

Comparison of Governance System Proposals in Alliance Documents

18 February 2026

	“The Transitional Constitution of the Republic of Sudan, 2025” - TESIS	Sumoud Proposals	1. TMC¹ and FFC² 2019 Constitutional Charter for Transition Period³ 2. Transitional Sovereignty Council amendments to the 2019 Constitutional Charter for Transition Period
Political structure	<p>Region-based decentralized system of governance with three levels: (1) the Federal Level; (2) The Regional Level; and (3) The Local Government Level [Art. 51(1)]</p> <p>Eight regions: Khartoum Region; Eastern Region; Northern Region; Darfur Region; Central Region; Kordofan Region; Southern Kordofan/Nuba Mountains Region; New Funj Region [Art. 52(1)]</p>	<p>Three tier federal system proposed. (1) Federal level; (2) Regional level; and (3) Local level</p>	<p>[The 2019 Constitutional Charter established 3 tier level of government: (1) Federal; (2) Regional/Provincial; (3) Local]</p> <p>A four-tier federal system of governance is proposed in the 2025 amendment (Path to Peace and Stability). (1) Federal level; (2) Regional level; (3) State level; (4) Local level.</p>
Systems of election and selection	<p><u>National:</u> Members of Presidential Council [Art 67]: Fifteen-person council; governors of the 8 regions listed above to serve as deputy chairs for their respective region.</p>	<p><u>National:</u> Members of Presidential Council: Three-person Transitional Sovereignty Council made of President and 2 other members⁵</p>	<p><u>National:</u> [The 2019 Constitutional Charters establishes a 11-member Sovereignty Council comprising 5 military and 5 civilian members, plus additional 1 member selected jointly by</p>

¹ Transitional Military Council

² Forces of Freedom and Change

³ The Constitutional Charter for 2019 Transitional Period was agreed upon by Forces of Freedom and Change (FFC) representing the civilians and the Transitional Military Council (TMC) comprising of Sudan Armed Forces (SAF) and Rapid Support Forces (RSF). The 2025 amendments were unilaterally enacted by Transitional Sovereignty Council, which was by then comprised of SAF and civilian actors aligned to SAF. The 2025 amendments removed any references for FFC and RSF. Provisions of the 2019 Constitutional Charter are in parentheses []

⁵ There is no provision on procedure for election/selection

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	<p>Transitional Council of Ministers [Article 71] Comprises of Prime Minister and 16 other Ministers “<i>chosen by the signatory forces of the Sudan Founding Charter through consultation.</i>”</p> <p><u>Sub-national:</u> Governors of Regions appointed by Sudan Founding Alliance [Art. 52(2)]</p> <p><u>Local Councils:</u> These will be established by law [Article 54(2)] and their formation to be supervised by signatories of Founding Charter</p> <p>Two phases of transition [Article 45]: phase 1 begins when the Transitional Constitution enters into force⁴ until the war officially ends; phase 2 begins at end of phase 1 and will run for 10 years</p>	<p><u>Transitional Council of Ministers:</u> Led by prime minister and undefined number of ministers. Procedure for selection/appointment not provided⁶</p> <p><u>Sub-national:</u> No provision made for selection/appointment of governors</p> <p>Two transition periods, each of five years, proposed. First period to culminate in general election⁷. Elected administration to govern for the next five years to complete the foundational tasks.</p>	<p>civilians and military. Will represent diversity of Sudan, including women].⁸</p> <p>The February 2025 amendments increased military members in Sovereignty Council to 6, replaced civilians with peace agreement signatories (3 representatives) and 2 representatives for women and regions.</p> <p><u>Council of Ministers⁹:</u> [Under 2019 Constitutional Charter, cabinet comprises of a Prime Minister and not more than 20 Ministers Sovereignty Council appoints Prime Minister, who in turn appoints ministers (appointment is subject to confirmation by Sovereignty Council)].</p> <p>The 2025 amendments (Path to Peace and Stability) introduce position of Deputy Prime Minister and State Ministers and increases number of ministers to 26. Provides for framework for appointment to be agreed during Sudanese-Sudanese dialogue.</p>

⁴ The Transition Constitution have no provision of when it will enter into force, i.e. become operational

⁶ Text suggests that positions will be distributed to the regions, according to the population. Other criteria include efficiency and specialization

⁷ As the first transitional period is expected to culminate in general election, it should be assumed that one of the responsibilities of the administration will be to prepare for the elections.

⁸ Under the 2019 Constitutional Charter, Sovereignty Council is headed by Head of State, who is the symbol of unity and sovereignty. A reading of article 10 implies role of Head of State was intended to be largely ceremonial. This has turned out not to be the case with Head of Sovereignty Council wielding significant executive powers

⁹ The 2019 Constitutional Charter refers to ‘cabinet’ while in the 2025 amendments, the language of council of ministers is used.

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			<p><u>Regional level:</u></p> <ul style="list-style-type: none"> • [The 2019 Constitutional Charter provides for appointment of provincial/regional governors by Sovereignty Council. Provides for local government functions to include promoting participation and avenue for expression of people’s needs.] • The 2025 amendment (Path to Peace and Stability provides details of structure of regional/provincial executive: it is to comprise of governor, ministers and commissioners. Number and functions to be determined by law <p><u>State level:</u></p> <ul style="list-style-type: none"> • [The 2019 Constitutional Charter has no provision on state level government: only federal, regional and local] • Under the 2025 amendment (Path to Peace and Stability), executive to comprise of governor and general managers of ministries <p><u>Local level:</u></p> <ul style="list-style-type: none"> • [The 2019 Constitutional Charter has no provisions on composition of local level government] • The 2025 amendment states “law will be enacted to define its (local government) powers” <p>[The 2019 Constitutional Charter set a 39-month transition period, commencing on 4 August 2019.]</p>

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			The February 2025 amendments provide for 39-month transition period commencing on date the amendments are published in official gazette ¹⁰
Executive	<p><u><i>National:</i></u> Presidential Council; 15 members selected by Sudan Alliance; Decisions by a two-thirds majority</p> <p>Prime Minister and Transitional Council of Ministers (16 Ministers). Appointment of ministers to ensure women’s participation [Article 73(1)]</p> <p><u><i>Sub-National:</i></u> Regions to be headed by Governor [Article 52(2)]. Structure of regional government to be determined by regional constitutions [Article 53(1)]</p> <p><u><i>Local government:</i></u> These will be established by law [Article 54(2)]. No further provision made</p>	<p><u><i>National:</i></u> Composition is as outlined above, i.e. 3-person transitional sovereignty council. Documents do not have provisions on powers and decision-making procedures</p> <p>Provisions for transitional council of ministers is as above. Proposals do not contain provisions of powers and decision-making procedures</p> <p><u><i>Sub-National:</i></u> There is no provision for selection, appointment, powers and decision-making procedures for sub-national government</p>	<p><u><i>National:</i></u> Composition of Sovereignty Council (under both the 2019 Constitutional Charter and 2025 amendments) is as outlined above.</p> <p>Executive to comprise of Prime Minister, Deputy PM, Ministers and State Ministers. Prime Minister to be appointed by Sovereignty Council; cabinet to be appointed by Prime Minister and approved by Sovereignty Council.</p> <p><u><i>Sub-national:</i></u> Under the 2025 amendments, regions and states to be headed by Governor assisted by ministers and commissioners (regions) and general managers of ministries (state). Number of members and functions of the sub-national units to be determined by law</p>
Legislature	<p><u><i>National level:</i></u> Bi-cameral legislature: Foundational Legislature composed of the Council of Regions and the House of Representatives [Article 56(1)]</p>	<p><u><i>National level:</i></u> Bicameral legislature proposed. Consists of House of Representatives and House of Region Representatives/Council of Regions</p>	<p><u><i>National level:</i></u> [The 2019 Constitutional Charter establishes a 300-member legislative council with 40% of seats reserved for women. Members of National Congress Party and allies in the pre-2019 regime are excluded].</p>

¹⁰ This 39-month period can be shortened if national consensus is reached or elections held

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	<p>The Council of Regions – 24 members; House of Representatives – 177 members Min. 40 % women members</p> <p><u>Regional level:</u> Legislative council to be established for each region [Article 53(2)]. Council to reflect diversity of people in the region</p> <p><u>Local level:</u> “A law shall establish local councils that ensure grassroots representation, and their formation shall be supervised by the forces that signed the Sudan Founding Charter within the locality.” [Art. 54(2)]</p> <p>“The local level shall have the right to organize all its local affairs within the limits defined by law” [Art. 54(3)]</p>	<p>There is no provision of number of members. Council of Regions shall ensure equal representation of the regions; House of Representatives to reflect population distribution across the regions</p> <p><u>Regional level:</u> No provisions made</p> <p><u>Local level:</u> No provisions made</p>	<p>The 2025 amendments repeal provisions on the legislative council and replace it with Transitional Legislative Authority, which is to comprise of the sovereignty council and council of ministers¹¹.</p> <p><u>Regional level:</u> There is no provision made for sub-national legislative assemblies.</p> <p><u>State Level:</u> No provision is made for state level legislative assembly/council.</p> <p><u>Local Level:</u> No provision is made for local level legislative assembly/council</p>
Public participation	<p>No explicit provision. Nonetheless, there are clauses in both Founding Charter and Transitional Constitution which facilitate participation. Examples are provided below.</p> <p><u>Founding Charter:</u></p>	<p>No explicit provision. Under the foundational principles: (1) people are recognized as source of all power and legitimacy; and (2) decentralized federal civil governance system will ensure broad and fair grassroots participation</p>	<p>No explicit provisions in both the 2019 Constitutional Charter and the 2025 amendment.</p> <p>1. Political participation and fair representation are identified as national pillars. Section also emphasizes participation of women and youth in political, social and developmental processes</p>

¹¹ By having the Sovereignty Council and the Council of Ministers legislate, there is no separation of powers and oversight on the executive (Sovereignty Council and Council of Ministers) is weakened. Key allies of the SAF dominated Transitional Sovereignty Council have objected to these amendments and proposed that Transitional Legislative Council be retained and its membership to comprise signatories to Juba Peace Agreement (25%), political parties (40%), armed groups (20%), and the remaining 15% to be shared among civil society, regions, religious leaders/native administration, refugees/migrants/expatriates and movements that did not sign the Juba Peace Agreement

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	<ol style="list-style-type: none"> 1. Sovereignty belongs to the people, and they (people) are source of all authority 2. Democratic and pluralistic society in which people elect their leaders 3. Decentralized system of governance established to ensure fair and broad popular participation 4. Enhancing rights of all citizens to political participation and oversight is a principle of governance <p><u>Transitional Constitution:</u></p> <ol style="list-style-type: none"> 1. Sovereignty belongs to the people [Article 8] 2. Right to political participation [Article 33], including establishing and joining political parties 3. Citizen engagement is a principle guiding distribution of power [Article 55(2)] 4. Preferential measures to be undertaken to ensure representation of youth, women, persons with disabilities in public service [Article 90(3)] 		<ol style="list-style-type: none"> 2. Expanding opportunities for youth and women in managing state affairs is identified as task for the transition period 3. [The 2019 Constitutional Charter mandates state agencies to repeal laws restricting fundamental freedoms or institutionalizing discrimination to be repealed. These actions will have the effect of expanding opportunities for participation] 4. [The 2019 Constitutional Charter acknowledges sovereignty as belonging to the people; this expands opportunities for participation] 5. The Sudanese-Sudanese dialogue, which will establish the constitutional arrangements for managing the transition period will be a participatory process, giving everyone opportunity to contribute to governance and political ideology of the country
Traditional and customary arrangements	<p>There is no explicit provision. Several sections/articles of both Founding Charter and Transitional Constitution can be interpreted as supporting/advancing customary arrangements.</p> <p><u>Founding Charter:</u></p> <ol style="list-style-type: none"> 1. Diversity as source of cultural and social enrichment 	<p>No explicit provision. Under foundational principles, discrimination on basis of culture, ethnicity, language or religion is prohibited. This can be expanded to safeguard culture/customary practices</p>	<p>Not explicitly mentioned.</p> <ol style="list-style-type: none"> 1. Under peace and unity section in the 2025 amendments, there is reference from transition from exclusionary practices by, among others, strengthening legal, customary and ethical guarantees. 2. [Article 65 of 2019 Constitutional Charter recognizes right of ethnic and cultural groups to use their language and observe their religion or customs]

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	<u><i>Transitional Constitution:</i></u> 1. State has responsibility to address needs of specific ethnic and cultural communities [Article 12(3)] 2. Combat customs and traditions that diminish women’s dignity or undermine their status [Article 22] 3. Each community have a right to enjoy, develop and promote their culture [Article 42] 4. Discrimination on basis of culture is prohibited [Preamble]		3. One of the agenda items for the Sudanese-Sudanese dialogue is identity. As identity is closely related to culture, it can be concluded that this forms basis for further discussions on traditional/customary arrangements