



UNHCR
The UN Refugee Agency



SUDAN SITUATION

UNHCR APPEAL 2025



South Sudan. Teresa, 60, returns to South Sudan with 12 family members and hopes to rebuild her life. © UNHCR/Serah Velasco

CONTENTS

- 4 Overview**
- 5 Main developments in the emergency**
- 7 Meeting urgent humanitarian needs**
- 9 Priorities in the response**
- 10 Coordination and partnerships**
- 11 Sudan Situation appeal budget**
- 12 The importance of flexible funding**

Overview

UNHCR's financial requirements for 2025 for the Sudan situation emergency response – in Sudan and neighbouring countries – amounts to **\$1.1 billion**.

Planning figures in Sudan and neighbouring countries



14,601,000
Total planning figure



4,958,200*
Total projected
Refugees (Sudanese
and other nationalities)



493,700**
Total projected
Returnees



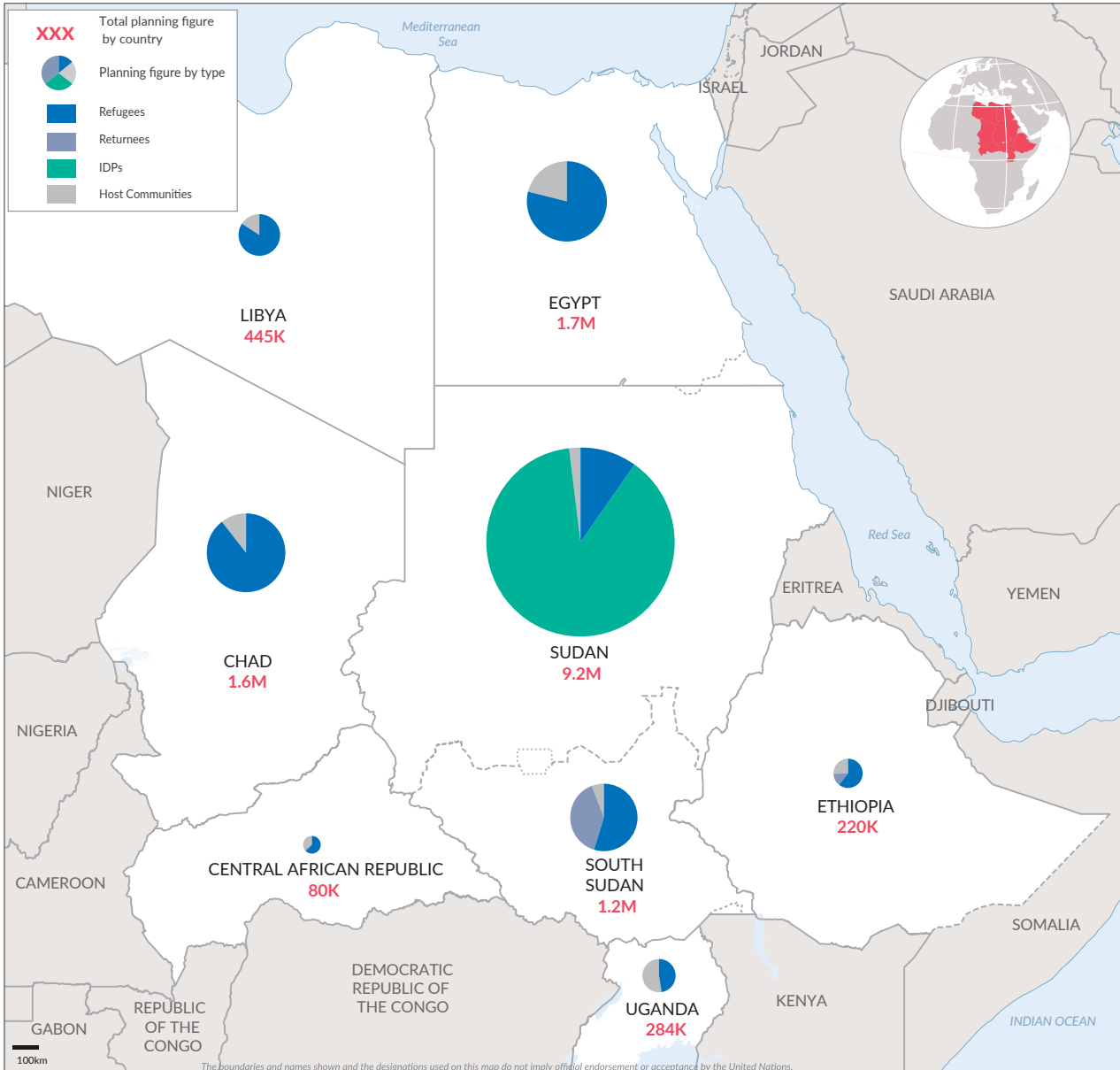
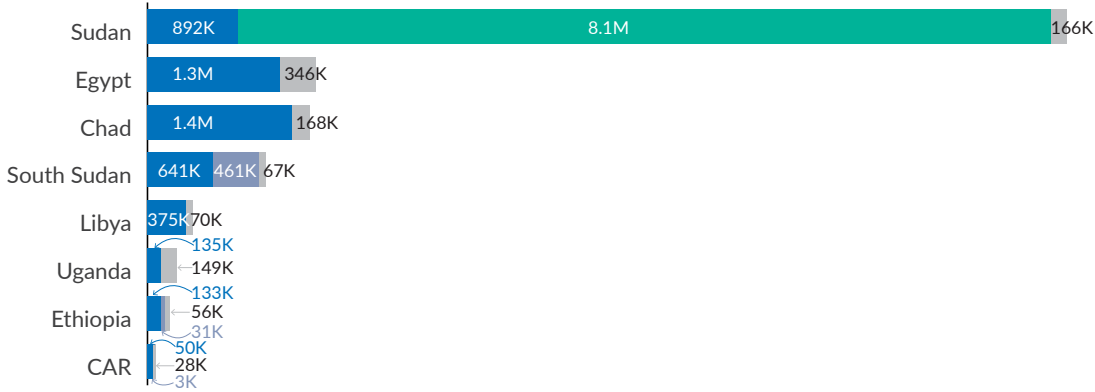
8,100,000
Total projected
IDPs



1,049,000
Total projected
Host Communities

Planning figures in Sudan and neighbouring countries

Refugees Returns IDPs Host Communities



*Includes various nationalities in Sudan. In neighbouring countries, the figures are mainly Sudanese refugees, as well as a few other nationalities that had been refugees in Sudan.
**Includes both returnees in 2024 and projected in 2025 as many who returned in 2024 have not received assistance.

Main developments in the emergency

Despite diplomatic efforts, the conflict in Sudan has continued unabated since April 2023. It has become the largest and most devastating displacement, humanitarian and protection crises in the world today. The conflict has involved extreme levels of violence and human rights violations against civilians, including sexual violence, torture, arbitrary killings, extortion of civilians and targeting of specific ethnic groups.

Clashes between the Sudanese Armed Forces (SAF) and Rapid Support Forces (RSF) have displaced close to 12 million people inside and outside Sudan. The main refugee-hosting countries are the Central African Republic (CAR), Chad, Egypt, Ethiopia, Libya, South Sudan and Uganda. As of November 2024, over 3 million people had fled Sudan since the outbreak of the conflict. This includes nearly 2.5 million refugees and asylum-seekers. In addition, Sudan was also a large refugee-hosting country and some 677,000 refugees that had been residing there have been compelled to return in adverse conditions, mainly to South Sudan, but also to the Central African Republic and Ethiopia. Another estimated 260,000 refugees in Sudan who were largely self-reliant prior to the conflict were forced to self-relocate within Sudan to relatively safer areas, putting a strain on already limited resources, infrastructure and social services.

With the continued fighting in Sudan, there are nearly 8.5 million internally displaced persons (IDPs) since the onset of the conflict; approximately half of this number are living within host communities while the rest are in gathering sites. Dire humanitarian conditions persist across Sudan along with persistent challenges in accessing humanitarian aid due to ongoing insecurity, road closures, and limited transportation options. Displaced households cannot access goods and services through markets due to extreme inflation, supply shortages, looting, cash shortages, and telecommunication outages which continue to hinder access to banking services. Food remains the top reported need.

Since October 2024, over 343,000 people have been displaced from Aj Jazirah following attacks by RSF on multiple villages, with the majority moving to Gedaref (57 per cent), followed by Kassala (30 per cent), and River Nile State (13 per cent) (IOM DTM). Many of those displaced were already displaced prior to the escalation in clashes and experienced secondary or tertiary displacement.

Prior to the eruption of the current conflict, there were over 4.8 million people already living in displacement in Sudan: 3.7 million IDPs, mainly in Darfur; and over 1 million refugees – the second highest refugee population in Africa, mainly from South Sudan, Eritrea, Ethiopia and the Syrian Arab Republic, but also from the Central African Republic (CAR), Chad and Yemen.

Sudan is also facing the worst levels of food insecurity in its history, with a staggering 26 million people suffering from acute hunger. Famine conditions were confirmed in August 2024, and the situation has been particularly critical for people trapped in the conflict-affected areas of Aj Jazirah, Darfur, Khartoum and Kordofan. Concurrently, Sudan has also been struggling with heavy rains and flooding experienced in 13 of 18 states. Disease outbreaks, especially cholera, continue to drive humanitarian needs, worsening the humanitarian situation. Needs are increasing in the face of ongoing disruptions of basic public health services, including vaccination, disease surveillance, functions of public health laboratories and rapid response teams.

Most refugees from Sudan arrive in asylum countries in dire conditions, with little or no assets or resources. Many have encountered violence during flight, and in particular, women and girls faced gender-based violence (GBV) risks when their homes came under attack, while in transit, in temporary shelters, and at the borders.

Family separation is also a concern. Refugees exhibit high levels of mental distress, and reports of intimate partner violence in CAR, Chad, and South Sudan, account for 79, 66 and 52 per cent of disclosed GBV incidents occurring in the camps, respectively. At the same time, a relatively large proportion of the Sudanese refugee population in some countries are urban and educated, with professional skills. To meet the needs of the displaced, asylum countries will need to expand and strengthen tailored protection and assistance programmes for refugee populations.

Displacement, both within and outside the country, is expected to continue, due to the ongoing conflict, insecurity, economic collapse, and the deterioration or complete breakdown in some areas of key public services. Despite attempts at various ceasefires and peace agreements, restoration to peace has been unsuccessful.

In the absence of peace, people will likely continue to flee out of the country, with over 5 million refugees, returnees and host community members in need in neighbouring and nearby countries by the end of the year. Land travel will remain the most widely used mode of transportation despite remote entry points to neighbouring countries. In 2024, partners in the Regional Refugee Response Plan (RRP) scaled up and established themselves in these remote locations, but these areas have difficult conditions that required extensive and costly logistical arrangements. UNHCR and its partners will need to continue providing life-saving assistance and onward transportation for new arrivals to camps or settlements for refugees and other destinations for returnees, while continuing to establish and further develop new settlements created since the start of the conflict.

Sudan: A UNHCR staff member carries luggage across muddy ground at a gathering site for internally displaced people near Kassala.

© UNHCR/Aymen Alfadil



Meeting urgent humanitarian needs

UNHCR and its partners will ensure the delivery of life-saving humanitarian assistance and protection, in collaboration with national authorities and the humanitarian community, while undertaking contingency and response planning to be able to protect and assist additional new arrivals. An L3 emergency declaration was issued to continue until February 2025 to enable the necessary scale-up and draw attention and resources to the Sudan situation.

In Sudan, under the Inter-agency Standing Committee Framework for IDP emergencies, UNHCR leads the Protection, Shelter and Non-food Items and Camp Coordination and Camp Management Clusters at national and sub-national level in Sudan. In early September 2024, the Humanitarian Country Team (HCT) Protection Strategy in Sudan, submitted by UNHCR as Protection Cluster Lead Agency, was endorsed. The strategy is built around the centrality of protection and is intended to mobilize a comprehensive, system-wide and multi-sector effort to prevent and/or respond to the most serious protection risks faced by affected people and to prevent and stop recurrences of violations. It enables the HCT to take collective action on protection priorities in support of the Humanitarian Needs and Response Plan and the Protection Cluster objectives. The implementation framework which accompanies the strategy foresees regular progress reporting based on commonly agreed indicators. The implementation plan requires collective advocacy, guidance on strategic protection issues, and an inclusive approach to protection and assistance.

UNHCR jointly leads the refugee response with the Commission for Refugees through the Refugee Consultation Forum (RCF). RCF partners are delivering multi-sector assistance to refugees in accessible areas, prioritizing the response for those living in camp settings.

Humanitarian programmes across the refugee-hosting countries need sustained international support to respond, but throughout 2024, they

were underfunded with severe consequences. The food basket in most hosting countries only partially met the recommended dietary needs of refugees, leading to food insecurity and exacerbating harmful coping mechanisms. Protection services, including critical GBV services in transit centres, were scaled back due to limited funding such as in Ethiopia. Registration and access to documentation are also affected by long waiting periods for asylum seekers, particularly in Egypt, where the Government estimates that 1.2 million Sudanese fled to Egypt since the start of the conflict in mid-April 2023. These services are all critical to refugee well-being and will need to be strengthened in 2025.

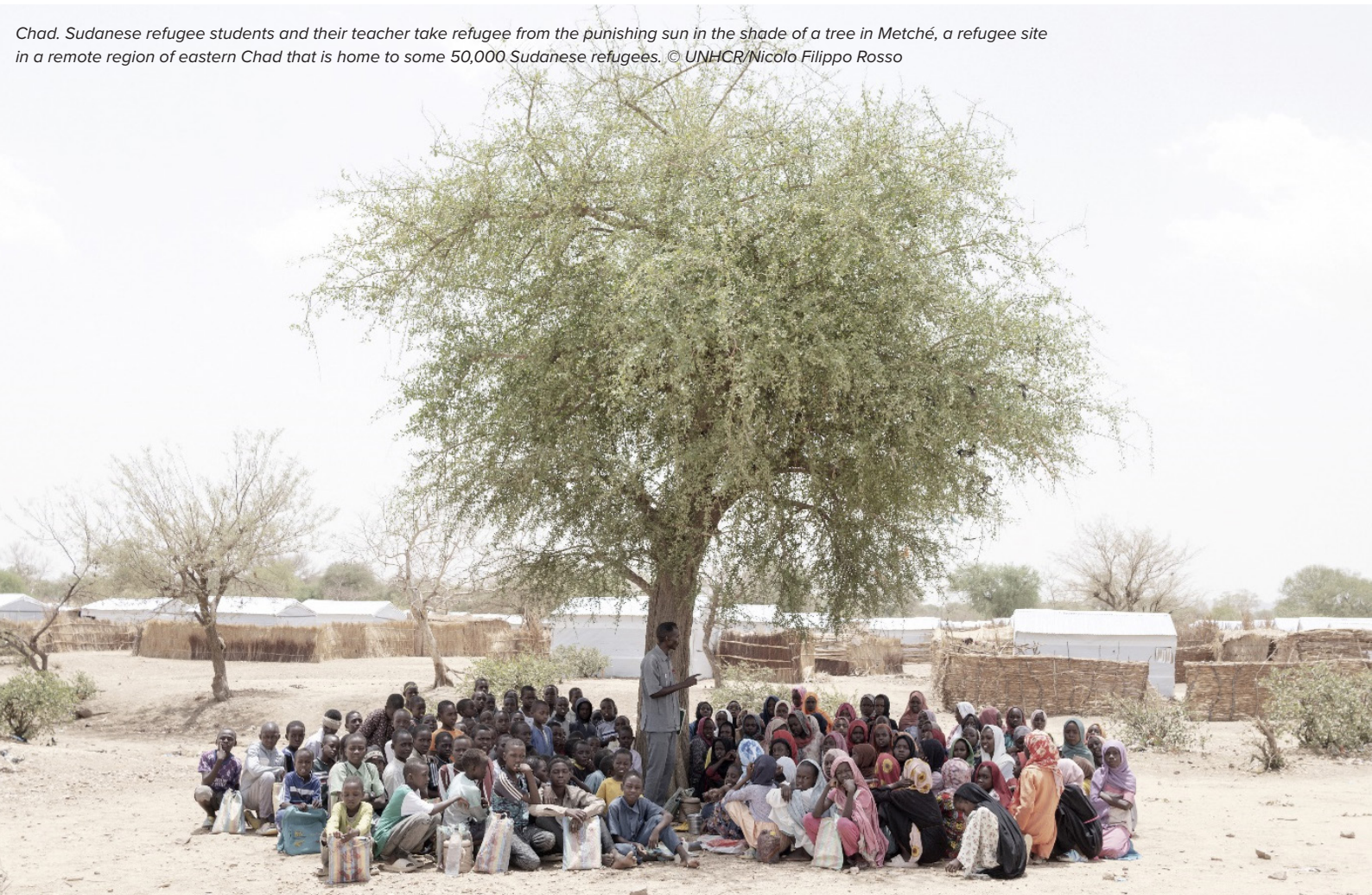
With the possibility of protracted displacement, it is imperative for UNHCR and its partners to strengthen the focus on addressing development and resilience needs to foster greater stability and self-sufficiency alongside the humanitarian response. Greater efforts will be invested in 2025 in the seven main refugee-hosting countries to include refugees in national social services, particularly health and education, as well as financial and economic inclusion. The concerted efforts at engaging development partners since the start of the crisis, will be further stepped up in 2025, building on engagements with the African Development Bank, the World Bank, EU-INTPA and other development actors. Partners will invest in integrated settlements, extending and expanding service delivery and creating economic opportunities in areas impacted by displacement.

Asylum countries are affected by climate disasters on an annual basis, impacting the humanitarian response. In Chad, in 2024, more than 32,000 refugees were affected by floods in the four provinces of Ouaddaï, Wadi-Fira, Sila and Enndi Est, with thousands of refugees and host communities displaced, as their shelters, water and sanitation facilities were destroyed.

In South Sudan, heavy rainfall and flooding caused widespread disruption to service delivery in Jamjang and Maban, where new arrivals were hosted. In Jamjang, over 500 metric tonnes of food remained undelivered for several months, affecting planned refugee relocations from Renk, via Malakal, to Ajuong Thok and Pamir camps. Humanitarian partners will need to institute emergency measures as well as climate resilience programming to be able to respond to the needs of the displaced in 2025.

Despite their own challenges, the generosity of these countries continues and needs to be supported. UNHCR and partners call on the international community to show greater solidarity and support for host countries by operationalizing the humanitarian-development-peace nexus by addressing the chronic underfunding of humanitarian operations, increasing development investments, and supporting solutions from the start. Flexible funding is vital as the situation and the response continue to rapidly evolve and expand.

Chad. Sudanese refugee students and their teacher take refuge from the punishing sun in the shade of a tree in Metché, a refugee site in a remote region of eastern Chad that is home to some 50,000 Sudanese refugees. © UNHCR/Nicòlo Filippo Rosso



Priorities in the response

In collaboration with national authorities and the humanitarian community, UNHCR and its partners are prioritizing the delivery of life-saving assistance and protection as more people continue to be displaced, including protection, shelters, clean water, healthcare, education, and site management for refugees and IDPs. UNHCR is also engaging with development actors to facilitate their support to host communities with the inclusion of refugees in expanded national services, to foster resilience and self-reliance, and for the sustainable reintegration of returnees.

Priorities within Sudan include:

- Pursue unrestricted and uninterrupted access through both cross-border and cross-line routes to urgently get humanitarian assistance to all people in need including those trapped behind conflict lines and especially in the face of a famine conditions in Darfur;
- Strengthen the protective environment for refugees and asylum seekers, including access to timely protection interventions and life-saving assistance;
- Provide equitable access to basic services for refugees and strengthen opportunities for resilience and self-reliance;
- Provide timely and life-saving support, protection services and basic self-reliance opportunities to internally displaced Sudanese while strengthening inter-agency cluster coordination;
- Direct development funding to support overstretched public systems, to prevent their total collapse and the full reliance of civilians on humanitarian agencies for basic services; support hosting towns and cities to cope with the rapid urbanization caused by the influx of people fleeing conflict zones;

In neighbouring countries, UNHCR and its partners will:

- Support host countries to ensure access to territory and asylum for all individuals in need of international protection and in compliance with the principle of non-refoulement and the civilian and humanitarian character of asylum.
- Support host countries to provide timely, effective and inclusive life-saving protection and humanitarian assistance for all those fleeing Sudan, with a focus on identifying and supporting the most vulnerable and in need of specialized protection interventions and other services.
- Support host countries to strengthen institutional and local capacity to include refugees in national services and local economies – develop integrated settlements for refugees and their hosting communities in rural and semi-urban settings, and support socio-economic inclusion and targeted assistance for refugees in urban settings.

Cross-cutting priorities:

- Accountability to affected populations: programming decisions and actions will be responsive to the expressed priorities, needs, capacities and views of IDPs, refugees, returnees, and others.
- All interventions will be designed, implemented, and monitored through rights-based, community-based, and Age, Gender and Diversity approaches. Special attention will be given to the needs of persons with disabilities and elderly persons.
- Protection from sexual exploitation and abuse is an integral and cross-cutting component of activities and will be mainstreamed across the response.
- Localization: local actors will be directly involved in the response and in shaping efforts to find more inclusive solutions.
- Strengthen efforts to make programming climate-smart and environmentally sound.

Coordination and partnerships

UNHCR is working with 108 inter-agency partners in the Sudan Regional Refugee Response Plan (RRP)¹ 2025. In Sudan, UNHCR responds to this emergency in partnership with others and contributes to the system-wide scale-up of the humanitarian response. UNHCR is grateful for the collaboration with its partners in responding to the new displacement realities in Sudan.

In line with the Global Compact on Refugees, UNHCR is facilitating coordination mechanisms in each country with the aim to support the host government, ensure a multistakeholder approach and lay the groundwork for solutions from the start, importantly through timely engagement of development actors.

The implementation of the Sudan Regional RRP will be in line with the Refugee Coordination Model in close collaboration with inter-agency partners and other stakeholders. UNHCR leads the Protection cluster, CCCM and the Shelter/NFI cluster in Sudan and will continue coordination and advocacy with the authorities.

1 UN agencies and some international NGOs are operational in more than one country but are counted only once as a partner in the RRP although their interventions may vary by country.



Central African Republic. Joint registration of Sudanese refugees by the Government and UNHCR in Rafai. © UNHCR

Sudan Situation appeal budget

UNHCR's total requirements for the Sudan emergency in 2025 amount to \$1.1 billion.

The operational and coordination environment is complex, spanning eight UNHCR country operations, and three of UNHCR's regional bureaux. Operations in Sudan and neighbouring countries have already been hosting large pre-existing refugee and IDP populations and continue to be severely underfunded, with this continued emergency creating significant additional needs. Additional emergency requirements above the original ExCom approved budget have been identified in Libya and Uganda – the two countries that joined the Sudan situation midway through 2024 – amounting to \$27.5 million.

Summary of 2025 requirements for the Sudan Situation (USD)

Country	EXCOM approved budget apportioned to the Sudan Situation	Additional emergency needs ²	Total requirements for 2025
Sudan	416,664,417	-	416,664,417
CAR	36,289,127	-	36,289,127
Chad	245,721,734	-	245,721,734
Egypt	85,766,136	-	85,766,136
Ethiopia	83,964,484	-	83,964,484
Libya	12,000,000	10,000,000	22,000,000
South Sudan	178,195,497	-	178,195,497
Uganda	27,427,879	17,572,121	45,000,000
Total	1,086,029,274	27,572,121	1,113,601,395

² Increase of the ExCom approved budget for these countries and apportioned to the Sudan Situation.

The importance of flexible funding

Flexible funds help UNHCR to kick-start an emergency response, bolster forgotten or under-resourced crises, and implement programmes to their full extent. They also enable UNHCR to plan and manage resources efficiently and effectively, contributing to the collective success in every life that is transformed and saved.

The humanitarian response in Sudan, Central African Republic, Chad, Egypt, Ethiopia Libya, South Sudan and Uganda was already significantly underfunded at the start of the fighting in April 2023.

Flexible funding for emergency response will continue to allow for the delivery of much needed core relief items and health kits, essential shelter supplies and protection assistance to households. Field teams will continue to be immediately deployed to border crossing points to organize the reception and relocation of new arrivals where necessary. Flexible funding will allow us to adapt to shifting conflict lines and a situation that remains unpredictable.

To all donors, especially those who provide funding that is flexible and not earmarked for a particular use, UNHCR extends its most sincere thanks.

SUDAN SITUATION

UNHCR APPEAL 2025

COVER PHOTO: Egypt: Elham, a single mother who fled Sudan with her 4 children, is one of thousands of refugees forced to abandon their home in search of safety. © UNHCR/Pedro Costa

For more information

Visit [Global Focus](#), UNHCR's main operational reporting portal for donors and other key partners. The site provides an overview of the protection risks that refugees and other populations of concern to UNHCR face across the world, as well as regularly updated information about programmes, operations, financial requirements, funding levels and donor contributions.

[UNHCR Global Focus Sudan Operation page](#)

UNHCR's [Operational Data Portal \(ODP\) for the Sudan Situation](#) provides daily updates on the refugee and returnee arrivals in Sudan's neighbouring countries.

