

Annual report



International Federation
of Red Cross and Red Crescent Societies

Disaster Management (DM): Strategy and Coordination

MAA00029 with links to the following appeals:

MAA00021 – Disaster Policy and Preparedness
MAA00004 – International Disaster Response Laws
(IDRL), Rules and Principles
MAA00040 – Disaster Management: Operational
Technical Advice
MAA00019 – Shelter
MAA00028 – Logistics
MAA00010- Disaster Relief Emergency Fund (DREF)
MAA00024 – International Disaster Response Tools
MAA00038 – IT and Telecommunications

14 April 2010

This report covers the period 1 January 2009 to 31
December 2009.



A Samoa Red Cross Society volunteer directs school children to higher ground in Apia during a tsunami warning. IFRC

In brief

Programme purpose: To reduce the number of deaths, injuries and impact from disasters, diseases and public health emergencies, by effectively using national, regional and international Red Cross and Red Crescent capacities and resources.

Programme summary: This annual report is a summary of key achievements of the seven individual plans implemented by the International Federation of Red Cross and Red Crescent Societies (IFRC) under its disaster management global programme.

Financial situation: The total 2009 budget is CHF 8,195,523 (USD 7,895,570 or EUR 5,508,850), of which CHF 4,387,943 (54 per cent) covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 2,879,156 (35 per cent) of the budget.

Delays in the implementation of some activities of a global scope and nature or their suspension

were mainly due to the reorganization of the secretariat, in particular, the disaster response and early recovery division, as part of the ongoing decentralization process. Several initiatives were therefore put on hold or cancelled because of newly identified directions and priorities. This explains the slow spending rate during the reporting period. It is worth noting, however, that some funding received in response to this global plan is to be spent in 2010.

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

No. of people we have reached: An estimated 44.6 million people were reached by National Societies through secretariat-supported operations in 2009. It is also estimated that during the same period, the Red Cross Red Crescent invested at least CHF 68 million and reached out to at least 13.5 million vulnerable people in up to 113 countries through its disaster risk reduction, food security and livelihoods and climate change programmes.

Our partners: Overall the most important partnerships for this global plan are with the National Societies and institutional donors such as the European Commission Humanitarian Aid Office (DG ECHO) and the UK Department for International Development (DFID), that continue to assist the IFRC in achieving its disaster management objectives through essential financial, human and technical resources. Individual sectors have also benefited from specific partnerships with the wider humanitarian community, through the United Nations (UN) clusters, sectoral work with UN agencies and non-governmental organizations (NGOs), the Inter-Agency Standing Committee (IASC) mechanism, as well as with scientific institutions and academia.

Context

According to the Centre for Research on the Epidemiology of Disasters (CRED), in 2009, 245 disasters reportedly killed 8,900 people, affected 58 million people, and caused damages amounting to USD 19 billion. Weather-related disasters accounted for 91 per cent of the total disasters, 79 per cent of those killed, 95 per cent of those affected and 79 per cent of the total losses. If current trends continue, 100,000 lives will be lost each year, while the costs of natural disasters will be in excess of USD 300 billion per year by 2050.¹

Further, it is estimated that more than 1 billion people live under the poverty line, and are facing chronic food insecurity and hunger, with the vast majority living in developing countries. According to CRED, 3.8 million people in Kenya alone were in need of food assistance in 2009. The overlapping causes of food insecurity include HIV and AIDS, climate change, environmental degradation, conflict, sharp demographic growth and debt.

According to Federation statistics, the first half of 2009 saw a significant reduction in the number of major natural disasters compared with the same period in 2008, with only seven emergency appeals being launched and 172 notified events, while the second half of 2009, on the other hand, was marked by a series of medium to large natural disasters. The major events in 2009 occurred within a short time period in Asia Pacific. Cyclone Aila hit Bangladesh in June, a series of typhoons badly affected the Philippines and Vietnam in September, an earthquake and tsunami hit the Samoa islands, and a destructive earthquake affected West Sumatra in October. All these operations led to emergency appeals supported by significant support (loans) from the DREF. Additionally, IFRC responded to the floods in Burkina Faso and Senegal; earthquakes in West Java and West Sumatra in Indonesia, the earthquake in El Salvador as well as to several epidemics and health threats such as H1N1 pandemic.

¹ SEI, IUCN, IISD: Coping with climate change: Environmental strategies for increasing human security, August 2001 (Source: Munich Re and UNEP).

Within this context, the shelter support to these operations was very significant and varied reflecting the different nature of the needs. In Burkina Faso, the displacement of an important number of people in an urban context caused many challenges that were met by using different shelter options. The Indonesian Red Cross Society strengthened its successful transitional shelter methodology developed in past operations, with the support of a number of Partner National Societies. Samoa showed the importance of the traditions and context in a shelter response. In the Philippines, the challenges around collective accommodation were stressed by a series of typhoons and floods, and the Philippine National Red Cross led again a successful shelter response.

The current logistics infrastructure which provides good response capability for larger-scale disasters, needed to be extended to become more accessible and flexible for small- to medium-size disasters. In addition, the logistics geographical coverage was not fully aligned with the zonal structures and needed to be adjusted to offer easier access to required logistics expertise.

Disaster risk reduction (DRR) initiatives in 2009 continued to encapsulate the growing recognition that relief is not enough in mitigating disasters, and that resilient communities are the key to reducing the impact and severity of natural hazards when they strike. Although relief initiatives and emergency appeals attract more donor attention, studies have indicated that investment in DRR can be highly cost effective, and more importantly have a profound impact in saving lives and livelihoods when hazards strike, hence the stronger focus given to these interventions during the reporting period.

In 2009, the IFRC also continued to assist its member National Societies in supporting their governments to use the IDRL Guidelines before disasters strike to assess their levels of preparedness for the legal realities of large relief and recovery operations. In addition to improving the environment for aid to disaster-affected persons, this work has helped to strengthen the auxiliary relationship of a number of National Societies with their governments.

Progress towards outcomes

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.

In engaging on the **policy dialogue for disaster risk reduction**, the IFRC's first global DRR meeting was held in Oslo in February 2009. Around 100 Red Cross Red Crescent participants from all over the world attended this meeting, as well as representatives from donor governments, UN, World Bank, NGOs and the private sector. The conference affirmed the importance of scaling up DRR globally utilizing the *Framework for Community Safety and Resilience* as a foundation, as well as agreeing to the way forward.

With regard to **climate change adaptation**, the IFRC participated in three key international conferences: the 2nd International Strategy for Disaster Reduction (ISDR) Global Platform held in June; the World Climate Conference – 3 (WCC3) held in September; and the United Nations Framework Convention on Climate Change (UNFCCC) negotiations for Conference of Parties (COP 15) held in December.

At the second session of the Global Platform for Disaster Risk Reduction which convened in Geneva from 16 to 19 June 2009, results from ten national dialogues on climate change adaptation and DRR were presented as part of a study for the IASC task force on climate change. The dialogues called for an integration of DRR and climate change adaptation agenda within the wider international system, and focused on strengthening the resilience of vulnerable communities-at-risk from the impacts of climate change.

The WCC3 provided opportunities for engaging with the climate-science community, and highlighted the needs of vulnerable people. In an attempt to generate dialogue on the challenges and opportunities the IFRC organized three side events. The conference established a Global Framework for Climate Services to strengthen production, availability, delivery and application of science-based climate prediction and services. The IFRC has been identified as one of the key partners in the development and the implementation of this new global framework on climate services.

The IFRC increased its presence at the COP 15 negotiations, where it has an observer status. Ten National Societies participated in the UNFCCC process during the year at various negotiations rounds, including the COP 15 at Copenhagen. The IFRC wrote two technical papers in collaboration with other agencies to position its own, as well as the wider humanitarian community agenda in the negotiation text for a climate change agreement.

In addition to these external opportunities, two internal Red Cross Red Crescent Movement meetings were also used to improve the policy dialogue on climate change adaptation. At Solferino, Red Cross Red Crescent youth from 150 countries met to declare a call to action on adapting to climate change and addressing its impacts. Their call² asks both National Red Cross Red Crescent Societies and their governments to increase their commitments to address the unavoidable impacts of climate change.

Further, more than 120 National Societies shared their experiences on aligning their programmes and services at the Council of Delegates (2009) in Nairobi. These experiences highlighted the action taken during the last two years to fulfil their own commitments made at the International Red Cross Red Crescent Conference in 2007.

In **disaster preparedness for response**, the global analysis presenting the results of the WPNS phase II (2005 to 2008) was finalized in all of the IFRC's working languages. Regional analysis for West and Central Africa, South East Asia and South Asia are also available.

Building on lessons learned from phases I and II and following the recommendations from National Societies, zones, technical departments and the ICRC, the Well Prepared National Society (WPNS) questionnaire was revised for phase III (2009 to 2011) to better reflect community-based initiatives, DRR, food security, climate change adaptation, shelter and early recovery. The questionnaire was pilot tested for readability and comprehension issues in all of the IFRC's working languages. Based on feedback provided following the pilot test, the questionnaire was fine tuned, and the final version administered globally.

With regard to contingency planning, the Asia Pacific team prepared a complimentary package for the *Disaster response and contingency planning guide* which was pilot tested in the Democratic People's Republic of Korea. The review of the contingency planning guidelines is underway, and is being managed by a consultant. It is envisaged that the review will be finalized by early 2010, and the production/dissemination part will run into June 2010.

In the area of vulnerability and capacity assessment (VCA), Guyana carried out a VCA in February 2009. A VCA training was also conducted in Kyrgyzstan in May 2009. Work is being carried out on how best to capture and incorporate climate change issues in the existing toolbox.

Use of climate information for preparedness for response continues as part of the **"Early Warning, Early Action"**. In West and Central Africa, the partnership reached with the African Centre of Meteorological Application for Development (ACMAD) on using regional climate forecasts for preparedness is being used in all countries. Before the 2009 flood season, the IFRC in cooperation with OCHA, organized a flood preparedness meeting for 16 countries, bringing together civil

² http://www.ifrc.org/youth/onthemove/downloads/170700-Youth_declaration-EN-4PAGES-LR.pdf

protection agencies and the Red Cross to discuss seasonal forecasts and contingency plans. Two publications from this region highlighting some challenges and lessons on this theme are available at <http://bit.ly/882MDc> and <http://bit.ly/4toQQF>.

In Southern Africa, the Zambezi River Basin Initiative (ZRBI)³ was launched. This initiative combines long-term integrated (disaster risk reduction, food security and climate change adaptation) programming to a regional approach of seven National Societies (Angola, Botswana, Malawi, Mozambique, Namibia, Zambia and Zimbabwe).

The 2009 edition of the World Disaster Report (WDR) which focuses on *early warning and early action* was also used as a key element of the IFRC's humanitarian diplomacy agenda, including the global campaign launched in 2009. The main media launch was organized in New York, with the support of the IFRC's Permanent Observer mission to the United Nations, and included sessions with the Humanitarian Liaison Working Group (HLWG) comprising donor governments, IASC and the Office of the High Representative of Land Locked, Least Developed and Small Island Developing States (OHRLLS). The public launch of WDR was held in Geneva during the second session of the Global Platform. Further, in linking to, and reinforcing the key messages of the WDR, the Southern Africa zone office used the launch as an opportunity to promote the ZRBI in Johannesburg.

You can find more information by going to the [Disaster Policy and Preparedness annual report 2009](#) and [budget summary](#)

During the reporting period, the **IDRL programme** worked in three main areas: (1) collaborating with National Societies and other partners to provide technical assistance to interested governments on the implementation of the IDRL Guidelines; (2) building the capacity of National Societies and humanitarian partners to understand and make use of the IDRL Guidelines and other international norms; and (3) promotion, dissemination and research in the area of disaster law.

At the **global** level, the need for implementation of the IDRL Guidelines was among the messages that the IFRC voiced at the Global Platform for Disaster Risk Reduction in Geneva in June. At the platform, IFRC organized a specific briefing on IDRL for Central Asian governments, as well as a [special event](#) for all participants, co-sponsored with OCHA, on legal preparedness for disaster cooperation.

In November, the IFRC published a [two-year progress report](#) on the global implementation of the IDRL Guidelines. The report relied in part on a survey conducted in mid-2009 of governments and National Societies about their efforts and challenges in carrying out the resolution of the 30th International Conference of the Red Cross and Red Crescent on the guidelines. That survey received over 100 responses, including 70 from National Societies and 40 from states. A majority of both the states and National Societies responding indicated that they had started to take steps to make use of the IDRL Guidelines, although only a handful of governments had, thus, far adopted new legislation.

At country level, technical assistance projects were completed in four countries in 2009, field research began in two more, and discussions on potential projects reached an advanced stage in over a dozen others. For example, in **Cambodia, Vietnam and Laos**, the IDRL Programme supported the National Societies concerned to organize an intensive research and consultation process over a period of approximately one year, in collaboration with relevant governmental officials and project partner WHO. These projects analyzed existing local laws and institutions in light of the IDRL Guidelines, as well as the International Health Regulations.

You can find more information by going to the [IDRL annual report 2009](#) and [budget summary](#)

³ Available at <http://bit.ly/8ZgkywH>

Programme component 2 – Disaster management technical assistance

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

Zone capacity for providing quality DM technical assistance to National Societies has been strengthened through a number of important initiatives in 2009:

- The development of regional relief capacities in Africa and Asia were priorities of the relief and recovery programmes in 2009. During the course of the year, a regional relief Emergency Response Unit (ERU) training and a Regional Disaster Response Team (RDRT) refresher on needs assessment were held in Kuala Lumpur and Rodriguez Island for more than 50 participants coming from 19 different Red Cross and Red Crescent Societies (mainly from Asia Pacific, Indian Ocean and relief ERU National Societies).
- Zone offices in Africa benefited from technical assistance in support of emergency operations across the Horn of Africa and in Zimbabwe, Angola, Namibia, and Tanzania, as well as in 15 countries in West, Central, East, and Southern Africa affected by a polio outbreak. Zone and National Society DM capacity was enhanced through their participation in ongoing cash transfer programming (CTP) training and through monitoring visits by Geneva-based secretariat staff and donors aimed at identifying priorities for capacity building.
- The Middle East and North Africa zone received DM support from the operations technical advice team on the crises in Palestine/Gaza and various other operations.
- In the Europe and Central Asia zones, high quality technical advice was provided (through the zone office) to the Italian Red Cross in the response to the earthquake in central Italy in April 2009, as well as to the Red Crescent Society of Tajikistan in response to the floods and mudslides during April and May 2009.
- The Americas zone was the initial focus of DM technical assistance around the H1N1 influenza pandemic planning and response. The operations technical advice team collaborated with the American Red Cross on the development and delivery of CTP training for emergency responders. Recovery case studies for the Caribbean were disseminated in early 2009. DM technical assistance was also provided to the Pan American Disaster Response Unit (PADRU) in support of a number of operations, including Colombia in response to floods; several South American countries in response to a dengue outbreak; and Honduras in support of the earthquake at the end of May 2009.
- The Asia Pacific zone was supported with operations technical advice and support for the recruitment and induction of disaster management unit personnel. A real-time evaluation (RTE) of the Indonesia Earthquake and Philippines Floods operations was fielded in late 2009 to support improvements in disaster management communications and decision making protocols to be implemented in 2010.

Key achievements over the course of 2009 also included input and support to developing or updating key Federation DM tools and guidance including the *DM training curricula*, *the Relief ERU Manual*, *Emergency Items Catalogue*, *Livelihoods Programming in Early Recovery Guideline*, *Disaster Response and Contingency Planning Guide*, and *Guidelines for Planning in Emergencies*.

You can find more information by going to the [Disaster Management: Operations Technical Advice annual report 2009](#) and [budget summary](#).

During 2009, the focus of **shelter activities** has been to capitalize on the expertise and resources of the National Red Cross and Red Crescent Societies to meet the IFRC's global shelter commitment. The provision of safe and adequate shelter solutions has been informed by the development of a community-based approach to safe shelter awareness raising with field testing in Uganda and planned for Bangladesh; analysis of shelter solutions for high risk countries in Central America; the promotion of flood-resistant housing typologies in West Africa; and further progress

on standardized inter-agency rapid shelter relief items, including all weather tents, shelter kits and framed solutions. Ensuring appropriate technical capacity at the national and global level has been addressed through training in the use of shelter kits in the Caribbean and Central America prior to the hurricane season, global technical training for delegates from National Societies as part of regional or global response teams, as well as interagency training in the Middle East region for shelter coordinators.

To support the exchange of experiences and knowledge of shelter programming, workshops have been held in Montenegro for the Europe region, Kyrgyzstan for Central Asia, the Philippines and Nairobi. Technical support to shelter operations has also been provided at the request of the field offices, including the finalization of the response to the Baluchistan earthquake in Pakistan, the mudslides in Tajikistan, the housing programme in Haiti following the 2008 hurricane season, the earthquakes in Indonesia (West Java and West Sumatra), the tsunami in Samoa, the floods in Burkina Faso, the typhoons that affected the Philippines and other countries in South East Asia, and the earthquake in El Salvador.

You can find more information by going to the [Shelter annual report 2009](#) and [budget summary](#)

In 2009, the IFRC started the development of the **logistics service delivery** Plan 2010-2015 that will support the delivery of Strategy 2020, and will provide the overall strategic framework for logistics activities within the coming five years. The development of the logistics future services plan is a multi-component project including research work; targeted studies; and analysis, such as logistics infrastructure, subregional stock, logistics sustainability and global fleet management. One of the key objectives is to look into mapping the existing capacities of National Societies in order to optimize the use of available resources within the Movement. The future service delivery plan is being designed on the existing platform established in 2006 and steadily developed since then. It is aimed at addressing concrete improvements in terms of speed, cost and environmental impact of logistics services.

The Federation logistics global infrastructure was enlarged by establishing a subregional logistics base in Grand Canary Island, Las Palmas to expand the logistics reach to the West and Central Africa zone. This has been achieved in partnership with the Spanish Red Cross and the Spanish government. The official inauguration of the base took place in September 2009. Since then the centre has been fully operational in delivering life-saving goods to the disaster-affected population in Senegal, Benin and Burkina Faso during the African flooding season. The initial stock level of the base has been sufficient to cover the immediate needs of 4,000 families (20,000 people). The longer-term target is to increase the level of emergency stockpiles to be able to respond to 20,000 families (100,000 people) in the immediate aftermath of any disaster. In addition, subregional stock was built in El Salvador at the end of 2009 to increase response for Central American countries. The initial stock level is built to cover immediate needs of 2,000 families (10,000 people).

During the reported period, an average of 42 logistics experts on a monthly basis supported the Federation and National Society operations, delivering the required services, providing adequate technical expertise and contributing to National Society capacity-building activities.

You can find more information by going to the [Logistics annual report 2009](#) and [budget summary](#)

The country-level **DRR process within the Global Alliance for Disaster Risk Reduction** (GADRR) has been somewhat revised, still beginning with the assessment of National Society DRR capacities and experience; as well as a national overview of hazards, vulnerabilities and risks (previously called "baselines"). Based on these, National Societies are developing three to five year strategic DRR plans, which will be used to initiate specific programmes, projects and proposals with partners (donors, Participating National Societies, etc.).

Mainstreaming of DRR into sectoral programming has also continued during the reporting period. For example, in 2009, technical input was provided to the water and sanitation Participatory

Hygiene and Sanitation Transformation (PHAST) methodology, shelter's Participatory Approach to Safe Shelter Awareness (PASSA) and Owner-Driven Housing Reconstruction (ODHR) approaches, and shelter's involvement in the IASC Task Force on Urbanization.

During the course of 2009, of the 15 National Societies that are a part of the **Africa food security initiative**, the following 14 finalized baseline surveys:

- West and Central Africa: Burkina Faso, Democratic Republic of the Congo, Mali, Mauritania and Niger
- Southern Africa: Malawi, Lesotho, Swaziland, Zambia and Namibia
- East Africa: Ethiopia, Kenya, Uganda and Rwanda
- Sudan: underway

Eighteen National Societies namely Angola, Botswana, Guinea-Bissau, Guinea-Conakry, Togo, Burkina Faso, the Democratic Republic of the Congo (DRC), Mali, Mauritania, Niger, Malawi, Lesotho, Zambia, Ethiopia, Kenya, Uganda, Rwanda and Sudan are implementing medium to longer-term food security programmes. Burundi will join the initiative in 2010. Currently there are 39 projects that are underway for a duration of more than two years.

Programme component 3 – Coordination, information and knowledge management

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

As **shelter cluster convener** for natural disasters, and in addition to the coordination in Baluchistan, Pakistan, which started in 2008, the IFRC has deployed shelter coordination teams six times in 2009 as follows:

- Bangladesh Cyclone Aila.
- Indonesia West Java Earthquake.
- Burkina Faso Floods.
- Philippines Typhoons Ketsana and Parma.
- Indonesia West Sumatra Earthquakes.
- El Salvador Earthquakes.

Coordination support and technical assistance was also provided at the country level in Kyrgyzstan and Nepal, where the IFRC is convening shelter sector/cluster contingency planning and preparedness activities. With external partners in support of the wider shelter sector, the IFRC has collaborated on a number of inter-agency initiatives. These have included a scoping study on the technical human resources capacity within the shelter sector; a review of funding of the shelter sector; the co-hosting of a workshop on owner driven/people-centred post-disaster reconstruction; the development of tools and guidelines from this workshop; the co-sponsoring of the 2nd Asia Pacific Housing Forum; contributions to the development of guidelines on housing, land and property issues of migrants affected by the climate change; and the contributions and lead role to revision of the Sphere standards in shelter, settlement and non-food items.

In keeping with IFRC's commitment to support the wider shelter sector, the global shelter programme has actively contributed to a range of sector initiatives to promote or establish guidelines, principles and best practices. These include the catalogue of shelter projects produced in collaboration with UN Habitat and UNHCR; guidelines on the selection of shelter non-food items developed with the Shelter Centre, Care, NRC and UNHCR; and the current role of the head of the shelter department as focal point for the revision of the Sphere standards in shelter, settlement and non-food items.

On **early warning and early action**, the updated version of the **disaster management information systems (DMIS)** launched March 2009, has been providing significant opportunities to its users to track, classify and communicate upcoming disasters. The improved field report format now available, promotes more timely and effective monitoring of the IFRC's actions, supported by the appropriate use of tools. The strong emphasis on disaster tracking and monitoring now includes customized tools developed by our partners in the scientific community (International Research Institute (IRI), National Aeronautics and Space Agency (NASA) etc.). These partners, as well as selected donors, have been granted with a temporary access to DMIS. With these new features, we anticipate an increase in Red Cross Red Crescent action resulting from increasingly reliable early warnings.

Over the course of 2009, 697 field reports were published (58 a month), with 36,645 visits to DMIS (102 per day). Maps are now systematically provided for all DREF and emergency appeals, and are also being provided upon request to Partner National Societies. Maps are also regularly produced for information bulletins. Over 269 maps (five a week) were produced during this reporting period. Operational statistics are a vital aspect for the IFRC, and the updated statistics available through DMIS are widely used not only in the secretariat, but also by partners such as the Climate Centre.

With regard to **information management in operational contexts**, the operations technical advice team provided coordination and information management services for the launch of all of the emergency appeals during the reporting period. The coordination of these emergency appeals involved extensive and regular communication with the different levels and departments of the secretariat, Movement members and external partners. This was carried out through a combination of activities and tools, including convening and chairing the internal emergency support group meetings; facilitating teleconferences; drafting and sharing regular email updates; and participating in meetings and briefings with UN organizations and diplomatic missions.

The **DREF** made a total of 108 allocations in 2009 to support National Society response to 96 different disasters, disbursing a total of 17,469,048 Swiss francs. Through these operations 63 National Red Cross and Red Crescent Societies brought assistance to over 20 million people. Eleven million of these people benefited from emergency vaccination campaigns.

Seventy-one per cent of the allocations for a total of 12,457,345 Swiss francs were made as grants to cover all the costs of small-scale response operations referred to as DREF operations. The balance of 5,011,703 Swiss francs was allocated as loans of start-up funding for large-scale operations for which an emergency appeal was launched. Sixty-three per cent of these loans had been reimbursed to the fund at 31 December 2009. While the total amount of allocations was six per cent under forecast, the amount made in grants was 29 per cent over the forecasted amount. Fewer emergency appeals than usual were launched by the IFRC in 2009, which explains the smaller amount of allocations made as loans.

You can find more information by going to the [DREF annual report 2009](#) and [budget summary](#)

The IFRC has an established platform for operating a **Humanitarian Procurement Centre (HPC)** that offers selected services to internal and external humanitarian actors. The HPC portfolio needs a final boost in terms of consolidating and clearly articulating capacities and service levels to potential service users. Offering selected logistics services to external organizations will help to reach more beneficiaries, contribute to logistics sustainability and maintain membership services at lowest cost.

Many National Societies have signed formal logistics service agreements to utilize the logistics services provided by the global logistics network (six signed in 2009). A number of these National Societies have significantly increased the volume of stocks that they hold in RLUs as a result of their increased ability to quickly respond to disasters by using IFRC's services.

In 2009, the ICRC pre-positioned stock for 10,000 families with the Panama RLU, and confirmed commitment to preposition an equal amount of stockpiles in the Kuala Lumpur RLU. The working mechanism entails that stock is managed by the respective RLU, and dispatched in response to the operational needs based on the ICRC request. This cooperation has already proven its efficiency in the Americas, and there have already been several rotations of stock. The ICRC stock is due to arrive in Kuala Lumpur in January 2010.

Federation logistics in cooperation with the ICRC, developed and launched the 2009 edition of the emergency items catalogue. This was a collaborative effort integrating expertise and support from the Movement and from external organizations. The catalogue offers a solid framework for the harmonization of relief goods across organizations and across humanitarian “clusters”. It is a guarantee of quality assurance for humanitarian emergency supplies. The catalogue is available in a printed and an online version (<http://www.ifrc.org/emergency-items>).

Programme component 4 – Capacity building and surge capacity

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

ERU and Field Assessment Coordination Team (FACT)/RDRT deployments are increasingly focused on, and effective at, strengthening the capacity of the Operating National Societies, support that is intended to ultimately assist the beneficiaries that require assistance. The surge capacity functions are increasingly building a gender focus that will result in a more equitable delivery of support and assistance, from the immediate emergency response phase to longer-term recovery and livelihoods.

The skills of DM staff in operations management and leadership were supported by facilitating cross-zonal deployments of DM coordinators when appropriate. The IFRC also collaborated with partners to develop DM leadership and expertise by facilitating participation in the emergency team leadership programme of the IASC, CTP training and a major inter-agency recovery training in December 2009. The foundation course for all DM practitioners, the DM induction course, was finalized and piloted in Geneva in March 2009.

The Field School held in Kenya in November 2009 was a major event, and a step forward in the training and capacity building arena, providing a valuable addition to the IFRC’s training and capacity-building efforts. The Field School integrated the RDRT, FACT and ERU training for deployment through a real life scenario. Some 55 delegates with minimal or no field experience attended the training which was supported by the Kenya Red Cross Society.

In terms of operational support, the following operations represent the type and range of FACT deployments in 2009:

- Samoa: Tsunami.
- Senegal and Burkina Faso: Floods.
- Philippines: Cyclones.
- Indonesia (Padang): Earthquake.
- Vietnam: Floods.
- Ethiopia: Food insecurity.

Related to ERUs, 2009 was characterized by an effective use of this tool as a targeted and flexible “surge capacity” to assist in reducing the numbers of deaths, injuries and impact from disasters and health emergencies. The year showed a mixture of ERUs being deployed to five operations, four of which took place in support of African National Societies and one in South-East Asia, by

continuous support to the ERU National Society training and knowledge sharing, as well as by further technical development of the tool.

You can find more information by going to [International Disaster Response Tools](#) and [budget summary](#), as well as [Disaster Management: Operations Technical Advice](#) and [budget summary](#).

Programme component 5 – Planning and funding

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

The DG ECHO capacity building programme and the DFID IS III are essential global funding streams that during the reporting period contributed to the strengthening of the IFRC's humanitarian preparedness capacity worldwide. These global, regional and national investments allow the organization to build, consolidate and implement disaster preparedness and risk-reduction methodologies, approaches and systems; emergency preparedness for response and early recovery mechanisms and tools; a global and regional logistics set-up and supply chain; as well as coordinating capacities within the emergency shelter cluster.

In 2009, a complementary thematic agreement was reached between the Norwegian Red Cross and the Norwegian Ministry of Foreign Affairs with the aim of strengthening the IFRC's and National Red Cross and Red Crescent Societies' capacity for disaster management through specific support to activities to prevent and manage disasters, including early warning/early action systems, risk reduction, risk management, preparedness/contingency planning and improved response capacity. From a geographical perspective, the thematic programme supports disaster risk reduction and preparedness in the Americas, specifically through a South-South cooperation, targeting Cuba, Guatemala and Belize. In Asia Pacific a one-year baseline and feasibility study in disaster risk reduction and preparedness in China and Vietnam is also being supported.

In terms of monitoring and performance management, the **DFID IS III annual summary report** for 2008, submitted to DFID in May 2009, was the result of an intensive country data collection work facilitated by the zonal DM and planning, monitoring, evaluation and reporting (PMER) focal points, supported by the contextual information which allowed for a richer analysis of impact of this important institutional funding. The report was translated into French, Spanish and Russian and shared with the 24 National Societies who contributed to the report, to thank them for their efforts and to demonstrate what the end product looks like. This report demonstrates some of the potential of using an indicator-based monitoring system combined with light and focused narrative reporting.

As for the **DG ECHO capacity building programme, two joint-monitoring missions** were carried out, respectively in May to Southern Africa and Mozambique and in December to Panama and Peru, in order to monitor IFRC's performance in implementing the activities specific to this programme. Joint monitoring missions of this kind are carried out on an average of every six months. The first review on the Southern Africa region was jointly done with DFID and the British Red Cross.

During the second half of 2009, the disaster management function was reviewed from a structural point of view leading to the creation of a new division and new departments under the lead of the Under Secretary General for Disaster Response and Early Recovery. This process also had an effect on the **global planning** carried out by the division for 2010-11. In line with the policy framework established under Strategy 2020, a disaster management and risk reduction global plan for 2010-11 was developed, informed by a cross-sector approach and individual plans, which prioritize interventions in the following sectors and areas:

- Community preparedness and risk reduction
- Disaster services
- Shelter and settlement
- Logistics

Furthermore, the plan focuses on the delivery of initiatives of a global nature and scope, which intend to address identified gaps in the way the IFRC manages information and knowledge across sectors, as well as supporting funding for community resilience interventions and other DM interventions. One of these initiatives, the development of an internet-based “DM community of practice”, started in December 2009 with an initial scoping study and research externally commissioned. Once recommendations and findings are validated, the intention is to move ahead with the development of a system that will allow a more proactive sharing of experiences, good practices, lessons learned; and will make real time global technical support available across practitioners.

One relevant event that contributed to the planning process was the disaster management coordinators meeting which took place in Geneva from 7 to 9 September 2009. The overall purpose of the meeting was to share information on relevant DM issues, and to agree on a way forward to reinforce a shared vision to deliver Strategy 2020. The meeting enabled the DM team to discuss the future vision for DM, the roles and responsibilities of the zone and the Geneva secretariat in DM, improvements in human resource (HR) capacity, issues around global alliances and partnerships, accountability and performance issues, and information sharing between zones.

Constraints or Challenges

The lack of major disasters requiring international emergency appeals presented fewer opportunities for “real-time” technical assistance and support to strengthen the capacity of zone offices, and to raise awareness and ownership around the DM strategy. Large-scale disaster response operations normally provide an important opportunity for disseminating key DM messages to National Societies through various operations-related training, lessons learnt workshops, meetings and networks.

Limited technical capacity, high staff turnover, and a lack of strategies in some regions have also posed difficulties in providing overall strategic direction and engagement in immediate responses. Recruitment of professional technical specialists with required competencies (such as procurement/logistics coordinators or dedicated shelter personnel) remains a challenge. Seeking the required skill-set and competencies to match the job requirements at times takes longer than desired, leaving a gap in operational needs.

Change of the Federation senior management cabinet at the secretariat, and the ongoing changes in the zonal structure and locations have also had an impact on the implementation rate of some of the DM-related plans, such as logistics for instance. In view of the reorganization in the disaster response and early recovery division, recruitment of new staff and consultants was temporarily put on hold. As a result, several project activities commenced later than originally planned, and will be extended to early 2010.

No [funding](#) has been received for the **IT and Telecommunication** individual plan linked to the programme (MAA0038). This has meant that important components have not progressed and the technology opportunities have not been delivered during the reporting period. Training of IT and Telecom staff as well as the development of appropriate technology for disaster operations will be absorbed either by the zone plans or the core ISD budget for 2010/11.

As for the other individual plans, specific constraints and challenges have been experienced, which can be found in the respective annual reports.

Working in partnership

Overall the most important partnerships for this global plan are with the National Societies and institutional donors such as DG ECHO and DFID that continue to assist the IFRC in achieving its DM objectives through essential financial, human and technical resources. Individual sectors have also benefited from specific partnerships with the wider humanitarian community, through the UN clusters, sectoral work with UN agencies and NGOs, the IASC mechanism, as well as with scientific institutions and academia.

Contributing to longer-term impact

Integrating gender across all DM-related programmes remains an area that needs improving. In food security and livelihoods programmes, ways of collecting gender disaggregated information are being discussed. There are a couple of examples where gender is integral to programming already. For instance in Lesotho, nutritional information and education components have enabled beneficiaries to make informed choices about the vegetables they grow, purchase or consume. Since women are usually responsible for preparing food within the household, the nutrition programmes are primarily focused on them. In Mali's case – volunteers, community organizers and technical advisers for health and food security provide advice and training on composting, protecting crops against ravagers, and harvest conservation methods, etc. Each woman's market gardening group (selection based on degree of vulnerability) has a committee that manages not only market gardens, but also existing watering points in the village. The mothers' club concept is being implemented in Togo and Mauritania.

Gender also remains a major issue within the shelter and reconstruction sectors, with a significant imbalance between those who comprise the majority within the professional sectors and are the decision-makers on the design and construction, and those who oversee and manage the use of dwellings. Through the global shelter programme, the shelter department has been actively contributing to the IASC's promotion of e-learning on gender equality, and in collaboration with the principles and values department is initiating work on gender issues within shelter programming to inform the IFRC's operational shelter activities and the wider shelter cluster.

In terms of sustainability, logistics for instance constantly assess the overall impact of its supply chain activities in terms of delivery cost, speed and quality assurance. Issues related to environmental impact have increasingly become a major focus of attention. In 2009, the logistics programme conducted a review to capture the impact of logistics services with regards to environmental considerations, such as the type of operated fleet, international delivery modes and ethical procurement. The review summarized positive achievements made in this field, such as prepositioning goods close to potential disaster areas, and using "cleaner" and cheaper shipping options, rather than expensive and carbon heavy aircraft to fly stock to big international emergency sites.

In accordance with its shelter cluster lead role, the IFRC has developed, and is utilizing a performance management system to appraise the coordination service and the impact of the cluster during an emergency. Independent reviews of each deployment of the Federation shelter coordination team are commissioned and publicly shared. Recommendations are appraised through a standardized global consultation process and an annual workshop involving shelter coordination team personnel and cluster advisors. At the global level, the IFRC has established thematic reference groups co-led by cluster partners to promote greater ownership of, and accountability for, global preparedness activities.

Looking ahead

Please refer to the individual annual reports related to this DM global report.

DM GLOBAL APPEAL 2009

Consolidated Appeal Budget Funding and Expenditure statement

Appeal Code	Appeal Name	Appeal Budget	Total Funding	Total Expenditure	% Funding vs Budget	% Expenditure vs Budget
MAA00004	International Disaster Response Laws (IDRL)	2,402,878	2,081,957	1,316,014	87%	55%
MAA00019	Shelter	3,627,884	1,840,195	1,628,637	51%	45%
MAA00021	Disaster Policy and Preparedness	3,869,179	3,978,023	2,988,454	103%	77%
MAA00024	International disaster response tools	995,743	1,036,730	906,192	104%	91%
MAA00028	Logistics	6,716,534	2,741,752	1,415,670	41%	21%
MAA00029	Disaster management: Strategy and Coordination	8,195,523	4,387,943	2,879,156	54%	35%
MAA00038	IT and telecommunications	555,316	0	0	0%	0%
MAA00040	DM Operations Technical Advice	2,383,101	1,384,318	878,737	58%	37%
TOTAL GLOBAL DM APPEAL 2009		28,746,158	17,450,918	12,012,860	61%	42%

How we work	
<p>The IFRC's activities are aligned with its Global Agenda, which sets out four broad goals to meet the IFRC'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 report, please contact:</p> <ul style="list-style-type: none"> • Yasemin Aysan, Under-Secretary General, Disaster Response and Early Recovery Division, Geneva; email: yasemin.aysan@ifrc.org; phone +41 22 730 4841; and fax +41 22 733 0395. 	