

# Mid-Year 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

10 August 2010

This report covers the period 1 January to 30 June 2010



Aerial assessment after the earthquake on Talca and Concepcion in Chile (March 2010). IFRC

### 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:** This update is a summary of key achievements of the five individual plans implemented by the IFRC under its disaster management global programme. 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 1,444,434 (USD 1,330,990 or EUR 1,090,370), of which CHF 832,580 (58 per cent) covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 126,296 (9 per cent) of the budget. The programme budget has been revised downwards to CHF 838,285 to reflect a

more realistic financial situation. The main reason why spending was low is because although funding was committed to support several activities that were initiated during the first six months, expenditures were not finally entered in the books. Level of spending is therefore expected to rise during the second half of the year in accordance with the revised plan.

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

**No. of people we have reached:** According to Federation statistics, some 6.3 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 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

IFRC's disaster response in the first six months of 2010 was heavily geared to two major operations: the Haiti and Chile earthquakes. Unlike the trend experienced in the latter part of 2009 (smaller to mid-scale disaster events that required a flexible use of Federation disaster response tools), both earthquake response operations required a massive response effort, leveraging the full range of the Movement's available disaster response resources.

Focus on the "largest" disasters – tsunami, Haiti earthquake, large scale droughts or floods – should not however obscure the trend observed in several parts of the world of increasing numbers of small- and medium-scale disasters – the magnitude of which do not quite reach the level where an international response is required, but still represent a significant challenge at the national level. IFRC usually responds to these disasters through its DREF mechanisms, and has noticed that there is a need for further investment in response capacities at the sub-national level for these responses to attain maximum effectiveness.

With increasing demand, the capacity of the humanitarian sector is expected to be severely tested. This will also mean that more investments will be needed, while at the same time performance results are expected to be increasingly scrutinized.

The Haiti earthquake response demonstrates that past investments in capacity building in *surge capacity, technical areas, logistics and coordination* have provided the IFRC with the necessary expertise, knowledge and assets to be able to set up appropriate response systems and coordination mechanisms.

Despite proven ability to timely mobilize global disaster response resources; *gaps still exist in IFRC's technical response capacity for shelter, livelihoods and food assistance, and in its ability to carry out coordinated needs assessments, analysis and adequate response and recovery planning.*

In this dynamic and uncertain environment, IFRC, through its newly adopted Strategy 2020 (S2020), aims at increasing the share of consistent and reliable Red Cross Red Crescent action in support of communities affected by disasters and crisis. Robust and essential preparedness, response and recovery capacities will be built up worldwide. The programme's global plan and its related individual sector plans will contribute to achieving this goal.

# 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 mid-year report](#))**

This plan has focused on building community safety and resilience by strengthening support in primarily three areas: 1) community-based disaster preparedness; 2) disaster risk reduction (DRR) and climate change adaptation (CCA); and 3) food security, nutrition and livelihood. IFRC's framework for community safety and resilience represents a common Red Cross Red Crescent understanding of disaster risk reduction, and provides a foundation upon which all activities contributing to the building of safe and resilient communities can be created, developed and sustained. Activities carried out during the reporting period aimed at increasing community awareness and understanding of local disaster risk through: the development and update of relevant tools and guidance; providing coordination and global representation in DRR and CCA; and providing tailor-made technical support in integrated community-based food security and livelihoods programming. Beyond guiding integrated multi-sectoral approach to planning and programming, it also provided an opportunity to advocate on behalf of vulnerable communities and National Societies.

## **Disaster services ([see mid-year report](#))**

IFRC's disaster response services in the first six months of 2010 focussed its support on two major operations: the Haiti and Chile earthquakes. Nine other major emergency operations were also launched in the same period – five in Africa for floods (Kenya and Tanzania); food insecurity (Chad, Ethiopia and Niger); three in Asia Pacific for severe winter (Mongolia); support for IDPs (Sri Lanka); diarrhoea outbreak (Nepal); and one in Europe/Central Asia for population displacement (Uzbekistan). The global surge capacity response tools were used extensively in the first six months of 2010 with records being set in the size and duration of deployments and innovative arrangements put in place to draw upon the collective capacities of National Societies in support of assessment, planning and coordination for relief and early recovery. In Haiti, 21 ERUs were deployed - the largest in the history of the Movement. This included the integration of Magen David Adom and the Qatar Red Crescent Society into ERU activities. Fifteen National Societies participated in the ERU deployments. A total of 28 persons were deployed as FACT to the Haiti earthquake operation, covering the full range of sectors for relief and recovery. Regional Intervention Teams (RITs) from Grenada, Trinidad and Tobago, Colombia, Honduras, Mexico, Guatemala and the Dominican Republic – all responded in support of the massive operation. Significantly, Regional Disaster Response Teams (RDRT's) from both the Asia Pacific and Africa zones also made experts available. Haiti also saw the deployment of a Recovery Scoping Mission (RSM) and Recovery Assessment Team (RAT) to support early planning for the early to longer term integrated recovery programme.

In Chile, three ERUs provided operational support in logistics and health. Additional ERU material was also provided (no staff) to re-enforce destroyed hospitals in the earthquake affected area.

## **Shelter and settlement ([see mid-year report](#))**

This first half of 2010 was marked by the support to the response to the earthquake in Haiti. The shelter operation was reinforced with a Shelter Technical Team that helped the FACT shelter members define the shelter response. The Haiti operation brought to light a number of improvements that were needed in the way shelter and settlement issues were being dealt with during an emergency response. Recommendations given by reports and evaluations from the field are being acted upon, and the operational tools are being modified accordingly. A shelter cluster coordination team 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. Other operations that received support in shelter and settlements included the Chile earthquake operation whereby 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 the shelter cluster.

On the shelter risk reduction side, the Participatory Approach to Safe Shelter Awareness (PASSA) is reaching its final stages of development. Shelter videos have been watched over 50,000 times and new ones are being developed. A Shelter Technical Training was held in Australia, completely organized by the Australian Red Cross with support from AusAid. The shelter kit guidelines were finalized, printed, and are being translated. IFRC has continued leading the shelter cluster at the global level and engaging on different inter-agency initiatives to improve the quality of shelter responses worldwide.

### **Logistics [\(see mid-year report\)](#)**

During the reporting period, the global logistics service delivery plan 2010-2015 was developed and is ready for final endorsement by senior management. Other key activities this plan supported include the development of logistics standards, tools and systems that measure impact; enhance accountability; promote standardization; and facilitate 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. Services to an increasing number of external partners through its DG-ECHO accredited Humanitarian Procurement Centre (HPC) have been provided, further streamlining internal business processes and promoting the available services with interested parties, including clusters and other humanitarian actors. Logistics support was rendered to an average of 25 operations per month, and five mobilization tables were published to support nearly 140,000 families (700,000 people). The Haiti earthquake has been a larger-scale operation and the main focus of global logistics support during 2010. Twenty-seven National Societies pledged against the needs reflected in the mobilization table for the Haiti response. Pre-positioned stock from all regional logistics units (RLUs) and Las Palmas were delivered to cover the identified needs. During the reporting period, 105 logisticians were deployed to the field to support the operation, including FACT, ERUs and delegates from the global logistics roster.

## **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 which sought to establish the broad contextual picture and a stocktaking of current information management practices in operational contexts. This exercise is the initial step of a main global review of current information management capacity and systems in support of disaster management. Terms of Reference for the main review will be developed in the second half of the year, and will take into account this study's initial findings and suggestions.
- Following a preliminary research conducted in December 2009, a **Disaster Management Community of Practice (DM CoP)** was launched in June. This new tool aims at linking all disaster management practitioners by email through a moderated interaction. It will serve as a global exchange forum to inform staff of new and upcoming national, regional and global activities and resources; and act as a real-time tool to share comparative experiences and good practices, discuss policies, as well as raise substantive issues relating to disaster management (DM). By tapping the collective knowledge of Federation staff involved in disaster management across all levels and locations, the network will strive to increase the effectiveness of DM programmes and activities, by providing a number of services such as:

- Regular exchange of experiences, lessons learnt and good practices relating to DM, mainly through **queries open to all members** of the network.
- Focussed **e-discussions** moderated by an expert on key topical issues or policy-related matters.
- Timely **referrals to experts** and organizations engaged in DM as needed.
- **Advice and assistance** from colleagues across IFRC's areas of operation.
- Access to new knowledge and information through a monthly **news update**.

UNDP, a leading agency in the management of knowledge networks and communities of practice, has kindly trained the appointed facilitators and shared their know-how and expertise in this sector.

- A **global workshop for DM coordinators** and heads of operations was held at the secretariat in Geneva in March. This enabled DM practitioners and coordinators to specifically focus on the development of integrated planning for 2010/11 in alignment with S2020, discuss and agree a consolidated DM strategy and a related performance and accountability framework, and discuss and agree the future food security strategy.
- The disaster management and risk reduction: strategy and coordination plan supported the hosting of the **77th IASC Working Group** in early July, which brought together 65 high-level representatives of the UN, NGOs and Red Cross Red Crescent Movement. As the main humanitarian inter-agency forum for coordination, policy development and decision-making, the IASC discussed emergency preparedness, protection in natural disasters and the next steps in the cluster reform process.

## 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

- IFRC has been exploring the possibility of creating a **Community Safety and Resilience Trust Fund (CSRTF)** which aims to promote and support vulnerability reduction and resilience building. From a better programming and donor perspective, the CSRTF will guarantee longer-term funding to support integrated multi-sector programmes, improve efficient and effective delivery to vulnerable communities, and enhance Federation and donor coordination and reporting<sup>1</sup>. The initial concept was shared with the Governing Board in October 2009, and presented at a side event at the General Assembly in Nairobi, with the concept being endorsed in November 2009. While discussion with key donors took place during the first half of 2010, further consultations and the development of a draft CSRTF modality still need to happen. This initiative will be pursued in the second half of the year, resources allowing.
- The current **DFID-Federation IS 3** will be expiring at the end of 2010. The DFID IS 3 provides annually 5.06 million British pounds to the IFRC, and represents a good model for how the secretariat/National Society and government relations should be. As part of the performance management process established for the DFID IS3, a **joint IFRC-DFID monitoring visit took place in mid-June** in the West Africa region, with the participation of Irish Aid and the British Red Cross. The mission included a visit to Liberia and Dakar, and allowed IFRC's partners to gain an understanding of how their financial support has been contributing to building stronger capacities in DM, with a particular focus on DRR and Food Security, both at the national and regional level. At a time when the UK Government is pushing through tight austerity measures to reduce the UK's budget deficit, international development spending, and in particular funding that goes to multilateral international organizations will be reviewed in the coming months. The **multilateral review of the IFRC** is scheduled to happen during the summer.

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<sup>1</sup> From the Trust Fund – Draft Concept Note

Terms of reference as well as geographical locations of the review are currently being discussed with DFID.

- The current **DG ECHO Capacity Building** programme will also come to an end in December 2010. To ensure some continuity of investment as well as stronger attention to weaknesses highlighted in recent response operations, the IFRC has prepared and submitted a concept paper to inform the scope of the DG ECHO Capacity Building funding decision for 2011-12. Identified gaps and priorities will be presented at a meeting organized by DG ECHO in Brussels in early July, where all the main international organizations have been invited.
- Given the scale up in the size and use of the **DREF**, and in order to support further development and to ensure that the fund remains relevant to users and to donors alike, the secretariat formed an informal **advisory group**. The first advisory group meeting was held in March 2010 and the terms of reference and modalities of the group were developed. The advisory group started by proposing a donor forum which will bring together all the DREF donors and prospective donors to discuss trends that the IFRC sees through the use of DREF and in particular, the increase in small disasters linked to weather-related events. Development of criteria for DREF allocations is also a task the advisory group has taken on.
- The IFRC has made a commitment to carry out **Real Time Evaluations (RTEs) for all major emergency responses** over a certain scale and complexity to ensure accountability to both donors and people reached, and in order that learning for future operations be captured and reflected in current and future global plans. The RTEs help to ensure that the IFRC is focusing on the quality of its disaster response, and that it has measurable and accountable ways of improving its performance. This global plan has therefore supported the commissioning of an RTE of two of the many disasters that hit the Asia Pacific zone in October 2009. The focus for the Asia Pacific RTE was to look at the management and coordination systems across the secretariat during the response to the earthquake in Indonesia (Padang) and the two typhoons in the Philippines. A three-person team carried out the review at the end of last year, and the report has been recently finalized. Despite the delay, due primarily to the occurrence of the Haiti earthquake, work has already been taken forward at both the secretariat in Geneva and at the zonal level on some of the issues identified (e.g. the issuing of standard operating procedures (SOP) for the Asia Pacific zone, and the engagement around the use of global tools in Asia Pacific). At the same time, a major RTE exercise was launched in April to examine the response to the Haiti earthquake. A four-person RTE team carried out the review in May and in early June, with the final report presented in late June and shared with Federation partners working in Haiti. Due to the scale and complexity of the RTE, a small management team was established to support the process, comprising representatives from the disaster services department and the performance and accountability department at the secretariat in Geneva and from the zone office in Panama. This team is now working with all participants to draw up a management response. It is hoped that this will be concluded by late August, so that the final report and management response can be shared publicly in the interests of transparency. The management team is also looking to capture lessons from this RTE to formalize future RTE processes.

## Constraints or Challenges

In terms of challenges and constraints, progress in many DM areas was affected as the organization sought to complete the decentralization process, including clarifying and further adjusting IFRC's roles, responsibilities, structures, and staffing (the secretariat in Geneva as well as in the zones). This limited the time and space to advance work on improving information management; disaster management training and capacity building; the further development of procedures, tools and guidelines; and the strengthening of relief to recovery global surge capacity.

Resources being diverted to supporting the Haiti response were also a reason for encountered delays in some of the planned activities during the first half of 2010.

## Working in partnership

The most important partnerships for this programme are with 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

Through the development of skilled human resources, plans where preparedness, response and recovery measures are clearly set out, accurate needs assessment, development of clear and workable relief and logistics structures, the IFRC will ensure the capacity to effectively deliver services in times of crisis, while contributing to longer-term impact. People are the organization's main asset, and it is important that the IFRC invests in developing and retaining disaster managers. It is also important that it is open to the huge pool of human resources available to all National Societies during a disaster (regional and international teams). Recently in Haiti, the IFRC mobilized the maximum number of international responders and response tools from over 30 National Societies. This global support worked extremely well under the leadership of the Haitian National Red Cross Society and enabled the IFRC to deliver the biggest single country response in its history. Haiti represents an exceptionally large and complex operation amidst a growing trend of increasing small- and medium-scale hydro-meteorological disasters. The priority is to strengthen global surge capacity and expertise to be relevant to a growing diversity of disaster contexts that require timely regional and/or global assistance.

New approaches are being piloted and explored to ensure that IFRC's response capacity keeps up with the changing world and moves beyond the traditional relief distribution. Its disaster response performance evaluation and lessons learnt exercises have identified a qualitative gap in damage, needs and loss assessment skills for National Society staff and volunteers, and training in needs assessment, analysis and response planning for disaster managers (staff and delegates). Improved capacities for rapid and more detailed ongoing damage, needs and loss assessments are important to ensure that Federation response planning is strongly evidence-based and to enable reliable assessment data to be shared with other humanitarian actors. The way it collects data also needs to be modernized and adapted to be more efficient and to service changing information management applications. Integrated relief and recovery assessments and planning will require new tools and trained assessment teams within expanded global disaster response tools (global surge capacity). The IFRC is also looking to improve its preparedness and response in complex urban environments. Recent experience in Haiti is feeding into its learning on how to adapt its systems to the challenges of urban settings (e.g. issues of space, infrastructure and social fabric).

IFRC must also continue to engage in advocacy and other innovative solutions to deal with the proliferation of actors involved in disaster response. It is therefore engaging with civil protection, civil military and other actors to be clear of the opportunities and risks here and to promote the Red Cross Red Crescent mandate and principles.

In a competitive world, IFRC increasingly needs to be able to demonstrate its effectiveness, timeliness and impact to both donors and people reached. The expectations on the IFRC are bigger than ever and, in this technological age, its delivery has to be able to stand up to greater scrutiny (e.g. YouTube and SMS information sharing on operations). The IFRC is currently working on frameworks and benchmarks to encourage and monitor performance in disaster response, and it is using RTEs to learn from the experience of disaster and feedback "real time" learning to the National Societies and the field teams. It will also look at creative new ways to share evidence and stories from its operations with a range of actors, from governments to the general public.

## Looking ahead

It is expected that activities under the disaster management and risk reduction: strategy and coordination plan will continue to be delivered as planned. Specific DM sectors might be affected in different ways. Please refer to the individual mid-year reports linked to the global plan for more details.

GLOBAL DM - 2010 MID-YEAR PROGRAMME UPDATE / BUDGET REVISION CONSOLIDATION										05/08/2010
?Appeal	Appeal Name	Annual Budget 2010	Revised Bduget 2010	Funding	Expenditure	Closing Balance	% Funding vs Revised Budget	% Expenses vs Revised Budget	% Revised budget variance	
MAA00019	Shelter and settlement	3,327,955	3,327,955	1,412,341	-	278,364	1,133,977	42%	8%	100%
MAA00021	Community preparedness and risk reduction	3,236,417	3,236,417	2,575,508	-	851,385	1,724,122	80%	26%	100%
MAA00028	Logistics	4,586,362	4,707,306	1,606,210	-	459,091	1,147,118	34%	10%	103%
MAA00029	Disaster management and risk reduction: strategy and coordination	1,444,434	838,285	832,580	-	126,296	706,285	99%	15%	58%
MAA00040	Disaster services	2,781,044	4,654,392	1,815,770	-	621,155	1,194,616	39%	13%	167%
<b>TOTAL GLOBAL DM</b>		<b>15,376,212</b>	<b>16,764,355</b>	<b>8,242,409</b>	<b>-</b>	<b>2,336,291</b>	<b>5,906,118</b>	<b>49%</b>	<b>14%</b>	<b>109%</b>
MAA00010	Disaster Relief Emergency Fund	197,789	232,951	197,788	-	111,660	86,128	85%	48%	118%

### How we work

**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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