Refugees fleeing Khartoum and other unsafe areas in Sudan have arrived in White Nile State, which already hosted a large population of refugees in ten camps prior to the outbreak of conflict on 15 April 2023. Photo: UNHCR/Mohammed Ibrahim
Operational Context & Analysis

Clashes between the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF) entered their second month with detrimental impacts on civilians and on the humanitarian space. The number of persons with protection and humanitarian needs, already critical before the crisis with more than a third of the population requiring humanitarian assistance\(^1\), has multiplied in all parts of Sudan either with those directly affected by the conflict or those suffering from the socioeconomic consequences, including scarcity of basic necessities, lack of access to basic services, disruption of economies and livelihood, as well as disruption of humanitarian aid. Food and medical supply shortages persist, with protection risks on the rise to compensate. Over 1.5 million people have been displaced within and outside Sudan, with over 1.2 million internally displaced mostly in West Darfur, White Nile and River Nile. Numbers keep increasing as the conflict continues unabated despite the declared humanitarian ceasefire\(^2\). Civilians are fleeing to neighbouring countries and as of 29 May, more than 360,000 people have crossed international borders\(^3\). Displacement figures continue to rapidly change as the security situation evolves.

Population movement from Sudan as of 29 May 2023

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\(^3\) Additional information can be found on the Sudan Situation Portal at https://data.unhcr.org/en/situations/sudansituation
The conflict between SAF and RSF has also triggered intensified intercommunal conflict in certain parts of the country, particularly in West Darfur. This has caused the displacement of at least 250,000 individuals including and devastating effects on the availability of health services, markets, food, water supply and electricity including due to the forced suspension of numerous humanitarian programs addressed to both IDPs and refugees.

Serious violations of human rights and international humanitarian law continue to be reported, taking a high toll on civilian lives, as well as on civilian infrastructure, public and private properties. With the breakdown or absence of the law enforcement agencies, rampant looting of civilian, public as well as humanitarian premises, including UNHCR Offices and warehouses, continue to be reported, particularly in Khartoum and in almost all Darfur states.

While the seven-day humanitarian ceasefire entered into force, the fighting between the SAF and the RSF continued. Prospects for an extension of the truce is further compounded by mobilisation calls made by the parties, raising alarming implications on the evolving humanitarian situation in the country. Wherever possible, UNHCR and other humanitarian partners are trying to access populations at high risks with a view to assess their most immediate needs and deliver protection and assistance particularly through local partners and local communities, who are playing a critical forefront role in this emergency response.

The severity of conflict in the capital Khartoum has led to a significant interruption of work of several government entities that administer national protection and assistance systems. As such, UNHCR has scaled-up service provision, coordination, and cooperation with state-level authorities, in other areas relatively less affected by the conflict and where several refugees from Khartoum and other locations have sought safety. In East Sudan and White Nile State, the Commissioner for Refugees and the Humanitarian Aid Commission have significantly increased service delivery in response to the influx of persons fleeing the conflict, in close coordination with UNHCR and under relevant coordination mechanisms. Connectivity has also been challenging, breaking down existing communication systems between people, including with persons of concern.

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4 IOM Sudan. DTM Sudan Situation Report (6), available at: https://dtm.iom.int/reports/dtm-sudan-situation-report-6
Key Trends & Figures

Prior to the conflict, Sudan was already grappling with protracted displacement. According to the Humanitarian Response Plan for 2023, Sudan was home to over 3.7 million IDPs. As the conflict continues, it is expected that the number of newly displaced population will likely increase beyond the 1.2 million already currently reported at interagency level. If the security situation allows for mobility, many of them may also attempt to seek refuge into neighbouring countries, particularly Chad and Egypt, as consultations with the new arrivals in those countries have revealed.

A significant number of the 308,000 registered urban asylum seekers and refugees living in Khartoum, mostly from Ethiopia, Eritrea, South Sudan and Syria, have been displaced as the conflict raged in town. Despite attempts to work with communities and to establish communication systems via hotlines and other digital tools, is not clear how many of them remain confined in the capital.

Currently, registration activities aim at limiting data loss, protect personal data, and collect and verify refugee population data in new refugee gathering sites in the East and the South of Sudan, to draw realistic population estimates for protection and assistance delivery. In specific locations in White Nile, 75 percent of verified relocated households are demands of new registration.

Based on the data so far collected, it is estimated that over 159,000 refugees and asylum seekers may have fled to Port Sudan, White Nile, and East Sudan states (Blue Nile, Kassala and Gedaref). The majority comes from Khartoum state.

While remote protection monitoring indicates secondary displacements of refugees from Kordofan and Darfur States, the lack of access to affected locations affects the possibility to detect their numbers and needs.
Protection Risks

Physical security

**Civilians caught up in conflict.** Civilians have been killed, injured, assaulted, and robbed, especially in areas of intense fighting in Khartoum, Kordofan and Darfur States. On 24 May, the Sudanese Ministry of Health announced that hospitals throughout Sudan recorded 730 deaths, and 5500 injuries since the fighting started until May 23, but the actual figures are likely to be much higher. The ongoing conflict has completely disrupted daily life, with civilians sheltering with no access to electricity or running water and with depleting access to food and potable water. Civilians are at imminent risk of attack and conflict has escalated despite agreed ceasefires and commitments by the parties to abide by international humanitarian law. Consultations with IDPs who managed to arrive to safer locations in the East as well as newly arrived refugees in Chad and CAR have indicated how persons with specific needs, including GBV survivors, persons with disabilities, and older persons, have not been able to access safe areas for assistance.

While civilians have often been involuntarily caught in the confrontation between RSF and SAF, particularly given the urban character of the conflict, in locations such as West Darfur the physical safety and security of the civilian population has been threatened by the unleashing of intercommunal violence based on tribal affiliation. This has included the deliberate destruction of hundreds of homes, IDP sites, marketplaces, water points and other civilian infrastructure, aggravating sufferance and triggering multiple displacement. Conflict has also led to family separation and loss of contact with loved ones, both within the country, and across borders. Many incidents of forced disappearance were also tracked in Khartoum state.

**Rise in criminality.** The safety and security of the civilian population appears to be threatened by the collapse of law and order and the related widespread rise of criminality. Prison breaks and the absence of law enforcement actors have contributed to episodes of assaults, robberies, and other violent acts perpetrated against people attempting to reach services as well as against families on the move to reach safe destinations. Consultations with newly arrived returnees in South Sudan and Sudanese refugees in CAR have repeatedly revealed such episodes, resulting in loss of family assets, as well as physical harm and emotional distress.

**Risks of smuggling and human trafficking.** While smuggling networks were thriving before conflict erupted in Sudan, particularly in Gedaref and Kassala, the phenomenon appears to be on the rise in the aftermath of conflict. UNHCR received information that smugglers and traffickers have adjusted their modus operandi, shifting routes to meet the demand. Smugglers are reportedly charging USD 1,000-2,000 to facilitate irregular movement from the Shagarab camps to Egypt and Ethiopia. UNHCR has also received unconfirmed information of several attempted kidnapping from refugee camps in the East, purposely for trafficking to Libya. This may be partially imputed to the lack of alternative opportunities to reach the border and the urgency of people to escape security risks, and deprivation, often through risky routes. However, resorting to irregular crossing through smugglers appears increasingly linked to the lack of legal pathways to access territory, for undocumented and other categories of individuals, who may not be able to comply with the legal requirements requested for entry by neighbouring countries. It is anticipated that more refugees and other nationals will resort to smugglers should barriers to legal access to territory persist, and if visa requirements in neighbouring countries are not waived or reduced.
Deprivation, lack of services and competition over scarce resources

As a result of the conflict and the halting of humanitarian assistance as well as national and humanitarian services, the whole population has been unable to meet the most basic needs. This has been particularly challenging for refugees and IDPs living in sites across Darfur and highly dependent on humanitarian aid.

Apart from some locations where WFP has been able to conduct food distribution safely, food distribution has not been carried out for weeks or months, aggravating the already severe food insecurity in certain areas including in Darfur. Nutrition programs targeting malnourished children have been suspended, provoking tragic effects such as the death of 17 children in a week in an IDP site in South Darfur. The collapse of the banking system has affected all cash programming ongoing, including for refugees and IDPs.

Most of the healthcare facilities, particularly in Khartoum and in Darfur, have been directly affected in the fighting, looted, or have been non-operational due to lack of staffing. Those who may still be operating lack medical supplies and are not able to provide critical health services, making it impossible for people suffering from war-related injuries as well as affected by chronic illness and GBV survivors to be adequately treated. Additionally, WHO has reported the death of several children in East Darfur due to the lack of basic medical equipment⁶. The vast mental health and psychosocial support needs of a population traumatised by the conflict, including survivors of violence, remain largely unattended.

Deprivation and destitution are compelling families to resort to harmful coping mechanisms, including selling of assets and properties, but also more pernicious strategies such as child labour, sell and exchange of sex, and other forms of exploitative labour, heightening protection risks that remain unmitigated. Even when the security situation allows families to flee to safer areas within the country or to neighbouring countries, their arrival puts an unsustainable pressure on assistance and services at destination, in areas where humanitarian needs were already high. UNHCR’s scale up of infrastructures, assistance, and protection programs in refugee sites in the East and in the South of Sudan, often cannot keep up with the fast rate of arrivals. In recent days, food distributions in the East have not been able to cover all needs of all refugee population since the list of beneficiaries was still pre-dating the eruption of the conflict.

**Increased tensions due to lack of resources.** While UNHCR is fully operational in White Nile, Blue Nile, Kassala and Gedaref States, with banks closed and shortages of fuel and other basic commodities, the prices of basic items have skyrocketed, causing tensions within refugee sites as well as with the host community. This includes tensions, for example, over water in White Nile State, creating a need to increase water pumping hours and scale-up water trucking activities. Water has also been used to target vulnerable individuals, with water points in West Darfur being destroyed and reports of snipers targeting people around intact water points.

**Child Protection and Gender-Based Violence**

*Gender-based Violence, including conflict-related violence.* Reports of GBV, particularly conflict-related sexual violence against women and girls, are increasing at alarming trends, including through direct consultations with refugees arriving in receiving locations within Sudan and in neighboring countries. They are reportedly perpetrated by parties to the conflict against civilians both in Khartoum and in other areas, as well as when people are on the move. These acts go unpunished in the current breakdown of law and order and security vacuum. In addition, partners report increased instances in intimate partner violence along with high risk of sexual exploitation and abuse. Women and girls are at heightened risk of GBV, including in safer locations and within their homes, because of the acute socio-economic vulnerability, triggering harmful coping mechanisms such as sale...
and exchange of sex, as well as intimate partner violence notably stemming from rise in alcohol brewing.

In conflict areas, almost no response services are available to survivors. Due to the limited access to medical care, psychosocial support, and other specialized protection services, including cash and dignity kits, that humanitarian partners are unable to deliver in the absence of credible guarantees from the authorities, survivors remain unattended, suffering severe physical and emotional consequences with no care or redress.

On 24 May, the United Nations Special Representative of the Secretary-General on Sexual Violence in Conflict Pramila Patten, expressed grave concerns about reports of sexual violence against women and girls, including allegations of rape, in the context of the hostilities.

“I am very alarmed by emerging reports of sexual violence in different parts of Sudan and urge all parties to the conflict to comply with international human rights and humanitarian law, and in particular, to guarantee immediate and complete cessation of all violence against civilians, including sexual violence, as per their respective commitments in the ‘Declaration of Commitment to Protect the Civilians in Sudan’ and the ‘Agreement on a Short-Term Ceasefire and Humanitarian Arrangements’ signed in Jeddah on 11 and 20 May respectively.”

- Statement by the UN Special Representative of the Secretary-General on Sexual Violence in Conflict

Violations against children. Children, who were already among those most in need before the crisis (57% of the 15.2 estimated in needs based on the HRP 2023), have had their situation further exacerbated due to the ongoing conflict. Actors on the ground have identified grave violations affecting children, including killing, maiming, and recruitment into armed forces. The disruption of national child-care systems affects particularly those children who were already unaccompanied or living in institutional care. Even those refugees and IDP children who reached safe locations have seen their well-being severely affected by the interruption of education and health services; suffer from the exposure to conflict-related distress and trauma; experience neglect and deteriorated family environment due to severe destitution; and may experience involuntary family separation while on the move.

The lived experience of the conflict and the flight has had a severe impact on the mental health and psychological wellbeing of children, with signs of acute emotional distress widely reported amongst children as well as caregivers. The interruption of children’s access to school due to the halting of education and the sudden displacement around final exam time has hindered thousands of children from completing their course of study. Attendance rate at existing Child-Friendly Spaces has dropped, due to fleeing, as well as due to children being compelled to engage in various forms of occasional labour to support their family.

In the current disrupted socio-economic situation, the risk of neglect and exploitation of children is on the rise. Deprived from family attention and care, children are even more at risk of being induced into forced labour, recruited into armed groups and even trafficked, especially in East Sudan. In the East Sudan camps, reception centres and temporary shelters are overcrowded and, despite efforts, resources to address the specific needs of children, especially unaccompanied children, are lacking.

7 Press release by UN Special Representative of the SG on sexual violence
8 Fighting in Sudan rapidly worsening an already dire humanitarian situation for children, warn UNICEF, Save the Children and World Vision (26 April 2023)
Key Elements of the Protection Response

Follow-up on refugee population movements, verification and referrals. In cooperation with Sudanese authorities and through staff on the ground, UNHCR has mapped the new gathering sites where displaced refugees and IDPs have sought safety. Specifically for refugees, emergency data collection and registration is undertaken both in Gedaref and in White Nile, where the Commissioner for Refugees (COR) has scaled up their operational capacity to meet emerging needs, in emergency data collection and verification. Most of the registration activities aim to verify the movements of refugees and asylum seekers already registered in Sudan, to inform the planning of humanitarian assistance in areas of displacement and to identify and refer to partners individuals in urgent need for support. UNHCR presence and contact with authorities on the major routes towards Ethiopia and South Sudan allow to detect information on movements trends and challenges, and communications to UNHCR operations in countries neighbouring Sudan.

In parallel, UNHCR in Sudan continues to engage with the authorities to ensure that all spontaneous returns of refugees to countries of origin are voluntary and informed.

Protection monitoring. Where security and mobility allow, UNHCR teams conduct visits to refugee and IDP hosting areas, including the new sites in Port Sudan, East Sudan States and White Nile State. The Office consults communities with a view to get in-person feedback on ongoing protection risks and challenges in accessing services in close coordination with partners. Protections monitoring through community networks remains active through various activities in East Sudan and White Nile State. In locations affected by conflict, community volunteers who remain in those locations continue to be in touch with UNHCR via phone to report on the situation on the ground. Community outreach volunteers have been active in those areas, identifying protection issues, critical humanitarian and protection needs, challenges in accessing services and reporting on them with a view to help target the response. Where the security situation does not allow, UNHCR tries to maintain contacts with authorities and other key informants, amidst challenges in communication and connectivity.
Community-Based interventions. From the onset, the conflict showed how community-based structures and networks in urban areas as well as in refugee-hosting areas have been at the forefront of the response, in terms of information to access safety and services, basic assistance, display of solidarity and mutual help. However, because of the conflict and the displacement, several established networks of trained community volunteers have been disrupted and their safety has been prioritized. Given the essential roles that community-based structures continue to play in such challenging operational circumstances, new members are being identified to support remote monitoring in conflict areas and new volunteers are being recruited in safer locations such as East Sudan and White Nile State, to support the increasing number of new arrivals with reception, information on available services, distribution of assistance, psychological first aid. Community management networks have also been crucial in overcoming the disrupted delivery of essential services, such as water, in locations where UNHCR has been unable to access, including parts of Khartoum and Kordofan.

Child Protection. Partners on the ground in Gedaref, Blue Nile and White Nile are working to identify children at risk and provide them with needed support while access to child protection activities in Khartoum and parts of Kordofan and Darfur States has completely stopped. Kassala operates an unaccompanied children center in Shagarab camp that has provided safe space for children at risk, including those fleeing from Khartoum and other unsafe areas. Partners on the ground in Gedaref, Blue Nile and White Nile are working to identify children at risk (see below on education) and provide them with needed support while access to child protection activities in Khartoum and parts of Kordofan and Darfur States has completely stopped.

Education. In some states such as Gezira and White Nile where there has been a huge influx of displaced populations, advocacy and the eventual implementation of full Education in Emergencies (EiE) programs to cater for the needs of the school going children who have been displaced, alongside the expansion of existing education facilities, are being pursued.

Gender-based violence. Referral pathways to support GBV survivors have been updated in safe locations, such as in East Sudan and White Nile States, as well as parts of Darfur. GBV specialized services, including case management and psychosocial support and legal services, are being expanded to meet the needs of the new arrivals in East Sudan and White Nile states. Coordination mechanisms are also strengthened to provide integrated and multisectoral GBV risk mitigation and response. In White Nile, the GBV team works closely with Shelter and WASH focal points to ensure that construction modalities of communal shelters, latrines and water tap do not expose women and girls to the risk of GBV. Moreover, capacity building of Community-Based Protection Networks and community volunteers is done to safely handle disclosure of GBV and to raise awareness of risks in the community.

Mental Health and Psychosocial Support. During the crisis, UNHCR and partners have observed an increased stigma about accessing mental health services among affected persons. As such, a small number of people have approached service providers and UNHCR is working with partners on sensitization material to increase willingness to seek mental health support. UNHCR continues to co-chair a technical working group on MHPSS along with WHO. The group supports the mainstreaming of MHPSS in ongoing emergency programming (health, education, child protection and GBV). Plans are ongoing to provide training to frontliners on counselling and psychological first aid. In addition, it developed mapping on the available MHPSS services in the country to enhance the referral pathways for the most affected population. The TWG will work closely with stakeholders in the field, including UN agencies, to provide the required technical support.
Two-way Communication with Communities and feedback mechanisms. In addition to in-person monitoring and working with Community Outreach Volunteers, a participatory assessment is taking place in Gedaref to assess new needs. Hotlines managed by UNHCR national staff on the ground and partners are active in most locations to receive questions and provide counselling and advice on assistance and services, including to stranded refugees in Khartoum. So far, over 1,200 calls have been received. The office continues to explore options of low-bandwidth access to digital information through social media, including the launch of the HELP website for Sudan⁹ and establishment of a Telegram channel, for additional outreach.

Mitigation of risks of smuggling and trafficking. Specific focus has been put on prevention and risk mitigation of trafficking and smuggling. Telling the Real Story (TRS)¹⁰ community volunteers pursue outreach activities on the prevention of risky onward movements in Kassala and Gedaref camps. Messaging focused on understanding risks associated with irregular movement, smuggling and trafficking in persons and methods of recruitment used by criminal networks and their emissaries.

Protection from Sexual Exploitation and Abuse (PSEA). All activities to-date have been in respect of upholding UNHCR’s integrity and ensuring all personal and professionals conduct is at the highest standard. This includes the mainstreaming of PSEA standards throughout all operational response modalities. Staff and partners responding to the needs of refugees and IDPs have all been trained on the Code of Conduct and SEA reporting mechanisms. UNHCR continues to disseminate information on PSEA commitments and reporting mechanisms in-person, through hotlines, on the internet, social media and through partners, given that the risk of SEA is exacerbated due to depleted and limited resources within Sudan.

⁹ https://help.unhcr.org/sudan/ is available in English and Arabic
¹⁰ More information is available on the TRS website: https://www.tellingtherealstory.org/en/
Challenges & Opportunities

Security and other constraints for humanitarian operations. Escalation of the conflict in various hotspot locations continues to create operational constraints for UNHCR and partners. Safe passages have not been granted for UNHCR to conduct activities, including providing life-saving protection and assistance in conflict-affected areas.

Access to durable solutions. Some refugees who were under consideration for resettlement and complementary pathways to third countries have reportedly fled to safer locations in Sudan or across borders to neighbouring countries with the hope that their cases will continue to be processed. UNHCR continues to counsel refugees through existing communication channels, while strengthening coordination between the Sudan country operation, the Regional Bureau (Nairobi) and neighbouring countries in relation to all refugees with active cases who have independently moved onwards from Sudan or who have returned to their country of origin in adverse circumstances. Recipient States have equally committed to continue processing resettlement cases involving refugees previously registered in Sudan, following onward movement, so that resettlement continues to be an opportunity for safety and responsibility sharing with Sudan and neighbouring hosting States.

All activities that aimed at supporting refugees and individuals at risk of statelessness with nationality documentation and civil registration have been suspended due to the complete dysfunction of the Civil Registration authority in all states due to the collapse of the network and damage in infrastructure.

Surge of IDPs in East Sudan. East Sudan did not have an IDP footprint before the crisis. Considering that the operation in the East of Sudan is not affected by the direct fighting, this provides an opportunity for the existing services to be expanded to IDPs who seek safety in this region and for coordination mechanisms under UNHCR’s leadership to be expanded and adapted.

Severe economic constraints. Cash flow and lack of fuel have caused a surge of prices in a situation where hyperinflation prevailed prior to the conflict. Identifying available commodities in the local market is becoming increasingly difficult, negatively impacting the level of assistance provided. Many of UNHCR’s and partners’ warehouses are either inaccessible or have been looted. Cash-based interventions are also difficult to implement due to the closure of banks and lack of liquidity. As a result, refugees and IDPs with existing economic vulnerability now find it near impossible to access their most basic needs.
Key Messages

- It is imperative that parties to the conflict honour the commitments undertaken through the Jeddah Declaration and through the subsequent humanitarian ceasefire by ensuring that basic principles of international humanitarian law and human rights law are respected; that civilian people and infrastructures are protected and attacks against health facilities or other objects indispensable for the survival of the population ceases immediately; that safe passages are opened and maintained for civilians to access safety and humanitarian assistance within Sudan; that the safety and security of all humanitarian workers is guaranteed and that unhindered access is granted to humanitarian organisations to provide much needed support to the civilian population and restore facilities and provision of services.

- UNHCR is appealing neighbouring countries to allow those fleeing violence in Sudan to find safety across borders and appeals for borders to remain open to guarantee safe passage for civilians as well as to allow much needed humanitarian aid to enter Sudan.

- UNHCR welcomes the decision of Sudanese authorities to extend the registration of (I)NGOs that was set to expire after conflict erupted. This will enable UNHCR and partners to continue delivery of much needed assistance and services.

- UNHCR encourages the authorities of Sudan to cooperate in the efforts of 1) ensuring safe and free movement for refugees and IDPs in distress, considering that most of the displaced may have lost all their documents, 2) ensuring the civilian and humanitarian character of displacement sites in East Sudan and across the country, and 3) in curbing any form of abuse and exploitation of refugees and IDPs, including through smuggling and trafficking.

- UNHCR recognises the generous support that host communities and authorities within Sudan and in neighbouring countries have extended to Sudanese displaced and other refugees and returnees. UNHCR hopes that support will maintained and scaled up to further strengthen ongoing humanitarian operations within Sudan as well as in neighbouring countries. Such support will help mitigate protection risks and respond to the acute needs of both displaced and hosting communities. it will prevent the aggravation of an already challenging humanitarian situation and will help mitigate further escalation of inter-communal tensions and competition over already scarce resources.

- UNHCR appeals to the authorities to resume, with immediate effect, the issuance of birth certificates and other civil documents to refugee children in the states where they moved to. UNHCR also appeals to the authorities to consider the situation of refugee children who moved to safer states in terms of the completion of the school year, in particular for those sitting for the final grades.