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# Emergency Plan of Action; Operation Update

## Madagascar: Tropical Cyclone Enawo

 International Federation  
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRMG012	GLIDE n° <a href="#">TC-2017-000023-MDG</a>
EPoA update n° 1; 31 March 2017	Timeframe covered by this update: 12 March 2017 to 27 March 2017
Operation start date: 12 March 2017	Operation timeframe: 8 months, end date: 11 November 2017
Overall operation budget: CHF 892,325	If Emergency Appeal operation, DREF amount initially allocated: CHF 150,000
N° of people being assisted: 25,000 people	
Red Cross Red Crescent Movement partners currently actively involved in the operation: IFRC, French RC's PIROI, Norwegian RC, Danish RC, German RC, Italian RC	
Other partner Organisations actively involved in the operation: UN cluster activated, OCHA, WFP, UNICEF, WHO, IOM, UNFPA, UNDP; CARE, Handicap International, ADRA, CRS, Medair; Malagasy Government agencies*: Bureau national de gestion des risques et des catastrophes (BNGRC), Office national de nutrition (ONN), Ministère de la population, de la protection sociale et de la promotion de la femme (MPPSPF), Comité de réflexion des intervenants en catastrophes (CRIC), Cellule de gestion et de prévention des urgences (CPGU).	

## A. Situation analysis

### Description of the disaster

On 3 March 2017, Tropical storm Enawo formed in the Southern Indian Ocean. As of 7 March, the wind surge had reached speeds up to 300km/h near the center. Enawo was upgraded to a Category 4 hurricane. Tropical cyclone Enawo made landfall on Tuesday 7 March at 8.30 UTC (11.30 local time) between Antalaha and Sambava on the north-east coast. Enawo subsequently moved southwards across the highlands. After battering Sava and Analanjirofo regions, the cyclone crossed Madagascar from North to South for two days, lashing heavy rains on all the country including the capital Antananarivo, home to more than two million people, resulting in flooding that displaced thousands of people in several regions. According to Bureau National de Gestion des Risques et des Catastrophes (BNGRC), more than 400,000 people have been affected in 8 regions, with the North-East being mostly impacted.

The 3 districts of Antalaha, Andapa (Sava) and Maroantsetra (Analanjirofo) in the North-East compose the “vanilla triangle”, an economically important region in Madagascar. Access to the region is however difficult even in normal times, with no national paved roads between the Central capital state and Analanjirofo or Sava regions. Access by sea is the preferred option, and there is an airport in Sambava (Sava). The roads have been impacted by the debris and heavy rains. Within a week of the disaster, it was estimated that 80'000 people were displaced, about half in the North-East regions alone. The Government of Madagascar declared a National emergency on 14 March 2017.

### Summary of current response

#### Overview of Host National Society

As Enawo approached Madagascar, MRCS mobilized 24 NDRTs, 120 BDRTs and 889 volunteers on the ground to sensitize the communities ahead of the cyclone and conduct rapid assessment in 6 regions. Moreover, first aid and psychosocial support were provided to displaced people in evacuation centres in the capital of Antananarivo, as well as medical consultations.

MRCS also deployed 2 specialized teams (RDRTs and NDRTs trained in WASH and Shelter) on 12 March for advanced assessments in Marontsetra and Antalaha. MRCS also mobilized its prepositioned NFI and WASH stocks (supported by PIROI) from its warehouse in Antananarivo. The stocks were increased with French Red Cross Plateforme d'Intervention Régionale de l'Océan Indien (PIROI) support from la Réunion.

All staff at the headquarters and 22 Branch Coordinators have also been mobilized on this response and cyclone preparedness coordination meetings are being convened by MRCS together with the National Disaster Response Agency (BNGRC). MRCS took part in a joint aerial assessment organized by the Government on 13 March.

### Overview of Red Cross Red Crescent Movement in country

Presence of PNS in country: Norwegian RC, Danish RC, German RC, Italian RC; Belgium RC is setting up a programme in 2017. ICRC regional office for the Indian Ocean is in Madagascar.

The Danish, German and Norwegian RC DRR consortium rapidly mobilised funds from their ECHO supported DRR project to support the initial response (ECHO "Crisis Modifier").

On 9 March the PIROI deployed a disaster response specialist for the IFRC, to support MRCS. On 13 March, IFRC deployed a FACT to further support the MRCS response.

On 12 March 2017, IFRC launched an Emergency Appeal with a DREF allocation of 150,000CHF at the request of MRCS. The overall objective of the appeal is to meet the immediate needs of 25,000 people affected by the cyclone in the worst hit regions through improved access to water, hygiene and sanitation, shelter (including non-food items). In addition, provision of health services (psychosocial support and first aid, health promotion) will be carried out in Antananarivo.



**MRCS volunteers disseminating cyclone early warning messages to community members in north east coast of Madagascar, Photo: MRCS**

The scale and type of the response justified the deployment of a shelter coordination specialist and an IM specialist from IFRC on 18 and 21 March.

### Overview of non-RCRC actors in country

The IFRC East Africa Country Cluster Support Team (EA-CCST) coordinates cyclone preparedness and response strategy calls with partners and the MRCS. The EA-CCST is closely monitoring the situation related to the actual needs in responding to the situation. The MRCS, with the support of the IFRC, is leading the response and coordinating with Movement and non-Movement partners. Information bulletins and a FACT alert have also been published by the IFRC EA-CCST.

The PIROI is closely engaging with the MRCS and IFRC, and is working with the Partner National Societies (PNSs) and French Government and local authorities for support. MRCS has been in contact with PNSs, particularly with German, Danish and Norwegian Red Cross Societies, who are supporting the National Society with initial funding for the response. The MRCS maintains regular coordination and communication with all these partners to analyse how and where they can provide support.

MRCS will partner with IOM for the distribution of advanced shelter kits (tools and materials) for early recovery for 1,500 households, for families who have suffered a complete loss of their dwellings. The project will include advanced technical advice and training to the beneficiaries.

MRCS also partners with UNICEF on WASH activities for water-maker's distribution and well disinfection in Marantsetra and Antalaha. A second project on communication (health and hygiene promotion, child protection, conflict resolution) will target families in Antalaha. MRCS is also partnering with WFP for food distributions

### Needs analysis and scenario planning

Enawo moved West-South-West and reached the coasts of Madagascar between Antalaha and Cap Masoala on the North-East. Enawo subsequently moved southwards across the highlands, including the capital Antananarivo. The cyclone brought a lot of rain, during its passage through the regions. A peak of rainfall was experienced in the eastern slopes of Madagascar. Enawo crossed the Island through the regions of Sava, Analanjirofo, Alaotra Mangoro,

Atsinanana, Analamanga, Vakinankaratra, Bongolava, Itasy, Ihombre, Amoron'i Mania, Haute Matsiatra, and Vatovavy Fitovinany.

At landfall, the cyclone brought destruction by strong winds (up to 290km/h), and as it moved inland, the storm weakened and heavy rains impacted the communities on its way south. Thus, the level of houses' destruction is particularly important around Antalaha, Sava region. In Analangirofo, important flooding has displaced thousands, and destroyed roads and bridges (source: UNDAC, MRCS, BNGRC assessment reports).

As a direct effect of the wind and heavy rain, people have lost their houses, basic life-supporting belongings (tools, household's items, personal belongings). The water wells have been contaminated by floods and sanitation facilities have been damaged, immediately threatening the health of the population. The impact on livelihood (crops destroyed) puts vulnerable population at risk of malnutrition, especially when the limited coping mechanism will be exhausted, used to fill the immediate needs for food, water and shelter.

### Risk Analysis

<i>Risk</i>	<i>Impact</i>
Meteorological	Deterioration of the general situation: exacerbation of floods and/or new flooded areas, landslides, reconstruction delayed/prevented, deterioration of health (hygiene and sanitation)
Infrastructure	Destruction of bridges and roads makes access difficult. Speed of the rehabilitation of roads and bridges will impact the access to affected populations.
Health	Risk of diseases outbreaks due to water point contamination and sanitation facilities destruction
Community tension / Criminality	Loss of property and Impact on livelihood can exacerbate tensions/criminality (report of vanilla plant theft, UNDAC)

- The **weather** is closely monitored by the BNGRC and weather forecast agency in Madagascar and the region (La Réunion meteorological services). Updates and alerts shared in coordination meeting.
- Creative use of resources to **reach the remote communities**. Beside planes and cars, pirogues, donkey carts or other means of transportation are used to access communities, and by communities to access goods and services.
- **Health monitoring** by Ministry of Health (with UNICEF support). MRCS volunteers are trained in health promotion messages and use the ongoing assessments as an opportunity to address issues and to report suspected cases. Volunteers are present in most Fokontany and the population can pass messages through the network to alert on a specific situation.
- A well-coordinated response will **minimize the risk of community tension** by assuring an equal, transparent and appropriate distribution of the resources. MRCS leads the shelter cluster at a National level, with IFRC support during this crisis as the international cluster system has been activated.

## B. Operational strategy and plan

### Overall Objective

The overall objective of this appeal is to meet the immediate needs of 25,000 people affected by the cyclone in the worst hit regions through improved access to water, hygiene and sanitation, shelter (including non-food items). In addition, provision of health services (psychosocial support and first aid, health promotion) will be carried out in Antananarivo.

### Proposed strategy

MRCS has conducted in-depth needs assessment in all affected communities. The format is a comprehensive list including household composition, disaggregation by gender and age, special vulnerabilities, and records the various impacts such as loss of belongings (food, basic material, school equipment, etc.), damage to the house (destruction, damage), and the special needs of the affected households. MRCS has a long experience of needs assessment. A refresher training is organized prior to the deployment of the teams. Staff and volunteers with special training and skills are integrated to the assessment and intervention teams, RDRT, NDRT and BDRT with skills in WASH, Shelter and needs assessments.

The MRCS will ensure that interventions are aligned with its own as well as the IFRC minimum standard commitments to gender and diversity in emergency programming, by targeting women-headed households, pregnant or lactating women, and men and children made vulnerable by the disaster, families that have not received any or sufficient assistance from the Government or other organizations, those belonging to the socially vulnerable households, and those who lack relevant resources to cope with basic humanitarian needs on their own. These groups will be considered according to the level of impact.

Based on the assessment, the strategy focuses on emergency needs and reducing immediate vulnerabilities, and is developed on the sectors of Shelter/NFI, WASH and Health. The activities are targeting the most affected areas, mostly **Sava and Analanjirifo regions. 5,000 households** are targeted, about 20% of the affected displaced population (over 25'000 households displaced).

Current programmes with PNSs also offer opportunities to develop other activities:


- The Danish RC will support and pilot CTP project, to support the recovery of displaced population in Antananarivo in an area where Danish RC is already active. This will concurrently help the most affected households and build a new response capacity for MRCS. The project targets about 500 households with unconditional cash grant for 2 months, with a mixed modality of cash in hands and mobile phone cash transfer.

A community-based surveillance (CBS) system has been piloted on a small scale by Norwegian RC in 2016. The same system will be used in this response, on a small scale, to explore its potential in emergency and potentially expand its use in the future. The system is phone-based, with data collection via SMS. It will target 2 areas in Brickaville (Atsinanana) and Maroantsetra (Analanjirifo), based on MRCS implementation capacity

## Operational support services

*Update this section to include any changes made to the initial operational plan.*

## Human resources

		Volunteers	Volunteers Specialist*	MRCS staff**
	<b>Pre- and during cyclone</b>	886	188	148
	<b>Post- cyclone (evaluation – PSS - sensitization)</b>	895	196	27
	<b>Current Operation</b>	726	39	27

\* specialists are RDRT, NDRT, BDRT trained on specific topics, WASH, shelter, needs assessment

\*\* staff include operations and support services staff involved full-time in the response (branch coordinator, DRM staff, finance, logistic, project managers)

MRCS will appoint/recruit a full-time **project manager** and a **finance manager** for the operation.

The scale of the operations justifies the IFRC support with international staff:

- 1 FACT TL deployment
- 1 Operations Manager will be recruited to accompany the operation until its completion
- 1 Shelter Coordination specialist
- 1 IM specialist to support the operation and coordination effort
- 1 Disaster Response specialist from PIROI deployed under IFRC umbrella at the early stage of the operation
- 2 logisticians from PIROI to support rapid clearance and dispatch of prepositioned stocks deployed from la Réunion

## Logistics and supply chain

MRCS is present in all areas of intervention through its Branches at Regional level.

### Warehousing/supply:

- 1 warehouse at the capital level with prepositioned stocks (PIROI and MRCS).
- 6 Regional Branches have containers for temporary warehousing at the office level (**Sava, Atsinanana, Sofia, Betsiboka, Alaotra Mangoro, Vatovavy**).
- The Logistics cluster has been activated and MRCS participate to the meeting and request when feasible assistance for transport of goods from the capital or Toamasina to the affected regions.
- Procurement for replenishment of stock through PIROI (for PIROI stocks)

### Vehicles:

- Mobilisation of 10 motorbikes and 6 LC before the cyclone to reach population and spread preparedness messages (vehicles from DRR projects in Menabe, Atsimo Antsinanana, Sofia, Analamanga, Atsinanana).
- 4 ambulances mobilized to deliver primary health care in temporarily displaced camps in Antananarivo

Table of mobilized kits and tools available for the response

ORIGIN (warehouse)	Plastic sheeting	Tool kits	Kitchen sets	WASH kits	Other
TOAMASINA	800	-	-	-	2 generators 2 pumps (kit)
LA REUNION – PIROI	6,000	3,000	-	-	3 chlorine kits
ANTANANARIVO	3,100	1,950	2,000	2,000	1 generator 25 kg chlorine 2 WTU
DUBAI – Canadian RC	-	-	-	3,000 (Hygiene kits)	
<b>TOTAL</b>	<b>9,900</b>	<b>4,950</b>	<b>2,000</b>	<b>5,000</b>	
<i>GAP (target 5'000 families)</i>	<i>100</i>	<i>50</i>	<i>3,000</i>	<i>-</i>	

### Information technologies (IT)

The IT infrastructure in Antananarivo allows internet, communications and mobile network (including 4G) to function regularly. In the field locations, the Emergency Telecom Cluster (ETC) hosted by WFP has set up VSAT infrastructure to allow access to internet connectivity via satellite connection. Partners, including the CRM are invited and allowed to benefit from this service.

### Information Management (IM)

SIMS activated for the operation and IFRC staff deployed as part of SIMS for a 4 weeks' support mission, starting 21 March 2017. Information Management supports both the Shelter Cluster and MRCS operation. Information Management standards has been adopted to ensure a smooth data collection process, through the 3W (Who does What, Where) database in addition of updating IM coordination tools such as contact lists, dashboards, maps, infographics and keeping up to date the Shelter Cluster website.

This will be a good field case study to test and pilot the roll out of Go for the National Society. In addition to these operational aspects an important component of this IM deployment is to support and build IM technical capacity within the CRM to streamline their willingness in improving their internal capacity and data literacy.

### Communications

Communication material (photos and videos) of the operation are shared with the Communications department to disseminate them through social media platforms.

### Security

Risk	Consequence	Mitigation
<p><b>Road accident</b></p> <p>Paved good roads are limited in the country, all secondary roads mud/gravel roads. Poor vehicle maintenance and driving practices.</p> <p>Landslides reported in the operating areas.</p>	Limited to severe	<ul style="list-style-type: none"> <li>Respect of the IFRC standard driving procedures, rules and regulations. No driving after dark.</li> <li>Appropriate maintenance of vehicles and checkup of rental vehicles.</li> <li>Use of drivers for all professional movements.</li> <li>Communication of movement (departure-arrival) with the IFRC security responsible (FACT/Operations Manager) and MRCS operation coordinator.</li> </ul>
<p><b>Weather hazards</b></p> <p>Cyclone season ends in April, up to May. Heavy rains highly probable in the first months of the operation.</p> <p>Landslide reported.</p>	Limited to severe	<ul style="list-style-type: none"> <li>Follow up of weather forecast</li> <li>Accommodation located in safe buildings (construction type, location)</li> <li>Awareness of appropriate behavior (IFRC guidelines)</li> </ul>

<b>Criminality</b> High poverty level; rural migration towards the capital for unmet work opportunities; high social inequalities.	Medium	<ul style="list-style-type: none"> <li>No travel after dark, in any regions. Only in safe neighborhoods in the capital.</li> <li>Security briefing and awareness of all staff of the risk and appropriate behavior in case of incident.</li> </ul>
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## Planning, Monitoring, Evaluation, & Reporting (PMER)

The operation is underpinned by a commitment to **quality programming** that involves:

- Continuous and detailed assessments and analysis to inform the design and ongoing implementation of the programme
- Ongoing process of adjustment based on these assessments
- The establishment of mechanisms to facilitate two-way communication with, and ensure transparency and accountability to, disaster-affected people.

Several monitoring visits are planned, including from the MRCS governance and IFRC specialists. An end of operations review will be conducted.

## Administration and Finance

All procedures are in place to guarantee accountability and transparency in the financial management of the operations. The challenges to work in a remote environment with limited access to banking infrastructures are mitigated in several ways:

- Use of mobile cash transfer, system Mvola (Telma operator) or Orange Money or Airtel Money
- Bank transfer if available
- Cheques

As the some of the main regions of operations are inaccessible by road, air transport is used via Air Madagascar.

## C. Detailed Operational Plan

### Programming / Areas Common to all Sectors

Insert programming area			
<b>Outcome 1: Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation</b>  <b>Outcome 2: Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation</b>	Outputs		% of achievement
	<b>Output 1.1 Initial needs assessment are conducted.</b>  <b>Output 1.1: Management of the operation is informed by a comprehensive monitoring and evaluation system which include regular perceptions surveys and a feedback mechanism.</b>		20%
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	

Inception Meeting with key stakeholders		X	%
Participate in joint assessments	X		80%
Undertake joint rapid assessments where need be	X		100%
Conduct orientation on EPoA tools and templates to meet standard compliance requirement for the operation		X	0%
Develop a monitoring and evaluation plan for this operation	X		20%
Conduct an after-action review after the operation		X	0%
Conduct monthly internal coordination meetings with programme departments	X		20%
Set up a system for collection of feedback and regular monitoring of people perceptions in relation to RC services and programme to inform programmatic decisions and community engagement and Accountability (CEA) approaches		X	0%
Review beneficiary communication, complaints and feedback reports		X	0%
Conduct an (external) evaluation and lessons learnt for the cyclone response		X	0%
<b>Progress towards outcomes</b>			
2 specialized teams (RDRTs and NDRTs trained in WASH and Shelter) were deployed on 12 March for advanced assessments in Marontsetra and Antalaha MRCS also took part in a joint aerial assessment organized by the Government on 13 March.			

## Health & care

Health & care			
Outcome 3: The immediate and medium-term risks to the health of at least 10,000 displaced people in the capital of Antananarivo are reduced.	Outputs		% of achievement
	Output 3.1: Psychosocial needs of the affected populations are met. Output 3.2: First aid and health promotion is provided to at least 10,000 displaced people in the capital of Antananarivo		%
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Provide adequate equipment to 36 volunteers	X		20%
Provide psychosocial support to displaced people in evacuation centres	X		20%
Mobilize community health volunteers as facilitators of community-based disease prevention, epidemic control and prevention activities, and health promotion activities	X		20%
Conduct community-based disease prevention activities, using the Community-based Health and First Aid (CBHFA) approach and epidemic control for volunteers in 18 communities around the capital		X	0%
Provide information on proper use of mosquito nets alongside distribution to 1,000 families		X	0%

**Progress towards outcomes**

MRCS mobilized 24 NDRTs, 120 BDRTs and 889 volunteers on the ground to sensitize the communities ahead of the cyclone and conduct rapid assessment in six regions. First aid and psychosocial support, as well as medical consultation was provided to displaced people in evacuation centers in the capital of Antananarivo.

**Water, sanitation, and hygiene promotion****Water, sanitation, and hygiene promotion**

**Outcome 4: The immediate reduction in risk of waterborne and water-related diseases in targeted communities.**

**Outcome 5: Sustainable reduction in risk of waterborne and water related diseases in targeted communities**

**Outputs****% of achievement**

**Output 4.1: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population**

**Output 4.2: Hygiene promotion activities which meet Sphere standards in terms of identification provided to target population**

**Output 5.1: Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population**

**Output 5.2: Knowledge, attitude and practice of hygiene is improved in target population**

5%

**Activities****Is implementation on time?****% progress (estimate)**

Yes (x)

No (x)

Distribution of safe water where gaps are identified in 5 communities using prepositioned water treatment units

Distribution of water storage containers to 5,000 families

Hygiene promotion activities to 5,000 families

Cleaning and disinfection of wells in four regions (Sava, Analanjirifo, Sofia, Atsinanana)

Rehabilitation of community water sources in two regions (Sava, Analanjirifo)

Participatory Hygiene and Sanitation Transformation (PHAST) trainings

**Progress towards outcomes**

MRCS mobilized its prepositioned WASH stocks (supported by PIROI) from its warehouse in Antananarivo. PIROI also mobilized stock (Kitchen sets, Shelter and WASH kits) with support from La Reunion. The first shipment arrived on 26 March with the second shipment expected to arrive on 2 April.

**Note: do not forget to revise the budget for each sector if activities have been revised**

**Shelter and settlements****Shelter and settlements**

**Outcome 6: The immediate household, shelter and**

**Outputs****% of achievement**

<b>settlement needs of 5,000 families are met</b>	<b>Output 6.1: 5,000 families are provided with essential household (non-food) items</b> <b>Output 6.2: Target populations are provided with emergency shelter materials (shelter tool kits and tarpaulins)</b> <b>Output 6.3: Targeted households whose houses were totally damaged or partially damaged supported to build back better or repair their dwelling</b>		10%
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Distribution of kitchen sets to 5,000 families	X		30%
Distribution of shelter tool kits and tarpaulins to 5,000 families	X		20%
Awareness sessions on the best use of tarpaulins for 5,000 families	X		20%
Awareness sessions and guidance for 5,000 families on safer shelter construction techniques using Participatory Approach for Safe Shelter Awareness (PASSA)		X	0%
Conduct PASSA training of trainers for 45 volunteers and staff		X	0%
<b>Progress towards outcomes</b>			
MRCS mobilized its prepositioned NFI and WASH stocks (supported by PIROI) from its warehouse in Antananarivo. PIROI also mobilized stock (Kitchen sets, Shelter and WASH kits) with support from La Reunion. The first shipment arrived on 26 March with the second shipment expected to arrive on 2 April.			

## Contact Information

**For further information specifically related to this operation please contact:**

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## How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



**Save lives.**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace**.