

PROGRAMME UPDATE



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

DISASTER PLANNING, PREPAREDNESS, AND STANDARDS

19 August, 2002

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries. For more information: www.ifrc.org

Appeal No. 01.64/2002

Appeal Target : CHF 4,561,852; Budget revised to CHF 2,300,619

Beneficiaries/target groups (if available): N/A

Programme Update No. 1; Period covered: January - June, 2002;

IN BRIEF

Appeal coverage: 33.5%

Related Appeals: N/A

Outstanding needs: CHF 1,529,131

Introduction: disasters in the community from a national society perspective

The work within the frame of disaster planning, standards and preparedness is increasingly fruitful. Whilst the links to the long-term programming in health and organizational development are continuously enforced, new opportunities to bridge between the process-oriented, slow and steady work to support national society capacity building for disaster preparedness and response (disaster management) and the more action-oriented disaster management training, can be seen.

The first six months 2002 mark the end of the Knowledge Sharing Division with the disaster preparedness and response department moving into the Disaster Management and Coordination Division on July 1st. The move was anticipated and working relations have been strengthened during the whole period.

This year's World Disasters Report, Focus on Risk reduction, has highlighted the need to further support countries and national societies to develop their capacity on a national level and on a community-level in disaster-prone areas. It has also presented good examples of national society Disaster Planning (DP) from different regions. The crucial role of the interaction within the so-called geographical continuum (national – regional – global) was also emphasized through poignant examples in the report. The increasing need also to look beyond disaster preparedness and focus on a wider reduction of disaster risks is a strong message for development planners, but also encourages national societies to take on a role in creating awareness of risk, support public education and advocate for a safer, disaster-resilient world. The World Disasters Report, which aims at debate and inspiration, was extremely well received by both the external world and the national societies, who have now a collection of new and inspiring examples of best practice as well as lessons learnt to

get experience from. The involvement of the different staff functions, supporting disaster planning, standards and preparedness in the work of the World Disasters Report, although limited in time, has been useful to connect field, research and policy-making better.

The newly developed Characteristics of a Well-Prepared National Society have been welcomed by several delegations, and many national societies have already tested the criteria for a prepared national society to have a better self-diagnosis and be able to demand a more appropriate support for their needs.

The development of tools for use both before, during and after disaster, including dimensions of quality and accountability, presented in this global programme, may seem wide-spread but has proven positive and creates synergy.

1. Disaster mitigation and preparedness

Strategic Context

In the first half of 2002, progress was registered in key areas, and have provided a solid base for achieving the 2002 targets and paving the way for 2003, into 2004. It is not anticipated that the imminent relocation of the Health and OD Departments as well as the Principles and Values department into other divisions will impact negatively on the achievements, which were made while undertaking joint activities, due to a healthy working relations, developed during the time together in the Knowledge Sharing Division.

Key achievements during the period

Objective 1: Explore, compile and promote good practice from ongoing Red Cross and Red Crescent programmes to develop a comprehensive but focused approach in close relationship with disaster response, and which includes both reactive and proactive elements. Building on this experience, develop tools and advocacy.

In collaboration with the Monitoring and Evaluation department, the Characteristics of a Well-Prepared National Society document have been developed into a questionnaire. This will be used as an addendum to the Self Assessment process, which has been undertaken by a selected number of national societies in 2001. This questionnaire will allow national societies to assess and reflect on their status in disaster preparedness and response; and to use the assessment to guide future work. Consequently, this will help the department to identify those areas where there is a need to concentrate support to national societies through the delegations. In addition, after all national societies have been part of the Self Assessment; this will provide an overview of the organizational status in disaster preparedness and response within the Federation. The information that will be generated from this process can also be a tool for lobbying donors to invest in disaster preparedness activities.

The Department supported the Task Force, which was established following the Goma volcanic eruption, as well as the development of the rehabilitation plan.

During this review period, technical support was provided to the Disaster Management and Coordination Division in the development of the Regional Disaster Management training programme. The DP/DR department provided the facilitation function for the DMIS working group workshop as well as technical input. In addition, the ERU Team leader workshop was also supported.

It has now been decided that the World Bank's Provention Consortium will be a part of the department, beginning this autumn. The details of this process were finalised, and interviews for the Coordinator of the Project were also held. The interviews for the Project Officer will take place in August. This is a positive development, and should enhance the work of the department in a number of areas, including community based disaster preparedness.

Objective 2: Explore, compile and promote good practice from ongoing Red Cross and Red Crescent and other community based disaster preparedness programmes to develop a focussed approach to disaster preparedness, linked to branch development, community based health programmes and ICRC conflict preparedness. Building on this experience, develop tools and advocacy.

Significant efforts were devoted to Risk, vulnerability and capacity assessments (VCA) activities during this reporting period in line with the high level of interest globally. VCA planning workshops were facilitated in Mongolia, Belarus and Morocco along with a sensitisation workshop in the Pacific.

The VCA sensitisation workshop methodology in Mongolia provided a National Society owned process as well as a pilot version of the global workshop for Training of Trainers. A unique feature of this VCA is in the joint approach in supporting National Society disaster preparedness, health and organisational development for which Geneva secretariat departments also collaborated together in support of the Federation programme coordinator in Mongolia. This example is seen as a model of how the VCA tool can focus on disaster risks and 'vulnerabilities' (whatever they are) rather than only 'needs', leading to recommendations, which can then be prioritised and planned through a project planning cycle (PPP) and cooperation (CAS) processes in a timely manner.

Subsequent VCA training in Morocco provided an opportunity to *action-learn* the methodology and develop local human resources in Egypt, Algeria, Tunisia, Morocco and Libya for their planned VCAs. This was a second stage of the so-called staff on loan project 2001 with the Libyan Red Crescent, the Federation Office in Tunis and the health department in Geneva, supporting integrated disaster preparedness, health and HIV/AIDS planning in North Africa.

In order to increase practical knowledge about this tool, a global Training of Trainers workshop will be convened in July, in which some 25 participants will take part. The workshop is aimed at building human resources in all five continental regions of the world who can support risk assessment planning in their regions. A key factor in this initiative is that participants will mostly be drawn from National Societies, so that regional assets created are not lost through delegate movement and that VCA can be linguistically and culturally shaped. Prior agreement has been negotiated with relevant national societies that people completing this workshop will be actively involved in VCA either in their own or neighbouring National Societies over the next two years.

Closely related to the VCA methodology and building on a learning methodology, piloted in the Mozambique Flood Review last year, the department supported the review of the Pacific regional disaster preparedness programme in May. This was uniquely different in that it was placed in the first part of a two-week workshop focusing on DP, health and OD issues with twelve national societies of the South Pacific. This two-day learning review progressed into a VCA sensitisation day prior to entering into the OD and health phases. The purpose was to allow the DP review to connect to the methodology of VCA as a means of focusing on risks and 'vulnerabilities' in order to identify *new and different* ways of working together in support of DP, health and OD programmes.

These initiatives have been pursued in continuing DP/DR department's efforts to ensure that DP programmes are relevant to the needs of national societies and become both focused and integrated.

This reporting period saw the finalization of the work with ICRC regarding the harmonization of national society capacity building for situations of conflict and natural disasters. The work resulted in harmonisation guidelines sent to both ICRC and Federation delegates in May in time for the planning for 2003/2004 for both organizations, and should provide the basis for further collaboration on this area. The main aim is to facilitate a joint support to national societies, making it possible for them to benefit from training and processes, which maximise capacity building in preparedness. The next step will be to follow a few delegations closely and draw lessons from joint work.

The department also facilitated a series of discussion groups with regional departments to examine the appeals review process in 2001, and to plan for that in 2002 to further improve a consolidated planning.

Preliminary discussions were held with the UNDP's Drylands Development Centre in Nairobi with the intention to share experiences and expertise on issues pertaining to drought.

The department provided support and expertise in the preparations for the Fourth Preparatory Committee of the World Summit on Sustainable Development, which was held in Bali in May. The main aim was to provide information to governments about the need to see the intrinsic role of risk reduction and disaster preparedness in supporting sustainable development.

The department provided the conceptualisation and planning of the theme and contents, substance and quality review of the chapters of the World Disasters Report 2002. The theme was Risk reduction with a strong focus on the fact that disaster preparedness pays, but that there is a need for disasters to be relocated in the wider context of risk reduction. More on this theme under a different heading. The report provides a rich selection of best practice and lessons learnt from both the Red Cross Red Crescent societies and the International Federation at large as well as from the natural disasters community.

Objective 3: Develop knowledge about new programmatic approaches in priority areas such as food security.

A Senior Officer was identified to lead the Secretariat's support to national societies in Africa on food security issues. He came for two weeks' briefing in May, and will assume duties in early July.

The Declaration of Intent has been signed by states involved in the **Stability Pact DPP initiative** for Central and Eastern Europe. This sets the stage for the implementation of the next phase, which will see greater involvement of the National Societies in the region.

Further support was provided to the integrated pilot projects in North Africa. The department also gave input into the design of the evaluation of the integrated community Golfo de Fonseca project; as well as provided feedback on the draft report. An important feature of the Federation support is seen in the way in which the senior officers of health and DP have been working together to ensure that crossing issues and learning are captured and used in action.

The department has provided considerable support to the Netherlands Red Cross in the development of the Centre of Climate Change and disaster preparedness Centre, which will be officially opened at the end of June, with the convening of an international conference on the subject. The work of the Centre will contribute to the fulfilment of the study on the implications of the International Federation of increasing frequency and severity of disasters, decided in the Plan of Action of the 1999 International Conference of Red Cross and Red Crescent.

Objective 4: Develop knowledge regarding predictable disasters, such as seasonal and other repetitive disasters, and construction of houses as disaster mitigation versus rehabilitation.

The department is undertaking a lessons learnt review of the seasonal disaster (flood) exercises, which were done during the last five years. This forms the basis for further defining the way forward in this very important area. It also provides a framework within which the Department's contribution to the UN International Year of Fresh Water will be developed.

Support was also provided to the DP Delegate in Central America to carry out a flood review in Costa Rica. A follow-up to the Mozambique flood review was also done during this period; and revealed that progress was made in key areas, which were identified during the October 2001 review.

Some further work was done on the report of the **Housing and Construction** Review. See 2. Post-disaster recovery.

Objective 5: Support National Societies through an adequate number of well-trained DP Delegates in regional and country delegations.

Activities in this area centred on the trainee delegate process, following on from the October DP Induction Workshop. A mid-term evaluation of the trainee in Mozambique was carried out with the DP Delegate and the Head of Delegation. Plans were put in place for a similar review of the Guatemala trainee; as well as the placement of another trainee in Turkey, beginning in September.

A DP Delegate (also a participant in the DP Induction workshop) was recruited to support the development of the Tajikistan Red Crescent programme. The Bangkok regional delegation received support to staff the Disaster Management Unit, with the recruitment of a Regional Disaster Preparedness Coordinator and a Regional Response Preparedness Coordinator, both of whom were DP Delegates within the region. The Delegate who supported the Papua New Guinea Red Cross, culminating with the development of its DP Plan (the only organization in the country to have one) has been recruited to provide similar support to the Indonesia Red Crescent (PMI). He will work in partnership with the community-based project being done jointly with the Danish and Australian national societies in this process.

Objective 6: Use networking and other systematic methods to encourage experts in National Societies and outside the Red Cross Red Crescent to take part in the building up of a knowledge base both as contributors and users and give access to knowledge created by the means of this global programme.

During this review period, the department participated continued its collaboration with the International Strategy for Disaster Reduction. It participated in their Inter-Agency Task Force meeting, which was convened in April. This opportunity was used to continue discussions on the ways in which the international Federation could contribute further to the Working groups; and how the output from these could be used to enrich our work. The department also provided input (Public Awareness, Information Management and Community Processes and Action) into their Global Report on Disaster Reduction, which will be published this summer. In addition, the department participated in their Side Event on Risk Reduction, which they organised as a part of the Fourth Preparatory Committee for the World Summit on Sustainable Development.

Further work has been done on the so-called DP Quick place, a type of extranet chat room for DP delegates and DP officers in national societies, which has been met with interest by users, and requests for access from others. It is used as a medium for sharing information and practice among delegates and between the department and the field. Discussions have been held with the staff of the DMIS project regarding the possibility of linkage both sites. This will be explored further.

Another initiative, which has contributed to the achievement of this objective, is the revival of the DP News.

Problems encountered and steps taken

The main problems or constraints, which were experienced during this reporting period:

- The DP team (one senior officer and one officer) have difficulty to cover all requests for support and guidance from the field. The high interest in VCA means requests for experienced facilitators, not yet trained. (The ToR in July will hopefully remedy.)
- The planning process for the move of the department to the Disaster Management and Coordination Division meant that staff spent time in the early months providing input to the process of integration, whilst carrying out tasks in accordance with the work plan. Although this process was highly needed and positive, the increased workload was not planned.
- The finalization of the VCA and Gender exercise in Peru was deferred, owing to the pressures, which were experienced by the regional delegation as a result of having to respond to emergency situations.
- Few comments on the document dealing with the harmonisation of approaches to NS capacity building for conflict and natural disaster situations were so far received from delegates, as a result of their busy schedules.
- Limited (and/or unreliable) Internet access for some delegations and National Societies impacted on their ability to use and contribute to the DP Quick place.
- The difficulty with funding for delegates from non-traditional sources continues. The department has worked with other departments to find opportunities for funding of experienced DP officers from national societies during this reporting period, but there is limited availability of funding for delegates, not coming from delegate-sending donor national societies.

Lessons learned

The main lessons, which were learnt during this period, are:

- Need to identify a more diversified funding base for DP activities at the global and regional level in order to maximise outputs.
- Need to support DP as part of the whole of Disaster Management.
- VCA needs to be consolidated as the Red Cross Red Crescent way of working that connects with all other disciplines and planning tool in an integrated but focused way.
- There is high demand to know more about community based DP approaches. They need to be documented in the future.
- DP expertise needs to be developed among the regional pool of human resources.
- Learning Reviews need to be more systematically part of annual DP review to inform the DP appeal direction for next year.

Conclusions

The department is making steady progress in fulfilling its targets within the global programme. The initiatives in integrated programming, as well as those with other agencies and organizations have continued to prove useful in supporting the development of DP programmes globally.

2. Post-disaster recovery

The Better Programming Initiative (BPI):

Objectives: National societies recovering from conflict or experiencing high levels of tension or social violence in different regions have a mainstreamed strategy and tool for more relevant programming, based on BPI, an adaptation of the Local Capacities for Peace Project.

Key achievements during the period

The final version of the Global Mainstreaming Concept Paper 2002 with its budget has been drafted and agreed on with the members of the BPI Steering Group, a group of national society representatives, interested in promoting the programming tool. The Global Mainstreaming Strategy is already being implemented in three regions with very good results: Central and South America, and South Asia. Training of Trainers' workshop was organized in Quito and an Introductory Workshop in Sri Lanka. Those results are initially manifested in the excellent acceptance and interest shown by the national societies to use the BPI in their current projects and to disseminate the methodology among their staff and volunteers. Another workshop is planned for South East Asia in September.

Taking into consideration that BPI is not just a planning and impact assessment methodology but also a Capacity Building mechanism, the aim is to strengthen the links with other Federation Initiatives of similar nature. This inclusive process has started with the attempt to integrate the BPI into the Vulnerability and Capacity Assessment (VCA). In this regard, The Disaster Preparedness and Response department has meet the Organisational Development and Monitoring & Evaluation departments to analyse how to integrate the existing planning tools as well as those that are in the process of being developed. A concept paper has been drafted. This will reinforce the general coherence of the Federation's Planning tools and Cycle.

The BPI facilitators have expressed the need to update the training manual. A group of BPI facilitators has been identified and will co-operate in this updating process. The idea behind this is to adapt adequately the training material to the Federation format and to include the lessons learnt and recommendations coming from the field, for instance from Red Cross Red Crescent case studies, the consideration of the BPI as a tool to be used in broader contexts, etc. A Forum for debate has been initiated in the DP QuickPlace¹ to develop ideas further, and a Concept Paper has been elaborated.

¹ The Disaster Preparedness Quick Place is a secure place on the Web where members of national societies, delegates, staff can communicate with each other, share resources and experiences, share best practices,

A BPI lessons learned publication has been drafted. During the next period this publication will be revised, edited and finally published.

Somalia Health Sector Rehabilitation Project – Improved Federation support to national societies engaged in health services provision:

Objectives: To develop a methodology to support the post-conflict transition from an emergency relief health service to a functioning public health system developed and proven successful in Somalia health context.

The World Bank has approved the second phase of the project in April. A plan of action for 2002 has been drafted and approved with the field. In June the first mission to Somalia took place. The first information coming from Somalia shows that Qarhis pilot project is proving to be successful despite the delay in funding and the security crisis that hit Puntland last autumn, forcing the branch to relocate temporarily.

Between 23 – 30 June 2002, a Household Survey Training & Preparation Workshop has been developed in Hargeisa, Somalia. The aim was to collect information to establish willingness and ability of Somaliland clinic communities to participate in the running and resourcing of their MCH clinics. Detailed information available on request (barrena@ifrc.org).

Construction Guidelines

Objective: NS and Federation operations have access to post-disaster construction guidelines and lessons learned from Federation practice and major donors recent construction programs following disaster.

The Housing reconstruction review was put on hold because of lack of funding. During this period the main parts of the review have been edited and some aspects missing in the early version are being added. According to the preliminary recommendation of this lessons learned review, a project proposal has been drafted to develop post-disaster construction guidelines for Federation and NS.

The Federation has participated in the Provention Consortium brainstorming seminar in January to provide expertise input to a review on reconstruction and recovery. The World Disasters Report 2001 on recovery has proven to be a valuable source of information externally. Preliminary findings of the Provention review show that too little emphasis worldwide is being spent on the human, social and economic aspects in the aftermath of disasters and that rehabilitation far too often remains unable to include the human dimension of recovery.

Problems encountered and steps taken

BPI

The implementation of the BPI Mainstreaming Strategy has faced some problems during this period. In one case the selection of focal point was not appropriate, in another the Federation regional delegation, although committed to the BPI initiative, needed to slow down the process not to overwhelm the national societies, in a third priorities have changed. To further enhance the Global Mainstreaming implementation in the regions, a new Plan of Action has been elaborated, prioritizing those regions where there is both commitment from regional delegation BPI focal point and interest from a donor national society to support them. A concrete schedule has been agreed with those regions. Finally, in areas where there is a need to slow down the process, a new strategy will be set up by the region, which we will support from Geneva. We have also invited members from those delegations to participate in one of the Training of Trainers that will be organized this year. Despite those problems the 2002 BPI Global Mainstreaming Strategy's goal will be achieved as expected.

Somalia Health Rehabilitation

Access to Puntland, where the Somalia Red Crescent Society Qarhis pilot project is being carried out, has been blocked for security reasons. This means the evaluation of this pilot cannot be carried out at this stage. Somalia Red Crescent Society is currently also supporting six Mother and Child Health (MCH) clinics in Somaliland.

The new plan is therefore to support the Somalia Red Crescent Society efforts, in collaboration with the Somaliland Ministry of Health and Labour, to identify an appropriate sustainability model for the six Somaliland MCH clinics, based on an adapted Qarhis methodology. This exercise should have been undertaken after the evaluation of the Qarhis pilot, when lessons learned from the pilot could be applied in the Somaliland context as appropriate. However, as access to Puntland is currently blocked, the household survey has been started to establish an accurate profile of communities' demographic, social, health and financial conditions and to establish their willingness and ability to participate in the running and resourcing of their MCH clinics.

The final phase of the Housing Reconstruction review has been delayed firstly due to lack of funding and secondly because some information is still to be provided on practice and funding.

Lessons learned

The plan to introduce the BPI mainstreaming strategy in five regions in one year was overoptimistic, firstly, because of limited interest in funding BPI and, secondly, because in many cases, the regional delegation has, due to other priorities, not been able to fulfill preliminary interest to support national society programming in post-disaster situations, when funding was not immediately available. For the future it is also clear that the Focal point is the key person in each regional delegation to mainstream the BPI. Such person should be very carefully selected. Some delegations need additional time to initiate a Regional Mainstreaming Strategy. Each of the Regional Mainstreaming Strategies has to be elaborated and adopted by the national societies in the region and adapted to the regional priorities and timing. Those should be the starting steps to any BPI operational phase.

Outstanding needs

The Somalia Health Rehabilitation project is fully covered.

The BPI Mainstreaming Strategy still needs financial support to implement activities planned for 2002. A financial plan has been organized with three priority levels to be implemented according to expected economic support. To cover the entire annual revised BPI budget a total of CHF 252,000 is needed.

BPI Global Mainstreaming Strategy 2002 Budget: Total figures (see attached list of contributions)

- Revised total Budget according to 2002 Plan of Action: 562.000 CHF
- Contributions carried forward from 2001 106.000 CHF
- Contribution 2002 50.000 CHF
- Hard Pledges 2002 98.000 CHF
- Soft pledges 56.000 CHF

Support needed to cover BPI budget: 252,000

Another 100,000 CHF is needed to implement the Construction Guidelines project proposal.

3. Refugees, internally displaced (IDPs) and migrants

Goal Improved intervention in refugee, displacement and migration disasters by building on the policy frame work developed for the 2001 General Assembly and Council of Delegates and the work of the previous two year plan to develop a responsive and knowledgeable national society base to work with the moving and displaced.

Objective 1 Capacity building: to develop the capacities of national societies to deal with the ever-increasing complexities of population movement disasters through a combination of assistance, protection and advocacy. To expand the Reach Out project to enable it to better target national societies and delegation staff through a number of Movement specific workshops.

Progress: The regional Population Movement programme in Europe has, since April last year, been an integral part of the Croatian Red Cross, Bosnia and Herzegovina Red Cross, and Yugoslav Red Cross' programming

for the benefit of refugees, displaced persons, returnees and other groups of vulnerable persons. Programme activities are designed according to the changing needs in the field and are complementary to existing programmes. They are augmented by on-site technical advice and assistance from a Population Movement Delegate, or 'roving' facilitator, who has been supporting counterparts to conduct workshops in the branches where the largest impact of displacement has been felt.

Since January, the national societies have been organizing grass-root seminars on specific population movement issues for their branches, providing humanitarian assistance to include local vulnerable people in addition to displaced/returnees, as well as working on improving information sharing between refugees and their communities of origin across borders. While the national societies are at different levels of capacity, their efforts and enthusiasm for incorporating protection programming for displaced persons into their regular programmes have been equally remarkable.

In April, a Swedish Staff on Loan joined the team of Population Movement Coordinators and Population Movement delegate, to provide technical expertise in the development of national society assistance to the three countries' asylum systems, basing it on best practice from a similar programme in the Baltic countries. An important first step in this support was a meeting of experts on Assistance to Asylum-Seekers held in June. Technicians from six national societies shared their national societies' approaches to this issue. The three host national societies were able to compare and extract those lessons learned and best practices that most applied to their situations. The challenge now will be to find the local support necessary to make these directives actual projects.

The regional Population Movement programme in Central Asia has also been very active. Given the crisis in Afghanistan, refugees have become a high-profile issue in Central Asia. In response, the national societies have continued and even stepped up grass-root seminars on specific population movement issues for their branches. They have also focused their work on improving the dignity and psycho social status of the refugee community while increasing the local community's tolerance of them. This has included initiatives such as monthly magazines that provide a forum for refugee voices and targeting children with educational tools on community building.

After a rather exuberant beginning - gaining the buy-in of 11 of the 16 West Africa national societies, as well as providing substantial technical directive to the Cote d'Ivoire Red Cross' Street Children programme - the Population Movement programme in West Africa was forced to stop operations due to a lack of donor support. This disappointing end to a rather promising and important Federation programme in West Africa - as it is the only one that focuses on protection programming for displaced persons - has sadly highlighted the need for further donor outreach on the part of the Federation secretariat. As was documented by the UNHCR/Save the Children report on the refugee camps in the Manu River Union countries, UNHCR cannot realistically be the only agency responsible for 'protection.' All humanitarian actors have a role to play; and thus national societies need particular support in this regard to be able to contribute.

All the field-based programmes mentioned above have been strongly supported technically by the Population movement senior officer in Geneva.

Although no Federation-specific workshops have been held this term, there will be an American Red Cross-hosted Reach Out training in autumn as well as a Reach Out training in Australia at the end of this year, facilitated by Federation staff and participated by Australian Red Cross staff among other NGOs. Already, Federation secretariat and national society staff have participated in Reach Out trainings in Dakar, Senegal; Chennai, India; Addis Ababa, Ethiopia; and Moscow, Russia.

Objective 2 Delegate training: to continue the development of population movement delegates as knowledgeable and skilled facilitators able to impart awareness of and solutions to the issues.

Progress: No time has been devoted to this objective thus far, other than supporting the development of population movement delegates with continuing education opportunities. Plans for a Federation workshop to refine the roles and objectives of PM delegates have been put on hold for the time being until donor support is committed.

Objective 3 Developing and sustaining networks such as PERCO; the Mediterranean platform; the Russian and Caucasus platform and their ability to develop issues and to provide advocacy positions for the Movement.

Progress: A Federation focal point continues to provide professional support to PERCO which has published guidelines on reception, family reunification, repatriation and, soon, organizational diversity. The members of PERCO have been instrumental in providing direction to their national societies in the field of asylum and migration. In an attempt to broaden its scope and impact in the European community, PERCO has been seeking to implement joint projects on asylum and refugee issues.

At this stage, the Commonwealth of Independent States (CIS) and Mediterranean platforms are still in the development stage. Despite the enthusiasm and commitment of the members of PERCO, others potentially interested in creating their own platforms are still waiting to see if PERCO is able to raise funding for joint projects, as this is seen as an indicator of credibility and self-sufficiency.

Objective 4 Migration: to follow up on the interest shown by national societies so far as well as the survey scheduled for late in 2001 in order to input into regional and other conference with a view to producing a Federation position at 2003 General Assembly.

Progress: A migration survey was conducted in preparation for the European regional conference in Berlin this April. The survey queried 51 national societies on what their country situation was in terms of migration (documented and undocumented), what their governments were doing in response, and what they and other humanitarian actors were doing to fill the gaps. (Copies of the survey are available at the Federation secretariat, email: thomson@ifrc.org). The resulting report revealed a surprising amount of work European national societies are involved in, not only with documented migrants but with undocumented as well.

The survey fit well within the context of the Berlin Conference, the outcome of which was a bold declaration (the Berlin Charter) of the European national societies to commit themselves to those made vulnerable as a result of migration regardless of their status. Plans of action under the migration theme included: operational guidance for the national societies, migrant health (which highlighted mental health as a primary issue for migrants), tracing and family linking and combating racism and xenophobia.

The theme of migration will be carried forward to the Asia-Pacific and Middle East regional conference in Manila this November. The Federation secretariat is currently seeking funding to support the continuation of the migration survey into the Asia-Pacific/Middle East region.

Financial Comment Despite the recent injection from the Swedish Red Cross of 600,000 SEK (96,444 CHF) to the Population Movements desk - responsible for Programme Objective 3 of the Global Programme on Disaster Planning, Standards and Preparedness - this programme objective still requires further funding in order to achieve the objectives above. If no support is forthcoming in the next quarter, Objective 2 will be cut and the other objectives will be scaled back.

4. Standards and accountability

Goal: The continuing development of common Red Cross and Red Crescent as well as interagency policies, strategies and guidelines to improve the quality (relevance and effectiveness) and accountability of our service delivery to the vulnerable, will be facilitated and supported.

Objectives: Support the development of a Red Cross Red Crescent quality and accountability framework for disaster response that integrates perspectives originating from interagency work with existing Red Cross Red Crescent strategies, policies and pilot initiatives. Use this framework as a basis to review and where necessary streamline existing Red Cross and Red Crescent operational guidelines, appeals and reporting standards, monitoring and evaluation practices and training curriculum.

Quality and accountability framework

Progress report

The development of a draft Quality and Accountability framework is well underway. A first draft has now been completed and is being reviewed and discussed internally. The draft framework builds on the so-called 'European Foundation for Quality Management (EFQM) Excellence model' that has been recommended for use within the voluntary sector by the National Council of Voluntary Organizations (NCVO).

A working group of national society representatives has supported the work. Rather than initially planned so-called quick place (electronic chat place) the working group is using group email. The next stage is to bring together an enlarged working group of interested National Societies, relevant Secretariat staff and the interagency projects to review the draft and provide input towards its finalization. This meeting is planned for October 2002, with the final framework document completed by the end of the year and ready for submission to the Board early 2003.

The department has excellent opportunities to get input from and contribute to the three inter-agency projects, hosted within the department: the Sphere project, the Humanitarian Accountability Project and the Reach-Out Refugee Protection Training Initiative. The possibility to be part of the management committees or Board is of importance to the Federation learning and reflection on quality and accountability and informs work of the department.

Constraints

One of the key challenges with the framework is to bring together under one umbrella, the various institutional and interagency efforts in the area of quality and accountability and clarify how they support each other to achieve quality and accountability. There are many old and new approaches driving the quality and accountability agenda within the Federation (for example the Code of Conduct for Disaster Relief, Code of Conduct for Federation staff and delegates, the Sphere Humanitarian Charter and Minimum Standards, the Humanitarian Accountability Project, project planning (PPP), monitoring and evaluation, the Delegates' handbook) and these ultimately need to be coordinated into one overarching approach. Thus, obtaining buy-in and commitment to the framework from the Federation and the National Societies is a crucial ingredient to its long-term success and significant time needs to be spent in ensuring that all parts of the Movement are consulted on the framework development from the beginning.

Sphere

Objective: Promote the Sphere Humanitarian Charter and Minimum Standards by building an institutional capacity to further train, pilot and capture the experience with the application of Sphere standards in Federation Disaster Response.

The first Sphere training to be held in Arabic took place in Cairo in March 2002 and has generated interest and demands for Sphere materials in Arabic from other parts of the region. In the meantime, Sphere continues to form an integral part of all Federation induction and courses such as the Basic Training Course (BTC) for new Delegates, the Field Assessment and Coordination (FACT) training, Emergency Response Unit (ERU) training and the recently developed Regional Disaster Response Training (RDRT) course. Another Sphere training was also held in May 2002 in the South East Asia region. The Federation now has eight people qualified as Sphere trainers and a further eight within the National Societies.

The disaster policy senior officer is in the process of identifying the countries and regions in which further support is needed and on this basis will support the holding of workshops by providing trainers, documentation, translation etc. The newly developed and updated 'Sphere Learning Guide', developed by the Sphere Project team in London will be used in future trainings and disseminated to participants. The training guide includes a useful English CD Rom and serves as a comprehensive booklet both for trainers and trainees.

The Federation Secretariat participated in a four-day workshop of the pilot Sphere agencies held in Geneva in May 2002. Out of this workshop emerged a proposal by several pilot agencies to establish a Sphere support service in Afghanistan, where it is thought that Sphere can and should be used more widely to promote effective relief delivery. The Federation is not involved directly in the mission but will follow its progress

closely and encourage the National Society and Federation Delegations in the region to provide support where possible.

The next step for the Federation Sphere work is to develop a comprehensive training strategy that links Sphere with other Federation planning and accountability tools, such as the Vulnerability and Capacity Assessment (VCA) and the Better Programming Initiative (BPI). The ultimate goal is for Delegates and National Society staff to have a package of core planning tools at their disposal and which they will be ready to use in the field as and when appropriate.

A case study of how Sphere is used by the Federation in emergency response is planned for early 2003. The format will be a 'real-time' assessment, in order to see how well Sphere is currently used in relief assessment and planning operations and where improvements can be made.

Constraints

The work in Quality and Accountability has been somewhat limited this year by the amount of funds available (only 10% of the Appeal has been covered so far) and the volume of the tasks involved. The Department is managing this situation by prioritizing amongst activities within the global programme and sharing responsibilities between some staff members. This means that not all activities will be fully implemented and the guidelines for Linking/Integrating relief, rehabilitation and development in the 2002-2003 Global programme will not be developed.

The position of Senior Officer Disaster Policy (Sphere) has been reduced to a part-time position until the end of December, but will revert to a full time post in 2003 in preparation for the International Conference, pending funding. Rather than focus uniquely on Sphere, the disaster policy work now includes Sphere alongside other standards and quality initiatives and disaster policy research such as supporting the Federations International Disaster Response Law project (see section 5 below), the Netherlands Climate Change project (see section 5 below) and the 'Quality Framework' to guide Federation policy and action. Progress on all of these areas will be presented to the International Conference in December 2003.

5. Disaster policy research

International Disaster Response Law

Introduction

The International Federation of Red Cross and Red Crescent Societies initiated the International Disaster Response Law (IDRL) Project in response to the growing concern within the international community as to the adequacy of existing legal mechanisms to facilitate humanitarian activities in response to disasters such as those caused by natural and technological phenomena. Whilst there is a well-developed body of international law in situations of armed conflict, there is relatively little discussion or recognition of the laws and other regulations, which apply to other disaster situations.

Objectives:

- **The development of a strategic position on an International Disaster Response Law from a Red Cross and Red Crescent perspective will be facilitated and supported by carrying out a field study on problems and needs in relation to the lack of an international disaster legislative framework.**
- **Assist in the development of a strategic position on the pros and cons of creating an International Disaster Response Law from a Federation perspective.**
- **The activity to reach this objective is the commission of a study that looks at the feasibility of IDRL from an organizational and operational angle with a view to strengthen the rights of beneficiaries**

Progress to date

A full time project coordinator has been appointed to the project from May 2002 until December 2003, funded by Ausaid and Emergency Management Australia as a staff-on-loan from Australian Red Cross. A compilation of existing international instruments relating to disaster response is currently being undertaken at international and regional levels and the compilation will be published in December 2002. An accompanying legal study is also underway, in collaboration with Professor Horst Fischer of Bochum University, Germany to be published as part of the compilation in December 2002. Planning and implementation of a field study has commenced to assess the gaps and weaknesses of IDRL from a field perspective. This process will be completed in December 2002 and the results will be available in March 2003. Consultations with governments, National Societies and other key organizations are continuing and the project has been received positively. Information and updates on the IDRL Project will soon be available on the International Federation website.

Outstanding needs

John Horekens
Director
Division of External Relations

Eva von Oelreich
Head
Disaster Preparedness & Response
Department

Disaster planning, standards and preparedness						ANNEX 1	
APPEAL No. 01.64/2002		PLEDGES RECEIVED				19.08.2002	
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT	
CASH							
REQUESTED IN APPEAL CHF ----->				2'300'619		TOTAL COVERAGE 33.5%	
CASH CARRIED FORWARD				274'276			
BRITISH - GOVT/RC				200'000	19.02.2002		
BRITISH - GOVT/RC				200'000	07.08.2002	VCA TRAINING	
SWEDISH - GOVT				600'000	13.08.2002	95'880 SEK	
SWISS - RC				1'332	03.07.2002	VCA TRAINING	
SUB/TOTAL RECEIVED IN CASH				771'488	CHF	33.5%	
KIND AND SERVICES (INCLUDING PERSONNEL)							
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT	
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%	
ADDITIONAL TO APPEAL BUDGET							
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT	
SUB/TOTAL RECEIVED				0	CHF		

Disaster Planning, Standards and Preparedness	
APPEAL No. 01.64/2002 - Revised budget	
Description	TOTAL
Personnel	605'000
Per diem SOL	22'500
Accommodation SOL	17'500
Subtotal Personnel Expenses	645'000
International travel	299'550
Information	120'500
General support	11'500
Communication	80'000
Consultants	381'675
Workshops - seminars	469'000
Sundry administrative expenses	23'000
Sundry contribution	17'500
Subtotal General and Administrative Exp.	1'402'725
Programme Management Support	155'013
Technical Services Support	46'279
Professional Services Support	51'603
TOTAL PROGRAMME SUPPORT	252'894
TOTAL	2'300'619