

Plan 2010-2011



International Federation
of Red Cross and Red Crescent Societies

Disaster management and risk reduction: strategy and coordination

Executive summary

The International Federation needs to have the capacity to mitigate against, prepare for and respond to disasters worldwide and across all levels – household, community, national, regional and international. In this, the International Federation is committed to achieving its Global Agenda Goal 1: “to reduce the numbers of deaths, injuries and impact from disasters” and to the three strategic aims of Strategy 2020:

- 1: Save lives, protect livelihoods, and prepare for and recover from disasters and crises
- 2: Enable healthy and safer living
- 3: Promote social inclusion and a culture of non-violence

In line with the policy framework established under Strategy 2020, the disaster management and risk reduction global plan for 2010-11 is informed by a cross-sector approach and plans, which prioritize interventions and expected outcomes in the following sectors and areas:

- [Community preparedness and risk reduction](#)
- [Disaster services](#)
- [Shelter and settlement](#)
- [Logistics](#)
- [DREF](#)

The disaster management and risk reduction: strategy and coordination plan does not only provide the framework for the specific sector plans listed above, but also focuses on the delivery of initiatives of a global nature and scope. These initiatives intend to address identified gaps in the way we manage information and knowledge across sectors, as well as supporting funding for community resilience interventions and other DM interventions. With the establishment of decentralized DM functions at regional level (Zone offices), it is essential to provide adequate technical support, information management and coordination capacity globally in support of regional and country level staff as well as National Societies by using innovative methods and approaches that can respond to developing external trends and better enable the zones to respond to the needs of National Societies.

This plan seeks CHF 2.0m (USD 1.9m or EUR 1.3m) in 2010-2011 ([Click here to go directly to the summary budget of the plan](#)).

Context

The increasing frequency of disasters, coupled with a number of emerging threats and trends, are leaving more people vulnerable to the effects of disasters and inflicting greater damage, loss, and dislocation on vulnerable people worldwide. According to the Centre for Research on the Epidemiology of Disasters (CRED), in 2008, more than 235,000 people were killed by disasters, 2.14 million affected, while the cost of disasters was over 190 billion US\$.

While the number of disasters recorded in 2008 was lower than 2007, over recent years there has been an increase in the number of small and medium scale disasters, especially storms, floods and epidemics, which National Red Cross and Red Crescent Societies respond to under their mandate as auxiliaries to the public authorities. The first half of 2009 saw a continuation of this trend, with the Red Cross Red Crescent responding to a high number of smaller-scale, local level disasters.

The situation of vulnerable people is now aggravated by evolving, complex threats such as climate change, new patterns of marginalisation, demographic growth and a rising proportion of older people, unplanned urbanisation, high levels of violence, involuntary migration, emerging infectious disease and the growing burden of non-communicable disease, environmental degradation, and insecurity of access to food, water, and natural resources.

The humanitarian sector is further challenged by of the recent financial crisis and the increasing involvement of military and political actors in humanitarian response. The complexity of the humanitarian environment has led to demands for improved coordination. At the same time, improved forecasting and technology for early warning call for improvements in our capacity for early action and for information management in disasters. There are also calls for greater innovation and more inclusive ways of delivering assistance, with a strong focus on accountability, good partnership and good donorship. All of the above reinforces the need for a strong International Federation, flexible enough to adapt to a fast changing world.

In this context, the International Federation needs to have the capacity to mitigate, prepare for and respond to disasters worldwide and across all levels – household, community, national, regional and international. The International Federation is committed to achieving its Global Agenda Goal 1: “to reduce the numbers of deaths, injuries and impact from disasters” and to the three strategic aims of Strategy 2020:

- 1: Save lives, protect livelihoods, and prepare for and recover from disasters and crises
- 2: Enable healthy and safer living
- 3: Promote social inclusion and a culture of non-violence

The International Federation, and the National Societies as auxiliary to the public authorities, are among the leading providers of assistance globally and are responsible to provide relief to people affected by disaster. Depending on their capacity to respond and the scale of the disaster, National Societies can call upon international assistance through the International Federation’s secretariat. The International Federation secretariat is committed to ensuring the institutional capacity in preparedness for response, response and recovery to provide that support in a timely manner. The secretariat has a constitutional obligation “to organise, coordinate, and direct international relief action” as a core service to its members and calls upon its membership to provide additional human resources, technical, material and financial assistance to sister societies in affected countries.

With the increase in the number of small and medium scale disasters, the work of National Societies to assist communities to mitigate, prepare for or respond to disasters at a local level is an important added value of our Red Cross Red Crescent network. The effects of food insecurity can also be mitigated at local level through long-term community projects supported by National Societies. The Geneva secretariat will provide support to National Societies in building more resilient communities, mitigation and risk reduction, and food security and livelihoods. Geneva headquarters will maintain a strong strategic oversight in all areas of disaster management.

Priorities and current work with partners

In line with the policy framework established under Strategy 2020, the disaster management and risk reduction global plan for 2010-11 is informed by a cross-sector approach and plans which practices, policy guidance, capacity building activities and operational support are primarily targeted at Zone, regional and country offices, as well as at the National Red Cross and Red Crescent Societies they serve within their respective regions.

To ensure the delivery of membership services to National Societies through the Zone network, thus contributing to reduce vulnerabilities to disasters through the development and effective use of capacities and resources, the plans will prioritize interventions in the following sectors and areas:

Community preparedness and risk reduction (see plan)

- Countries at high risk of natural hazards, food security and climate change will be identified, facilitating more targeted support to more communities. Risk reduction opportunities will also be further integrated into this support.
- Community awareness and understanding of disaster risk reduction and climate change adaptation will be promoted; the potential actions to reduce the risks will be identified and developed; and the capacity to promote a culture of “safety and resilience” and preparedness will be built.
- As part of the Global Alliance on Disaster Risk Reduction, vulnerable communities in at least 30 countries will have integrated long-term strategies for increasing their safety and resilience to disaster and climate risks and National Societies will be encouraged to develop partnerships in support of Disaster Risk Reduction and Climate Change Adaptation.
- As part of the Africa Food Security Initiative, at least 30 National Societies will have scaled-up integrated community-based food security and/or livelihoods programming and have the structures and capacities to contribute to the reduction of chronic and transitory food insecurity
- National Societies capacities will be strengthened in monitoring and analysing vulnerability to inform their strategic planning, preparedness and improved service delivery to at-risk communities.
- The IFRC will continue to be represented in relevant external forums, influencing policy, advocating for the vulnerable and positioning the organisation in relation to disaster risk reduction, climate change adaptation and food security / livelihoods, demonstrating and advocating for the impact of working in these areas. Specific support to advocacy and humanitarian diplomacy will include the continued dissemination of the annual World Disasters Report (WDR) to promote disaster risk reduction good practice and influence policy, as well as dissemination and implementation of IDRL, the revised Principles and Rules for Disaster Response and other policies, standards and guidelines. **(see also IDRL plan for 2010-11)**

Disaster services (see plan)

- Cooperation and coordination modalities with Movement partners and other humanitarian actors will be better defined, to support National Societies in responding to natural disasters and complex emergencies
- Guidance and tools for Preparedness and Early Warning/Early Action approaches, including Contingency Planning, will be developed and harmonized at the local, zonal and global levels, meaning that more at-risk communities have capacity to protect their lives and livelihoods.
- Support to national societies in response to such situations will be focused and flexible, through improved human and technical resources through surge capacity and tools such as Field Assessment and Coordination Teams (FACT), Regional Disaster Response Teams (RDRTs) and Emergency Response Units (ERUs).
- Increased financial support will be maintained, including through the Disaster Relief Emergency Fund (DREF) for disaster response and for preparedness for imminent crises. **(see also DREF plan for 2010-11)**
- Technical assistance on disaster preparedness, relief and recovery with a focus on assessment, analysis, strategic planning, programming and learning will be provided as needed
- The International Federation will act to have increased knowledge, skills and human resource base, to design, deliver, and monitor and evaluate operations and post-disaster recovery programmes to ensure quality, accountability and effective lesson learning.
- Improved information management approaches and tools, including the current web-based platform DMIS, will provide information management, analysis and statistics on existing or evolving disaster situations to Zones and National Societies. This will be an important element of the early warning early action approach.
- The profile of the global response capacity will be raised with the humanitarian and wider community at the global level to promote the International Federation’s role in preparedness,

response, and recovery and the secretariat will promote and ensure adherence to global DM standards.

Shelter and settlement (see plan)

- Drawing upon the experiences of National Societies and others, the shelter programme will identify, develop and promote best practice, policy and guidance in sheltering with a focus on reducing shelter risks and vulnerabilities.
- Building the human resources capacity of the International Federation and its member National Societies, the programme will ensure adequate shelter disaster preparedness, response and recovery.
- The programme will ensure that the International Federation and its membership have the operational and technical support, tools and guidelines to provide an appropriate shelter response following natural disasters whilst strengthening local capacities
- The International Federation will provide appropriate in-country and global coordination, sector support and networking for the emergency shelter sector in relation to both preparedness and response.
- Through interagency collaboration at global, regional and national levels, this programme will also enable the International Federation to meet its commitment under the Memorandum of Understanding between the International Federation and UNOCHA to provide support for the global shelter sector and the coordination of emergency shelter in natural disasters.

Logistics (see plan)

- Membership services relating to logistics will be delivered to National Societies through the Zone network and National Societies capacities will be strengthened to provide and sustain adequate logistics services
- Direction and leadership will be provided on value added services, such as procurement, warehousing, international transport, distribution, fleet and specialist operational support, which will be planned and managed through the Zone network for delivery at a local level.
- Further value added services will be provided to external agencies through the Humanitarian Procurement Centre (HPC) on a cost recovery basis to ensure sustainability and engagement with humanitarian partners.

The disaster management and risk reduction: strategy and coordination plan does not only provide the framework for the specific sector plans listed above, therefore contributing to the three S2020 strategic aims, but also focuses on the delivery of initiatives of a global nature and scope. These initiatives intend to address identified gaps in the way we manage information and knowledge across sectors, as well as supporting funding for community resilience interventions and other DM interventions. With the establishment of decentralised DM functions at regional level (zone offices), it is essential to provide adequate technical support, information management and coordination capacity globally in support of regional and country level staff as well as National Societies by using innovative methods and approaches that can respond to developing external trends and better enable the zones to respond to the needs of National Societies.

Secretariat programmes in 2010-2011

Disaster management and risk reduction: strategy and coordination

a) The purpose and components of the programme

Programme purpose
To enable National Societies, supported by the secretariat of their Federation, to build disaster resilience and safety of communities and to deliver appropriate and timely response to disasters and crises while ensuring improved restoration of community functioning.

The disaster management and risk reduction: strategy and coordination programme budget is CHF 2.0m (USD 1.9m or EUR 1.3m) and is designed to support the following initiatives:

Programme component 1 – Information and knowledge management

Component outcome 1: Information and knowledge management is improved across all levels of the organisation allowing for improved analysis and proactive sharing of experiences and good practices.

Activities and initiatives:

- Carry out a global review of the information management capacity and systems, including DMIS, to ensure timely and effective operational information exchange across all levels, improved early warning and early action, and systematic recording of operational data for statistical analysis. The review will look at existing practices, tools and mechanisms as well current and potential information partnerships and will propose areas for improvement and their feasibility.
- Develop an internet based virtual “DM community of practice”, to facilitate a more proactive sharing of experiences, good practices, lessons learned and to make real time global technical support available across practitioners. The virtual system will link up DM staff from National Societies, Zone/regional/country offices and Geneva staff for real time exchanges and cooperation. This same platform will be used for minimum four moderated thematic discussions during 2010.
- Two global DM coordinator workshops and thematic technical exchange meetings will be held to provide the appropriate platform for information and knowledge sharing, and addressing issues of common concern.

Programme component 2 – Strategic planning and funding

Component outcome 2: Strengthened DM management planning and funding tools and mechanisms to ensure most effective stewardship of donations at global, regional and national levels.

Activities and initiatives:

- A Red Cross/Red Crescent Community Based Trust Fund will be developed to provide an appropriate funding mechanism for integrated community initiatives in response to a changing disaster environment. The Fund will help to address climate change adaptation, disaster risk reduction, and food-security/livelihoods, as well as incorporating health and OD aspects of relating to DM. The Fund will be developed in close cooperation with the Development Division and the Zones.
- The secretariat will coordinate grant management (e.g. with DFID and DG ECHO) and manage external global partnerships related to disaster management and humanitarian aid.
- A longitudinal evaluation of the impact of the DFID and DG ECHO funded DM capacity building investments will be made to learn from past achievements and challenges and inform future partnerships
- Overview of the Disaster Relief Emergency Fund (DREF) will be held and an Advisory Board established to ensure that this vital fund continues to develop its important role to provide timely funding for disaster response or to prepare for imminent disasters and be accountable to donors and beneficiaries (**see also DREF plan for 2010 – 2011**).

b) Potential risks and challenges

The underlying risk is a lack of voluntary funding, which might limit the planned work, particularly the planned Community Trust Fund. Fortunately, work relating to the DFID IS III and DG ECHO Capacity Building funding application/grants is likely to be less affected as funding is already committed. A plan to continue to diversify the funding base for Disaster Management is being pursued in cooperation with Resource Mobilisation department.

A further challenge to the implementation of the plan is the structural changes within the organization that are ongoing. These may influence working modalities and capacities to implement the plan. In order to mitigate this, a constant dialogue with Senior Management is being maintained.

And finally, the onset of one or more major disasters may divert resource and capacities to support those responses, and as such may divert resources from some of the planned activities. The Disaster Management team is trying to ensure adequate surge capacity mechanisms and resources to offset this likely scenario.

Role of the secretariat

As part of the ongoing decentralization process of the secretariat, ensuring support and services are delivered closer to National Societies, the responsibility for managing and leading DM programmes and operations will now rest with the five Zones. The Geneva secretariat support to the Zones and National Societies within this plan will focus on the delivery of services in the areas of global monitoring and quality assurance, the provision of technical support and tools, surge capacity, humanitarian diplomacy and representation, and innovation, knowledge and information management.

a) Technical programme support

Support is provided to the Disaster Preparedness and Relief advisory body of the Governing Board on policy issues. Further to this, technical advice is provided on a regular basis as required through the Zone offices and more directly to individual National Societies working both domestically and internationally. Specific tailored support is provided to the Zones for disaster operations including surge capacity and support with the provision or development of tools and in technical areas such as disaster risk reduction, climate change adaptation, food security and livelihoods, shelter, response and preparedness for response, recovery and logistics.

b) Partnership development and coordination

Through this plan and cooperation with Humanitarian Diplomacy division, National Societies will be supported to be more visible, well-supported and recognised for their disaster management work by their governments, the general public and other partners. This will allow them to influence government policies and actions, to enhance volunteerism as well as change behaviour in relation to disasters.

The secretariat of the International Federation works in partnership with the Inter-Agency Standing Committee (IASC) and its members in a number of areas, including the Emergency Directors Group and the working group on 'risk informed humanitarian action.' As a member of the IASC, it also participates in many of the UN-led thematic clusters that bring together humanitarian actors working in disaster operations, in addition to its own role as Convenor of the Emergency Shelter Cluster. .

A number of external partnerships are being pursued with institutions and the corporate sector. As well as our ongoing, important partnerships with DFID and DG/ECHO described above, recent examples include a partnership with Zurich Financial Services, with the Japanese Social Development Fund through the World Bank, and with Columbia University in the United States and with and NASA to look at early warning. Partnerships are also being formed with organizations to fulfil the role of Cluster Convenor for Shelter (in Natural Disasters).

c) Representation and advocacy

The International Federation's global advocacy work will be strengthened so that the International Federation is seen as a credible, informative humanitarian partner speaking on behalf of vulnerable people. Key support includes increased analytical capacity at the Geneva secretariat, a thematic agenda and well-researched and documented "advocacy platforms" developed on key issues, and partnerships and actions organised around key themes within and outside the Movement. Tools, training and "advocacy platforms" will support National Societies to ensure their advocacy work in DM leads to greater support and visibility for their operations and enable them to reduce and prevent vulnerabilities.

This disaster management plan contains as an integral part a global representation and advocacy role. This includes advocacy on disaster risk reduction, the humanitarian impact of climate change, urbanization and its impact, as well as the humanitarian impact of migration.

The individual plans also incorporate specific sectoral representation and engagement with the Steering Committee for Humanitarian Response, UNOCHA, World Food Programme (WFP), the World Bank, UNDP and the Inter Agency Standing Committee (IASC).

The secretariat's funding relations will be strengthened to support National Societies through new corporate partnerships and improved funding relations with governments, multilateral financial institutions, development banks, and multilateral and specialised funds. The secretariat will also profile the International Federation's concerns on improving the quality of aid with donor governments.

d) Other areas

The secretariat continues to develop learning and case studies in order to share experience and best practice across National Societies.

Promoting gender equity and diversity

The rationale for integrating a gender perspective in the activities of the International Federation lies in the Red Cross and Red Crescent mandate - to prevent and alleviate human suffering without discrimination. The International Federation's focus is on *gender*, rather than women. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits or in access to services. The goal of the International Federation is to ensure that all Red Cross and Red Crescent programmes are non-discriminatory and benefit men and women equally, according to their needs and with the equal participation of men and women at all levels within the National Societies and the International Federation's secretariat.

Recognizing that often in disasters it is women, children and minority groups that are most severely affected, all programme guidance will ensure that gender is incorporated as part of the analysis of the disaster impact, the assessment and the subsequent programming. The individual plans of each sector elaborate on the specific gender-related actions in their respective areas. The International Federation will continue to ensure compliance with agreed standards and guidelines on gender and will prioritise consideration of gender and diversity as key components in any new guidelines and best practice frameworks.

Quality, accountability and learning

The secretariat is committed to compliance with the Federation-wide performance and accountability framework and to deliver on its accountability principles, which include explicit standard setting, open monitoring and reporting, transparent information sharing, meaningful beneficiary participation, effective and efficient use of resources, and systems for learning and responding to concerns and complaints. These will all be used to improve programme quality, performance and learning. The International Federation will use various tools such as systematic evaluation, peer review and objective lesson learning exercises to ensure the quality of secretariat services according to globally accepted DM standards and to assess the impact of those activities on the lives of disaster affected populations.

The Federation-wide reporting system is another element which will aim to reliably monitor and report on key data from National Societies to show the performance and improve the accountability of the International Federation. Specific activities will also be subject to their own review and structured feedback mechanisms, or to independent reviews or evaluations when required. National Societies are highlighting the lessons learned from their work in reports and incorporating learning into their planning, training and capacity building.

Our actions are guided at all times by our Fundamental Principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality. The International Federation also works according to our "Code of Conduct", agreed with eight major disaster response agencies in 1994 and used to monitor behavior and standards in relief delivery. The International Federation also adheres to the disaster relief "Sphere Standards", which also identifies minimum standards in disaster assistance in the five key sectors of water supply and sanitation, nutrition, food aid, shelter and health services. The International Federation is supporting the revision of the "Sphere Standards" to develop improved mechanisms to ensure good practice and accountability in the delivery of assistance. The "Code of Conduct" and the "Sphere Standards" hosted programme will be managed by the Disaster Services department. The secretariat also promotes the use of the Disaster Relief Emergency Fund (DREF) to

cover the costs of monitoring and evaluating DREF funded relief operations and to measure beneficiary satisfaction.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the International Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this plan, please contact:</p> <ul style="list-style-type: none">• Yasemin Aysan, Under-Secretary General, Disaster Response and Early Recovery division; Yasemin.Aysan@ifrc.org ; phone +41 22 730; and fax +41 22 733 0395.	