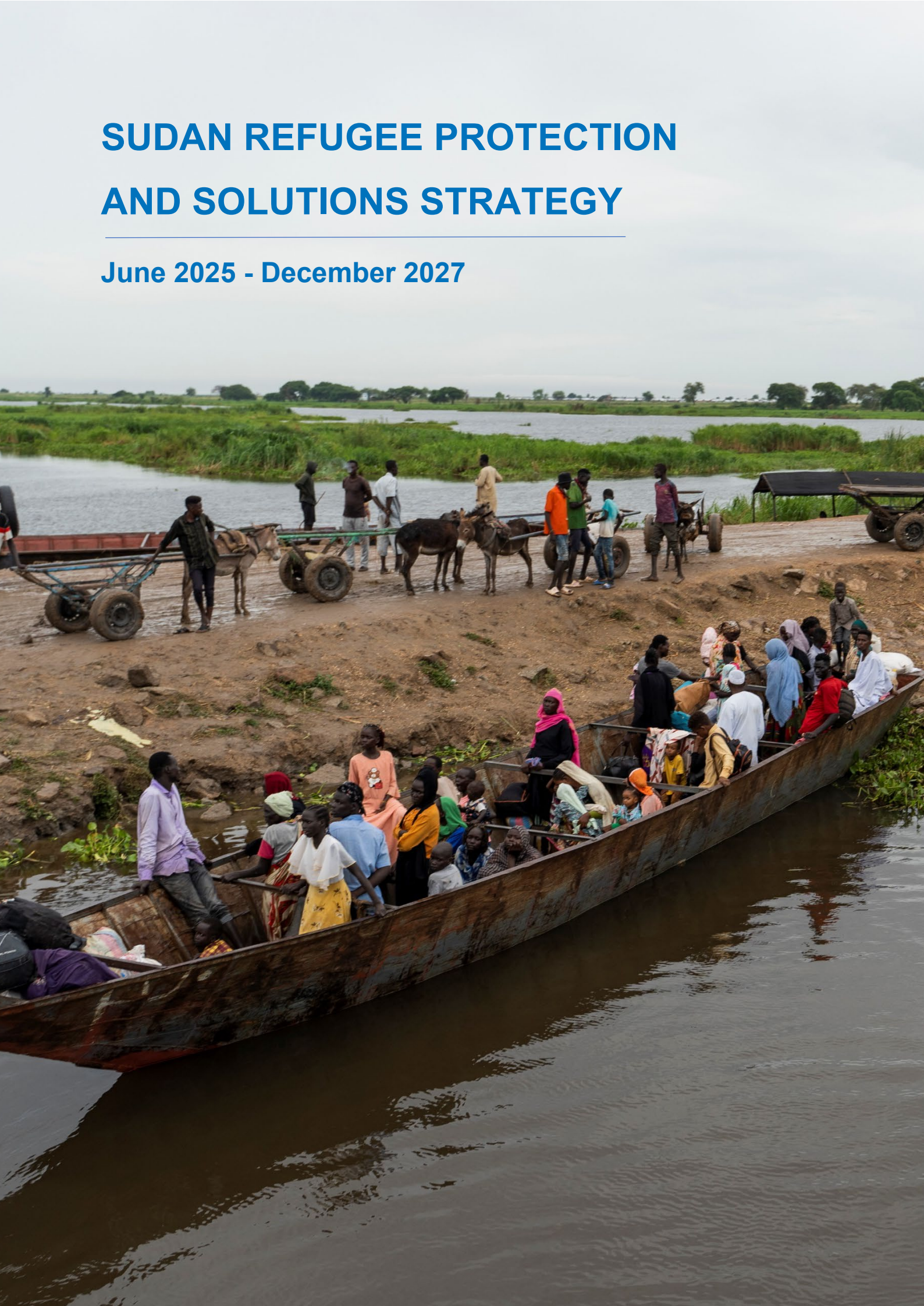
SUDAN REFUGEE PROTECTION AND SOLUTIONS STRATEGY

June 2025 - December 2027



Refugee Consultation Forum

UNHCR The UN Refugee Agency

FRONT COVER PHOTOGRAPH:

AL Jabalain is the nearest town to Um Sangour refugee camp, located across the White Nile. People use boats and UNHCR commissioned pontoon to get to the town © UNHCR/Ala Kheir

CREDITS:

UNHCR acknowledges the contributions of the Commissioner for Refugees (COR), Protection Technical Advisory Group (TAG) and protection partners in Sudan who participated in the strategy development workshop held on 2 - 3 December 2024.

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Please click on the following link: https://data2.unhcr.org/en/country/sdn or scan the QR code.

List of Acronyms

Acronym	Description
AAP	Accountability to Affected populations.
AGD	Age, Gender, and Diversity
CRRP	Country Refugee Response Plan
CBI	Cash-Based Interventions
CwC	Communication with Communities
CBPNs	Community Based Protection Networks
CFM	Complaint and Feedback Mechanisms
CoR	Commissioner for Refugees
CP	Child Protection
FDPs	Forcibly Displaced Persons
IDPs	Internally Displaced Person's
IOM	International Organization for Migration
GBV	Gender Based Violence
GCR	Global Compact on Refugees
HLP	Housing Land and Property
HNRP	Humanitarian Needs and Response Plan
IHL	International Humanitarian Law
HRL	Human Rights Law
MHPSS	Mental Health and Psychosocial Support
MoH	Ministry of Health
MoE	Ministry of Education
MoI	Ministry of Interior
NDSS	National Durable Solutions Strategy
PSEA	Protection from Sexual Exploitation and Abuse
RPSS	Refugee Protection and Solution Strategy
RLOs	Refugee Led Organisations
RCM	Refugee Coordination Model
RSF	Rapid Support Forces
SAF	Sudan Armed Forces
SAG	Strategic Advisory Group
SDGs	Sustainable Development Goals
TAG	Technical Advisory Group (Protection)
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Program
WHO	World Health Organization

List of Protection Partners

Acronym/Short Title	Partner
ACTED	Agency for Technical Cooperation and Development
ADRA	Adventist Development and Relief Agency
ARC	African Relief Committee
AIRD	African Initiative for Relief and Development
AMVO	Almanar Voluntary Organization
AORD	Alsalam Organization for Rehabilitation and Development
BPWVO	Business and Professional Women Voluntary Organization
CAFOD	Catholic Agency for Overseas Development
Care International	Care International
Concern Worldwide	Concern Worldwide
COOPI	Cooperazione Internazionale
EDHO	Elruhma for Development and Humanitarian Organization
FAO	Food and Agricultural Organization
FPDO	Friends of Peace and Development Organization
HOPE	Hope and Friendship for Development Organization
HA	Human Appeal-UK
IOM	International Organization for Migration
IRW	Islamic Relief World
MTI	Medical Teams International
Mutawinat	Mutawinat Benevolent Company
NCA	Norwegian Church Aid
NRC	Norwegian Refugee Council
Plan International	Plan International
PA	Practical Action
SADO	Sabah Alsudan for Development Organization
SCI	Save the Children International
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHH	Welthungerhilfe
WR	World Relief
WHO	World Health Organization
WVI	World Vision

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A word from UNHCR Representative

Sudan continues to face a dire humanitarian situation, with conflict, displacement, and economic instability exacerbating vulnerabilities for refugees, asylum-seekers, and host communities. The ongoing war has led to significant protection challenges, including violence against civilians, human rights abuses, and a breakdown of social structures, which further undermine the safety and well-being of affected populations. In this critical context, the 2025-2027 Refugee Protection and Solutions Strategy provides a vital framework for coordinated action, ensuring that protection and solutions remain at the heart of the response.

At its core, this Strategy embodies a commitment to collective action - forward-looking in its approach, it prioritizes life-saving protection services alongside sustainable programming to uphold the principles of the **Global Compact on Refugees (GCR)**. By focusing on protection, inclusion, and empowerment from the onset of emergencies through to durable solutions, the Strategy ensures that displaced populations and host communities are supported at every stage. The Strategy empowers national and local ownership of protection efforts.

The Strategy prioritizes **strengthening legal and institutional frameworks** that uphold the rights of refugees and asylum-seekers. Key interventions will focus on ensuring access to asylum, registration, civil documentation, and fair and efficient refugee status determination (RSD) procedures, alongside strengthening legal remedies through support to national systems. Capacity-building for national institutions will remain central to safeguarding refugee rights in line with international standards. The Strategy emphasizes **inclusion of refugees and asylum-seekers** in national systems - particularly **healthcare, education, and social protection** - ensuring equitable access and fostering long-term resilience.

As we look ahead, this Strategy serves as a bridge between **immediate humanitarian action and long-term solutions**. It recognizes that sustainable protection responses require not only lifesaving assistance but also investments in resilience, self-reliance, and social cohesion.

In a rapidly changing environment, the success of this Strategy will depend on **strong partnerships, flexible funding, and adaptive programming**. We call on all stakeholders - government entities, UN agencies, NGOs, donors, and communities - to unite behind this vision, ensuring that refugees and host populations in Sudan receive the protection and opportunities they deserve.

This is more than a plan - it is a shared responsibility to uphold refugee protection and forge a path towards sustainable solutions. Together, we can turn this Strategy into meaningful impact for those who need it most.

UNHCR Sudan Representative meeting forcibly displaced persons in River Nile State. © Lomuya Tobias Khamusa

Kristine Hambrouck
Representative, UNHCR Sudan
July 2025

Executive Summary

The 2025-2027 Refugee Protection and Solutions Strategy (hereafter the Strategy) operationalizes the Refugee Coordination Model (RCM) in Sudan, aligning with the broader humanitarian response and coordination framework. Grounded in Sudan's country-specific and regional context, the Strategy is anchored in the Sudan Country and Regional Refugee Response Plans, ensuring protection delivery and guiding partners in coordinated interventions.

This strategy, as an operational document, strengthens collaboration among UNHCR, protection actors, and stakeholders to achieve shared protection objectives. It identifies key protection risks, needs, and capacities of asylum-seekers and refugees and host communities through an age, gender, and diversity (AGD) lens, prioritizing collective action to mitigate risks and enhance service delivery. The Strategy emphasizes integrated approaches - combining strategic and operational elements - to improve protection outcomes, complement national systems, and foster synergies among humanitarian, human rights, and development actors.

Developed through inclusive consultations with the Sudanese Commissioner for Refugees (COR), protection partners, and affected communities, the Strategy aligns with sector-specific priorities under the Sudan Country Refugee Response Plan (CRRP). The implementation of the Strategy will be led by the Government of Sudan, as the primary duty-bearer, with sustained support from protection partners. Local and national NGOs, including community-based organizations, will be prioritized to strengthen capacity, ensuring international actors' support rather than replacing local initiatives.

The Strategy bridges urgent humanitarian response with long-term recovery and development, in line with the UN Common Approach (2024-2025) and the extended UN Sustainable Development Cooperation Framework (2025). Recognizing Sudan's evolving context, the UN Country Team (UNCT) is developing an interim Cooperation Framework (2026-2028), informed by the Sustainable development Goals (SDG), needs assessments, and past United Nations Development Assistance Framework (UNDAF) lessons. By fostering government leadership, community inclusion, and multi-stakeholder coordination, the Strategy seeks to deliver durable protection and solutions for refugees in Sudan.

1. Operational Context

1.1. Protection concerns and humanitarian situation

The ongoing conflict in Sudan, a deepening protection and humanitarian crisis, has escalated into one of the worst humanitarian crises in the world, with over half of the population in urgent need of emergency assistance. Since the onset of the conflict in April 2023, more than eight million people have been internally displaced in Sudan and three million people have fled to neighbouring countries, including more than 600,000 South Sudanese who returned under adverse situation. There are 841,966 refugees and asylum-seekers in the country, of whom 267,076 were forced to flee conflict areas seeking refuge in safer areas in the country. Repeated displacement and famine, exacerbated by the conflict, have left millions in dire conditions. The situation is further aggravated by acute food insecurity, looming famine in some states, damaged infrastructure, non-functional public services, restricted movement, and limited access to essential resources.

Sudan continues to grapple with intensified hostilities, political instability, severe economic decline, and a worsening humanitarian emergency. The continuing crisis is characterised by widespread internal and secondary displacement, with both famine and outbreaks of epidemic diseases declared in multiple regions as elaborated in the 2025 Sudan Humanitarian Needs and Response Plan (HNRP)[1].

Despite Sudan's longstanding commitment to hosting refugees and asylum-seekers, the conflict has severely strained the asylum system, particularly in conflict-affected states, exposing refugees to heightened protection risks, including violence and persecution. Protection assessments reveal alarming risks for refugees and IDPs, including physical and legal threats, gender-based violence - including conflict-related sexual violence, family separation, and forced recruitment by armed groups. There has been a rapid and significant deterioration in the protection context in Sudan particularly for refugees and asylum-seekers. The continued displacement of refugees and asylum-seekers, often multiple times has heightened their vulnerability to protection risks and human rights violations. In addition, the conflict has prompted strict implementation of Sudan's encampment policy and invocation of its reservation to Article 26 of the 1951 Convention regarding freedom of movement. Prevailing negative perceptions of foreign nationals, including refugees, combined with the authorities' enforcement of the encampment policy and emergency laws, have hindered progress on protection, solutions, and local integration efforts.

Severe shortages of food, shelter, cash, and relief items have left many vulnerable to exploitation and abuse. Critical gaps persist in security, healthcare, education, and psychosocial support. Livelihood opportunities remain scarce, with many relying on unstable casual labour and women on domestic work or tea-selling-activities that have dwindled since the war began. Although markets remain operational, economic instability, security risks, and currency depreciation have caused volatile commodity prices, further limiting access to essentials and commodities leaving many dependent of humanitarian aid.

Ongoing displacement and spontaneous returns: Reports indicate that forcibly displaced persons including some Sudanese refugees are spontaneously returning, primarily to recently accessible areas such as Madani, Sennar, and Khartoum. However, these returns may be temporary and often in adverse circumstances, with some returnees living in conditions similar to those of IDPs. At this stage, UNHCR is neither promoting nor facilitating return of Sudanese refugees.[2] Nevertheless, as spontaneous returns occur, UNHCR will enhance protection monitoring, maintain updated contingency plans to support informed decision-making and ensure a

[1] OCHA (2025) Sudan Humanitarian Needs and Response Plan (HNRP), https://www.unocha.org/publications/report/sudan/sudan-humanitarian-needs-and-response-plan-2025-executive-summary-december-2024-enar

[2] UNHCR (2025) Guidance Note on International Protection Needs of People fleeing Sudan, accessed at https://www.refworld.org/policy/countrypos/unhcr/2025/en/149689

protective environment for returnees. Sudan remains in a precarious situation, with continued internal and external displacement. Efforts to mediate the conflict at regional and international levels have yielded little progress, and a sustainable resolution remains unlikely in the near term.

1.2. Outlook for refugees and asylum-seekers

Guided by the **Global Compact on Refugees**[3] UNHCR, the Commissioner for Refugees and protection partners are prioritizing life-saving assistance while promoting safe and inclusive access to essential services. Sudan's borders with neighboring countries remain open to new arrivals, with continued inflows of Eritrean, South Sudanese, and Ethiopian refugees. Since late February 2025, political instability in South Sudan has led to fresh clashes, particularly in Upper Nile state, but also other hot spots, forcing many people to flee to neighboring countries including Sudan.[4] UNHCR has declared a Level 2 emergency for South Sudan situation, indicating a heightened state of concern and requiring additional support from UNHCR and partner organizations to scale up their response to the crisis. While some voluntary returns may occur, Sudan is expected to host **892,161 refugees and asylum-seekers by the end of 2025**, including **51,900 new arrivals**.

Thousands of asylum seekers are believed to have been affected by the temporary halt of registration and documentation between September 2023 and September 2024. Undocumented asylum seekers are subject to arrest, detention, and in some cases deportation with no access to assistance or services, including banking and those in urban areas may face challenges renting houses. UNHCR and COR will continue focusing on enhancing registration and documentation particularly in Khartoum and White Nile States. UNHCR and partners will maintain access to refugee-hosting areas, though active conflict zones will pose significant challenges due to insecurity, bureaucratic hurdles, and administrative barriers. Delivering protection and assistance in these high-risk regions will remain a critical but daunting task.

In 2025, the number of Sudanese nationals returning from Egypt has risen steadily. As of 30 June 2025, cumulative arrivals reached approximately 152,954 individuals, including returnees and returns in adverse circumstances. **Since January 2024, an estimated 200,765 individuals have returned to Sudan from Egypt**. The number of Sudanese returnees from South Sudan is also increasing steadily with an estimated **109,970** returns as of 29th June 2025. UNHCR's programs in Sudan prioritize support to the most vulnerable to mitigate protection risks and needs-based assistance for the majority of returnees, ensuring alignment with broader humanitarian efforts for IDPs, returnees, and host communities. UNHCR continues to seek humanitarian access to monitor returnees' protection risks and assistance needs, ensuring a coordinated and effective response.

[3] United Nations (2018), Global Compact on Refugees, accessed at, https://www.unhcr.org/about-unhcr/overview/global-compact-refugees

[4] UNHCR (2025), Escalating conflict in South Sudan causes many thousands to flee, accessed at https://www.unhcr.org/news/press-releases/escalating-conflict-south-sudan-forces-many-thousands-flee-just-aid-dwindles

Target group, population profile and trends

Targeted Refugee Population	Total Population as of end of 2024	Total population (30 June 2025)
Refugees and asylum-seekers	851,783	841,966

** 69% of the population is settled in camps while 31% is out of camp.*

New arrivals	Total new arrivals in post conflict (April 2023) to 2024	Total new arrivals (30 June 2025)
Estimated new arrivals	19,015	90,093

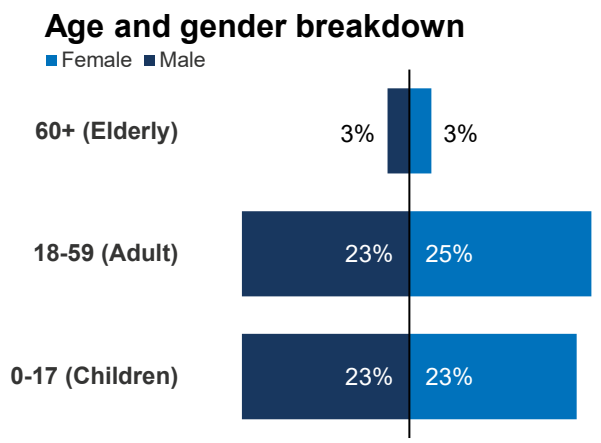
** Most of the arrivals are from South Sudan (97%), followed by Eritreans (2%) and from Ethiopia (1%).*

Internal refugees' movements as of 30 June 2025	
Estimated number of individuals	267,076

** 77% are self-relocated in the White Nile State.*

Sudanese Returnees and Deportees	Total individuals in 2024	Total individuals (30 June 2025)
Egypt	47,811	152,954
South Sudan	3,866	109,970
Ethiopia	2,827	

Refugees & Asylum-seekers



2%

Of registered population

51%

Women and girls

49%

Men and boys

1.3. Solutions and opportunities

UNHCR Sudan remains committed to a holistic response that addresses both urgent humanitarian needs and long-term resilience, sustainability, and self-reliance. The ongoing conflict has precipitated one of the most severe humanitarian crises in recent history, leaving millions of refugees in desperate need of basic assistance. To ensure a sustainable response, protection partners are engaging with key stakeholders, including the Government of Sudan, development actors such as the World Bank and the African Development Bank (AfDB), as well as international institutions and donors. Strategic partnerships with UN agencies, international organizations, and local actors will drive collective action toward inclusion and resilience-building. UNHCR is also collaborating closely with the Government of Sudan to advocate for inclusion of refugees in national systems.

Given the escalating humanitarian needs, strengthening, and prioritizing the response is critical to ensure life-saving assistance reaches the most vulnerable. However, in areas where hostilities subside and political stability improves, opportunities will emerge for developmental interventions that foster long-term recovery. Protection partners will explore joint initiatives leveraging development partnerships such as PROSPECTS and World Bank which aim to create an enabling environment for socio-economic inclusion, improve access to basic services, and invest in sustainable improvements in well-being and community resilience.

PROSPECTS partnership in Sudan aims to deliver an integrated package of welfare, education, critical infrastructure livelihood, and durable solutions support—targeting both displaced populations and host communities. The initiative focuses on restoring essential services in protection/social protection, health, food security, nutrition, education, and water and sanitation, with interventions at state, locality, and community levels. Additionally, it aims to revitalize local economies through emergency employment and job creation schemes. Partnerships with development partners are key to advancing localisation efforts and in doing so deliver results that empower communities.

Aligned with these efforts is **Sudan's National Durable Solutions Strategy (2023)**, adopted under the IGAD-led regional *Solutions Initiative* (established in 2020 with the participation of Sudan, South Sudan, UNHCR, and the European Union). This five-year strategy seeks to create conditions for IDPs, returnees, and refugees to rebuild their lives in safety and dignity—free from dependency and in harmony with host communities. It emphasizes voluntary repatriation, resettlement, complementary pathways, and local integration while upholding the rights of all affected groups. The strategy presents a critical opportunity to advance solutions through enhanced international cooperation and support.

Lastly, the UNCT Interim Cooperation Framework (2026-2028) aims to deliver results for refugees by integrating them into national development plans and providing access to essential services, while also addressing the root causes of displacement and promoting durable solutions. It will create synergies between the UN and the Government of Sudan efforts, focusing on strengthening resilience, social services, peace and governance, and local economies providing an enabling environment for durable solutions.

1.4. Applicable legal and policy framework

Sudan has been a welcoming host to refugees for decades and is a Party to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol (1951 Refugee Convention), with a reservation on Article 26 relating to freedom of movement for refugees. Sudan is also a party to the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa. Although not fully reflective of Sudan's obligations under international refugee and human rights law, Sudan's Asylum Organization Act 2014 contains several key provisions guaranteeing the rights of asylum-seekers and refugees including: improved asylum procedures with appeal rights; prohibition of refoulment; prohibition of discrimination based on race, sex, religion, or country of origin and durable solutions for refugees.

Despite these advances, the Act contains some problematic provisions, most notably restrictions on freedom of movement for refugees. The Act provides for granting refugee status on both individual and *prima facie* basis. However, implementation of the law could benefit from greater consistency across various categories of refugees, including those from Arab League countries. Other key national legal documents that have relevance to refugee protection include: the Passports and Immigration Act 2015, the Nationality Act, 1994, the Civil Registry Act, 2011, the Child Act, 2010, the Organization of Employment of Non-Sudanese Act, 2001 and the Combating of Human Trafficking Act, 2014. Commissioner for Refugees (COR) office established in 1967, is the governmental body with the overall mandate of coordination and oversight of refugee matters, including refugee status determination.

Ensuring a "whole of Government" approach, UNHCR and partners work with different line ministries and government institutions, including the ministries of health and education, and the civil registry for civil documents such as birth certificates. The overall humanitarian response to refugees in Sudan is coordinated through the Refugee Consultation Forum (RCF) at the national level, which brings together government entities and UNHCR and partners; and Refugee Working Groups at state levels, co-chaired by UNHCR and COR.

2. Purpose, Scope, and Vision

In line with the Country Response Plan 2025 (CRP)[5] for Sudan, the Refugee Protection and Solution Strategy focuses on responding to immediate life-saving needs of refugees and asylum-seekers in the current humanitarian situation and advancing solutions. Aspects of refugees' protection are also integrated in a Protection Strategy endorsed by the HCT on 3 September 2024. The Refugee Protection and Solutions Strategy is designed to maximise tangible benefits for refugees and asylum-seekers by:

1. Enhancing prevention, mitigation, and response to protection risks through collaborative approaches and support to institutional capacities of the government to deliver protection and assistance to refugees and host communities.
2. Identifying priorities for multi-sectoral response and medium to long term interventions, leveraging development and peacebuilding partnerships for protection outcomes.
3. Working collaboratively on advocacy for the inclusion of refugees in national systems to ensure access to integrated basic services and livelihood opportunities.
4. Strengthening the policy, legal and administrative environment necessary for sustainable changes for protection and solutions.

3. Response Strategy

The Strategy thus requires protection partners to identify priorities for immediate lifesaving service delivery and targeted protection interventions to protect and assist refugees, asylum-seekers, and support host communities. Interventions should aim at strengthening the ability of refugees, asylum-seekers, and stateless people in Sudan to access their fundamental rights and freedoms without discrimination in line with relevant legal frameworks and protection procedures. Moreover, UNHCR and partners will seek to support the Government to the greatest extent possible with implementation of related GRF pledges.

To maximize impact, responses will prioritize life-saving services and resilience-building through a rights-based, community-driven approach, aligned with the Global Compact on Refugees (GCR). The strategy emphasizes inclusion, sustainable solutions, and integration into national system - avoiding parallel structures - while upholding Age, Gender, and Diversity (AGD) and Accountability to Affected Populations (AAP) principles. Key objectives include fostering services integration, social cohesion, peaceful coexistence, and equitable access to education, healthcare, and social protection.

3.1. Inclusion of refugees and asylum-seekers in national systems

UNHCR and partners will advocate for the integration of refugees into national systems- particularly education, healthcare (including mental health), and social protection - by collaborating with line ministries and local authorities. This is especially important with UNHCR scaling down and transitioning from sectoral interventions in health and education in protracted situations to pave way for development-led inclusion interventions. This shift from sectoral humanitarian interventions to development-led inclusion ensures sustainability. All programs

[5] UNHCR (2025), Sudan Refugee Response Plan, accessed at, https://data.unhcr.org/en/documents/details/114407

will apply AGD and community-based approaches, prioritizing social cohesion between refugees and host communities.

3.2. Targeted support for most vulnerable groups

Protection partners will prioritize support to the most vulnerable, using AGD-informed assessments to guide tailored short- medium and long-term responses. Efforts will combine immediate lifesaving aid with sustainable, community-led solutions - especially in hard-to-reach areas - by strengthening local organizations led by displaced populations. Innovative approaches will enhance response timeliness and relevance.

3.3. Strengthening Accountability to Affected Populations (AAP)

AAP and AGD principles underpin all programming, ensuring interventions are needs-based and participatory. Complaints and feedback mechanisms (CFMs) will be accessible to all groups, with information disseminated through multiple channels to ensure communication with and participation of communities by managing complaint and feedback mechanisms (CFM) accessible for all population groups. AAP and AGD will remain the foundational building blocks of the multiyear protection and solution strategy to ensure protection programming is informed by and adapted to the needs of displaced population.

3.4. Protection from Sexual Exploitation and Abuse (PSEA)

The risk of SEA remains critical in high-risk areas (e.g., Darfur, Kordofan, Khartoum), particularly for refugees and asylum-seekers due to vulnerabilities inherent in their legal status and compounded by the limited number of humanitarian first responders and gaps in safe passage for civilians. Partners will strengthen community engagement, reporting mechanisms, and survivor-centered responses. Restricted humanitarian access contributes to life-threatening limitations on access to essential services, gender-based violence (GBV) mitigation and response services, and child protection services. In line with the Sudan CRRP to prevent, mitigate, and respond to SEA, placing such considerations at the heart of the response framework is imperative. Protection partners will join efforts to strengthen community engagement on PSEA, capacity-building and establishing safe, accessible, and transparent reporting mechanisms to respond to allegations of SEA through interagency reporting mechanisms, aligning with AAP principles and planned GBV strategies within the broader refugee response.

3.5. Advancing Area-based Approach to programming

An area-based approach enhances interventions and protection responses for refugees, returnees, internally displaced persons (IDPs), and host communities, particularly in Sudan's context of conflict and displacement. By integrating multi-sectoral, risk-informed, and participatory programming, this approach ensures equitable responses that foster recovery, resilience, and self-reliance while addressing protection concerns. It promotes community ownership and aligns humanitarian efforts with long-term solutions.

3.6. Enhancing community-based monitoring in hard-to-reach areas

Central to this strategy is bridging immediate relief with sustainable recovery through inclusive service delivery, livelihood support, education, health, WASH, and climate-smart interventions. Simultaneously, it stimulates local markets and strengthens household resilience by combining infrastructure development with economic inclusion measures such as microfinance, skills training, and public works. Environmental challenges, including degradation and resource scarcity, are addressed through investments in natural resource management and clean energy. Additionally, participatory platforms for social protection and governance enhance accountability and ensure conflict-sensitive programming. This adaptable framework seeks to create durable solutions -

supporting sustainable returns, local integration, and the resilience of host communities in Sudan and neighboring regions.

In hard-to-reach areas, communities often serve as first responders, playing a pivotal role in sharing critical protection information with humanitarian organizations. Sudan's local structures have long been essential in conflict mediation, dispute resolution, and promoting peaceful coexistence due to their deep community ties. As formal governance and judicial systems erode amid ongoing conflict, these local mechanisms have become even more crucial in safeguarding vulnerable populations. In areas where armed groups have imposed new governance systems, local structures help mitigate abuses of power and reinforce community protection.

Protection actors will prioritize mapping and strengthening these community structures, assessing training needs, and implementing targeted capacity-building initiatives. Material and financial support may also be provided to strengthen their effectiveness. Protection monitoring remains fundamental for credible, evidence-based advocacy, particularly in documenting violations of humanitarian and human rights law. It also identifies individuals with specific needs, ensuring they receive tailored assistance. Beyond data collection, protection monitoring facilitates direct communication with communities, reinforcing accountability between humanitarian partners and conflict-affected populations.

3.7. Strengthening protection capacities

Building the capacity of host countries is critical to establishing effective asylum systems, enabling sustainable protection responses and services delivery, and ensuring inclusive planning in displacement-affected areas. Protection and humanitarian actors will support state authorities and local governance institutions while empowering national and local organizations with deep contextual knowledge. Direct funding, capacity-building, and inclusion in coordination frameworks will enable these actors to deliver responsive and resilient solutions.

A key focus will be strengthening relevant Line Ministry Governance structures to include refugees and asylum seekers in sector plans and strategies at all levels with specific focus on education, health, and social protection. Additionally, efforts will focus on strengthening community-based structures, including RLOs, internally displaced-led groups, community-based protection networks (CBPNs), water committees, and local economic development committees (LEDCs). Special attention will be given to groups led by women and youth, recognizing their vital role as frontline responders particularly in areas with limited humanitarian access. In 2024, UNHCR made considerable progress by collaborating with RLOs in White Nile and Kassala, with plans to expand their involvement in community-led initiatives.

3.8. Strengthening partnerships and coordination for collective outcomes

Under the Global Compact on Refugees, humanitarian actors must refine partnership models and broaden collaboration to maximize synergies between humanitarian and development efforts. Effective partnerships should engage not only displaced populations but also host communities, national institutions, development actors, and the public and private sectors.

UNHCR and partners will work closely with refugees, host communities, and governments to address systemic barriers that restrict access to rights and solutions. Interventions must be guided by joint protection assessments and analysis to implement risk-based programming but also avoid fostering dependency. Rather than creating parallel systems, UNHCR will advocate for the inclusion of refugees in national and local services, development plans, and coordination structures. To ensure sustainability, all interventions will leverage existing national frameworks, aligning with long-term development goals and reinforcing local ownership.

4. Strategic Objectives

This strategy is driven by four main strategic objectives derived from the CRP: 1. strengthen the protective environment for refugees and asylum-seekers; 2. enable access to timely protection interventions and life-saving assistance for refugees, asylum-seekers and hosting communities; 3. foster self-reliance through access to basic services, livelihoods and 4. promote inclusion and durable solutions.

4.1. SO1: Strengthen the protective environment for refugees and asylum-seekers

4.1.1. Enhancing access to asylum

Problem statement and response strategy

Sudan maintains an open-door policy, hosting 851,783 refugees and asylum-seekers by the end of 2024, including 11,718 new arrivals. However, the deteriorating protection and security situation - particularly in Khartoum, White Nile state, Darfur, and Kordofan - has disrupted registration and documentation efforts for new arrivals as well as *insitu* asylum seekers. UNHCR and partners continue to enhance emergency response capabilities including emergency registration and documentation for newly arriving refugees.

South Sudanese refugees constitute the largest refugee population in Sudan, with 613,052 registered individuals as of April 2025. Due to the historical ties and shared cultural connections between Sudan and South Sudan, South Sudanese individuals in Sudan have long been considered a distinct category. Following South Sudan's secession in 2011, many people of South Sudanese origin remained in Sudan, which they continue to regard as their home country, despite the loss of Sudanese nationality after independence of South Sudan. Thousands were unable to relocate, leading to predominantly urban, non-camp settlements across Sudan.

However, since the start of the current conflict, the protection environment for South Sudanese refugees and asylum-seekers in Sudan has deteriorated sharply. The enforcement of a national policy on control of foreigners leading to negative public perceptions, coupled with strict enforcement of encampment policies and emergency laws, have left refugees and asylum seekers vulnerable, with hindered progress on protection, durable solutions, and social inclusion. Additionally, limited access and ongoing insecurity in many states have caused frequent interruptions to registration processes, with operations alternating between suspension and resumption of registration activities.

Efforts continue to support the Government to strengthen appropriate mechanisms for screening and registration in a manner that responds to protection and security concerns, in line with their obligation under international law. Border monitoring, including at non-designated entry points is being enhanced, with joint monitoring teams, to ensure access to territory.

Prioritised Interventions
• Continue to enhance emergency response preparedness, including capacity to undertake screening and emergency registration and documentation. Advocate with the Government for *prima facie* recognition in situations of mass influx. • Enhance joint UNHCR/COR screening for international protection needs of unregistered persons *insitu* who present claims to ensure access to asylum. • Continue to enhance capacity of local authorities to undertake border monitoring ensuring admission of refugees and asylum-seekers at the border in conformity with international standards. • By end of 2026, relevant Ministries/departments and law enforcement agencies will be capacitated on International Protection, Refugee Law, and Sudan Asylum Act. These include border officials, immigration officers, police, military personnel, customs officials, the judiciary to secure protection of refugees in

relation to inter alia, admission to the country, the principle of *non-refoulement*, reception conditions, and treatment in accordance with international protection standards.

- Continue to advocate on the necessity to respect refugees' rights and pursue the lifting of restrictions on freedom of movement, including through an amendment to the Asylum Act 2014 and its executive regulations.
- Continue to advocate for support to host communities, as part of the comprehensive refugee response approach.
- Continue to enhance protection monitoring, including community-based monitoring to identify protection risks; and joint registration and documentation with the Government, conducted in an age and gender-sensitive manner.

4.1.2. Strengthening national RSD capacity

Problem statement and response strategy

The conflict has severely disrupted Refugee Status Determination (RSD) activities, particularly for asylum-seekers from Eritrea and Ethiopia. In June 2024, UNHCR and COR resumed RSD processing in Shagarab, Kassala State, and Port Sudan, Red Sea State. Sudanese authorities conduct first-instance RSD decisions, with UNHCR providing quality assurance, training, procedural guidance, and technical support for complex cases.

RSD procedures vary depending on an individual's circumstances of arrival and nationality. Eritrean asylum-seekers arriving directly in Sudan undergo simplified individual RSD, while those previously recognized as refugees in Ethiopia qualify for accelerated procedures. Ethiopian asylum-seekers from the Tigray region who arrived after November 2020, are granted *prima facie* recognition, whereas non-Tigrayan asylum-seekers and earlier arrivals undergo individual RSD assessments. South Sudanese and Central African Republic nationals are granted *prima facie* status upon arrival. Syrian and Yemeni nationals, though exempted from RSD, are registered as "others of concern," and issued assistance cards. All other nationalities are subject to standard individual RSD assessments. Asylum -seekers undergoing Refugee Status Determination (RSD) are enrolled through the proGres RSD module, followed by Level 2 or 3 registration.

Sudan's strict encampment policy generally requires Eritrean asylum-seekers to register in Shagarab camp, though exceptions are made for those with urgent protection needs, who are processed in urban areas, primarily Khartoum. Given the ongoing conflict and heightened vulnerabilities, UNHCR and COR plan to revise vulnerability criteria to improve access to registration and RSD services in urban settings.

Following South Sudan's succession in 2011, many persons of South Sudanese descent remained in Sudan—often viewing it as their home. However, the succession led to the revocation of Sudanese nationality for many, leaving them in a state of legal limbo. The Government of Sudan amended its nationality law, providing for the loss of Sudanese nationality of an individual with South Sudanese links. The law was amended in 2018, to exempt a person from automatic revocation "if it is proved that his ancestors domiciled in Sudan in or before the first of January 1924". However, lack of documentation is often a barrier to such exception. UNHCR will continue providing technical support to COR to refine prima facie eligibility for South Sudanese individuals, particularly those who were in Sudan prior to South Sudan's secession, ensuring they have access to legal status and durable solutions. The 2023 **Sudan's National Durable Solutions Strategy**, developed by Sudan's Transitional Government, outlines key protection measures, including freedom of movement, access to work, and pathways to naturalization for South Sudanese. Another potential avenue for legal status for South Sudanese refugees lies in the operationalization of the **Four Freedoms Agreement** between Sudan and South Sudan, established after South Sudan's 2011 secession, though this is yet to be fully enacted into law.

Key interventions
• Ensure streamlined access to registration and fair efficient individualized RSD procedures for individuals presenting asylum claims • Support review of existing policies and regulations to ensure fair and efficient RSD process, fully utilizing RSD Standard Operating Procedures • Continue to provide technical assistance to the Government to expedite RSD processing. • Support appointment of appeal panels in locations where RSD is conducted. • Conduct profiling of different population groups to support the Government in designing the most suitable approach to RSD for the population groups. • Advocate for the implementation of the National Durable Solutions Strategy strategic objective on naturalization for South Sudanese refugees; support engagement with the Civil Registry Department (s) and other relevant Government institutions for advocacy on access to nationality for those eligible. • Carry out assessment to categorize South Sudanese individuals who may be available for alternative status (e.g. through family links or based on the amendment of the Nationality Act in 2018) and those presenting asylum claims to assess numbers. • Engage with the South Sudanese consulate to explore possibility of South Sudanese individuals who are eligible and willing to acquire South Sudanese nationality and obtaining nationality documents. • Support engagement with the Immigration Department on windows for regularization of status (for eligible undocumented South Sudanese) safeguarding any risks of removals for persons approaching the Immigration Department

4.1.3. Enhancing registration and civil documentation

Problem statement and response strategy

Proper registration and documentation of refugees and asylum-seekers are essential not only for assessing and monitoring assistance needs but also as critical protection tools. Since April 2023, registration efforts have faced major challenges due to limited access, volatile security conditions, and frequent interruptions. The looting of registration materials further reduced operational capacity, underscoring the urgent need to reinforce staffing and resources, while Government authorities must implement adequate security measures to protect registration facilities and materials from unauthorized access to ensure continuity of protection services.

Increasing civil documentation: Many extremely vulnerable individuals are at a high risk of marginalization due to their inability to secure legal documentation, and thus, access to public life-saving services, social safety nets, freedom of movement and solutions. Lack of registration of vital events and civil documentation is a common issue for South Sudanese refugees in particular. Without documents to establish their identity, South Sudanese refugees face challenges accessing basic services, family re-unification, and specialised services for persons with specific protection needs. In the current context they are at heightened risk of being subjected to arbitrary arrest, detentions and *refoulement*. Gaps in the delivery of civil documentation for South Sudanese refugees also increases their risk of Statelessness. In particular, the lack of safeguards to ensure that all children acquire a nationality at birth, further contributes to this risk.

UNHCR has made efforts to advance civil registration for South Sudanese through EU-INPTA and PROSPECT partnerships in line with Sustainable Development Goals goal 16.9. To increase access to civil registration and documentation, UNHCR, COR and partners will continue to work with the Government and local authorities to enable the recording of refugee events within national civil registration systems. The inclusion of documentation and nationality issues in development planning will also be promoted. Awareness-raising campaigns will be conducted among affected populations on the importance of civil registration and risks of statelessness. UNHCR and partners will support decentralization of civil registration to locality levels close to forcibly displaced persons

as part of localization agenda. National and local authorities, as well as humanitarian partners will be sensitized on the risk of statelessness and impact on achievement of protection and solutions for displaced populations and encouraged to address issues of nationality and statelessness in the current crisis.

Strengthening refugee registration and documentation: Together with efforts to strengthen civil documentation for all affected populations, COR and UNHCR have ensured interface with refugee registration processes and continuous registration and documentation using proGres, ensuring collection of biodata and biometrics to verify identities. To meet registration targets, COR and UNHCR will enhance their teams by increasing staff capacity and expanding outreach to vulnerable populations. Continuous registration of refugees and asylum seekers, particularly those living outside camps, issuance of appropriate documentation and close monitoring of population movements will be prioritized. Where possible, registration will be used as a tool for early identification of persons with specific needs or persons at risk of statelessness.

Efforts are further needed to support State authorities in improving civil registration and access to documentation, including refugee ID cards, birth, and marriage certificates, for their own nationals as well as for refugees and asylum seekers. In line with the **2013 COR-UNHCR Registration Memorandum of Understanding (MoU)**, all states will implement standardized registration procedures. A structured transition plan is in place to fully transfer registration responsibilities to the government within five years. Additionally, COR and UNHCR have agreed to issue refugee and asylum-seeker identity cards with **foreign registration numbers**, enabling access to government services such as SIM card registration, banking, and housing.

Key Interventions
• Strengthen the institutional capacity of local authorities, particularly immigration and other relevant government actors, by providing training on international protection, refugee law, access to asylum, and core principles of the 1951 Refugee Convention, namely non-*refoulement (Art.33)*, non-discrimination (Article 3) and *non-penalization* of irregular entry or irregular stay (Article 31). • Enhance continuous registration to update records and reflect refugees and asylum-seekers life and events in proGres. • Strengthen registration and protection outreach to reach most vulnerable people in their locations in the immediate and medium-term. • Establish mechanims to assess civil documentation needs amongst FDPs. • Enhance systems for issuance and renewal of documentation to refugees and asylum-seekers. • Continue to plan for transitioning of the registration process to the Government of Sudan in accordance with the transition work plan. • Continue to support authorities to improve civil registration procedures and undertake awareness raising campaigns with refugees and asylum seekers on the importance of civil registration. Continue efforts to support civil registration in line with Sustainable Development Goal 16.9 through partnerships under PROSPECT, EU-INTPA and collaboration with other stakeholders. • By the end of 2026, support birth registration institutions and capacity building efforts to decentralize birth registration to locality level, close to refugees and host communities. Collaborate with PROSPECT partners and relevant line ministries on elimination of barriers to access to free birth registration as per the Child Act 2010.

4.1.4. Alternatives to camps and urban integration

Problem statement and response strategy

Aligned with Sudan's GCR commitments, UNHCR Sudan will continue promoting an out-of-camp or settlement approach that fosters refugee self-reliance, dignity, and inclusion by integrating displaced populations into host

communities. This approach enables access to national education, healthcare, housing, and livelihoods, reducing dependency on aid while fostering economic inclusion and social cohesion. Area-based interventions will benefit both refugees and hosts, supporting durable solutions and peacebuilding. Important steps have been taken toward enabling refugees to live in host communities, including strengthening host capacities and allowing for increased involvement in local economies including in urban areas.

UNHCR's obligations regarding international protection are not affected by either the location of the refugees nor the nature of the movement to that location. UNHCR response strategy for refugees in urban areas is be anchored in the objectives of policies set out in **UNHCR Policy on Refugee Protection and Solutions in Urban Areas, 2009**.The Policy provides guidelines for the provision of assistance to and the promotion of solutions for refugees in urban areas.

Where possible, effort will also be undertaken to phase out established camps and integration of refugees into host communities with the aim that camps are used in exceptional cases and as a temporary measure. The situation in Eastern Sudan presents unique historical challenges, where approximately 120,000 Ethiopian and Eritrean refugees have resided for over three decades. The maintenance of parallel service systems in long-standing camps has proven costly and unsustainable. While previous attempts to integrate these services into national systems have achieved limited success. UNHCR is currently developing a revised roadmap and is collaborating with World Bank to collect socio-economic data to enhancing coordination on sustainable responses for the populations across HDP nexus and UN system.

National and local authorities as well as humanitarian partners will be sensitized on the **UNHCR policy on Alternatives to Camps**, in order to enable well-informed decision-making process. IGAD has also established regional **Policy Framework on Refugee Protection**, which reflect the IGAD Member States' commitment to providing a safe haven for refugees, ensuring their access to essential services, and promoting their socioeconomic integration and reintegration into host communities while recognizing their contributions. It builds on the IGAD Member States' commitments and pledges towards realizing the objectives of the Comprehensive Refugee Response Framework, IGAD's Nairobi Declaration and the Global Compact on Refugee. Humanitarian actors will continue working to enhance provision of protection and assistance to refugees and host communities including through the development and strengthening of response approach for out of camp populations.

Participation of refugees in planning and decision-making will be ensured. In current emergency context, UNHCR, COR and humanitarian partners will support the Government to ensure that humanitarian relocations of refugees and asylum seekers are conducted in accordance with international standards through support in planning and sharing guidance and expertise. This includes support to persons in need of relocation, including through provision of protection and assistance to those who may choose not to relocate.

Key Interventions
• Prioritize identification and mapping exercises of refugee and asylum seekers outside the camps. • Work with the Government to help ensure that humanitarian relocation measures are implemented in accordance with protection standards. • Collaborate with development partners to ensure targeted development planning in line with a comprehensive refugee response approach, promote peaceful co-existence, while ensuring provision of assistance to those most in need, regardless of status. • Continue to invest in timely, reliable socio-economic data and evidence to inform collaborative planning for protection and solutions. • Strengthen/establish community-based mechanisms to ensure refugee outreach and access for people of concern in host communities. • Support Government-led strategies for inclusion at state level for gradual transition from humanitarian assistance to integrated national protection systems.

- Continue to monitor and assess feasibility of camp phase-out and gradual integration of displaced persons into host communities.
- By end of 2027 collaborate with PROSPECT partners and relevant line ministries to develop an action plan for the implementation of the IGAD regional Refugee Management Policy.

4.1.5. Preventing/mitigating risks of arrest, detention and deportation and ensuring effective redress

Problem statement and response strategy

Widespread insecurity across Sudan continues to endanger all civilians, including refugees, internally displaced persons (IDPs), and host communities. Civilians face heightened risks of targeted and indiscriminate armed attacks, abductions, and forced recruitment by armed groups. The conflict has led to a rise in mass arrests and detentions, particularly affecting refugees and asylum-seekers who are self-relocating or fleeing conflict zones. Reports indicate arrests in nearly all regions of Sudan - primarily in Khartoum, White Nile, Al Jazirah, Gedaref, and River Nile States - often on allegations of affiliation with armed groups, violations of immigration laws, or breaches of movement restrictions under the state of emergency. UNHCR and COR have also documented cases of group deportations involving refugees and asylum-seekers.

The Government of Sudan (GoS) enforces a strict encampment policy, requiring asylum-seekers to register and remain in their initial state of entry. While this policy is technically applicable nationwide, its enforcement was relatively lenient before the conflict, though sporadic roundups and detentions still occurred. Since the conflict began, movement restrictions have tightened, preventing refugees and asylum-seekers from relocating to safer areas or securing livelihoods. As a result, many resort to irregular movement without documentation or expired documentation, further exacerbating their vulnerability. These restrictions also hinder refugees' socio-economic inclusion.

UNHCR, COR and partner efforts have focused on ensuring that refugees and asylum seekers are not detained, and where refugees and asylum seekers are detained, respect for minimum standards which are to be met, including availability of procedural safeguards as provided by national laws, the 1951 Refugee Convention, and human rights instruments. Procedural safeguards include prompt and full notification of the detention decision; advisement of the right to counsel; review of the detention decision thereafter of the continuing necessity, if any, of the detention; and the right to contact and communicate with UNHCR, COR community paralegal networks or seek legal aid partner.

To reduce risks of arrest, detention and deportation, awareness raising with refugees on protection issues, available solutions and how to access them, including through community paralegals should be enhanced. It should also present available alternative options, such as seeking asylum, along with protection risks of not doing so and available mitigation measures. Training for law enforcement entities on refugees' rights; and prioritizing registration and documentation updates for refugees and asylum seekers remain critical.

Key interventions
• Ensure streamlined access to registration and fair efficient individualized RSD procedures for individuals presenting asylum claims. • Enhance detention monitoring in collaboration with partners, including identification of persons in need of international protection. • Enhance targeted training for law enforcement, judicial organs, local authorities, security bureau and line ministries on refugee law and human rights principles.

- Ensure that asylum-seeking children are not detained. In the exceptional situations where they are detained, ensure that the conditions of such detention conform to the minimum standards stipulated in Article 37 of the Convention on the Rights of the Child.
- Strengthen advocacy for alternatives to camp and promotion of inclusion.
- Provide legal services to refugees and IDPs including legal representation, counselling, and support with obtaining refugee documentation.
- Implement safeguards to ensure meaningful opportunity to access registration and asylum (in particular prior to removal proceedings/deportations or expulsions).
- Strengthen community awareness raising on various legal protection issues.
- Strengthen community structures to enable inclusive response to legal protection issues through identification and training of community paralegal networks which will facilitate the referral of cases to legal aid providers and play a critical role in enhancing the legal awareness among communities.

4.1.6. Maintaining civilian and humanitarian character of asylum

Problem statement and response strategy

Under international law, authorities at all levels of government bear the primary obligation to respect, protect, and fulfil the rights of individuals within their territory or jurisdiction. Given the unique challenges in refugee and internally displaced persons (IDP) hosting areas - such as insecurity and limited access to crisis-affected populations - responses must also prioritize the well-being of host communities.

Upholding the civilian character of these areas is a critical protection standard, with far-reaching implications for other safeguards, including preventing sexual and gender-based violence, halting forced and child recruitment, and ensuring access to assistance.

While identifying, disarming, and separating armed elements falls under state responsibility, all stakeholders—including forcibly displaced persons (FDPs) themselves—must cooperate to preserve the peaceful and humanitarian nature of asylum and refugee camps and settlements. Humanitarian actors, within their mandates, capacities, and security constraints, can support states through guidance, principled advocacy, Inter-Agency coordination, and technical or material assistance, where feasible.

Insecurity, particularly in border regions, often restricts access for humanitarian and civilian government actors. Enhanced coordination with authorities is essential to deliver protection and assistance to the most vulnerable populations in these high-risk zones.

Key interventions

- Proactively gather and analyze information about influxes and armed elements among the arrivals.
- Jointly with the Government develop SOPs on identification, separation, and internment measures.
- Assist the Government in strengthening security and protection measures to maintain the civilian and humanitarian character of refugee hosting areas. Enhance measures to prevent recruitment of refugees, particularly refugee boys and girls.
- Continue to engage in community dialogue and awareness raising campaigns to sensitize refugees on the risks of weapons and fighters in sites and involve refugees in promoting their own security.
- Monitor the identification and separation of fighters/combatants from the refugee population.
- Advocate for systematic weapon screening and disarmament at border entry points and continuous monitoring of weapons in refugee sites.
- Continue with high level advocacy and provision of technical guidance on procedures for renunciation of military activities.

- Continue to strengthen national RSD capacity and capacity building for national asylum authorities to implement verification of renunciation and RSD.
- In areas where humanitarian and civilian government actors have limited access due to insecurity, humanitarian actors may support Government and military actors - where appropriate - to develop guidance procedures aimed at promoting access by civilians to services and the engagement of humanitarian and protection actors.

4.1.7. Prevention and response to Conflict -related Sexual Violence (CRSV)

Problem statement and response strategy.

Conflict-related sexual violence (CRSV) remains one of the most pervasive and devastating forms of gender-based violence globally and has been reported in various parts of the country, inflicting profound physical, psychological, and social harm on individuals and communities. Despite international legal frameworks prohibiting such acts, CRSV continues to be perpetrated with alarming frequency and impunity.

Addressing CRSV requires a comprehensive approach that includes prevention, protection, accountability, and support for survivors. Prevention strategies involve addressing the root causes of conflict, promoting gender equality, and ensuring the rule of law. This includes strengthening security sectors, promoting accountable leadership, and addressing impunity. Response strategies focus on providing immediate assistance to survivors, ensuring access to justice, and supporting their long-term recovery. Providing survivor-centered support is essential for ensuring their well-being and empowerment. This includes providing health services, mental health support, and psychosocial counselling.

Engaging with local communities is crucial for understanding the specific context of CRSV and developing culturally appropriate responses. This may involve public awareness campaigns, community-based prevention programs, and partnerships with local organizations.

Key Interventions
• Strengthen/integrate leadership and coordination structures on CRSV within the established gender-based violence (GBV) coordination structures. Prevention and responses related to CRSVs to be designed and implemented with reference to *The Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings.* • Activate/strengthen prevention and early warning systems to detect and prevent sexual violence in conflict zones. • Ensure dedicated human resources and expertise by inclusion of the local NGOs and relevant UN entities to enhance prevention and response efforts. • Adapt and integrate CVRS specific prevention and response strategies into the existing Inter-Agency Gender-Based Violence SOPs. • Scale up case management including Sexual and Reproductive Health (SRH)services

4.1.8. Protecting refugees and asylum-seekers in mixed flows

Problem statement and response strategy

Sudan has long been a hub for mixed movements from the Horn of Africa toward North Africa, Middle East, and beyond to Europe. However, this phenomenon has increased in recent years particularly in East Sudan which often serves as a migratory route for mixed movements from Eritrea, Ethiopia, and Somalia with the ultimate end to reach Europe and certain Arab countries in the Middle East. Since the outbreak of conflict in Sudan in April

2023, millions more people have fled their areas of origin in search of safety, with the vast majority being Sudanese nationals but also including refugees. This has led to increased movement toward Egypt and Libya, with many intending to seek asylum. There has also been a sharp rise in the use of smuggling networks and increased risks of aggravated smuggling and trafficking in persons within Sudan, affecting refugees, asylum-seekers, and migrants. The risks to people on the move persist beyond border crossings, as they may face forced return to Sudan in vulnerable conditions, with many requiring life-saving assistance.

In 2024, UNHCR worked with IOM to revive the Sudan Mixed Movements Working Group, solidifying joint action and advocacy for people caught in mixed flows. UNHCR and IOM also started joint border monitoring activities at the northern borders, including formal crossing with Egypt and the path leading to Libya. This enabled UNHCR to better administer CBI to people deported from Egypt. In Red Sea State, UNHCR and protection partner JASMAR distributed IEC material on risks of trafficking in persons and trained CBPNs, Community Outreach Volunteers (COVs), faith leaders, teachers, and members of the media on its dissemination.

UNHCR will continue to pay particular attention to strengthening mechanims for the identification and registration of refugees and asylum seekers in mixed flows. UNHCR will work with IOM and partners to strengthen implementation of the routes-based approach, to raise awareness on risks of smuggling and trafficking strengthening, engage state authorities in line with States responsibility to combat smuggling and trafficking, including preventing, investigating, prosecuting, and helping victims, access to asylum for those in need of international protection, exploring opportunities for resettlement and complementary pathways and voluntary return of migrants, among key interventions. UNHCR will continue to work with the Government to reduce the vulnerability of populations addressing lack of livelihoods and strengthening inclusion of forcibly displaced persons in national systems as part of comprehensive responses.

Key interventions
• Strengthen coordination with national anti-trafficking committees, and other stakeholders to implement comprehensive approaches under the routes-based approach to address protection risks related to mixed movements. • Collaborate with partners (including UNODC, IOM and others) to establish multipurpose hubs along the easter migration routes providing one stop center for protection services including child protection/ BIP, family reunification, GBV identification and case management, access to asylum, counselling services, referrals and facilitating safe and dignified return of individuals not found to be in need of international protection. • Establish RLOs in border states to oversee the dissemination of messaging and early-warning on emerging trends or incidents. • Strengthen collaboration within the mixed movement coordination mechanisms. • Strengthen communication campaigns that empower refugees and asylum-seekers through innovative approaches, such as revamping Telling the Real Story (Somalia, Sudan and Ethiopia) to amplify refugee voices, counter misinformation, and enhance awareness raising on the dangers.

4.1.9. Preventing and mitigating risks of statelessness

Problem statement and response strategy

It is difficult to estimate the number of stateless people or those at risk of being stateless in Sudan due to unavailability of updated statistics, access restrictions and lack of political recognition of the statelessness magnitude. Sudan's national legislation does not grant citizenship to all children who would otherwise be stateless, although all children abandoned in the territory of Sudan (foundlings) are, automatically, afforded the

Sudanese nationality. Sudan is not a State Party to any of the two statelessness conventions[6]; however, it is a state party to a number of other conventions that embrace safeguards against statelessness at birth including the Convention on the Rights of Child and the African Charter on the Welfare and Rights of Child. Sudan has also signed the ICGLR Declaration and Plan of Action on eradication of Statelessness[7]. While Sudanese Constitution and nationality law, in principle, provide that both men and women have a right to confer nationality to their children, some gender discriminatory elements remain leading to increased risk of statelessness among individuals born of Sudanese mothers and foreign fathers. Due to the new situation imposed by the conflict coupled with limited functioning of government institutions including the General Directorate of Civil Registry and the Identity Department of the Ministry of Interior, interventions on to prevention of statelessness have not prioritized by the government.

According to assessments conducted prior to the conflict there is a magnitude of potential statelessness cases among groups of populations in the country in particular migrant communities in Western and Eastern Sudan and some of the border and cross boarder tribes as well as among the protracted refugees from Ethiopian/Eritrean mixed parentage.

The Low level of civil documentation including birth registration in the country is also another driver for the risk of statelessness. Civil registration services are centred in urban areas and many rural communities have extremely limited access to these services. Lack of civil documents is a barrier to access nationality documentation.

UNHCR and partners will aim to re-establish the working relationship with the General Directorate of Civil Registry and pursue interventions aimed at enhancing the capacity of Civil Registry and Identity Department. Support will be provided to the Civil Registry to revive and update the Statelessness National Action Plan which expired in 2022. UNHCR will advocate to reinstates the country statelessness focal point and link the focal point with the regional network, under the ICGLR platform.

UNHCR and partners will collaborate with the Government to enhance the issuance of civil documentation and legal identities for refugees and asylum-seekers, aimed at preventing and mitigate the risks of statelessness. Additionally, efforts to encourage the Government to accede to the 1954 and 1961 Statelessness Conventions will continue. Efforts will also focus on strengthening the capacities of government officials, civil society, humanitarian organizations, and legal and paralegal professionals on the right to documentation and civil registration. At the community level, awareness-raising sessions will be conducted for refugee communities, emphasizing the importance of civil documentation and birth registration to prevent statelessness.

Key interventions
• Advocate, at different levels, for ratification of the statelessness conventions and for law and policy reform to ensure consistency with international standards. • Provision of Legal Aid and legal awareness to individuals at risk of statelessness and strengthening the legal aid networks. • Support engagement with the Civil Registry Department (s) and other relevant Government institutions for advocacy on access to nationality for those eligible. • Support engagement with the Immigration Department on windows for regularization of status, safeguarding any risks of removals for persons approaching the Immigration Department. • Support provision of documentation to persons at risk of stateliness, including support to Civil Registry to enhance civil documentation outreach. • Advocate for gender equality in matters relating to acquisition of nationality.

[6] 1961 Convention on Reduction of Statelessness and 1954 Convention on Protection of Stateless People
[7] ICGLR Declaration on Eradication of Statelessness, adopted in 2017 in Brazzaville by member states in the organization of the International Conference of the Great Lakes Region (ICGLR)

4.2. SO2: Enable access to timely life-saving assistance and protection services for refugees, asylum-seekers, and hosting communities

4.2.1. Most vulnerable refugees have access national social protection and access basic services

Problem statement and response strategy

In Sudan, the protection needs of vulnerable population - including women, children, people with disabilities, and those with specific needs - remain significant, necessitating targeted interventions to ensure their well-being. Despite ongoing efforts to support refugees, many vulnerable individuals face substantial barriers in accessing basic services due to the breakdown of national social protection systems. Challenges such as lack of documentation, discrimination, restricted freedom of movement, and inadequate infrastructure further hinder their ability to access basic services such as food, shelter, healthcare, education, and livelihood opportunities. These obstacles perpetuate cycles of poverty and vulnerability, undermining stability, and social integration. Addressing these issues requires inclusive policies and tailored interventions to ensure equitable access to resources and support systems for all refugees.

To strengthen protection efforts, identification, documentation, and tracking of individuals with specific needs will be enhanced through identification during registration, protection monitoring and vulnerability screening. Priority will be given to those in conflict-affected and hard-to-reach areas, as well as survivors of trauma. Partnerships with specialized agencies and organizations - particularly those providing psychosocial support - will be reinforced to ensure a coordinated response. This includes improving referral mechanisms for multi-sectoral assistance, such as cash-based interventions and other critical services.

Multi-Purpose Community Centers (MPCCs) and community-based protection structures will be established, with trained volunteers conducting awareness-raising activities on protection risks faced by vulnerable groups. Supported by key stakeholders, these initiatives will advocate for improved access to services. Additionally, advocacy efforts will focus on including refugees in national social protection schemes. Finally, fostering an enabling environment for refugees is crucial - one that expands access to gainful employment, higher wages, and self-employment opportunities for both refugees and host communities.

Key interventions
• Provide coordination support (protection, multi-sector and area-based) to align responses. • Ensure that refugees and asylum-seekers are assessed for their protection and assistance needs • Establish mechanisms for targeted assistance to refugees and asylum-seekers in urban areas in a phased approach and close follow-up. • Enhance systematic protection monitoring and reporting, identification of refugees with Specific Protection Needs to record data in ProGres database, and undertake general and ad hoc prevention interventions • Conduct assessments (including Rapid Needs Assessments) to identify protection needs and vulnerabilities. • Continue to advocate for inclusion of refugees and asylum seekers in national social protection schemes such as food assistance. • Continue to work with health partners to strengthen health services and mechanisms for referrals for urban refugees.

- Strengthen mapping of specialized service providers and establishment of referral pathways.
- Strengthen integrating inclusion of PSN in joint needs assessments and improve provision of individual services to PSNs.
- Include specific information on access to services and service providers in CwC and key messages for PSNs with reference to relevant guidelines.
- Engage in joint capacity building of front-line staff (focusing on inclusion).
- Collective advocacy in support of refugees, asylum seekers and host communities.

4.2.2. Strengthening community-based mechanisms and meaningful participation of boys, girls, men, and women

Problem statement and response strategy

Sudan is facing a complex humanitarian crisis driven by conflict, political instability, and climate-related emergencies. Persistent displacement has severely disrupted community structures and social support systems, leaving populations fragmented and isolated. The breakdown of existing networks has further hindered communication, eroded community cohesion, and complicated recovery efforts for displaced individuals.

This strategy focuses on empowering communities and enhancing their resilience to foster collaboration and sustainable development. In Sudan, robust community networks have already demonstrated their potential by promoting engagement and empowerment-some even evolving into refugee-led organizations that advocate for their communities. Priority will be given to reinforcing these networks through outreach, capacity-building, and the revitalization of Community-Based Protection Networks (CBPNs).

To improve communication with affected populations, protection partners will collaborate to establish and maintain multiple feedback and information-sharing mechanisms. These include Inter-Agency helplines and call centers, protection and information desks, protection monitoring and field visits, community consultations, and multi-sectoral needs assessments. Additionally, participatory assessments will ensure ongoing dialogue with refugees and asylum seekers. These tools, aligned with the Age, Gender, and Diversity Mainstreaming (AGDM) approach, are designed to facilitate responsive interventions, and gather critical feedback from communities.

Key intervention
• Enhanced two-way communication through effective feedback mechanisms and communication channels between communities, humanitarian actors, and authorities to ensure timely information sharing and responses. • Increase community participation by empowering individuals to take an active role in decision-making, protection initiatives, and local governance. • Strengthen community networks by rebuilding and reinforcing social support systems to enhance cohesion, resilience, and collective problem-solving.

4.2.3. Strengthening child protection systems

Problem statement and response strategy

Children are among the most vulnerable people in times of conflict and are at heightened risk of exploitation, abuse, and exclusion from basic assistance such as food and nutrition. They are also at risk of becoming separated from their families, forcing them to become heads of households. It is estimated that about 16 million children in Sudan need life-saving assistance. In absence of support to children and their caregivers, children

are at risk of engaging in harmful practices such as child labor and sexual exploitation, being forced into early marriage or being recruited by armed groups. Infants and young children face higher risks of malnutrition, disease, and death if specific assistance is not provided in a timely manner.

Efforts will focus on establishing and reinforcing child protection mechanisms to ensure safety, well-being, and development of children at risk. A key focus area is inclusion of refugee children into the national child protection systems, while gradually shifting away from direct implementation of Best Interest Determination (BID) towards Government-led child protection case management mechanism. This will require capacity-building of the national social workforce and relevant national institutions to include refugee children. For the transition to be successful UNHCR will work with UNICEF, Government Ministry of Social Welfare, Child protection partners and community-based organisations to ensure a coordinated transition process.

Key interventions
• Strengthen systems for inclusion of refugees in the national CP, GBV and birth registration systems through support to civil registries and Ministry of Social Affairs. • Strengthen capacity of child protection partners to implement a comprehensive Best Interest Procedures (BIP) covering identification, BIA/BID, case planning, implementation of case plan, follow up and closure. • Strengthen structured referral pathways and provide direct support to children at risk. • Expand access to community-based psychosocial programs, child-friendly spaces, and trauma-informed activities. • Continue to identify, trace, and reunite separated and unaccompanied children with families or secure safe alternative care arrangements. • Continue to build capacity of child protection officers, social workers, and community volunteers to enhance their ability to prevent and respond to child protection risks. • Implement targeted programs addressing child labour, early marriage, and child recruitment through education and livelihood support. • Continue to monitor and report on violations committed against children in armed conflict situation in Sudan including recruitment and use of children into armed groups in collaboration with Country Task Force on Monitoring and Reporting (CTFMR) responsible for the implementation of the monitoring and reporting of grave violations against children in armed conflicts (MRM) at country level.

4.2.4. Strengthening Mechanisms to Prevent and Respond to Gender-Based Violence

Problem statement and response strategy

GBV prevention and response efforts will focus on strengthening survivor-centred services and addressing the root causes of GBV during emergencies. Ensuring comprehensive GBV case management is provided timely to survivors, increased awareness raising activities and capacity building sessions for both communities and state actors on GBV prevention and response will be prioritised. Enhancing GBV mainstreaming across all sectors to ensure that GBV risk mitigation measures are strengthened in WASH, education, shelter/NFIs and health is of utmost importance.

Expanded focus on men and boys' survivors of GBV in the response strategy, in coordination with the GBV AoR will be pursued. Girl shine programmes will be implemented with the aim to support, protect, and empower adolescent girls with skills and knowledge on GBV and how to seek support services ensuring that adolescent girls are not left behind in GBV interventions. Targeting women with livelihood interventions to ensure that GBV is comprehensively mitigated and mainstreamed in livelihood sector would be a mitigating approach to address GBV and exploitation related to poverty and vulnerability.

Effective partnership and coordination enhance the GBV response, reduces duplication, ensures standards are met, and increases accountability to affected populations. Protection partners will enhance coordination at both state and national levels to improve GBV programming for forcibly displaced persons in Sudan and advocate for their inclusion in national systems. UNHCR and partners will thus prioritize establishment of effective prevention, risk mitigation and response programming which will be aligned with the evolving context of Sudan harnessing capacities of local actors and communities.

Key interventions
• Prioritise capacity building targeting national stakeholders, including government counterparts and Women-Led Organisations, including contextualized training on GBV integration and risk management. • Ensure effective implementation of GBVIMS+ and scale up in large refugee hosting operations. • Continue to conduct community dialogues, awareness campaigns, and advocacy efforts to challenge harmful cultural norms and reduce GBV risks. • Strengthen case management and safe spaces by establishing confidential reporting mechanisms, crisis centers, and safe spaces for GBV survivors. • Ensure access to legal aid, medical services, and mental health support for survivors. • Enhance opportunities for vocational training, cash assistance, and support for income-generating activities to reduce vulnerability to GBV. • Continue to engage male community leaders and youth in promoting positive masculinity and preventing GBV.

4.3. SO3. Foster self-reliance through access to basic services, livelihoods and inclusion, and durable solutions

4.3.1. Promoting access to basic services, livelihoods, and economic Inclusion

Problem statement and response strategy

The escalating displacement in Sudan has led to widespread civilian casualties and a severe humanitarian crisis, demanding a unified response from humanitarian and development actors. Sudan now faces the world's fastest-growing displacement and one of the largest protection crises, with the highest number of internally displaced people globally. Sudan's fragile economy, already strained by sanctions, inflation, food insecurity, and rising poverty, has deteriorated further due to the conflict. This massive influx strains resources - water, food, healthcare, shelter, and economic opportunities - intensifying competition that threatens peaceful coexistence between host communities and refugees. Increased competition over basic resources like water, food, healthcare, and shelter is stretching host communities, whose needs are unmet. Resource scarcity and environmental strain are distressing relations between host communities and refugees, creating tension around limited opportunities (services, jobs, and business). Inflation and a scarcity of livelihood options have eroded purchasing power, with both forcibly displaced populations and host communities struggling to meet basic needs. Many refugees face housing insecurity as they struggle to afford rising costs for food and basic services.

To address these urgent needs, livelihood support and economic empowerment initiatives for refugees, IDPs, and host communities are critical. Early involvement of development partners focused on increasing access to basic services, self-reliance and solutions-oriented programming is essential to drive sustainable impact. A collaborative, innovative approach among development actors will enhance both complementarity and efficiency, ensuring effective, sustainable responses to this escalation.

Key interventions
• Mainstream protection across all sectors. • Advocate with the Government to issue foreign numbers to refugees and legal facilitation to access to basic services. • Facilitate access to self-employment/business entrepreneurship. • Promote climate smart agricultural/livestock/fisheries pathways to self-reliance. • Support access to financial services. • Strengthen coordination for solutions or joint interventions with other partners to promote inclusion. • Increase wage and self-employment opportunities to refugees and host communities through joint projects. • Encourage participation of development partners and the private sector to create economic opportunities for refugees and host communities. • Address multi-sectoral needs through the delivery of life-saving basic services, mainstreaming protection across all sectors.

4.3.2. Strengthening advocacy towards inclusion in education

Problem statement and response strategy

The ongoing conflict has severely worsened the already critical situation of refugee children's access to education. Prior to the conflict, 70% of refugee children were already out of primary and secondary education. By April 2023, this figure rose to over 80%, affecting more than 300,000 children. This deterioration resulted from nationwide education disruptions affecting all children, including nationals, and the secondary displacement of refugee households from conflict hotspots in Sudan's central corridor, Kordofan, and Darfur states - areas bearing the brunt of the violence.

In response to the crisis, state ministries of education have adopted fragmented academic calendars to restore education services based on security conditions and available resources. The extensive learning losses have further undermined refugee education inclusion efforts, despite UNHCR's ongoing collaboration with respective state ministries of education to promote integration.

Further, the percentage of refugees accessing higher education dropped from 0.3% (or 426 students) in 2023 to 0.1% in 2024. The ongoing conflict has severely impacted the higher education sector, resulting in university and college closures, relocation of students, and increased operational costs. These challenges are further intensified by a deteriorating economic situation and rising inflation. Reports indicate high dropout rates, students repeating academic years, and many students not being reached at all. By December 2024, only 76 refugee students remained on the scholarship database.

The ongoing conflict threatens to reverse the progress made toward including refugee education services within the national system. The withdrawal of development partners and donors from directly supporting the government at the onset of the war has hindered development of a sustainable and reliable solution for the children of refugees and returnees in Sudan.

Key Interventions
• Support formal and non-formal education ensuring continuity of learning and, improve the quality of teaching and learning • Ensure continuity of mental health and psychosocial support (MHPSS) for learners and teachers • Strengthen coordination, partnership, and sustainable financing of refugee education to promote inclusion.

- Advocate for and facilitate restoration of refugee education services to increase access to education for refugee children and youth.
- Expand Higher Education and vocational training opportunities for displaced populations.
- Support refugees' access to education in urban public education system through CBI approach.
- Strengthen the linkage between education and child protection sectors to ensure children access safe, protective, and inclusive education.
- Strengthen public school system to enhance refugee access to safe, protective, and inclusive learning environment.

4.3.3. Monitoring and advocating for access to essential health services, including nutritional services

Problem statement and response strategy

In Sudan, public health facilities have been destroyed by the war, lack personnel and face shortage of medicines and medical supplies. While refugees may access health facilities, due to lack of resources they are overstretched and understaffed. Refugee patients must often purchase medication from private markets after consultations, as public health facilities lack adequate medical supplies. Private medical clinics remain financially inaccessible to most refugees and asylum-seekers.

Enhanced coordination among health partners is essential to complement health services and strengthen referrals through camp-based health services within the public system. Simultaneously, expanding support to public health facilities in urban areas is needed to improve access and quality of health services for both refugees and local communities. Health Sector partners will support the Ministry of Health regarding continuation of support to maintain access to health services for refugees and asylum-seekers. This requires continued donor commitments until state and federal government services can fully cover the health needs of refugees and asylum-seekers. Protection partners will collaborate with health sector for referrals and access to specialised health services, including nutritional services for cases identified through protection monitoring.

Key Interventions

- Provide essential lifesaving primary health care and nutrition services for displaced individuals living in camps and host communities through improved health workforce, health infrastructure, health information systems(iRHIS) and adequate medicines and medical supplies.
- Reduce the risk of maternal, child and infant mortality and morbidity through provision of live saving sexual reproductive health services.
- Strengthen the community health awareness and health promotion with community linkages.
- Strengthen nutrition surveillance and treatment of malnutrition.
- Scale -up and integrate MHPSS services in PHCs, coupled with provision of case management for those with severe mental health problems.
- Strengthen the coordination with MOH and other partners to advocate for refugees' inclusion & Integration into national health response plans.
- Establish close coordination between health partners and MoH to ensure health and nutrition services are within the national standards and follow national guidelines and protocols.

4.3.4. Enhancing Durable Solutions

Problem statement and response strategy

Voluntary repatriation: The current context in Sudan offers limited opportunities to achieve durable solutions for forcibly displaced persons (FDPs). Conditions in countries of origin remain equally challenging, making safe return largely unfeasible. Obstacles to voluntary repatriation have been safety and dignity, good governance and rule of law, access to services – especially health care and education, restitution of land and property, and access to housing civil documentation and livelihood opportunities.

Supporting spontaneous (self-organized) returns: Despite the risks, some refugees have opted for voluntary, spontaneous return to Sudan. Some refugees move with the intent to permanently return, whilst others return for shorter periods, including to assess conditions, and to check on relatives and property, without UNHCR assistance. UNHCR has focused on providing accurate information about return conditions and offering counseling to potential returnees. Cross-border coordination mechanisms with neighboring countries have been maintained to monitor return conditions, analyze trends, and develop consistent messaging. Returnees are able to access available and on-going humanitarian assistance. UNHCR and partners will continue to undertake returnee monitoring and provide assistance designed to mitigate protection risks of the journey and in country of origin.

Particular attention should be paid to women and children/youth, who face heighted risks, such as SGBV and forced recruitment, during cross-border movements but also within the country of origin. This information should also be shared with donor countries and partners to aide resource mobilization.

The intentions of refugees and IDPs including their perceptions of impediments to a sustainable return, should be obtained through an intention survey monitoring, and documented through profiling, and are a central element of any solution's framework.

Advancing Durable Solutions: Despite the non-implementation of the pre-conflict **National Durable Solutions Strategy,** UNHCR and UNDP and the Danish Refugee Council successfully revitalized the National Durable Solutions Working Group in late 2024, with ongoing discussions to include IOM as a co-chair. State-level Durable Solutions Working Groups (SLDSWGs) have been reactivated in Kassala, Gedaref, and White Nile, with planned expansion to return areas such as Khartoum, Aljazeera, Sennar and Blue Nile. The coordination forum is supported by the Resident/Humanitarian Coordinator (RC/HC) and works closely with the Durable Solutions Unit (DSU) established within the RC Office, with support from the Swiss Development Corporation (SDC) for expertise staffing capacity, with strategic guidance by Professor Walter Kaelin (Durable Solutions Advisor for Sudan). This revitalization has enabled strengthened engagement with partners working on solutions, economic self-reliance, social inclusion, and stabilization efforts. Strategic partnerships with development actors have been particularly enhanced. In more stable regions including White Nile, Port Sudan, Kassala, and Gedaref, UNHCR has implemented livelihood and economic inclusion programs to support both displaced populations and host communities.

On-going humanitarian reset with its emphasis on a shift towards more effective, locally led, and sustainable solutions in crisis response, focuses on durable solutions for displaced populations. At the operational level, activation of Area Based Coordination (ABCs), will strengthen engagement of humanitarian-development and peacebuilding partners at localized level to help affected communities achieve durable solutions, ensuring protection related strategic guidance/advice/objectives are followed and taken into consideration.

Resettlement and complementary pathways: While resettlement remains a strategic tool for achieving protection and solutions, there is a sharp declining trend in availability of resettlement places, constraining UNHCR ability to respond to resettlement priorities. In the 2026 Resettlement Planning, the Sudan Operation projected a population of 61,330 would need resettlement, based on an assessment of profiles with specific

needs that could benefit from resettlement as a protection/solution intervention.[8] In line with commitments contained in the New York Declaration, efforts will be taken to support the establishment or expansion of complementary pathways as part of comprehensive refugee response. This includes expanding and supporting family reunification mechanisms, increasing access to educational opportunities in third countries, facilitating labour mobility schemes in a protective sensitive manner and enabling protracted refugees to legalize their stay through long-term residence permits.

Local integration: Local integration is a sovereign decision, to be exercised by States, guided by treaty obligations and normative human rights principles. A number of states have found it useful to move towards the local integration of refugees, including by providing durable solutions, legal status, and naturalization. If local integration is to be successful, efforts are required by all parties, not only refugees in adapting to the host community, but also on the part of host communities and national institutions, to include refugees and meet their basic needs. In Sudan full local integration as a durable solution remains contingent upon access to nationality documentation from countries of origin. Statelessness continues to represent both a potential cause of displacement and a barrier to durable solutions. The 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness provide essential frameworks for prevention and resolution of statelessness cases, and UNHCR maintains its advocacy for Sudan's accession to these instruments. Globally, UNHCR continues to advocate with states for naturalization for refugees who meet requirements and continues to provide support in addressing administrative and practical barriers, including integration policies and legislation.

Key Interventions
• Continue to conduct intentions surveys among refugees to identify barriers to return and mobilize stakeholders' support to address those barriers. • Assess opportunities and barriers for local integration of refugees and IDPs to inform advocacy with local authorities, development partners and donors. • Enhance monitoring of spontaneous returns, working jointly with the neighboring CoAs for a harmonized regional coordinated response. • Identify and process resettlement cases, prioritizing the most vulnerable refugees and based on availability of resettlement quotas. • Continue to promote complementary pathways, including educational and labour mobility opportunities, and explore other legal pathways for refugees to access safety and stability. Continue outreach and counselling activities to raise awareness of available options. • Continue to support national institutions to promote cohesion between refugees and host communities in the longer term ensure cost effective measures and avoid parallel systems. • Continue to provide technical support to the Government on nationality legislation, accession to the statelessness treaties and support initiatives geared towards accession as relevant. • Effectively coordinate to ensure that interventions mainstream service delivery to refugees within existing national, local, and community-based protection systems and structures in the areas of social protection, civil documentation, and education while at the same time providing direct support to these structures to ensure that both refugees and nationals can obtain quality services. • Collaborate with the Government to formulate Sudan's National Durable Solutions Strategy action plan in all states, giving local actors a central role in decision-making and resource allocation, including funding and coordination. • Continue to engage with stakeholders on Durable Solutions at national level to progressively attain durable solutions for protracted displacement (refugees, IDPs and returnees).

[8] UNHCR, 2026 Projected Global Resettlement Needs https://www.unhcr.org/publications/2026-projected-global-resettlement-needs-pgrn, resettlement needs relevant to Sudan (61,330).

5. Advocacy and Resource Mobilization

In Sudan's evolving crisis, humanitarian assistance alone is insufficient. A strategic and coordinated approach that bridges emergency response with long-term development is essential for saving lives in the short term and ensuring resilience for sustainable recovery in the medium term and fostering self-reliance in the long term. By integrating humanitarian and development efforts, UNHCR is creating pathways towards economic inclusion, stability, and long-term peace for Sudan's refugees and host communities.

The above approach is guided by the *"solutions from the start"* principle, which promotes that humanitarian interventions must be seamlessly linked with development strategies. While addressing immediate protection and assistance needs remains paramount, UNHCR is concurrently fostering economic inclusion, strengthening livelihoods, and investing in sustainable solutions that enable displaced populations (refugees, IDPs) and host communities to regain independence and stability.

6. Modifications and Amendments

UNHCR, COR and protection partners and through community consultations where feasible, will carefully analyse the successes and challenges from the first-third year of implementation of relevant priorities, goals, and approaches. Based on this analysis, the strategy may be reviewed and updated in the last quarter of 2027 or first quarter of 2028.

List of Annexes

Annex 1: Refugee Protection and Solutions Matrix – 2025- 2027

Annex 2: Refugee Protection and Solutions Monitoring Plan – 2025-2027