

Purpose, objectives and main concepts:

1. This Emergency Response Framework describes clear roles and responsibilities across all levels of the IFRC secretariat, to support timely, predictable and accountable emergency response decision making. It is informed by the 2015-2016 restructuring process and builds on the related matrix operational model to:
 - Provide an articulated framework, to deliver faster, more streamlined, and empowered decision-making in emergency response situations.
 - Support a level of consistency and coherence across the working modalities, capacities and resources of IFRC Headquarters and the Regional Offices (ROs) to address the current culture of competition and duplication.
 - Underpin an increased commitment to accountability for operational decision-making and service delivery.
2. The Framework revolves around the following main concepts:
 - ROs bear the overall accountability for emergency response situations.
 - The degree of engagement of the different IFRC Secretariat levels (CO/CCST-RO-HQ) varies according to the disaster and crisis categorisation.
 - Task Forces set up at all three levels ensure appropriate coordination during the initial phase of an emergency response.
3. The Framework builds on previous work in the area¹ and on engagement by a consultant with regional and HQ staff working in response and support functions and through interviews with the Global Leadership Team (GLT). It provides the overarching frame for the alignment of tools and systems related to emergency response.

Yellow	Responds to a localised emergency covering a small area or number of beneficiaries. This is normally managed at a country level (by a NS), with any necessary technical or management support provided by the RO (e.g. RDRT mobilisation). If necessary, the RO seeks support from HQ (e.g. DREF).
Orange	Responds to an emergency affecting a wider area (or areas) and a higher number of beneficiaries (including potential spread), and may also receive a level of international attention or experience a level of complexity. Technical and management support is still provided by the RO, but HQ is engaged at the start-up of the operation to provide DREF, technical quality assurance on Emergency Appeals and technical support or global surge capacity as required and ensure global coherence and compliance with standards.
Red	Responds to an emergency of scale, affecting a wide area and high number of beneficiaries, with level of complexity or risk that makes it an organisation-wide priority for the IFRC secretariat at all levels. Technical and management support is coordinated by the RO, but provided by both RO and HQ, and regular task force meetings are held to ensure effective management and information flow. Regional and global surge capacity is activated per default (upon the request of the NS). HQ takes on a stronger role in terms of global coherence and compliance with standards and there may be the need to establish support functions at the HQ level, as well as the regional level.

¹ *Disaster categories and levels for IFRC*, Position paper October 2014; *IFRC Secretariat Global Disaster Response Standard Operating Procedures (SOPS)*, draft February 2014; *Draft guidance note: Federation Secretariat Roles and Responsibilities in Disaster Response*, draft June 2011; *Business Practices: Framework for designating roles and responsibilities*, agreed by SMT November 2010; *Communications Protocols for Disaster Management* – draft paper February 2010.

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List of Acronyms:

CO	Country Office	HQ	IFRC Headquarters, Geneva
CCST	Country Cluster Support Team	RACI	Responsible / Accountable / Consulted / Informed
DREF	Disaster relief Emergency Fund	RD	Regional Director
EA	Emergency Appeal	RO	Regional Office
EPoA	Emergency Plan of Action	RTE	Real-time Evaluation
ERU	Emergency Response Unit	SOPs	Standard Operating Procedures
FACT	Field Assessment and Coordination Team	SCT	Shelter Coordination Team
GLT	Global Leadership Team	USG P&O	Under-Secretary General, Programmes & Operations

A. Principles Underpinning the Framework:

- 4. The different components of the secretariat operate as “**one unified secretariat**” and the secretariat’s emergency response is based on mutual respect for the different roles being carried out at country, regional and global levels.
- 5. In line with Strategy 2020 and the Plan and Budget 2016 – 2020, the IFRC commits to **deploying resources and managing operations as close as possible to any disaster or crisis**. This means ensuring capacity to support the response at the nearest level to the operation. It also requires a system of “delegated authority”, to deliver the response at the most effective and efficient level required for its scale and complexity. Roles, responsibilities and accountability should not be substituted for at another level.
- 6. Management is responsible to ensure that, while operating within a particular context, **IFRC policies, procedures and standards are adhered to** as part of a commitment to operational excellence. This includes ensuring operations are carried out in accordance with the Principles and Rules for RCRC Humanitarian Assistance².

² The Principles and Rules for RCRC Humanitarian Assistance was adopted at the International Conference 2015

7. Clear levels of **authority and accountability** are central to the approach and are vital within a matrix structure. The ROs will have overall accountability for the direction and quality of emergency response operations within their region. GLT will ensure that this accountability is made clear and is upheld.
8. The principles of **team work and collaboration** are essential for effective emergency response in a matrix organisation and should be recognized and rewarded.
9. As a unique organization with local reach and a global network, the IFRC has an obligation to **collect, analyse and share learning** from operations, both internally and externally, and to contribute to and align with shared humanitarian standards.

B. IFRC approach to emergency response:

10. The following sections describe the essential elements for a “one secretariat” approach to emergency response, upon which the roles and responsibilities are based. These points were identified by GLT as pre-conditions for effective delivery of the framework.

i) Accountability

11. Accountability is fundamental to an effective emergency response. Managers and teams will be held accountable, according to the roles and responsibilities outlined in this framework.
12. Organizational accountability is enhanced by clarity on how matrix management works across all levels of the secretariat, ensuring emergency responses are based on policies, systems and procedures rather than just on relationships. In areas where SOPs exist, these may need to be updated to align with the framework, and efforts must be made to disseminate latest agreed SOPs.
13. IFRC operational performance is also measured against global technical and programmatic standards and stakeholder feedback, and on how well operations have incorporated previous lessons. IFRC operations must include activities to strengthen institutional capacity for measuring operational deliverables and accountability.
14. Performance accountability is directly related to good human resource (HR) practices and performance management. A robust secretariat performance appraisal system, including where possible 360° feed-back (from peers, management and staff) and feedback from NS requesting assistance, is required to underpin accountability mechanisms. Reward and recognition should support this process and be in line with this framework.

ii) Human Resources

15. For the IFRCs emergency response systems to be effective human resource capacity development and surge deployment systems are critical. Effective human resource management is also a key element of accountability.
16. Basic core functions³ need to be in place in each RO (or as out posted RO staff) to ensure that the appropriate technical skills and capacities are available to deliver the support needed by National Societies (NSs) during a response. Collectively, GLT is accountable for ensuring that appropriate human resource capacities are maintained in each RO to perform core functions.

³ In line with S2020's strategy for implementation two (Sf12) and the areas of focus (AoF), plus agreed essential operational support services, the key technical support areas include: Disaster Management/Risk Reduction, Shelter, Livelihoods, Health, Water, Sanitation and Hygiene, Logistics, Finance, HR, Communications, and Resource Mobilisation/Humanitarian Diplomacy

17. If, for any reason a RO does not have the appropriate human resources in place, the RO is responsible for requesting other ROs, NS and HQ for surge support to fill these core functions with the best placed people, until the vacant positions can be filled on a longer-term basis.
18. Specific positions for new emergency response operations, should be filled in the short-term through the deployment of regional and global surge capacities, until such positions can be filled on a longer-term basis through delegate and local staff recruitment. Secretariat surge staff could also fill new operational positions in the short-term if appropriately qualified NS regional and global surge staff are not available. The RO will be responsible to identify and request the deployment of the appropriate surge capacity⁴.
19. IFRC secretariat HR and Disaster and Crisis Prevention, Response and Recovery Department (Disaster and Crisis) teams will collaborate to develop a robust system for providing secretariat surge capacity across “one secretariat”. This includes identifying skilled secretariat staff from all technical and support functions for immediate, short-term deployment (1-12 weeks) including procedures to backfill their permanent roles⁵.
20. Job descriptions and staff contracts should be aligned with this framework to enable management, technical and support staff to be available for deployment.

iii) Lesson learning and knowledge management

21. For IFRC to be a global leader in its emergency response it needs to institutionalise systems for lesson learning across all levels. Effective lesson learning and utilisation is also an important element of accountability.
22. Real time evaluations (RTEs) are commissioned by the Under Secretary General Programmes and Operations (USG P&O) for all disaster and crisis response operations meeting the criteria for RTEs in the secretariat evaluation policy.
23. RTE findings and recommendations are presented in working sessions to the relevant country, regional and global teams and the respective management response consolidated across the same levels to ensure buy-in. After a six-month period, a report is provided by the managers of the operation to demonstrate the implementation of the RTE recommendations, and this report is consolidated by the relevant Regional Director (RD) and by the USG P&O for recommendations pertaining respectively to the regional and institutional levels. The report is hereafter made publicly available. RTE meta evaluations should be conducted at least every 5 years led by the HQ evaluation team.
24. Where a full-fledged RTE is not relevant, other operational reviews and evaluations are conducted on a regular basis to support institutional learning and relevant “end of mission” reports and field reports are captured to inform future responses. Lesson learning workshops (including community engagement) are conducted for all IFRC supported responses during the last months of the operation.
25. A participatory knowledge management system will be set up and maintained to capture learning from operations and will be easily accessible for all teams across the three levels to use. In future, linkages with longer-term programming also need to be strengthened to improve learning and inform future operations. This will require strong team work between country, RO and HQ levels.

⁴ Except for the Shelter Coordination Team (SCT) which is deployed and managed directly by HQ when IFRC is requested to lead the Shelter Cluster at the country-level

⁵ Examination of the ICRC Rapid Deployment Unit to mobilise headquarters staff may be a useful model

C. Emergency Response Framework:

26. This framework outlines the roles and responsibilities to be delivered at each level of the secretariat during an emergency response. It is based on the “one secretariat” model and, as such, current global or regional procedures (including SOPs), may have to be aligned to be compatible with this overarching framework.
27. Overall, ROs are accountable for the direction and quality of emergency response operations within their region. However, each of the three levels (country, region and Global) have specific roles and responsibilities as outlined below⁶
- a. NSs are the lead actors in preparing for and responding to emergencies. **Country offices or country cluster support teams (CO/CCST)**, as the nearest actor to the response, take the primary role in supporting the NS and in planning and coordinating and (where requested) delivering IFRC support during a response. The Head of the CO/CCST is responsible for the overall delivery of the appropriate support to the NS.
 - b. **Regional Offices** take the lead in setting and maintaining the overall strategic direction of the operation and in requesting and coordinating international support, as efficiently and effectively as possible, for all operations in their region. The Regional Director is responsible for and held accountable to ensure the direction and quality of an operation in his/her region and ensures the needed support to assure this, in particular when CO/CCST do not have the required capacity to cope with a crisis.
 - c. The IFRC has a global mandate and reputation and the **IFRC Headquarters** has the responsibility to provide overarching strategic direction for all operations worldwide, and to ensure global coherence, compliance with global policies / standards and to provide technical expertise or advice and surge capacity or funds (DREF) as required.
28. All teams are required to work in close cooperation and consultation with counterparts at the other levels. However, the level of engagement will vary according to the scale and complexity of the emergency and the required response. Depending on the availability of appropriate technical and management human resources at country, regional and global levels, the next level up may work with the team closest to the response to ensure that the appropriate level of response and actions are being taken in a timely manner and identify the necessary interventions and support to ensure the quality of the response.
29. In the case of a “global emergency” across multiple regions (e.g. Zika crisis), a **global cell** will be established by the HQ to gather and feedback global intelligence and expertise to the ROs. In this context, the task force model will still be used to support the globally-informed response, and operational responsibility to lead and deliver the response will still be held by each RO.
30. The table below provides some more detail on key roles and responsibilities at each level / location within the Secretariat decentralised operational structure:

⁶ Except when IFRC is requested to lead the Shelter Cluster at the country-level, in which case HQ holds primary responsibility and accountability to deliver on IFRC’s Shelter Cluster lead agency role. The SCT falls under IFRC standard administration, finance, security etc. procedures once in country.

a) Key roles and responsibilities

<p>Country Offices / CCSTs</p>	<p>1. Manage NS relations and support</p> <p>2. Coordinate and deliver IFRC support in country</p>	<p>Before</p> <ul style="list-style-type: none"> • support NS to prepare for disaster/crisis, including risk and vulnerability mapping, contingency planning, training, pre agreements, pre-stocking, understanding of Principles and Rules for RCRC Humanitarian Assistance • strengthen NS capacity for an emergency response • engage Movement and external partners. <p>During</p> <ul style="list-style-type: none"> • work with NS to plan and deliver the response • identify / agree necessary support (technical, programmatic, funding) • support NS to coordinate / manage IFRC assistance in-country • support RTE • support NS to prepare EPOA or DREF request. • Humanitarian Diplomacy efforts • coordinate Movement and partner assistance. <p>After</p> <ul style="list-style-type: none"> • support NS to carry out lesson learning / reviews • continue on-going support to the NS
<p>Regional Offices</p>	<p>1. Lead on operational strategy / direction</p> <p>2. Manage and deploy regional surge capacity</p> <p>3. Request and coordinate international support</p>	<p>Before</p> <ul style="list-style-type: none"> • support country team / NS through technical support (preparedness, setting minimum standards. Contingency planning, risk/capacity assessment, and capacity building). • develop and maintain regional tools/systems and procedures and regional surge capacity (RDRTs) • Seek resources and partnerships to support NS. <p>During</p> <ul style="list-style-type: none"> • guide operational direction/strategy • ensure appropriate technical and management team is in place in country • mobilise/coordinate human and financial resources (deployment of regional surge and requests for global surge) • manage logistics services • support RTE • provide technical support to ensure best practice • finalize DREF application • finalize and sign off on EPOA/Emergency Appeal • ensure coordination and info sharing with international partners and with regional networks • Humanitarian Diplomacy Efforts. <p>After</p> <ul style="list-style-type: none"> • technical support to hold lesson learning, reviews and evaluations and capture learning • report on implementation of management responses to RTEs • on-going support to the CO/CCST.
<p>Head-quarters</p>	<p>1. Set and maintain global standards and coherence</p> <p>2. Provide technical expertise and thought leadership</p> <p>3. Manage and deploy global tools (DREF and surge)</p>	<p>Before</p> <ul style="list-style-type: none"> • develop and maintain global tools/systems and procedures (DREF, EA) and global surge capacity (HEOps, FACT, ERUs, SCT) • develop and maintain standards and global technical guidance for emergency response • analyse and disseminate global level risk data and map IFRC capacities <p>During</p> <ul style="list-style-type: none"> • oversee compliance with global operational coherence/standards and share relevant learning • deploy global surge capacity • provide technical guidance and support • provide technical quality assurance for Appeals (sign checklist) and operations • commission/manage Real Time Evaluations • provide global logistics services • engage with global partnerships / representation <p>After</p> <ul style="list-style-type: none"> • support reviews/evaluations and capture lessons • on-going support to the RO

b) Disaster and Crisis Categorisation and “Scalability”:

31. To address the issue of “scalability” and to ensure implementation of the principle of “delegating authority” to the most appropriate or effective / efficient level, a disaster or crisis is categorized by the operational lead (RO) to help define the levels and emphasis of the support. The category is determined by the scale of the needs and of the required response. The three categories “yellow”, “orange” and “red” are defined below. All three involve international assistance, but the level or category of the disaster or crisis assists in clarifying expectations regarding the roles and responsibilities and appropriate technical and programmatic support and consultation between CO, CCST, RO and HQ (see Annex 5 for more details). In cases where the USG, P&O, disagrees with a categorisation, the decision may be escalated to the Office of the Secretary General.

- **Yellow** – responds to a localised emergency covering a small area or number of beneficiaries. This is normally managed at a country level (by a NS), with any necessary technical or management support provided by the RO (e.g. RDRT mobilisation). If necessary, the RO seeks support from HQ (e.g. DREF).
- **Orange** – responds to an emergency affecting a wider area (or areas) and a higher number of beneficiaries (including potential spread), and may also receive a level of international attention or experience a level of complexity. Technical and management support is still provided by the RO, but HQ is engaged at the start-up of the operation to provide DREF, technical quality assurance on Emergency Appeals and technical support or global surge capacity as required and ensure global coherence and compliance with standards.
- **Red**⁷ – responds to an emergency of scale, affecting a wide area and high number of beneficiaries, with level of complexity or risk that makes it an organisation-wide priority for the IFRC secretariat at all levels. Based on the assessment and recommendation of the Regional Director and USG Programs and Operations, the SG will declare a Red level disaster or crisis, and may appoint an “Emergency Coordinator” at the level of a Regional Director or above to direct and manage the IFRC response. A separate guideline on responding to a Red level disaster or crisis will be developed. In the meantime, when relevant under the direction of the “Emergency Coordinator”, technical and management support is coordinated by the RO, but provided by both RO and HQ, and regular joint task force meetings are held to ensure effective management and information flow. Regional and global surge capacity is activated per default (in consultation with the NS). HQ takes on a stronger role in terms of global coherence and compliance with standards and there may be the need to establish support functions at the HQ level⁸, as well as the regional level.

c) Taskforce Model:

32. To enable “one conversation” around an operation and facilitate multi-disciplinary teamwork, collaboration and accountability, a task force model involving all three levels (CO or CCST, RO, and HQ) and virtual meetings is set up as a central component of any operational response requiring international assistance.

33. Each level sets up an individual task force, ranging from few people for a category yellow disaster, through to representatives from most technical sectors for a category red response. The level of authority of operational management and sectoral representatives in the task force must be sufficient to ensure quick decision-making: the higher the disaster categorisation, the higher the level of authority required.

⁷ See footnote 12 for the difference with Level 3 emergencies

⁸ Including a “global cell” for emergencies affecting several regions – see para 29

34. Each task force coordinates the response at their own level (and participates in Non RC interagency disaster Coordination meetings) in line with the roles and responsibilities outlined above. The three task forces come together at key points during the response through virtual meetings, the “joint task force”. This supports a culture of sharing and learning and a platform where the three levels can share information, discuss the direction or evolution of an operation, and share successes and challenges for collective analysis and supported decision-making. For events classified as orange or red, organization of joint task force calls with participation from all three levels (CO or CCST, RO, and HQ) is mandatory.
35. At each level the task force includes technical representatives for each relevant area (see list of potential areas⁹). These technical representatives are in contact vertically between levels, to share technical advice as needed, including before / after joint task force meeting
36. In the case of health emergencies, health staff at all three levels are given prominent roles alongside the task force leads.
37. The size of the task forces and frequency of the meetings vary according to the scale and complexity of the emergency and response, however, it is recommended that there is at least one meeting at the outset, and meetings as needed during the initial days/weeks when decisions are made on scale and scope of the response and during the surge phase. Task forces should be ended once the operations are staffed and running, and replaced by ad hoc cross-sectoral meetings to address potential issues going beyond the vertical sectoral contacts.
38. As lead for operations within their region, the RO (typically the Deputy RD or DM coordinator/Disaster and Crisis head) initiates the emergency response task force model and is responsible for leading it. The RO sets up and leads each joint task force meeting

d) Emergency Funding:

39. As specified under this framework, the RO leads on setting and maintaining the operational direction and ensuring the appropriate technical and management support to the NS and the CO/CCST level; the RO also takes responsibility for the Emergency Appeal / Emergency Plan of Action and their sign off.
40. Drafting of the Emergency Appeal (EA) and Emergency Plan of Action (EPoA):
 - The Emergency Appeal document¹⁰ is produced as per the required template by a team in the RO comprising PMER, Communications and RM, and is a concise summary of the situation, operation, and main sectors of interventions. The Emergency Appeal document is fully aligned with the Emergency Plan of Action (EPoA).
 - The EPoA is developed by the RO in consultation with the NS and CO/CCST as per the required template, and contains the details of activities and timelines for the operation.
 - In cases of a sudden onset event, and in order to launch an appeal as soon as possible, the EPoA might be produced after the launch of the EA but within a maximum of 14 days period (validation process included).
 - As much as possible, the RO team ensures that the documents are adequately edited for publication (linguistic revision).

⁹ Surge, DREF, Health, WASH, Shelter, Response/recovery, Food security/livelihoods, DRR/Preparedness, Logistics, Communications, RM/HD, PMER, CEA, Gender & Diversity, NS development, support services (HR, finance, admin)

¹⁰ Formerly called the “marketing document”

41. Validation process of the EA and EPoA:

- The EA and EPoA are equally shared (either jointly or separately in case of early launch of an EA) with the Geneva Disaster and Crisis officers in charge of coordinating quality assurance for all sectors of intervention. The relevant HQ staff provide technical approval on the EA/EPoA checklist to show that the plan complies with technical and programming standards, or note any issues of concern (scale, scope, quality or compliance).
- It is then the responsibility of the RO to address the issues of concern and correct, or justify divergence on the checklist.
- The quality assurance process on the EA and EPoA is validated by the signatures of the RO and the Disaster & Crisis Director on the checklist.
- When important divergence appears in the comments on the EA/EPoA checklist between the RO and HQ on the scale, scope, quality or compliance of the EA, these are addressed between the RD, the USG P&O and the OSG. The OSG arbitrates.
- The EPoA cannot be shared externally as long as the EA is not formally signed (see §42).
- The EA document undergoes final editing at HQ to ensure global consistency of IFRC Emergency Appeals.

42. Signatures on the EA:

- The EA document (without the EPoA) is transmitted by the OSG P&O to the SG for signature, together with the completed checklist.
- The RD co-signs the EA document with the SG.
- An EA (or revised EA document) is not considered approved and must not be published before the SG has signed.

43. Procedures for DREF allocations:

- Any DREF request requires the RD (or their delegated authority) to sign off on the DREF checklist to ensure that the EPoA has been developed in consultation with all Movement and key non-Movement stakeholders, is in compliance with procedures and has been developed in line with programming and presentation standards. DREF remains centrally managed as a pooled fund and approval of DREF stays at the HQ level to ensure global coherence and consistency in the allocation of funds and in line with donor requirements.
- For DREF allocations to start up operations covered by an Emergency Appeal, no specific DREF EPoA is required besides the EPoA linked to the EA. For DREF grants to support smaller operations without Emergency Appeals, the EPOA must be submitted within 10 days of a sudden-onset disaster and 14 days after a slow-onset allocation 'trigger' (see DREF procedure for further guidance).

ANNEXES:

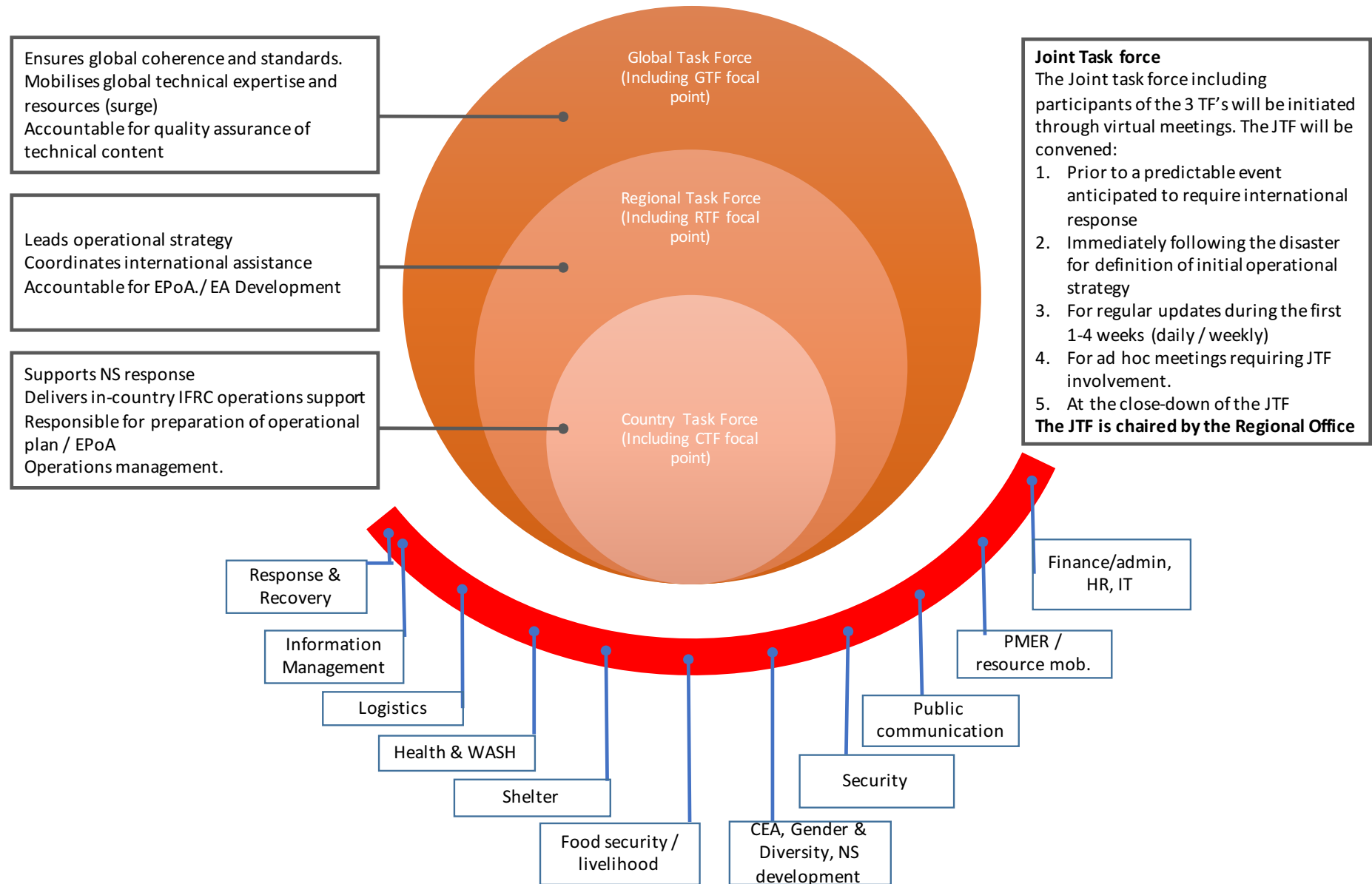
Annex 1: RACI TABLE

The table below outlines the responsibility, accountability, consultation and information (RACI) roles and responsibilities of the framework at each level.

OPERATIONAL RESPONSE FRAMEWORK	CO/CCST	RO	HQ
BEFORE AN EMERGENCY			
NS Risk and Capacity Assessment	R/A	C	I
NS Contingency Planning	R/A	C	I
NS Capacity Building	R/A	R/C	I
Movement Co-operation agreements	R	A/C	I
External partnerships and inter-agency engagement	R/I	R/I	R/A/I
Developing regional surge capacity systems and personnel (RDRT)	I	R	A
Developing global tools and instruments (DREF, EAs)	I	C	R/A
Developing global surge capacity systems and personnel (FACT, ERU, HEOps, SCT)	I	C	R/A
Global Logistics Service delivery	I	R/C	R/A
Setting IFRC standards & guidelines for emergency preparedness and response	I	C	R/A
Ensuring conformity with global standards	C/I	R	A
Policy development, thought leadership and technical guidance	I	R/C	R/A
Providing and interpreting data, vulnerability trends, risk mapping and changes in the international system	I	C	R/A
DURING AN EMERGENCY			
On-going support to NS to deliver operational response (as per conting..plan)	R	A	C/I
Coordination of in-country IFRC resources and assets	R/A	C	I
Setting and guiding operational strategy for emergency response	R	R/A	C
Identifying needs and priorities for support	R/A	R	C
Emergency Appeals - preparing, signing off and implementing	R	R/A	C
Continuous quality assurance to ensure best practice response	I	R/A	C
Ensuring compliance with global standards and best practice	C/I	R	R/A
Accessing DREF	C	R	R/A
Preparing and launching an EA	R	R/A	C
Deploying regional surge capacity (RDRT)	C	R/A	I
Deploying and coordinating global surge capacity (FACT, ERU, HEOps)	C	R	A
Mobilise, manage and oversee Shelter Cluster resources as necessary	C	C	R/A
Mobilising financial resources	R/I	R/A	R/I
Providing data analysis and IM support	C	R	A
Manage logistics services	R	A	C/I
Posting reports and operations updates for partners	R	R/A	I
Writing and disseminating communications (media, key messages etc)	R	R/A	R
Set up monitoring systems and provide management reports	R/A	C	I
Set up all financial systems	R	R/A	C
Set up Movement coordination systems	R	R/A	C
Engaging with external and inter-agency co-ordination mechanisms	R	R/A	R
Technical advice / guidance to country office	C	R/A	I
Technical advice / guidance to regional office	I	C/R	R/A
Commissioning and managing Real Time Evaluations (RTEs),	C	C	R/A
AFTER AN EMERGENCY			
On-going support to NS	R	A	I
Recruitment and management of country team	R/A	C	I
Review and external evaluation	R	R/A	C

Accountable
 Responsible
 Consulted
 Informed

Annex 2: Emergency Task Force Model



Annex 3 - Table of detailed roles & responsibilities

Pre-disaster	Disaster		0 - 72 hours	1st week	1st month	Beyond 1 month
- Pre-event risk analysis and preparedness actions for predictable disasters		COMMON TO ALL	<p>Initial JTF with Country, Region and GVA teams in the first 12 – 24 hours at the start of the operation (size of TFs vary with scale and nature of response). Call initiated and led by RO to share info and agree next steps/priorities. It will agree the strategy for the immediate response</p> <ul style="list-style-type: none"> RM active at all levels (immediate set up for online donations and EA launched to quickly channel funds) SMCC agenda in place to enhance Movt Coordination at assessment, planning, and delivery (incl comms/ RM). Engagement with ICRC at all levels particularly for a complex emergency or conflict situation and to include activities such as RFL, DBM 	<p>Daily/weekly JTF “virtual meetings” held with Country, Region and GVA teams to optimize coordination. Calls led by RO to monitor and adjust strategy and deal with arising issues.</p> <ul style="list-style-type: none"> RM active at all levels SMCC agenda in place to enhance Movt Coordination at assessment, planning, and delivery and Movt coordination actively happening at all level so ICRC engaged in EPOA, appeal, and comms 	<p>Ad hoc JTF “virtual meeting” to monitor and adjust operations strategy and support.</p> <ul style="list-style-type: none"> RM active at all levels Movt coordination ongoing at all levels and ICRC engaged in EPOA, appeal, RM and comms 	<p>This timeframe is geared to a sudden onset response. For a slow onset, the steps would remain the same, but the timeframe would be extended. For a predictable disaster/crisis, steps in the 1st column would be done before the event, in line with contingency plans/DP. For a conflict, engagement with ICRC would be prioritized. IFRC would focus on NS support/capacity strengthening, and work with or through ICRC channels (appeal)</p>
- Preparedness activities and training carried out with NS		COUNTRY NS Support Deliver IFRC support in-country	<ul style="list-style-type: none"> CO meets with NS leadership to assess damage and plan next steps Alert RO and informs on situation Gathers assessments/data to identify needs, gaps and support required Outlines initial strategy/EPOA with NS Requests support required including HR (seeks surge support for immediate response and comms incl HEOps/ FACT if required) Coordinates with partners active in country (internal and external) 	<ul style="list-style-type: none"> CO and HEOps/FACT TL work closely together to manage IFRC resources and deliver support to NS Supports NS plan/deliver response, incl preparing or revising EPOA Shares tools (ENA), knowledge and standards for an operation Monitor evolving situation to identify challenges / solutions with NS and further adapt / define strategy Shares daily updates and calls with RO Coordinates with partners incl ICRC and cluster system 	<ul style="list-style-type: none"> HEOps/FACT supports NS with detailed needs assessments (ENA) CO and HEOps/FACT provide necessary technical assistance (CTP, shelter) Monitor evolving situation to continue adapting strategy / EPOA as necessary, incl drawing up recovery plan Share sitreps with RO and Movt partners Weekly calls with RO & TFs Coordinate with partners and cluster system 	<ul style="list-style-type: none"> Ongoing support to NS Work with HEOps to agree and deliver future strategy (adapting to needs) CO/HEOps work closely to deliver daily management of IFRC response Revise EPOA as necessary Ongoing reporting and comms Coordinate with partners Hold lesson learning exercises
- Preparedness activities/training supported by regional resources (funding, human, and peer support)		REGIONAL Operational lead Coordinate resources and support	<ul style="list-style-type: none"> Calls/leads the JTF virtual meeting Coordinates and shares daily updates with RO (incl GVA and Movt partners) Supports and agrees operational directions and strategy with CO Prepares DREF request and EPOA / EA Mobilises regional support (RO surge/technical support and RDRTs) Requests global surge/ tech. support (HEOps, FACT, ERUs) Map assets, gaps and mobilises goods (sets up mob table and pipeline) Produces IB, Ops Updates and other reports 	<ul style="list-style-type: none"> Leads daily / weekly JTF and minutes Analyses data from field and develops support strategy Mobilises regional surge, requests global surge and coordinates both Submits DREF for approval Sends EPOA to GVA for QA (checklist sign off) and finalises EPOA/EA for sign off by RD and submission to OSG Mobilises goods (mob table, pipeline) Prepares and supports regional comms Identify advocacy issues and carries out representation with regional networks 	<ul style="list-style-type: none"> Leads ad hoc JTF “virtual meetings” to update / resolve issues Monitors and analyses data from field to adapt operational strategy Coordinates surge (regional & global) Advertises HR positions Supports management and delivery of EPOA and revises EPOA/EA as needed Provides Ops Updates as required Mobilises goods (mob table, pipeline) Continues regional comms support Takes forward representation /advocacy agenda with regional networks 	<ul style="list-style-type: none"> Leads ad hoc JTF “virtual meetings” to update and review operation Monitors and adapts support strategy Coordinates surge (regional & global) including exit planning Supports HR recruitment Supports management of EPOA/EA Provides Ops Updates as required Mobilizes goods (mob table/pipeline) Maintains comms support/materials Takes forward representation / advocacy. Regional networks Organises reviews / evaluations

			<ul style="list-style-type: none"> • Write comms materials, coordinates comms response (media, materials etc) and drafts comms strategy • Engages and coordinates Movement support (ICRC support for RFL/DBM, bilateral PNS support) • Engages with external partners and IASC coordination mechanisms • Design supply chain and mobilise goods 		<ul style="list-style-type: none"> • Review supply chain and mobilise goods 	
<p>- Global standards and guidance set for earthquake and community preparedness support to the field</p> <p>All actions for a predictable disaster can be done in advance (see 0 - 72 hours and 72 hours column)</p>		<p>GLOBAL</p> <p>Global Services & Standards</p> <p>Technical Advice</p>	<ul style="list-style-type: none"> • Engage GVA TF in JTF • Processes and signs off on DREF • Sets up financial codes • Engages global technical team to support response and input to EPOA • Briefs senior management • Provides global IM support from EOC • Provides global comms support and engagement with global media • Coordination with Movt and external partners, including representation with global partners (IASC) • Mobilise global logistics network • Mobilise SCT if IFRC leads the Shelter Cluster 	<ul style="list-style-type: none"> • Monitors and provides technical support to operation (through daily JTF) • Deploys agreed global surge • Technical teams provide QA on EPOA incl sign off on checklist • Provides briefings to GVA Sect and partners • Gathers and analyses secondary data • Produces IM products • Carries out Movt and external coordination • Mobilise good and fleet • Manage and oversee SCT if IFRC leads the Shelter Cluster 	<ul style="list-style-type: none"> • Monitors and provides technical support (through weekly JTF) • Supports and monitors deployed global surge and further deployment as needed • Processes QA on any EPOA revisions • Provides briefing to GVA Sect and partners • Gathers and analyses secondary data • Produces IM products • Carries out Movt and external coordination • Manage and oversee SCT if IFRC leads the Shelter Cluster 	<ul style="list-style-type: none"> • Monitors and provides support through ad hoc JTF meetings • Further deploys global surge or prepares exit/handover and debrief • Processes QA on any EPOA revisions • Briefs GVA Sect and partners • Carries out Movt and external coordination • Draws up TOR and plans Real Time Evaluation (RTE) • Commission and manage evaluation of SCT deployment

Annex 4: Draft SOPs

This annex serves as first steps guiding the development of detailed SOPs for the emergency response mechanisms.

1 week – 4 weeks	Action to be taken	Lead responsible	Deadline
	Structure and Management		
	<ul style="list-style-type: none"> Establish task forces and focal points at Country, Region and HQ levels (meet at outset then daily) through a “virtual meeting” of JTF to agree preliminary strategy 	CO/CCST; RO; HQ (for own level)	24 hours then daily
	<ul style="list-style-type: none"> Consider a Senior Management Group to discuss political issues (incl. with ICRC in a complex or conflict situation) in major disasters/crises 	HQ	24 hours and as needed
	Operational planning and support		
	<ul style="list-style-type: none"> Activate contingency plans and pre-agreements 	CO/CCST; RO	24 – 72 hours
	<ul style="list-style-type: none"> Consult with NS on rapid needs assessments and secondary assessments / data from other organisations to inform response. Support further needs assessments as necessary 	CO/CCST; RO	Ongoing
	<ul style="list-style-type: none"> Draft initial rapid EPOA for operation with appropriate technical input 	RO	12- 72 hours
	<ul style="list-style-type: none"> Technical quality assurance and sign off of EPOA checklist 	HQ	24- 72 hours
	<ul style="list-style-type: none"> Draw up and sign (RD) Emergency Appeal for submission to OSG 	RO	24- 72 hours
	<ul style="list-style-type: none"> Inform Governing Board and President of disaster and actions 	RO	Ongoing
	Information and reporting		
	<ul style="list-style-type: none"> DMIS reports are posted / IB launched 	RO	12 – 24 hours
	<ul style="list-style-type: none"> Set up a special page on website / intranet 	HQ	12 - 24 hours
	<ul style="list-style-type: none"> Provide management info and sit reps 	RO	Daily
	<ul style="list-style-type: none"> If EA is launched, provide 1st Ops Update 	RO	24 - 72 hours
	<ul style="list-style-type: none"> Provide information to PNS by email and set up PNS/ICRC conf. calls as appropriate 	RO	Daily
	<ul style="list-style-type: none"> Consolidate global stock levels 	HQ/RO	24 hours
	<ul style="list-style-type: none"> Update and publish shipping instructions 	CO/RO	daily
	<ul style="list-style-type: none"> Publish / maintain mobilisation table 	RO	Daily moving to weekly
	DREF and emergency appeals		
	<ul style="list-style-type: none"> Apply for DREF and submit EPOA 	RO	24 hours
	<ul style="list-style-type: none"> DREF management signs off on DREF 	HQ	24 hours
	<ul style="list-style-type: none"> OSG signs off on EA 	HQ	24 - 72hours
	<ul style="list-style-type: none"> Ensure finance systems in place for DREF / EA (budget holder, EA mgr) 	RO; Fin. GVA	24 hours
	Surge capacity		
	<ul style="list-style-type: none"> Mobilize regional surge rosters under relevant SOPs¹¹ (RDRT/RITs) 	RO	12 – 72 hours
	<ul style="list-style-type: none"> Mobilize global surge – HEOps, FACT and Relief / Logs ERUs¹², SCT. HEOps becomes Ops Manager in country working with CO/CCST and reporting to RD 	HQ	12 – 72 hours
	<ul style="list-style-type: none"> Consider additional human resources at Country, Region or HQ level and USG P&O has discretion to seek redeployment of IFRC staff 	RO; HQ USG P&O	72 hours
	Movement Coordination and Humanitarian Diplomacy		
	<ul style="list-style-type: none"> If conflict, link with ICRC at each level to coordinate decisions/comms Participate in SMCC processes and set up Movt Platform or equivalent 	Country; RO; HQ	Ongoing
	<ul style="list-style-type: none"> Engage with cluster or equivalent coordination meetings at each level in the relevant sectors to share info 	Country; RO; HQ	Ongoing
	<ul style="list-style-type: none"> Initiate IFRC-led Shelter Cluster as required and mobilize necessary personnel 	HQ	24 - 72 hours
	<ul style="list-style-type: none"> Draw up communications and HD plan(s) Provide information for media / web stories Set up and action funding plan 	RO; HQ	0 hours - ongoing

¹¹ See RDRT / RIT SOPs

¹² See HEOps, FACT and ERU SOPs

One week - one month	Action to be taken	Lead responsible	Deadline
	Structure and Management		
	<ul style="list-style-type: none"> Continue JTF “virtual meetings” on daily basis to revise and support implementation of agreed response strategy and align with EPOA 	CO/CCST; RO; HQ	Daily moving to weekly
	<ul style="list-style-type: none"> Continue to brief GLT and ensure strategic decisions are supported 	RO; HQ	Ongoing
	Operational planning and support		
	<ul style="list-style-type: none"> Ensure technical support to carry out updated and integrated needs assessments (FACT leads this in country) 	CO/CCST; RO	Ongoing
	<ul style="list-style-type: none"> Revise EPOA as necessary led by HEOps /FACT TL with technical input from different levels and technical QA from GVA 	RO; HQ	Month 1
	<ul style="list-style-type: none"> Ensure technical sign off for any changes in EPOA 	HQ	Month 1
	<ul style="list-style-type: none"> Keep management and governance informed 	RO; HQ	Ongoing
	Information and reporting		
	<ul style="list-style-type: none"> Ensure information is posted on the special focus page on website 	HQ	Ongoing
	<ul style="list-style-type: none"> Provide updated management info and sitreps 	CO/CCST; RO	Daily moving to weekly
	<ul style="list-style-type: none"> If EA is launched, provide required Ops Update 	RO	Week 1 and as required
	<ul style="list-style-type: none"> Provide regular email info to PNS and hold further PNS/ICRC conf calls as appropriate 	RO	Daily moving to weekly
	<ul style="list-style-type: none"> Set up monitoring systems and share information gathered 	CO/CCST; RO	Week 1
	DREF and emergency appeals		
	<ul style="list-style-type: none"> Monitor and review implementation of response strategy and address issues 	CO/CCST; RO	Ongoing
	<ul style="list-style-type: none"> Monitor implementation of EPOA and revise based on assessments. Send to GTF for quality assurance sign off 	CO/CCST; RO	Month 1
	<ul style="list-style-type: none"> Prepare and sign off EA and send to OSG for sign off 	RO	Month 1
	<ul style="list-style-type: none"> Monitor finance systems and transfer of funds to country 	RO	Ongoing
	<ul style="list-style-type: none"> Plan for return of DREF funds if EA is adequately funded 	RO	As needed
	Surge capacity		
	<ul style="list-style-type: none"> Continue to mobilize and support regional surge as required under relevant SOPs (RDRT/RITs are integrated into FACT) 	RO	Week 1
	<ul style="list-style-type: none"> Continue to mobilize and support global surge as required and in response to further requests from the RO, based on HEOps / FACT TL recommendations 	HQ	Week 1
	<ul style="list-style-type: none"> FACT prepares exit and handover to next rotation or to longer-term structure 	HQ	End of month 1
	<ul style="list-style-type: none"> Recruit and post additional human resources at CO/CCST, RO or HQ as necessary 	CO/CCST; RO; HQ	Week 1
	<ul style="list-style-type: none"> Start planning the longer-term HR strategy and infrastructure needs 	RO	
	Movement Coordination and Humanitarian Diplomacy		
	<ul style="list-style-type: none"> Continue established coordination with ICRC at each level coordinate decisions / communications 	CO/CCST; RO; HQ	Week 1
	<ul style="list-style-type: none"> Ensure HR is in place to support Movement coordination 		
	<ul style="list-style-type: none"> Engage with cluster or equivalent coordination meetings at each level in the relevant sectors to share info 	CO/CCST; RO; HQ	Week 1
	<ul style="list-style-type: none"> Manage and oversee running of IFRC-led SC 	HQ	Week 1
	<ul style="list-style-type: none"> Deliver on communications and HD plan(s) Ensure further information for media / web stories (incl. photos/ film) Follow upon funding plan and mobilise donors 	CO/CCST; RO; HQ	Ongoing

One month - three months	Action to be taken	Lead responsible	Deadline
	Structure and Management		
	<ul style="list-style-type: none"> Continue JTF “virtual meetings” only on an ad hoc basis to address issues or review lessons learned 	CO/CCST; RO; HQ	Ongoing
	Operational planning and support		
	<ul style="list-style-type: none"> Monitor and review response strategy and EPOA as necessary (including GTF QA process) 	CO/CCST; RO; HQ	3 months and beyond
	<ul style="list-style-type: none"> Carry out recovery assessment and planning 	CO/CCST; RO; HQ	3 months and beyond
	Information and reporting		
	<ul style="list-style-type: none"> Ensure information is shared and provide all necessary reports for management and partners, incl Ops Updates 	CO/CCST; RO	3 months and beyond
	<ul style="list-style-type: none"> Provide regular information to Movt and external partners (publish lessons learned, interest stories) 	CO/CCST; RO	3 months and beyond
	<ul style="list-style-type: none"> Implement monitoring systems to monitor implementation and adapt response accordingly / deal with issues identified 	CO/CCST; RO	3 months and beyond
	DREF and emergency appeals		
	<ul style="list-style-type: none"> Return of DREF funds if EA is adequately funded 	CO/CCST; RO	As needed
	<ul style="list-style-type: none"> Revise EPOA and EA based on ongoing needs assessments and to include recovery planning (following EPOA QA process through GVA) 	CO/CCST; RO; HQ	3 months and beyond
	<ul style="list-style-type: none"> Sign off on any submitted revised or new EAs 	HQ	As needed
	<ul style="list-style-type: none"> Ensure all finance systems are functioning effectively and financial reporting is in order 	RO	3 months and beyond
	Surge capacity		
	<ul style="list-style-type: none"> Monitor and support regional surge as required under relevant SOPs, incl. finding people with new skills as needs change 	RO	3 months and beyond
	<ul style="list-style-type: none"> Monitor and provide support to global surge as required. Further rotations of ERUs may be mobilized by HEOps 	HQ	3 months and beyond
	<ul style="list-style-type: none"> Exit and debrief HEOps and ERU teams and handover to NS or to IFRC country longer-term structure 	RO; HQ	3 months and beyond
	<ul style="list-style-type: none"> Start planning and recruiting longer-term HR and management infrastructure needs 	CO/CCST; RO	3 months and beyond
	<ul style="list-style-type: none"> Recruit additional human resources at CO/CCST or RO level if needed, or at HQ level for a global crisis 	CO/CCST; RO; HQ	3 months and beyond
	Movement Coordination and Humanitarian Diplomacy		
	<ul style="list-style-type: none"> Continue Movt coordination with ICRC and PNS at each level 	CO/CCST; RO; HQ	3 months and beyond
	<ul style="list-style-type: none"> Engage with cluster or coordination meetings at each level 	CO/CCST; RO; HQ	3 months and beyond
	<ul style="list-style-type: none"> Manage and oversee running of IFRC-led Shelter Cluster 	HQ	As needed
	<ul style="list-style-type: none"> Deliver on communications and HD plans for anniversary etc. Follow up on resource mobilization with donors and donor reporting 	CO/CCST; RO; HQ	3 months and beyond

Annex 5: IFRC Disaster and Crisis Categorisation

Rationale for disaster categories:

The system of categorization of disasters and crises is aimed at facilitating the activation of the appropriate disaster response standard operating procedures (SOPs) and improving the lines of management for a disaster response operation. They are based on similar categorization used by other humanitarian agencies¹³ and build on the successful experience of some Regions in using a categorization approach. This approach is also seen as the clearest way in which to objectively identify the scale and complexity of a disaster or crisis and to mobilize an appropriate level and pre-agreed structure of response in advance of a disaster, in a way that is recognized and accepted by all levels of the IFRC Secretariat.

As these SOPs are for the IFRC Secretariat, any categorization of a response is based on the assumption that the NS has requested the IFRC Secretariat's support and that the affected country's government has requested or will accept international assistance.

The categorization - Yellow, Orange or Red - is based on various criteria or trigger factors, which will be used by the IFRC Secretariat global Disaster and Crisis team to determine and recommend the appropriate category for each disaster. Each category has implications for the level of structure and level of disaster response and decision-making across the system.

The three categories have the following general implications for the IFRC Secretariat

- **Yellow** – responds to a localised emergency covering a small area or number of beneficiaries. This is normally managed at a country level (by a NS), with any necessary technical or management support provided by the RO (e.g. RDRT mobilisation). If necessary, the RO seeks support from HQ (e.g. DREF).
- **Orange** – responds to an emergency affecting a wider area (or areas) and a higher number of beneficiaries (including potential spread), and may also receive a level of international attention or experience a level of complexity. Technical and management support is still provided by the RO, but HQ is engaged at the start-up of the operation to provide DREF, technical quality assurance on Emergency Appeals and technical support or global surge capacity as required and ensure global coherence and compliance with standards.
- **Red** – responds to an emergency of scale, affecting a wide area and high number of beneficiaries, with level of complexity or risk that makes it an organisation-wide priority for the IFRC secretariat at all levels. Based on the assessment and recommendation of the Regional Director and USG Programs and Operations, the SG will declare a Red level disaster or crisis, and may appoint an “Emergency Coordinator” at the level of a Regional Director or above to direct and manage the IFRC response. A separate guideline on responding to a Red level disaster or crisis will be developed. In the meantime, when relevant under the direction of the “Emergency Coordinator”, technical and management support is coordinated by the RO, but provided by both RO and HQ, and regular joint task force meetings are held to ensure effective management and information flow. Regional and global surge capacity is activated per default (in consultation with the NS). HQ takes on a stronger role in terms of global coherence and compliance with standards and there may be the need to establish support functions at the HQ level, as well as the regional level.

Criteria to determine disaster category

The table below shows the criteria and corresponding indicators that will determine the decision of category for a disaster or crisis. They reflect the various elements in an assessment of the situation: its scale; impact; the needs on the ground; the number of beneficiaries targeted by the RCRC. The aim is to keep the triggers as straightforward and objective as possible and in line with other external assessment factors.

¹³ With regards to IASC disaster categories, the designation of a level three (L3) emergency, in consultation with the IASC Principals, is issued by the Emergency Relief Coordinator (ERC), on the basis of an analysis of 5 criteria: scale, complexity, urgency, capacity, and reputational risk:

- Scale (either size of affected areas, number of affected/potentially affected, number of countries affected);
- Urgency (importance of population displacement, intensity of armed conflict, crude mortality rates)
- Complexity (multi-layered emergency, multiple affected countries, presence of a multitude of actors, lack of humanitarian access, high security risks to staff, etc.);
- Capacity (low national response capacity, weak/fragile state, needs outweigh the capacity of CO and RO to respond). (Note that HIGH National or international Capacity may offset / balance the other criteria)
- Reputational Risk (media and public attention and visibility, expectations on the humanitarian system by donors, the public, national stakeholders and partners)

There are currently no IASC designations of Level 1 or Level 2 emergencies.

The second table then outlines the “default” response factors that the IFRC would expect to be activated for each category of disaster. These response factors are those, that based on experience, that would be deemed appropriate and necessary to respond effectively to each category of disaster and would form part of the response strategy for that response operation. If a Region decides not to follow that default response strategy or approach, they will be required to outline the reasons why (e.g. Government capacity; NS National Society capacity; IFRC Secretariat capacity; specific security or political reason) and to sign off against that strategy. The level of IFRC support to the operation will then be scaled up or down according to the information provided by the Region on these various elements.

At this point, and based on the objective criteria outlined below, the Regional Director or delegated authority will determine the category of the disaster.

Table 1: Objective criteria to determine the disaster category

	Yellow	Orange	Red
1. Number of people affected	Less than 200,000	200,000 to 2,000,000	More than 2,000,000
2. Extent of geographical area affected	Limited to a specifically defined or smaller geographical area	<ul style="list-style-type: none"> Moderate to large geographical area Moderate to large urban centre Possible cross border impact 	<ul style="list-style-type: none"> Large geographical area Large urban centre Multiple countries More than one region involved
3. Population density	Low population density	High population density	Very high population density
4. Level of media attention	<ul style="list-style-type: none"> Local media Limited international media interest 	International media attention	Major global headline attention
5. Government response	<ul style="list-style-type: none"> No disaster declaration Possible disaster declaration 	<ul style="list-style-type: none"> Declared a national disaster International assistance requested 	<ul style="list-style-type: none"> Declared a national disaster International assistance requested
6. Engagement of other humanitarian actors	<ul style="list-style-type: none"> Local Regional 	<ul style="list-style-type: none"> Local Regional International Cluster may be activated 	<ul style="list-style-type: none"> Local Regional International Cluster activated

Table 2: Response factors for a RCRC response in each category

RCRC Response Factors			
1.No. of targeted population	Less than 50,000	50,000 to 500, 000	More than 500,000
2. Financial resources required	<ul style="list-style-type: none"> DREF International Appeal < 3 million CHF 	<ul style="list-style-type: none"> DREF of 250,000 – 500,000 International Appeal between 3-20 million CHF 	<ul style="list-style-type: none"> DREF of >500,000 International Appeal >20 million CHF
3. Level of PNS involvement	In country PNS engaged	~5 to ~10 international PNS engaged	>10 international PNS engaged
4. Involvement of surge capacity	IFRC Secretariat support from the Country, Region or Zone (e.g. RDRTs), with limited Global DR tools	IFRC Secretariat support with requirement for Regional and Global surge capacity including HEOps, or FACT	The full Global DR system is deployed (DREF, EA, RDRT, HEOps, FACT, SCT, ERUs)