Mersal Consultation Report: Priorities for the Berlin Ministerial Meeting

BUILD UP

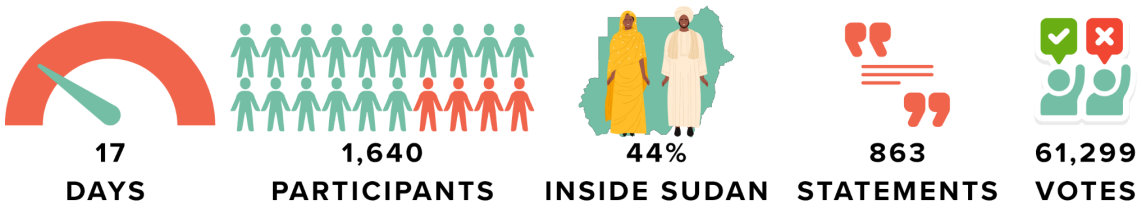
Introduction & Methodology

This consultation was conducted to inform the International Ministerial Meeting on Sudan and support more inclusive engagement with the Sudanese public. It was implemented through the Mersal platform, in coordination with the UN Office of the Personal Envoy for Sudan as well as the EU Office of the Special Envoy to Sudan.

Mersal is a digital platform designed to enable large-scale public consultations among Sudanese communities inside the country and across the diaspora, with over 9,000 subscribers. It operates through a WhatsApp chatbot, allowing participation in a context marked by limited connectivity. For this consultation, the platform used a combination of the chatbot and the Pol.is platform. Pol.is is a deliberative tool that allows participants to vote on statements and submit their own contributions. Rather than selecting predefined options, participants engage by agreeing or disagreeing with a range of statements, which are then grouped to identify areas of consensus and divergence across the discussion. This approach makes it possible to capture both shared priorities and points of disagreement at scale.

The consultation was conducted between 25 March and 10 April 2026 and centered on the following guiding question: “What messages or priorities would you like to convey to the ministerial meeting in Berlin?” Throughout the consultation period, this question remained constant, while additional prompts were shared through the Mersal WhatsApp channel to guide discussion across key themes, including de-escalation, the political process, and humanitarian issues.

A total of 1,640 participants engaged through the platform, contributing 863 statements and casting more than 61,000 votes. Participation was voluntary and shaped by access to mobile connectivity and awareness of the platform, which may exclude some groups. As such, the consultation is not statistically representative of the Sudanese population. However, 44% of participants were based inside Sudan, and the findings reflect a broad range of perspectives from those directly affected by the conflict. The results should therefore be understood as an indication of commonalities and differences, rather than a full measure of public opinion.



This consultation is based on voluntary participation and is not statistically representative of the Sudanese population. Participation was shaped by access to mobile connectivity and awareness of the platform, which may exclude some groups. At the same time, the findings reflect the perspectives of 1,640 participants, 44% of whom were based inside Sudan. The results should therefore be understood as an indication of commonalities and differences, rather than a full measure of public opinion.

This consultation is not intended to replace in-person dialogue processes; rather, it is designed to complement them by broadening participation and incorporating perspectives that may otherwise remain underrepresented.

Key Findings

This report is structured around three sections: common priorities, divisive issues, and opinion groups. The first section highlights issues where participants showed broad agreement across key themes, the second section focuses on divisive issues where participants expressed significantly different or polarized views, the final section presents the opinion groups identified through Pol.is, outlining distinct voting patterns and the different priorities and political tendencies that emerged across participants.

Common Priorities

The section focuses on statements that received the highest levels of agreement, which were shared as recommendations to inform the Berlin Ministerial Meeting. The findings highlight commonalities across six themes: de-escalation, humanitarian needs, the political process, inclusive participation, the role of international and regional actors, and addressing hate speech and digital incitement.

1. Urgency of De-escalation

The clearest priority across the consultation was the need for immediate de-escalation. Statements calling for a ceasefire received very high levels of agreement. While many emphasized its importance, others focused on specific measures, such as the need for an independent monitoring mechanism for the ceasefire. Additional proposals included steps to initiate and sustain de-escalation, such as an initial humanitarian truce, releasing prisoners, and the designation of demilitarized zones.

Statement	Agree %	Disagree %	Pass %
القضية الأكثر إلحاحاً هي وقف إطلاق النار الشامل فوراً The most urgent priority is an immediate, comprehensive ceasefire.	97	0	1
خفض التصعيد يبدأ بوقف إطلاق نار فوري ومراقب بآلية مستقلة De-escalation begins with an immediate ceasefire monitored by an independent mechanism	94	2	4
لضمان استمرار خفض التصعيد يجب تحديد وتسمية جميع المعابر علي الطرق وطرق المرور السريع والمدن السكنية كمناطق منزوعة السلاح. To ensure the sustainability of de-escalation, all crossings, highways, and residential areas should be clearly identified and designated as demilitarized zones.	84	7	8
لخفض التصعيد ينبغي الضغط بشدة على طرفي النزاع من تنفيذ هدنه انسانيه عاجله قومها سته اشهر To achieve de-escalation, strong pressure should be applied on both parties to implement an immediate humanitarian truce lasting six months.	90	2	6

الأولوية السياسية الأولى يجب أن تكون وقف الحرب وحماية المدنيين قبل أي ترتيبات أخرى The first political priority must be to end the war and protect civilians before any other arrangements.	94	1	3
يإطلاق الاسري بين الطرفين خصوصا المدنيين خطوة أولى نحو التهدئة وخفض التصعيد Releasing prisoners between the two sides, especially civilians, is a first step towards de-escalation and reducing tensions	93	3	4

2. Humanitarian Priorities

There was strong agreement across a range of humanitarian needs. Statements on delivering aid without obstruction received very high levels of agreement. Participants emphasized the importance of protecting civilians, particularly women, children, and displaced populations, as well as the urgent need to deliver humanitarian aid to all areas, including refugee camps.

Many also highlighted the need for the humanitarian response to be comprehensive, including education, psychosocial support, and safe return for displaced people and refugees.

Statement	Agree %	Disagree %	Pass %
هدنة إنسانية ملزمة لتوصيل المساعدات الإنسانية A binding humanitarian truce to deliver humanitarian aid	98	1	1
الأولوية الإنسانية الأولى هي إيصال المساعدات إلى كل المناطق بلا تمييز أو عوائق The most important humanitarian priority is delivering aid to all areas without discrimination or obstacles	96	2	2
حماية النساء والأطفال والنازحين يجب أن تكون في مقدمة الاستجابات الإنسانية Protecting women, children, and displaced people must be at the forefront of humanitarian responses	95	2	3
ينبغي أن تشمل الاستجابة الإنسانية التعليم والرعاية النفسية والعودة الآمنة للنازحين واللاجئين The humanitarian response should include education, psychological care, and the safe return of displaced persons and refugees	95	2	3
الضغط على الطرفين لوقف إطلاق النار غير مشروط لإيصال المساعدات الإنسانية إلى معسكرات اللاجئين Pressure must be exerted on both sides to agree to an unconditional ceasefire in order to deliver humanitarian aid to refugee camps	93	4	3
لقضية الأكثر إلحاحاً هي حماية المدنيين من القتل والنزوح والانتهاكات The most pressing issue is protecting civilians from killing, displacement, and abuses	95	2	3

3. Political Process

A civilian-led political process was a clear priority among the participants. Commonalities across responses regarding the political process included the need for clear security arrangements, addressing the root causes of marginalization, and civilian democratic governance. Participants also emphasized that the political process should be led by Sudanese civilians, with guarantees for implementation and support from regional and international actors.

Statement	Agree %	Disagree %	Pass %
أي اتفاق سلام لا يتضمن ترتيبات أمنية واضحة سيبقى معرضاً للانهيار Any peace agreement that does not include clear security arrangements will remain vulnerable to collapse.	95	3	2
حماية وحدة السودان ومعالجة جذور التهميش يجب أن تكونا جزءاً من أي أولوية سياسية Protecting Sudan's unity and addressing the root causes of marginalization must be part of any political priority	95	2	3
ينبغي أن تكون العملية السياسية بقيادة مدنية سودانية، مع ضمانات تنفيذ ودعم إقليمي ودولي دون وصاية The political process should be led by Sudanese civilians, with implementation guarantees and regional and international support without external imposition.	95	2	3
يجب التشديد على خروج أطراف الحرب من اى عملية سياسية قادمة والتركيز على حكم مدني ديمقراطي في السودان It is essential to emphasize the exclusion of all warring parties from any future political process and to focus on establishing a democratic civilian government in Sudan	93	3	4

4. Inclusive Participation

Inclusive participation was a consistent theme in statements on both the political process and the conference itself. The process should go beyond elite actors to include women, youth, refugees, and those directly affected by the war. This participation should not be limited to advisory roles, but should include decision-making power. Broad and inclusive societal consultations are needed, with adequate logistical and financial support to ensure meaningful participation.

Statement	Agree %	Disagree %	Pass %
ينبغي أن تضم الطاولة النساء والشباب والنازحين واللاجئين والمتضررين المباشرين من الحرب The table should include women, youth, displaced persons, refugees, and those directly affected by the war	89	3	8
يجب توفير دعم مالي وأمني ولوجستي يضمن مشاركة النساء بصورة فعلية Financial, security, and logistical support must be provided to ensure women's effective participation	89	3	8
ينبغي أن يشمل التمثيل النسوي نساء من مناطق الحرب والنزوح Feminist representation should include women from war zones and displacement areas	88	2	10
لا بد أن تقوم العملية السياسية على مشاورات مجتمعية واسعة لا على تفاهمات النخب فقط The political process must be based on broad societal consultations, not just on elite agreements	87	4	9
لا يمكن الحديث عن سلام مستدام من دون حضور النساء في صميم صناعة القرار Sustainable peace cannot be achieved without women being at the heart of decision-making	82	6	12
يجب تحديد نسبة ملزمة لتمثيل النساء في كل مستويات العملية السياسية A binding quota for women's representation at all levels of the political process must be established	82	5	13
لا يكفي وجود النساء إذا كان دورهن استشارياً فقط ومن دون سلطة قرار The mere presence of women is insufficient if their role is solely advisory and without decision-making power	80	9	7

5. International and Regional Engagement

Although there was significant disagreement on the role of the international community, and the extent and different forms of its support and intervention, some of the messages were agreed upon by a very strong majority of participants. These messages revolved around two main asks: international support for a civilian-led political transition, and for regional states to stop supporting the warring parties.

Statement	Agree %	Disagree %	Pass %
ينبغي أن تكون العملية السياسية بقيادة مدنية سودانية، مع ضمانات تنفيذ ودعم إقليمي ودولي دون وصاية The political process should be led by Sudanese civilians, with implementation guarantees and regional and international support without external imposition.	95	2	3
المطلوب هو التزام دولي بالتنفيذ والمتابعة وفرض كلفة على معرقلي السلام والانتهاكات What is needed is an international commitment to implementation and follow-up and to imposing costs on those who obstruct peace and commit violations	94	2	4
المطلوب من المجتمع الدولي دعم عملية سياسية مدنية لا إعادة تدوير الترتيبات العسكرية The international community is required to support a civilian political process, not a recycling of military arrangements	92	2	6
على الدول الإقليمية أن تتوقف عن دعم الأطراف المتحاربة بالسلاح أو التمويل Regional states must cease supporting the warring parties with weapons or funding	90	2	8

6. Addressing Hatespeech and Digital Incitement

Statements with high levels of agreement linked de-escalation to actions by the conflict parties to stop media incitement and hate speech. Participants emphasized the need for political actors to refrain from inflammatory rhetoric and to actively counter hate speech and incitement from all sides.

There was also a clear call to end digital escalation through concrete measures, including commitments by leadership, more responsible media practices, and avoiding the spread of rumors. These actions were seen as necessary steps to reduce tensions and prevent further escalation.

Statement	Agree %	Disagree %	Pass %
على الأحزاب والقوى الوطنية مواجهة خطاب الكراهية بخطاب الوعي National parties and forces must confront hate speech with a discourse of awareness	97	1	2
ينبغي للمجتمع المدني أن يتحدث بوضوح ضد العنصرية وخطاب الكراهية من كل الأطراف Sudanese civil society should speak out clearly against racism and hate speech from all sides	95	2	3
لا يمكن خفض التصعيد من دون وقف التحريض الإعلامي وخطاب الكراهية De-escalation is impossible without stopping media incitement and hate speech	94	3	3

إذا أردنا وقف الحرب في السودان، يجب وقف التصعيد الرقمي: التزام القيادات، إعلام مهني، رقابة أقوى، توعية مجتمعية، وعدم نشر الشائعات If we want to stop the war in Sudan, we must stop the digital escalation: commitment from leaders, professional media, stronger oversight, community awareness, and refraining from spreading rumors	92	2	6
يجب إغلاق حسابات السوشال ميديا لكل شخص يقوم بالتحريض على استمرار الحرب و خطاب الكراهية و العنصرية Social media accounts of anyone inciting continued war, hate speech, and racism must be shut down	93	4	3

Divisive Issues

Disagreements were primarily centered around the inclusion of specific actors in any future political process, including the RSF and SAF, with a particular focus on former regime actors such as the National Congress Party. Some participants argued that the NCP continues to hold influence and should therefore be part of negotiations, while others strongly rejected their inclusion. A number of responses also leaned toward supporting one of the conflict parties, calling on the international community to back them militarily. These positions were, unsurprisingly, highly polarized, often receiving near-even levels of agreement and disagreement.

Statement	Agree %	Disagree %	Pass %
لا يمكن الوصول إلى سلام مستدام عبر التفاوض مع الدعم السريع أو تحالف تأسيس، بل يجب التعامل معهما كتهديد أمني وسياسي Sustainable peace cannot be achieved through negotiations with the Rapid Support Forces or the Ta'sis alliance; rather, they must be dealt with as a security and political threat	25	58	16
لا يمكن الوصول إلى اتفاق قابل للتنفيذ من دون إشراك الدعم السريع والقوى الحليفة له A workable (implementable) agreement cannot be reached without involving the Rapid Support Forces and their allied forces.	66	21	21
الدعم السريع مليشيات ارهابيه The Rapid Support Forces are terrorist militias.	25	27	20
اطراف للعملية السياسية يجب ان تضم صمود وتأسيس. إبعاد كل من له صلة بالكيزان مثل الشيوعيين والكتلة الديمقراطية مع سن قوانين رادعة بحقهم The parties to the political process should include Somoud and Ta'sis. Anyone linked to the "Kizan," such as the communists and the Democratic Bloc, should be excluded, with deterrent laws enacted against them.	60	25	14

Views were also divided on the role of international intervention. Some participants called for stronger external action, including the authorization of military intervention under Chapter VII, with votes divided between support and opposition. There were also calls to limit external involvement and calls on international and regional actors to respect Sudanese decision-making.

Statement	Agree %	Disagree %	Pass %

المجتمع الدولي ساهم بشكل مباشر في إشعال الحرب عندما تبني الإتفاق الإطاري كفكرة فقط دون ضمانات تنفيذ The international community directly contributed to the outbreak of the war when it adopted the framework agreement as an idea without ensuring guarantees for its implementation	32	51	16
يجب فرض الهدنه وإن لم تستجيب مليشيا الإخوان تفعيل البند السابع ودخول قوات اممية A ceasefire must be imposed; if the Muslim Brotherhood militia does not comply, Chapter VII should be invoked and UN forces deployed.	81	12	6
إعادة هيكلة الجيش والدعم السريع وجميع الفصائل المسلحة تحت تحالف يشرف على هذة العملية تحالف بقيادة الولايات المتحدة الأمريكية Restructuring the army, the Rapid Support Forces, and all armed factions under a coalition that oversees this process, led by the United States.	68	20	10
على المجتمع الدولي أن يحترم أولوية القرار السوداني وألا يفرض تسوية جاهزة من الخارج The international community must respect the primacy of Sudanese decision-making and not impose a ready-made settlement from the outside.	65	18	15

Opinion Groups

Four Opinion groups were identified using the Polis algorithm. We are sharing these to better understand how participants positioned themselves across different issues and how these positions connected to one another. Rather than simply prioritising what the largest group agrees on. An opinion group is made up of participants who tended to vote similarly across multiple statements, while also voting distinctly differently from other groups of participants.

Group 1 | Anti-interventionists (7%)

This group opposes military intervention, UN peacekeeping forces, and radical restructuring of Sudan's army, favoring non-coercive solutions to end the war.

Statement	Agree %	Disagree %	Pass %
في حالة عدم استجابة الطرفين للهدنة لابد من دخول قوات سلام اممية. If both sides do not respond to the truce, UN peacekeeping forces must enter.	13	71	16
يجب الضغط الفاعل بكل الوسائل لوقف الحرب بما فى ذلك إستخدام القوة عبر البند السابع أو تحالف دولى كما حدث فى العراق Effective pressure must be exerted by all means to stop the war, including the use of force under Chapter VII or an international coalition, as happened in Iraq.	9	72	19
يجب فرض الهدنه وإن لم تستجيب مليشيا الإخوان تفعيل البند السابع ودخول قوات اممية A ceasefire must be imposed, and if the Ikhwan militia does not comply, Chapter VII should be activated and UN forces deployed.	13	64	23

تفكيك الجيش وانشاء جيش بعقيدة جديدة وتجفيف منابع الارهاب والحركات الاسلامية Dismantling the army and establishing an army with a new doctrine and drying up the sources of terrorism and Islamic movements.	8	65	27
حتي لو كان هناك تدخل اممي نريد السلام Even if there is international intervention, we want peace.	18	64	18

Group 2 | Pro Military Solutions (23%)

This group prioritizes restoring state authority through military means, rejects negotiations with rebel groups like the RSF, calls for the UAE to cease support, and advocates for their classification as terrorist organizations.

Statement	Agree %	Disagree %	Pass %
الأولوية الآن يجب أن تكون استعادة الدولة وإنهاء التمرد عسكرياً The priority now must be restoring the state and ending the rebellion militarily.	92	2	5
الدعم السريع مليشيات ارهابيه The Rapid Support Forces are a terrorist militia.	92	2	7
كيف يسكت العالم (مع علمه) على دعم الإمارات لقوات الدعم السريع المتمردةعلى الحكومة السودانية. دعم الإمارات هو السبب في إطالة أمد الحرب How can the world remain silent (despite knowing) about the UAE's support for the Rapid Support Forces, which are rebelling against the Sudanese government? The UAE's support is the reason for the prolonged war.	79	2	19
لا يمكن الوصول إلى سلام مستدام عبر التفاوض مع الدعم السريع أو تحالف تأسيس، بل يجب التعامل معهما كتهديد أمني وسياسي A sustainable peace cannot be achieved by negotiating with the RSF or the Ta'sis alliance; they must be treated as a security and political threat.	74	10	16
أرفض الجلوس مع الدعم السريع أو تحالف تأسيس في أي عملية سياسية، وأرى ضرورة تصنيفهما كجماعة إرهابية I refuse to sit with the Rapid Support Forces or the Ta'sis Alliance in any political process, and I believe they should be classified as terrorist groups.	72	10	18

Group 3 | Dialoguers (32%)

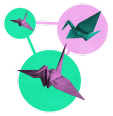
Opposes military solutions, foreign interference, and exclusionary political processes, favoring inclusive dialogue and questioning the role of external actors in Sudan's crisis.

Statement	Agree %	Disagree %	Pass %

لا يمكن الوصول إلى سلام مستدام عبر التفاوض مع الدعم السريع أو تحالف تأسيس، بل يجب التعامل معهما كتهديد أمني وسياسي A sustainable peace cannot be achieved by negotiating with the RSF or the Ta'sis alliance; they must be treated as a security and political threat.	3	91	7
الأولوية الآن يجب أن تكون استعادة الدولة وإنهاء التمرد عسكرياً The priority should be to stop the war and end it militarily.	5	87	7
أرفض الجلوس مع الدعم السريع أو تحالف تأسيس في أي عملية سياسية، وأرى ضرورة تصنيفهما كجماعة إرهابية I refuse to sit with the Rapid Support Forces or the Ta'sis Alliance in any political process, and I believe they should be classified as terrorist groups.	1	86	13
كيف يسكت العالم (مع علمه) على دعم الإمارات لقوات الدعم السريع المتمردة على الحكومة السودانية. دعم الإمارات هو السبب في إطالة أمد الحرب How can the world remain silent (despite knowing) about the UAE's support for the Rapid Support Forces, which are rebelling against the Sudanese government? The UAE's support is the reason for the prolonged war.	2	83	15
المجتمع الدولي ساهم بشكل مباشر في إشعال الحرب عندما تبني الإتفاق الإطاري كفكرة فقط دون ضمانات تنفيذ The international community directly contributed to igniting the war when it adopted the framework agreement as a mere idea without guarantees of implementation.	6	82	12

Group 4 | Pro International Intervention (38%)

advocates for urgent international military intervention to enforce ceasefires, disarm combatants, and support a transition to civilian governance, including localized ceasefires.

Statement	Agree %	Disagree %	Pass %
أري ان يركز الناس على عملية إرسال القوة الأممية المناط بها مراقبة إيقاف الحرب والفصل بين الطرفين ونزع السلاحً بإشراف حكومة مدنية تنفيذية I believe people should focus on the process of sending the UN force tasked with monitoring the cessation of hostilities, separating the two sides, and disarming them under the supervision of a civilian executive government.	88	1	12
في حالة عدم استجابة الطرفين للهدنة لابد من دخول قوات سلام اممية. If both sides do not respond to the truce, UN peacekeeping forces must enter.	97	1	2
يمكن البدء بهدنات محلية في المناطق الأكثر تضرراً حتى قبل الاتفاق الشامل Local ceasefires can be initiated in the most affected areas even before a comprehensive agreement.	94	1	4

يجب فرض الهدنه وإن لم تستجيب مليشيا الإخوان تفعيل البند السابع ودخول قوات اميه A ceasefire must be imposed, and if the Ikhwan militia does not comply, Chapter VII should be activated and UN forces deployed.	95	2	4
الإسراع بارسال القوة العسكرية التي ستحل مكان الجيش تقوم بحصر كل من يحمل السلاح خارج المدن ونزع سلاحهم وتكوين الحكومة المدنية للمتابعة معهم Expediting the deployment of the military force that will replace the army will involve identifying and disarming all those carrying weapons outside the cities and establishing a civilian government to oversee their affairs.	91	4	6