

Revised Plan 2011



Disaster services

Executive summary

This revised plan¹ reflects adjustments in the Federation's 2010-11 disaster services programme as a result of restructuring and realignment processes during 2010.

The purpose of the disaster services programme is aligned with and articulated through 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

Priorities and work plans for Disaster Services are focused on strengthening disaster management (DM) tools and systems (including surge capacity, information management and recovery), and strengthening DM programming skills (including needs assessment, operational analysis, planning and review). The ultimate aim is to enable National Societies to provide more DM services to more vulnerable people and to increase the effectiveness of their preparedness, relief and recovery programmes.

Strategy 2020 places a greater emphasis upon professionalism and accountability in the way disaster operations are planned and implemented. Progress has been made throughout 2010 towards more efficient disaster response, through coordinating global tools and adapting surge capacity to meet the increased and more varied demands of National Societies. The disaster services programme will provide technical advice with a focus on strengthening National Society needs assessment and operational planning capacities for disaster and crises response and recovery. Globally coherent DM systems and procedures will be developed and disseminated to further clarify roles and responsibilities within the decentralised operating model. The disaster services programme will continue to reinforce quality assurance in operations including through the selective use of "real time evaluation" methods. In 2011 there will be more systemic support to the "global DM team" for disaster preparedness, contingency planning, hazard monitoring and early warning of unexpected events or abnormal trends. The Federation's Disaster Management Information System (DMIS) will continue to be a reliable platform for disaster forecasting, reporting and information sharing - working in conjunction with scientific partner organisations.

The Disaster Relief Emergency Fund (DREF), which forms a vital aspect of the Federation's disaster response tools, will be reintegrated within the Disaster Services Department in 2011, but will continue to be presented as a separate plan and budget².

¹ This Revised Plan 2011 should be considered in conjunction with the Programme Update issued in August 2010 that elaborates on achievements and challenges in 2010. It is available at <http://www.ifrc.org/docs/appeals/annual10/MAA0004010myr.pdf>

² Available at <http://www.ifrc.org/docs/appeals/annual11/MAA0001011p.pdf>

The total revised 2011 budget is CHF 2.5m ([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 further exacerbated 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 undergoing change. The increasing involvement of commercial, 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 Disaster Services revised plan for 2011 has been 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 volunteers and paid staff for humanitarian action is derived from our Fundamental Principles, shared values, and respected emblems. National Societies enjoy 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 in 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.

Priorities and current work with partners

Disaster and crises management covers a range of preparedness, response, and recovery activities that are linked to our longer term development work. It is vital therefore that DM coherently links or integrates a variety of functions and sectors including emergency and public health, water and sanitation, shelter, nutrition, livelihoods, and food security. Additional consideration must also be given to environmental sustainability, gender and equity, protection, and ensuring the physical safety of volunteers and staff.

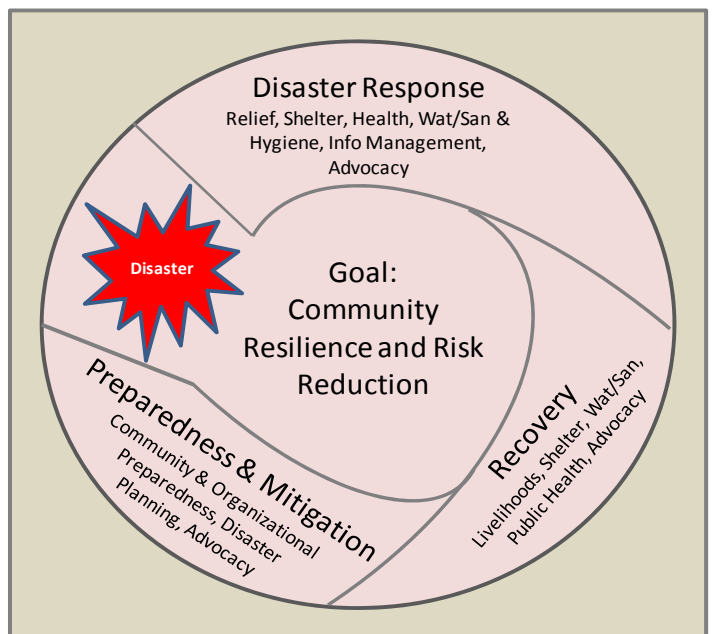
The following core components comprise the scope of DM:

- Community preparedness, resilience and risk reduction.
- Organisational Preparedness.
- Disaster Response.
- Post-Disaster Recovery.

The Disaster Services revised plan for 2011 is built around new and existing roles and services that reflect a strategic alignment to the priorities identified in Strategy 2020.

Key strategic priorities in 2011 include:

- 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.



The International Federation secretariat also recognises the important contributions of National Societies to supporting the International Federation as well as making their own direct (in-kind) contributions toward advancing the strategic aims. Promoting and better utilizing National Society contributions (including through the Disaster and Crises Management Advisory Body and through the Disaster Management Working Group) is a key challenge for 2011.

Secretariat programmes in 2011

a) The purpose and components of the programme

Programme purpose
To further strengthen National Societies to deliver appropriate and timely disaster and crises preparedness, response and recovery assistance to vulnerable people.

The Disaster Services 2011 programme budget is CHF 2.5m.

Programme component 1: Coordination and technical advice on disaster preparedness, response and recovery
Outcome: National Societies are provided with timely and effective technical assistance on disaster preparedness, relief and recovery with a focus on assessment, analysis, planning, programming, and learning

Key activities and initiatives:

- Disaster services agreements and performance benchmarks (against quality standards for Appeal development and implementation) are established or reinforced with Zones (recognizing the different capacities and technical assistance needs of the different Zones).
- Timely programmatic and technical advice is provided on draft Emergency Appeals and DREF proposals when requested.
- Knowledge, skills, and human resource base are increased in order to design, deliver, monitor, and evaluate National Society preparedness, response and recovery programmes that ensure cohesive transition from relief to recovery and longer-term development.
- National Societies are supported in using tools such as the well prepared National Society (WPNS) self-assessment and in developing their contingency plans.
- The prototype relief software is piloted and operationally tested in disaster response operations.

Programme component 2: Quality assurance support to operations
Outcome: Improved performance management and accountability for International Federation disaster services and operations, with a focus on assessment, analysis, and planning.

Key activities and initiatives:

- Global coherence is improved and consistent quality and accountability promoted in operations, through setting global standards and supporting Zones and National Societies to monitor compliance.
- Systematic reviews / evaluations of major disasters are carried out against performance criteria, including efficiency, impact, standards (Sphere, Code of Conduct, etc.), cross-cutting issues (gender, etc.) and other accountability criteria.
- Innovative approaches to disaster programming are developed and effectively disseminated, including assessment methodologies, cash transfer and vouchers programming in emergencies (including market assessment and analysis), and effective mainstreaming of organisational development (OD), principles and values (P&V), and cross-cutting issues.
- Economic recovery standards are developed and piloted to improve programme design, monitoring, and evaluation.
- Knowledge sharing and the practical application of lessons learned is increased through the dissemination of good practices.

Programme component 3: Providing focused and flexible surge capacity

Outcome: Adapted disaster response tools and reliable surge capacities that are always available for appropriate and timely response to disasters, in a seamless arrangement that connects local to global efforts.

Key activities and initiatives:

- Disaster response surge capacities are consolidated into one user accessible roster / management system supported by a web-based platform and "community of practice" forum.
- A global Heads of Operations capacity is established for leading large scale operations.
- Recovery surge capacities are formalised within new and existing global tools
- FACT and Field School training curricula and modalities are reviewed and updated for greater reach and effectiveness.

Programme component 4: Coherent disaster management systems, procedures, guidelines and training.

Outcome: New and existing disaster management tools, guidance and training materials are effectively harmonised, quality assured and disseminated to support disaster operations.

Key activities and initiatives:

- Refinement of operational procedures, systems, and tools to support disaster operations, with a focus on assessment and analysis, revised appeal and budget formats, comprehensive quality plans of action, contingency planning, and recovery frameworks.
- DM trainings are consolidated and harmonized for greater consistency and efficiency.
- Key guidance materials that reflects strategic directions and current policies, are developed or revised for organizational disaster preparedness, relief, recovery, and global response surge tools (including guidance notes, manuals, and case studies).
- The e-learning training tool is further developed and adopted.

Programme component 5: Timely information analysis and learning.

Outcome: Improved information management approaches and tools (DMIS, early warning and early action, evaluations, and lessons learned) for operational effectiveness and decision-making.

Key activities and initiatives:

- Development and maintenance of an effective International Federation secretariat oversight and information management capacity for disaster operations – to keep senior management informed of progress on major operations and briefed on issues that may require their action.
- The Federation-wide organizational “early warning / early action” system (including hazard monitoring and forecasting) is strengthened to provide timely alerts on potential disaster situations to Zones and National Societies.
- Lessons learned are more systematically captured and disseminated to strengthen the disaster management learning and accountability culture – including through the use of the DM “community of practice” and through the various DM advisory bodies and working groups.

b) Potential risks and challenges

The following external and organisational risks and challenges continue to be relevant:

- Multiple major disasters: the potential need to re-prioritize resources to respond to technical support or that demand for disaster services may exceed available human and financial resources as a result, for example, multiple major disasters at country or multi-country (regional) levels. To counteract this efforts have been underway to invest in building capacities at country, regional and zonal levels to ensure adequate global response capacity.
- Decentralization and organizational restructuring: the decentralization of disaster operations coordination functions to the Zone level has and will continue to pose additional challenges in terms of the need for clear and agreed roles and responsibilities for disaster services between the secretariat at Geneva and Zone levels and between the International Federation secretariat and National Societies.
- The ability to recruit and maintain quality technical advisors and appropriately skilled staff.
- Adequate financial support to resource the Disaster Services department and fund its activities.

Role of the secretariat

- a) **Technical programme support:** Technical resources available at country, regional and Zone office levels and working with cross-divisional, cross departmental teams where appropriate. Strong centralized functions will be maintained including technical oversight and coordination services, quality assurance support to operations, the coordination of global surge capacity, globally coherent and consistent guidelines and training materials, information management, analysis and learning. This will support the further decentralization of technical resources and responsibilities for operational decision making and National Society capacity building to the five Zone offices and as close to National Societies as possible. The programme will make effective use of local and international consultants and short-term secondments (with Movement and non-Movement partners) for the deployment of technical expertise in support of disaster services and operations. The programme will also utilize access to shared resources through strategic partnerships, operational alliances, reference centres and hosted programmes.
- b) **Partnership development and coordination:** Our commitment to partnership includes a willingness to lead when we are best able to do so (such as our commitment to the Shelter Cluster) and recognition that external partners bring important technical skills, competencies and commitments to strengthen the relevance and sustainability of our recovery assistance. Disaster Services Department will continue to act as the institutional “host” for the Sphere Project and to represent the Secretariat on the Sphere Project Board, the Steering Committee for Humanitarian Response (SCHR) Working Group, and the Inter-Agency Standing Committee (IASC) Emergency Directors forum. The Disaster Management Working Group (DMWG) will be engaged to serve as an important RCRC forum for reflection and discussion on disaster and crises management issues. Key external partnerships will be maintained with the United Nations, the IASC, and selective INGO consortia such as the cash learning partnership (CALP), and relevant scientific and academic organisations.
- c) **Representation and advocacy:** the focus of disaster services support for representation and advocacy will be on the key issues of post disaster recovery, food security / livelihoods, disaster risk reduction and climate change adaptation – this will be conducted in coordination with the global community preparedness and risk reduction programme. The Disaster Services department will support the Humanitarian Diplomacy division to advocate to Movement and non-Movement partners on challenges to “humanitarian space” (including relations with military and civil protection agencies), the proposed expansion of the DREF, the dissemination and implementation of IDRL, the Principles and Rules for Disaster Relief, and on using the World Disaster Report to promote disaster risk reduction.
- d) **Other areas:** other secretariat priorities to be supported under the Disaster Services programme will include the promotion of the use of cash and vouchers in emergency response and the effective mainstreaming of organizational development (OD) and principles and values (P&V) into disaster services and operations.

The provision of globally coherent technical advice and quality assurance services will continue to require close coordination with the approaches and tools being developed by the Planning and Evaluation department. The Disaster Services programme will also continue to collaborate closely with the other technical and programming departments in the division to ensure the linking of disaster preparedness, relief, recovery and development.

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 in disasters it is often 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

In line with the Secretariat's commitment to compliance with the Federation-wide performance and accountability framework and to deliver on its accountability principles 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. 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.

Our actions are guided at all times by our Fundamental Principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality. The International Federation works according to the Sphere Project and our "Code of Conduct" - used to monitor behaviour and minimum standards in relief delivery.

How we work	
<p>The IFRC's vision is to:</p> <p>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.</p>	<p>The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:</p> <ol style="list-style-type: none"> 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 non-violence and peace.
Contact information	
<p>For further information specifically related to this plan, please contact: Simon Eccleshall, Head, Disaster Services Department: simon.eccleshall@ifrc.org ; phone +41 22 730 4281; and fax +41 22 733 0395</p>	