

Annual report



International Federation
of Red Cross and Red Crescent Societies

Disaster management and risk reduction: strategy and coordination

Appeal No. MAA00029 with links to the following appeals:

No. MAA00019 – Shelter and Settlements

No. MAA00021 – Community Preparedness and Risk Reduction

No. MAA00028 – Logistics

No. MAA00040 – Disaster Services

01 May 2011

This report covers the period 1 January 2010 to 31 December 2010



Distribution of non food items like kitchen sets, mosquito nets, cooking stove, tarps, blankets and jerry cans. 400 families were identified for this distribution, from many different villages in Swat valley. All of them lost their homes in the flood. (p-PAK1254)Photo: Olav A. Saltbones/Norwegian Red Cross)

In brief

Programme outcome: To enable National Societies, supported by the secretariat of the International Federation of Red Cross and Red Crescent Societies (IFRC), to build disaster resilience and safety of communities; and to deliver appropriate and timely response to disasters and crises while ensuring the improved restoration of community functioning.

Programme(s) summary: The Disaster Management and Risk Reduction plan (MAA00029) has provided the overall framework to the disaster management work of the Federation at global level and was complemented by the following: Community preparedness and risk reduction (MAA00021); Shelter and settlement (MAA00019); Logistics (MAA00028) and Disaster Services (MAA00040). This report is a summary of key achievements of the five individual plans mentioned above. The “*Disaster management and risk reduction: strategy and coordination*” plan focused in particular on moving ahead with cross-sector activities in the area of information and knowledge management; as well as in strengthening global partnerships, funding tools and mechanisms.

Financial situation: The total 2010 budget is CHF 838,285 of which CHF 538,482 (64 per cent)

covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 292,767 (35 per cent) of the budget.

Delays in the implementation of some activities of a global scope and nature or their re-direction were mainly due to the reorganization of the secretariat, in particular, the disaster response and early recovery division, as part of the ongoing decentralization process. Some initiatives originally planned under the “Disaster management and risk reduction: strategy and coordination” plan were therefore put on hold or moved under the responsibility of other individual plans (for which related income was also moved), because of newly identified directions and priorities. This explains the slow spending rate during the reporting period. It is worth noting, however, that some funding received in response to this global plan is to be spent in 2011.

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

No. of people we have reached: According to Federation statistics, some 23,271,822 million people benefited directly from secretariat-supported interventions during the reporting period.

Our partners: Overall the most important partnerships for this global plan are with National Societies and institutional donors such as the European Commission Humanitarian Aid Office (DG ECHO) and the UK Department for International Development (DFID), that continue to assist the IFRC in achieving its disaster management objectives through essential financial, human and technical resources. Individual sectors have also benefited from specific partnerships with the wider humanitarian community, through the United Nations (UN) clusters, sectoral work with UN agencies and non-governmental organizations (NGOs), the Inter-Agency Standing Committee (IASC) mechanism, as well as with scientific institutions and academia.

Context

In 2010, the Federation has contributed significantly to humanitarian results by responding to some 389 disasters worldwide. According to Federation statistics, over 20 million people have received assistance from secretariat-supported interventions; with some CHF 1 billion spent internationally on emergency response and longer-term development programmes.

According to the Centre for Research on the Epidemiology of Disasters (CRED), in 2010, natural disasters killed over 296,800 people, affecting over 207 million others, and causing more than US\$ 109 billion in economic damages.

The situation of vulnerable people is further aggravated by evolving, complex threats such as climate change; new patterns of marginalization; demographic growth; a rising proportion of older people, unplanned urbanization, violence, involuntary migration, emerging infectious diseases and the growing burden of non-communicable diseases; environmental degradation; and the insecurity of access to food, water and natural resources. These pose a formidable hurdle to the attainment of the Millennium Development Goal (MDGs) of halving the number of hungry by 2015, as it has rendered traditional livelihoods unsustainable, and reduced the coping strategies of populations-at-risk.

DRR initiatives encapsulate the growing recognition that relief is not enough in mitigating disasters, and that resilient communities are key to reducing the impact and severity of natural hazards when they strike. Although relief initiatives and emergency appeals attract more donor attention, studies have indicated that investment in DRR can be highly cost-effective, and more importantly have a profound impact in saving lives and livelihoods when hazards strike.

The on-going impact from the extraordinary rise of global food prices in 2008 and the financial/economic crisis in 2009 have highlighted the fragility of global food and nutrition security. It has had broad reaching consequences for vulnerable groups, particularly within low-income food deficit countries.

Acute food insecurity became widespread in parts of eastern Africa in early 2010. Twenty-three million people require emergency assistance mainly in Djibouti, Ethiopia, Kenya, Somalia, Sudan, and some parts of Uganda. As a result of good rain in the first and second quarters of 2010, food production, water and pasture conditions in some parts of the region have now improved, and the number of people requiring emergency assistance has dropped to 19 million after March 2010. The situation has been closely monitored at the National Society, zone and global levels.

Response operations in Haiti, Chile and Pakistan are examples where the International Federation has responded to massive needs, leveraging the full range of its national, regional and global disaster response resources, as well as its global coordination and technical capacities. In Haiti, for example, the IFRC has provided assistance to 1.5 mln people – half of the total population affected by the earthquake, through the provision of medical care, emergency shelter, and distribution of non-food and food items as well as provision of water points and latrines. In Pakistan the response was broad and impressive, covering all affected provinces. Approximately 10% of the total affected population (20 million people) had been reached with some form of food and/or non food items support by mid-November 2010.

To ensure that response operations carried out by the Federation receive adequate support, quality assurance has been strengthened through the further institutionalization of “real time evaluations (RTE)” and work on developing disaster management performance benchmarks and standard operating procedures (SOPs). With support from the disaster management global programme, RTE’s have been carried out in 2010 for the Haiti earthquake response and the floods operation in Pakistan.

One of the results of these global investments is the further development of global and regional response capacity. The Regional Disaster Response Teams (RDRT), a regional response tool that draws on local National Society staff with specialist regional knowledge, is for instance increasingly used to complement Emergency Response Units (ERUs) for medium and large-sized responses. In 2010, 121 RDRTs were deployed to large scale operations such as Haiti, Chile and Pakistan but also to other small to medium scale disasters. Internationally, the response operations carried out in 2010 demonstrated IFRC’s capacity to scale-up quickly through the deployment of a focused and flexible global surge capacity. A record number of ERUs were deployed, for example, to Haiti (21), as well as various FACT and recovery assessment and coordination missions. In addition, during 2010 a total of 30 major emergency operations took place (in the form of Emergency Appeals), with 11 launched in Africa; 7 in Asia & Pacific; 8 in the Americas, 1 in the Middle East and North Africa (MENA), and three in Europe / Central Asia. The increasing number of small and medium-scale disasters (predominantly hydro-meteorological) resulted in a record number of Disaster Relief Emergency Fund (DREF) allocations in 2010 (a total of 138), with 53 in Africa, 29 in the Americas, 21 in Asia & Pacific, 29 in Europe, and 6 in MENA.

A major achievement under this global programme has also been the streamlining of the global logistics structure through the establishment of sub-regional warehouses and stocks as elaborated under the Logistics Annual Report. The logistics global system of the IFRC, which has received consistent and substantial support from DG ECHO, is an example of a global cost efficient service, which allows speedy delivery of relief goods and services to any disaster affected region in the world. The Federation secretariat recognizes the value and criticality of the supply chain process and is committed to continue expanding provision of logistics capabilities and expertise not only to National Societies but also on behalf of other humanitarian organizations. The Haiti earthquake and Pakistan floods operations in 2010 proved the cost and speed advantages of mobilizing Regional Logistic Unit (RLU) stock with sea freight shipments without the need for costly air charters.

The large scale natural disasters that occurred in 2010 in Haiti and Pakistan also resulted in significant shelter need proving to be a major test for the capacities, methodologies and mechanisms developed by the International Federation to date. The human resource demands of these emergencies severely impacted on the complementary shelter capacity building activities, but key issues emerging from these responses have valuably informed initiatives

related to surge capacity, decision-making mechanisms and the variety of emergency shelter and shelter recovery options. Similarly, these emergencies generated a range of different shelter coordination support needs to be met by IFRC, from the deployment of a large IFRC-led team to Haiti to the information management support to the Chilean government and the modest IFRC national team deployed to coordinate the cyclone response in Myanmar. Dedicated IFRC Secretariat shelter technical capacity increased in 2011, with an additional shelter technical advisor based in Kuala Lumpur covering Asia Pacific and a shared position in Budapest to cover Europe and Central Asia. In the Americas, prompted by the Haiti earthquake, the shelter position was given greater prominence in the organisational structure. The number of National Societies contributing to meeting the international shelter commitment of IFRC also increased.

Progress towards outcomes

To ensure the delivery of membership services to National Societies through the zone network, thus contributing to reduce vulnerabilities to disasters through the development and effective use of capacities and resources, the disaster management and risk reduction global plan for 2010-11 was informed by a cross-sector approach. This approach prioritises interventions in community preparedness, disaster services, shelter and settlement and logistics. Below is a brief summary of the key achievements under the respective sectors and areas:

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

This plan has focused on building community safety and resilience through global initiatives that aimed at increasing community awareness and understanding of local disaster risk, emerging climate change consequences, and at improving community preparedness to respond and protect lives and livelihoods. National Societies and zones were provided with coordination, global representation, guidance, tools and technical support to enable community-level DRR and CCA to be effectively improved and increased. The programme has also focused on scaling-up integrated community-based food security and/or livelihoods programming, through appropriate technical assistance that aimed at having the necessary structures and capacities to contribute to the reduction of chronic and transitory food insecurity.

Disaster services ([see annual report](#))

Disaster management is widely considered to be the IFRC's main 'business card' and efforts in 2010 were focused on maintaining efficient and effective emergency assistance while developing innovative initiatives to keep pace with the evolving nature of humanitarian work, including promoting integrated programming that ensures, for example, a better transition from relief to recovery. Emergency shelter, health, water and sanitation, support to livelihoods development, food security, migration, civil military relationships, and International Disaster Response Laws (IDRL) all form vital components and activities that contributed to saving lives and restoring life with dignity. The initiatives already underway to improve global response tools will continue, as will efforts to find new ways of ensuring adequate levels of coordination to all elements of the network that respond to a particular disaster on either a multilateral or a bilateral basis.

To better reflect the scope and intent of the IFRC strategic directions, the department title was modified in July 2010, and is now the Disaster and Crisis Management department. This annual report briefly summarizes activities implemented in the first half of 2010, and elaborates on how they progressed over the latter half of the year.

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

The major disasters experienced in 2010, from the earthquakes in Haiti and Chile to the flooding in Pakistan and both East and West Africa have required operational support and have also highlighted the need for improvement in the meeting of shelter and settlement needs. The response in Haiti required shelter technical capacity in the Field Assessment and Coordination Team (FACT) and the additional resources of a Shelter Technical Team (STT). The shelter and settlements department of the International Federation and the group of interested National Societies have acted on the recommendations given by reports and evaluations from the field, and operational tools have been modified accordingly. A Shelter Coordination Team (SCT) was

also deployed to convene the shelter/non-food items (NFI) cluster in Haiti. It was the largest ever coordination team deployed by IFRC which is allowing for a better definition of the roles and the development of new tools that will be useful for future deployments. During the Chile earthquake operation, the Chilean Red Cross, supported by the IFRC, was able to provide technical assistance to the Chilean Government's coordination of the national response operation, drawing upon personnel and experience from IFRC's shelter cluster role.

The promotion of safer and more sustainable shelter and settlement solutions was advanced through the further field testing of the Participatory Approach to Safe Shelter Awareness (PASSA), the elaboration of improved construction technologies at household level, and the ongoing capturing and dissemination of methodologies developed through the Indian Ocean tsunami response people-centred housing programmes. The capacity building of National Societies as the first responders in emergencies remained a priority, with field trainings in the use of shelter kits, and technical training for shelter specialists at the global level and also at country level in Indonesia and Nepal.

Logistics ([see annual report](#))

The Global Logistics Service (GLS) 2010-2011 programme seeks to increase IFRC's global logistics capacity, and develop effective and efficient service delivery mechanisms. Activities delivered during 2010 supported the achievement of the programme priorities, namely ensured the delivery of membership and value-added services to National Societies through the zone network; and developed the platform to provide value-added services to external humanitarian agencies.

Within the reporting period, GLS developed the Logistics 2015, a five-year strategic plan designed to support the delivery of Strategy 2020 and set the framework for continuing improvement and development of the GLS. The main objective of Logistics 2015 is to ensure that National Societies individually, and the IFRC as a network have competent, efficient and effective logistics capacity in preparing for disasters and crisis, and in managing relief and recovery assistance to vulnerable and affected communities.

This programme also supported the development of logistics standards, tools and systems that measure impact; enhance accountability; promote standardization; and facilitate the management of logistics response to operations. This was coupled with logistics capacity-building initiatives, and the development of partnerships with academia to introduce best practices and innovative logistics solutions.

Programme component 1 – Information and knowledge management

Outcome

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

Achievements

An **Information Management scoping study** was commissioned in April/May 2010 which sought to establish the broad contextual picture and a stocktaking of current information management practices in operational contexts. This exercise has prompted a number of adjustments in the way information is managed which started to be implemented during the second half of 2010. For instance a weekly operations update tracking system was further developed to track operational status and monitor needs for early action. The tracking sheet includes all open DREF allocations and emergency appeals. The result is proving useful in keeping senior management informed of progress on major operations, and briefed on issues that may require their action.

Strategy 2020 is promoting Federation-wide communications through best inexpensive technologies that inform and connect National Societies to ensure mutual trust and enhance productivity. To contribute to attaining this aim, the International Federation has launched in June 2010 the “**Disaster Management Community of Practice (DMCoP)**”, a tool that supports knowledge sharing and has been used in other humanitarian organizations such as UNDP for

the past ten years. Building a knowledge network of this kind was identified as a relevant solution to keep DM practitioners connected and help them better link policy to practice, capture, store and share knowledge and experiences, and learn from past lessons as well as from different geographical contexts.

The DMCoP is an active networking/dialogue tool that aims at facilitating sharing of knowledge and experiences among practitioners, through a modern and simple method of communication. This email based network connects people who share professional interest in their practice areas to address concrete business needs of the organisation. The Federation DM Community members are coming from around the world (NS, Federation field offices and Geneva-based staff and ICRC) as well as from a wide range of backgrounds and expertise within the DM field.

At the end of 2010 the network counted over 800 members. During the second half of 2010, members of the DMCoP have submitted queries or e-discussion topics to the network for advice, discussion and sharing of experiences. The Consolidated replies (always made available in English, French and Spanish) and other reference material shared during the debates are stored on FedNet under the Disaster management framework at the following link: <https://fednet.ifrc.org/sw194011.asp>.

These papers compile experiences, views and solutions provided by disaster management practitioners on emerging and critical topics which can be useful to others when dealing with similar issues. The following queries / e-discussions have been addressed during the reporting period:

- Food security, nutrition and livelihood, posted in June.
- Use of Disaster Response emergency Fund (DREF), posted in August.
- Population movement issues, posted in October.
- Volunteers retention issues, posted in October.
- "The International Red Cross and Red Crescent Movement's engagement with external actors in humanitarian contexts" e-discussion run during the summer of 2010.

DM practitioners can contribute to the network by writing to dmcop@ifrc.org. New subscriptions are to be sent to subscribe-dmcop@ifrc.org

Programme component 2 – Strategic planning and funding

Outcome

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

Achievements

Through **thematic¹ and capacity building funding** provided by DG ECHO, efforts have gone into building the local, regional and international capacity of the International Federation to respond to disasters. Support has gone to the development and application of disaster preparedness and risk reduction tools, methodologies and processes, disaster management and sector training (shelter, WatSan, logistics), development and maintenance of surge capacity, logistics preparedness, and coordination tools and capacity. The value of such capacity building investments can be seen in the response of the International Federation to recent crises and disasters (Haiti, Pakistan, etc.). The impact of previous capacity building funding has been to improve the speed and quality of IFRC international disaster response, the efficiency and reach of our global logistics capacity, and to build our global capacity to play a competent co-leadership role of the emergency shelter cluster. The 2009/2010 Capacity Building (CB) programme supported by DG ECHO ended in December 2010. A **third and final monitoring**

¹ The Capacity Building programme followed two previous thematic agreements DG ECHO signed with the International Federation respectively in:

- October 2005 when funding was allocated to considerably strengthen the International Federation's logistics capacity as well as preparedness and response tools and mechanisms (€3.5 million);
- January 2007 when funding was allocated to continue building on previous investments and further improve organisational readiness and ability to meet humanitarian needs, particularly in the shelter sector and in its co-leading role of the emergency shelter cluster (€4 million).

mission was positively carried out in South/East Asia (Kuala Lumpur and Cambodia) and confirmed that the Federation has reached a fair level of capacity in preparing and responding to humanitarian crisis in the Asia and Pacific region, thanks also to global investments.

In October 2010, DG ECHO announced the introduction of the “**Enhanced Response Capacity Funding**” in replacement of the former Capacity Building funding. The funding decision was officially adopted January 31st, 2011 and is available at the following link:
http://ec.europa.eu/echo/files/funding/decisions/2011/enhanced_response_01000_en.pdf

In line with the revised funding guidelines and after several discussions with Brussels, an application was submitted on December 28th, 2010 and is currently being assessed. The proposed action is meant to support global activities in the area of disaster management, with a strong focus on building logistics capacity, and has been designed in line with the DG ECHO identified priorities. Further information on the outcome of this funding negotiation will be communicated when available.

The **DFID-Federation IS3** ended in December 2010. Throughout the year, and in particular during the second half of 2010, the Federation has strongly engaged with the several reviews conducted by the UK Government in view of assessing the added value of their funding to multilateral international organisations. The initial outcomes of the Multilateral Aid Review (MAR) and of the IFRC assessment were provided to Federation senior management in January 2011. The process assessed 43 international organisations, which summary and technical reports are now available on the DFID public website. The Federation has come out of the review as an organisation that provides “good value for money” showing strength in disaster preparedness, emergency response and in it is being cost effective by working through NSs and its volunteers. Federation's improvements in performance management were noted and DFID look forward to continued progress on that.

Looking at the new phase of the partnership, it was stressed that the partnership is to transform from DFID being a gate keeper to DFID adding value to Federation's priorities and also for it to be a model for other donor governments wanting to partner with the Federation.

The financial value of the next partnership will be known in May 2011.

Constraints or Challenges

The overall analysis of impact carried out under the DG ECHO and DFID partnerships have highlighted that the percentage of operations that include appropriate disaster management approaches in the areas of relief, shelter, water & sanitation and recovery is estimated at 80% of operations supported internationally during 2009 and 2010. The Federation emergency appeals do not only demonstrate linkages to recovery and risk reduction measures, but also include more detailed plans of actions proposing more appropriate interventions based on needs. This is both the result of technical advice which has been provided through the individual global plans under this framework, and of the provision of expertise on the ground in specific sectors.

In terms of competencies and skills however, these still vary both in technical areas and according to different operational contexts. Recent operational experiences have shown that while FACT was found very competent and equipped with the right expertise in its deployment to the Haiti earthquake (technical profiles covered the entire spectrum, from logistics, health, water and sanitation, early recovery and shelter to reporting, administration, finance and IT/Telecommunications), or when deployed to the Philippines for the typhoon operation, or was again recognised as a valuable global surge tool in Pakistan, capacities and competencies of staff recruited internationally and/or nationally still demonstrate limitations. These are primarily in the area of early recovery, and in particular in the provision of sheltering / housing solutions in protracted emergency contexts, or in the capacity to integrate livelihoods with shelter, WatSan and other programme areas. The profiles of staff working in ERUs will also need to be further adapted to changing operational contexts. That said the Haiti operations, the Chile earthquake as well as the Pakistan floods operation have all demonstrated improved capacity of staff in several areas, including hygiene promotion and education, also through use of SMS campaigns,

psychosocial support and other modular and tailor-made interventions which have all yielded a wealth of practical experience for enhanced future operations.

At national level, weaknesses in areas such as assessment, reporting, relief management and logistics capacity are still reported. These same weaknesses were also highlighted in the RTE reports.

It is therefore essential that future DM management planning and funding tools and mechanisms, both at country/regional and global levels, are strengthened to ensure appropriate efforts and resources are channelled to address the above mentioned gaps.

Working in partnership

The most important partnerships for this programme are with the National Societies and institutional donors such as DG ECHO and DFID that continue to assist the IFRC achieve its DM objectives through essential financial, human and technical resources. Individual sectors have also benefited from specific partnerships with the wider humanitarian community, through UN clusters, sectoral work with UN agencies and NGOs, the IASC mechanism, as well as with scientific institutions and academia.

Contributing to longer-term impact

The overall goal of the International Federation's disaster management work is to assist and enable communities to strengthen their own resilience and develop disaster management solutions that balance growth, safety, and equity. Specific preparedness, response and recovery activities must be risk informed and not just address specific disasters and crises but contribute to increased overall safety and resilience.

Realising this goal requires that stronger links between disaster management and development are made. The lines between relief and development are steadily becoming more blurred, and the Federation has already started introducing innovative solutions and alternative methods of intervention, such as the use of cash in emergencies and early recovery.

Greater investments in organisational preparedness including development of skills of staff and volunteers, financial and material / logistic resources, contingency planning and business continuity plans, is necessary not only to respond to more frequent and less predictable localized small and medium scale disasters, but also to build the capacities of our network to ensure sustainable and linked up interventions.

IFRC disaster management plans and activities, such as those supported through this global programme, link to longer term development priorities and reflect our commitment to building capacities of NSs to serve the needs of vulnerable people through their ongoing programmes.

Looking ahead

Please refer to the individual annual reports related to this DM global report.

DM GLOBAL APPEAL 2010
Consolidated Appeal Budget Funding and Expenditure statement

Appeal	Appeal Title	Annual Budget	Opening Balance	Income	Total Funding	Total Expenditure	Closing Balance	% Funding vs Budget	% Expend. Vs Budget
MAA00019	Shelter and settlements	3,327,955	211,558	1,582,355	1,793,912	1,011,693	782,219	54%	30%
MAA00021	Community preparedness and risk reduction	3,246,981	989,569	2,405,552	3,395,121	2,477,688	917,434	105%	76%
MAA00028	Logistics	4,707,294	1,326,082	572,546	1,898,628	1,506,442	392,186	40%	32%
MAA00029	Disaster management strategy and coordination	838,285	1,508,787	-970,305	538,482	292,767	245,715	64%	35%
MAA00040	Disaster services	4,654,563	505,581	4,113,593	4,619,174	3,585,658	1,033,516	99%	77%
PROGRAMME SERVICES		16,775,078	4,541,577	7,703,740	12,245,317	8,874,247	3,371,070	73%	53%

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

The IFRC's vision is to:

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

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

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

Contact information

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