

Brussels, 20 October 2025
(OR. en)

14231/25

COAFR 277
CFSP/PESC 1497
COPS 515
DEVGEN 183
COHOM 153
COHAFA 83

OUTCOME OF PROCEEDINGS

From: General Secretariat of the Council
To: Delegations
Subject: Council conclusions on Sudan

Delegations will find attached Council Conclusions on Sudan, approved by the Foreign Affairs Council at its meeting on 20 October 2025.

Council conclusions on Sudan

1. The European Union (EU) strongly condemns the ongoing conflict in Sudan, which, for a third consecutive year, continues to cause the loss of thousands of lives and immense hardship for the Sudanese people, and poses a serious threat to stability and security across the wider region.
2. The EU is extremely concerned about the unity, territorial integrity and stability of Sudan, which are at serious risk, with increasing fragmentation along political and ethnic lines. This is further exacerbated by the emergence of parallel governing structures, which we strongly condemn. Therefore, the EU reaffirms its steadfast commitment to the sovereignty, unity and territorial integrity of Sudan. The EU rejects any attempts to partition Sudan.
3. As co-chair of the Paris and London conferences for Sudan and neighbouring countries, the EU has illustrated its commitment to support the people of Sudan and to play an active role in addressing the conflict in a comprehensive way.
4. The EU's asks for increased engagement with all parties to the conflict are as follows: a) constructive engagement in negotiations towards an immediate ceasefire and in a credible inclusive peace mediation process, leading to a sustained cessation of hostilities; b) ensuring rapid, unimpeded and sustainable humanitarian access and the protection of civilians across all of Sudan; c) credible commitments to facilitate a genuinely inclusive, representative and independent civilian governance; d) restoring and strengthening rule of law, accountability, respect for international law, including international humanitarian law and human rights law, and justice in Sudan.

5. The EU will engage with all parties to the conflict, as relevant for attaining the above-mentioned objectives, while being mindful of not thereby legitimizing any governing structure outside of an inclusive civilian-led political transition. The EU will increase such engagement, provided there is credible progress towards achieving the EU's key asks. The EU will remain actively engaged, including at the highest level, in efforts to find a sustainable end to the conflict. In doing so, the EU will act with one voice, promoting inclusive formats and ensuring full coordination with relevant like-minded actors. It will continue to employ, and where possible intensify the use of the full range of foreign policy instruments at its disposal — including, where appropriate, targeted restrictive measures — to achieve a peaceful resolution to the crisis.
6. The Sudanese crisis is putting at risk areas where both the EU and Africa share key strategic interests, such as the fight against terrorism, irregular migration and trafficking in human beings, safeguarding regional stability as well as maritime security in the Red Sea. The EU is highly concerned about the risks of spill-over of the conflict, notably in the Horn of Africa and in the Sahel and its effects on irregular migration flows towards Europe.
7. The EU underscores that the primary responsibility for ending the conflict lies with the leadership of both the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF), as well as those providing them with direct, and indirect support. The EU urges all parties to the conflict to engage constructively in inclusive ceasefire negotiations and highlights the urgent need for a credible inclusive mediation process leading to a just, comprehensive and lasting peace. The EU also urges all external actors directly or indirectly supplying arms, financial support, or support of any other kind to the warring parties to immediately cease such support and to comply with the UN arms embargo.

8. The EU will continue to work closely with partners on coordinated regional and international mediation efforts, particularly those led by the African Union (AU), United Nations (UN), the Intergovernmental Authority on Development (IGAD), Saudi Arabia and the United States. The EU welcomes the efforts of the Quad (US, Saudi Arabia, Egypt and the UAE) with the latest statement on restoring peace and security in Sudan. The EU's efforts to maintain open channels of communication with all parties and support finding a sustainable end to the conflict are reinforced also through the engagement of the EU Special Representative for the Horn of Africa, including with an initiative on the protection of critical infrastructure, as well as through support to engagements with Sudanese civilian actors. The EU Initiative for the Protection of Critical Infrastructure, rooted in the Union's engagements with all sides of this conflict, is an expression of the EU's active and integrated approach to mediation in this conflict and serves to operationalize the need for protection of civilians in Sudan.
9. The EU reiterates the importance of an inclusive and transparent, Sudanese-led political process, aimed at achieving independent civilian governance. It is essential that this process safeguards the full, equal and meaningful participation of women, youth, and persons belonging to marginalised communities from regions particularly affected by conflict. The EU also emphasises and advocates for the vital role of civil society, which ensures that any political dialogue truly reflects the aspirations and diverse voices of the Sudanese people.
10. The EU is deeply concerned by the alarming deterioration of the humanitarian crisis in Sudan, as the conflict led to and continues to fuel the most severe humanitarian catastrophe globally with confirmed famine in parts of the country. Of particular concern are the alarming reports of unprecedented level of violence and attacks against civilians, including sexual and gender-based violence and the serious impacts of the conflict on women and girls. The EU urges all parties to uphold their obligations under international humanitarian law and human rights law by using every possible measure to protect civilians and civilian objects. The EU will seek to leverage its diplomatic engagement and work together with partners to advance concrete measures for the protection of civilians and civilian infrastructure. The EU also commends the neighbouring countries for the support provided to the victims of the conflict seeking protection beyond Sudanese borders.

11. The EU is witnessing an alarming shrinking of humanitarian space. Bureaucratic impediments and other forms of obstruction continue to prevent life-saving aid from reaching those most in need. Furthermore, the war in Sudan has become one of the deadliest for aid workers anywhere in the world. The EU urges all parties to the conflict to remove without delay all barriers hindering the delivery of humanitarian assistance and ensure immediate, unconditional, safe and unhindered humanitarian access, cease deliberate obstructions and protect civilians, including humanitarian workers, in line with their commitments in the Jeddah declaration and in accordance with international humanitarian law. The EU commends the courage and dedication of both local and international humanitarian workers, including mutual aid groups like the Emergency Response Rooms (which received the 2025 EU Human Rights Prize) and volunteer's initiatives, largely driven by women's engagement, who continue to provide life-saving assistance under extremely challenging conditions.
12. The EU is gravely concerned by the widespread and well-documented violations of international humanitarian law and human rights law across Sudan. The EU unequivocally condemns all such atrocities, many of which have been employed systematically and at an alarming scale and have had a devastating impact on the civilian population, particularly on women and children as well as persons in vulnerable situations. The EU recalls obligations under International Humanitarian Law and UN Security Council Resolution 2736 (2024) and demands that the RSF halt the siege of El Fasher and calls for the withdrawal of all fighters that threaten the safety and security of civilians.
13. The EU underscores the critical importance of ensuring accountability for all violations of international law, including violations of international humanitarian law and human rights law. Persisting impunity breeds new atrocities. The Independent International Fact-Finding Mission (IIFFM) for Sudan's report found that both parties to the conflict violated international law, amounting to international crimes, with the RSF having committed war crimes and crimes against humanity and the SAF having committed violations of international humanitarian law and human rights law, which also amount to war crimes. The EU remains committed to supporting efforts to document and investigate such violations. The EU condemns the systematic censorship and suppression of media freedom through arrests, attacks and threats against human rights defenders, journalists and media workers, contributing to impunity and widespread misinformation.

14. In this context, the EU recognises and strongly supports the vital role played by civil society actors, human rights organisations, and accountability mechanisms, including the IFFM for Sudan, the UN designated expert on human rights in Sudan, the Office for Sudan of the UN High Commissioner for Human Rights, the International Criminal Court and the African Commission for Human and Peoples' Rights-mandated Joint Fact-Finding Mission for Sudan. The EU will continue to advocate for expanding the mandate of the ICC and of the arms embargo to the whole country. The EU calls on all parties to fully cooperate with these entities. Accountability for breaches of the Vienna Convention on the diplomatic relations (such as systematic looting of diplomatic missions and residences) should also be ensured.
15. In responding to the ongoing conflict, the EU has stepped up its humanitarian effort and will continue to provide needs-based and principled emergency life-saving support to ensure immediate relief and protection to most vulnerable populations wherever they are. This includes responding to the severe food security and nutrition crisis in the country and humanitarian support to basic services. The EU is also providing support to those who fled to neighbouring countries and their hosts.
16. The EU remains committed to supporting the resilience of the Sudanese population, in line with the humanitarian-development-peace nexus. It stands ready to contribute to the rehabilitation of essential social services across all of Sudan, as soon as political conditions allow, and to support safe, dignified and voluntary returns of the displaced Sudanese and refugees. Sudan's long-term economic recovery will rely on peace settlement and establishment of civilian-led transition government as well as comprehensive macroeconomic reforms, debt relief, access to financing, and sustainable foreign investment — all of which are closely linked to the establishment of a well-founded, representative and inclusive political process, ensuring accountability and strengthening the rule of law.
17. The EU acknowledges the inherent rights of the Sudanese people to freedom, peace, and justice, and reiterates its steadfast commitment to accompanying Sudan in its efforts to preserve its unity and territorial integrity, and to achieve lasting stability, democracy, and sustainable prosperity.