

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Pandemic influenza: response and mitigation

Emergency appeal n° MDR00002
GLIDE n° EP-2009-00084
30 April 2009

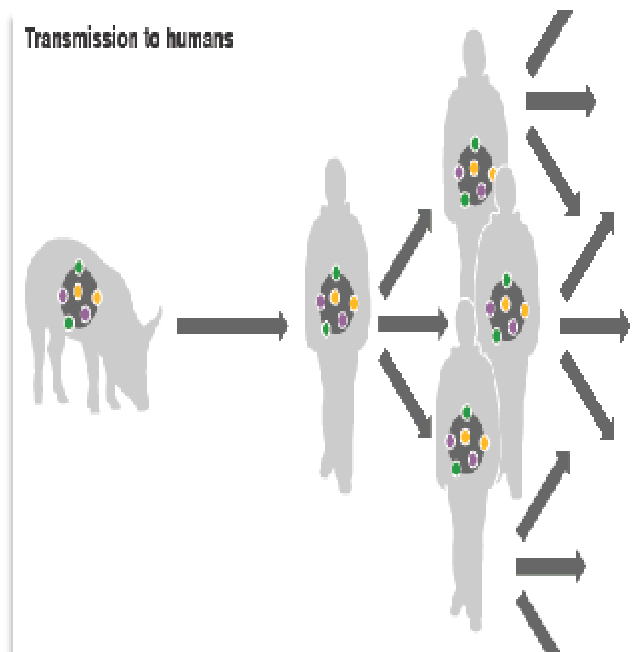
This Preliminary Emergency Appeal seeks CHF 5,000,000 (USD 4.4m or EUR 3.3m) in cash, kind, or services to support efforts to assist National Societies in responding to the serious threat from influenza.

This operation is initially planned for 6-months, and will be completed by the end of October 2009. A Final Report will be made available by the end of January 2010 (three months after the end of the operation).

CHF 550,000 was allocated from the Federation's Disaster Relief Emergency Fund (DREF) for Mexico to support this operation. Unearmarked funds to replenish DREF are encouraged.

Summary: In response to the recent outbreak of swine flu that originated in Mexico, the World Health Organization (WHO) raised its pandemic alert to level 5, characterized by human-to-human spread of the virus into at least two countries in one WHO region. While most countries will not be affected at this stage, the declaration of Phase 5 is a strong signal that a pandemic is imminent and that the time to finalize the organization, communication, and implementation of the planned mitigation measures is short. The agency continues to focus efforts on mitigating, rather than containing, the virus.

Given the potential magnitude and unprecedented nature of the threat posed by this influenza outbreak and the catastrophic possible consequences, the International Federation has already started responding, primarily by using its comparative global advantages (network, experience, and preparedness tools) to support scaled-up efforts by its member National Societies to develop and implement successful measures leading to a viable risk-reduction and relevant national and global response capacity. These current ongoing and planned efforts need to be reinforced, and the International Federation seeks support to provide vital assistance to National Societies for an initial period of 6 months. The Federation emphasizes that the situation is evolving rapidly. The preliminary nature of the strategy reflected in this document will be adapted according to the evolution of the outbreak.



Courtesy of the BBC

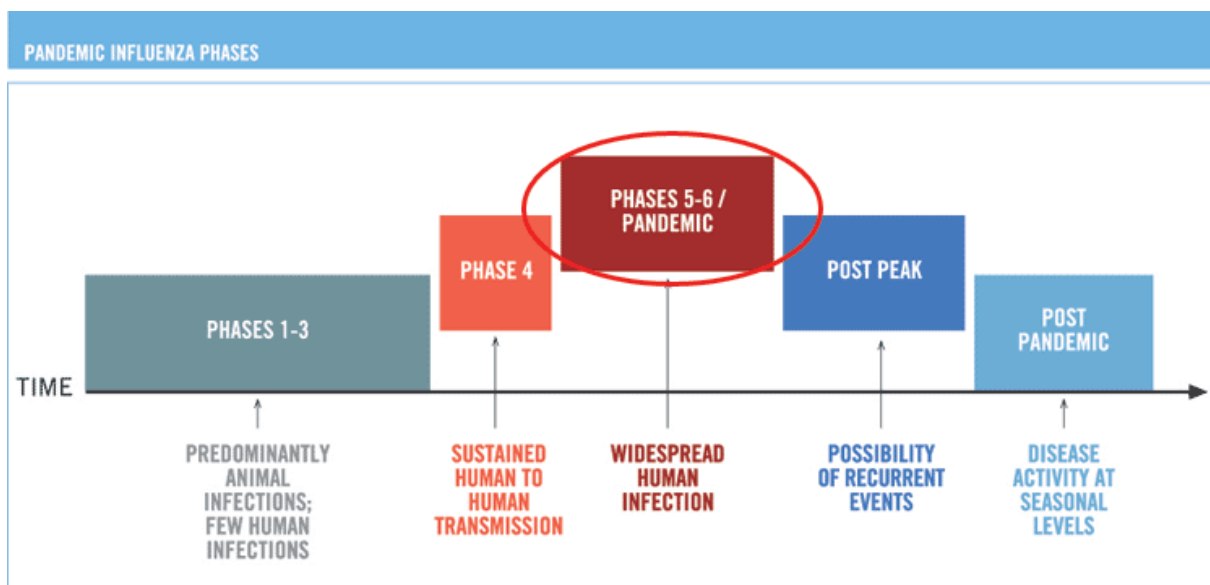
To facilitate its efforts the International Federation's Geneva Secretariat has set up two bodies, an influenza pandemic steering committee supported by an influenza pandemic technical committee intended to continue, expand and consolidate the work done so far while coordinating, supporting, guiding and advising members on appropriate preparedness and action.

[<click here to view the preliminary budget; or here to view contact details for further information>](#)

The situation

In the last few years (since 2003), countries around the world have experienced outbreaks of H5N1 avian influenza virus in South East Asia, Africa and Europe, with 421 confirmed cases of human infection and over 250 deaths. The recent outbreak of another virus (H1N1 swine flu) that started in Mexico is thought to have claimed over 159 lives. Since then there have been reported cases of people infected with the virus in the United States, Canada, Brazil, United Kingdom, France, Spain, Israel, Australia, New Zealand and Switzerland. The situation is being viewed as an epidemic in Mexico and as an emergency in the United States, and the International Federation of Red Cross and Red Crescent Societies is treating it with a similar level of seriousness based on projections that it could turn into a possible pandemic.

The WHO uses a series of six phases of pandemic alert to inform the world of the seriousness of the threat and of the need to launch progressively more intense preparedness activities. We are currently in Phase 5, characterized by human-to-human spread of the virus into at least two countries in one WHO region. While most countries will not be affected at this stage, the declaration of Phase 5 is a strong signal that a pandemic is imminent and that the time to finalize the organization, communication, and implementation of the planned mitigation measures is short.



The needs

Building National Society capacity to initiate activities to counter influenza worldwide is considered the key to reinforcing preparedness to cope with a pandemic and to dealing with the magnitude of public health challenges that might emerge during a pandemic, especially in light of overloaded and weak health systems. The response of communities and civil society in a pandemic event will be fundamental to improving compliance with public health measures. The Red Cross Red Crescent's experience with awareness campaigns and social mobilization will be crucial in reaching out to the people most affected by enforcing public health measures. Informed volunteer recruitment and training has to start early in order to be ready to face a potentially wider influenza outbreak.

While many National Societies are already considering or have started influenza preparedness actions, data and mapping surveys show that preparedness levels need to be reinforced, particularly in three areas (a) National Society disaster preparedness (b) community-level preparedness and prevention actions (c) business continuity for both the Federation and National Societies.

Red Cross and Red Crescent's role and action so far

The Red Cross Red Crescent Movement plays a key role in helping communities to reduce human exposure to influenza by informing communities of the risks of exposure, promoting healthy behaviour, and how to avoid such risks. This is achieved by raising awareness, carrying out health and hygiene education, reinforcing good practice, distributing information, education and communication (IEC) materials, supporting social mobilization, case detection and referral, and strengthening communications.

Building National Society capacity and initiating activities to address influenza issues worldwide is considered the vital to reinforcing preparedness to cope with a pandemic and to dealing with the magnitude of public health challenges that might emerge during a pandemic, especially in light of overloaded and weak health systems. The readiness of communities and civil society to respond in a pandemic event will be fundamental to improving compliance with public health measures to reduce morbidity and mortality. The Red Cross Red Crescent's experience with awareness campaigns and social mobilization will be crucial in reaching out to the people most affected by enforcing public health measures. Informed volunteer recruitment and training has to start early in order to be ready to face a potentially wider influenza outbreak.

The International Federation, though its Zonal offices (particularly in Panama for the Americas), has already taken a proactive approach in supporting National Societies in their efforts to control or mitigate the effects of influenza and is relying on the comparative advantage of its members to reach at-risk or vulnerable communities. In Mexico for example, where the outbreak occurred, the assistance from the Federation's DREF is supporting the Mexican Red Cross' already substantial efforts to target some 2 million beneficiaries

(country-wide) with a focus on:

- Awareness campaigns (national scope).
- Delivery and distribution of 20,000 personal protection kits for health professionals.
- Distribution of brochures and masks (50,000 pieces).
- 4,000 ambulance protection kits.
- 2 inflatable quarantine tents.

While the scope of the situation is not as serious in Canada, the Canadian Red Cross has been similarly very active in working closely with the authorities to mitigate the potential effects of this outbreak

Disaster preparedness projects (funded either through annual appeals or through support provided by the Federation's DREF) provide the basis for the Federation's actions, and National Societies will increase efforts, with technical guidance, support and advice provided by the International Federation's (Secretariat) Health and Care Department (public health in emergencies), working with its Avian and Human Influenza Unit and through its regional and national health networks.



Mexican Red Cross staff and volunteers are actively involved in supporting the response efforts

The proposed operation

The Federation emphasizes that the situation is evolving rapidly; the preliminary nature of the strategy reflected in this appeal document will be adjusted according to the evolution of the outbreak. The following three main objectives have been developed:

Objective 1: Support National Societies' efforts to increase their capacity, working in partnership with their governments, to tackle influenza at community or local level in affected countries, thereby mitigating the threat of a pandemic and the challenges it may pose and reducing the risk of human cases.	
Expected result	Activities planned
The response capacities of National Societies have been reinforced.	<ul style="list-style-type: none"> • Improved communications. • Developing or updating guidance on staff and volunteer health and protection. • Developing, printing and translating information and education materials and communication messages. • Advocacy for National Societies' role in complementing their government's efforts. • Mapping of National Society actions and identifying support requirements and actual involvement.
Objective 2: Provide resources and structural support so that countries and communities at risk of influenza can increase their preparations for a possible pandemic and are ready to train their staff and volunteers.	
Expected result	Activities planned
Resources and structural support has been provided resulting in at-risk countries and communities have increased their preparations, including training staff and volunteers.	<ul style="list-style-type: none"> • Public awareness and education campaigns (hygiene & health promotion). • Community-based First Aid. • Prepare country and community level contingency plans. • Training, establishing and organizing National Society and community's response teams (for example, National Disaster Response Teams, community response teams, etc). • Providing logistical support for procurement and stockpiling of emergency medical and non-medical items (masks, gloves, aprons, pairs of rubber boots, and hygiene supplies such as soap and disinfectants would be necessary to cover the needs of volunteers, staff and the general population for six months). • Increasing partnerships at the local level; and improve performance in community-based surveillance, social mobilization and community outreach activities.
Objective 3: Plan for and advise on Business Continuity Plan (BCP) initiatives at the global, zonal and National Society levels, thereby ensuring that essential services to communities and coordination of activities are supported or reinforced.	
Expected results	Activities planned
BCP initiatives have reflected progress in supporting or reinforcing essential services to communities and coordination of activities.	Defining roles and responsibilities and identifying capacity needs; and considering organizational and "core business continuity" measures.

Risks and challenges: Depending on the evolution of the outbreak, the Federation anticipates the following immediate to medium-term challenges in pandemic outbreak management:

Health	Socio-economic	Communications, transportation; infrastructure
<ul style="list-style-type: none"> • Sanitation, particularly at the level of health institutions in developing countries. • Capacity of health systems in developed countries with safety regulations that are too stringent. • Hospitals closed for non-pandemic influenza patients. • Potential use of the Red Cross Red Crescent Movement's health and water and sanitation emergency response units (ERUs) in national response. • Capacity of health systems facing severe staff shortages due to disease, together with overloaded health institutions. • Attending to cases that cannot be repatriated or are in quarantine and of healthy expatriates who cannot return home. • Psychological support to those affected. • Tracing of family members and survivors. • Care of orphans and vulnerable children. • Lack of water and possibly emerging water-borne diseases. 	<ul style="list-style-type: none"> • Banking constraints. • Breakdown of supply. • Fear or xenophobia. • Delayed payment of wages and salaries. • Lack of experience of governments with outbreak management. • Constraints with sanitation and waste management, and water (possibly increased related diseases). • Significant psychosocial impact. 	<ul style="list-style-type: none"> • Public transport constraints. • Air transport. • Public institutions closed. • Media and reporting (information flow challenges). • Lack of human resources. • Extreme overload and/or breakdown of telecommunications. • Lack of electricity for heating and cooking. • Lack of fuel (transport, heating, generators). • Security management.

Coordination and partnerships

The International Federation's planned actions are intrinsically linked with, and complementary to, the UN (and other) agencies. In May 2005, WHO and the International Federation signed a global agreement outlining areas of collaboration, one of which is public health in emergencies, an important area in which the two organizations highlighted their need and willingness to cooperate more closely. Since the 2005 signing, there has been significant progress, useful insights and considerable advances in terms of planning and preparedness, involvement in consultations and in the development of tools and other initiatives. Within these areas the International Federation is already addressing key elements according to member National Society roles, leveraging ongoing partnerships with organizations such as the Global Outbreak Alert and Response Network (GOARN); the UN System Influenza Coordination (UNSIC), and major NGOs in humanitarian pandemic preparedness (H2P). The declaration for coordination and collaboration signed with more than 22 international organisations and NGOs lends to the efforts.

Communications – Advocacy and public information

Extensive media relations, accurate and comprehensive public information campaigns and the production and distribution of key public health messages are specifically important when preparing for and responding to a global health threat, such as that posed by swine flu.

Additionally, there is a requirement to maintain a steady flow of timely and precise information between the field and other major stakeholders which is vital for fundraising, advocacy and maintaining the profile of emergency operations.

During an operation, communications between affected populations and the Red Cross and Red Crescent, as well as with the media and donors, is an essential mechanism for effective disaster response and the cornerstone to promote greater quality, accountability, and transparency. The communications activities

outlined in this appeal are aimed at supporting the National Society to improve their communications capacities and develop appropriate communications tools and products to support effective operations.

These activities are closely coordinated with the Communications department of the International Federation's Secretariat in Geneva and globally with the respective IFRC Zones.

In terms of developing specific strategies towards achieving planned objectives, the Federation is focused on:

- Conducting sustained and proactive media outreach campaigns including the drafting and distribution of daily communiqués to the world media.
- Producing appropriate communication tools to support advocacy efforts of national societies with their governments as well as the global advocacy objectives of the IFRC.
- Public communications that are mindful of the distinctive added value that the Federation brings to fighting pandemics and promoting the vital role our National Societies and volunteers play at the community level, including the multi-varied aspect of their activities.
- The National Society response will be at the forefront of public communication, and all efforts will be made to gather pertinent data through the network.
- Webstories and interviews together with daily operational updates, and the provision of photo and video materials, will be the main vehicles for this strategy.

This public communications strategy will portray the cohesiveness and effectiveness of National Society preparedness and response action, carried out with the Federation's support.

Capacity of the Federation

The International Federation is ideally positioned to deliver because of its unique dual role in supporting the formal auxiliary relationship that National Societies have with their national authorities or government ministries, coupled with its expertise and capacity to reach the most vulnerable people in the community. In delivering assistance or support to disaster response, the International Federation, through its member National Societies, relies on a massive worldwide network of volunteers, a presence in over 186 countries and extensive knowledge of disaster response delivery and services.

Based on these existing strengths and through its response systems, the International Federation has already been operational over the previous few months, supporting and working in partnership with National Red Cross and Red Crescent Societies, national authorities, the United Nations and other key actors. The strength of the International Federation is its capacity to deliver an effective global response with core health and care assistance to vulnerable communities and groups, enhancing their resilience and coping mechanisms, and to reinforce and complement weak national health care systems.

The International Federation has undertaken similar tasks in the past by successfully responding to a global health risk. During the severe acute respiratory syndrome (SARS) epidemic in 2003, National Societies in Cambodia, People's Republic of China, Indonesia, Japan, Democratic People's Republic of Korea, Lao People's Democratic Republic, Mongolia, Myanmar, Philippines, Singapore, Thailand and Viet Nam, with International Federation support, made it possible for volunteers and members to reach out to a large number of people with preventive measures. These measures included support and training for volunteers, community-based health workshops, production and dissemination of information and education materials, distribution of hygiene kits and other supplies, and increased publicity and advocacy on public health issues.

In early 2007 the Federation assumed the lead status of a program called Humanitarian Pandemic Preparedness (H2P), where it acts as a convening authority for USAID-supported NGOs to coordinate the development of generic messages, tools and guidelines for pandemic preparedness. Later that year the International Federation collaborated closely with 23 UN agencies, international organizations, major NGOs and humanitarian agencies in a declaration on humanitarian cooperation in pandemic preparedness and response. Follow-up actions included strengthening existing emergency systems, working together with national and local partners and with governments to meet humanitarian needs during a pandemic, conducting a joint inter-agency simulation exercise aimed at testing preparedness, identifying priority countries for support, finalising complementary pandemic preparedness and response plans, and preparing a joint exercise.

Budget summary

See attached budget for details.

Yasemin Aysan
Under-Secretary General
Disaster Response and Early Recover Division

Bekele Geleta
Secretary General

How we work

All International 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 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".

Global Agenda Goals:

- 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

For further information specifically related to this operation please contact: In Geneva: Flemming Nielsen, Head, Operations Coordination Team; phone: +41.22.730.42.33; email: flemming.nielsen@ifrc.org

[<Preliminary Emergency Appeal budget below; click here to return to the title page>](#)

Annex 1: Preliminary appeal budget summary
Pandemic influenza: response and mitigation

Appeal n° MDR00002

	Total
<u>RELIEF NEEDS</u>	
Shelter	0
Construction Materials	0
Clothing & Textiles	0
Food	0
Seeds & Plants	0
Water & Sanitation	450,000
Medical & First Aid	500,000
Teaching Materials	1,200,000
Utensils & Tools	0
Other Supplies & Services	100,000
Total Relief Needs	2,250,000
<u>CAPITAL EQUIPMENT</u>	
Land & Buildings	0
Vehicles Purchase	0
Computers & Telecom Equipment	100,000
Office/Household Furniture & Equip.	0
Medical Equipment	0
Other Machinery & Equipment	0
<u>TRANSPORT, STORAGE & VEHICLES</u>	
Storage - Warehouse	0
Distribution & Monitoring	100,000
Transport & Vehicles Costs	100,000
<u>PERSONNEL</u>	
International Staff	100,000
Regionally Deployed Staff	100,000
National Staff	200,000
National Society Staff	300,000
Volunteer incentives	400,000
<u>WORKSHOPS & TRAINING</u>	
Workshops & Training	250,000
<u>GENERAL EXPENSES</u>	
Travel	170,000
Information & Public Relations	300,000
Office running costs	0
Communication Costs	300,000
Professional Fees	0
Financial Charges	0
Other General Expenses	47,059
<u>PROGRAMME SUPPORT</u>	
Programme Support - PSR	282,941
Total Operational Needs	2,750,000
Total Appeal Budget (Cash & Kind)	5,000,000
Available Resources	
	0
Net Request	5,000,000