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Long Term Planning Framework

Community preparedness and risk reduction 2012-2015


 International Federation
of Red Cross and Red Crescent Societies

Photo: The Guatemalan Red Cross engaged in tree planting activities at schools in Chiquimula municipality/ Guatemalan Red Cross



1. Who are we?

The community preparedness and risk reduction function (CPRR) is comprised of a multidisciplinary team dedicated to supporting the International Federation of Red Cross and Red Crescent Societies (IFRC) and member National Societies in helping vulnerable households and communities to become safer and more resilient in the face of new and existing threats and risks. Every year, droughts, floods, cyclones, earthquakes, wildfires and other hazards affect over 267 million people around the world.¹ Climate variability is expected to increase the frequency and severity of natural hazards, thus heightening the vulnerability of communities to cope with the devastating impact of disasters. Furthermore, increased urbanization is slowly changing the nature of risk thus necessitating the adaptation of existing risk reduction strategies and tools. Widespread environmental degradation exacerbates existing vulnerabilities and drivers of risk while concurrently limiting people's ability to cope with and recover from disasters. In response to these challenges, CPRR provides critical capacity and resources for National Red Cross and Red Crescent Societies to effectively meet the growing needs of vulnerable communities and reduce their exposure to risk.

Strategically, we are guided by *Strategy 2020*, which outlines the IFRC's overarching direction and goals. At its core, *Strategy 2020* inspires members and staff to do more, do better, and reach further. This translates into focusing particularly on the quality and scale of programming.

CPRR activities support the three strategic aims of *Strategy 2020*, with a greater focus on strategic Aims 1 and 2, specifically:

¹ IFRC. *World Disasters Report*. Geneva, 2011.

1. Save lives, protect livelihoods, and strengthen recovery from disasters and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

The CPRR team provides support for the following programme areas:

- community-based disaster preparedness
- disaster risk reduction (DRR)
- climate change adaptation and mitigation
- food security, nutrition and livelihoods.

2. Who are our stakeholders?

Our stakeholders are the most vulnerable with the least resilient to new and existing threats posed by natural and man-made disasters, climate change, and chronic crises such as food and nutrition insecurity, scarcity of resources (particularly water and land) and political instability. By supporting our zone and field-based delivery teams and, through them, National Red Cross and Red Crescent Societies we work to increase the resilience of communities and make them better able to withstand the shocks of natural disasters and man-made crises.

Our key partners in accomplishing our mission are National Societies, national and local governments, United Nations agencies (e.g., UNISDR, WFP, FAO, UNDP, WMO and WHO), the World Bank Global Facility for Disaster Risk Reduction (GFDRR), national and international non-governmental organizations (NGOs).

CPRR activities have been financially supported through donors such as Zurich Re, Nestlé, the Swedish Red Cross/SIDA, the Norwegian Red Cross/Norwegian government and DFID.

3. Where have we come from and what have we done so far?

CPRR has been working on disaster preparedness issues for almost 20 years. Over this period, the focus of our work has shifted from solely supporting DRR to supporting community safety and resilience, with particular emphasis on community preparedness, reducing vulnerability to risks and increasing communities' capacity to cope. As a consequence of this shift, our approach has become more integrated, and the portfolio has been extended to include food security, nutrition, livelihoods, climate change adaptation and mitigation. We believe that all these activities together are an important component of community safety and resilience.

4. What is our mission?

The mission of CPRR is to increase the safety and resilience of vulnerable communities, prevent and alleviate human suffering, and help the most vulnerable live in dignity, through the provision of high-quality support and guidance to zone offices and National Societies.

5. Where are we going and how are we going to get there?

Within the framework of its [Five Year Programme for Action](#), CPRR will continue to contribute towards building community safety and resilience, supporting National Societies to scale-up their activities nation-wide to reach more communities at-risk, with improvement on quality of programming, accountability and impact. The focus of CPRR will be on the provision of support and guidance channelled through the zones in regard to the following strategic areas:

- policy and operational guidance
- coordination and knowledge sharing

- development of position papers, tools, guidance
- advocacy and profiling
- representation and external relations
- needs-based technical support and capacity-building
- resource mobilization.

In its work CPRR covers four key technical areas: 1) community-based disaster preparedness; 2) DRR 3) climate change adaptation and mitigation; and 4) food security, nutrition and livelihoods.

Community-based disaster preparedness

In community-based disaster preparedness work, CPRR will support field-based IFRC teams working towards building the capacities of the National Societies and communities to prepare for and respond to, specific disaster risks. Support will increase the scope and impact of National Societies' work to develop preparedness at community and household levels by mapping risks of locally prevalent hazards; conducting awareness-raising and education campaigns; organizing and training community and branch disaster response teams; and conducting simulation exercises based on community response and contingency plans. Support and guidance on community-based early warning systems (see climate change adaptation and mitigation section below for additional details) and evacuation plans will be provided, while the use of e-learning tools will be expanded to increase reach and lower trainings costs.

To better integrate disaster preparedness and risk reduction actions in emergencies, guidelines for will be developed, and preparedness and risk reduction activities recommended for emergency interventions including response and recovery phases, in particular in areas that are affected by recurrent disasters and where poverty levels and vulnerability to risk is high. Guidelines will be developed to help National Societies to make best use of the vulnerability and capacity assessment (VCA) in dealing with urban risks and climate change. Advocacy efforts will be used to encourage the allocation of ten per cent of the budget of emergency appeals for preparedness and risk reduction activities.²

DRR

Red Cross and Red Crescent contribution to sustainable development is through strengthening community resilience. National Societies will be encouraged and supported to build resilient communities that are able to adapt and cope with recurrent disasters and other crises and to protect and build on the development gains that have already been made. Key characteristics of safe and resilient communities, as well as key determinants of a successful community-based DRR programme, will be identified through the on-going tsunami DRR study and disseminated to National Societies. Integrated ways of working between sectors at the community-level will continue to be developed in order to ensure that the capacities of local communities are maximized.

More case studies of cost benefit analysis will be developed in order to build an evidence-base of cost-effective community based DRR programmes and document the key driving indicators of community safety and resilience. A DRR and climate change guideline will be developed to ensure their integration in all phases of preparedness, relief, recovery and development. A DRR database

² As per the recommendation of IFRC Governing Board, October 2011

will be put in place, allowing National Societies to have easy access to DRR information and to share relevant information with one another. DRR mapping will be conducted to collect and analyse the data on DRR activities and expenditures worldwide and the number of people supported through them.

National Societies will be encouraged and supported to be included and play a key role, in national and regional platforms for DRR. CPRR will continue to support National Societies to contribute to the implementation of the Hyogo Framework for Action, take active part in the Global Platform for DRR and other global DRR events, and develop strong partnerships with various partners concerned, including UNISDR, various UN agencies, private sector and GFDRR. CPRR will work for increased investment in DRR through innovative resource mobilization strategies and active engagement with existing and new donors.

Climate change adaptation and mitigation

The main focus of CPRR climate change portfolio will be to support the effective scaling-up of climate change adaptation and mitigation activities throughout the IFRC and at community levels.

The main focus of climate change adaptation activities is to effectively mainstream adaptation into existing programmes at all levels of the IFRC and into National Societies' programming and implementation activities. As part of the wider IFRC DRR efforts and internal and external policy dialogue, climate change adaptation activities will include the revision of existing tools and methodologies to ensure that they address climate change and to support better integration of climate change adaptation by developing methodologies and practical, operational tools that support the integration of climate change considerations into thematic programmes at both the IFRC and community levels. This will be accompanied by continuous investments into capacity-building, initiatives at regional levels to build up a pool of expertise at both regional and country levels.

To ensure better access to climate information and funding for vulnerable communities, the IFRC will strengthen and build new partnerships with both traditional and non-traditional partners. This will include increased collaboration with research institutions, private sector and international financial institutions to support technical skills transfer and resource mobilization. During the course of the next four years, the IFRC will continue to mobilize its membership to become actively engaged in national and regional level dialogue and climate change adaptation planning at the national and local levels.

At the international level, the IFRC will continue to engage to support better positioning and ensure that National Societies are recognized as key actors in supporting adaptation to climate change. At the national level, the IFRC will continue to support National Societies' engagement with their national governments to ensure that the needs of the most vulnerable are reflected in National Adaptation Plans.

A specific area of increased focus with regard to community-level actions will be the integration of climate change considerations and particularly increased climate variability, into community-based early warning systems. This is to complement national, regional and global early warning systems, within the Global Framework for Climate Services, led by the WMO and in cooperation with other monitoring systems such as FAO's Global Information and Early Warning System, WFP's Vulnerability Assessment Mapping, etc. The Red Cross Red Crescent has the potential to play a central role in making information a "public good" by supporting its dissemination in a timely manner,

and enabling vulnerable communities in taking appropriate and balanced actions. This will be directly linked to improved Red Cross Red Crescent vulnerability tracking and the revision of risk identification models (e.g., VCA) to ensure that they address climate change issues and are engaged in the climate change mitigation agenda.

In addition, the IFRC is actively engaged on issues regarding climate change mitigation. This includes proactive engagement to reduce the institutional footprint of the secretariat and regional offices. The IFRC will work with National Societies to identify best practices in this area to develop guidance for the membership. Furthermore, the IFRC is defining the potential for community-based climate change mitigation projects, particularly looking at tree planting and integration in DRR projects. This will feed into easily accessible guidance on these different areas, including on the linkages to carbon markets. The IFRC is therefore engaging with external actors with expertise in this sector, such as science and research institutions, NGOs and UN agencies. This will serve to identify best practices for the integration of climate change mitigation in Red Cross Red Crescent programming, tools and frameworks and develop long-term partnerships to establish a knowledge base.

Food security, nutrition and livelihoods

The overall aim of the food and nutrition security and livelihoods component is to ensure that food security spans the relief to development continuum by preventing and reducing risk, mitigating the impacts of food insecurity, and where necessary providing relief and recovery in a way that builds the resilience of affected communities in the longer term.

Persistent food insecurity continues to be a chronic problem globally. According to FAO and WFP there are currently 925 million hungry people in the world, 25 per cent of which are children. Underlying factors include natural disasters – with drought being the single most common cause of food shortages – conflicts, poverty, lack of agricultural infrastructure, all of which are compounded and exacerbated by environmental degradation and climate change.

The IFRC's work in this area ranges from food distribution to nutrition interventions and longer-term programmes. Given its unique role in working with and supporting National Societies and the broad community reach that this partnership enables, the specific objectives for reducing food insecurity are to:

- improve and increase the number of community-based programmes
- increase the technical capacity of National Societies in relation to food and nutrition security and livelihoods programming
- strengthen coordination, partnership and knowledge of long-term food security programming.

Improving and diversifying both agricultural and non-agricultural strategies are central to the achievement of these objectives – particularly in light of changing market conditions, increasingly variable weather patterns and other climate-related impacts, including new pests and variable water availability.

To enable the IFRC to reach more people in an effective way, an increase in the scale and quality of programming is planned. Implementation will focus on targeting community-level programmes, using the extensive and developed network of National Red Cross and Red Crescent Societies in Africa, Americas and Asia Pacific, and ensuring linkages with district and national initiatives. Programmes will aim to cover, where necessary, the three distinctive food security pillars – *food availability*,

access and *utilization*. Furthermore, an inter-sectoral approach will be fostered, combining activities with health (including HIV and AIDS, water and sanitation, etc.), climate change adaptation, DRR, organisational development, natural resource conservation and environmental rehabilitation, when and where appropriate and possible. Additionally, funding strategies and programming approaches are being updated and intensified through sector specific work in agriculture as well as through food and nutrition programmes that address immediate and underlying causes of hunger and malnutrition.

Specific activities will include building the capacity of National Societies through technical support, promotion of global best practices, improved staffing levels, and providing guidance and tools for both programme implementation as well as monitoring and evaluation. Technical partnerships will be leveraged both in-country and globally, and increased levels of policy and advocacy engagement activities will promote the approach centred on strengthening community resilience and providing long-term solutions.

Approaches and processes will include quality assessment and project design, more emphasis on the participation of communities, branches and National Societies; provision of quality technical support; maximizing IFRC support at the zonal, regional and/or country-level, employing improved movement coordination and enhancing cohesion and harmony among different partners to achieve better results for vulnerable communities.

GLOBAL OUTPUTS: Derived from the specific objectives of the Secretary General as approved by the 21st Session of the Governing Board on 19-21 May 2010, and in line with the business lines outcomes, the **specific outputs** of CPRR are:

Business Line 1: Raise humanitarian standards

OUTCOME: *Uplifted thinking that inspires and underpins our services to maintain their relevance in a changing world, along with increased magnitude, quality, and impact.*

Number of National Societies using updated *Framework for Community Safety and Resilience* in developing community-based programmes.

Number of National Societies implementing climate-proof community-based resilience programmes.

OUTPUT 1.1: The *Framework for Community Safety and Resilience* is updated and utilized by National Societies as a primary guidance document to develop high-impact, cross-sectoral community-based programmes.

OUTPUT 1.2: National Societies have increased their capacity to develop and implement integrated climate-proof community-based resilience programmes in disaster preparedness and risk reduction, food security, nutrition and livelihoods.

Business Line 2: Grow Red Cross Red Crescent services for vulnerable people

OUTCOME: *Increased share of consistent and reliable Red Cross Red Crescent action in support of communities affected by disasters and crises.*

Percentage increase in the number of National Societies' community-based resilience building programmes.

Percentage of emergency appeal funding that supports global disaster preparedness and risk reduction activities.

Number and type of public education and awareness materials developed and disseminated.

OUTPUT 2.1: Number of National Societies' community-based programmes on disaster preparedness and risk reduction, climate change adaptation and mitigation, and food security/nutrition/livelihood is increased by at least 20 per cent since 2010.

OUTPUT 2.2: Tools and methodologies are developed and implemented to integrate disaster preparedness and risk reduction activities into response and early recovery phases of emergency operations.

OUTPUT 2.3: National Societies scale up public awareness and public education activities, using evidence-based key messages on disaster preparedness and risk reduction, climate change adaptation and mitigation, food security, nutrition and livelihoods based on predominant local threats and risks.

Business Line 3: Strengthen the specific Red Cross Red Crescent contribution to development

OUTCOME: *Appropriate capacities built to address the upheavals created by global economic, social, and demographic transitions that create gaps and vulnerabilities, and challenge the values of our common humanity.*

Number of integrated community-based resilience programmes in high-risk areas.

Number of National Societies that are using global guidance and tools to develop programmes.

Number of projects that include climate change adaptation and mitigation components.

OUTPUT 3.1: National Societies have increased their capacity to implement DRR, climate change adaptation, climate change mitigation, food security, nutrition and livelihoods integrated programming at the community-level.

OUTPUT 3.2: Guidance and tools on disaster preparedness and risk reduction, climate change adaptation and mitigation, food security/nutrition/livelihoods are available and easily accessible (through electronic, hard copy, e-learning modules).

Output 3.3: Climate change issues are well understood within the IFRC and by National Societies, and innovative climate change adaptation and mitigation activities are effectively mainstreamed into

existing programmes (i.e., disaster preparedness and risk reduction, food security, nutrition and livelihoods) to moderate negative impacts or exploits beneficial opportunities.

Business Line 4: Heighten Red Cross Red Crescent influence and support for our work

OUTCOME: *Evidence-based humanitarian diplomacy conducted to draw attention to the causes and consequences of vulnerability, giving voice to vulnerable people, and demonstrating the value of Red Cross Red Crescent humanitarian work and leadership*

Number of guidelines, tools and methodologies developed and used.

Percentage of funding that supports global disaster preparedness and risk reduction activities.

Number of new alliances or partnerships that support delivery of CPRR plan.

OUTPUT 4.1: Guidelines, tools and methodologies for advocacy and representation guidelines are developed for community-based disaster preparedness and risk reduction, climate change adaptation and mitigation, food security, nutrition and livelihoods and used to deliver key messages targeting major global and regional platforms and donor related events.

OUTPUT 4.2: Technical partnerships are leveraged and resources mobilized for programming in DRR, climate change adaptation and mitigation, food security/nutrition/livelihood at different levels (local to global).

OUTPUT 4.3: External networking and coordination is reinforced with UNISDR, OCHA, World Bank, WMO, FAO, WFP, WHO and other international organizations critical to fulfilling our mission.

Business Line 5: Deepen our tradition of togetherness through joint working and accountability

OUTCOME: *More effective work among National Societies through modernised cooperation mechanisms and tools, and a greater sense of belonging, ownership, and trust in our International Federation.*

Number of evaluations and cost-benefit analysis undertaken.

Number of strategic and/or policy documents developed with input from coordination platforms.

OUTPUT 5.1: Systematic evaluations and cost-benefit analysis of disaster preparedness and risk reduction, food security, nutrition and livelihoods programmes are undertaken and used to deepen the evidence-base for programming and advocacy.

OUTPUT 5.2: Coordination and knowledge sharing platforms including the disaster preparedness/DRR working group, DRR support group, Global Community Safety and Resilience Forum, and Red Cross and Red Crescent reference centres are actively promoted and developed.

6. What are some of the key risks/assumptions?

- Limited funding available at this stage from donors for community-based programming and capacity-building of National Society staff and volunteers. A new predictable and multi-year funding mechanism is needed to support the shift building safety and resilience at community levels in the long-term.
- Capacity of staff and volunteers, particularly in some regions, needs to be further developed not only in key thematic areas but also with regard to their ability to engage with and influence key actors.
- Staffing turnover remains a constraint and measures need to be put in place to ensure long-term sustainability of positions and for the recruitment of highly skilled and experienced personnel at field-level. Further investments are therefore needed to ensure that we attract and retain motivated and skilled people as staff. At the same time, investments should also be made to recruit and retain skilled volunteers by also providing incentives such as trainings, recruitment opportunities, etc.
- Occurrence of exceptional disaster events may influence the Red Cross and Red Crescent's work at different levels zones, regions and National Society to focus mainly on response.

7. How much will it cost?

	2012	2013	2014	2015	TOTAL
Business line 1					
CPRR	350,000	350,000	360,000	360,000	1,420,000
Business line 2					
CPRR	350,000	350,000	350,000	350,000	1,400,000
Business line 3					
CPRR	1,225,000	1,225,000	1,260,000	1,260,000	4,970,000
Business line 4					
CPRR	1,225,000	1,225,000	1,260,000	1,260,000	4,970,000
Business line 5					
CPRR	350,000	350,000	360,000	360,000	1,420,000
TOTAL	3,500,000	3,500,000	3,590,000	3,590,000	14,180,000
<u>Total unrestricted funding expected</u>	800,000	800,000	800,000	800,000	3,200,000
<u>Total voluntary funding required</u>	2,700,000	2,700,000	2,790,000	2,790,000	10,980,000

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGO's) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Humanitarian Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by *Strategy 2020* which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of nonviolence and peace.

Find out more on www.ifrc.org

Contact information

For further information specifically related to this report, please contact:

- **In the community preparedness and risk reduction department, Programme Services Division**
 - Mohammed Omer Mukhier, Head; email: mohammedomer.mukhier@ifrc.org; telephone +41 (0)22 730 4222; fax; +41 22 733 03 95