



Comoros Red Crescent Volunteers administering first aid to a wounded demonstrator in Moroni.

Appeal: MDRKM010	Total DREF Allocation: CHF 66,310	Crisis Category: Yellow	Hazard: Civil Unrest
Glide Number: -	People Affected: 10,000 people	People Targeted: 1,000 people	
Event Onset: Sudden	Operation Start Date: 25-01-2024	Operational End Date: 29-02-2024	Total Operating Timeframe: 1 months
Targeted Areas: Grande Comore (Njazidja), Anjouan (Nzwani), Moheli (Mwali)			

The major donors and partners of the IFRC-DREF were the Red Cross Societies and governments of Australia, Austria, Belgium, Britain, China, Czech, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, Liechtenstein, Malta, Norway, Spain, Sweden, Switzerland, Thailand, and the Netherlands, as well as DG ECHO, Mondelez Foundation, and other corporate and private donors. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.

Description of the Event

Date of event

17-01-2024

What happened, where and when?

After the elections on January 14, 2024, the electoral commission announced a resounding victory for the outgoing president and governors, with low voter turnout of 16.30%. However, the opposition disputed the results and accused the government of ballot stuffing and fraud, leading to widespread demonstrations across the country.

The protests turned violent, with protesters blocking roads, setting fire to buildings and vehicles, and clashing with police and the military. This resulted in injuries and arrests, leading to further instability and a night-time curfew being imposed.

The Comorian Red Crescent volunteers provided emergency medical assistance to those injured in the clashes, with some patients requiring transfer to hospitals. Schools, markets, and businesses were maintained closed, and internet access was disrupted, exacerbating the situation.

Despite the Supreme Court's confirmation of the election results on January 24, opposition leaders continued to dispute the outcome and call for further protests. The government imposed a 5-day curfew and deployed a large number of security forces to maintain order, anticipating further unrest.



Comoros Red Crescent volunteers transporting a wounded person for first-aid

Scope and Scale

In the wake of the controversial election results in the Comoros, tensions continued to rise across the country, fueled by opposition demands for a fair and transparent electoral process. As the potential for further unrest loomed, the Comorian RC remained on high alert, ready to provide assistance to those impacted by the violence and turmoil.

According to the situational analysis, two scenarios were expected to unfold:

In the scenario # 1, it was anticipated a low impact with limited protests that could have occurred in the aftermath of the final results' announcement, largely contained by government forces. It was analyzed that although the situation would remain volatile, the impact was expected to be localized, affecting fewer than 100 people.

Scenario #2 was expected with high impact. This scenario anticipated the possibility of widespread riots and civil unrest which could not be ruled out, as protesters and security forces clash on a larger scale. The government could cut off communication networks to prevent escalation, and widespread destruction and displacement of people was anticipated, jeopardizing the economy and basic needs of the

population. Hundreds of lives and livelihoods assumed to be at stake, with increased arrests, injuries, and displacement likely to ensue. This scenario was backed by an analysis of the past coup since independence of the country and the various pre-electoral socio-economical dynamic that could feed the demonstrations.

In the above two most likely scenarios, the NS planned this intervention in an initial one month and according to the scenario 1 which materialized with limited escalation of the violence. The calls from the opposition for further protest was reported in the country but didn't spread long-term or high scale of unrest. The situation calmed down within two weeks instead of escalating into widespread violence. This operation remained under scenario 1 and within the planned anticipated scope.

Source Information

Source Name	Source Link
1. Media for the information on caseload	https://www.reuters.com/world/africa/night-curfew-imposed-comoros-after-presidents-re-election-sparks-protests-2024-01-18/

National Society Actions

Have the National Society conducted any intervention additionally to those part of this DREF Operation?	No
Please provide a brief description of those additional activities	-

IFRC Network Actions Related To The Current Event

Secretariat	The Comoros Red Crescent was supported by the IFRC through the IFRC CCD based in Antananarivo, which provided coordination, technical guidance and financial support. Several meetings and telephone exchanges were organized with the IFRC Delegation based in Madagascar and Nairobi.
Participating National Societies	French Red Cross (PIROI) is based in Comoros and was supported by the HNS to cover the volunteers' expenses on the interventions organized on the election day.

ICRC Actions Related To The Current Event

ICRC is not present in Comoros, but the IFRC regional office remained in liaison with ICRC (Nairobi office) for updates.
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Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	The National authorities invited the population to stay calm and act no harm actions.
UN or other actors	All humanitarian partners displayed messages on peace and encouraging negotiations.
Are there major coordination mechanism in place?	



The Comorian Red Crescent worked in close coordination with the military, fire brigade, the population and health systems (hospitals and health centers). The Ministry of Health coordinated the overall initiatives.

Needs (Gaps) Identified



By the time this DREF was launched, the protest was already reported with 1 death and several injuries as a result of the escalation of the demonstrations after the announcement of the results. The highest need was first aid for people who participated in the demonstrations and got injured. During demonstrations, there were tear gas, people got squeezed in the crowd when they were fleeing to protect themselves from the assaults. Following the demonstrations, there were teargas sprayed during the protest and some people needed to be assisted and received support to relieve the effects of gas or being referred for further support.

As clashes spread to Mohéli, the situation on the ground became increasingly volatile, with six individuals wounded as recorded by NS, including two of whom required hospitalization. In all affected areas, at least 25 injuries were reported. Access restrictions was also reported in some places.

Apart from first aid, the presence of volunteers was also needed to provide psychosocial support. Additionally, NS predisposed an ambulance to transfer the victims under health emergency that needed to be transferred to the hospital.

The status of the NS and its presence in the various localities where calls for protest were made gave access to rescue the people exposed to the injuries and affected by the situation. Through the RCRC principles, the needs of first aids and referral were taken care of.



Pregnant women, elders, handicapped and other people showing any sign of weakness or vulnerability were monitored during the demonstrations. Though schools were closed, the volunteers were sensitizing children to avoid joining the areas of demonstrations.

Operational Strategy

Overall objective of the operation

The objective of this operation was to address the needs of the population affected by post-election violence by providing assistance in health services and first aid, facilitating evacuations, and promoting protection, gender inclusion, PSEA (Protection from Sexual Exploitation and Abuse), and MHPSS (Mental Health and Psychosocial Support) in high-risk areas impacted by riots following the announcement of preliminary election results. The nine zones identified as high risk include Moroni, Iconi, Ntsoudjini, Mbeni, Mitsamiouli, and Foubouni in Grandes Comores, Mutsamudu and Ada in Anjouan, and Fomboni in Mohéli.

Operation strategy rationale

To achieve its objectives, the Comoros Red Crescent deployed its resources in coordination with hospitals, the army, police, and local communities. Prior to the announcement of the election results, 30 volunteers were mobilized at the regional Red Crescent office in Grande Comoros, while 5 national-level coordinators continued to monitor the situation and respond as necessary. Additionally, 20 volunteers were mobilized in Anjouan and another 20 in Mohéli for 20 days, in anticipation of the final results on January 24, 2024. Volunteers were stationed in high-risk areas to ensure that all affected individuals received assistance.

The following were the requirements for the DREF operation:

- 70 volunteers were deployed to provide assistance (first aid, PSEA, MHPSS, evacuations, etc).
- 5 volunteers coordinators.
- 5 first-aid kits per island.
- Fuel for the 2 cars and the ambulance in Grande Comoros.
- Cost for vehicle rental in Anjouan and Mohéli.
- Communication (internet, phone calls).

The NS provided briefings to volunteers on Safer Access, Code of conduct and fundamental principles of the Red Cross Movement. Regarding the first aid kits, the NS did not procure new kits specifically for this operation. However, as numerous first aid activities have been ongoing since January 16th, the NS borrowed kits from the PIROI stock, and the procurement for this DREF will be used for replenishment.



Targeting Strategy

Who was targeted by this operation?

The target was people from the nine zones at high risk of conflict: Moroni, Iconi, Ntsoudjini, Mbeni, Mitsamiouli, Foubouni, Mutsamudu, Ada and Fomboni. The operational plan focused on the worrying scenario to support 1,000 people among 10,000 at risk, with the significant caseload being people from the identified hotspot areas where violence risk was higher. However, in the event of the worst-case scenario, the operation was to be revised, if needs grew, and necessitated a bigger humanitarian intervention. The figure of 10,000 people represented 10% of the people who were anticipated to demonstrate. According to the preliminary results, approximately 100,000 people voted for the opposition. In addition, people located in the demonstration's areas were also concerned. In all aspects, PGI was considered.

Explain the selection criteria for the targeted population

Referring to geographical selection criteria, the highest hotspots zones were Moroni, Iconi, Ntsoudjini, Mbeni, Mitsamiouli, Foubouni, Mutsamudu, Ada and Fomboni.

- Individuals attending demonstrations, misbehaving acts, roads users, etc.
- Most vulnerable people (pregnant and lactating women, the elderly, people with disabilities, minority groups, the sick people, the injured people, etc).
- Much attention was put on detecting sexual gender-based violence, children protection by coordinating with experienced structures to provide necessary support.

Total Targeted Population

Women	300	Rural	20%
Girls (under 18)	-	Urban	80%
Men	700	People with disabilities (estimated)	-
Boys (under 18)	-		
Total targeted population	1,000		

Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

Risk	Mitigation action
Increased demand of intervention vis-à-vis the affected areas.	Close monitoring of the situation across the country. Comoros Red Crescent revised the Plan of action, trained and equipped more volunteers according to the new affected zones.
Difficulty accessing to targeted people due to the presence of violence and lack of security.	Safer access training was given to volunteers and staff. This gave volunteers and staff all the tools they needed to facilitate their access to and acceptance by the community. Key messages were disseminated to security forces (police, army, etc) and city government representatives as well. Strong coordination with the police, army and population. Involved local contacts and local volunteers. Advocacy sessions among the key authorities.



Please indicate any security and safety concerns for this operation

In the normal periods, Comoros is recognized to be a peaceful country. However, during this electoral period, security became a big concern, particularly in urban areas, where the situation escalated to violence and crash among the population and army/police. Security threats included demonstrations, spontaneous or planned riots, burning of vehicles and infrastructures, roads blockages, etc.

The security situation was assessed regularly among the Red Cross Partners (IFRC and French Red Cross) for exchanges of information on security and necessary measures that need to be taken. The NS communicated with the branches of the high-risk localities targeted in collaboration with the community authorities and provided regular updates on the situation. As usual, the NS representatives (SG and President) coordinated with city government officials, regarding NS role and operations.

To reduce the risk of RCRC personnel falling victim to crime and violence, active risk mitigation measures were adopted. Security orientation and briefing for all teams prior to deployment was undertaken to ensure the safety and security of response teams. Standard security protocols about general norms, cultural sensitivity, and an overall code of conduct were put in place. Minimum-security requirements was strictly maintained and applied to all NS staff and volunteers throughout the operation.

Has the child safeguarding risk analysis assessment been completed?

No

Implementation



Budget: CHF 58,202

Targeted Persons: 1,000

Assisted Persons: 22

Indicators

Title	Target	Actual
# of volunteers mobilised and deployed: (first aiders, stretcher-bearers, logisticians, PSS, GBV/PSEA, data managers, etc.)	75	75
# of first aid kits provided in the branches	15	15
# of people assisted by Red Cross staff/volunteers	1,000	22

Narrative description of achievements

- Through resources replenished under this DREF, NS ensured early deployment of 30 volunteers to the Red Crescent regional office in Grande Comoros, and to rescue people during the first demonstrations. The NS rescued and assisted 22 people affected by tear gas or injured during the clashes, further demonstrating the urgent need for humanitarian support. The targeted 1,000 people was not reached as the intervention supported those who were affected.
- NS organized and facilitated the call for blood donation at El Maarouf National Hospital and the transfer of two seriously ill patients added to the already dire circumstances of those supported.
- Recognizing the scale of the crisis, the Comorian Red Crescent acted swiftly, and deployed 75 volunteers across the three islands (Ngazidja, Mohéli and Ndzuani) for a period of 20 days.
- The team identified the need for the first aid kits, fuel for vehicles, communication tools, and rental cars for the two remaining islands, Anjouan and Mohéli, to support their critical humanitarian efforts on the ground.

In light of the potentially escalating crisis, the IFRC Emergency Response Unit (ERU) was placed on standby in Nairobi in preparation for a potential deployment, while maintaining close communication with local authorities and humanitarian organizations.

Despite the efforts of humanitarian organizations like the Comorian Red Crescent, the crisis had the potential to become a complex emergency, threatening the safety and well-being of thousands of people across the Comoros. The IFRC and its partners were prepared to respond to the evolving situation, ensuring that aid reached those most in need in a timely and effective manner.



- Comoros Red Crescent procured initial 15 first aid kits that were used to support the wounded people during the demonstrations. The first aid kits include betadine, steril compresses, examination gloves, velpeau tapes, plasters, etc.
- Furthermore, the volunteers assigned to this operation were trained on first basic psychological first aid and provided psychological support to people affected while delivering medical assistance. Due to urgency nature of their work, which involved providing a first aid and psychological assistance to those affected, the volunteers were unable to collect data specific to age groups.
- To leverage the most effective methodologies and practices, the Comorian Red Crescent with other partners conducted a knowledge-sharing session to identify key learnings from the operation.
- Comorian RC conducted a lesson learned workshop which addressed several challenges faced during the operation as explained under the Secretariat services section.

Lessons Learnt

- Urgent training of volunteers in conflict situations is essential to ensure they are adequately prepared to handle complex humanitarian emergencies.
- Public awareness campaigns are vital in promoting humanitarian principles and the neutrality of the Red Cross and Red Crescent Movement, serving as key tools for conflict prevention and resolution.
- The Comorian Red Crescent played a critical role in mitigating the crisis, protecting civilians, and building resilience within affected communities.

Challenges

Conducting the on-the-job training and mentoring of volunteers who did not receive formal training on safer access and responsibilities in conflict situations, was challenging due to the immediate nature of the response, this was leveraged by including the expertise of experienced volunteers.

Building trust and gaining access to affected populations was challenging; however, engaging local leaders and leveraging their influence within communities proved helpful, as widespread distrust can impede rescue efforts.



Secretariat Services

Budget: CHF 3,195

Targeted Persons: 75

Assisted Persons: 75

Indicators

Title	Target	Actual
Provide technical support in whole operation	75	75
# of Meetings organised for coordination, information sharing and monitoring	5	5
# of lessons learnt workshop participation	1	1

Narrative description of achievements

- With the IFRC guidance, Comorian RC conducted a lesson learned workshop which addressed several challenges faced during the operation including:
 - Review of Red Crescent interventions before, during, and after the elections, highlighting best practices and lessons learned.
 - Examination of safety aspect of the intervention and situation, particularly the safety and security of the team, collaboration with military and civil security agencies, focusing on successes and areas for improvement.
 - Discussion of challenges encountered and strategies to address them in the future. IFRC and Comorian RC staff met weekly to discuss how the operation was going on, its outcomes and challenges faced. IFRC provided technical support to the Comorian RC in managing the operation.



- Delegation supported the exploration/evaluation of the National Society's readiness capacity for different scale of conflict and potential opportunities for increased that capacity and the preparedness based on learnings from this intervention.

Lessons Learnt

- The NS interventions in unrest situation require continuous education of volunteers on security protocols and procedures for conflict situations, as well as humanitarian principles and values, to enhance their safety and professionalism.
- Based on the evaluation exercise done on this DREF operation, it was identified that continuous public awareness campaigns that promote the fundamental principles of the Red Cross and Red Crescent Movement, emphasizing its neutrality and humanitarian focus, are essential at all times to foster community understanding and support during similar situation.

Challenges

- Establishing and maintaining close collaboration with military and civil security agencies to ensure efficient coordination and mutual support during future conflicts and emergencies.
- It was challenging in securing volunteer insurance policies to provide financial protection and peace of mind for volunteers who put their lives at risk while serving their communities during crisis situations.



Budget: CHF 4,912

Targeted Persons: 75

Assisted Persons: 75

Indicators

Title	Target	Actual
# of monitoring missions	3	3
# of lesson learnt workshop	1	1
# of vehicle (including ambulances) involved	2	2

Narrative description of achievements

- At the local level, the heads of regional Red Crescent offices took charge of volunteer interventions, overseeing operations in at-risk areas such as Moroni, Iconi, Ntsoudjini, Mbeni, Mitsamiouli, and Foubouni on Ngazidja; Mutsamudu and Ada in Nioumakélé on Ndzouani; and Fomboni on Mohéli. Volunteers were also equipped with telephone credit, enabling them to promptly communicate with officials in the event of clashes between the population and military forces.
 - To ensure adequate support for their operations, the Comorian Red Crescent provided 2 vehicles and ambulances from its national office to the regional office on Ngazidja, while rental cars were deployed on Mohéli and Ndzouani to support field monitoring activities. A total of 3 monitoring missions were conducted.
- Furthermore, the Comorian Red Crescent engaged in regular consultations with the French Red Cross delegation and the IFRC cluster in Madagascar. These consultations allowed for the sharing of critical information about the rapidly-evolving situation, informing the collective efforts to provide humanitarian assistance and support to those affected by the crisis.

Lessons Learnt

- In order to ensure a more effective response in similar context in the future, the Comorian Red Crescent identified the necessity to establish conflict intervention groups in every region of the country. These groups were made up of trained volunteers who could be deployed quickly to areas where conflicts arose. This was a learning that has now been included as part of NS contingency. It was also noted that in cases of civil unrest or conflict, the conflict intervention groups established for each region as part of the NS contingency plan must receive systematic training in psychological first aid. This training is essential to equip them with the skills needed to provide emotional support to individuals impacted by conflict. This component was seen as crucial to the overall well-being and effectiveness of the volunteers as they provide assistance in potentially traumatic environments.



Challenges

- On Mohéli and Ngazidja, the management of volunteers and duty of care presented a particular challenge, as they had to navigate potentially dangerous situations, navigate barricades and roadblocks, and reach vulnerable populations while avoiding violence.
- The deployment of volunteers to remote or inaccessible areas proved difficult, as the barricades and security checkpoints set up by the military hindered their access to affected communities. This limited the Red Crescent's ability to effectively provide humanitarian aid to all people in need.



Financial Report

DREF Operation

FINAL FINANCIAL REPORT

MDRKM010 - Comoros - Civil Unrest

Operating Timeframe: 25 Jan 2024 to 29 Feb 2024

Selected Parameters			
Reporting Timeframe	2024/01-12	Operation	MDRKM010
Budget Timeframe	2024/1-12	Budget	APPROVED

Prepared on 10/Feb/2025

All figures are in Swiss Francs (CHF)

I. Summary

Opening Balance	0
Funds & Other Income	66,310
DREF Anticipatory Pillar	66,310
Expenditure	-44,782
Closing Balance	21,528

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items			0
PO02 - Livelihoods			0
PO03 - Multi-purpose Cash			0
PO04 - Health	54,650	41,269	13,381
PO05 - Water, Sanitation & Hygiene			0
PO06 - Protection, Gender and Inclusion			0
PO07 - Education			0
PO08 - Migration			0
PO09 - Risk Reduction, Climate Adaptation and Recovery	4,047		4,047
PO10 - Community Engagement and Accountability			0
PO11 - Environmental Sustainability			0
Planned Operations Total	58,697	41,269	17,428
EA01 - Coordination and Partnerships			0
EA02 - Secretariat Services	3,000	193	2,807
EA03 - National Society Strengthening	4,613	3,321	1,292
Enabling Approaches Total	7,613	3,513	4,099
Grand Total	66,310	44,782	21,528

[Click here for the complete financial report](#)

Please explain variances (if any)

- IFRC allocated through the DREF pot CHF 66,310. CHF 44,782 were spent by the end of the intervention to achieve the above-described milestones. The balance of CHF 21,528 will be returned to the DREF pot. The overall unspent balance is the result of different underconsumption due to less escalation of demonstrations and needs compare to the anticipated caseload. Hence, the NS did not use all the planned budget for the transports, volunteers and administrative costs that were initially planned to deliver bigger assistance than what finally materialized.
- The access challenges due to security restriction from Government also limited the movement of the team, reducing the human resources costs, logistic and IFRC travels during the period of the DREF.

- For the trainings, as indicated under the learnings, the requirements for the team included the first aids, PFA, security and CEA briefings that had higher cost than planned.



Contact Information

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

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DREF Operation

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FINAL FINANCIAL REPORT

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PO07 - Education			0
PO08 - Migration			0
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MDRKM010 - Comoros - Civil Unrest

Operating Timeframe: 25 Jan 2024 to 29 Feb 2024

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	1,200	1,200	0
Medical & First Aid	1,200	1,200	0
Logistics, Transport & Storage	5,900	5,296	604
Transport & Vehicles Costs	5,900	5,296	604
Personnel	42,863	24,552	18,311
National Society Staff	1,500	1,799	-299
Volunteers	41,363	22,753	18,609
Workshops & Training	6,300	8,335	-2,035
Workshops & Training	6,300	8,335	-2,035
General Expenditure	6,000	2,666	3,334
Travel	3,000	-7	3,007
Office Costs	1,000	674	326
Communications	1,500	1,812	-312
Financial Charges	500	186	314
Indirect Costs	4,047	2,733	1,314
Programme & Services Support Recover	4,047	2,733	1,314
Grand Total	66,310	44,782	21,528