

### Southwestern Indian Ocean | Tropical Cyclones



Mozambique Red Cross Society (Cruz Vermelha de Moçambique - CVM) disseminated early warning messages to at risk communities prior to landfall of Tropical Cyclone Jude in March 2025 in Nampula province. Photo: Keite Branquinho, CVM

<b>Appeal No:</b> <b>MDRS1005</b>	<b>To be assisted:</b> <b>Response: 230,700 people</b> <b>Readiness: 369,300 people</b>	<b>Appeal launched:</b> <b>18/12/2024</b>
<b>Glide No:</b> <b>TC-2024-000224-MOZ</b> <b>TC-2024-000224-MDG</b> <b>TC-2024-000225-COM</b>	<b>DREF allocated:</b> <b>Mozambique: CHF 1 million</b> <b>Madagascar: CHF 500,000</b> <b>Malawi: CHF 500,000</b> <b>Comoros: CHF 500,000</b> <b>Regional: CHF 250,000</b>	<b>Disaster categorization:</b> <b>Orange</b>
<b>Operation start date:</b> <b>16/12/2024</b>	<b>Operation end date:</b> <b>31/12/2025</b>	







**IFRC Secretariat funding requirement: CHF 6 million**  
**Federation-wide funding requirement: CHF 10 million <sup>1</sup>**

<sup>1</sup> The Federation-wide funding requirement encompasses all financial support to be directed to the National Societies in response to the emergency. It includes the National Society's domestic fundraising requests and the fundraising appeals of supporting Red Cross and Red Crescent National Societies (CHF 4 million), as well as the funding requirements of the IFRC.



*With support from IFRC and the Canadian Red Cross, MRCS is providing shelter kits to families affected by Tropical Cyclone Dikeledi. Photo: Edgardo Ricardo, IFRC*

## TIMELINE

-  **8 December 2024:** A tropical depression forms in the southeastern Indian Ocean basin.
-  **10 December:** This strengthens into a Category 4 tropical cyclone, named “Chido” by observers.
-  **11 December:** National Societies across the sub-region begin preparations for landfall.
-  **13 December:** MRCS activates its Early Action Protocol for cyclones.
-  **14 December:** Chido passes near Madagascar, Glorioso and the Comoros archipelago, causing severe destruction in Mayotte before continuing its path westward.
-  **15 December:** The cyclone intensifies before making landfall in northern Mozambique with winds of 240 kilometres per hour (km/h).



**16 December:** Chido reaches southern Malawi in the early morning hours, bringing strong winds and heavy rain, before weakening to a low-pressure system, bringing more disturbed conditions over southern Malawi and the neighbouring provinces of Mozambique.

**18 December:** IFRC issues Emergency Appeal (EA) for CHF 10 million to support National Societies in the sub-region in their response and readiness activities.

**19 December:** IFRC DREF releases a CHF 2.75 million loan to kickstart the EA.

**11 January 2025:** Another tropical cyclone that has been brewing, “Dikeledi”, then makes landfall in northern Madagascar.

**14-15 February:** Intense rainfall in Madagascar causes flooding along the Sisaony River, affecting 3,368 people. Malagasy Red Cross Society - Croix-Rouge Malagasy (CRM) volunteers are active at five evacuation centres.

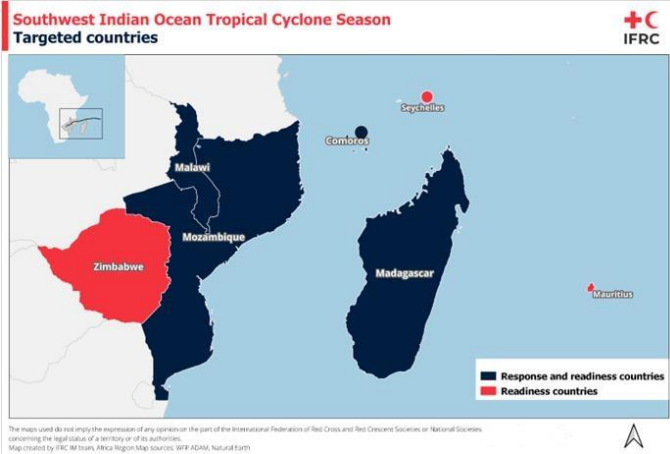
**23 February:** MRCS activates its Early Action Protocol for floods in Zambezia and Gaza provinces following significant rainfall.

**24 February:** Weather services issue alerts for two more tropical depressions forming in the Mozambique Channel and northwest of Madagascar.

**26-28 February:** Cyclone “Honde” forms in the Mozambique Channel and brings intense wind and rain to southern Madagascar. Cyclone “Garance” forms northeast of Madagascar, making landfall on La Réunion Island with gusts of up to 200 kilometres per hour. Mauritius issues cyclone alerts as well and receives minor damage.

# DESCRIPTION OF THE EVENT

## Cyclones bring a new level of destruction



Tropical Cyclone Chido was the first cyclone with a significant and destructive impact in the Southwestern Indian Ocean region of the 2024/2025 Cyclone Season, and this is forecast to be an early and above-average cyclone season, with particular risk to the Mascarene Islands, eastern Madagascar and Mozambique. Chido intensified into a powerful tropical cyclone on 11 December, reaching Category 4, with sustained winds of 220 km/h and gusts of up to 250 km/h and extreme central low pressure of 929 hPa. By 30 December, Chido had caused at least 172 deaths - 120 in Mozambique, 39 in Mayotte and 13 in Malawi - and over 6,300 reported injuries.<sup>2</sup>

The first country impacted was **Madagascar**, where Chido crossed about 100 km north of the northern tip of the island, the Diana Region. Its strength was felt across several districts, causing significant damage to infrastructure and displacing residents. The disaster affected more than 135,800 people<sup>3</sup> and heavy rains in the weeks following triggered flooding in several areas and impacted crops. With support from the Malagasy Red Cross Society (CRM), authorities continue to issue imminent danger warnings and take preventive measures, including evacuating at-risk communities.

The **Comoros** government declared one week of mourning following the cyclone, which affected 64,167 people in the islands of Anjouan and Moheli, including 171 families who lost their homes. Nine

<sup>2</sup> Mozambique: Intense Tropical Cyclone Chido - Flash Update No. 6, OCHA, As of 30 December 2024; Cyclone Chido has devastated Mayotte and Mozambique, 24 December 2024, <https://www.hi.org/en/news/cyclone-chido-has-devastated-mayotte-and-mozambique->; Malawi country plan

<sup>3</sup> Southern Africa: Tropical Cyclone Chido - Flash Update No. 1 - OCHA, 13 December 2024.

<sup>4</sup> Southern Africa: Tropical Cyclone Chido - Flash Update No. 1 - OCHA, 17 December 2024.

schools and 218 houses were damaged or destroyed, while 45 per cent of crops were affected.<sup>4</sup>

Chido caused extensive devastation in **Mayotte** too, with approximately 70 per cent of the population - about 230,000 people - severely impacted.<sup>4</sup> Nearly 35,000 homes were destroyed and the main hospital and airport were damaged, disrupting essential services and trade. There are now roughly 100,000 people temporarily housed in 70 accommodation centres without sufficient water, food or adequate hygiene and safety conditions.<sup>5</sup>

According to the Initial Rapid Assessment (IRA) conducted by the Displacement Tracking Matrix (DTM), in collaboration with Mozambique's Instituto Nacional de Gestão de Calamidades (INGC) (National Institute for Disaster Management), approximately 90,640 households<sup>6</sup> (455,513 individuals) have been impacted by the cyclone in Cabo Delgado, Nampula and Niassa provinces.<sup>7</sup> As of 30 December 2024, INGC data also indicated that 32,379 homes had sustained partial damage while 72,160 had been completely destroyed, resulting in a total of 104,539 damaged shelters across the affected provinces.

In **Malawi**, nearly 46,000 people have been affected in the aftermath of the cyclone's passage, with high winds destroying hundreds of homes. Since the onset of the rainy season, intense rainfall resulting from Malawi's position in the Intertropical Convergence Zone (ITCZ) has also continued to impact the central and southern regions, highlighting the need for continued disaster management and humanitarian aid.

National Societies of the Red Cross and Red Crescent continue to be present on the ground, fulfilling their humanitarian mandate by supporting search and rescue operations, providing first aid, emergency shelter and household items, and assisting with evacuation and family reunification and relocation.

## Cyclone Dikeledi disrupts schooling for 8,000

<sup>5</sup> France rushes aid to Mayotte after Cyclone Chido leaves hundreds feared dead, by Gerald Imray, Thomas Adamson and Rainat Aliloiffa, 18 December 2024, <https://apnews.com/article/mayotte-cyclone-chido-climate-weather-43890b2cee0d90e67b6263f278782334>

<sup>6</sup> The terms "household(s)" and "family(ies)" have been used interchangeably in the Operation Strategy.

<sup>7</sup> TROPICAL CYCLONE CHIDO | MOZAMBIQUE Flash Update, IOM DTM, 31 December 2024.

Tropical Cyclone Dikeledi made landfall in northern Madagascar on 11 January 2025, affecting more than 7,000 people. The storm brought heavy rainfall to the northern regions of the country, resulting in damage to 1,000 homes.<sup>8</sup> Schools resumed on 13 January in some areas in the north of Madagascar. However, school courses for over 8,000 children have been disrupted, as nearly 250 classrooms were damaged or destroyed by winds. The Government of Madagascar has since conducted a high-level visit in the north to scale up humanitarian assistance using the pre-positioned stocks deployed during Cyclone Chido.

Following its passage through Madagascar, Dikeledi then struck Mozambique on 14 January, affecting areas that had already been impacted by Chido in December, primarily striking the coastal province of Nampula. The storm brought sustained winds of 150 km/h, with gusts reaching 180 km/h, and over 200 mm of rain within a 24-hour period.<sup>9</sup> Initial rapid assessments conducted by DTM in collaboration with Mozambique's Instituto Nacional de Gestão e Redução do Risco de Desastres (INGD) (National Institute for Disaster Risk Reduction and Management), estimate that approximately 56,729 households (234,104 individuals) have been affected. By 20 January, preliminary data indicated that 31,898 homes had sustained partial damage while 24,101 homes had been completely destroyed, resulting in a total of 55,999 damaged shelters across the province.<sup>10</sup> INGD did activate Anticipatory Action protocols in Nampula before Dikeledi's landfall, opening four evacuation centres.

## Tropical Cyclones Garance and Honde

In late February 2025, two more systems, Moderate Tropical Storm Honde and Severe Tropical Storm Garance, then developed in the Indian Ocean, increasing in strength to cyclones. Intense rain and winds from Honde struck southern Madagascar on 28 February, affecting nearly 100,000 people and destroying over 10,000 homes. Garance made landfall on La Réunion the same day, knocking out electricity and water for most of the island's residents. Mauritius activated preparedness

protocols for Garance's expected impact too but received only minimal damage.

## Flooding increases

The flooding situation across Southeastern Africa, particularly in Madagascar, Malawi and Mozambique, has been severe due to heavy rainfall and the impacts of recent tropical cyclones. In **Madagascar** more than 2,800 people from 780 households were displaced due to the floods in Antananarivo in February 2025.<sup>11</sup> In **Malawi**, by 5 March, 40,178 households (approximately 180,801 people) across the country had been affected by flooding and intense rains. Floods have particularly affected southern and central districts, with more than 1,100 households displaced in Mangochi district in late January, and 440 households displaced in Chikwawa district in late February. Thirty-nine people lost their lives and 469 have been injured.<sup>12, 13</sup> And further rains are expected to continue over March and into April.

In **Mozambique**, heavy rains have been recorded in the North since the third week of February and river levels are continuing to rise, potentially leading to flooding in several areas of Namacurra and Maganja da Costa. MRCS activated its Early Action Protocol (EAP) for Floods on 21 February based on forecasts of severe flooding in the Licungo and Limpopo river basins. With three days (72 hours) before the flood's expected peak, its team acted swiftly to protect 10,000 people in the most vulnerable communities through anticipatory action.<sup>14</sup>

## Ongoing preparedness

Alongside the intense emergency relief work underway, the impact of Chido and Dikeledi underscores the importance of preparedness, readiness and resilience in the face of increasingly fierce tropical storms. Many of the affected areas continue to experience high levels of rainfall and heightened risk of flooding in addition to an above-average cyclone season.

This Emergency Appeal seeks to provide the necessary resources to the IFRC network to deliver

<sup>8</sup> Madagascar: Tropical Cyclone Dikeledi - Flash Update No. 3, OCHA, 15 January 2025

<sup>9</sup> DTM Tropical Cyclone Dikeledi | Nampula, Mozambique, Flash Update: 21 January 2025 EN/PTEN/PTEN/PT - Mozambique | ReliefWeb

<sup>10</sup> DTM Tropical Cyclone Dikeledi, Nampula, Mozambique, Flash Update: 21 January 2025, IOM and INGO

<sup>11</sup> HDCC Africa-1 Disaster Preparedness and Response - Bulletin Flash n°2\_FORTEPLUIE\_17 Février 2025 - 17h30.pdf - All Documents

<sup>12</sup> Department of Disaster Management Affairs, Press Release: Status on Disasters and Response Operations (Dated 5<sup>th</sup> March 2025)

<sup>13</sup> [Persistent rainfall caused flooding in the Mangochi District of Malawi in the last week of January 2025, displacing more than 1,100 households and resulting in 48 injuries and three reported deaths.](#)

<sup>14</sup> [The Mozambique Red Cross Society activates its Early Action Protocol for Floods - Anticipation Hub.](#)

humanitarian assistance. It also aims to enhance the readiness of National Societies and volunteers while strengthening the resilience of at-risk communities through the end of the cyclone season in April and beyond.

## Severity of humanitarian conditions

### 1. Impact on accessibility, availability, quality, use and awareness of goods and services.

- Extensive infrastructure damage, including destroyed homes, damaged hospitals and damaged airports, has disrupted essential services and commerce.
- The cyclone season is expected to last until the end of April, forcing communities to continue to prepare while recovering from previous cumulative disasters.
- Approximately 100,000 people are in temporary shelters without adequate water, food, hygiene or safety.
- Over 130,000 shelters were damaged or destroyed in Mozambique alone, severely impacting access to housing.
- There has been damage to crops, threatening food supplies.
- Emergency relief efforts aim to provide shelter, household essentials and basic services in accommodation centres, while establishing centres that meet humanitarian standards.

### 2. Impact on physical and mental well-being

- There have been at least 187 confirmed deaths and over 6,500 injuries.
- Search and rescue, first aid and psychological first aid (PFA) are critical components of the response.
- Cholera is endemic in Mozambique and cases are likely to increase. Prevention of disease outbreaks and provision of clean water, sanitation and hygiene kits are priorities.

### 3. Mental Health and Psychosocial Support (MHPSS) is also included in the humanitarian response.

### 4. Risks & vulnerabilities

- The most vulnerable include women, girls, children, the elderly and people with specific needs who require prioritization, protection and safe access to services.
- The communities with structural vulnerabilities, and those that were exposed to winds and floods, are at high risk, as are those with limited or disrupted access to basic needs like shelter, water, food and healthcare.
- Loss of homes, loss of livelihoods and damaged infrastructure exacerbate vulnerabilities in the affected regions.
- There is a high risk of water-borne or vector-borne diseases.
- The need for restoring family links will be closely monitored following intense storms.

**Table 1: Key impacts of cyclones Dikeledi, Honde, Chido and Garance, along with resulting floods**

Country	Number of people affected	Damage to homes	Damage to infrastructure	Areas affected
Comoros	64,000	171 families lost their homes	Schools damaged or destroyed; severe damage to crops.	Islands of Anjouan and Moheli
La Réunion	50,000+	No data available yet	Loss of electricity and water on most of the island.	Entire island
Mayotte	230,000	35,000 homes destroyed	Main hospital and airport damaged.	Entire island
Mozambique	622,000+	Over 130,000 shelters damaged or destroyed	Water and sanitation infrastructure, power and communications damaged, roads, bridges and other infrastructure damaged.	Cabo Delgado, Niassa and Nampula provinces

Madagascar	110,513+*	11,000+ homes destroyed*	Agricultural land and WASH facilities damaged.	34 districts
Malawi	206,800**	10,036 homes partially damaged or completely destroyed	Extensive damage to school blocks, health facilities and sanitation facilities.	Across 23 districts in the southern and central regions of Malawi
Total	1.2 million+			
<p>Note: data sources are in the Description section of this Operational Strategy.  *Assessments for cyclones Honde and Garance are still underway and may change these figures.  **Malawi figures may include persons that were impacted by Cyclone Chido and flooding consecutively.</p>				

## CAPACITIES AND RESPONSE

### 1.1. National Society response capacity

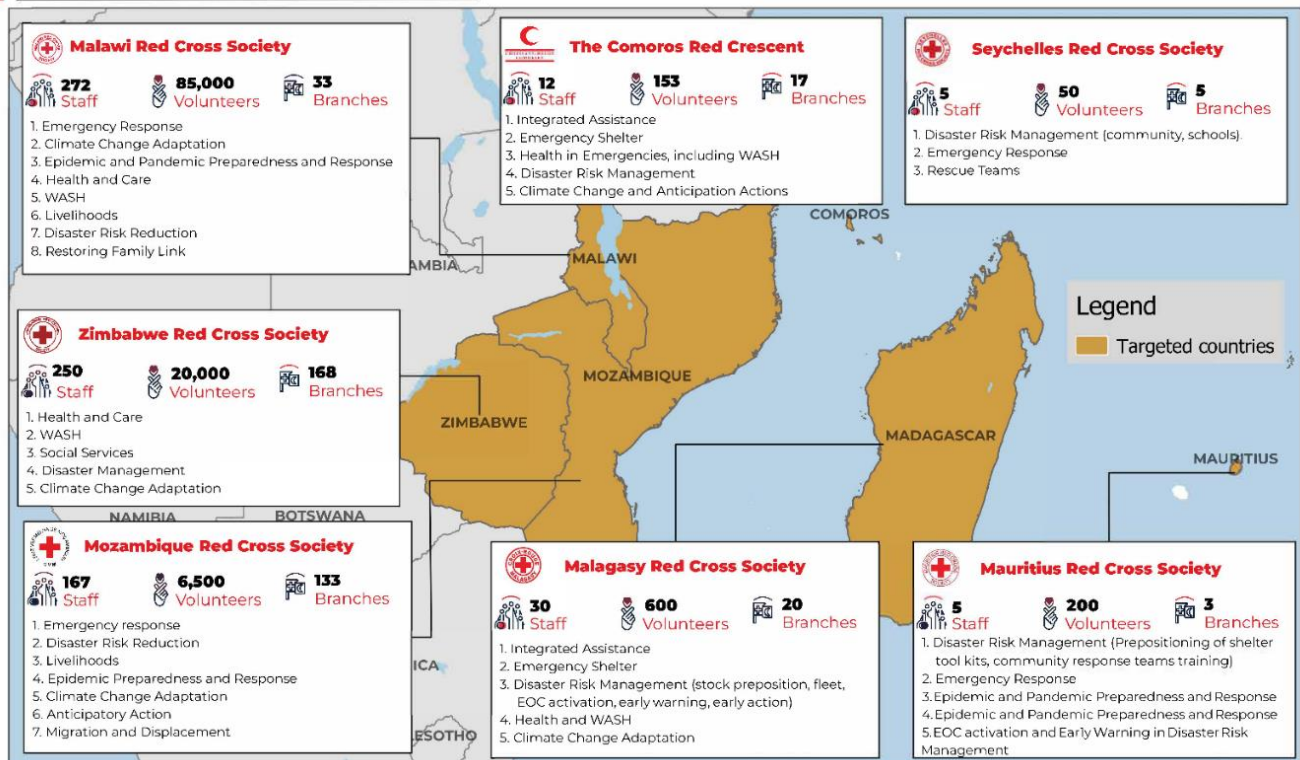
The National Societies in the Southwestern Indian Ocean sub-region of Africa have extensive experience managing natural hazards and public health crises. Much of their work focuses on disaster preparedness, immediate response and long-term recovery. RCRC volunteers, as part of the communities, have been trained in disaster preparedness and early warning systems. The National Societies manage warehouses with pre-positioned supplies and have transport capacity and IT resources to support communication and operations. They also have strong acceptance within the affected communities and with national authorities, facilitating response operations. Overall, Red Cross Societies play a crucial role in mitigating the impact of cyclones through comprehensive preparedness, rapid response and sustained recovery efforts. Their work saves lives and helps communities become more resilient.

#### Branches/chapters and volunteers

These National Societies have a significant number of volunteers and branches. For instance, the Malawi Red Cross Society has 85,000 volunteers and 33 branches, Mozambique Red Cross has 6,500 volunteers and 133 branches, the Malagasy Red Cross has 600 volunteers and 20 branches, and the Red Crescent has 153 volunteers and 17 branches in Comoros. These numbers show strong mobilization capacity and local reach.

# Operations and Capacities of the Operating National Societies

27 February 2025



The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Map data sources: GADM, RCRC, IFRC. Map produced by: IFRC Africa Region Office, Nairobi.



## Disaster response teams

The National Societies in all of these affected countries have specialized disaster response teams at the national and district levels. These teams quickly deploy to assess damage, coordinate search and rescue operations and provide humanitarian assistance. Madagascar Red Cross was able to quickly deliver shelter and hygiene kits (provided by the Canadian Red Cross) in Nampula province. In **Malawi**, disaster response teams from the National Society worked with community disaster response services to disseminate early warning messaging to 600,000 people ahead of Cyclone Chido. The teams also supported response to the needs of community members displaced by the cyclone and subsequent flooding with shelter and household items. In **Madagascar**, teams provided initial assessment of cyclone-affected areas, as well as supporting evacuation centres for Chido and Honde, and flooding in Antananarivo. The **Mauritius Red Cross** activated disaster response teams for Agalega during Cyclone Chido and are on standby for the effects of Cyclone Garance. The National Society there also provides Psychosocial Support (PSS) to affected community members via telephone. The Comoros Red Crescent mobilized disaster response teams during cyclones Chido and Dekeledi as well.

## Connection with existing programmes and partners

National Societies coordinate directly with national disaster management authorities and local entities. Through its country cluster delegations, IFRC supports coordination with in-country IFRC members and ICRC. Activities are coordinated with the French Red Cross's (FRC) Plateforme d'Intervention Régionale Océan Indien (PIROI) (Indian Ocean Regional Intervention Platform). PIROI has existing SOPs developed with **Comoros, Madagascar, Mauritius, Mozambique and Seychelles** that have been activated throughout the cyclone season and that continue to provide critical support in logistics and early warning throughout the region. FRC-PIROI provided emergency response support in Comoros and Madagascar through the Crisis Modifier for Tropical Cyclone Chido and contributed to general coordination as defined in the SOPs.

5. In **Mozambique**, there is close engagement with ICRC and the response complements ICRC support in Cabo Delgado. Coordination with UN agencies, Humanitarian Country Teams (HCTs) and other stakeholders is

ongoing. In **Madagascar**, MRC has an ongoing partnership with the Foreign, Commonwealth & Development Office (FCDO), aimed at improving resilience and early action for weather-related events. MRC has integrated its response and preparedness work within the existing programme with a networking approach to extend existing resources to more regions. In **Malawi**, the Red Cross Society coordinates with UN agencies, also through ongoing programmes, technical working groups and the cluster systems. The initial response to Chido was supported by DRC-supported ongoing programmes and emergency responses, e.g., the ongoing programme "Enable effective disaster risk management through systems for inter-agency anticipatory action using a multi-hazard, multi-sectoral approach" which is implemented alongside World Food Programme/ Food and Agriculture Organization.

## 1.2. Capacity and response at the national level

The Red Cross and Red Crescent National Societies are key players in disaster response at the national level, working closely with national and district authorities. National Societies have extensive experience managing natural hazards and public health crises, focusing on preparedness, immediate response and long-term recovery. They train volunteers in disaster preparedness and early warning systems and deploy specialized disaster response teams to assess damage and provide immediate relief to affected areas.

IFRC supports National Societies in coordinating with in-country members and with ICRC. Each National Society maintains direct coordination with national disaster authorities and local entities. The IFRC Secretariat supports needs assessments, supply chain management and coordination of the IFRC Network. National Society volunteers disseminate early warnings in affected areas, conduct damage assessments and provide first aid. They offer health services and psychological support and help restore family links.

In preparation for cyclones, National Societies have activated their preparedness plans and activities as well. For example, Malagasy Red Cross have deployed branches to disseminate early warnings, and MRCS activated its Cyclone Early Action Protocol and mobilized stocks to the areas expected to be impacted prior to Cyclone Chido making landfall. Comoros Red Crescent began early coordination with the national authorities and partners, and Malawi Red Cross continually activated contingency plans in advance of Chido and continued rainfall, as well as activation of Anticipatory Action mechanisms to support dissemination of early warning messaging in 10 districts. At IFRC, coordination mechanisms were set up at the regional level with the National Societies and also with PIROI. NSs also coordinate with UN agencies and other stakeholders to avoid duplication of effort.

After cyclones Chido and Dikeledi and their resulting flooding, National Societies conducted rapid assessments and delivered emergency responses. For example, MRCS distributed shelter toolkits supplied by the Canadian Red Cross. IFRC deployed several surge profiles to assist National Societies with coordination, operations management, supply chain management and planning monitoring evaluation reporting (PMER). Additionally, the Information Management team from the Country Cluster Delegation and Regional Office has been supporting the creation of maps and data visualizations.

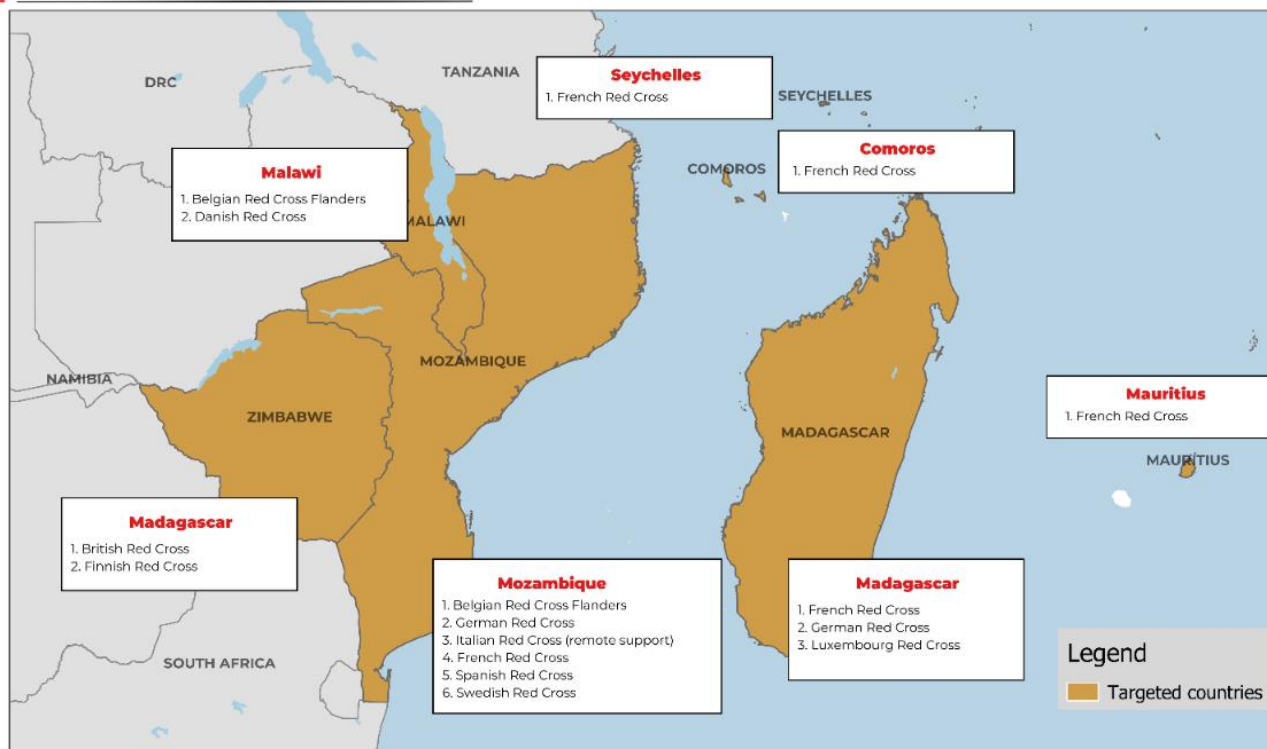


*Malawi Red Cross Society NDRT member conducting detailed assessment in cyclone-affected districts. Photo: Malawi Red Cross*

## 2. International capacity and response

## 2.1 Red Cross Red Crescent Movement capacity and response

### PNS Presence.



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Map data sources: GADM, RCRC, IFRC. Map produced by: IFRC Africa Region Office, Nairobi.

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### IFRC membership

IFRC facilitates coordination of its membership primarily through the Operating National Societies in the Southwestern Indian Ocean sub-region, based on their preparedness and response plans. It supports them with needs assessments, supply chain management, resource mobilization, PMER-IM and coordination with ICRC. It scales up preparedness through activities like community resilience and training for disaster response teams.

IFRC membership in the affected countries includes various Participating National Societies (PNSs), such as the French Red Cross, German Red Cross and Luxembourg Red Cross in Madagascar. Mozambique has the Swedish Red Cross, Spanish Red Cross, German Red Cross, Belgian Red Cross (Flanders) and Italian Red Cross. Malawi has the Danish Red Cross and Belgian Red Cross (Flanders). These PNSs contribute through financial support, material aid and technical expertise. IFRC coordinates with the PIROI and pre-positions equipment as well.

IFRC also supports coordination at the Humanitarian Country Team (HCT) and cluster levels through a sub-regional operations team. The Canadian Red Cross has provided support for a Regional Operations Coordinator and Field Coordinator positions for this team. Based in Maputo, the Sub-regional Operations team is also supporting Country Cluster Delegations (CCDs), Country Delegations and affected National Societies with support for operations and supply chain management, as well as Monitoring & Evaluation (M&E). ICRC.

ICRC is present in Mozambique's Cabo Delgado province, where it complements MRCS's response and readiness plan. It provides technical expertise in Restoring Family Links (RFL) to all National Societies, ensuring that families separated by disaster can be reunited.

## 2.2 International Humanitarian Stakeholder capacity and response

International organizations, UN agencies, donors and foreign governments are actively involved in responding to the crisis, coordinating through HCTs and cluster systems. The Red Cross and Red Crescent National Societies are working closely with these entities to coordinate efforts and avoid duplication. IFRC and National Societies actively participate in HCTs and relevant cluster coordination meetings as well, to ensure that their activities complement other aid efforts.

The French government, through the Ministry of the Interior, has also been involved, particularly in Mayotte, where it reported on the extensive damage. French Red Cross is a key player too, leading the PIROI, which provides resources and support in the sub-region. Foreign governments such as Germany, Sweden, Spain, Belgium and Italy contribute through their respective National Societies too.

IFRC facilitates coordination with these diverse actors, ensuring a cohesive approach to emergency response. It collaborates closely with regional such as Southern African Development Community Humanitarian Operations Centre and national meteorological and disaster management organizations to support preparedness and readiness activities. The IFRC Secretariat supports needs assessments, reporting and defining targeting criteria in the response phase, further integrating international aid efforts.



*IFRC participated in a joint monitoring visit organized by the Shelter/CCCM Cluster to assess evacuation sites for the floods in Antananarivo in February 2025. Malagasy Red Cross staff and volunteers participated as well. Photo: IFRC*

## 6. Gaps in the response

The Southwestern Indian Ocean (SWIO) Tropical Cyclones have significantly impacted Comoros, Madagascar, Malawi, and Mozambique with more than 1 million people affected and 200,000 people displaced. Likewise, the Tropical Cyclone Chido and Tropical Cyclone Garance have affected the islands of Mayotte and La Reunion, including FRC-PIROI warehouses which normally provide critical response capacity for the region. The cyclones have devastated property and infrastructure, leaving people without homes and destroying livelihoods. In the aftermath of such climate emergencies, effective management of housing, land, and property rights is vital to ensure that affected populations can secure their homes and restore their livelihoods.

Assessments conducted by the National Society in Comoros, Madagascar, Malawi, and Mozambique revealed that the cyclones have affected lives and infrastructure, creating a need for safer shelter and essential household items, food security and restoring livelihoods, multi-purpose cash assistance (MPCA), hygiene supplies, water and sanitation facilities, medical supplies, and MHPSS for the impacted communities. There is a need for early recovery and longer-term recovery and preparedness for the forecasted impact of further floods and cyclones.

Consecutive cyclones and flooding events have destroyed more than 100,000 homes across Mozambique, Madagascar, Malawi, and Comoros<sup>15</sup>. The families whose houses were destroyed or damaged need emergency shelter support and essential household items such as tarpaulin, shelter tool kits, sleeping mats, kitchen sets. As of 15 March 2025, the Red Cross has provided shelter materials, such as plastic tarpaulins, tents, and shelter kit for home repair kits, to more than 2,400 affected families in Mozambique. Likewise, with the support from Danish Red Cross, Malawi Red Cross Society provided cash to 1,664 households in Blantyre and Phalombe to address their urgent needs, primarily for shelter and enable households to relocate to safer areas. However, needs remain high, especially in rural areas and communities with more fragile housing in Mozambique and other affected countries. Despite the efforts made, many families still require additional help to establish adequate temporary shelters as well as support for durable shelter.

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<sup>15</sup> Consolidated impact tracking sheet managed by regional operation team.

Likewise, households in the affected areas have lost food stocks and agricultural land, some have lost livestock, and traders have lost stocks that they would have sold to earn an income. People who were already in debt will struggle to repay due to a reduced means of income. Households reliant on agriculture need support for replanting, while families depending on livestock or fishing require help to replace lost animals and equipment. The flood analysis also showed that 62,684 hectares of cropland were destroyed by the inundation resulting in significant production losses, severely impacting livelihoods and food security in Mozambique<sup>16</sup>. Therefore, it is crucial to support the restoration of livelihoods through in-kind assistance or cash and voucher assistance (CVA).

The health needs in affected countries are extensive and require a coordinated response from governments, and humanitarian organizations. The tropical cyclone has damaged or destroyed health facilities in the affected countries particularly in Mozambique. The Nampula Provincial Health Directorate (DPS) reports significant disruption in the provision of health services as 81 health units were affected, and medical supply shortages limit the availability of emergency response and routine care. Additionally, the provinces of Nampula and Zambézia in Mozambique are currently experiencing a cholera outbreak across six districts with a case fatality rate of 2.4 per cent<sup>17</sup>. Mozambique Red Cross Society in close coordination with health authorities and in-country Red Cross Red Crescent partners has been conducting awareness campaigns to educate communities about cholera transmission, prevention methods, and the importance of hygiene practices, such as handwashing and safe food preparation. There are high needs of medical supplies, health and hygiene promotion activities.

Mental health and psychosocial support needs of people affected by the tropical cyclones are significant due to the extensive destruction and trauma caused by the cyclones. Many individuals have experienced loss of family members, homes, and livelihoods, leading to increased levels of trauma and grief. Psychological first aid and counselling services are urgently needed to help individuals cope with their losses, particularly for vulnerable populations such as children and the elderly who may be more affected by the trauma of displacement and loss. As of 10 March 2025, with the support of Danish Red Cross, Malawi Red Cross Society reached more than 2,800 people with MHPSS activities in Phalombe district. Such supports need to be continued in all affected area.

The cyclones have led to significant flooding, which has contaminated existing water sources. There is an urgent need for water purification efforts to ensure access to safe drinking water for affected populations.

Many sanitation facilities have been destroyed or rendered unusable due to the cyclones. Immediate repairs and the establishment of temporary sanitation solutions are necessary to prevent outbreaks of diseases such as cholera. Furthermore, there is a pressing need for hygiene promotion activities to educate communities about the importance of handwashing, safe food preparation, and waste management practices to mitigate the risk of disease transmission. There is need for provision of hygiene kits that include soap, sanitary items, and water purification tablets can help improve hygiene practices among affected populations. Mozambique Red Cross Society with the support of IFRC and Canadian Red Cross provided hygiene kit to 500 households in Nampula, Mozambique in February 2025.

Vulnerable groups, such as women, children, the elderly, and people with disabilities, face a higher risk of exploitation and abuse. Protection must be prioritized, especially in shelters, to prevent gender-based violence and ensure the inclusion of those most in need. The lack of necessary items for children to return to regular activities, such as school, is limiting child protection efforts. On 17 February 2025, a joint assessment by Shelter/Camp Coordination and Camp Management, including IFRC/Malagasy Red Cross Society, in Madagascar emphasized that a lack of a partition system in the tents and insufficient light increases the risk of gender-based violence in the evacuation centres. National Societies in the affected countries have oriented volunteers on protection gender and inclusion prior to their mobilization in the field for assessment and response activities.

Communities in tropical cyclone prone area lack adequate early warning systems. Additionally, the destruction of plantations increases the exposure to future flooding risks. The impact of successive tropical cyclones this

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<sup>16</sup> OCHA Mozambique – Tropical Cyclone Jude Flash Update No. 5, 19 March 2025

<sup>17</sup> OCHA Mozambique Tropical Cyclone Jude, Flash Update No. 5, as of 19 March 2025

season has further highlighted the need for increased regional coordination for preparedness and response activities to increase the capacity of National Societies to prepare and respond to large-scale hazards.

## **Operational constraints**

Several practical, logistical, technical and human resource barriers could hinder effective emergency operations. Damage to infrastructure, such as roads and airports, can disrupt the supply chain, making it challenging to transport essential goods and personnel. The destruction of warehouses, like the FRC-PIROI facility in Mayotte, also poses significant logistical challenges. Additionally, communication infrastructure might be damaged, complicating coordination efforts. Human resource barriers include needing trained volunteers, especially in areas without existing National Society structures. The safety of volunteers is a concern too, particularly during search and rescue operations and in areas with potential for insecurity. Technical challenges arise from establishing and maintaining early warning systems and quickly assessing damage and needs in a constantly evolving situation.

To mitigate these barriers:

- IFRC supports setting up an efficient supply chain and ensures the quality of items provided.
- Pre-positioning stocks in at-risk areas and strengthening supply chain to facilitate the rapid mobilization of goods.
- IFRC is deploying surge capacity and supporting the coordination of the Movement Network and, with ICRC and FRC- PIROI, when required, addressing human resource constraints.
- Training volunteers in early warning, early action, PGI and CEA to strengthen local response capacity.
- A risk management framework is being established to address potential barriers, such as travel restrictions and insecurity.

## **FEDERATION-WIDE APPROACH**

The Emergency Appeal is part of a Federation-wide approach based on the response priorities of the Operating National Society and in consultation with all Federation members contributing to the response. This approach, as reflected in this operational strategy, will ensure linkages between all response activities (including bilateral activities and activities funded domestically) and will help leverage the capacities of all members of the IFRC network in the country to maximize the collective humanitarian impact.

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to the Operating National Society in response to the emergency event. This includes the Operating National Society's domestic fundraising ask, the fundraising ask for supporting Red Cross and Red Crescent National Societies and the funding ask for the IFRC Secretariat.

## **OPERATIONAL STRATEGY**

### **Vision**

The operation will focus on the most vulnerable populations and enhance community resilience to address the immediate and long-term consequences of Tropical Cyclones Chido, Dikeledi, Honde, Garance, and Jude, as well as others that could potentially impact the sub-region. It will provide integrated relief services, will strengthen National Society readiness, will promote community preparedness for future climate-related events and will ensure that humanitarian assistance is delivered effectively and aligned with community needs. It will also address protection risks, particularly for marginalized groups, while mitigating logistical and resource barriers. The Emergency Appeal will prioritize response activities for the Comoros Red Crescent, Malawi Red Cross, Malagasy Red Cross, Mozambique Red Cross. The Mauritius Red Cross, Seychelles Red Cross, and Zimbabwe Red Cross, will be supported with preparedness and resilience activities once response needs are met.

### **Operational Strategy Summary**

The core of this Operational Strategy is to respond to the immediate devastation caused by successive Tropical Cyclones following Chido while building resilience for anticipated future storms. This involves a two-pronged approach, of immediate relief and long-term preparedness. The immediate response targets 168,200 people in Madagascar, Comoros, Mozambique and Malawi, focusing on Shelter, MPCA, livelihoods, health, WASH, PGI and CEA. This includes providing emergency shelter and essential household items (EHIs), first aid, clean water, hygiene kits and protection for vulnerable groups. Country specific plans are being drafted to provide additional detail for the focus of each National Society.

Long-term preparedness will strengthen the National Societies and at-risk communities in the region. This includes reviewing contingency plans, replenishing stocks, training volunteers and affected communities, and supporting community response committees. IFRC and National Societies will work closely with local authorities, UN agencies and other stakeholders to coordinate efforts and avoid duplication. One key aspect is enhancing community resilience through early warning systems and risk reduction strategies, while the operation aims to integrate risk management frameworks to address potential barriers like travel restrictions and insecurity. The overall approach will be adapted based on evolving needs and ongoing assessments to ensure effectiveness.

### **Anticipated climate-related risks and adjustments in operations**

The operation faces significant climate-related risks, as the Southwestern Indian Ocean region is experiencing an above-average cyclone season. Rising global temperatures and shifts in oceanic and atmospheric patterns contribute to favorable conditions for cyclone formation as well. This increases the likelihood of more frequent and intense storms in the short and medium terms, which could hinder aid distribution, damage infrastructure and impact recovery efforts. The operation is designed to mitigate these risks by:

- **strengthening early warning systems** at the national, regional and community levels to ensure that early actions are understood and disseminated effectively;
- **focusing on community preparedness and resilience** by providing knowledge, equipment and resources to allow early action before disasters, increasing their capacity to withstand future storms;
- **working with community** response committees to identify and address vulnerable areas will ensure that infrastructure support is resilient to cyclones and floods;
- **pre-positioning stocks** and establishing robust supply chains to mobilize resources quickly in a storm;
- **training volunteers** to respond quickly to emergencies while ensuring their safety; and
- **maintaining close coordination** with regional and national meteorological and disaster management organizations to anticipate and respond to emerging threats.

This proactive approach integrates climate risk management into the heart of the operation, enhancing its effectiveness and preventing communities from being at increased risk in the future.

## **Targeting**

### **1. People to be assisted**

The emergency response target has increased from 100,000 people to 168,200 people for relief activities across Mozambique, Comoros and Malawi since the launch of the Emergency Appeal. This reflects the re-prioritization of activities due to persistent cyclone activity and heavy rainfall causing flooding. An additional 431,800 people will be targeted for readiness and resilience-building activities in the Southwestern Indian Ocean Sub-region. **Madagascar** will continue to focus on preparedness, enhancing coordination with its other resilience projects supported through the British Red Cross and Foreign, Commonwealth and Development Office (FCDO).

Selection criteria for the initial relief will prioritize the most vulnerable populations based on an analysis of shelter and livelihood conditions, protection risks and coping capacities. The readiness component will focus on communities with structural vulnerabilities, exposure to winds and floods, and potential secondary impacts on access to basic needs like water, food and healthcare.

**Table 2: Number of people targeted per country**

Country	IFRC Secretariat target			Federation-wide target
	Response	Readiness	Total	
Comoros	200	116,300	116,500	The Federation-wide target is being calculated and will be provided in the forthcoming operations update.
Madagascar	62,500	62,500	125,500	
Malawi	30,000	50,000	80,000	
Mauritius	-	10,000	10,000	
Mozambique	138,000	100,000	238,000	
Seychelles	-	10,000	10,000	
Zimbabwe	-	20,000	20,000	
Total	168,200	431,800	600,000	

**Considerations for Protection, Gender & Inclusion (PGI) and Community Engagement & Accountability (CEA)**



National Societies prioritize vulnerable populations in their response and readiness actions. **Photo: Armindo Chiluvane, MRCS**


Humanitarian assistance will be aligned with the needs and priorities of the affected people, adapting the response as needed. The focus will be on protecting those most at risk, including women, girls, children, the elderly and people with specific needs, and ensuring their safe and equal access to services. This aligns with IFRC's commitment to PGI. IFRC will consult closely with all stakeholders, including significantly affected communities, throughout relief and readiness activities. CEA will be integrated into all activities.

Each National Society will discuss and explain the selection and targeting criteria with communities to ensure transparency and accountability. This will help ensure that the most vulnerable are prioritized and that aid is delivered equitably. The documents emphasize open communication, meaningful participation and feedback mechanisms within programmes. IFRC aims to use community feedback to improve programmes and operations, and to adapt its responses as necessary to ensure alignment with the needs and priorities of affected people.


**PLANNED OPERATIONS**


**INTEGRATED ASSISTANCE**

This section outlines the priority actions for the Federation as a whole while the number of people targeted and the budget pertain only to the IFRC Secretariat. The Federation-wide targets and budget will be included in the upcoming operational update.

 <b>Shelter, Housing and Settlements</b>	Female > 18: <b>3,070</b>	Female < 18: <b>2,650</b>	<b>CHF 1,030,000</b>
	Male > 18: <b>3,110</b>	Male < 18: <b>2,320</b>	<b>Total target: 11,150</b>
<b>Objective:</b>	To provide immediate and adequate shelter solutions for those affected by the cyclones and floods, ensuring safety and dignity.		



<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Provide relief and emergency shelter support including shelter toolkits and essential household items (EHIs).</li> <li>• Conduct exit survey/post-distribution monitoring (PDM).</li> <li>• Support the set-up of accommodation centres that meet humanitarian standards, including protection measures.</li> <li>• Provide materials and tools for privacy in collective centres, and support hosting arrangements.</li> <li>• Support to repair-retrofit-rebuild houses through provision of construction materials/cash and voucher assistance (CVA).</li> <li>• Provide technical support for safe shelter practices.</li> <li>• Conduct training for staff/volunteers on the participatory approach for safe shelter awareness (PASSA) and build back safer (BBS).</li> <li>• Conduct PASSA/BBS awareness-raising sessions for community members in affected area.</li> </ul>
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 <b>Livelihoods</b>	Female > 18: <b>2,525</b>	Female < 18: <b>2,180</b>	<b>CHF 863,000</b>
	Male > 18: <b>2,560</b>	Male < 18: <b>1,900</b>	<b>Total target: 9,165</b>
<b>Objective:</b>	To restore the livelihoods of affected populations to ensure their long-term recovery and resilience.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Support National Societies to assess needs for income generation, agriculture and small business activities.</li> <li>• Develop comprehensive implementation plans for NS Livelihoods activities as needs are identified.</li> <li>• Implement the plan.</li> </ul>		

 <b>Multi-purpose Cash (MPC)</b>	Female > 18: <b>7,500</b>	Female < 18: <b>6,490</b>	<b>CHF 784,000</b>
	Male > 18: <b>7,600</b>	Male < 18: <b>5,660</b>	<b>Total target: 27,250</b>
<b>Objective:</b>	To provide cash and voucher assistance to affected households, enabling them to meet their multiple needs and prioritize their recovery based on their unique circumstances.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Deploy CVA delegates to support cash-based interventions to support NS where cash is the preferred mechanism for assistance.</li> <li>• Provide cash assistance based on feasibility assessments and coordination with national/local cash working groups and existing SOPs.</li> <li>• Ensure alignment with existing social protection systems, where applicable, in setting cash transfer values.</li> <li>• Carry out exit survey and post-distribution monitoring (PDM).</li> </ul>		

## HEALTH & CARE INCLUDING WATER, SANITATION & HYGIENE (WASH)


## (MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT /COMMUNITY HEALTH)

 <b>Health &amp; Care</b> <i>(Mental Health and Psychosocial Support /Community Health/Medical Services)</i>	Female > 18: <b>23,970</b>	Female < 18: <b>20,680</b>	<b>CHF 375,000</b>
	Male > 18: <b>24,280</b>	Male < 18: <b>18,070</b>	<b>Total target: 87,000</b>
<b>Objective:</b>	<ul style="list-style-type: none"> <li>To address the psychosocial needs of the affected population and responders.</li> <li>To reduce immediate morbidity and mortality, prepare for, prevent and rapidly contain emerging health risks, and build long-term health capacities at the community level.</li> </ul>		
<b>Priority actions:</b>	<p>MHPSS</p> <ul style="list-style-type: none"> <li>Develop an implementation plan for each NS that takes into account existing capacity and gaps in response.</li> <li>Assess MHPSS needs within the affected communities, establishing referral pathways for those requiring MHPSS.</li> <li>Provide Psychological First Aid (PFA) to affected populations and responders.</li> <li>Establish MHPSS support systems and referral pathways for vulnerable people within the affected population.</li> </ul> <p>Community Health</p> <ul style="list-style-type: none"> <li>Implement community-based surveillance.</li> <li>Conduct health promotion and epidemic prevention activities.</li> <li>Improve community knowledge of preventable illnesses.</li> <li>Establish community feedback mechanisms to ensure that health services are appropriate and accessible.</li> <li>Distribute mosquito nets.</li> <li>Conduct trainings on Epidemic Control for Volunteers (ECV).</li> </ul> <p>Medical Services</p> <ul style="list-style-type: none"> <li>Facilitate access to first aid and medical services.</li> <li>Provide access to referral pathways and ambulance services.</li> <li>Address specific needs of vulnerable populations, such as the socially excluded communities.</li> <li>Coordinate health response with WASH and other sectors.</li> </ul>		
 <b>Water, Sanitation &amp; Hygiene (WASH)</b>	Female > 18: <b>23,970</b>	Female < 18: <b>20,680</b>	<b>CHF 468,000</b>
	Male > 18: <b>24,280</b>	Male < 18: <b>18,070</b>	<b>Total target: 87,000</b>
<b>Objective:</b>	To reduce health risks and increase dignity through the provision of safe water, adequate sanitation and hygiene promotion.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>Distribute household water treatment products, provide safe storage, rehabilitate water supplies and distribute treated water.</li> <li>Ensure access to clean toilets and latrines, including the rehabilitation of facilities at household and institutional levels, involving all stakeholders.</li> </ul>		

- Distribute hygiene and dignity kits.
- Implement hygiene promotion activities at the household and community levels, following IFRC guidelines.
- Address environmental sanitation, including drainage, solid waste management and vector control.
- Ensure that WASH infrastructure is female-friendly and disability friendly.

## PROTECTION AND PREVENTION

(PROTECTION, GENDER & INCLUSION [PGI], COMMUNITY ENGAGEMENT & ACCOUNTABILITY [CEA], MIGRATION, RISK REDUCTION, CLIMATE ADAPTATION AND RECOVERY, ENVIRONMENTAL SUSTAINABILITY, EDUCATION)

 <b>Protection, Gender &amp; Inclusion (PGI)</b>	Female > 18: <b>52,140</b>	Female < 18: <b>33,640</b>	<b>CHF 137,000</b>
	Male < 18: <b>48,780</b>	Male < 18: <b>33,640</b>	<b>Total target: 168,200</b>
<b>Objective:</b>	To ensure that all people affected by cyclones and floods have access to assistance in a non-discriminatory and equitable manner, with a focus on safety and on Dignity, Access, Participation & Safety (DAPS). IFRC aims to address the causes, risks and consequences of violence, discrimination and exclusion in an integrated way.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Integrate PGI into needs analyses to understand how different groups are affected by the crisis.</li> <li>• Mainstream PGI across all sectors to ensure that all activities are inclusive and equitable.</li> <li>• Train staff and volunteers on safeguarding and PGI to ensure that they have the skills and knowledge to implement inclusive practices.</li> <li>• Develop service mapping and referral pathways for people at risk and disseminate this information across all sectors.</li> <li>• Ensure that Child Safeguarding and Prevention of Sexual Exploitation &amp; Abuse (PSEA) mechanisms are in place.</li> <li>• Actively participate in Protection sector coordination meetings.</li> <li>• Provide safe access to menstrual hygiene resources for women and girls during emergencies.</li> <li>• Ensure that facilities, goods and services are accessible for all people.</li> <li>• Take special measures on physical, economic and information access and address any issues of discrimination.</li> </ul>		
	Female > 18: <b>20,245</b>	Female < 18: <b>17,470</b>	<b>CHF 189,000</b>



### Community Engagement & Accountability (CEA)

Male > 18: **20,500**

Male < 18: **15,270**

**Total target: 73,485**

#### Objective:

The diverse needs, priorities and preferences of the affected communities guide the response, ensuring a people-centred approach through meaningful community participation. This involves integrating meaningful community participation, open and honest communication, and mechanisms for listening to and acting on feedback.

#### Priority actions:

- Integrate CEA across the response, ensuring that staff and volunteers have the knowledge and capacity to engage communities effectively.
- Base the response on a thorough understanding of community needs, priorities and context, including preferred ways to receive information, participate and give feedback.
- Ensure that communities and key stakeholders participate in planning and guiding the response.
- Keep community members well-informed about operational plans, progress, activities and selection criteria, and on distribution processes, delays, challenges and their rights and entitlements.
- Conduct community feedback meetings.
- Use community feedback and social and behavioural data to inform IFRC and National Society planning and decision-making.
- Systematically track, analyse and share evidence on the impact of community engagement approaches on levels of trust and programme quality.



### Risk Reduction, Climate Adaptation & Recovery

Female > 18: **82,650**

Female < 18: **71,320**

**CHF 419,000**

Male > 18: **83,700**

Male < 18: **62,330**

**Total target: 300,000**


#### Objective:

To enable communities to reduce their vulnerability to future disasters and climate change impacts, and to strengthen their capacity to cope.


#### Priority actions:

- Work closely to align activities with planned actions put in place by FRC-PIROI where applicable. For Malawi, build on actions already undertaken by PNSs.
- Pre-position shelter and essential household items.
- Establish/support community organization and engagement.
- Support contingency planning and simulation drills.
- Conduct enhanced vulnerability and capacity assessments.
- Develop and implement a community plan of action.
- Establish community early warning systems.
- Conduct public awareness and public education activities.
- Conduct school-based Disaster Risk Reduction (DRR) activities.
- Conduct training in risk reduction and adaptation.


	<ul style="list-style-type: none"> <li>• Ensure that early actions are well understood and disseminated.</li> <li>• Consider environmental aspects when analysing response and recovery options.</li> <li>• Integrate disaster law into risk reduction and adaptation efforts.</li> </ul>
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 <b>Environmental Sustainability</b>	Female > 18: <b>n/a</b>	Female < 18: <b>n/a</b>	<b>n/a</b>
	Male > 18: <b>n/a</b>	Male < 18: <b>n/a</b>	<b>Total target: n/a</b>
<b>Objective:</b>	To ensure that all IFRC operations comply with the IFRC Secretariat's environmental policy, working toward the commitments in the Climate & Environment Charter for Humanitarian Organizations, and minimizing negative environmental impact.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Consider environmental risks as part of needs assessments.</li> <li>• Use sustainable energy solutions where feasible.</li> <li>• Improve waste management in programmes and operations.</li> <li>• Seek to improve the environmental outcomes of life-saving operations in pursuit of a 'green response'.</li> <li>• Work to understand how social factors shape contextual vulnerabilities to environmental degradation and take a gender- and diversity-sensitive approach when addressing risks.</li> <li>• Systematically assess the immediate and longer-term environmental impact of all work.</li> <li>• If possible, measure and significantly reduce greenhouse gas emissions.</li> <li>• Use and manage natural resources responsibly.</li> <li>• Conduct awareness-raising activities on environmental management.</li> </ul>		

## Enabling approaches

 <b>National Society Strengthening</b>	Female > 18: <b>n/a</b>	Female < 18: <b>n/a</b>	<b>CHF 847,000</b>
	Male > 18: <b>n/a</b>	Male < 18: <b>n/a</b>	<b>Total target: 6 National Societies</b>
<b>Objective:</b>	To ensure that operations involving external resourcing and technical expertise have a positive effect on current and future National Society response capacity for annual cyclone events.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Enhance National Societies' capacities and provide technical support where needed.</li> <li>• Identify system gaps within the National Societies that require further investment.</li> <li>• Strengthen National Societies' disaster and crisis response capabilities at headquarters and branch by supporting existing actions undertaken by FRC-PIROI and other PNSs.</li> </ul>		

	<ul style="list-style-type: none"> <li>• Train volunteers in early warning, early action, PGI and CEA.</li> <li>• Ensure that duty of care, accountability and sustainability of essential services are considered.</li> <li>• Review contingency plans and identify areas for reinforcement.</li> <li>• Ensure that all volunteers involved in the response are insured.</li> <li>• Replenish and pre-position stocks in at-risk areas by leveraging existing actions undertaken by FRC-PIROI and other PNSs.</li> <li>• Assess and provide communications, IT and other infrastructure.</li> <li>• Assess organizational capacity of branches in operations.</li> <li>• Conduct lessons-learned workshops</li> <li>• Conduct review, learning and planning meetings.</li> </ul>
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 <b>Coordination &amp; Partnerships</b>	Female > 18: <b>n/a</b>	Female < 18: <b>n/a</b>	<b>CHF 32,000</b>
	Male > 18: <b>n/a</b>	Male < 18: <b>n/a</b>	<b>Total target: n/a</b>
<b>Objective:</b>	To ensure a coordinated approach to meeting humanitarian needs and to avoid duplication of efforts through partnerships.		
<b>Priority actions:</b>	<ul style="list-style-type: none"> <li>• Maintain direct coordination between National Societies and national disaster authorities.</li> <li>• Support National Societies in coordinating with in-country IFRC members and ICRC.</li> <li>• Leverage PNS crisis modifiers for existing Anticipatory Action and Early Activation Protocols through 'network' way of working.</li> <li>• Coordinate response, preparedness and readiness activities with regional platforms like FRC-PIROI.</li> <li>• Activate IFRC's shelter cluster 'co-ordination' role.</li> <li>• Support joint needs assessments, reports and defining targeting criteria in the response phase.</li> <li>• Support the setup of an efficient supply chain and quality of items provided through existing mechanisms, like PIROI.</li> <li>• Ensure complementarity with other agencies and stakeholders by actively participating in Humanitarian Country Teams (HCTs) and relevant cluster coordination meetings.</li> <li>• Engage in humanitarian diplomacy to represent members and affected communities.</li> </ul>		

 <b>Shelter Cluster Coordination</b>	Female > 18: <b>n/a</b>	Female < 18: <b>n/a</b>	<b>n/a</b>
	Male > 18: <b>n/a</b>	Male < 18: <b>n/a</b>	<b>Total target: n/a</b>
<b>Objective:</b>	To ensure a coordinated, comprehensive, quality, coherent and consistent response on Shelter and Settlements.		

**Priority Actions:**

- Support the delivery of Shelter & Settlements assistance.
- Provide informed strategic decision-making for humanitarian response.
- Develop a strategy, plans, objectives and indicators for the Shelter sector that directly support the Humanitarian Country Team (HCT) priorities.
- Identify shelter and settlements advocacy concerns to contribute to Humanitarian Country Team messaging and action.


**IFRC  
Secretariat  
Services**
Female > 18: **n/a**Female < 18: **n/a****CHF 821,000**Male > 18: **n/a**Male < 18: **n/a****Total target: n/a****Objective:**

To ensure comprehensive and coordinated response and readiness for tropical cyclones through provision of essential support to the National Societies and IFRC network including supply chain management PMER, information management and learning human resources, finance, security risk management; PMER, communications, and advocacy.

The IFRC will coordinate with in-country PNS wherever possible to align the Operational Strategy with existing programmes and activities to ensure the effective use of funds.

**Priority actions:****Supply chain management**

The Supply Chain function within the IFRC Secretariat ensures the timely sourcing, delivery, and tracking of goods and services for emergency response. It leads procurement, manages pre-positioned stocks, coordinates in-kind donations, and supports National Societies with logistics expertise. The Supply Chain also ensures compliance with IFRC standards, value for money, and effective coordination with partners.

**PMER, information management and learning**

- Support needs assessments, defining targeting criteria in the response phase, planning, capturing learning, reporting and evaluations.
- Share forecast information and support the revision of contingency plans.
- Support the identification of at-risk communities and establishment of resilience plans.
- Develop and maintain a monitoring system of the operation, including an appropriate data-management mechanism (e.g., a centralized database for storing and retrieving data)
- Support to establish a mechanism and tools to capture and share real time learning in the operation.

**Human resource/surge capacity**

- Deploy surge capacity as required.

**Finance**

- Finance unit supporting on plan and budget, account booking, coordination on procurement and expense validation.
- Ensure timely submission of pledge analysis and financial report in accordance with donor/partner requirement.

### Security risk management

- Support security risk management for the operation.
- Take adequate measures to ensure safety and security of all RCRC personnel involved in this operation.

### Coordination

- Integrate existing PNS programmes with similar objectives into overall planning and reporting structure for the Appeal
- Coordinate with Movement actors for response and preparedness activities.

### Communications and advocacy

- Develop and implement communications strategy for the tropical cyclone impact and response.
- Generate in-depth and success stories from the implementation.
- Regularly promote cyclone response on social media and media
- Regularly generate photos and videos to support the promotion and visibility of the earthquake response.
- Coordinate with the humanitarian diplomacy, PMER, IM and operations, team on relevant angles to be included in the communication materials planned to be produced for this operation.

## Risk management

Responsibility for risk management will remain with the IFRC Cluster Delegation and is implemented through individual National Society Country Plans. Risk management will be coordinated sub-regionally through the operation to develop mitigation measures in close cooperation with heads of delegations and with National Societies.

Risk	Likelihood	Impact	Mitigating actions
More weather disturbances will impact the same areas, causing increased flooding and landslides.	High	High	<p>Risk reduction:</p> <ul style="list-style-type: none"><li>• Expand the operation under a revised appeal to address additional needs as they emerge.</li><li>• Implement continuous weather monitoring and maintain strong communication and contingency planning with National Societies.</li><li>• Pre-position supplies in strategic locations with strong supply chains.</li><li>• Train volunteers in disaster response to enable rapid mobilization and intervention.</li></ul> <p>Risk transfer: Work with partners such as FRC-PIROI to enhance preparedness and response efforts, leveraging their experience in the region.</p>
Increase in vector and waterborne diseases due to persistent flooding, posing a health risk to both	High	High	<p>Risk reduction:</p> <ul style="list-style-type: none"><li>• Prioritize and emphasize key health promotion messages and hygiene promotion activities with communities.</li></ul>

<p>affected communities and NS staff.</p>			<ul style="list-style-type: none"> <li>• Ensure that staff and volunteers are thoroughly briefed on health and safety protocols and receive appropriate personal protective equipment (PPE).</li> <li>• Work with partners to implement community-based surveillance systems (CBS) to quickly detect and respond to outbreaks.</li> <li>• Provide access to safe water, WASH supplies to mitigate the spread of disease.</li> </ul> <p>Risk transfer: Partner with health agencies to ensure coordination and efficient use of resources in disease control efforts.</p>
<p>Lack of funding to support the planned response and readiness activities.</p>	<p>Medium</p>	<p>Medium</p>	<p>Risk reduction:</p> <ul style="list-style-type: none"> <li>• Develop a robust and well-articulated funding appeal that highlights the specific needs and urgency of the situation.</li> <li>• Diversify funding sources, engaging both traditional and non-traditional donors.</li> <li>• Implement strict cost controls and prioritize essential activities to maximize the impact of available funds.</li> <li>• Maintain full financial transparency and accountability to build and maintain donor trust.</li> </ul> <p>Risk transfer:</p> <ul style="list-style-type: none"> <li>• Use existing partnerships and networks to advocate for increased funding (various).</li> <li>• Explore innovative financing such as anticipatory action funding and forecast-based financing.</li> </ul> <p>Risk acceptance:</p> <ul style="list-style-type: none"> <li>• Identify core activities that can be delivered within a reduced budget in the event that full funding is not obtained.</li> <li>• Provide coaching with NS HQ staff on prioritizing actions that maximize budget effectiveness by capitalizing on areas of NS expertise.</li> </ul> <p>Recovery actions:</p> <ul style="list-style-type: none"> <li>• Develop a plan for downscaling or adjusting operations if funding shortfalls persist to ensure best use of resources while reducing impact.</li> <li>• Prioritize response activities as the need arises.</li> </ul>
<p>Political instability impacting the access to communities or delaying activities.</p>	<p>Medium</p>	<p>High</p>	<p>Risk reduction:</p> <ul style="list-style-type: none"> <li>• Implement continuous monitoring of the security and political situation, maintaining</li> </ul>

			<p>strong relationships with local authorities and communities.</p> <ul style="list-style-type: none"> <li>• Engage with ICRC, particularly in Mozambique, to maintain access and security.</li> <li>• Develop detailed contingency plans with alternative distribution routes and strategies to adapt to access restrictions.</li> <li>• Prioritize staff and volunteer safety, incorporating security risk management into operational planning, and ensuring staff and volunteers are trained and aware of security protocols.</li> </ul> <p>Risk transfer: Work closely with security and risk management experts to develop risk assessments and mitigation plans.</p>
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## Quality and accountability

To uphold its mandate of ensuring quality and accountability, IFRC has tailored its strategy globally, regionally and at the country level for a more quality- and accountability-focused approach by creating a coherent, complementary and context-relevant system as a fundamental and critical requirement for National Societies. Activities will adhere to the standards and policies of IFRC and National Societies.

The operation has included a systematic approach to Monitoring, Evaluation and Learning (MEL), information sharing and reporting. A comprehensive MEL plan will be developed and implemented at the country level. This will include regular monitoring of the key indicators outlined in Table 3 and targeted activities to reach the identified affected individuals.

The focus will extend beyond measuring process-level progress to include changes in knowledge, attitudes and practices (KAP) among the target population. The Operating National Societies will ensure that facilities, goods and services are accessible to everyone. Data on targeted populations will be tracked and analysed by sex, age and disability to inform planning and decision-making processes.

Data collection will be centralized with the different levels of data validation and will be used to produce Federation-wide products such as operational updates, donor reports, an operations dashboard and updating on the IFRC GO platform, with clear reporting flows and timeframes. Mechanisms will be put in place for capturing and documenting learning and good practices of the operation regularly at district, province country and regional levels. The regular operation reviews and adaptations will be guided by learning, good practices and insights, and by suggestions from coordination meetings, discussions with affected communities and feedback from staff and volunteers as well as other learning exercises.

Safeguarding measures include training for staff and volunteers engaged in the response on PGI, CEA, child protection, and PSEA mechanisms, and a risk review will be conducted. CEA support will ensure that the response is engaging the priority needs of the community with meaningful community participation, together with timely, two-way communication mechanisms to listen and take action on the feedback received throughout the response.

**Table 3: Federation-wide list of indicators** (may be updated as the operation evolves)

Sector/area	Federation-wide indicators	Target (IFRC Secretariat)

<b>Shelter, Housing &amp; Settlements</b>	Number of households receiving emergency shelter and/or essential household items	2,100
	Number of households receiving shelter toolkit	2,100
	Number of households receiving construction materials/cash and voucher assistance for repair or rebuilding their shelter	1,700
	Number of households receiving shelter technical support for repair or rebuilding their shelter	1,700
	Number of staff/volunteers trained in safe shelter, including essential household items	300
	Number of people reached with training/awareness-raising session on safe shelter	1,700
	Number of accommodation centres established that meet humanitarian standards, including safety and protection measures	n/a
<b>Livelihoods</b>	Number of households receiving livelihood support (CVA/livelihood input)	200
	Number of people trained in business planning	200
	Number of people trained in vocational training	120
<b>Multi-purpose Cash (MPC)</b>	Number of households that received MPC grants or conditional/unconditional vouchers	3,150
<b>Health &amp; Care</b>	Number of people reached with psychosocial and mental health services	n/a
	Number of people reached with basic health services	500
	Number of people reached with health promotion/awareness activities	87,000
	Number of volunteers trained in Epidemic Control for Volunteers (ECV)	400
	Number of households receiving mosquito nets	5,000
<b>WASH</b>	Number of households provided with hygiene kits	4,000
	Number of people reached through hygiene promotion activities and information-education-communication (IEC) materials	87,000
	Number of households receiving water treatment materials with information on how to use them	5,650
	Number of households that have access to safely managed drinking water services, or an improved drinking water source constructed or rehabilitated	n/a
	Number of sanitation facilities constructed or rehabilitated	n/a
<b>PGI</b>	Percentage of latrines constructed or rehabilitated that meet the needs of women and vulnerable groups	100
	Number of National Societies completing Child Safeguarding Risk Analysis for the Operation	7
	Number of National Societies implementing internal codes of conduct on child protection and PSEA	7
	Number of National Societies that have their data on people reached disaggregated by gender, age and disability	7
	Number of staff and volunteers trained in PGI, including referrals	600
	Percentage of assessments and analysis carried out integrating PGI considerations as part of this emergency operation	100
	Number of women and girls reached by menstrual hygiene resources/kits	8,000
	Number of people reached with PGI programming	4,950
<b>CEA</b>	Number of National Societies with a CEA policy/strategy/plan or where CEA has been integrated into existing strategies	7
	Number of community feedback meetings conducted	30
	Percentage of people surveyed who feel the National Society's support/services meet their most important needs/provide useful support	80

	Number of National Societies with methods established to communicate with communities about what is happening in the operation, including selection criteria if these are being used	7
<b>Risk Reduction, Climate Adaptation &amp; Recovery</b>	Number of shelter and household items packages pre-positioned	1,400
	Number of National Societies with engagement in early warning and anticipatory action	7
	Number of National Societies that have National Disaster Response Teams (NDRTs) trained and systems in place for their management.	7
<b>NSD</b>	Number of volunteers insured	300
	Number of National Societies with branch capacity development plan(s) based on Branch Organizational Capacity Assessment (BOCA) in the operation area	7
	Number of National Societies with contingency plan(s) for the identified major hazards	7
<b>Coordination &amp; Partnerships</b>	Number of National Societies with membership coordination mechanism in place	7
<b>Secretariat Services</b>	Number of surge personnel/rapid response members deployed to support the operation	10
	Percentage of financial reporting in compliance with IFRC procedures	100
	Percentage of compliance with IFRC safeguarding, child protection and minimum PGI standards	100

Note: The Federation-wide target is currently being calculated and will be included in the upcoming operational update. Similarly, outcome-level indicators to assess changes in KAP of the target population will be managed internally and monitored periodically.

Targets have been based on preliminary assessments undertaken by National Societies. Updated targets will be provided in the Operational Update.

## FUNDING REQUIREMENT

### Federation-wide funding requirement\*

<p><b>Federation Wide Funding Requirement</b> including the National Society domestic target, IFRC Secretariat and the Partner National Society funding requirement</p> <p><b>CHF 10 million</b></p>	<p><b>IFRC Secretarian Funding Requirement</b> in support of the Federation Wide funding ask</p> <p><b>CHF 6 million</b></p>
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\*For more information on Federation-wide funding requirement, refer to section, "Federation-wide Approach".

## Breakdown of the IFRC secretariat funding requirement



# OPERATING STRATEGY

MDRS1005 - Southwest Indian Ocean  
Tropical Cyclones

## FUNDING REQUIREMENTS

Planned Operations		4,265,000
PO01	Shelter and Basic Household Items	1,030,000
PO02	Livelihoods	863,000
PO03	Multi-purpose Cash (MPC)	784,000
PO04	Health	375,000
PO05	Water, Sanitation & Hygiene (WASH)	468,000
PO06	Protection, Gender & Inclusion (PGI)	137,000
PO07	Community Engagement & Accountability (CEA)	0
PO08	Migration	0
PO09	Risk Reduction, Climate Adaptation and Recovery	419,000
PO10	Environmental Sustainability	189,000
Enabling Approaches		1,700,000
EA01	Coordination and Partnerships	32,000
EA02	Secretariat Services	821,000
EA03	National Society Strengthening	847,000
TOTAL FUNDING REQUIREMENTS		5,965,000

All amounts in Swiss francs (CHF).

## Contact information

For further information please contact:

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### For in-kind donations and mobilization table support:

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

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#### Reference



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- Emergency Appeals