

Recommendations for the U.S. Atrocities Prevention Task Force
Atrocity Prevention and Protection Tools to Address the Crisis in Sudan
July 27, 2023

Leveraging Momentum to Maximize Impact

Documentation and Accountability

- Provide practical and consistent support to advance the International Criminal Court's (ICC) investigation into crimes committed in Sudan, such as sharing evidence of atrocities and assisting victims and witnesses.
- Ensure all work with and support for survivors and witnesses is trauma-informed and gender-sensitive.
- Add ICC fugitives to the War Crimes Rewards program.
- Deploy a State Department Atrocities Documentation Team to Eastern Chad—along the lines of what was done in 2004—and other areas with large refugee populations to gather evidence of atrocities and inform an atrocity determination. Include gender advisors and/or experts on conflict-related sexual violence and gender-based atrocities on the team.
- Urge the Secretary of State to make a public atrocity determination and marshal a whole-of-government response and resources to urgently protect civilians, stop the cycle of violence, and promote justice and accountability. Efforts to hold perpetrators to account now can influence dialogue, serve as a deterrent, and potentially prevent the commission of future atrocities.
- Provide urgent and flexible funding for non-governmental organizations (NGOs) and networks operating in Sudan and its neighbors to support documentation, evidence collection and preservation, witness testimony and protection, and accountability processes that may happen in the future.
- Reduce procurement burdens to allow expedited application for funds for organizations on the ground to quickly scale monitoring and documentation efforts.
- Allow flexibility in the use of program funds for partners in Sudan and neighboring countries to pivot activities to undertake monitoring and documentation.
- Provide support to ensure documentation efforts are done in a gender-sensitive manner to address the widespread sexual and gender-based atrocities.
- Coordinate with other governments, donors, and institutions to expedite the provision of resources—technical, logistical, and protection-related—to support monitoring and documentation. With the ICC unable to conduct forensic investigations because of the

security situation, it is more critical than ever that the US and other donors support local partners and NGOs to fill this monitoring and documentation gap.

- Resource and provide standardized training and protection support for individuals and organizations undertaking documentation efforts on the ground in Sudan, with an emphasis on Darfur, and in neighboring countries hosting refugees.
- Recognizing the challenges of access and connectivity, urgently support coordination efforts between individuals, informal groups and networks, and organizations undertaking documentation to facilitate information-sharing. Ensure protection and confidentiality measures to secure their safety and address the continued erosion of trust.
- Support specific documentation of attacks and violence against humanitarian, health care peacebuilding, human rights, and other protected workers under international humanitarian law.
- Undertake urgent documentation and monitoring in South Sudan to address the potential risks of conflict and atrocities given large influx of returning refugees.
- Provide resources to independent media and efforts to counter mis/disinformation about the conflict/atrocities.
- Share up-to-date information on the crisis and impacts on civilians with Congress to garner its support and resources for a whole-of-government response. Coordinate with bipartisan Congressional committee leaders to request/conduct public hearings and briefings about the atrocities in Sudan to elevate wider attention to the situation.

Support for Internally Displaced Persons and Refugees

- Urgently dedicate funding, particularly flexible funding, to provide a robust humanitarian response and civilian protection in Sudan and host countries and communities. Scale support at the borders, local communities, and in host countries to address the critical needs of refugees and internally-displaced persons (IDPs).
- Ensure the provision of medical care, as well as psychosocial support for survivors of violence, especially conflict-related sexual violence.
- Given the diversity of refugees and IDPs, ensure assistance is conflict-sensitive, as well as survivor-centered, gender-sensitive, and trauma-informed.
- Work with Sudan's neighboring countries to eliminate any barriers to entry, keep borders open, expedite refugee processing/asylum claims, and provide robust, conflict and gender-sensitive assistance.
- Coordinate with Sudan's neighboring countries and relief agencies to create multiple humanitarian corridors to protect outflows of refugees and inflows of food and other aid.
- Support data tracking of refugees and IDPs, particularly through flexible funding to local organizations.

Short-Term Protection Priorities

- Enhance efforts to monitor violence and atrocities across Sudan, as well as create mechanisms for tracking ceasefire commitments. While focus has been on Khartoum and Western Darfur, key monitoring activities must take place in areas that are ripe for upticks in violence like South Kordofan, Western Kordofan, and Blue Nile, as well as beyond Sudan’s borders, particularly in South Sudan.
- Identify entry points for sustainably supporting partners and local groups who are already on the ground working on protection, particularly in relation to community-based protection and unarmed civilian protection. Leverage their existing relationships, community trust, and programming to scale protection efforts more widely.
- Provide flexibility and continuity in programming funds to community-based initiatives to allow partners undertaking unrelated work to pivot to support community-based protection and unarmed civilian protection.
- Map initiatives where peacebuilders, humanitarians, protection staff, and monitors have gained access to local communities and support their work and other de-escalation initiatives.
- As both Rapid Support Forces (RSF) and Sudanese Armed Forces (SAF) work to recruit youth to support their respective sides, urgently support funding for projects that engage youth in peacebuilding and community nonviolent protection to counter pull factors drawing youth into the hostilities.
- Prioritize and negotiate/support the establishment of a ceasefire and humanitarian corridor from El Geneina to the border with Chad to enable civilian movement away from ongoing, heavy fighting. Provide analysis and assistance for the protected movement of civilians through infrastructure like humanitarian corridors. As more IDPs gather in El Fasher—one of the few areas in Darfur region that remains defended by SAF—there is a growing need to create a humanitarian corridor to deliver desperately needed aid to North Darfur and protect large masses of displaced civilians.

Diplomatic Tools

U.S. Tools

- Special Presidential Envoy
 - Appoint and empower a single-hatted Special Presidential Envoy for Sudan to signal the Administration’s commitment to addressing the atrocities and resolving the conflict, rather than have Ambassador Godfrey operate as both the U.S. Ambassador to the Republic of Sudan and the Special Envoy.
- Diplomacy

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- Urge Sudan's neighbors and other interested state stakeholders, such as Chad, Egypt, Ethiopia, and the United Arab Emirates, from interfering in the conflict and encourage constructive use of their leverage with the warring parties to secure sustained de-escalation of conflict and the protection of civilians.
- Regularly deploy senior-level U.S. diplomats to neighboring countries and other interested states to utilize all available leverage to stop the transfer of arms and other material support to perpetrators of atrocities within Sudan.
- Continue to utilize diverse public platforms, including, but not limited to, speeches, statements, press conferences, press releases, social media posts, and testimony, by the President, Secretary of State, and other high-level government officials to highlight the conflict and ongoing atrocities and call out perpetrators and those states and non-state actors aiding them. Utilize public fora to praise states and actors for their positive actions to stem the violence.
- Sanctions
 - Leverage existing authorities to impose narrowly targeted sanctions on leaders of the RSF and SAF and others responsible for serious abuses against civilians.
 - Utilize the authorities outlined in the Presidential Memorandum on Promoting Accountability for Conflict-Related Sexual Violence to target actors ordering and committing sexual and gender-based atrocities in the ongoing conflict.
 - Impose additional sanctions on companies and individuals generating revenue from and contributing to the conflict and atrocities in Sudan.
 - Threaten the use of sanctions against state actors generating revenue from and contributing to the conflict in Sudan to facilitate the end of their support to parties to the conflict.
 - Ensure that any sanctions do not inhibit the delivery of humanitarian, peacebuilding, human rights, and atrocities prevention/response assistance, or financial access to support those activities. To the extent sanctions may frustrate the delivery of foreign assistance and activities, the Treasury Department should concurrently issue comprehensive licenses and other exemptions to support peacebuilding, humanitarian, atrocities prevention/response, human rights, democracy and governance, and other civil society efforts to address and end the violence. However, the U.S. should refrain from imposing broad-based sanctions and designating any of the parties to the conflict as a Foreign Terrorist Organization, Specially Designated Global Terrorist entity, or other classification that could impede the delivery of aid in large swaths of territory.
- Atrocities Determination
 - In line with the U.S. Strategy to Anticipate, Prevent, and Respond to Atrocities, conduct an atrocity prevention risk analysis, publicly issue warnings and calls for

prevention of large-scale, systematic, and deliberate killing of civilians, and consult regularly with Sudanese, international, and U.S. civil society.

- Make a formal atrocities determination and provide resources to demonstrate U.S. commitment to holding those ordering and perpetrating atrocities to account.

Multilateral Engagement

- Work with bilateral, regional, and multilateral governments and institutions to name and shame those who order and perpetrate atrocities, as well as those who provide the weapons and resources that facilitate them. Coordinate atrocity prevention and accountability messaging and actions with the International Atrocity Prevention Working Group, the United Nations, the African Union, and partner governments and institutions.
- Work with other partners and multilateral organizations to prevent countries, particularly Egypt, the United Arab Emirates, and Ethiopia, from sending financial support, weapons, forces, and other supplies that could exacerbate or prolong the conflict into Sudan. Coordinate with multilateral partners to address supply routes involving Libya, Chad, and the Central African Republic.
- Consistently emphasize in public and private communications the impact and spill-over effects of continued escalation and prolonged conflict on regional instability, making clear to regional and global powers with vested interests in Sudan the reputational and diplomatic impact on those who fuel the war, spoil potential solutions, or refrain from playing a constructive role to de-escalate conflict.
- Use the opening of the UN General Assembly (UNGA) as an opportunity to bring the conflict in Sudan to the highest level of discussion and address the ongoing commission of atrocities.
- Convene a principle-level meeting at UNGA with Sudan's neighboring countries and other stakeholders, including key civil society members and representatives from women's, youth, and other marginalized groups.
- Seek an arms embargo on the parties to the conflict in all of Sudan at the UN Security Council. Hold current suppliers of arms to Darfur, where an arms embargo is already in place, accountable for ongoing violations as [documented](#) by the Panel of Experts.
- Urge the UN Human Rights Council to establish a Commission of Inquiry to investigate and report on international human rights and humanitarian law violations and advance accountability in Sudan.
- Insist on the inclusion of the conflict and atrocities in Sudan in any joint diplomatic communique with key actors, such as the Arab League, African Union, Organization of Islamic Cooperation, and other bilateral, regional, and multilateral partners.

Peace Processes

- The two processes taking place in Jeddah and Addis Ababa should go in parallel, but be complementary to create a durable ceasefire (Jeddah), as well as a tangible, long-term political agreement (Addis Ababa). Prioritize the issues of ongoing atrocities in both processes to facilitate an urgent end to the targeting of civilians, secure their protection, and promote accountability.
- Consolidate all processes under the leadership of African Union/Intergovernmental Authority on Development to strengthen coordination and minimize forum shopping. Ensure participation at senior levels across both belligerent and mediation teams.
- Push for an inclusive dialogue process that includes a wide range of Sudanese people from different parts of the country, as well as women, youth, ethnic and religious minorities, and other marginalized communities.
- Utilize diverse communications platforms and methodologies to clearly communicate about the processes taking place in Jeddah and Addis Abba with the Sudanese people and international community.

Cautions/Concerns Surrounding Prevention/Protection Efforts

- Given the limited presence, the U.S. Government may not have a full picture of the gravity, frequency, and character of atrocities currently occurring on the ground, particularly in Khartoum and Darfur. Information quickly becomes out-of-date. Support and protection for local partners is vital to fill in gaps and inform U.S. decision-making.
- Civilian efforts to respond to violence and meet humanitarian needs are occurring across the country, with next to no resources. [Local civilian resistance committees and other community-based protection mechanisms](#) currently active require urgent support.
- With large flows of people out of Sudan to neighboring countries, there is added need for aid, as well as monitoring and analysis of conflict dynamics. For example, movement of returning South Sudanese to South Sudan is increasing tensions in some areas like Malakal and Renk. Careful conflict assessments and planning are essential to avoid sparking violence and potential atrocities seen in the recent past. All U.S. assistance to refugees and returnees in border countries should require a conflict-sensitive approach to prevent the creation or exacerbation of tensions between communities.
- Require all assessments and planning to be gender-sensitive to account for the widespread sexual violence women in Sudan and refugees/South Sudanese returnees have faced.

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- Regularly consult with local partners, Sudanese, refugees, and experts to ensure its response addresses the needs and conditions on the ground. All engagements in and around the country must be conflict- and gender-sensitive and trauma-informed.
- Provide safety and security resources and technical assistance and support for partners, including personal protective equipment, access to psychosocial support, first aid training and trauma kits, as well as operational safety and security procedures and advice.
- Integrate digital safety and security for partners as a core component of program design, operational security planning, and assistance.
- Clearly articulate potential risks to local partners for engaging in U.S.-supported programming, utilizing U.S. equipment, sharing information with U.S. interlocutors, and other considerations related to implementation of U.S. programs and activities.
- Commit to multi-year donor engagement to address the scale and scope of the humanitarian needs created by the crisis, particularly in areas and within populations directly affected by atrocities, as well as the long-term justice and accountability needs and processes.
- Prepare internal budgets and work with Congress to secure the necessary resources sustain the responses in Sudan and in the region long-term.
- Work with governments, multilateral/regional institutions, and other donors to ensure the provision of both short- and long-term, multifaceted assistance to Sudan and the region.
- Ensure funding mechanisms are flexible, multi-year, and sustainable to allow local partners to pivot and scale activities based on the changing dynamics on the ground.