

Programme Update



International Federation
of Red Cross and Red Crescent Societies

Disaster Management (DM)

19/08/08

This report covers the period 01/01/2008 to
30/06/2008



Labutta is one of the hardest hit areas in the Irrawaddy delta region of Myanmar. Many houses have literally been blown apart by Cyclone Nargis which hit the region on 2 May at wind speeds of up to 190 kilometres per hour.
International Federation

In brief

Programme purpose: In order to achieve Global Agenda Goal 1, the disaster management (DM) programme places emphasis on a global disaster management capacity with a close integration between each of its components that increasingly reflects the new operating model.

Programme summary: This update is a summary of the achievements of the 13 projects implemented by the International Federation under its disaster management programme.

Financial situation: The global DM appeal budget for 2008 has been revised downwards from CHF 38,646,000 to CHF 32,637,000, of which 67% covered. Overall spending vs. 2008 appeal budget stands at 34%. More details are available under the respective specific programme updates.

No. of people we help: It is estimated that the International Federation brings assistance through its disaster preparedness and response activities to around 30 million people annually, from refugees to people affected by natural disasters. Over seven million people have benefited from disaster response so far in 2008.

Our partners: Please refer to the individual projects under the disaster management

programme.

Context

As a follow up to the General Assembly and the 30th International Conference which has set the context for disaster planning and preparedness at the global level, the International Federation has scaled up actions to respond to increased vulnerability to disasters; as well as the increased frequency, severity and complexity of disasters caused by climate change, urbanization, migration and health emergencies. In particular, the focus has been around two themes:

a) preparedness and response to disasters, and b) the humanitarian consequences of environmental deterioration and climate change.

Weather-related disasters, particularly of medium and small-scale, remained the major cause of response operations led by the National Red Cross and Red Crescent Societies during the first six months of the year, with support from the International Federation's Disaster Relief Emergency Fund (DREF), and the flexible use of Federation disaster response tools when national capacity was overwhelmed. This situation was also aggravated by increased food insecurity, particularly in Africa, as well as the highest rate of disasters in the Asia Pacific (98 events) and Africa (83 events) regions.

Of particular interest, has been the use of early warning/early action initiatives. Meteorological information and forecasts of extensive and heavier than normal rainfall provided by institutions such as the National Aeronautics and Space Administration (NASA) and the International Research Institute of Colombia University were used by the International Federation in January, to put preparedness measures and stocks in place in the South Africa region. The DREF allocation of CHF 1,084,366 was a good example of using DREF for preparedness for imminent crisis. By April, the forecasts of rainfall and the expected number of people affected by the floods had proved to be accurate.

Progress towards outcomes - Summary

Following the directions set in the **global strategy for disaster management**; this appeal has been addressing the humanitarian challenges of today, through its several components that allow the International Federation work towards building household, community and national resilience, through reducing risk with disaster preparedness for response and recovery.

In terms of operational challenges, the achievements and progress in 2008 were made despite the International Federation's ongoing transition process in the form of the new operating model, and more specifically for disaster response, the **disaster management team (DMT)** initiative—a cross-functional, cross-divisional action group formed at the end of 2007 to improve the delivery of coordinated disaster management services.

The DMT is intended to provide the necessary leadership and consistency to meet emerging challenges in an integrated way within the context of the humanitarian reform and the International Federation's Federation of the Future process. In order to do this, a dedicated project team was identified to work with key internal stakeholders including more than 100 Red Cross and Red Crescent Societies around the world to assess the current capabilities and needs of their disaster management systems. Through an online data collection tool, more than 10 reference group meetings around the world, a gap analysis and analysis of critical literature quantitative and qualitative data has been gathered to identify changes in the disaster risk profiles and prioritized needs for support services at the national level.

The resulting information and analysis on the priority support needs for disaster management services will enable the International Federation to prioritize and focus on key initiatives, increase efficiency and effectiveness, and organize its capabilities to be closest to the disaster risks Red Cross and Red Crescent societies meet on a daily basis. Regional disaster management working groups will continue to provide a permanent feedback mechanism to ensure that all levels of the International Federation benefit from a constant flow of feedback on needs, emerging disaster risks, and beneficiary input.

Phase 1 of the disaster coordination and development project was completed in May 2008. International Federation leadership and disaster managers have been presented with analysis and plans for integration and prioritization of activities; definitions of services and prioritization based on National Society needs, indicators and frameworks for measuring impact and collecting such information; and recommendations for focused projects, which over the coming months will align priorities, capacities, tools and systems to better assist local Red Cross and Red Crescent disaster managers meet the growing needs of vulnerable people.

More specifically, to deliver the Global Agenda and particularly those aspects that refer to disaster management, the International Federation has invested the following strategic directions through its DM global programme:

Disaster management planning and community preparedness

The International Federation has supported the development of needs-based planning through this appeal by the development of tools for National Societies. The **well-prepared National Societies questionnaire (WPNS)**, a joint initiative with the International Committee for the Red Cross (ICRC), helps National Societies identify their needs and priorities for preparedness and response to disasters. Based on the characteristics of WPNS and following training in the recommended participatory methodology, a total of 77 (44 as of January 2008) National Societies in the Americas, Asia, Africa, Europe and Middle East and North Africa (MENA) have been trained for using the tool. Some of the National Societies are using WPNS as a basis for planning, to develop strategies and indicators to measure impact, and to develop national disaster management master plans.

With the publication of “**Emergency Assessment (EA) Guidelines, March 2008**” and “**Vulnerability Capacity Assessment (VCA) – Training Guide, April 2008**”, assessment methodology for both pre-VCA and post-EA disaster has been harmonized and standardized. Efforts are now ongoing to update assessment modules in the various DM trainings conducted by the International Federation.

After extensive discussions, a first draft of the International Federation secretariat “**Early Warning, Early Action**” system is coming together. This system will bring together early warning (EW) knowledge and feed it into the structures of the secretariat for early action (EA). At the community level, guidelines are being researched for creating community-based monitoring systems that National Societies could develop to complement the secretariat EWEA system. You can find more information by going to the [Disaster Planning and Preparedness Programme Update 2008](#) and [budget summary](#).

Following the release of the disaster response and contingency planning guide, the International Federation has focused efforts in mapping existing **disaster response and contingency plans** throughout all regions, analyzing their quality, relevance and effectiveness. Moreover, as convener of the emergency shelter cluster, the International Federation has been coordinating the **contingency planning exercise of the shelter sector** at the global level and in various countries (Nepal, Indonesia, Philippines and others), and supporting National Societies to do the same in those countries where there is no International Federation representation.

Zone and National Society plans for 2008–2009 indicate that some 161 countries globally are committed to the implementation of some form of **disaster risk reduction** with programmes ranging from information and awareness raising, assessment and community-based disaster preparedness, and the implementation of local disaster risk reduction projects. You can find more information by going to the [Disaster Risk Reduction Programme Update 2008](#) and [budget summary](#).

A specific five-year **food security strategic framework** for 15 African National Societies was launched in Ethiopia in April 2008. This initiative is targeting 2.3 million people who lack food security, and is initially estimated at 45 million Swiss francs. The purpose of this initiative is to scale up the International Federation's efforts in national food security programmes to provide at least 20 per cent of the most vulnerable populations with longer-term food security support, and to enhance their resilience. You can find more information by going to the [Food Security in Africa Programme Update 2008](#) and [budget summary](#).

IDRL technical assistance projects have been launched in Cambodia, Laos and Vietnam, while similar projects are being explored in Africa and the Americas. Work has also commenced on an advocacy manual for National Societies to assist them to provide expert advice on law-related to disaster management. Outreach to inter-governmental and regional organizations has helped to spread interest in the IDRL guidelines. Meanwhile IDRL research continues, with the publication of a new study on legal issues in the international response to the 2007 floods in Bolivia. You can find more information by going to the [International Disaster Response Laws–IDRL Programme Update 2008](#) and [budget summary](#).

Organizational preparedness

The scale up in funding of DREF operations has been made possible by increased support from donors, and the specific replenishment of **DREF allocations** by the Netherlands silent emergency fund since 2005. The possibility of using DREF to cover the costs of response to small-scale disasters or DREF operations, has undeniably led to a greater use of the fund and to increased confidence among the National Societies to respond to small-scale disasters, knowing that the costs of the operation and replacing relief stocks can be covered by a DREF allocation. The operations also allow National Societies to position themselves with their national authorities and other humanitarian partners, and help build their volunteer and staff capacity in responding to disasters. You can find more information by going to the [Disaster Relief Emergency Fund – DREF Programme Update 2008](#) and [budget summary](#).

To promote increased understanding of, and support for, appropriate relief response activities, **relief components** in the Field Assessment and Coordination Teams (FACT), regional disaster response teams (RDRT) and Emergency Response Unit (ERU) trainings have been reviewed and incorporated. The newly developed **recovery and shelter sessions** have in turn been incorporated into regional and global relief training, allowing relief/recovery, relief/shelter, and relief/logistics interfaces to be illustrated within an integrated disaster management approach. Technical support has been provided in-country to relief operations in Myanmar, China, Bangladesh and South Africa and to the development of relief response capacities of volunteers and staff of the National Societies of Iraq, Bangladesh and French Red Cross and Red Crescent Societies. You can find more information by going to the [Relief Programme Update 2008](#) and [budget summary](#).

Two **FACT** trainings have been carried out during the period, bringing to over 100 the number of National Societies now represented on the FACT roster. A total of four shelter specialists and six recovery specialists have been trained, adding this type of skills to the tool for future deployments. More specifically in 2008, two FACT missions were deployed to respond to the floods in Southern Africa and Cyclone Nargis in Myanmar. Several **ERU** training courses and meetings took place as well, allowing the tool to continuously adapt to needs in the current changing disaster environment. ERU capacity in National Societies were ready to respond by

deploying their units to support the Cameroon Red Cross Society for Chadian refugees, the Myanmar Red Cross Society in response to the Cyclone Nargis and the Red Cross Society of China in response to the earthquake in Sichuan Province. You can find more information by going to the [Disaster Response Tools Programme Update 2008](#) and [budget summary](#).

With the centralized strategic management function in Geneva, the three **regional logistics units (RLUs)** have provided proven operational response, coordination and logistical capacity building within their regions. Analysis of the regionalization approach to logistics support confirms quantifiable improvements in the disaster response supply chain in every aspect, from reducing delivery times and costs, to increasing effectiveness and efficiency. You can find more information by going to the [Logistics Programme Update 2008](#) and [budget summary](#).

To provide a non-tent shelter solution that can be rapidly deployed, a **shelter kit** comprising tarpaulins, tools and fixings has been developed and 29,000 such shelter kits have been pre-positioned in cooperation with the logistics department in key locations (Nairobi 5,000, Harare 4,000, Panama 6,000, Dubai 7,000 and Kuala Lumpur 7,000). A **shelter technical training** has been developed and delivered to Red Cross and Red Crescent shelter practitioners to enhance shelter response capacities. The specific shelter technical components of this training were also delivered to shelter practitioners from non-governmental organizations (NGOs) and UN agencies as part of the commitment of the International Federation to enhance the preparedness of the shelter sector. Together with the United Nations Refugee Agency (UNHCR), the International Federation has organized trainings for **emergency shelter cluster coordinators** and for **shelter information managers**. This has resulted in a trained group of people to be deployed as part of the shelter cluster coordination teams.

A **shelter database** has been developed in which all past Red Cross/Red Crescent shelter responses have been captured. This database promotes knowledge sharing and awareness raising on the type of shelter responses by country, by type of disaster and other parameters. It will enable better shelter programming as past experiences can be reviewed and learnt from. You can find more information by going to the [Shelter Programme Update 2008](#) and [budget summary](#).

While communications problems encompass a whole set of issues, there are important components based on **information technology (IT) and telecommunications** technology that can be optimized for disaster response. For effective use of these technologies, efforts have been put into linking them strongly to human development needs so that appropriate skilled staff is available in times of disasters. You can find more information by going to the [Information Technology and Telecommunications Programme Update 2008](#) and [budget summary](#).

Over the recent years, the International Federation has seen the security environment change and generally deteriorate resulting in Federation personnel having to operate more and more in insecure or potentially dangerous environments. Although **security** is often seen as something separate, it is in fact closely linked to good organizational preparedness in terms of preventing security incidents that can affect International Federation staff and volunteers. In order to address this, an International Federation security framework and a set of minimum security requirements (MSR) have been recently approved by the Secretary General. It is a remarkable achievement that no staff member or any other personnel under International Federation security management has been killed or seriously injured as a result of a security incident during the reporting period. The International Federation statistics continue to compare favourably to other international organizations and NGOs. You can find more information by going to the [Security Programme Update 2008](#) and [budget summary](#).

Disaster Response

Ten emergency appeals have been launched during the first six months of the year, requiring extensive coordination from the operations coordination team in Geneva, as well as from the

disaster management units in the Americas and Asia Pacific. Two major sudden-onset disasters occurred, namely Cyclone Nargis in Myanmar and the Sichuan earthquake in China that received vital financial, material and human support, particularly through the deployment of tools such as FACT, RDRT, and ERU, and delegates to provide technical support in different fields including shelter, health, water and sanitation, and others. In addition, an IDRL programme staff was temporarily deployed to Bangkok to provide technical advice related to the relief operation for Cyclone Nargis in Myanmar. You can find more information by going to the [Operations Coordination Programme Update 2008](#) and [budget summary](#).

Three RLUs have supported an average of **14 major operations per month** during the reporting period. Kuala Lumpur RLU contributed for instance, dispatched more than 442 tons of relief items to Myanmar, including 15,000 shelter kits, and coordinated mobilization of relief items from 20 different National Societies for the same operation. Additionally, the Kuala Lumpur RLU, with strong support from Dubai RLU, coordinated the delivery of 104,000 family tents in response to the China earthquake. Some 6,400 shelter kits were also dispatched to the Southern Africa floods (Mozambique and Malawi).

The **relief programme** has also contributed to the development of needs-based planning, and has supported National Societies in using tools that help them implement programmes that respond to those needs.

Recovery

The International Federation recognizes that large-scale natural disasters often require a commitment to **longer-term recovery** that extends beyond the provision of food, shelter and medical assistance. In the first half of 2008, there has been good progress in the implementation of the disaster recovery programme, particularly through major disaster operations in West and Southern Africa, Bangladesh, China and Myanmar. A number of successful global and regional training and capacity-building activities have been conducted and have substantially increased knowledge sharing and coordination on key aspects of recovery programming (including cash transfer programming and livelihoods) within the Red Cross Red Crescent Movement. The development of **recovery surge team capacity** has been enhanced through operations. However some training development work has been delayed due to human resource constraints and operational priorities. You can find more information by going to the [Recovery Programme Update 2008](#) and [budget summary](#).

Coordination

Significant focus has been placed on disaster response and coordination during the first half of the year, including a considerable number of field missions supported by the operations coordination team. The Pan-American disaster response unit (**PADRU**) continued to play a key role in the region, supporting ongoing and new relief operations with the provision of emergency relief items, coordination of disaster management delegates and regional intervention teams. The Asia Pacific disaster management unit (**APDMU**) was also heavily involved in providing emergency response capacity through staff deployments, and the establishment of zone task forces for coordination and information management.

The International Federation, as co-leader of the emergency shelter cluster with UNHCR has been coordinating shelter actors at the global level in improving sector preparedness through the development of collaborative tools, guidelines and capacity-building activities. The International Federation has also supported in-country **inter-agency coordination** of shelter responses with dedicated personnel for the operations in Bangladesh, Tajikistan, Myanmar, the Philippines, and South Africa.

Advocacy

In moving the policy agenda of disaster risk reduction at global level, the International Federation continued to lead an Inter-Agency Steering Committee (IASC) working group on risk informed humanitarian action, and provided a significant contribution to two European Union (EU) initiatives: that of developing an EU-wide communication on disaster risk reduction, and on an evaluation of mainstreaming disaster risk reduction into humanitarian action.

The implementation of the 30th International Conference's resolution on IDRL is expected to be a long process. Law, policy and attitudes about the regulation of disaster response cannot change overnight. However, there were a number of hopeful signs during the reporting period that the IDRL Programme's work is having an impact. More details available under the IDRL update.

The 2008 *World Disaster Report* focused on HIV/AIDS, and was launched on 26 June 2008 by over 90 National Societies, country representatives and zones. The report highlights that the AIDS epidemic is a disaster on many levels. The 2009 edition of the report will focus on "early warning, early response," and its content is now being developed.

The organization, as global co-leader of the emergency shelter cluster, has highlighted a number of key sector issues at the global and country level. These have included institutional capacity and resources gaps in the sector, and the need to increase the support to shelter activities in under-funded emergencies such as the Cyclone Sidr response in Bangladesh.

Constraints or Challenges

The slow response to the International Federation's DM global appeal for 2008 has constrained the organization's overall planned activities, affecting some programmes more than others. This, for instance, has been the case for the disaster risk reduction, food security in Africa, IDRL, and the disaster coordination and development programmes. Budgets revisions have been made to reflect current and forecasted funding.

Working in partnership

The International Federation continues to benefit from vital partnerships with donor national societies and other donors, such as the European Commission Humanitarian Aid Office (DG ECHO) and the UK Department for International Development (DFID). This partnership results in the promotion of improved disaster management that has a measurable impact on reducing vulnerability and strengthening relief and recovery from disasters.

Collaboration continued with several bodies, including the ISDR System and other UN agencies, a range of NGOs, and research bodies on several disaster management topics.

Of interest, are the ongoing discussions with the World Meteorological Organization to help establish national level partnerships with the Red Cross Red Crescent Societies, and National meteorological offices to create a functioning early warning system for humanitarian organizations. Initial partnerships are being explored in Americas, Asia Pacific and Africa.

Contributing to longer-term impact

National Societies, as leading disaster response and preparedness actors in their countries and as auxiliaries to their governments, need to have direction and guidance in their activities that reflect the neutral and impartial nature of their work. Clear policy guidance is a precondition. In line with the development of a new institutional vision for the future, the International Federation

has therefore decided to revise the entire policy framework to ensure the organization best reflect and serve the needs of the membership.

Implementation of effective capacity-building strategies and disaster preparedness programmes by National Societies must be based on an accurate review of the existing capacities/programmes. WPNS has already proved to be a useful tool in disaster preparedness mapping, and continues to serve as a vital source of information to help indicate the most urgent issues to be taken into account while responding to an emergency. The revised EA guidelines, with their Movement-wide endorsement, would lead to an improved standardization of assessment methodology contributing to the wider humanitarian reform effort.

Changes in risk and disaster patterns result in large-scale emergencies that require the mobilization of huge levels of international disaster assistance. Underlying the Red Cross/Red Crescent Global Agenda is a commitment to address the causes of vulnerability, and to build effective disaster risk reduction capacities. The focus on developing a cross-sector approach to relief, and incorporating new approaches to relief and recovery, providing means to communities to rebuild their lives and livelihoods and reduce risk of future disasters, will also have an impact on improving the situation of communities most vulnerable to disasters, and lead to their development.

The relief programme has produced tools that will not only provide guidance to its members in disaster management, but also be used by other actors. By constantly revising and raising its standards of disaster response, the International Federation can remain a leader in the field of disaster response, and use its position and experience to advocate with governments and other organizations for a greater investment in disaster response.

Post-disaster recovery programming draws immediate attention to the need to integrate approaches to preparedness, relief and recovery under a clear common disaster risk reduction objective. Early recovery interventions seek to institutionalize quality and accountable approaches to assessment, analysis, participatory planning and design, monitoring, review, evaluation, exit planning and longitudinal impact studies.

Looking ahead

Please refer to the individual projects under the disaster management programme.

Revised Appeal Budgets

Appeal Manager	Appeal	Appeal Name	<i>Appeal Budget</i>	Revised Appeal Budget	Funding per 2008/06	Appeal Coverage	Expenditure per 2008/06	Expenditure vs Appeal Budget
Birgitte Olsen	MAA00030	Disaster Coordination and Devpt	3,348,182	2,128,463	339,727	16%	594,567	28%
Mohamed Mukheir	MAA00021	Disaster Planning and Prepared.	3,800,510	3,175,881	2,783,938	88%	1,496,316	47%
Mohamed Mukheir	MAA00022	Disaster Risk Reduction	1,017,909	575,548	265,280	46%	11,626	2%
Mohamed Mukheir	MAA00023	Food Security in Africa	3,269,519	1,477,005	765,823	52%	136,458	9%
Peter Rees	MAA00024	Disaster Response Tools	1,707,979	1,469,656	972,556	66%	566,614	39%
Flemming Nielsen	MAA00029	Operations Coordination	4,636,524	3,580,608	1,788,489	50%	821,420	23%
Hakan Karay	MAA00025	Relief	416,096	391,497	229,894	59%	165,891	42%
Graham Saunders	MAA00019	Shelter	5,330,723	5,330,723	5,068,390	95%	3,140,398	59%
Simon Eccleshall	MAA00027	Recovery	758,342	758,342	604,535	80%	119,923	16%
Lars Tangen	MAA00026	Security	388,289	428,182	257,797	60%	157,518	37%
Phil Jones	MAA00028	Logistics	3,831,893	3,366,820	2,643,955	79%	814,986	24%
David Fisher	MAA00004	International Disaster Response Law	1,480,374	1,294,652	824,392	64%	204,406	16%
TOTAL PROGRAMMES			29,986,339	23,977,377	16,544,778	69%	8,230,124	34%

Appeal Manager	Appeal	Appeal Name	<i>Appeal Budget</i>	Revised Appeal Budget	Funding per 2008/06	DREF Coverage	DREF Allocations
Peter Rees	MAA00010	Disaster Relief Emergency Fund (DREF)	8,659,305	8,659,305	5,180,745	60%	4,620,516
TOTAL FUND			8,659,305	8,659,305	5,180,745	60%	4,620,516

How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

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

- **Birgitte Stalder-Olsen, Deputy Director Disaster Management, Geneva;**
birgitte.olsen@ifrc.org ; phone +41 22 730 4245; and fax +41 22 733 0395.