

Programme Update



International Federation
of Red Cross and Red Crescent Societies

Disaster Management: Strategy and Coordination

Appeal No. MAA00029 with links to the following appeals:

No. MAA00040 – Disaster Management:
Operational Technical Advice

No. MAA00021 – Disaster Policy and
Preparedness

No. MAA00024 – International Disaster
Response Tools

No. MAA00019 – Shelter

No. MAA00028 – Logistics

No. MAA00004 – International Disaster
Response Laws, Rules and Principles

No. MAA00010 – Disaster Relief Emergency
Fund

27 August 2009

This report covers the period 1 January to 30
June 2009



A familiar sight in the township of Kinglake, one of the towns worst-affected by the bushfires in Victoria, Australia (February 2009).

Australian Red Cross/Rodney Dekker

In brief

Programme purpose: To reduce the number of deaths, injuries and impact from disasters, diseases and public health emergencies, by effectively using national, regional and international Red Cross and Red Crescent capacities and resources.

Programme summary: This update is a summary of key achievements of the seven individual plans implemented by the International Federation under its disaster management global programme.

Financial situation: The total 2009 budget is CHF 8,667,765 (USD 7,986,000 or EUR 5,684,824), of which CHF 3,414,812 (39 per cent) covered during the reporting period (including

opening balance). Overall expenditure during the reporting period was CHF 1,306,630 (15 per cent of the budget and 38 per cent of the income). Delays in the implementation of some activities of a global scope and nature have mainly been due to the reorganisation of the International Federation secretariat, in particular the Disaster Response and Early Recovery Division, as part of the ongoing decentralisation process. Several initiatives were therefore put on hold and 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 can be spent in 2010.

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

No. of people we have reached: The International Federation has reached out to 14 million beneficiaries through its disaster management programmes in the first half of 2009. Over 39 million people directly or indirectly benefited from secretariat-supported disaster response 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 International Federation 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

National Society data between 2004 and 2008 indicates significant increases in hydro-meteorological disasters primarily related to more floods, more epidemics related to floods, and more tropical cyclones. More frequent and unexpected disasters have significant humanitarian impact, particularly on livelihoods, involving higher numbers of deaths and injuries, damage to shelter, loss of property and possessions, loss of coping mechanisms and livelihoods, exposure to disease, and separation of families.

The first half of 2009 however saw a reduction in the number of major natural disasters compared with the same period in 2008, with only eight emergency appeals being launched and 172 notified events.

In this context, valuable time and space was afforded to the several individual plans under disaster management (DM) to advance work in respective areas of intervention. This has allowed the International Federation to adapt and innovate in line with the strategic directions provided by the three year DM operational strategy developed in 2008.

Despite encountered underfunding in some sectors and delays due to the reorganisation of the International Federation secretariat, as part of the ongoing decentralisation process, investments have gone into:

- Increasing focus on early warning
- Increasing investment in risk reduction
- Adapting and improving disaster response methodologies
- Increasing disaster response capacity at all levels
- Increasing capacity in shelter
- Increasing capacity in water/sanitation
- Increasing capacity in epidemic response

The International Federation is increasingly approaching disaster response as a development opportunity based on the premise that strategic planning with National Societies can:

- Increase volunteer recruitment and membership
- Build new areas of work
- Promote National Society statutes/positioning with their governments
- Improve links to the national media
- Improve links to the national DM and weather services
- Improve image to the public, staff, governance and volunteers
- Promote National Society key messages
- Increase national and international funding
- Promote relations with embassies
- Promote longer term programme partnerships with sister societies
- Position the National Society using early warning/early action to be the first visible actor preparing for and responding to a disaster
- Promote visibility with the national media
- Promote National Societies demonstrating their capacity as a member of the International Federation by calling in extra capacity: Disaster Relief Emergency Fund (DREF), Field Assessment Coordination Team (FACT), Regional Disaster Response Team (RDRT), Emergency Response Unit (ERU), technical support, and by taking on the operational lead
- Leverage their vital position by influencing discussions with national DM government bodies and with the UN agencies

Progress towards outcomes

Programme component 1 - Best practice and policy

Outcome: Increased DM impact and coherence through better linkages between policy and practice and expanded advocacy to reduce disaster risks and impact

Disaster preparedness for response, mitigation, disaster risk reduction and food security are key components of DM, as well as major contributors in building community safety, resilience and development. Disaster risk reduction initiatives encapsulate the growing recognition that relief is not enough in mitigating disasters and that resilient communities in fact are the key to reducing the impact and severity of natural hazards when they strike. The emerging risks of challenges with regard to epidemics and pandemics also further signals the need for effective preparedness measures.

Although relief initiatives and emergency appeals attract more donor attention, studies have indicated that investment in disaster risk reduction can be highly cost-effective, and more importantly has a profound impact in saving lives and livelihoods when hazards strike. Studies show that USD 4-10 can be saved in the cost of recovery post-disasters for every USD 1 spent on mitigation.¹

Within this context, work has continued in line with planned activities and strategic direction provided under this programme component.

For instance, in regard to **vulnerability and capacity assessment (VCA)**, Guyana carried out a VCA in February 2009. A VCA training was carried out in Kyrgyzstan in May 2009. Research is being carried out on how best to capture and incorporate climate change issues in the existing toolbox. Further, terms of reference has been drafted to develop a brochure on urban VCA.

The International Federation participated in the Second International **Symposium on Early Warning** and influenced its outcomes. The symposium results feed into the outcomes of the global platform for disaster risk reduction (2009) and will also be reflected in the World Climate

¹ www.emdat.be/Documents/Outputs/ATRISK.pdf

Conference (WCC-3). The key issues for the International Federation at this symposium (and through it for the following two conferences) has been to a) highlight the need for humanitarian community to have access to early warning on all time scale, not just 24-48 hours, so that it can shift its focus to save livelihoods and not just lives and b) to strengthen institutional partnership between the national metrological and hydrological authorities and humanitarian actors, in particular the National Societies.

As for the **well-prepared National Society** Phase II (2005-08), the first draft of the global analysis presenting related results was completed. Building on lessons learnt from Phases I and II and following the recommendations from National Societies, Zones, technical departments and International Committee of the Red Cross, the questionnaire was revised for Phase III (2009–2011) to make it as comprehensive as possible and better reflect community-based initiatives, disaster risk reduction, food security, climate change adaptation, shelter and early recovery.

With regard to **contingency planning**, the Asia-Pacific Zone is working on a training workshop complementary piece for the Disaster Response and Contingency Planning Guidelines. The package will be pilot-tested during the DM regional contingency planning meeting to be held in South Asia. Asia-Pacific is also working towards establishing indicators or criteria for “best practice” contingency plans.

The main **policy focus** has been on the development of the institutional strategy 2010–2020. Once this strategy is finalized (in November 2009), work will begin on aligning the International Federation’s policy framework in disaster risk reduction, including technical guidelines, to the priorities of the coming decade.

Work continued on the revision process of the “Principles and Rules for Red Cross and Red Crescent Disaster Relief” (Principles and Rules), with a second expert consultation meeting held in Geneva in March 2009. A first redraft of the Principles and Rules will be sent to all National Societies for consultation over the summer with the aim of finalizing the document for the General Assembly in November 2009.

The core disaster policy activities continued as normal namely; providing support to the International Federation’s Advisory Body on disaster preparedness and relief; preparing the technical agenda items of the statutory bodies; providing technical support on policy and strategy to the zones, delegations and National Societies; strategic analysis and policy planning and representation on disaster policy issues such as Sphere.

The International Federation’s first ever **global disaster risk reduction meeting** was held in Oslo in February 2009. Around 100 Red Cross Red Crescent colleagues from all over the world participated in this, along with representatives from donor governments, UN, World Bank, NGOs and the private sector. The conference affirmed the importance of scaling-up disaster risk reduction globally utilizing the *Framework for Community Safety and Resilience* as a foundation, also agreeing the way forward.

The second session of the **Global Platform for Disaster Risk Reduction** (Global Platform) convened in Geneva from 16-19 June. The event took place in the context of a growing awareness from all nations, international organizations and NGOs of the challenges posed by climate change and the increase of disaster risks that partly result from it. The results of a first consultation conducted on behalf of IASC task force on climate change, to which 10 national societies and six zone offices participated, were presented in summary at the global platform, where the call for integration of disaster risk reduction and climate change adaptation agenda in international system was strongly reflected.

The Global Platform consisted in a three and a half day conference which included five high level panels, three plenary sessions (where official statements were made by governments and partner agencies), three informal plenary sessions (focussing on consultations regarding the upcoming Mid-Term review of the Hyogo Framework for Action), five round tables, 41 special

events and several official events, including the launch of the *World Disasters Report 2009* and the Film Debate.

You can find more information by going to the [Disaster Policy and Preparedness programme update 2009](#) and [budget summary](#)

This year, the importance of **legal preparedness** for disasters has been further highlighted in the context of the global dialogue on how best to adapt to the effects of climate change. The need for implementation of the **International Disaster Response Laws (IDRL) Guidelines** was among the messages that the International Federation voiced at the Global Platform for Disaster Risk Reduction in Geneva in June 2009. At this platform, the IDRL programme organized a briefing for Central Asian governments, co-sponsored with OCHA, on legal preparedness for disaster cooperation. The IDRL programme also supported the integration of legal preparedness into advocacy messages deployed by the humanitarian community in negotiations for a new UN climate change convention, to be discussed in Copenhagen in December 2009.

In this context, the IDRL programme has continued its work to build capacity and understanding of IDRL issues at the national level and among National Societies. Intensive technical support was provided to interested governments in Cambodia, Vietnam, Laos, and Sierra Leone. Furthermore, in conjunction with the Red Cross Societies of Uganda and Mozambique, the International Federation began initial discussions with the governments of those countries about initiating technical assistance projects this year. Discussions are also ongoing with the National Societies and governments of four additional countries in Central and Southern Asia and the Pacific for potential case studies to be launched this year.

You can find more information by going to the [IDRL programme update 2009](#) and [budget summary](#)

Programme component 2 – Disaster management technical assistance

Outcome: Strengthened DM technical assistance provided by zones to National Societies, to increase technical excellence and capacity for DM in National Societies, in line with the new operating model, to better serve beneficiaries.

Zone office capacity for providing quality DM **technical assistance** to National Societies has been strengthened through a number of important initiatives in the first half of 2009:

- The Asia-Pacific Zone and South East Asia Region participated in the first pilot “**Relief to Recovery**” workshop where 25 key DM decision makers discussed DM policy and the new three-year DM strategy, good practices in disaster response operations and modalities for extending technical excellence and capacity within National Societies. The Asia Pacific Zone was also supported, through the recruitment and induction of a recovery delegate within the Disaster Management Unit. Finally, the Zone office received technical support in the strategy and design of emergency appeals in Pakistan and Bangladesh.
- Zone offices in Africa benefited from technical assistance in support of emergency operations across the Horn of Africa and in Zimbabwe, Angola, Namibia, and Tanzania, as well as in 15 countries in West, Central, East, and Southern Africa affected by a polio outbreak. Zone and NS DM capacity was enhanced through participation in Cash Transfer Programming (CTP) training and through monitoring visits by Geneva based secretariat staff and donors aimed at identifying priorities for capacity building.
- The Middle East and North Africa Zone received DM support from the Operations Technical Advice team on the crises in Palestine/Gaza and will collaborate with the Operations Technical Advice team on hosting a major inter-agency training event on disaster recovery in December 2009.
- In the Europe and Central Asia Zone, high quality technical advice was provided through the Zone office to the Italian Red Cross in response to the earthquake in central Italy in April 2009, as well as to the Tajikistan Red Crescent in the response to the April and May floods

and mudslides. The Europe and Central Asia Zone will collaborate with the Operations Technical Advice team on hosting an inter-agency CTP training event in the second half of 2009.

- The Americas Zone was the initial focus of DM **technical assistance around the H1N1 influenza pandemic** planning and response. The Operations Technical Advice team has collaborated with the American Red Cross on the development and delivery of CTP training for emergency responders and is planning to support further pre-hurricane CTP training and a “Relief to Recovery” awareness workshop for senior managers within the Zone. Recovery case studies for the Caribbean were disseminated early in 2009. DM technical assistance was also provided to the Pan American Disaster Response Unit (PADRU) in support of a number of operations, including Colombia in response to floods, several South American countries in response to a dengue outbreak, and Honduras in support of the earthquake at the end of May.

You can find more information by going to the [Disaster Management: Operations Technical Advice programme update 2009](#) and [budget summary](#)

The focus on **shelter** has been to capitalise on the expertise and resources of the National Societies to meet the global shelter commitment of the International Federation. The provision of safe and adequate shelter solutions has been informed by the development of a community-based approach to safe shelter awareness-raising with field testing planned for Uganda and Bangladesh, analysis of shelter solutions for high risk countries in Central America, the promotion of flood-resistant housing typologies in West Africa and further progress on standardised interagency rapid shelter relief items including all weather tents, shelter kits and framed solutions. Ensuring appropriate technical capacity and national and global level has been addressed through training in the use of shelter kits in the Caribbean and Central America prior to the hurricane season, global technical training for delegates from National Societies as part of regional or global response teams, as well as interagency training in the Middle East region for shelter coordinators.

To support the exchange of experiences and knowledge of shelter programming, workshops have been held in Montenegro for the Europe region, Kyrgyzstan for Central Asia, the Philippines and Nairobi. Technical support to shelter operations has also been provided at the request of the field offices, including the finalisation of the response to the Baluchistan earthquake in Pakistan, the mudslides in Tajikistan and the housing programme in Haiti following the 2008 hurricane season.

You can find more information by going to the [Shelter programme update 2009](#) and [budget summary](#)

The current **logistics** infrastructure provides good response capability for larger scale disasters but needs to be extended to become more accessible and flexible for small to medium localized disasters. In addition, the logistics geographical coverage is not fully aligned with the zonal structures and needs to be adjusted to offer easier access to required logistics expertise. In this context, the International Federation has initiated a process of reviewing the size and location of its units, ready stocks and sub-regional stock locations. A major step toward streamlining the global logistics structure has been establishment of a sub-regional warehouse base in Grand Canary Island to expand logistics reach to West and Central Africa.

Through its regional logistics units, provision of capacity building support to National Societies has continued through tailor-made logistics workshops and individual staff mentoring. A roster for logistics and procurement coordinators/delegates is also maintained. In 2009 staff from this roster has been deployed to Horn of Africa, Zimbabwe, Pakistan and Myanmar. Regional development has been enhanced with a total of five workshops with 96 participants ranging from specialist warehouse; logistics RDRT, regional logistics training to tailor-made workshops designed for National Societies’ specific needs.

You can find more information by going to the [Logistics programme update 2009](#) and [budget summary](#)

Within the **Global Alliance for Disaster Risk Reduction**, baseline analysis and proposal development began in about two-thirds of the 20 focus countries. Bangladesh and Syria were the first to deliver draft baseline analyses, with Syria also developing a draft three year plan and proposal. Disaster Risk Reduction workshops were held in four countries to facilitate the baseline development and planning process. A regional disaster risk reduction workshop was held in Kyrgyzstan.

Under the current long term **food security initiative**, in East Africa the five National Societies of Ethiopia, Rwanda, Kenya, Uganda and Sudan have started with implementing food security activities with and/or without the direct funding support from the zone. The progress in the region has been slow primarily because the National Societies have been involved in responding to prolonged droughts, civil conflicts, displacement, and impact of high food prices and lack of rain in the productive areas. In West and Central Africa various community-based food security projects are being implemented. Southern Africa zone office has set regional food security priorities and developed indicators to monitor the activities in the five National Societies that are part of the initiative. The baseline survey for Malawi Red Cross highlighted the importance of integrating food security with home-based care and to reach out to orphans and other vulnerable children in order to address diversified nutritional requirements.

Programme component 3 – Coordination, information and knowledge management

Outcome: Focus on DM services prioritized by National Societies including coordination, information management and analysis. Evidence and analysis are used to enable innovation, improve effectiveness and ability to adjust to external trends and National Societies' needs, and to better anticipate risks and serve beneficiaries.

As **shelter cluster convener** for natural disasters, the International Federation continued to provide coordination services for the Baluchistan earthquake until handover at the end of the emergency phase. The response to Cyclone Aila in Bangladesh was supported through the deployment of an International Federation-led shelter coordination team. Coordination support and technical assistance was also provided to at country level in Kyrgyzstan and Nepal, where the International Federation is convening shelter sector/cluster contingency planning and preparedness activities. With external partners in support of the wider shelter sector, the International Federation has collaborated on a number of interagency initiatives. These have included a scoping study on the technical human resources capacity within the shelter sector, a review of funding of the shelter sector, and the co-hosting of a workshop on owner-driven/people-centred post-disaster reconstruction.

On **early warning and early action**, the updated version of the Disaster Management Information Systems (DMIS) has been providing significant opportunities to its users to track, classify and communicate upcoming disasters. The improved field report format now available, promotes more timely and effective monitoring of the International Federation's actions, supported by appropriate use of tools. The strong emphasis on disaster tracking and monitoring now includes customised tools developed by our partners in the scientific community (IRI, NASA, etc.). These partners as well as selected donors have been granted with a temporary access to DMIS. With these new features, we anticipate an increase in Red Cross Red Crescent action resulting from increasingly reliable early warnings.

With regard to **information management in operational contexts**, coordination services and technical advice have been provided for the launch of eight emergency appeals during the reporting period. This involved a combination of activities and tools, including convening and

chairing the internal emergency support group meetings, facilitating teleconferences, drafting and sharing regular operational updates and participating in meetings and briefings with UN organisations and diplomatic missions. The International Federation response to the threat of a global influenza pandemic also provided a useful catalyst for testing new working modalities and an opportunity for capturing and applying organisational learning for disaster preparedness and coordination, particularly in response to global or multi-Zone disasters.

A total of 49 **DREF allocations** amounting to nearly CHF 7.5 million were made during the first half of 2009, for which the secretariat facilitated approval, coordination, information management, and technical assistance as required. Approximately 70 per cent of the total was allocated as grants for DREF operations for which no emergency appeal was launched and 30 per cent of the total, as loans of start-up funds for emergency appeals. The DREF supported 32 different National Societies in meeting the needs of 2.3 million people through relief operations and reaching 14.5 million through health and hygiene awareness and education operations in response to epidemics.

You can find more information by going to the [DREF programme update 2009](#) and [budget summary](#)

A complete package for operating a **Humanitarian Procurement Centre (HPC)** that can offer selected services to internal and external actors has been developed. This is being run on a cost recovery basis introduced in mid-2007 and successfully implementing to date. The HPC portfolio needs a final boost in terms of consolidating and clearly promoting the International Federation's logistics capacities and service levels to internal and external actors. Expanding the level of these services will better position the International Federation logistics among other actors in the field of humanitarian logistics and will help fund logistics permanent structures and keep National Societies services at lowest cost.

Furthermore, a range of systems and tools in the form of supplier framework agreements, online logistics standards, Humanitarian Logistics Software (a procurement, tracking and reporting system), Logic (a warehouse system), emergency items catalogue, a full portfolio of HPC, logistics portals, key performance indicators and benchmarks continue to be developed. These tools allow measuring the impact of logistics services, increasing accountability and facilitating the management of logistics response activities.

Programme component 4 – Capacity building and surge capacity

Outcome: Competency-based DM staff development and placement systems are developed which increase effectiveness of preparedness, relief and recovery programmes. Surge capacity to ensure ability to meet beneficiary needs when affected National Society capacity is exceeded is improved.

Leveraging the strength and resources of the International Federation's partner National Societies throughout the world, the secretariat provided surge capacity as required through the Federation's international disaster response tools, FACT, RDRT and ERU. Financial surge capacity for disasters came from the DREF, in turn linked to the International Federation's emergency appeal tool. In 2009, the secretariat has been focused on improving the efficiency of disaster response by further improving the quality of the tools and adapting surge capacity to meet the wide range and scale of needs and by providing services which are understood and valued more widely by the membership and are therefore more readily requested when needed.

For instance, seven ERUs were alerted and deployed in accordance with the Standard Operating Procedures to assist the Zimbabwe Red Cross in its nation-wide cholera operation at the end of 2008 and were followed during their deployment in 2009; and one water and sanitation ERU (UK/Spain with additional Austrian staff), was deployed to assist the Namibian Red Cross in its floods operation in May. In terms of innovation and adaptation, the Namibia

deployment shows the success of the mass sanitation ERU. This ERU module underwent a considerable overhaul in 2006 and has been deployed five times since (in comparison to having been used only three times in the previous 10 years). Further, regarding adaptation and innovation, at the annual joint water and sanitation and health ERU technical meeting in Berlin, an agreement was reached to further increase the mobility and modularity of the existing basic health care ERU. This ERU module has been used most (40 times since 1996) and remains a pillar in global emergency health support.

In line with the progression of the International Federation's DM strategic direction, and based on discussions with the FACT Working Group and Disaster Management Working Group (DMWG), future FACT courses will be adjusted to a shorter and more targeted format, with an increased use of simulation-based exercises to accurately capture and convey the realities, rigours, and challenges of the actual disaster situations in which the International Federation works. The enhanced two-day assessment session introduced in the FACT induction now uses a wider lens, and looks more closely at recovery within the early days of the disaster, and technical data required to accurately select ERU's.

With eight early recovery and household security module, experts and a total of 10 shelter experts now available for emergency FACT deployment, the International Federation is better able to provide well balanced and comprehensive response teams within the current response context, providing the platform for a global, systematic approach to recovery.

DM surge capacity was also significantly enhanced during the first half of 2009 through:

- Agreement with relief ERU working group members to extend the relief ERU role (skills and competencies) to include cash and shelter interventions;
- The signing of a formal agreement with the British Red Cross linking their household security module to the International Federation early recovery surge capacity and FACT roster;
- The negotiation of agreements with Swedish Red Cross and MSB (Swedish Civil Contingencies Agency) on early recovery training and deployments;
- A FACT induction course for 30 participants from 17 National Societies, focussing on recovery and shelter expertise in emergency response;
- The foundation course for all DM practitioners – DM Induction Course – finalised and piloted in Geneva in March.

You can find more information by going to the [International Disaster Response Tools programme update 2009](#) and [budget summary](#) and [Disaster Management: Operations Technical Advice programme update 2009](#) and [budget summary](#)

Programme component 5 – Planning and funding

Outcome: Strengthened DM management information, analysis, planning and funding tools to ensure most effective stewardship of donations so National Societies can provide more DM services to more vulnerable people.

In collaboration with the Planning, Monitoring, Evaluation and Reporting (PMER) department and the zones, several units under DM have contributed to develop indicators related to DM activities to measure performance and impact. For disaster preparedness activities, information was gathered primarily through the well-prepared National Society tool to report on indicators.

The **DFID IS III annual summary report** for 2008 was submitted to DFID in May. The report is the result of an intensive country data collection work facilitated by Zonal DM and PMER focal points, supported by contextual information which allowed for a richer analysis of impact of this important institutional funding. The report will be translated into French, Spanish and Russian to be shared with the 24 National Societies who contributed to the report this year, to thank them for their efforts and to demonstrate what the end product looks like. This report demonstrates

some of the potential of using an indicator-based monitoring system combined with light and focused narrative reporting.

In accordance with its shelter cluster lead role, the International Federation has developed and is utilising a performance management system to appraise the coordination service and the impact of the cluster during an emergency. Independent reviews of each deployment of an International Federation shelter coordination team are commissioned and publicly shared. Recommendations are appraised through a standardised global consultation process and an annual workshop involving shelter coordination team personnel and cluster advisors. At the global level, the International Federation has established thematic reference groups co-led by cluster partners to promote greater ownership of and accountability for global preparedness activities.

The logistics baseline review for 2008 has been completed in all the International Federation's logistics structures. The results have been shared with all key stakeholders (zones/logistics and resource mobilisation units) and will be presented to National Societies at the next annual meeting. This is a review process allowing to measure performance progress against the set targets in four key dimensions: management, financial control, customer service, innovation and learning. A new round of consultations has started in February 2009 to adjust the key performance indicators and translate them into the baseline review tool. The baseline review for 2009 is planned in September 2009.

With regard to funding, at 30 June 2009, the DREF had received CHF 10,766,294 or 88 per cent of the total budget for 2009. This has allowed the International Federation to meet the requests for support from National Societies and raise the cash operating balance to CHF 9.1 million from CHF 3.1 million at the end of 2008.

On 26 January 2009, the European Commission approved "**DG ECHO's Programme for Capacity Building**" (see link below - http://ec.europa.eu/echo/files/funding/decisions/2009/capacity_building_thm01000_en.pdf). The aim of this programme is to strengthen the global humanitarian preparedness and response capacity, through:

- Increasing the effectiveness and reinforcing the capacity of international humanitarian organisations and stakeholders to assess, analyse, prepare and respond to humanitarian needs during man-made and/or natural disasters and their immediate aftermath in a coordinated and inclusive manner.
- Reinforcing the capacity of international humanitarian organisations and stakeholders to accurately assess and analyse humanitarian needs in the food and nutritional sector, also with regard to livelihoods, during emergencies and their immediate aftermath, and designing appropriate responses accordingly.
- Improving the capacity of international organisations and stakeholders involved in humanitarian aid and disaster risk reduction to deliver advocacy and to elaborate new and improved mechanisms and methodologies to be used by partners for disaster risk reduction purposes at different levels.

On the basis of this decision, the International Federation has been granted EUR 4.5 million to "build local, regional and international capacity to respond to disasters, including public health emergencies", over a period of 18 months starting from 1 January 2009.

Key sectors of intervention under this programme are: shelter, relief, recovery, disaster preparedness and disaster risk reduction, IDRL, DM capacity development, logistics, surge capacity and information management.

The DG ECHO Capacity Building programme and the DFID IS III are essential global funding streams that contribute to the strengthening of the International Federation humanitarian preparedness capacity worldwide. These global, regional and national investments allow the organization to build, consolidate and implement disaster preparedness and risk reduction

methodologies, approaches and systems, emergency preparedness for response and early recovery mechanisms and tools, a global and regional logistics set-up and supply chain as well as coordinating capacities within the emergency shelter cluster. As part of the monitoring component for both programmes, a **joint DG ECHO, DFID, British Red Cross and International Federation review was carried out in May to South Africa and Mozambique.**

The visit allowed the team to see the impact of collaboration with, and funding to, the International Federation from global to zone to community level. The community visit was particularly edifying, as the team was able to speak with Mozambique Red Cross volunteers and community members and assess their understanding of disaster preparedness and risk reduction and the aggravating impact of climate change. The team was also able to appreciate first-hand the debilitating impact of HIV and AIDS in communities, and to understand that whilst financial support was directed mainly towards DM, the security of communities can never be assured without addressing this fundamental crisis. The value of integrated programming, an approach that communities typically take, was fully appreciated.

Constraints or Challenges

Overall, the challenge for this global plan is to strengthen the DM capacity of Zone offices and raise awareness and ownership around the DM strategy through various trainings, lessons learnt workshops, meetings and networks. Furthermore, operations coordination and information management systems were under review during the first half of 2009 as the new senior management team of the International Federation sought to better align DM roles and responsibilities between the Zone offices and the secretariat in Geneva. This has at times created gaps in coordination and information management as the definition and location of functions in these fields is agreed upon and disseminated across the different levels of the organization.

Resource and capacity limitations, particularly in the Zones, also contributed to limit the up-scaling of disaster risk reduction activities and its mainstreaming in Red Cross and Red Crescent programming.

Nevertheless, much has already been achieved in several Zone offices that have been successful in filling many of their DM posts over the past 12 months, and also because of their exposure to large-scale disaster response operations which normally provide an important opportunity for disseminating key DM messages to National Societies.

No funding has been received for the **IT and Telecommunication** individual plan linked to the programme ([budget summary](#)). This has meant that important components have not progressed and the technology opportunities have not been delivered. In discussions with donors, the secretariat has been emphasizing the programme on training of IT and telecom staff. This is a unique programme that enables National Society staff to support the technical systems in times of disaster response. With every disaster operation increasingly reliant on technology, a lack of skilled support staff can threaten the effectiveness of any response organization.

Programme components 1 and 2 (positioning of “network in a box” technology) could allow us to leverage previous successful efforts to develop appropriate technology for disaster operations. In the 2008 programme, the organisation was able to deliver proven technology that is well adapted to disaster response. The proposal for 2009 is to put this equipment into service. With no funding, however, an opportunity is being lost and our programmes are continuing to use unsecure technology.

Programme component 4 on direct support to disaster response and ERU/FACT has continued, but this work is generating a deficit on the programme. Certain initiatives have not happened, such a rolling out the MoU with the International Amateur Radio Union.

As for the other individual plans, specific constraints and challenges have been experienced, which can be found in their respective programme updates.

Worth highlighting here however, and linked to the above statement, has been the lack of dedicated shelter personnel in the majority of zones and within National Societies to ensure shelter-related issues are systematically addressed. A further challenge to be met is the expectation from external actors, including the UN system and NGOs, on the International Federation – National Societies and secretariat – to provide the leadership on shelter in accordance with the shelter commitment particularly at country level.

Another challenge for the International Federation with its leadership commitment to the shelter sector is in promoting recognition of the common needs of households lacking adequate shelter and the shared responsibility of housing sector agencies – humanitarian and developmental – in meeting these needs.

Working in partnership

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 International Federation in achieving its DM 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.

Contributing to longer-term impact

The perceived effects of climate change such as the increase in extreme weather events, less predictable weather behaviour and the overall increase in the number of disasters are presenting a challenge to National Societies who have the mandate to respond, and to the capacity of the International Federation. One way the International Federation can adapt to this situation is to provide increased emergency funding support to National Societies through the DREF and support them when they are taking early action to prepare for imminent crises.

As the National Societies, with support from the International Federation, are developing knowledge, skills and capacities to promote early recovery through appropriate and innovative relief operations, the DREF provides the financial support necessary to implement the activities. Each operation provides the operating National Society an opportunity to build its capacity and experience, and to strengthen their position as the auxiliary to their governments for humanitarian assistance.

Gender is a major issue across all DM interventions. This is particularly the case within the shelter and reconstruction sectors, with a significant imbalance between those who comprise the majority within the professional sectors and decision-makers on design and construction and those who oversee and manage the use of dwellings. Through the global shelter programme, the Shelter Department has been actively contributing to the IASC's promotion of e-learning on gender equality, and in collaboration with the Principles and Values Department is initiating work on gender issues within shelter programming to inform the operational shelter activities of the International Federation and the wide shelter cluster.

Important to mention under this section is also the long-term commitment and patience that is required to develop legal preparedness prior to the disaster. Since the adoption of the IDRL Guidelines in 2007, several governments, including Indonesia, the Philippines, and Panama, have adopted new regulations of internal guidance making use of them, and regional organizations including ASEAN, APEC, CAPRADE, Commonwealth, and SOPAC, among others, have begun to include theirs in their dialogue with their members. The programme is actively working to support other states to take up this issue.

Looking ahead

Please refer to the individual programme updates under this DM programme.

GLOBAL DM - SUMMARY

Appeal Code	Appeal Detail Name	Appeal Budget	Revised Appeal Budget	Funding per 2009/06	% Funding vs Revised Budget	Expenditure per 2009/06	% Expense vs Revised Budget
MAA00004	International Disaster Response Laws, Rules and Principles	2,108,782	2,108,782	1,405,907	67%	562,041	27%
MAA00019	Shelter	3,627,884	3,627,884	1,492,919	41%	1,018,133	28%
MAA00021	Disaster Policy and Preparedness	3,958,847	3,869,179	3,368,945	87%	1,243,010	32%
MAA00024	International Disaster Response Tools	995,743	995,743	647,084	65%	387,286	39%
MAA00028	Logistics	8,141,069	6,716,534	2,318,165	35%	598,141	9%
MAA00029	Disaster Management: Strategy and Coordination	8,667,765	8,667,765	3,414,812	39%	1,306,630	15%
MAA00038	IT and Telecommunications	555,316	555,316	0	0%	0	0%
MAA00040	DM Operations Technical Advice	2,383,101	2,383,101	1,628,865	68%	345,527	14%
GLOBAL DM		30,438,507	28,924,304	14,276,697	49%	5,460,768	19%

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none"> • Reduce the numbers of deaths, injuries and impact from disasters. • Reduce the number of deaths, illnesses and impact from diseases and public health emergencies. • Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability. • Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this report, please contact:</p> <ul style="list-style-type: none"> • In the Federation Secretariat: Yasemin Aysan, Under-Secretary General, Disaster Response and Early Recovery Division; email: yasemin.aysan@ifrc.org; phone +41 22 730 4841; and fax +41 22 733 0395. 	