

Mid-Year report



International Federation
of Red Cross and Red Crescent Societies

Disaster Relief Emergency Fund (DREF)

Appeal No. MAA00010

6 August 2010

This report covers the period 1 January 2010 to
30 June 2010.



Mongolia Cold Wave, January 2010

As part of the rapid assessment, IFRC and MRCS jointly visited Arkhangai and Khovsgol provinces which are two out of 12 dzud¹-affected provinces. The teams conducted household interviews while providing psychosocial support and material aid. **IFRC**

In brief

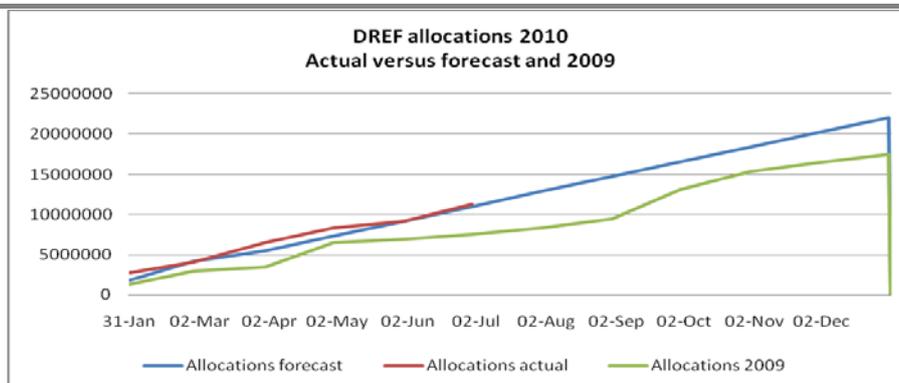
Programme outcome: To increase the International Federation of Red Cross and Red Crescent Society (IFRC) capacity to assist National Red Cross and Red Crescent Societies reduce the number of deaths, injuries and the impact of disasters through the timely and adequate financial support for disaster response from the DREF.

Programme(s) summary: At 30 June 2010, IFRC had made 73 allocations from the DREF to support 67 different operations for a total of 11,285,280 Swiss francs bringing assistance to over 3.5 million people. Ten allocations for a total of 2,550,111 Swiss francs were made as loans of start-up funding for larger operations for which emergency appeals were launched. Six of these loans for a total of 1,697,624 Swiss francs, or 67 per cent, have already been reimbursed to the fund.

Seventy seven per cent, or 8,735,169 Swiss francs of the total was disbursed as grants to cover the costs of smaller disaster response operations for which no emergency appeal was launched.

The total amount allocated is three per cent above forecast and 51 per cent higher than for the same period last year. The number and amount of grants were 30 per cent above forecast and 67 per cent higher than for the same period last year, while the amount made as start-up funding loans was 14 per cent higher than last year.

¹ A multiple natural disaster consisting of a summer drought resulting in inadequate pasture and production of hay, followed by very heavy winter, snow, winds and lower-than-normal temperature.



Financial situation: The total 2010 budget is CHF 16,197,789 (USD 14,925,700 or EUR 12,227,300). This budget is being revised upwards to CHF 17,232,951 (see below) of which CHF 6,736,556 (39 per cent coverage) has been received as contributions during the reporting period. Interest paid on the balance of the fund was CHF 4,033.

Overall expenditure during the reporting period was CHF 11,285,280 (allocations) plus CHF 111,660 (administration or coordination costs). The allocations represent 51 per cent of the original forecast and the coordination costs represent 56 per cent. A total of CHF 2,965,023 has been reimbursed to the fund during the reporting period, either as reimbursement of loans to emergency appeals or as reimbursement of unspent balances of funds from grants to DREF operations.

The balance of the fund at 1 January 2010 was CHF 5,163,369 and stood at CHF 3,713,085 on 30 June 2010.

The budget for the DREF coordination is being revised upwards from CHF 197,789 to CHF 232,950 to cover the costs of the external audit, which are higher than budgeted because the scope was wider than initially planned, as well as the higher communication costs.

The amount of funding needed to cover the allocations made by the fund has also been revised upwards to CHF 17,000,000. The amount of loans are 60 per cent lower than forecast. The grants, which are not reimbursable to the fund, are 29 per cent higher than forecast. The total revised budget therefore stands at CHF 17,232,951.

DREF Forecast	2009 Actual	2010 (Forecast)	Revised 2010 (Forecast)
Small-scale emergencies (DREF Operations)	12,457,345	13,500,000	17,000,000
Large-scale emergencies covered by Emergency Appeals	5,011,703	8,500,000	5,500,000
Total	17,469,048	22,000,000	22,500,000
Reimbursements (Forecast 90% of EA)	3,719,120	7,650,000	4,950,000
Contributions	13,376,354	16,000,000	17,000,000
Operating Cash Balance or reserve	5,163,369	6,813,369	4,613,369

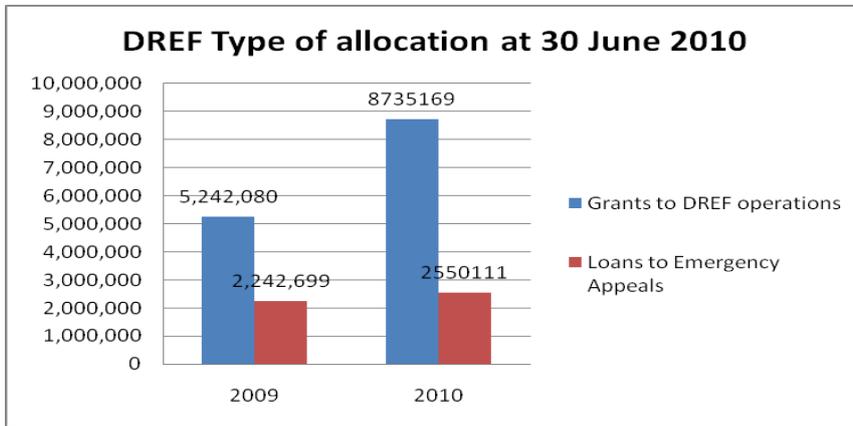
[Click here to go directly to the attached financial report.](#)

No. of people we have reached: An estimated 3,675,000 people benefited from operations funded by allocations from the DREF during the first six months of the year.

Our partners: The DREF provides immediate financial support to the National Red Cross and Red Crescent Societies in their response to disasters. In order to dispose of sufficient funds to meet their requests, IFRC relies on a number of Red Cross Red Crescent, government and corporate donors.

Context

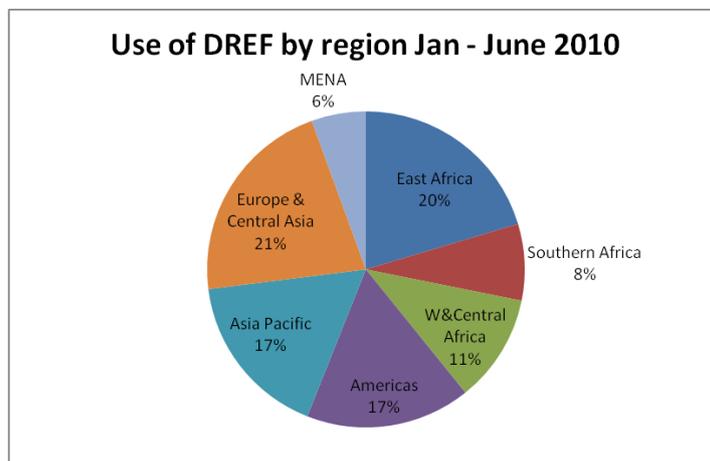
Response to the major earthquake in Haiti in January has dominated the first six months of 2010 and mobilized immense human and financial resources globally. The overall number of disasters reported by National Red Cross and Red Crescent Societies, however, remains much the same as at the same period last year. At the same time, the number of smaller disasters to which National Societies have responded with financial support from the DREF in the form of non-reimbursable grants has increased, and is 67 per cent over the same period last year.



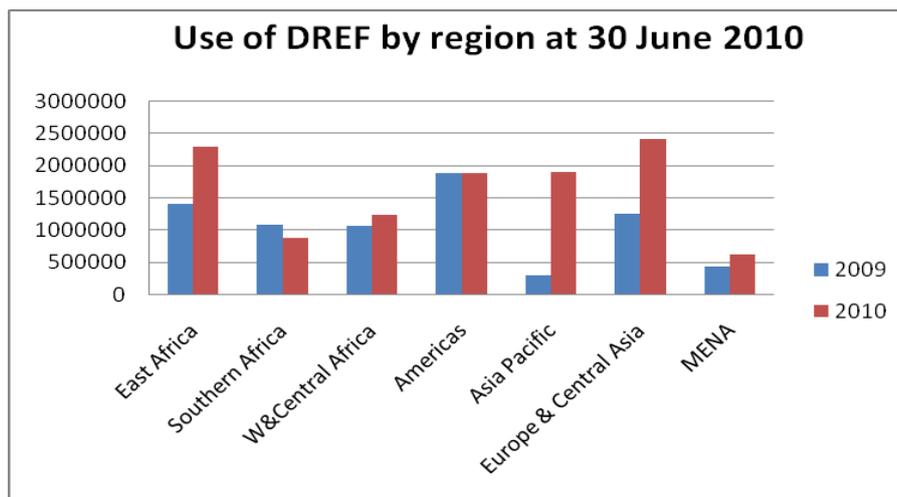
IFRC has launched 14 emergency appeals during the reporting period. Loans were made to 10 of these appeals as start-up funding, with an average amount of 255,000 Swiss francs. Five hundred thousand Swiss francs were allocated to the Haiti operation within hours of the earthquake and 300,000 Swiss francs for the Chile earthquake. The other appeals during the first quarter were for floods in Tanzania, the severe winter in Mongolia and appeals for the food insecurity situation in both Chad and Niger, for which the appeal has recently been revised upwards as the situation worsens. During the second quarter, four appeals were launched and supported by the DREF: for Nepal, to prevent the spread of acute watery diarrhoea; for Guatemala, to respond to the effects of Tropical Cyclone Agatha; and for Uzbekistan and Kyrgyzstan, to bring relief to people displaced by the civil unrest in Kyrgyzstan.

Scientists have predicted heavier than usual rainfall across West and Central Africa over the next few months and an extremely active Atlantic hurricane season. Tropical Storm Agatha, which was the first named storm, led to three requests for DREF grants in addition to the emergency appeal for Guatemala. IFRC therefore anticipates further requests from these regions.

For the first six months of the year, 49 per cent of DREF allocations were for Africa, with 21 per cent allocation to National Societies in Europe and Central Asia and 17 per cent to both Asia Pacific and the Americas regions.



These figures confirm African National Societies as the biggest users of DREF, as in recent years, with the number of requests from European and Central Asian National Societies and from Asia Pacific substantially higher than for the same period last year.



It was for National Societies in eastern Africa that the most allocations were made during the first six months. Some 2.3 million Swiss francs were allocated in 12 allocations to support response to flood operations in Tanzania, Kenya, Uganda and Rwanda; to support the response to Cyclone Hubert and to an outbreak of Chikungunya in Madagascar; and to help the National Societies prepare for possible civil unrest during national elections in Sudan, Burundi and Ethiopia. Floods also affected Southern Africa; and grants were made to the National Societies in Mozambique, Zambia and Namibia to support their relief operations and to fight outbreaks of cholera linked to the floods. More recently, allocations have been made to support epidemic control in the region: Rift valley fever in South Africa and measles in Malawi. In West and Central Africa, response to epidemics led to DREF requests from National Societies in Burkina Faso, Cameroon and Gabon. Response to flooding in Ghana has recently led to a request, with other countries experiencing flooding as the predicted heavy rainfall affects the region.

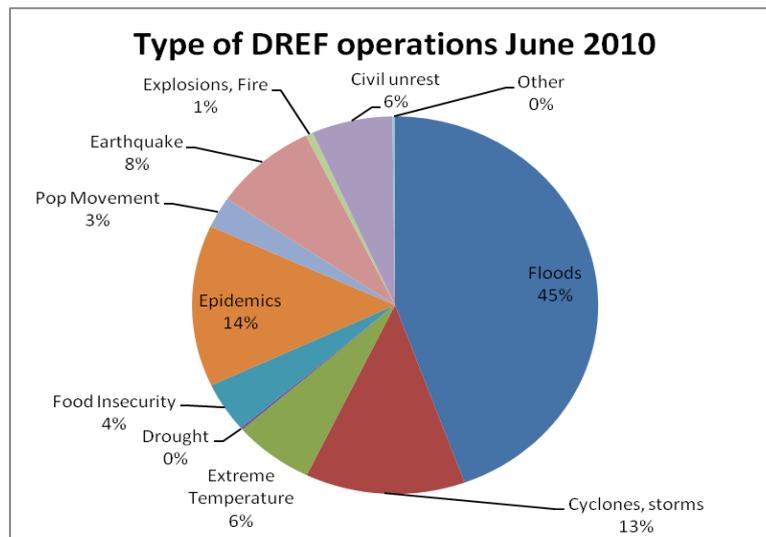
During the first quarter, response to floods accounted for the majority of response operations in Europe; while during the second quarter, requests were received from National Societies in Central Asia. The Red Crescent Society of Tajikistan, which requested one of the first allocations of the year in response to an earthquake, experienced over the last two months a series of floods and an outbreak of wild polio virus. It requested grants to support their response. There were fears that the polio virus would spread to Kyrgyzstan where the National Society also launched a vaccination campaign for children under five in two regions, including the southern region around Osh and Jalalabad. The same region was affected by floods and a serious outbreak of civil unrest which led to a DREF operation and two emergency appeals to bring assistance to the people who were displaced to Uzbekistan or who lost their property and belongings.

In Asia Pacific, National Societies responded to cyclones and storms that affected the Cook and Solomon Islands and Bangladesh during the first quarter. A cold wave also hit Bangladesh in January, and the widespread effects of the severe winter in Mongolia led to a DREF operation and later an emergency appeal. During the second quarter, in addition to the emergency appeal for Nepal, two grants were made to Pakistan in response to Tropical Storm Phet and flooding and landslides in the Hunza valley. Floods and landslides also affected the Cox's Bazaar region of Bangladesh in June.

In addition to the allocations for Haiti and Chile and the four allocations following Tropical Storm Agatha, the DREF supported the National Societies in Peru, Bolivia, Ecuador and Brazil to respond to floods during the first four months of the year.

Floods also generated requests for grants from the DREF from the National Societies in Morocco, Palestine and Egypt during the first quarter.

In continuation of trends noted the last few years, it is weather-related events that have led to the most requests for support from the DREF in all regions, with flooding and landslides generating 45 per cent of all requests.



Progress towards outcomes

Outcome 1

Improved capacity of the DREF to meet the requests of support from National Red Cross and Red Crescent Societies.

Achievements

IFRC has been able to meet the requests for financial support from National Societies, including the increased number of grants requested. This can be considered an achievement given the overwhelming need for funding for Haiti. Most of the donors to DREF have indicated they will maintain their contributions to the DREF. Funding stood at 6,736,556 Swiss francs at 30 June 2010. The Norwegian Government contributed 2.67 million Swiss francs to the DREF appeal, and the British government (DFID) 348,155 Swiss francs. A pledge for 1 million Euros for 2010 was received from the Irish government at the end of June, which does not appear in the contribution list for this report.

The other major contributions were made as replenishments to the DREF for specific grants allocated to DREF operations and represented 64 per cent of the total amount of the grants, which is a big increase over last year. The major donors replenishing the DREF for grants are the Netherlands Government, DG ECHO, the Canadian government (CIDA), the Danish government and the Italian government.

The total amount (2 million Euros) of the 2009 ECHO contribution agreement has been committed as replenishments, and a new funding agreement for 2010 of 1.5 million Euros has been signed. A new proposal is being submitted to the Belgian Government for a total of 500,000 Euros to be committed as replenishments for six months from July to December 2010.

The largest corporate donors to DREF are the Zurich Foundation and Medtronic who both provide long term, predictable funding.

At the beginning of March 2010, five National Society representatives from the major donor countries to DREF, Norway, the Netherlands, Denmark the UK and Canada, attended the first meeting of the DREF advisory group. The objectives of the group were to:

- To promote DREF as one of IFRC's strategic tools for disaster response and ensure its coherence and integration with other Federation disaster response mechanisms.
- To support the efficient, coherent and sustainable development of the fund.

Some concrete recommendations from the group are being taken forward by the DREF management. These include advice on clarifying the criteria for the allocation of DREF, and a new reporting template which will encourage National Societies to focus on accountability to the people reached, and provide more evidence-based reports. The secretariat is drawing on examples of good quantitative and qualitative evidence-based reports to prepare guidelines and the template. One of these is the Sri Lanka dengue fever DREF operation final report:

<http://www.ifrc.org/docs/appeals/09/MDRLK001FR.pdf>

The DREF advisory group members will also support the secretariat to organize a meeting of donors in Geneva in the autumn of 2010. Donors and representatives of governments or missions, users of DREF and other stakeholders will be invited to discuss themes and trends based on the use of DREF and in particular, the increase in small- and medium-sized disasters.

An external audit of the use of DREF started in May 2010, and is expected to be finished in July. In addition to drawing conclusions as to the impact and efficiency of the DREF programme, evaluating the strategic use of DREF and the ability of DREF requestors to accurately estimate and report on expenditure, the auditors will make recommendations on the procedures, management and risk management structures in order to support the continuing scale up of the fund.

Constraints or Challenges

The revised annual forecast for DREF allocations, and in particular the increase in the amount of grants allocated, means that the secretariat is increasing the DREF budget in 2010 in order to maintain sufficient funding to meet requests for emergency final support.

Outcome 2

DREF funds are used in a timely manner by National Societies to prepare for imminent crises and mitigate their impact on vulnerable communities, and respond to and effectively cope with their consequences.

Achievements

During the first six months of 2010, the National Societies in Sudan, Burundi and Ethiopia requested funding from DREF to prepare for possible civil unrest during national elections. The allocations made allowed the National Societies to train and equip volunteers in First Aid in all areas of the country, carry out simulation exercises and prepare contingency plans with partners such as the ICRC and the government to clarify the roles of each actor. See the following reports:

<http://www.ifrc.org/docs/appeals/10/MDRSD00801.pdf>

<http://www.ifrc.org/docs/appeals/10/MDRBI005.pdf>

<http://www.ifrc.org/docs/appeals/10/MDRET008.pdf>

The polio vaccination campaigns in Central Asia also show how DREF can support National Societies to take early and rapid action to avoid the spread of epidemics. See the following reports:

<http://www.ifrc.org/docs/appeals/10/MDRTJ009do.pdf>

<http://www.ifrc.org/docs/appeals/10/MDRKG006du1.pdf>

The operation to vaccinate children under five against measles in the Langui refugee camp in Cameroon also provides an example of DREF supporting a National Society to take timely action to reduce the effects of an epidemic. See the following report:

<http://www.ifrc.org/docs/appeals/10/MDRCM008dfr.pdf>

Constraints or Challenges

It has also been difficult in some cases to define the limits of preparedness for imminent crisis as opposed to preparedness for recurring or seasonal disasters which should be planned for in annual appeals. However, even when annual plans include relief stocks, training, equipment and contingency planning for recurrent events, it is difficult in some regions to find sufficient funding to cover the budget. Consequently, DREF funding is requested annually in the same countries to respond to situations such as flooding and epidemics. This is the case in the “meningitis belt” of sub-Saharan Africa, where, unlike the cases of wild polio virus and measles which were unexpected events, meningitis cases occur every year and regularly reach emergency proportions when exceptional vaccination campaigns are necessary.

When a three-month forecast predicts higher than normal rainfall for a region, as is currently the case for some countries in West and Central Africa, it is difficult to predict the effects of this rainfall in order to make country-specific requests for support from DREF. In the case of tropical storms and cyclones this prediction is more accurate and the IFRC expects requests for preparedness for imminent crisis during the Atlantic hurricane season.

IFRC continues to support and promote disaster response preparedness and contingency planning with the National Societies, especially linked to recurrent or seasonal events, and seeks donor support for its programmes.

Outcome 3

National Societies receive timely financial support from DREF to assess needs, respond rapidly to disasters, and benefit from the deployment of national, regional and international assets as necessary to meet the needs of those affected.

Timeliness of DREF response

The secretariat has been measuring the speed with which requests for support are prepared by National Societies and approved by IFRC.

For sudden onset disasters, such as the earthquakes for Haiti and Chile, the decision to release funds is based on the extent of the disaster and not on detailed needs assessments. Start-up funding is made immediately available – within 24 hours - to the National Society and allows the IFRC to immediately mobilize human and material resources to assist it.

In the case of allocations for appeals such as Tanzania floods, the extent of the flooding reached emergency proportions after a week of heavy rainfall. Within four days, a request based on an emergency plan of action had been received and approved by the secretariat.

When the emergency is of a slow onset such as the food insecurity in Niger and Chad, a DREF allocation was initially made to allow in-depth needs assessment alongside emergency relief distributions, the results of which led to a plan of action on which the emergency appeal was based. Both appeals were launched as early action in response to a deteriorating situation. The Niger appeal has now been revised to respond to much wider needs than in February.

For smaller-scale DREF operations, the requests take a little longer to prepare as the budget is based on an emergency plan of action which the National Society must prepare with technical support from the secretariat zone offices. In 2010, the request for support for response to the Tajikistan earthquake was approved within two days of the event. Most requests for grants in response to floods or cyclones were prepared and approved within one week. In the case of epidemics, it is sometimes difficult to measure the point at which they become emergencies. Therefore, it has been difficult to estimate the speed of response.

Supporting needs assessments

When the exact needs created by a disaster are unclear, IFRC encourages National Societies to request a preliminary grant to cover the costs of assessment. In the case of the cold wave in Mongolia an in-depth assessment was carried out, supported by the IFRC, and a second allocation was approved to cover the costs of the plan of action drawn up to meet the needs of the identified target population. The assessment also listed the action to be covered by other humanitarian organizations, so as to avoid duplication of response. When the relief distributions were completed, responders from the Mongolian Red Cross Society highlighted the need for longer-term support to the least resilient of the families in recovering from the effects of the severe winter. A separate emergency appeal was launched to cover these recovery needs. See the following report:

<http://www.ifrc.org/docs/appeals/10/MDRMN00301.pdf>

Another example concerns floods in Brazil in April. An initial grant was requested and approved within three days of the floods to allow an in-depth needs assessment supported by a Regional Intervention Team (RIT) member. Following the assessment and identification of the most-affected and vulnerable families, and after consultation with the National Society, a second allocation was requested to allow implementation of the plan of action. See the following report:

<http://www.ifrc.org/docs/appeals/rpts10/MDRBR00501.pdf>

Regional support to National Societies

In West and Central Africa, Regional Disaster Response Team (RDRT) members have also supported National Societies in their DREF operations. For both operations carried out by the Gabonese Red Cross Society in response to wind storms and to fight outbreaks of dengue fever and the chikungunya virus, the deployment of an RDRT member was covered by the DREF allocation. They provided support to the National Society, training staff and volunteers in relief distributions and in epidemic control. See the following reports:

<http://www.ifrc.org/docs/appeals/10/MDRGA003du1.pdf>

<http://www.ifrc.org/docs/appeals/10/MDRGA004do.pdf>

An RDRT is also supporting the Ghana Red Cross Society in its current response to floods, while in Eastern Europe a team of three RDRT members has been deployed to Moldova to support the National Society in its response to the floods. See the following report:

<http://www.ifrc.org/docs/appeals/10/MDRMD003do.pdf>

Consultation with the target population

In addition to the consultation with the people reached during needs assessments, the secretariat encourages National Societies to include the costs of evaluations and beneficiary satisfaction surveys in the budget of DREF operations. The zone office of the secretariat in Budapest supports National Societies to carry out beneficiary satisfaction surveys following relief operations, which allow them to adapt and base their future response on lessons learned. Surveys were carried out following the operations in Albania and Montenegro in response to floods. See the following reports:

<http://www.ifrc.org/docs/appeals/10/MDRAL002dpfr.pdf>

<http://www.ifrc.org/docs/appeals/10/MDRME002fdr.pdf>

A beneficiary satisfaction consultation was also carried out following the distribution of warm clothing in response to the cold wave which hit Bangladesh in January. See the following report:

http://www.ifrc.org/docs/appeals/10/DREF_MDRBD005_fr.pdf

Working in partnership

The DREF supports National Red Cross and Red Crescent Societies to bring assistance to vulnerable people affected by disasters. With national networks of staff and volunteers they are well placed to carry out their mandate of providing humanitarian assistance at the local and national level. They work in partnership with other organizations to ensure that assistance is given as rapidly and extensively as possible. These partnerships are mentioned in DREF reports.

All DREF reports can be accessed on: www.ifrc.org/dref - Latest allocations

Contributing to longer-term impact

Through emergency response in DREF operations, National Societies are able to reinforce the resilience and the capacity of communities to recover and resist future disaster events and build their own disaster management capacity. They link relief programmes to longer-term initiatives, such as the response to Namibia floods linked to the Zambezi River Basin initiative. This was also the case with the DREF operation to assess the effects of drought in the Caribbean, which have led to longer-term programmes to mitigate the effects of future droughts.

Many of the donors to DREF also support longer-term capacity building in disaster management in the operating National Societies. The contingency planning and capacity building they support allow the National Societies to be able to meet the humanitarian needs of people affected, or likely to be affected by disasters, and the DREF provides the funding necessary to support the mobilization and deployment of resources to meet those needs.

Looking ahead

The secretariat will continue as a priority to ensure that sufficient funding remains available to meet the needs of National Societies in spite of the increase in requests in the first half of the year. While it is not possible to predict the exact needs for the coming period, they are expected to be at least equal to the amount already allocated during the first six months, and it is on this basis that the budget has been revised upwards.

The DREF management will continue to promote the quality of operations supported by the DREF, through operational advice and technical support to National Societies, and by introducing new criteria for DREF requests. They will seek to encourage the speed of response, while ensuring that assessments includes the participation and consultation of those people reached.

How we work

All Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster 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.

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 non-violence and peace.

Contact information

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

- In Geneva : Elizabeth Soulié, DREF officer; email: elizabeth.soulie@ifrc.org; phone: +41 22 730 4479; and fax: +41 22 733 0395.