

# 2022 ANNUAL PLAN



**DISASTER RELIEF EMERGENCY FUND  
(DREF)**

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**Contact us:**

Requests for commercial reproduction should be directed to the IFRC Secretariat:

**Address:** Chemin des Crêts 17, Petit-Saconnex, 1209 Geneva, Switzerland Postal address: P.O. Box 303, 1211 Geneva 19, Switzerland

**T** +41 (0)22 730 42 22 | **F** +41 (0)22 730 42 00 | **E** [secretariat@ifrc.org](mailto:secretariat@ifrc.org) | **W** [ifrc.org](https://www.ifrc.org)

**DISASTER RELIEF EMERGENCY FUND (DREF)  
& FORECAST BASED ACTION BY THE DREF**

**2022 ANNUAL PLAN**

RAPID AND EFFECTIVE RESPONSE TO  
EMERGENCIES AND CRISES

“

*To address the massive humanitarian impacts of climate-related disasters and Covid-19, investment must come at the community level where it has the greatest impact.*

*The DREF brings aid straight into the hands of people in need and builds the capacity of Red Cross and Red Crescent societies who are best placed to deliver it.*

”

**Jagan Chapagain, IFRC Secretary General**

on the occasion of the DREF Pledging Conference,  
October 2021





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# WHO WE ARE

The **International Federation of Red Cross and Red Crescent Societies (IFRC)** is the world's largest humanitarian network, with 192 National Red Cross and Red Crescent Societies and almost 14 million volunteers. The mission of the IFRC is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies. We support coordination of the global Red Cross and Red Crescent network before, during and after disasters and crises.



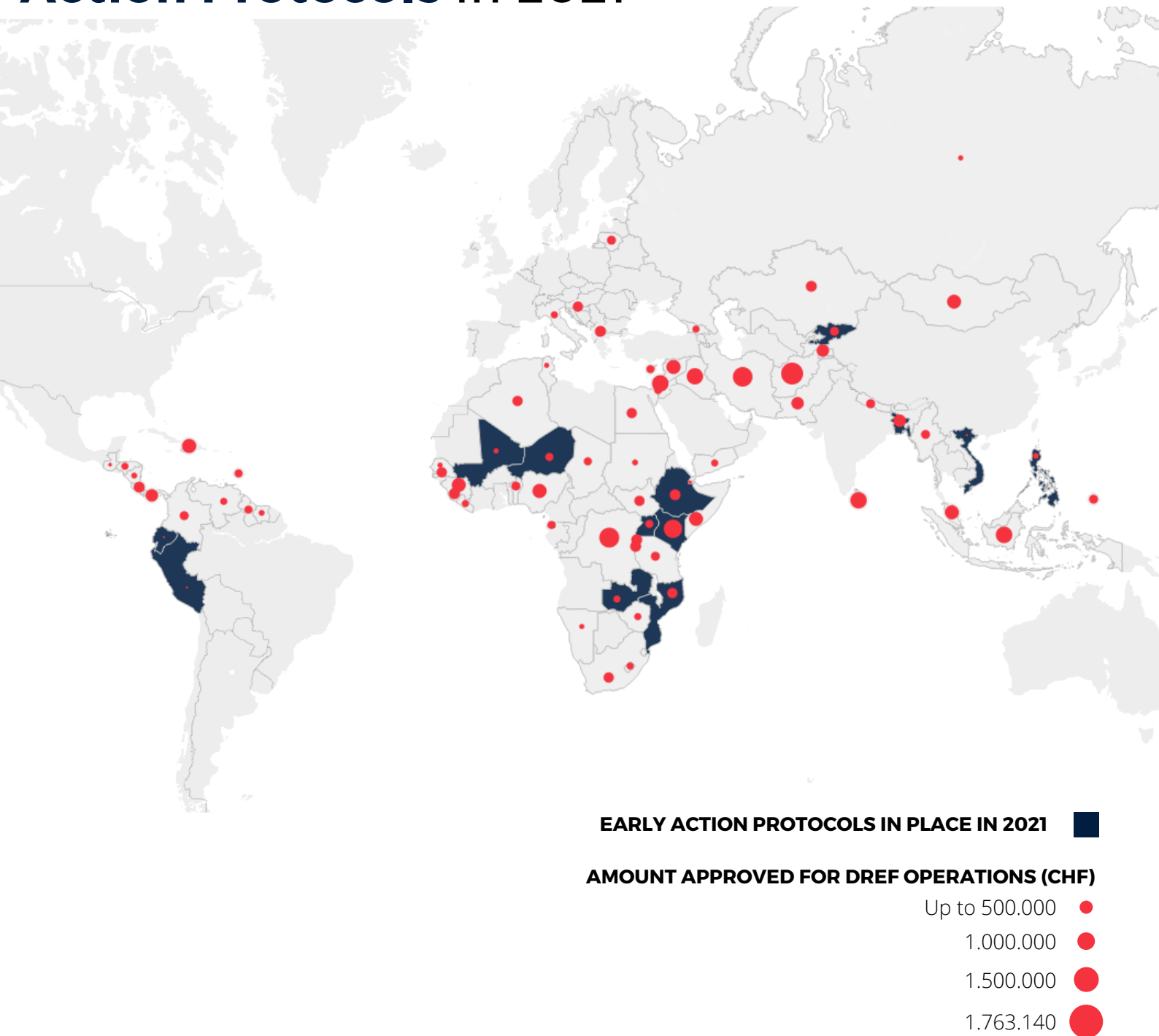


# OVERVIEW

Every year, small and medium-sized disasters occur in silence, without the attention of the mainstream media, with devastating impact on the most vulnerable. Without visibility beyond the local level, these events often do not receive the influx of financial support that can follow larger-scale event. The **Disaster Relief Emergency Fund (DREF)** works in two ways: by allocating grants for National Red Cross Red Crescent Societies to respond to small-to medium scale disasters and silent emergencies where a potential Emergency Appeal would not attract donor attention. The DREF also provides start-up loans to Emergency Appeals, which are then refunded back to the DREF once donor support to the Emergency Appeal is recorded. Additionally, Forecast-based Action (FbA) by the DREF provides a new financing mechanism solely dedicated for early action in advance of a crisis. FbA by the DREF emphasizes the importance of anticipatory humanitarian action and highlighting the IFRC's collective efforts to support the paradigm shift from response to anticipation. Donor contributions with a flexibility to support both mechanisms are encouraged. The FbA by the DREF and the DREF mechanism provides vital support to National Societies, by providing rapid and predictable financial support which enables them to anticipate and respond to the needs of local communities 'at risk' and affected by disasters.

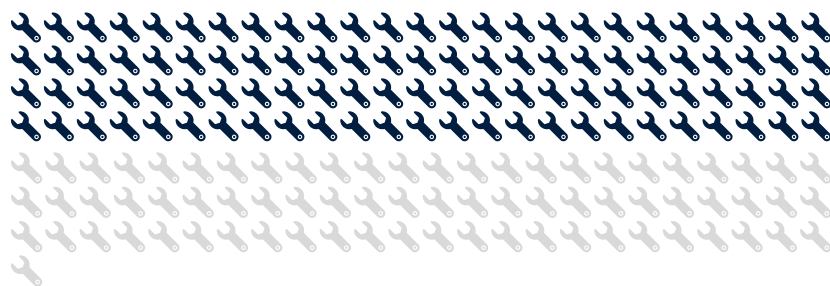
# WHAT ARE THESE FUNDS FOR?

## DREF operations and Early Action Protocols in 2021





# DREF in numbers (2021)



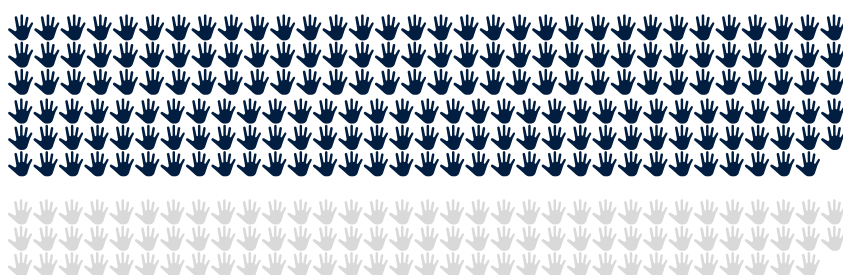
2021

**136** Emergency operations in 2021

2020



27% increase from 2020

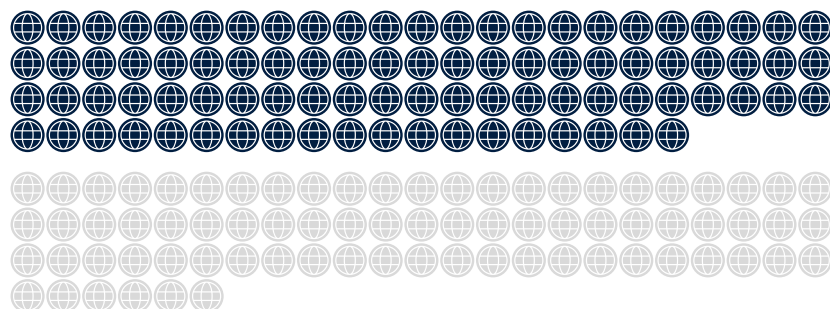


2021

**12.6** Million people targeted in 2021

2020

205% increase from 2020



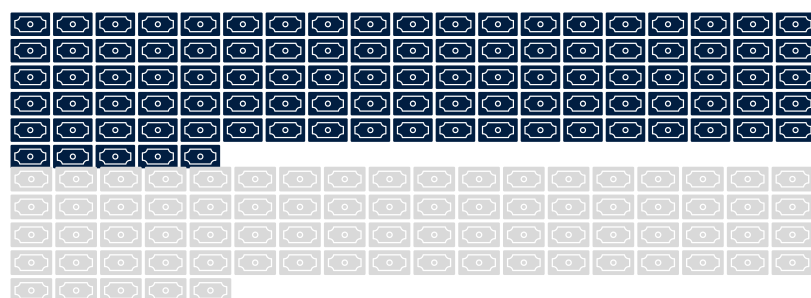
2021

**88** countries with DREF operations

2020



17% increase from 2020



2021

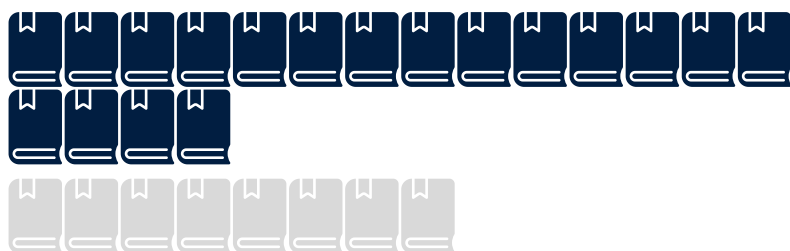
**40.6** Million allocated for the DREF in 2021

2020



23% increase from 2020

# FbA by the DREF in numbers (2021)



2021

2020

**18** Early Action Protocols ready to be activated

10 new from 2020



2021

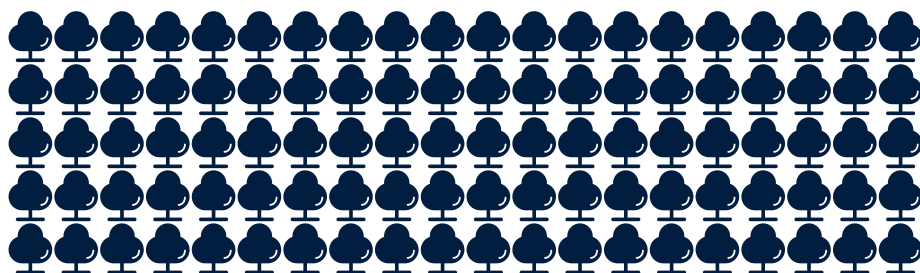
2020

**36** National Societies implementing Forecast based Financing

7 new from 2020



400.000 people currently covered by Early Actions.



**CHF 1,097,000** allocated for the FbA by the DREF in 2021

## WHAT ARE THESE FUNDS FOR?

All DREF requests are reviewed individually and, if authorized, funds are allocated within 24 hours. Timely humanitarian assistance for people affected by both small- and large-scale natural disasters, health crises and complex emergencies is vital to prevent compounding vulnerability, further weakening of their coping capacity. FbA by the DREF and DREF funding for imminent crisis promotes support for National Societies to initiate actions ahead of the event, mitigating or reducing the impact on 'at risk' communities as well as a faster response.

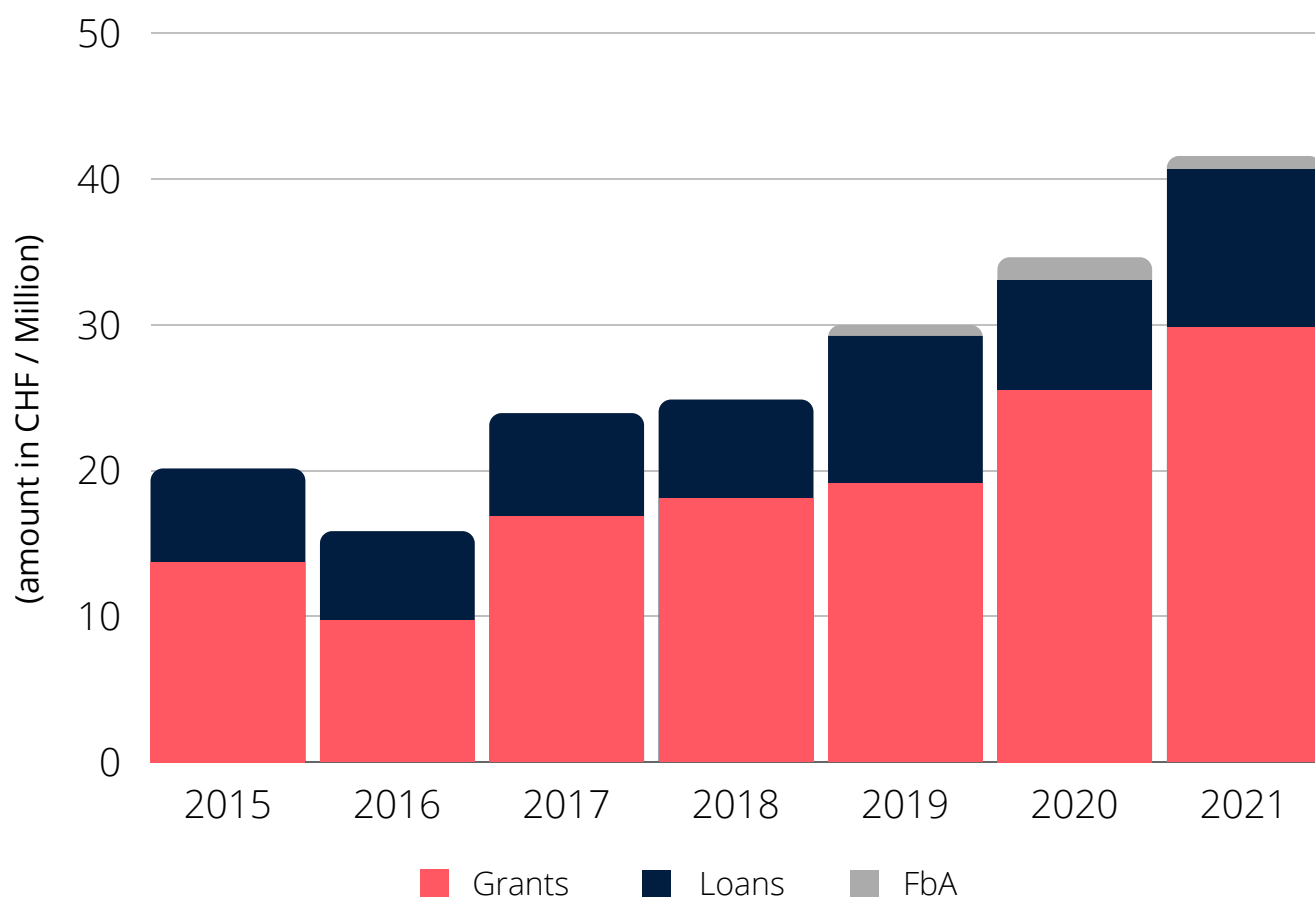
National Societies can request DREF support for assessment, as well as situation or context analysis, to understand how the hazard is impacting communities. Assessments identify the needs and gaps and enable sound operational planning accordingly. The DREF can be accessed to facilitate deployment of surge capacity when needed, as local as possible but as global as necessary, to support assessments and assistance the host National Society with additional technical expertise in developing operational strategy, coordination and planning.

At the end of 2020, the DREF experienced a critical situation, when the number of allocations threatened to surpass the amount of funding available. In light of this potential deficit, and with National Societies' demand for DREF continuing to grow, the IFRC organized a DREF pledging conference in 2021 to secure commitments from traditional and non-traditional donors for multi-year predictable funding for the DREF. Transparency and high levels of trust in how the DREF is managed has facilitated long-term partnerships with valued donors.

As long as integrity, transparency, trust and quality are preserved, these partnerships could be grown further in the coming years. The DREF pledging conference saw 24 million Swiss francs committed to the DREF for 2022. In light of the DREF's strategy ambition to increase allocations to CHF 100 million by 2025, an active fundraising strategy is being developed to ensure that National Societies demand for DREF can be met.



# DREF allocations 2015–2021



## Overview of the most recurring **disaster types** in 2021:



### Floods

34  
Operations  
CHF 9.4M  
in allocations

\*40 Operations and  
CHF 13.2M in 2020



### Population movement

19  
Operations  
CHF 4.2M  
in allocations

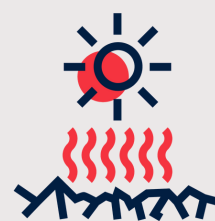
\*8 Operations and  
CHF 2.5M in 2020



### Epidemics

13  
Operations  
CHF 3.4M  
in allocations

\*8 Operations and  
CHF 2.3M in 2020



### Droughts

7  
Operations  
CHF 3.5M  
in allocations

\*2 Operations and  
CHF 594k in 2020





# LOOKING FORWARD

The five-year DREF strategic ambition (2021 – 2025) builds on the followed-up action plan of the 2020 audit report, the continued dialogue with IFRC delegations and National Societies, and the outcome of the DREF pledging conference in October 2021. This annual plan is the operationalization of the strategic ambition and outlines key milestones for 2022, linked to the strategy. Progress against this annual plan will be reported through standard IFRC annual reports.

# OUR VISION FOR THE DREF

The IFRC Disaster Relief Emergency Fund is the preferred, simplest and fastest way for National Societies to access predictable international, short-term funding for local response when needs exceed the resources available at national level. Growing needs of the communities affected and growing response capacity of National Societies is addressed through a significant scale-up of the use of DREF to anticipate and respond – before, during and after the impact.

**The following main directions are identified in the DREF Strategy 2021–2025:**

## **Strategic Objective 1:**

Enabling Local action – enough funding as direct as possible.

## **Strategic Objective 2:**

Saving more lives by anticipating crisis and acting earlier.

## **Strategic Objective 3:**

Increasing the value of DREF in protracted, slow onset and complex events.

## **Enabler 1:**

A lean, efficient Fund.

## **Enabler 2:**

Increased support to strengthening National Societies.

## **Enabler 3:**

National Society ownership and trust.





## **Strategic objective 1: Enabling Local action – enough funding as direct as possible.**

The DREF continues to act as a funding mechanism for National Societies to enhance early action and response to hazards and disasters that surpass their financial capacities. The DREF supports the localisation agenda as resources are channelled directly from donors to communities in need. The IFRC commits to promoting local action through stronger communication and fundraising strategies to enhance its donor base and increase commitments to the Fund.

In addition to scaling up financial resources, the five year strategy for the DREF outlines ambitions to diversify donors and partners and expand their engagement and collaboration in the direction of the Fund. IFRC is revising the DREF management structure and support structure to further promote inclusion and representation of the IFRC Membership and its partners.

The new structure will maintain the DREF Advisory Group and expand its membership to representatives from major DREF recipient National Societies. In addition, a second and new advisory group, the DREF Council, will be established comprised of representatives of donor governments and corresponding National Society leadership, and will provide strategic guidance to the Fund based on evolving humanitarian challenges, such as localisation, politicisation of aid, response in protracted crisis, and innovative financing.

Leveraging the expertise of IFRC Communications Unit, the DREF team will develop a robust, more visible DREF communication strategy targeting audiences internally and externally to IFRC. The communication strategy looks to profile the role of DREF, highlighting successes achieved by National Societies as well as the impact on targeted communities. The enhanced communication strategy will be linked with fundraising efforts, culminating in the next pledging conference in November 2022. These pledging conference aims to keep the momentum in actualizing the strategic ambition, enabling proper financial planning for the coming years.

## Milestones for 2022

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Roll-out of a revised and updated communication and advocacy strategy, together with Partnerships and Resource Development (PRD) and Communications

Initial set-up and definition of the new DREF management structure

Together with PRD, engage new partners through tailored approaches

Develop case studies and stories that highlight the DREF across IFRC, linked to different programme areas.

Rework and implement the social media strategic plan for 2022.

Organizing a pledging conference, provide a platform for partners to announce new and continued commitments to the DREF.



Disaster Relief  
Emergency Fund

Edit profile

IFRC DREF

@IFRC\_DREF

The Disaster Relief Emergency Fund provides the @IFRC National Societies support for quick, efficient, and transparent disaster response.

[go.ifrc.org](https://go.ifrc.org)

Geneva, Switzerland [ifrc.org/disaster-relie...](https://ifrc.org/disaster-relie...)

Joined October 2017

## DREF on social media:

### @IFRC\_DREF

Social media is now an important tool for humanitarian operations, allowing an unprecedented dissemination of lifesaving early warning messages, a channel to seek help, and a feedback mechanism for the affected population.

In line with the five-year strategy for scaling up the DREF, a strong social media strategy is vital for raising DREF's visibility, transparency, and accountability. The @IFRC\_DREF page weekly interacts with SG Jagan Chapagain, USG Xavier Castellanos, @AnticipatoryHub, official accounts of the regions, National Societies, and @IFRC.

**Some of the ambitions for the @IFRC\_DREF page in 2022 are:**

- Surpassing 4K followers and upholding over 10k the number of weekly visits on the profile.
- Developing and sharing content in other IFRC official languages – such as Spanish and French - weekly, increasing the direct engagement with National Societies.
- Maintaining a systematic review of the page's calendar, updating the plan based on the Twitter analytics.



@IFRC\_DREF

in a glance:

2,600  
followers

an average of

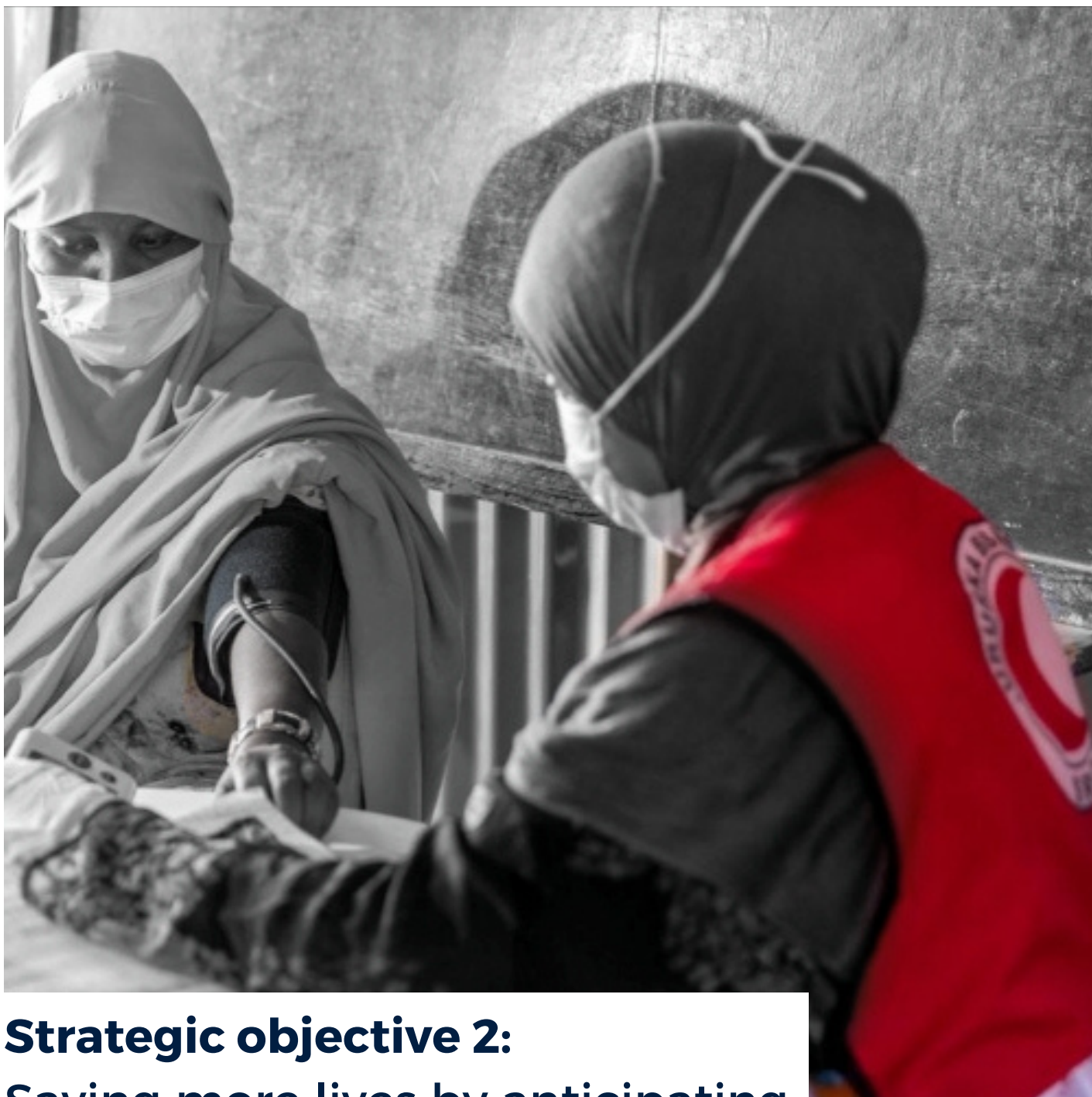
6k  
monthly visits

and

40  
monthly posts







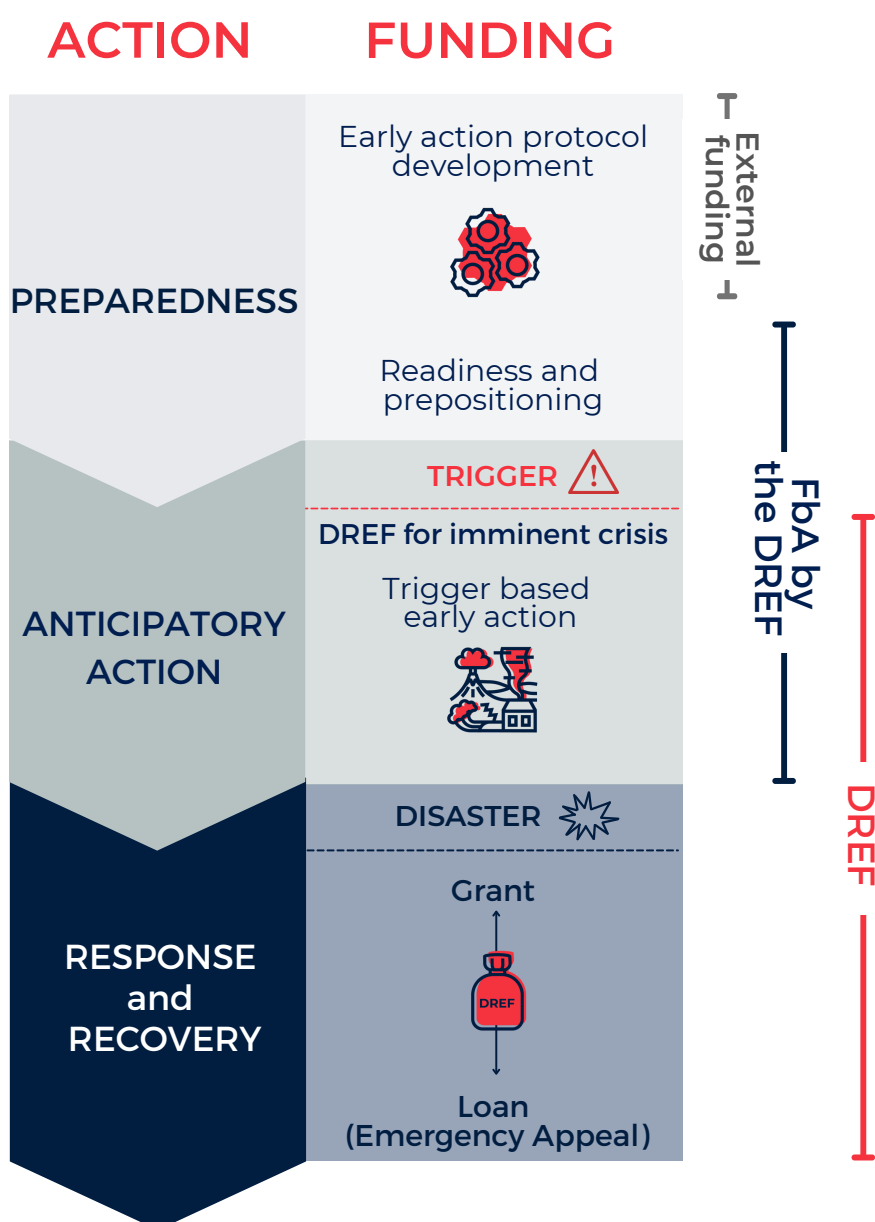
## **Strategic objective 2:** **Saving more lives by anticipating** **crisis and acting earlier.**

Anticipation instead of reaction, is at the heart of FbA by the DREF. By using science and data to anticipate the rising risks and reduce their impact, anticipatory action must become the new normal. At IFRC, anticipatory action has become one of the priority approaches to deliver our humanitarian mandate. This is reflected in the 2021-2025 Plan & Budget, which outlines flagship initiatives to scale disaster risk reduction and tripling anticipatory financing. Since its launch in 2018, FbA by the DREF provides predictable funding for National Red Cross Red Crescent Societies to anticipate hazards and reduce their impacts.

In 2021 FbA by the DREF undertook a review of the Fund's pilot phase (2018–2020), and in 2022 it is expected that it will undergo a series of changes aimed to enhance efficiency based on the recommendations and learning. In 2022, the FbA by the DREF will continue working with the Health and WASH teams as well as the FbF partners to finalize a methodology and triggers compatible with DREF guidelines for non-weather-related hazards, with an initial focus on cholera prevention. Exploring triggers for non-weather-related hazards will also contribute to further increasing the number and reach of Early Action Protocols.

Also in 2022, the FbA by the DREF capacity strengthening delegate will focus on establishing a systematized learning structure for the Fund, connecting the recommendation made under the FbA pilot phase review and the operational learning initiative. The learning structure will be used to develop, update and disseminate FbF knowledge products for National Societies that have Early Action Protocols either under development or approved, National Societies interested in FbF as well as IFRC delegations in the field.

Beyond FbA by the DREF, the DREF will also continue supporting anticipatory action through allocations for imminent crisis. In 2021, the DREF introduced adjustments to allow for requests to be approved with a longer lead time in advance of a hazard, including readiness activities linked to the planned early action.



The aim of this adjustment is not to replace standard long-term preparedness, but to empower National Societies with sufficient resources to do early action. The DREF team will continue evolving the concept based on the learnings from operations that follow a phased trigger approach. This work will be closely coordinated with the work being done by the Climate and Resilience Unit on the Risk Watch 2.0.

The IFRC doesn't work in isolation, and 2022 foresees even closer collaboration with the Movement partners including National Societies implementing anticipatory action, Partner National Societies and the Red Cross Red Crescent Climate Centre, RCRC Reference Centres as well as sector innovators such as the Anticipation Hub, REAP, the START Network and the Early Action Task Force.

## Milestones for 2022

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Ways of measuring and demonstrating the impact of anticipatory action will be investigated in order to promote both the viability and advantage for National Societies to act early as well as for donors to invest in the scale up of anticipatory action.

Recommendations arising from the two-year pilot phase review of the FbA by the DREF are addressed, based on the management response.

New National Societies have access to additional funding options for anticipatory action, as a new simple and agile funding stream is introduced within the FbA by the DREF mechanism.

National Societies and IFRC Delegations have access to the Red Cross Red Crescent Climate Centre expertise to conduct risk analysis and identify clear thresholds for anticipatory action.

National Societies and IFRC delegations have access to guidance and accompaniment on FbF and FbA by the DREF.

Allocations from DREF for imminent crisis continue to increase through extended analysis and data for assessing additional imminent risks and expanded database of early actions.

Methodology to integrate early action planning for cholera has been finalized.





### **Strategic objective 3:** **Increasing the value of DREF in protracted, slow onset and complex events**

The last five years has seen a significant increase in demand from National Societies for DREF to respond to civil unrest, food security and population movement, which are slowly deteriorating, or becoming protracted crisis. This trend has continued in 2021, withhen 30% of the operations were responding to more complex emergencies. These emergencies require a longer-term engagement from the IFRC in support for National Societies and the communities they serve. DREF currently exists to support National Societies in the emergency phase, with a maximum operation timeframe of six months, however the use of DREF in protracted scenarios needs to be revisited so as to maximize the impact of more targeted assistance for National Societies. This includes working closely with National Societies to identify suitable triggers and interventions as much as possible to in advance to mitigate and limit the impact of slow onset and protracted crisis.

In parallel to the DREF pledging conference in October 2021, the DREF team started an engagement process with IFRC delegations across all regions, to identify how the DREF can be adapted and repurposed to be better fit for evolving humanitarian crises. The process puts the needs of National Societies front and centre, as Secretariat resources and capacities evolve. In addition, the process aims to solicit innovative, simple and lean solutions that can be piloted, rolled out and adjusted as needed. This consultative process builds on other resources, such as evaluations and reviews produced over the recent years in headquarters and regional delegations. The aim is to consider new scenarios, potentially expanding the scope eligible activities for the DREF and adjust procedures to achieve the optimal level of effectiveness in these types of crises.

## Milestones for 2022

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Develop an analysis framework with IM team support on secondary analysis for slow onset and protracted situations.

Define changes and adaptations for the DREF to better support NS through funding modalities adapted to slow onset disasters.

Develop guidance documentation.

Identify thresholds and commonly used triggers.

Analyse the impact of the previous operations on slow onset and protracted situations.

Consultation with regional offices on region specific situations and capacities.



## Enabler 1:

### A lean, efficient fund

DREF aims to be a lean, efficient fund drawing on innovation and digitalization wherever possible to ensure greater efficiencies. During 2021, a broad consultation process on reviewing the existing templates resulted in the decision to replace the 'word' templates with a digital DREF application. The consultation also prompted the revision of the way DREF requests are reviewed, with the aim of saving time and resulting in a faster decision making. The online templates and the review process will be tested, refined and further rolled out during 2022.

In 2021, the DREF completed the review of the existing KPIs to ensure the DREF scale-up is done within a strong and robust accountability framework. In 2022, more emphasis will be put on the accountability measures for the National Societies using the Fund; but also for the overall Fund, as we move towards an increase of the Fund's risk maturity level and solid, risk-aware decision-making.

To manage the increased allocation volume in a cohesive and responsible manner, the Fund's structure will be optimized to ensure that the DREF team is 'right sized' based on the demand from the regions, while keeping the overall coordination budget within a 5% maximum of the overall allocation. Due to the success of the DREF pledging conference the DREF Team structure will be adapted and support as a main priority all five regional offices.

## Milestones for 2022

Collect feedback and refine the new template and digital process

KPIs regularly monitored, compliance issues systematically collected and updated in issue register

Exploring solutions to automatically link the issue tracker with operational learning results and flag issues for possible bottlenecks to other departments

Decision paper related to the team composition produced and roles and responsibilities clarified

Revise procedures based on feedback and analysis, with specific emphasis on DREF ceilings and loans, linked to the revisions made to the Emergency Response Framework



## Enabler 2:

### Increased support to strengthening National Societies

Addressing risk and needs at the community level requires the presence of a strong National Society. In advance as well as in response to events, National Societies need a well-prepared plan, focused on analysis of risk, vulnerabilities and critical humanitarian need.

Anticipatory action is still a new concept for both National Societies and the IFRC delegations that support them. In 2021, the Climate and Resilience launched a consultancy to develop a Comprehensive Learning Approach for anticipatory action. FbA by the DREF will support the consultancy as part of the steering group and will look to building on the output of this consultancy with learning/training for National Societies and the IFRC staff that support them. Capacity building will be done through updated knowledge products, tools and resources (one on one mentoring, training, webinars, lessons learned methodology, and simulations etc.). In addition, FbA by the DREF will ensure that National Societies, their partners and IFRC delegations are up to date with revised procedures for the Fund.

## Milestones for 2022

Tools and resources targeting National Societies and IFRC personnel have been developed and/or updated.

New and innovative initiatives which support National Societies access to the DREF and FbA by the DREF are identified.

DREF and FbA capacity strengthening activities at national level identify possible synergies with the Preparedness for Effective Response (PER) approach.

A culture of anticipation is promoted through expanded funding options.

Explore how lessons learned through DREF operations can be linked to the preparedness phase of DREF.



## Enabler 3:

### National Society ownership and trust

The Fund strives to balance access of funding for National Societies, while uphold humanitarian standards, along with maintaining accountable for the Fund. To achieve this, the DREF will support National Societies to better understand and access the DREF funds. The DREF team will also support the timely and effective implementation of operations through guidance and mentoring provided directly to National Societies and IFRC staffed involved. In parallel, more regular and rigorous attention will be given to conducting and disseminating lessons learned as well as operational reviews – whether thematic, programmatic the outputs from these reviews will be used for capacity strengthening and to inform future decision making. DREF officers will be recruited in each region and will enhance two-way communication efforts and promote a better understanding of National Society needs. It is recognized that some of the issues, can be related to the specific procedures of the Fund and any change will require further analysis on feasibility and impact to the DREF as well as jointly revisiting the risk tolerance.

FbA by the DREF and DREF funded operations present a unique opportunity for National Societies to identify challenges and lessons from the experience. Through the FbA by the DREF and DREF operation final report, learning is systematically captured through the operational learning initiative. This knowledge data base is available to all Movement components through a global, consolidated dashboard regularly updated and shared through the GO Platform.

In 2022, FbA by the DREF will develop and pilot a lessons learned methodology. Lessons learned will provide a platform for National Societies to provide feedback to the Fund, which can be used in turn to fine tune guidance and knowledge products. 2022 will also see FbA by the DREF provide continued to support National Societies and their Partners with simulations, which are pivotal for ensuring that early actions can be delivered efficiently and effectively within the lead time between the forecast and the hazard.

## Milestones for 2022

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Develop an annual plan for conducting reviews (operational, programmatic, thematic etc.)

Institutionalize operational learning through highlighting major lessons learned and trends individually to National Societies as well as for the regions.

Collect and summarize recurrent issues linked to the DREF

Through hiring DREF officers in each region two-way communication is established for closer communication and assistance to National Societies.

DREF's Operational Learning Dashboard on GoPlatform collects:

**4816**

**learnings**

---

from

**309**

**operations**

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in

**107**

**countries**





# Main indicators

## DREF

- Total volume of DREF allocations (grants & loans).
- Number of people targeted by the approved DREF EPoAs.
- Average timing of DREF (National Societies request to allocation).
- Implementation rate for completed operations.
- Number of National Societies accessing the DREF.
- Number of National Societies trained on DREF process and procedures.
- Donor response vs target.
- Number of of DREF donor events and Advisory Group meetings.
- Number of of new donors that contribute to the DREF.
- Number of operations or response themes evaluated through specific reviews
- Number of of DREF audited or supported with risk assessment

## FbA by the DREF

- Total number of active Early Action Protocols (EAP) in place.
- Number of new donors contribute to the FbA Fund.
- Number of New National Societies that apply to the fund.
- Number of EAPs approved by the Validation Committee during the year.
- Number of people targeted by the approved EAPs.
- Percentage of funding available in the FbA by the DREF that is allocated during the year
- Percentage of EAPs validated in under 30 days.
- Number of National Societies trained on FbF/FbA through forums, workshops and direct discussion
- Percentage of trigger-based activations that include a lessons learned workshop



## HOW IS IT FUNDED?

Both funding mechanisms are reliant on donations, and contributions can be made through the IFRC's annual appeal. It is essential that IFRC maintains the necessary balance of funding to meet the requests for support. Anyone can make a contribution to the Fund. If you or your organization is interested in supporting the DREF, please contact us.

 [Visit the IFRC-DREF website](#)

## FINANCIAL REQUIREMENTS

The DREF maintains a balance equivalent to 25% of the annual turnover, which ensures liquidity even at times of unforeseen high demands and low donor response. The Fund is resourced through donor contributions. Besides allocations to National Societies, the DREF assigns approximately 5% of the annual allocations towards administrative costs, coordination and National Society strengthening. Contributions to the DREF are recorded daily and presented in the donor response list on the IFRC website. **Based on the anticipated turnover, the DREF seeks 50 million Swiss francs and the Forecast based Action fund seeks 10 million Swiss francs for a total of 60 Million Swiss francs in unearmarked contributions for 2022.**







## Contacts:

### **Eszter Matyeka**

DREF Senior Officer

+41 22730 4236

[Eszter.Matyeka@ifrc.org](mailto:Eszter.Matyeka@ifrc.org)

### **Nazira Lacayo**

Forecast based Action by the

DREF Senior Officer

+41 22730 4944

[Nazira.Lacayo@ifrc.org](mailto:Nazira.Lacayo@ifrc.org)



**The International Federation of Red Cross and Red Crescent Societies (IFRC)** is the world's largest humanitarian network, with **192 National Red Cross and Red Crescent Societies** and around **14 million volunteers**. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.