Well-prepared National Society

self-assessment 2002–2004

International Federation
of Red Cross and Red Crescent Societies

Contents

Abbreviations and acronyms

CP	conflict preparedness
DM	disaster management
DMIS	Disaster Management Information System
DP	disaster preparedness
DR	disaster response
DREF	Disaster Relief Emergency Fund
ERU	emergency response unit
EWS	early warning system
FACT	field assessment and coordination team
ICRC	International Committee of the Red Cross
International Federation	International Federation of Red Cross and Red Crescent Societies
ISDR	International Strategy for Disaster Reduction (United Nations)
MENA	Middle East and North Africa
NHQ	national headquarters
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PRA	participatory rural appraisal
RDRT	regional disaster response team
SOPAC	South Pacific Applied Geoscience Commission
SWOT	Strengths, weaknesses, opportunities and threats
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
VCA	vulnerability and capacity assessment
WPNS	Well-prepared National Society

Foreword

Helping National Red Cross and Red Crescent Societies to be better prepared to respond to disasters is an integral and ever-more important part of the International Federation's work. Not only are disaster preparedness and response two of Strategy 2010's four core areas, but the International Federation's disaster preparedness policy emphasizes that they are the "most effective way of reducing the impact of both small and localized as well as large-scale disasters".

In order to gauge the state of preparedness of National Societies around the world, the International Federation designed the well-prepared National Society self-assessment questionnaire in 2001. A first round of assessment was carried out from 2002 to 2004, with 134 National Societies responding to the questionnaire. This report analyses the main findings of this first assessment from a global perspective. The replies have also provided National Societies and the International Federation's secretariat with indicators for overall planning and support.

This well-prepared National Society complements another International Federation assessment questionnaire, the National Society self-assessment. However, the two assessments are fundamentally different: the well-prepared National Society was designed as a "working tool", while the National Society self-assessment is a global monitoring tool.

The report contains recommendations and indicators that will be useful benchmarks for National Societies and International Federation delegations and departments, and will provide potential donors with more qualified information about performance. It also sets the framework for the second round of assessments, which began in October 2005 and is expected to end in 2007.

The International Federation's Relief Commission endorsed well-prepared National Society in April 2005, and recommended that as many National Societies as possible participate in the second round of assessments to enable a comparative analysis to determine progress made by National Societies.

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Executive summary

Introduction

The well-prepared National Society self-assessment questionnaire is a mapping exercise that helps National Societies to assess and analyse their preparedness status. From this, they can better identify areas for improvement in their disaster management[1] work. Well-prepared National Society also provides practical indicators for overall planning and monitoring. It offers a global baseline and gives opportunities for benchmarking and comparison on a subregional, regional and global level.

It is important that the reader understand clearly that this assessment tool is complementary to the National Society self-assessment, but also different from it. The well-prepared National Society was designed to be a National Society "working tool" rather than a global monitoring tool like the National Society self-assessment. It is based on the two-page guideline and checklist *Characteristics of a well-prepared National Society*[2] (see Annex 4). The well-prepared National Society characteristics were developed in 2001 by staff from several National Societies and disaster preparedness delegates, who wanted to find a simple tool for disaster preparedness planning.

Well-prepared National Society is a specialist subsection of the National Society self-assessment and enables more specific and in-depth mapping to be made of the National Society's disaster preparedness status. As a baseline, it identifies the state of the National Society's capacity as regards disaster preparedness. As such, it is a precursor to more comprehensive tools, such as the vulnerability and capacity assessment, used for community preparedness and risk reduction activities, and mapping of hazards, risks and capacities at National Society level.

This report refers to the first round of well-prepared National Society assessments, which was undertaken between 2002 and 2004. The second round will take place from 2005 to 2007. Revisions were made to include user comments prior to beginning the second round in October 2005. In the first round, 134 out of 181 National Societies responded to the well-prepared National Society questionnaire. This represents an overall response rate of 74 per cent, a good rate considering that the response rate from West Africa has been very low.

The objectives of the well-prepared National Society tool

The objectives of well-prepared National Society mapping and analysis are to:
- help the National Society to assess its preparedness status, identify strengths and weaknesses, and prioritize actions in line with Strategy 2010;
- provide a baseline and indicators relating to the effectiveness of global and/or regional disaster preparedness support, which can be compared over time;
- highlight the key areas for global, regional and national disaster preparedness support in planning for annual and emergency appeals;
- use the results of the well-prepared National Society assessment in negotiations with partner National Societies and other donors or potential partners;
- identify National Societies and regions that have specific expertise and resources which can be shared with others;
- establish short-, medium- and long-term trends in relation to disaster preparedness; and
- enable National Societies to compare their status with global, regional or subregional trends.

1 - Whilst Strategy 2010 refers only to disaster preparedness and response as core areas, they encompass the whole disaster management cycle — i.e., before, during and after a disaster — and include elements such as disaster mitigation and preparedness (disaster reduction), response and recovery (including rehabilitation and reconstruction).

2 - The criteria for the characteristics of a well-prepared National Society are broadly based on those for the characteristics of a well-functioning National Society, which are a set of distinctive conditions that a National Society should aim to achieve. They were agreed at the International Federation's General Assembly in 1995.

Key findings of the well prepared National Society self-assessment

Disaster preparedness policies and plans

- National Society disaster plans are the basis of effective disaster preparedness and help to ensure government recognition of its role: nearly 53 per cent of National Societies state that they have a written National Society disaster plan and another 30 per cent are in the process of developing one.
- Governments recognize the disaster plans of 31 per cent of National Societies; 58 per cent of National Societies have a formal role and 68 per cent are officially represented on their countries' national disaster committee. Disaster preparedness policies are in place in 59 per cent of National Societies.
- Holistic and integrated disaster management includes the fields of both risk reduction and disaster preparedness for response, response and recovery. The results show that 47 per cent of National Societies have a risk reduction component in their disaster management work. Disaster preparedness for response is an activity in 58 per cent of National Societies and disaster response is part of the disaster preparedness plan in 56 per cent. However, there is much less emphasis on recovery (30 per cent) and rehabilitation (22 per cent).

Structure and organization

- Effective disaster response requires an organizational structure to support it. In 82 per cent of National Societies, there is a designated department and/or focal point for coordinating disasters.
- In 72 per cent of National Societies, their disaster preparedness programmes are coordinated with the health department and/or other departments, which supports an integrated approach to disaster management.
- National Societies need to work in partnership with other key actors in disasters; 77 per cent acknowledge having established partnerships with government ministries or local organizations. In terms of training and development, 87 per cent of National Societies state that they coordinate closely with other governmental and non-governmental agencies.
- Regional and global disaster response instruments are important for scaling up response in very large and complex emergencies. Among National Societies, 45 per cent are involved with regional disaster response teams, 35 per cent have some involvement with field assessment and coordination teams and 20 per cent with emergency response units.
- Forty-eight per cent of National Societies state that they are linked to the International Federation's Disaster Management Information System and 28 per cent say they support some kind of early warning system.

Relevance

- In order to be relevant, disaster preparedness programmes need to reflect the needs of communities. A majority (77 per cent) of National Societies acknowledges that in one form or another, they are active in building and strengthening local needs and capacities.
- The International Federation supports vulnerability and capacity assessment as a community disaster preparedness tool and 53 per cent of National Societies indicate that they have completed such an assessment.
- Globally, National Societies engage in a number of community-based programmes. The most common is community-based first aid, which is used in 60 per cent of National Societies.
- Community-based disaster preparedness programmes (also called community-based disaster management) are the second most common, being used in 40 per cent of National Societies.
- Community-based self-reliance programmes, which are a combination of community-based first aid and community-based disaster preparedness activities, are used in 18 per cent of National Societies, mainly in the small island states of the Pacific.
- Quality and accountability in humanitarian work are accepted requirements of all programmes. As regards self-assessed adherence to the Code of Conduct, 62 per cent of National Societies rate themselves as between fair and excellent in compliance.
- Almost half (46 per cent) of National Societies state that they use Sphere standards in their disaster preparedness planning.

Human resources

- Volunteers are recruited into disaster preparedness and disaster response programmes in 78 per cent of National Societies; 62 per cent of these Societies test their volunteers by various means.
- The groups from which National Societies recruit most volunteers for their disaster preparedness programmes are (in order):
  - youth (almost 70 per cent of National Societies);
  - women (over 50 per cent);
  - professional people (almost 50 per cent);
  - school-age children (about 30 per cent);
  - elderly people (over 20 per cent); and
  - disabled and displaced people (about 10 per cent of National Societies).

Financial and material resources

- Experience shows that effective disaster preparedness involves the pre-positioning of relevant supplies or making pre-arrangements with local suppliers. Fifty per cent of National Societies, however, stock supplies in strategically placed storage facilities, although 18 per cent state that they are in the process of creating such facilities. Only about 31 per cent of National Societies hold contingency stocks of material resources.
- Transportation capacities for delivering relief are generally weak: less than 32 per cent of National Societies have trucks and 44 per cent have cars.
- Information and communication are central to efficient and effective disaster relief, but only some 31 per cent of National Societies have adequate computer access.

Advocacy

- National Societies have a potentially influential role with their governments in terms of encouraging preparedness, mitigation and prevention of disasters; 54 per cent of National Societies acknowledge that they do advocate for this, but 22 per cent say they do not and 24 per cent did not respond to this question.

Monitoring and evaluation

- A majority (69 per cent) of National Societies report to donors about their activities.
- Only 39 per cent of National Societies, however, monitor their preparedness programming and an even lower percentage (26 per cent) actively evaluates and reviews their disaster preparedness activities.

Lessons learned in the first round of assessments

In order to reflect scientifically on the information collected, it is important to point out some of the limitations that became apparent during the first round of assessments carried out between 2002 and 2004. This does not detract from the results but seeks to identify key issues that affect the interpretation of the data and the need for improvement in subsequent rounds of assessment.

The questionnaire was developed and tested in order to make it as clear as possible to a maximum number of users and to allow it to be used repeatedly. However, comprehension problems persisted and, in certain cases, the questionnaire had to be simplified in order to correspond to the disaster profile of a particular region. In some cases, National Societies did not respond to specific questions. The statistics, therefore, may not necessarily represent a complete picture of all topics. These issues have been taken into consideration in drawing up the questionnaire for the second round of assessment.

The assessment procedure was to use disaster preparedness delegates in the regions to help National Societies complete the assessment forms. But this assistance was not always feasible due to time constraints, delegates being away on mission or tied up with other activities. One of the limitations of this analysis is that it was not always possible to cross-check some of the feedback received, which at times led to instances of ambiguity.

A key area for concern in this round of assessments was the lack of response from National Societies in certain regions. There were only two responses from the West African National Societies, which was apparently due to the absence of field delegates in the region for a considerable length of time. A lack of response from National Societies in the Pacific region was eventually solved through the intervention of the Emergency Management Core Group, an advisory group of Pacific National Societies.

Overall, the limitations have been part of a learning curve about the administration of a global assessment tool. Despite these limitations, however, there is still a good representation of the state of disaster preparedness in National Societies around the world, and it is hoped that many of the issues will be resolved in the second round of assessments, which began in 2005.

Recommendations

The following recommendations have been made based upon the findings and analysis of data in this report:

- Promote the use of well-prepared National Society in disaster management as the baseline for building National Society capacities in disaster management to spearhead the International Federation's concept of "local to global".
- Help National Societies to advocate with their governments for formal recognition of their disaster preparedness plans and for a place on their country's national disaster committees.
- Encourage National Societies to link relief and development in their disaster response plans through considering the needs of communities in recovery and rehabilitation.
- Ensure that International Federation disaster management delegates facilitate greater access and training to Disaster Management Information System and encourage the nomination of National Society focal points responsible for regularly updating disaster monitoring information.
- Encourage National Societies to develop simple, people-centred approaches to early warning of communities in time of disaster, as well as access to available information technology for early warning.
- Promote the practical use of International Federation standards and guidelines such as the Code of Conduct, Sphere and the Principles and Rules for Disaster Relief among National Societies.
- Encourage National Societies to seek out and include displaced and marginalized people within their disaster management programmes and activities, in order to assist in reducing the "dividers" and promoting the "connectors" within communities.
- Improve National Societies' access to timely disaster relief supplies by helping them to position in strategic locations relevant material stocks and supplies in well-managed facilities and/or enter into pre-arrangements with local suppliers.
- Assist National Societies to develop their fund-raising capacities for emergency funds in separate accounts.
- Raise awareness among National Societies about the application of the Disaster Relief Emergency Fund in both large and medium-sized disasters irrespective of the existence of emergency appeals. The possibilities to access Disaster Relief Emergency Fund for certain types of response preparedness should also be explained.
- Encourage and help National Societies to strengthen their logistics and transportation capacities for disaster response. This includes creating the options for pre-arrangements and leasing of vehicles from local companies.
- Encourage National Societies to take a more active role in advocacy with their governments and other agencies in support of risk reduction and disaster mitigation. This is particularly important in less developed countries where risk reduction should be included in development activities.
- Encourage National Societies to include ongoing monitoring and evaluation in their disaster preparedness activities and programmes, so that they can more easily demonstrate impact.
- Encourage disaster management delegates to play a more active role in helping National Societies to complete the well-prepared National Society self-assessment. This may result in greater compliance and improve the validity of information.

- Encourage the use of well-prepared National Society in regional disaster management planning meetings in order to foster contingency planning and regional capacity building and to develop strategic directions.
- Encourage National Societies to use well-prepared National Society to gain a better understanding of how to support and learn from each other, pooling human and material resources where possible.
- Encourage participating National Societies and other donors to use well-prepared National Society to inform decisions about funding and programme support.
- Encourage donors to insist on well-prepared National Society as a prerequisite for considering funding applications and programme support.
- Develop a mechanism to have well-prepared National Society data available online in the future.
- Incorporate the "Safer Access Framework"[3] of the International Committee of the Red Cross (ICRC) and consider conflict emergencies in the 2005—2007 well-prepared National Society.
- Position well-prepared National Society within the disaster management assessment continuum for greater connectivity with other tools such as emergency needs assessment, vulnerability and capacity assessment, health and organizational development mapping and national risk, hazard and capacities mapping.
- Position well-prepared National Society within the disaster management framework and National Society disaster management training objectives.
- Explore ways of developing useful qualitative indicators to be better able to describe key components of well-prepared National Society.
- Encourage National Societies to create focus groups for the completion of well-prepared National Society made up of relevant volunteers and staff led by the National Society's disaster management coordinator.
- Ensure that National Society procedures for completing the well-prepared National Society questionnaire also include the involvement of and sign off by the Society's secretary general.

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3 - The ICRC, with the support of the International Federation and several National Societies, developed the Safer Access Framework to help National Societies ensure, as far as possible, the safety of all Movement personnel working in a conflict environment.

Chapter 1 Main findings

Introduction

The main findings of the first well-prepared National Society self-assessment are presented from a global perspective. This provides an overview of the key trends and patterns that can be seen through the analysis of all questionnaires. For clarity, most of the data are presented in the form of charts and figures so that the reader can better appreciate the various similarities and differences. A total of 134 National Societies responded to the well-prepared National Society and this figure has been used to calculate the percentages cited in this report. Annex 2 lists by region the National Societies which replied to the questionnaire.

The information is provided under the seven key headings on which the questionnaire is based. These are:
- Disaster preparedness policy and plans
- Structure and organization
- Relevance
- Human resources
- Financial and material
- Advocacy
- Monitoring and evaluation.

Disaster preparedness policy and plans

Disaster preparedness and disaster response represent two of the four core areas of Strategy 2010. The International Federation's disaster preparedness policy states that all National Societies must recognize disaster preparedness as a primary activity since it is the "most effective way of reducing the impact of both small and localized as well as large-scale disasters".

Of the 134 National Societies that responded to the questionnaire, nearly 53 per cent have a written disaster plan in place and almost 30 per cent are in the process of developing one. In addition, in 31 per cent of these countries, the government recognizes the National Society's disaster plans. However, only 58 per cent of the National Societies have a formal role in these plans. Lack of a written disaster plan is a cause for concern which needs to be addressed as a priority in National Society disaster preparedness planning.

Figure 1.1 Comparison of results for National Society disaster preparedness plans in the National Society self-assessment questionnaire and the WPNS
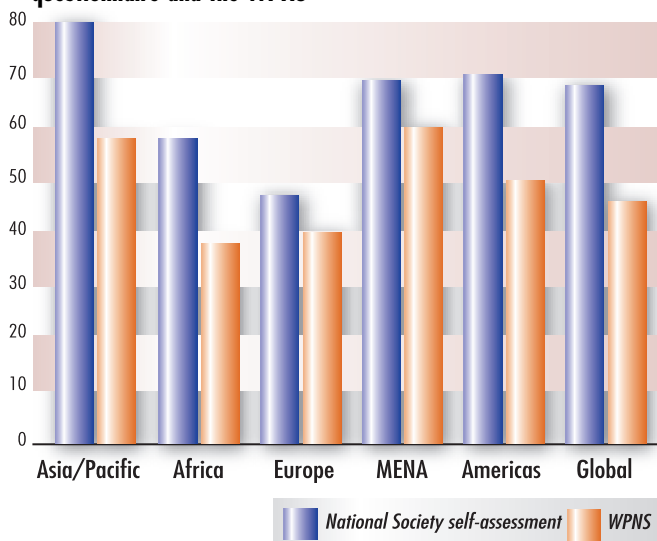
The National Society self-assessment questionnaire contains two questions of a similar nature to those asked in the well-prepared National Society. These are about National Society disaster plans and vulnerability and capacity asessment use. Figure 1.1 provides a comparison of the responses. On examination, there appears to be a significant variance between the two sources of information both regionally and globally, with well-prepared National Society showing figures on average 20 per cent lower than National Society self-assessment. However, explanation can be found if the wording of the two questions is compared. The National Society self-assessment question asks: "Does your Society have a disaster plan covering both national and local levels?", while the well-prepared National Society question specifies a written plan: "Does your Society have a written disaster preparedness plan?" This may explain the difference, since the National Societies that have no written disaster preparedness plan would have responded affirmatively to the National Society self-assessment, but in the negative to well-prepared National Society.

A majority (68 per cent) of National Societies state that they are officially represented in the national disaster coordination body and 59 per cent indicate that they have a disaster preparedness and response policy (see Figures 1.2 and 1.3).

Experience shows the importance not only of having a National Society disaster plan, but also that it is linked to the national governmental plan. It is also important that the National Society be part of the country's disaster coordinating bodies. To achieve this, National Societies need to discuss expected roles with their government. There is evidence of closer collaboration with government for disaster management, but support needs to be given to the 30 per cent of National Societies that are currently developing this area of preparedness and planning.

In their disaster preparedness policy, 47 per cent of the National Societies include disaster reduction, 58 per cent mention disaster preparedness for response and 56 per cent, disaster response. While the coverage for preparedness and response is relatively good, less attention is paid to disaster recovery and rehabilitation: only 30 per cent include recovery and 22 per cent rehabilitation in their disaster preparedness plans (see Figure 1.4).

Discussion

Another type of emergency that National Societies may have to respond to is conflict. The ICRC and the International Federation addressed the issue of a harmonized approach to emergency management in 2005. The ICRC's "Safer Access Framework" is being tested and the plan is that it will be integrated into International Federation disaster management frameworks. Safer access principles have also been included in the 2005—2007 round of well-prepared National Society assessments.

In Europe, the Stability Pact,[4] an initiative of South-East European governments and National Societies, has played an important role in the development of more effective and coordinated disaster planning. Important lessons from the Stability Pact initiative can be learned and shared, and useful processes replicated. Both Disaster Management Information System[5] and FedNet[6] present models of memoranda of understanding that are useful when National Societies are developing formal links with partners.

National Society initiatives to invite government departments to attend regional meetings have resulted in planning and carrying out activities together.

Figure 1.2 Proportion of National Societies with a disaster preparedness policy

- National Society DP policy in place
- No DP policy

59%   41%
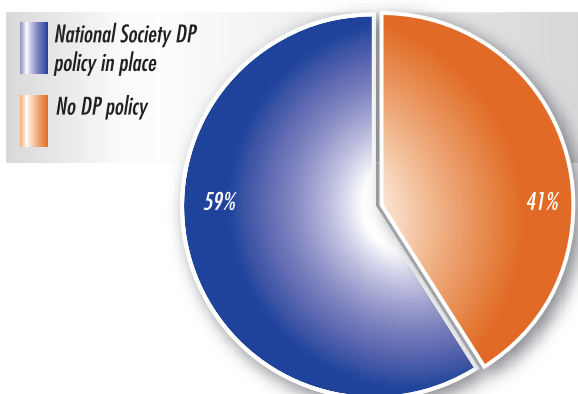
Figure 1.3 Disaster preparedness plans and their recognition by government

National Society DP plan in place | Recognized by government | National DP plan in place | Formal role for National Society | National Society represented in coordinating body
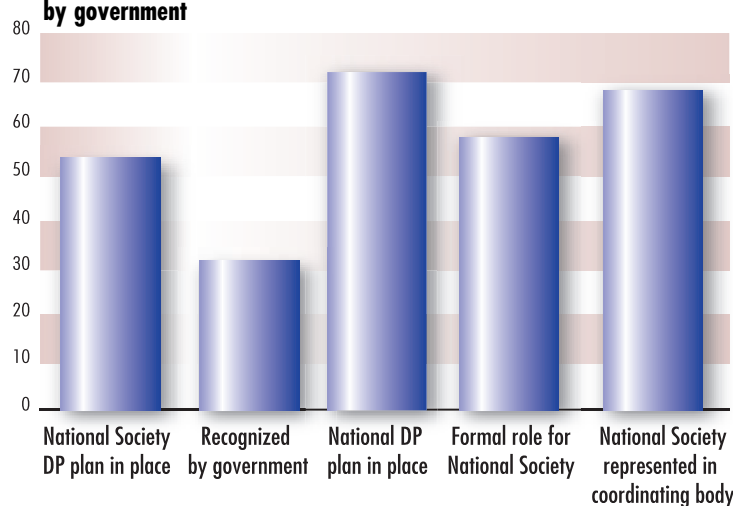
Figure 1.4 Five aspects of disaster preparedness included in a National Society disaster preparedness policy

Disaster reduction | DP for response | Disaster response | Disaster recovery | Rehabilitation

4 - *The Stability Pact is a group of government departments in South-East Europe responsible for national disaster prevention and reduction. The region's National Societies are part of its emergency network. http://www.stabilitypact.org/*

5 - *The International Federation's Disaster Management Information System is a password-protected, web-based working tool related specifically to disaster preparedness and response, which is operated by the Geneva secretariat on behalf of National Societies. http://www.ifrc.org/what/disasters/*

6 - *FedNet is the International Federation's password-protected extranet that promotes sharing of knowledge among all National Societies. The disaster preparedness and response department uses FedNet to provide DP-related information and to share lessons learned. https://fednet.ifrc.org*

Examples include South Asian regional disaster management meetings, and joint Red Cross Red Crescent and National Disaster Management Office vulnerability and capacity assessment training in the Caribbean. In the Pacific region, National Societies have worked with the South Pacific Applied Geoscience Commission (SOPAC), an initiative that has been helpful and should be further developed.

At their meetings, disaster management coordinators have encouraged increasing the International Federation's links with other international agencies at both global and regional levels. Links with, for example, the United Nations (UN) International Strategy for Disaster Reduction (ISDR), the UN Office for the Coordination of Humanitarian Affairs (OCHA), the UN Development Programme (UNDP) and the UN Environment Programme (UNEP) can help National Societies to develop external relationships to improve disaster planning.

Other disaster preparedness and reduction opportunities that should be developed include partnerships with the International Red Cross Red Crescent Centre on Climate Change and Disaster Preparedness (based in the Netherlands) and the ProVention Consortium.[7] In December 2003, National Societies committed to reduce disaster risk at the 28th International Conference of the Red Cross and Red Crescent, emphasizing the need for the International Federation's secretariat to provide additional support in risk reduction, including in the recovery period following disaster. This was also endorsed in 2005 by the World Conference of Disaster Reduction in Kobe, Japan.

Figure 1.5 National Societies with a disaster preparedness focal point and coordination with other departments

Figure 1.6 National Societies with links to the International Federation's global and regional disaster response tools
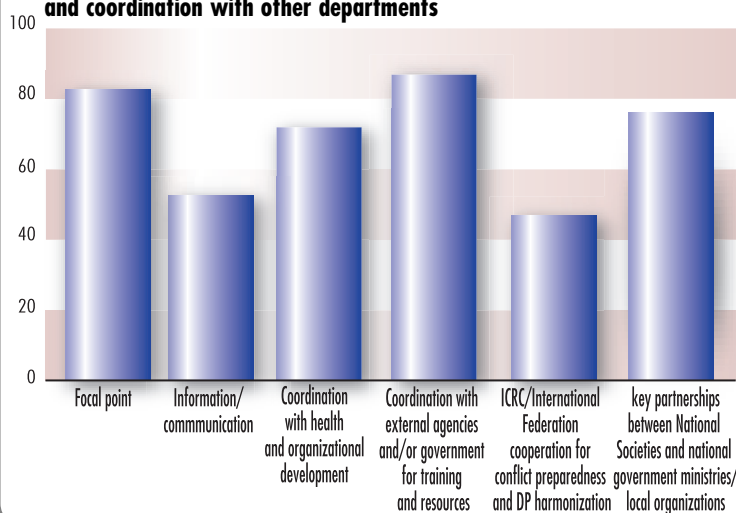
Structure and organization

The International Federation's disaster preparedness policy aims to "strengthen the organizational structures at international, national and local levels" and "improve coordination". Figure 1.5 shows that in 82 per cent of National Societies, there is a department or focal point at headquarters level responsible for coordinating disaster preparedness activities. In 72 per cent of the National Society responses, coordination is said to exist between disaster preparedness, health and other programmes.

A large majority (77 per cent) of the National Societies state that they have established key partnerships with national government ministries or local organizations, and 87 per cent coordinate closely with other organizations and government agencies when it comes to resource sharing and training.

Data relating to coordination with the International Federation's disaster response mechanisms (see Figure 1.6) show that 45 per cent of National Societies are involved in regional disaster response teams, 20 per cent with emergency response units and 35 per cent with field assessment and coordination teams.

Disaster risk reduction encompasses preparedness and measures to reduce risk such as small-scale mitigation. A relatively small percentage of National Societies — 28 per cent — supports some part of early warning systems, but 48 per cent are linked to Disaster Management Information System.

7 - ProVention Consortium is a global coalition of governments, international organizations, academic institutions, and private sector and civil society organizations dedicated to increasing the safety of vulnerable communities and to reducing the impact of disasters in developing countries. http://www.proventionconsortium.org

Box 1.1 Early warning of landslides in Costa Rica

Early warning systems assist in preparing communities to act early to reduce losses.

In 2002, landslides caused by torrential rain and flooding killed seven people and destroyed 17 homes in the communities of Orosi de Cartago. In the aftermath, the Costa Rican Red Cross developed a people-centred early warning system. The project involved training community volunteers and setting up community committees.

The Red Cross's unique access to local populations made all the difference as teachers, parents, children and local institutions became enthusiastic about the early warning systems activities. Communities tested the early warning system and could see the results.

In 2003, similar flooding and landslides occurred, but this time the villagers knew what to do and were able to respond effectively to the disaster. Success was such that the National Society decided to include mitigation activities in the recovery phase of their traditional disaster relief operations.

Box 1.2 Early warning systems in Asia

A number of interesting examples of early warning systems in Asia include:
- Flood Referencing Project, Prey Veng, Cambodia
- Cyclone Preparedness Programme, Cox's Bazaar, Bangladesh
- Actionable Volcano Alerts and Warning, Mount Mayon, Philippines
- Landslide Warning and Preparedness Programme, Ratnapura, Sri Lanka
- Animal Behaviour Based Systems, Anhui Province, China

The use of early warning systems leading to successful protective evacuation has been seen in:
- Pondicherry, India (2004)
- Dong Thap, Viet Nam (2000)
- China (1988)

Recent experiences (2004—2005) during the Asian tsunami disaster suggest that early warning system would have saved lives. National Societies will be encouraged to participate in people-centred early warning system that are part of the region's long-term recovery plans and of the Red Cross Red Crescent's multi-hazard awareness and preparedness initiatives

Relevance

The International Federation's disaster preparedness policy strives to "identify those persons, communities and households most at risk to disaster". Relevance in disaster preparedness relates to the degree that a National Society's disaster preparedness planning matches the risks of its communities. This section, therefore, considers community involvement in National Society disaster preparedness. Vulnerability and capacity assessment is the key disaster preparedness assessment tool used by the International Federation and the National Societies it supports. Participatory vulnerability and capacity assessment targets local communities and engages them in identifying local risks and hazards; the disaster reduction and prevention activities they identify determine the action to be taken.

The statistics reveal that 77 per cent of the sample National Societies are active in strengthening local capacities and reducing vulnerabilities. Just over half (53 per cent) of National Societies have completed a vulnerability and capacity assessment. Although the type of vulnerability and capacity assessment is not specified, it ranges from a nationwide vulnerability and capacity assessment to small participatory rural appraisal activities that are integral to most community-based programmes.

Figure 1.7 Global comparison of the VCA questions in both the National Society self-assessment and the WPNS

Figure 1.8 Community-based activities of National Societies globally

**Figure 1.9
The extent to which National Societies use the Code of Conduct**
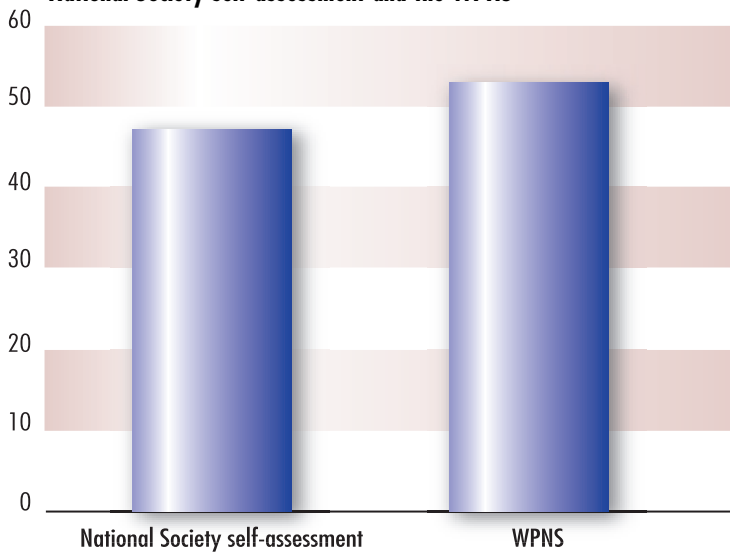
Comparing vulnerability and capacity assessment responses with the National Society self-assessment

In order to give an overall picture, the responses to the vulnerability and capacity assessment questions in both the National Society self-assessment and the well-prepared National Society are compared in Figure 1.7. Noticeable variances exist in the Middle East and North Africa, the Americas and the Asia/Pacific regions. In the well-prepared National Society, significantly more National Societies replied that they had carried out a vulnerability and capacity assessment than in the National Society self-assessment.

Once again, this is due to the difference in wording of the question. In the National Society self-assessment, the question asks: "Has your National Society carried out a vulnerability and capacity assessment (VCA) in the last three years?", while the question posed in the well-prepared National Society question was: "Does your Society base its disaster preparedness activities on vulnerability and capacity assessment (VCA)?" The fact that the National Society self-assessment gives a timeframe of three years also accounts for some of the variance.

Working with communities

Figure 1.8 show that 77 per cent of the National Societies use community-based activities that reflect community needs and strengthen local coping strategies. These activities include community-based first aid, participatory rural appraisal, community-based disaster preparedness, community-based disaster management and community-based self-reliance.

Quality and accountability

Figure 1.9 show that 62 per cent of National Societies responding to questions about adherence to the Code of Conduct in their disaster preparedness planning rated themselves as fair to excellent in this area. However, 33 per cent declined to answer this question.

Similarly, 31 per cent of National Societies did not answer whether Sphere standards were used in their disaster preparedness planning. However, 49 per cent replied that their National Society did try to reflect the standards in their disaster preparedness plan (see Figure 1.10).

Discussion

Among the reasons given by the 37 per cent of National Societies that had not carried out a vulnerability and capacity assessment were lack of expertise, manpower or finance; some Societies also

reported that their governments are taking on the responsibility for such an assessment. This concurs with the findings of the National Society self-assessment report. In 2003, an evaluation of vulnerability and capacity assessment use in the International Federation indicated that there is a need for greater clarity in its application. However, it also acknowledged that vulnerability and capacity assessment is a useful learning tool which enables local communities to identify their risks, hazards and vulnerabilities. Based on the villagers' conclusions, projects that increase local capacities can then be implemented. The International Federation's vulnerability and capacity assessment "training of trainers" courses carried out in 2004 reflected the necessity for greater clarity in vulnerability and capacity assessment use.

Figure 1.10 The extent to which National Societies aspire to use Sphere's standards

- Yes
- No
- In process
- Partially
- No response

31%
49%
1%
3%
16%

The 2003 evaluation report also identified ways in which vulnerability and capacity assessment could be improved, such as simplifying the purpose and design of vulnerability and capacity assessment for community risk and hazard analysis. In its global plan for 2005—2006, the International Federation's disaster preparedness and response department is seeking to address this by revising its guidelines for implementation and creating a "toolbox" that will include simple explanations about data analysis and about how to turn recommendations into projects and monitor their impact.

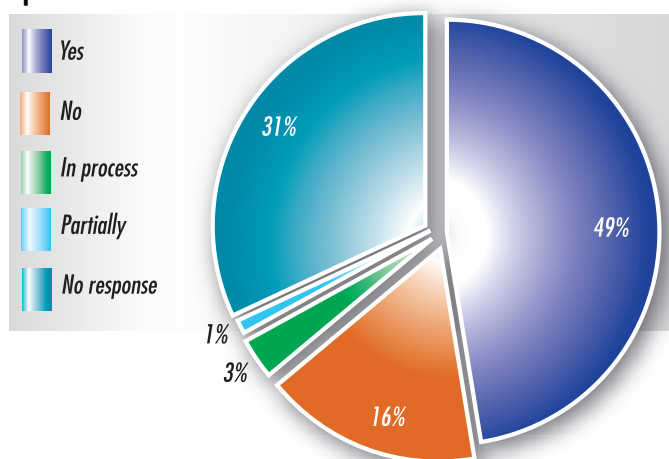For disaster management to be effective, disaster preparedness and response must be rooted in communities. If villages are aware of the potential dangers they face, they are in a better position to lessen their vulnerability to disasters by being prepared to reduce their effects. The 2003 International Conference of the Red Cross and Red Crescent endorsed this focus on disaster risk reduction. At the same conference, an important theme of the disaster preparedness component was to highlight the role of communities in reducing disaster risks. As a result, the conference's key recommendations targeted community disaster risk reduction.

Box 1.3 Vulnerability and capacity assessment leads to cleaner water supplies and less flooding

Community vulnerability and capacity assessment in the Solomon Islands led to projects proposed by the communities themselves. Villagers in one community decided to clear a blocked river and improve drainage.

After working together to clear the river and dig a drainage ditch, they realized that flooding in the village was reduced and that stagnant water, caused by the lack of drainage, became clear, running water. There also appear to be fewer mosquitoes in the area and it is expected that the local clinics will show evidence of reduced malaria in the villages by the end of 2005.

A community that is prepared to respond to disasters can lessen their cost in both financial and human terms. In the aftermath of a disaster, local communities are on the spot and can respond immediately. This was evident during the 2000—2001 floods in Mozambique where 96 per cent of those who were rescued were saved by their neighbours. This supports Strategy 2010's premise that the Red Cross Red Crescent needs to be responsive to local vulnerability and capacities, and work with the skills of vulnerable people including those who have survived a disaster.

In 2002, for example, when Cyclone Zoe struck the Solomon Islands, it was feared that many on the island had perished. But the community resorted to using traditional coping mechanisms: they evacuated the area and took shelter in a cave. As a result, not a single life was lost.

There are numerous other examples of community-based initiatives making a difference to the lives of local people, such as programmes run by the Philippines National Red Cross and the Nepal Red

Cross, and the Bangladesh Red Crescent Society's cyclone preparedness programmes. In the Middle East, community-based disaster preparedness and health volunteers have made an impact on disaster response and risk reduction.

Human resources

As the *National Society self-assessment report 2001—2002* pointed out, among the *Characteristics of a well-functioning National Society* are specific policies in relation to the recruitment and training of volunteers. These principles are outlined in the International Federation's volunteering policy.

Of the 78 per cent of National Societies who said that they do recruit volunteers for disaster preparedness and response activities, over 62 per cent regularly test their volunteers. However, 16 per cent of the National Societies did not respond to this question.

The main groups from which National Societies recruit volunteers are: youth (68 per cent); women (54 per cent); professional groups (49 per cent); school-age children (32 per cent); and the elderly (23 per cent). About 11 per cent of volunteers are recruited from among displaced populations and 10 per cent among disabled people.

Box 1.4 Community preparedness in Syria

The Syrian Arab Red Crescent Society community-based disaster preparedness and health training for local volunteers, to which Syria's Civil Defence and Ministry of Health contributed, created teams of competent volunteers who were able to respond to emergencies and interact with local authorities.

In 2002, the Zaizon Dam collapsed. Volunteers from the Syrian Arab Red Crescent Society branches in Hama and Edlib put their training to the test as they responded rapidly in flood-affected areas. They undertook a needs assessment and distributed relief items including tents, blankets and food aid. The volunteers also helped to set up the first camp that gave shelter to those who had lost their homes. In the camps, Syrian Arab Red Crescent Society members provided first aid and health education and made sure that the camps were cleaned properly.

The work of the Syrian Arab Red Crescent Society volunteers clearly demonstrated their capacities and effectiveness to both local communities and the government.

Discussion

Strategy 2010 calls for an increased representation of volunteers from different groups of the population and the International Federation's volunteering policy states that National Societies should provide training for their volunteers.

Figure 1.11 **Sources of National Society volunteers**
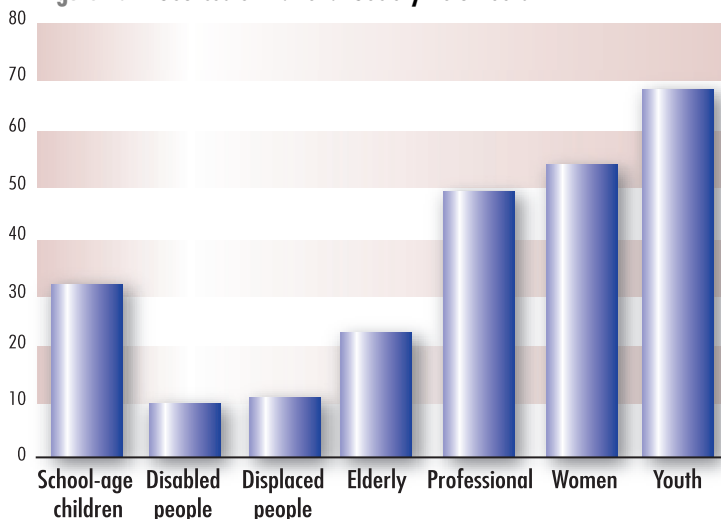
Responses to the well-prepared National Society reflect that National Societies are actively recruiting volunteers from community groups ranging from disabled people, women, youth, elderly people and children to professional people and displaced populations.

As can be seen from Figure 1.11, 11 per cent of volunteers recruited by National Societies come from populations of displaced people. This is a relatively high figure, given that the global figure for displaced populations in 2004 was estimated by that year's *World Disasters Report* to be over 11 million people. Migrant populations are even larger — 175 million, according to the 2003 *World Disasters Report*. National Societies need to encourage both

migrant and displaced populations — whether they are in a country for a short or a long time — to take part as volunteers in local Red Cross Red Crescent activities. Some National Societies (for example, the Spanish Red Cross) run programmes aimed at helping migrants and displaced populations to better integrate their new communities.

Financial and material resources

The capacity of National Societies to respond effectively to disasters depends upon having a disaster emergency fund in place. Sustaining the effort also requires a capacity to raise further funds.

According to the responses to well-prepared National Society, 49 per cent of National Societies have an emergency fund in place, but 46 per cent do not. In terms of fund-raising capacities, the responses also showed that only 4 per cent of the National Societies rate their fund-raising capacity as "excellent". A further 15 per cent consider their capacity to fund-raise as "good", 36 per cent as "average" and 19 per cent as "poor". Overall, this means that about 74 per cent of National Societies acknowledge having some level of fund-raising capacity.

An important aspect of disaster preparedness for response is that relevant relief supplies should be available as quickly as possible following a disaster, which is often translated as meaning well-stocked, well-managed and strategically placed warehouses. Fifty per cent of National Societies have stocks pre-positioned in strategic areas (see Figure 1.13). Most National Societies have some form of material capacity for disaster response (see Figure 1.14) but this varies greatly.

Discussion

According to the *Characteristics of a well-prepared National Society* (see Annex 4), a National Society should diversify its sources of funding in order to protect its independence, reduce the risks of relying on limited donors and ensure high ethical standards. One of the expected results of Strategy 2010 is the ability to measure the diversity and stability of funding in the future. Similarly, one of the disaster preparedness objectives in Strategy 2010 is to "build effective disaster response mechanisms". This has implications for the development of financial and material resources, in that National Societies need to ensure that their disaster response systems operate effectively when disaster strikes.

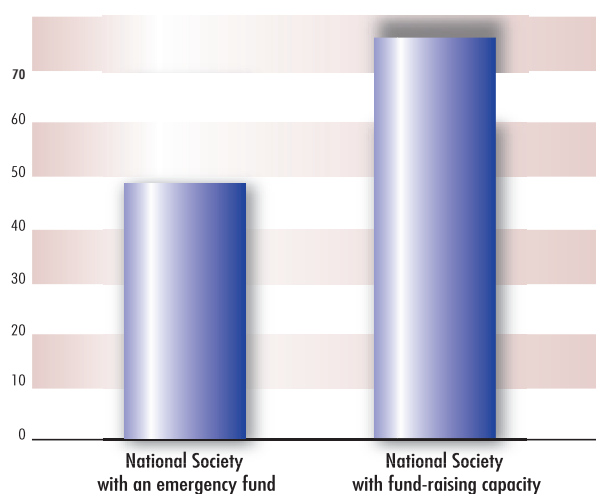**Figure 1.12 National Societies with emergency funds and fund-raising capacity**

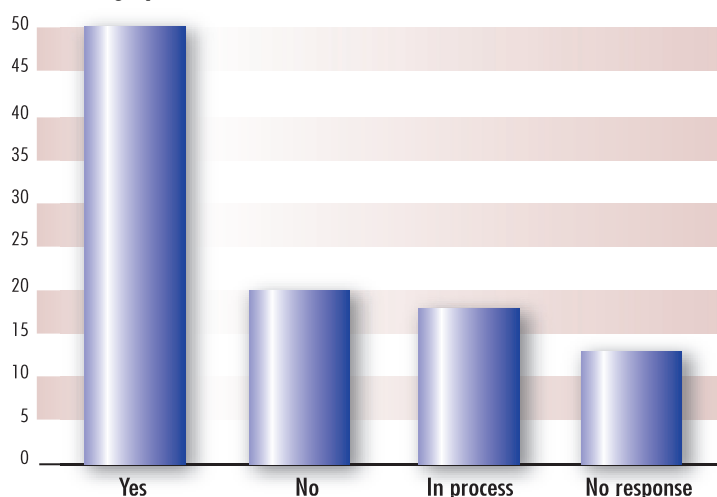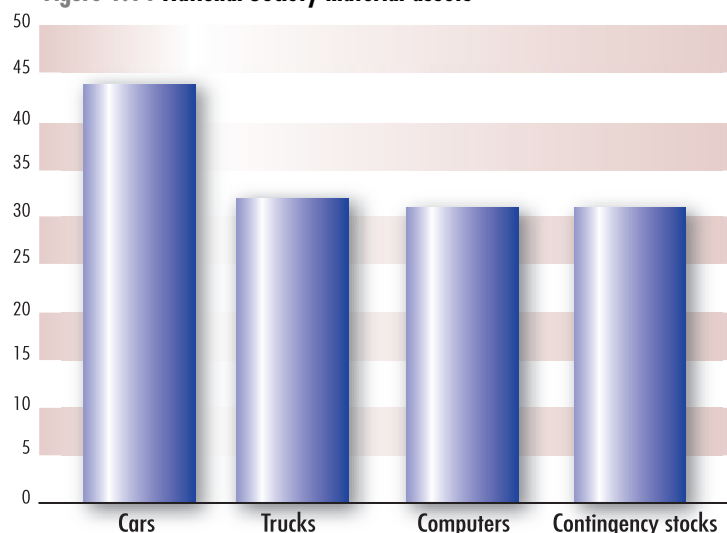**Figure 1.13 National Societies possessing pre-positioned stocks in strategic positions**

Figure 1.14 National Society material assets

In terms of disaster stocks and supplies, the fact that National Societies have pre-positioned stocks in strategic positions is only part of the logistics necessary for effective response. Stocks and supplies need to be well managed with due attention paid to expiry dates, replenishment and storage temperatures, especially for drugs for which suitable cold chains must be guaranteed.

Some large and experienced National Societies such as the Red Crescent Society of the Islamic Republic of Iran and the Turkish Red Crescent Society already have a large and well-managed system for managing disaster supplies. They also employ well-qualified and experienced warehouse management staff. Smaller National Societies with less experience of large-scale disasters may not need such sophisticated systems.

The emphasis of National Society disaster management logistics and supplies needs to be based on being able to access the right supplies in sufficient quantities and to suitable standards, rather than building up expensive stocks that may be logistically difficult to manage. National Societies are encouraged to organize suitable pre-agreements with local suppliers and partner National Societies, so that when disaster strikes, supplies can be accessed quickly from stocks properly managed by others.

However, in more remote National Societies like those in the Pacific islands, it may be necessary to stock some essential materials because of the time and distance involved in providing disaster relief items. In the Pacific region, a project, supported by the Japanese Red Cross, to pre-position containers with emergency supplies has been used to good effect. However, this project has also shown that managing supplies effectively is almost as important as having them.

Advocacy

The results of the well-prepared National Society show that 54 per cent of the National Societies advocate in favour of mitigation and preparedness measures.

Discussion

Strategy 2010 calls for the International Federation and National Societies to be more proactive in the field of advocacy. The 2003 International Conference of the Red Cross and Red Crescent highlighted the need to develop disaster risk reduction rooted in communities and called on all governments to advocate for this. The 2004 *World Disasters Report*, which focuses on community resilience, suggests that policy-makers and planners should advocate for the integration of risk reduction in development planning.

Strategy 2010 defines advocacy as "pleading in support of a cause". It is also about prioritizing a set of objectives, targeting the right group and determining how an organization's key messages should be imparted to that group. The expected results of Strategy 2010 include the need to monitor the impact of increased advocacy efforts.

Figure 1.15 National Societies advocating with their government for disaster mitigation and preparedness measures

- National Societies in favour of mitigation and preparedness
- Do not advocate
- No response

54%
24%
22%
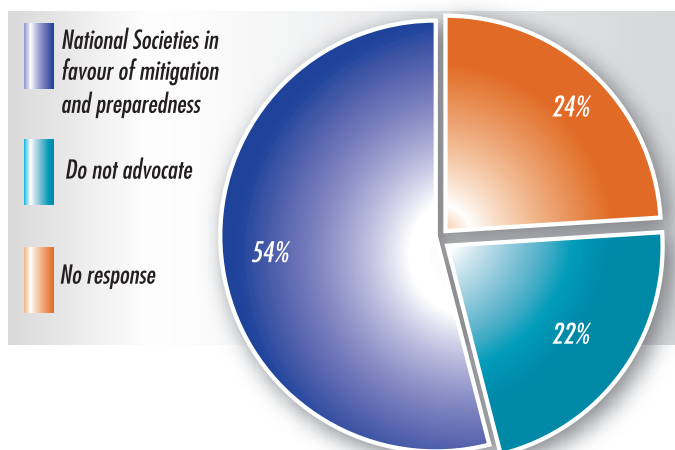
The International Federation's advocacy priorities entail issues that focus on the thematic areas of vulnerability, such as disaster preparedness, building local capacities and volunteering. It includes activities identifying issues that need to be promoted, influencing decisions and getting the issues on the agendas of governments and other agencies which share responsibility for disaster management.

Finally, one of the outcomes of the 28th International Conference of the Red Cross and Red Crescent is to "minimize the impact of disasters through implementation of disaster risk reduction measures and improving preparedness and response mechanisms". A proposed action to achieve this is for the International Federation to "support the efforts of National Societies to strengthen the capacity in the field of disaster risk

reduction through continued knowledge sharing on best practices, resource mobilization and advocacy on disaster risk reduction issues with states and other relevant international, regional and national actors, including with the private sector".

Monitoring and evaluation

The feedback received from the well-prepared National Society questionnaire reveals that 69 per cent of the National Societies provide reports to keep donors informed about their activities (see Figure 1.16). However, only 39 per cent monitor preparedness and an even lower percentage (26 per cent) evaluate and review their disaster preparedness activities. Many of the National Societies did not respond to the questions in this section.

Discussion

According to Strategy 2010, "A federation-wide evaluation system that includes self-evaluation and peer review will be established to measure progress in all core areas and incorporate learning into future programme development".

While monitoring is a continuing function that uses the systematic collection of data on specified indicators to keep management and stakeholders abreast of the status of a programme or operation and the use of funds, evaluation is the systematic and objective assessment of an ongoing or completed operation, programme or policy. The aim of an evaluation is to determine the relevance and fulfilment of objectives, as well as efficiency, effectiveness, impact and sustainability.

Figure 1.16 National Societies reporting on, monitoring and evaluating their disaster preparedness activities

Evaluation as a task was introduced to the International Federation's secretariat at the start of 2000. The aim was to address issues of accountability and share lessons from the International Federation's and National Societies' collective experiences.
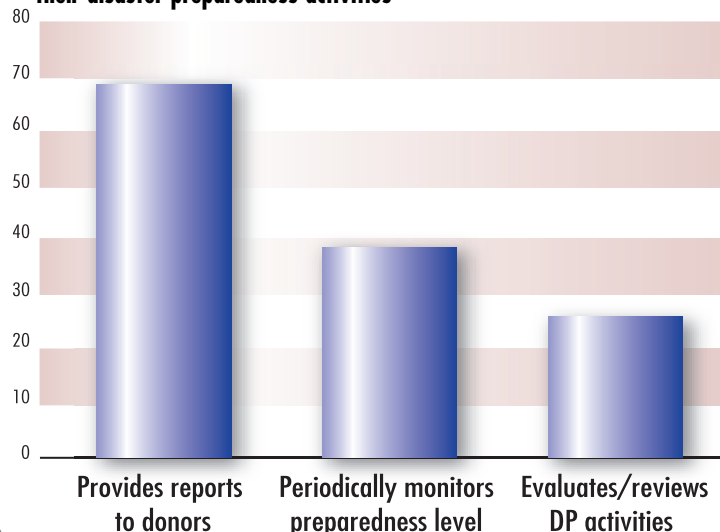
Chapter 2 How the well-prepared National Society self-assessment has been used in field practice

Introduction

The well-prepared National Society self-assessment was designed to be a tool for National Societies, rather than a global monitoring mechanism. It began as a two-page checklist, *Characteristics of a well-prepared National Society* (see Annex 4). This chapter provides information about how it has been used over the past three years, at national level, by several National Societies, and at regional and global levels.

At a global level

The well-prepared National Society results were analysed in comparison with the main themes of regional disaster management appeals for 2004—2005. The information provided by National Societies in the well-prepared National Society also allowed the quality of activities to be checked.

The comparison identified that there was, worldwide, an average 83 per cent correlation of all regional appeals with the objectives of the global programme appeal for disaster management in 2004. Selections of regional and subregional annual appeals were compared with the conclusions of the well-prepared National Society questionnaire. The purpose was to compare programming in each regional appeal, then match it with the needs identified from the trends emerging from the analysis of well-prepared National Society questionnaires from the region's National Societies. Table 2.1 provides the percentage correlation identified.

Table 2.1 Comparing the correlation of WPNS findings with the regional appeal contents 2004—2005

Region/subregions	Percentage correlation between WPNS and 2004 regional appeal objectives
Europe (excluding Western Europe)	**66 per cent**
South-east Asia	**66 per cent**
Central America	**100 per cent**
South America	**92 per cent**
Caribbean	**100 per cent**
Middle East and North Africa	**75 per cent**

Well-prepared National Society information has also been used at a global level in large-scale disasters. It can provide an early understanding of the preparedness and response capacities of the

National Societies involved. Support for operations in large disasters requires timely information for the planning of appropriate response. For example, it was used in the 2004 tsunami disaster that affected many countries bordering the Indian Ocean. Well-prepared National Society enabled information to be gathered quickly across regions.

In the wake of floods that affected Namibia in April 2004, the disaster preparedness and response department was able to use information collected from the well-prepared National Society questionnaire for Namibia and surrounding countries in the planning phase of the emergency operation. This exercise proved to be a good example of how well-prepared National Society can serve as a vital source of information and help identify the most urgent issues that need to be taken into account while responding to an emergency.

Global-level data have been analysed and the results circulated to regional departments and delegations for use in the 2004—2005 planning process. Well-prepared National Society analysis is fed back to individual National Societies through country and regional disaster management delegates in the field.

At the regional level

Regionally, well-prepared National Society analysis has been used in planning for regional appeals to ensure that support is built upon regional priorities.

In some areas, several National Societies have used the tool together in regional disaster management planning meetings and contingency planning. In others, such as the Americas, well-prepared National Society has provided the basis for developing regional strategic plans. In the Middle East and North Africa region, well-prepared National Society has been used as a tool to both assess and support disaster management planning processes. It was also used among the disaster management working groups of National Societies in Middle East and North Africa to develop coordinating mechanisms among themselves.

Box 2.1 Well-prepared National Society in South-East Asia

The 11 National Societies in the South-East Asia region welcomed the possibility of using the well-prepared National Society checklist. At a meeting in Da Nang, Viet Nam, in 2003 National Society disaster managers signed a "framework partnership agreement" which has four strategic objectives. Well-prepared National Society is embodied within one objective, which aims to help regional National Societies to develop their disaster and conflict management needs. To fulfil the objective, assessment and mapping activities, on the basis of well-prepared National Society characteristics, are carried out in order to identify both development needs and the capacities available to meet such needs.

The well-prepared National Society checklist was modified slightly so that National Societies could easily address the questions: "We are fully prepared", "We are partly prepared", or "We are not prepared". After the meeting, disaster managers used the well-prepared National Society as an organizational assessment tool. In Viet Nam, over 25 National Society staff, all disaster management practitioners, gathered together for several days to undertake the assessment. In subsequent regional disaster management committee meetings, the seven preparedness areas in the well-prepared National Society checklist were used for action planning, with some National Societies drawing up three to six month action plans.

Revision of the checklist is a regular item on the agenda of the bi-annual regional meetings and the "real" situation of National Societies is now an important part of an open and honest appraisal of how things are. Sharing successes and challenges is welcomed at the meetings. Disaster managers, along with the regional disaster management unit in Bangkok, seek ways of providing mutual support, because now they know where help is most needed.

The well-prepared National Society has helped to bring National Societies in South-East Asia together and formed an essential part in developing trust and building confidence among the region's diverse programmes.

In Europe, well-prepared National Society was used to develop a regional disaster management strategy. In Africa, the well-prepared National Society questionnaires of 12 eastern African National Societies were taken together as part of their 2004 annual planning meeting. Table 2.2 is an example of how they mapped response capacities, based on the well-prepared National Society.

Table 2.2 **East African National Societies' disaster preparedness for response**

National Society	Disaster preparedness plan	Disaster response plan	Disaster preparedness policy	Branch disaster response team (BDRT)	National disaster response team (NDRT)	Regional disaster response team RDRT)	FACTs trained	ERUs trained	Response and resource mobilization
Burundi *	—	—	—	—	—	—	—	—	—
Comoros	●	●	●	Action team	Action team	●	No	No	●
Djibouti	No	No	No	Action team	No	●	No	No	●
Eritrea	●	●	●	Action team	No	●	No	No	●
Ethiopia	●	●	●	●	●	●	●	No	●
Kenya	●	●	●	●	No	●	●	●	●
Madagascar	●	No	No	No	No	No	No	No	●
Mauritius	●	●	●	…	…	No	No	No	●
Rwanda	● (Draft)	●	● (Draft)	●	●	●	●	No	No
Seychelles	No	No	No	●	●	●	●	●	●
Somalia*	—	—	—	—	—	—	—	—	—
Sudan	●	●	●	●	●	●	●	●	●
Tanzania	●	●	●	●	No	●	●	No	●
Uganda	●	●	●	●	●	●	●	No	●

* Did not attend meeting

At the national level

At the national level, more and more National Societies use the simple checklist form as an aid to understanding their own disaster preparedness status and planning needs. The Indian Red Cross Society, for example, developed a "well-prepared state branch" questionnaire, which was sent to eight state branches to assess their disaster preparedness capacity. It was then taken a step further with the development of a "well-prepared district branch" questionnaire, which was piloted in Gujarat. There are plans to launch the district-level questionnaire in other disaster-prone states to assess their preparedness (see Box 2.3).

Conclusions

Box 2.2 Well-prepared National Society in Iraq, Jordan, Syria and Yemen

- The well-prepared National Society has been used in contingency planning, in particular by the Iraqi Red Crescent Society to assess capacities before the 2003 war.
- It was used to plan a British Red Cross funded disaster management project in Jordan and Syria.
- The National Society in Yemen used the well-prepared National Society to assess capacities in order to develop disaster preparedness and response strategies.

Box 2.3 Well-Prepared National Society in India

Since the earthquake in Gujarat on 26 January 2001, the Indian Red Cross Society, with support from the International Federation and a number of partner National Societies, has been transforming the way it develops its disaster management facilities, tools and approach.

The Indian Red Cross Society is considered one of India's key humanitarian agencies, which is due in part to its leadership's commitment to improving disaster management. A disaster management centre was set up and mobile disaster units and disaster assessment and response teams assembled. Teams and units are provided with emergency equipment and regional warehouses stock disaster preparedness supplies. Cyclone shelters continue to be built and equipped. But the real strength of the Indian Red Cross disaster response effort lies in its volunteers and staff, who are trained in disaster management.

The Indian Red Cross achieved this in a number of ways:
- In 2002 the well-prepared National Society questionnaire was used in an exercise at headquarters to assess the Society's organizational disaster preparedness capacity at national level. Well-prepared National Society characteristics and the outcome of the capacity assessment were compared in order to identify real needs for disaster preparedness and disaster response programme planning.
- In 2002—2003, in order to carry out capacity-building interventions at state branch level, a "well-prepared state branch" questionnaire was developed, based on well-prepared National Society. The Indian Red Cross used the vulnerability and capacity assessment model to determine which states were the most vulnerable and most disaster-prone and to select the states in which to use the well-prepared state branch questionnaire. It selected eight of India's 35 states and union territories.
- In Indian Red Cross Society's branches in the selected states, well-prepared state branch was used to assess their capacity. The information gathered was incorporated into the branches' 2004 plans for disaster management capacity building.
- The well-prepared state branch questionnaire was the basis of a "well-prepared district branch" questionnaire. At a workshop in Gujarat, district branch representatives discussed the characteristics of a well-prepared district branch and how to build the branches' disaster preparedness capacity. Similar workshops were then held in 2004 in the seven other pilot states. The disaster preparedness capacity-building workshops had the following objectives:
  - Understand the characteristics of well-prepared district branches and complete a checklist to see if the participants' branches fulfilled those characteristics.
  - Raise district branch representatives' awareness of basic disaster management concepts.
  - Familiarize them with the Indian Red Cross Society's national disaster response system and the Gujarat state branch's disaster preparedness programme plan.
  - Address Indian Red Cross disaster preparedness priorities in the districts through mobilizing volunteers, disseminating information and reporting.
  - Promote and distribute Sphere Project manuals to the district branches.

Lessons learned
The well-prepared National Society tool is very useful in assessing and understanding an organization's disaster management capacity, prioritizing an intervention and planning a programme. It is, however, too comprehensive for use at district level and needs to be further simplified in order to respond to the requirements of district branches.

This document brings the first round of assessments to a conclusion and sets the framework for the second round which began in October 2005. The well-prepared National Society is an important International Federation disaster management tool and has proved useful in benchmarking National Societies' disaster preparedness.

Baseline data are now complete and enable the International Federation to provide a global overview of preparedness of National Societies. When the second round of assessments is completed in 2007, the International Federation will be able to identify specific progress among National Societies. Indeed, for the first time, it will be possible to measure disaster management capacities in terms of the impact of preparedness activities in National Societies.

Data analysis allows conclusions about strengths and weaknesses and recommendations to be drawn. The International Federation's secretariat encourages National Societies, delegations, departments

and donors to consider the recommendations made in this report. The document contains useful indicators that can be used for benchmarking in the future and provides potential investors with more qualified information about performance.

The way forward is for National Societies to take stock of the feedback provided to them after the first round, so that they can better plan which areas of disaster management to develop. Disaster management delegates need to meet with their National Societies to review individual well-prepared National Society information in order to share strengths and diminish weaknesses in future programming.

Finally, it is hoped that the Red Cross Red Crescent and potential donors will find this analysis both interesting and useful. The International Federation's secretariat is confident that it will contribute to achieving relevant and effective disaster management and will support its goal of assisting the most vulnerable people affected by disaster throughout the world.

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Annex 1 Regional differences

The data from the global mapping in chapter 1 are presented here broken down into the five continental regions. This gives readers the opportunity to compare results within and across regions.

Disaster preparedness policy and plans

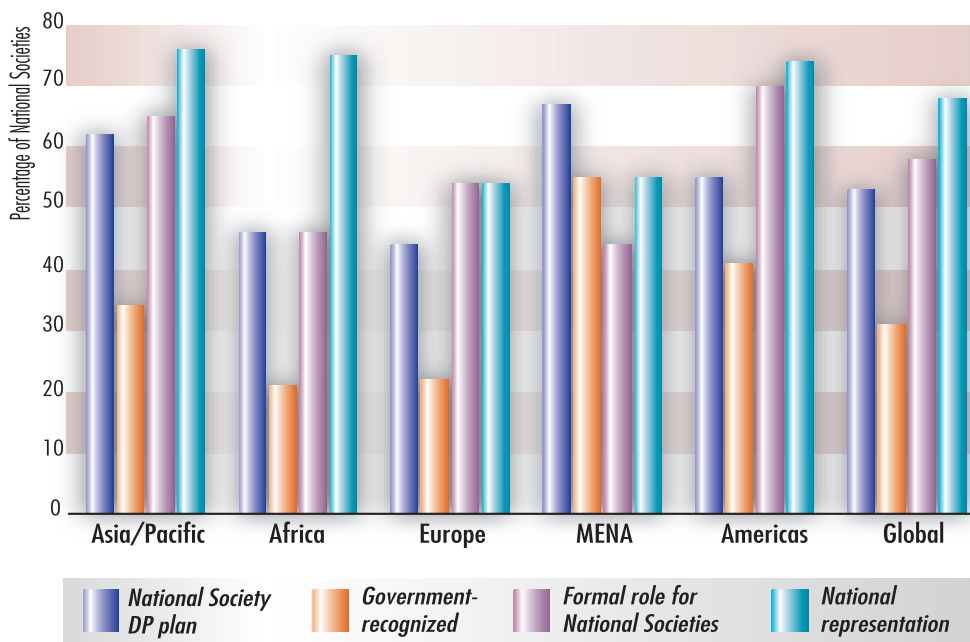**Chart 1 Disaster preparedness plans in relation to government**

Legend:
- National Society DP plan
- Government-recognized
- Formal role for National Societies
- National representation

Chart 2 Percentage of National Societies with a disaster preparedness policy

Legend:
- DP policy
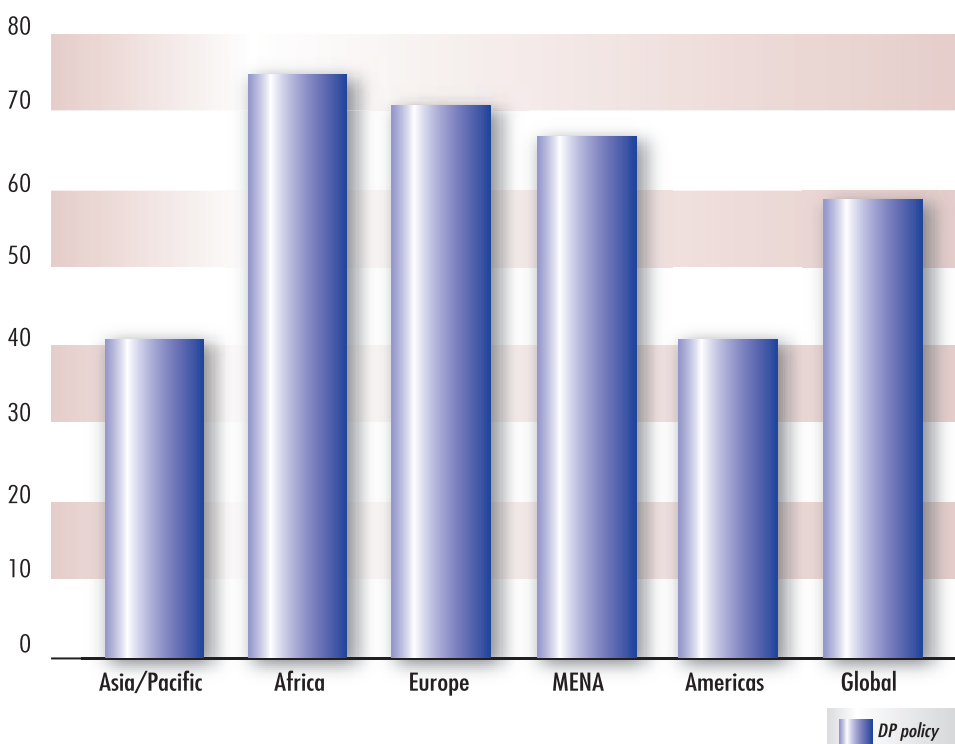
Chart 3 **Areas of disaster management covered by National Societies'
disaster preparedness policies**

Legend:
- Disaster reduction
- Preparedness for response
- Disaster response
- Disaster recovery
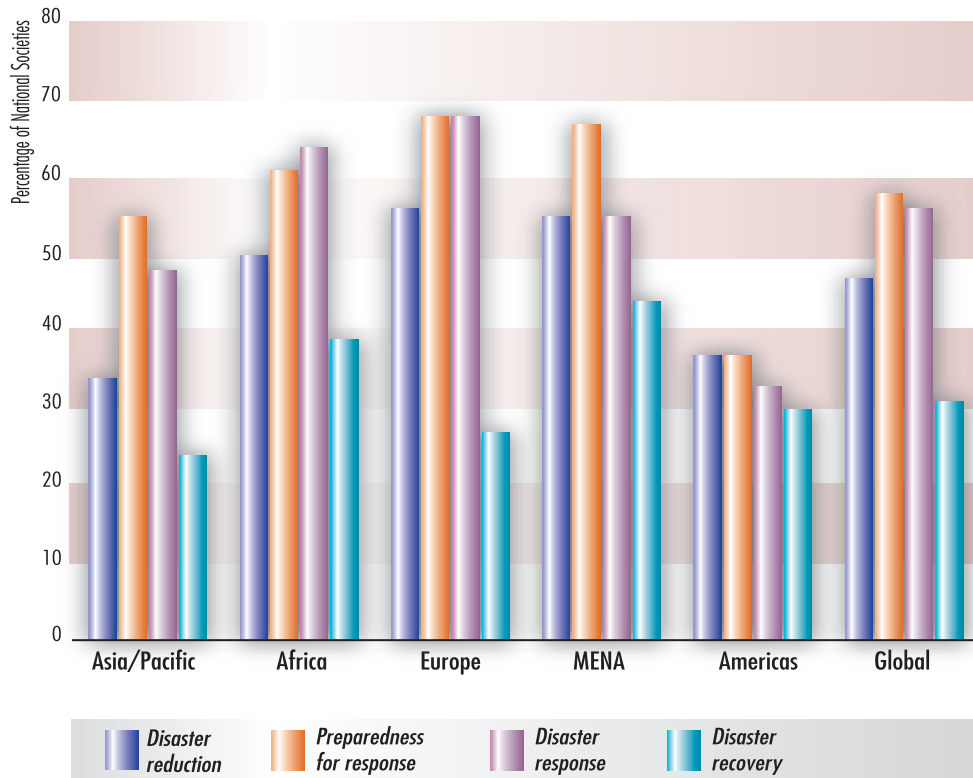
Structure and organization

Chart 4 **Coordination relating to disaster and National Society organization and structures**

Legend:
- Focal point for DP coordination
- Information/communication procedures for disaster
- Coordinates with health and other departments
- Coordinates with other agencies
- Coordinates with ICRC/International Federation for harmonized conflict and disaster preparedness
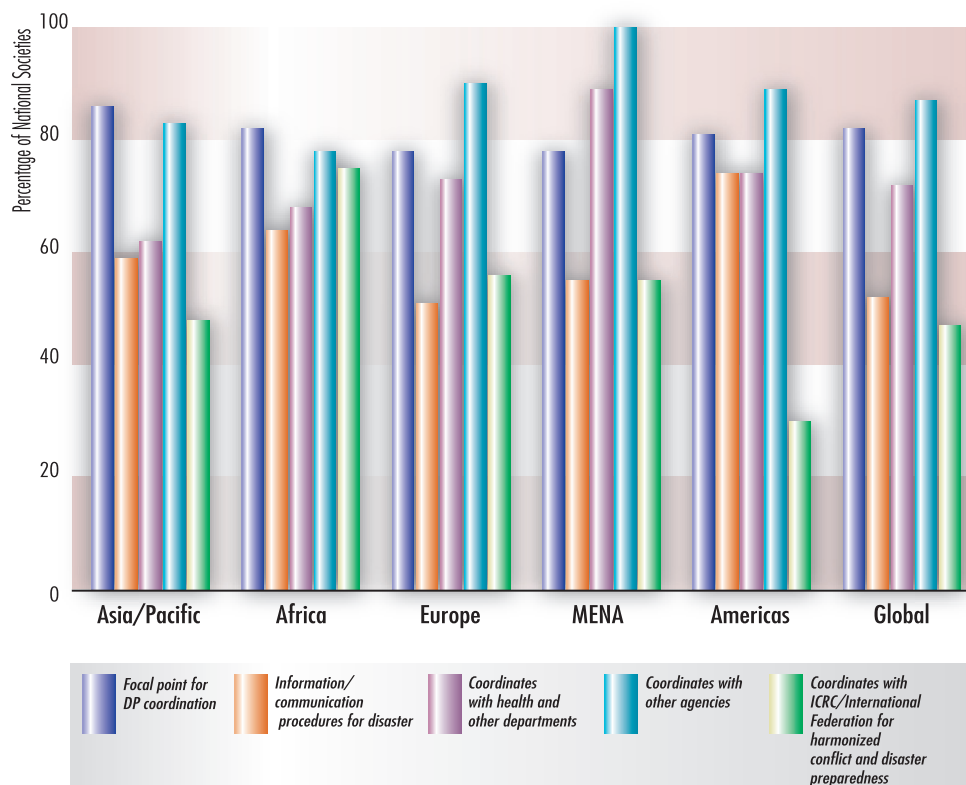
Chart 5 National Societies connected to DMIS or other technical early warning systems

Legend:
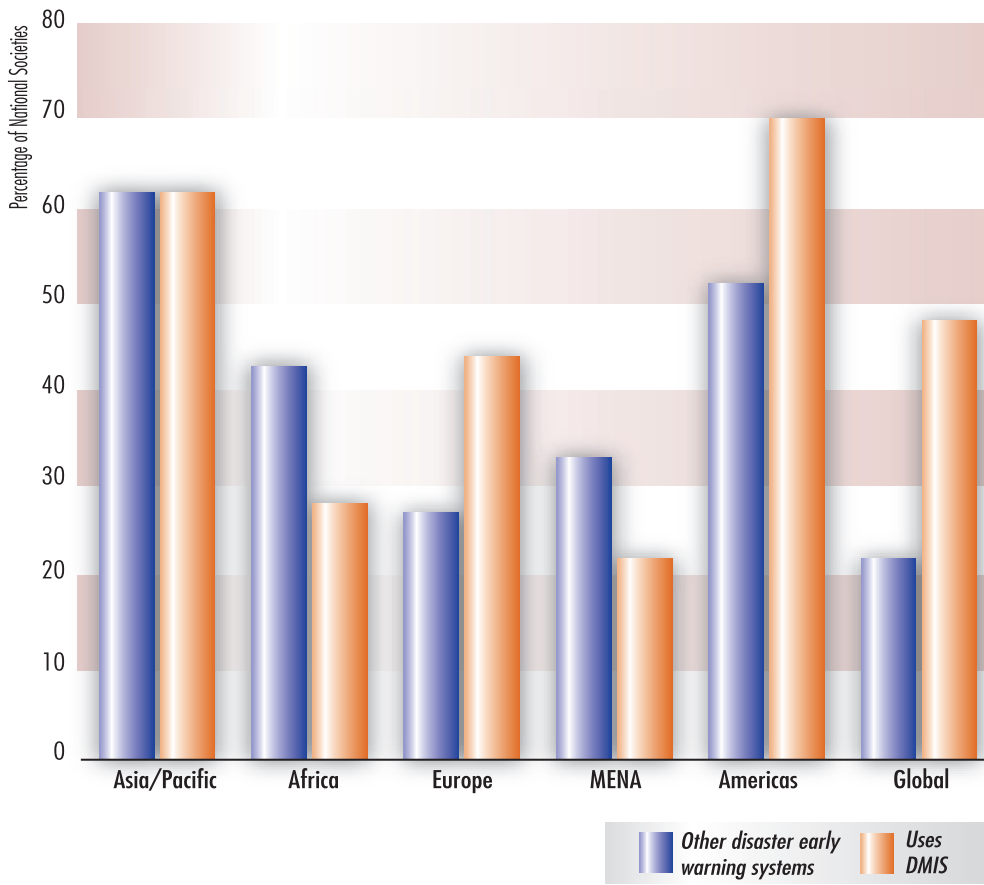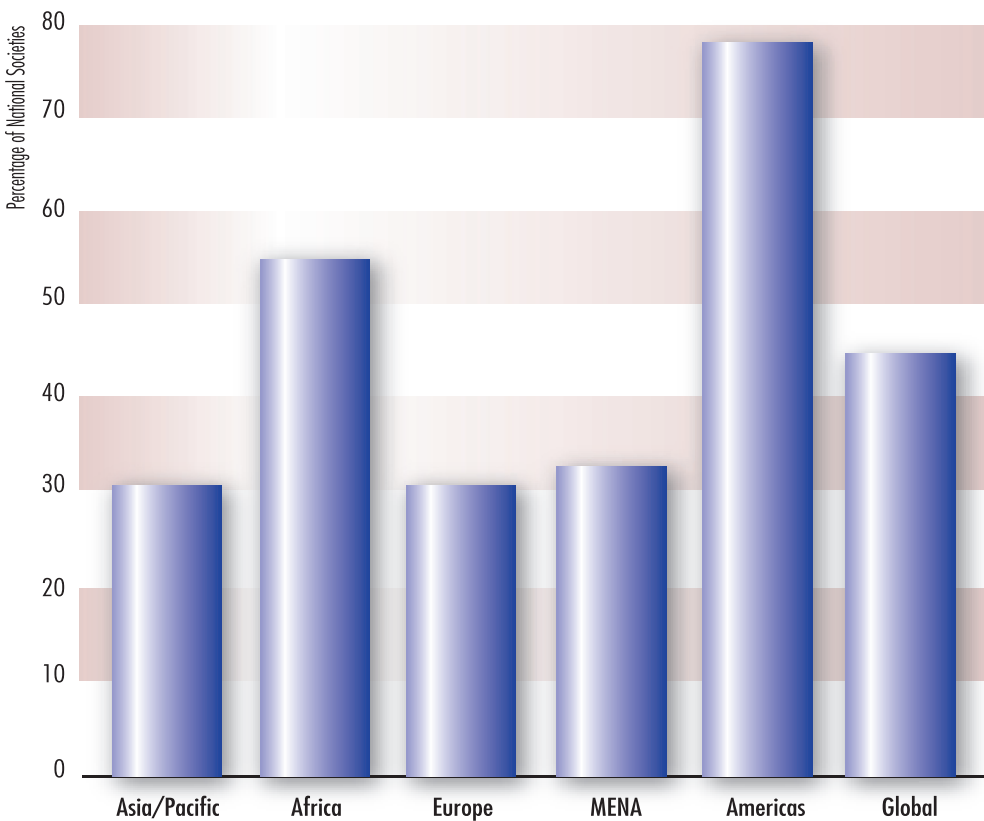- Other disaster early warning systems
- Uses DMIS

Chart 6 Participation in regional disaster response teams

Relevance

Chart 7 **Comparison of the results for the use of VCA in the National Society self-assessment questionnaire and the WPNS**

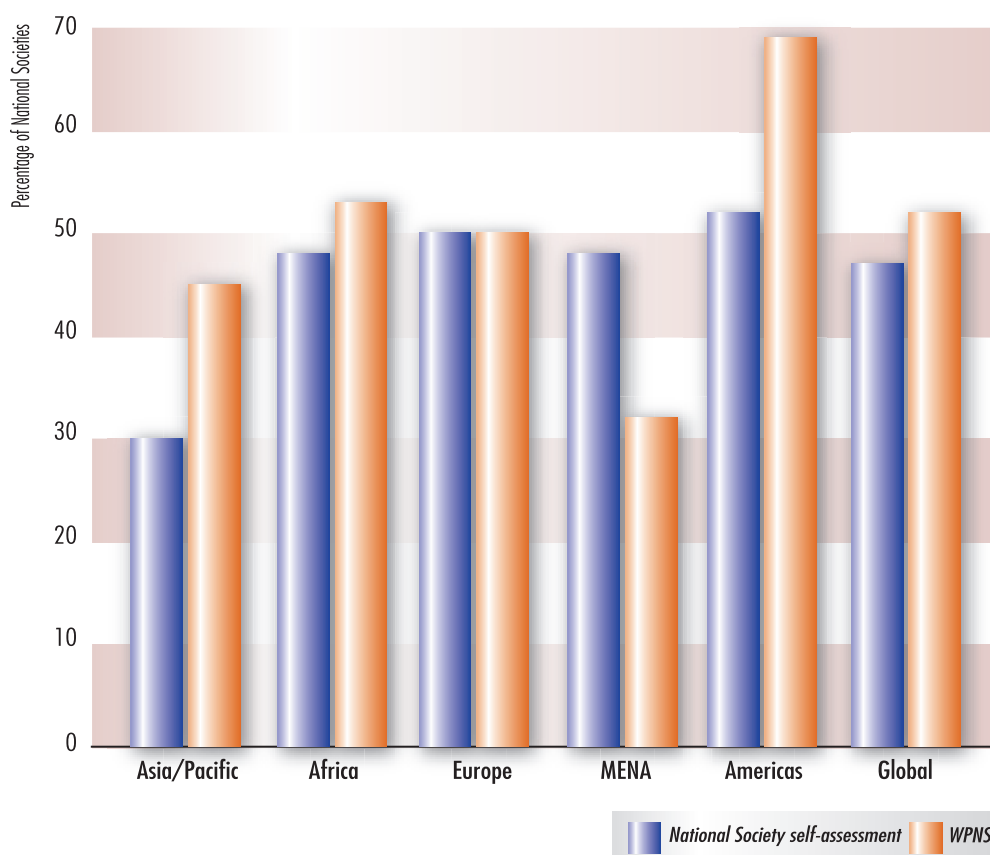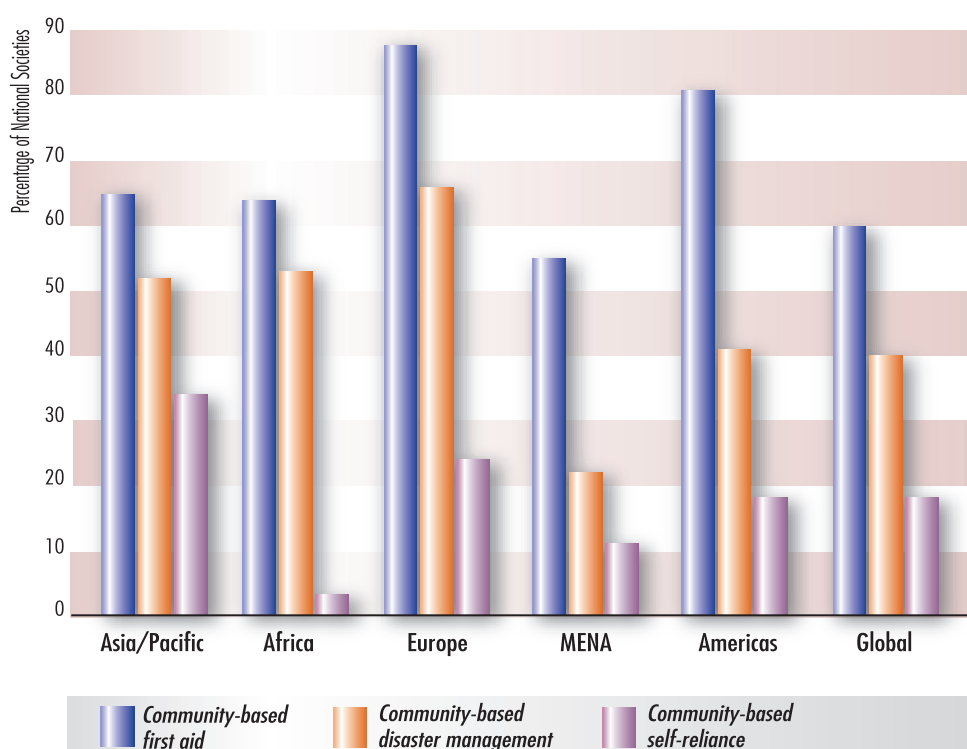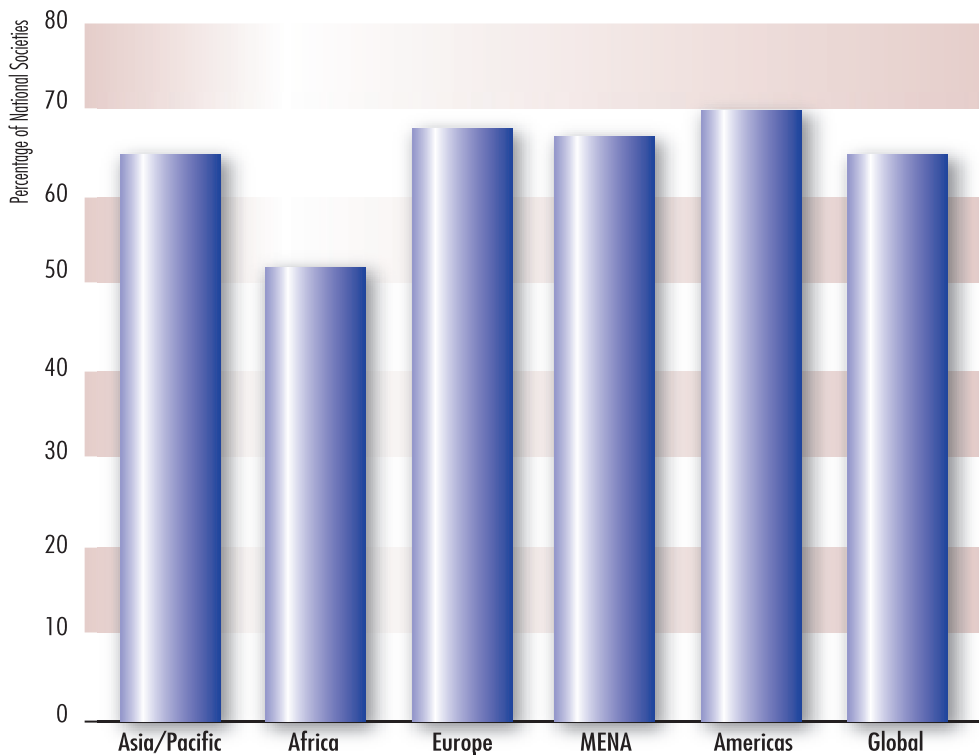Legend: National Society self-assessment | WPNS

Chart 8 **National Societies that include programming related to community-based first aid, community-based disaster management and community-based self-reliance**
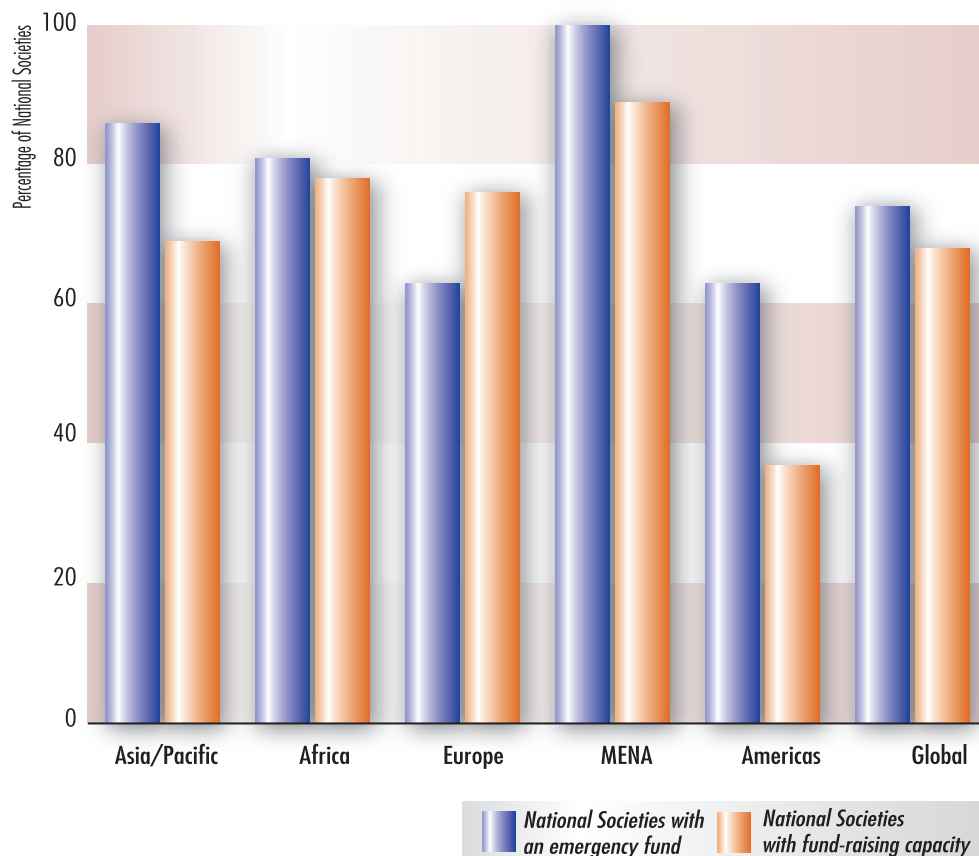

Legend: Community-based first aid | Community-based disaster management | Community-based self-reliance

Human resources

Chart 9 **Regional breakdown of the numbers of National Societies that regularly test their volunteers**

Percentage of National Societies

Region	Value
Asia/Pacific	64
Africa	51
Europe	67
MENA	66
Americas	69
Global	64

Financial and material resources

Chart 10 **Emergency funds in place and capacity for fund-raising**

Percentage of National Societies

Region	National Societies with an emergency fund	National Societies with fund-raising capacity
Asia/Pacific	85	68
Africa	80	77
Europe	62	75
MENA	100	88
Americas	62	35
Global	73	67

National Societies with an emergency fund _National Societies with fund-raising capacity_

Advocacy

Chart 11 **National Societies that advocate with their government in favour of mitigation and preparedness measures**
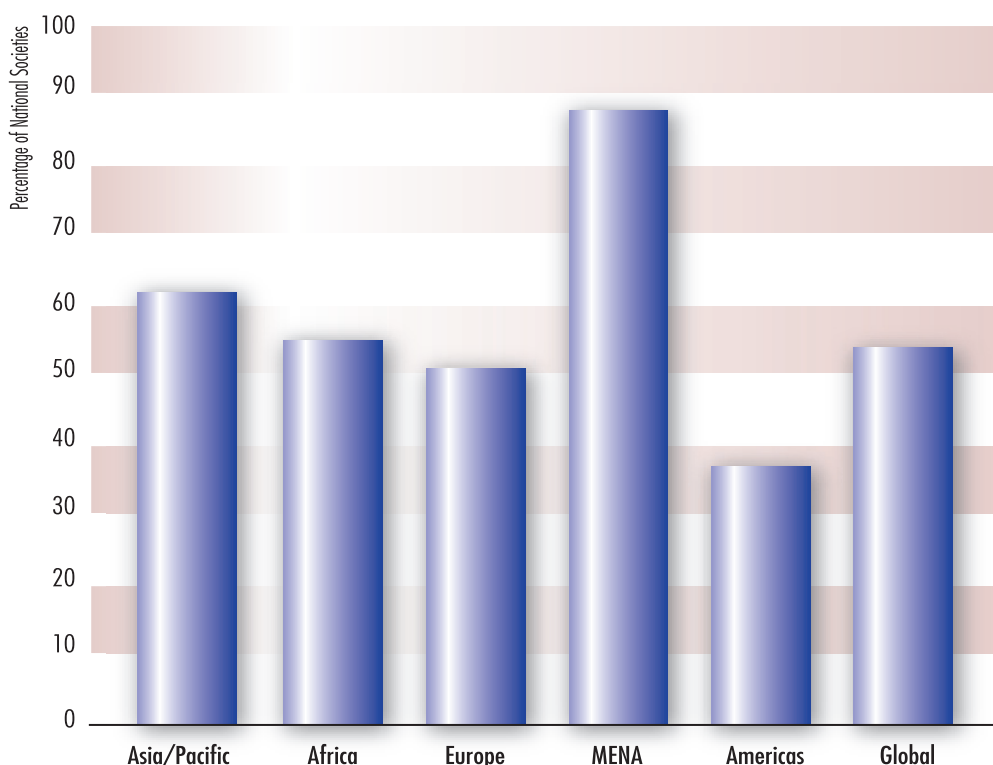
Monitoring and evaluation

Chart 12 **Reporting, monitoring preparedness and evaluation/review of preparedness activities**
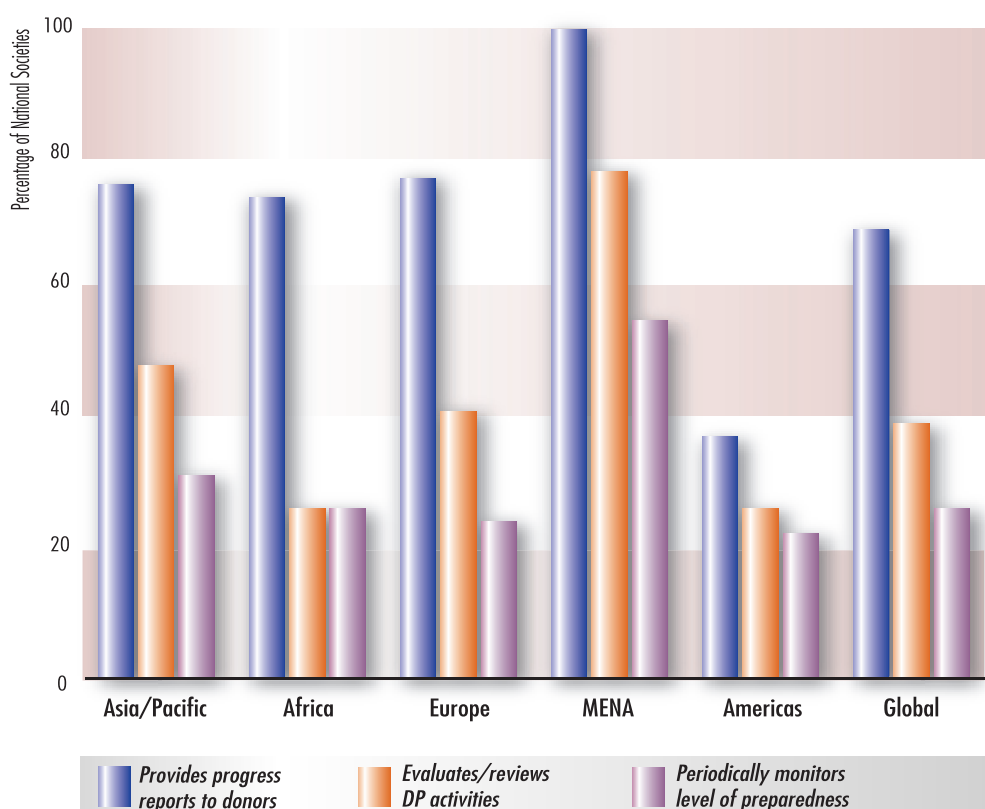
Annex 2 National Societies that participated in the first round of assessments (2002-2004)

Africa

West Africa

Ghana
Niger

Central Africa

Cameroon
Central African Republic
Chad
Congo,Democratic
  Republic of the

East Africa

Djibouti
Ethiopia
Eritrea[1]
Kenya
Mauritius
Rwanda
Seychelles
Somalia
Sudan
Tanzania
Uganda

Southern Africa

Angola
Botswana
Lesotho
Malawi
Mozambique
Namibia
South Africa
Swaziland
Zambia
Zimbabwe

Americas

North and Central America

Costa Rica
El Salvador
Guatemala
Honduras[2]
Mexico
Nicaragua
United States of America

South America

Argentina[2]
Bolivia
Chile[2]
Colombia[2]
Ecuador
Panama[2]
Paraguay[2]
Peru[2]
Uruguay[2]
Venezuela[2]

Caribbean

Barbados[2]
Belize[2]
Cuba
Dominica
Guyana
Haiti
Jamaica[2]
Saint Kitts and Nevis
Saint Lucia[2]
Suriname[2]

Asia/Pacific

South Asia

Afghanistan
Bangladesh
India
Nepal
Pakistan
Sri Lanka

South-East Asia

Brunei Darussalam
Cambodia
Indonesia
Laos
Malaysia
Myanmar
Philippines
Singapore
Thailand
Timor-Leste[1]
Viet Nam

East Asia

Korea, Democratic
   Republic of

Pacific

Cook Islands
Fiji
Kiribati
Micronesia
New Zealand
Palau
Samoa
Solomon Islands
Tonga
Tuvalu[1]
Vanuatu

Europe

Central Asia

Kazakhstan
Kyrgyzstan
Tajikistan
Turkmenistan
Uzbekistan

Middle East and North Africa (MENA)

Algeria
Bahrain
Egypt
Iraq
Lebanon
Palestine[1]
Saudi Arabia
Tunisia
Yemen

Central, Eastern and Southern Europe

Albania
Armenia
Azerbaijan
Belarus
Bosnia and Herzegovina
Bulgaria
Croatia
Estonia
Georgia
Hungary
Kosovo[3]
Latvia
Lithuania
Macedonia, the Former
   Yugoslav Republic of
Moldova
Poland
Romania
Russian Federation
Serbia and Montenegro
Slovakia
Slovenia
Turkey
Ukraine

Western Europe

Austria
Denmark
Finland
Germany
Iceland
Ireland
Italy
Liechtenstein
Monaco
Netherlands
Norway
Portugal
Spain

1 - National Society pending admission to the International Federation.

2 - Inter-American Conference — disaster preparedness mapping.

3 - Kosovo is officially part of Serbia and Montenegro but, for the purpose of this study, it is considered as a separate National Society.

Annex 3 Methodology

Introduction

The questionnaire in the four official International Federation languages (Arabic, English, French and Spanish) was sent to all National Societies through disaster management delegates between 2002 and 2003. In many cases, the delegates helped National Societies complete the questionnaire.

The questionnaire is divided into seven sections:
- Disaster preparedness policies and plans
- Structure and organization
- Relevance
- Human resources
- Financial and material resources
- Advocacy
- Monitoring and evaluation.

These headings correspond to the *Characteristics of a well-prepared National Society* checklist which was developed by National Society staff and disaster preparedness delegates in 2001.

Questionnaire construction

The WPNS questionnaire was developed by a small group of people, who then shared it with some National Societies and delegates in the field for comments. Their comments were incorporated into the questionnaire, which was then translated into the International Federation's four official languages. Four National Societies — one from each language group — piloted the questionnaire in order to test readability and comprehension. Further amendments were made according to their feedback.

In addition, another National Society tested the questionnaire's "repeatability". In this case, it was completed by the National Society and returned to the delegate. Two weeks later, the same questionnaire was sent to the same National Society and the same group of staff completed it once again. Both versions were compared and questions that did not elicit the same answers were amended or removed.

Phase I of the project targeted 40 National Societies, of which 32 returned completed questionnaires (a response rate of 82 per cent). This represents about 20 per cent of all the National Societies. The criterian for the selection was to approach National Societies that had already completed the National Society self-assessment in 2001. Phase II began in September 2002 and targeted the remainder of National Societies in 2003 and early 2004.

Data analysis

The analysis of this report is based on the information provided by the 134 National Societies that replied to the questionnaire.

Of the National Societies that replied, 27 came from Africa (out of a possible 46); 27 from the Americas (maximum possible 35); 29 from Asia/Pacific (out of a possible 33); 42 from Europe (maximum possible 52*); and nine from Middle East and North Africa (out of a possible 16).

The response rate from West Africa was low. This analysis is, therefore, a global extrapolation in which 100 per cent of the samples equal only 74 per cent of the globe. So the percentages shown are percentages of the 73 per cent of National Societies that responded. In addition, results are not as representative as regards West Africa.

Note: There are 181 recognized National Societies in all. In this analysis, responses from the five non-recognized National Societies, Red Cross Society of Eritrea, Kosovo Red Cross, Palestine Red Crescent Society Timor-Leste Red Cross Society and Tuvalu Red Cross Society) have also been factored in.
* officially there are 51 recognised Nation Societies in Europe. However, for the purpose of this study Kosovo Red Cross is being considered as a separate National Society.

Annex 4 Original framework for well-prepared National Society

Characteristics of a well-prepared National Society

The forerunner of the questionnaire

The criteria for the characteristics of a well-prepared National Society are broadly based on the International Federation's criteria for the "Characteristics of a Well-Functioning National Society", a set of agreed standards that every National Society should strive to meet. The characteristics of a well-prepared National Society, therefore, provide both a point of reference and a framework for National Society capacity building in disaster preparedness.

Overall goal for National Society capacity building in disaster preparedness

Strengthened capacity of National Societies to predict and, where possible, prevent disasters; reduce their impact on vulnerable communities; and the readiness of the National Society to respond to and cope with the effects of disaster.

Disaster preparedness policies and plans

A A well-prepared National Society has a clearly defined role in disaster preparedness recognized by government and included in the national disaster preparedness and/or emergency plan and supported by appropriate policy and legislation.

B It is represented and active in the national and local coordinating body for disasters.

C It has a national disaster preparedness policy that reflects its vision and capacities.

D It has a National Society disaster preparedness plan that describes roles, responsibilities and procedures at central (national headquarters (NHQ)) and branch levels.

E It ensures that the disaster preparedness policy and plan is disseminated and well understood amongst relevant staff and volunteers.

F It adheres to relevant Movement policies and guidelines, in particular the disaster preparedness policy, emergency response policy and the Principles and Rules for Red Cross and Red Crescent disaster relief.

G It endeavours to adhere to the Code of Conduct for the International Red Cross and Crescent Movement and Non-Governmental Organizations (NGO) in Disaster Relief and the SPHERE Humanitarian Charter and Minimum Standards for Disaster Response.

Structure and organization

A A well-prepared National Society has the structures, systems and procedures in place that enable it to respond effectively and efficiently to disasters.

B It has a department or focal point at NHQ level responsible for coordinating disaster preparedness activities.

C It has strong branches in high-risk areas of the country with skilled, equipped volunteer teams that are capable, organized and tested to respond to disaster.

D It has effective information and communication procedures in place and ensures there is effective coordination between disaster preparedness, health, organizational development and other National Society programmes.

E It coordinates closely with other organizations active in disaster preparedness and response, coordinating activities and sharing resources, information and expertise.

F It cooperates with the International Federation, the ICRC and other National Societies to ensure that all disaster preparedness and conflict preparedness support is well coordinated and harmonized within one coherent disaster preparedness strategy. Cooperation in disaster preparedness is supported by relevant memoranda of understanding or project agreements.

G It is linked to and part of International Federation regional and international disaster response mechanisms, such as regional disaster response teams/units, ERU and FACT.

H It has access to relevant disaster data and information on hazards and risks, including early warning systems and the International Federation's DMIS.

Human resources

A A well-prepared National Society has a sufficient number of trained staff and volunteers in all key aspects of disaster response, in particular emergency assessment, first aid, disaster reporting, logistics and relief administration.

B It actively recruits volunteers from all sections of the community, including vulnerable groups and, in particular, has a strong representation and participation of women and youth volunteers.

C It has a strong volunteer training capacity at NHQ and branch levels for core disaster preparedness and response activities, producing training material, and delivering and evaluating disaster preparedness training courses at central and branch levels.

Financial and material resources

A A well-prepared National Society has both an emergency fund and the capacity to raise funds before and during disasters, seeking broad support from the population and partnerships with donor agencies (e.g., governments, United Nations, etc.).

B It has a standard system in place for record keeping, financial reporting and auditing.

C It has adequate logistics and procurement systems for vehicles, telecommunications, relief goods and warehousing.

D It has emergency stock pre-positioned in strategic areas and an appropriate replenishment plan.

Relevance

A A well-prepared National Society focuses and prioritizes its disaster preparedness activities through an ongoing process of vulnerability and capacity assessment (VCA).

B It concentrates its activities on the most vulnerable people, enhancing their capacity to help themselves.

C It pursues, through VCA and other community participatory techniques, the active participation of the local population in the design and planning of community-based disaster preparedness activities, ensuring that programmes appropriately reflect community needs and strengthen existing local coping strategies.

D Donor National Societies recognize the disaster preparedness plan and capacities of the host National Society, and respect it when providing support.

Advocacy

A A well-prepared National Society, where necessary, advocates with its government, donors and the public the need for mitigation and preparedness measures, ensuring that all key stakeholders are aware of the need for disaster preparedness interventions before, during and after disasters.

B It raises awareness of disaster risks and hazards and disaster preparedness measures through public education.

C It draws attention to the root causes of disasters as well as the symptoms.

Effectiveness

A A well-prepared National Society continuously monitors its state and level of preparedness.

B It enjoys a good reputation for the quality of its work in disaster preparedness, both amongst the country's leading opinion-makers and the public at large. To help enhance its public image, it keeps the press well informed about its disaster preparedness activities.

C It prepares regular progress reports and keeps the International Federation, its members, donors and the public at large regularly informed about its activities and achievements.

D It regularly evaluates and reviews the quality and impact of its disaster preparedness work, carrying out frequent or seasonal post-disaster reviews to assess the National Society performance and lessons learned (e.g., SWOT analysis) and make adjustments to plans and activities where needed.

Further reading

- International Federation of Red Cross and Red Crescent Societies. *Characteristics of a Well-Functioning National Society*. Geneva: International Federation, 2001.

- International Federation of Red Cross and Red Crescent Societies. *Disaster preparedness policy*. 1999. Available at: http://www.ifrc.org/who/policy/dppolicy.asp

- International Federation of Red Cross and Red Crescent Societies. *Emergency response policy*. 1999. Available at: http://www.ifrc.org/who/policy/emergenc.asp

- International Federation of Red Cross and Red Crescent Societies. *Handbook for Delegates*. Geneva: International Federation, 1997 (2nd ed.).

- International Federation of Red Cross and Red Crescent Societies. *Code of conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in disaster relief*. Geneva: International Federation, 1994.

- International Federation of Red Cross and Red Crescent Societies. *Principles and Rules for Red Cross and Red Crescent Disaster Relief*. Geneva: International Federation, 1992.

- The Sphere Project. *Humanitarian charter and minimum standards in disaster response*. Oxford: Oxfam Publishing, 2000.

Annex 5 The questionnaire used in the first round of assessments (2002–2004)

Well-prepared National Society self-assessment

Special module based on the characteristics of a well-prepared National Society

National Society:

_____

Delegate:

_____

Sent on:

_____

Response received on:

_____

Completed by:

_____

Objectives of the module

Disaster preparedness and response as part of disaster management represent two of the four key areas of Strategy 2010 and therefore relate to a large proportion of the specialized work of the National Society. This questionnaire can lead to knowledge sharing, identify areas for improvement and alert other parts of the network of the needs for change. It will also provide National Societies and the secretariat with indicators for the overall planning and support within the network.

Instructions for completion

The pilot questionnaire completed in 2002 showed that it is extremely useful for National Society disaster preparedness and/or disaster management coordinators to complete the form together with a small focus group of the National Society people involved in day-to-day work.

The objective of this questionnaire is to assist the National Society in assessing its preparedness status. Therefore, the responses in the questionnaire must reflect the factual status rather than the _individual opinion_ of the person completing the form.

A.		**Disaster preparedness (DP) policy and plans**	*Comments*
A.1		Does your Society have a written disaster preparedness plan? ◯ Yes ◯ No ◯ In process ◯ No, but recognize the importance	
If yes,	A.1.1	Please indicate the year when this plan was adopted/last updated:	
	A.1.2	Does the government recognize your plan? ◯ Yes ◯ No ◯ In process ◯ No, but recognize the importance	
A.2		Does the government of your country have a national disaster plan? ◯ Yes ◯ No	
If yes,	A.2.1	Does the Society have a formal role in this plan? ◯ Yes ◯ No	
If yes,	A.2.2	What is the role of your Society in that plan?	
A.3		Is your Society represented in the national coordinating body for disaster? ◯ Yes ◯ No ◯ In process	
A.4		Does your Society have a disaster preparedness policy? ◯ Yes ◯ No	
If yes,	A.4.1	Please indicate the areas covered by your Society's disaster preparedness policy: ◯ Disaster reduction (preparedness, prevention, mitigation) ◯ Disaster preparedness for response ◯ Disaster response ◯ Disaster recovery ◯ Rehabilitation	
B.		**Structure and organization**	
B.1		Does your Society have a department or focal point at headquarters level responsible for coordinating disaster preparedness activities? ◯ Yes ◯ No ◯ Being developed	
If yes,	B.1.1	Please give title and department involved: Title: _____ Department: _____	
B.2		Does your Society have internal information/communication procedures in its plan for disaster preparedness? ◯ Yes ◯ No	
If yes,	B.2.1	List the areas that are involved in the Society's communications network:	

			Comments
B.3		Is there coordination between disaster preparedness, health and other programmes within your Society? ◯ Yes ◯ No	
If yes,	B.3.2	Give an example of how this is applied in your Society's disaster preparedness programmes:	
B.4		Does your Society coordinate closely with other organizations/government agencies in disaster management relating to training and resource sharing? ◯ Yes ◯ No	
If yes,	B.4.1	Please list key partners in disaster management training and resources: | Red Cross/Red Crescent Societies	International organizations	National organizations
---	---	---		
B.5		Does your Society cooperate with the International Federation, ICRC and other National Societies to ensure that disaster preparedness and conflict preparedness is coordinated/harmonized in one coherent strategy? ◯ Yes ◯ No ◯ Being developed	
If yes,	B.4.1	Give an example of how this harmonization is applied in your programmes:	
B.6		Is your Society linked to, and part of, the following International Federation regional and international disaster response mechanisms? • *Regional response teams/unit?* ◯ Yes ◯ No ◯ Being developed • *Emergency response unit (ERU)?* ◯ Yes ◯ No ◯ Being developed • *Field assessment and coordination team (FACT)?* ◯ Yes ◯ No ◯ Being developed	
B.7		Is your Society linked to any of the following disaster data and information systems? • *Early warning systems?* ◯ Yes ◯ No ◯ Being developed • *International Federation's DMIS (Disaster Management Information Systems)?* ◯ Yes ◯ No ◯ Being developed	

C. Relevance

C.1		Does your Society base its disaster preparedness activities on vulnerability and capacity assessment (VCA)? ◯ Yes ◯ No	
If yes,	C.1.1	Please indicate when the VCA was conducted or updated:	
If no,	C.1.2	What other assessment and risk analysis tool is used?	

C.2		Does your Society use community-based activities that reflect community needs and strengthens local coping strategies? ◯ Yes ◯ No
If yes,	C.2.1	Please tick below which of the following activities your society is using: ◯ Community-based first aid (CBFA) ◯ Participatory rural appraisal (PRA) ◯ Community-based disaster preparedness (CBDP) ◯ Community-based disaster management (CBDM) ◯ Community-based self-reliance (CBSR) ◯ Others (please specify)
C.3		How do you rate your Society's working relationship with donors in disaster preparedness activities on the following scale (1 = Poor, 5 = Excellent)? ① ② ③ ④ ⑤
C.4		How do you rate your Society's endeavour to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Government Organizations (NGO) in Disaster Relief within its disaster preparedness plan on the following scale (1= Poor, 5 = Excellent)? ① ② ③ ④ ⑤
	C.4.1	Please comment on this rating:
C.5		Does your Society's disaster preparedness plan endeavour to attain the minimum standards as set out in the Sphere Project? ◯ Yes ◯ No
	C.5.1	Please give an example that indicates this:

D.   Human resources

D.1		Does your Society recruit volunteers for disaster preparedness and disaster response work from vulnerable groups? ◯ Yes ◯ No
If yes,	D.1.1	Please indicate the sources from which your Society actively recruits volunteers: ◯ Disabled people ◯ Women ◯ Youth ◯ Elderly people ◯ Professional people ◯ Children (of school age) ◯ Displaced populations
D.2		Are disaster preparedness volunteers tested in regular practice or simulation for relevant disaster response? ◯ Yes ◯ No
If yes,	D.2.1	When was the last test?
	D.2.2	How was it tested?

D.3		How do you rate the capacities of your Society's volunteers (non-staff) on the following scale (1 = Poor, 5 = Excellent)?	*Comments*
		Disaster response activities ① ② ③ ④ ⑤	
		Disaster assessment ① ② ③ ④ ⑤	
		First aid ① ② ③ ④ ⑤	
		Reporting ① ② ③ ④ ⑤	
		Logistics ① ② ③ ④ ⑤	
		Administration ① ② ③ ④ ⑤	
		Monitoring and evaluation ① ② ③ ④ ⑤	
		Training capacity for core disaster ① ② ③ ④ ⑤ preparedness activities	
D.4		How do you rate the capacities of your Society's trained staff on the following scale (1 = Poor, 5 = Excellent)?	
		Disaster response activities ① ② ③ ④ ⑤	
		Disaster assessment ① ② ③ ④ ⑤	
		First aid ① ② ③ ④ ⑤	
		Reporting ① ② ③ ④ ⑤	
		Logistics ① ② ③ ④ ⑤	
		Administration ① ② ③ ④ ⑤	
		Monitoring and evaluation ① ② ③ ④ ⑤	

E.   Financial and material resources

E.1		Does your Society have an emergency fund in place? ◯ Yes ◯ No	
If yes,	E.1.1	Is it a separate account? ◯ Yes ◯ No	
	E.1.2	Please indicate the emergency fund percentage of the annual expenditure:	
E.2		How do you rate your Society's fund-raising capacity on the following scale (1 = Poor, 5 = Excellent)? ① ② ③ ④ ⑤	
E.3		What disaster response material capacity do you have? ◯ Cars ◯ Trucks ◯ Computers ◯ Contingency stocks ◯ Others (please specify) _____	
E.4		Does your Society have emergency stocks pre-positioned in strategic areas? ◯ Yes ◯ No ◯ Being developed	
If yes,	E.4.1	Is there a replenishment plan? ◯ Yes ◯ No	
	E.4.2	Is there a warehouse management system in place? ◯ Yes ◯ No	
E.5		How do you rate your Society's logistics and procurement systems on the following scale (1 = Poor, 5 = Excellent)? ① ② ③ ④ ⑤	

F.		**Advocacy**	*Comments*
F.1		Does your Society advocate in favour of mitigation and preparedness measures? ⭕ Yes ⭕ No	
If yes,	F.1.1	Specify activities with the government:	
	F.1.2	the public:	

G.		**Monitoring and evaluation**	
G.1		Does your Society provide progress reports to keep donors informed about its activities and achievements? ⭕ Yes ⭕ No	
G.2		Does your Society have a system to monitor periodically its level of preparedness? ⭕ Yes ⭕ No	
If yes,	G.2.1	Please describe how:	
G.3		Does your Society evaluate and review its disaster preparedness activities? ⭕ Yes ⭕ No	
If yes,	G.3.1	Please list the last evaluation done and attach a copy.	
G.4		If your Society has conducted a review/evaluation, please indicate three areas where your Society is doing something differently because of a lesson it learned:	
	G.4.1	How are these lessons being applied?	

Thank you for spending time on completing this questionnaire. This is an important process for National Societies since it allows for global mapping of the characteristics of well-prepared National Societies. The data from all inputs will be analysed and feedback will be provided to each National Society on the outcome of the study. At this time, the National Societies will be able to decide together how they wish to use this information.

The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary Service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

PROTECTING **HUMAN** DIGNITY