Cover photograph:

"It's hot here but we still play outside. I'm going to the school here and I love learning to read." An Ethiopian refugee girl stands outside her family shelter at Um Rakuba camp in Al Qadarif state, Sudan. © UNHCR/Will Swanson
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115,000
PROJECTED REFUGEE POPULATION BY JUNE 2021

US$ 155.7M
REQUIREMENTS FOR NOV 2020 TO JUNE 2021

30
PARTNERS INVOLVED

PLANNED RESPONSE

Refugee Population Trends

Preparedness & Response Requirements
In USD

Djibouti 2,061,973
Sudan 153,605,592

*Population planning figures include response plan figures for Sudan, and contingency planning figures for Eritrea and Djibouti.

The Sudan requirements include USD 6 million for UNHCR’s initial response in 2020 that were not included in the Sudan country-level Nov 2020 – Jun 2021 Emergency Refugee Response Plan.
Regional Overview

Introduction

The Regional Refugee Preparedness and Response Plan addresses the new refugee emergency triggered as a result of the crisis in the Tigray region of Ethiopia.

After several months of growing political tensions, the situation in Tigray escalated on 4 November when the Office of the Ethiopian Prime Minister Abiy Ahmed accused the Tigray People’s Liberation Front (TPLF) of an unprovoked attack on the Ethiopian National Defence Forces (ENDF) Northern Command. In response the Prime Minister announced a military offensive, termed a Rule of Law Operation, against the TPLF in Tigray. A six months state of emergency was declared, and electricity, telephone and internet services were subsequently shut down in the Tigray region. On 28 November, the Government of Ethiopia declared the military operations in Tigray to be over. However, armed clashes and violence have continued to be reported.

Prior to the crisis, the population in the Tigray region of Ethiopia included some 96,000 registered Eritrean refugees, approximately 100,000 Ethiopian internally displaced persons (IDPs), and some 500,000 people dependent on food relief assistance. In addition, 1 million people received safety net assistance.

The conflict in the Tigray region in Ethiopia has led to immediate and large-scale forced displacement across the border into East Sudan. The refugee influx to East Sudan started on 9 November with 146 Ethiopians arriving through two border entry points. Since then the movement dramatically increased with thousands of refugees crossing into Kassala and Gedaref States. In an effort to prevent further escalation of the conflict, the African Union and several other third parties have offered mediation. There has been continued strong

Ethiopian refugees, fleeing clashes in the country’s northern Tigray region, cross the border into Hamdayet, Sudan, over the Tekeze river. © UNHCR/Hazim Elhag
advocacy by the UN system with the highest levels of the Ethiopian Government to seek unhindered and safe humanitarian access to refugees and other populations in need. An agreement was signed at the end of November 2020 between the UN and the Government of Ethiopia on access in government-controlled areas. However, insecurity has continued in the Tigray region and the operationalization of the agreement is still ongoing.

Six weeks into the conflict, with fuel and other supplies having run out, the humanitarian situation has become extremely dire and is likely to trigger increased forced displacement within and across borders. The high number of COVID-19 cases and food insecurity before the crisis, as well as the disruption in medical services in Tigray since the start of the conflict, all have implications for the health needs of the refugees arriving in East Sudan. Eritrean refugees who are dependent on humanitarian assistance have faced severe food shortages. Unlike the host population, most of them do not have the right to work and also do not have the option to relocate to other parts of the country. Given the nature of the conflict they are at risk of being further discriminated, and even targeted by armed groups.

A further deterioration of the crisis will also have implications for the wider region of East and Horn of Africa. In addition to the emergency refugee response in East Sudan, the operations in Djibouti and Eritrea are on high alert and are upscaling refugee preparedness and response strategies in Sudan, Djibouti and Eritrea, and highlights the most critical humanitarian needs for tens of thousands of refugees fleeing from Ethiopia through the first half of 2021. This regional inter-agency response plan aims at supporting resource mobilization efforts and facilitating coordination among RRP partners to effectively address this complex emergency.

**Inter-agency response to the refugee situation**

The Regional Refugee Preparedness and Response Plan for the Ethiopia situation summarizes and consolidates the inter-agency refugee preparedness and response strategies in Sudan, Djibouti and Eritrea, and highlights the most critical humanitarian needs for tens of thousands of refugees fleeing from Ethiopia through the first half of 2021. This regional inter-agency response plan aims at supporting resource mobilization efforts and facilitating coordination among RRP partners to effectively address this complex emergency.

The main **strategic objectives** of the regional refugee response to the Ethiopia situation are the following:

- Support the Governments of Sudan, Djibouti and Eritrea in maintaining and facilitating access to asylum, including:
  - registration and documentation for all individuals fleeing from Ethiopia,
  - ensuring the civilian and humanitarian character of asylum,
  - providing essential protection services;
- Decongest border locations and transfer refugees to designated sites away from the border and with the required capacities for the new arrivals;
- Provide multi-sector life-saving humanitarian assistance for all new arrivals at border points and in designated settlement sites in coordination with government counterparts and through support and linkages to national social services wherever possible in line with the Global Compact on Refugees;
- Ensure persons with specific needs, such as women and girls at risk and the disabled, are systematically identified and provided with specialized services:
  - Establish GBV and PSEA prevention and response mechanisms and strengthen community-based protection networks;
- Support resilience and invest in livelihoods for refugees and host communities.
Given the high rate of new arrivals in Sudan, with over 33,000 refugees having arrived within just ten days of the start of the influx, planning figures for the refugee response through the first six months of 2021 are set at a most-likely scenario of 100,000 refugees arriving to East Sudan by June 2021. A worst-case scenario foresees the arrival of up to 200,000 refugees. While this will mainly include Ethiopians, a smaller number of Eritrean refugees who had been living in Tigray are also fleeing to East Sudan. RRP partners in Sudan have launched an inter-agency Emergency Refugee Response Plan to respond to the Ethiopia situation, appealing for USD 147 million to meet the urgent needs of 100,000 Ethiopian refugees in Sudan. The inter-agency plan provides a multi-sectoral response with over 30 partners, including UN Agencies, national and international NGOs, covering an initial period of 8 months from November 2020 until June 2021. The plan guides partners’ programming in response to the refugee influx in East Sudan, minimizes any overlaps in the planned response and ensures that gaps are addressed. The plan will be periodically reviewed and adjusted.

In Djibouti, the Refugee Preparedness and Response Plan addresses the needs of 5,000 potential refugee arrivals. In addition to the potential for new refugee arrivals from Ethiopia due to the situation in Tigray, there are Ethiopians transiting through Djibouti who may not be able to return to Ethiopia in the near term. Given the close commercial ties between Djibouti and Ethiopia, thousands of Tigrayan merchants and truck drivers could become stranded in Djibouti if the crisis further escalates. There are also considerable numbers of Ethiopian migrants who arrived in Djibouti after returning from Saudi Arabia and Yemen. Those who are no longer able to return home due to the ongoing conflict in Ethiopia may apply for recognition of refugee status to be considered as “refugees sur place” in Djibouti. By mid December, some 200 Ethiopians in Djibouti had indicated their intention to apply for asylum under this arrangement. The Refugee Preparedness and Response Plan in Djibouti was developed on the basis of an inter-agency contingency plan and includes the preliminary financial requirements for partners to ensure preparedness to receive and/or assist up to 5,000 refugees. It complements other initiatives underway, led by the Resident Coordinator, to address the complex situation of irregular migrants in the country, including Ethiopian migrants returning from the Arabian Peninsula, or residing in Djibouti who do not wish to apply for asylum.

In Eritrea, given the familial, cultural and language links between the Eritrean and Ethiopian Tigrayans, it is expected that some Ethiopian Tigrayans living near the border might cross into Eritrea to escape the conflict. Some Eritrean refugees residing in Tigray may also return home to avoid the conflict. The Refugee Preparedness and Contingency Plan in Eritrea is based on an inter-agency contingency plan developed by the UN Country Team for various populations in Eritrea and uses an estimate of 5,000-10,000 potential refugee arrivals and refugee returnees from Ethiopia. Financial requirements are not currently included in this Regional RRP, which will be revised accordingly if a refugee response is necessitated.

Beneficiary Population

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Based on ongoing household level registration in East Sudan, as of mid-December, the new Ethiopian refugee population in Sudan is estimated to be 31 percent children, with 36 percent women and girls and 64 percent men and boys. In Djibouti, partners anticipate a slightly different population profile, including 45 percent children, 51 percent women and girls, and 49 percent men and boys. However, these demographic breakdowns are subject to change as the situation unfolds.

**Regional Protection and Population Needs**

**Sudan**

On 9 November, the first refugees from Ethiopia started to arrive at two border points, Lugdi and Hamdayet, in East Sudan. The refugee influx soon dramatically increased and spread along the extended border in remote locations in Kassala and Gedaref States. As of 15 December, 50,595 Ethiopian asylum-seekers had crossed into East Sudan from the Tigray region in Ethiopia. Refugees continue to arrive to the remote border areas of Hamdayet (35,517) in Kassala State, and Lugdi and Abderafi in Gedaref State (14,376). 702

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*I came here two weeks ago with my sister. We heard the heavy weapons firing in the city and then we fled.* An Ethiopian refugee, , makes tea for her family outside their temporary shelter at Um Raquba camp in Al Qadarif state, Sudan. © UNHCR/Will Swanson
Ethiopians were received in Blue Nile State. A small number of Eritrean refugees who fled from Ethiopia have also been registered.

The large-scale refugee influx adds to the considerable challenges the region is already facing. Prior to this crisis, East Sudan already hosted over 133,000 refugees, most from Eritrea, living in nine camps and urban areas. Sudan is also facing severe economic difficulties, compounded by the COVID-19 pandemic. The 2021 Humanitarian Needs Overview (HNO) estimates over 12.7 million people in need, an increase of a third compared to 2020. One million of the people in need in Sudan are refugees.

The refugees arriving in Sudan originate mainly from the Tigray region in Ethiopia, including some Ethiopians who come from elsewhere in Ethiopia and were residing in Tigray. Some Eritrean refugees who were residing in Tigray have also been registered among the new arrivals in Sudan. RRP partners continue to identify specific protection needs among the new arrivals and refer pregnant and lactating women, people with disabilities, unaccompanied children, older people and SGBV survivors to specialized protection services.

A number of unaccompanied or separated children have been identified among the new arrivals, and there is a significant portion of single households. Many have been separated from family members during their flight and are concerned about their whereabouts. They did not have time to prepare their flight and left spontaneously with few belongings, if any. The majority of the new arrivals are exhausted and hungry, and many express strong fears, report serious threats to their safety and/or have witnessed violence.

RRP partners are responding to the diverse health and protection concerns, providing specialized child protection services, family tracing services and alternative care, developing Sexual and Gender Based Violence (SGBV) prevention, risk mitigation and response mechanisms, and providing Mental Health and Psychosocial Support Services (MHPSS).

Communicating with communities and accountability to displaced communities is critical in the emergency response to ensure that affected populations, especially marginalized groups, are able to make informed decisions. Measures, including tools to capture communities’ voices, will also be used to inform the decision-making of RRP partners.

**Djibouti**

It is expected that most new arrivals will be Tigrayans residing in neighbouring regions of Ethiopia (i.e Afar, Dire Dawa and Somali regions), fleeing persecution and/or security issues. The other profile of Ethiopian refugees is anticipated to be migrants seeking asylum because of inability to return home due to the conflict. This group would likely include a significant portion of male and female youth and single headed households, including unaccompanied children. RRP partners would prioritise responding to immediate protection and essential needs, such as family tracing, child protection, SGBV prevention and response, and health care including mental health.

**Regional Response Strategy and Priorities**

**Regional Protection Framework**

**Sudan**

RRP partners are working closely with the Government of Sudan to respond to the large refugee influx. In the Hamdayet transit centre at the border, and the Village 8 site near the Lugdi border crossing, registration is conducted, and essential humanitarian assistance (food and CRIs), specialized protection services, and
onward transport to Um Raquba are provided. When Um Raquba reaches its capacity (30,000), a new site will be established, probably at Tenaitba. UNHCR is registering new arrivals using its electronic registration and case management system (ProGres v4 reception module) at household level. Border monitoring activities continue as additional crossing points are identified.

COVID-19 temperature screenings are in place at the entry point in Hamdayet for new arrivals. RRP partners distribute soaps and masks to new arrivals and conduct awareness sessions on COVID-19 prevention measures, as well as safe water chain and food handling.

Together with the Sudanese Commissioner of Refugees (CoR), RRP partners have set up a new settlement in Um Raquba, about 70 km away from the Ethiopian border. As of 15 December, 17,585 refugees had been transferred from Hamdayet, Abderafi and Village 8 transit centers at the border to Um Raquba.

Many refugees have expressed a preference to remain near the border. Some are still waiting for loved ones from whom they have been separated, others have brought with them various agro-based livelihood assets (animals, crop harvests, equipment) and/or would hope to be able to return home soon to secure properties that were left in a hurry. Dialogue sessions are ongoing with the refugee population to provide information on the services available at Um Raquba and on the Government’s request that refugees relocate away from the border areas. These transfers are important for security reasons, including to maintain the civilian character of the refugee settlement and avoid incursions by armed elements. Border monitoring will continue to identify new arrivals and protection issues to be addressed.

As supplies are airlifted in, family tents are being set up in Um Raquba to relocate families from communal shelters. In addition to shelter, refugees’ most urgent needs are food and clean water. RRP partners are providing health and nutrition services, as well as hygiene and other non-food kits. Upscaling of WASH provisions is also of critical importance to prevent the spread of COVID-19. Latrines are being set up. There is an urgent need to increase nutrition and food assistance at all sites. Despite the rapid upscaling of humanitarian assistance, critical gaps remain in all sectors. The large refugee influx in the first weeks of the crisis overwhelmed capacities on the ground, but with daily arrivals fluctuating between 166-256 in the second week of December, the refugee response is being consolidated.

RRP partners are identifying specific protection needs among the new arrivals and refer pregnant women, people with disabilities, unaccompanied children and older people to specialized protection and/or health services. Protection desks and additional protection monitoring by mobile teams provide further support to refugees with specific needs. The protection desks also facilitate the registration process, in particular for persons with specific needs, and provide information on legal, GBV and gender equality issues, and on rights and obligations of refugees in the country of asylum. Given the high number of family separations, family tracing, reunification and alternative care support mechanisms are being enhanced.

In order to address the situation of the high number of unaccompanied or separated children (UASC) best interest assessments are carried out, and many UASCs have been placed in foster care in Hamdayet and Um Raquba. There is a need to provide safety nets in communities, expand temporary group care arrangements in the new communal shelters until family-based care can be found. NFI, shelter, clothing and specialised psychosocial support are being prioritised for foster families to ensure the children are safely accommodated and receive the care they need.

In Hamdayet, RRP partners are providing education and play activities. A child friendly corner has attracted a large number of children. In Um Raquba, RRP partners are operating two primary schools from grade 1 to 8 with students from 6 to 13 years old. The schools operate in two shifts, using an informal curriculum and had already enrolled 1,100 children by the beginning of December.
RRP partners are working with community leaders to set up gendered and sectoral sub-committees, such as a women’s network and a community-based policing/patrolling system in Um Raquba camp. These structures aim to facilitate community mobilization, to ensure more effective communication with communities, and to help timely identification and referral of issues related to access to basic services and safety, especially for persons at heightened risk.

The high dependence of refugees on firewood and charcoal as the main source for cooking puts pressure on the natural environment, creating tensions between refugees and host communities over usage of natural resources. This also poses protection risks for women and children when collecting firewood. Refugees will therefore receive liquefied biogas (LBG) as an alternative cooking fuel and receive awareness trainings on fuel efficient stoves.

**Djibouti**

In Djibouti, RRP partners have developed a response strategy to ensure refugees’ access to the territory and to asylum, maintain the civil and humanitarian character of asylum, provide for the registration and documentation of asylum-seekers, identify persons with specific needs, ensure the protection of children, and prevent and respond to SGBV. The response strategy includes the essential services to be provided to refugees at the reception sites and beyond (shelter, health and nutrition services, water, education) and aims to strengthen the self-reliance of refugees from the outset.

In Djibouti, the main border points Galafi, Balho and Guelile are located in areas with weak infrastructure, lack of social services and very dry and hot climate. The Government of Djibouti has therefore decided that following reception and registration (including the identification of persons with specific needs) at border points, the refugees will be transferred after a maximum of 72 hours to the refugee village of Holl Holl, which has a capacity to accommodate 5,000 additional refugees. In case of a larger influx, additional capacity will be created with new sites in Kontali and in Dorra already identified by the Government.

During the emergency phase of the refugee response, essential services will be provided including food, water (construction of distribution points), sanitation (construction of showers and latrines), health (including COVID-19 screening), shelter, NFIs and protection (including family tracing, child protection services, separation of any combatants) and education programmes. Preparedness activities include the procurement of tents for reception, shelters and child friendly spaces/schools; core relief items; water truck; essential medicines; and supplies for latrine construction.

**Eritrea**

The most likely entry points for refugees include Senafe-Zalambessa and various informal crossing points along the border, between Lalay Gash sub-zoba to the West and Ghelaelo sub-zoba to the East. There is also a possibility of some movements into Eritrea at Um Hajer to the West, as well as through the Afar region into Southern Red Sea zoba. The envisaged support for refugees and host communities includes setting up shelter and other support infrastructure, distribution of core relief items, and protection, education, food security, health and nutrition interventions among others.

The contingency plan and preliminary response strategy developed by the UN Country Team would need to be further elaborated in consultation with the Government of Eritrea, which has a long history and experience of hosting refugees from the Horn of Africa.
**Strengthening Livelihoods and Resilience**

**Sudan**

Many Ethiopian refugees arriving in East Sudan are farmers. Some have arrived with their agro-based livelihood assets, including livestock and crop harvests. Lifesaving livestock support and measures are needed, including prevention of transboundary animal diseases, livestock vaccination and treatment. Refugees also need support to safely store the harvests they have brought with them.

To address these issues and ensure expansion of economic opportunities for the eastern region of Sudan, RRP partners have established a Food Security and Livelihoods working group. RRP partners have prioritized the following interventions in the refugee response:

- Lifesaving livestock support
- Distribution of containers for storage of harvested crops and seeds
- Income generating activities
- Awareness raising and training on fuel efficient stoves
- Rehabilitation of pasture and rangeland
- Supporting the development of natural resource management plans
- Extending technical assistance to hosting communities
- Cash-based interventions to strengthen the resilience of the refugees and their host communities

**Djibouti**

The 2017 Refugee Law in Djibouti provides that employment/access to work is a fundamental right of refugees and asylum-seekers. Strengthening self-reliance through supported livelihood opportunities and inclusive socio-economic development is a strategic objective of the refugee response in Djibouti. The following interventions are prioritized:

- Cooperation with development and humanitarian agencies to bolster and implement inclusive livelihoods program
- Support vocational and professional training to build skills that are relevant to the market demand in terms of employment and entrepreneurship
- Support entrepreneurship skills development and access to micro-finance to develop businesses
- Cash-based interventions to strengthen the resilience of the refugees and their host communities

**Host Communities**

**Sudan**

Local host communities have been welcoming the newly arrived refugees and providing generous support. In the border area close to Hamdayet, new arrivals have initially been hosted by communities in nearby villages.

Whereas the Government largely applies an encampment policy, RRP partners are promoting area-based approaches that will also support the host communities. For example, health services in Um Raquba will serve both refugees and host communities, including referrals of emergency cases. In Hamdayet, the water system that had not been functioning is being rehabilitated to cover the water needs of refugees and host communities. In Um Raquba, RRP partners are looking for urgent alternatives to water trucking, including connecting to the existing network and/or developing a more sustainable water provision system that would
benefit refugees and the host community alike. Government health clinics are being supported and reinforced to serve the refugee population alongside host communities.

**Djibouti**

In general, refugees in Djibouti co-exist peacefully with the host communities. Refugees and asylum-seekers in Djibouti are a diverse population in terms of nationality, culture, socio-economic background and language. Ethiopians currently represent 33 percent of the refugee population in Djibouti. The refugee villages at Ali Addeh and Holl Holl are much larger in terms of population than the nearby host community villages.

The refugee villages are located in regions facing harsh weather conditions, coupled with poor infrastructure, limited access to services, livelihood opportunities and a high level of poverty. Host communities struggle with the same challenges and multi sectoral assistance is aimed at supporting both populations.

**Coordination**

At the regional level, Regional RRP partners meet periodically to update each other on relevant developments, coordinate refugee planning and response, and undertake joint advocacy initiatives and resource mobilization efforts to address this new refugee situation in an effective manner. The regional inter-agency coordination mechanism builds on close consultation processes at country-levels.

In **Sudan**, the Sudanese Commissioner of Refugees (CoR) and UNHCR lead the refugee response, in collaboration with RRP partners, in accordance with the Refugee Coordination Model. COR and UNHCR co-chair the Refugee Consultation Forum (RCF), which is the main inter-agency coordination mechanism for macro-level response planning, coordination, and policy and guidance development. COR and UNHCR will continue to lead inter-agency planning, monitoring and reporting in the context of the refugee response in Sudan.

Operational coordination of the multi-sector refugee response at field level takes place in the Refugee Working Group (RWG) co-chaired by UNHCR and COR in Gedaref, with a sub-group established in Gedaref. Community refugee structures are also established with whom RRP partners interact on a variety of issues related to protection and assistance services.

In **Djibouti**, inter-agency coordination mechanisms have been established in Djibouti city and in Ali-Sabieh. The meetings are co-chaired by the Executive Secretary of the National Refugee Office (ONARS) and UNHCR to discuss the planning and response to this refugee crisis in close coordination with the UN Resident Coordinator, UN agencies and NGOs, including development actors.

In **Eritrea**, the Refugee Preparedness and Contingency Plan is coordinated by UNHCR under the overall leadership of the Office of the UN Resident Coordinator, who would offer support to the Government on behalf of the UN Country Team in the event of a refugee influx.

By Country and Type

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The Sudan requirements include USD 6 million for UNHCR’s initial response in 2020 that were not included in the Sudan country-level Nov 2020 – Jun 2021 Emergency Refugee Response Plan. Preparedness/Response requirements for Eritrea will be included in subsequent revisions of the Regional RRP in the event of a refugee influx and UNCT response.
## By Sector and Type

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## By Agency and Country

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For more information please contact:

**Regional Bureau for East, Horn of Africa and Great Lakes**

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