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Disaster Relief Emergency Fund (DREF) Mid-Year Update

 International Federation
of Red Cross and Red Crescent Societies

MAA00010
August 2012

Period covered:
January to June 2012

*Macedonia Extreme Winter
Condition 2012:
Due to the inaccessible
roads in the mountainous areas that
were blocked by the snow, the
Macedonian Red Cross used mules
and horses to deliver relief to the
affected population.*

Photo: Macedonian Red Cross

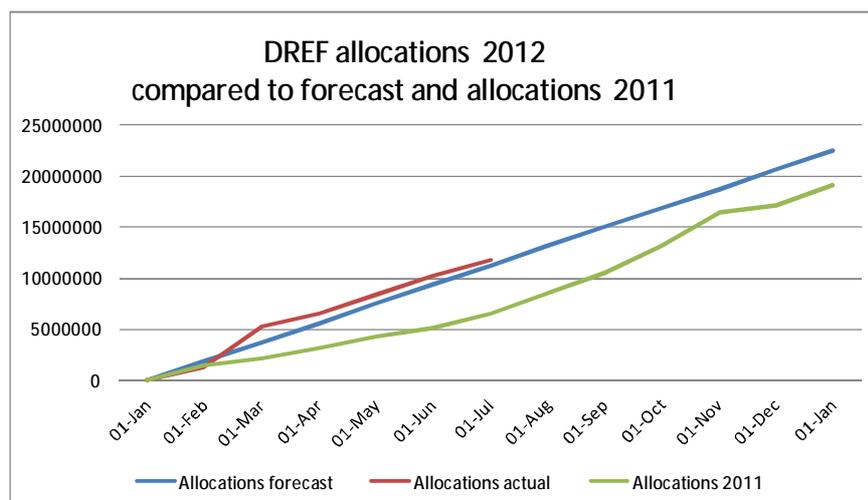


Overview

Seventy three allocations were made by the DREF during the first six months of 2012 for a total of CHF 11,778,445. Eighty per cent of the allocations were made as grants to support response to small or medium-scale disasters, referred to as DREF operations. Twelve emergency appeals received start-up funding loans. The allocations supported response to 69 different operations by 54 National Societies.

DREF Statistics 1 January - 30 June 2012	Number	Amount in CHF	%
Total Allocations made	73	11,778,445	
Start-up funding for emergency appeals	12	2,395,142	20%
Grants for DREF operations	61	9,383,303	80%
Number of different operations*	69		
Number of recipient National Societies	54		
Number of beneficiaries	4,143,746		
<i>*some operations receive two allocations for the same operation</i>			

The amount allocated was 5 per cent above forecast and 80 per cent higher than the amount allocated at the same date in 2011.



INTERVENTION INFORMATION		
Implementing Secretariat body and host National Society/ies:	Geographical coverage:	Type of intervention:
Disaster and Crises Management Department	Global	Disaster and Crisis management
Expected start date:	Expected duration:	Number of people to be reached:
01 January 2012	31 December 2013	Est. 20 million
Project Manager:	Project Code:	Total Budget:
Simon Eccleshall	G30500 / G00077	2012: CHF 18,029,890 2013: CHF 19,450,000

Goal: National Societies provide rapid and effective assistance to vulnerable people affected by disasters and crises with the provision of timely and adequate financial support from the DREF.

Financial situation and analysis

The budget for 2012 is CHF18,029,890 of which CHF 11,566,134 (64 per cent) was covered during the reporting period. Contributions amounted to CHF 11,557,139 and CHF 8,996 was paid in interest on the balance of the fund.

The opening balance on 1 January 2012 was CHF 7,398,529 and the balance on 30 June 2011, CHF 8,483,641.

CHF 11,778,445 was disbursed as allocations for operations in 2012 and CHF 9,262 disbursed to cover small DREF operation closing deficits on 2 operations from 2011. CHF 1,542,499 was reimbursed to the fund as DREF loans and unspent balances of DREF grants made in 2012 and previous years.

The DREF coordination expenditure amounted to CHF 235,814, which represents 44.5 per cent of the annual budget. [Click here to go directly to the financial report.](#)

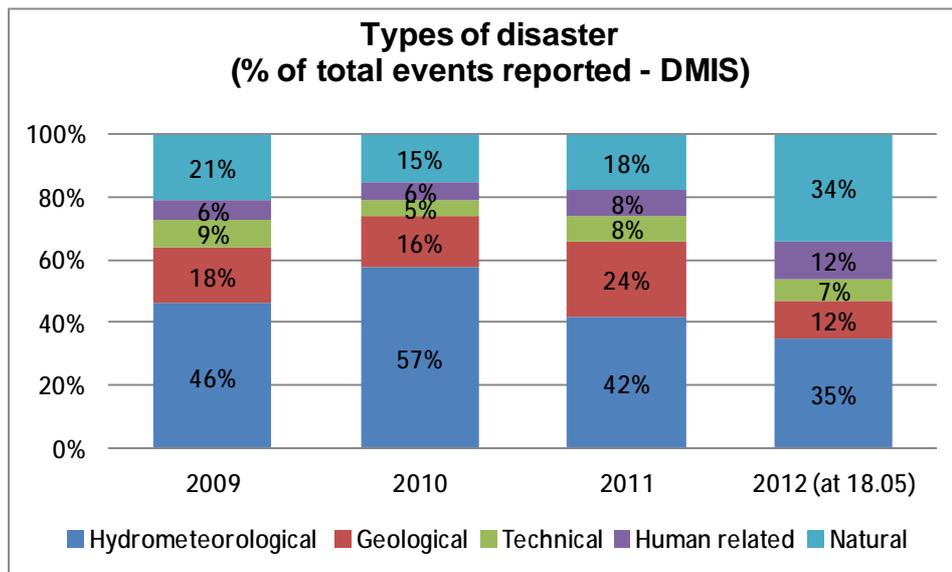
Number of people reached

Operations supported by DREF during the six month period were aiming to support National Societies bring assistance to approximately 4,143,746 people.

This number includes direct and indirect beneficiaries of assistance, such as people reached through social mobilization for vaccination and hygiene promotion campaign.

Context

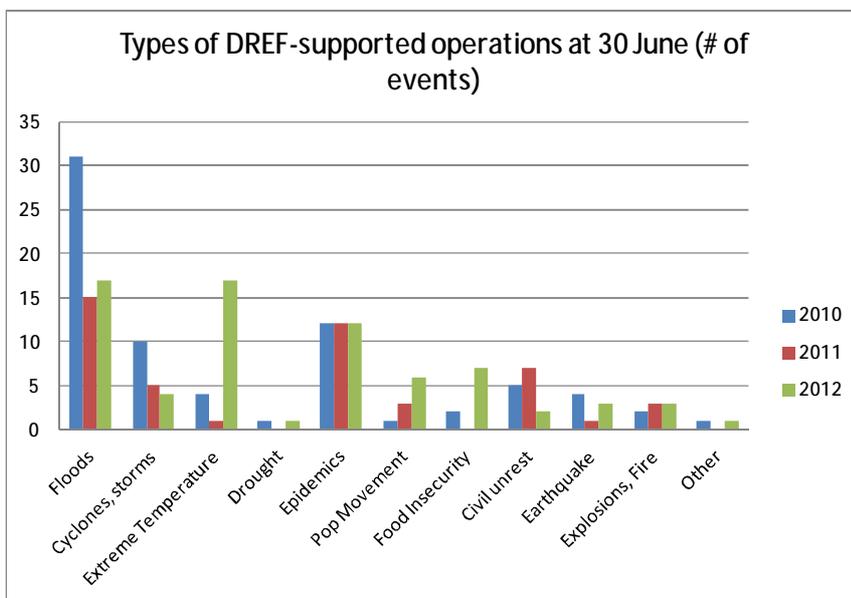
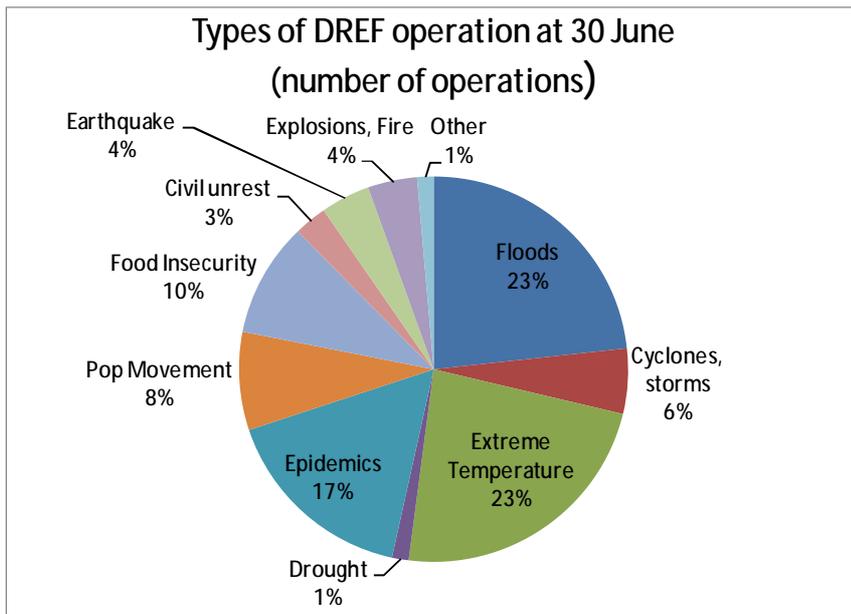
There were no major sudden-onset disasters recorded during the first six months of 2012. The La Niña phase experienced in 2011 weakened and became neutral over the six month period. Seasonal forecasts predicted heavier than usual rainfall over southern Africa and parts of South America during the first three months, but globally hydro-meteorological events – floods, cyclones and storms - were not as frequent as in 2010. The data taken from Red Cross Red Crescent reports on Disaster Management Information Systems (DMIS) shows that natural disasters - extreme temperatures, drought and epidemics – were more frequent than previous years and that there was also an increase in human related disasters – population movement, civil unrest and food insecurity.



These trends were also found in the types of operation which DREF funded during the reporting period. There were a higher number of operations to respond to natural and human related disasters than in previous years, while response to floods and cyclones generated more requests than in 2011 but significantly less than in 2010. The highest number of flood operations were carried out in South America, with DREF requests received from National Societies in Peru, Ecuador, Bolivia and Paraguay, and in Central Asia with requests from Kazakhstan, Tajikistan, and Kyrgyzstan. The cyclone season in the Indian Ocean led to tropical storms which affected Mozambique, Madagascar and the Comores, but to only one request for response to floods in southern Africa in, from Malawi. At the end of June, multiple countries in southern Africa were in fact reporting drought conditions which have led to poor harvests and which are exacerbating existing food insecurity.

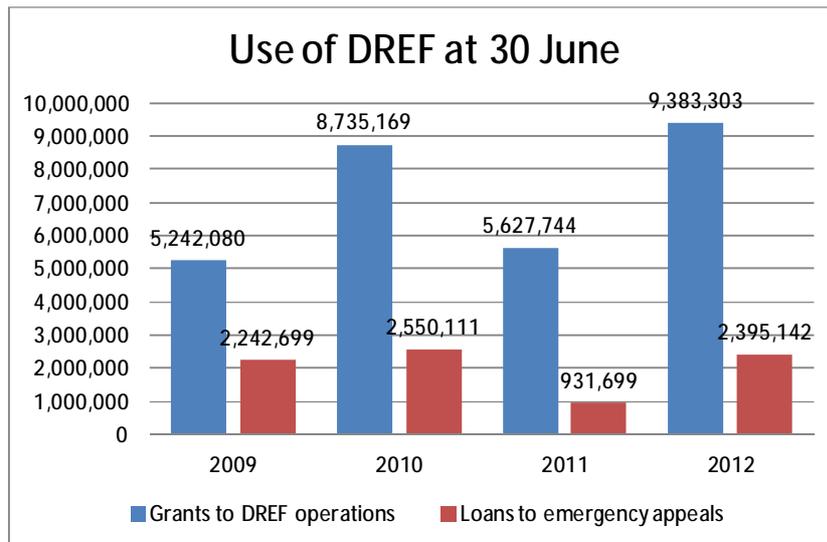
Response to epidemics accounted for 17 per cent of requests, which is the same number as in 2010 and 2011, mainly in central, western and eastern Africa. The food insecurity in West Africa continued to generate requests for support from DREF with Mali and the Gambia launching emergency appeals. The DREF operations launched at the end of 2011 to respond to food insecurity in Niger, Chad, Burkina Faso and Senegal all evolved into operations for which emergency appeals were launched during the first quarter of 2012. The civil unrest in Mali led people to seek refuge in Mauritania and Burkina Faso, and two DREF operations are being carried out to bring them assistance. Population movement led to DREF requests from Sudan and South Sudan, and, in June, to requests from Uganda and Rwanda Red Cross to meet the growing humanitarian needs caused by refugees from the Democratic Republic of Congo.

The extreme cold wave in central and Eastern Europe and North Africa at the end of January and February led to response operations in eleven different countries in Europe and also to requests from Tunisia and Morocco.



The amount of DREF allocated as loans to start-up activities in operations for which emergency appeals were launched was higher than in 2011, but is much the same as the average over the last four years. The average amount of the loans allocated was lower than in 2011, CHF 199,595.

There was an increase in the total amount allocated as grants to DREF operations in 2012 compared to the same date in previous years, while the average amount allocated remained the same as in 2011, CHF 153,857.

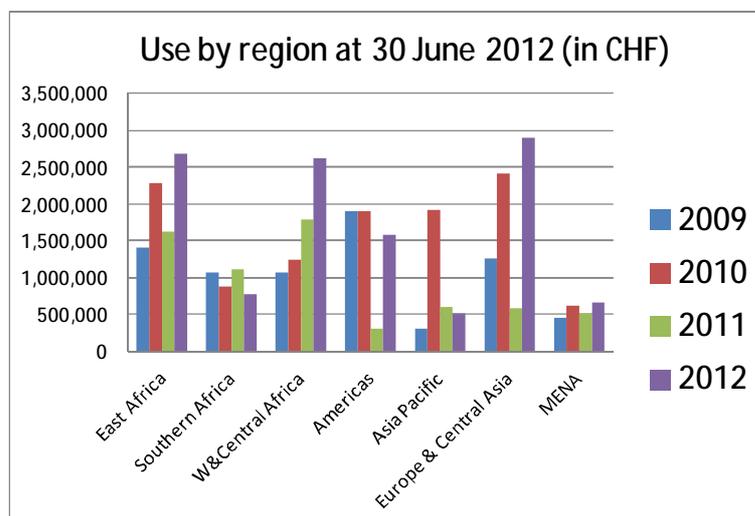


Analysis of use of DREF by region

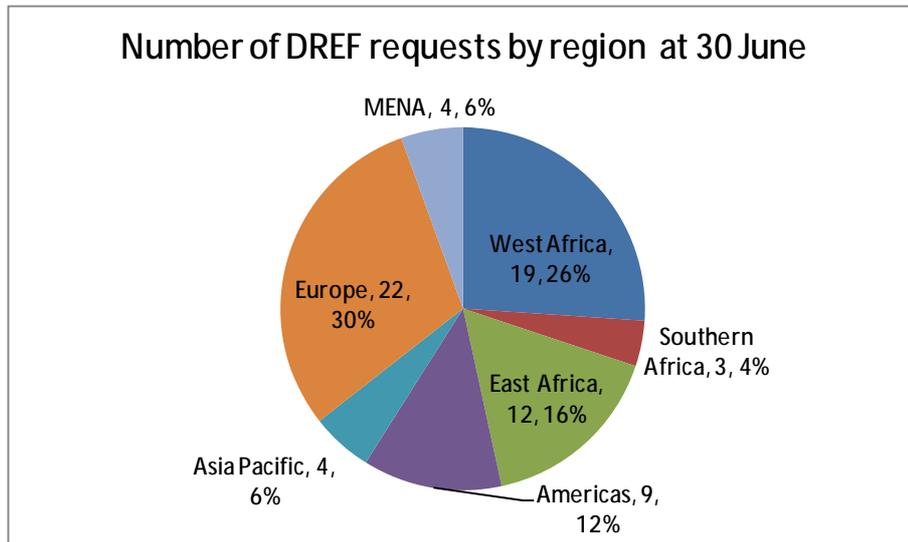
The largest number of requests for support from DREF were received from National Societies in Africa, which accounted for 47 per cent of the number of requests, and 52 per cent of the total allocated. Europe and Central Asia represented 30 per cent of the number of requests received and 25 per cent of the amount allocated, and the Americas 12 per cent of the number of requests received and 13 per cent of the amount allocated.

Average size of allocations by region (in CHF)					
	Emergency Appeals		DREF operations		Total allocated
	Number	Average amount	Number	Average amount	
Africa	9	218,445	25	155,667	6,092,090
Americas	1	116,138	8	184,228	1,589,959
Asia Pacific	2	156,500	2	107,733	528,465
Europe and Central Asia	0	0	22	132,153	2,907,368
Middle East North Africa	0	0	4	165,141	660,563
Total	12		61		11,778,445

There was an increase of use of DREF over previous years by National Societies in East and West and Central Africa, due mainly to the increase in natural and human-related disasters. The amount allocated to National Societies in Europe and Central Asia rose sharply in comparison to 2011 due to the operations in response to the extreme cold wave and more operations in response to floods. Similarly, there were more flood operations in the Americas region than in 2011.



The higher use of DREF by African National Societies compared to other regions is largely explained by the large number of small-scale disasters that occur, including epidemics, which the public authorities do not always have the capacity to respond to, rather than a higher number of natural disasters than in other regions. The DREF grant mechanism is well adapted to supporting the National Societies carry out their mandate of supporting their authorities in meeting the most urgent needs caused by these events amongst the most vulnerable people.



	<p>Indicator 1.2 b: Over 80% of DREF loans are reimbursed to the DREF</p> <p>At 30.06.2012: The DREF loan reimbursement rate for appeals launched in 2011 was 88%.</p> <p>The DREF loan reimbursement rate for appeals launched in 2012 was 61% at 30 June. As the appeals are still open, this rate is expected to rise before the year end.</p>	
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Outcome and outputs	Indicators (targets) for 2012	Progress, achievements, constraints
Outcome: National Societies provide timely and relevant assistance to beneficiaries		
<p>Output 2.1: Timeliness in DREF requests and approval process</p>	<p>Indicator 2.1: Time from disaster to DREF approval 2011: 75% of DREF requests for sudden onset disasters approved within 10 days of disaster. 2012 target: 80%</p> <p>Of 73 DREF requests between 01 Jan and 30 June 2012, half, or 37, were for events considered as sudden onset. 78% were approved within 10 days of the event. 15 were approved within 5 days and 14 between 6 and 10 days. The remaining 8 requests were approved within 15 days of the event.</p>	<p>Bringing relevant assistance to beneficiaries (Outcome 2.1):</p> <p>Beneficiaries were consulted on the assistance they received following the extreme cold wave through beneficiary satisfaction surveys carried out by the National Societies in Kosovo and Montenegro. The survey report for Kosovo can be found on: http://www.ifrc.org/docs/Evaluations/Evaluations%202012/Europe/Kosovo%20Beneficiary%20Satisfaction%20Survey%20Report.pdf and a summary on http://www.ifrcmedia.org/blog/kosovo-scaling-up-community-engagement-during-and-after-disasters/</p> <p>The final report for Montenegro provides a summary of the beneficiary satisfaction survey: http://adore.ifrc.org/Download.aspx?FileId=28442</p> <p>The DREF funded an operation in Nigeria to bring material relief and psychological support to people affected by the Dana plane crash in Nigeria, but also to provide psychological training and debriefing for the Nigerian Red Cross volunteers involved in immediate response to this disaster. Two Regional Disaster Response Team (RDRT) members from Uganda Red Cross specialized in psychological support deployed to Nigeria to support the National Society in these activities. The outcomes of the operation were very positive and will be reported on through the final report.</p>
<p>Output 2.2: Improved understanding of</p>	<p>Indicator 2.2: Percentage of requests meeting DREF criteria*</p>	<p>Improved understanding of and compliance with DREF procedures and guidelines (Outcome 2.2):</p>

and compliance with DREF procedures and guidelines	<p>2011: 85%</p> <p>Five requests were turned down during the six month period as not meeting the DREF criteria (6%)</p> <p>Of the 73 requests approved, 14 (19%) needed revision to meet the criteria before approval.</p> <p>*These figures are based those requests which are copied to the Geneva Secretariat. Secretariat Zone offices may reject, or revise requests without informing Geneva.</p>	<p>One of the recommendations from consultations with Zone colleagues on improving the timeliness and quality of DREF reports was to produce a simple check list for National Societies to refer to at each stage of the DREF operation, from request to final report. This will be finalized during the second half of 2012.</p> <p>The Secretariat has produced a background paper on the DREF for external audiences, explaining what DREF is, the role it plays in the IFRC's disaster response and its complementarity with other tools and mechanisms, what it does and does not do and how the Secretariat sees the future of the DREF. The paper can be found on the ifrc.org website: http://www.ifrc.org/PageFiles/40861/DREF%20Background%20paper.pdf</p>
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Outcome and outputs	Indicators (targets) for 2012	Progress, achievements, constraints
Outcome: Improved accountability, reporting and learning from DREF operations		
<p>Output 3.1: Increased compliance and quality in DREF operation planning and reporting</p>	<p>Indicator 3.1a: DREF plans and final reports using PoA (2012 will provide baseline).</p> <p>See progress report on implementation of PoA.</p> <p>Indicator 3.1.b: Timeliness of final reports 2010: 40% early or on time; 66% less than 1 month late</p> <p>Final reports for DREF operations are expected to be posted 3 months after the end of the operation. At the date of this report (August 2012) 25 final reports for 2012 operations were due, and 12 had been posted on time (48%), 13 were late,</p>	<p>Emergency Plan of Action (Output 3.1):</p> <p>The Secretariat has continued work on a template and guidance for emergency response planning and reporting, in consultation with Zone offices. Further work needs to be completed on automating the planning template and linking it to a budget template. Separate guidance on using the template for DREF operations has been developed and the intention is to pilot the use of the template before the end of 2012. However, the roll-out is dependent on human resources availability and may be delayed by a high number of disaster response operations during the last quarter. Specific training and support will be necessary at Zone level to support the pilot and this will be included in 2013 revised budget.</p> <p>Timeliness of DREF final reports (Output 3.1):</p> <p>The overall timeliness of DREF final reports for 2011 DREF operations was below 2010 figures, with 20% being posted early or on time, and 51% less than 1 month late. The Secretariat has therefore followed up during the first half of 2012 with the Zone offices where late reporting has become problematic. The most frequent causes are identified as:</p> <ul style="list-style-type: none"> • late financial reporting by the National Societies, and • lack of Secretariat human resources in Africa Zone (budget holders managing multiple operations and late recruitment of reporting officers in Zone office due to office

<p>Output 3.2: Monitoring and evaluation missions of DREF operations and lessons learned are mainstreamed and standardized</p>	<p>6 of which over a month late.</p> <p>Indicator 3.2 a: Percentage of DREF operations monitored and evaluated</p> <p>See progress to date</p>	<p>move).</p> <p>Particular attention has been given to all overdue reports and Zone offices are treating this as a priority. A reporting officer from Asia Pacific Zone was loaned to Africa Zone for 2 months in order to clear some of the 2011 overdue reports.</p> <p>As over half of DREF operations take place in the Africa Zone, the Secretariat is planning for opening of a DREF officer position for the Africa Zone in 2013 to build capacity and support National Societies in preparing timely and quality DREF requests (ref. Output 2.1, timeliness of DREF requests), providing support in monitoring and evaluation of operations (ref. Output 3.2), and supporting National Societies in timely and quality final reports (Output 3.1). This position will be included in a revised DREF budget for 2013.</p> <p>Monitoring and Evaluation of DREF operations (Output 3.2):</p> <p>A monitoring and evaluation (M&E) framework for DREF operations was developed by the Secretariat during the first six months of 2012, with extensive feedback from M&E and disaster management colleagues in the different Zones and from members of the DREF advisory group. The Secretariat is promoting the participation of donor representatives in DREF evaluations and monitoring missions and the framework seeks to provide a basis for facilitating external participation, but also tries to define the objectives and limitations of monitoring and evaluating DREF operations.</p> <p>The consultation allowed the different Zones to compare their M&E procedures, practices and templates thereby promoting best practice. Monitoring of the implementation of DREF operations is carried out by National Societies with an oversight from the Secretariat in all Zones, and where necessary, with their participation and support.</p> <p>In addition to the beneficiary satisfaction surveys carried out following the response to the extreme cold weather in Kosovo and Montenegro, the National Societies of Albania, Belarus, Bosnia Herzegovina, Montenegro, Serbia, Macedonia and Romania carried out lessons learned workshops with recommendations from stakeholders in the operation being used to update contingency planning. The final report for Morocco cold wave and the Nepal Earthquake (September 2011, final report July 2012) also reported a lessons learned exercise. The final report for Myanmar Magway floods (report posed in 2012 for an operation started in November 2011) provides the lessons learned from the operation, but also how learning from the Cyclone Giri DREF operation (October 2010) around shelter tool kits was integrated into Myanmar Red Cross planning and allowed a more appropriate response to the floods.</p>
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Risk Analysis

Multiple requests were received by the DREF in January and February 2012 (36 for a total of CHF 5,351,505) before the main annual contributions were received. This put the balance of available funds under significant pressure. To manage this situation, the Secretariat informed its donors, requesting them to make their annual contributions as soon as possible and requested Zone colleagues to ensure that requests were strictly scrutinized to include only essential costs until funding was received and the minimum balance restored, which was done by the end of March.

As reported under Outcome 3.1, the poor performance recorded in 2011 in the timeliness of final reports is being addressed with Zone colleagues and the possible creation of a DREF officer position for Africa.

The promotion of monitoring and evaluation, which the DREF officer position for Africa would also support, is not only aiming at supporting National Societies to bring more efficient and effective assistance to people affected by disasters, but also to improve the efficiency of the DREF and Secretariat process and to support greater accountability to beneficiaries and to DREF donors.

Stakeholder Participation and Feedback

The DREF advisory group, with representation from partner National Societies who are donors to the DREF, works with the Secretariat in promoting efficient use of the fund. The group held its annual meeting at the Secretariat offices in Budapest in March 2012. Based on the analysis of the use of DREF in 2011, and the achievements and challenges, it agreed on priorities for the development of DREF in 2012 and updated its annual work plan. One of the priorities was to further support the mainstreaming of monitoring and evaluation of DREF operations in order to support National Societies in improving the delivery of assistance to people affected by small- and medium-scale disasters, and to encourage participation of the group, where possible and appropriate, in monitoring and evaluations.

The European Zone team in Budapest was able to present their current practice with the implementing National Societies in monitoring, evaluating and capturing lessons learned from DREF operations. Procedures, templates, check lists have also been provided by other Zone offices and included in the draft monitoring and evaluation framework for DREF operations.

The DREF advisory group contributed to the development of the background paper on the DREF, which was finalized in July 2012 (referred to under Outcome 2.2). The group is supporting the Secretariat in the preparation of the annual DREF donor meeting which will be held in Geneva in October 2012.

How we work

All IFRC 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 the [Humanitarian Charter and Minimum Standards in Humanitarian 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.

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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 nonviolence and peace.

Find out more on www.ifrc.org

Contact information

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