

Revised Plan 2011



Disaster management and risk reduction: strategy and coordination

Executive summary

The overall goal of the International Federation's disaster management work is to - through its network of National Societies - assist and enable communities to strengthen their own resilience and develop disaster management solutions that balance growth, safety, and equity. Specific preparedness, response and recovery activities must be risk informed and both address specific disasters and crises as well as contribute to increased overall safety and resilience.

Realising this goal requires that stronger links between disaster management and development are made. The lines between relief and development are steadily becoming more blurred, and we need to be open to innovative solutions and alternative methods of intervention, such as the use of cash in emergencies and recovery as well as the establishment of trust funds to address gaps in community-level financing for risk reduction activities.

Strategy 2020 places a greater emphasis on professionalism and accountability in the way disaster operations are planned and implemented and quality assurance will continue to be reinforced. Progress has been made throughout 2010 towards more efficient disaster preparedness and response, through coordinating global tools and adapting surge capacity to meet the increased and more varied demands from National Societies; and provision of demand-driven technical advice and sector expertise which aimed at strengthening National Society disaster management planning and delivery capacities from preparedness throughout recovery interventions. Globally coherent DM systems and procedures will be further improved and developed and disseminated. In 2011 there will be more systemic support to the "global DM team" for disaster preparedness, contingency planning, and hazard monitoring and early warning of unexpected events or abnormal trends.

Funds directed towards the global-level will be mobilized to provide National Societies with support and guidance channeled through the zones in regard to coordination; tools, guidance and position papers; advocacy, profiling and knowledge sharing; quality assurance; representation and external relations; governance support and implementation of statutory decisions; and needs-based technical support.

In line with the policy framework established under Strategy 2020, the disaster management and risk reduction global plan for 2011 will continue to be 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 provides the framework for the specific sector plans listed above, and captures initiatives of a global nature and scope. These

initiatives address identified gaps in the way we manage information and knowledge across sectors, as well as supporting appropriate global funding mechanisms for DM interventions.

This plan seeks CHF 0.7m in 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.

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 the recent financial crisis. The increasing involvement of military and political actors in humanitarian response has added to the complexity of the humanitarian environment and 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.

The network of Red Cross and Red Crescent National Societies provides the foundation for a system that is local and global in nature – aligned and responsive to community needs yet also global in scope and scale. This is our strength and must be enhanced through shared disaster and crisis management systems, standards and procedures. Our DM plans and activities must also link to longer term development priorities and reflect our commitment to building the capacity of our National Societies to serve the needs of vulnerable people through their ongoing programmes and to engaging and enabling communities to strengthen their own resilience. Factors such as environmental sustainability, gender and equity, protection, linking response and recovery to longer term development and guaranteeing to the greatest extent possible, the physical safety of volunteers and staff will also be considered.

The Disaster Management global and sector plans for 2011 are aligned to the context analysis and strategic aims of Strategy 2020:

- 1) Save lives, protect livelihoods, and prepare for and recover from disasters and crises:** Saving lives and livelihoods is primarily considered an element of good preparedness and timely response to disasters. Red Cross and Red Crescent volunteers and staff live and work within the most vulnerable communities worldwide. As “first responders” they are often the best positioned among humanitarian organisations to save lives and reduce suffering, damage and losses. These local roots mean that we are capable of going “the last mile” in reaching out to vulnerable communities to provide early warning, to support them to prepare for disasters, and to remain with communities through the post-disaster recovery process. Saving more lives means scaling-up the volume and quality of our response actions to disasters and crises to meet as many of the needs of vulnerable people as our collective International Federation resources permit. Particular attention must be given to identifying and addressing the capacities, needs and priorities of different segments of the community depending on gender, age, ethnicity, social status and other factors that may increase situations of vulnerability. This requires strong leadership, good management of staff and volunteers, timely decision-making and effective local response capacities linked to regional and global surge capacity and logistics systems that can deliver immediate and appropriate support.

- 2) **Enable healthy and safer living:** Well linked and effective public health, shelter, and livelihoods assistance and services are critical to effectively supporting communities to recover from disasters and crises. Comprehensive needs assessments must result in well linked and coordinated programming support that builds upon our core areas of expertise and experience, including livelihoods and food security, restoring family links and psychosocial support. We will build on the experience of using various tools and approaches such as Vulnerability and Capacity Assessment (VCA) and Community Health and First Aid (CBHFA) to ensure that we work in sensitive and effective ways with communities in identifying their priority needs and concerns.
- 3) **Promote social inclusion and a culture of non-violence:** Our ability to unite millions of volunteer and paid staff for humanitarian action is derived from our Fundamental Principles, shared values, norms and standards, respected emblems, privileged legal status under the Geneva Conventions and national legislation, access and influence with governments, and diverse capacities (local, national, regional and global) within a worldwide Movement. We have an incomparable “brand” that is trusted worldwide to signify the help that is available and accessible to everyone and everywhere, including disaster and crises situations, according to their needs and vulnerabilities.

Evidence based Red Cross and Red Crescent advocacy and humanitarian diplomacy work will complement our programmes and services and will include action against stigma and discrimination of vulnerable people and promoting equal access to basic health care and disaster services. Connected at local, national, regional and global levels, the Federation is a unique network that unites the world and can mobilize millions of volunteers in the cause of humanity.

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 2011 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.

The plans prioritize interventions as follows:

Community preparedness and risk reduction (see revised plan)

- The programme will continue to contribute towards building community safety and resilience by strengthening its support in primarily three areas: 1) *community-based disaster preparedness*; 2) *disaster risk reduction including climate change adaptation*; and 3) *food security and livelihood*.
- Activities will focus on provision of support and guidance channeled through the zones in regard to coordination; tools, guidance and position papers; advocacy, profiling and knowledge sharing; quality assurance; representation and external relations; governance support and implementation of statutory decisions; and needs-based technical support.
- The focus of climate change adaptation as part of the wider disaster risk reduction effort of the IFRC will be on developing methodologies at community level to integrate climate risk into existing community action in order to address the humanitarian consequences of climate change. In addition the IFRC will continue to strengthen its partnerships to allow communities to have better access to the relevant climate information. During the course of the year, the IFRC will continue to mobilize its membership to become actively engaged in national and regional level dialogue and climate change adaptation planning.
- Strengthening livelihoods in order to improve food security and resilience is at the heart of the IFRC’s work in disaster risk reduction in Africa. National Societies will expand their community-based food security programming to address the immediate and underlying causes of food insecurity and malnutrition. In order to increase impact, the food security programmes will be further linked up and/or integrated with other sectors, (e.g. HIV, health and care, water and sanitation) by encouraging common geographic and beneficiary targeting. The overall objective

will be to develop programmes that effectively address longer-term needs in livelihoods and food security.

Disaster services (see revised plan)

- Improved planning, performance management and accountability for disaster operations.
- Development and maintenance of harmonized operational procedures and systems to support disaster operations – with a focus upon early warning / early action, contingency planning, assessment and analysis, the greater use of cash transfer programming systems, revised appeal and budget templates, plans of action, and recovery frameworks.
- Increased knowledge, skills and human resource base, to design, deliver, monitor and evaluate quality post-disaster recovery programmes that ensure cohesive transition from relief to recovery and longer term development.
- Ensuring that effective tools and reliable surge capacities are always available for appropriate and timely response to disasters, in a seamless arrangement that connects local to global.
- Ensuring global coherence and consistent quality and accountability in operations through putting accountability principles into practice – setting performance standards, monitoring compliance and coverage.
- Establishing clear disaster services agreements with Zones – recognizing the different capacities and technical assistance needs of the different Zones – benchmarking performance on Emergency Appeal development and implementation quality standards.
- Modernizing and adapting the International Federation’s approach to relief in disaster response through documenting clear business processes and introducing new technology for improved performance and impact.
- Reviewing DM information management functions to provide more efficient and effective services to DM practitioners in the Secretariat and National Societies.

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 revised plan)

- Provide sustainable humanitarian logistics services through the development and implementation of a global Federation logistics strategy which will deliver the following three specific outputs, *(i) to increase IFRC logistics capacity, both locally and globally (ii) to increase*

operational support and efficiency and (iii) to provide the same cost efficient services to actors external to the IFRC.

- The plan is built around five enabling projects:
 - *Management and HR*, aiming at increasing and enhancing quality and skills of local, permanent and rapid response human resources;
 - *Sustained funding*, aiming at ensuring that costs for activities and services offered internally and externally can be recovered;
 - *Legal status*, aiming at ensuring legal provision of services and utilisation of special status globally through country agreements and use of IDRL (see also **IDRL plan 2011**);
 - *Operational information systems*, aiming at developing capability for global and local logistics information capture for operation planning, management & reporting;
 - *Infrastructure, assets and resources*, aiming at increasing current permanent global logistics capacities to source, store and deploy relief items and services.

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 appropriate global funding mechanisms for DM interventions.

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 0.7m and is designed to support the following initiatives:

Programme component 1 – Disaster information and knowledge management
Component outcome 1: Disaster 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:

- Building on the scoping study carried out in 2010 carry out a more in-depth 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.
- Building on the development of the Disaster Management Community of Practice (DMCOP), designed with the intention of facilitating a more proactive sharing of experiences, good practices, lessons learned and global technical support across practitioners, promote and increase use of this platform through at least 3 moderated thematic discussions during 2011 and provision of network services as required by the members.
- 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 DM planning and grant management

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:

- The secretariat will coordinate and grant manage external global partnerships (e.g. with DFID and DG ECHO) related to disaster management and humanitarian aid.
- Evaluations and monitoring missions to measure the impact of the DFID and DG ECHO funded DM capacity building investments will be carried out during the year as required by partners.
- Oversight of the Disaster Relief Emergency Fund (DREF) and establishment of an Advisory Board to ensure that this vital fund continues its important role to provide timely funding for disaster response or to prepare for imminent disasters and be accountable to donors and beneficiaries. **This activity now falls entirely under the DREF plan for 2011.**
- 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 relevant teams in the Humanitarian Diplomacy and other Divisions as well as the Zones. **This project is now under the CPRR plan for 2011.**

b) Potential risks and challenges

The underlying risk is a lack of voluntary funding, which might limit the planned work under the respective sector plans which are substantially dependent on global grants such as the ending DFID IS III and the DG ECHO Capacity Building funding. A plan to continue nurturing these important partnerships while at the same time diversifying 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(s). 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 advisory bodies 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, other 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	
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