

EMERGENCY APPEAL

OPERATIONAL STRATEGY

Africa | MENA

Sudan Crisis: Cross-Regional Population Movement



Volunteers from the Ethiopian Red Cross distribute food and water to people who fled Sudan at the Metemma border settlement.

Appeal №: MDRS1001	To be assisted: 705,700 people	Appeal launched: 30/05/2023
Glide №:	DREF allocated: CHF 3,465,832	Disaster Categorisation: Orange
Operation Start date: 15/05/2023	Operation End date: 31/12/2024	Date: 07/07/2023

IFRC Secretariat Funding requirement: CHF 33.5 million
Federation-wide funding requirement: CHF 42 million

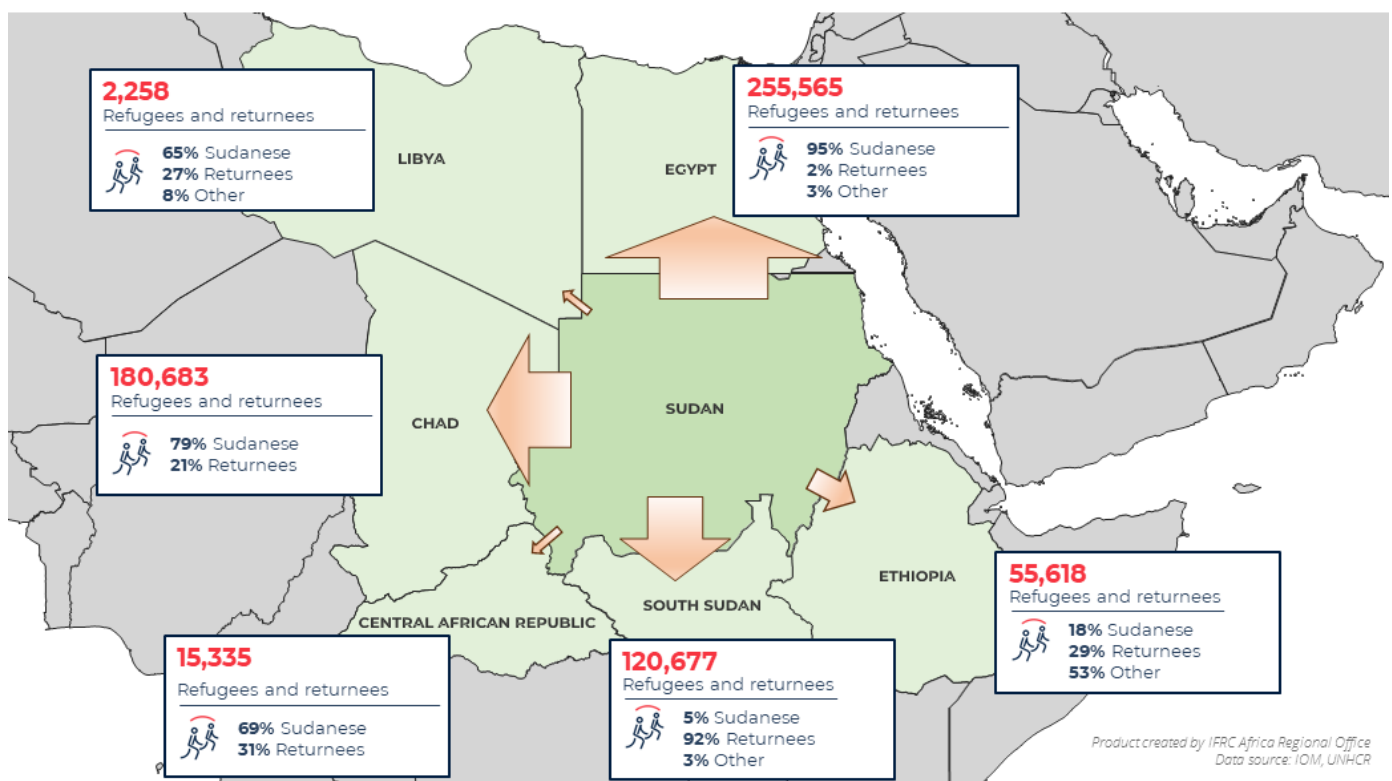
TIMELINE

- 15 April 2023:** Clashes break out in Khartoum, Sudan between the Sudan Armed Forces (SAF) and the Rapid Support Forces (RSF) leaving millions of people caught amidst the crossfire.
- 20 April 2023:** The IFRC launches the Sudan Complex Emergency Appeal for CHF 60 million to support and protect 800,000 people by the end of 2025.
- May 2023:** CHF 2,161,399 million is allocated from the IFRC's Disaster Response Emergency Fund (DREF) to the Egyptian Red Crescent, Chad Red Cross, Ethiopian Red Cross, and South Sudanese Red Cross.
- May 2023:** IFRC Surge Capacity (Rapid Response personnel) is deployed to support the National Societies of Chad, Ethiopia, and the IFRC Africa Regional Office.
- 30 May 2023:** The IFRC issues an Emergency Appeal for CHF 42 million to assist and protect up to 705,700 people in neighbouring countries – Chad, the Central African Republic, Egypt, Ethiopia, Libya and South Sudan - by the end of 2025.
- 30 June 2023:** The number of displaced people recorded in neighbouring countries reaches 630,136. Second DREF allocation to South Sudan and Egypt is approved, bringing the total DREF contribution to CHF3,465,832

DESCRIPTION OF THE EVENT

Updated: 30 June 2023

Cross-Regional displacement Sudan Crisis: Cross-Regional Population Movement



The ongoing conflict in Sudan has led to widespread displacement, with over 2 million people fleeing active conflict areas to find safety elsewhere in the country or across borders, primarily in Chad, Egypt, and South Sudan, but also in Ethiopia, the Central African Republic (CAR), and Libya. After more than two months of clashes, the situation in Sudan is still very volatile and as the fighting persists, the trend of displacements is likely to continue. The displaced population includes Sudanese refugees, returnees, and foreign nationals, and there are significantly higher proportions of women, children, and older people, according to the latest reports.

People arriving in neighbouring countries have endured a very dire humanitarian situation in Sudan, with many having been caught in the crossfire or at border crossings for several weeks without sustained access to basic goods and services such as water, food, and healthcare, all while under tremendous psychological pressure. Many have endured harassment and extortion, and reports of sexual and gender-based violence (SGBV) are growing.

Over the border, whether in transit or at a final destination, other challenges arise for refugees as well, such as how to protect their families and meet basic needs. And while host governments and communities have welcomed refugees and returnees, the dimensions of this crisis have still far exceeded the capacity of most host communities and local authorities. People are arriving physically and psychologically exhausted, sometimes severely injured, without food, water or shelter, and with no means to cover the cost of basic necessities. Many are anxious for news from their loved ones and urgently need to communicate with their families. This situation could last for several more days, weeks, or even longer, until a solution is found, while the risk of refugees adopting negative survival coping mechanisms increases by the day. Of particular concern are women, children, the elderly, people with disabilities, and those in need of special attention. The poorest host families will face challenges to meet their own basic needs given the pre-existing and exacerbating humanitarian needs, which has already led to inter-community tensions. This situation will become more acute as new refugees and returnees increase, as is expected.

The escalation of the conflict in Sudan, as well as recurring floods impacting South Sudan, Chad, and Ethiopia are expected to worsen an already dire situation in some of the affected areas by displacements from Sudan.

Severity of the humanitarian conditions



The conflict in Sudan led to large-scale displacements, both within the country and to neighbouring countries. The number of people displaced will likely continue to increase, given the ongoing fighting in Sudan and the number of IDPs that are currently awaiting safe passage near the borders. This increase will continue to put a strain on the ability of governments, host communities, and humanitarian actors to deliver against the needs and maintain a peaceful coexistence between displaced and local communities. The ongoing displacement includes different profiles including Sudanese nationals, returnees going back to Chad, South Sudan, and Ethiopia, as well as other nationalities.



Injuries are common among refugees fleeing the conflict. A total of at least 622 injured patients (in most cases with bullet wounds) have been brought to Adré hospital in Chad from 15-16 June. According to OCHA reports, cases of diarrhoea and upper respiratory tract infections (RTI) were identified within displaced populations, as per health screenings conducted at border crossing points.¹ Most women and children have not received vaccinations for more than two years and the risk of epidemic outbreaks of vaccine preventable diseases is elevated. In the context of a severe hunger crisis, more than 50,000 children in severe acute malnutrition programmes had their treatment interrupted because of the conflict. In Chad, cases of severe acute malnutrition of child refugees have been detected. The World Health Organization (WHO) projected that there will be medical needs for patients suffering from chronic diseases

¹ [Impact of Sudan Crisis on South Sudan Flash Update No. 2 \(As of 8th June 2023\) - South Sudan | ReliefWeb](#)

and an increasing number of children with severe acute malnutrition in addition to medical complications.² The psychological distress experienced by individuals fleeing the conflict, in a context of already high prevalence of mental health disorders among Sudanese IDPs in the country,³ is expected to remain elevated.



Most of the neighbouring countries are experiencing challenges related to constrained or total lack of access to safe drinking water for the displaced populations and host communities alike. This has led to the refugee households relying on unsafe water sources for domestic water, exposing them to the risk of epidemics and water-borne diseases including typhoid, cholera, hepatitis, and diarrhoea. In addition, there is a major gap in terms of access to gender and disability sensitive sanitation facilities and hygiene items including menstrual hygiene management products for women and adolescent girls.⁴



According to REACH assessments in South Sudan and the CAR, shelter is reported as one of the top three needs of those displaced. In most of the affected countries, the wet season (rains and floods) is already impacting temporary shelters, while some of governments are supporting relocation to safer areas.



A majority of displaced people in all of the neighbouring countries are women and children. These profiles, affected by the conflict in Sudan, are at risk of violence and abuse, including **SGBV, family separation, security risks, and exploitation**. Reports of SGBV, especially conflict-related sexual violence against women and girls, are increasing alarmingly, including from direct consultations with refugees arriving in receiving locations in neighbouring countries. In addition, older people and those with disabilities are in need of **specialised assistance** that **is often unavailable** along their journeys and upon arrival. Protection needs were already significant in Sudan prior to the conflict; according to the 2023 Humanitarian Needs Overview (HNO), 4.1 million people in Sudan were in need of protection assistance, with 56% of them being children.

² [WHO EMRO | WHO requires US\\$145 million to respond to health emergency in Sudan and neighbouring countries | News | Media centre](#)

³ [Shoib S, Osman Elmahi OK, Siddiqui MF, Abdalrheem Altamih RA, Swed S, Sharif Ahmed EM. Sudan's unmet mental health needs: A call for action. Ann Med Surg \(Lond\). 2022 May 11; 78:103773. doi: 10.1016/j.amsu.2022.103773. PMID: 35600171; PMCID: PMC9117552](#)

⁴ RCRC initial assessments findings from Chad and South Sudan.

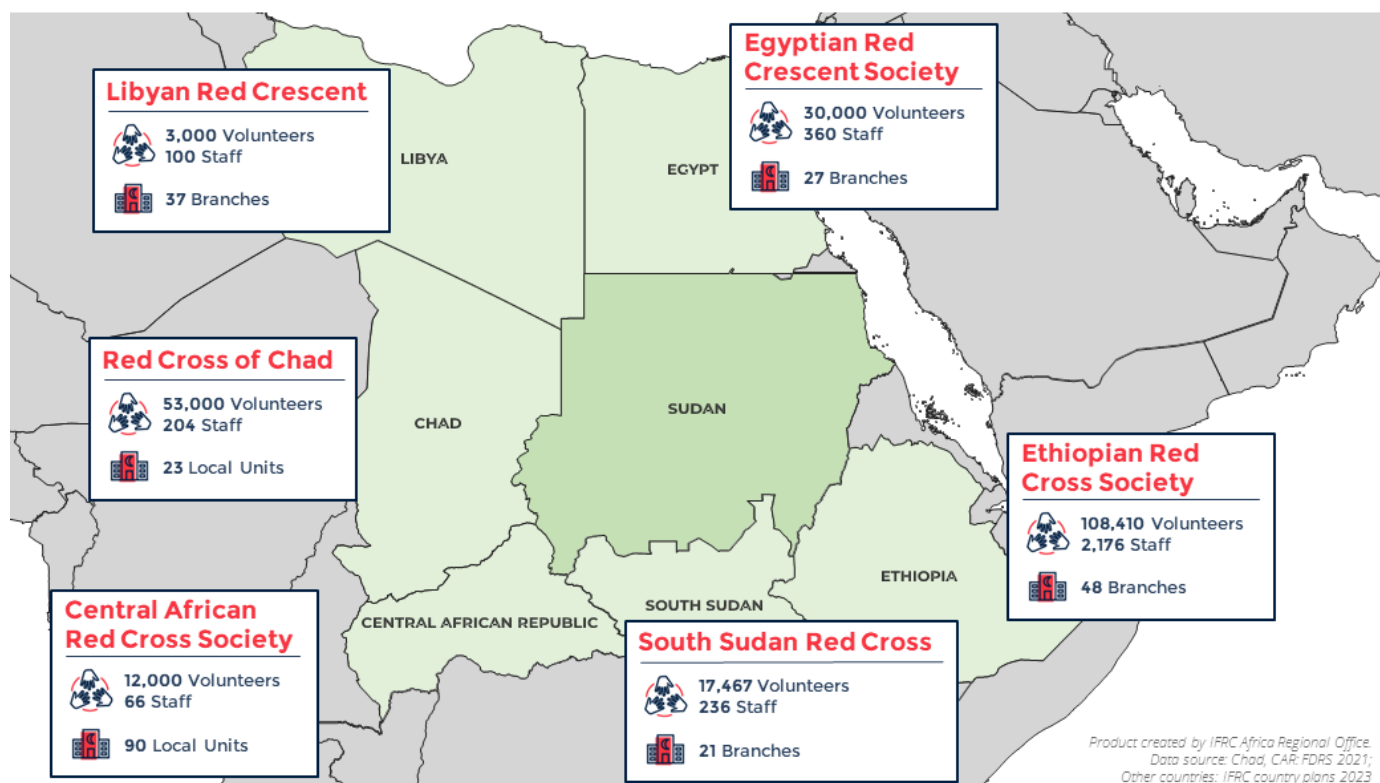
CAPACITIES AND RESPONSE

1. Capacity and response of impacted National Societies

Updated: 16 June 2023

National Society Footprint

Sudan Crisis: Cross-Regional Population Movement



Red Cross and Red Crescent National Societies of the Central African Republic, Chad, Egypt, Ethiopia, Libya and South Sudan have extensive and proven experience responding to population movements. Over the last several years, these National Societies were involved in large-scale disaster and displacement responses, including the hunger and Tigray crises, among other protracted crises. The local branches close to the borders with Sudan have promptly deployed to receive the first wave of arrivals and have since provided emergency services to those in need.

The National Societies of Chad, Egypt, Ethiopia, and Libya are also part of the Global Route-Based Migration Programme and engaged in providing assistance and protection to people on the move along key migratory routes.

Central African Red Cross Society

The Central African Red Cross Society (CAR-RC) is present across the country through 90 local units, 66 staff, and over 12,000 volunteers. The CAR-RC, with its extensive experience responding to population movement emergencies, especially in the Sudanese border area, is working closely with the authorities, UNHCR, and Movement partners in the country.

Red Cross of Chad

The Red Cross of Chad (CRC) has a network of 53,000 volunteers across the country and 23 local units as well as 204 staff. The CRC has extensive and long-term experience responding to population movements and is part of the Global Route-Based Migration programme as well as the ECHO PPP – implementing the “People on the Move”

pillar. For this response, the population movement contingency plan was activated immediately after the first arrivals of displaced people from Sudan in Chad. Close coordination with Movement partners in the country is ensured at the national level, as well as with the authorities through the Commission Nationale d'Accueil et de Réinsertion des Réfugiés et des Retournés (CNARRR) leading this response and external partners including UNHCR, WFP, and UNICEF.

Egyptian Red Crescent

The Egyptian Red Crescent (ERC) is the only non-governmental organisation with a permanent presence in all 27 Egyptian governorates. The branches ensure access to the majority of Egyptians and people on the move. Additionally, the ERCS has a total of 30,000 volunteers across the country, as well as 28 youth clubs, five blood banks, eight hospitals, 35 polyclinics, 11 rehabilitation centres, five kidney dialysis units, and 10 integrated social centres. And have set up 5 Humanitarian Services Points, to date, along the Sudan border along to routes to Cairo.

Ethiopian Red Cross Society

The Ethiopian Red Cross Society (ERCS) is responsible, through its auxiliary role, for supplementing the government in the fulfilment of its responsibilities in addressing vulnerabilities and providing humanitarian assistance to people affected by disasters and crises throughout the conflict. At the National Headquarters (NHQ) level, responses are led by the Disaster Preparedness and Response (DPR) department which supports a regional and zonal representation, and which are present in all regions of Ethiopia. This comprises a network of 11 regional and 37 zonal branches, 2,176 staff, 108,410 volunteers, 6,000 Red Cross committees at the community level, and five million members. The ERCS has experience responding to complex emergencies, including population displacement triggered by civil unrest. This has comprised operations that have been supported by the IFRC through the Disaster Relief Emergency Fund (DREF) and Emergency Appeals, namely the [IFRC GO - Ethiopia - Tigray Crisis](#), [IFRC GO - Ethiopia - Population Movement \(2020\)](#), and [IFRC GO - Ethiopia IDP Population Movement](#).

Libyan Red Crescent

The Libyan Red Crescent Society (LRCS) has a network of 37 branches across the territory, with the support of over 100 staff and 3,000 volunteers. Based on the 2018-2023 LRCS Strategy, and with the support of the IFRC Country Delegation in Libya and other Movement partners, the LRCS scaled-up its response and community-based work over the past two years setting the scene for new partnerships with the UN and international organisations working in Libya on emergency response, health (including COVID-19), WASH, migration, and protection. Recently, the LRCS was successful in better positioning itself as a key local actor and partner in the humanitarian response having signed several agreements with the current unified government in Libya, including the Ministry of Health and the Minister of State for Migration in the Government of National Unity through the Higher Committee on Migration.

South Sudan Red Cross

The South Sudan Red Cross (SSRC) has about 250 staff and 17,467 volunteers (10,355 male and 7,112 female) and 4,234 registered members organised into 21 branches and 102 units. Six National Disaster Response Teams (NDRTs) have been deployed while an additional 15 others were put on standby. The SSRC, as auxiliary to the public authorities of South Sudan, maintains an autonomous status which allows it to act in accordance with the Fundamental Principles of the Red Cross Red Crescent Movement (RCM). The SSRC is utilising the workforce of NDRTs within the existing response structure at the respective branches/units to avoid building parallel systems and to optimise the response. The need for deployment of other short-term surge capacities and a longer-term operational support structure will be considered with the SSRC and in coordination with Participating National Societies (PNSs). The SSRC has been involved in previous operations including the ongoing floods and hunger crisis Emergency Appeals.

2. International capacity and response

2.1 Red Cross Red Crescent Movement capacity and response

IFRC membership

The IFRC Secretariat provides technical and financial support to the six National Societies in this appeal through the IFRC Country and Country Cluster Delegations based in Bangui, Addis Ababa, Juba, (remotely from Tunis for Libya), and Cairo. This support is reinforced by the Regional Office team for Africa in Kenya and Regional Office team for the Middle East and North Africa (MENA) in Lebanon. There are PNSs in-country that have continued providing bilateral support to the National Societies during the emergency phase.

					
French RC The Netherlands RC	French RC Italian RC Luxembourg RC	German RC Swiss RC	Austrian RC British RC Canadian RC Danish RC Finnish RC German RC Italian RC The Netherlands RC Norwegian RC Swiss RC		Canadian RC Danish RC Finnish RC German RC The Netherlands RC Norwegian RC Swedish RC Swiss RC Turkish RC
<i>Overview of PNSs in-country</i>					

Since the launch of the Emergency Appeal and the activation of the IFRC surge system, 22 IFRC Rapid Response personnel have been requested, with the majority already deployed from member National Societies and IFRC Secretariat staff, to support Red Cross and Red Crescent National Societies in Chad, South Sudan and Ethiopia, in addition to the Africa Regional Office.

Federation-wide coordination structures are well-established in Ethiopia, South Sudan, and Chad, convened by the National Society and co-convened by the IFRC. These existing structures will facilitate the contributions of PNSs to the overall National Society plans for this migration crisis. At the regional level, the IFRC will set up a coordination architecture and actively engage with the membership to work together to support a collective and strategic response.

ICRC

The ICRC provides support to responding National Societies based on its mandate in conflict and violence-affected areas in countries covered by this operation. The ICRC and IFRC have a longstanding collaboration in South Sudan, Ethiopia, the CAR, Egypt, Libya, and Chad. In these contexts, both Movement components have cooperated over the years in several responses, such as the South Sudan floods and hunger crisis, and the Tigray conflict in Ethiopia. The ICRC supports the Movement in the provision of security services in some of these contexts, while ICRC cooperation teams also work with the IFRC in support of the National Society Development objectives.

2.2 International Humanitarian Stakeholder capacity and response

At the country level, Red Cross and Red Crescent National Societies provide humanitarian services in close cooperation with external stakeholders in their respective countries, including the relevant national agencies leading the response, national, and international humanitarian aid organisations, and the local and central departments of relevant ministries. The IFRC actively participates in inter-agency coordination efforts involving UNHCR, other relevant UN agencies, and international non-governmental organisations.

3. Gaps in the response

The processing capacity at many border crossings is limited, requiring people to remain at borders and in transit centres for prolonged periods of time and with limited ability to meet their basic needs, including food, water, hygiene and health services. Arrivals to surrounding countries (particularly Chad, Egypt, the CAR, South Sudan and Ethiopia) further stretch existing humanitarian services in receiving countries and exacerbate the needs of host communities with pre-existing reliance on humanitarian support.

The main gaps across the countries participating in the EA are summarised below:

Basic needs and livelihoods: The majority of refugees need support to fulfil basic needs. The provision of essential household items (EHIs), as well as multi-purpose cash, and access to safe and dignified shelter to prevent homelessness will be the key to safeguarding the dignity of displaced persons while supporting refugees in not resorting to negative coping mechanisms.

Health Services & Water, Sanitation, and Hygiene: Access to water and basic hygiene items continue to be in high demand. Water trucking and the distribution of water storage facilities as well as repairs and maintenance of existing water sources and sanitation facilities are essential to ensuring access to safe and clean water, hygiene and sanitation services, and to prevent the outbreak of water borne diseases. With pre-existing challenges in health systems in destination countries, access to and provision of essential health services remains a significant challenge particularly for affected persons with long-term health conditions. Many pregnant mothers, new-borns, and children have not received essential maternal, neonatal, and child health services since the beginning of the conflict, including vaccinations for diseases with high epidemic potential. The lack of access to food and nutritional services for malnourished children is posing a risk, while several injured refugees are at risk of death from what are recoverable injuries.

Protection, gender, and inclusion: The displacement situation has disproportionately affected women, children, persons with disabilities, the elderly, and unaccompanied minors. Reports of looting, beatings, and SGBV and exploitation require a scale-up in mental health and psychosocial support to those suffering from trauma and distress due to the violence and exploitation experienced or witnessed along their journeys. There is a need to establish safe referral pathways across all countries and to continue scaling-up prevention and protection activities, particularly in areas with high risk of SGBV, including sexual exploitation and abuse. and human trafficking (e.g., border-crossings). The provision of sexual and reproductive health services as well as access to safe and accessible accommodations and child-friendly spaces are likely to remain in high demand, particularly for unaccompanied minors and single-headed women households.

OPERATIONAL CONSTRAINTS

As peace in Sudan is not yet in sight and the conflict is likely to continue and drive further displacement, soaring prices, and instability, the needs of both refugees and host communities are likely to grow. Furthermore, the funding available is unlikely to match the needs of those affected, refugees and host communities alike.

The constrained capacity to support the basic needs of the affected population indirectly fuels tensions, potential conflicts, and potentially exacerbates overall instability across areas with the highest concentration of affected populations. Insecurity and ethnic tensions constrain our ability to support National Societies in operational set up and delivery and pose a risk to the safety and security of staff and volunteers. With reported incidents of carjackings, clashes between different groups in transit centres and refugee camps, and attacks on the humanitarian community, the safety and security of staff and volunteers remains a key priority.

Humanitarian access to affected populations is challenging due to insecurity (particularly in CAR, South Sudan, Chad and Libya), as well as the supply chain of goods to remote areas (CAR and Chad). The IFRC has supported National Societies in developing risk management plans with mitigation measures to overcome these bottlenecks in safety and security.

Seasonal floods in the upcoming months add another layer of complexity to the operation as heavy rains could

restrain or completely cut-off access to some communities. The increased risk of waterborne diseases are likely to constrain access to communities, regularly affected by heavy rains. National Societies are already supporting the relocation of affected populations that are temporarily settled in high-risk areas.

FEDERATION-WIDE APPROACH

The Emergency Appeal, the six National Society Country Response Plans, and this Operational Strategy are all part of the Federation-wide Framework. Membership coordination takes a place at country level, with the IFRC delegations supporting the National Societies in streamlining the plans and activities of all in-country members (refer to the country response plans for details of membership coordination per country). A second level of membership coordination is also taking place at the regional level, alongside the platforms created for the Sudan Complex Emergency Appeal. In result, The result of this coordination are operations based on the needs and response priorities of National Societies. The approach, reflected in this Operational Strategy, will ensure linkages between all response activities and assist in leveraging the capacities of all members of the IFRC network in Sudan and the bordering countries to maximise the collective humanitarian impact. The below tables provide an overview of the engagement of the Partner National Societies per country and sector (note that Egypt and Libya Red Crescent do not currently have partner National Societies engaged in the response).

CHAD

Name of Partner	Health & Care	Integrated Assistance	Protection & Prevention	NS Capacity Building
IFRC	☒	☒	☒	☒
French Red Cross	☒	☒	☒	☐
Luxembourg Red Cross	☐	☒	☐	☐
Italian Red Cross	☒	☒	☐	☐
ICRC	☒	☐	☒	☒

CAR

Name of Partner	Health & Care	Integrated Assistance	Protection & Prevention	NS Capacity Building
IFRC	☒	☒	☒	☐
French Red Cross	☒	☐	☐	☐
Netherlands Red Cross	☒	☐	☒	☒
ICRC	☐	☒	☒	☒

ETHIOPIA

Name of Partner	Health & Care	Integrated Assistance	Protection & Prevention	NS Capacity Building
IFRC	☐	☒	☒	☒
Austrian Red Cross	☒	☐	☒	☒
German Red Cross	☒	☒	☒	☒
Danish Red Cross	☐	☒	☐	☐
Finnish Red Cross	☒	☐	☒	☐
Italian Red Cross	☐	☒	☐	☒
ICRC	☒	☒	☒	☒
Canadian RC	☒	☐	☐	☐
Norwegian RC	☒	☐	☐	☒
British RC	☐	☒	☐	☒
Netherlands RC	☒	☒	☒	☒
Swiss RC	☐	☒	☒	☒

SOUTH SUDAN

Name of Partner	Health & Care	Integrated Assistance	Protection & Prevention	NS Capacity Building
IFRC	☒	☒	☒	☒
Canada Red Cross	☒	☒	☒	☐
Danish Red Cross	☐	☒	☐	☐
Finnish Red Cross	☒	☒	☐	☐
German Red Cross	☐	☒	☐	☒
Netherlands Red Cross	☒	☒	☐	☒
Norwegian Red Cross	☒	☒	☐	☐
Swedish Red Cross	☒	☒	☐	☐
Swiss Red Cross	☒	☒	☒	☐
Turkish Red Crescent	☒	☒	☐	☒
ICRC	☒	☒	☒	☒

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to the responding National Societies in the response to the emergency event.

OPERATIONAL STRATEGY

Vision

To respond to the humanitarian needs of people displaced in countries surrounding Sudan, by improving access to humanitarian assistance and protection for displaced people from Sudan along key routes, including through Humanitarian Service Points (HSPs). Integrated assistance will be provided in countries to respond to the immediate needs of displaced people from Sudan, including returnees – while a timely transition to medium and long-term support will be undertaken to support the (re)-integration of people in host communities.

Through strong coordination and collaboration across borders, the Movement will strengthen the local and national capacities of Red Cross and Red Crescent Societies to prepare and respond to the ongoing and future population movement emergencies.

This regional response complements the Emergency Appeal [Sudan Crisis: Complex Emergency](#) – and close links between the Sudanese Red Crescent and the National Societies of neighbouring countries will be maintained to build a strong, collective, and strategic response.

Targeting

1. People to be assisted and protected through this response

This Operational Strategy aims to support the reach of the Red Cross and Red Crescent National Societies with the goal of **providing assistance to up to 705,700 people in the six countries**, taking in consideration the existing caseload of displaced people (508,110 people), and the expected influx in likely scenarios over the coming weeks and months. Where possible, the response will also support medium to long-term integration and the transition to recovery. The initial 705,700 targeted by this operation includes the following different profiles:

Country	Returnees	Refugees	Host communities	Total
Egypt	-	350,000	100,000	450,000
Chad	-	50,000	30,000	80,000
South Sudan	54,000	6,000	22,000	82,000
CAR	1,200	5,000	7,500	13,700

Ethiopia	30,000	20,000	-	50,000
Libya	-	20,000	10,000	30,000
Total	85,200	451,000	169,500	705,700

- **Displaced people from Sudan**, including Sudanese nationals and other nationalities who cross borders to seek safety and are in need of immediate assistance at borders, transit points, and in communities.
- **Displaced people returning to their countries (returnees)**, in Chad, Egypt, Ethiopia and South Sudan – who face short-term needs upon arrival, in addition to long-term socioeconomic risks and with re-integration needs.
- **Members of host communities in vulnerable situations**, who are already facing a dire humanitarian situation in some of the affected areas.

2. Considerations for a principled, inclusive, and accountable response

In line with the Movement Migration and Displacement principled humanitarian approach, assistance and protection for people on the move will be provided based on priority needs, and not on legal status or category. The IFRC will ensure that support is provided to host communities in their efforts to assist displaced people, while also taking into account their vulnerabilities and immediate needs.

National Societies will prioritise displaced people who are from groups of concern and at high risk of further harm including women and children, people with disabilities, pregnant and lactating women, separated family members, older people, and people with chronic illnesses. Through its Protection, Gender, and Inclusion (PGI), and safeguarding work, the IFRC aims to prevent and respond to issues of violence, discrimination, and exclusion, while ensuring that people are safe from harm, respected, and their rights are guaranteed.

The response will also include considerations and approaches of Community Engagement and Accountability (CEA), including through the set-up of complaint and feedback mechanisms. This will facilitate two-way communication with displaced populations and host communities while also providing an opportunity for them to report any corruption and malpractice hindering the rights of the targeted population. Volunteers will conduct community dialogue and information dissemination sessions, during which they will also collect community feedback.

PLANNED OPERATIONS⁵

Through this Emergency Appeal, the IFRC will support the National Societies of Chad, the CAR, Egypt, Ethiopia, Libya, and South Sudan in their preparedness and response to the impacts of the ongoing conflict in Sudan. The response prioritises the provision of assistance and protection to the different target groups, through:

1. The establishment of **HSPs** where displaced populations – as well as host communities – can access a wide range of humanitarian support and services, regardless of their status and wherever they are on their journeys.
2. **Tailored basic needs support**, including promoting access to food, safe water, hygiene, household items, emergency shelter, and sanitation, through cash and voucher or in-kind assistance.
3. A significant focus on **strengthening the capacities of National Societies** to be able to continue providing effective and sustainable humanitarian assistance.

⁵ This section includes the Federation-wide response plans of the six National Societies that receive multilateral funding through the IFRC Secretariat Emergency Appeal. The funding requirements indicate the IFRC funding requirements towards achieving these objectives.

This Operational Strategy was developed based on scenario building, information, and the identified needs at the time of planning. It is expected that this Operational Strategy could be revised – to consider medium and long-term intervention – based on the evolution of the crisis in Sudan and impacts in neighbouring countries. Each National Society has elaborated specific country plans, based on this Operational Strategy, with a contextualized analysis and specific response. These country plans will be made available as accompanying documents.

The operations and activities planned in this Emergency Appeal are part of a Movement-wide coordinated action with the ICRC and participating National Societies.

HEALTH & CARE INCLUDING WATER, SANITATION AND HYGIENE (WASH)

 Health & Care	People targeted in Emergency Appeal countries: 655,700	Funding requirement: CHF 2,680,000
Objective:	<i>Displaced persons in vulnerable situations are provided with essential health services, including mental health and psychosocial support (MHPSS)</i>	
Priority Actions:	First Aid services • Provide first aid to displaced people and host communities and refer individuals requiring further medical/surgical assistance • Procure and distribute first aid kits and materials to RCRC volunteers • Conduct first aid training for staff and volunteers Primary health and referrals • Strengthen volunteer capacity on Epidemic Preparedness in Communities • Enhance community awareness on health promotion and disease prevention, with a focus on epidemic-prone diseases, targeting refugees (e.g., HSPs) and affected host communities • Provide infant and young child feeding (IYCF) to pregnant and lactating women and referrals to nutrition services provided by nutrition partners • Provide support for the delivery of primary healthcare services through RCRC fixed and mobile clinics, jointly with the MoH and other health partners • Distribute community health kits at shelters (maternal kits, baby kits) • Referrals to specialised health services for people with chronic health conditions Mental Health and Psychosocial Support (MHPSS) • Conduct PFA and basic MHPSS training for staff and volunteers providing psychosocial support • Provide MHPSS to affected populations, including psychological first aid (PFA), individual counselling, and support groups in HSPs and other locations • Support MHPSS for staff and volunteers involved in the operation • Establish referral pathways for specialised MHPSS	

	• Integration or establishment of MHPSS coordination bodies • Establish a supportive supervision system for volunteers delivering MHPSS
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 Water, Sanitation and Hygiene	People targeted in Emergency Appeal countries: 705,700	Funding requirement: CHF 5,036,000
Objective:	<i>Comprehensive WASH support is provided to displaced people in vulnerable situations and host communities, resulting in an immediate reduction in the risk of water-related diseases and improvement in dignity for the targeted population.</i>	
Priority Actions:	Access to safe and clean water • Distribute WASH household items such as household water treatment products, and dignity kits (including menstrual hygiene products) coupled with hygiene promotion • Conduct post-distribution monitoring for WASH household items and water treatment products • Support water trucking in areas where supply is disrupted including in health facilities, schools, and establishing distribution points (water trucking will be on a short-term basis while rehabilitating strategic water systems) • Support the rehabilitation of existing water supply systems • Construct strategic new water points including the installation of distribution points • Support the training of water management committees together with the provision of maintenance kits • Procure and distribute water treatment consumables (coagulants and disinfectants) targeting bulk treatment systems based on need • Ensure the monitoring of water quality Hygiene promotion • Train staff and volunteers on hygiene promotion in emergencies • Promote hygiene by engaging trained volunteers through house to house visits and community dialogue sessions • Print and distribute informative, educative and communication (IEC) materials • Support the construction of handwashing facilities coupled with soap distribution Environmental health and sanitation • Support the construction of gender-sensitive emergency latrines/disability-friendly latrines when possible and distribute mobile toilets at border crossings as well as collective sites and camps • Desludging of latrines and septic tanks (schools, health facilities, and IDP camps) • Solid waste management clean up campaigns • Vector control and drainage interventions	

INTEGRATED ASSISTANCE

 Shelter, Housing and Settlements	People targeted in Emergency Appeal countries: 278,280	Funding requirement: CHF 4,336,000
Objective:	<i>Communities in crisis-affected areas restore and strengthen their safety and well-being through emergency shelter and settlement solutions.</i>	
Priority Actions:	Essential household items • Provide essential household items to displaced people and host communities Emergency shelters • Support setting up new camps, including the provision of shelter, water, and sanitation facilities • Support the construction/transformation of emergency shelters • Support short-term rental assistance through cash and voucher assistance (CVA) • Support the relocation of refugees at the borders to appropriate and safe shelters, including the provision of shelter kits and essential household items where necessary	

 Livelihoods	People targeted in Emergency Appeal countries: 190,500	Funding requirement: CHF 1,496,000
Objective:	<i>Communities in crisis-affected areas and displaced persons recover their livelihoods through basic needs and livelihoods assistance programmes promoting integration and economic security.</i>	
Priority Actions:	• Provide food at border crossing points through HSPs • Support the reintegration of returnees through training and income-generating activities	

 Multi-purpose Cash	People targeted in Emergency Appeal countries: 125,000	Funding requirement: CHF 7,428,000
Objective:	<i>Displaced persons and host communities in vulnerable situations have their needs addressed through the use of cash.</i>	
Priority Actions:	• Conduct rapid market assessments (RAM) • Determine the minimum expenditure basket (MEB), transfer modalities, and service providers • Strengthen coordination with CVA actors at the national level, as well as with local authorities	

- Strengthen the capacity of staff and volunteers through trainings on CVA
- Multipurpose cash assistance (MPCA) given targeting the most vulnerable displaced people and host communities
- Cash for transport for returnees
- Conduct Post-distribution Monitoring (PDM) exercises

PROTECTION AND PREVENTION



Protection, Gender and Inclusion

People targeted in Emergency Appeal countries:
705,700

Funding
requirement:
CHF 1,286,000

Objective:

The different people impacted and displaced are safe from harm including violence, abuse and exploitation, discrimination and exclusion, and their needs and rights are met.

Priority Actions:

Mainstreaming PGI

- Provision of dignity kits to women and girls
- PGI is included in all assessments ensuring that PGI analysis guides response plans
- Capture sex, age, and disability disaggregated (SADD) data in assessments and ensure its use in analysis to guide response plans
- Set-up women and child-friendly spaces in HSPs and other key locations
- Awareness-raising on PGI-related issues including SGBV, child protection, and disability inclusion in community awareness sessions and to staff and volunteers
- Work with other sectors in integrating PGI in the sectoral response to ensure the IFRC meets PGI minimum standards
- Establish protection mechanisms such as safeguarding (prevention of sexual exploitation and abuse (PSEA) and child safeguarding), prevention and response to SGBV, including mapping safe referral pathways, networks, and working with other actors
- Map and disseminate safe referrals to support SGBV survivors in coordination with other actors
- Coordinate and collaborate with organisations that support persons with disabilities at the regional and country levels to strengthen disability inclusion
- Arrange technical support to the National Society to strengthen its capacity on PGI and ensuring that PGI minimum standards are mainstreamed throughout the response

Prevention and response to SGBV and protection from sexual exploitation and abuse and child safeguarding

- Ensure the training of staff and volunteers on PGI, PSEA, and child safeguarding
- Ensure that all staff and volunteers involved in the operations are briefed and have signed the code of conduct

	• Raise awareness among displaced people and host communities on SGBV including PSEA and safeguarding • Ensure the training of staff and volunteers on safe referral pathways • Print and disseminate IEC materials on PGI including SGBV and PSEA • Improve coordination and collaboration with other SGBV and protection actors to strengthen the response including community awareness and safe referrals • Strengthen engagement with the CEA team to ensure that SOPs are in place to handle sensitive feedback Restoring Family Links (RFL) – with the support of the ICRC • Provision of RFL calls to displaced people including returnees to restore/maintain contact with their separated family members
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 Community Engagement and Accountability	People targeted in Emergency Appeal countries: 705,700	Funding requirement: CHF 263,000
Objective:	<i>The diverse needs, priorities and preferences of the affected communities guide the response ensuring a people-centred approach through meaningful community participation.</i>	
Priority Actions:	Engagement, information, consultation, and participation of communities • Set up accessible feedback mechanisms including systems for collecting, responding, analysing and referring feedback • Conduct post-distribution monitoring and surveys to identify community satisfaction with the provided services and new needs • Provide contextualised, timely, accurate, and trusted information to displaced people and host communities based on information needs and their preferred information channel – especially through HSPs Strengthening the institutional capacity and mainstreaming of CEA • Mainstream CEA approaches and considerations throughout the programme management cycle for all activities by including communities, their opinions, and feedback in each phase (assessments, planning, implementation, and monitoring and evaluation) • Support the training of staff and volunteers on CEA • Conduct review meetings with those assisted to discuss the response and implementation of activities	
 Migration and Displacement	People targeted in Emergency Appeal countries: 705,700	Funding requirement: CHF 3,313,000

Objective:	<i>Specific vulnerabilities of displaced populations and people on the move are analysed and their needs and rights are met with dedicated humanitarian assistance, protection, and humanitarian diplomacy interventions, in coordination with relevant stakeholders.</i>
Priority Actions:	Humanitarian Service Points - Continue the scaling-up, enhancement and establishment of HSPs to meet the needs of displaced people and members of host communities Analysis and advocacy - Support the ongoing analysis of data, trends, and profiles of affected populations and the specific gaps in assistance and protection for displaced people, especially those most vulnerable, to better support specific interventions, coordination and referrals by National Societies - Support the engagement of National Societies in humanitarian diplomacy with governments and other stakeholders to promote the protection, assistance, and inclusion of affected populations - Develop and launch key humanitarian diplomacy messages to effectively communicate the Movement's requests to stakeholders, donors, and influential decision-makers National Societies' capacity strengthening - Provide dedicated technical support to National Societies to develop their capacities related to migration and displacement in line with the Movement's framework on migration (IFRC Policy on Migration, IFRC Migration Strategy etc.).

Enabling approaches

 National Society Strengthening	IFRC Secretariat funding requirement: CHF 4,954,000
Objective:	<i>National Societies respond effectively to the wide spectrum of evolving crises and their auxiliary role in responding to displacement and disasters is well-defined and recognised.</i>
Priority Actions:	Locally led National Society Development (NSD) - Reinforce existing systems, policies, and operating procedures: HR, Finance, Communication, IT - Support National Societies with the use of data and digital tools to increase scale, relevance, and efficiency - Secure relevant and tailored technical expertise to ensure quality programming - Strengthen volunteer management at National Societies Training to fit response needs - Support capacity building in all relevant sectoral and thematic files, including, but not limited to key focus areas such as migration and displacement, shelter, WASH, health (including MHPSS), CEA, and PGI.

	- Support National Societies in areas related to the principles and rules for humanitarian response at HQ and branch levels National Society response capacity strengthening - Support the identification of operational gaps and preparedness at the branch and HQ level - Resource critical emergency response requirements (equipment facilities, contingency planning, emergency operations centre (EOC), national response teams (NRTs), etc.) Branch development - Strengthen the capacities of responding branches (finance, HR, logistics) based on the findings of self-assessments, when available - Enhance the operational effectiveness and preparedness of branches (e.g., reinforce the EOC, emergency needs assessment planning (ENAP), revision of the SOP, NRTs, etc). - Support stronger connections between branches and headquarters structures
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 Coordination and Partnerships	IFRC Secretariat funding requirement: CHF 771,000
Objective:	<i>Technical and operational complementarity is enhanced through cooperation among the IFRC membership, with the ICRC, as well as with key external actors.</i>
Priority Actions:	Membership Coordination - Strengthen existing and established membership coordination mechanisms in all countries and at regional levels - Provide consolidated information to the wider membership - Facilitate thematic technical working/advisory groups at different levels - Implement a Federation-wide monitoring and reporting framework to standardise monitoring and reporting and ensure accountability and transparency - Establish cross-border coordination mechanisms and pilot communications/information channels between the regions, responding to National Societies and their branches Movement Cooperation - Engage within the Movement in line with the SMCC principles in an effort to maximise the IFRC's collective impact - Coordinate with the ICRC to provide support responding to National Societies and the operation Engagement with external partners - Further strengthen coordination with relevant external actors, including the government and UN agencies at country and regional levels - Support National Societies in targeting and engaging key international stakeholders to address specific operational and

	policy level challenges likely to be faced in this response operation • Support the strengthening of National Society capacities and competencies in humanitarian diplomacy and communications to enhance their positioning with national and local authorities, and to strengthen their connections and collaboration with disaster management and social service bodies in their countries
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 IFRC Secretariat Services	IFRC Secretariat funding requirement: CHF 1,936,000
Objective:	<i>The IFRC is working as one organisation, delivering what it promises to National Societies and volunteers, and leveraging the strength of the communities with which they work as effectively and efficiently as possible.</i>
Priority Actions:	Regional Coordination The IFRC Regional Offices for Africa and MENA will coordinate under a single operational structure, led by a Regional Operations Manager, with several other functions (Risk, Security, Information Management, Communications, Staff Health, Migration, Logistics, PMER and Finance). This operational structure reports to the Operations Coordinators for Africa and MENA, which are supervised by their respective HoHDCC. Cross-Regional coordination platforms are in place, including internal to the operations coordination team, and the coordination with each of the IFRC delegations responsible to support the different National Societies. Each coordination team member will then establish separate platforms with their technical counterparts in-country. Logistics • Coordinate and support National Societies and IFRC country delegations to increase their supply chain capacities, by widening the options for entry points, transport types, routes, service providers, thus increasing the resources available to populations • Ensure the National Society has adequate logistics systems and processes that are accountable and timely for the needs of the emergency operation. This will be done by adjusting, adapting or introducing appropriate tools and provide capacity building opportunities to National Society staff. • Ensure quality and standardised compliance in procurement processes, including local procurement, covering compatibility with the IFRC's efforts to reduce its carbon footprint. • Provide support to the security unit to accelerate the procurement of essential security/medevac equipment as a minimum standard to operations. • Ensure that country operations as well as Regional GHS&SCM offices in MENA and Africa are supported with the proper surge structure to enable an effective and efficient response, and the best value for money.

Risk Management

- Develop risk management plans for the entire operation, and for each of the countries, alongside delegations and National Societies.
- Develop the risk registers, with a focus on operationalisation of mitigation measures, and supporting the National Societies in the definition of their risk appetite.
- Provide capacity building opportunities (formal and informal) to National Societies, in order to regularly incorporate Risk in their programme design.

Corporate Services (Finance, HR, Administration)

- **Finance support:** Planning and budgeting, account booking, payable and receivable, review donor project proposals and financial compliance, pledge validation, support to audit, finance coordination with procurement, HR, payroll, and administration, relationships with banks, internal controls, payments, treasury and finance coordination, finance reports and analysis.
- **HR support:** Full recruitment process including job descriptions, design, grading, interviews, contract negotiations, payroll and benefits, travel planning; onboarding and offboarding, general HR coordination, setup PSS support, safeguarding, HR health, HR advice to managers, relations with HR agencies, access to HR pools, planning of staff rotation and long-term employment, conflict resolution, HR training and learning, HR support to Country Delegations and Country Cluster offices.
- **Administration support:** Travel services, hotel bookings, conferencing and meeting services, translation and interpretation, secretarial and administrative assistance to programmes and operations, housing, driving, personnel registration, protocol and relations with local authorities, administrative onboarding, legal and insurance compliance.

Information Management

- Develop a regional IM system to monitor the operation, in close coordination with senior management, PMER, and country teams
- Provide cross-sector IM support
- Align and standardise data collection systems and tools across countries and National Societies, including data protection approaches
- Produce country and regional standard visual products for situational awareness and analysis

Planning, Monitoring, Evaluation, and Reporting (PMER)

- Provide PMER support to ensure the set up and continuity of Federation-wide processes.
- Establish processes and tools to conduct periodic strategic and operational planning at the country as well as regional levels, harmonising planning related to this operation with the overall planning efforts of National Societies
- Develop and maintain sustainable Federation-wide monitoring tools and workflows
- Plan and oversee the implementation of indicator-based monitoring of the operation, carryout/oversee evaluation activities (including a final evaluation of the operation)

- Identify learning opportunities (through lessons learned workshops) and disseminate the results to all stakeholders
- Confirm that reporting is in accordance with IFRC monitoring and reporting standards and as per donor requirements

Security

- Ensure security set-up is adequate in the region and all countries, with dedicated security focal points in each country.
- Liaise with operations to define the geographical prioritization of security assessments, which are aligned with operational needs and priorities.
- Support the countries to review their minimum security requirements, and suggest areas of improvement, to ensure that the IFRC operates in line with IFRC's Security policy (MSR) and fulfil the duty of care towards staff.
- Ensure MEDEVAC plan/medical stabilization capacity is ensured in the countries of operations.
- Ensure robust and consistent security risk management, especially in view of the complexity of the operational and security contexts, and when required in close coordination with the ICRC
- Maintain a proactive approach to security risk management, especially in the IFRC Orange and Red Security Phase areas, e.g., by closely monitoring and assessing the security situation on the ground and engaging in adequate risk treatment
- Support and guide National societies in relation to security risk management, e.g., through field security risk assessments

Communications

- Position the IFRC and responding National Societies as key and trusted partners in the response through regular public activations and campaigns (using the media and social media)
- Advocate with and on behalf of those the IFRC helps, ensuring that local and diverse voices are amplified and shared
- Strengthen the communications capacity of responding National Societies

Risk management

The IFRC is taking a proactive approach to risk management to put in place an optimal set of controls that allow us to gain sufficient assurance over key risks and maximise the effectiveness and efficiency of the operation. The overall risk management structure and plan includes:

- The risk management and risk reporting procedure for the EA
- How to guide – risk management cycle in detail.
- Roles and responsibilities in managing risk.

The plan is aligned with the IFRC [Risk Management Policy and Framework](#).

Each country taking part in the EA is responsible for identifying, managing, monitoring, and reporting risks to their objectives. This will be facilitated by the OPS Manager and Risk Champion but should be a team effort including core members of the operations team (Security, Logistics, Finance, PMER etc.) and key National Society counterpart(s). Risks should be captured in a country risk register, reviewed and reported upon, following an establish process flow. Each month, the regional risk coordinator will consolidate the different risk registers and prepare a consolidated summary to IFRC Africa/MENA Regional Offices and Geneva.

Key cross-cutting risks outlined below:

Risk	Likelihood	Impact	Mitigating actions
Funding gap: Insufficient funds posing a risk to business continuity.	High	High	- Proactive donor engagement and fundraising. - Proactive public comms and coverage of the situation to raise awareness and attract further funding.
Security constraints: Volatile situation on the ground and high security risks lead to harm to staff/volunteers.	Medium	High	- Minimum security requirements as per security policy in place. - Security risk assessments of key operational areas in place. - Adequate security and safety risk treatment in place, including: - Medical evacuation capacity - Telecommunications equipment - Roadworthy and fully kitted vehicles - Secure housing - Critical incident management protocols in place - All IFRC must, and RC/RC staff and volunteers are encouraged, to complete the IFRC Stay Safe e-learning courses, i.e., Stay Safe 2.0 Global edition Level 1-3.
Protection risks: Affected population is exposed to harm through IFRC/National Society programming.	High	High	- Contract and codes of conduct for IFRC staff. - Mandatory IFRC training on sexual exploitation and abuse and sexual harassment (SEAH). - National Society capacity building through PGI training including referral pathways mapping to support survivors. - Technical input from a PGI specialist on programmatic interventions to ensure PGI is considered across responses.
Escalation of violence/protracted crisis: Significant deterioration in the operating context exacerbates the existing crisis and needs on the ground.	Medium	Medium	- Scenario planning informing the operational strategy and country plans in place. - Ongoing situation monitoring at the country level. - Periodic needs assessments informing the prioritisation of activities.
Misappropriation of funds (including fraud, corruption, bribery, embezzlement) results in a financial loss for the organisation, an adverse impact on the overall value for money in our operation,	Medium	Medium	Monitoring and support to the National Society to introduce measures that prevent fraud and corruption in addition to reviewing fraud risk in the operations by National Societies.

reputational damage, and a loss of future funding from donors.			• Support to the National Society in financial and procurement management and monitoring. • Finance capacity building for National Society planned.
Gaps or overlap in coordination and cooperation between all Movement components compromising the overall quality and results of RC operations.	Low	Medium	• Clear roles and responsibilities as presented under the Seville Agreement. • Shared Red Cross positioning and coordination vision with the ICRC and National Societies. • Central fundraising strategy. Combination of data in a shared platform.
Limited access to information and people (affected population and sometimes staff due to remoteness/security) constraining the ability to oversee implementation and monitor progress.	Medium	Medium	• Maintaining, developing, and promoting National Societies and their role as auxiliary to the public authorities. • Security plans, business continuity, and evacuation plans.

Quality and accountability

This operation will be supported by a Federation-wide Planning, Monitoring and Reporting (PMR) framework to ensure efficacy, accountability, and transparency.

The Federation-wide list of indicators for the operation is provided below. The list will be regularly updated with new indicators as the operation evolves, ensuring that it remains relevant and aligned with the changing needs and goals.

Sector	Indicators
HEALTH AND MHPSS	# of people reached with first aid
	# of people reached with primary health services and/or referrals to public health institutions
	# of people reached with health promotion/awareness activities
	# of staff/volunteers trained in first aid
	# of people reached by National Society MHPSS services (psychological first aid, individual counselling, support groups)
	# of volunteers/staff trained in MHPSS (including psychological first aid and other MHPSS related trainings)
WASH	# of people reached with hygiene supplies
	# of people reached by hygiene promotion activities
	# of people reached with safe and clean water
	# of water sources constructed or rehabilitated
	# of construction/rehabilitation of sanitation facilities
	# of staff/volunteers trained on WASH service delivery and hygiene promotion
	# of people reached with food (in-kind)

LIVELIHOODS	# of people reached with relief assistance for basic needs (non-food)
SHELTER	# of people assisted with emergency shelters
	# of people reached with rental assistance
CASH AND VOUCHER ASSISTANCE	# of people reached with cash/vouchers or in-kind assistance for repairs (material and/or labour) for shelter that is safe and adequately enables essential household and livelihoods activities to be undertaken with dignity
	# of people reached with conditional and/or unconditional cash and voucher assistance
	Amount of cash distributed
PGI	# of children welcomed in child-friendly spaces
	# of people reached with PGI activities
	# of staff, volunteers, and associated personnel trained on prevention and protection of sexual exploitation and abuse and child safeguarding
MIGRATION & DISPLACEMENT	# Needs assessments conducted
	# of Humanitarian Service Points that provided services to refugees/displaced people
	# of people reached at RCRC Humanitarian Service Points
	# of people supported in official procedures
CEA	# of established feedback mechanisms
	# of community feedback comments collected
	% of complaints or feedback about the RCRC operation which receive a response through established community communications
	# of operational decisions or changes made based on community feedback
	# of staff, volunteers, and leadership trained on community engagement and accountability (disaggregated by staff/volunteers/sex)
NATIONAL SOCIETY DEVELOPMENT	# of volunteers involved in the operation
	# of volunteers involved in the response who are insured
	# of branches responding
	# of branches which started branch development as part of the current response activities (including soft and infrastructure investments)
	National Society is part of their national government's Disaster/Displacement Response Mechanism
COORDINATION	# of Movement coordination meetings organised, and updates are provided to Movement partners
	# of external stakeholder and cluster coordination meetings organised
LOGISTICS	# of distributed goods (in metric tons and value)
	# of procured goods (in metric tons and value)
	% of goods requested and delivered through approved LRs

FUNDING REQUIREMENT

Federation-wide funding requirement*

Federation-wide Funding Requirement including the National Society domestic target, IFRC Secretariat and Participating National Society funding requirement CHF 42.5 million	IFRC Secretariat Funding Requirement in support of the Federation-wide funding ask CHF 33.5 million
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**For more information on the Federation-Wide funding requirement, refer to the section: Federation-wide Approach*

Breakdown of the IFRC secretariat funding requirement

FUNDING REQUIREMENTS

Planned Operations	25.838.000
Shelter and Basic Household Items	4.336.000
Livelihoods	1.496.000
Multi-purpose Cash	7.428.000
Health	2.680.000
Water, Sanitation & Hygiene	5.036.000
Protection, Gender and Inclusion	1.286.000
Education	0
Migration	3.313.000
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	263.000
Environmental Sustainability	0
Enabling Approaches	7.662.000
Coordination and Partnerships	772.000
Secretariat Services	1.936.000
National Society Strengthening	4.954.000
TOTAL FUNDING REQUIREMENTS	33.500.000

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Reference



Click here for:

- [Emergency Appeal documents and updates](#)