THE CONFLICT IN SUDAN: UNITED NATIONS SPECIAL RAPPORTEUR ON TRUTH, JUSTICE, REPARATION AND GUARANTEES OF NON-RECURRANCE

Prepared by the
Public International Law & Policy Group
and
Covington & Burling LLP
July 2023
Executive Summary

The UN Special Rapporteur on Truth, Justice, Reparation and Guarantees of Non-Recurrence (“Special Rapporteur”) is one of the Special Procedures of the UN Human Rights Council. These are independent human rights experts with mandates to report and advise on specific human rights concerns, and to engage in advocacy and raise public awareness of serious violations.

The Special Rapporteur has a broad mandate regarding transitional justice, *i.e.*, dealing with situations of transition from conflict or authoritarian rule where there have been gross violations of human rights and international humanitarian law. Key components of transitional justice mechanisms include establishing facts regarding past violations, securing the prosecution of perpetrators, providing redress for victims, and preventing future violations.

Fact finding by the Special Rapporteur is conducted through communications with affected States and country visits, and is heavily dependent on the cooperation of the countries in question. However, there is also a procedure by which organizations and individuals can make submissions to the Special Rapporteur, which is designed to allow information to be submitted as easily as possible. This submission procedure is likely to be particularly important to the Special Rapporteur’s work on Sudan given that the Sudanese government has not responded to recent communications and has not invited the Special Procedures to conduct country visits.

The Special Rapporteur has joined with other UN Special Procedures in seeking information on the situation in Sudan, and most recently the Coordination Committee of UN Special Procedures has indicated its serious concern about the impact of the current clashes between the Sudanese Armed Forces and the Rapid Support Forces. The Special Rapporteur can use information submitted through the complaints procedure to raise awareness through communications with Sudan, reports to the UN system and dealings with the news media. The Special Rapporteur can also use such information to advocate for the investigation of crimes, the prosecution of perpetrators, redress for victims in transitional justice arrangements in the peace process for Sudan. Awareness of these factors can hopefully both help stop ongoing violations and yield benefits for years to come.

© Copyright Public International Law and Policy Group, 2023. The Public International Law & Policy Group encourages the use of this document. Any part of the material may be duplicated with proper acknowledgment.
# Table of Contents

- Statement of Purpose ................................................................................................................. 1
- Introduction .................................................................................................................................. 1
- The Mandate of the Special Rapporteur — Transitional Justice ............................................. 2
- Tasks of the Special Rapporteur ................................................................................................. 3
- Communications .......................................................................................................................... 5
- Country Visits ............................................................................................................................. 6
- Submissions to the Special Rapporteur ....................................................................................... 8
- Conclusion: Benefits of Submissions to the Special Rapporteur Regarding Human Rights Violations in Sudan ......................................................................................................................... 10
THE CONFLICT IN SUDAN: UNITED NATIONS SPECIAL RAPPORTEUR ON TRUTH, JUSTICE, REPARATION AND GUARANTEES OF NON-RECURRENCE

Statement of Purpose

This Rapid Response Analysis explains the mandate of the United Nations Special Rapporteur on Truth, Justice, Reparation and Guarantees of Non-Recurrence and its relevance to the current conflict situation in Sudan.

Introduction

The United Nations Special Rapporteur on Truth, Justice, Reparation and Guarantees of Non-Recurrence (“Special Rapporteur”) is one of the Special Procedures of the UN Human Rights Council. The Special Procedures are independent human rights experts with mandates to report and advise on specific human rights themes or situations in specific countries. With the support of the United Nations High Commissioner for Human Rights (OHCHR), the Special Procedures engage in advocacy, raise public awareness and provide technical assistance. There are currently 45 thematic and 14 country-specific Special Procedures mandates.¹ There is no country-specific mandate for Sudan, a former mandate having ended in 2020.²

In recent months the Coordination Committee of Special Procedures has focused on the current crisis in Sudan, sparked by clashes between the Sudanese Armed Forces and the Rapid Support Forces. This ongoing conflict led to an alarming loss of life, with hundreds of thousands seeking refuge or being forcibly displaced from their homes, and with civilians in search of safety being subject to egregious human rights violations.³ In light of these developments, this Rapid Response Analysis therefore sets out the mandate and tasks of the Special Rapporteur, as well as the submissions procedure available to individuals and groups, concluding with an

assessment of the benefits of engaging the Special Rapporteur on the current situation in Sudan.

The Mandate of the Special Rapporteur — Transitional Justice

The Special Rapporteur’s mandate focuses on transitional justice, which means that it deals with situations of transition to peace from conflict or authoritarian rule in which there have been gross violations of human rights that constitute serious violations of international humanitarian law. The four pillars of transitional justice as reflected in the Special Rapporteur’s official title are the following:

- **Truth-seeking**: Investigations into past violations to ensure the victims and their families realize their right to know the causes of the violations, the reasons leading to their victimization, and the identity of perpetrators.

- **Justice**: Ensuring accountability for perpetrators and providing remedy for victims and affected communities are obligations under international law.

- **Reparations**: Providing material and symbolic benefits to victims or their families as well as affected communities.

- **Guarantees of Non-Recurrence**: Preventing future violations and reinforcing the rule of law and respect for human rights through institutional reforms, strengthening civil society and other initiatives.

The interlinkage of all these elements has been explained as follows:

Failure to prevent or halt systematic human rights violations increases the risk of violence, conflict and atrocity crimes. Transitional justice has made important contributions to establishing, operationalizing and realizing the rights to truth, justice and reparations. A comprehensive transitional justice policy can therefore contribute to breaking cycles of impunity.

---

and marginalization, which, if left unaddressed, increase the risks of recurrence.9

Under a comprehensive approach, transitional justice also includes measures such as memorialization, to ensure that future generations are informed and remain aware of past human rights violations, and reconciliation processes to promote healing and social cohesion.10

**Tasks of the Special Rapporteur**

The current Special Rapporteur on Truth, Justice and Reparation is Fabian Salvioli, a professor of international law at the University of La Plata in Argentina. He was first appointed in 2018, and his mandate was extended in October 2020 for an additional three years.11

The Special Rapporteur does not have direct enforcement power with respect to human rights violations. Rather, as noted above, the mandate focuses on information gathering, advice, reporting and raising awareness. The resolution extending the Special Rapporteur’s mandate sets out the tasks to be accomplished, including:

- Providing, upon request, technical assistance or advice on transitional justice issues;
- Gathering information on normative frameworks, national practices and experiences, studying trends, developments and challenges, and making recommendations;
- Promoting good practices and lessons learned, and identifying potential improvements;

---


• Developing a dialogue and cooperating with governments, international and regional organizations, national human rights institutions and non-governmental organizations (NGOs), as well as relevant United Nations bodies and mechanisms;

• Making recommendations concerning judicial and non-judicial measures to address gross violations of human rights and international humanitarian law;

• Studying transitional justice implementation, in cooperation with States and relevant United Nations bodies and mechanisms, international and regional organizations, national human rights institutions and NGOs;

• Conducting country visits and responding promptly to invitations from States;

• Raising awareness of the value of a systematic and coherent approach when dealing with gross violations of human rights and serious violations of international humanitarian law, and making relevant recommendations;

• Integrating gender perspective and victim-centered approaches; and

• Reporting annually to the Human Rights Council and the UN General Assembly.

In particular, the Special Rapporteur has emphasized that “meaningful participation” of victims is integral to transitional justice and that “none of the proclaimed goals can happen effectively with victims as the key without their meaningful participation.”12 One scholar identified two main reasons for the importance of survivor participation:

First, survivors are in the best position to contribute not only evidence on how atrocities took place, but also the context in which they happened, setting the stage for meaningful prevention of future atrocities. … Second, as rights-holders, survivors bring a level of

---

credibility and sustainability to the acceptance of peace accords and transitional justice mechanisms. This, in turn, encourages other survivors to come forward, building society’s trust in and acceptance for the proposed remedies along the way.13

The Special Rapporteur has three main information-gathering pathways. First, the Special Rapporteur may issue communications setting out allegations of human rights violations and requesting a response. Second, upon the request of affected states, the Special Rapporteur may conduct country visits. Third, anyone—individuals, groups, civil-society organizations, intergovernmental entities, national human rights bodies, and others—can make submissions to the Special Rapporteur, with the procedure designed to enable information to be submitted as easily as possible.

Communications

Communications are letters sent to governments and other duty-holders, such as intergovernmental organizations, businesses, and military or security companies, setting out allegations of human rights violations and requesting a response. Communications also function as the basis of reports to the Human Rights Council, thereby raising public awareness.14

Unlike communications procedures established under human rights treaties, the Special Rapporteur may issue communications regardless of whether domestic remedies have been exhausted, and they do not preclude appropriate judicial measures at the national level.15 They also do not require that the concerned country sign or ratify any international treaty.

With respect to past violations, the communications set out the relevant facts and applicable law and request a substantive response within two months. This response should explain which measures have been taken to investigate and punish


alleged perpetrators, provide assistance and compensation to victims, and prevent further violations.\textsuperscript{16}

Where alleged violations are threatened or ongoing, the communication will request that the concerned authorities take action to prevent or stop the violation. Where such alleged violations are time-sensitive, for instance because they involve a loss of life, life-threatening situations, or other imminent or ongoing damage of a grave nature, a communication may be issued as an urgent appeal, accompanied by issuing press statements.\textsuperscript{17}

In August 2022, the Special Rapporteur, together with mandate holders under eight other UN Special Procedures, issued a communication bringing to the attention of the Sudanese military authorities information regarding alleged human rights violations. These included allegations of sexual harassment and abuse, killing and injuring of individuals, and arbitrary detentions.\textsuperscript{18} Overall, six communications under the UN Special Procedures were sent to Sudan in 2022.\textsuperscript{19} The Sudanese authorities responded to only one case: an urgent appeal relating to a Sudanese women’s rights activist who had allegedly been arbitrarily arrested and forcibly disappeared.\textsuperscript{20} The response denied the allegations and asserted that the activist had been arrested and jailed for arms possession, but then released on bail.\textsuperscript{21}

\textit{Country Visits}

The Special Rapporteur may carry out country visits to obtain direct and first-hand information on human rights violations. Country visits are carried out only with the permission of the host state. Invitations may be issued at the request

of the Special Rapporteur or by the state on its own initiative. Some countries have issued standing invitations.\textsuperscript{22}

During a country visit, the Special Rapporteur may visit national and local authorities, including members of the judiciary and parliamentarians, members of national human rights institutions, NGOs, civil society organizations, victims of human rights violations, the UN and other intergovernmental agencies, as well as with the press when giving a press conference at the end of the mission. Findings, conclusions, and recommendations are then published in mission reports submitted to the Human Rights Council.\textsuperscript{23}

One country visit to Sudan under the UN Special Procedures was undertaken in 2018 by the Independent Expert on the Situation of Human Rights in the Sudan.\textsuperscript{24} That mandate ended in 2020, and there is currently no country-specific UN Special Procedure for Sudan. Additional requests for country visits by the Special Procedures have not received a response from Sudan, and Sudan has not issued a standing invitation.\textsuperscript{25}

However, three of Sudan’s neighbors (Chad, Central African Republic, and South Sudan) have issued standing invitations for country visits from UN Special Procedures, including the Special Rapporteur.\textsuperscript{26} These three countries host some 250,000 new refugees and returnees from Sudan\textsuperscript{27} and could provide opportunities for witness interviews and verification of allegations of human rights violations in Sudan.


Submissions to the Special Rapporteur

Anyone – individuals, groups, civil-society organizations, intergovernmental entities, national human rights bodies, and others – can make a submission to the Special Rapporteur. Submissions require neither the concerned country’s ratification of a specific treaty nor the exhaustion of legal remedies.  

Process

Submissions may be made through a structured online form available at https://spsubmission.ohchr.org/ or by mail to:

OHCHR-UNOG  
8-14 Avenue de la Paix  
1211 Geneva 10  
Switzerland

Groups of organizations can also write a joint letter to the Special Rapporteur (hrc-sr-truth@un.org) although the Special Rapporteur’s preference is for submissions to be conducted through the online form.

Content of Submissions

The online submissions form requests several categories of information, including:

- Regarding the victims, whether they are individuals, groups, or civil society;
- Regarding the submitter, whether they are individuals or groups;
- Disclosure consent (as discussed further below);

---

• Case details: country, description of the incident (what happened; when (date/time); who was involved), any additional information (with a limit of 3 files of 3 MB each); and

• Information on the individual(s)/authority(ies)/organization(s) (perpetrator(s)) allegedly responsible for the incident.\textsuperscript{31}

The identity of alleged victims is generally included in communications with governments and others. But if the alleged victims or their representatives make it clear in the submission that there exist concerns relating to the security of the alleged victims, the Special Rapporteur may exceptionally decide to withhold the victims’ names from the communication. In addition, the names of alleged victims under 18 years of age or alleged victims of sexual violence are not published. As compilations of allegations are also reported to the Human Rights Council, it is important that the alleged victims and their families or representatives indicate in their submissions whether they consent that their names be disclosed in communications, as well as in a public report to the Human Rights Council.\textsuperscript{32}

\textit{Criteria for Evaluation of Submissions}

Submissions are evaluated by the Special Rapporteur based on criteria including the following:

• The allegations should not be manifestly unfounded or politically motivated;

• The allegations should contain a factual description of the claimed violations of human rights;

• The language in the allegations should not be abusive;

• The allegations should be submitted on the basis of credible and detailed information by a person or a group of persons claiming to be victim of violations or by any person or group of persons, including NGOs, acting in good faith in accordance with principles of human rights; and


• The allegations should not be exclusively based on reports disseminated by mass media.33

Process Upon Receipt of Submissions

The Special Rapporteur endeavors to react to submissions as quickly as possible, and can initiate a case within 24 hours of receiving a submission.34 As noted above, the Special Rapporteur may issue a communication to the concerned state requesting clarification and remedial and/or preventive action, may request permission to conduct a country visit, and may engage with the press.

Conclusion: Benefits of Submissions to the Special Rapporteur Regarding Human Rights Violations in Sudan

The ongoing conflict in Sudan is causing alarming loss of life and egregious human rights violations. Furthering the investigation of such violations, the prosecution of perpetrators, reparations for victims and preventing future violations are at the core of the Special Rapporteur’s transitional justice mandate.

As one of the UN Special Procedures, the Special Rapporteur can help fill gaps where Sudanese government authorities may not be willing or able to investigate or prosecute relevant violations, where remedies may not be available to victims under Sudanese domestic law, or where Sudan may not have ratified international human rights treaties that could provide jurisdiction for other mechanisms.

As illustrated by the Special Rapporteur’s recent reports on country visits to Croatia35 and Bosnia and Herzegovina,36 gathering specific information on human rights violations is essential for truth seeking and facilitating criminal prosecutions

for perpetrators of serious human rights violations. Prosecuting and punishing human rights violations has been a particular focus of the Special Rapporteur’s work, including with regard to the responsibility of non-state actors. The Special Rapporteur has also emphasized the role of transitional justice mechanisms in preventing future crimes, and not just in prosecuting past crimes.

The Special Rapporteur could conduct field visits to Sudan’s three neighboring countries (Chad, Central African Republic, and South Sudan) to obtain information from interviews with Sudanese refugees and returnees currently residing in these countries. However, the Special Rapporteur’s ability to gather information through communications to Sudan and country visits in Sudan is dependent on Sudan’s consent and willingness to respond. Sudan has not responded to recent Special Procedures communications and has not invited the Special Rapporteur or other Special Procedures mandate holders to visit the country, such that the Special Rapporteur’s ability to gather information by these means is limited.

As a result, information received regarding human rights violations in Sudan through the complaints submission procedure can make an invaluable contribution to the Special Rapporteur’s work on Sudan. Submissions by or on behalf of victims are of particular interest given the Special Procedures’ victim-centered approach. The Special Rapporteur’s participation in the August 2022 communication to the Sudanese military authorities and the overall focus of the UN Special Procedures on the current conflict in Sudan suggest submissions regarding past, ongoing and threatened human rights violations in connection with the current conflict would be given high priority by the Special Rapporteur.

The Special Rapporteur’s role is essentially an advisory one. He cannot directly intervene or prosecute violations. However, the Special Rapporteur can –

---


through communications with the Sudanese government, reports to the UN system and dealings with the news media – make an important contribution to raising awareness of violations in the international community and advocating for the prosecution of perpetrators and rights of redress for victims in transitional justice arrangements that are likely to be part of the peace process in Sudan. Awareness of these factors can hopefully both help bring the ongoing human rights violations to an end and yield potential benefits that galvanize months or years into the future.