



CLOSING THE GAP: A STRATEGY TO STRENGTHEN COMMUNITY ENGAGEMENT AND ACCOUNTABILITY IN AFRICA

**A snapshot of key findings
and recommendations**

CDA

INTRODUCTION

There is a growing demand among policymakers and practitioners for greater accountability and increased commitment towards people's participation in the humanitarian sector. Evidence and experience show that when we truly engage with communities, the outcomes can be more equitable, more sustainable and have greater impact.¹ This recognition has been reflected in global commitments such as the Grand Bargain, the Movement-wide Commitments for Community Engagement and Accountability and International Federation of Red Cross and Red Crescent Societies (IFRC) Strategy 2030, which calls for an urgent shift of leadership and decision making to the most local level to ensure we remain relevant and rebuild trust with communities.

Despite this increased emphasis on engaging communities, putting these commitments into action remains a challenge. This gap between rhetoric and reality means that while participatory approaches have long been a part of many programmes and operations, the Movement does not always systematically engage communities as well as it should and this is eroding their trust in us and limiting our ability to help them².

So why are we still not engaging communities the way we should? What are the institutional or cultural barriers that are preventing more meaningful community participation? And most importantly, how can we work together to tackle them?

This strategy helps to answer these questions by providing Movement partners working in Africa with a clear and coordinated approach to strengthening accountability to communities across Africa. Rooted in practical evidence, it outlines the enabling factors that will help to strengthen community engagement, as well as the barriers that may be preventing more meaningful progress. It provides clear and actionable steps for leadership, programme, operational, and support staff, as well as community engagement focal points. It demonstrates how everyone has a role to play in institutionalizing community engagement to ensure that all Movement members are consistently and meaningfully accountable to the people we serve.

What is community engagement and accountability?

Community engagement includes processes to systematically listen to, engage and communicate with people and communities in order to better understand their diverse needs, vulnerabilities and capacities; to gather, respond to and act on feedback and input about their priorities and preferences; and to provide safe and equitable access and opportunities to actively participate in decisions that affect them.

Accountability refers to the mutual responsibility of all components of the Movement to use their power and resources ethically and responsibly to put the interests of people and communities they aim to serve at the centre of decision-making, thereby ensuring that humanitarian actions lead to the best possible outcomes and results for them, while protecting and preserving their rights and dignity and increasing their resilience to face situations of vulnerability and crisis³.

63%

of African National Societies rated themselves as weak or in need of improvement when using community feedback to guide programmes and operations.

Mapping community engagement and Accountability in African national societies, January 2018

75%

of disaster-affected people say aid does not meet their most pressing needs. Fifty-seven percent said that aid is not provided equitably.

Humanitarian Voice Index

¹ For example, see: Cechvala, Sarah. 2017. "Mainstreaming of Accountability to Communities: An Operational Case Study. Nairobi: Kenya Red Cross Society." CDA Collaborative Learning and IFRC; Cechvala, Sarah. 2019. "All the Evidence we Need";

² IPSOS. 2016. "Community Consultations on Humanitarian Aid"; <https://www.thenewhumanitarian.org/opinion/2019/12/6/aid-workers-trust>; <https://www.humanitarianvoiceindex.org/>

³ For more see: <https://media.ifrc.org/ifrc/what-we-do/community-engagement/>



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“I saw more changes to our programme in five days than in four months because we improved our communication internally and with communities.”

IFRC staff member

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“Trust is the one commodity that humanitarianism has always relied on and perhaps taken for granted. To rebuild trust, we have to listen, and we have to act. People need to be able to participate in the decisions that affect them.”

Francesco Rocca, President of the International Federation of Red Cross and Red Crescent Societies (IFRC).



HOW WAS THE STRATEGY DEVELOPED?

This strategy was developed jointly between the IFRC Africa Region and CDA Collaborative Learning (CDA). It represents the viewpoints of 443 staff, community members, and volunteers who work for, support or are served by the Movement. Data was gathered through key informant interviews, focus group discussions and force field analysis workshops⁴. In-country consultations were carried out with four National Societies – Burundi, Malawi, Nigeria and Sudan – to meet with leadership, staff, volunteers and community members. A working group with cross-Movement representation supported the development of this strategy.

⁴ For more see: <https://media.ifrc.org/ifrc/what-we-do/community-engagement/>

What did we do?	#
Key informant interviews	60
Focus Group Discussions	23
Force field analysis workshops	25
Survey respondents	16

Who did we speak to?	# of people
National Societies	343
Partner National Societies	52
IFRC	44
ICRC	4
TOTAL	443

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“When we went to the community, we found that the most pressing needs were not what we thought. Before we saw the community as the beneficiary. Now, they are partners and participants.”

Branch Secretary who participated in a CEA training



WHAT IS HELPING US TO BE ACCOUNTABLE TO COMMUNITIES?

With thousands of local branches and more than 1.6 million volunteers across Africa, there are plenty of examples of good practices that are supporting us to be accountable to communities;

1. Change happens when there is support at every level of the organization.

In National Societies where leadership actively supports community engagement there was more progress institutionalizing the approach. Staff, volunteers and partners working across Africa were keen to improve their accountability to communities, with partners voicing a willingness to increase funding for this work.

2. Adapting the accountability message to the audience leads to stronger buy-in.

In Malawi, senior leadership were swayed to increase their commitment to community accountability because it linked to National Society integrity and reputation, which were issues of critical importance to the National Society.

3. Success comes when National Societies build on what is already working well.

Building upon existing well-known practices under the banner of community engagement and accountability helps to systematize what was previously happening on an ad hoc basis.

4. Aligning efforts to institutionalize community engagement and accountability with wider organizational strategy development can amplify efforts and build wider buy-in.

Periods of organizational change can be the ideal moment to establish community engagement and accountability as an organizational-wide way of working.

5. Having community engagement and accountability focal points builds momentum.

National Societies with a community engagement staff position saw much greater progress in terms of embedding the approach in strategy, policy and practice.

6. IFRC technical support strengthens community engagement capacity and creates champions.

National Societies explained their engagement with communities has improved as a result of IFRC staff and their internal advocacy and capacity strengthening efforts.

7. Strengthening the capacity of volunteers to engage communities improves programme quality, trust and access.

National Society engagement with the community is highly dependent on the strength of its volunteers and their understanding of accountability to communities.

8. Harnessing the community's enthusiasm to participate increases ownership and builds trust.

Community members consistently expressed a desire and willingness to more actively participate in Red Cross Red Crescent activities.

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“Every day, the volunteers were chased out of the community. Then, we trained 23 volunteers on community engagement and we immediately saw a reduction in resistance.”

DR Congo, programme manager



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“Issues of corruption in the North were identified because of community engagement and it has increased programme quality. Leadership sees and knows this.”

Nigeria, senior manager

WHAT IS STOPPING US FROM BEING ACCOUNTABLE TO COMMUNITIES?

The barriers to stronger accountability can create a vicious cycle leading to weak, ad hoc engagement that damages trust and leads to limited community ownership;

1. Community engagement and accountability is not well understood.

Misperceptions ranged from community engagement being seen as too technical, an add-on, someone else's responsibility, a specific activity rather than an approach, or something we already do well enough.

2. Lack of evidence is leading to limited buy-in and prioritization by staff and leadership.

Leadership complained about a lack of evidence demonstrating the impact of community engagement on programme quality. This leads to limited prioritization, staffing and funding. When leadership do not prioritize community engagement, then neither do their staff.

3. There is a lack of policy or strategy to guide the implementation of community engagement.

Staff and volunteers reported not being clear about what is expected of them in terms of engaging communities and that accountability is not included in organizational strategies, annual plans, or other policies, which leads to it being seen as a stand-alone activity.

4. Inadequate and inconsistent resourcing limits capacity strengthening efforts.

When core activities to strengthen the capacity of staff and volunteers in community engagement and accountability is not adequately resourced, it leads to ad hoc and inconsistent implementation.

5. Weak coordination among Movement members is leading to an inconsistent approach.

Staff across all organizations felt that there are not enough platforms to coordinate on approaches to strengthen community engagement in National Societies.

6. Poor internal communication and rigid processes can inhibit community participation.

Volunteers reported feeling frustrated because plans and information are not shared with them, nor do managers listen to their inputs, which limits their ability to engage communities effectively. Tight timelines and rigid donor requirements can also exclude communities from the planning process and make it difficult to respond to changes in community needs.

7. Strong accountability mechanisms can be viewed as a challenge to cultural and social norms.

Social hierarchy in communities can lead to unfair distribution of aid or poor information sharing. Communities reported feeling uncomfortable complaining to those who are helping them and internally, some staff saw feedback as a criticism of their work.

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“[Red Cross] has never asked us about our preferences. They should give us information directly. We never know what they are doing.”

Community member





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*“CEA means
mobile cinema
and radio shows.
We need to change
this perception because
we only see it as one thing.”*

Burundi, manager

HOW CAN WE STRENGTHEN COMMUNITY ENGAGEMENT AND ACCOUNTABILITY?

The strategy recommends five key strategic changes, with supporting actions and steps, that could unblock the barriers to a stronger, more systematic approach to engaging communities in Africa. While everyone can contribute to these activities, the strategy outlines which organization and role is best placed to lead the activity. Like the barriers, these changes are highly connected and mutually reinforcing so progress in one area can facilitate improvement in another.

- 1. Strengthen understanding of and capacity** to implement community engagement and accountability approaches across the Movement.
- 2. Integrate** community engagement and accountability into Red Cross Red Crescent ways of working so it becomes a standard approach for all staff and volunteers.
- 3. Increase documentation** of success and lessons learned to enhance Movement-wide understanding and ownership of community engagement and accountability.
- 4. Increase organizational support and resourcing** to institutionalize and implement community engagement and accountability.
- 5. Promote a culture of accountability internally** among Movement members **and externally** with communities and partners.

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“Community consultation needs to be just as important to running a programme as money or vehicles.”

DR Congo Red Cross staff member



STRATEGIC CHANGE #1:

Strengthen understanding of and capacity to implement community engagement and accountability approaches across the Movement.

ACTION 1: Build understanding of community engagement and accountability, and its importance for enhanced programme quality, trust, and sustainability amongst senior leadership.

ACTION STEPS	WHO	PRIORITY
Create and roll out a specialized CEA briefing package for senior leadership.	CEA Focal Points IFRC Global	HIGH
Develop and roll out a CEA briefing package for NS Governance.	CEA Focal Points IFRC Region	HIGH
Discuss levels of organizational accountability to communities in senior leadership meetings and make this a key performance indicator.	Leadership IFRC, ANS, PNS	HIGH
Establish a group of CEA champions, including SGs, Presidents, and senior leaders, who can advocate to their peers.	CEA Focal Points IFRC Global	MEDIUM

ACTION 2: Enhance understanding of community engagement and accountability, and how to practically implement it within programmes and operations, amongst technical teams.

ACTION STEPS	WHO	PRIORITY
Roll out the branch-level training and feedback starter kit to National Societies.	CEA Focal Points ANS	HIGH
Integrate CEA into other sector and cross-cutting trainings.	Technical Teams IFRC, ANS, PNS	HIGH
Roll out the CEA 4-day training and planning workshops .	CEA Focal Points IFRC Cluster & Region	MEDIUM
Deliver at least one regional level 3-day CEA training of trainers for IFRC and PNS staff working in Africa, and ANS staff, every year. ⁵	CEA Focal Points IFRC Region	MEDIUM
Develop a pool of CEA trainers.	CEA Focal Points IFRC Region	MEDIUM
Continue to build the pool of trained CEA rapid response personnel.	CEA Focal Points IFRC Global	MEDIUM
Simplify the existing CEA Guide and toolkit.	CEA Focal Points IFRC Global	MEDIUM
Conduct periodic follow-up with participants from previous CEA trainings to provide additional support.	CEA Focal Points IFRC Cluster & Region	LOW
Develop a short e-learning course for CEA in multiple languages.	CEA Focal Points IFRC Global	LOW

⁵ The application process for these trainings should ask the applicant to explain why they need CEA training and how they will apply the learning in their role. In addition, line managers could be asked to sign a consent form that states they will support the applicant post-training to strengthen accountability in their work.

ACTION 3: Increase technical support and mentoring to African National Societies to institutionalize community engagement and accountability and integrate it in programmes and operations.

ACTION STEPS	WHO	PRIORITY
Mentor National Societies to institutionalize accountability approaches into policies, systems, and practice, including developing a CEA policy or strategy.	CEA Focal Points IFRC Cluster & Region	HIGH
Roll out and implement the Movement-wide Minimum Commitments and Actions to CEA.	ALL	HIGH
Develop clear, simple, and achievable minimum actions and sector-specific tools for CEA in emergency response operations.	CEA Focal Points IFRC Region	HIGH
Map which PNS are supporting CEA in which countries.	CEA Focal Points IFRC Region	MEDIUM
PNS with CEA expertise to lead on institutionalizing CEA, in countries where they have long standing bilateral partnerships.	CEA Focal Points & Technical Teams PNS	LOW

ACTION 4: Facilitate peer learning and exchange on community engagement and accountability.

ACTION STEPS	WHO	PRIORITY
Support peer learning visits between NS to share best practices.	CEA Focal Points IFRC Region & Cluster (with support from PNS)	MEDIUM
Promote peer learning platforms that improve information sharing.	CEA Focal Points IFRC Region	MEDIUM

ACTION 5: Improve coordination and communication among Movement members who are supporting community engagement and accountability efforts.

ACTION STEPS	WHO	PRIORITY
Establish a coordination platform where Movement partners can discuss and plan efforts to institutionalize CEA.	CEA Focal Points IFRC Region	HIGH
Follow the CEA Guide, toolkit, and Movement-wide Minimum Commitments and Actions to ensure a consistent approach.	CEA Focal Points & Technical Teams PNS, IFRC, ANS	MEDIUM
Establish a CEA Africa working group among PNS, ANS, IFRC, and ICRC to coordinate efforts.	CEA Focal Points IFRC Region	LOW

STRATEGIC CHANGE #2:

Integrate community engagement and accountability into ways of working so it becomes a standard approach for all staff and volunteers

ACTION 1: Clearly articulate community engagement and accountability in strategic and annual plans.

ACTION STEPS	WHO	PRIORITY
Ensure CEA is clearly articulated in IFRC's strategy 2030 with specific outcomes, outputs, and indicators, reflected in annual and emergency plans.	Leadership IFRC Global	HIGH
Include CEA in the revision of organizational strategies and annual plans.	Leadership ANS, IFRC, PNS	HIGH
Integrate CEA into long-term programmes, including feedback and complaints mechanisms.	Technical Teams IFRC, ANS, PNS	HIGH
Collect and share examples of how different NS have integrated CEA into their strategic and annual plans so they can serve as a model to others.	CEA Focal Points IFRC Region	MEDIUM

ACTION 2: Integrate community engagement approaches into policies, guidelines, and operating procedures.

ACTION STEPS	WHO	PRIORITY
Integrate CEA into emergency response plan of action tools and templates.	CEA Focal Points IFRC Global	HIGH
Integrate CEA into all new guidelines, policies and toolkits being developed. Create a pool of CEA expert reviewers to support this process.	CEA Focal Points IFRC	HIGH

ACTION 3: Consider the location for community engagement focal points and ensure that they are best placed to support programmes and operations.

ACTION STEPS	WHO	PRIORITY
Review the location of CEA to determine if it is the best place to facilitate institutionalization and integration in programmes and operations.	Leadership ANS, IFRC, PNS	MEDIUM

STRATEGIC CHANGE #3:

Increase documentation of successes and lessons learned to enhance Movement-wide understanding and ownership of community engagement and accountability.

ACTION 1: More systematically collect and analyse evidence about the impact of stronger engagement with communities on programme and operational quality.

ACTION STEPS	WHO	PRIORITY
Document case studies to capture lessons learned and best practices.	CEA Focal Points IFRC, ANS, PNS	HIGH
Ensure CEA best practices are captured and translated into training, practical tools, and guidelines.	CEA Focal Points IFRC	HIGH
Develop and share core monitoring indicators that capture levels of community engagement in programmes and operations.	CEA Focal Points IFRC Region	MEDIUM
Include indicators to measure the quality of community engagement in all programmes and operations.	PMER/MEAL Teams IFRC, ANS, PNS	MEDIUM
Provide additional training on data collection and analysis to CEA focal points to equip them to better collect evidence of impact.	CEA Focal Points IFRC Region	LOW
Conduct and commission research to demonstrate the impact of CEA on programme and operational quality.	CEA Focal Points IFRC & PNS	LOW

ACTION 2: More systematically share evidence about the impact of community engagement and accountability on programme and operational quality with decision-makers at all levels.

ACTION STEPS	WHO	PRIORITY
Identify the best channels and creative methods to share evidence of the impact of CEA on a regular basis with different audiences.	CEA Focal Points IFRC & PNS	HIGH
Widely share CEA success stories, case studies, research and lessons learned, including on the Community Engagement online hub.	CEA Focal Points IFRC Global & Region (with Communication support)	HIGH
Profile examples of community engagement impact and success with external partners.	CEA Focal Points IFRC & PNS	LOW

STRATEGIC CHANGE #4:

Increase organizational support and resourcing to institutionalize and implement the community engagement and accountability approach.

ACTION 1: Appoint qualified CEA focal points to support quality engagement and accountability.

ACTION STEPS	WHO	PRIORITY
Identify or hire CEA focal points within NS HQ and branches whose role it is to institutionalize CEA within the National Society and provide technical support.	Leadership ANS	HIGH
Identify and support a CEA focal point in every cluster and ensure the continuation of the support team at the Regional level.	Leadership IFRC Region & Cluster	HIGH
Identify and support CEA focal points at HQ and country level within PNS.	Leadership PNS	MEDIUM

ACTION 2: Budget for community engagement and accountability adequately.

ACTION STEPS	WHO	PRIORITY
Work collectively to identify opportunities for large scale resource mobilization to support work to institutionalize CEA.	CEA Focal Points IFRC, PNS	HIGH
Include funding to institutionalize CEA in annual budgets at all levels. ⁶	Leadership IFRC, ANS, PNS	HIGH
Include CEA in programme donor proposals and budgets.	Technical Teams IFRC, ANS, PNS	HIGH
Establish a commitment that all programme and operational budgets include a minimum percentage for CEA before leadership signs off.	Leadership IFRC, ANS, PNS	MEDIUM

ACTION 3: Offer African National Societies more consistent financial support to institutionalize community engagement and accountability into their ways of working.

ACTION STEPS	WHO	PRIORITY
Fund National Societies who are working to institutionalize CEA.	CEA Focal Points IFRC Region & PNS	HIGH
Include CEA in all partnership agreements with National Societies. ⁷	Leadership PNS	HIGH
Partners who fund bilateral programmes should support efforts to institutionalize CEA and not only project level activities.	Leadership PNS	MEDIUM

⁶ For example, for activities such as trainings, policy development, establishing national feedback and complaints systems and policy development.

⁷ Support for this action can come from the resolution on Movement Wide Minimum Commitments and Actions for CEA.

STRATEGIC CHANGE #5:

Promote a culture of accountability internally among Movement members and externally with communities and partners.

ACTION 1: Integrate responsibilities to work in partnership with communities into hiring, induction, and performance appraisals for all staff.

ACTION STEPS	WHO	PRIORITY
Integrate community engagement into staff induction processes (volunteer, staff, and governance inductions).	Human Resources IFRC, ANS, PNS	HIGH
Integrate community engagement competencies (e.g. listening, empathy, respect) into job descriptions and volunteer roles and responsibilities and assess candidates on these competencies.	Human Resources IFRC, ANS, PNS	MEDIUM
Ensure staff are assessed on these core community-facing behavioural competencies during the appraisal process.	Human Resources / Managers IFRC, ANS, PNS	MEDIUM

ACTION 2: Strengthen and demonstrate what good accountability looks like internally among all staff and volunteers⁸.

ACTION STEPS	WHO	PRIORITY
Strengthen internal communication processes, particularly among HQ, branches, and volunteers.	Leadership & CEA Focal Points ANS	HIGH
Ensure community volunteers are met with regularly and their feedback is listened to and acted upon.	Leadership (Inc. Branch) & CEA Focal Points ANS	HIGH
Make time during programme and operational team meetings to discuss community feedback, and how to respond and act on it.	Technical Teams ANS, PNS, IFRC Country Teams	HIGH
Establish internal feedback and complaints mechanisms for staff and volunteers and ensure leadership use feedback constructively.	Leadership IFRC, ANS	MEDIUM
Introduce 360-degree appraisals as part of performance management system, where managers are appraised by their teams.	Leadership IFRC & ANS	MEDIUM

⁸ The CEA focal point will have critical supporting role in implementing these actions and should work closely with volunteering, organizational and National Society development teams, where these are in place.

ACTION 3: Raise awareness in communities about their right to provide feedback and the organization's responsibility to be accountable.

ACTION STEPS	WHO	PRIORITY
Sensitize communities about their right to give feedback and get responses.	CEA Focal Points ANS	HIGH
Brief community leaders on National Society commitments to working in a transparent and participatory way with communities. ⁹	CEA Focal Points & Branch Staff ANS	HIGH

ACTION 4: Adapt internal systems to support stronger community participation in planning.

ACTION STEPS	WHO	PRIORITY
Advocate for and build more flexibility into donor proposals to allow changes to be made more easily when community needs and priorities change.	Technical Teams ANS, PNS, IFRC	HIGH
Make it mandatory that a feedback and complaints system is established and functioning within all programmes funded by PNS and IFRC.	Technical Teams IFRC, ANS, PNS	HIGH
Develop systems to ensure community feedback from previous programmes is stored and readily available to inform the design of future programmes.	CEA Focal Points ANS	MEDIUM
Document and test successful approaches to increasing community participation.	CEA Focal Points IFRC Region	MEDIUM
Allow enough time and funding for community consultations during the development of new proposals and programmes.	Technical Teams ANS, PNS, IFRC	MEDIUM
Create a fund NS can use to carry out initial consultations before the proposal is submitted to ensure communities can participate from the outset. ¹⁰	CEA Focal Points IFRC Region	LOW
Document when donors are not supportive of changes based on community feedback and use this to advocate for change.	CEA Focal Points IFRC	LOW

ACTION 5: Promote organizational commitments to be accountable to communities.

ACTION STEPS	WHO	PRIORITY
Develop organizational-level CEA policies that set out clear commitments and provide direction to staff and volunteers.	Leadership ANS, IFRC, PNS (<i>with support from CEA Focal Points</i>)	MEDIUM
Develop guidance on how to run CEA policy development workshops.	CEA Focal Points IFRC Region	MEDIUM

⁹ Discuss the willingness of the NS to respond to and follow up on feedback and complaints

¹⁰ This would also require IFRC systems to be fast enough to transfer the funds to National Societies to be able to use them between the call for proposal and submission date.

THE FUNDAMENTAL PRINCIPLES OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



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“To remain relevant, we must think about how to deal with the feedback we get. We have taken our ability to work with communities for granted for all these years.”

IFRC Staff member

The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world's largest humanitarian network, with 192 National Red Cross and Red Crescent Societies and around 14 million volunteers. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.



For more information, please contact:

cea.africa@ifrc.org

Download the full strategy to strengthen community engagement and accountability in Africa:

media.ifrc.org/ifrc/ceastrategyafrica/

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