

NRC Sudan Annual Report 2025



Acknowledgment

The Norwegian Refugee Council (NRC) pays solemn tribute to the memory of Abubaker, Elsheikh, Madibo and Mark, whose lives and service reflected deep compassion, integrity and commitment to people affected by conflict. We also extend our sincere gratitude to our Sudanese colleagues for their courage, resilience and unwavering dedication as they continue to support communities and deliver assistance under the most challenging and dangerous circumstances.

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In Tawila, North Darfur, a piece of cloth becomes a home for families who have lost everything. Photo: Marwan Mohammed/NRC

Cover photo: In El Geneina, West Darfur, displaced children from Al Fasher and Khartoum continue their education under trees, determined to keep learning despite harsh conditions. Photo: Ahmed Ahmed/NRC

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Foreword by Country Director

As I reflect on the past year in Sudan, I am struck not only by the scale of the challenges we faced but also by what the Norwegian Refugee Council (NRC) was able to achieve and, most importantly, by the resilience and courage displayed by the people we serve. Behind every statistic in this report is a family, a child, a community striving to hold on to dignity in the midst of displacement and uncertainty. To me, 2025 can be summed up in three words, “hardship and hope”, and I am proud of the NRC team, who have worked tirelessly to convert hardship to hope!

This annual report is not only a record of our activities. It is a testament to the courage of those we serve and the commitment of our team. NRC has worked to provide shelter, education, protection and livelihoods support across Sudan, often in areas where access is limited and needs are immense. We have advocated tirelessly for the rights of displaced communities, reminding the world that humanitarian principles must remain at the centre of response efforts.

At the same time, I cannot ignore the personal impact of this work. Each interaction with the community leaves me humbled: a mother sharing her story of displacement, a teacher striving to keep children learning in makeshift classrooms, a young volunteer helping neighbours despite having lost everything. These encounters remind me, yet again, that humanitarian response is not just about policies and programmes – it is about people and about standing alongside them in solidarity.

Looking ahead, our priorities remain clear: to strengthen protection, to expand access to essential services and to push for durable solutions that allow displaced families to reclaim their futures. But beyond strategies and frameworks, our mission is deeply human. It is about ensuring that every person we reach feels seen, heard and supported.

I invite you, as you read this report, to see both the scale of the challenges and the depth of the human spirit that persists in Sudan. Together, we can ensure that those displaced are not forgotten and that their hopes for peace and stability are met with action.

With respect and determination,



Shashwat Saraf

Country Director,
NRC Sudan



In Gedaref State, the Norwegian Refugee Council is supporting small-scale farmers, helping them grow crops in their fields and at home, strengthening their ability to feed their families and build resilience. Photo: Ahmed Elsir/NRC

Sudan in 2025: crisis overview

2025 saw Sudan's war grind on, with devastating consequences for civilians as it brought fear, destruction and indiscriminate violence to yet more communities across the country. With new mass atrocities being committed, displacement rising, starvation deepening and public services collapsing, Sudan once again recorded the world's largest number of people in need.

In 2025, the war continued to be waged against civilians, with systematic violations of international humanitarian law. Following an initial phase of the war that saw major towns largely destroyed in active fighting, last year marked a stark escalation. Sieges were imposed in ways that deliberately drove starvation and **famine** in Al Fasher (North Darfur), Kadugli and Dilling (South Kordofan). Traders were attacked, markets were depleted and countless families resorted to surviving on boiled leaves, animal feed and boiled cow skins for several months.

Two episodes of mass atrocities were recorded in North Darfur, in Zamzam Camp and Al Fasher, the last bearing the hallmarks of **genocide**. Shifts in territorial control have been systematically accompanied by people fleeing and by widespread violence against civilians, including execution, coercion, sexual and gender-based violence, torture, detention, looting, deprivation and forced disappearance. More than **one in ten families is missing at least one family member**.



In Tawila, North Darfur, displaced families struggle to access safe and clean water, often waiting in long lines just to fill a container, a daily challenge that reflects the hardship they face. Photo: Marwan Mohammed/NRC

Throughout the year, escalating drone attacks killed scores of civilians and destroyed key infrastructures across the country, including schools, hospitals, markets and humanitarian operations. They caused major shortages of water, electricity and fuel, with widespread and severe consequences for cities, hospitals and everyday life, especially in the **east of the country**.

Seasonal flooding compounded the emergency. Heavy rains damaged shelters and latrines, contaminated water sources and cut off roads used for trade and aid delivery, increasing exposure to waterborne disease. In 2025, the country faced an unprecedented cholera outbreak, with over **70,000 people** infected, and there is a high risk of resurgence during the next rainy season.

At the end of 2025, Sudan remains the country with the most people in need, with **over 33.7 million people – more than half the population – now requiring humanitarian assistance**. A large portion of them are children.

Over 9 million people were internally displaced, many of them forced to flee multiple times, **often under attack and along life-threatening routes**. Fleeing families found refuge in highly fragile, underserved and overcrowded camps across Tawila, the Nuba Mountains and White Nile. At least 4.4 million people are still refugees in neighbouring countries, including Chad, South Sudan, Egypt, Libya, Ethiopia and Uganda.

About 3.5 million people have returned to Khartoum and other central states, either from within Sudan or from neighbouring countries, especially Egypt. They face dire conditions amid widespread destruction, collapsed services, economic crisis and explosive contamination. Despite their vulnerability, the number of returnees is likely to grow as conditions in areas of displacement are extremely difficult.

Humanitarian access continues to be severely constrained by insecurity, blatant obstruction of aid, political and bureaucratic restrictions, active frontlines, and collapsed routes and infrastructures. Those who help have been relentlessly targeted: **65 attacks on healthcare** were recorded and **92 aid workers were killed**, injured, kidnapped or detained in 2025. Local responders and community-based groups were harassed, detained, killed and looted throughout the year. Despite the risks, they remained critical lifelines in many inaccessible areas, often assisting in extremely dangerous conditions.

Despite escalating needs, **humanitarian funding** remains critically low. In 2025, the dramatic cuts to humanitarian funding from the United States and European donors meant the gap between required and actual funding was greater than ever. In Sudan, this meant that **60 per cent of last year's appeal remained unfunded**. Reversing this trend in 2026, when the new humanitarian appeal stands at USD 2.1 billion, will be essential: renewed global solidarity and sustained humanitarian funding are critical to ensure families caught in Sudan's war receive the assistance they need to survive and rebuild their lives.



In Goz Al Salam camp in Kosti, vulnerable families are being registered for cash assistance, helping them cope with difficult conditions and meet their urgent needs with dignity. Photo: Ahmed Elsir/NRC

NRC in Sudan | Who we are and where we work

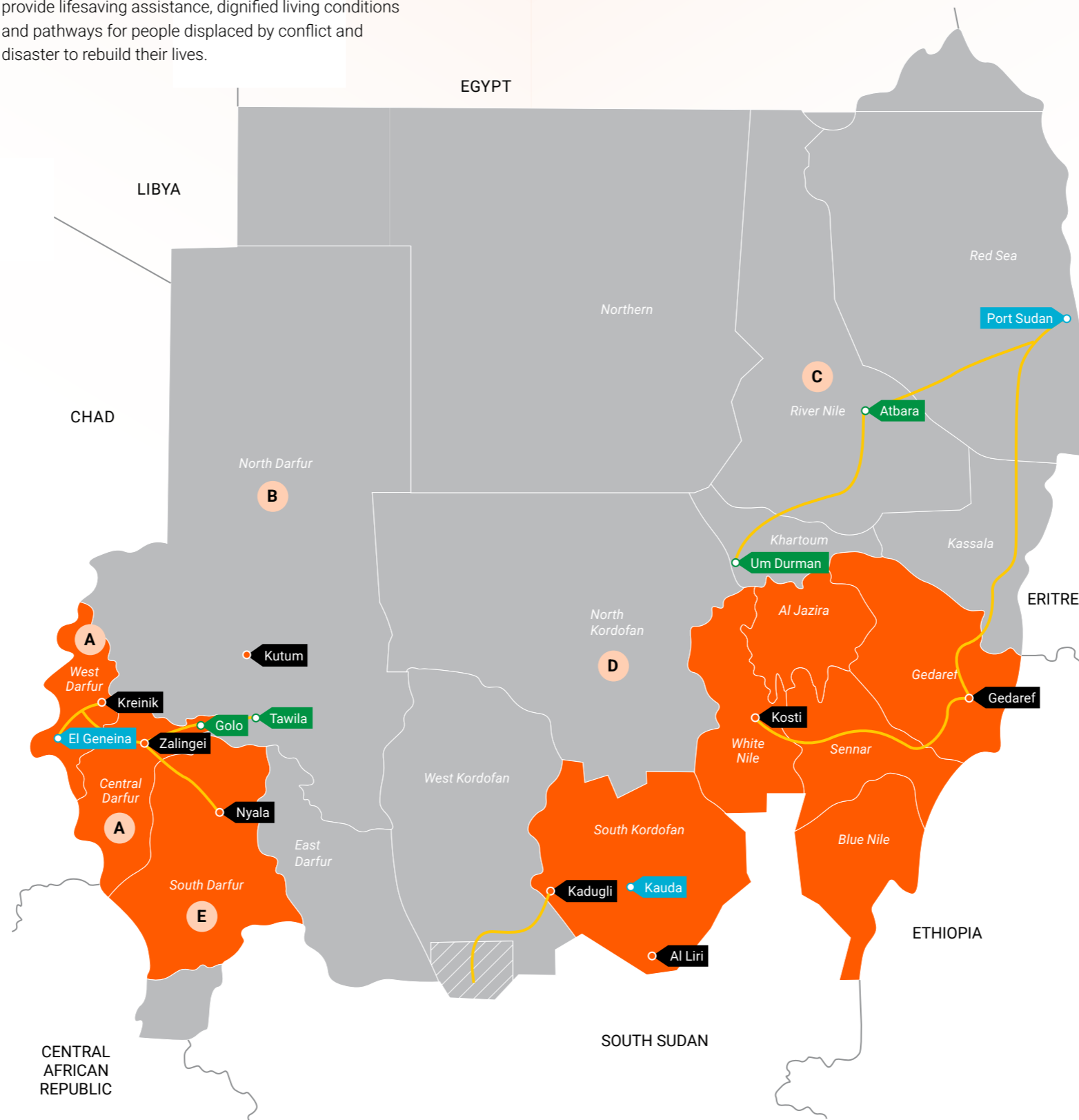
NRC now operates in Gedaref, White Nile, West and Central Darfur, South Darfur, North Darfur, and South and North Kordofan, with its country office in Port Sudan. We are reaching people across Sudan's 18 states, working alongside more than 720 local responders and community-based groups, including mutual aid groups, women-led and youth-led initiatives, and 93 national partners.

Since the war began, NRC has scaled up its response across Sudan to meet the urgent humanitarian needs of those caught by conflict. Meanwhile, we are supporting early recovery in areas with pockets of resilience. From the mass displacement triggered by the conflict in Khartoum to the devastating mass atrocities in North Darfur and the sieges of Kordofan, NRC has provided lifesaving assistance to fleeing families. Under extreme conditions, our partners and staff have continued to reach civilians trapped under siege in Darfur and Kordofan. We have responded to cholera outbreaks, floods and deepening hunger countrywide. Beyond providing emergency assistance, we have promoted the resilience of communities. We have strengthened local markets, helping people protect themselves, and aided small farmers and traders in resuming essential businesses. Across the country, we have helped children access education and psychosocial support and supported families in regaining legal identity and rights, and securing shelter, water and sanitation.

NRC's response in Sudan draws on its core areas of expertise: education, shelter, water, sanitation and hygiene (WASH), legal assistance, protection, camp management and livelihoods support delivered through cash and market-based approaches. This enables us to provide lifesaving assistance, dignified living conditions and pathways for people displaced by conflict and disaster to rebuild their lives.

LEYEND

- Area offices
- Field offices
- Planned field office
- Office linkage



A West and Central Darfur Area Office: 199,500 people reached (not including those reached indirectly through the bakery project)

- Established as an area office in 2023 and expanded to Central Darfur, Niyala and Tawila in 2024 (as of 2025, West and Central Darfur has a separate area office).
- Area office: El Geneina (West Darfur) | Field offices: Zalingei (Central Darfur), Kreinik (West Darfur).
- Increased impact of protection programming through mobile team outreach in remote areas and provision of support to remote communities.
- Increased number of schools supported by NRC education activities while assisting over 60,000 children across West and Central Darfur (59 schools).
- Successfully implemented bakery projects in remote localities of West and Central Darfur with high levels of food insecurity, subsidising the price of bread and baking over two million pieces of bread per day.
- Assisted cholera response in West, Central and North Darfur and provided support to families during the 2025 flood season in 2025.
- Supported local initiatives through Group Cash Transfers (including community kitchens, distribution of non-food items, hygiene awareness, cleaning campaigns and community protection projects).

B Jebel Marra and North Darfur Area Office: 376,600 people reached

- Became a separate area office in February 2025.
- Responded to two major emergencies – the large-scale displacements from Zamzam camp and Al Fasher – reaching survivors of mass atrocities with lifesaving services.
- Continued remote assistance to people trapped in besieged areas of Al Fasher until the takeover of the city.
- Established education and camp coordination and management programmes, in addition to emergency response and cash and markets assistance.
- Expanded operations across North Darfur in response to growing needs, strengthening humanitarian presence along the route from Al Fasher to Tawila to support people stranded.

C Nile Area Office: 408,800 people reached

- Established in July 2024 by combining the East and Central area offices (existing since 2020).
- Area office: Gedaref | Field office: Kosti (White Nile).
- Sustained multi-sector support and emergency response for displacement-affected communities in Gedaref and White Nile.
- Restarted education support for children affected by conflict in Khartoum.
- Supported Ethiopian refugees in Gedaref to transition into formal education.
- Responded to Al Fao floods (August–September 2025) with essential household items and hygiene kits.
- Responded to cholera outbreaks through WASH support, including hygiene outreach.
- Established community centres in Gedaref to improve protection support and access to services.

D Kordofan Area Office: 309,500 people reached

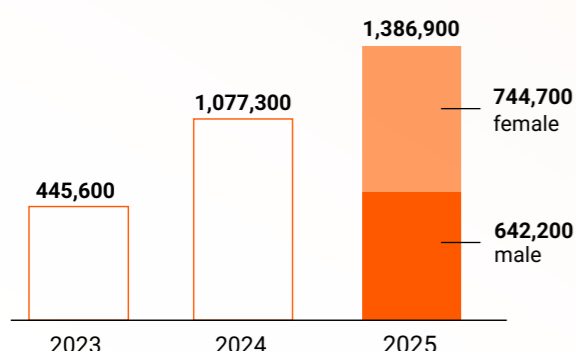
- Established as an area office in 2020.
- Area office: Kauda | Field office: Kadugli (South Kordofan).
- Delivered support in education in emergencies, WASH, emergency response, and cash and market support to tackle widespread food insecurity.
- Continued supporting families trapped under siege in Kadugli, with emergency cash and emergency education.
- Supported cholera response in South Kordofan through hygiene outreach and the distribution of cholera and hygiene kits.
- Rapidly prioritised support for newly displaced families fleeing sieges in Dilling and Kadugli and violence across Kordofan, who sought refuge in makeshift sites and host communities in the Nuba Mountains.

E South Darfur Area Office: 92,500 people reached

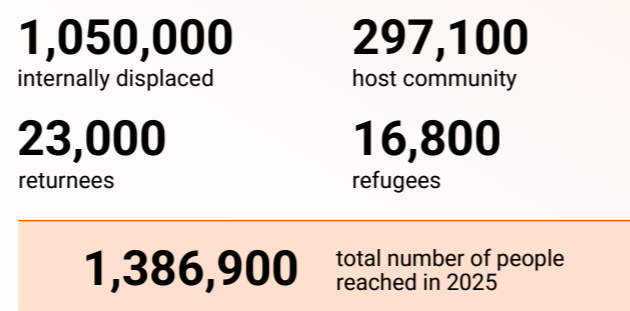
- Became a separate area office in 2025.
- Expanded from Nyala into Beleil, Kas, South Jebel Marra and Niteiga to respond to acute needs, new and protracted displacement and severe response gaps.
- Prioritised newly displaced families, malnourished children, people with disabilities and people facing protection risks.
- Set up an education programme supporting 18 schools.
- Supported the cholera response through hygiene kits, water treatment and public awareness activities.

2025 at a glance | Key achievements*

People reached in Sudan by NRC



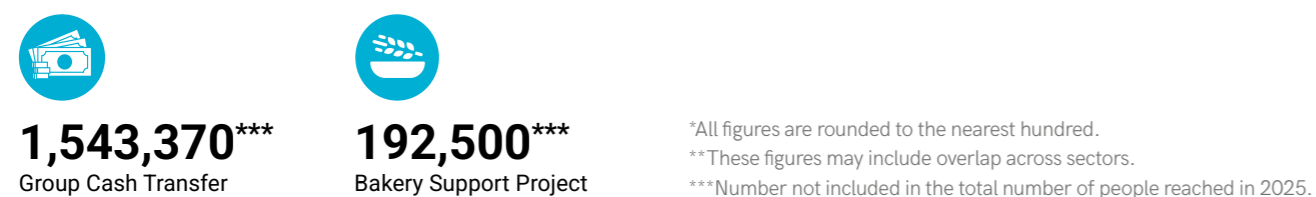
People reached categorised by displacement status:



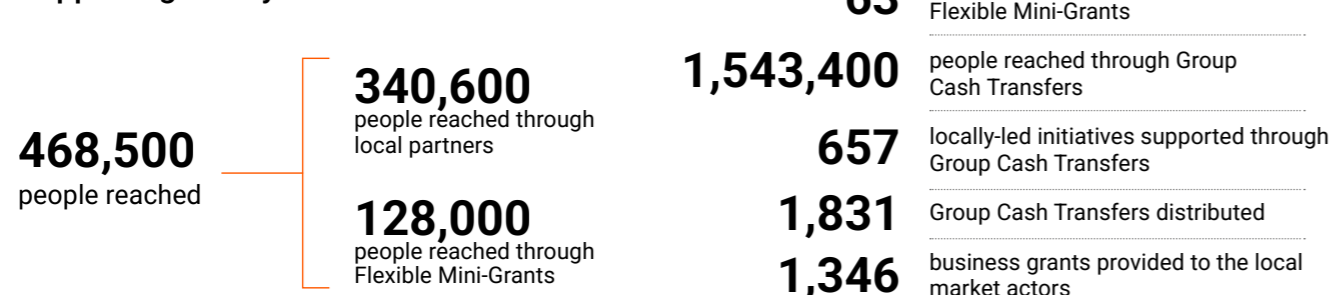
Overview of people directly reached per sector**



Overview of people indirectly reached per sector



Supporting locally-led initiatives



Our strategy and results in 2025

Our key strategic achievements

In 2025, NRC Sudan continued to operate in one of the world's most severe displacement crises. Our central ambition was to respond rapidly to people facing crisis, help displacement-affected communities protect their rights and rebuild their lives, and strengthen the wider humanitarian response through advocacy, partnership and more effective ways of working.

As needs deepened and access remained constrained, we adapted our response while staying anchored in the three strategic priorities of our 2022–2025 strategy: meeting urgent needs; defending rights and supporting self-reliance; and strengthening the quality and reach of our wider response.

Meeting urgent needs through timely emergency response

NRC prioritised rapid, principled and flexible assistance for people affected by conflict, displacement and repeated shocks, especially in emergencies and hard-to-reach areas. This included delivering lifesaving support directly and through response mechanisms relevant to their needs, including cash-based and other adaptable modalities.

- More than 1.3 million people assisted in 2025.
- 369,600 people reached through emergency response.
- Around 273,000 people reached through cash and multi-purpose cash assistance.
- 18 states and 57 localities reached.

Reducing barriers to rights, self-reliance and durable solutions

NRC worked to help displaced people reduce the legal, social, educational and economic barriers that keep them in prolonged vulnerability. Through integrated programming, legal assistance, livelihoods support, education, protection and advocacy, NRC aimed to strengthen people's ability to exercise their rights, meet essential needs with dignity and move towards safer and more sustainable futures.

- Almost 147,000 children and young people supported through education.
- More than 48,600 people supported through information, counselling and legal assistance services.
- More than 269,600 people reached through livelihoods and food security support.
- More than 716,500 people reached through protection, shelter and WASH services.

Strengthening the response through advocacy, partnerships and improved ways of working

NRC's strategy also emphasised improving the quality and reach of the response beyond direct delivery alone. In 2025, this meant combining programme delivery with evidence-based advocacy, strategic and local partnerships, coordination, market-based programming, digital approaches, and stronger accountability and learning. Together, these approaches helped NRC expand access, improve relevance and support a more effective and people-centred humanitarian response.

- 93 partners worked with, including local or/and national partners.
- More than 1,830 Group Cash Transfers supported.
- Five media moments and at least 120 TV, radio and newspaper interviews, including in top-tier media.
- 15 advocacy and policy documents, with over 100 policy engagements across different capitals.
- 33 coordination mechanisms and working groups supported.



An NRC staff member receives and registers newly arrived families in Tawila camp, helping them take the first step toward support and assistance. Photo: Marwan Mohammed/NRC

Our programmes

Education

 **175,900**
people reached in 2025

For children affected by conflict and displacement, getting back to learning is a step towards safety and stability. NRC's education programme supports girls and boys to continue learning in safer, more supportive environments. It focuses on children's wellbeing, helping them cope with distress, rebuild routines and return to learning. This includes newly displaced children and those who have been out of school for long periods.

Our teams:

- Helped newly displaced children and adolescents return to learning through first-line education response, which combines psychosocial support, life skills and structured learning support.

- Supported out-of-school children through NRC's Accelerated Learning Programme, helping them catch up and move back into formal education where possible.
- Provided cash assistance to support school improvement plans in 49 schools, as well as education material to 252 schools.
- Trained 1,953 teachers across Sudan on education in emergencies and supporting children affected by trauma.
- Worked with parent-teacher associations to support school rehabilitation through training and small grants.
- Used e-vouchers to help children access stationery and other basic school items, while also supporting local markets.
- Worked with 11 local education partners, helping NRC reach hard-to-access areas and strengthen local capacity.
- Used Flexible Mini-Grants to address practical barriers to education, including exam fees, transport, school feeding and learning materials.



Inside a simple learning tent, a teacher patiently guides children who were once outside the education system, helping them learn the basics of Arabic in White Nile State. Photo: Ahmed Elsir/NRC

Information, counselling and legal assistance

 **48,600**
people reached in 2025

Without the right civil documents, many displaced people struggle to access basic services and protect their rights. NRC's information, counselling and legal assistance programme helps people obtain key legal and civil documents such as national numbers, birth certificates and marriage certificates. It also supports families facing housing, land and property (HLP) problems, including eviction threats, and works with communities to resolve disputes peacefully.

Our teams:

- Helped people understand how to obtain legal documents through in-person sessions, one-to-one counselling and online outreach.
- Supported 8,178 people to obtain legal documents in coordination with authorities, including 1,215 South Sudanese refugee children born in exile and at risk of statelessness, who were given birth registration.
- Strengthened community systems for birth registration through support to midwives.
- Helped communities resolve disputes peacefully and strengthen social cohesion.
- Provided support on HLP issues, including secure tenure and eviction risks.
- Set up eviction monitoring and response in three states with national partners.
- Continued to co-chair the national HLP Area of Responsibility and support evidence-based programming.

Livelihoods and food security

 **269,600**
people reached in 2025

When families lose income and food becomes unaffordable, the fastest route to recovery is often restoring livelihoods. NRC's livelihoods and food security support focused on practical ways to strengthen families' resilience, from farming support and small business grants to savings groups and community projects. It also involved the use of market-based approaches to make staple food more affordable.

Our teams:

- Expanded the bakery support programme in West and Central Darfur, working with 1,221 bakeries to help reduce the cost of bread by around 50 per cent and indirectly enabling approximately 192,500 people to access more affordable food (this is in addition to the 269,600 people reached directly).
- Trained farmers in better agricultural practices, provided seeds and tools for the 2025 production season and supported farming activities across multiple communities using vouchers and cash support.
- Supported small businesses and market actors with financial support and basic business skills to help sustain incomes and local trade.
- Established and supported community savings groups (village savings and loans associations), helping families build savings and access small loans.
- Helped communities strengthen local resources and shared services through community committees and awareness activities.
- Complemented market support with cash assistance for the most vulnerable households so families could afford food and reduce harmful coping strategies.



A woman buys bread from an NRC-supported bakery in El Geneina – a simple act that reflects the importance of accessible food. Photo: Ahmed Ahmed/NRC

Protection from violence



151,375
people reached in 2025

NRC's protection from violence programme helps people affected by conflict, displacement, restricted movement and the collapse of basic services stay safer, access support and reduce the risks they face in their daily lives. In Sudan, the programme works through community-based activities, individual support, referrals to services and safe spaces where people can seek information and assistance.

Our teams:

- Provided individual protection support to people facing serious risks, including violence, exploitation, displacement and extreme hardship.
- Helped people access other essential services through referrals to health, psychosocial, legal and other specialised support.
- Worked with communities to identify protection risks and develop community-led solutions.
- Set up and supported community protection structures to strengthen local response and participation.
- Ran community access centres across Darfur, helping people safely access information, support and referrals.
- Supported women, displaced people, people with disabilities and others facing heightened protection risks.
- Continued to strengthen protection analysis and coordination to help inform response and advocacy.



In El Geneina, the Norwegian Refugee Council is providing solar-powered lights to vulnerable neighbourhoods helping bring light, safety, and a sense of security after dark. Photo: Ahmed Ahmed/NRC



Volunteers in Tawila, North Darfur, prepare and distribute food to displaced people in the area. Photo: Ahmed Ahmed/NRC

Shelter and settlements



96,900
people reached in 2025

NRC's shelter and settlements programme helps people affected by conflict and displacement access safer living conditions and basic household support. In 2025, the programme prioritised newly displaced families with emergency shelter and essential household items. It also supported people in longer-term displacement through camp support, shared infrastructure and stronger community participation.

Our teams:

- Provided essential household items to 77,600 people.
- Delivered emergency shelter support to 8,842 people.
- Led camp management in four camps in Tawila, helping improve shared infrastructure and everyday living conditions.
- Helped people access specialised support through referrals to other service providers.
- Strengthened community participation through local representation structures and better communication between communities and service providers.
- Worked with local responders through Group Cash Transfers in 10 communities to address shared shelter and household needs.
- Partnered with six local organisations to expand reach in hard-to-access and high-need areas.



In a school in Kosti locality, White Nile State, rehabilitated latrines by the Norwegian Refugee Council are helping protect children from disease and supporting a safer learning environment. Photo: Ahmed Elsir/NRC

Water, sanitation and hygiene



468,300
people reached in 2025

In 2025, NRC's water, sanitation and hygiene (WASH) response focused on helping conflict-affected communities access safe WASH support across Sudan. The programme combined emergency programmes with longer-term improvements to water systems, sanitation facilities, hygiene promotion and cholera response, delivered directly by NRC and with local partners.

Our teams:

- Improved access to safe water through the rehabilitation of water sources, upgrades to existing systems, expansion of water networks and emergency water trucking.

- Strengthened community water systems through training and support for local water management structures.
- Improved access to sanitation by constructing and rehabilitating 1,167 communal latrine blocks.
- Supported community clean-up campaigns and other sanitation activities.
- Promoted hygiene through house-to-house visits and public campaigns.
- Distributed essential hygiene kits to 41,300 families.
- Supported cholera prevention and response through public awareness and through providing water treatment supplies and other essential items.

How we deliver assistance

Cash and markets

Cash and market-based support expanded significantly in 2025 across emergency response, livelihoods and food security, education, WASH and protection. NRC reached 489,100 people and channelled over USD 20.1 million through cash assistance, education e-vouchers, hygiene and dignity support, agricultural inputs, small business grants and market support, helping families meet urgent needs while supporting local markets.

Assistance was delivered through over-the-counter cash, electronic vouchers and agent-based delivery, depending on local conditions. NRC also carried out market assessments and price monitoring, and worked with local traders to help keep essential goods available.

To strengthen delivery, NRC expanded its network to 20 financial service providers and invested in guidance and training for staff, partners and local responders on cash assistance, market analysis and digital delivery.

Group Cash Transfers

Local responders remained at the centre of NRC's Group Cash Transfers (GCTs) in 2025. A total of 1,831 GCTs were delivered through 657 local responders, reaching 1,543,400 people across multiple states. Total disbursements reached USD 9.21 million.

GCTs helped mutual aid groups reach hard-to-access communities and respond to a wide range of needs, including food, water and sanitation, shelter, protection, education and emergency support. The largest share was delivered in Darfur and Khartoum, followed by Kordofan, Gedaref and the Nile states.

Alongside delivery, NRC, local responders and national humanitarian organisations collaborated in capacity-sharing initiatives on needs assessments, market surveys, data collection and integrity, monitoring tools, learning, and reporting systems to strengthen service delivery and accountability. This also included piloting early recovery, social cohesion and peacebuilding activities linked to the next phase of the GCT model.



A displaced woman receives cash assistance in El Geneina, West Darfur. Like thousands who fled their homes, she now relies on this support to meet her family's basic needs. Our team reached more than 1,200 people with life-saving cash assistance. Photo: Ahmed Ahmed/NRC



Amina* is rebuilding her home with wood and simple materials in the Nuba Mountains, South Darfur a quiet act of strength and determination. Photo: Mathilde Vu/NRC

Multipurpose cash assistance

For many families, cash assistance remained one of the fastest ways to cover basic needs in 2025. NRC provided multipurpose cash assistance (MPCA) to 52,404 families, reaching 273,000 people, with total transfers amounting to USD 13.35 million.

Support was concentrated in the areas most affected by conflict and displacement, especially North Darfur and South Kordofan, with additional assistance in West, South and Central Darfur, as well as Gedaref and White Nile. Most recipients were internally displaced people, alongside host communities, refugees and returnees.

By helping families cover essentials such as food, basic services and household items, MPCA provided a rapid and flexible response while supporting local markets during a period of acute economic pressure.

Digital modes of assistance

As NRC's response expanded in 2025, digital systems helped teams manage information, strengthen emergency readiness and deliver assistance more efficiently. Tools supported education activities, programme follow-up and reporting. They also enabled faster and more accountable distributions.

The Student Attendance Tracking system was rolled out to help education teams record attendance more consistently. NRC also advanced CORE, a digital system designed to bring programme data together, reduce paper-based processes and strengthen follow-up and reporting.

Other systems supported emergency response and planning. Crisis Learning, Early-warning, Anticipation and Response (CLEAR) Warning helped strengthen risk monitoring. Meanwhile, Rapid Cash and Digital Registration and Distribution enabled faster registration, verification and aid delivery. Mapping and geospatial analysis also helped teams plan responses and monitor operations across Sudan.

Emergency response

When new crises hit, NRC aims to respond quickly so newly displaced families can meet their most urgent needs. In 2025, this included multipurpose cash assistance, emergency shelter, essential household items and water, sanitation and hygiene support.

Since June 2025, NRC has assisted around 200,000 people across South Darfur, South Kordofan and Gedaref through the Rapid Response Mechanism. NRC also played a leading role in the response to the crisis in Al Fasher, supporting more than 7,200 families and helping facilitate humanitarian access for the wider response. In South Kordofan, NRC supported new displacement by distributing aid to 9,000 internally displaced people.

Partnerships and capacity-sharing

Supporting people across Sudan's fragile and hard-to-reach areas depends on strong local partnerships. In 2025, NRC worked with more than 93 partners and provided 63 Flexible Mini-Grants to support timely, locally-led action across water, sanitation and hygiene, shelter, legal assistance, education, protection, livelihoods and food security.

Capacity-sharing remained an important part of this approach. During the year, 64 local partners took part in capacity-sharing initiatives, with more than 400 people trained in areas such as reporting, accountability, safe programming, access, security and risk management. NRC also launched a Local Actor Resource Library to give partners continued access to practical tools and learning materials tailored to the Sudan context.

In partnership with the Centre for Humanitarian Leadership, NRC supported learning on crisis leadership and system strengthening. This was aimed at helping local actors work more strategically and adapt to a changing humanitarian environment.



With support from the Norwegian Refugee Council, women in El Geneina, West Darfur, are selling vegetables in local markets to earn an income. Photo: Ahmed Ahmed/NRC

Coordination and collaboration

NRC Sudan plays a highly active and strategic role across national and sub-national coordination fora, contributing to both operational and policy-level engagement. At the national level in Port Sudan, NRC is a key member of the Humanitarian Country Team and multiple cluster systems, while holding leadership roles such as Co-Chair of the HLP Area of Responsibility and the GCT Technical Working Group and hosting advocacy functions within the International Non-Governmental Organisation (INGO) Forum. NRC contributes to strategic advisory groups across education, protection, and shelter, camp coordination and camp management. It also participates in cross-cutting platforms including access, communications, protection of civilians and protection from sexual exploitation and abuse networks.

At the sub-national level, NRC demonstrates strong field leadership by co-leading cash working groups in South Kordofan and North Darfur, co-leading the Education Cluster in South Darfur, and leading or actively engaging in area-based coordination platforms across Darfur. Through these roles, NRC not only supports coordination and information-sharing but also shapes strategic direction, strengthens localisation efforts and enhances the overall effectiveness of the humanitarian response in Sudan. NRC Sudan plays a central role in several consortia that focus on coordinated, multi-sector humanitarian delivery. It is a key member of the Cash Consortium of Sudan and notably leads both the Education Consortium and the Rapid Response Consortium, which support integrated programming and timely emergency interventions. Through these roles, NRC strengthens collaboration, ensures harmonised approaches and maximises the collective impact of partners in responding to humanitarian needs across Sudan.

Key highlights in 2025 | Case studies

Responding to the takeover of Al Fasher and the Tawila emergency

- Opening a new office in Tawila in January 2025 enabled NRC to rapidly scale its presence in North Darfur and Jebel Marra as displacement surged and needs escalated.
- NRC teams responded to multiple shocks during the year, including large-scale displacement after the campaigns of destruction in Zamzam and Al Fasher, as well as the devastating cholera outbreak in Tawila camps.
- When large numbers of people began arriving in Tawila from Al Fasher, NRC started responding within 24 hours by beginning registration immediately, supporting hot meals alongside local responders and making referrals on the spot for people needing specialised support.
- As families fled along key routes towards Tawila, NRC expanded its presence along displacement corridors to provide humanitarian assistance and protection support. NRC also helped strengthen coordination in Tawila as needs grew, supporting a more organised response and service delivery for humanitarian organisations in one of the largest displacement sites in the country.
- Joint advocacy and coordination with the United Nations and partners helped improve logistics and enable the wider response, guided by a principled approach in a highly sensitive context.



Displaced families fleeing from Al Fasher to El Geneina in West Darfur are living in fragile camps and worn-out tents, facing harsh conditions and lacking even the most basic necessities of life. Photo: Ahmed Ahmed/NRC

Operating under siege in Al Fasher and Kadugli

- During the sieges of Al Fasher, Kadugli and Dilling, local responders and national partners were the backbone of the humanitarian response, sustaining support when most humanitarian aid agencies could no longer operate directly. Often working under shelling and at severe risk, they continued reaching families trapped in the cities. NRC supported these efforts through remote assistance, including cash transfers that enabled households under siege to access food at a time of extreme hunger. As conditions deteriorated and food prices skyrocketed, support shifted to more flexible delivery approaches, including raising grants thresholds to help partners maintain lifesaving assistance.
- In Kadugli and surrounding areas, NRC maintained direct operations despite the siege, with teams continuing to deliver assistance, including through online cash support delivery.
- NRC and local responders monitored market conditions and adjusted support to match rapidly changing prices, helping local response keep pace with rising costs.
- Staff safety remained a priority. When insecurity escalated, teams paused and resumed work when conditions allowed. Staff were also supported to relocate to safer areas when needed.



A group of displaced families in El Geneina wait to receive cash assistance. Thousands have fled to the El Geneina in West Darfur and urgently need all forms of support. Our team distributed cash assistance to more than 1,200 people, helping them meet their most basic daily needs. Photo: Ahmed Ahmed/NRC



With the help of local responders and NRC support, food is being provided to displaced people in the Nuba Mountains, South Kordofan, a vital source of relief in difficult times. Photo: Karl Schembri/NRC

Local responders at the frontline and delivering at scale

- In 2025, local responders were often the first to act and the last to leave. In places where access was restricted, their presence, local knowledge and community trust enabled assistance to continue when many organisations could not operate directly.
- This locally-led response was supported through NRC's Group Cash Transfers, which helped local responders deliver support at scale across Sudan, reaching nearly three million people in 2025.
- Under siege conditions, local responders helped keep lifesaving support going and adapted quickly as risks changed. For example, NRC worked with them in Al Fasher to support 98 communal kitchens. These kitchens served 210,777 people at the peak of the crisis, providing a critical lifeline for communities cut off from assistance.
- As displacement spread beyond Al Fasher, local responders helped ensure continued assistance for families on the move. Working through community networks, they helped identify urgent needs, track movements and offer rapid support to newly arrived displaced families.
- Local responders' proximity and community trust helped keep assistance accountable and responsive, even as needs changed day by day.
- Alongside rapid response, NRC's wider partner network supported locally-led action across shelter, water, education, legal assistance, protection and livelihoods.



A displaced child from Al Fasher attends a class in Tawila, North Darfur. Learning continues with support from the Norwegian Refugee Council. Photo: Marwan Mohammed/NRC

Restoring learning and safe spaces for children in displacement

- For children affected by conflict and displacement, returning to learning is part of recovery. NRC focused on helping children regain routine, safety and wellbeing so they could re-engage with learning in their new environment.
- Education support reached children in highly challenging settings, including displaced communities in Darfur and hard-to-reach areas such as the Nuba Mountains, where access is limited and communities have been under severe pressure.
- In Tawila, teams created safe, supportive learning activities even with minimal infrastructure, including running the Better Learning Programme in open spaces and under trees. Teachers shared that some children who had been experiencing nightmares began sleeping better over time. They also reported changes in children's drawings, seeing a shift from images reflecting fear and violence to more hopeful scenes.
- NRC expanded education support into new areas, including parts of South Darfur, and worked with teachers and community groups to keep learning going in hard-to-reach locations.
- By supporting families, teachers and community groups, NRC helped create spaces where children could learn, play and feel safe. This contributes to community resilience – including through supporting displaced children to integrate into host communities – and helps reduce longer-term harm.



In Al Qallabat Al Sharqiya locality, Gedaref State, NRC and its partners are providing agricultural training, equipping farmers with knowledge and skills to improve their livelihoods. Photo: Ahmed Elsir/NRC

Protection at the core of the response

- In 2025, protection considerations shaped how NRC prioritised and delivered assistance, especially in areas with limited access and high risk. The focus was not only on what was delivered – the aim was also to reduce harm and keep people safer while meeting urgent needs.
- NRC used individual assistance, often through cash support, as a practical way to reduce exposure to harm. Teams helped people access safer shelter options, relocate when needed and reach essential services when other support was unavailable.
- In Darfur, NRC strengthened safe access to information and support through community access points and outreach, helping women, displaced people and people with disabilities reach services. In 2025, more than 54,000 visits were recorded across 11 centres.
- Where sustained access was limited, NRC supported communities to identify protection risks and develop their own solutions, strengthening local participation and coordination. This included 39 community-led initiatives and 11 community protection structures.
- When national monitoring systems were not fully in place, NRC strengthened its own tracking of protection risks. This guided real-time decisions on who needed support most urgently and contributed to wider efforts to improve protection monitoring.

Advocacy and policy

- In 2025, NRC focused its advocacy on protecting civilians, safeguarding humanitarian access and supporting – and protecting – Sudan’s local responders. This boosted collective efforts to push for practical steps to reduce harm to civilians and remove barriers to aid.
- Our advocacy draws directly on what teams see on the ground. Information from field operations is systematically harvested and translated into policy analysis. We then share practical recommendations with diplomats and decision-makers to improve respect for international humanitarian law and unblock humanitarian access.
- Partnerships remain at the centre of NRC activities. We work closely with the Sudan INGO Forum, national partners and a broad range of Sudanese civil society organisations to coordinate advocacy, support collective engagement with decision-makers and amplify Sudanese voices internationally.
- NRC also used media strategically to keep attention on Sudan’s crisis. We conducted more than 120 interviews with leading international and regional outlets, speaking out when civilians were harmed, atrocities were reported or funding shortfalls left needs unmet.



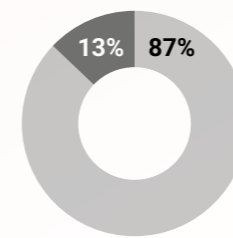
In Al Qallabat Al Sharqiya locality, Gedaref State, NRC and its partners are providing agricultural training, equipping farmers with knowledge and skills to improve their livelihoods. Photo: Ahmed Elsir/NRC

How we work

NRC Sudan’s response in 2025 depended on staff working in complex and often high-pressure conditions. Throughout the year, we strengthened onboarding, staff support and management capacity to help teams perform effectively, resolve issues early and feel supported in their work.

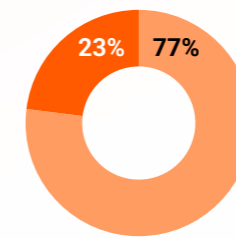
504

Total staff members



National vs international staff

- 65 international
- 439 national



Female vs male staff

- 116 female
- 388 male

Our people

In 2025, we focused on the following areas:

- **Stronger onboarding:** We ran induction sessions for new national and international staff, including tailored onboarding for newly established teams.
- **Training and development:** We maintained an annual training plan and carried out a nationwide training needs assessment to prioritise learning for the year.
- **Staff voice and workplace support:** We supported the election of staff representatives in the country office and new area offices, strengthening channels for staff to raise concerns and seek support.
- **Better people management:** We developed practical guidance for handling misconduct and poor performance. We also supported managers with performance improvement plans where needed.
- **Wellbeing and duty of care:** We organised psychosocial support sessions for staff, particularly after the loss of two colleagues, and delivered safety and wellbeing training in Kadugli and White Nile.



In Al Faw locality, Gedaref State, families affected by floods are being registered to receive shelter and food assistance an important step toward restoring safety and stability in their lives. Photo: Ahmed Elsir/NRC

Risk management, safeguarding and accountability

In 2025, NRC received 6,970 feedback cases through multiple channels, mostly via the hotline (49 per cent) and suggestion boxes (31 per cent). Women accounted for 59 per cent of cases and most were reported by internally displaced people (67 per cent). The most common concerns related to cash support, protection from violence, and livelihoods and food security assistance. In parallel, NRC used the Safe and Inclusive Programming dashboard to rapidly analyse protection mainstreaming results from outcome monitoring activities. This enabled us to make timely and evidence-based programme decisions.

NRC strengthened accountability and community engagement by training community committees, volunteers, teachers, students, NRC staff and guards, and local partners to handle feedback safely and ethically. NRC also used monitoring dashboards to track safety and inclusion trends and adjust programmes where needed.

Monitoring, evaluation and learning

In 2025, we made improvements to the way we track results and learn from our work to improve programme quality and decision-making. Alongside outcome monitoring across major projects, these measures included partner-led activities and stronger tools for real-time reporting.

One of our key actions was completing outcome monitoring for the Flexible Mini-Grants programme to inform partner support and programme adjustments. Another was delivering a large-scale impact evaluation of the Gates-funded Group Cash Transfer programme across 10 states. We also carried out outcome monitoring for major multi-donor projects.

To strengthen reporting and learning, NRC developed and maintained 13 dashboards, completed a Theory of Change review to improve strategic alignment and measurement, and improved partner reporting through updated tools, automated dashboards and targeted capacity-building.

Logistics

In 2025, NRC Sudan's logistics team helped keep programmes running in a highly constrained operating environment by strengthening systems, improving oversight of supplies and enabling delivery at scale.

A new warehouse tracking system was rolled out in Gedaref and Kosti, which improved stock visibility, planning and accountability while reducing waste.

Procurement was accelerated through long-term supplier agreements. These helped teams respond faster during emergencies and maintain continuity across programmes.

Logistics supported market checks that helped teams choose the most appropriate delivery method, including when cash or vouchers were possible and when in-kind support was needed due to market disruption.

To ensure access to hard-to-reach areas, we used flexible transport solutions and cross-border routes, including shipments from Chad into Darfur, alongside contingency planning and pre-positioning of critical supplies.

Logistics reduced risk and costs by streamlining warehousing in Darfur, retaining three strategic warehouses with minimal stock. This supported partner-led delivery while maintaining oversight through systems, reporting and remote support.

We also expanded our greener operations in 2025. By the end of the year, around 80 per cent of NRC offices in Sudan were powered by solar energy, improving continuity and reducing dependence on fuel. In West, South and North Darfur, offices became fully solar-powered. Solar systems were also installed in the Nile and Kordofan area offices and in NRC guesthouses.

Safety

We strove to protect the safety and wellbeing of our staff across the country. We strengthened the capacity of our safety experts in high-risk environments and provided more than 80 NRC colleagues, as well as 40 partner employees, with Hostile Environment Integrated Security Training. We also conducted Partner Emergency Safety Workshops across all area offices, training more than 75 participants. These efforts have significantly improved the safety awareness, preparedness and operational resilience of our staff and partners across Sudan.

Our donors

- Education Cannot Wait Fund (ECW)
- European Civil Protection and Humanitarian Aid (ECHO)
- European Commission
- Expertise France
- Foreign, Commonwealth and Development Office (FCDO)
- Gates Foundation
- German Federal Foreign Office (GFFO)
- Kreditanstalt für Wiederaufbau (KfW)
- Lego Foundation
- Norwegian Ministry of Foreign Affairs (NMFA)
- Norwegian Agency for Development Cooperation (Norad)
- Office for the Coordination of Humanitarian Affairs (OCHA)
- Swedish International Development Cooperation Agency (Sida)
- Swiss Development Cooperation (SDC)
- United Nations High Commissioner for Refugees (UNHCR)
- United States Department of State
- UNICEF
- UK private donors
- World Food Programme (WFP)





During a field visit, a little girl laughs and plays with a staff member from the Norwegian Refugee Council, a moment of pure childhood in the middle of hardship. Photo: Ahmed Elsir/NRC

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