

The NRC logo consists of the letters 'NRC' in white, bold, sans-serif font, centered within an orange square.

NORWEGIAN  
REFUGEE COUNCIL

2024  
Annual Report

# NRC Sudan





**NRC**

NORWEGIAN  
REFUGEE COUNCIL

## Acknowledgment

The Norwegian Refugee Council (NRC) pays heartfelt tribute to our esteemed colleagues Abubaker Jeddo, our camp manager assistant, and Elsheikh Mohamed Omer, our dedicated community volunteer, who lost their lives in West Darfur in May and June 2023. We also express profound appreciation to all our Sudanese colleagues, past and present, for their resilience, dedication and collaborative spirit amid the most challenging circumstances.

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Cover photo: Tasbeeh, her mother Hawa and her siblings were displaced from Sennar to Gedaref State, where they now reside in Al-Houri camp alongside more than 1,115 families. © Mohammed Abdulmajid/NRC

Layout & design: BakOS DESIGN



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# Foreword by Country Director

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2024 was a year that challenged our collective humanity. As war raged across Sudan, millions of lives were uprooted, communities shattered, and hope dimmed by relentless cycles of violence, hunger, and displacement. The human toll was staggering—famine declared in multiple regions, devastating violence and destruction, essential services in collapse, and nearly half of Sudan’s population in desperate need of aid.

Yet, amidst this crisis, resilience endured. The courage and strength of the Sudanese people—their determination to survive, rebuild, and protect their communities—have been deeply inspiring. Their spirit motivates us at NRC Sudan to rise to the challenge, adapt to this complex situation, and ensure that our response meets the scale and urgency of their needs.

This annual report reflects the enormity of those challenges and the depth of our response. In 2024, we restructured and expanded our operations, scaling up efforts to directly assist more than a million people across the country. We strengthened partnerships with local responders, whose indispensable role in reaching hard-to-access areas has been a cornerstone of our work. Together, we delivered lifesaving aid—food, shelter, water and sanitation, education, and protection—while amplifying the voices of the displaced through humanitarian and protection advocacy. By engaging with key regional and global stakeholders, we sought to galvanise international resolve to do more for Sudan.

At the heart of our efforts was a steadfast commitment to humanity, innovation, and dignity. Initiatives like our bakery project helped make bread affordable for hundreds of thousands of people, addressing critical food insecurity through innovative market-based approaches. Our Group Cash Transfers empowered thousands of local responders to deliver aid where it was needed most, while our digital platforms enabled displaced populations to voice their needs, provide feedback, and access vital information, even during the crippling telecommunications blackouts.

None of this would have been possible without the unwavering support of our donors—both institutional and philanthropic, our partners, and our dedicated staff. Your trust, collaboration, and commitment enabled us to stand with the people of Sudan in one of their darkest hours.

This foreword also marks a personal milestone. I re-established NRC’s operations in Sudan in 2020 as its first Country Director, starting with just seven staff in a modest two-room office. Today, we have hundreds of staff, a multitude of partnerships, and a network of donors, all working together to deliver impactful, innovative humanitarian assistance and advocacy. Over the past five years, I have had the honour of leading this team through one of the most challenging crises of our time. As I pass the torch over as Country Director, I do so with immense pride in what we have accomplished together and confidence in the continued strength of our mission. I would like to appreciate again all those who I met along or joined me in this journey.

Lastly, this report is not only a testament to what we achieved in 2024 but also a call to action. The road ahead remains fraught with challenges—famine, massive displacement, and unrelenting conflict demand our collective urgency and determination. Yet, I believe deeply that no crisis is insurmountable when met with humanity, compassion, courage, and a shared purpose.

As we look to 2025 and beyond, let us carry this resolve forward, continuing to stand with the people of Sudan and striving to build a future where hope prevails over despair.



**William Carter**  
Country Director,  
NRC Sudan





📷 NRC Secretary General, Jan Egeland, visits a school-turned camp in Port Sudan. © Ahmed Elsir/NRC





# Background

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**2024 saw war continue to rage across Sudan – bringing fear, destruction and indiscriminate violence to yet more communities across the country. With millions of people displaced, hunger soaring and famine declared in five areas, Sudan slid deeper into the world’s worst humanitarian crisis, with half its population urgently in need of help.**

Throughout 2024, the human cost of this crisis grew ever more devastating. People in El Fasher, the capital of North Darfur State, spent much of the year under siege – trapped in their city and in constant fear of ongoing hostilities. Elsewhere in conflict-riven states like Al Jazira and Sennar, more and more families were forced to flee the violence and leave their homes, belongings and livelihoods behind.

By the end of the year, there were over 11.5 million displaced people in Sudan, according to the International Organization for Migration (IMO)<sup>1</sup>. Seventy-five per cent of these people have

fled since the conflict began in April 2023 and many have been forced to move on several times over.

Although some are now living in displacement camps, the vast majority have settled in towns and cities. But this mass movement of people has put intense pressure on host communities, with the demand for food, schools and healthcare rising to impossible levels.

While markets continue to operate, soaring prices have made food unaffordable for displaced families and host communities alike, particularly





📷 A school turned displacement site in the heart of Port Sudan. This camp is home to 800 families who fled violence in Khartoum, Sennar, and Al Jazira. © Ahmed Elsir/NRC



in Darfur, Kordofan and parts of Khartoum. Famine was declared in Sudan’s largest displacement camp, Zamzam, in June 2024 – then in Abu Shouk camp, Al Salam camp and two out-of-camp locations not long afterwards. Five other areas are also feared to be at risk, with famines projected before May 2025.

At the same time, makeshift and overcrowded living conditions have worsened outbreaks of disease, especially cholera. Essential services have collapsed and schools have been closed or turned into collective shelters since the war began, meaning 19 million children are now missing out on their education.

In the face of these challenges, NRC in Sudan has worked tirelessly – responding to rising humanitarian needs and providing vital support

in communities across the country. At times, our efforts have been hampered by bureaucratic obstructions, abrupt peaks of conflict and systemic issues – like the nationwide telecommunications shutdown in February 2024, which left almost 30 million Sudanese people without phone or internet access for over a month.

But throughout the year, we’ve worked closely with local volunteers and locally-led initiatives, which have played a vital role in organising communal kitchens, shelter and protection services. Together, we’ll continue to do everything we can to deliver support, save lives and ease suffering amidst the turmoil of this appalling humanitarian crisis.

# NRC in Sudan

As Sudan's conflict entered its second year and famine loomed across the country, we consolidated, restructured and expanded our presence to meet the challenges of the ever-evolving humanitarian crisis.

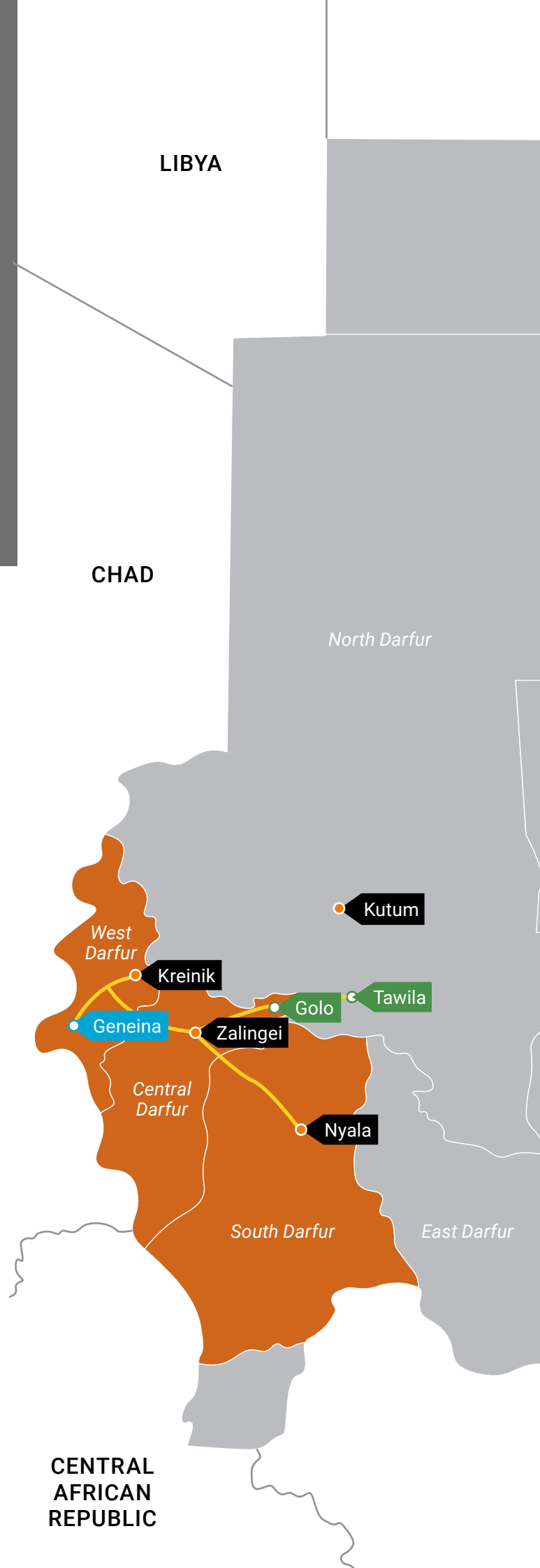
Instead of five area offices, we streamlined our operations into three – the Nile Area Office, the Kordofan Area Office and the Western Darfur Area Office. Each of these offices has its own strategic objectives and is uniquely placed to address the most urgent needs in its area.

## Western Darfur Office

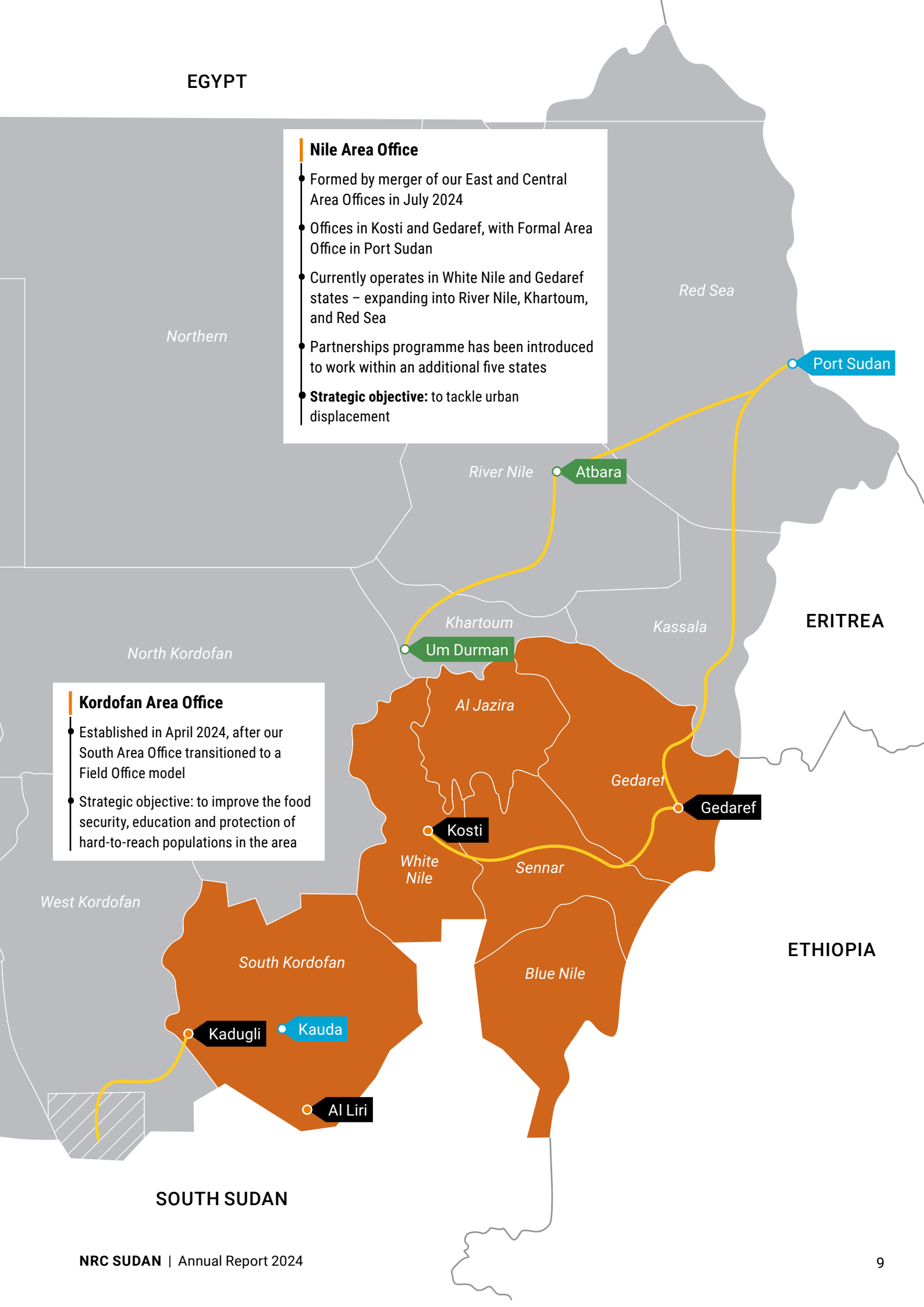
- Our West and North Area Offices merged to become the Darfur Area Office in January 2024, then the Western Darfur Office in December 2024
- Based in Geneina, West Darfur, overseeing Field Offices in Zelingi, Central Darfur
- Kutum FO closed in December 2023, Krenik FO reopened in March 2024, El Fasher FO is in hibernation with ongoing remote partnerships work
- Strategic objective: to improve the food security, education and protection of hard-to-reach populations in the area

### LEGEND:

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







EGYPT

**Nile Area Office**

- Formed by merger of our East and Central Area Offices in July 2024
- Offices in Kosti and Gedaref, with Formal Area Office in Port Sudan
- Currently operates in White Nile and Gedaref states – expanding into River Nile, Khartoum, and Red Sea
- Partnerships programme has been introduced to work within an additional five states
- **Strategic objective:** to tackle urban displacement

Northern

Red Sea

Port Sudan

River Nile Atbara

Khartoum

Kassala

ERITREA

North Kordofan

Um Durman

**Kordofan Area Office**

- Established in April 2024, after our South Area Office transitioned to a Field Office model
- Strategic objective: to improve the food security, education and protection of hard-to-reach populations in the area

Al Jazira

Gedaref

Gedaref

Kosti

White Nile

Sennar

ETHIOPIA

West Kordofan

South Kordofan

Blue Nile

Kadugli

Kauda

Al Liri

SOUTH SUDAN

# Our strategic programme objectives in 2024

## OBJECTIVE 1:

### HARD-TO-REACH POPULATIONS

Serve two million conflict-affected individuals in hard-to-reach areas of Sudan with basic goods and services by end of 2025 through systems-based support for food security, educational and protection outcomes.

#### How?

- By helping to avert or reduce serious food insecurities at a family and community level – especially in key cities and localities with the most people in urgent need.
- By strengthening the food supply and market system in Darfur and Kordofan regions to improve the access to and affordability of bread.
- By supporting locally led food initiatives such as communal kitchens in these same regions.
- By helping children access basic formal education where possible, but also establishing flexible, non-formal alternatives for learning.
- By enabling local partners to provide protection services for at-risk people, as well as community safety and violence prevention programmes.

#### Progress in 2024

- Our efforts so far have significantly improved food security, educational and protection outcomes in hard-to-reach populations. With 884,428 people reached in 2024, we're on track to reach our target of two million people by the end of 2025.

## OBJECTIVE 2:

### URBAN DISPLACEMENT

Increase the coordinated coverage of food/cash, water/sanitation, shelter, protection and environmental services to 95% of urban displacement-affected communities by the end of 2025.

#### How?

- By mapping and supporting the invisible majority of recently displaced people who live in towns and cities.
- By scaling up a programme to provide both emergency and longer-term support through a digital platform – helping displaced families across nine states to better access vital information and services.
- By helping to reduce protection risks (for example, forced evictions and harmful coping strategies) and build resilience amongst displaced populations.

#### Progress in 2024

- In partnership with IDMC, 12 national organisations and state-level HAC authorities, we conducted an in-depth assessment with over 8,600 families in Northern, Gedaref, Kassala, White Nile, Blue Nile and Red Sea to better understand how displacement has affected the needs of both displaced and non-displaced communities in northern and eastern Sudan.
- Together with 10 partners, we also supported an initial programme response across the six states – reaching 543,225 conflict-affected people in urban and semi-urban areas, helping them access food assistance and non-food items, and providing essential services such as education, protection, livelihoods, shelter, WASH, and emergency response.



📷 Hawa stands in front of her newly built shelter.  
© Mohammed Abdulmajid/NRC

### OBJECTIVE 3:

## LOCALISATION

**Provide funding, training and systems support to 300 community-based or civil society responses to triple their responses by the end of 2025.**

### How?

- 🔗 By supporting the delivery of relief services through local and voluntary initiatives – especially in the most neglected and inaccessible areas of Sudan.
- 🔗 By scaling up our Group Cash Transfer and Flexible Mini-Grant operations.
- 🔗 By launching a standardised training programme for local and volunteer responders that covers humanitarian standards, personal safety, anti-corruption and risk management.

### Progress in 2024

- ➔ In 2024, we established one of the largest partnership portfolios in Sudan, advancing our localisation efforts by collaborating with over 50 local and national organisations through our different partnership modalities – including new modalities, such as flexible mini-grants that enabled the timely delivery of front-line assistance in hard-to-reach areas.
- ➔ We also supported capacity change and system strengthening, engaging a total of 33 participants in the CHL programme and more than 70 participants in various other sessions – including MEL, PSEA, MfV, Reporting, Data Protection and Privacy, Basic SIP, Basic Gender Mainstreaming and CFM. These efforts involved representatives from 24 national and local organisations serving NRC areas of operation.







📷 As part of our cash consortium, we are distributing cash assistance to people who have been displaced and host communities. The cash will be used by these communities primarily to purchase essential food items.  
© Tina Abu Hanna/NRC



# 2024

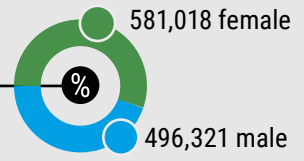
## ACHIEVEMENTS

### PEOPLE REACHED IN SUDAN BY NRC

248,154  
2022

445,600  
2023

1,077,339  
2024



### PEOPLE REACHED CATERGORISED BY DISPLACEMENT STATUS

**697,973**  
internally displaced

**287,270**  
host community

**52,723**  
refugees

**38,948**  
returnees

**425**  
other

### OVERVIEW OF PEOPLE REACHED PER SECTOR



**648,037**  
Group Cash Transfer



**201,662**  
Livelihood and Food Security



**179,375**  
Water, Sanitation and Hygiene



**131,591**  
Education



**411,285\***  
People reached through our bakery support project  
\* Number not included in the total number of people reached in 2024.



**95,428**  
Multi Purpose Cash



**91,149**  
Shelter and Non-Food Items



**66,908**  
Protection from Violence



**46,833**  
Information Counselling and Legal Assistance

### PEOPLE SUPPORTED THROUGH CASH

**26,344,280**  
USD distributed

**743,465**  
people reached

### SUPPORTING LOCALLY LED INITIATIVES

**15**  
local organizations supported through flexible mini grants

**156,438**  
people reached through local partners

**648,037**  
people reached through group cash transfers

# Our core competencies

## Education

131,591 people reached in 2024

In coordination with the Ministry of Education, we help displacement-affected children, adolescents and youth to access appropriate, quality education opportunities in safe and protected learning environments. Our teams:

- Help displacement-affected children to remain connected and protected through the delivery of our emergency programme – First Phase Education Response
- Build the capacity of teachers, education personnel and school-based management committees in core teaching, non-specialised classroom-based psychosocial support and socio-emotional learning skills
- Improve learning environments in formal schools
- Help displaced and out-of-school children to catch up on the education they've missed through age-appropriate, non-formal education programmes
- Distribute learning and teaching materials to pupils and teachers across Sudan.

## Information, counselling and legal assistance (ICLA)

46,833 people reached in 2024

Our response helps displacement-affected communities to access legal documentation, such as passports, national identity cards, birth registration and marriage registration paperwork – enabling them to have better access to services. We strengthen mechanisms of dispute resolution at a local level to help resolve property and land issues. We also promote access to essential services and have set up an eviction monitoring system to identify and respond to eviction threats and actual evictions of families taking refuge in schools and other public buildings. Our teams:

- Create awareness of how to access legal documents through the provision of tailored information sessions – in-person and online
- Provide one-on-one counselling and legal assistance to help displacement-affected communities enforce their rights to access legal documents and essential services
- Support collaborative dispute resolution through the technical and material capacity-building of local authorities and community structures
- Provide due diligence and security of tenure support to ensure the sustainability of our interventions and mitigate against any potential risk of forced evictions
- Provide eviction monitoring and response, which focuses on the identification of threats/ actual evictions and follows up with eviction diversion or mitigation support.
- Coordinate the implementation of a roadmap for dignified relocations and the re-opening of schools with a rights-based approach
- Advocate for displaced people's land and property rights, as the co-chair of the Housing, Land and Property Working Group – including through research and the publication of reports and briefing notes.



© Ahmed Elisir/NRC



## Livelihoods and food security

201,662 people reached in 2024

We support displacement-affected people and vulnerable host communities to help them meet basic food needs in areas with high levels of food insecurity. We aim to increase access to income-earning opportunities through small-scale, off-farm, income-generating projects, on-farm food production and smallholders' access to input, output and financial markets. Our teams:

- Help vulnerable, food-insecure IDPs and host communities to access healthy and balanced food through cash-based interventions and market support
- Run a large-scale programme supporting bakeries in Darfur by covering the cost of flour – allowing them, in turn, to halve the price of bread
- Support access to immediate food assistance through communal kitchens, cash for food and multi-purpose cash assistance
- Help young people and adults from refugee, IDP and vulnerable host communities to learn technical and non-technical skills, as well as to access cash grants for demand-driven small business projects – encouraging self-reliance, promoting economic inclusion and strengthening local markets
- Help IDP and host community families to access small backyard gardens and support them with seeds, tools and appropriate training – increasing household income and improving dietary diversification
- Support host and displacement-affected communities with improved natural resource management.

## Protection from violence

66,908 people reached in 2024

We are an active member of the Protection Working Group, the National Protection Sector, the Protection Cluster Strategic Advisory Group and the Mental Health Psychosocial Working Group. Alongside our well-established site management programme, we're piloting the NRC



📷 Volunteers in Gedaref prepare food for people who were displaced. © Ahmed Elsir/NRC

Protection from Violence programme – focusing on protection monitoring, analysis, individual protection assistance and civilian self-protection through community-based protection. This protection programme is supported by our advocacy work to ensure that evidence from the ground is brought to the attention of decision-makers and contributes to change. Our teams:

- Conduct protection assessments, analysis, and advocacy
- Maintain a proactive presence and individual response services to reduce and address protection concerns
- Support civilian self-protection by working with local groups
- Provide comprehensive coordination of services through mobile site management and an urban displacement out-of-camp (UDOC) approach.



## Shelter and settlements

91,149 people reached in 2024

We provide access to adequate housing for conflict-affected people. We support site preparation and allocation, distribute and pitch tents, help repair damaged shelters and build durable ones, while training communities in basic carpentry skills. We provide technical support for flood mitigation and distribute essential relief and household items. Our teams:

- Respond to inadequate shelter conditions and provide essential household items for both displaced and host communities
- Support access to safe temporary/transitional shelters
- Distribute core relief items, including emergency shelter kits, essential non-food items and family tents
- Construct temporary shelters using locally sourced materials, in line with traditional building practices and the specific needs of the affected populations
- Undertake site improvements, including site preparation/site level interventions (backfilling and levelling)
- Help repair damaged shelters and upgrade sub-standard housing to improve living conditions and provide adequate shelter for affected households.

## Water, sanitation and hygiene (WASH)

179,375 people reached in 2024

We address acute WASH needs and reduce protection risks through the delivery of lifesaving assistance, restoring and sustaining existing WASH facilities which are inclusive. We seek to engage local resources (people, businesses and authorities) in the provision of WASH services. Our teams:

- Support the rehabilitation and construction of water supply systems and facilitate their management to improve sustainability
- Use, support and develop markets to meet affected populations' WASH needs, like WASH NFIs
- Promote positive hygiene practices through hygiene awareness campaigns and sensitisation sessions
- Provide inclusive sanitation facilities with appropriate waste disposal and treatment mechanisms, and improve living conditions through public- and community-supported solid waste management
- Improve WASH infrastructures in schools to offer a safe environment to children
- Respond to emerging disease outbreaks by ensuring infection, prevention and control protocols are in place in the affected locations, such as camps and settlements
- Explore new ways to reach more people in urban settlements
- Support target groups, including IDPs, host communities, refugees and returnees in gathering sites, schools, camps and off-camps.

## Advocacy and policy

We advocate for the protection of civilians across Sudan, including those forced to flee violence, respecting International Humanitarian Law. We press the world's leaders to address the crisis in Sudan, end the suffering and engage with the humanitarian community to improve the quality of the response. Our positions and policy recommendations are informed by the reality on the ground and the people we serve.



## Cash and markets

We design and deliver comprehensive emergency cash responses to ensure that displacement-affected populations acquire their preferred items with choice and dignity. Cash transfers are part of our efforts to integrate a markets-based approach in our programming. We empower local market actors to take the lead in responding to the needs of their communities and to benefit host communities' struggling economies. NRC also explores digital transfer options to reach the most vulnerable populations in hard-to-reach areas by engaging and enabling the private sector to deliver timely assistance, where the banking system has been disrupted and the financial infrastructure damaged by conflict. NRC is a Cash Consortium of Sudan (CCS) partner and implements MPCA in the Darfurs, South Kordofan and Gedaref, which received waves of IDPs fleeing attacks in nearby states.

### Group Cash Transfers

NRC introduced the Group Cash Transfer (GCT) approach in June 2023 as an innovative way of supporting locally-led relief efforts in Sudan. Since its inception, NRC has successfully disbursed 999 cash grants among 446 unique local responders and grants ranging from USD 2,000 to USD 5,000 to various groups, including community-based organisations (CBOs), national non-governmental organisations (NNGOs), emergency response rooms (ERRs) and other community-led initiatives.

Where many humanitarian agencies lack access, GCTs can be effectively implemented through local responders, ensuring aid reaches hard-to-reach areas. These grants have empowered local responders to address urgent humanitarian needs effectively, maintaining the spirit of solidarity and ensuring dignified assistance. GCTs strengthen community ownership and help rebuild the social fabric, supporting the long-term recovery of conflict-affected regions.

### Multi-purpose cash assistance

We implement multi-purpose cash assistance (MPCA) at scale for an effective, efficient and people-centred response to the complex humanitarian emergency across Sudan.



As part of our cash consortium, we are distributing cash assistance to people who have been displaced and host communities. The cash will be used by these communities primarily to purchase essential food items. © Tina Abu Hanna/NRC

## Digital modes of assistance

We utilise our Digital Community Hub (DCH) to allow a two-way communication channel between our teams and displacement-affected populations. This enables people in need to raise questions and trigger emergency alerts, communicate their needs and obtain referrals for specialised services contributing towards Community Feedback Mechanisms. They may also provide feedback and voice complaints. We use the channel to send information in bulk on aid distribution and to communicate hygiene and nutrition best practices and information. We also leverage the DCH mass messaging capacity to conduct remote data collection, including displacement monitoring through key informants, initial needs assessment and post distribution monitoring in locations where access remains a challenge.

Additionally, we launched the KOBLI platform and Signpost to enable displacement-affected populations to go directly to the website and find information regarding civil and legal documentations. We're also involved in the continuous improvement of internal processes to achieve operational efficiency by digitalising registration and distribution processes.

To enhance the efficiency and flexibility of humanitarian assistance, we have partnered with three digital solutions providers to enable e-voucher distribution and direct cash transfers. Through these partnerships, we deliver aid via e-vouchers redeemable at selected vendors and facilitate direct transfers to beneficiaries' bank accounts in collaboration with a local banking partner. These digital solutions provide safer, faster and more dignified access to financial assistance, ensuring that aid reaches those in need even in challenging operational contexts.

## **Emergency response**

Through the Rapid Response Mechanism, we provide immediate lifesaving support to displaced populations within the first 14 days of a crisis. Our first line interventions include multi-purpose cash assistance for basic needs, provision of emergency shelter, non-food items solutions, and water and sanitation services. We have invested in strengthening our presence in hard-to-reach locations through a team of trained staff and volunteers. This enables us to deploy as early as possible to affected locations – conducting assessments and providing lifesaving support, until a longer-term solution can be found, in coordination with other humanitarian partners.

We also provide emergency assistance both directly and with local partners on an ad hoc basis when there are rapid deteriorations in the humanitarian situation – including conflict displacement, high food insecurity/famine and flooding.

## **Partnerships and capacity sharing**

We're advancing our collaborative approaches with local and national organisations to create a more sustainable response within the fragile environment of our interventions. In 2024, we formalised partnership agreements with 20 implementing partners and allocated 35 additional Flexible Mini-Grants for local partners to support interventions in WASH, shelter, education, protection from violence, livelihoods and food security. As part of our long-term partnership strategy, we're emphasising capacity-sharing to enhance the capabilities of implementing partners. This includes efforts in knowledge transfer and strengthening local responses, particularly in addressing complex humanitarian needs across Sudan. In collaboration with two international partners – the Centre for Humanitarian Leadership and Shabaka – we're reinforcing research, monitoring and capacity development initiatives, focusing on system strengthening and crisis leadership for local actors.

To tackle the challenges of inflation and cash liquidity, we successfully piloted blockchain technology and digital currency transfers. This innovative initiative, in partnership with COALA Pay, functions within a private marketplace and involves five local NGOs. The pilot aims to streamline financial transfers while reducing risks associated with currency volatility and liquidity for partners.

## **Coordination and collaboration**

We coordinate through the cluster system in Sudan, the Refugee Consultation Forum and the INGO Forum. Our approach to coordination goes beyond participation, as we share our knowledge and expertise. We co-chair the housing, land, and property rights sub-sector and the education sector's assessment working group. We invest in state-level coordination in each of our areas of operation. We're part of seven consortia with INGOs for RRM and CCS. We're an active contributor at Cash Working Group, participate in the monthly Joint Market analysis and Minimum Expenditure Basket Technical Working Group, and co-lead on the GCT Technical Working Group.





📷 The war in Sudan has caused food prices to spiral. While food is available in the market, people simply cannot afford to buy it. Some have to work for an entire week to buy five pieces of bread. © Tina Abu Hanna/NRC

## Key highlights

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### Tackling hunger through a market-based approach

- ➔ With Sudan's economy in freefall, food prices have soared and millions of families can't afford the essentials they need to survive. In 2024, we used a two-pronged approach to address this hunger crisis, thanks to the support of USAID.
- ➔ On a community level, we launched a programme to help bakeries cover the cost of flour – allowing them, in turn, to halve the price of bread. In total, we reached over 900 bakeries in Darfur – helping them to continue trading and make a profit, while turning out an affordable product for their customers.
- ➔ On a family level, we focused on cash distribution, targeting the most vulnerable families first. Nearly 23,000 people received cash-for-food and USD 372,842 was distributed in multi-purpose cash assistance to 7,543 people. This approach granted people the agency to prioritise their most pressing needs – whether that was varying their food consumption or buying essential medicine.
- ➔ By injecting cash into both the supply and demand sides of the market, we helped rejuvenate and support local economies and ensured more vulnerable families had the food they needed to stave off hunger.



📷 We are supporting bakeries in Al Geneina with cash grants to halve the price of bread.  
© Tina Abu Hanna/NRC

## Delivering help in the hardest-to-reach communities

- In South Kordofan, the city of Kadugli has been in the thick of fighting and effectively cut off from outside assistance since the start of the war. Our teams there have been running a vital cash support programme for vulnerable families. But when this was brought to a halt by a cash shortage in March 2024, we were able to adapt our approach and use Last Mile Technology to distribute cash electronically – delivering much-needed e-vouchers to over 1,400 families across the city.
- Sudan's largest displacement camp, Zamzam, came under siege in April 2024 and its population of 500,000 displaced people received no humanitarian aid for months. In July, famine was declared in the camp. But by collaborating with national suppliers, regional authorities and international donors, we were the first organisation to mobilise deliveries – distributing 20,477 family food parcels in Zamzam, North Darfur, reaching 92,931 people in total by the end of 2024.

- In April 2024, NRC was one of the first organisations to deliver non-food items to 3,350 vulnerable families in Zalingei city. Since then, our team and activities in Zalingei have increased. In September, we started a bakery project and were able to provide assistance with food security, protection from violence and emergency support to more than 45,600 vulnerable people.
- South Darfur Area Office was officially established in December 2024, but it undertook its first activities the previous August with a small emergency response team. These activities included the distribution of non-food items and multi-purpose cash assistance. During 2024, the team in Niyala provided assistance to more than 41,600 people.

## Enabling people to live with dignity in emergencies

- The NRC-led RRM consortium responded to nine separate emergency alerts in 2024, including IDP displacement due to conflict, flooding and health outbreaks. Alongside the Danish Refugee Council and Save the Children, RRM reached more than 100,000 disaster-affected individuals in 2024. This was achieved in part due to improved emergency processes and coordination, which enabled more multi-sectoral responses with greater reach and a faster response time.
- At the end of 2023, conflict spread to Al Jazira state and triggered an unprecedented displacement crisis – with over 500,000 people forced to flee in the space of three weeks. For half these people, this was the second time they'd been uprooted in eight months. Amidst the turmoil, we were amongst the first to respond – delivering NFIs and multi-purpose cash assistance in White Nile, Gedaref and Sennar states, and helping families pick up the pieces of their shattered lives.
- In June 2024, violent clashes erupted in Sennar state and forced over 700,000 people from their homes. We were quick to respond to their urgent needs – providing emergency WASH support, protection, multi-purpose cash assistance and shelter solutions, such as simple, traditional huts, to over 20,000 conflict-affected people.





## Dreaming of home

Hawa and her children had to leave their home and everything they owned when they fled attacks in Sennar, Sudan. We supported them with a new temporary home – a simple hut, which affords them privacy, security and protection from the elements. But they still dream of their old life and long to return one day.

© Mohammed Abdulmajid/NRC

- In August 2024, a cholera outbreak was declared in Gedaref, White Nile, Kassala, Al Jazirah and River Nile states. According to the Ministry of Health, over 50,000 cases were confirmed and at least 1,300 deaths. NRC responded with integrated WASH assistance in Gedaref, including hygiene kits, water source chlorination and hygiene promotion.
- October 2024 saw mass attacks on civilians in Al Jazira state that sent 343,000 people fleeing for safety. The majority of these families made their way to gathering sites in Gedaref, Kassala and River Nile states, where they lacked food, proper shelter and safe, clean water. But we provided emergency shelter, NFI and WASH solutions, protection, education and multi-purpose cash assistance to help them meet their basic needs. By the end of 2024, more than 11,500 individuals had received assistance.
- To ensure that our humanitarian response is dignified, relevant and empowers the target population, NRC mainstreamed cash and vouchers as a modality of assistance – giving people the freedom to meet their diverse needs by engaging and empowering local markets.

## Working together with partners and local responders

- In 2024, we collaborated with 54 partners across Sudan, including 28 Project Implementation Agreements (PIAs) with 19 local and national organisations and 35 Flexible Mini Grants (FMGs). Together, we conducted a large-scale, multi-sector needs assessment of 8,000 families from displaced and host communities across 8 states, which was used to build our Urban Displacement Response Strategy and help us respond more effectively in 2025.
- Guided by this assessment, we supported 446 locally-led initiatives and provided 999 Group Cash Transfers during the reporting period. Our support mainly covered hard-to-reach, insecure localities and displacement-impacted states. This broad network of local initiatives complemented our traditional approach to aid and was indispensable in helping to support communities, thanks to its insights, solutions-driven approach, contextual understanding and presence in hard-to-reach areas.





📷 Volunteers of a local initiative preparing food for distribution to people who have been displaced. These communal kitchens are supported by the Norwegian Refugee Council. © Ahmed Elsir/NRC

- ➔ With the support of local initiatives, we conducted a Landscape Analysis and policy analysis to understand the needs and gaps in vulnerable communities and advocated for better support and recognition from the international community.
- ➔ We also introduced and piloted the Graduation approach, starting with small Group Cash Transfers that provided efficient, agile and needs-based assistance to the most vulnerable families, in areas where humanitarian access and security is challenging. Additionally, we provided technical support to strengthen the capacity and system for an effective, efficient and accountable humanitarian response.
- ➔ Next, we scaled up this work with Flexible Mini-Grants – designed to provide rapid, flexible financial support to local responders dealing with emergencies and immediate humanitarian needs. FMGs offer the flexibility to mobilise funds of up to USD 25,000 for implementation within six months – enabling timely responses within critical windows of opportunity, but also allowing us to assess the capacities of potential long-term partners and then move to a Partnership agreement if applicable.
- ➔ We strengthened the capacity of local responders with the help of the Crisis Leadership Program, which offered hands-on short courses with flexible delivery models to help local responders and NGOs understand and navigate the disaster response system, as well as build leadership skills. We provided a five-day Monitoring, Evaluation and Learning training course to 171 members of local initiatives. This course included a blend of online and offline materials, focusing on MEL and Complaint Feedback Mechanisms. In addition, seven training sessions were conducted for 71 members of local partner organisations.



## Monitoring, Evaluation and Learning

- During 2024, we conducted various assessments and outcome monitoring exercises – utilising in-person sessions, remote calls and artificial intelligence avatars for data collection and analysis.
- We delivered 31 MEL and CFM training sessions for internal and external stakeholders to strengthen staff skills.
- We developed an MEL toolkit for local responders to improve their reporting, documentation and learning practices.
- We increased dashboard use and prioritised learning workshops to drive continuous improvement and data-driven decision-making.

## Pioneering innovative digital solutions

- In 2024, our Digital Community Hub (DCH) once again proved invaluable – enabling efficient communication via mobile phone between our teams and local communities. By calling or sending a WhatsApp message to a dedicated hotline, concerns can be raised and questions answered promptly – streamlining interactions and maximising community engagement. Our digital team – alongside Fortell – also pioneered AI conversation calls to communities on which they could flag their concerns or provide situational information – enabling efficient data collection.
- We effectively developed and implemented digital tools to support a joint market monitoring initiative in White Nile State. This effort streamlined the collection and analysis of market data, providing valuable insights into market conditions and their impact on local communities. This initiative has contributed to more informed and responsive decision-making for future interventions.
- As part of the Signpost project, we collaborated with Internews and other humanitarian partners to launch #KadiNafham – a digital platform designed to provide reliable information on health and protection topics. The platform features a regularly updated map of available humanitarian services and offers direct

communication channels, responding to community questions on health and protection through Facebook, Messenger, WhatsApp and a dedicated hotline.

## Playing our part in powerful consortia

- Working together makes us stronger, so we continued to lead or participate in many consortia in 2024, including:
  - Rapid Response Mechanism (RRM) – set up with international NGO partners in 2022 to provide lifesaving support to displaced people within the first 14 days of a crisis. When war broke out in Sudan, we scaled up the mechanism in partnership with Save the Children and DRC in order to deploy teams of trained staff and volunteers to affected areas, conduct assessments and provide first-line emergency support.
  - Sudan Protection Consortium – led by DRC, this consortium provides a comprehensive package of protection support to people affected by the war, as well as advocacy on the protection of civilian and IDP rights.
  - The Cash Consortium of Sudan (CCS) – a platform of eight INGOs and 12 Sudanese NGOs, which advances cash and market-based assistance to transform the humanitarian response and recovery for conflict-affected populations in Sudan. The CCS focuses on lifesaving aid, safeguarding livelihoods, market recovery, coordination, local actor support and evidence generation. It is committed to supporting local responders through advocacy, protection measures, increased assistance values and capacity strengthening, and delivers coordinated assistance at scale, leveraging shared reporting systems to enhance accountability and streamline data sharing.
  - Education Cannot Wait (ECW) Consortium – supported by the United Nations Global Fund for Education in Emergencies and Protracted Crises. This consortium supports and protects holistic learning outcomes for refugee, internally displaced and other crisis-affected children, so no one is left behind in Sudan.

## SPEAKING UP FOR DISPLACED POPULATIONS



📷 NRC Secretary General Jan Egeland (here in Al Geneina West Darfur), has publicly condemned attacks on civilians and the neglect of the international community. © Karl Schembri/NRC

- We work to put Sudan in the international spotlight and raise awareness of its unfolding crisis. We call on decision-makers to take action, advocate for the protection of civilians, support and fundraise for locally-led initiatives and rally support for the delivery of humanitarian aid, wherever the need is greatest.
- We undertake a mix of private and public advocacy. In 2024, we participated in over 87 media interviews – many with top-tier media channels – as well as a dozen public panel discussions and public hearings.

- Our Secretary General, Jan Egeland, also made a high-profile visit to Sudan in November 2024 – visiting conflict-affected families in Port Sudan and Darfur. He called on the international community to stop neglecting Sudan, advocated for a scaling-up of financial support and demanded that the warring parties allow unfettered humanitarian access across the country.
- We work with celebrities and other people of influence to advance our cause and facilitated a visit to Chad from Angelina Jolie in September 2024. Ms Jolie met Sudanese refugees and local responders near the Adre border crossing and urged the international community to support vital locally-led initiatives.
- We worked with policymakers and contributed to the Protection of Civilians mandate, which advocates for international support for local protection of civilians mechanisms and for a more principled and efficient humanitarian response – neutral, impartial and at scale.
- In partnership with Mercy Corps and DRC, we published a key report, *If Bullets Miss, Hunger Won't*, analysing the situation in Sudan and drawing on testimonies from people in Darfur, Kordofan, Khartoum and elsewhere. This report reveals the direct and indirect ways in which the conflict and widespread violations of international humanitarian law have led to suffering and starvation across the country.
- When a nationwide telecommunications shutdown happened in February 2024, we led a coalition of 100 humanitarian, civil society and human rights organisations, as well as members of the #KeepItOn coalition, to urgently appeal for the re-establishment of the telecommunications infrastructure across the entire country.
- Throughout 2024, we continued to publish regular updates and testimonies from our teams on the ground and spoke out to condemn mass atrocities – including attacks on Al Jazeera, and on El Fasher.



## Sharing evidence and data learning

- In December 2024, we published our new report, *Bursting at the Seams*, which analysed data from 8,600 households in both displaced and host communities across six states in northern and eastern Sudan – Northern, Gedaref, Kassala, White Nile, Blue Nile and the Red Sea. This data was collected with the help of our partners on the ground and showed how the displacement crisis is putting enormous pressure on food supplies, schools and healthcare within communities across Sudan.
- We also published our 2024 report on housing, land and property issues in Sudan, entitled *From Emergency to Recovery: Integrating Housing Land and Property (HLP) into Rebuilding Sudan*. This comprehensive analysis dives deep into the urgent HLP challenges faced by Sudan, reveals the intricate relationship between HLP rights and sustainable peace and recovery, and calls for targeted strategies to ensure the recognition and protection of HLP rights in all phases of crisis management – from emergency response, to long-term recovery and peace-making.
- We published the learnings from our assessment of Sudan's multi-purpose cash assistance (MPCA) programme in 2023 and revealed that our interventions improved food consumption and basic needs amongst 2,393 vulnerable individuals.
- In addition, we published 11 rapid needs assessments and market analyses from across the Sudan.
- Through MEL data, we continued to refine our programming approach based on evidence and feedback. For instance, in our bakery support project in Darfur, community committees were expanded for better monitoring. Random checks shifted to daily oversight of bakery operations and short-term contracts were replaced with single project-duration contracts, adjusted bi-weekly. Liquidity issues were resolved by increasing Financial Service Providers and bread quality concerns were addressed through close monitoring and collaboration with the bakery union, as well as by restricting flour types to certain brands to ensure quality. To combat corruption, flour bags were marked and signed to ensure accountability, demonstrating our commitment to transparency and impact.





📷 Ongoing liquidity challenges have made it increasingly difficult to deliver essential cash to communities in Kadugli, South Kordofan. In partnership with Last Mile Technology, we have adapted our programming and innovated to reach those in need. We are distributing vital cash assistance through electronic vouchers, which communities can use at a variety of traders. © Wael El Bushra/NRC

## Accountability to affected populations

➔ In 2024, NRC engaged 3,502 individuals through Community Feedback Mechanisms (CFM) via hotline, in-person visits, suggestion boxes and email. Despite challenges like poor connectivity and blackouts, digital feedback channels – including WhatsApp and email – remained active. The most engagement came from internally displaced families (2,043 people), host communities (1,338 people) and refugees (121 people). Feedback primarily focused on emergency and food security assistance, as well as on protection from violence.

➔ NRC's field teams reached 22,842 individuals (9,707 male, 13,135 female) across Sudan through CFM sensitisation, information sessions, focus group discussions and material dissemination. Additionally, training was

provided to 97 local responders and people from partnership organisations (58 male, 39 female) to strengthen CFM capacity. These efforts enhanced community awareness and engagement, reinforcing our commitment to accountability and support.

➔ We also piloted child-friendly CFM in several schools, with awareness sessions run for children, parents and teachers.



# How we work

## OUR PEOPLE

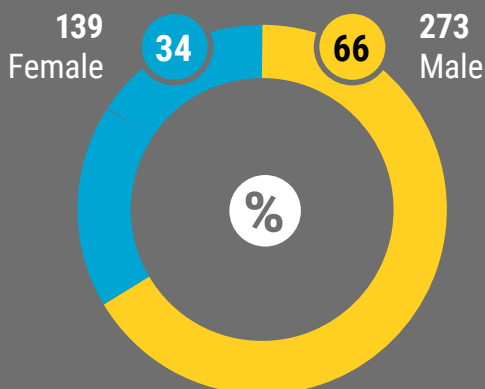
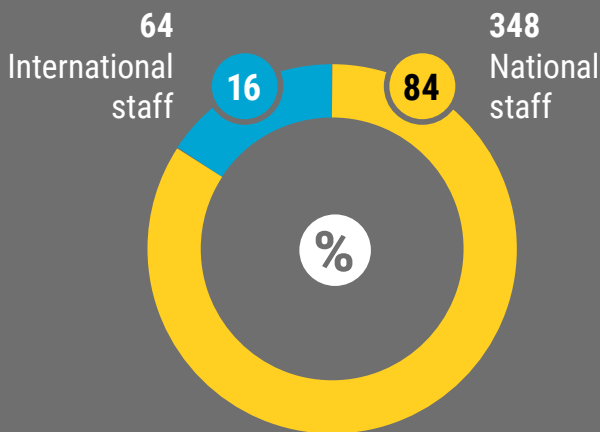
Our organisation is made up of compassionate and highly motivated people who are determined to protect displaced people and support them as they build a new future. Staffing levels have increased rapidly and as result this has resulted in side-by-side training, through video training sessions on logistics topics, creation of forum supporting group for logistics staff and individual and area coaching as required.

We're committed to creating an environment where everyone can thrive, develop their skills and fulfil their potential. To this end, we offer our staff a range of training programmes and learning opportunities – including:

- The NRC HEIST – a three-day intensive security training course that provides hands-on practice in various health, safety and security topics, helping staff deal with potential threats and enhancing their ability to work in a country, area or field environment where the risk is identified as medium or above. The course consists of 11 mandatory modules and 9 optional ones, dependent on the Security Risk Assessment for the staff member's country of work.
- Four psychosocial training sessions in Arabic – to enhance understanding and disseminate information effectively and efficiently. The sessions were focused on how to mitigate the impact of stress on staff, behavioural responses, individual reflections and personal stress patterns.
- Quarterly training sessions on procurement processes.
- Several logistics training sessions covering different functions – including procurement management, supply chain management, procurement planning, digital procurement systems and online payments.
- Training sessions on goal- and objective-setting, performance management and evaluations.

412

Total number of staff members



## OUR WAY OF WORKING

### Risk and Compliance

- In 2024, the Risk and Compliance team successfully delivered five sessions of Protection from Sexual Exploitation and Abuse (PESA) training for all NRC staff, reinforcing our commitment to safeguarding and ethical standards across the organisation.
- The R&C team also conducted comprehensive personal data privacy training for all staff, which resulted in the development of Data Protection Impact Assessments (DPIAs) for all relevant departments.
- These initiatives not only raised awareness, but also contributed to strengthening our data protection framework. Additionally, the R&C team completed the Data Processing Mapping for all departments, enhancing our ability to manage sensitive data responsibly.
- A core area of focus this year was ensuring compliance with NRC's zero-tolerance policy on corruption and safeguarding. The team successfully closed two high-profile cases of corruption and PSEA, reinforcing NRC's commitment to ethical operations and fostering a safe environment for both staff and beneficiaries.
- In line with this, we also facilitated and participated in regional investigation support training, resulting in the capacity building of four investigation supporters within the country, further strengthening our internal investigative capabilities.
- We finalised the assessment of around 40 potential partners, ensuring that NRC's partnerships align with our operational standards and values. Additionally, we coordinated audits and spot checks across various donor-funded projects. These audits covered a wide range of projects and helped ensure compliance with donor requirements and internal policies, contributing to greater transparency and accountability.

- We revised several critical Standard Operating Procedures (SOPs), including the GCT SOP, to improve operational consistency and efficiency. In Sudan, the team focused on holistic risk management, and identifying and mitigating risks in a volatile working environment while continuously monitoring emerging risks. This proactive approach ensured the ongoing safety and effectiveness of NRC's operations in Sudan, particularly during challenging periods of conflict and instability.

### Crisis activation

- Mid-2024, our Secretary General named Sudan a priority crisis under the NRC Crisis Activation System – an organisational decision to ensure the effective scale-up of our response in the face of spiralling needs, especially rising famine.
- Internally, activating the Crisis Activation System enabled us to streamline logistics and HR procedures, with more flexible procurement thresholds and processes, and fast-track recruitment processes.
- We received enhanced support from NRC Head Office, including surge staff deployments. More than 14 international experts were temporarily deployed to Sudan to lead assessments and start implementation in new areas, recruit and train local teams, support with logistics, finance, communications and humanitarian access.
- Using the Crisis Activation System, surge staff opened new field and area offices, which are now being fully integrated into the wider Country Office structure. NRC Head Office also guaranteed additional funding for the activation.





📷 NRC's rapid response team arrives at a gathering site to support people who were forced to flee from Sennar.  
© Faiz Abubakr/NRC

## Logistics

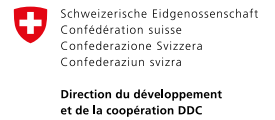
- ➔ Considering the rapidly changing situations which occurred in 2024, flexibility has been paramount. Despite the rapid loss of equipment and buildings, NRC has managed to re-open in previous locations, as well as open in new locations. Even with restricted access, locations are always being evaluated for direct intervention, or intervention through partners. Physical access to areas has been achieved through various means, with the South Kordofan area purchasing a different range of vehicles to meet beneficiaries' needs through motorbikes, quadbikes and a tractor.
- ➔ In our procurement processes, we prioritise working with Sudanese organisations to ensure that our operations support local capacities and contribute to the resilience of communities. By partnering with local suppliers and service providers, we aim to strengthen the local economy, foster sustainable livelihoods and maintain culturally and contextually appropriate responses. When necessary, however, we do extend our international procurement reach across the continent.
- ➔ New operating procedures have been designed to take account of changing contexts in Sudan. These range from use of generators to signing of completion certificates.
- ➔ Forward-thinking has resulted in tenders over one million USD being processed in a very short time – for example:
  - The distribution of over 10,000 food parcels at Zamzam camp, with partner AIGT and local organisation WHTO
  - The distribution of kits in Omdurman
  - The response to the Red Sea State dam collapse
  - The national and international procurement of different types of kits, through over 25 framework agreements.
- ➔ Linked to these in-kind distributions are the cash distributions of different types, often involving financial service providers in all areas of Sudan – overcoming the difficulties of cash liquidity, recipient response and access issues due to security problems.

Alongside this, we have completely renewed our ICT infrastructure and reinforced our access to telecommunications, ensuring operational continuity and the ability to maintain communication even during telecommunications blackouts, which are a persistent challenge in the current crisis.



📷 Hawa and her children look at their photo's Album of their previous live. Hawa and her children were displaced from Sennar to Gedaref State, where they now reside in Al-Houri camp, along with more than 1,115 families.  
 © Mohammed Abdulmajid/NRC

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