective accountability and other prevention measures are in place as well as enhanced access of survivors to services, which will be part of the process for the delisting of state actors in Sudan from the list of the Secretary-General of the parties credibly suspected of committing or being responsible for patterns of rape or other forms of sexual violence in situations of armed conflict on the agenda of the Security Council.

3. Coordination between Parties:

The parties shall coordinate together to strengthen the monitoring, analysis, documentation and information sharing on sexual violence, as a basis for prevention initiatives and programmatic responses at all levels.

4. Areas of Cooperation between Parties:

- I. Cooperating together to unify conceptual understandings on sexual violence in conflict according to agreed international laws, norms and standards, criteria and the conceptual and analytical framework on conflict-related sexual violence of the United Nations Secretary-General.
- II. Working together to support national policies, legislation, programmes on prevention and response to strengthen protection for all survivors of conflict related sexual violence including children born of rape.
- III. Cooperating together to ensure provision of comprehensive services to victims of sexual violence in conflict by strengthening access of survivors of sexual violence to medical, psychosocial, legal support and socioeconomic reintegration.
- IV. Collaborating together to strengthen national health, justice / legal and security systems or departments, in addition to the provision of continued training and capacity building to all relevant departments to prevent and respond to sexual violence in conflict, including the strengthening of the Codes of Conduct of security sector actors as well as supporting documentation, investigation and prosecution to reinforce individual and command responsibility and accountability for sexual violence. Such training and capacity building may include areas such as a) criminal investigations and prosecutions; b) military justice; c) legislative reform d) protection of victims and witnesses; and e) reparations for victims. Further elaboration will be made through a joint assessment to define the specific support required, which will inform an Implementation Plan mentioned below.



- V. Engagement with tribal and religious leaders and civil society, including women and youth led organizations and community leaders to prevent sexual violence, encourage reporting, facilitate reintegration of survivors and their children born of rape, addressing the consequences of sexual violence, including dismantling the stigma faced by survivors and develop evidence-based advocacy to raise awareness of sexual and gender-based violence with the aim of deepening public knowledge and engagement on sexual and gender-based violence.
- VI. Ensuring the full and meaningful participation of survivors and women-led organizations in political, peacemaking and peacebuilding processes and to ensure that provisions on prohibiting and addressing conflict-related sexual violence are duly integrated in the design and implementation of peace, ceasefire, cessation of hostilities, and/or subsequent agreements and ensure the exclusion of such crimes from amnesties and statutes of limitations.
- VII. Working together on any further agreed areas of cooperation.

The United Nations, through the Office of the Special Representative on Sexual Violence in Conflict (including the Team of Experts on the Rule of Law and Sexual Violence in Conflict established pursuant to resolution 1888 (2009) and the inter-agency network United Nations Action Against Sexual Violence in Conflict); the United Nations Country Team in Sudan under the leadership of the United Nations Resident and Humanitarian Coordinator; and the Personal Envoy of the Secretary-General for Sudan will continue to support efforts of the Government to develop together an Implementation Plan on the basis of the priorities outlined by this Framework of Cooperation, and strive to mobilize international assistance for its implementation. The Government of the Republic of the Sudan shall appoint a High-Level Focal Point to lead and coordinate the Government's efforts and work with the Office of the Special Representative on Sexual Violence in Conflict and other relevant United Nations entities and partners in the development and operationalization of the Implementation Plan. In order to facilitate this process, the Government of Sudan will also establish an Inter-Ministerial Working Group composed of senior officials from relevant Ministries and institutions, including Labor and Social Development, Defense, Interior, Justice, Health and the Office of the Attorney General, which will be chaired and convened by the High-Level Focal Point.

5. Implementation / Renewal:

To facilitate the implementation of this Framework of Cooperation the Government of Sudan and the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict agree to develop an Implementation Plan to direct the implementation process. This will be reviewed periodically to ensure that it adequately reflects the evolving situation on the ground.

The present Framework of Cooperation will undergo periodic assessments of progress by the signing parties, as part of the determination of the delisting of the Sudanese Armed Forces from the Secretary-General's list of actors that are credibly suspected of committing or

being responsible for patterns of rape or other forms of sexual violence in situations of armed conflict on the agenda of the Security Council, and further adopting a nationally owned prevention plan at its termination to combat sexual violence in Sudan.

6. Resource Mobilization for Implementation:

The international community and donors are strongly encouraged to provide financial and technical support to the Government of the Republic of the Sudan towards the operationalization of the Implementation Plan developed on the basis of this Framework of Cooperation.

7. Entry into Force:

This Framework of Cooperation shall enter into force on the date of its signature by the parties.

8. Amendments:

This Framework of Cooperation may be amended upon mutual consent of the parties.

9. Versions/ Language:

The Arabic and English versions of the present framework of cooperation are equally authentic.



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