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# Uganda: Floods

## Early Action Protocol summary

 International Federation  
of Red Cross and Red Crescent Societies

EAP approved **May 2021**

Population to be assisted **2,383 HH**

EAP timeframe **5 Years**

EAP number **EAP2021UG01**

Budget: **348,761 Swiss francs**

Early action timeframe **5 Days**

The IFRC Disaster Relief Emergency Fund (DREF) has approved a total allocation of CHF 348,761 from its Forecast based Action (FbA) mechanism for the (Name of the National Society). The approved amount consists of an immediate allocation of CHF 209,658 for readiness and pre-positioning and CHF 139,103 automatically allocated to implement early actions once the defined triggers are met.

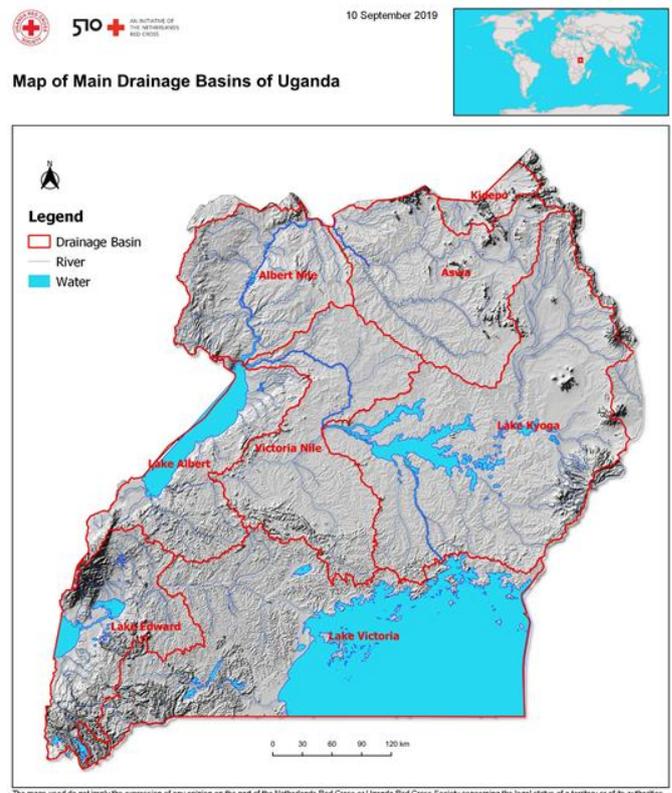
The FbA by the DREF is a Forecast-based Financing funding mechanism managed by the DREF. Allocations for the FbA by the DREF are made from a separate financial component of the DREF (MDR00004) and do not affect the reserves of the DREF appeal code MDR00001. Unearmarked contributions to the FbA by the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

## SUMMARY OF THE EARLY ACTION PROTOCOL

Uganda is well endowed with freshwater bodies including major lakes such Victoria, Albert, Kyoga, Edward and George in addition to numerous streams and rivers whose sources are up in the mountains of Elgon to the East, Rwenzori to the West and Muhabura to the Southwest of the country. However, the very presence of these water sources exposes people, infrastructure and livelihoods to high risk of flooding, particularly in the March-April-May (MAM) and September-October-November-December (SOND) rain seasons.

The Early Action Protocol (EAP) for the Uganda Red Cross Society (URCS) is a tool to guide the timely and effective implementation of early actions based on specific weather for flooding events. The forecast will come from GloFAS with a lead time of 5 days to implement early action activities. The trigger will be triangulated with forecasts from Uganda National Meteorological Authority (UNMA), And IGAD Climate Prediction and Applications Centre (ICPAC). Upon receiving the forecast of higher than usual rainfall, URCS will undertake early action activities related to three priority areas: to save lives and prevent injuries, provide assistance to people at risk of losing their homes, prevention outbreak of waterborne diseases, such as cholera.

This EAP has been designed and will be implemented in consultation with several organizations such as Uganda National Meteorological Authority (UNMA), Office of the Prime Minister (OPM), Directorate of Water Resources



Management (DWRM), Humanitarian OpenStreetMap Team (HOT), Makerere University, Africa Disaster Reduction Research & Emergency Missions (ADREM), through the Technical Working Group (TWG).

The EAP does not work in isolation. It is connected to the already existing Disaster Risk Reduction and Management Plans and Contingency Plans. It ensures that early actions planned to be implemented in the window of time between the given forecast and the potential disaster event are carried out in a timely manner.

## The operational strategy – How the EAP will be implemented

### 1) Who will implement the EAP – The National Society:

Founded in 1962, Uganda Red Cross Society (URCS) was established by an Act of Parliament. The Headquarters for URCS is based in Kampala, URCS operates countrywide through 51 Branches spread out in all 112 districts. URCS led the development of this EAP, establishing a Technical Working Group (TWG) composed of key disaster risk management stakeholders, including from the Red Cross Red Crescent Network (with technical and financial support from Netherlands Red Cross, and technical support from the Red Cross Red Crescent Climate Centre, 510 and IFRC). The TWG was also supported by Uganda National Meteorological Authority (UNMA) and the Office of the Prime Minister (OPM), Department of Disaster Preparedness and Management and the Directorate of Water Resources Management (DWRM). Other non-government members of the TWG include University of Reading (UoR), Makerere University; Africa Disaster Reduction Research & Emergency Missions (ADRREM); Humanitarian OpenStreetMap Team (HOT); Lutheran World Federation (LWF); Famine Early Warning Systems Network (FEWSNET), Ministry of Health (MoH), Makerere University Center for Climate Research and Innovations (MUCCRI), Ministry of Agriculture Animal Fisheries and Industry (MAAIF), Danish Refugee Council (DRC). These were collectively engaged in the prioritization of impacts, reviewing menu of forecasts and validation of early actions.

The URCS will be responsible for managing this EAP, including monitoring for the trigger, and will be responsible for implementing the early action activities once the trigger is reached. The OPM, co-chair of the TWG, will disseminate trigger alerts to government and non-government entities.

### 2) How will the EAP be activated - The Trigger

*URCS will activate this EAP when GloFAS issues a forecast of at least 70% probability of a 5-year return period flood occurring in high priority flood prone districts, and 10 year return period in lower priority flood prone districts, which will be anticipated to affect more than 1,000hh. The EAP will be triggered with a lead time of 5 days and in locations where the FAR is not more than 0.5.*

The skill of GloFAS forecasts in predicting river discharge in Uganda was assessed by DWRM and the FATHUM project team from the University of Reading. Results from comparison between GloFAS forecasts and river gauge observations in twelve stations across the country show that the forecast has a positive skill (AROC > 0.5) at all lead times. This means that GloFAS gives more hits than false alarms, when the 90th percentile flood is considered. The level of skill however varies in different locations in Uganda, however for the eight stations used in the skill analysis, GloFAS model peak discharge is seen to come earlier than the observed peak discharge, implying that GloFAS can detect discharge values related to floods before floods occur.

The impact level that will trigger this EAP is when a minimum of 5,000 people (equivalent to 1,000 households) are anticipated to be potentially affected by floods forecasted by GloFAS. This impact level combines the total number of people affected by the priority impacts (death of people/ injured, houses damaged/ destroyed and outbreak of waterborne diseases such as cholera). It is also based on the number of affected people that URCS considers activating a huge emergency response.

### 3) How will the EAP reduce the impact on the population – The early actions

URCS prioritized the following impacts<sup>1</sup>;

1. Death of people/No of people injured
2. Houses damaged/destroyed leading to displacement
3. Outbreak of waterborne diseases such as cholera

The prioritization was done in consultation with the Technical Working Group. An analysis of historical impacts was done looking at exposure and intensity of floods and a long list of impacts was developed and members of the TWG were tasked to priorities based on expert knowledge. URCS then held internal meetings to prioritize impacts that they would address. The selection of the early actions was based on the following factors:

- Experience of URCS in the FbF pilot project that was supported by GRC in 2013 - 2015
- Capacity & previous experience of the national society to implement the selected actions
- Alignment of the early actions with URCS mandate, DRM strategy, National policies and international standards such as the SPHERE standards
- Evidence that the selected actions contribute to the reduction of the prioritized impact
- Ability of the actions to benefit communities even though there is possibility of acting in vain
- Duration to implement these actions (activities can be completed within the lead time of 5 days)

These impacts were prioritized based on a theory of change and because they cause damage to the basic needs of the affected population and can be addressed by the FbF system, combined with the fact that URCS has the capacity to implement actions that are aimed to mitigate these risks.

The actual areas for activating the early action will be defined by the forecast. An intervention map will guide in identifying specific areas for early action. The following districts were Identified as 'high risk' districts during the EAP development; Kasese, Katakwi, Amuria, Kampala, Butaleja, Sironko, Bududa, Manafwa, Kumi, Ntoroko, Bulambuli, Moyo, Nabilatuk and Ngora.

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<sup>1</sup> The FbF Technical Working Group discussed and ranked flood risks from the data collected and analyzed as; 1. Deaths of people, 2. People injured, 3. People displaced, 4. Missing people, 5. Houses damaged, 6. Lack of accessibility - e.g. due to infrastructure damage (roads, bridges etc.), 7. Houses damaged 8. Outbreak of water borne/ vector-borne diseases - e.g. cholera, malaria, 9. Disruption of critical services - e.g. Healthcare facilities, schools, electricity, transport, and 10. Acreage of crops destroyed. However, from this list, the prioritized risks to be tackled by URCS are; • Death of people/injured, • Displacement, • Destruction of homes, and • Disease outbreaks such as cholera.

## Intervention Sectors

**Overall objective:** To support the implementation of early actions aimed at reducing the forecasted impacts associated with floods.

## Priority Sectors



### Shelter

**People targeted: 2383 households/11,201 people**

Male: 5,520

Female: 5,682

**Requirements (CHF): 146,550**

**Population to be assisted:** URCS will support 2383 of the most vulnerable households with no capacity in terms of shelters and limited financial resources to re-establish once the hazard has happened. Historical data indicates that locations with poor shelter condition are districts of Kasese, Katakwi, Amuria, Kampala, Butaleja, Sironko, Bududa, Manafwa, Kumi, Ntoroko, Bulambuli, Moyo, Nabiratuk and Ngora. CVA and shelter kits will enable these most vulnerable households to evacuate and find safe shelter as well as meet their basic needs.

**Programme standards/benchmarks:** The planned activities under this sector aim to meet the following intervention standards:

- Core Humanitarian Standards - Principle 1 - that ensures that affected persons receive the assistance that is appropriate and relevant to their needs.
- SPHERE standards – benchmarks related to safe and adequate shelter
- Cash and Voucher Assistance will be implemented guided by the Uganda Minimum Expenditure Basket (MEB) and the IFRC CVA toolkit.

P&B Output Code	<b>Shelter Outcome 1: Communities in disaster and crisis-affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions</b>	<i># of people targeted/reached with safe and adequate shelter and settlement (target: 2383 households)</i>
	<b>Shelter Output 1.1: Shelter Outcome 1: Technical support, guidance and awareness raising in safe shelter design and settlement planning and improved building techniques are provided to affected households</b>	<i># people/HH provided with cash and voucher assistance to cover their emergency shelter needs (target: 2,383 households)</i>  <i># of targeted people with safe and adequate shelter and settlements (target:2383 households)</i>  <i>80% of community members expressing satisfaction with beneficiary selection for shelter assistance (target:8,960 people)</i>

	Activities planned	Number of households reached with customized shelter kit (target:2383 households)									
		Timeframe (years)									
		1	2	3	4	5	6	7	8	9	10
	<b>Readiness activities</b>										
AP005	Establishing contracts/notifying merchants and FSP for CVA in preparation for CVA for shelter and other household needs	x	x	x	x	x					
AP005	Conduct Rapid Assessment for Markets (RAM) annually and vendor mapping in preparation for CVA to facilitate evacuation/shelter and other basic HH needs	x	x	x	x	x					
	<b>Pre-positioning activities</b>										
AP005	Procure and branding of customized shelter kit for shelter needs (a) tarpaulins, mosquito nets, blanket and tent)	x									
	<b>Early action activities</b>										
AP005	Orient 20 DDMCs and SCDM on CVA for shelter and other Household needs	x									
AP005	Validating beneficiary lists for CVA for shelter and other basic HH needs	x									
AP005	Validating beneficiary lists for CVA for shelter needs	x									
AP005	Distribution of Cash & Voucher Assistance (cash, vouchers, etc.) to facilitate evacuation and meet shelter and other basic needs (to 2383HH)		x	x	x						
AP005	Distribution a customised shelter kit for shelter needs: tarpaulins, mosquito nets, blanket and tent		x	x							
AP005	Conduct Post Distribution Monitoring (PDM)				x	x					
AP005	Facilitate deployment of 2 NDRT to support shelter needs (integrated in AP001)	x	x	x	x	x					



### Water, sanitation and hygiene

People targeted: 2,383 households/11,201 people

Male: 5,488

Female: 5,713

Requirements (CHF): 31,406

**Population to be assisted:** URCS will support 2,383 households located in the districts of Kasese, Katakwi, Amuria, Kampala, Butaleja, Sironko, Bududa, Manafwa, Kumi, Ntoroko, Bulambuli, Moyo, Nabiratuk and Ngora with water purification chemicals, water storage vessels and soap. The planned activities under this sector aim to meet the intervention standards spelt out in the Sphere handbook.

**Programme standards/benchmarks:** Hygiene Promotion standards 1 and 2, water supply standard 2.1 and 2.2 that describe the quality and quantity that an individual needs for domestic use according to the SPHERE standards will be taken into consideration when planning for the purchase and distribution of the WASH support.

<b>P&amp;B Output Code</b>	<b>WASH Outcome 1: Immediate reduction in risk of waterborne and water related diseases in targeted communities</b>	<i>Number of households reached with key messages to promote personal and community hygiene (target: 2,383 households)</i>									
	<b>WASH Output 1.4: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population</b>	<i>Number of volunteers involved in hygiene promotion activities (target: 50)</i>									
	Activities planned	<b>Timeframe (years)</b>									
	<b>Readiness activities</b>	1	2	3	4	5	6	7	8	9	10
	N/a										
	<b>Pre-positioning activities</b>	<b>Timeframe (years)</b>									
AP026	Procure and preposition Hygiene promotion materials IEC (costs integrated in AP001)	x									
	<b>Early action activities</b>	<b>Timeframe (days)</b>									
AP026	Hygiene promotion using the IEC (integrated under AP001)	x	x	x	x	x					
<b>P&amp;B Output Code</b>	<b>WASH Output 1.2: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population</b>	<i>Number of households trained in the use of distributed items (target: 2383 households)</i>									
	Activities planned	<b>Timeframe (years)</b>									
	<b>Readiness activities</b>	1	2	3	4	5	6	7	8	9	10
AP026	Water quality assessment for residual chorine using the HH water quality monitoring and testing kit	x	x	x	x	x					

Activities planned		Timeframe (years)									
Pre-positioning activities		1	2	3	4	5	6	7	8	9	10
AP026	Procure and pre-position stock (water purification tablets (33600 tablets to provide 672000 ltrs of safe water for drinking to 11,200 persons for 30days as per SPEHERE standards) (2,383HH)	x									
AP026	Procure and preposition 20 rapid HH water quality monitoring (for sampling and testing of Free Residual Chlorine-FRC	x									
AP030	Procure and pre-position hygiene replenishment kit (soap) sufficient for 30days to 11,200persons (equivalent to 2383HH)	x									
AP030	Procure and pre-position hygiene replenishment kit (water storage vessels 20ltr jerrican) 2 jerricans per HH for 2,383 HH equivalent to 4,766 jerry cans	x									
Activities planned		Timeframe (days)									
Early Action Activities		1	2	3	4	5	6	7	8	9	10
AP026	Orient target communities on safe water chain, on safe use of water treatment products	x	x	x	x	x					
AP026	Distribute of water purification tablets, jerricans and soap to 2383HH			x	x						
AP029	Facilitate communities for cleaning water sources/desilting drainage channels/dredging in urban and rural areas	x	x								



## Disaster Risk Reduction

People targeted:

Male:

Female:

Requirements (CHF)

**Population to be assisted:** URCS will conduct awareness campaigns on the anticipated floods and its associated risks to the 2,383 households who are highly exposed and vulnerable to floods. These households are located in the flood high-risk districts of Kasese, Katakwi, Amuria, Kampala, Butaleja, Sironko, Bududa, Manafwa, Kumi, Ntoroko, Bulambuli, Moyo, Nabilatuk and Ngora.

**Programme standards/benchmarks:** The planned activities under this sector aim to meet the following intervention standards:

- Core Humanitarian Standard - Principle 8 - that aims to ensure that communities receive information and support from competent and well-trained staff and volunteers
- UNISDR Elements of an effective EWS - that calls for a people centred early warning system which empowers people at risk to have access to early warning information at the right time to enable them to act

<b>P&amp;B Output Code</b>	<b>DRR Outcome 1: Communities in high-risk areas are prepared for and able to respond to disaster</b>	<i># people reached by URCS with public awareness &amp; education campaigns using harmonised messages to reduce, mitigate and respond to floods. (Target: 37,337 people)</i>									
	<b>DRR Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters.</b>	<i># and type of methods established to collect and respond to community feedback and complaints (Target: 2) # and type of methods established to share information with communities about the early actions (Target: 3 methods) # of community assessments to understand knowledge, attitudes, practices and perceptions on early warning information and actions (Target: 2) % of target population who agree their feedback is taken into account and acted upon (Target: 75%)</i>									
	Activities planned	<b>Timeframe (years)</b>									
	<b>Readiness activities</b>	1	2	3	4	5	6	7	8	9	10
AP001	Training of the Branch managers and volunteers in the flood-prone districts on EAP activation	x	x	x	x	x					
AP001	Disseminate targeted early warning information through radiospot messages, social media and other platforms based on 90-day season forecast	x	x	x	x	x					
	<b>Pre-positioning activities</b>	<b>Timeframe (semester)</b>									

AP001	Develop and pre-position of I.E.C materials for dissemination of early warning information based on the forecast issued (Including Shelter, WASH)	x											
AP001	Preposition of signposts along evacuation routes for community mapping (map out designated evacuation centres, routes and holding places)	x											
	<b>Early action activities</b>	<b>Timeframe (days)</b>											
AP001	Rapid community mapping - (map out designated evacuation centres, evacuation routes and holding places) - signposting, community meetings	x	x										
AP001	Deploy 4 NDRTs to provide technical assistance to branches during activation and pre-activation phases (CVA, Shelter, WASH)	x	x	x	x	x							
AP001	Deploy vehicles to support branches during the implementation of various early actions	x	x	x	x	x							
AP001	Engage 50 volunteers to disseminate targeted early warning information/messages through other communication assets (local and traditional leaders, churches, schools and other stakeholders) once the trigger has been reached (using I.E.C for WASH, Shelter interventions etc)	x	x	x	x	x							



## Protection, Gender and Inclusion

**People targeted: 2,383 households**

Male: 5,488

Female: 5,713

**Requirements (CHF): 440**

**Population to be assisted:** URCS will support 2,383 households potentially located in the districts of Kasese, Katakwi, Amuria, Kampala, Butaleja, Sironko, Bududa, Manafwa, Kumi, Ntoroko, Bulambuli, Moyo, Nabilatuk and Ngora. During assessments and targeting of actions in the different sectors (DRR, Shelter, Livelihood and Basic needs, and WASH) specific protection, gender and inclusion indicators will be integrated.

**Programme standards/benchmarks:** The interventions will follow the IFRC PGI in the emergency toolkit.

<b>P&amp;B Output</b>	<b>Protection Gender and Inclusion Outcome 1: Communities become safe and inclusive through meeting the needs and rights of the most vulnerable</b>	<i>URCS disaggregates data of people reached by sex, age, disability (target: 100!%)</i>
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Code	Protection, Gender and Inclusion Output 1.4: Programs and operations ensure safe and equitable provision of basic services considering different needs based on gender and diversity outcomes	URCS disaggregates data of people reached by sex, age, disability (target: 100!%)									
		Timeframe (semester)									
	Activities planned	1	2	3	4	5	6	7	8	9	10
	Readiness activities										
	N/a										
	Pre-positioning activities	Timeframe (semester)									
	N/a										
	Early action activities	Timeframe (days)									
AP084	Integrated orientation of volunteers for PGI and CEA		x								

## Strategies for Implementation

Requirements (CHF): 102,695

P&B Output Code	SFI Outcome 1: The National Society and key actors are well prepared to implement the EAP	Number of meeting organized between the NS and the Government actors involved in the implementation of the EAP									
		Timeframe (years)									
	Activities planned	1	2	3	4	5	6	7	8	9	10
	Readiness activities										
AP042	Contribution towards staff salary			x	x	x					
AP042	Contribution to management costs (5%)	x	x	x	x	x					
	Pre-positioning activities	Timeframe (years)									
AP041	PPE and visibility (Jackets, T-shirts, Facemasks, Gumboots) for volunteers	x									
	Early action activities	Timeframe (semester)									

AP045	Conduct post activation workshop (community and national level)	<b>Post activation</b>									
AP045	Documentation of lessons learned and successful stories	<b>Post activation</b>									
<b>P&amp;B Output Code</b>	<b>SF2 Output S2.1.3: NS compliance with Principles and Rules for Humanitarian Assistance is improved</b>	<b>Number of meeting organized between the NS and the Government actors involved in the implementation of the EAP</b>									
	Activities planned	<b>Timeframe (days)</b>									
	<b>Early Action Activities</b>	1	2	3	4	5	6	7	8	9	10
AP084	Track, analyse and respond to community beliefs, rumours, questions, complaints and suggestions/community feedback mechanism	x	x	x	x	x					
AP084	Rapid community assessments to understand, knowledge, attitudes and practices and perceptions of early actions	x	x	x	x	x					
<b>P&amp;B Output Code</b>	<b>SF4 Outcome S4.1: The IFRC enhances its effectiveness, credibility and accountability</b>										
	Activities planned	<b>Timeframe (years)</b>									
	<b>Readiness activities</b>	1	2	3	4	5	6	7	8	9	10
AP065	IFRC monitoring costs (5% of overall the budget)	x	x	x	x	x					

## Budget

To implement the Early Action Protocol (EAP) CHF 348,761 has been allocated split between readiness\*, pre-positioning of stock and early action costs as per below summary by area of intervention.

<b>Budget by Area of Intervention</b>		READINESS	PRE-POSITION STOCK	EARLY ACTION	EAP Budget CHF
AOF1	Disaster Risk Reduction	5,831	23,563	17,236	<b>46,630</b>
AOF2	Shelter	2,198	73,588	80,290	<b>156,075</b>
AOF3	Livelihoods and Basic Needs				<b>0</b>
AOF4	Health				<b>0</b>
AOF5	Water, Sanitation and Hygiene	2,217	24,435	6,795	<b>33,447</b>
AOF6	Inclusion, Gender and Protection				<b>0</b>
AOF7	Migration				<b>0</b>
SF11	Strengthen NS Capacities	76,309	1,518	13,925	<b>91,752</b>
SF12	Ensure effective int'l disaster mgmt			3,238	<b>3,238</b>
SF13	Influence others as leading strategic partnr				<b>0</b>
SF14	Ensure a strong IFRC			17,619	<b>17,619</b>
<b>TOTAL</b>		<b>86,555</b>	<b>123,103</b>	<b>139,103</b>	<b>348,761</b>

*\*The activities for readiness and pre-positioning of stock will be captured in the IFRC Country Operational Plan (COP), reporting on annual basis. In case of an Early Action trigger, the annual readiness funding allocation is terminated with a 12-month notice, allowing the National Society to conclude its 3rd party financial and legal commitments and liabilities under the Early Action Protocol.*

## Contact information

Reference documents



Click here for:

- Full EAP

**For further information, specifically related to this Early Action Protocol please contact:**

### In the Uganda Red Cross Society

- **Secretary General**  
Name: Mr. Robert Kwesiga  
Email Address: [rkwesiga@redcrossug.org](mailto:rkwesiga@redcrossug.org)  
Telephone Number: +256(772) 638 890 / (704) 546 543
- **Early Action and preparedness officer/FbF Focal Point**  
Name: Emmanuel Ntale  
Email Address: [entale@redcrossug.org](mailto:entale@redcrossug.org)  
Telephone Number: +256(772) 560 144 / (704) 448 708

### In the IFRC

- **IFRC Regional Office:** Phoebe W Shikuku, DRR & FbF Advisor,  
Email: [phoebeshikuku@ifrc.org](mailto:phoebeshikuku@ifrc.org),  
Contact : +254 734 600 314
- **IFRC CCST/CO:** Daniel Mutinda Kyalo, Senior Officer, Disaster Management,  
Email: [daniel.mutinda@ifrc.org](mailto:daniel.mutinda@ifrc.org)  
Contact: +25 4110 853 113

### In IFRC Geneva

**Programme and Operations focal point:** Nazira Lacayo, Senior Officer DREF, Forecast-based Action, [nazira.lacayo@ifrc.org](mailto:nazira.lacayo@ifrc.org)  
Contact: +41 (0)22 730 4944

### For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

- **IFRC Eastern Africa Cluster:** Rachel Ndune, Senior PMER EA Cluster,  
Email : [Rachel.ndune@ifrc.org](mailto:Rachel.ndune@ifrc.org),  
Contact : +254 721 761 765

## 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.**