

Mid-Year report



International Federation
of Red Cross and Red Crescent Societies

Disaster services

Appeal no. MAA000040

August 2011

This report covers the period
January to July 2011

Photo: volunteers from the Cote d'Ivoire Red Cross were some of the first to conduct assessments and deliver assistance to those affected by the post electoral disturbances. **Sophie Chavanel, IFRC FACT.**



In brief

Programme outcome: To further strengthen National Societies to deliver appropriate and timely disaster and crises preparedness, response and recovery assistance to vulnerable people.

Programme(s) summary: The implementation of the Disaster Services plan during the first half of 2011 was characterized by a relatively low number of mid to large-scale disasters requiring global support and the limited amount of funding available to progress important work on strengthening the coherence of the global disaster management system. Despite the challenging funding climate there has been some significant progress in a number of disaster services priorities.

The Disaster Services department provided timely and effective technical assistance to National Societies and Federation Secretariat global DM team including with analysis and planning for nine Emergency Appeals and 46 Disaster Relief Emergency Fund (DREF)-supported operations. This also included direct technical assistance in-country for contingency planning, response preparedness, assessment, analysis and planning for the Federation response to civil unrest in Cote d'Ivoire / Liberia and across the Middle East North Africa region. Technical assistance was also provided for recovery programming and the scaled-up use of cash transfer programming in Pakistan.

Operations quality assurance was supported through the facilitation of a real time evaluation (RTE) of the Middle East North Africa civil unrest operation, through work towards the development of global disaster response standard operating procedures (including support to the review of Asia Pacific Zone DM Standard Operating Procedures or SOPs) and the further

development and piloting of a new timely approach to Emergency Appeals and quality approach to operational Plans of Action. In response to feedback from National Societies -- through the International Coordination Group (ICG) and the Disaster Management Working Group (DMWG) and in follow-up to the recommendations of the Pakistan 2010 Floods RTE, the Disaster Services department drafted global guidance on roles and responsibilities for the Federation Secretariat disaster response.

Focused and flexible global surge capacity was maintained throughout the reporting period, with 2 FACT deployments (Cote d'Ivoire, Tunisia) and 4 ERU deployments (Tunisia). Major progress was achieved in the development of a Head of Emergency Operations (HEOps) pool and roster, through a consultancy-led feasibility and design study and concurrently through the work of DSD in leading the Business Process Improvement Team (BPIT) for emergency human resources. Work also continued on revisions to the FACT and Team Leader training curricula and DSD provided direct support to 21 surge-related training events.

Work also continued on a number of important global DM systems, procedures, guidelines and training. Most notable was the revision of the global contingency planning guidelines, the development of Movement guidance for working with EU civil protection, the finalisation of livelihoods and recovery guidelines and the development of an e-learning module on the use of cash in emergencies. Needs assessment tools and guidance revision did not progress due to the lack of available funding, but planning for a new tool on earthquake preparedness and response was well advanced for completion in the second half of 2011.

DM information analysis and learning was also hampered by the lack of programme funding available, and due to the delayed launch of the new IFRC website. The DM induction course e-learning project was fully scoped and will proceed as soon as funding can be secured. The DMIS platform was maintained and capacity for Federation Secretariat mapping of disasters was enhanced.

Disaster Services department also made important contributions to humanitarian standards and leadership during the first half of 2011. Through the hosting of the Sphere Project – DSD was involved in the development and approval of the new handbook (minimum standards in humanitarian response) and the global DM team supported launch events around the world. Through representation on the Sphere Board and on the SCHR working group, the Head of Disaster Services was influential in leading the process for convergence between the various inter-agency quality and accountability initiatives. Disaster Services also supported the re-launch of the Disaster Management Working Group and provided secretariat support to the Disaster and Crises Management Advisory Body (DCMAB) which is overseeing the revision of the Principles and Rules for Disaster Relief. Disaster Services staff were well represented and appreciated for their contributions to key IASC bodies including the Sub-Working Group on Disaster Preparedness and the Needs Assessment Task Force.

Disaster Services department also took a key role in elaborating upon Strategic Aim 1 of Strategy 2020 through contributing to the development the IFRC position paper on disaster management and is leading Federation Secretariat efforts to develop a new Strategic Operating Framework for disaster and crises management aligned with S2020 and the SGs objectives.

Looking ahead to the remainder of 2011, Disaster Services department will play an important role in scaling up and quality assuring the IFRC operational response to the humanitarian crisis unfolding in the Horn of Africa. The department will seek to implement all of the priorities within the existing 2011 plan – funding permitting, and will play an important support role to the statutory meetings planned for the forth quarter of the year.

Financial situation: The total 2011 budget is CHF 2.8m of which CHF 1,043,098 (37 per cent)

was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 872,269 (31 per cent of the appeal budget and 84% of the total available funding). [Click here to go directly to the financial report](#)

No. of people we have reached: close to 9 million people benefited directly or indirectly from secretariat or National Society supported interventions during the reporting period (see graph below). There is a close correlation between the number of people reached or assisted and the activities carried out within the agreed 2011 plans. One can anticipate that a similar number of people will benefit from activities over the remainder of the year (depending on actual disaster events).

Our partners: Close cooperation continues to be maintained with the traditional partners -- ICRC and all partner National Societies. This occurs more intensively during disasters. External partnerships include the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) and the Inter-Agency Standing Committee (IASC) and its member organizations, including non-governmental organizations (NGO), NGO consortia, and research and scientific organizations (DMIS and climate change). Partnerships are also maintained with the Cash Learning Partnership (CaLP) and inter-agency group of leading NGOs in the field of cash based humanitarian response.

Context and progress towards outcomes

Despite the significant funding challenges in 2011, DSD has continued to provide effective and targeted disaster response support to zone colleagues and the membership at-large while pursuing its immediate programme planning priorities in anticipation that the required funding will materialize in the latter half of the year. The two graphs below (*source: DMIS*) illustrate the number of people reached in 2011 and the scope (and type) of disasters registered in 2011.

Figure 1: Disaster response beneficiaries by region: 2011

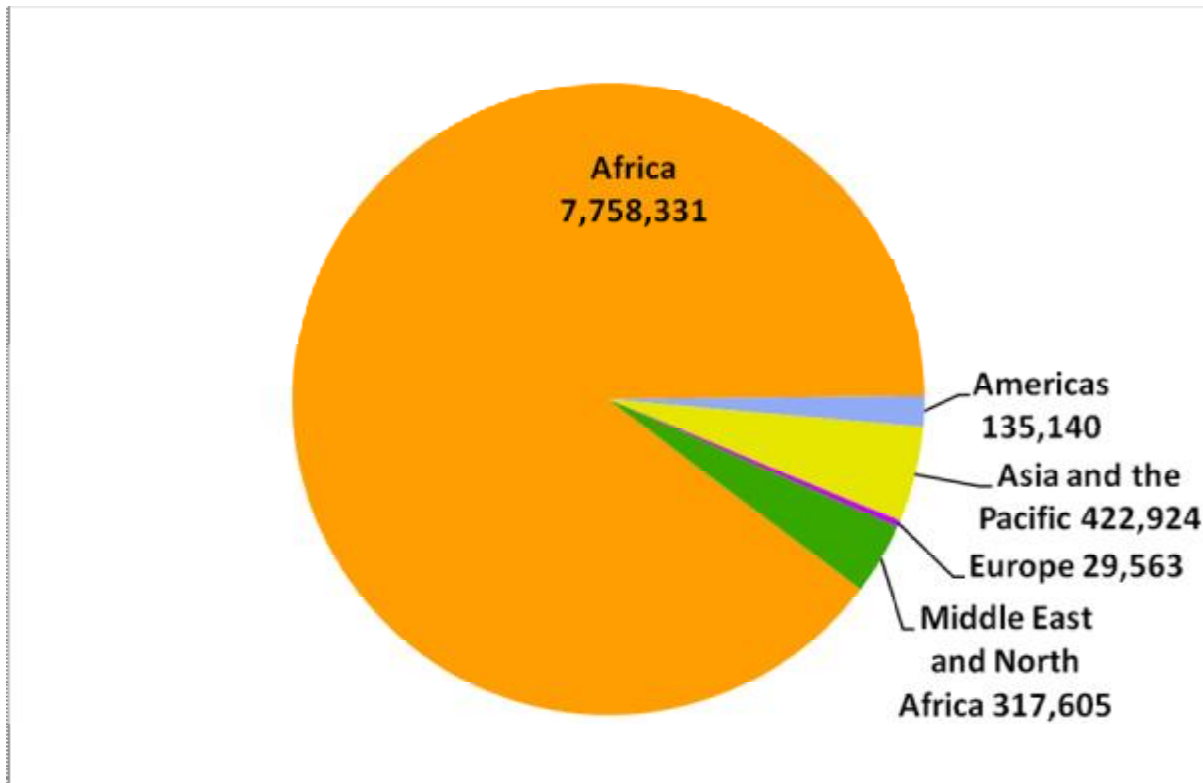
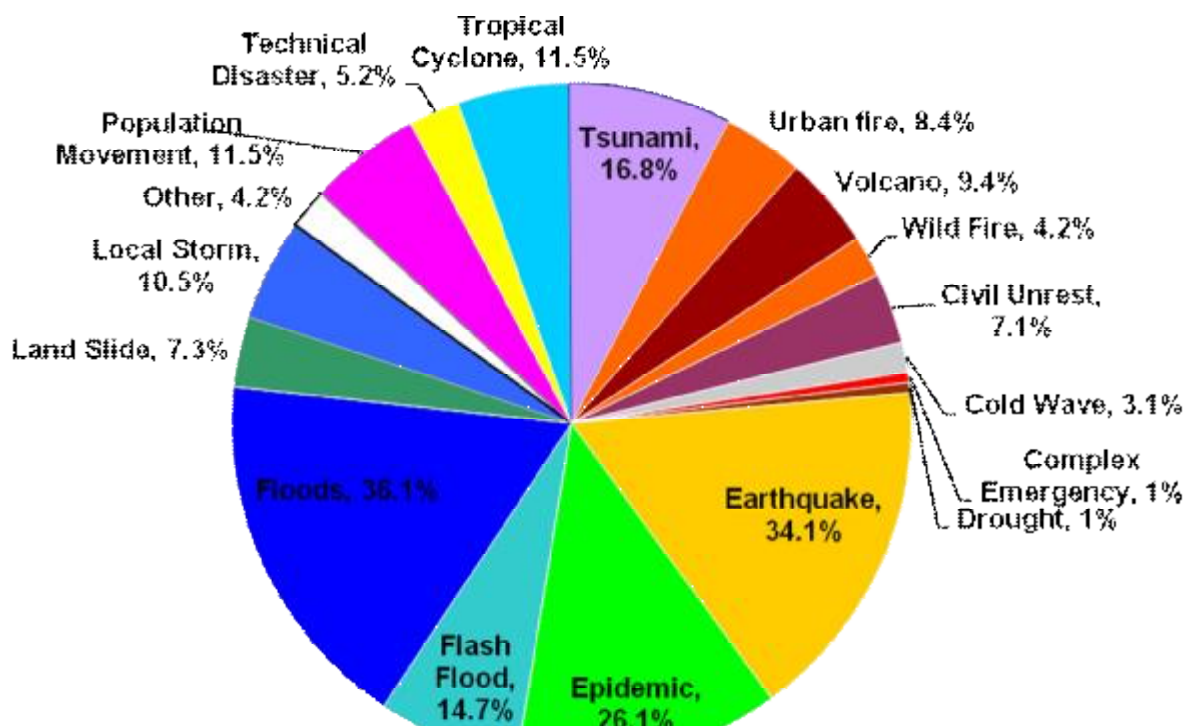


Figure 2: Type of disasters in 2011 (January – June)



Summary of the detailed activities undertaken from January to July 2011:

Programme component 1: Coordination and technical advice on disaster preparedness, response and recovery.

Outcome: National Societies are provided with timely and effective technical assistance on disaster preparedness, relief and recovery with a focus on assessment, analysis, planning, programming, and learning.

Progress and achievements

- Delivery of cash-based responses:** the Asia Pacific Zone hosted the first global cash and voucher training in Kuala Lumpur from 2-5 May 2011. Zonal, regional and country level DM staff and delegates trained together with finance, logistics and PMER staff to learn how to assess and design cash based interventions. Two further Zonal trainings will be rolled out in Panama in August and Nairobi in September. For inter-agency learning and shared experiences, basic and advanced cash and voucher training courses continue to be delivered by the CaLP. Its global training calendar is available via the website www.cashlearning.org To further support multi-sectoral training needs, IFRC will support the development of a cash and shelter multi-agency training tool in coordination with CaLP and the Shelter Forum. Training will reflect inter-agency learning, defined good practise and standard approaches and be available in the coming months. The launch of the Good Practise Review (GPR) on Cash Transfer Programming in Emergencies, supported by CaLP and IFRC occurred in July in London. For further information, please contact the cash transfer programming coordinator, Heidi.gilert@ifrc.org and contact CaLP: info@cashlearning.org or visit: www.cashlearning.org
- Cash transfer programming (CTP):** in addition to developing skills through training IFRC has initiated a process to develop the systems and procedures to be able to

deliver CTP at-scale immediately following a disaster event. The project is being co-developed between programming and logistics with an internal steering group that has been formed of legal, audit, finance, logs and programming. This will ensure that any systems and resulting SoPs and programming guidance and training will be institutionalised for the benefit of the whole Federation. [For further information, please contact Emma Delo, Senior Officer Recovery emma.delo@ifrc.org](mailto:emma.delo@ifrc.org)

- **Contingency planning guidelines:** the current version of the contingency planning guidelines was produced in 2007. With changes in the external humanitarian landscape and with some practical experience of using the guidelines it was felt that now was an opportune moment to conduct a review and eventually improvements so that they are more user-friendly and accessible. The improved guidelines will support more effective and higher quality contingency planning by National Societies and DM practitioners in the field. The review was based on a wide-ranging literature and document review and interviews with secretariat and national society staff. The final draft of the revised contingency planning guidelines was circulated to all zones and various departments in Geneva for their comments. The field testing of the guidelines has been completed and final round of comments are being incorporated before being presented in the global response preparedness workshop and eventually sent for design and printing.
- **Relief software project** the Relief Emergency Assessment Coordination Tool (REACT) project has progressed with the most recent development the incorporation of planning and monitoring of all relief phases. Based on the initial pilot and with the feedback received a decision was taken to re-scope phase 1 and to incorporate a data analysis tool developed by the Kuala Lumpur zone office and the logistics system development initiative. The status of the project was discussed at the Relief & Logistics ERU meetings held in Geneva in May 2011, and a proposal was tabled to set up a Relief Task Force to work on the relief business rules. This Relief Task Force will provide feedback and guidance to the ongoing initiatives (logistics supply chain management project, REACT, KL data analyses tool, etc.) to ensure complementarity and integration between these related projects.
- **Earthquake emergency preparedness, response and recovery guidelines:** with the financial support of the Japanese Red Cross and in consultation with various stakeholders, this guideline has been developed to assist Red Cross and Red Crescent Societies and their local partners to strengthen emergency preparedness, response and recovery capacities for future earthquake programming. The intention is to make available a resource that will help community's better cope with risk and enable a more timely and appropriate response and recovery from the effects of earthquakes.
- **Response preparedness matrix:** taking into account the current trends and priorities, both within our membership as well as the wider humanitarian environment that suggests/identifies institutional preparedness for response as a key operational element, a 'Response Preparedness Matrix' has been developed. This builds upon work already undertaken for the global response continuum. This brief framework, with a one-page background will help DM practitioners within our system with a consolidated list of response preparedness priorities at different levels with potential linkages.
- **DSD support to the Budapest Zone office to reinforce DM operations and to advance the 2 following portfolios:**
 - ü **Military civil defence authorities (MCDA):** with the objective of leading the IFRC's global efforts to provide Movement guidance on relations with civil protection actors and to contribute to positioning on relations with military actors and representation in MCDA fora, the following activities have been carried out during the reporting period: guidance provided to the Europe Zone on relations with MCDA while supporting country offices in their relations with

Military actors; support to the Movement civil protection working group; participation in the IASC informal working group on civil military relations; participation to the UN consultative group on MCDA; participation in the civil protection conferences in Bonn and Reykjavik, information days and other bilateral meetings in EU Brussels on the civil protection financial instrument; input into a range of briefing papers on civil military relations (gaps and issues) to support the IFRC participation in the IASC principles meeting.

- Ü **Restoring family links (RFL):** with the objective of leading the IFRC input to implementing and reporting on the Movement Strategy for Restoring Family Links, the following activities were carried out: ongoing support provided to the Europe Zone National Societies to strengthen capacities to restore family links in disasters by facilitating cooperation and the provision of technical support from the ICRC; support to 4 RFL liaison meetings; participation in the RFL implementation group and coordination of Federation inputs to the meeting; draft RFL input to the Plan of Action template; inclusion of RFL references into recovery guidance.

Programme component 2: Quality assurance support to operations.

Outcome: Improved performance management and accountability for International Federation disaster services and operations, with a focus on assessment, analysis and planning.

Progress and achievements

- **Provision of support to respective IFRC Zones for 9 Emergency Appeals and operations launched over the January to June 2011 period:** in addition to the considerable technical involvement in DREF-funded operations (covered in greater detail in the DREF mid-year report), vital support was also provided to launch and begin implementation of the following Emergency Appeals and operations:

Appeal Title (number)	Date launched	Number of beneficiaries	Current budget (CHF)
Sri Lanka: Floods (MDRLK003)	14 January 2011	75,000	4,622,804
Kenya: Population Movement (MDRKE014)	9 March 2011	20,000	3.6m
Kenya: Drought (MDRKE016)	4 April 2011	1,000,000	4.9m
Cameroon: Cholera (MDRCM011)	4 April 2011	87,500	1.3m
Namibia: Floods (MDRNA006)	8 April 2011	37,457	1.8m
Bolivia: Floods & landslides (MDRBO006)	1 March 2011	2,500	518,725
Middle East and North Africa: Civil unrest (MDR82001)	1 March 2011	250,000	14.1m
Côte d'Ivoire: Post Election Civil Unrest (MDRCI003)	16 June 2011	60,000	6,702,008
Sudan: Civil unrest response (MDRSD011)	1 July 2011	173,000	3,758,917

Programme component 3: Providing focused and flexible surge capacity.

Outcome: Adapted disaster response tools and reliable surge capacities that are always available for appropriate and timely response to disasters, in a seamless arrangement that connects local to global efforts.

Focused and flexible global surge capacity was maintained throughout the reporting period with FACT deployments to Cote d'Ivoire, Tunisia and ERU deployments to Tunisia.

Progress and achievements

Global surge capacity - Emergency Response Units (ERUs) and Field Assessment and Coordination Team (FACT):

- **Operational deployments):** Four ERUs (Logistics, Relief, Base Camp, and Mass Sanitation) were deployed in support of the Tunisian Red Crescent during February, March and April 2011, with additional human resources support from the IT & Telecoms ERU group.
- **Head of Operations roster:** Significant progress was made in the Head of Emergency Operations (HEOp) initiative. This responds to feedback from National Societies -- through the International Coordination Group (ICG) and the Disaster Management Working Group (DMWG) -- and follows-up the recommendations of the Pakistan 2010 Floods RTE. Through a consultancy-led feasibility and design study and DSD's work in leading the Business Process Improvement Team (BPIT) for emergency human resources, this HEOp project is intended to respond to the acknowledged need to ensure the availability of experienced operational managers in medium to large-scale disasters. The January 2011 surge meeting in Montreal served as the catalyst for confirming progress with the HeOp initiative. More specifically, the HeOps project entails the contracting of up to 3 heads of emergency operations on a full-time basis to the Federation while 'developing' 10-15 Heads of Emergency Operations from National Societies and Secretariat offices, available on a standby roster for coaching and mentoring, and eventually deployment. In July 2011 the IFRC's Global Senior Management Team (GSMT) welcomed and endorsed the initiative.
- **ERU Standard Operating Procedures:** the ERU SOPs were in the process of being revised (from the 2008 version) and will be ready by August/September 2011.

Programme component 4: Coherent disaster management systems, procedures, guidelines and training.

Outcome: New and existing disaster management tools, guidance and training materials are effectively harmonised, quality assured and disseminated to support disaster operations.

Progress and achievements

- **Surge training:** twenty ERU training courses took place in the March – June period, organized by the Austrian (water & sanitation), British (logistics and sanitation), Canadian (health), Danish (logistics and relief), German (water & sanitation), Finnish (IT & Telecom), French (health), Norwegian (health) and Spanish Red Cross (health and water & sanitation). Support was provided by Federation staff from Geneva and Zone offices. The Relief and Logistics ERU National Societies met for their annual technical meeting at the Federation's Secretariat. This meeting is instrumental in looking back at past operations, ensuring standardization of methodology and approaches, delegates' profiles and any related, technical matters. Participants in this year's joint meeting were: American, Belgian, British, Danish, Finnish, French, Spanish and Swiss Red Cross. In addition two ERU relief trainings (Danish Red Cross ERU relief from 23-29 May in Denmark and a Finnish Red Cross ERU relief from 8 -13 March in Finland) were supported in the form of participation from the IFRC/DSD senior relief officer.
- The 41-participant **FACT induction held in Chile** in February 2010 was a first for South America. Largely designed as an outcome from the Haiti Real-time Evaluation (RTE) for the need to include more National Societies from Spanish-speaking countries in the Americas, Chile was selected for the induction because of its strong base (headquarters, branch and volunteer), and ongoing response and recovery activities as a result of the earthquake in 2010. This induction was particularly notable due to the shift of the simulation exercise from a desk top exercise to a purely field-based exercise.

- **Plan of Action (PoA) and revised appeal and reporting formats:** significant work and progress has been achieved to further develop, refine, and begin to mainstream the PoA initiative and tool, and adjust the related appeal and reports processes accordingly. The table below captures the rationale, status, and proposed direction of these inter-linked initiatives:

	APPEAL	PLAN OF ACTION
Purpose	<ul style="list-style-type: none"> • Marketing and positioning document to promote the operation to external audience & public and generate funding. • Preliminary appeal based on available information - revised appeal summarises the PoA. • Launched by the Federation at the request of a National Society. 	<ul style="list-style-type: none"> • A management tool to support implementation. • Detailed plan with objectives and indicators / logical framework, with report on those indicators. • All FACT / ERU plans to be incorporated into the PoA. • Provides interested donors with necessary detail for funding decisions
Who by	DM & RM.	Operations / DM programme manager with support and input from PMER.
Who for	The general public, National Societies (fundraising efforts), and Governments.	For the operation's management team and its main stakeholders (includes key donors).
Scope	Secretariat and potentially could cover Federation-wide operation.	Covers Secretariat operation.
Made available on	Public website.	DMIS/Fednet.

The next steps in this process (to be concluded in the latter half of 2011) involve developing a PoA “how-to” guide together with a more formalized approach (procedures) that reinforce coherence while flexibly accommodating the need for adjustments as feedback is received.

- **Information management (IM):**

- ü Advances in technology, tools, and IM expertise provide platforms to greatly improve information management that facilitates the production of concise operational reports from baseline data. Work is underway accordingly to streamline IFRC sector operational reporting templates to better flow into daily sitrep formats and to facilitate improved trends analysis, and to integrate geographic information systems (GIS) into standard operating procedures (including mapping). Organized by the FACT surge desk, a small working group has been studying how best to move forward in IM and to integrate the emerging technology in a user-friendly and pragmatic manner.
- ü **Disaster Management Information System (DMIS):** support in the form of knowledge sharing and training was effectively provided in April 2011 to the Asia & Pacific Zone office (Kuala Lumpur) to establish DMIS technical capacity and mapping expertise to serve Zone specific operations and programmes.

Programme component 5: Timely information analysis and learning.

Outcome: Improved information management approaches and tools (DMIS, early warning and early action, evaluations, and lessons learned) for operational effectiveness and decision-making.

Progress and achievements

- **Real-time Evaluation (RTE) of the Middle East and North Africa (MENA) population movement operation:** The RTE Terms of Reference were drafted and

agreed with the MENA zone in June and the evaluation team was selected and began their work with initial meetings held in Geneva and subsequently in the field. The initial verbal feedback was presented in August 2011 and the preliminary draft was anticipated in September 2011.

Constraints or challenges

The serious funding shortfall in the first half of 2011 has adversely affected progress, with a considerable impact on implementation, necessitating the need to adjust projections, plans, and activities accordingly.

Working in partnership

The key strategic partnerships established or nurtured in the course of 2010 were maintained, reinforced, and expanded in the first half of 2011, together with exploring several potential new partnerships. The IFRC continued to closely coordinate responses to major disasters with the UN Office for the Coordination of Humanitarian Affairs (OCHA), and actively participated in regular disaster response briefings as a member of the inter-Agency Steering Committee (IASC). Movement cooperation focused on ongoing coordination with the ICRC and on new agreements with partner National Societies for the global surge and disaster response tools. Existing relationships with the Steering Committee for Humanitarian Response (SCHR) and Sphere Project were also supported. In this respect, significant support was provided to the Sphere project for the launch of the new Sphere handbook. Partnerships are also maintained with the Cash Learning Partnership (CaLP) and inter-agency group of leading NGOs in the field of cash based humanitarian response.

Contributing to longer-term impact

In line with S2020 and the IFRC Secretary-General strategic objectives that focus on building or reinforcing capacity, the Disaster Services team is making steady and measurable progress to support integrated disaster risk reduction and longer-term development initiatives. In the first half of 2011, the Disaster Services department facilitated or was involved in a number of important initiatives to contribute to longer-term programme impact including:

- On a case by case basis, making DSD staff available to operations to support Zones and/or National Societies to ramp or scale-up disaster response capacity, with a focus on accountability, coordination, and real time review that can be used to immediately improve service delivery.
- Ensuring that all programme components within the Disaster Services appeal share a focus on National Society capacity building as a vital part of the effort to contribute to longer-term (sustainable) impact.
- Pursuing integrated approaches to disaster management and risk reduction by linking strategies and activities for disaster preparedness (community based and institutional) with disaster response and recovery. Initiated in 2010, this is being achieved through collaborative work planning and joint initiatives such as the work on assessment training.
- Strengthening the understanding of S2020 Strategic Aim 1 through technical assistance and on defining models and approaches in post-disaster recovery programming while promoting the increased integration of food security and livelihoods interventions in disaster operations. Wide consultation and consolidation of programming experience across the Federation has fed into a first working draft of simple recovery programming guidance for National Societies. This along with the development of content for e-learning modules for cash transfer programming and livelihoods programming will be available for capacity development in the latter half of 2011.

- Providing additional resources for disaster preparedness and strengthening the links between community-based and institutional approaches to preparedness.
- A more systematic and transparent approach to institutional early warning and early action should also support the longer-term impact of reducing disaster risk. The Disaster Services department is continuing to collaborate with a number of scientific partners to improve the predictability of disasters and to use Red Cross Red Crescent networks to gather and disseminate timely and relevant information.

Looking ahead

DSD's efforts will continue to focus on aligning its work in accordance with the priorities outlined in the Secretary General's objectives and Strategy 2020. More specifically, over the remainder of 2011 and beyond, renewed efforts will be made in the following key disaster preparedness, response, and recovery priorities:

- Integrating a gender perspective and other tailored programming to become a core element in IFRC's strategic portfolio of disaster management options.
- Stronger or reinforced cooperation, coordination and support arrangements between the secretariat in Geneva and in the Zones – including ongoing support to Zones and regions for disaster response coordination, improved planning, performance management and accountability.
- Development and maintenance of harmonized DM standard operational procedures and systems.
- Increased knowledge, skills and human resource base for integrated preparedness, response and recovery programming.
- Promoting a DM learning and accountability culture within the IFRC.

This work will continue in 2012 and beyond, and will be further aligned with the evolving IFRC planning framework.

How we work	
<p>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.</p>	
<p>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.</p>	<p>The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:</p> <ol style="list-style-type: none"> 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	
<p>For further information specifically related to this report, please contact: Simon Eccleshall, Head, Disaster Services Department: simon.eccleshall@ifrc.org; phone +41 22 730 4281; and fax +41 22 733 0395</p>	