

# 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***

*11 November, 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](http://www.ifrc.org)*

***Appeal No. 01.64/2002***

***Appeal Target: CHF 4,561,852***

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

***Programme Update No. 2; Period covered: June - September, 2002; last Programme Update (no. 1) issued 30 July, 2002***

### **IN BRIEF**

***Appeal coverage: 50.8%***

***Related Appeals: N/A***

***Outstanding needs: CHF 2,300,000***

### **Introduction:**

#### ***Disasters in the community from a national society perspective, policy development, and interaction***

The work within the frame of disaster planning, standards and preparedness is increasingly fruitful. While 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 management (disaster preparedness and response) and the more action-oriented disaster management training, can be seen.

The newly developed Characteristics of a Well-Prepared National Society have been broadly welcomed by 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 disasters, including dimensions of quality and accountability, presented in this global programme, is wide-spread but has proven positive and creates synergy. 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 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 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 report showed that disaster preparedness pays, but that there is a need for disasters to be relocated in the wider context of risk reduction. 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 global natural disasters community.

The department provided support and expertise in a number of UN and other international events, including the presentation of the World Disasters Report during the UN ECOSOC meetings in July in New York, a presentation on Preparing for natural disasters to UN Interagency Standing Committees 10th Anniversary in New York, the preparation of input to the Fourth Preparatory Committee of the World Summit on Sustainable Development, which was held in Bali in May as well as for the World Summit itself. It was also involved the co-organisation of the International Conference on Climate Change and Disaster Preparedness in the Hague with the Netherlands Red Cross in June and the co-organisation of the International Wilton Park conference on Preparing for disasters and reducing risks in September. Presentations and speeches are available on the International Federation web page. For the World Summit on Sustainable Development the main aim was to provide information to governments and development planners about the need to include disaster risks in development planning, to see the intrinsic role of risk reduction and disaster preparedness in supporting sustainable development and to highlight the need for governments to have national and local disaster plans.

The valuable cooperation with inter-agency projects on Quality and Accountability is increased by the physical closeness, as the department supervises the hosting of the inter-agency Sphere project, the Humanitarian Accountability Project and the Reach-Out Refugee Protection Training Initiative. Our main role is to influence the policy development in these three areas as board or committee members of the initiatives. The responsibility for this important interaction sits within the DPDR department, which means a possibility to link international humanitarian policy work to the work of the International Federation by contributing to the international development within the humanitarian sector and at the same time learning from it.

It has now been decided that the World Bank's Provention Consortium will be a part of the International Federation Secretariat, beginning this autumn and supervised by the Disaster Preparedness and Response Department. A manager has been employed, interviews for the officer position will take place in October, and the World Bank Disaster Management Facility handing over period has started. This is a positive development, and should enhance the work of the Federation in a number of areas, including community based disaster preparedness, awareness raising and advocacy for risk reduction.

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.

## **1. Disaster mitigation and preparedness**

### **Strategic Context**

In the nine months 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. The vulnerability focus in Strategy 2010 has been a basis for a healthy relationship between the Health and OD Departments as well as the Principles and Values department in joint work in the Knowledge Sharing division. This continues and new links, now with an operations needs focus, are being built up.

**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 has been used as an addendum to the Self Assessment process, which has been undertaken by a selected number of national societies in 2001 representing approximately twenty percent of national societies. This questionnaire allows 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 delegations and this 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 World Disasters Report has in its 2002 year edition compiled and analyzed a number of examples of best practice and lessons learnt in the area of disaster preparedness and mitigation. Results will be analyzed for further action in the autumn. A Lessons learnt review of flood disaster experience has been compiled.

The Department supported the Task Force, 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.

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.

**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. Early results from the VCA is that the National Society has become proactive in its development of the Relief Appeal anticipated for the winter Dzuds. A development/mitigation component, vital in the long-term, has been identified and included in the relief appeal.

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 a project at the end of 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 the VCA tool, a global Training of Trainers workshop was convened in July, in which some 23 participants took part. The workshop 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 was that participants were mostly drawn from National Societies, for a more stable asset to in the regions and to enable VCA to be linguistically and culturally shaped. The workshop also provided the basis of a plan for integrating BPI concepts (“do no harm” planning) into VCA during 2003. Prior agreement had been negotiated with relevant national societies that people completing this workshop would be actively involved in VCA either in their own or neighbouring National Societies over the next two years. Already, two replication trainings have been facilitated in Central Asia with a third planned in Tajikistan this year. The participant from India will facilitate a replication training with four National Societies within the South Asia Region in November 2002.

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 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. Outcomes have included a closer integration of DP, Health and OD delegates in support of the Pacific National Societies within the regional appeal 2003 generation.

The Cambodia community-based DP and mitigation programme has been evaluated and been disseminated to all DP delegates for further discussion with National Societies.

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.

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.

The work with ICRC regarding the harmonization of national society capacity building for situations of conflict and natural disasters 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 provides 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 to follow a few delegations closely and draw lessons from joint work and joint meetings have commenced to address this, the first example being the Pacific.

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. Learning from this review has formed the basis of DP technical support for 2003 appeals, in which all the DP department technical officers are participating in 2002. In addition, an appeal theme analysis is being conducted during the technical review to assist in anticipating global DP and DM national society directions. This will be connected to the Well Prepared National Society information.

In addition, the department has taken an active role in two important ECHO meetings relating to climate and poverty along with a key input to the DIPECHO meeting.

**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 has assumed duties since early July.

Since the arrival of the Senior Officer most of the work has focussed on the response to the Southern Africa food crisis. This has allowed opportunities for familiarisation with NS Home Based Care programming for people with HIV/AIDS. This suggests opportunities to link food security programming with HIV, home based care programming. Current work with National societies includes increasing the capacity for monitoring through development of simple food security impact indicators that can be collected and analysed by NS. Contributions were also made to the Emergency appeal process and to the Southern Africa task force set up. Technical comments were made to the writing of a Point of View (POV) on Genetically Modified food distribution in the Southern Africa Region.

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.

Knowledge sharing of current initiatives in food security has been undertaken through contributions to the DPDR Newsletter. This will also provide opportunity for debate on strategy development in food security. The external profile of the organisation has been enhanced through two main activities. The first a keynote article to the Humanitarian Exchange on the Southern Africa Food crisis, which provides an overview and details of the Federation response. The second activity was through contributions to the development of the Food Security chapter on minimum standards in Disaster response for the Sphere handbook, now under revision.

**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 has finalised 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 2001 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.

Another DP Delegate, also from the DP Induction, 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 the 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 was published in the early autumn. In addition, the department participated in the ISDR Side Event on Risk Reduction, which was 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, some PNS "Friends of DP" 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, and work is underway to transfer information to the DMIS without losing the opportunity for a working-network for DP practitioners. Another initiative, which has contributed to the achievement of this objective, is the monthly DPDR News.

### **Problems encountered and steps taken**

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

- The DP team, one senior officer after July, can cover very few requests for support and guidance from the field. The high interest in VCA means requests for experienced facilitators, recently trained in the Iesolo Training of Trainers in July, and in need of backup for the coming year. (The second DP officer was recruited with short notice for a regional DP position in Guatemala.)
- 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:

- DP mostly falls between the (development and humanitarian assistance) chairs funding-wise. Need to identify a more diversified funding base for DP activities at the global, regional and country level in order to maximise outputs.
- Need to support DP as part of the whole of Disaster Management, especially to Regional Disaster Response Training.
- DP, organisational development and other Federation capacity building support should be further aligned.
- VCA needs to be used in specific situations as the Red Cross Red Crescent way of working that connects with all other disciplines and planning tools in an integrated but focused way. Simpler risk assessment tools need to be used in other contexts.
- There is high demand both internally and externally to know more about community based DP approaches. They need to be documented, when funding allows.
- DP expertise can be developed to a greater extent from within National Societies. Regional rosters of National Society DP expertise should be set up.
- Learning Reviews need to be more systematically part of work 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 technical interaction 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 the Better Programming Initiative (BPI), an adaptation of the Local Capacities for Peace Project.**

### **Key achievements during the period**

*Global Mainstreaming Strategy:* As a result of the first training of trainers in the Better Programming Initiative, BPI will be integrated into the Community-based DP projects in Colombia and Ecuador with funds from the capacity building fund. The two National Societies participated in the BPI ToT in Quito and now plan to put the training activities into action. Venezuelan RC has shown an interest to start working with BPI. The Regional Delegation will require additional support for that purpose. Following the Plan of Action set up during the ToT workshop in Quito, the Honduras RC has organised the first of three BPI workshops in the NS. This workshop was facilitated by the representatives of El Salvador RC and Honduras RC in Quito's ToT workshop. 18 member of NS participated in the workshop which was very well received. The South East Asia Regional Delegation has decided to start to mainstream the BPI in their region. The initiative will be introduced during the SEA Disaster Management Delegates meeting in October, and the Regional Mainstreaming Strategy will be incorporated in 2003 Appeal. The Pacific RD is studying how to incorporate the BPI according to the harmonisation process they have started to pilot with the ICRC. The initial step will be to promote the participation of some NS of the region and delegates in SEA workshops.

Following the approach to link and incorporate the BPI into other Federation initiatives and tools, a clear connection was made between the VCA and BPI in relation to all other areas such as Disaster Management, Health, OD, Youth and Volunteering, Food security and Population Movement during the VCA ToT workshop held in Jesolo, Italy. To show how BPI and VCA are linked and complementary a role play was developed with participants through a case study related to a Natural Disaster Situation. In the same line, a joint project pilot proposal has been made for Tajikistan and South Africa in the aim to incorporate the VCA, BPI and Food Security elements in a 'connectionist' paradigm, integrated as three filters, through which the needs of a National Society can be viewed.

The activities to update the training material have started and a methodological proposal has been drafted and approved. The plan of action is oriented to the development of a modular training kit: a set of training tools based on existing LCCP materials, as well as lessons learned in BPI in the past years. In the same line the country studies, included in the BPI publication under preparation, will be used to elaborate training case studies.

### ***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.**

As planned, the Somalia Health Services Recovery phase 3 proposal has been drafted and agreed with the World Bank country office. The proposal will be submitted to the Post Conflict Fund Committee in November for approval.

The Federation and the World Bank have planned a meeting in October in Nairobi in order to engage a number of international organisations, who support the rehabilitation of community health services in Somalia. The primary purpose of the meeting is to look for opportunities for closer co-operation with a view to developing a more coherent long-term strategy. The meeting aims at providing a platform for sharing lessons and identifying specific areas for joint action on community health service recovery. This should help addressing the questions of sustainability, funding, and how to strengthen the overall impact of international recovery programs.

### ***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 recommendations to the review have been incorporated and the document is ready for final approval.

**Problems encountered and steps taken**

Due to political tensions between India and Pakistan, the BPI ToT in South Asia has been postponed until December in a new place, Nepal.

**Lessons learned**

To increase efficiency in the implementation of BPI global Mainstreaming Strategies, more operational responsibility has been given to the involved regional delegations, which will develop and include the Regional Mainstreaming Strategy in their Appeal 2003. Geneva will play a global coordination and support role by updating and producing training and dissemination material, collecting and sharing lessons learnt, promoting the expansion of the BPI concept to new regions through more general Training of Trainers workshops and integrating the BPI in other Federation initiatives and tools.

As set up in the previous Update, new partnerships are essential to the development of the above Federation as well as linked NS programs and services. The DP&R department has through the Somalia project allowed the Federation to set up the new partnership with the World Bank that has a value beyond the Somalia project itself. This partnership process aims at partnerships with other organisations as well in phase 3 for the particular Somalia recovery venture, the reason for the Nairobi meeting end October. The World Bank has also invited the Federation to start partnerships with them in recovery in other post-conflict situations around the world.

**Outstanding needs**

The Somalia Health Rehabilitation project is fully covered. BPI Mainstreaming Strategy still needs financial support to implement activities planned for 2002. To cover the entire annual revised budget we need a total of 161,000 CHF. 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 draft framework for Quality and Accountability is now under discussion within the Secretariat. The model focuses primarily on the *moral* and *learning* aspects of quality and how to incorporate these dimensions more clearly into the process of building a more accountable organization. Also under discussion, is how the model fits with and complements other ongoing work in quality such as Humanitarian Accountability Project, (HAP), the Project Planning Process (PPP), Sphere etc.

In the meantime, and linked to the debate about quality, discussions continue within the DPDR department and the DMC Division on how to better align our technical training and approach to the field. A meeting between all sections of the DMC Division that are involved in conducting training is scheduled in October. The aim of this meeting is to take stock of where we are going with the various DPDR tools such as Sphere, BPI, VCA etc and how we can develop a more consistent and streamlined approach to training, which addresses both the technical aspects of the work as well as the issues of quality and accountability. The aim is to support National Societies to have an increased understanding of the different tools, to be able to select the relevant tools for their staff at any given time.

### Constraints and opportunities

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.**

During this period, Sphere has been supported on several fronts. Firstly, the Secretariat continues to assist the National Societies that make regular requests for Sphere documentation, primarily Sphere handbooks and copies of the Code of Conduct. Of late, Sphere has also received a request to provide assistance to the Guatemala Delegation, which was organizing a regional Sphere training for National Society staff. Sphere funds were used to pay the travel costs of a trainer to and from the region. A report of the workshop will be available in the next quarter.

In South East Asia, a Sphere workshop was held in Vietnam, to which all DM Managers and Delegates from the region were invited. A total of 29 participants attended the workshop of which 26 were from eight NS's in the South East Asia region, one from the Korea Red Cross and two participants from NGO's in Vietnam. The people attending had a mixture of backgrounds in disaster management, health and institutional development. The main aim of the workshop was to raise the level of understanding about Sphere, and to assist the participants in recognizing the relevance of Sphere in their individual contexts. Furthermore, all participants were asked to draw up an action plan for applying Sphere within their own National Society. The Regional Delegation will follow up with the NS's in three months to assess progress made on the action plan objectives. The IFRC is contributing to the process of updating the Sphere handbook and several staff members within the Secretariat have been asked to be focal points the Food Security and Shelter chapters. The Federation has agreed to host the Sphere assessment visit in Central America where, discussions are underway to start a field trial in the region for the first six months of next year. Delegations in DR Congo and in India have also expressed an interest in working on the field trials with the Sphere Project. It is hoped that these field trials will help provide a greater understanding of how Sphere is used in the field, both within the IFRC and other international and local agencies.

Discussions are underway with the Secretariat's Monitoring and Evaluation Division to include a section on Sphere in future evaluations. A short questionnaire, on Sphere, is now being developed for this purpose. The use of Sphere at field level was also one of the subjects looked at in the recent Goma Evaluation report and the recommendations are now being considered.

### Constraints

The work in Quality and Accountability has been somewhat limited this year by the amount of funds available (only a limited part 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. The disaster policy work 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. While 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.

#### Climate change and disasters

**Objectives: Support the development of knowledge and Federation strategies in order to guide our work with regard to climate change and seasonal disasters.**

The Climate Change study consists of three main tenets; firstly an analysis of the main findings of the Inter Governmental Panel on Climate Change (IPCC) Working Group 2 and specifically what the implications of climate change are for disaster preparedness; secondly, field studies in five locations, the first of which is currently being carried out in Vietnam; and thirdly, a visionary study on the future role of the IFRC in Climate Change and DP. All parts of the study are currently underway and an update from the Netherlands Red Cross which is leading the work, will be presented to the Relief Commission in October 2002.

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 was 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 or 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.

#### Constraints

The position of Policy Officer Sphere continues to be filled only on a part-time basis until March 2003. Although work is progressing, priority is being given to those policy areas that need to be presented to the Governing Board and the Disaster Relief Commission for global policy agreement during the statutory meetings at the end of next year.

## **6. A knowledge sharing approach and information technology to enable this initiative.**

Each programme works on recording best practices and lessons learnt. Initiatives are presented under each programme headline. The document management system budgeted under this headline has not been funded to date.

### **Outstanding needs**

Further cash support is needed to carry out the planned objectives and activities of this appeal.

*For further details please contact: Eva von Oelreich, Head, Disaster Preparedness & Response, Disaster Management and Coordination Division; phone: +41 22 730 44 49; email: oelreich@ifrc.org*

*All International Federation operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.*

*For further information concerning Federation operations and programmes, please access the Federation website at <http://www.ifrc.org>.*

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				12.11.2002		
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT		
<b>CASH</b>								
REQUESTED IN APPEAL CHF ----->				<b>2'300'619</b>		<b>TOTAL COVERAGE 50.8%</b>		
CASH CARRIED FORWARD				274'276				
BRITISH - GOVT/DFID				185'000	21.03.2001	DISASTER REDUCTION		
BRITISH - GOVT/RC				200'000	19.02.2002			
BRITISH - GOVT/RC				200'000	07.08.2002	VCA TRAINING		
BRITISH - RC				5'000	GBP	11'481	28.08.2002	IDRL
SWEDISH - GOVT				600'000	SEK	95'880	13.08.2002	
SWEDISH - GOVT				1'250'000	SEK	199'750	28.06.2002	BPI, DISASTER PREPAREDNESS
SWISS - RC						1'332	03.07.2002	VCA TRAINING
SUB/TOTAL RECEIVED IN CASH				1'167'719	CHF	50.8%		
<b>KIND AND SERVICES (INCLUDING PERSONNEL)</b>								
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT		
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%		
<b>ADDITIONAL TO APPEAL BUDGET</b>								
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT		
SUB/TOTAL RECEIVED				0	CHF			