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Annual report

Disaster management and risk reduction: strategy and coordination

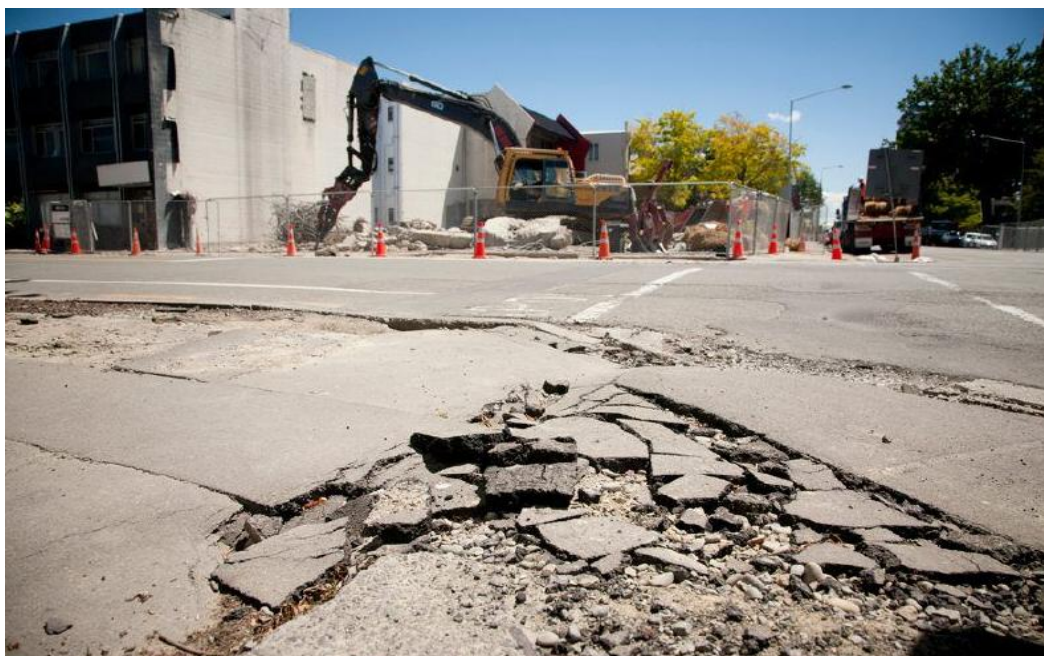
 International Federation
of Red Cross and Red Crescent Societies

MAA00029
01/May/2012

**This report covers
the period 1 January
to 31 December 2011**

IFRC/ New Zealand Red Cross.
Twelve months has passed since
the earthquake that devastated
Canterbury on 22 February 2011,
and the loss of life and destruction
are still very raw for many of those
affected.

22.02.2012/IFRC



In brief

Programme outcome

In line with the policy framework established under Strategy 2020, the disaster management and risk reduction global plan for 2011 was informed by a cross-sector approach and individual plans which prioritized interventions in community preparedness and risk reduction; shelter and settlement; disaster services; and logistics. The disaster management and risk reduction: strategy and coordination plan provided the framework for the specific sector plans listed above, but also focused on the delivery of initiatives of a global nature and scope. These initiatives were intended to address identified gaps in information and knowledge management across sectors, as well as in supporting appropriate global funding mechanisms for DM interventions.

Programme summary

This report is a summary of key achievements of the five individual plans mentioned above. The “*Disaster management and risk reduction: strategy and coordination*” plan focused in particular on moving ahead with cross-sector activities in the area of information and knowledge management; as well as in strengthening global partnerships, and supporting the development of the long-term planning framework for Programme Services and related funding plan.

Financial situation

The total 2011 budget was CHF 706'095 of which CHF 564,690 (80%) covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 304,817 (43%) of the annual budget. The low level of spending is due to the fact that income received in 2011 was partly meant to cover for the grant management function of global grants which are running into 2012. Additionally, expected costs related to the hiring of DMCOP expert guests did not materialise, since this function was often covered by in-house experts.

[Click here to go directly to the financial report.](#)

See also below a summary of appeal performance for the plans linked to this report:

Appeal	Appeal Title	Annual Budget	Total Funding	Total Expenditure	Closing Balance	% Fund/ Budget	% Exp/ Budget
MAA00019	Shelter and Settlements	3,201,390	1,567,460	1,136,283	431,177	49%	35%
MAA00021	Community preparedness and risk reduction	3,486,810	3,203,272	2,290,260	913,013	92%	66%
MAA00028	Logistics	4,865,239	4,205,228	2,157,341	2,047,887	86%	44%
MAA00029	DM & Risk Reduction: strategy and coordination	706,095	564,690	304,817	259,873	80%	43%
MAA00040	Disaster services	2,812,111	2,637,499	1,781,724	855,776	94%	63%
TOTAL Disaster Management Global Plans		15,071,644	12,178,150	7,670,425	4,507,725	81%	51%

No. of people we have reached

The main stakeholders of this global and related individual plans are our zone and field based delivery teams and through them Red Cross and Red Crescent National Societies. Through the Federation Wide Reporting System, it is reported that in 2011 some 23 million people were reached by disaster response and early recovery programmes and 118.3 million people were reached by long-term development programmes including preparedness and risk reduction.

Our partners

Primary partners include external humanitarian organisations, hosted programmes and inter-agency partners, institutional donors, private sector, foundations and academia as elaborated under the individual plans.

Context

2011 was a new record year in disaster losses world-wide. According to the Centre of Research for the Epidemiology of Disasters, a total of 302 disasters were reported in 2011, of which 137 occurred in Asia. 205 million people were affected, and global economic losses were estimated at USD 365 billion. These figures illustrate that the frequency and intensity of weather related disasters such as floods, droughts, and cyclones are increasing and causing devastating economic damages everywhere in the world, highlighting the exposure and costly losses to highly developed countries and the high degree of interdependencies of modern economies. 2011 witnessed for instance a number of major disasters, from the earthquake and tsunami that struck Japan in March, to the civil unrest and population displacement in February in North Africa and the earthquake in Turkey in October.

2011 also saw some of the worst droughts on record across the globe. In the Horn of Africa, drought has affected more than 10 million people in Djibouti, Ethiopia, Kenya, Somalia and Tanzania. The end of 2011 saw a crisis forming again in the Sahel region, placing approximately 12 million people at risk of food insecurity.

The most affected by these disasters were vulnerable people and communities living in high-risk areas. With the guidance of the IFRC, National Societies have focused their DRR and food security activities at the community level where disasters are felt and risk reduction measures can make a big difference. To mitigate the impact of disasters and protect development gains, National Societies have promoted community-based DRR programmes to support vulnerable communities in strengthening their resilience.

The IFRC global disaster management system provided the necessary standards, tools and guidance for globally coherent and consistent institutional preparedness, response and recovery operations and programming – for National Societies and for Federation field structures and functions. Federation-wide efforts led to the building of a more robust disaster management system – providing a coherent global perspective on disaster and crises policy (including revision of the Principles and Rules for Disaster Relief), position papers and strategic operational frameworks, standard operating procedures, technical and programmatic guidance.

The majority of the shelter and settlement needs were met by the affected Governments and their responding national societies with only select external support required. Smaller scale emergencies in these and other regions required the deployment of shelter technical advisors, and the deployment of two IFRC-led shelter coordination teams to El Salvador and the Philippines.

Progress towards outcomes

Below is a brief summary of the key achievements under the respective sectors and areas which fall under this DM framework:

Community preparedness and risk reduction ([See annual report](#))

The IFRC and its member National Societies have worked together with communities to mitigate disaster risks, build safe and resilient communities and provide specific development solutions for vulnerable populations. Through guidance, tools, technical support, coordination and global representation, the IFRC has supported the zone offices and National Societies in designing and implementing disaster risk reduction programmes in support of community safety and resilience.

The focus of Climate Change Adaptation (CCA), as part of the wider Disaster Risk Reduction (DRR) effort of the IFRC, includes capacity building of staff from both IFRC and National Societies, advocacy and awareness raising, and development of methodologies at community level to integrate climate risk into existing programmes and ensure that the humanitarian consequences of climate change are effectively addressed.

Another key focus of this plan has been to strengthen livelihoods in order to improve food security and resilience. The overall objective is to develop programmes that effectively address longer-term needs in livelihood and food security, thereby reducing the vulnerability of food and nutrition insecurity.

Disaster and crisis management ([See annual report](#))

2011 was characterized by a relatively low number of mid to large-scale disasters requiring global support, and an overall funding situation that remained challenging. In line with the IFRC's Strategy

2020 and the Secretary General's objectives, the Disaster and Crisis Management department¹ continued to make strides in its five key programme objective areas and related outcomes. Programme delivery focussed on the provision of timely and effective technical advice to Zones and National Societies on disaster preparedness, relief and recovery; quality assurance support for Disaster Relief Emergency Fund (DREF)-supported operations (see separate DREF annual report), and the 25 Emergency Appeals launched in 2011; and active engagement with each Zone in supporting assessment processes, strategic planning and the documentation and dissemination of learning in the form of Real-Time Reviews (RTR's) and Real-time Evaluations (RTE's). The RTR and RTE mechanisms were further reinforced in standard programming, and while there were fewer carried out (compared to 2010), this tool has proved to be an important addition to quality programming and in reinforcing an evaluation "culture" within disaster management. The practice of launching rapid Preliminary Emergency Appeals, more emphasis and resources for detailed assessment, and the introduction of a more thorough disaster response programming approach through the EPoA mechanism were recognized by key stakeholders as important improvements and helpful for National Societies to secure funding for operations.

Focused and flexible global surge capacity was maintained throughout the reporting period, with 3 FACT deployments to Cote d'Ivoire, Tunisia, and Chad and ERU deployments to Tunisia and Chad. These deployments were supplemented by Regional Disaster Response Team (RDRT) members from across the globe. Major progress was achieved in the development of a Head of Emergency Operations (HeOps) pool and roster, with the project approved in 2011, three individuals recruited, and now in place and operational (as of April 2012). Work also continued on revisions to the FACT and Team Leader training curricula and DSD provided direct support to 21 surge-related training events.

Work continued on a number of important global DM systems, procedures, guidelines and training processes. Most notable was the revision of the global contingency planning guidelines, the development of Movement guidance for working with EU civil protection, the finalisation of livelihoods and recovery guidelines and the development of an e-learning module on the use of cash in emergencies. Needs assessment tools and guidance revision had limited progress in 2011 due to the lack of available funding, but planning for a new tool on earthquake preparedness and response was produced and is now available. Timely disaster management information analysis and learning was maintained through the Disaster Management Information System (DMIS) and the sharing of early warning information with Zones and National Societies. A new 'Ops-at-a-glance communications tool was developed while the Zone DM units weekly operations update tool was further refined, mapping services expanded.

Significant efforts were put into the evolving humanitarian diplomacy and advocacy initiatives with a focus on disaster and crisis management. Through the hosting of the Sphere Project – DCM was involved in the development and approval of the new handbook (minimum standards in humanitarian response) and the global DM team supported launch events around the world. Through representation on the Sphere Board and on the SCHR working group, the Head of DCM

¹ The Disaster and Crises Management (DCM) department changed title from the Disaster Services Department (DSD) effective 1 January 2012. The change was prompted by the aim of reflecting the priorities within S2020 and giving emphasis to the important programming functions of the department.

influenced the process for convergence between the various inter-agency quality and accountability initiatives. DCM was instrumental in providing secretariat support to the Disaster and Crises Management Advisory Body (DCMAB) which is overseeing the revision of the Principles and Rules for Disaster Relief. DCM staff was well represented and appreciated for contributions to key IASC bodies including the Sub-Working Group on Disaster Preparedness and the Needs Assessment Task Force.

Shelter and settlement ([See annual report](#))

The major disasters and crises in 2011, notably the earthquake and tsunami in Japan, the civil unrest in North Africa, and the renewed monsoon flooding in Pakistan, all resulted in specific shelter and settlement needs addressed by responding national societies with the support of the International Federation as appropriate. Other emergencies, including the civil unrest in Cote D'Ivoire, the tropical storm and resulting flooding in El Salvador, and the typhoons that struck the Philippines in December, required select support ranging from the deployment of shelter technical advisors, programming guidance, or the deployment of IFRC-led shelter coordination teams. Outside of emergencies, support was provided to improve country level preparedness, including the development of a national contingency plan with the national society for the Government of the Seychelles, and assistance to the Mozambique Red Cross in its leadership of the shelter cluster in support of its Government. At regional and global levels, initiatives continued to enhance the quality and predictability of shelter sector response, and to reduce shelter and settlement risks and vulnerabilities through promoting safe shelter and emerging better practices. This included the development and promotion of the Participatory Approach to Safe Shelter Awareness (PASSA), with supporting tools and community level activities; new initiatives to address the subjects of host families and shelter response in urban contexts; and work on improving shelter products, such as tents and various kits in collaboration with ICRC and UNHCR. Survey templates for shelter kits and tents have been finalized, as well as the shelter kit training package, which includes all necessary technical documents, presentations, videos and guidelines for trainers to run shelter kit training at country level. Transitional shelter guidelines have been completed and launched and the work on the thematic guidelines covering the reconstruction of community infrastructure and settlement of displaced populations following disasters reached its final stages. Support to operations and Zone shelter and disaster management colleagues continued. Leading up to the Red Cross Red Crescent International Conference in November, efforts intensified to draw attention to the issue of the regulatory barriers to short and medium-term shelter interventions after disasters, and a mandate obtained in the form of a resolution with the support of States to identify emerging practices to address such barriers.

Capacity building activities continued in 2011 with the eighth and the ninth edition of the shelter technical training being held in Canada in June and in the Netherlands in November respectively. The eighth edition of the cluster coordination training also took place in June in the United Kingdom. Support was also given to two regional technical trainings with a specific shelter focus in Central Asia and North Africa. Other training initiatives are underway and existing ones are continuously being improved. IFRC continues to lead the shelter cluster at the global level, and engages in different inter-agency initiatives to improve the quality of shelter responses worldwide.

Logistics ([See annual report](#))

In 2011, the Global Logistics Service embarked on the implementation of Logistics 2015, its five-year strategic plan that supports the delivery of the IFRC's *Strategy 2020*. Logistics 2015 focuses on three objectives, namely to:

1. support the enhancement of National Society logistics capacity
2. increase the IFRC's logistics capacity to deliver logistics services for preparedness and operational activities
3. provide agreed logistics services to pre-selected humanitarian agencies

The IFRC's Global Logistics Service benefits from a worldwide network that includes a headquarters-based logistics service in Geneva, zonal logistics units (ZLUs) – located in Panama, Kuala Lumpur and Beirut – a logistics unit and global fleet service in Dubai and warehouse bases in Las Palmas and Nairobi. The development of the existing logistics capacity and services to deliver the set objectives is managed through the implementation of six discrete projects, namely:

1. Management and communication
2. Logistics HR development
3. Sustainable funding
4. Legal status
5. Supply chain management systems
6. Infrastructure, assets and resources

The strategy and its implementation projects are being carried out in five phases starting in January 2011 and ending by December 2012. All projects have assigned project managers and allocated funding; deliverables have been agreed upon and matched to timescales. A robust planning and tracking mechanism for each project, as well as a communication plan, have also been established. The six projects are being implemented by teams comprising members of the IFRC's logistics teams or technical staff, National Society members and, where required, external experts.

With the implementation of Logistics 2015, the GLS will be able to ensure that the IFRC – as a global network of National Societies – has access and control of a competent, efficient and effective logistics service to carry out its humanitarian assistance activities and achieve the goals outlined in *Strategy 2020*.

Programme component 1 – Information and knowledge management

Outcome

Information and knowledge management is improved across all levels of the organization allowing for improved analysis and proactive sharing of experiences and good practices.

Achievements

Launched in June 2010, the **“Disaster Management Community of Practice (DMCOP)”** counts **some 880 members** and has become an active and relevant networking tool that aims at facilitating sharing of knowledge and experiences among DM practitioners, through a simple and inexpensive method of communication. The RCRC DM Community members come from around the world (National Societies, Federation field offices and Geneva-based staff and ICRC) as well as from a wide range of backgrounds and expertise within the DM field. The platform contributes to strengthening the capacities of our National Societies in the field of disaster management, in an environment of mutual trust and exchange.

Among the e-discussions posted on DMCOP, the following moderated debates contributed to several of the topics that were discussed during the November statutory meetings. These are about: *“The International Red Cross and Red Crescent Movement's engagement with external actors in humanitarian contexts”*, *“Taking the next step in disaster law: discussion in preparation for the next*

International Conference”, and “The implementation of the Movement's policy on internal displacement” co-moderated by ICRC and IFRC.

The summaries of these e-discussions are available in En/Fr/Sp at the following link on FedNet: <https://fednet.ifrc.org/en/resources-and-services/disasters/disaster-management1/disaster-management-community-of-practice-dm-cop/e-discussions/>

Additionally, the following queries were facilitated during 2011:

- *NS engagement with Civil Protection Actors*, posted in January 2011.
- *Used National Staff and/or volunteers for international support*, posted in April 2011.
- *Input for the development of the Secretariat Disaster Management Strategic Operating Framework*, posted in August 2011.

Since October 2011, the DMCOP is available on the **Learning Platform**. Members can create their profiles, start discussions or post queries directly on the DMCOP Community space (<https://ifrc.csod.com/client/ifrc/default.aspx>).

In order to achieve better impact on programme delivery, a process of **optimization of existing and planned systems and tools** in Programme Services (PSD) business group, of which DM is part, was carried out. This exercise allowed to carry out an up-to-date stock of existing systems, tools and initiatives within PSD, where applicable, concrete options and solutions for optimisation were proposed (e.g. re-grouping applications), and gaps in terms of planned functionalities, systems and resources required to deliver solutions were identified (e.g. knowledge management, HR roster). This analysis contributed to informing the Information Technology Steering Group set up in September which aims at prioritizing IT projects and initiative for the Secretariat as a whole.

Programme component 2 – Strategic planning and funding

Outcome(s)

Strengthened DM management planning and funding tools and mechanisms to ensure the most effective stewardship of donations at the global, regional and national levels.

Achievements

Following the introduction by the DG ECHO of the “Enhanced Response Capacity Funding” in replacement of the former Capacity Building funding in October 2010, and the submission of an application for support to the Federation global management system, the Federation has been **granted 3 million Euros to support logistics capacity building** and more precisely to contribute to the implementation of the logistics five-year strategic plan. This new agreement has a time-frame of 21 months (Jan 2011- Sep 2012). 2011 was dedicated to the building of the global platform which supports the expansion of the global logistics network. This has included preparatory work in terms of analysis and assessment of capacity and operational needs for further optimisation. More details are available under the Logistics Annual Report 2011.

DFID confirmed in May a funding contribution of **GBP 28 million** to support the overall strategic priorities of the IFRC over a period of 4 years, from 2011 to 2014. The funding arrangement rests on a “Business Case”, jointly developed with DFID. The impact statement defined in the Business Case captures the key elements of Strategic Aim One and Strategic Aim Two from S2020, and the outcome and outputs are from the Secretary General’s business objectives. The reform outputs identified will ensure that the partnership has strategic focus, and that it builds on the strengths

identified in DFID's recent Humanitarian Emergency Response Review and Multilateral Aid Review, as well as addressing some of the identified organisational weaknesses. Part of this funding has been allocated to the DM plans mentioned in this report. 2011 was also dedicated to the development of a Monitoring and Evaluation Plan as well as supporting database, which will support the collection of data and information to capture institutional performance at global, regional and national level.

The **three year partnership (2009-2011)** with the Norwegian Red Cross and their Ministry of Foreign Affairs in support of disaster risk reduction came to an end in December 2011. Building on this multi-year funding arrangement, the Norwegian Red Cross successfully negotiated a new three-year round of funding which will continue to support disaster risk reduction, preparedness, response and recovery interventions both bilaterally and multilaterally.

Constraints or Challenges

Lack of voluntary, flexible and predictable funding remained the main challenge which has slowed down or deferred the planned work under the respective sector plans which are substantially dependent on global grants such as the funding partnerships with DFID and DG ECHO. A funding plan was developed for all Programme Services portfolios to provide a thorough analysis of performance as well as donor intelligence in order to better target and secure future funding under the next 4-year Long Term Planning Framework.

Staff turnover in the field, at regional and national society levels, was also a challenge for some of the plans under this framework. This affected the establishment of an adequate technical assistance base for project support in design, monitoring and evaluation, as well as strategic positioning for programming policy, partnership, and resource mobilization at the field -level.

Working in partnership

Plans under this framework are delivered by working in partnership with a number of actors including external humanitarian organisations, hosted programmes and inter-agency partners, institutional donors, private sector, foundations and academia as elaborated under the individual plans. In particular this plan has continued to support with substance and thematic input our resource mobilisation efforts through building new partnerships and improved funding relations with government donors and inter-government agencies such as with DFID, DG/ECHO, Norwegian and Swedish governments. Other examples of external partnerships with institutions and the corporate sector are with the Zurich Financial Services, Nestlé, the Japanese Social Development Fund through the World Bank, and with Columbia University in the United States and with NASA to look at early warning. Partnerships are also being formed with organizations to fulfil the role of Cluster Convenor for Shelter (in Natural Disasters).

In support of our Humanitarian Diplomacy teams, the individual plans have also provided advocacy on disaster risk reduction, the humanitarian impact of climate change, urbanization and its impact, the impact of high food crisis as well as the humanitarian impact of internal displacement and cross border migration flows.

The individual plans also incorporate specific sectoral representation and engagement with hosted programmes such as the Sphere Project, the Steering Committee for Humanitarian Response, and the Global Road Safety and with inter-agency partners such as the members of the Cash Learning Partnership (CaLP), IASC SWG partners and UN agencies collaborating in disaster and crisis management including UN OCHA, as well as with health partners such as WHO, the GFATM, the US Centres for Disease Control and Prevention (CDC) and others.

Contributing to longer-term impact

The individual DM plans will continue to provide technical assistance and quality assurance of IFRC programmes and services in both emergency and long-term development contexts; development of related policies, concepts and operational frameworks as well as substance and thematic input to our humanitarian diplomacy efforts (representation, advocacy and resource mobilisation) around the globe.

Looking ahead

The long term planning framework that has been introduced for the next two biennia 2012-13 and 2012-15 will allow to better reflect the long-term nature of IFRC work and a fuller appreciation of the implications and consequences of the decisions taken by the organisation and priorities identified. Under the business model established to realise Strategy 2020, this DM-framework and related plans will fall under the Long Term Planning Framework for the Programme Services business group which will be made of Disaster Management functions related to Disaster Risk Reduction and Climate Change; Disaster and Crisis Management; Shelter, and Logistics; a Health function; a Security unit, and cross-divisional functions such as Social Services and Migration, Policy support, Information and Knowledge management, Global Programmes Grant management, Supplementary Services and the World Disasters Report.

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGO's) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of nonviolence and peace.

Find out more on www.ifrc.org

Contact information

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