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Emergency Plan of Action Operation Update 3

Madagascar: Cyclone ENAWO



Emergency appeal n° MDRMG012	GLIDE n° TC-2017-00023-MDG
EPoA update n° 3; 08 December 2017	Timeframe covered by this update:
Operation start date: 12 March 2017	Operation timeframe: 12 months; end date 11 February 2018
Overall operation budget: Original budget: CHF 687,565, Revised budget: CHF 753,333	If Emergency Appeal DREF amount initially allocated: CHF 150,000
Operations manager: Massimo Lucania, overall responsible for planning, implementation, compliances and reporting	Contact person: Hizaka Rabeson, Head of Programmes, Madagascar Red Cross Society (MRCS)
N° of people being assisted: 25,000	
Red Cross Red Crescent Movement partners currently actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC), French Red Cross' PIROI, Norwegian Red Cross, Danish Red Cross, German Red Cross, and Italian Red Cross.	
Other partner organizations 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).	

Summary of major revisions made to emergency plan of action:

Through this Operations Update the Madagascar Red Cross will increase by 10 the number of water points (wells) to be rehabilitated, strengthen the water point committees, conduct an National Disaster Response Team training as well as developing a contingency plan for the national society. The operations update will also increase the operational budget from **687,565 Swiss francs** to **753,333 Swiss francs** to align the budget and implementation plan with available funding received from donors and partners. The revised budget remains within parameter of 10% of the original budget which requires no formal approval.

The expenditure rate has reached up to CHF 481,386, which is 64% of the funding.

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 eight regions, with the North-East being mostly impacted.

The three districts of Antalaha, Andapa (Sava) and Maroantsetra (Analanjirifo) 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 Analanjirifo 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 situation of emergency on 14 March 2017.

Summary of current response

Overview of Host National Society

The MRCS mobilized 24 NDRT members, 120 Branch Disaster Response Team (BDRT) members and 895 volunteers as the cyclone approached Madagascar. MRCS deployed the Disaster Response Teams and 726 of the 895 mobilised volunteers into communities to carry out community sensitisation activities before the cyclone made landfall. In addition to community sensitisation activities, the staff and volunteers also conducted rapid needs assessments, first aid and psychosocial support (PSS) activities after the cyclone hit Madagascar. The First Aid and PSS assistance was provided to displaced people who were being sheltered in evacuation centres in Antananarivo.

NDRTs with health and WASH profile were deployed to address typical health and WASH in needs assessments conducted in Maroantsetra and Antalaha. MRCS with support from PIROI distributed Shelter kits, NFIs and WASH items which were prepositioned as part of disaster preparedness. The national society’s staff from the head office as well as 22 branch coordinators were mobilized to support the response.



Photo: Water point in the community

The national society together with the Disaster Response Agency (BNGRC) convened coordination meetings to plan the response with other agencies involved in the response. MRCS is the lead and chairs the Shelter Cluster following its activation. The national society also participated in an aerial assessment with the government on 13 March 2017. MRCS continues to monitor the situation and producing situational reports.

Overview of Red Cross Red Crescent Movement in country

The IFRC has an in-country Operations Manager supporting MRCS implement the Emergency Appeal. The IFRC also deployed a FACT Team Leader on the 13th of March to work with MRCS in developing a response plan. On 12 March 2017, IFRC launched an Emergency Appeal with a DREF allocation of 150,000 Swiss francs at the request of MRCS. To support the implementation of the operation a shelter coordinator and IM specialist were deployed by the IFRC working with the National Society between 18 and 21 March.

The NS is also supported by PNSs who are in-country i.e. Danish Red Cross, German Red Cross, Italian Red Cross and Norwegian Red Cross. The Belgian RC recently set up a programme in Madagascar. The ICRC Regional Office for the Indian Ocean is in Madagascar. A RCRC Movement DRR consortium with Danish, German and Norwegian RC DRR mobilised funds from their ECHO supported DRR project to support the initial response (ECHO “Crisis Modifier”). *Plateforme d’Intervention Régionale de l’Océan Indien* (PIROI) deployed a Disaster specialist to support the MRCS on the 9th of March. PIROI also deployed relief items for the response in addition to the pre-positioned stock in Madagascar.

Overview of non-RCRC actors in country

The Government of Madagascar (GoM) coordinates disaster response through its Bureau National de Gestion des Risques et des Catastrophes (BNGRC). The BNGRC constantly monitors and meets with the organizations active on regular basis in the country, UN agencies and local and international NGOs.

The scale of the Enawo impact lead the UN to activate the cluster system (all). It should be noted that a National cluster system exists in Madagascar, aligned with the international Cluster system, to coordinate the humanitarian activities at all time. MRCS leads the Shelter cluster on a National level.

Actors involved in the response include: UN: OCHA, UNICEF, PAM, WHO, UNFPA, UNDP, IOM, WFP; NGO: CARE, HI, ADRA, CRS, MEDAIR; Civil society, business partners: Telma on NFI distributions, businesses from Sava/Analangiforo on infrastructures (roads) clean-up and rehabilitation.

Needs analysis and scenario planning

Needs analysis

At landfall, the cyclone brought destructions 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. As a result, the level of houses' destruction is particularly important around Antalaha, Sava region. In Analangirofo, extensive flooding has displaced thousands, and destroyed roads and bridges (source: UNDAC, MRCS, and 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.

Needs by sector are identified below:

Health and Care

- There are poor and precarious living conditions in temporary resettlement zones, with slow receding and/or stagnant water.
- The population that has been displaced has a lack of access to basic sanitation and safe drinking water, which put the affected population at high risk of communicable diseases.

WASH

- The passage of Enawo has destroyed or severely damaged infrastructures, water collection point, and sanitation systems, contaminating wells and seriously impacting access to safe water.
- The lack of access to sanitation increases potential contamination of water sources, resulting in high risk of water born diseases (WBD).
- 124,000 persons have been displaced and have lost part or all of the basic belongings such as water containers and soap.

Shelter and settlements

- The passage of Enawo has destroyed entirely about 11,000 houses, severely damaged (meaning loss of roofs).
- More than 15,000 houses are flooded in 8 districts.
- The population can quickly return and rebuild, but the quality of construction is certainly lower and much needed resources must be redirected to this activity.

Operation Risk Assessment

Risk	Impact
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

Mitigation measures currently in place:

- The **weather** is closely monitored by the BNGRC and weather forecast agency in Madagascar and the region (La Réunion meteorological services). Updates and alerts are 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 Humanitarian Cluster system has been activated.

B. OPERATIONAL STRATEGY

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 an extensive experience in 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, NDRT and BDRT with skills in WASH, Shelter and needs assessments.

Based on the assessment, the strategy focuses on emergency needs and reducing immediate vulnerabilities, and is developed on the following sectors:

- **WASH:** Hygiene promotion, distribution of hygiene kits, well disinfection and well rehabilitation and construction
- **Shelter/NFI:** Distribution of shelter tool kits, dissemination of information on good practices on house reconstruction, PASSA training of trainers and roll out of trainings in 5 communities
- **Health:** First aid and health promotion, basic health services for displaced population in Antananarivo, Community Based Surveillance (CBS) in 2 regions

The operation is targeting the most affected areas i.e. Sava, Analanjirofo regions. A total 5,000 displaced households are being targeted i.e. 20% of the displaced population.

Through this operations update Madagascar Red Cross Society will implement the following activities:

1. Rehabilitation of an additional 10 water points in addition to the 30 already rehabilitated
The selection of the 10 wells was informed by an assessment conducted by the national society and IFRC using the following criteria:
 - risk of contamination
 - number of water-related diseases cases reported
 - level of engagement and commitment demonstrated by the community water management committees
2. Training of water point committees
3. NDRT training to strengthen MRCS emergency response capacity
4. Updating the MRCS contingency plan

C. DETAILED OPERATIONAL PLAN

	<p>Shelter People reached: 43,350 Male: 17,300 Female: 25,950</p>	
Outcome 6 The immediate household, shelter and settlement needs of the target population 5,000 families are met		
Output 6.1: 5,000 families are provided with essential household (non-food) items		
Indicators:	Target	Actual
Number of kitchen sets distributed	5,000	2,000
NFI stocks replenished	3,900	0
Output 1.1: Target population are provided with emergency shelter materials (shelter tool kits and tarpaulins)		
Indicators:	Target	Actual
Assisted household with tarpaulins and shelter tool kits in Maroantsetra et Antalaha	5,000	8,650

Assisted household: replenishment of tarpaulins and shelter tool kits	2,000	500
Output 6.3 Targeted households whose houses were totally damaged or partially damaged supported to build back better or repair their dwelling		
Number of staff and volunteers trained in PASSA (Participatory Approach for Safe Shelter Awareness)	20	21
Number of awareness sessions on safe shelter conducted	5	10
Progress towards outcomes		
<p>Needs analysis: The passage of Enawo destroyed about 11,000 houses, severely damaging (roofs) 10,000 houses and flooded more than 15,000 houses in 8 districts. The houses in the rural areas are typically built with local materials. Population can quickly return and rebuild, but the quality of construction is certainly lower and much needed resources must be redirected to this activity.</p> <p>Population to be assisted: The intervention is targeting 5,000 most affected and vulnerable families in 2 districts (Sava and Analanjirofo). The 5,000 families translate to approximately 20% of the population with severely affected by the disaster who lost houses and assets.</p> <p>Summary: To date the MRCS has completed distribution of 2,000 kitchen sets in the district of Antalaha. No distributions of kitchen sets were conducted in Maroantsetra and Brickaville, the need in the two districts were covered by other organizations. Through this operation 3,900 household kits will be replenished. These stocks will be pre-positioned in strategic locations including 1,200 kits in the SAVA region this will enhance the timeliness of response in future emergencies. The other kits will be stored in the warehouses in Tamatave and Antananarivo.</p> <p>Having trained MRCS volunteers and staff are promoting PASSA activities in communities. In addition, as well as evaluation of the shelter kits distributions.</p> <p>The total number of kitchen kits to be procured has been reviewed downwards from 5,000 to 2,000 to align with the actual targeted beneficiaries. MRCS has distributed 9,900 tarpaulins and 4,950 tool kits to 8,650 households as follows:</p> <ul style="list-style-type: none"> To 1,250 households (2 tarp and 1 tool kit per family) and 7,400 for Antalaha (1 tarpaulin / family and 1 tool kit / 2 families) <p>A post distribution assessment conducted shows that 75% of the sampled households were satisfied by the quality and specifications of the kits they received.</p>		

 <p>Water, sanitation and hygiene People reached: 82,705 Male: 33,082 Female: 49,623</p>		
Outcome 1: Immediate reduction in risk of waterborne and water-related diseases in targeted communities		
Output 5.1 Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population		
Indicators:	Target	Actual
Quantity of safe water provided in 2 districts using prepositioned water treatment units	10,000Lt/day	10,000Lt/day
Number of families assisted with hygiene kits	5,000	2,000
Number of WASH kits replenished	5,000	0
Output 5.2: Hygiene promotion activities which meet Sphere standards in terms of identification and use of hygiene items provided to target population		
Indicators:	Target	Actual
Number of people reached with hygiene promotion activities	25,000	82,705
Output 5.3: Adequate sanitation which meets Sphere standards is provided to target population		
Indicators:	Target	Actual

Number of wells disinfected in 3 regions (Sava, Analanjirofo, Atsinanana)	200	592
Output 6.1: Rehabilitation of community wells in targeted communities		
Indicators:	Target	Actual
Number of community water sources rehabilitated in (Sava, Analanjirofo, Atsinanana)	30	29
Number of new water points rehabilitated	10	0
Output 6.2: Knowledge, attitude and practice of hygiene is improved in target population		
Indicators:	Target	Actual
Number of trainings Participatory Hygiene and Sanitation Transformation (PHAST) conducted	40	30
Progress towards outcomes		
<p>Needs analysis: The passage of Enawo destroyed and severely damaged infrastructures, water collection point, and sanitation facilities in the process contaminating wells, seriously impacting access to safe water. The lack of access to sanitation facilities resulted in negative practices and increasing the potential risk of contamination of water sources. The situation increased the risk and likelihood of water borne diseases outbreak. The cyclone displaced 124,000 people and destroyed their assets including water containers and other hygiene items.</p> <p>Population to be assisted: The intervention is targeting 5,000 displaced households most affected by the cyclone. This number translates approximately 20% of the severely affected population.</p> <p>Through this operations update MRCS will increase the total number of water points which will be rehabilitated in addition to the 30 wells which have already been rehabilitated by MRCS.</p> <p>Summary: MRCS NDRTs were deployed and conducted assessment to identify wells for rehabilitation. Twenty-nine of the targeted 30 water points have already been and equipped with manual pumps. The rehabilitation activities focused on repairs, protection of the wells as well as disinfection of the well. In addition to the works on wells MRCS staff and volunteers conducted sensitisations activities in the targeted communities. MRCS will continue community sensitization activities until the end of the operation.</p> <p>Following a mapping exercise to identify interventions and coverage by partners, MRCS reviewed downwards the number of WASH kits to be distributed from 5,000 families to 2,000 families in Antalaha district. MRCS will pre-position the remaining 3,000 kits in Antalaha district as part of its preparedness stocks covering communities' northeast of Madagascar.</p> <p>In Brickaville district MRCS supported the district with Water Treatment Units. A total, 10,000 litres of drinking water (for 2,986 households per day) were distributed daily to 2 communes for 8 weeks after the cyclone hit Madagascar.</p> <p>Hygiene promotion were conducted by volunteers deployed 48 hours after the cyclone and for 45 days in the districts of Maroantsetra, Brickaville and Antalaha. The hygiene promotion has reached 82,705 people (16,000 families) with key messages through mass sensitization and door to door visits.</p> <p>Disinfection activities reached 592 wells supplying clean water to 21,032 households. The disinfection of the wells was done in coordination with the regional water department.</p> <p>Twenty community wells identified in the Brickaville, Maroantsetra and Antalaha districts are being rehabilitated and 30 water point management committees are being re-activated and trained in the management and maintenance of water points in the 23 targeted fokontany. It is estimated that more than 1,157 families will be benefited from the well rehabilitation activities.</p> <p>A total of 30 committees have been trained and sensitized using the PHAST methodology.</p>		

Strengthen National Society

Outcome 1: The intervention teams of the Malagasy Red Cross is ready to respond to future catastrophes

Indicators:	Target	Actual
Number of staff and volunteers trained as NDRTs	25	0
Number of staff and volunteers trained in logistics	25	0
NS contingency plan is updated		

Progress towards outcomes

Training NDRT / strengthening national emergency response teams MRCS:

MRCS last conducted an NDRT training in 2016 with funding from ECHO HIP (Humanitarian Implementation Plan 2016). Currently, and following the evolution of the humanitarian context in Madagascar due to the climate change, the strengthening of the emergency response team capacity is essential. Considering also that Madagascar is facing the plague epidemic since August 2017, a strong emergency response team is required. To increase and enhance the capacity of MRCS' emergency response, there is a need to increase the number of NDRTs. MRCS will therefore mobilise and train 25 volunteers as NDRTs. The curriculum will cover disasters management, WASH, Health, Shelter and DRR.

Update the MRCS National Contingency Plan

MRCS contingency plan was last updated in 2014. The NS sees the critical need to review and update the contingency plan to enhance disaster preparedness capacity of the NS. Through this operation and with support from IFRC, MRCS will review and update its contingency plan. The exercise will involve and consult MRCS branches to define the human resources and the appropriate tools to respond efficiently at the time of the natural disaster.

International Disaster Response

Outcome S1: Effective and coordinated international disaster response is ensured

Indicators:	Target	Actual
Number of surge deployments	1	1

Progress towards outcomes

At the request of the National Society, a FACT team leader was deployed to work with MRCS in developing the response plan. The deployed profile received remote support from the IFRC EAIOI cluster emergency operations unit.

Following the launch of the appeal an Operations Manager was recruited and deployed to work with the national society in the implementation of the operation. The Operations Manager is providing technical support in the implementation of activities as well as working with the national society to ensure accountability in the implementation of activities. will work with the NS until February the end date of the operation.

D. BUDGET

EMERGENCY APPEAL

Madagascar Cyclone -ENAWO

MDRMG013

Budget Group		Multilateral Response	Appeal Budget CHF
500	Shelter - Relief	70,091	70,091
501	Shelter - Transitional	0	0
502	Construction - Housing	0	0
503	Construction - Facilities	0	0
505	Construction - Materials	0	0
510	Clothing & Textiles	0	0
520	Food	0	0
523	Seeds & Plants	0	0
530	Water, Sanitation & Hygiene	125,837	125,837
540	Medical & First Aid	0	0
550	Teaching Materials	3,840	3,840
560	Ustensils & Tools	133,888	133,888
570	Other Supplies & Services	0	0
571	Emergency Response Units	0	0
578	Cash Disbursements	0	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES		333,656	333,656
580	Land & Buildings	0	0
581	Vehicles	0	0
582	Computer & Telecom Equipment	0	0
584	Office/Household Furniture & Equipment	0	0
587	Medical Equipment	0	0
589	Other Machinery & Equipment	0	0
Total LAND, VEHICLES AND EQUIPMENT		0	0
590	Storage, Warehousing	9,868	9,868
592	Dsitribution & Monitoring	0	0
593	Transport & Vehicle Costs	25,680	25,680
594	Logistics Services	0	0
Total LOGISTICS, TRANSPORT AND STORAGE		35,548	35,548
600	International Staff	108,000	108,000
661	National Staff	20,724	20,724
662	National Society Staff	40,300	40,300
667	Volunteers	49,176	49,176
669	Other Staff Benefits	0	0
Total PERSONNEL		218,200	218,200
670	Consultants	0	0
750	Professional Fees	2,916	2,916
Total CONSULTANTS & PROFESSIONAL FEES		2,916	2,916
680	Workshops & Training	52,789	52,789
Total WORKSHOP & TRAINING		52,789	52,789
700	Travel	11,950	11,950
710	Information & Public Relations	9,094	9,094

730	Office Costs	8,666	8,666
740	Communications	4,930	4,930
760	Financial Charges	3,505	3,505
790	Other General Expenses	800	800
799	Shared Office and Services Costs	25,300	25,300
Total GENERAL EXPENDITURES		64,246	64,246
		0	0
830	Partner National Societies	0	0
831	Other Partners (NGOs, UN, other)	0	0
Total TRANSFER TO PARTNERS		0	0
599	Programme and Services Support Recovery	45,978	45,978
Total INDIRECT COSTS		45,978	45,978
TOTAL BUDGET		753,333	753,333
Available Resources			
	Multilateral Contributions		0
	Bilateral Contributions		0
TOTAL AVAILABLE RESOURCES		0	0
NET EMERGENCY APPEAL NEEDS		753,333	753,333

Reference documents



Click here for:

- Previous Appeals and updates
- Emergency Plan of Action (EPoA)

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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.**