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Emergency appeal operation update Philippines: Floods

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH010 GLIDE n° FL-2012-000130-PHL Operation update n°2 14 September 2012

Period covered by this update:
17 August to 11 September 2012

Appeal target (current):
CHF 1,772,243

Appeal coverage: With contributions received to date, the appeal is 64 per cent covered in cash and kind, with more contributions in the pipeline. Further contributions needed to enable the Philippine Red Cross to meet the needs of affected families.

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Appeal history:

- An [emergency appeal](#) was issued on 31 August seeking CHF 1,772,243 to assist 20,000 families (100,000 persons) for seven months
- Initially, the appeal was launched on a preliminary basis on 9 August 2012 for CHF 922,700 to assist 15,000 families (75,000 people) in five months
- CHF 180,837 was advanced from the IFRC Disaster Relief Emergency Fund (DREF) on 9 August 2012 to initiate distributions and to support assessments.



In this emergency appeal operation, 15,000 families have been assisted with food packages, 15,000 families have received non-food items and 7,900 families have received hygiene kits. Photo: Mollie Godinez/PRC

Summary: A month after the Philippines were affected by the worst flooding in three years – caused by heavy monsoon rains that poured over Manila and neighbouring provinces for several days during the first week of August 2012 – the humanitarian response by the Philippine Red Cross (PRC) continues. Using pre-positioned stocks, resources mobilized through an emergency appeal launched by the International Federation of Red Cross and Red Crescent Societies (IFRC), and support provided by its bilateral, individual and corporate partners, the national society has so far provided food packages to 54,000 families, non-food relief to some 34,000 families, and reached some 7,900 families with health and hygiene education.

Specifically, relating to the IFRC-supported emergency appeal operation, 15,000 families have been assisted with food packages (comprising five kilogrammes of rice, four packets of noodles and four cans of sardines), A total of 15,000 families have received non-food packages (comprising two blankets, two sleeping mats and one jerry can) and 7,900 families have received hygiene kits. Provision of hygiene kits to the 7,900 families was accompanied with health education, focusing on disease prevention, safe handling of food and household water, personal hygiene, and environmental sanitation. Distribution of the remaining 2,100 hygiene kits will be completed during September 2012.

To date, contributions to the emergency appeal received from Red Cross Red Crescent partners and their respective governments include American Red Cross, Canadian Red Cross Society/Canadian government, Danish Red Cross/Danish government, Finnish Red Cross, Japanese Red Cross Society, Netherlands Red Cross/Netherlands government, Republic of Korea National Red Cross, Swedish Red Cross/Swedish government and Swiss Red Cross. Contributions have also been received from institutional donors including the European Commission's Humanitarian Aid and Civil Protection (DG ECHO) and World Health Organization (WHO) staff Voluntary Emergency Relief Fund (VERF).

On behalf of Philippine Red Cross, IFRC would like to thank all partners and donors for their generous and invaluable contributions to this appeal. Further contributions are needed and encouraged to enable PRC to meet both relief and early recovery needs of flood-affected families.

The situation

In early August 2012, the Philippines was battered by heavy rains fuelled by the southwest monsoon enhanced by Typhoon Saola and Tropical Storm Haikui. According to the government's weather agency – Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA) – the rains were the heaviest recorded in three years and exceeded half of the average monthly rainfall for August. Flood water swamped swathes of land in the capital Manila and neighbouring provinces. The national disaster risk reduction and management council (NDRRMC) reported that the floods left 109 fatalities, damaged 9,608 houses, destroyed 3,354 others, and forced more than 500,000 persons to seek temporary shelter in evacuation centres. In all, more than four million people were affected across the islands of Luzon and Visayas.

Although floodwater has since receded in Metro Manila, several neighbourhoods in nearby provinces of Laguna and Rizal (surrounding Laguna Bay) remain swamped. Based on past experience and projections by the residents, it may take up to four months for floodwaters to recede. Families in such areas are expected to stay in evacuation centres for extended periods, with humanitarian needs set to remain for months. The situation for such families remains dire because heavy rains are expected during the remainder of this year's typhoon season.

As of Tuesday, 11 September 2012, PAGASA has been monitoring an active system that had been spotted some 700 kilometres east of Surigao del Sur. The system has gradually intensified, initially to a tropical depression, then to tropical storm and now as Typhoon Sanba (local name: Karen). Although Typhoon Sanba will not make landfall in the Philippines, it may bring rain as it moves closer in the Philippine Sea.

Coordination and partnerships

Movement coordination: Red Cross Red Crescent partners with in-country presence continue to hold meetings, with IFRC sharing information with Movement partners outside the country on behalf of PRC. IFRC, German Red Cross, Netherlands Red Cross and Spanish Red Cross continue to coordinate in implementing a European Commission's Directorate General Humanitarian Aid and Civil Protection (DG ECHO)-funded action on a consortium basis. The partners, together with PRC, are scheduled to facilitate a joint ECHO monitoring visit on 12 September 2012.

Coordinating with authorities: PRC continues to maintain a long-standing and strong relationship with government bodies through participation or collaboration with the following: (i) the National Disaster Risk Reduction and Management Council (NDRRMC); (ii) local disaster risk reduction and management councils; and (iii) local government units. PRC is participating in NDRRMC meetings as well as coordinating with the Department of Social Welfare and Development (DSWD), Department of Health (DOH), Department of Education (DepEd) and disaster risk reduction and management councils at the provincial, municipal and *barangay* (village) levels.

Inter-agency coordination: During the period under review, PRC and the IFRC country office continued to participate in humanitarian country team (HCT) meetings. The Red Cross Red Crescent also continued to be represented in meetings of relevant local-level clusters, although Inter-Agency Standing Committee (IASC) clusters were not activated for this intervention. In preparation for a DG ECHO monitoring visit scheduled for 12 September 2012, PRC and Spanish Red Cross represented the Red Cross Red Crescent in a coordination meeting with Action Contre la Faim (ACF) and Save the Children. Close coordination has been maintained with DG ECHO in determining specific localities that will be visited.

Red Cross and Red Crescent action

During the reporting period, PRC scaled up its relief operations – particularly, the distribution of food and non-food items and health education, focusing on hygiene promotion and disease prevention. Distributions continue and are on track to be completed in mid-September.

Progress towards outcomes

Relief distributions (food items)	
Outcome: Emergency food needs of 15,000 flood-affected families (75,000 persons) are met through the provision of appropriate food items within one month and cash for relief within three months.	
Output (expected result)	Activities planned
The immediate food needs of 15,000 flood-displaced families are met through food distributions and cash for relief.	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for food distributions. • Distribute food packages to 15,000 families (75,000 persons). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Provide PHP 3,000 cash grants to 1,000 families in need of additional assistance. (See also non-food objective) • Monitor and report on distributions.

Progress

Food distributions planned under this operation have been completed, with all the targeted 15,000 families in Laguna, Navotas, Olongapo City, Pampanga, Pangasinan, Quezon City, Rizal and Zambales receiving packages. The food packages were composed of five kilogrammes of rice, four packets of noodles and four cans of sardines. PRC initiated food distributions alongside emergency and rescue operations.

Table 1: Number of families that received food assistance under this emergency appeal operation

Geographical area	Number of families assisted
Laguna	4,000
Navotas	500
Olongapo City	1,200
Pampanga	2,000
Pangasinan	1,000
Quezon City	2,000
Rizal	3,000
Zambales	1,300
Total	15,000

Selection of beneficiaries was done by staff and volunteers of respective Red Cross chapters based on the national society's selection criteria, with priority on displaced families in evacuation centres. During the actual distribution exercise, family representatives gave their beneficiary cards to the relief volunteers who counterchecked if the names on the cards were listed in award distribution sheets. Once it was confirmed that the names were listed, beneficiaries then signed the award sheet upon receipt of food packages while the volunteer signed the card as proof that the items had been given out. After distribution, volunteers collected, collated, and validated the beneficiary cards with the award sheets.

Relief distributions (non-food items)	
Outcome: The living conditions of 15,000 flood-affected families (75,000 persons) are improved through the provision of appropriate non-food items and cash for relief within three months.	
Output (expected result)	Activities planned
The immediate needs of 15,000 flood-affected	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family) and sleeping mats (two per family) to

families that incurred losses or damage to household items are met through distribution of non-food items and cash for relief.	<p>15,000 families (75,000 persons).</p> <ul style="list-style-type: none"> • Distribute jerry cans, for household level water storage, to 15,000 families (75,000 persons). • Distribute hygiene kits to 10,000 families (50,000 persons). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Provide PHP 3,000 cash grants to 1,000 families in need of additional assistance. <i>(See also food objective)</i> • Conduct post-distribution surveys. • Monitor and report on distributions.
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Progress

PRC initiated distribution of non-food items alongside emergency operations and rapid assessments, using pre-positioned stocks that were available in its main warehouse in Manila. Selection of beneficiaries and actual distributions were done using the same process described under the outcome for food distributions. As of 10 September 2012, all the targeted 15,000 families across 13 geographical areas had received non-food packages. The packages comprised two blankets, one jerry can and two sleeping mats.



As of 10 September 2012, all the targeted 15,000 families across 13 geographical areas had received non-food packages. The packages comprised two blankets, one jerry can and two sleeping mats. Photo: Mollie Godinez/PRC

Also provided as part of non-food relief package are hygiene kits. In this regard, 7,900 families have received hygiene kits to date. The breakdown for hygiene kits distribution is same as that of families reached with health education as there was close collaboration between the two sectors. Distribution of hygiene kits to the pending 2,100 families will be completed during September 2012.

Table 2: Number of families served with non-food relief under this emergency appeal operation

Geographical area	Families assisted with non-food items (NFI)
Bataan	1,500
Bulacan	1,500
Caloocan	365
Laguna	1,500
Malabon	300
Navotas	500
Olongapo City	1,000
Pampanga	1,500
Pangasinan	700
Quezon City	2,000
Rizal	2,500
Valenzuela	635
Zambales	1,000
Total	15,000

Meanwhile, considering that relief distributions undertaken thus far – as well as those pending – are covered from pre-positioned stocks, it was necessary to initiate the procurement process to replenish what has already gone out or will be going out soon. Local procurement to replenish those items has advanced, and suppliers of blankets, jerry cans and sleeping mats are being contracted to deliver the items during September 2012. Procurement of the 10,000 hygiene kits needed has been completed, with the first batch of 5,000 pieces already

delivered to the PRC main warehouse in Manila and the second batch of 5,000 pieces already cleared by customs and expected to be delivered to the PRC warehouse in the course of this week. Hygiene kits were procured ex-stock from the IFRC zone logistics unit (ZLU) warehouse in Kuala Lumpur, Malaysia.

Health and care	
Outcome: The health and welfare risks among 20,000 families (100,000 persons) as well as teachers and students in 15 schools reduced through provision of preventive health services, including psychosocial support, in seven months.	
Outputs (expected results)	Activities planned
20,000 flood-affected families as well as teachers and students in 15 schools have improved knowledge of preventing waterborne, water related and other infectious diseases	<ul style="list-style-type: none"> Recruit, train and/or mobilize existing community health volunteers. Undertake surveys to determine baseline and end-line levels of awareness on priority water-borne, water related and other infectious diseases in communities impacted by flooding. Produce information, education and communication (IEC) materials relevant for disease prevention and health promotion. Mobilize 20,000 families (100,000 people) as well as teachers and students in 15 schools, and disseminate relevant disease prevention, health and hygiene messages to them. Distribute IEC materials to 20,000 families (100,000 people) in the target communities as well as teachers and students in 15 schools. Monitor and report on activities.
Emergency responders at risk have received preventive medical support	<ul style="list-style-type: none"> Coordinate with health authorities in providing preventive medical support to those at risk from leptospirosis. Provide preventive medical support to staff and volunteers at risk from leptospirosis and other infectious diseases.
Psychosocial wellbeing of affected communities and emergency responders promoted	<ul style="list-style-type: none"> Train psychosocial support providers in selected chapters. Provide psychosocial support to affected community members and responders involved in the operation. Monitor and report on activities.

Progress

Owing to its response to hydrological and meteorological disasters in recent years, PRC has established a pool of trained and experienced community health volunteers (CHVs). As such, some of its chapters, including Pampanga and Pangasinan, mobilized their CHVs to conduct disease prevention, health and hygiene education under this intervention. Other chapters without adequate numbers of CHVs have had to recruit and train afresh. As of this reporting period, close to 300 CHVs have been mobilized and have undertaken disease prevention, health and hygiene education in communities using the participatory hygiene and sanitation transformation in emergencies (PHASTER) methodology, reaching some 7,900 families. Through close collaboration with relief distributions, the families also received hygiene kits to reinforce practice.

Table 3: Number of families that have received health education under this operation

Geographical area	Families reached with health education
Caloocan	500
Laguna	1,500
Malabon	300
Navotas	500
Pampanga	1,000
Pangasinan	700
Quezon City	2,000
Rizal	900
Valenzuela	500
Total	7,900

The health and hygiene education sessions focused on disease prevention measures, particularly on safe handling of household water and food, personal hygiene, and environmental sanitation. Hygiene kits were provided to reinforce practice of personal hygiene. The CHVs used flipcharts to support hygiene promotion sessions and distributed leaflets containing detailed information on general hygiene, diarrhoea and cholera, leptospirosis, and athlete's foot. Posters and banners bearing key messages on hand-washing, and prevention and management of leptospirosis and dengue have been posted at strategic locations in evacuation centres and affected communities.

In view of an alert raised by health authorities on possible outbreaks of leptospirosis – a bacterial disease caused by exposure to water contaminated by rat urine – and an increase in reported cases, as of this reporting period, PRC has administered doxycycline as preventive treatment for 300 staff and volunteers who had participated in activities that demanded they wade through floodwater. The medicines were administered by medical doctors under the national society's blood services.

PRC also continued activities aimed at promoting the psychosocial wellbeing of affected communities. During the reporting period, the national society provided psychosocial support and referral services to some 175 persons, most of them children, bringing the total number assisted since the start of the operation to 2,780. Psychosocial support provided so far included stress debriefing, therapeutic recreation activities like drawing, games and other group activities, guidance and counselling, and referral services (to guide those who require assistance which is not within the scope of the Red Cross to appropriate agencies).

Water and sanitation	
Outcome: 3,000 families in communities have access to safe water and improved environmental sanitation and five schools have improved access to water and sanitation facilities in seven months.	
Outputs (expected results)	Activities planned
3,000 families in evacuation centres and affected communities have received clean water	<ul style="list-style-type: none"> • Undertake real-time needs/capacity assessment to identify families in need of clean water distribution. • Setup of temporary water storage points in evacuation centres and communities. • Distribute clean water, including through trucking, in evacuation centres and affected communities. • Monitor and report on activities.
Families in evacuation centres and affected communities have safe water storage containers and water treatment solutions	<ul style="list-style-type: none"> • Identify families in need of emergency household water treatment and provide them with appropriate water purification solutions. • Provide guidance to families assisted with water purification solutions on the proper use of the same. • Collaborate with the relief sector in providing safe water storage containers to families in need. • Monitor and report on activities.
Main clogged drainage and public areas in targeted communities have been cleared	<ul style="list-style-type: none"> • Undertake real-time needs/capacity assessment to identify communities in which debris and garbage is yet to be cleared. • Mobilize volunteers and community members to undertake cleaning of debris and garbage in affected communities. • Mobilize community members to undertake de-clogging of drainages in affected communities through cash for work. • Transport collected debris and garbage to proper deposit sites in coordination with local authorities. • Monitor and report on activities.
Appropriate water and sanitation facilities provided to five schools	<ul style="list-style-type: none"> • Coordinate with the Department of Education (DepEd), local authorities and principals in identifying five schools that will be supported in rehabilitating/constructing water and sanitation facilities. • Coordinate with local authority engineers and principals of five identified schools on the design of appropriate water and sanitation facilities. • Rehabilitate or construct water and sanitation facilities in five schools that were used as evacuation centres or were severely affected by flooding. • Support the five schools assisted with rehabilitation/construction of water

	<p>and sanitation facilities in forming water and sanitation committees to spearhead proper maintenance of the facilities.</p> <ul style="list-style-type: none"> • Monitor and report on activities.
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Progress

During the reporting period, PRC focused on conducting real-time assessments to determine communities that were still in need of safe drinking water. The national society has since dispatched a bladder tank to Tadalac, Los Banos Municipality in Laguna, to provide safe drinking water for some 430 families living in tents.

PRC also continued to make preliminary arrangements to undertake scaled-up clean-up drives, cleaning of debris and de-clogging of blocked drainage. This preparatory work entailed coordinating with other agencies implementing similar activities on the ground as well as with local authorities so as to agree on the rate that would be applied to cash-for-work. This was necessary to ensure alignment with the minimum wage recommended for specific project locations.

Early recovery support	
Outcome: Coping mechanisms of 1,000 flood-affected families improved in seven months through cash-based solutions for enhancing early recovery.	
Outputs (expected results)	Activities planned
<p>Flood-affected families that incurred losses to homes and livelihoods have received cash grants that enable them to pursue solutions that set the basis for self-reliance</p>	<ul style="list-style-type: none"> • Establish cash-based programming (CBP) working group – comprising PRC staff and IFRC delegates – to provide overall guidance for the project. • Undertake detailed assessments to identify specific communities in most need of early recovery assistance. <i>(Led by CBP working group)</i> • Establish chapter CBP teams – comprising Red Cross staff and volunteers – in provinces/cities where early recovery assistance is most needed. <i>(Facilitated by chapter CBP working group)</i> • Organize orientation sessions and support identified communities in forming barangay programming committees (BPC) – comprising community members, community leaders, members of the civil society and religious groups, among others – that will lead the beneficiary selection process. <i>(Led by chapter CBP teams and CBP working group)</i> • Undertake social mapping, participatory consultations and create a short-list of the most vulnerable households in need of early recovery assistance. <i>(Led by BPC with guidance of chapter CBP teams and CBP working group)</i> • Organize participatory community sessions to select – from the short-list – the most vulnerable households that will receive early recovery assistance in accordance with PRC’s beneficiary selection criteria. <i>(Led by BPC, with guidance of chapter CBP teams and CBP working group)</i> • Organize beneficiary orientation sessions for households that are selected to receive early recovery assistance and guide them on the conditions they need to fulfil in order to receive the grants. <i>(Led by BPC, with guidance of chapter CBP teams and CBP working group)</i> • Provide selected 1,000 households with relevant forms to apply for early recovery assistance and guide them in preparing proposals outlining their preferred solutions to a maximum of PHP 10,000 per family. <i>(Led by chapter CBP teams)</i> • Identify and engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse early recovery grants to the selected 1,000 households. • Disburse PHP 10,000 early recovery grants – in two instalments – to 1,000 households through the cash remittance service provider engaged. • Monitor disbursement of the grants, and utilization by the 1,000 households, and report on activities.

Progress

As outlined in the emergency appeal, further specific assessments were recommended to identify families in most need of such assistance. Discussions are underway with technical support teams within the country as well as at the IFRC Asia Pacific zone office and the IFRC secretariat office in Geneva on how best to support the national society in taking forward that process. Pending detailed assessments which are scheduled to start in October 2012, PRC is exploring the various cash transfer methods available in the country, besides direct cash, vouchers and remittance. On 7 September 2012, PRC invited one bank to make a presentation on the use of cash cards, which can be pre-loaded with specified amounts for beneficiaries to use in purchasing goods and services at points-of-sale or to withdraw cash from automated teller machines. Looking at several options available for cash transfer will enable PRC to select and adopt the most effective and efficient method.

National society disaster preparedness and capacity building

Outcome: The disaster preparedness and response capacity of PRC national headquarters and selected chapters in affected areas strengthened within seven months.

Outputs (expected results)	Activities planned
<p>PRC national headquarters and chapters in operational areas have improved their disaster response capacities.</p>	<ul style="list-style-type: none"> • Form, train and equip two land and water search-and-rescue teams. • Undertake improvement works in PRC's main warehouses in Manila, where preparedness stocks are stored. • Procure non-perishable food items for pre-positioning for immediate mobilization in potential interventions during this year's typhoon season. • Provide one vehicle geared for flood conditions. • Provide technical materials and technical support (including Sphere) to PRC national headquarters and chapters targeted by operation. • Support the development of PRC's cash based programming capacity, systems and processes. • Conduct on-the-job training in logistics core areas (procurement, warehousing, and transport and fleet management) for PRC staff and volunteers at national headquarters and targeted chapters. • Assist PRC in their training activities by providing delegates as facilitators based on their expertise.

Progress

Delegates and staff engaged for this intervention are supporting the building of PRC's capacity by providing on-the-job coaching and mentoring. In early August, IFRC re-assigned one relief delegate already in-country to support the PRC team in monitoring. The delegate worked alongside PRC counterparts for two weeks, thereby boosting monitoring efforts. IFRC has since recruited a field delegate to be dedicated to this operation with the view of sharing expertise. The delegate is expected to arrive in the country by mid-September 2012.

Logistics

As well as facilitating the immediate release of pre-positioned stocks and assisting PRC in organizing transportation of items to respective chapters, IFRC's in-country logistics team – which comprises one logistics delegate and two logistics officers – is supporting local and international procurement of goods.

As mentioned under the outcome for non-food relief, it was necessary to initiate the procurement process to replenish what has already gone out or will be going out soon. Local procurement to replenish these items has advanced, and suppliers of blankets, jerry cans and sleeping mats are being contracted to deliver the items in September 2012. Procurement of 10,000 hygiene kits has been completed, with the first batch of 5,000 pieces already delivered to the PRC main warehouse in Manila and the second batch of 5,000 pieces cleared by customs and expected to arrive at the PRC warehouse in the course of this week. Hygiene kits were procured ex-stock from the IFRC zone logistics unit (ZLU) warehouse in Kuala Lumpur, Malaysia. Donors who wish to earmark for relief items should coordinate with [ZLU](#) regarding outstanding needs.

The communications delegate who was deployed from the Asia Pacific zone office to provide support to the country office's communications and reporting officer completed his short mission during the period under review. The delegate and the officer produced two stories ([Hard-boiled in Manila evacuation centres](#) and [Significant needs remain a month after major flooding around Manila](#)) and two blogs ([Josephine Santos, Red Cross volunteer: Keeping the passion alive despite being affected by floods](#) and [Efficient disaster response requires effective logistics support](#)).

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