Foreign Ministry of Sudan

**Government Background:** Sudan has defended its actions in Darfur as the right of a sovereign nation to put down a rebellion within its borders. It asserts that the rebel groups are denying free access to water and land resources that should be available to all of Sudan’s citizens.

**Opening Position:**
- Sudan has **sovereignty** over its country. Other countries and the United Nations do not have the right to interfere in Sudan’s internal issues.
- You are protecting the national security of your country by putting down rebel groups. These groups have attacked government facilities and government forces. Rebels in Darfur are blocking access to natural resources that belong to all Sudanese people.
- Some members of the international community are exaggerating the humanitarian problem in Darfur.
- The government does not control the **Janjaweed** or fighting between tribes in Darfur.
- You have shown your willingness to work with rebel leaders to negotiate a political settlement, but they haven’t been willing. International attention has given them power. A peace agreement would take away that attention.
- You are in favor of inviting the African Union to act as **peacekeepers**, but in limited numbers.
- You are not convinced that UN **peacekeepers** are necessary.

**Questions to Consider:**
- What is the Sudanese government’s vision of its country’s future?
- How does it view Darfur, the people there, and what is going on now?
- What allies and partners does the government have? What resources and capabilities do they provide?
- How do different international players and countries view the Sudanese government?
- How could the Sudanese government be influenced to alter its policies on Darfur?
The African Union

**Organization Background:** The African Union (AU) originally formed as the Organization of African Unity. In 2000, on adoption of its constitution, the organization officially became known as the African Union. The AU aims to protect the security of the continent rather than the sovereignty of individual states — a change from the mission of its initial organization. Fifty-four countries in Africa are members of the AU, which is headquartered in Addis Ababa, Ethiopia. The AU is the world’s only regional or international organization that explicitly recognizes the right to intervene in a member state on humanitarian and human rights grounds.

The AU played an increasingly high-profile peacekeeping role in Sudan, most prominently in Darfur. The African Union Mission in Sudan (AMIS) was an AU peacekeeping force operating primarily in Darfur with the aim of performing peacekeeping operations related to the Darfur conflict. It was founded in 2004, with a force of 150 troops. Initially, there were 7,200 troops, military observers, civilian police, and civilian staff in Darfur. In September 2006, the AU extended the mandate of its peacekeeping forces in Darfur after the Sudanese president refused to accept a UN peacekeeping force of 20,000 authorized by UN Security Council Resolution 1706 (UNSCR 1706).

The AU authorized its forces to monitor the ceasefire and to help improve overall security, but only to protect civilians who were under immediate threat in sight of AU peacekeepers. The limited number of peacekeepers and equipment for such a large area left AU peacekeepers unable to provide protection for targeted communities and camps. The AU mandate expired when UN Security Council Resolution 1769 went into effect on January 1, 2008. This resolution authorized the deployment of 26,000 infantry troops and police officers to Darfur and the AU troops became part of the African Union-United Nations Mission in Darfur (UNAMID).

The members of the AU appear to have a complicated relationship with Sudanese president Bashir. In January 2007, AU members at the annual summit refused to grant the presidency of the AU to Bashir even though he would have been eligible for this office in the normal rotation. Instead, they named President John Kufuor of Ghana. Nonetheless, AU member countries have rallied around Sudanese President Bashir in a show of support after he was charged by the International Criminal Court (ICC) in 2008. Several AU members threatened to withdraw their membership in the ICC if Bashir were to be indicted. Inadequate resources and lack of political will from some member countries constrain the AU’s ability to address the Darfur situation without international support, However, in addition to the concerns regarding mutual respect for national sovereignty, the history of colonialism in Africa makes direct action in Sudan by western nations a particularly sensitive issue.

**Over ...**
**Opening Position:**
- The AU responded to the crisis in Darfur swiftly, responding with diplomatic efforts, as well as financial and military resources.
- The AU was the first entity to provide a *peacekeeping* force in Darfur and the UN recognized this action saved many lives.
- You think the AU and UN should continue to have a significant *peacekeeping* presence in Darfur via UNAMID to ensure the implementation of political agreements.
- You believe that efforts to broker a political peace between the government of Sudan and rebel groups should be led by African nations.
- You encourage the United States and other countries to continue providing training and monetary aid to support AU *peacekeeping* missions.
- You do not believe that President al-Bashir should be prosecuted by the ICC.
- You need to convince the Sudanese government that *peacekeeping* troops will provide security to all parties.

**Questions to Consider:**
- What is the current strength and scope of UNAMID operations? Is the mandate sufficient?
- What is the view of the government of Sudan regarding an increased AU role?
- What else could the African Union do?
- What are the limitations on further AU action?
- How can President al-Bashir be held accountable for the humanitarian care of all people in Sudan from this point forward in the negotiations?
- Why is the Sudanese government concerned about *peacekeeping* troops being stationed in the country?
United Nations (UN)

Organization Background: The United Nations (UN) is an association of sovereign states formed in 1945 after World War II to promote global peace and security. Starting with 51 members, the UN now has 191 member states – virtually every nation in the world. The goals of the UN, as stated in its 1945 charter, are to:

1. Maintain international peace and security;
2. Develop friendly relations among nations;
3. Promote cooperation among nations for the purpose of solving international, economic, social, cultural, and humanitarian problems, and to promote respect for human rights and fundamental freedoms;
4. Serve as a center for harmonizing the actions of nations in attaining these common ends.

The International Commission of Inquiry on Darfur was established after United Nations Security Council Resolution 1564. In January 2005 the Commission submitted its findings, strongly recommending that the Security Council immediately refer the situation in Darfur to the International Criminal Court (ICC). The Commission confirmed that serious violations of international human rights law and humanitarian law by all parties were continuing. The prosecution by the ICC of persons allegedly responsible for the most serious crimes in Darfur would contribute to the restoration of peace in the region. The Commission did not find that the Government of Sudan had pursued a policy of Genocide. While they found the attacks were intended to drive victims from their homes, they did not find intent to annihilate a specific group.

The UN Mission in Sudan (UNMIS), established in March 2005, was a full-fledged UN peace support mission. It was tasked with working in southern Sudan at the end of the 21-year civil war in that region after the government of Sudan and the Sudan People’s Liberation Movement/Army (SPLM/A) signed the Comprehensive Peace Agreement (CPA). UNMIS responsibilities included ensuring that the CPA was implemented, assisting with the return of refugees and displaced persons to Darfur, and protecting human rights in Sudan. According to the UN Secretary-General, “a stable Sudan requires a peaceful Darfur.”

UN Security Council Resolution 1706 (SCR 1706) expanded the UNMIS mandate to cover Darfur in western Sudan. It also authorized UNMIS to deploy up to 17,300 peacekeepers and 3,300 civilian police personnel to Darfur in addition to existing UNMIS operations. The resolution provided that UNMIS could use “all necessary means” to protect itself, prevent attacks against civilians, support the Darfur Peace Agreement (DPA) process, and seize illegal arms. However, Article 1 of UNSCR 1706 “invites the consent” of the Sudan government and the Sudanese government did not consent to the terms.

In May 2006, the DPA was signed. Only one major rebel group signed the DPA and implementation was threatened by the many rebel groups vying for power. Conflict continued in the region between the Sudanese Armed Forces and non-signatory rebel groups. Additionally, cross-border violence continued along the border between Chad and Darfur.

Over...
United Nations Security Council Resolution (UNSCR 1769) created a hybrid UN-AU peacekeeping mission. It authorized the deployment of 26,000 infantry troops and police officers to Darfur. However, the United Nations-African Union Mission in Darfur (UNAMID) struggled to be deployed. The mission lacked adequate troops and equipment, ranging from truck batteries to helicopters. Western countries have been slow to provide this vital equipment. The Sudanese government has also hindered the deployment. Visas for peacekeepers are not issued for months or at all, equipment is held in customs, and limits are placed on movement of peacekeeping forces. UNAMID is fast losing the confidence of the Darfuri people.

Opening Position:
- You want all parties in Sudan to cooperate with deploying and supporting UNAMID peacekeeping missions.
- You want the Sudanese government to authorize the safe return of refugees back to Darfur.
- You encourage the Sudanese government to cooperate with the ICC in handing over those indicted on human rights violations.
- You want the Sudanese government and all militias to continue negotiations to broker a political solution.
- You need to convince Sudan that the UN peacekeeping troops will provide security for all parties.
- You stress the importance of making incremental steps to build peace in Darfur.
- You want other countries, especially wealthy countries, to provide more assistance to UNAMID.
- You want contributing countries to not criticize UNAMID forces. In addition to lack of equipment, the peacekeepers face the challenge of assuming a mission that is not so truly peacekeeping as active conflict continues.

Questions to Consider:
- What has the UN accomplished in Sudan? What additional action can the UN take?
- How should the UN coordinate with the African Union in Sudan?
- How should the UN and Sudanese government interact in Sudan?
- What are the views of the UN Security Council on Darfur?
- Why is China expected to act on Sudan?
- How could action in Darfur be funded? Which countries might contribute troops?
- Specifically, representatives of which groups, people, government, or organizations should be involved in helping resolve the Darfur crisis?
U.S. Department of State (DOS)

Country and Department Background: The State Department leads the United States in its relationships with foreign governments, international organizations, and the people of other countries. It aims to promote the security, prosperity and interests of the American people around the world. It does so by creating American jobs through support for open markets for U.S. companies; by issuing passports and providing emergency assistance to U.S. citizens abroad; by negotiating treaties to reduce nuclear weapons and equipping countries to respond to their own security challenges; by helping countries with health, food and humanitarian crises; by promoting stability, peace and human rights; and by increasing understanding of American society and values.

Sudan has been a top foreign policy priority for the United States. The United States is determined to stop the killing in Darfur, and is the only country so far to call the killings “Genocide.” The United States is committed to working through the UN to end the crisis in Darfur. In September 2006, former President Bush appointed a Special Envoy to Darfur stating, “We believe the world has a responsibility to respond to what this government has called Genocide. .... The United Nations can play an important role in helping us achieve our objective, which is to end human suffering and deprivation.”

The United States is the largest single international aid donor to Sudan, providing more than 65% of the World Food Program aid to Sudan in 2006 and 2007. The U.S. provided over $1 billion for humanitarian, development, and peacekeeping assistance for Sudan in 2007. The following year the United States provided an additional $100 million to train and equip African peacekeepers going to Darfur as part of the United Nations African Union Mission in Darfur (UNAMID). The U.S. also provided over $450 million in support for base camp construction, equipment, and training to the African Union Mission in Sudan, the predecessor to the current peacekeeping mission.

On May 29, 2007, the State Department imposed new economic sanctions on individual Sudanese and rebel leaders and on 30 companies owned or controlled by the government of Sudan. These were added to more than 100 other Sudanese companies currently sanctioned by the U.S.

In March 2009, President Obama appointed General Scott Gration as the new Special Envoy to Sudan. Gration made several trips to Sudan and the region and hosted an international conference to reinvigorate the Comprehensive Peace Agreement (CPA). U.S. officials are concerned about the regional impact of the violence in Darfur, especially in Chad and the Central African Republic.
Opening Position:

- You urge that the sanctions on rebel leaders tied to human rights violations and Sudanese state-owned businesses ought to remain in place until a political solution is implemented.
- You believe that China should join the United States in applying economic and political pressure on the Sudanese government and Sudanese state-owned businesses.
- You believe China should also encourage Darfur bilaterally (one to one) to reach a peace agreement, leveraging their strong trade relationship and China’s political support for Sudan.
- You support the joint UN and AU peacekeeping presence in Darfur to ensure implementation of political agreements between the Sudanese government and rebel groups.
- The U.S. provided substantial support to UNAMID, including, through NATO, airlifting over 11,000 troops and providing training and equipment to peacekeepers.
- You want the humanitarian aid to Darfur to continue unimpeded.
- You agree the rebel groups have a responsibility to participate in negotiations and should be more cooperative in the peace negotiation process.

Questions to Consider:

- What is the policy of the United States government on Darfur?
- What actions has the United States taken to date? What additional actions can it take?
- What is the level of U.S. aid for Darfur?
- In what ways have U.S. policy goals been frustrated?
- What are the limitations on further U.S. actions such as sanctions against Sudan?
- Why is it essential to include the UN, the AU, and the government of China in a solution to the Darfur crisis?
- Should the United States forcibly provide humanitarian aid if the government of Sudan refuses?
- How important is this aspect of the solution for the United States government?
Foreign Ministry of the People's Republic of China (PRC)

**Country Background:** The People’s Republic of China (PRC) is the world’s most populated nation. It is one of the largest exporters and importers in the world, consuming a third of the world’s steel and over half of the world’s concrete. China has been led by the Communist Party since 1949 and is a permanent member of the UN Security Council.

China’s investment in Africa, roughly $50 billion in 2006, boosted growth rates and spurred much-needed infrastructure improvements. Some Africans welcomed this investment “China knows what it means to be poor, and has evolved a successful wealth creation formula that it is willing to share with African countries,” stated a former Nigerian finance minister. But resentment against China in Africa—where many complain that cheap Chinese-manufactured goods are damaging local industry—is growing.

Western officials and human rights organizations express alarm at China’s willingness to invest in countries with questionable human rights records. For example, under Beijing’s policy of “noninterference in domestic affairs,” China is investing in Sudan and buying its oil despite Sudan’s refusal to accept UN peacekeeping troops in Darfur. It also conducts business with the repressive regime of Robert Mugabe, president of Zimbabwe. These countries welcome China’s cash, technology, and political protection from international pressures. Chinese purchases of Sudanese oil provide much needed income for the Sudanese government.

China is also a major supplier of weapons to the Sudanese government, which has spent $100 million on Chinese fighter planes alone. Chinese President Hu Jintao visited Sudan in February 2007 and called on nations to “respect the sovereignty of Sudan.” He promised to build a new presidential palace for the Sudanese president, cancelled $80 million in debt, and announced plans to build a new road to an oil refinery partly owned by China.

International pressure was put on China to use its influence with the Sudanese government. In 2007, China assumed the rotating presidency of the UN Security Council and pushed hard to ensure that UN Security Council Resolution (UNSCR) 1769 passed. The resolution authorized the deployment of 26,000 infantry troops and police officers to Darfur. To demonstrate interest in bringing peace to Sudan, China sent 150 engineers to the Darfur peacekeeping mission and held an international conference on Darfur. It also designated a Special Representative for Darfur, Mr. Liu Gui-jin, who was active in diplomatic dialogue with Sudan.

**Over ...**
Opening Position:
- You believe the Sudanese government is a sovereign nation and therefore has the right to conduct internal affairs without the scrutiny of outside parties.
- It is your position that the governments of China and Sudan should be free to broker business agreements that are beneficial to both states.
- You believe the ICC has no jurisdiction in Sudan and should not prosecute any member of the Sudanese government since Genocide has not been proven.
- You believe that the UN should not impose sanctions on the Sudanese government.
- You do not condone the sanctions imposed by the United States on Sudanese businesses.
- You believe other countries assign all blame for the conflict to the government and do not hold the rebels responsible for their violent acts which perpetuate the conflict.
- You do support the peace process and you have a better relationship with the government than most countries. You are willing to encourage the government to reach a peace agreement.
- China is a friend to many governments on the continent of Africa and is helping to advance the economy of several African countries through investment.

Questions to Consider:
- What is the nature of China's investments in Sudan? How do China and the government of Sudan benefit?
- What does China think should be done in Darfur? Why?
- What is China’s view on UN peacekeepers going into Darfur?
- What could motivate China to use its influence on the government of Sudan to stop the violence in Darfur?
- How are the views of the Chinese government about sovereignty shaped by its own experience in international relations?
- Are there limits on the sovereignty of nations if certain conditions are met? Why or why not? If there are limits, under what conditions can sovereignty be challenged?
- What are some methods of influence available to the Chinese government on this issue in Sudan?
Save the Children (NGO)

Organization Background: Non-Governmental Organizations (NGOs) are independent non-profit entities that may receive both private and government funding. They often work to relieve suffering, promote the interests of poor and displaced people, protect the environment, provide basic social services, and undertake community development. Most NGOs depend on charitable donations and voluntary service, but can receive government funding to carry out specific projects. NGOs, though not directly affiliated with any national government, can have a significant impact on the social, economic, and political activity of a country or region in which they operate or are involved.

A number of international NGOs identified Darfur as an extremely high priority issue. They worked to influence governments and international organizations and to mobilize citizens around the world to stop the killing in Darfur. NGOs can be very effective at giving voice to victims of injustice. However, Save the Children is an NGO that focuses on providing humanitarian assistance and protection for children. It usually avoids taking political stands in volatile areas to avoid antagonizing governments so they may be allowed to continue their work.

A range of humanitarian NGOs are active on Darfur, including Oxfam, Care International, and Save the Children. Save the Children began working in Sudan in 1984 to provide aid and emergency response to children and families living in communities affected by conflict. These children continue to face violence, extreme poverty and lack basic services, such as education and health care.

Save the Children and other aid organizations are prevented from delivering assistance in some areas by government forces or government-backed militias. Many of the camps in which they work have little or no security, allowing the Janjaweed to attack the people for whom they care. Aid workers, local and international, also face danger; several people have been assaulted and killed.

In March 2009, the Government of Sudan expelled 13 international aid organizations including Save the Children and closed three national NGOs. The government accused the NGOs of collusion with the International Criminal Court (ICC) and of overstepping their mandates. Save the Children was supporting 50,000 children in four humanitarian aid camps in Sudan for five years. The removal of the aid groups resulted in a massive drop in assistance to vulnerable populations. Their departure left the aid effort in disarray and put many lives at risk.

The challenges faced by children in Darfur are enormous. Because of ongoing conflict, many live under the constant threat of violence, as well as the possibility of exploitation and abuse. They have inadequate food and water, healthcare, and education. As a result, Sudan has one of the highest infant mortality rates. Many children are growing up knowing only violence and fear.

Over ...
Opening Position:

- You want Save the Children to be allowed to return to work in Darfur.
- You believe the welfare of the 50,000 children Save the Children has been protecting and supporting in Darfur is the highest priority of your organization.
- You believe that non-governmental aid workers and observers in Darfur should be allowed access to everywhere there are vulnerable children.
- You believe the government should ensure protection of aid workers. Compounds have been attacked, aid workers have been assaulted and even killed.
- You believe additional international peacekeepers would provide more security, better protection for the camps, and for vulnerable communities.
- Save the Children has not abused the hospitality of Sudan and has had no role in the ICC’s actions regarding President Bashir.

Questions to Consider:

- What conditions are necessary for aid workers to deliver assistance?
- What is beyond the scope of their action?
- What action have NGOs taken to ease the humanitarian crisis in Darfur?
- What limits further action by NGOs?
- How long will aid be needed?
- What are the short term goals of humanitarian aid? Long term goals?