

Report 2004-2007



International Federation
of Red Cross and Red Crescent Societies

Federation-wide Tsunami Semi-annual Report Bangladesh

Appeal No. 28/2004

10 December 2007

This report covers the period of 1 May to 31 October 2007, but reports cumulative totals from December 2004 onwards.

In a world of global challenges, continued poverty, inequity, and increasing vulnerability to disasters and disease, the International Federation with its global network, works to accomplish its Global Agenda, partnering with local community and civil society to prevent and alleviate human suffering from disasters, diseases and public health emergencies.



BDRCS volunteers in action during a simulation exercise on tsunami. EWS.

In brief

Executive Summary: Following the 2004 tsunami, the cyclone preparedness programme (CPP), one of the components of the disaster management programme, has initiated better preparedness within high-risk communities including women at household levels in 11 cyclone-prone districts. The CPP has been working in the coastal area for the past 35 years.

The ongoing activities of CPP have over time been successful in reaching large numbers of the most vulnerable around the coastal belt areas of Bangladesh, creating awareness and empowering communities to be better prepared in responding and coping with disasters such as tsunamis and cyclones. The wide acceptance of the large volunteer base at the community level has supported the programme by enabling it over time to reach its objective of reducing the risks related to tsunami- and cyclone-prone people in facing such disasters.

On 12 September 2007, the government issued a tsunami warning for the first time in the country. The CPP at the Bangladesh Red Crescent Society's (BDRCS) national headquarters took immediate action in alerting all field stations. Cyclone preparedness programme volunteers were quick to disseminate the warnings in the communities with microphones, megaphones and drums. They were also successful in evacuating people to the nearest cyclone shelters.

Some of BDRCSs planned disaster preparedness activities included evacuation drills, student awareness campaigns, community level training in preparedness measures, discussions with influential community people, holding rallies, training community volunteers, coordination meetings with key stakeholders and repairing existing cyclone shelters. Many of them were delayed as a result of two consecutive waves of major floods

which hit the country between July and September. Emergency relief operations in the various affected districts took priority over regular activities. A workshop on the early warning system (EWS) was held with participants from different national societies in the beginning of this reporting period.

The primary challenges or constraints were related to delays in internal financial management and lengthy and time consuming administrative procedures, which hampered the smooth implementation of planned activities on time.

[Click here for the Global Tsunami 3 Year Progress Report and collective Red Cross and Red Crescent financial report](#)

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[Click here for a list of national societies currently involved in the tsunami operation](#)

Operational Overview

The country is going through a transitional phase where it is in a state of emergency under a caretaker government. Fortunately, there have been no major political instabilities during this reporting period which affected the programme's operations. However, implementation of planned activities was delayed because of the first and second waves of floods that hit the country starting in July and ending in September when emergency relief operations in the various affected districts took priority over normal activities.

Several positive aspects of governance explain Bangladesh's success in accelerating growth and reducing poverty over the past decade. The challenge that lies ahead is to carry out the activities by incorporating the lessons learned within the vulnerable, poverty-stricken and populous targeted communities.

Programmatic Performance Indicators for Bangladesh	Total
Overall estimated number of persons reached by the International Federation and partners.	35,699
% of target population covered by Red Cross Red Crescent early warning interventions	60%
% of population covered by a functioning emergency response set up	60%

The significance in the operation lies in its awareness and preparedness aspects for the communities surrounding the coastal belt, which are highly vulnerable to any future tsunamis. The values above are an average of the reach of the programme at community level. One more indicator is given in the spreadsheet along with an explanation as to why a figurative presentation of the indicator would be misleading. Activities were on track but delayed mainly because of the two waves of severe flooding this year and also due to time-consuming administrative procedures.

[Click here for a table showing quantitative analysis of the tsunami operation by performance indicators.](#)

Disaster Management

The ongoing activities based on tsunami preparedness are undertaken by the BDRCS through CPP. During this reporting period, several activities took place in the major coastal belt districts of Barisal, Noakhali, Borguna, Cox's Bazar, Chittagong and Bhola.

The activities included:

- Six evacuation drills - each with hundreds of participants and thousands of observers from the communities;

- Altogether 30 awareness-raising meetings at community schools and colleges. These utilized pictures and reading materials of posters and leaflets to enhance understanding and make the sessions more interesting;
- Five refresher training sessions for existing volunteers on tsunami preparedness and response along with cyclone preparedness and response. These sessions also covered other topics such as the seven Fundamental Principles of the Movement, humanitarian values and gender sensitization;
- Altogether 93 awareness-raising rallies with posters and band parties at the sub-district and union levels with participation from thousands of community people;
- Altogether 11 workshops on the revision of the volunteer guideline which was essential, with participation from local staff and volunteers;
- Two art competitions for school children with 'tsunami' and 'cyclone' themes. These served to encourage children and, in turn, their family members to learn more about the two disasters;
- Two discussion meetings on 'tsunami' with influential people such as religious leaders of communities to expedite the dissemination on awareness and preparedness for vulnerable people;
- Altogether 12 micro group discussions involving community members on the demonstration of preparedness measures, such as: storage of drinking water and food safety before onset of a cyclone, protection of household valuables and movable assets such as boats, cattle and poultry, on the plantation of trees around the houses as a protective measure against cyclones, on warning signals and on diarrhoea management;
- One training of trainers (ToT) for community volunteers on issues relating to awareness and preparedness as Red Cross volunteers. This encompassed issues such as repair work, procurement of shelter materials for existing cyclone shelters in Noakhali (33 shelters) and Chittagong (13 shelters); distribution of raincoats for volunteers in the districts of Barisal and Noakhali;
- Altogether 31 coordination meetings held at the sub-district level with government counterparts and different non-government organizations who are involved as other key players at the sub-district down to the community level.



A CPP simulation exercise in Noakhali took place during an early warning system workshop in Bangladesh.

Apart from the normal ongoing activities, a workshop was held in June of this year on experience sharing of the EWS prevailing in Bangladesh under CPP of which Bangladesh is a pioneer. Members of partner national societies such as the Red Cross societies of Thailand, USA, Indonesia, Sri Lanka, Malaysia and representatives from the Asia disaster preparedness centre (ADPC), Bangkok, the government, United Nations and international non-government organizations participated in the workshop. The focus of the entire workshop was on 'tsunami'. A field visit was also arranged to Noakhali where a simulation exercise was organized on how a community, especially the BDRCS volunteers, would respond following a cyclone or tsunami. A 'killa' (higher ground to take shelter, especially for domestic animals) was also visited during this occasion. The Red Cross Red Crescent Day on 8 May was observed in 31 sub-districts of all the above mentioned districts.

The ongoing activities of CPP over time have been successful in reaching the most vulnerable on a large scale around the coastal belt areas of Bangladesh and making them aware and better prepared to respond to and cope with disasters such as tsunami and cyclone. The massive acceptance of the large volunteer base at the community level has supported the programme in achieving its objective of reducing the risks to people facing the threat of tsunami and cyclones in the long run.

On the evening of 12 September 2007, the Bangladesh government issued a tsunami warning for the first time in the country. Subsequent to an earthquake that struck the southern part of Sumatra, Indonesia, a tsunami was anticipated to be generated in the Indian Ocean and that the coast of Bangladesh could be hit by midnight. Having received information from the metrological department, the cyclone preparedness programme proponents alerted all CPP field stations. Simultaneously, when the government of Bangladesh issued an evacuation order, CPP volunteers disseminated warnings to the communities with microphones, megaphones and beating drums. This helped people to evacuate to the nearest cyclone shelters, many of which were BDRCS cyclone shelters. Almost 75 percent of the 42,675 BDRCS volunteers assisted in the evacuation of some 1,505,780 people, who were housed in 1,528 cyclone shelters.

Challenges occurred through delays in internal financial management and time-consuming administrative procedures which hampered the smooth implementation and timeliness of planned activities. Action was taken from time to time to address such matters through joint meetings and correspondence to speed up the process. Activities were also delayed because of the two major floods that hit the country from July and when emergency relief operations in the various affected districts took priority over normal activities.

Cross-cutting Issues

An integrated programming approach (IPA) was the prime issue covered in the joint regional forum held in Sri Lanka in October 2007. Every country, including Bangladesh, developed an IPA model that would be practical and applicable at all stages of programming from planning to evaluation and at all levels from national headquarters down to community level. In the future the BDRCS hope to build communities through better integration among the different programmes of health, disaster management (DM), organizational development (OD) and humanitarian values (HV). In Bangladesh, 'Humanitarian Values' as a topic has only been recently included in training programmes. In an integrated emergency operation, mobile medical teams are deployed under the health programme while, under OD, legal bottlenecks, various branch and volunteer management issues, and improving the planning skills of branches or revising the volunteer policy are addressed.

Through its awareness-raising and disaster preparedness programme activities, the CPP has been able convey the concept of disaster risk reduction to the most vulnerable around the tsunami and cyclone-prone coastal belt areas of Bangladesh. The programme is designed in such a way that beneficiary and community participation is of prime importance. Some examples include activities such as rallies, awareness-raising meetings in schools, micro-group discussions on preparedness measures, and training for community volunteers.

In terms of advocacy, orientation to religious leaders at community level may prove of key importance in successfully raising awareness among community members and communicating preparedness measures to large numbers of people. The quality and accountability of the activities implemented were maintained as all the activities were monitored by BDRCS officers based in the CPP working areas of the districts where activities were undertaken. Monitoring by the Federation also ensured that activities were taking place according to the original plan of action.

The programme encourages sustainability through training of community volunteers on how to respond in a cyclone or tsunami, and through its other awareness-raising and capacity building measures including school meetings, community micro-group discussions and other such activities. The gender issue has also been widely addressed in this programme when this year the ratio of men to women as community volunteers was raised to 2:1. The topic of 'gender sensitization' was also added to the curriculum of all training modules. In micro-group discussions at community level, the participation of women is also crucial.

Host national society development

The BDRCS work in developing a systematic and integrated OD approach has created an increased interest in the development of the national society and has encouraged learning on how programmes can be better implemented. The restructuring of BDRCS and integrated branch development approach aims to initiate a long-term sustainable development process to enable branches to raise their capacity to implement BDRCS

programmes. During the development process, the OD programme worked intensively to integrate all programmes and the central service functions as well.

A one-day seminar on women empowerment issues for World Women's Day was organized on 8 March 2007. The objective of the seminar was to create a common understanding and depict a clear picture on the condition of women in the country. The seminar recommended improving the situation and empowering community women, to rescue them from violence and shameful treatment.

A workshop was conducted for volunteers on earthquake preparedness and was attended by 22 participants from Chittagong, an earthquake-prone area of the country. This will help volunteers to facilitate and prepare school-going children in their communities with earthquake safety measures. Other disaster topics (including tsunami) were briefly discussed during the workshop. The essence of humanitarian values and non-discriminatory attitudes also comprised an integral part of the workshop.

Red Cross Youth (RCY) volunteers are becoming the focal group to conduct different youth programmes in schools, colleges and in other organizations in the country. Regular communication on the Red Cross Red Crescent Movement has been established with all 68 BDRCS branches, including the coastal districts of Bangladesh. Youth leaders in the branches are confident and ready to contribute to the national society's development and to respond to disasters when needed. The evolution during the recent tsunami alert was noteworthy. Due to various training sessions, the level of commitment towards the Red Cross Red Crescent is increasing.

A meeting involving all BDRCS partners in Bangladesh was held on 29 and 30 May to discuss issues relating to the partnership and future course of action. An estimated 45 participants, with representatives from the American, British, German, Swedish and Swiss Red Cross Societies, the ICRC, the Federation's secretariat and the South Asia regional delegation, and BDRCS and the Bangladesh delegation participated in the meeting.

The Bangladesh delegation also organized regular coordination meetings with in-country partner national societies (including the German, Swiss and British Red Cross Societies), as well as the European Commission and the ICRC, to improve coordination with BDRCS and discussed issues related to supporting the national society. One of the outcomes of the meeting was an agreement by Movement partners on not providing a project allowance (an additional benefit over and above staff salaries) to BDRCS staff. The close collaboration between BDRCS, the Federation and the International Committee of the Red Cross (ICRC) for organizing the International Women's Day celebration, with the financial support of ICRC, strengthened the relationship of all involved.

Through the development of effective systems and procedures, and the organizational restructuring initiative, the BDRCS is increasing its capacity to provide timely and effective assistance to the most vulnerable communities in Bangladesh. The replacement of the BDRCS manual accounting system with a computerized one will facilitate accountability, transparency and timeliness in reporting to donors. Additionally, this will enable the national society to reach a global standard of financial management. The progress made by BDRCS on restructuring and addressing issues of programme integration, management and governance are laying good foundations for tackling some of BDRCS long-standing issues.

Working as a Movement

BDRCS maintains close cooperation with a number of UN agencies, including the United Nations High Commission for Refugees (UNHCR) in relation to refugee issues; and the World Food Programme (WFP) for the provision of emergency relief food. Additionally, BDRCS and the Federation are members of the disaster emergency response group of which WFP is the secretariat; the World Health Organization (WHO) in relation to BDRCS's health initiatives in the disaster management programme; the United Nations Development Programme's (UNDP) comprehensive disaster management programme and the Chittagong Hill Tracts Development Fund programme; and, the United Nations Children's Fund (UNICEF) on the maintenance of VHF radios.

The Federation also supports the national society in local fundraising efforts, focusing on embassies, diplomatic missions and local corporations. The capacity building efforts of its staff and volunteers have had a positive impact especially during emergency relief operations.

Long-term strategic partnerships with the British, Japanese and Swedish Red Cross societies as well as participatory input from the ICRC country delegation and cooperation from the ICRC regional delegation aim at enhancing service delivery to vulnerable communities. The German Red Cross also continues to support BDRCS through its long-term bilateral partnership in the health and care sector.

The European Commission, Swiss Red Cross, German Red Cross and British Red Cross-funded building community disaster preparedness capacity (BCDPC) project is an ongoing bilateral project of BDRCS through the CPP, covering nine sub-districts within the CPP command area. It covers communities around 86 selected BDRCS shelters. The coordination meetings held by CPP at the sub-district level with government counterparts and other local non-government organizations helped build on relationships with the other players at work in the coastal communities.

On 26-28 June, an early warning system (EWS) was organized jointly with American Red Cross and BDRCS. The meteorological department worked closely with BDRCS in sending information during the tsunami alert, with the CPP director kept in close contact with the government agencies to assist in monitoring the situation. The BDRCS and Federation provided the necessary support and advice for the evacuation, which continued until the warning was lifted.

Looking Forward

The activities on raising awareness and better preparedness for tsunami will carry on in conjunction with similar activities set for cyclone awareness and preparedness. Hence, if a tsunami strikes in the future, coastal communities are likely to be better prepared to respond in the event.

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FIGURE 1: Analysis of programmatic performance indicators for Bangladesh

Ind. No.	Programmatic Performance Indicators	Total	NSs Totals	Secretariat totals
1	Overall estimated number of persons reached by International Federation and partners (using coverage methodology only, not by sector)	35,699	N/A	N/A
Disaster Management				
14	% of population covered by International Federation early warning interventions	60%	N/A	N/A
	% of population targeted (planned) for coverage International Federation early warning interventions	N/A	N/A	N/A
15	% of population covered by a functioning emergency response set up	60%	N/A	N/A

FIGURE 2: Analysis of knowledge sharing and active learning performance indicators

Knowledge sharing and active learning							
	Total	Health & Care	Shelter & Community Construction	Disaster Management	Livelihoods	Emergency	Cross-, multi-sector or other
By Country							
Number of evaluations, reviews or formal assessments completed or in-process this period	4	1		1	1		1
Number of evaluations, reviews, formal assessments planned for next period	3	1		1			1
New technical documents available from Int'l Federation this period (evaluation reports, lessons learned reports, sectoral guidelines, tools, policies etc.) by type by NS		1		1			
Knowledge sharing/active learning events underway or completed (involving one or more Red Cross Red Crescent actor) this reporting period, by type by Red Cross Red Crescent society							
Knowledge sharing/active learning events planned for next period by national society					1		

Other data points to be included:

List of Red Cross Red Crescent Societies working/operational in country during reporting period:
Bangladesh Red Crescent Society

List of Red Cross Red Crescent Societies that contributed to this report in this reporting period:
Bangladesh Red Crescent Society

ANNEX 1: Notes and methodology regarding the programmatic performance indicators

The following is a summary of the methodology used for programmatic performance indicators captured in this three-year progress report.

Overall estimated number of persons reached by International Federation and partners

To collect beneficiary data (numbers reached), communities (e.g. villages) served by the various Red Cross Red Crescent societies, have been noted, using the corresponding population data. At this time this is the most reliable method to count beneficiaries while limiting double counting, particularly when numerous Red Cross Red Crescent partners are working in a given country. Most countries have disaggregated data down to a sub-district or down to a divisional level. In each country, the secretariat has checked with the national statistical office or the UN post-Humanitarian Information Centre for population data disaggregated by the lowest divisional level possible.

Red Cross and Red Crescent societies then note the names of the villages or divisions where they are working (including external organizations, agencies etc. funded by National Societies). The secretariat staff in the country office has taken the final list of villages (single entry i.e. each village listed only once), entered the corresponding population data and totalled the amount. The local Red Cross or Red Crescent society then included additional names of villages where they are implementing projects that are not supported in-country by a partner society, since these numbers have already been captured. For national programmes such as early warning, only those areas (villages, sub-districts etc.) where the programme is fully operational (that which Red Cross Red Crescent is responsible for) has been listed.

Health and Care including Water and Sanitation

Number of persons with access to an improved water source (temporary and permanent settlements)

- Improved water sources are: household connection, public standpipe, borehole, protected dug well, protected spring, rainwater
- Not improved are: unprotected well, unprotected spring, vendor-provided water, bottled water (based on concerns about the quantity of water supplied, not the quality), tanker-provided water

Access to an “improved source” is considered to provide at least 20 litres per capita per day at a distance of no more than 1,000 metres from the home.

Source: WHO and UNICEF, Water Supply and Sanitation Collaborative, and <http://millenniumindicators.un.org>.

To calculate the number of persons with improved access, the catchment areas for the water system provided or rehabilitated have been noted and summed up. Finally, following the same methodology, partners have noted the numbers targeted for access to an improved water source in the future (planned).

Number of persons with access to improved waste management facilities or improved latrines (built to SPHERE standards)

This is the number of persons potentially served by newly built or rehabilitated latrines and waste management facilities. Only people benefiting from latrines that are built or rehabilitated to Sphere standards have been included.

Number of persons ‘certified’ or skilled in community-based first aid (including psychosocial first aid) by gender where possible

This is the number of persons who have successfully completed community-based first aid training. At a minimum, Red Cross and Red Crescent societies have counted numbers trained using training records.

Hospitals and clinics built or rehabilitated

This indicator has been disaggregated as follows:

- Numbers of hospitals and clinics built or rehabilitated – numbers built will include those that are now finished or nearly finished (but services are being provided); for numbers rehabilitated include only those whereby the rehabilitation is totally complete
- Number completed that are operational – the indicator needs to capture the number in which the government is able to complete its commitments thereby making the structure usable. For other issues, such as barriers to access – these should be noted in the narrative.
- Numbers of hospitals and clinics under construction – merely note the number in which significant work building or rehabilitating has begun.
- Numbers of hospitals and clinics planned for the future – this is the number targeted for the future, for which significant plans have already been developed.
- Total number of hospitals and clinics to be provided – this is the total number summing those built, under construction and planned (do not include operational as this would be double counting).

Shelter and Community Construction

Transitional shelters built

This indicator will be disaggregated as follows:

- Number of shelters completed - this is the number of transitional shelters completed (even if not yet occupied). Completed implies that most of the construction has been done and signed off on, the certificate of ownership has been issued (if applicable) and that the dwelling is habitable.
- Number of shelters completed that are occupied/utilized – this is the number of shelters that were completed and are now occupied or being utilized (e.g. for business purposes).
- Number of shelters under construction – this is the number of transitional shelters under construction but not yet completed.
- Number of shelters planned – this is the number of transitional shelters which remain to be built by the Red Cross Red Crescent or funded by the Red Cross Red Crescent but built by other partners.
- Total number of shelters to be provided – this is the total number of transitional shelters to be provided (summing built, under construction and planned).

Permanent houses built

This indicator will be disaggregated as follows:

- Number of houses completed - this is the number of homes that were built, rebuilt or otherwise rehabilitated (but not necessarily occupied). Built implies that most of the work is done and the home is habitable and that handover has occurred.
- Number of houses occupied – this is the total number of homes verified to be occupied.
- Number of houses under construction – this is the number of homes that are intended to be built or rehabilitated *and* some form of work has already begun. This would *not include* the government designating an area for building (but no survey work or site planning begun).
- Number of houses planned – this is the number of permanent houses which remain to be built by the Red Cross Red Crescent or funded by the Red Cross Red Crescent, but built by other partners.
- Total number of houses to be provided – this is the total number of permanent houses to be provided summing the numbers completed, under construction and planned. Does not include the number occupied as this would be double-counting.

Schools built or rehabilitated

This indicator will be disaggregated as follows:

- Number of schools built/rehabilitated – this is the number of schools built or rehabilitated. These are complete enough that the school can, and is being used.
- Number of schools built/rehabilitated that are operational/in-use – this is the number of schools that are fully functioning.
- Number of schools in progress – this is the number of schools to be built or rehabilitated that have begun the process, with some form of preparatory work at least.

- Number of schools to be built or rehabilitated (planned) – this is the total number of schools that remain to be built or rehabilitated.
- Total number of schools to be provided – this is the total number of schools to be provided summing the numbers completed, under construction/rehabilitation and planned (but not operational/in use as this would be double-counting).

Other community facilities built or rehabilitated

Methodology similar to above has been applied.

Livelihoods

Number of households reached by asset replacement or enhancement

Households are defined as the collection of individuals and family members living under the same roof (even though several families may live there). Households have been counted, not families or individuals even if the assets provided did not serve the needs of the entire household. This has not included households that have received grants, loans or some other form of cash - these have been captured in a separate indicator. The scope of the asset has provided some guidance on which households to include. For example, some fisherman were given large, multi-day boats to help re-employ those who formerly worked on such boats. Hence the intervention intended to assist the person who received the boat as well as those who would be employed on the boat. In this instance, the person who received the boat (one household) has been counted as well as those employed on the boat (x number of households). However, other indirect beneficiaries such as persons who provide ice or transport services to enable the fisherman to get their products to market have not been counted.

Number of households that have received livelihoods support grants

This is the number of households that have directly received some form of financial support. Those who have indirectly benefited from the financial support have not been included. Asset or in-kind support has not been included as well, as this has been captured in indicator 10.

Percentage of (or no.) reporting improved, diversified, or stabilized income

Not all partners in all countries have been able to report on this indicator (in which case N/A for not available is written, but only after considering a modified version of the indicator). The numerator is the number of households reporting improved, diversified or stabilized income and the denominator is the previous indicator, number of households that have received support grants or loans.

Disaster Management

Percentage of population covered by Red Cross Red Crescent early warning interventions

The numerator equals the percentage of the population whereby Red Cross Red Crescent early warning interventions have been implemented; the denominator is the total population that will be covered by Red Cross Red Crescent early warning systems (planned).

This indicator refers to the portion of the population covered by early warning systems that the Red Cross Red Crescent is responsible for. If interventions are localized, then the Red Cross or Red Crescent societies would report the catchment areas where the interventions are fully functional (recognizing that early warning interventions require considerable effort to maintain and sustain). If it is part of a national programme, then use the population of those villages where Red Cross Red Crescent has carried out the main interventions.

Number and percentage of buildings built meeting or exceeding local hazard resistant standards

The numerator equals the percentage of buildings (schools, shelters, houses etc.) that meet or exceed local hazard resistance standards; the denominator is the total number of schools, shelters, houses etc built noted earlier.

This indicator will be disaggregated as follows: 1) schools, 2) temporary shelters, 3) permanent houses, 4) other buildings.

Percentage of population covered by pre-positioned stocks

The numerator is the number of persons covered by pre-positioned stocks. The denominator is the total population.

NB: Many Red Cross and Red Crescent societies and organizations have asked for this indicator, even though it may be challenging. Regardless, it may be necessary to modify this indicator in one of several ways. 1) It may be more realistic or accurate to use a denominator of ‘at risk’ populations or 2) ‘population of areas currently targeted by disaster preparedness interventions; or, at this point it may be easier for some countries to 3) merely count the number of persons that would be served by pre-positioned stocks. Each country can decide which version of the indicator makes sense for their operations – as long as the indicator definition is agreed to by all members reporting within that country. Although this report tracks expenditure and achievements specific to tsunami operations, this indicator could capture results stemming from broader disaster preparedness programmes.