

Sudan Founding Charter

Preamble

We, the undersigned,

Recognizing our historical responsibility towards our peoples and our homeland and reaffirming our unwavering commitment to ending wars by addressing and resolving the root causes of Sudan's problems.

Firmly believing in the necessity of establishing a new Sudanese state based on fair and sustainable foundations.

Reaffirming our steadfast commitment to the voluntary unity of Sudan—its land and peoples—while preserving its national sovereignty, cultural diversity, and rich civilizational heritage, which serve as sources of its strength and national inspiration.

Drawing strength from the struggles and revolutions of our peoples, which have been deeply rooted and renewed throughout Sudan's long national struggle, reflecting their enduring desire for freedom and a dignified life.

Reaffirming the common destiny of our peoples, who have made immense sacrifices and whose martyrs have shed blood across generations in their relentless struggle for their natural right to establish a secular democratic state—one that fulfills their aspirations for dignity, stability, and development, while eradicating poverty, hunger, disease, ignorance, discrimination, and marginalization.

Recognizing that the legitimate dreams and aspirations of our peoples for freedom and dignity have been repeatedly shattered by the brutality and oppression of military authoritarian regimes, which have ruled the country for nearly fifty-nine years.

Taking pride in the courage and extraordinary resilience of the Sudanese peoples, which manifested through their accumulated revolutions—most notably the December 2018 Revolution, which triumphed over one of the most oppressive military dictatorships of the modern era: the Islamic Movement regime, which ruled Sudan for more than thirty years through tyranny, repression, bloodshed,

social division, genocide, and crimes against humanity, culminating in the secession of South Sudan.

Drawing inspiration from the determination of our peoples to uphold both their armed and peaceful revolutions, particularly the December Revolution, by reclaiming the path of democratic transition through its civilian government.

Taking into account that the October 25, 2021 coup ended the Sudanese peoples' aspirations for civilian democratic rule and was aimed at restoring full control of the country to the Islamic Movement, ultimately leading to the outbreak of the April 15, 2023 war.

Resolving to end the April 15, 2023 war, along with other conflicts, which have resulted in an unprecedented humanitarian catastrophe in Sudan—causing widespread loss of life, economic devastation, the displacement of millions, destruction of infrastructure, disruption of essential services, and severe shortages of food, medicine, and water.

Guided by the sacrifices and unwavering resistance of our peoples against tyranny and injustice, in pursuit of their aspirations for freedom, social justice, and the protection of fundamental rights, driven by their will to build their national project and establish a new state that reflects the will of the Sudanese peoples, meets their aspirations, and puts an end to wars, failures, and injustices that have plagued Sudan. A state that is founded on a national charter based on freedom, justice, equality, sustainable peace, and peaceful coexistence.

Recognizing that the protection of civilians is a fundamental obligation dictated by the rules of international humanitarian law and universal human rights principles, which mandate the protection of civilians, civilian properties, and human dignity, ensuring their safety, access to secure locations, and unimpeded humanitarian assistance, including food, water, medicine, and all essential humanitarian needs.

Acknowledging the humanitarian catastrophe caused by wars, and the unprecedented suffering that has devastated the lives of millions of Sudanese and created a deepening humanitarian crisis, we are committed to confronting this crisis with every available means, including full cooperation with national, regional, and international humanitarian organizations by facilitating their work, ensuring the security of relief workers, protecting aid convoys, guaranteeing their

delivery to those in need without obstruction, and opening all humanitarian corridors.

Recognizing our national, historical, and moral responsibility, and our firm conviction that negotiation is the best path to achieving a ceasefire and ending the war through a comprehensive and just peace agreement that addresses the root causes of Sudan's crises.

Resolving to work with honesty and transparency to mobilize all national efforts and capacities, complementing regional and international initiatives aimed at ending wars in Sudan—through a ceasefire and a cessation of hostilities agreement, with strong and effective monitoring mechanisms to ensure its enforcement until just and comprehensive peace is achieved.

For these reasons, as detailed in this Charter, we adopt the following principles and foundations as the basis for building a New Sudan—one founded on the rule of law, strong institutions, comprehensive and just peace, and lasting stability.

Chapter One

General Principles

1. The Sudanese state shall be founded on the principle of voluntary unity of its peoples and regions, ensuring fair peaceful coexistence and free choice. The state shall exercise its sovereignty on behalf of the Sudanese peoples over its entire territory, natural resources, airspace, and territorial waters, preserving its political and economic independence and protecting the interests of its peoples without discrimination.
2. The Sudanese peoples are the original holders of national sovereignty and the primary source of authority.
3. A secular, democratic, decentralized state shall be established, based on freedom, equality, and justice, without impartiality to any cultural, ethnic, religious, or regional identity. The state shall recognize diversity and represent all its components equally.

4. No political party or organization shall be established on a religious basis, nor shall any political party or organization engage in political propaganda based on religion or race.
5. Educational curricula shall be formulated and designed to reflect both historical and contemporary diversity.
6. A national education curriculum shall be developed, and the social and political history of the Sudanese peoples shall be rewritten.
7. In the event that secularism, which separates religion from the state, is not explicitly recognized in the transitional and permanent constitutions, or if any other supra-constitutional principle is violated, all Sudanese peoples shall have the right to exercise self-determination.
8. Equal citizenship shall be the foundation of constitutional rights and duties, with no discrimination based on religion, culture, ethnicity, language, region, social or economic status, disability, or any other form of discrimination.
9. Sudanism, which represents Sudan's identity, shall be based on historical and contemporary diversity, within a New Sudan founded on freedom, justice, and equality. Diversity shall be a source of cultural and social enrichment and a bond for peaceful coexistence, built on voluntary choice and the free will of all Sudanese peoples (unity in diversity).
10. The national capital shall reflect Sudan's diversity, uphold citizenship-based values without discrimination, and ensure that all Sudanese peoples have the right to participate in managing its diversity and preserving the historical rights of its residents.
11. Fundamental freedoms shall be guaranteed, including commitment to international human rights treaties, particularly international justice, and the protection of freedoms of labor unions, voluntary activism, peaceful assembly, expression, access to information and the internet.
12. Governance in Sudan shall be pluralistic and democratic, where the Sudanese peoples elect their leaders through free and fair elections.
13. A genuine decentralized governance system shall be established, recognizing the inherent rights of all regions to manage their political, economic, and cultural

affairs, particularly at the local level, to ensure broad and fair popular participation at all levels of government. This system shall achieve balanced development, equitable distribution of power and wealth, and fair representation at the national level.

14. A new, unified, professional, and national army shall be established with a new military doctrine, reflecting Sudan's diversity. From its inception, it shall be subject to civilian oversight and control and represent all regions of Sudan based on fair demographic distribution. It shall be independent of any ideological, political, partisan, regional, or tribal affiliation or influence, and its sole role shall be to protect the country, its territory, and national sovereignty, safeguard the democratic system, ensure respect for human rights and fundamental freedoms, and uphold the constitutional order without interfering in political or economic affairs.

15. A professional police force shall be established, ensuring fair and balanced representation of all Sudanese regions. It shall maintain neutrality and independence, with no ideological, partisan, regional, or tribal affiliation or influence. Its duties shall include protecting citizens, state institutions, enforcing the law, upholding the democratic system, ensuring respect for human rights, and reinforcing the rule of law through professional standards that guarantee integrity, transparency, and justice.

16. A professional and independent national security and intelligence service shall be established, free from ideological, political, partisan, regional, or tribal influence, ensuring fair regional representation. Its role shall be limited to intelligence gathering and analysis to protect Sudan's internal and external security, support the democratic system, and guarantee human rights and the rule of law, operating with transparency, accountability, and adherence to the constitution.

17. A new civil service shall be established, managed according to efficiency, professionalism, and national representation to ensure fair distribution of opportunities at all levels without discrimination. Transparent mechanisms for recruitment and promotion shall reinforce equal opportunity, enhance good governance, and guarantee effective institutions that serve national interests and protect the rights of all citizens.

18. Commitment to justice and historical accountability, ending impunity, and prosecuting all individuals who committed crimes against the nation and its peoples, particularly human rights violations. The judiciary and state institutions shall be reformed to ensure independence and effectiveness in enforcing the law, strictly upholding the rule of law, delivering justice to victims, and extraditing all individuals wanted by the International Criminal Court. The necessary conditions shall be created to ensure the safe and dignified return of displaced persons, refugees, and those forcibly removed from their homes.

19. Commitment to peaceful political processes, criminalizing all forms of extremism, military coups, political exploitation of religion, and any departure from democratic principles and constitutional legitimacy.

20. Recognizing the right of armed movements signatory to this Charter to continue their armed struggle as a legitimate means of resistance for change and building a New Sudan.

21. Enhancing the right of all citizens to political participation and oversight of all levels of governance.

22. Ensuring the independence of judicial institutions and specialized national commissions.

23. Empowering women by ensuring their equality with men and guaranteeing their fair and effective participation in all state institutions and government bodies.

24. Sudan shall adopt a foreign policy that presents the country to the world as a pluralistic and diverse state, committed to protecting its peoples' interests and preserving its voluntary unity and national sovereignty through good neighborliness, non-interference in other nations' affairs, rejection of aggression, combating terrorism, extremism, and transnational crimes, contributing to regional and international peace and security, establishing balanced relations based on mutual respect and shared interests, fostering regional and international cooperation, resolving disputes through peaceful means, and adhering to international agreements and treaties that align with the interests of the Sudanese peoples while respecting the sovereignty of nations over their resources and wealth.

25. Ensuring fair distribution of resources and production opportunities, and equitable allocation of revenues among Sudan's regions and states, in accordance with the requirements of genuine decentralized governance, to achieve balanced development and economic and social justice.

26. Adopting a strategy to dismantle the rentier and parasitic economy.

27. Establishing an economic system based on social market economy, ensuring free market mechanisms while allowing state intervention to protect and empower vulnerable groups through preferential measures that enhance social justice and economic stability. The state shall address public interest sectors that may not be viable under market mechanisms or are negatively impacted by them, achieving balance between economic growth and social justice.

28. Regulating, supervising, and developing the banking sector under a conventional financial system.

29. Establishing fair legal frameworks to regulate economic relationships among individuals and groups, with institutions dedicated to ensuring compliance.

30. Promoting youth participation in all state institutions and public life without discrimination.

31. Combating corruption, recovering illegally acquired public assets, and ensuring transparency and accountability.

32. Dissolving and dismantling the National Congress Party and the Islamic Movement, along with all their associations, organizations, and affiliated entities. All their assets, funds, and shares, whether held directly or indirectly, shall be confiscated and transferred to the Ministry of Finance and National Economy.

Chapter Two

Rationale for Forming the Transitional Peace Government

First: National Justifications

1. Ending Wars and Achieving Comprehensive and Just Peace

The primary demand of the majority of Sudanese peoples today is to stop and end wars by addressing their root causes. The continued intransigence of the Port Sudan authorities, their insistence on a single option—perpetuating war, and their rejection of all national, regional, and international initiatives aimed at stopping the war and achieving peace serve as a grim reminder to our peoples, who have long suffered from the scourge of war: forty years in South Sudan, Blue Nile, and the Nuba Mountains, and more than twenty years in Darfur. If wars continue, Sudan will face disintegration and collapse into a state of lawlessness. Therefore, the primary mission of the Transitional Peace Government is to end wars and achieve just and comprehensive peace.

2. Humanitarian Aid

The devastating war has caused an unprecedented humanitarian catastrophe, with over 25 million Sudanese facing severe food insecurity, approximately 8 million at emergency levels, and over one million at risk of famine. The war has displaced millions internally, leaving them without shelter, food, or medicine under extreme conditions. While this tragedy worsens, the Port Sudan authorities exploit the concept of legitimacy and national sovereignty to block humanitarian aid, refuse to open humanitarian corridors, and weaponize food as a tool for war and political extortion. The only solution to alleviate this suffering is for the forthcoming Peace and Unity Government to assume its national responsibility by opening all land and air crossings and airports without restrictions and ensuring the unrestricted flow of humanitarian aid to all Sudanese states. This must be done with full and unlimited cooperation with international humanitarian organizations, prioritizing the welfare of the peoples over any political or military considerations.

3. Preserving the Voluntary Unity of Sudan

In their pursuit of power, the Port Sudan group, comprised of the Islamic Movement, the National Congress Party, and their militias, shows no concern for Sudan's unity—just as they facilitated the secession of South Sudan without

hesitation. They actively promote hate speech, deepen divisions among Sudanese communities, tear apart the social fabric, transform this war into a civil conflict, and create tribal militias while distributing weapons to fuel internal bloodshed. They openly discuss dividing Sudan along regional and ethnic lines, advocating for a Red Sea and Nile State, or dividing Sudan based on the Hamad Triangle, or even annexing Sudan to Egypt under the banner of Nile Valley unity. Their continued rule will shatter Sudan's national unity, which has been built over a long history of struggle and great sacrifices. The antidote to the reckless schemes of the Port Sudan group is to establish a government that addresses the root causes of wars, unites the Sudanese peoples, and thwarts the irresponsible and dangerous policies they promote.

4. Protection of Civilians

Protecting civilians is a constitutional, legal, and moral responsibility of the forthcoming Transitional Peace Government. It must act immediately to halt violations against civilians and civilian infrastructure by restoring the national security apparatus, including law enforcement agencies such as the police, public prosecution, judiciary, criminal investigation departments, and prison services. The government must ensure the rule of law, respect for international humanitarian law and human rights law, and guarantee all fundamental rights and freedoms of citizens.

5. Restoring Constitutional Rights for All Citizens Without Discrimination

The illegitimate authorities in Port Sudan have deprived millions of Sudanese citizens of their constitutional rights and further practice prohibited discrimination under international law, targeting citizens based on race, skin color, political opinion, and regional identity. They implement a so-called "strange faces" policy that systematically discriminates and promotes racial hatred. In contrast, the Transitional Peace Government will work to safeguard and restore all constitutional rights to citizens without discrimination, ensuring access to essential services such as healthcare, education, security, legal recourse, and official identification documents.

6. Restoring the Path to Civilian Democratic Governance

The Sudanese peoples have waged successive revolutions using all available means to overthrow the Islamic Movement and National Congress Party regime

in December 2018, aiming to restore freedom, peace, justice, and civilian democratic governance. However, the Port Sudan coup authorities are relentlessly working to bury these legitimate aspirations and eliminate any hope for freedom and civilian rule, in alliance with reactionary forces. Thus, a core mission of the Transitional Peace Government will be to reclaim the path of civilian democratic governance, restore the Sudanese peoples' faith in their revolution, and return power to the peoples to choose their representatives.

7. Ending the Multiplicity of Armed Forces and Establishing a New Army

The former Salvation Regime (Al-Inqaz) adopted a strategy of creating militias and parallel armed forces to suppress legitimate demands from marginalized regions. Since the April 15, 2023 war, the Port Sudan authorities have continued this pattern, using state resources to build more tribal militias and armies to prolong the war, kill citizens, militarize the population, and distribute weapons. To end this destructive approach and restore peace and stability, the solution lies in dissolving multiple armed factions and establishing a new, unified, professional national army with a modern military doctrine that represents all Sudanese and protects the nation's sovereignty.

8. Restoring the Economic and Banking System

Restoring the traditional economic and banking system, stopping the squandering of national resources, and ensuring their proper use for the benefit of the peoples, are essential justifications for forming the Transitional Peace Government. Additionally, the government will rebuild key agricultural and production sectors, and implement an emergency economic program to secure livelihoods, essential goods and services for the peoples.

9. Restoring the Gains of the Transitional Period

The Transitional Peace Government must work to restore and complete the achievements of the previous transitional period, including the cancellation of Sudan's external debt and the reactivation of the Sudanese Family Support Program (Thamarat).

Second: Achieving International Peace and Security

1. International Peace and Security

The Port Sudan authorities pose a real threat to international peace and security by exploiting the Red Sea's strategic position, a vital corridor for oil transport and international trade, to engage in political bargaining and blackmailing states into providing military assistance. They allow foreign powers to use Sudan's 700-kilometer coastline, which borders multiple nations, to prolong their war against the Sudanese peoples. The Peace Government will adopt and adhere to policies that promote international peace and security, cooperating with Red Sea coastal states and relevant international organizations.

2. Geopolitical Alignments

The illegitimate authority in Port Sudan has re-established diplomatic relations with states involved in military conflicts and regional rivalries with Red Sea nations. This new political dynamic in Sudan has exacerbated international polarization and alignment, making Sudan a battleground for regional power struggles, rather than contributing to peace. Instead of encouraging peace efforts, these foreign interventions deepen the conflict. The presence of external actors in Sudan will inevitably provoke other regional powers to interfere negatively in Sudan's affairs. Therefore, it is essential to establish a government that ends this situation that poses a serious threat to Sudan's stability and national security.

3. Terrorism

The October 25 coup and the April 15 war paved the way for the return of the Islamic Movement and National Congress Party regime, as well as the revival of various terrorist groups. The continued resurgence of the old regime under the leadership of the Islamic Movement and National Congress Party creates conditions similar to those in the past, attracting terrorist movements to Sudan, which has now become a hub for their operations across the region and neighboring states. The Peace and Unity Government will exert its utmost efforts to combat terrorism, as it endangers the Sudanese peoples' interests and national security while also threatening peace and security in the region and the world.

4. Organized Crime and Illegal Migration

Sudan shares borders with seven countries, some of whose citizens use Sudan as a gateway to Europe. In the absence of effective governance; human trafficking, illegal migration, and organized crime have increased significantly. The lack of a functioning government to secure borders and cooperate with the international community has worsened transnational organized crime. Establishing a competent government capable of maintaining security is crucial to combating organized crime and cross-border criminal activities.

5. Regional Security Threats

The continuation of Sudanese wars threatens the security of neighboring countries, many of which already face security challenges and armed insurgencies along their borders. Sudan's inability to secure its borders enables armed groups to operate freely, escalating regional security crises. The establishment of an effective government is imperative for regional security and stability.

6. The Refugee Crisis

Due to the war, more than three million Sudanese citizens have sought refuge in neighboring countries. Sudanese refugees struggle to access essential needs, and if this situation persists, an entire generation will be lost. At the same time, these refugees place a significant economic burden on host countries. The solution lies in establishing a government committed to ending the war and facilitating the safe and dignified return of refugees to their homeland as soon as possible.

Based on the above and driven by our historical responsibility toward our peoples and our homeland, we, the undersigned, declare our full commitment to this document and reaffirm our determination to work with sincerity and dedication to achieve its principles and objectives.

This Charter is a binding covenant, embodying the will of the Sudanese peoples to build a new Sudan founded on secularism, voluntary unity, justice, equality, democracy, and the rule of law.

We are committed to pursuing this path, united in the face of the challenges ahead, drawing strength from the sacrifices of our martyrs and the struggles of our peoples, and determined to end wars, achieve genuine and lasting peace, and guarantee the rights of all Sudanese without discrimination.

Accordingly, we sign this document as a pledge of our commitment and resolve to continue the struggle until our peoples' legitimate aspirations for a free, stable, and prosperous homeland are fully realized.

Signed in Nairobi on this day, Saturday, February 22, 2025.

List of Signatories

No.	Organization Name	Signing Leader	Signature
1	National Umma Party	Major General / Fadlallah Burma Nasir	
2	Democratic Unionist Party – Original	Mr. Ibrahim Al-Mirghani	
3	Rapid Support Forces	Lieutenant General Abdelrahim Dagalo	
4	Sudan People's Liberation Movement – North	Commander Joseph Tuka Ali	
5	Sudan Liberation Movement - Transitional Council	Dr. Al-Hadi Idris Yahya	
6	Liberation Forces Gathering	Mr. Al-Tahir Abu Bakr Hajar	
7	Justice and Equality Movement - Sudan	Lieutenant General Dr. Suleiman Sandal Haqar	
8	Beja Congress - Opposition	Mr. Osama Saeed	
9	United Civil Forces Movement (Qimam)	Mr. Haroun Medkheir	
10	Sudanese Alliance	Mr. Al-Hafiz Ibrahim Abdelnabi	
11	Unified Democratic Unionist Party	Mr. Mohamed Ismat	
12	Free Lions Party	Dr. Mabrouk Mubarak Salim	
13	Centrist Change Movement Party	Professor Saif Al-Din Abdelrahman	

No.	Organization Name	Signing Leader	Signature
14	Sudanese Social Democratic Party	Mr. Abdul Latif Abdullah Ismail	
15	Sudan Liberation Movement - Democratic	Mr. Hassan Al-Nabi Mahmoud	
16	Democratic Alliance for Social Justice	Mr. Osama Hassan	
17	Sudanese National Party	Eng. Hashim Tayara	
18	Sudan Liberation Movement - Second Revolution	Mr. Abu Al-Qasim Imam	
19	Coordination of Trade Unions and Professionals	Dr. Alaa Al-Din Nugud	
20	Civil Society Organizations	Mr. Hamid Ali Nour	
21	Representative of Native Administration	Sultan Ahmed Ayoub Ali Dinar / Nazir Malik Abrouf	
22	Representative of Sectoral Groups	Mr. Mustafa Mohamed Bakht	
23	Representative of Independent Figures	Mr. Mohamed Hassan Al-Taayshi	
24	Sudan Liberation Movement - Juba Unity	Mr. Ahmed Abdelshafi Toba	