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NOTE

From:	Presidency
To:	Working Party on External Aspects of Asylum and Migration (EMWP)
Subject:	Migratory and displacement situation in Sudan - Presidency paper

A. Overview

1. The crisis in Sudan, which has entered its fourth year, shows few signs of a peaceful resolution. The conflict has resulted in a minimum loss of life of 150,000; and an estimated 6.7 million IDPs (in addition to 2.21 million prior to April 2023, total IDPs approx. 9 million and 4.4 million Sudanese displaced outside the country). An estimated 33 million are in need of humanitarian assistance. Sudan is considered to be the worst humanitarian and protection crisis internationally.

B. Conflict status

2. Fighting persists into the present, with both the Sudanese Armed Forces (SAF) and Rapid Support Forces (RSF) still pursuing military victory. The war is characterised by dispersed, multi-front combat shaped by drone warfare and fragmented territorial control. Military operations continue to take precedence over governance, although both parties continue to build and expand parallel government structures.

3. As of April 2026, front lines have largely hardened into a de facto partition, with neither the SAF nor the RSF able to secure a decisive victory. The SAF retains control over most territory in central and eastern Sudan, including the capital of Khartoum. The RSF has consolidated control over most of south-western Sudan. Other armed factions control smaller areas in southern parts of Sudan.
4. Attacks on civilians, civilian infrastructure, humanitarian personnel and facilities are continuing. In 2025, famine was confirmed in the El Fasher and Kadugli areas and 20 locations across Darfur and Kordofan region were identified as at risk of famine. Humanitarian needs are continuing to rise in 2026, with further disruptions to humanitarian access. Both parties to the conflict are using humanitarian access to consolidate control and legitimacy.

C. Displacement

5. UNHCR reported in May 2026 that almost 11.5 million individuals had been forcibly displaced due to the conflict since April 2023. This includes 6.66 million internally displaced persons and 4.5 million residing in neighbouring countries. The main host countries for Sudanese refugees and displaced from Sudan are Egypt (1.5 million), South Sudan (over 1.3 million, includes both refugees from Sudan and returnees to South Sudan, often very vulnerable) and Chad (over 927,000). IOM reported the highest levels of IDPs in South Darfur, North Darfur, Central Darfur, East Darfur and the Northern region.
6. Displacement from Sudan is deepening regional instability and fragility, especially in neighbouring countries of Chad, Egypt, South Sudan and Ethiopia. Sudanese nationals in neighbouring countries are facing growing shortfalls in humanitarian assistance and increasing pressures on host countries and communities. Moreover, regional tensions are a significant factor underlying external support for the parties to the conflict, contributing to the intensification and prolongation of the conflict.

7. In April 2026, UNHCR¹ reported that approximately 870,000 returned to Sudan from neighbouring countries and 1.5 million IDPs returned to Khartoum and other states like Gezira and Kassala. Infrastructure and basic services have been largely destroyed by conflict, with conditions remaining extremely challenging. The economy has not recovered from conflict, with very limited opportunities for returnees, and high levels of unmet dependency on humanitarian assistance remain. 8% of the regional refugee response has been funded to date and only 16% of the internal assistance requirement of USD2.8 billion has been received by aid agencies.
8. Sexual and gender-based violence, massacres, forced recruitment, arbitrary detentions, as well as exploitation of women and girls are widespread. Public services cannot be accessed across most of Sudan, including health, law enforcement and justice services. Victims face significant barriers to reporting violations and accessing support services. The absence of legal protections has created a widespread climate of impunity.
9. Growing numbers of Sudanese are arriving in Europe, principally through the Eastern Mediterranean route, mainly from Libya to Crete. According to national operational data, between 1 January and 21 June 2026, the number of Sudanese arriving from Libya to Crete more than doubled compared to the same period in 2025. Arrivals along all routes to the EU grew to 14,210 in 2025, a 232% increase over the pre-conflict total. In 2025, applications lodged by Sudanese in the EU+ reached record level (around 18 000) and were mostly lodged in Greece (8 200, five times more compared to 2024) and France (6 200). Compared to 2024, applications lodged by Sudanese increased by over two thirds. The EU+ recognition rate for Sudanese in 2025 was at 70%. According to operational data, between 1 January and 14 June 2026, asylum applications by Sudanese doubled compared to the same period in 2025 (+97%, 9 500) and were mainly lodged in France (38%) and Greece (32%). Lack of humanitarian assistance and economic opportunities inside Sudan and in neighbouring countries as well as continued insecurity, fragility and human rights violations arising from the ongoing conflict are risk factors for further migratory flows, including to Europe.

¹ See [Document - UNHCR Position on Returns to Sudan](#).

D. Humanitarian situation

10. The humanitarian situation in Sudan has been characterised as ‘severe’, with the civilian population facing pervasive malnutrition, displacement and outbreaks of diseases. Several million people are in desperate needs of food and water, healthcare and shelter. Figures on the death toll from the ongoing violence and humanitarian situation are difficult to obtain, with estimates ranging from 150,000 to 400,000 people. Both the SAF and RSF have been accused of committing atrocities and war crimes.
11. According to the Integrated Food Security Phase Classification (IPC), nearly 19.5 million people in Sudan (out of a population of approximately 51 million) experienced high levels of acute food insecurity between February and May 2026. It describes the situation as a dire nutrition crisis, with 14 areas at risk of famine. The UN Office for the Coordination of Humanitarian Affairs highlighted in May 2026 that 33.7 million people in Sudan require some form of humanitarian assistance. It noted that 8 million children are out of school. 37% of health facilities are non-functional, leaving large segments of the population without access to essential healthcare. Sudan experienced multiple disease outbreaks, including outbreaks of malaria, dengue, hepatitis E, measles and diphtheria.

E. International response

12. The April 2026 Berlin Sudan Conference reaffirmed the Berlin Principles for Sudan setting 12 guiding principles for a peaceful and durable resolution to the conflict, in line with the Quad Joint Statement from September 2025, the African Union Roadmap and Resolutions and relevant UN Security Council Resolutions on Sudan. Pledges of more than €1.5 billion were made for the Sudan crisis at the Berlin conference, of which €812 million in commitments were made by the EU and Member States.

13. Guiding principles from the Berlin conference critical to addressing migratory pressures in Sudan and neighbouring countries include:
- a durable peace and restoration of civilian rule;
 - rapid, safe, unhindered and sustained humanitarian access in accordance with international law;
 - protection of civilians, including women and girls, and freedom of movement for civilians including those seeking safety, access to humanitarian support and returnees;
 - protection of civilian infrastructure;
 - support for neighbouring refugee-hosting countries;
 - provision of humanitarian funding.
14. Since 2023 EU committed €225 million for development and resilience in Sudan and €55 million to address the influx from Sudan in the region, focusing on basic services (health and education), livelihoods, human rights and protection in displacement affected communities. Maintaining development cooperation is key to prepare for the future and keep the foundations for medium to long-term recovery.

Delegations are invited to share their views on the following questions:

1. In the absence of progress on a resolution, how can the EU and Member States strengthen regional cooperation to address increasing displacement across Northern and Eastern Africa to ensure a more sustainable humanitarian and security regional situation and to avoid further international migratory pressures?
2. What are the leading risks which could trigger increased migratory pressures from that region to the EU and how best can these be mitigated?
3. How can the EU and Member States better support stability and protection responses across the region, including through coordinated whole-of-route approaches?

4. How can international engagement inside Sudan better support stabilisation, protection and early recovery efforts, including local integration in areas of return while helping create conditions conducive to safe, voluntary and sustainable solutions?
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