

POLITICAL FRAMEWORK AGREEMENT (PHASE I)

Signed by:

The 2021 military coup de facto authorities and civilian representatives (the Forces of Freedom and Change (Central Council), as well as professional association representatives, civil society groups, and other civilian political actors).

4 December 2022

In the Name of God Most Gracious Most Merciful

Draft Political Framework Agreement

Preamble

First: General Principles

1. Sudan's unity, sovereignty, and the country's supreme interests prevail and transcend any other priorities.
2. Sudan is a multi-cultural, multi-ethnic, multi-religious and multilingual country. Its identity is based on its historical and contemporary components, its geographical dimensions and its distinctive civilizational heritage that extends for seven thousand years shaping its diversity and forming the source of its wealth.
3. Sudan is a civilian, democratic, federal, parliamentary state in which sovereignty is for the people who are the source of powers, and in which the rule of law and the peaceful transfer of power through free and fair elections and the equitable division of wealth and resources, prevail.
4. Citizenship is the basis of rights and duties and is based on equality between citizens (men and women) without discrimination based on gender, religion, culture, ethnicity, language, region, socio economic status, disability, or any form of discrimination.
5. The State shall guarantee, support, and protect the freedom of belief and religious practices and worship for all the Sudanese people, and the State shall stand at an equal distance from cultural, ethnic, regional, and religious identities, and shall not impose a religion on anyone. The state shall not be biased regarding religious affairs and matters of belief and conscience.
6. Ensuring freedoms and adherence to international human rights charters, especially women's rights and international justice charters, and protecting the principles of freedom of trade union and freedom of voluntary work, freedom of peaceful assembly, freedom of expression, and access to information, the internet, and the media.
7. Consolidating the principles of justice and accountability, including transitional justice mechanisms, and putting an end to the phenomenon of impunity and holding accountable those who commit serious crimes and genocide, and violate international humanitarian law and human rights law, including sexual violence and all forms of violence against women.

8. Promoting the right of all citizens to civil participation and rectification of all levels of transitional governance.
9. Independence and professionalism of the nation-state institutions such as the judiciary, civil service, higher education, national and specialized commissions, and regular forces.
10. Emphasis on one national professional army, committed to the unified military doctrine and carrying out its duties in the framework of protecting the nation's borders and defending democratic civilian rule.
11. Commitment to the principle of peaceful political action, rejecting, condemning, and criminalizing all forms of resorting to violence, extremism, and military coups, or violating the constitutional legitimacy and undermining the democratic system.
12. Adopting a balanced foreign policy that meets the country's supreme interests, keeps it away from biases, supports regional peace and security and is based on fighting terrorism and good neighbourliness.
13. Fighting corruption and establishing principles of transparency and accountability.
14. The transitional authority is a full democratic civilian authority without the participation of regular forces.
15. The Juba Agreement for Peace in Sudan is an integral part of the Transitional Constitution.

Second: Transition issues and tasks

1. Security and military reform that leads to one professional national army that protects the borders of the homeland and democratic civilian rule, and keeps the army away from politics, and prohibits the armed forces from engaging in investment and commercial activities except for those related to military industrialization and military missions under the jurisdiction of the Ministry of Finance. The army shall be purified from any partisan political presence, and it shall reform all regular bodies. The tasks of the intelligence service shall be limited to collecting, analysing, and submitting information to the competent authorities, it shall not have the authority to arrest nor detain and it shall not maintain facilities for that purpose.
2. Launching a comprehensive process that achieves justice and

transitional justice, detects crimes, holds their perpetrators accountable, does justice to the victims, heals wounds, ensures that there is no impunity and that crimes are not repeated.

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3. Legal reform and the reform of the judicial organs in a manner that achieves their independence and integrity.
4. Stopping economic decline and conducting economic reform according to a comprehensive and sustainable development approach that addresses the subsistence crisis, favours the poor and marginalized, achieves the mandate of the Ministry of Finance over public money, and works to combat all kinds of corruption.
5. Removing the empowerment of 30 June 1989 regime, and dismantling it in all state institutions, the recovery of money and assets obtained illegally, and a review of the decisions according to which the decisions of the Committee for Dismantling the 30 June 1989 regime were repealed.
6. Implementing the Juba Peace Agreement, evaluating and rectifying it by the signatories to the Political Declaration, and the Juba Peace Agreement parties. The executive authority shall undertake the tasks of negotiating and reaching final peace agreements with the Sudan People's Liberation Movement, based on the Declaration of Principles of March 2021, and negotiating with the Sudan Liberation Movement and Army and the rest of the non-signatory armed struggle movements.
7. Institutional reform of all state institutions, including the reform of the civil service.
8. Launch a comprehensive constitution-making process, under the supervision of the Constitution-making Commission, for dialogue and agreement on constitutional foundations and issues, with the participation of all the regions of Sudan.
9. Organize a comprehensive electoral process at the end of the transitional period. Its requirements and preparatory measures shall be defined in the Transitional Constitution for it to be credible, transparent, and fair.
10. Adopting a balanced foreign policy that achieves the supreme national interests of the state and works to improve Sudan's foreign relations and build them on the basis of independence and common interests in a manner that protects the country's sovereignty, security and borders.

Third: Transitional Authority Structures

The transitional authority structures consist of:

1. Transitional Legislative Council.
2. Transitional Sovereign level.
3. Transitional Council of Ministers.
4. Judicial Councils and Independent Commissions.
 1. The Constitution defines the tasks of the National Transitional Legislative Council, the number of its seats, the percentages, and criteria for selection, in a manner that guarantees the participation of women by 40%, youth, resistance committees and people with disabilities. It is formed by the forces, signatories to the Political Declaration.
 2. Form regional, state, and local legislative councils, define their tasks and powers in their constitutions, as well as their seats according to comprehensive and fair criteria for selecting their members (M/F).
 3. At the sovereign level, the revolution forces signatories to the Political Declaration, shall, via consultation, choose a limited civilian sovereign level, with honorary tasks, to represent the head of the state, a symbol of sovereignty and the High Commander of the regular bodies.
 4. The revolution forces signatories to the Political Declaration, shall, via consultation, choose the Transitional Prime Minister (M/F), in accordance with the criteria of national competence, commitment to the revolution, Political Declaration, and the tasks and issues of the transition.
 5. The Transitional Prime Minister (M/F) shall consult with the civilian parties signatories to the Political Declaration, to select and appoint the ministerial staff, and the governors of states or regions, from national competencies committed to the revolution, Political Declaration, tasks, and issues of transition, without partisan quotas, and without excluding any of the parties to the Political Declaration.
 6. Appoint Regional, state, and local governments in consultation with the forces, signatories to the Political Declaration.
 7. The Defence and Security Council, headed by the Prime Minister

and with the membership of the relevant ministries, the commanders of the regular bodies and 6 from the Armed Struggle Movements signatories to the Juba Agreement for Peace in Sudan. Its tasks and powers shall be defined in accordance with the Transitional Constitution.

8. Interim Judicial Council of 11 members from national competent jurists appointed by the Prime Minister based on the nominations submitted by the civilian parties signatories to the Political Declaration, to choose the Chief Justice and his deputies, the Public Prosecutors and his assistants, and the President and members of the Constitutional Court, it shall be dissolved by the end of its mission.

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9. The High Judicial Council shall be established, and the law shall define its membership, guarantee its independence, and its integrity.
10. The Supreme Council of the Public Prosecution shall be established, and the law shall define its membership and guarantee its independence and integrity.
11. The Prime Minister shall appoint the independent and specialized commissions from among the list of candidates submitted to him by the civilian forces, signatories to the Political Declaration.
12. Commitment of the forces, signatories to the Political Declaration to the representation of women at a rate of no less than 40 percent at the national legislative, executive and sovereign level, while adhering to Resolution 1325, updating and implementing the action plan issued in this regard, and giving priority to women's social, political and economic rights and protecting them, in addition to access to justice during the transitional period.
13. The transitional period shall be 24 months, starting from the date of appointment of the Prime Minister.

Fourth: Regular Bodies

Regular bodies in the Republic of Sudan are:

1. Armed Forces.
2. Rapid Support Forces
3. Police
4. General Intelligence Service

Armed Forces

- 1) The armed forces are a regular, national, professional and non partisan institution; it shall be established and organized structurally in accordance with the law; it shall undertake the duty of protecting the homeland, its unity and sovereignty; maintaining its security, territorial integrity, and borders.
- 2) The armed forces shall adopt a military doctrine that is committed to the constitutional regime and law, and that acknowledges the democratic civilian system as a foundation for governance; the Head of State shall be the Commander-in-Chief of the Armed Forces.

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- 3) The law shall identify situations under which the Council of Ministers may resort to engaging the armed forces in activities of a non military nature.
- 4) The armed forces shall be comprised of the various components of the Sudanese people, taking into consideration its nationalism, balance and representation without discrimination or exclusion; it shall be subject to the transitional authority institutions; it shall not be used against the Sudanese people; and it shall not interfere in political affairs.
- 5) Formation of military or para-military militia shall be prohibited. And the armed forces shall be prohibited from practicing investment and business activities except for those that are related to military manufacturing and military missions in accordance with the policy developed by the transitional government. All state companies owned by the various regular forces and the intelligence service, and which operate in civilian sectors, shall be under the jurisdiction of the Ministry of Finance and Economic Planning. The rest of the companies owned by the regular forces, and which operate in military and security sectors are subject to the supervision and control of the Ministry of Finance in the financial and accounting aspects and the authority of the National Audit Bureau.
- 6) The functions of the armed forces during the transitional period, in addition to those stipulated in their laws, shall be:
 - a. Commit to the constitutional regime, and respect of the rule of law, democratic civilian government, and human rights as well as sovereignty of the country; and protect its borders against any external aggression.
 - b. Respect the will of the Sudanese people in a democratic,

- pluralistic, and civilian government, and to work under its authority.
- c. Implement policies related to security and military reform in accordance with the plan of the civilian transitional government, until reaching a one professional national army; this shall include:
 - Implementation of the security arrangements clause contained in the Juba Agreement for Peace in Sudan and subsequent agreements related to the forces of the Armed Struggle Movements.
 - Integration of the Rapid Support Forces in the Armed Forces in accordance with the agreed timelines.
 - d. Review eligibility conditions for the Military College; and review military curricula in a manner that is consistent with

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the requirements of justice, equal citizenship, and democratic military doctrine.

- 7) The tasks of the Armed Forces, as well as the reform program that is agreed upon in the Transitional Constitution shall be implemented by the Command of the Armed Forces.

Rapid Support Forces

- 1) Rapid Support Forces are military forces that are affiliated to the Armed Forces; the law shall specify its objectives and tasks; and the Head of State shall be the High Commander of the Rapid Support Forces.
- 2) As part of the security and military reform plan, that will lead to a one national professional army, the Rapid Support Forces shall be integrated with the Armed Forces in accordance with the agreed timelines.

Police Forces

- 1) Police forces are federal national professional civilian regular forces that work on law enforcement; it shall be competent with the protection of citizens and their liberties, as well as serving them; and maintaining security, and safety of the community; they shall be subject to the policies and decisions of the Council of Ministers in accordance with what the law organizes in a democratic society.
- 2) An internal security body shall be established, and it shall be technically and administratively affiliated with the Ministry of Interior

- in accordance with the sound legal procedures.
- 3) It shall be prohibited to establish private police forces or establish units that limit public liberties and human rights.
 - 4) Reform police forces and remove empowerment therein; as well as modernize them in a manner that achieves their competency and nationalism, with no job discrimination on any basis.
 - 5) Police forces shall be prohibited from practicing any investment or business activities.

General Intelligence Service

- 1) The General Intelligence Service is a civilian regular national body that is competent with national security; its functions shall be limited to information gathering and analysis, and their submission to the competent authorities; it shall not possess the authority of arrest or detention and shall not maintain facilities for such purpose.
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- 2) The Service shall be prohibited from practicing commercial and investment activity, unless within the performance of its duties. 3) The Service shall report to the Prime Minister; and the law shall identify its duties, functions, and budget in accordance with the requirements of a democratic system.
 - 4) The Prime Minister shall appoint the Director General of the Service and his deputies.
 - 5) The transitional government shall undertake the necessary actions and measures to reform and upgrade the General Intelligence Service so that empowerment is removed from therein; it shall be based on the doctrine of protection and security of the homeland and citizens.

Final Agreement Issues

The framework agreement shall be developed with broad public participation from the stakeholders and the forces signatories to the political declaration and the forces of the revolution and shall tackle 5 main issues that need more elaboration, namely:

- 1- Justice and transitional justice: it's an issue that necessitates the participation of the stakeholders and the martyrs' families. It shall include all those affected by human rights violations since 1989

until now.

- 2- Security and military reform: it's one of the most important issues facing our country. Without building and reforming a one professional and national army in accordance with agreed upon security arrangements, our country will not be able to achieve democracy, peace, or development.
- 3- The Juba Agreement for Peace in Sudan and the completion of peace: the December Revolution pushed the peace agenda to the forefront, which led to reaching the Juba Agreement for Peace in Sudan. Accordingly, the Juba Peace Agreement shall be implemented after evaluation and rectification of the agreement by the signatories to the Political Declaration and the parties to the Juba Peace Agreement. With a firm commitment to preserving the gains of conflict-affected areas and women, contained in the Juba Agreement for Peace in Sudan.
 - 4- The dismantling of the 30 June regime: the regime of 30 June hijacked the Sudanese state and its institutions and legitimized its partisanship; to build a professional state that serves our society without discrimination or encroachment, the structure of the 30 June

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regime must be dismantled in a manner that adheres to the rule of law and respect for basic rights.

- 5- Commitment to resolving the crisis of the East by making appropriate arrangements for the stability of East Sudan in a way that achieves just peace, participation in power, wealth, and development within the constitutional rights of the citizens of the region and the participation of all stakeholders in East Sudan in the ongoing political process.

Signatory Parties:

