

Plan 2009-2010



International Federation
of Red Cross and Red Crescent Societies

Disaster Management: Strategy and Coordination

Executive summary

Disaster management (DM) is central to the mission of the International Federation and its 186 National Societies (NS). Through global, zonal, national and local programmes the International Federation provides disaster preparedness, response and recovery services which seek to reduce disaster risk, alleviate immediate suffering, improve recovery by re-establishing livelihoods and ultimately increase community resilience and capacity. The need for these services and this unmatched global network is greater than ever given the increasing frequency of disasters coupled with trends which leave more people vulnerable to the effects of disasters.

This two year plan continues the implementation of Strategy 2010 and the Global Agenda, and is derived from a three year [operational strategy for DM](#). For many years the International Federation has been the largest humanitarian provider of disaster management services to the most vulnerable. This plan seeks to ensure the International Federation is not only the largest but also the best in world class quality disaster management services. The strategic goals for DM remain set at this Federation-wide strategy level as shown below in table 1.

The following specific objectives for the next two years aim to support zones and National Societies to scale up in terms of quality and quantity in order to address Global Agenda Goals one and two.

Objective 1 - *Increase DM impact and coherence through better linkages between policy and practice and expanded advocacy to reduce disaster risks and impact.*

Objective 2 - *Strengthen DM technical assistance provided by zones to NS, to increase technical excellence and capacity for DM in National Societies, in line with the new operating model, to better serve beneficiaries.*

Objective 3 - *Focus on DM services prioritized by NS including coordination, information management and analysis. Utilize evidence and analysis to enable innovation, improve effectiveness and ability to adjust to external trends and NS needs to better anticipate risks and serve beneficiaries.*

Objective 4 - *Develop competency-based DM staff development and placement systems which increase effectiveness of preparedness, relief and recovery programmes. Improve surge capacity to ensure ability to meet beneficiary needs when affected NS capacity is exceeded.*

Objective 5 - *Strengthen DM management tools and systems, analysis, planning, funding tools and cross divisional integration practices to ensure most effective stewardship of donations so NS can provide more DM services to more vulnerable people.*

Table 1 – DM Strategic Goals as Articulated in Strategy 2010 and the Global Agenda

Strategy 2010 (DM Components)			
Strategic Directions	Responsive and focused: NS programmes are responsive to local vulnerability and focused on the areas where they can add the greatest value. The collective focus will be on disaster preparedness, disaster response....	Well-functioning NS: Well-functioning NS which can mobilize support and carry out their humanitarian mission, contributing to the building of civil society.	Working together effectively: The Red Cross/Red Crescent and its supporters work together effectively, through programme cooperation, long-term partnerships and funding, as well as more active advocacy.

Global Agenda (DM Components)			
Goal 1	Reduce the number of deaths, injuries and impact from disasters.		
Goal 2	Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.		
Priorities	Improving our local, regional and international capacity to respond to disasters and public health emergencies.	Scaling up our actions with vulnerable communities in ... disaster risk reduction.	Renewing our advocacy on priority humanitarian issues, especially.... promoting disaster risk reduction.

This global plan seeks CHF 53,964,118 (USD 49,327,347 or EUR 34,372,050) to fund specific activities under disaster management strategy development and coordination (CHF 15,553,946 or USD 14,217,501 or EUR 9,906,972), as well as individual sector plans to be implemented in 2009 and 2010. These individual plans are:

- [Disaster Policy and Preparedness](#)
- [Disaster Management: Operations Technical Advice](#)
- [International Disaster Response Tools](#)
- [Shelter](#)
- [Logistics](#)
- [International Disaster Response Law Programme](#)
- [Information Technologies and Telecommunication](#)

[Click here to go directly to the summary budget of the global plan;](#) [Click here to go directly to the summary budget of the Disaster Management: Strategy and Coordination plan.](#)

Context

An increased number of disaster events are occurring, characterized by an increase in localized small to medium scale disasters, predominantly triggered by climatic hazard events over extensive geographical areas with low concentrations of people¹. In 2007 197 million people were affected by 399 recorded disasters. This represents a continued trend in both number of disasters and the number of people they affect.² These phenomena are increasing rapidly and are associated with increasing mortality and require context specific measures to reduce their impact.

“The globalised world consists of networks of people, machines and institutions, interconnected to the extent that shocks to one network can pass to another. An example of this is the 2007 winter in Tajikistan which created a food crisis. This resulted from a combination of civil-war ruined infrastructure, national debt, years of poor rainfall and a reduction in hydro-electric power, coupled with an unusually

¹ Disaster Risk Reduction Global Review 2007, ISDR

² Center for Research on the Epidemiology of Disasters (CRED) 2007 Disaster Statistics

cold winter causing higher energy prices and a reduction in food purchasing power”³. Such crises are less predictable and yet increasingly more likely to occur.

Concurrently, trends including climate change, urbanization, new and emerging public health threats and increased migration interact in this increasingly globalised world in a complex manner⁴. This interaction will require the Federation to be flexible and responsive to feedback in order to adapt rapidly to changing circumstances.

While these challenges are not specific to the Red Cross and Red Crescent Movement, the International Federation today remains a unique institution ideally placed to address them. There is no other comparable humanitarian organisation in terms of size, structure or status. Its decentralised approach, its value base and its Fundamental Principles have become more relevant over time.

However, the International Federation also faces many contemporary challenges. Above all, it faces the challenge of being flexible enough to adapt to a fast changing world. This strategy for DM, lays out a vision of change over time, recognising the delicate balance that needs to be maintained between modernising an institution and safeguarding its contribution to humanitarianism. The strategy recognizes DM as one of four cornerstones of the International Federation’s work alongside public health, the dissemination of the Fundamental Principles and humanitarian values and the development of national institutional capacity. Through a policy revision and consolidation process over the coming year single policies will be developed for each of these four areas.

With the unquantifiable number of organisations operating in the humanitarian sector today, the International Federation retains three advantages over and above others. These are: its network of National Societies and its volunteer outreach into the communities; the auxiliary status of National Societies in relation to their governments; the International Conference with States and National Societies as equal decision making bodies. This strategy contributes towards maximising the influence and impact that these unique relationships have on meeting the needs of the vulnerable and protecting people from future vulnerability.

The unparalleled humanitarian network and community-level reach coupled with the access afforded due to trust derived from our Fundamental Principles and legitimacy derived from our auxiliary status often means that Red Cross or Red Crescent societies and their branch volunteers are the only available mechanism for “last mile” humanitarian service delivery.

As well as having proven to be applicable to all contexts and all cultures, the Principles have enabled the organisation to build on them and to associate to them contemporary values and activities such as reducing discrimination, and protecting human dignity. The dissemination of principles and values is a critical activity in the complex situations of disaster risk, response and recovery in which the Federation and its National Societies operate.

Empirical evidence shows that the disaster management needs of the future will demand that preparedness and preparedness for response investment is made simultaneously at the level of the household and the community as well as in the machinery of national and international response. In order to meet this challenge, this strategy will support modern methods of communication, skill development and knowledge sharing – sometimes but not always employing information technology. Increasingly these activities will take place through networks, through specialised local reference centres and through virtual platforms.

While the organisation is able to predict with increasing certainty the climatic challenges of the future, it remains unlikely to be able to anticipate the ‘force majeure’. This ‘unknown’ needs to be factored as effectively as possible into a disaster management strategy. One way to help counter this risk will be to spread the investments in disaster management as broadly as possible, developing capacity at

³ Humanitarian Futures 2020, May 2008

⁴ International Conference documents and resolutions, including ‘Together for Humanity’.

community levels, while ensuring a surge capacity at national and international levels, thus helping to build maximum flexibility into the system in face of any pending disaster.

A further challenge is in keeping all parts of the network functioning optimally, in a coordinated and complementary way and which retains the unmistakable identity of the International Red Cross and Red Crescent Movement. Therefore, a balance needs to be found between devolving more responsibility, resources and capacity to the different parts of the Federation while keeping what is necessary centrally. This strategy will further support the process of decentralisation, building into the strategy small steps that enable appropriate change to take place over time.

Finally, one of the changes that has had a very considerable impact on the way the International Federation conducts preparation and response programmes is the introduction and effective use of information technologies (IT) and telecommunications. In particular any international disaster response operation is fundamentally predicated on effective IT and telecommunications services. Although not part of the DM Operational Strategy for 2009-11, this global plan recognises the importance of efficient and effective IT and telecommunications capacity to support processes such as needs assessment, logistics and supply change management in mobilizing aid items, financial controls and human resources management amongst many other areas which complete the lifecycle of any disaster operation.

As technology advances, the demands on IT and telecommunications evolve and opportunities arise to apply these technologies in novel ways. Innovation in this context can bring about significant improvements to the efficiency and effectiveness of a response operation.

Priorities and current work with partners

The priorities for disaster management are:

- To integrate a variety of functions and sectors including emergency and public health⁵, water and sanitation, shelter, livelihoods, and food security across overlapping phases of action,
- The growing need for preparedness, response and recovery services of National Societies due to land-use and migration patterns (e.g. urbanization), climate change, poverty and vulnerability exacerbated by HIV/AIDS and other health emergencies,
- Growing DM capacity among 186 member National Societies and their local/national partners coupled with their increasing efforts to share resources and skills with one another to continue this improvement,
- The mandate to simultaneously build and maintain rapid immediate disaster response capacity while also investing in community preparedness and risk reduction provided by Governments through the International Conference and member societies through the Constitution and governance decisions, and quantitative and qualitative evidence of National Society prioritization of International Federation Secretariat services with a primary emphasis on coordination services, DREF and emergency appeals, promoting quality and integrated DM technical support.

The Secretariat works closely with National Societies, and its zone offices to ensure the greatest possible impact by using the skills and resources available. Coordination with key actors, the United Nations (including OCHA, World Food Programme (WFP) and International Strategy for Disaster Reduction (ISDR) and non governmental organisations is important to ensure efficiency and lack of duplication.

⁵ Since the Alma Ata Declaration was adopted by States in 1978 Primary Health Care has been understood as fundamentally integrated with other economic and social development pursuits. Essentially holistic disaster management (preparedness, response, recovery and risk reduction) strives for the same results as public health – “a state of complete physical, mental and social well-being.”

The Global Alliance for Disaster Risk Reduction, the Food Security in Africa Initiative as well as Shelter initiatives under the Federation's role as cluster convener identified building and shifting capacity and resources for technical support to the field in 2009 during last year's planning cycle.

Secretariat programme in 2009-2010

Disaster management/Strategy and coordination

a) The purpose and components of the programme

Programme purpose
Goal 1: reduce the number of deaths injuries and impact from disasters.
Goal 2: reduce the number of deaths illnesses and impact from diseases and public health emergencies

The global disaster management programme budget is CHF 53,964,118 (USD 49,327,347 or EUR 34,372,050).

Programme component 1 - Best practice and policy
Outcome: Increased DM impact and coherence through better linkages between policy and practice and expanded advocacy to reduce disaster risks and impact

Activities and initiatives:

- Update and adapt preparedness tools including Well Prepared National Societies, Vulnerability and Capacity Assessment and emergency assessment guidelines to improve better linkages between policy and practice and to incorporate challenges posed by climate change and vulnerability in urban contexts.
- Complete the policy revision process, review of Principles and Rules for RC/RC Disaster Relief and 10 year DM strategic framework. Ensure development of S2020 benefits from organized cross divisional, field and NS DM practitioner input.
- Disaster planning and preparedness tools developed to disseminate new DM policies and strategies and encourage adherence and application through zones by National Societies.
- Work with National Societies to promote the active use of IDRL guidelines. Build the capacity of NS to provide policy advice on DM to their governments. Strengthen cooperation with inter-governmental and regional organisations on regulatory issues in disaster management. Expand research on law and disaster risk reduction.

Programme component 2 – Disaster management technical assistance
Outcome: Strengthened DM technical assistance provided by zones to NS, to increase technical excellence and capacity for DM in National Societies, in line with the new operating model, to better serve beneficiaries.

Activities and initiatives:

- Relief, recovery and shelter technical assistance tools and training, developed. Geneva staff provides technical training of trainers, review and input for programme plans provided as service to zones. Zones provide technical assistance to NS.
- Global Alliance for Risk Reduction - to scale up disaster risk reduction activities at the community level by strengthening the technical, programming and resource mobilisation capacities of National Societies and the International Federation.
- Food Security Initiative - to scale up food security activities at the community level by strengthening the technical programming and resource mobilisation capacities of African National Societies and the International Federation.
- Increase NS recognition of and response to water, sanitation and hygiene promotion needs during emergency situations. Increase NS ability to apply agreed and standardized public health approaches to natural disasters and health emergencies in timely, appropriate and efficient way (please refer to [Health and Care plan 2009-2010](#) for details).

- Establish zone DM functions in 2009 with adequate technical, information management and coordination capacity to provide support to country delegates and NS. Support zonal DM reference groups as platform for collecting feedback. Determine appropriate delegation of authorities to zone DM.
- Increase NS access to logistics specialists and sustainably increase delivery speed and capacity while reducing the cost and impact on the environment by attaching the Regional Logistics Units (RLUs) to zones, placing additional personnel in the other zones and extending stock capacity by creating semi-permanent stock locations on a cost recovery basis.

Programme component 3 – Coordination, information and knowledge management

Outcome: Focus on DM services prioritized by NS including coordination, information management and analysis. Evidence and analysis are used to enable innovation, improve effectiveness and ability to adjust to external trends and NS needs, and to better anticipate risks and serve beneficiaries.

Activities and initiatives:

- Increase external coordination through facilitation of Global Alliances for DRR, Food Security and Shelter Cluster. Systematically participate and engage in other external policy and operational coordination mechanisms (e.g. Inter-Agency Steering Committee (IASC), International Strategy for Disaster Reduction (ISDR), Global Facility for Disaster Reduction and Recovery (GFDRR)).
- Provide information management and coordination in support of response operations and broker access to technical assistance and required decisions. Maintain the Disaster Management Information System (DMIS).
- Provide consistently improving logistics services for operations and programmes through global and RLU capacities continuing ongoing improvements for better quality, faster delivery and more cost effective solutions.
- Improve two way information flow and communications for all DM. Encourage networks, reference centres and connections across NS to exchange good practices.
- Develop and initiate project to build early warning /early action information systems and partnerships to enable rapid decision making and action.
- Stabilize IFRC network logistics services so they can be both coordinated with other organisations capacities and create tools and processes to ensure that the Logistics and Resource Mobilisation department's procurement and delivery services are open to external organisations by the end of 2009, and then operated on a cost recovery basis for external actors in 2010.

Programme component 4 – Capacity building and surge capacity

Outcome: Competency-based DM staff development and placement systems are developed which increase effectiveness of preparedness, relief and recovery programmes. Surge capacity to ensure ability to meet beneficiary needs when affected NS capacity is exceeded is improved.

Activities and initiatives:

- Maintain and further adapt tools, Emergency Response Unit and Field Assessment and Coordination Team (FACT), for global surge capacity to meet the changing operational environment.
- Strengthen zone and regional rosters, training (Regional Disaster Response Team, FACT) and Standard Operating Procedures (SOPs). Facilitate intra-zonal deployments and coordinated bi-lateral deployments.
- Continue staff development and training for preparedness and DRR.
- Maintain PADRU and Kuala Lumpur Disaster Management Unit (DMU) in 2009 to provide surge response capacity and disaster planning assistance to NS. Integrate DMUs into zonal structures and operate DM in 7 zones in 2010.
- Develop competency-based training selection and staff development system for IFRC and NS DM staff incorporating rotation, mentoring and performance management in cooperation with

Human Resource (zone and Geneva). Develop pool of personnel to address gap in surge capacity for international operations management.

Programme component 5 – Planning and funding

Outcome: Strengthened DM management information, analysis, planning and funding tools to ensure most effective stewardship of donations so NS can provide more DM services to more vulnerable people.

Activities and initiatives:

- Develop clear framework for understanding roles, responsibilities, authorities and reporting lines across phases of DM continuum and among DM functions at Geneva, zone, sub-zone/country, NS and international team levels.
- Gather data and evidence to show Federation-wide DM, DRR programme impact and IFRC contributions to Millennium Development Goals and Hyogo Framework.
- Continue to scale up the capacity of the DREF to meet essential emergency disaster funding needs.
- Provide information on DM programmes to enhance dialogue with primary DM donors and facilitate required planning and reporting (e.g. PNS, ECHO, DfID).
- Plan and develop change initiative to strengthen cross divisional decision-making, develop SOPs and tools to support clarified roles and responsibilities, review and realign DM funding framework, and develop management information systems and coordination platforms to ensure perpetual planning, budgeting and reporting enable DM to meet current and future strategic goals.

N.B. Specific detailed plans are available to address all activities/strategies mentioned above.

b) Profile of target audience and final beneficiaries

This global disaster management plan will support disaster management staff within the Secretariat and National Societies. Twenty two million people suffering as a result of disasters were assisted by 149,000 staff and volunteers in 2007. This disaster management plan will enable the Federation to scale-up in terms of quality and quantity to reach more the most vulnerable.

c) Potential risks and challenges

The underlying risk is lack of funding. However, underpinning the funding is the DFID IS and DG ECHO capacity building funding application/grants. A plan to continue to diversify the funding base for disaster management is being put in place.

A further challenge to the implementation of the plan is structural changes within the organisation that are planned. 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.

Role of the Secretariat

a) Technical programme support

Support is provided to the Disaster Preparedness and Relief advisory body to the Governing Board on policy issues. Further to this, advice is provided on a regular basis through the zone offices and more directly to individual National Societies working internationally. Specific tailored support is provided to the zone for disaster operations including surge capacity.

b) Partnership development and coordination

Two major initiatives, the Global Alliance on Disaster Risk Reduction and the Food Security Initiative for Africa form a major component of the plan. These aim at facilitating National Society to National Society cooperation through the coordination and resource mobilization efforts of the Secretariat and members.

A number of external partnerships are being pursued, as an example a partnership with Columbia University, USA and NASA for early warning is being developed. Partnerships are also being formed with organisations to fulfil the role of Cluster Lead Agency for Shelter (in Natural Disasters).

Work continues with the International Committee of the Red Cross (ICRC) in order to harmonize approaches and recent contributions suggest that the work on the Principles and Rules for Disaster Relief may more fully engage the ICRC.

c) Representation and advocacy

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 plan also incorporates representation efforts with the Steering Committee for Humanitarian Response, UNOCHA, WFP, the World Bank, UNDP and the Inter Agency Standing Committee.

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 planned review and revision of the disaster policies into one disaster management policy is an opportunity to ensure the principles and values of the organisation are reflected. This is also a good opportunity to ensure that gender is a more prominent focus of policy. The plan also contains a number of training initiatives, these have as an integral starting point the fundamental principles and values of the organisation.

Recognizing that often in disasters it is women and children that are most severely affected all programme guidance will ensure that gender is incorporated as a key to good analysis of disaster impact and subsequent programming.

Quality, accountability and learning

This plan contains a number of initiatives that contribute to learning and replication. These are the development of guidelines, standard operating procedures, the use of case studies and the opportunity, afforded by learning workshops, to exchange experience.

N.B. Individual plans, that contain performance indicators, are available that address each of the activities/strategies.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the 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"> • In the Federation Secretariat: Birgitte Olsen, Deputy Director Disaster Management; Department, birgitte.olsen@ifrc.org; +41.22.730.4245; and fax +41 22 733 0395. 	