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# DREF Operations Update

## India: Bihar Floods



<b>DREF Operations n° MDRIN019</b>	<b>GLIDE n° <a href="#">FL-2017-000084-IND</a></b>
<b>DREF Operations Update n° 1;</b> <b>Issued on:</b> 30 November 2017	<b>Timeframe covered by this update:</b> 22 August 2017 to 30 November 2017
<b>Operation start date:</b> 22 August 2017	<b>Operation timeframe:</b> 3 months and 8 days end date: 30 November 2017 <b>(Operation extended until 31 December 2017)</b>
<b>Overall operation budget:</b> CHF 397,440	
<b>No. of people being assisted:</b> 25,000 people (5,000 families) in total, with 15,000 people (3,000 families) in Bihar, 5,000 people (1,000 families) in Uttar Pradesh and 5,000 people (1,000 families) in West Bengal.	
<b>Red Cross Red Crescent Movement partners currently actively involved in the operation:</b> The International Federation of Red Cross and Red Crescent Societies (IFRC) is actively supporting the Indian Red Cross Society (IRCS). IFRC is maintaining close coordination with the International Committee of the Red Cross (ICRC).	
<b>Other partner organizations actively involved in the operation:</b> The governments of Bihar, Uttar Pradesh and West Bengal, National Disaster Management Authority, State Disaster Management Authorities in Bihar, Uttar Pradesh and West Bengal, National Disaster Response Force, State Disaster Response Force, volunteers and other civil society organizations such as Oxfam and Save the Children.	

### Summary of major revisions made to emergency plan of action:

*This operation update informs on the extension of the implementation timeframe for one month until 31 December 2017, due to a slight delay in the receipt of replenished materials (tarpaulins and mosquito nets) as well as postpone of distribution due to local elections. There is no change in the overall budget allocation for the DREF operation.*

## A. SITUATION ANALYSIS

### Description of the disaster

Heavy and intense monsoon rains created havoc across the north and north-eastern part of India between June and August 2017. While Assam and Manipur in north-east received floods for the third time during this year; rains in the north, Himalayan region especially Nepal, resulted in flooding across Bihar, Uttar Pradesh, West Bengal. This flooding has been described as the worst to affect the state since 2008.

In the northern part of the country, Bihar, Uttar Pradesh and West Bengal were the worst affected states. Thirteen million people affected in Bihar alone with deaths mounting to approximately 500. The unofficial reports indicate many more deaths whose dead bodies were never retrieved, who were buried under mud and flowed away in flood waters.

Although the damages in Uttar Pradesh and West Bengal were comparatively less, floods affected these states too, disrupting normal life and caused heavy damages to infrastructure, livelihoods, etc.

It is important to note that the geographical area affected by floods this year was more than the area affected by the Koshi river floods a few years back, which displaced thousands of people overnight in 21 districts across Bihar.

### Summary of current response

#### Operation updates from Bihar, West Bengal and Uttar Pradesh:

All relief distributions under the operation are nearing completion. The following tables give a summary of items received and distributed as part of this DREF operation. Both Bihar and Uttar Pradesh have completed relief items distributions.

Distributions of 2,000 tarpaulins, 2,000 mosquito nets and 700 kitchen sets (for 1,000 families) are pending in Uttar Pradesh. The delay is due to the following reasons:

- Local elections in one of the targeted provinces in Uttar Pradesh affecting the relief distribution. According to a new model code of conduct issued by the Election Commission, relief distributions could not be carried out over a period of one month during the elections.
- Two containers with mosquito nets and tarpaulins that arrived from the Asia Pacific Regional Logistics Unit in Kuala Lumpur, were held up by customs authorities at the Kolkata port for about a month due to lack of supporting documentation from IRCS. Following customs clearance in mid-November, 2,000 mosquito nets and 2,000 tarpaulins meant for distribution in Uttar Pradesh were transported to the state and will be distributed from the second week of December onwards.



Flooding in Bihar due to heavy rains, (Photo: IRCS)

**Table 1: Relief items received by IRCS' Bihar, Uttar Pradesh and West Bengal state branches**

No.	Item	Quantity		
		Bihar	West Bengal	Uttar Pradesh
1.	Tarpaulins	6,000	2,000	2,000
2.	Mosquito nets	6,000	2,000	2,000
3.	Kitchen Sets	3,000	1,000	1,000

**Table 2: Relief items distributed by IRCS' Bihar, Uttar Pradesh and West Bengal state branches**

No.	Item	Quantity		
		Bihar	West Bengal	Uttar Pradesh
1.	Tarpaulins	6,000	2,000	0
2.	Mosquito nets	6,000	2,000	0
3.	Kitchen Sets	3,000	1,000	300

One RDRT member for WASH was deployed in Bihar in September and two NDRT members were deployed at IRCS national headquarters and IFRC as communications and PMER surge support respectively.

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

IFRC has been present in the country and supporting Indian Red Cross Society to launch DREF appeal and coordinating relief support from other movement partners. Currently, there is no other partner national society present in the country. ICRC is also present in the country. All three movement partners are coordinating with each other for the response operation.

#### Overview of non-RCRC actors in country

The government of India and affected state governments are leading the response to floods. Other non-RCRC stakeholders such as Sphere India and other NGOs and INGO's such as OXFAM, Community Awareness, Service and Action (CASA), Save the Children are also working on assessments and response interventions. More details are awaited on the response from other organizations.

### Needs analysis and scenario planning

The State Disaster Management Authority and the Inter Agency Group have conducted post disaster needs assessment. The DREF strategy and activities were aligned with identified needs. However, given the scale of the disaster, the total amount of support made available under DREF was not sufficient to meet all urgent needs.

There was no change in the kind of relief support under the DREF operation or in the overall DREF allocation. There is no change in the budget allocations at this time. At the time of drafting this update, we have received bills and vouchers from one out of three states where DREF allocations were sent. At this point of time, since the information on actual expenditure is limited, we do not change allocations between DREF budget lines.

Procurement of relief items as planned under the DREF operation was progressing as per plan till the container with relief items reached the Kolkata port. The customs authorities have insisted on documentation for which only the IRCS Secretary General is the authorised signatory. Despite several attempts to convince the customs authorities that the

Secretary General position is vacant and all that currently official duties are being discharged by the Joint Secretary in-charge, the customs authority insisted on several documents and caused the delay in release of containers consisting of tarpaulins and mosquito nets, part of which are meant for distributions in Uttar Pradesh.

Secondly, local elections were held in Uttar Pradesh including in the project area as well. A new model code of conduct by the Election Commission has been in force to prevent any action that influences voters' decision making. Since relief distributions were delayed due to logistics issues, the district magistrate in Uttar Pradesh instructed the branch not to undertake relief distributions.

## **B. OPERATIONAL STRATEGY AND PLAN**

### **Overall objective**

The overall objective is to ensure that the immediate needs of the 5,000 flood-affected families are met through provision of emergency non-food relief items.

### **Proposed strategy**

The operation has focused on relief, providing the affected population, and especially those displaced, with essential non-food relief items. IRCS deployed SDRT / SERV volunteers, represented by both men and women, to carry out this operation. IFRC provided all necessary technical support to meet operational objectives.

The DREF operation focussed on the following areas:

1. Distribution of relief items<sup>1</sup> – available items released from IRCS warehouses – to 5,000 affected families
2. Replenishment of relief items<sup>2</sup> for 5,000 families
3. Deployment of RDRT / surge capacity members (three) to support the operations
4. Deployment of two NDRT / NDWRT members in different phases as per technical requirement
5. Post distribution monitoring using ODK
6. Lessons learnt workshop

A total of 5,000 families (3,000 in Bihar, 1,000 in Uttar Pradesh and 1,000 in West Bengal) in the worst affected districts of these states were supported through the DREF operation. Beneficiaries were identified through IRCS field assessments and in coordination with local authorities.

IRCS national headquarters released an initial consignment of relief items from its prepositioned stocks at its regional warehouse in Noonmati (Assam), Kolkata (West Bengal), Vikroli (Maharashtra) and Arakkonam (Tamil Nadu). The remaining items were procured and dispatched for distributions.

All relief items procured were according to Sphere Standards. Procurement was done after a screening of vendors who could provide relief items as per the standards.

In order to provide drinking water to affected communities, as planned under this operation, IRCS released one water purification unit, which was transported to Bihar. This could not be installed due to communal disturbance in the state during that time. A total of 50 IRCS volunteers were trained on hygiene promotion, who further disseminated hygiene promotion among 450 families in flood affected communities.

### **Beneficiary selection criteria**

Beneficiaries were selected through a participatory process involving the beneficiaries themselves, local authorities and IRCS volunteers. Beneficiary selection criteria focused mainly on families who had lost their houses, livelihoods, women headed households and differently abled persons.

Distributions under the operation was smooth, without any challenges, which demonstrated the capacity of the branches to handle beneficiary selection and distributions. However, beneficiary complaints and redressal mechanisms were established during all relief distributions to ensure accountability and transparency. A list of items distributed was displayed at each distribution site. In addition, volunteers were trained on beneficiary selection process, relief distribution methods, crowd management, etc.

### **Gender, diversity and protection**

Gender, diversity and protection issues were mainstreamed in this operation. IRCS was encouraged to deploy female SERV volunteers for assessment, beneficiary selection, distribution of relief supplies and hygiene promotion. Among others, areas of focus included prevention of sex and gender-based violence as well as child protection. Mainstreaming

<sup>1</sup> Mosquito nets - 2, Kitchen sets - 1, Tarpaulin - 2 per family

<sup>2</sup> IFRC will replenish Mosquito nets, kitchen sets and tarpaulins for 5,000 families.

of gender, diversity and protection issues also ensured that accountability lines were in place for response and prevention.

IRCS strives to capture sex and age disaggregated data for understanding the number and specific vulnerability of females to males based on their gender roles and age (i.e. to understand if a higher proportion of women, children or men are made vulnerable).

### **Beneficiary and community engagement and accountability**

Community engagement was ensured in selection of beneficiaries as well as distribution of relief items. As only a fraction of affected populations were targeted, the selection criteria was communicated clearly to beneficiaries and wider communities, so that people understood the rationale behind targeting.

Feedback and complaint redressal mechanisms were integrated into relief management to ensure that beneficiaries had access to timely and accurate information on the nature and scope of services provided by IRCS, as well as expected behavior of staff and volunteers. IRCS local volunteers and community members were used to support the assessments and were involved during the entire operation cycle.

## **Operational support services**

### **Human resources**

The operation has been largely managed by IRCS staff and volunteers at state and district levels, with further technical support and guidance from IRCS national headquarters and the IFRC team in Delhi. One RDRT member with WASH skills, from the IFRC Asia Pacific Regional Office was deployed to support Bihar state branch. The state branch has mobilised SERV volunteers, SDRT members. All operational expenses were covered in the operational budget. A NDRT member with communications skills was deployed with IRCS national headquarters to support the operations team on communication related issues.

### **Logistics and supply chain**

Logistics activities aim to effectively manage the supply chain, including procurement, customs clearance, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

For the operational support IRCS warehouses were used and no additional warehouse space were required to rent. The transportation of relief items from warehouse to distribution points were carried out by using rental trucks. All logistics and distribution related costs within the country were covered by this DREF.

IFRC CCST New Delhi provided logistical support to IRCS in local procurement of relief supplies and technical advice for this. It maintained close communication with IRCS to ensure transparency and accountability in the process of replenishment of relief stocks. International sourcing of relief goods was done through IFRC's Asia Pacific operational logistics, procurement and supply chain management (OLPSCM) department in Kuala Lumpur, which also provided additional technical logistics support to the team in Delhi, as needed. The replenishment of all Non-food relief items that were planned for the operation support have already been completed.

However, the operation faced some technical issues to custom clear internationally sourced relief items within the expected timeframe. Although all goods procured items were meant for replenishment as planned, due to operational changes, some of these items were sent for distributions. All procurements were completed within the project timelines. However, the customs clearance had delayed the dispatch of these materials to the distribution sites. The custom clearance facilitation process incurred some additional cost. By reporting time all goods custom cleared and delivered to IRCS warehouse.

### **Information technologies (IT) and Communications**

Two NDRT members were deployed at IRCS national headquarters and IFRC for communications and PMER surge support respectively. This includes media relations and public communications assistance that contributes towards the positioning of the National Society response and support in monitoring and reporting. The state branches ensured visibility and beneficiary communication during relief distributions. Banners and information charts of items distributed were put on display at all the distribution points. In addition, a complaint redressal mechanism was also activated.

### **Security**

IRCS and IFRC security focal points monitored the situation regularly. Any security concerns were handled with local authorities, IRCS national headquarters and state branches where appropriate, as per the existing security framework. State branch regularly monitored on the local security challenges. Due to security challenges, the RDRT member deployed in Bihar was advised not to travel to field location to organise a training on installation of water purification unit.

## **Planning, monitoring, evaluation, & reporting (PMER)**

IRCS oversaw all operational, implementation, monitoring, evaluation and reporting aspects of the present operation through its branches and volunteers in the flood affected areas. IFRC provided technical support in programme management to ensure the operation objectives were met.

Operation updates were scheduled to provide necessary information in relation to the progress of the operation, any changes in the situation during the reporting period, and any problem, constraint or unmet needs. A final report on the operation will be made available two months after the revised end of the operation timelines.

A review meeting was conducted in Bihar on 24-25 November 2017, to check if objectives of the operation had been met, understand operational challenges and gaps in planning. It has been decided to request for extension of DREF based on the review meeting inputs.

One NDRT member was deployed at IFRC for two months to support PMER work.

## **Administration and Finance**

Operational expenses such as volunteer per diem, accommodation, transportation, communication and coordination activities were factored in. Per diem, local travel and accommodation for volunteers and surge team members (NDRT / NDWRT) was implemented as per IRCS decision/directives. Procurement of relief items was done following IFRC standard procurement procedures. IRCS national headquarters provided finance and administration support to the operation, with support from the finance team at the IFRC office in Delhi.

The IFRC team in Delhi has been providing all necessary support for the operations. Finance capacity of the branches, especially around operational documentation and finance reporting were identified as one of the needs from the branches. The revised DREF strategy and activities included one training on finance, focusing on finance and programme staff from IRCS branches and national headquarters.

## C. DETAILED OPERATIONAL PLAN

### Health & care

**Needs analysis:** Stagnant waters for a long period of time posed the risk of increasing mosquito breeding. Dengue and chikungunya were already a high risk before. Breeding grounds created within flooded areas have the potential to increase risks for the vulnerable population.

**Population to be assisted:** 5,000 families will be assisted with mosquito nets (2 nets per family).

Health & care			
Outcome 1 The immediate and medium-term risks to the health of affected populations are reduced.	Outputs		% of achievement
		Output 1.1 Target population is reached with epidemic preparedness.	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Transport mosquito nets from IRCS warehouse for immediate distribution	x		100%
Distribute mosquito nets to 5,000 families		x	80%
Replenish 5,000 mosquito nets in IRCS warehouse	x		100%
Progress towards outcomes			
<p>Procurement of mosquito nets was completed and have distributed to Bihar and West Bengal, benefiting 4,000 families.</p> <p>However, due to local elections in one of the targeted provinces in Uttar Pradesh. According to a new model code of conduct issued by the Election Commission, relief distributions could not be carried out over a period of one month. The relief distribution in Uttar Pradesh will resume in December.</p>			

## Water, sanitation, and hygiene promotion

**Needs analysis:** Water sources were contaminated and people did not have access to safe drinking water. In Manipur, access to toilets was an issue as flood waters have inundated houses and sanitation facilities. There was an increasing risk of mosquito breeding due to stagnant flood waters.

**Population to be assisted:** There is no change in the number of people to be assisted in the DREF operation. The actual numbers assisted would be much more than the targeted number of beneficiaries. Beneficiary data is currently being documented.

Water, sanitation, and hygiene promotion			
Outcome 2 The immediate reduction in risk of water borne and water related diseases in targeted communities.	Outputs		% of achievement
		<b>Output 2.1</b> Daily access to safe water which meets Sphere and WHO standards is provided to target population.	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Coordinate with authorities to ensure affected people have access to safe water	X		100%
Install water purification units and distribute safe water in communities		X	Cancelled
Distribute safe bottled drinking water in to 1,000 families in communities (new activity)	X		100%
Establish monitoring and distribution system for water in communities		X	Cancelled
Progress towards outcomes			
<p>One water purification unit was transported to Bihar but its installation could not take place. An RDRT member who was deployed in Bihar was to provide technical support on the installation of water purification unit. However, due to communal disturbance during that time, the RDRT member was advised not to travel. Later the branch opted for water bottle distributions (through branch resources), which was quicker and easier. The need for more technical WASH resources such as capacity building on water supply, hygiene promotion was highlighted during the review meeting.</p> <p>The RDRT member carried out a 1-day orientation/training on Man-packs and introduction to e-WASH to a group of 4 volunteers. Some of the topics covered include theoretical session on installation of the Man-pack, site selection, mass water treatment and sanitation in emergencies.</p>			

Outcome 2 The immediate reduction in risk of water borne and water related diseases in targeted communities.	Outputs		% of achievement
		<b>Output 2.2</b> Knowledge on safe water, sanitation and hygiene by target population increased	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Mobilize and train volunteers to participate in hygiene promotion activities	X		100%
Conduct hygiene promotion activities (including hand washing and good hygiene practices) in target communities	X		100%
Progress towards outcomes			
<p>A total of 50 IRCS volunteers were trained on hygiene promotion in emergencies, who further disseminated hygiene promotion among 450 families in flood affected communities. The 1-day training-of-trainer session covered topics ranging from personal hygiene, household water treatment and safe storage, and demonstrations of proper hand washing technique and preparation of oral rehydration solution.</p>			

## Shelter and settlements

**Needs analysis:** People in Bihar, Uttar Pradesh and West Bengal are affected by floods every year. The communities have coping capacities and are prepared for floods.

**Population to be assisted:** There is no change in the number of beneficiaries or in the criteria for selection of beneficiaries. Communities are engaged in the selection of beneficiaries and relief management, which is further vetted by government functionaries.

Shelter and settlements			
Outcome 3 The immediate shelter and settlement needs of the target population are met	Outputs		% of achievement
		Output 3.1 Essential household items are provided to the target population	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Coordinate with government authorities, identify, register and verify beneficiaries	X		100%
Procure non-food relief items adequate to meet the needs of 5,000 households	X		100%
Mobilize volunteers and provide orientation on distribution protocols	X		100%
Distribute NFRI	X		83%
Undertake post-distribution monitoring	X		50%
Progress towards outcomes			
IRCS local branches coordinated with the local authorities in all relief distribution.			
Distribution of kitchen sets has been completed in Bihar and West Bengal. In Uttar Pradesh, out of the target 1,000 families, 300 families have received the kitchen sets; distributions are pending for 700 families. This is in addition to the 2,000 tarpaulins and 2,000 mosquito nets that are pending distribution in Uttar Pradesh.			



Distribution on relief items in Bihar, (Photo: IRCS)



Distribution on relief items in West Bengal, (Photo: IRCS)

Outcome 3 The immediate shelter and settlement needs of the target population are met	Outputs		% of achievement
		Output 3.2 Emergency shelter assistance is provided to the target population	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Coordinate with government authorities, identify, register and verify beneficiaries	X		100%
Procure tarpaulins adequate to meet the needs of 5,000 household	X		100%
Mobilize volunteers and provide orientation on distribution protocols	X		100%
Distribute tarpaulins		X	80%
Undertake post-distribution monitoring	X		50%
<b>Progress towards outcomes</b>			
Distribution of tarpaulins has been completed in Bihar and West Bengal and is pending in Uttar Pradesh due to delay of distribution caused by local elections and arrival of items. Elaboration is explained above.			



Hygiene promotion orientation in West Bengal, (Photo: IRCS)



Hygiene promotion ToT facilitated by RDRT member in Bihar, (Photo: IRCS)

## Quality programming

**Needs analysis:** The operation has deployed teams for beneficiary registration and relief distributions, which is crucial in the operation.

Quality programming/ Areas common to all sectors			
Outcome 4 Assessment and analysis, regular monitoring is used to inform the design and implementation of the operation	Outputs		% of achievement
		Output 4.1 Needs assessments are conducted and response plans updated per findings	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Mobilize staff and volunteers for beneficiary registration, distribution (NDRT/ NDWRT/ RDRT)	x		100%
Progress towards outcomes			
One RDRT for WASH and two NDRTs are deployed in Bihar, together with IRCS branches volunteers, in conducting field assessment and assisting in the distribution process.			

Outcome 4 Assessment and analysis, regular monitoring is used to inform the design and implementation of the operation	Outputs		% of achievement
		Output 4.2 Additional assistance is considered where appropriate and incorporated into the plan	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Ensure the any adjustments to initial plans are informed by continuous assessment of needs	x		80%
Conduct post-action surveys to determine the level of satisfaction among beneficiaries and rectify any concerns raised		x	0%
Conduct lesson learnt workshop	x		100%
Progress towards outcomes			
<ul style="list-style-type: none"> <li>Monitoring of activities was carried out by IRCS and IFRC on a continuous basis, through joint skype calls with all branches implementing DREF operations, etc.</li> <li>ODK kit was dispatched for Bihar to facilitate relief distributions, and also conduct the post-action surveys, which is now collecting information from branches volunteers.</li> <li>A lesson learnt workshop was conducted on 24-25 November 2017, findings is now being consolidated.</li> </ul>			

<b>Outcome 4</b> Assessment and analysis, regular monitoring is used to inform the design and implementation of the operation	<b>Outputs</b>		<b>% of achievement</b>
	<b>Output 4.3</b> Mechanisms are in place to facilitate two-way communication with and ensure transparency and accountability to affected people		50%
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>
	<b>Yes (x)</b>	<b>No (x)</b>	
Provide appropriate information, including on the scope and content of projects, to affected people	x		50%
Beneficiary complaint redressal mechanism will be established during relief distribution	x		50%
<b>Progress towards outcomes</b>			
Beneficiaries selection criteria and distribution list were posted in the communities prior to distribution. IRCS local branches closely communicated and coordinated with local authorities regarding DREF activities.			

<b>Outcome 4</b> Assessment and analysis, regular monitoring is used to inform the design and implementation of the operation	<b>Outputs</b>		<b>% of achievement</b>
	<b>Output 4.4</b> Management of the operation is informed by an appropriate monitoring and evaluation system		20%
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>
	<b>Yes (x)</b>	<b>No (x)</b>	
Support documentation of data, financial management	x		30%
Use ODK kit for relief distribution, monitoring of beneficiaries and data management	x		10%
<b>Progress towards outcomes</b>			
One ODK kit was dispatched to Bihar for relief distribution and beneficiaries survey, due to some technical and management issue, this process is still ongoing. The delay on applying ODK for relief distribution in Bihar will be reflected in the upcoming review meeting report.			



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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.

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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**.

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