Responding to the Asia earthquake and tsunamis
Regional strategy 2
2006–2010

Over the next five years, the collective focus of the Federation will be on achieving the following goals and priorities:

Our goals

Goal 1: Reduce the number of deaths, injuries and impact from disasters.

Goal 2: Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

Goal 3: Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

Goal 4: Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion.

Our priorities

Improving our local, regional and international capacity to respond to disasters and public health emergencies.

Scaling up our actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction.

Increasing significantly our HIV/AIDS programming and advocacy.

Renewing our advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction.
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The response to the earthquake and tsunamis that struck on 26 December 2004 has been a defining period for the International Red Cross and Red Crescent Movement. As soon as the full impact of the disaster became known, it was clear that we – National Red Cross and Red Crescent Societies, the International Federation of Red Cross and Red Crescent Societies (International Federation) and the International Committee of the Red Cross (ICRC) – must work together productively to provide relief to the affected populations and to support their efforts to rebuild their lives and livelihoods. Faced with the challenge of responding in several countries at once, some of them afflicted by prolonged armed conflict, we developed and agreed in March 2005 on a Regional Strategy and Operational Framework (RSOF) for the “Asia earthquake and tsunamis”, that clarified the respective roles and responsibilities of the Movement’s components in this context.

Since then, the operational and policy environment has changed in significant ways. Some of the assumptions of more than a year ago are no longer valid. Important factors have emerged that could not have been known at that time. We are gaining experience and learning all the time, and we know much more now about what works and what should be done differently. What has not changed is our commitment to work together.

In this spirit, a group representing Host National Societies, Partner National Societies, the International Federation and the ICRC started working in February 2006 to review the RSOF and develop a revised strategy. Its main purpose is to provide continued and well-founded guidance for the Movement based on what has been learned during the first year of the tsunami emergency and recovery response. Alongside, work is being done to design and update country-based tsunami strategies for Indonesia, Sri Lanka and the Maldives.

Those affected by the tsunamis, their governments and the global public have placed tremendous trust in the Movement. We must live up to their expectations by ultimately leaving safer communities, better able to deal with future emergencies. The moment of the tsunamis and our response will define our legacy for years to come.

Johan Schaar
Special Representative for the Tsunami Operation
International Federation of Red Cross and Red Crescent Societies

The RSOF was agreed at the Hong Kong Forum on 5 March 2005 and provided a guide for the whole tsunami operation for the first year.

This updated and revised Regional Strategy 2 is firmly grounded in the original RSOF but aims to be more implementation-oriented and focus more specifically on the strategic elements of recovery programming. It also takes into account issues highlighted by evaluations done during the first year of the tsunami operation and the lessons learned from it and from other operations. It is further informed by the findings of the Federation High Level Group for Tsunami Response, consisting of senior representatives of a number of National Societies involved in the tsunami operation, who travelled to three of the affected countries in late March 2006.

The structure of this revised strategy is aimed at supporting implementation. It is not enough just to create a strategy. It must be translated into action and used in our daily work. It is our shared responsibility to implement this strategy and change our behaviour and organizational culture accordingly.

The first part describes the main tenets of the Regional Strategy: contextual analysis, vision and nine key strategic areas and their accompanying objectives.

The second part links the strategic objectives to associated programme sectors and lists expected outcomes for each sector.

Additionally there will be a range of implementation aids for the objectives, including stories of current efforts and successes, which can be obtained through FedNet.

Each Movement member is expected to use this strategy as a template to plan and monitor its current work, making adjustments to ensure that the vision and the strategic objectives are achieved. Clear linkages will be made between objectives at the regional, country and programme levels.
Twenty months have elapsed since 26 December 2004, when an earthquake measuring 9.0 on the Richter scale struck the area off the west coast of northern Sumatra. It triggered a series of tsunamis that inundated coastal areas around the Indian Ocean rim from Indonesia to Somalia, affecting millions of people.

With some notable exceptions, there was no early warning, community awareness or preparedness. This resulted in a very high death toll and widespread devastation of socio-economic infrastructure and livelihoods. Over 225,000 people died, and the damage is estimated at some US$ 9.9 billion. The conflict-prone province of Aceh, on the Indonesian island of Sumatra, closest to the earthquake epicentre, was the hardest hit.

National Societies in the affected countries mobilized their volunteers and acted swiftly. The tsunami disaster generated an unprecedented outpouring of support and generosity across the world from individuals, governments and the corporate sector. Global donations to the Movement’s tsunami operation have so far totalled more than CHF 2.8 billion. More than 85 per cent of the funds were donated by individuals.

The recovery process has had a slow start. The enormous challenge of removing debris, clarifying land ownership along an altered coastline and working within the differing capacities of governments to respond to and resolve bottlenecks of all kinds has hampered progress. The plethora of actors, including Red Cross Red Crescent Societies, and the pressure to allocate and spend available funds quickly has made coordinated and integrated planning and implementation difficult.

In several countries the political situation has influenced the evolution of the tsunami recovery effort. In the Indonesian province of Aceh the tsunami seemingly helped to restart the peace process, whereas in Sri Lanka the tsunami did not contribute to a similar peace dividend. In the Maldives, central planning has shown how political structures can limit community consultation and involvement.

The tsunamis revealed existing vulnerabilities. In Sri Lanka this is particularly the case for the 350,000 people displaced by conflict for many years, who are living in seriously resource-constrained conditions, especially when contrasted with the surge of aid for tsunami survivors.

Nias island (off the coast of Sumatra) was included in the recovery effort after the earthquake in March 2005, which exposed a severely underdeveloped physical and social infrastructure and a high degree of vulnerability among the affected population.

In the Maldives, a lack of opportunities for youth, increasing drug abuse, social tension and political unrest have impacted on the conditions of those displaced by the tsunamis and impeded opportunities for beneficiary consultation. There have been outbreaks of violence in settlements for displaced people. In this climate, it is difficult to separate the process of forming a new National Society from the political discourse.

Special national recovery and reconstruction bodies now form part of the post-tsunami institutional context. For example, in Indonesia the Aceh and Nias Rehabilitation and Reconstruction Agency (BRR) has a forceful mandate, including an executing role to step in where other national and international agencies are felt to deliver too slowly. At the international level, bodies such as the Office of the UN Recovery Coordinator for Aceh and Nias, the UN Office of the Special Envoy for Tsunami Recovery and the Global Consortium for Tsunami-Affected Countries all form part of a new and innovative institutional recovery architecture.
The close collaboration with the UN Office of the Special Envoy, President Clinton, has enabled the International Federation to suggest advocacy on issues originating in the operational and policy context of the tsunamis. Issues raised by President Clinton include persisting humanitarian needs, particularly for shelter, disaster risk reduction, the quality of reconstruction and the need for monitoring and assessing the impact of recovery programmes on the affected population.

The extraordinary spotlight turned on the tsunamis has translated into intense monitoring and evaluation of all aspects of the response. The findings of evaluations, particularly those published in the reports of the Tsunami Evaluation Coalition and in the International Federation’s *World Disasters Report*, have been covered by world media.

In this complex political, institutional and policy environment, contextual analysis and understanding become prerequisites for the provision of appropriate and sustainable assistance and for the protection of the Movement’s independence.

Achievements in the first year of the tsunami operation

In spite of the range of challenges, the Movement can point to a number of achievements during the first year of emergency relief and recovery. Among them are:

- courageous and dedicated Red Cross Red Crescent volunteers obtaining much local recognition;
- a competent emergency response, locally and internationally, in spite of significant coordination difficulties, continuing to meet humanitarian needs, particularly in the water and sanitation sector;
- establishment of a Movement Coordination Framework and a common recovery plan;
- taking the lead among international agencies in addressing the need for good transitional shelter in Aceh;
- innovative approaches from National Societies, such as giving cash to boost livelihoods in the emergency and recovery phases and owner-driven reconstruction;
- being recognized as a valuable and responsible partner by governments and international organizations and taking policy initiatives.
By the end of 2010 we will have collectively:

- supported people as they rebuild their lives after the tsunami;
- worked productively with internal and external partners and used all our resources (financial and human) responsibly.

As a legacy we will leave safer communities and a stronger International Red Cross and Red Crescent Movement.

This vision will guide the Movement in the tsunami operation for the coming years. It outlines the importance of assisting people in rebuilding their lives and livelihoods today but looks to the future in emphasizing the legacy of safer and better-prepared communities for the long term.

In order to attain this vision, we must work with beneficiaries and communities. Proper attention and respect must be given to the many and varied needs of people in each country affected by the tsunamis. There is no single way of programming. Rather, each programme must be tailor-made in consultation with the beneficiaries. This includes being prepared to question current positions and comfort zones and move from “doing for to doing with”.

We must be creative, flexible and responsible in the use of our resources and improve our ability to work effectively and efficiently with internal and external partners. The absolute commitment of leaders and all others in the Movement is needed – in words and action. We must be prepared to take risks and make changes so that we truly serve all people. Working together will make us stronger as a Red Cross Red Crescent family.

When this operation comes to an end, we will leave beneficiaries, villages, communities and societies that have regained their spirit, livelihoods, sense of community, health and well-being, where every person is recognized for his or her true worth. And we will continue to remember those who lost their lives in the tsunamis.

Our priorities

Following the vision, the tsunami programming will focus on the broad recovery needs of the affected communities as well as their protection from recurrent hazards. This means programmes for sheltering, with associated livelihood activities; health, including provision of water and sanitation; and disaster management. Strategic support to the Host National Societies is also critical in order to allow them to exit strengthened out of the extremely challenging tsunami experience.

In the programming, much greater emphasis should be given to communication with beneficiaries, conflict sensitivity, sustainability, and to field-based monitoring and evaluation that promotes joint learning. These priorities are further elaborated in the key strategic areas which are presented later in the document.
Implementation under this strategic framework will require clear definition of roles and responsibilities between PNS, host societies and the Secretariat, and strengthening of existing or developing new external partnerships. New approaches that have been tested and proven effective by the different partners should be favoured.

If this strategy is successful, a deliberate effort at jointly designing and assuming roles that build on the specific strengths and capacities of the different components will have been made. It will have helped host societies find a role that does not stretch them beyond reason, but helps build their capacity to emerge stronger after the tsunami. It will recognize specific skills and experiences among PNS, exercised within a coordinated framework and benefiting all components. Ultimately, it will have ensured a scaled-up response that delivers more effectively and efficiently to beneficiaries taking into account their preferences.
In order to attain the vision, nine strategic areas have been identified with accompanying objectives and recommended actions, all of which are further described in the next section. The strategic areas are not listed in order of priority as they are all of equal importance and closely linked to the vision statement.

Achieving safer communities by supporting rebuilding and improving:
- 1. Disaster risk reduction
- 2. Equity and conflict sensitivity
- 3. Sustainability
- 4. Beneficiary and community participation
- 5. Communication and advocacy
- 6. Quality and accountability

Using our resources productively and achieving a stronger International Red Cross and Red Crescent Movement by improving:
- 7. Coordination and collaboration
- 8. Organizational development
- 9. Organizational learning
1. Disaster risk reduction

“The term ‘disaster risk reduction’ or ‘disaster reduction’ is used to mean the broad development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout society, through prevention, mitigation and preparedness.”

Objectives

To contribute to well-prepared, resilient and safer communities better able to cope with disasters and emergencies in the future.

To incorporate multi-hazard risk reduction in all relevant programmes.

Disasters will continue to happen – what we can do is reduce their impact. By including disaster risk reduction in our programmes, we aim to protect people and help build safer communities. By spanning sectors, disaster reduction addresses chronic vulnerabilities as well as the effects of sudden onset emergencies.

The Movement strategy for the tsunami recovery programme recognizes that:

- Reconstruction and rehabilitation must do more than merely go back to the situation that existed before a disaster. Reducing disaster risk is not a separate sector but requires looking at all interventions – house reconstruction, water and sanitation and livelihood support – through the lens of disaster risk. For example, site planning and construction of houses must be done so that they can withstand flooding, earthquakes and other recurring hazards. Public education and advocacy about hazards are carried out simultaneously. Livelihood support helps diversify incomes and reduce risk.

- With the growing realization that disasters can undermine development and contribute to persistent poverty the Movement must exercise influence through policy dialogue with governments, the UN and local and regional bodies.

Recommended activities

All programmes will be reviewed and adjusted to incorporate risk reduction.

Vulnerability and Capacity Assessments (VCAs) and related analyses will be undertaken and used in programme planning. Information collected through VCAs will be used to develop risk maps, thereby facilitating preparedness and response planning. The focus will be on analysing and enhancing both individual and organizational capacities, including disaster preparedness.

Development of multi-hazard building codes and standards will be encouraged. Advocacy on behalf of the most vulnerable and targeting governments will be carried out in collaboration with other organizations and institutions.

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2 John Twigg, Disaster risk reduction: mitigation and preparedness in development and emergency programming, 2004
More effective disaster response will be developed for sudden onset emergencies by optimizing the use of the regional networks and resources of National Societies.

Partnerships will be established with relevant organizations (such as the World Bank, World Meteorological Organization, International Strategy for Disaster Reduction and UN Development Programme) to promote multi-hazard early warning and risk reduction programmes. The International Federation will participate in a multi-agency initiative to support governments and National Societies in developing early warning systems in the Indian Ocean region, contributing a focus on public education and awareness raising.

We will support initiatives to collect indigenous early warning mechanisms and examples of traditional survival practices, for example, stories that have been passed on from one generation to another.
2. Equity and conflict sensitivity

“The capacity of an organization to understand the (conflict) context in which it operates, understand the interaction between its operations and the (conflict) context; and act upon the understanding of this interaction in order to avoid negative impacts and maximize positive impacts on the (conflict) context.”

Objectives

To achieve equity between those directly and indirectly affected by the tsunamis.

To reduce rather than increase tension and conflict within and between communities.

There is competition for power and resources and therefore tension and conflict in all societies. Sometimes these turn into organized violence. This was the situation in areas of Sri Lanka and Indonesia where the tsunamis hit. When an aid programme introduces new resources in a society, it will inevitably be affected by existing tensions and will in turn influence the conflict dynamic. Aid should therefore be deliberately programmed to reduce tension, it should be conflict sensitive. This can only be done on the basis of contextual analyses.

The Movement has developed a tool for conflict analysis and programme planning in the form of the Better Programming Initiative (BPI), based on the principle of Do No Harm. The BPI helps to identify the spoilers and dividers, as well as the connectors who constitute forces for reconciliation in a community, and promotes the design of programmes that reduce rather than enhance tensions within and between communities. Through this and other initiatives, the tsunami operation should ensure that there is equity in delivery and treatment of beneficiaries and communities. This includes maintaining consistency in the standard of goods and services provided.

It also happens that communities not immediately affected by the tsunamis can be more vulnerable than survivors of the tsunami. As far as possible, our programmes should be inclusive and address needs in an impartial manner, regardless of their cause, in accordance with our Fundamental Principles.

Recommended activities

All programmes will review current targeting and delivery to ensure that equity is achieved for beneficiaries and communities. Programmes will be redesigned where appropriate.

The principles of the BPI will be used in designing programmes and in assessment of their impact.

Technical competence in analysis of conflict will be increased by using existing knowledge and expertise in the Movement and among other – particularly local – organizations.

Adam Barbolet et al., The utility and dilemmas of conflict sensitivity, Berghof Research Center for Constructive Conflict Management, 2005.
3. Sustainability

The ability of a development initiative to continue delivering on its goals and objectives without continued donor or partner input other than maintaining links to respond to changes outside the control of the programme.

Objective

To ensure the sustainability of programmes and of Host National Societies.

We must make sure that we leave an honourable legacy to the communities we work with. Going along with sometimes very ambitious national programmes to “build back better” could lead the Movement to lose sight of its role and commitment towards the most vulnerable. Our programmes need to be embedded in the lives of our beneficiaries and their communities. We need to work to develop all programmes, keeping in mind their long-term social, economic and ecological consequences. We must ask ourselves the questions: Who will be responsible for the microfinance programme? How will the water and sanitation project affect the local environment? How do we ensure that the timber to be used has been produced in accordance with sustainable forestry practices? If, for example, fishing boats are provided only to certain beneficiaries, what will that do to local fish stocks and social infrastructure and networks? Will the communities, the authorities and the Host National Society be able to cover the ongoing costs of operating and maintaining the infrastructure in the long term?

The sudden inflow of resources, partners and expectations presents great opportunities but also great risks for the Host National Society. In order to enhance its ability to manage the situation, the International Federation is developing an approach that will assist the National Society in the affected country in scaling up during the emergency and ensuing recovery phase, without overstretching its capacity, and in scaling down in a controlled manner once the crisis is over, having increased the sustainability of regular activities. This will include helping it to make a clear distinction between core areas of responsibility and transient activities appropriate to the recovery phase.

Recommended activities

All programmes will be reviewed for sustainability, alignment with local priorities, and exit or handover strategies developed and operationalized.

Programmes and facilities will be developed so that they have multiple uses, for example, a health centre that can be used for community meetings.

Programmes will be implemented using environmentally sustainable approaches.

Communities will be involved in the implementation of programmes and be able to develop new skills through their participation.

Host National Societies will be supported in developing a strategy for their role in the tsunami response. Support will be given to each Host National Society in adjusting the scale of its work and in building its capacities according to its priorities.
4. Beneficiary and community participation

Participation is active involvement and engagement of beneficiaries and communities in the decision-making, implementation and performance assessment of an operation or programme.

**Objective**

To increase beneficiary and community ownership of programming.

Beneficiaries are clearly stating that they are tired of being consulted without knowing the outcomes of their efforts. Since our beneficiaries are the agents of their own recovery, we need to ensure that they are well informed about our plans and have opportunities to influence them according to their changing needs.

There is a continuum in the form and quality of beneficiary participation, which can be divided into four levels:

- **Share information**
  Beneficiaries provide information to and receive feedback from programmes.

- **Consult**
  Beneficiaries comment on different options.

- **Actively participate**
  Beneficiaries design the interventions with us, participate in implementation and agree how they are to be kept informed of the outcomes.

- **Be equal partners**
  Beneficiaries design the interventions, participate in implementation, assess performance against agreed expected outcomes and are trained and encouraged to continue to act on their own in the future.

Ideally, each operation works at the four levels. However, it is also best to start with what is relevant, feasible and achievable.

Communication with beneficiaries should be dynamic and genuinely two-way – listening and giving information. Continuous feedback to and from beneficiaries and communities needs to be an integral part of programme design, redesign, monitoring and evaluation.

At times, achieving participation and true involvement of communities can be awkward, as we may have to go against our own preferences. However, in order to help people build back their lives and livelihoods, programmes must be tailored to provide what beneficiaries say they need and not what we think they need. It is important to make informed and negotiated decisions based on needs and on agencies’ ability to deliver solutions. In this way, we will gain the further respect of the communities we work with and will ensure that what we do will be relevant to them in the long term.

There is a wide range of tools and methods for enhancing community participation. We need to further develop, share and apply them productively.
Recommended activities

We will continue to build relationships with communities through the involvement of Host National Society branches. Where branches do not exist, we will create partnerships with other local organizations that are working with the communities, while recognizing the central role of local authorities.

Continuous participatory assessment of vulnerabilities and capacities will be established and carried out. Host National Societies will be trained in and familiarized with VCA. The assessment should include a commitment to gender-disaggregated data-collection and rigorous gender analysis of our activities.

Existing formal and informal networks in communities will be identified and used to communicate information about services and programmes.

There will be agreement with beneficiaries on expected results/outcomes of our programmes. Regular monitoring of progress towards agreed results will be undertaken and communicated.

Mechanisms for community involvement will be made available, along with training and development support.
5. Communication and advocacy

Communication means to make connections between people using a wide array of tools – from person to person to mass communication to millions. It is at the heart of humanitarian work, where people are brought together, better informed and rendered less vulnerable by the open exchange of information.

To advocate is to support one position on an issue rather than another. The Movement regularly gives public support for a particular humanitarian position that it believes will assist and support the vulnerable, while always being mindful to work within the parameters of the Fundamental Principles.

Objectives

**Communication**
To communicate in a way that maintains and builds the trust of beneficiaries, donors and the public.

**Advocacy**
To advocate on issues that threaten the dignity, lives or safety of beneficiaries.

Much has been achieved in setting up effective communication and reporting cells in the tsunami-affected countries. There are regular operational updates and fact sheets available for both internal and external audiences.

A tsunami communication strategy has been developed in line with the above objectives and aims to provide a comprehensive framework within which the International Federation and communication professionals can cohesively and coherently relay organizational priorities, successes and challenges to public audiences. The aim of the strategy is also to broaden the public’s understanding of areas of operational interest; as well as working alongside National Societies and international agencies such as the UN; and to improve communication and information-sharing with beneficiaries.

We need to continue to be mindful of security requirements in actual or potential conflict areas to ensure the safety and acceptance of the Movement’s work. Communication guidelines for operating in conflict areas are provided by the ICRC, which also issues regular updates on security matters and maintains the lead in fostering political contacts in conflict areas.

The visibility achieved by the Movement through its role in responding to the tsunami crisis offers a unique platform for significant advocacy initiatives. In keeping with the International Federation’s Guidelines on Advocacy (endorsed by the General Assembly in 2001) and Council of Delegates resolution No. 6 of 1999, all advocacy messages must be framed within the respective mandates of the Movement’s components, the Fundamental Principles and Movement policy and be based on practi-
cal experience and verifiable information. Moreover, ICRC guidance must be sought before initiating specific advocacy activities in countries affected by conflict or violence.

A range of concerns has arisen in the wake of the tsunamis, such as government policy on risk reduction or the rights and needs of displaced people. Specific communication and advocacy actions will be developed and framed in each country context to ensure that these issues are addressed and that the rights and needs of vulnerable populations are respected.

**Recommended activities**

Beneficiaries and communities as agents of their own recovery (as opposed to victims) will be highlighted in the media.

Communication and information sharing with beneficiaries will be enhanced through tailored information campaigns, using, for example, local radio stations or newspapers.

Proactive and comprehensive messages explaining the challenges and complexities of the recovery work will be provided to the media.

To enhance accountability, our evaluations will be made public.

Information on our operations and on their progress and impact/results will be made available to the public, for example, through websites, training and education. Financial information on our operations will be shared openly.

The ICRC will continue to provide communication guidelines in conflict areas and regular security updates and maintain the lead in fostering political contacts in these places. In those contexts where agreements were signed with the ICRC, the parties reaffirm that they are engaged to fully apply the security related provisions and responsibilities.

Based on identified issues, an advocacy plan will be developed, including position statements and appropriate actions at different levels (global, regional, national and local).

Access to governments in countries where such access does not yet exist or the relationship is not strong will be improved.
6. Quality and accountability

Quality is delivering services to appropriate standards to the satisfaction of beneficiary needs and donor requirements in an ethical manner.

Accountability is carrying out a task to the established norms, values, policies and procedures of the programme and at the same time being answerable to and protecting the integrity of an institution in a transparent way.

Objectives

To ensure transparency and accountability to beneficiaries, the public and donors.

To ensure that all operations deliver efficient, effective, appropriate and timely results.

Given the Movement’s obligation of careful stewardship towards both its donors and the beneficiaries of its programmes and the extremely high profile of the tsunami operation, a clear process for ensuring multifaceted accountability is of utmost importance. We are required to set in place mechanisms to monitor the effectiveness and quality of the Red Cross Red Crescent response in an objective and independent manner, to permit operational improvement over time and to ensure accountability to beneficiaries, the public, partners and donors.

The key elements for a quality framework are: clear benchmarks, standards, principles and guidelines to work within, systematic and consistent methods of monitoring and reporting, embedded learning from the outputs of the monitoring and reporting, and evaluation and audit as useful adjuncts to monitoring and reporting. The framework must also include beneficiaries as equal partners where relevant.
### Planning

Our programme planning needs to be firmly based on the ongoing assessment of needs and consultation with the communities concerned. All programmes are expected to adhere to minimum standards as set out in the International Federation's policy framework (covering such aspects as emergency response, development, gender, volunteering, youth, fundraising, etc.), the Code of Conduct, the Fundamental Principles, the Sphere Humanitarian Charter and Minimum Standards in Disaster Response and other relevant policies or standards. Beneficiaries should be involved in setting programme standards, and in-depth local contextual knowledge and expertise should be sought to inform the planning process.

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Implementation

Implementation of programmes should follow the standards and principles set forth and enable collection and collation of information such that it is part of the working lives of those involved in the programmes. Beneficiaries’ views and perspectives should clearly inform implementation. They should be involved in data collection and collation.

Monitoring and reporting

Regular programme monitoring (with beneficiaries) should be carried out through the normal structures of Partner National Societies, the International Federation and the ICRC and reflected in their standard reporting mechanisms. Mechanisms should be set up to enable the incorporation of lessons learned into monitoring and reporting, such as monthly meetings to reflect on reports and data collected.

Evaluation and audit

These activities are often conducted by external bodies at our invitation. While this is still necessary, internal evaluations should be carried out, with beneficiaries as partners, and all stakeholders should agree on the procedures and terms of reference of the evaluations.

Once again, it is expected that the lessons and recommendations from external and internal evaluations and audits are considered and applied in each programme and operation.

Recommended activities

All operations will review current quality and accountability procedures using the template above and introduce changes to increase efficiency and beneficiary involvement where necessary.

All operations will have simple and effective reporting systems that are used to make changes and ensure learning.

A menu of beneficiary-based quality and accountability systems will be available.

Effective risk management processes will be introduced.
7. Coordination and collaboration

Coordination and collaboration are working collectively with internal and external partners to reach a common goal through effective, efficient and integrated use of resources.

Objective

To maximize use of resources through efficient and effective coordination and collaboration within and outside the Movement.

The operational environment after the tsunamis, with many actors working under strong pressure to stake out territory – geographical as well as sectoral – and to implement programmes quickly, was not conducive to spontaneous efforts at coordination. It was therefore an achievement in itself that early on the ICRC and the International Federation agreed on a coordinated Movement approach to tsunami relief according to their respective mandates, assets, capacities and previous involvement with the National Societies in the region.

A Movement Coordination Framework was created and implemented in Sri Lanka and Indonesia, while in other tsunami-affected countries less formalized ways of coordination were developed. However, it seems that these coordination mechanisms and structures have not been empowered or able to serve their purpose fully. For a coordination mechanism to be effective, participants should be authorized and expected to make agreements that are then followed up. The absence of clear tsunami country strategies has meant that there are neither agreed objectives nor performance indicators against which operational coordination can take place. Development of country strategies, now going on parallel to work on the overall strategy, should provide a better foundation for the continuation of the recovery operation. Coordination is at its best when it enhances flexibility, sustainability and quality assurance in the delivery of assistance, as well as helping to avoid overlaps and gaps. Therefore, the coordination function should not be regarded as an end result but rather a means to an end. Coordination structures should be as inclusive as possible, and the International Federation secretariat needs to continue to play a leadership role and, in particular, to help provide the “bigger picture” within which the Movement operates, thereby giving direction, building trust and encouraging contributions from all partners.

Throughout the operation, coordination mechanisms need to be adapted, keeping them as lean and light as possible. Coordination mechanisms need to be reviewed continuously and critically. This applies as much to the coordination mechanisms between the headquarters and the field as to internal country coordination mechanisms. The coordination mechanisms should also aim to have an exit strategy that allows handover to others of core functions and ensures their sustainability.

To promote shared responsibility and make joint operational and strategic leadership possible, the Federation High Level Group for Tsunami Response was created, consisting of senior representatives of 12 National Societies involved in the tsunami operation.

As the Movement operation progresses, further collaboration is required in order to ensure efficient use of human and financial resources. Indications are that more can be done to reduce overheads and achieve economies of scale through sharing of resources and partnership arrangements. We need to
achieve greater clarity in the range and limits of our expertise and distinguish core programming from non-core. Activities that are identified as non-core can be outsourced to other specialized actors.

Coordination and collaboration must also include external partners. Some formalized external coordination mechanisms, such as the Global Consortium for Tsunami-Affected Countries and the Inter-Agency Standing Committee Tsunami Working Group, exist already on the global level. However, further collaboration is required at the country level with government agencies and other organizations in finding the most effective ways of implementing programmes. Guidelines for such partnerships will be established using the current experiences of Movement members.

**Recommended activities**

All current operations will be reviewed to make sure that internal and external coordination mechanisms are functional and allow effective implementation. Suitable alterations and innovations will be made when needed.

Joint mapping of available financial and human resources will be done in order to identify options for rationalization and greater efficiency.

Learning from different coordination and collaboration experiences in the tsunami operation will be documented and shared.

Guidelines for working with external partners will be developed.
8. Organizational development

Organizational development is a process of change in people, structure and systems that comes from internal or external pressure, that has to be initiated and led by the organization itself, and aims to increase knowledge and performance towards achieving goals and objectives.

Objective

To assist Host National Societies in serving beneficiaries and communities now and in the future, based on their priorities.

Organizational development is about managing change in a systematic and planned way. The purpose of change for a National Society is to evolve and increase its beneficial impact on the lives of vulnerable people. The goal is to become more effective, viable, autonomous and legitimate. In an organizational change process, it is important for a National Society to understand its current model, create a vision of where it wants to go and identify the steps to realize that vision.

In the recovery phase, the Host National Society has an important role. However, it has to be carried out and supported in a way that avoids unreasonable expansion and over-extension. As mentioned earlier, the International Federation is developing principles to assist Host National Societies in designing their engagement according to their capacities and priorities.

In general, organizational development should not be an isolated programme area but embedded in all programmes in order to help the National Society to adjust and scale up programmes as needed. The focus should be on building the key capacities of the National Society and on training and developing the skills of staff and volunteers. The National Society should ultimately be able to grow stronger rather than just expanding its activities for the duration of the operation.

With regard to human resources, more attention needs to be paid to the recruitment, remuneration, training and use of staff and volunteers. There needs to be a solid distinction in the roles, responsibilities and remuneration of locally hired staff versus volunteers. Contractual arrangements must promote contextual understanding and continuity.

Recommended activities

Existing and future partnerships with National Societies will be reviewed against the objectives of capacity building and organizational sustainability. Outsourcing non-core tasks will be viewed as an option.

Clear consolidated plans for organizational development in the context of the tsunami operation at national and branch levels will be implemented and monitored.

National Societies will be supported in developing long-term plans for organizational development.

Human resource policies will promote staff continuity and use of local knowledge and expertise.
9. Organizational learning

Organizational learning requires the creation of suitable conditions in which actors can review, reflect on and then institute appropriate changes in their work.

Objective

To apply lessons learned from the tsunami and other operations to improve performance.

Rushing into programme implementation without proper reflection and learning often leads to repeated mistakes and missed opportunities. The pressure to implement has been extraordinarily high in the tsunami operation. More opportunities need to be provided for learning and reflection at both the individual and organizational levels. We need to learn from mistakes and celebrate successes.
A culture of constant learning should be enhanced, and the structures in which we work must allow for learning, growing and creativity. This could include making sure that at least one meeting a month is devoted to reflection on current practise or allows discussion of possible innovations. We must offer opportunities so that new knowledge and skills are not only learned but also applied within the tsunami operation and in other contexts. Evaluations should also be seen as learning opportunities and tools. They should lead to reflection and to an improved course of action. Mutual sharing of success stories and practise (e.g. between National Societies and with external partners) and joint problem-solving should be enhanced.

Each of the elements in the following diagram has to be targeted to permit organizational learning. The design and structure of an organization, as well as its systems and processes, must be conducive to learning. In addition, people must be provided with opportunities to think about how they act and behave, such as through management development programmes and coaching. True organizational learning within the local cultural context will take place when all of these elements, and openness for change, are in place.

**The elements for organizational learning**

![Diagram of organizational learning elements](image)

(Reprinted from: Flanagan, 2005, personal communication)

**Recommended activities**

Implementation success stories and examples of best practise in organizational learning will be identified and shared.

Problem-solving workshops will be organized and partners invited to jointly overcome and solve common problems.

Information sharing will be enhanced through better circulation of documentation (e.g. reports) and making use of virtual and real-time workshops and other means of learning.

Knowledge-sharing focal points will be identified among all partners.
This part of the strategy links the strategic objectives to the main programme sectors and lists the expected outcomes for each sector. It begins by describing the programme sectors and their overall goals. The table presents the expected outcomes for each strategic objective by sector. The framework thus aims to assist programme implementers in operationalizing the strategic objectives and shows what they can mean in practise.

The main programme sectors covered here are health, livelihoods, disaster management and shelter. Water and sanitation work is not presented as a separate sector but is included in the health and shelter sectors when relevant. Tracing activities and the promotion of humanitarian values are not addressed.

### Key programme and operational areas

#### Health (including water and sanitation)

The aim of health programmes is to address issues related to basic health, social welfare, health preparedness and response to emergencies including communicable disease outbreaks and other disease surveillance, monitoring and control, water and sanitation in affected communities. National Society capacities for health response and preparedness based on volunteer and community education will be enhanced. This is done by contributing to strengthening health systems in a sustainable way, complementary to government efforts. Meanwhile, ongoing longer-term assistance in the areas of psychosocial support will be provided both for the affected community and for humanitarian workers. In addition, in some instances based on specific assessments, peripheral health structures will be rebuilt to enhance local capacities and to reinforce health capacities in communities.

#### Livelihoods

For the people recovering from the effects of the tsunami, the first priority is to re-establish a means of making a living and to regain control of their lives. The aim of livelihood assistance is to replace and improve the lost or damaged assets of the affected population and to address the factors that hinder the full use of these assets by more vulnerable groups. Communities will be supported in recovering their lost productive assets, in increasing the productivity of their livelihood activities and in diversifying household income sources. This will help to increase the resilience of vulnerable communities to future disasters.

#### Disaster management

The medium- and longer-term needs of the most vulnerable in disaster-prone areas will be addressed by improving the ability of communities at risk to cope with future disasters, strengthening and, where possible, introducing or adapting early warning systems that have been successfully activated in some countries. At the same time, the capacities and competencies of National Societies will be strengthened to support community-based disaster preparedness and risk reduction programmes, while preparing for and responding to disasters in a timely, efficient and coordinated manner in conjunction with regional and international response mechanisms.

#### Shelter (including water and sanitation related to shelter)

Affected communities will receive appropriate support, complementary to government efforts, to reconstruct and develop their social, health, educational and household-based coping mechanisms and infrastructure through participatory action and programmes. Support will be in keeping with local and national standards and expectations, conducive to community cohesion and empowerment and enhances resilience to possible future disasters.

The reconstruction of shelter is closely linked to a number of related sectors and, ultimately, blends into longer-term community rebuilding and development. The International Federation will therefore undertake shelter and water and sanitation assistance activities within a broader programme perspec-
tive to support community-centred planning and management of the disaster recovery process. This commitment to community planning will require the International Federation to strengthen community capacities both through support to the local Red Cross Red Crescent Society and strong linkages to local governance and other community structures.

Cross-cutting issues
All of these key programming and operational areas are closely interlinked, and every effort will be made to ensure that opportunities to reinforce their complementarity are identified.
Expected outcomes

The table below shows the expected outcomes in the key programme areas for each strategic objective. It aims to assist programme implementers in operationalizing the objectives and putting them into practise.

<table>
<thead>
<tr>
<th>Key strategic objectives</th>
<th>Health</th>
<th>Livelihoods</th>
<th>Disaster management</th>
<th>Shelter</th>
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<tr>
<td><strong>Disaster risk reduction</strong></td>
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<tr>
<td>1) To contribute to well-prepared, resilient and safer communities better able to cope with disasters and emergencies in the future.</td>
<td>1) Red Cross Red Crescent volunteers in communities are trained in, understand and manage the main health issues and early response.</td>
<td>1) Beneficiaries’ income sources are restored or new productive activities are successfully in place. Where possible, beneficiaries’ income sources are expanded and/or diversified.</td>
<td>1) Communities are trained in early warning and know what danger signs to monitor and who to notify. Communities are trained in disaster preparedness and evacuation-related activities to reduce their vulnerability to hazards.</td>
<td>1) Targeted beneficiaries currently in emergency or transitional shelter live in safe, permanent houses (i.e. not built on swamps or inappropriate to/destructive of means of livelihood). Housing settlements are well planned and have adequate spacing and support services, including appropriate water and sanitation facilities.</td>
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<tr>
<td>2) To incorporate multi-hazard risk reduction in all relevant programmes.</td>
<td>2) Communities have better knowledge of health issues and health risks, as well as prevention.</td>
<td>2) Physical infrastructure that protects or minimizes damage to productive assets will be put in place or strengthened, where appropriate (e.g. dykes to protect agricultural land from flooding).</td>
<td>2) Disaster preparedness and early warning systems and procedures adequately address and include actions to cover all major hazards with a high probability of occurrence.</td>
<td>2) Housing designs incorporate adequate safety features against major environmental, health and other hazards. Shelter standards are expanded to include seismic safety, environmental sustainability and community planning requirements. Standards for compliance/inspection programmes are developed through national reconstruction agencies and local government.</td>
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<td>Equity and conflict sensitivity</td>
<td>1) To achieve equity between those directly and indirectly affected by the tsunamis.</td>
<td>1) Livelihood programmes improve income sources and protect the assets of both tsunami-affected groups and other vulnerable groups within the community.</td>
<td>1) Programmes include both tsunami-affected groups and other vulnerable groups within the community.</td>
<td>1) Programmes include both tsunami-affected groups and other vulnerable groups within the community.</td>
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<td></td>
<td>2) To reduce rather than increase tension and conflict within and between communities.</td>
<td>2) Programmes contribute to increased/improved interaction and/or tolerance between different interest groups and communities (e.g. joint decision-making bodies, joint activities, shared goals/programmes) Programme design and implementation do not contribute to existing or create new conflict. Distribution of assistance is seen as equitable by beneficiaries.</td>
<td>2) Programmes adequately address and differentiate between the various types of hazards faced by different vulnerable groups in the community as necessary. Programmes promote joint community early warning systems and hazard/risk reduction activities among different groups facing the same or shared hazards.</td>
<td>2) Programmes are sensitively designed and implemented so as not to provide different quality housing, services or support to different groups or not to create or reinforce socio-cultural differences. Joint community planning and implementation approaches are put in place for services of common benefit.</td>
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<td><strong>Sustainability</strong></td>
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<tr>
<td>1) To ensure the sustainability of programmes and of Host National Societies.</td>
<td>Programme respond to the identified needs and priorities of beneficiaries. Volunteers are effectively serviced and managed by branches. New health structures are integrated in existing health systems.</td>
<td>Programme respond to the identified needs and priorities of beneficiaries. Programme respond to the market context (demand, distribution channels, competition) for services and goods produced through the interventions. Beneficiaries and future generations in the community are able to continue using natural resources required for livelihoods. Beneficiaries are able to continue production of goods or provision of services after Movement support ends.</td>
<td>Programme respond to the identified needs and priorities of beneficiaries. Beneficiaries have the means to continue to implement programmes after Movement support ends. Beneficiaries continue to regularly update and practise their emergency evacuation and response plans.</td>
<td>Programme respond to the identified needs and priorities of beneficiaries. Housing/water and sanitation systems built can be affordably managed and maintained by beneficiaries and/or government agencies.</td>
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<td><strong>Beneficiary and community participation</strong></td>
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<tr>
<td>1) To increase beneficiary and community ownership of programming.</td>
<td>Community feedback mechanisms are successfully established. Trained volunteers enable communities to operate links between the community and peripheral health systems, e.g. early case detection and referral.</td>
<td>Community feedback mechanisms are successfully established. Beneficiaries and communities are committed to contributing to and maintaining programme outcomes after Movement support ceases.</td>
<td>Community feedback mechanisms are successfully established. Extent of adoption of community plans with risk reduction, livelihood support and general community safety elements.</td>
<td>Community feedback mechanisms are successfully established. Beneficiaries continue to live in housing. Beneficiaries feel housing, including water and sanitation, meets their needs and priorities.</td>
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</table>
### Key strategic objectives

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<td><strong>Communication</strong> 1) To communicate in a way that maintains and builds the trust of beneficiaries, donors and the public.</td>
<td>1) Beneficiaries/communities understand and respect the Movement’s programmes and decisions even if there are differences of opinion.</td>
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<td>Advocacy 2) To advocate on issues that threaten the dignity, lives or safety of beneficiaries.</td>
<td>Beneficiaries feel Movement personnel understand and respect their needs and priorities even if there are differences of opinion.</td>
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<td>Volunteers have communication skills to reach beneficiaries and to promote health messages.</td>
<td>2) Awareness and understanding is increased among relevant stakeholders regarding threats to the dignity and safety of beneficiaries.</td>
<td>2) The government’s awareness of the importance of effective and adequately resourced early warning and disaster management systems is increased.</td>
<td>2) The government’s awareness of housing/water and sanitation issues is increased.</td>
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<td><strong>Quality and accountability</strong></td>
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<td>1) To ensure transparency and accountability to beneficiaries, the public and donors.</td>
<td>1) Donors, the public and beneficiaries feel information provided to them by the Movement on delivery of programmes is timely, accurate and honest.</td>
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<td>2) To ensure that all operations deliver efficient, effective, appropriate and timely results.</td>
<td>2) Volunteers are properly trained according to agreed health standards. Corrective action is taken as soon as realistically possible where issues or problems are identified. Programmes achieve their objectives. Beneficiaries feel programmes are relevant and contribute to improvements in their lives.</td>
<td>2) Risk management, monitoring and evaluation, and quality assurance systems and procedures are in place and functioning. Corrective action is taken as soon as realistically possible where issues or problems are identified. Programmes achieve their objectives. Beneficiaries feel programmes are relevant and contribute to improvements in their lives.</td>
<td>2) Risk management, monitoring and evaluation, and quality assurance systems and procedures are in place and functioning. Corrective action is taken as soon as realistically possible where issues or problems are identified. Programmes achieve their objectives. Beneficiaries feel programmes are relevant and contribute to improvements in their lives (i.e. feel safer).</td>
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<td>The role of health is clearly defined in the Host National Society’s strategy. The capacity of the Host National Societies is built and resourced in accordance with its strategic objectives. Handover by partners is properly planned and implemented.</td>
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<td>The HNS’s role as an auxiliary to its government in disaster management is strengthened (or increased). The capacity of the Host National Societies is built and resourced in accordance with its strategic objectives.</td>
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<td>The role of shelter/water and sanitation is clearly defined in the HNS’s strategy. The capacity of the Host National Societies is built and resourced in accordance with its strategic objectives.</td>
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<td><strong>1) To apply lessons learned from the tsunami and other operations to improve performance.</strong></td>
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<td>Recommendations from reviews and assessments are implemented in a timely manner. Impact assessments are carried out and the results shared widely. Operations personnel apply approaches and ideas learned from workshops, web exchanges and local feedback to programme implementation.</td>
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<td><strong>Coordination and collaboration</strong></td>
<td>Volunteers understand the roles of the Ministry of Health and of other organizations. Movement partners work together within an agreed strategic programming framework.</td>
<td>Movement partners work together within an agreed strategic programming framework. Movement partners use resources in a combined or complementary way that reduces costs and/or increases the efficiency of programme delivery. Work is outsourced or external partnerships are in place with credible agencies in areas where no or limited capacity exists within the Movement to implement activities or where other agencies can implement them more cost-effectively than the Movement.</td>
<td>More effective collaboration takes place with research institutes and local, national, regional and international organizations, as well as with governments and the UN, to help people make their communities safer. Linkages are strengthened between technical and community components of early warning systems at regional, national and local levels.</td>
<td>Movement partners work together within an agreed strategic programming framework. Movement partners use resources in a combined or complementary way that reduces costs and/or increases the efficiency of programme delivery. Work is outsourced or external partnerships are in place with credible agencies in areas where no or limited capacity exists within the Movement to implement activities or where other agencies can implement them more cost-effectively than the Movement. Linkages are established between community-level rebuilding work and local governance and government policy, planning and regulation systems.</td>
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Joe Lowry/International Federation

Responding to the Asia earthquake and tsunami I Regional strategy 2 I 2006–2010
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 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.
The International Federation of Red Cross and Red Crescent Societies promotes the humanitarian activities of National Societies among vulnerable people.

By coordinating international disaster relief and encouraging development support it seeks to prevent and alleviate human suffering.

The International Federation, the National Societies and the International Committee of the Red Cross together constitute the International Red Cross and Red Crescent Movement.