Concept
Disaster Management
SRC International Cooperation
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## Abbreviations

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<tr>
<td>DREF</td>
<td>Disaster Relief Emergency Fund</td>
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<td>DRR</td>
<td>Disaster Risk Reduction</td>
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<td>ERT</td>
<td>Emergency Response Team / Early Recovery Team</td>
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<td>ERU</td>
<td>Emergency Response Unit</td>
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<td>FACT</td>
<td>Field Assessment and Coordination Team</td>
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<td>ICRC</td>
<td>International Committee of the Red Cross</td>
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<td>ICT</td>
<td>Information and communication technology</td>
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<td>IFRC</td>
<td>International Federation of Red Cross and Red Crescent Societies</td>
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<td>LRRD</td>
<td>Linking Relief, Rehabilitation and Development</td>
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<td>Movement</td>
<td>International Red Cross and Red Crescent Movement</td>
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<td>National Society</td>
<td>National Red Cross or Red Crescent Society</td>
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<td>NFI</td>
<td>Non Food (Relief) Item</td>
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<td>NGO</td>
<td>Non-governmental organization</td>
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<td>PCM</td>
<td>Project Cycle Management</td>
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<td>RDRT</td>
<td>Regional Disaster Response Team</td>
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<td>RDU</td>
<td>Rapid Deployment Unit</td>
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<td>SDC</td>
<td>Swiss Agency for Development Cooperation</td>
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<td>SRC</td>
<td>Swiss Red Cross</td>
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<td>UN</td>
<td>United Nations</td>
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<td>WASH</td>
<td>Water, sanitation and hygiene</td>
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1 Introduction

1.1 Rationale, scope and purpose

The SRC has a core mandate: to save lives, alleviate suffering and protect the livelihoods of vulnerable people. To this end, it applies the IFRC’s integrated approach to disaster management, defined as “the organization and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies (...) in order to decrease the impact of natural and man-made hazards and the possibility of disaster”. Thus, beyond ensuring the survival of the people concerned, the SRC supports measures to lessen the impact of disasters, enhance household and community coping mechanisms, restore or improve pre-disaster living conditions and develop organizational and community preparedness and response capacities. Even though the SRC doesn’t directly work in conflict situations, it supports the conflict victims (e.g. who are fleeing the conflict to neighbouring districts or countries). The present concept thus applies by analogy to situations of conflict and humanitarian crisis.

The SRC is operational in emergency relief, reconstruction / rehabilitation and long-term development cooperation. It applies the linking relief, rehabilitation and development (LRRD) approach, on the understanding that the three areas of intervention interact and must be aligned thematically and in time. The three concepts corresponding to the areas of intervention are therefore correlative and complementary.

In terms of the disaster management cycle, the present concept focuses on disaster response, including emergency relief, early recovery and (institutional) response preparedness [Fig. 1: red, sharply outlined arrows]. All other aspects are addressed in the reconstruction / rehabilitation and development cooperation concepts. The concept is the SRC’s response to recent trends with regard to disasters, humanitarian crises and disaster management. It takes into account experience and lessons learnt from past operations. Its primary purpose is to establish the general framework of reference and action for SRC staff within the Department of International Cooperation, but it is also intended to serve as a basis for dialogue within the Red Cross/Red Crescent Movement and with partner organizations, authorities, donor agencies and other interested institutions. The concept is the outcome of a broadly supported SRC internal process, and replaces the 2004 concept on emergency relief.

1.2 Policy framework

The SRC adheres to the following standards:

- the Movement’s Fundamental Principles: humanity, impartiality, neutrality, independence, voluntary service, unity, and universality
• the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief⁶
• the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere)⁹

SRC disaster management is guided by the policy frameworks of the IFRC and the SRC¹⁰:
• **IFRC Strategy:** the IFRC’s Strategy 2020 “Saving Lives, Changing Minds”¹¹ renews the commitment to humanitarian aid and calls for more action to prevent and reduce the underlying causes of vulnerability. Strategic aim 1 in particular reads as follows: “Save lives, protect livelihoods, and strengthen recovery from disasters and crises”.
• **SRC Strategy 012:** the two SRC strategy documents, “Strategy 012 of the SRC Group”¹² and “Strategy 012 for SRC Headquarters”¹³, define the commitment of the SRC International Cooperation and underline humanitarian aid as a priority in international cooperation.
• **SRC Strategy 2020 for International Cooperation:**¹⁴ the overall goal of the SRC for its international cooperation is to enable healthy and safe living for vulnerable groups and communities. All SRC action is based on the following overall guiding principles:
  - focus on marginalized and most vulnerable people
  - empower people and promote self-help potentials
  - promote gender equality
  - promote volunteer work
  - emphasize relevance and effectiveness
  - work in partnerships
  - foster alliances and the multi-stakeholder approach
  - conflict-sensitivity and do no harm
• **SRC Health Policy:**¹⁵ provides health-related guidance for all SRC action, including disaster management.
• **SRC concepts:** the concepts on LRRD¹⁶, partnership¹⁷ and knowledge management¹⁸ all provide additional guidance.

### 1.3 Building on experience

The SRC is a major player among Swiss humanitarian organizations and enjoys broad public confidence. It is viewed by donor agencies as a professional organization and known as a competent and reliable partner within the Movement. As a member of the Movement, the SRC is part of the world’s largest humanitarian and development network of volunteers and staff. Its range of experience spans the following areas:

• The SRC has geographically broad experience in disaster management, having implemented programmes in Africa, Asia, the Americas, the Middle East and Europe, notably Switzerland.
• The SRC has experience of disaster management in difficult contexts and conditions, having conducted numerous disaster management operations in situations of open or latent conflict.
• The SRC has experience in sharing and using multilateral operational tools, joint training programmes and Movement-wide cooperation mechanisms, and is well aware of the advantages and limitations of coordinated response operations.
The SRC has proven expertise in logistics, having provided effective and integrated logistical support services in bilateral and multilateral operations on various occasions.

The SRC comprehensive disaster response system includes resources for multilateral and bilateral (direct) operations, a functional disaster fund, decentralized relief stocks, readily available quality relief goods and global purchasing capacity.

In the coming years, the SRC will focus in particular on:

- strengthening its response capacity with regard to health in emergencies, WASH, shelter, food security and restoring family links;
- setting up a pool of senior staff for SRC operations and secondments to the IFRC;
- providing disaster management capacity development for partner organizations;
- further integrating the LRRD approach, in particular within rapid response teams;
- further consolidating and diversifying funding sources, namely the SRC Disaster Relief Emergency Fund (DREF);
- raising awareness of the victims’ plight, particularly in forgotten disasters.

2 Context

As information and communications technology (ICT) networks extend their reach to the developing world, globalization is bringing people closer to each other. Generally, people are living longer and are healthier and wealthier than ever before. And yet, there is an unacceptable, steadily widening gap between the rich and the poor, with dramatic differences not only between, but also within countries. Today, 1.4 billion people are still living in abject poverty, more than one billion are chronically undernourished and 900 million do not have access to safe drinking water. Global events like rising food prices or the financial crisis hit poor countries the hardest and seriously undermine development efforts. Poverty is a key factor in determining vulnerability and addressing vulnerabilities is at the centre of SRC action.

2.1 Global trends and challenges

The emphasis being on hazards and vulnerability, the SRC considers the following global issues and trends to be particularly relevant.

- **Population growth and increasing pressure on natural resources:** both issues are key factors (among others) of gradual environmental degradation, resource shortfalls, price rises, increased tension, etc., augmenting exposure to risks and weakening coping mechanisms, particularly among the poor.

- **Climate change:** unpredictable and extreme weather strains food production and causes more frequent and severe natural disasters. The increased frequency of disasters has a far stronger impact on the overall development of low-income and least developed countries as opposed to developed countries, debilitating the coping mechanisms of many communities.

- **Fragile States:** an estimated one billion people live in fragile contexts. They are exposed to changing and nebulous conflict patterns that are more complex, involve
non-State actors and last longer. The governments of fragile States are usually unable or unwilling to provide services and security, making large swaths of the population particularly vulnerable to natural hazards and violence.

- **Urbanization**: rapid economic growth is concentrated primarily in cities and the world is experiencing massive internal migration to urban areas. Most of the world’s population now lives in urban or peri-urban settings, implying changing lifestyles and different patterns of vulnerability. Some of these urban areas are particularly risk-prone (flood, earthquake, violence) as urban development has often outpaced smart and safe planning.

- **Migration**: domestic and international migration is on the rise and is often involuntary, the outcome of all the above-mentioned (and more) issues. The result is greater vulnerability in the affected population (i.e. migrant and host communities).

In recent emergencies, these trends have often occurred simultaneously. As a result, disasters are becoming increasingly complex, with natural hazards combining with an adverse socio-economic environment (e.g. economic crisis, armed conflict, poor governance, corruption, organized crime, social unrest) to make the challenge of enhancing development and protecting people from disaster an increasingly daunting one for most developing and virtually all fragile States.

### 2.2 Challenges in humanitarian action

With regard to the humanitarian players, the SRC takes the following key challenges into account.

- **Forgotten disasters**: funds tend to be directed to major natural disasters. Ongoing emergencies and complex, slow-onset disasters are often neglected. This tendency is intensified by the media, which have an enormous influence on audience interest and solidarity and therefore a strong impact on the level of disaster response.

- **Proliferation of humanitarian players**: the number of organizations involved in humanitarian aid has risen significantly in recent years. They are in a competitive position vis-à-vis each other and not all are willing or able to adhere to agreed humanitarian standards to foster professionalism. The United Nations (UN) in particular, being the main coordinating body, has intensified efforts to coordinate the multitude of humanitarian protagonists with conflicting interests; the cluster mechanism is a first, encouraging result. However, uncoordinated and counterproductive practices still occur on a regular basis. On the donor side, a growing number of trusts, companies and foundations are developing their own humanitarian components, approaches and strategies. This privatization of humanitarian aid holds potential but also presents a challenge.

- **Human resources**: disaster response requires the deployment of experienced staff at very short notice. Subsequent rehabilitation and recovery programmes need personnel who are highly skilled in technical as well as social fields. This is especially the case for major and complex disasters. In the wake of disasters, job markets dry up very quickly and finding people with the right background, know-how and experience is a key issue.

- **Access, acceptance and security**: humanitarian access is a precondition for humanitarian action. In recent years, access to conflict- or disaster-affected populations has been increasingly limited by many types of constraints. These include security concerns (e.g. active fighting), bureaucratic red tape, the marginalization of affected population groups based on their ethnic, religious or other status, the
diversion of aid and interference in the delivery of relief and implementation of activities, or politically and economically motivated attacks on humanitarian personnel (e.g. banditry, kidnapping, fundamentalism). Furthermore, the local culture and perception of (Western) humanitarian organizations or understanding of humanitarian aid (e.g. in Islam) may present additional obstacles to effective humanitarian assistance.

- **“Instrumentalization” of humanitarian aid:** to enhance coherence and coordination of government strategies, most donor countries seek to merge defence, foreign (trade) and development policies into the same approach. As a result, development policy is increasingly “embedded” in considerations of security policy. Humanitarian aid in particular risks being used to foreign policy and military ends. The so-called “humanitarian interventions” of armed forces, for instance, not only jeopardize the goals of humanitarian assistance, they also put the safety of aid personnel at risk. This is particularly true for the Movement, whose officially recognized National Societies act as auxiliaries to the authorities in the performance of humanitarian tasks and are thus one step closer to State bodies.

### 3 Guiding principles

The following guiding principles have a specific disaster management focus. In part they complement and in part they reinforce the overall guiding principles of SRC international cooperation listed under point 1.2:

- **Assessment-based programming and focus on communities:** SRC disaster management programmes are planned and implemented taking into account the needs, preferences and socio-cultural requirements of affected communities and population groups. Beneficiaries’ preferences and views have as much impact as technical criteria. Programmes are based on thorough needs and risk assessments that also consider the unintended negative effects (i.e. do no harm).

- **Focus on effectiveness:** particular care is exercised to provide detailed information on the use of donations and to resist pressure to spend fast as opposed to slowly but to greater effect, according to circumstances in the field.

- **Promotion of local resources and self-help potential:** the self-help potential of disaster-stricken communities is an essential factor, particularly in the initial phase of rescue and life saving. In international assistance, affected communities and population groups are systematically involved at all stages and have the possibility to contribute and develop their abilities and capacities. Local knowledge, techniques and materials are used as much as possible.

- **Subsidiarity of international aid:** SRC support is complementary to self- and mutual help and is provided once local and national resources have been exhausted. Emergency relief and early recovery assistance is provided as briefly as possible or as long as necessary. Modalities are defined from the outset from the medium to long-term perspective, in order not to impede subsequent programmes in reconstruction and development cooperation.

- **Promotion of volunteering:** National Society and other community volunteers play a crucial role in disaster management. Emergency relief programmes, even in major operations involving international personnel, rely heavily on local disaster-response
mechanisms, which usually comprise volunteers. Voluntary services are considered to be an integrated component of community preparedness systems. Valuing the volunteers’ work and taking voluntarism seriously requires adequate training, supportive supervision, and involving volunteers in project management and decision-making. Volunteers sacrifice large amounts of unpaid time for community action. Appropriate moderate compensation, psychosocial support, and adequate measures to ensure their well-being (survival, etc.) are good ways to retain volunteers in disaster management programmes and spur their motivation.

• **Strengthening of partner organizations:** capacity development for partner organizations is a decisive prerequisite for programme sustainability, leading to co-creation and shared anchoring of strategies and mechanisms for the realization of a disaster management vision. Capacity development activities are intended mainly for National Societies in SRC focus countries.

• **Coordination and building of alliances:** effective programme planning and implementation is predicated on linkages between the relevant actors. These include the affected communities and their organizations, the Movement, the UN (cluster approach), local NGOs and the authorities in the country concerned, and the authorities (e.g. joint action with the Swiss Agency for Development Cooperation, SDC) and NGOs (cooperation in key sectors) in Switzerland. Synergies and complementarities can thus be drawn on to develop approaches that are high in quality, locally suitable and harmonized to the extent possible. At the same time, internal discussion within the Movement is facilitated and positions are strengthened in the frame of (policy) dialogue vis-à-vis host governments as well as in Switzerland.

## 4 Objectives

### 4.1 General objective

**Save lives, alleviate suffering and protect the livelihoods of vulnerable people and communities affected by disasters and humanitarian crises**

- As a humanitarian organization and Movement member, the SRC has a responsibility to provide assistance in emergency situations and feels it is accountable to disaster-affected people, population groups and communities.

- SRC disaster management contributes to the efforts of affected people and communities to cope with disasters. In this respect, the SRC concentrates its support on those who are particularly exposed and vulnerable to the impact of disasters.

- The general objective furthers the SRC’s overall goal “enable healthy and safe living for vulnerable groups and communities” and is in line with the IFRC’s Strategy 2020.
4.2 Specific objectives

**Emergency relief: ensure survival and meet basic needs**

- The SRC aims to help disaster-affected people and communities meet their humanitarian needs so that they can survive under more decent conditions, while respecting and preserving their dignity. In order to be effective, emergency relief needs to be provided in a timely and appropriate manner.

- While maintaining a global response capacity, the SRC focuses on well-defined thematic priorities rather than covering all sectors (see point 5).

**Early recovery: strengthen relief and build the foundations for recovery**

- SRC support aims to meet the recovery needs of disaster-affected people and communities while maintaining their dignity. Again, to be effective, early recovery support has to be provided in a timely and appropriate manner.

- As with the response objective, the SRC focuses on well-defined thematic priorities rather than covering all sectors, while maintaining the capacity to act globally.

**Response preparedness: be prepared and ready to act**

- The SRC maintains a stand-by function including the necessary human, logistic, financial and material resources, in order to be able to respond effectively in priority sectors (see point 5). This institutional preparedness involves capacity development for host National Societies and other partner organizations in the thematic priorities relating to disaster management as well as networking and coordination.

- In addition, and mainly in SRC focus countries, the SRC works with National Societies and other partner organizations to support their disaster management capacity development efforts, i.e.:
  - risk analysis and disaster management planning
  - establishment of local, regional, national response teams
  - establishment of response mechanisms (e.g. contingency plans) linked to governmental or Movement disaster management mechanisms
  - improvement of the disaster management infrastructure (e.g. equipment, logistics capacity)

**Advocacy: raise awareness of the plight of disaster-affected vulnerable people and communities**

- The aim of advocacy is to make the media, donors and the general public aware not only of the victims’ distress, but also of the immediate and root causes of their vulnerability and exposure. General humanitarian values, including respect for humanitarian principles, are also brought up in this context.

- Particular attention is paid to “forgotten disasters”, i.e. the impact of natural hazards and humanitarian crises that do not receive extensive media coverage and consequently do not have the additional resources needed to cope.

- The focus is on Switzerland and SRC focal countries.
5 Thematic priorities

5.1 Health

In the health sector, the SRC generally spotlights primary health care, emphasizing both health promotion and universal access (see SRC Health Policy for details). In emergency situations, this often means supporting local health services or acting as substitutes for them if they have been disrupted, and usually involves the deployment of SRC health personnel.

Emergency relief activities
- Basic health care services: deployment of well-trained medical specialists drawn from the SRC emergency health pool (e.g. health in emergencies; mother, neonatal and child health care; laboratory).
- Epidemic control: prevention and treatment of infectious diseases such as cholera, typhoid and meningitis.
- Supply of drugs and medical equipment.

Early recovery activities
- Basic health care services: for well-defined, limited time periods and with increasing responsibility and integration of local health staff.
- Support for existing health structures: including capacity development / on-the-job training for local health staff.

5.2 Water, sanitation and hygiene (WASH)

In the WASH sector, the SRC focuses on early recovery rather than emergency activities. Because of their strong links with health and shelter, WASH priorities are nevertheless reflected at an early stage as any shortcomings would have a negative impact on those sectors. The SRC stresses “software” elements, starting or resuming awareness-raising activities as soon as possible. “Hardware” elements tend to be provided in rural contexts, to be low-tech (e.g. well cleaning, domestic water systems) and to involve a community-based approach.

Emergency relief activities
- Provision of water purification support and hygiene kits.
- Local procurement and distribution of water.
- Provision of appropriate sanitation solutions.

Early recovery activities
- Hygiene promotion (e.g. participatory hygiene and sanitation transformation, or PHAST).
- Temporary rehabilitation and repair of damaged water sources (e.g. well cleaning), waste water / sewage systems and sanitary facilities, including capacity development for local staff.
- Domestic environment improvement: debris removal, clearing and cleaning up.

5.3 Shelter and non-food items (NFI)

In the shelter sector, the SRC applies a comprehensive approach covering emergency shelter, transitional shelter and permanent housing reconstruction, conducting shelter activities with an integrated WASH perspective and a focus on capacity-building (e.g.
developing local shelter kits, tent or container solutions in high-risk regions). Cash
approaches are applied where feasible. Work in this sector consists not only in rebuilding
physical structures, but also in considering the cultural, social and economic aspects of
societies.

With regard to the supply of basic NFI, the SRC priority is local procurement, but it
nevertheless maintains a global purchasing capacity and a network of strategic,
decentralized warehouses with pre-positioned relief items and kits as a subsidiary measure.

**Emergency relief activities**
- Provision of emergency and community shelter (e.g. family tents, dispensary tents,
multi-purpose tents).
- Provision of shelter (repair) kits.
- Provision of basic NFI, adapted to local habits and traditions, separate or as family
kits.

**Early recovery activities**
- Provision of transitional shelter: based on disaster-specific assessments of affected
communities and careful evaluation of different and in part conflicting factors
(timeliness, quality, durability, cost).

5.4 Food security and livelihood support

In emergencies, the SRC initially focuses on food provision and therefore supports targeted
food aid interventions. In early recovery, its support is usually more cash-based.

**Emergency relief activities**
- Provision of food items, including food baskets covering the nutritional needs of a
family or containing specific protein- or vitamin-enriched food products for particularly
vulnerable population groups (e.g. infants, children, nursing mothers, the elderly).

**Early recovery activities**
- Livelihood support (e.g. in farming, fishing, micro-enterprise start-ups).
- Employment generation with cash-for-work activities.

5.5 Restoring family links

The SRC is a proactive member of the worldwide Restoring Family Links network run by the
International Committee of the Red Cross (ICRC) and the National Societies. On request,
staff members are seconded to the pool of specialists coordinated by the ICRC. In
emergencies, those directly affected are not the only ones worrying about family members;
diasporas around the world are also anxious for news.

**Emergency relief activities**
- Registration of missing family members abroad.
- Information about the current situation and possible search avenues for worried family
members.

**Early recovery activities**
- Completion of tracing requests in cooperation with the families.
- Follow-up information for families about the possible procedures.
- Assistance for family reunification.
6 Implementation

6.1 Multilateral cooperation

In major disasters, the SRC generally operates under the Movement framework during emergency relief. Multilateral cooperation is usually led by either the IFRC or the ICRC, depending on the type of disaster. The SRC’s rapid response tools include:

- **Emergency Response Units (ERUs):**
  - **Logistics ERU:** the SRC maintains on stand-by and ready for deployment at any time a complete range of logistics services, including trained logistics experts, standard equipment and material. The ERU's core task is to coordinate and provide immediate support to the incoming relief supply line, including customs clearance, warehousing, transportation and support for other ERUs.
  - **Basic Health Care:** drawn from the SRC pool of health experts and usually deployed as SRC secondments to the basic health care ERUs of other National Societies.

- **FACT / RDRT / RDU:** an SRC pool of experts for global or regional deployment in the Field Assessment and Coordination Team (FACTs), Regional Disaster Response Team (RDRTs) or Rapid Deployment Unit (RDUs).

- **Operations managers:** an SRC pool of experts for IFRC programmes.

- **Cash contributions:** earmarked contributions to IFRC or ICRC appeals / operations.

- **Purchase / supply of relief items:** contributions to Movement operations.

6.2 Bilateral cooperation

In SRC focus countries, disaster response activities are usually carried out together with the partner organization (National Society or NGO) in a direct, bilateral mode. In other countries, the SRC may also work from the outset of a disaster directly with the host National Society, supporting emergency operations carried out by national teams with or without SRC staff. Furthermore, the SRC switches to bilateral cooperation as soon as the response to major disasters moves into early recovery. Under this mode, the SRC usually builds up its own structure but coordinates closely with the IFRC and the UN clusters concerned, and aligns its interventions at programme level. Rapid response tools include:

- **Emergency Response Team (ERT):** experts from the global pool and/or staff of SRC delegations, with expertise in priority sectors (see point 5).

- **Swiss Rescue:** liaison person for coordination with the Movement; health, logistics and relief delegate.

- **Cash contributions:** earmarked contributions to host National Society operations.

- **Purchase / supply of relief items:** contributions to host National Society operations.

6.3 Strategic partnerships and networks

The SRC involves and maintains alliances with different stakeholders at various levels:

- **Movement:** strategic and operational partnerships with host National Societies (pre-arrangements), alliances of like-minded National Societies, Participating National Society cooperation either for joint operations or co-funding of SRC operations, ICRC secondments for relief operations in conflict settings (RDUs);
• **SDC/humanitarian aid:** joint deployments, joint missions, member of Swiss Rescue, general coordination, collaboration and exchange of expertise and resources [while strictly adhering to the Movement’s Fundamental Principles and Code of Conduct];

• **Alliances with Swiss NGOs:** strengthening partnerships and building synergies around niches, for operational and communication purposes, for cooperation in key sectors;

• **Institutionalized partnerships with the private sector:** for sponsoring, training, human resources, technical support or specific purposes (e.g. early warning systems and preparedness);

• **Institutionalized partnerships with health institutions:** within the SRC group, with research institutions or hospitals with emergency wards, as partners for recruitment and training, or funding and public relations;

• **Networking for know-how transformation:** within the Movement; with resource organizations, universities, linking with knowledge platforms and institutions, creating knowledge hubs for capacity strengthening.

## 7 Quality management

### 7.1 Relevance and impact

Projects and programmes in SRC disaster management are designed in such a way that they contribute to relevant local, national and global humanitarian goals and policies. Quality criteria include relevance, effectiveness and efficiency and are measured both in the process and on the basis of results. In disaster response the SRC provides immediate and relevant support to affected populations based on a rapid needs assessment and context analysis, as well as swift collaboration with other players.

The impact of SRC’s efforts in disaster management is measured in terms of saving lives and alleviating suffering as well as reducing vulnerabilities and increasing resilience.

### 7.2 Standardized project cycle management with inbuilt learning loops

Disaster management is planned, carried out and evaluated in accordance with SRC guidelines on quality management and PCM as defined in the respective quality management manuals. This guarantees compliance with standards, consistent project follow-up and systematic management of all project phases. Local specifications, globally recognized quality standards (e.g. Sphere) and other relevant guidelines (e.g. Swiss Solidarity minimal standards) are taken into account. Specific mechanisms and instruments ensure integrative action as well as transition from emergency relief to rehabilitation and on to development cooperation.

Accountability and transparency issues are becoming increasingly important in disaster management. The SRC integrates these quality standards at different levels.

• **Donor:** in the face of a growing range of donor agencies, special attention is paid to focused, transparent and timely reporting.

• **Community:** while emphasizing appropriate and transparent communication, the SRC strives to include affected communities and population groups in all PCM
stages, to the largest extent possible during initial relief and more systematically as from early recovery and in subsequent phases.

- **General public:** open and transparent information for the public in Switzerland (mainly) is of equal concern and an integral part of SRC awareness-raising efforts.

### 7.3 Capacity development and knowledge management

The SRC promotes active knowledge management in disaster management. Essential ingredients comprise the sharing of information, documentation and use of experience at all cooperation levels, including headquarters, delegates, partnership networks, stakeholder alliances and policymakers. Additional core elements include active promotion and further development of internal competences, periodic review of the strategic focus, the basic structure and personnel making up disaster management capacity, and the preparation and updating of practical project planning and implementation instruments. Ensuring the human resources and organizational capacities of the SRC and its partner organizations through continuous individual training and organizational learning are other important components.

Thanks to networking with the IFRC, the SDC and technical organizations, new trends and developments, good practices and lessons learnt from other organizations can be incorporated into SRC processes.

### 8 Resources

#### 8.1 Human resources

The necessary human resources are made available for the institutional embedding of disaster management expertise within the SRC, with an emphasis on capacity development for staff and pool members (e.g. regular basic and refresher courses). This ensures that expertise is an integral part of strategy and concept development, organizational structure, personnel management and practical implementation (procedures, tools). The division of tasks and resources within the SRC is as follows: 21

- the Disaster Management Division within the Department of International Cooperation is in charge of SRC emergency relief operations;
- the geographical divisions are in charge of smaller emergency relief operations and of mainstreaming disaster risk reduction in SRC focus countries;
- during emergency operations, the Disaster Management Division operates in close cooperation with the relevant geographical division and support services, e.g. communication, marketing, human resources and logistics;
- in large and complex emergency relief operations, a specific task force, chaired by the head of the Disaster Management Division and comprising members from the various SRC departments and services, is set up for the internal exchange of information and cooperation;
- the Disaster Management Division maintains a permanent, 24-hour stand-by service;
- the Disaster Management Division manages the SRC pools of senior staff and experts for bilateral and multilateral disaster management operations in priority sectors;
the Disaster Management Division coordinates capacity development in disaster management for partner organizations with the geographical divisions.

8.2 Financial and material resources
SRC disaster management programmes are generally financed through the sources listed below:

- contributions from the Swiss Government, in particular the SDC;
- contributions from Swiss Solidarity;
- earmarked contributions from companies, public authorities, foundations and other institutions;
- earmarked private contributions (in cash and in kind);
- SRC Disaster Relief Emergency Fund.

The SRC manages and maintains the following material resources, systems and capacities required for permanent organizational preparedness at the internal level:

- **global supply chain**: global, regional and local purchasing capacity and expertise through a global network of qualified (partner) suppliers and carriers;
- **globally pre-positioned relief items**: management of shelter and NFI for up to 5,000 families in decentralized warehouses in West Africa, the Middle East, South-east Asia, Central America and Europe, and on the basis of framework partner agreements with suppliers in India and China;
- **field delegate equipment**: e.g. office, accommodation and transportation equipment, mobile ICT materials and other technical devices.
Annexes

1. SRC Policy Framework
2. Disaster management terminology
3. Synopsis of disaster management concept
4. SRC disaster management human resources
Annex 1: SRC Policy Framework

IFRC Strategy 2020

Swiss Red Cross Strategy 012

Mission statement and strategy SRC International Cooperation 2020

Policy framework
Thematic concepts

Health Policy

Disaster Management
Concepts

Reconstruction/Rehabilitation
Development Cooperation

Thematic Concepts
Blood transfusion
Eye Care
HIV/Aids

Crosscutting concepts
Linking Relief/Rehabilitation/Development Partnerships
Knowledge Management

Strategic framework
Strategic plans

Implementation Plan for International Cooperation

Continental Strategies

Country Strategies
Annex 2: Disaster management terminology

**Note:** Most terms are referred to the ‘UNISDR Terminology on Disaster Risk Reduction (2009)’ and the ‘IPCC Special Report ‘Managing the Risks of extreme Events and Disasters to advance Climate Change Adaptation’ (2012). References are made in parentheses.

**Building code:** A set of ordinances or regulations and associated standards intended to control aspects of the design, construction, materials, alteration and occupancy of structures that are necessary to ensure human safety and welfare, including resistance to collapse and damage. (UNISDR, 2009)

**Complex emergencies:** A humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single agency (Adapted from IASC, 1994).

**Contingency planning:** A management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations. (UNISDR, 2009)

**Coping capacity:** The ability of people, organisations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters. (UNISDR, 2009)

**Disaster:** Severe alterations in the normal functioning of a community or a society due to hazardous physical events interacting with vulnerable social conditions, leading to widespread adverse human, material, economic, or environmental effects that require immediate emergency response to satisfy critical human needs and that may require external support for recovery. (IPCC SREX, 2012)

**Disaster risk:** The likelihood over a specified time period of severe alterations in the normal functioning of a community or a society due to hazardous physical events interacting with vulnerable social conditions, leading to widespread adverse human, material, economic, or environmental effects that require immediate emergency response to satisfy critical human needs and that may require external support for recovery. (IPCC SREX, 2012)

**Disaster risk management:** Processes for designing, implementing, and evaluating strategies, policies, and measures to improve the understanding of disaster risk, foster disaster risk reduction and transfer, and promote continuous improvement in disaster preparedness, response, and recovery practices, with the explicit purpose of increasing human security, well-being, quality of life, resilience, and sustainable development. (IPCC SREX, 2012)

**Disaster risk reduction:** The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment and improved preparedness for adverse events. (UNISDR, 2009)

**Early recovery:** The provision of assistance to people in the earliest stages of disaster response, alongside the provision of relief, improving the effects of relief and providing the basis for longer term recovery, enabling people to participate more readily in longer term recovery activities (IFRC, 2011)

**Early warning system:** The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. (UNISDR, 2009)

**Emergency management:** The organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps. (UNISDR, 2009)
**Exposure**: The presence of people; livelihoods; environmental services and resources; infrastructure; or economic, social, or cultural assets in places that could be adversely affected. (IPCC SREX, 2012)

**Hazard**: A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. (UNISDR, 2009)

**Mitigation**: The lessening or limitation of the adverse impacts of hazards and related disasters. (UNISDR, 2009)

*Comment*: The adverse impacts of hazards often cannot be prevented fully, but their scale or severity can be substantially lessened by various strategies and actions. Mitigation measures encompass engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness.

**Permanent emergencies**: The result of widespread structural poverty that requires more or less permanent welfare, but can be made worse by natural hazards (Byrne and Baden, 1995).

**Preparedness**: The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions. (UNISDR, 2009)

**Prevention**: The outright avoidance of adverse impacts of hazards and related disasters. (UNISDR, 2009)

*Comment*: Disaster prevention expresses the concept and intention to completely avoid potential adverse impacts through action taken in advance. Examples include dams or embankments that eliminate flood risks, land-use regulations that do not permit any settlement in high risk zones, and seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake. Very often the complete avoidance of losses is not feasible and the task transforms to that of mitigation. Partly for this reason, the terms prevention and (disaster risk) mitigation are sometimes used interchangeably in casual use.

**Recovery**: The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of affected communities, including efforts to reduce disaster risk factors. (UNISDR, 2009)

**Rehabilitation and reconstruction**: Activities involving the repair and rebuilding of assets including physical infrastructure such as roads, transport services, utility supplies, public buildings, markets, and housing (IFRC, 2011).

*Comment*: These activities may involve minor repairs, infrastructure restoration or major rebuilding.

**Response**: The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. (UNISDR, 2009)

**Resilience**: The ability of a system and its component parts to anticipate, absorb, accommodate, or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration, or improvement of its essential basic structures and functions. (IPCC SREX, 2012)

**Risk**: The combination of the probability of an event and its negative consequences. (UNISDR, 2009)

**Risk assessment**: A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend. (UNISDR, 2009)

**Vulnerability**: The propensity or predisposition to be adversely affected. (IPCC SREX, 2012)
Annex 3: Synopsis of disaster management concept

<table>
<thead>
<tr>
<th>Frame of Reference</th>
<th>Internal:</th>
<th>External:</th>
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<tbody>
<tr>
<td>- SRC Strategy 012</td>
<td>- Principles of the RC/RC Movement</td>
<td></td>
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<tr>
<td>- SRC Health Policy (2012)</td>
<td>- IFRC Strategy 2020</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Operating Principles</th>
<th>“Subsidiarity” of international aid</th>
<th>Promotion of self-help potential</th>
<th>Assessment based programming and focus on communities</th>
<th>Strengthening of partner organisations</th>
<th>Coordination and building of alliances</th>
<th>Promotion of volunteering for DM</th>
<th>Clear communication</th>
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</thead>
</table>

| General Objective | Save lives, alleviate suffering and protect livelihoods of vulnerable people and communities affected by disasters and humanitarian crisis | IFRC Strategy 2020: Save lives, protect livelihoods, and strengthen recovery from disasters and crises |

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<tbody>
<tr>
<td>- Ensure the survival and meet basic needs</td>
<td>- Strengthen relief and build the foundations for recovery</td>
<td>- Be prepared and ready to act</td>
<td>- Raise awareness of the plight of disaster-affected vulnerable people and communities</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Thematic Priorities in Response</th>
<th>Shelter and NFI</th>
<th>Health:</th>
<th>WASH:</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Emergency Relief</strong></td>
<td>- Emergency / community shelter</td>
<td>- Basic health care services (health in emergencies, MNCH, laboratory)</td>
<td>- Provision of hygiene kit and water purification support</td>
<td>- Food security: food basket, vitamin biscuit</td>
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<tr>
<td>- Shelter (repair) kits</td>
<td>- Drugs and medical equipment supply</td>
<td>- Local procurement and distribution of water</td>
<td>- RFL (within RC/RC network): registration, information,</td>
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<tr>
<td>- NFI</td>
<td>- Epidemic prevention and control (e.g. cholera, typhus, meningitis)</td>
<td>- Provision of appropriate sanitation solutions</td>
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<tr>
<td><strong>Early Recovery</strong></td>
<td>- Transitional Shelter</td>
<td>- Basic health care services, increasing responsibility / integration of local health staff</td>
<td>- PHAST / hygiene promotion</td>
<td>- Livelihood support (e.g. in farming, fishing, micro-enterprise start-ups), employment generation with cash-for-work activities.</td>
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<td></td>
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<td>- Support to existing health structures incl. capacity development / on the job training of local health staff</td>
<td>- Temporary rehabilitation and repair of damaged water sources (e.g. well cleaning), waste water / sewage systems and sanitary facilities</td>
<td>- RFL: tracing follow-up, family reunification</td>
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<td></td>
<td></td>
<td></td>
<td>- Domestic environment improvement: debris removal, clearing, cleaning up</td>
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<tr>
<td>Response Preparedness</td>
<td>SRC Institutional Preparedness (stand-by capacity):</td>
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<td></td>
<td>- Expert pools for thematic priorities and logistics</td>
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<td></td>
<td>- Global purchasing capacity</td>
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<tr>
<td></td>
<td>- Decentralised warehousing for key relief items</td>
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<td></td>
<td>- Disaster relief emergency fund</td>
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<tr>
<td>Collaboration and Capacity Development:</td>
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<tr>
<td></td>
<td>- Risk analysis and DM planning</td>
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<td></td>
<td>- Establishment of local, regional, national response teams</td>
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<td></td>
<td>- Establishment of response mechanisms (e.g. contingency plans) linked to governmental as well as the RC/RC DM mechanisms</td>
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<td></td>
<td>- Improvement of the DM infrastructure (e.g. equipment, logistics capacity)</td>
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<tr>
<th>Implementation</th>
<th>Multilateral:</th>
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<tr>
<td></td>
<td>- ERU: under RC/RC framework, LOG and BHC</td>
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<td></td>
<td>- FACT/RDRT/RDU: SRC pool of experts for global and regional deployments</td>
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<td></td>
<td>- Operations Manager: SRC pool of Ops Managers for IFRC programmes</td>
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<tr>
<td></td>
<td>- Cash Contributions: earmarked, to IFRC, ICRC appeals / operations</td>
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<td></td>
<td>- Purchase / supply of relief items: contribution to RC/RC operations</td>
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<td></td>
<td>- Emergency Response Team (ERT): experts of the global pool and/or staff of SRC delegations, with expertise in priority sectors</td>
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<td></td>
<td>- Swiss Rescue: liaison person for coordination with RC/RC, Health / Logistic Delegate, delivery of NFI</td>
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<tr>
<td></td>
<td>- Cash Contributions: earmarked contribution to HNS operations</td>
</tr>
<tr>
<td></td>
<td>- Purchase / supply of relief items: contribution to HNS operations</td>
</tr>
<tr>
<td>Bilateral:</td>
<td>- RC/RC: strategic and op. partnerships with HNS (pre-arrangements), alliances of like minded NS, PNS cooperation either for joint bilateral operations or co-funding of SRC operations, ICRC secondments for relief operations in conflict settings (RDU)</td>
</tr>
<tr>
<td></td>
<td>- SDC/Humanitarian Aid: joint deployments / missions, Swiss Rescue, general coordination, collaboration and exchange of expertise and resources</td>
</tr>
<tr>
<td></td>
<td>- Alliances with Swiss NGOs: for strengthening partnerships and building synergies around niches, for operational and communication purposes, for cooperation in key sectors</td>
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<tr>
<td></td>
<td>- Institutionalised partnerships with the private sector: for sponsoring, training, HR, technical support or specific purposes (e.g. early warning systems and preparedness)</td>
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<td></td>
<td>- Partnerships with health institutions: within the SRC group, with research institutions or hospitals with emergency sections, as partners for recruitment and training, or funding and PR</td>
</tr>
<tr>
<td></td>
<td>- Networking for know-how transformation: within RC/RC, with resource organisations, universities, linking with knowledge platforms and institutions, creating knowledge hubs for capacity reinforcement</td>
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</tbody>
</table>

| Partnerships and Networks: |
|---------------------------|--------------------------------------------------|
|                           | - SDC/Humanitarian Aid: joint deployments / missions, Swiss Rescue, general coordination, collaboration and exchange of expertise and resources |
|                           | - Alliances with Swiss NGOs: for strengthening partnerships and building synergies around niches, for operational and communication purposes, for cooperation in key sectors |
|                           | - Institutionalised partnerships with the private sector: for sponsoring, training, HR, technical support or specific purposes (e.g. early warning systems and preparedness) |
|                           | - Partnerships with health institutions: within the SRC group, with research institutions or hospitals with emergency sections, as partners for recruitment and training, or funding and PR |
|                           | - Networking for know-how transformation: within RC/RC, with resource organisations, universities, linking with knowledge platforms and institutions, creating knowledge hubs for capacity reinforcement |
Annex 4: SRC disaster management human resources

* For DM activities in focus countries
Endnotes


2 First aid and rescue operations abroad are carried out by two SRC corporate members, the Swiss Disaster Dogs Association (REDOG) and the Swiss Air-Rescue Service (REGA), both as members of Swiss Rescue (http://www.deza.admin.ch/en/Home/Activities/Humanitarian_Aid/Swiss_Rescue). The SRC itself supports rescue operations of the Movement and Swiss Rescue in cash or kind, but isn’t directly involved with own human resources.


4 SRC. Concept on Development Cooperation. Bern. 2012 (draft).

5 See clarification of terms and definitions used in this concept in Annex II.

6 See concept synopsis in Annex III.


10 See overview of the SRC policy framework in Annex I


20 Ibid. 8.

21 See also graphic overview of SRC disaster management resources in Annex IV.