



# *CAMBODIAN RED CROSS DISASTER MANAGEMENT GUIDELINE*

*PRODUCED BY:*  
DISASTER MANAGEMENT DEPARTMENT  
CBDP TEAM UNDER TECHNICAL SUPPORT  
FROM: *Dr. Ian Winderspin (SEARDMU), Mr.  
Sanny Jegillos (IDRM), Mr. Jerome Casals  
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and finalizes 2005*



## កាកបាទក្រហមកម្ពុជា

### FORWARD

The Cambodian Red Cross (CRC) was a main implementer of disaster response after January 1979. From 1979 to 1992 this was done through general resource mobilization from charities peoples, local organizations and international organizations especially from the Socialist Countries. At that stage the CRC was an organization situated itself under the umbrella of the Ministry of Health (MoH). Lok Chumteav **PHLEK PHIRUN** was President and **Prof. My Samedy** was Vice-President and Secretary General. Most of the CRC staff then belonged to the MoH.

Since 1994, many stakeholders have actively contributed resources and funds to implement the current DM program - for example USAID, Pact, adpc, OFDA, DFID, ECHO, Dip-Echo and a number of Participating National Society (PNSs) and especially the Country Delegation of the International Federation of Red Cross/ Red Crescent Society.

In 1994, the CRC established its "Disaster Management Department" after the 1<sup>st</sup> General Assembly - and in order to carry out its Disaster Management Program effectively and efficiently, have been working hard to produce the CRC's "**Disaster Management Guideline**". The following have been involved in the drafting of this important policy document:

1- *Dr. Ian Wilderspin*, Head of Disaster Risk Reduction Unit of SEA RDMU, 2- *Mr. Antony Spalton*, Head of Delegation of the Federation in Cambodia, 3- *Mr. Sanny Jegillos*, Executive Director of IDRM, 4- *Mr. Jerome, Casals* IDRM Officer, 5- *Mr. Alastair Burnett*, DP Delegate of the British Red Cross, 6- *Dr. Uy Sam Ath* Director of Disaster Management Department of CRC and the *effort of his CBDP team were hard working to produce this.*

This Disaster Management *Guideline* shows most of key issues related to the impact of different disasters as mentioned in its content table.

At the time being, the DM Policy is finalized and adopted by the CRC's Secretary General **Prof. My Samedy** for use and it will be rectified as needed; The Disaster Management Department of Cambodian Red Cross will continuously review and update the DM Guideline and use it accordingly.

This *DM Guideline* will also be shared with other DM staff of organizations who are implementing DM programs in Cambodia to use for common purpose.

Phnom Penh, 20-04-05.

Approved by, /

Prof. My Samedy,





## កាកបាទក្រហមកម្ពុជា

### ACKNOWLEDGEMENT

On behalf the leaders of the Cambodian Red Cross and on my own behalf; I would appreciate very much for their strong commitment, experience, knowledge and time to produce this Disaster Management Guideline for the CRC: to guide people involved in DM to implement effectively this important program - one of the core programs of the National Society (see the CRC's strategy planning 2003-2010).

#### I Congratulate:

Mr. Kien Vaddanak	Deputy Director of Disaster Management
Mr. Yim Son	Head of DP/DR Sub- Department
Mr. Dy Sina Deputy	Head of DP/DR Sub- Department
Mr. Ross Sovan, Mr. Chum Vuthy and Mrs. Leng Sotheavy and Mr. Kong Sophal	Ex- CBDP Project Managers)
Mr. Seng Sam Bann	CBDP Project Manager
Mr. Pen Monorom	CBDP Risk Reduction Officer
Ms. Nek Siphon	CBDP Risk Reduction Officer
Dr. Svay Kamol	CBDP Trainer
Mr. Khun Virak	CBDP Trainer
Mr. Y Prosith	CBDP Trainer
Ms. Yin Bunsopheaktra	CBDP Trainer
Ms. Seng Nimol	CBDP Trainer
Mr. Muon Vong Dy	CBDP Trainer; and
Mr. Khun Sameng	CBDP Volunteer

I very appreciate Mr. Andrew Oliver Smith DP Adviser to the Disaster Management Department with his effort to help us in polishing and finalizing this precious Guideline.

All my Leaders of the CRC are very supportive in the initiative to have this policy as well. Without their support; this document will not be produced and used. I really hope that this Disaster Management Guideline will guide us to perform a successful and sustainable DM program in Cambodia.

Phnom Penh, 20 April, 2005  
Director of DMD/CRC

Dr. Uy Sam Ath

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# THE CAMBODIAN RED CROSS DISASTER MANAGEMENT GUIDELINES

## I. INTRODUCTION

### Brief History of the Cambodian Red Cross

The Cambodian Red Cross (CRC) was founded in 1955 and was subsequently recognized by the International Committee of the Red Cross (ICRC) and admitted into the International Federation of Red Cross and Red Crescent Societies (IFRC) in 1960. During the Khmer Rouge regime (1975-1979) all Red Cross activities were suspended and CRC's seat in the General Assembly of the Federation was left vacant. Between 1979 and 1994, four factions in Cambodia set up their own Societies within their respective areas of control.

Following the Paris Peace Accord, the ICRC and the International Federation facilitated the merger of the four factions through the creation of the Committee Federator of the Cambodian Red Cross, chaired by His Majesty Prince Norodom Sihanouk during the first General Assembly in April 1994, the Statutes and the Constitution of the Cambodian Red Cross Society were drafted and a new Central Committee was established. In July 1994, a united CRC was re-admitted into the Red Cross and Red Crescent Movement.

As an auxiliary to the Royal Government of Cambodia, we work closely with the National Committee for Disaster Management (NCDM), various government ministries, the UN agencies and non-government organizations and continue to play a key role in providing humanitarian and development aid in Cambodia. Current programs include infectious diseases control (i.e., HIV/AIDS and dengue), primary health care, land mine awareness, disaster management and the dissemination of humanitarian values.

### CRC Emergency Response and Disaster Management

Over the past fifty years, Cambodia has experienced several disasters and crises including armed conflict but the more common disasters relate to flooding, storms, droughts, medical epidemics, urban fires and other man-made disasters. The more recent disasters include the floods of 2000 - 2001 that were reported to be the worst in the last 70 years, and the lack of sufficient rainfall in the years 2001 and 2002 which threatened the food security of the people in rural areas.

In most of these disaster events, we have been one of the leading organizations that have been consistently responding to the needs of victims and even more so during the mid to late 90's when government structure, organization and capacities to deal with these natural disaster events were in its infancy and were practically non-existent.

Today, we continue to be well placed to assist victims of disasters because of our extensive network of branches in all of the country's 24 provinces consisting of some 126,318 members and an extensive network of more than 5,700 Red Cross Volunteers (RCVs) and 5,300 Red Cross Youth (RCY) working at the community level. Cooperation

among the provincial branches provides additional capacity, solidarity and human resources.

Our disaster response system is based on our right to request support in a crisis and of the International Federation's Secretariat to offer support. The Secretariat's role is that of coordinator; it launches international appeals to raise funds for the relief operations, and then mobilizes personnel and relief goods. The International Federation is also able to support smaller operations from its Disaster Relief Emergency Fund (DREF). In addition, the Federation through its country field office established in 1990, has also been providing the CRC with managerial, technical and administrative expertise and support as the need arises.

Within the organization, the Disaster Management Department (DMD) takes the lead in disaster response efforts especially in emergency relief assistance, provision of logistical support and management of communication and information to ensure that all actions and measures are accurately and timely provided to disaster victims.

In recent years, the experience of the DMD indicates the increasing number and needs of disaster survivors amidst decreasing resources to respond to those needs. We have also often found ourselves going well beyond the initial emergency response phase and into disaster preparedness. Over these years, we have come to realize the importance of placing greater emphasis and significance to longer-term efforts to decrease people's vulnerability and strengthening their coping capacities to disasters.

#### CRC Disaster Management Policy

This policy paper comes about as a result of an International Federation-supported policy formulation process to address CRC's lack of a formal and written disaster management policy. It was undertaken with a view towards creating a cohesive set of policies that will create a more enabling environment for CRC, specifically its DMD, to more effectively and efficiently respond to the emergencies and disasters that regularly affect the country.

The policies outlined in this document, having been approved by the highest levels of the CRC hierarchy, now provide the official and mandated direction and approach for all future disaster management activities and programs. It is also hoped that formulation and pronouncement of these policies will initiate the taking of a more proactive stance in managing disasters through, for example, the incorporation of a disaster risk management approach. Specific implementing guidelines for emergency response operations developed by the DMD are included as part of the annexes; other implementing guidelines for some of the more critical policies should be developed in the future.

This policy document also serves to communicate and inform civil society including the general public, local and international non-governmental and humanitarian organizations, various government ministries and agencies of our disaster management objectives and how we intend to pursue these objectives. It is the fervent hope that the formulation and communication of this disaster management policy will lead to improved understanding, coordination, more integration, and facilitate further collaboration and partnerships between itself and the different disaster management stakeholders in the country.

The document consists of three parts; the first part consists of a reiteration of the fundamental guiding principles of the global Red Cross Movement; the second part provides the policy statements that set the general tone and direction of future efforts and

actions of CRC in disaster management in the country; and the third is an appendix of relevant sub-policies, implementing guidelines and references from which this policy document was based and formulated.

## **PART I: GUIDING PRINCIPLES AND BASIC RULES FOR DISASTER MANAGEMENT**

The guiding principles and values underlying our approach to disaster management are presented in this section of the document. They are consistent with and are adopted from the International Federation's Principles and Rules for Red Cross and Red Crescent Disaster Relief; the Fundamental Principles of the Red Cross and Red Crescent Societies; the Statutes of the Movement; and the Geneva Conventions and their additional protocols. These guiding principles and basic rules are our essential starting points as they have been adopted during the IFRC International Conference where the governments of most countries in the world, including the Royal Government of Cambodia have vowed adherence to. The basic Disaster Management principles adopted are as follows:

### **FUNDAMENTAL PRINCIPLES IN EMERGENCY RESPONSE**

#### **1. Field of Application**

- 1.1 The principles enumerated in this document apply only to disasters resulting from natural or other calamities.
- 1.2 In the event that disaster relief operations need to be carried out in a time of war, civil war, or internal disturbances, operations shall be regulated by the provisions of the Agreement of 1989 between the ICRC and the Federation, or by any subsequent agreement.
- 1.3 Accounting and auditing standards defined in this document applies to all situations including those described under paragraph 1.2 above.

#### **2. The Duty to Assist**

- 2.1 The rationale for Red Cross work is our desire to prevent and alleviate human suffering. We consider it a fundamental right for all people to both offer and receive humanitarian assistance. Hence, it is a fundamental duty for us to provide relief to all disaster victims and assist those most vulnerable to future disasters.
- 2.2 We recognize that in helping disaster victims to survive, relief programs must also look to the future and ensure that people are not left more vulnerable to the future disasters. Whenever possible, relief programs will attempt to build upon the capacities of those being assisted, involve them in the management and implementation of the program and act with a sense of accountability towards the beneficiaries.

#### **3. Role of the Cambodian Red Cross**

- 3.1 We recognize that the prevention of disasters, assistance to victims and



reconstruction are first and foremost the responsibility of the Royal Government of Cambodia (RGC). We will actively offer assistance to disaster victims in a spirit of cooperation with the RGC. In principle, assistance that we provide shall be complementary and auxiliary in nature and is given primarily in the emergency phase.

However, if circumstances require and provided we are assured of the necessary resources and means, we may undertake longer-term disaster assistance programs such as Community-based Disaster Preparedness (CBDP) Programs. Such programs should, however, be designed to reduce people's vulnerability to disasters, and prepare them for future possible disasters.

3.2 The CRC shall also act as a disaster information center by collecting data and information from our provincial branches regarding situations caused by disaster events and we shall coordinate, at the national level, the delivery of any assistance that may be provided and channeled through us by other National Societies and by the International Federation.

#### **4. Coordination**

4.1 Considering that assistance to disaster victims requires coordination at local, national and, at times, international levels, we shall, while remaining true to the Red Cross Principles in the implementation of disaster management activities, endeavor to take into account interventions and activities of the NCDM, UN Relief Agencies, local and international non-government organizations and humanitarian aid agencies.

4.2 Due to our position as one of the most established and capable local disaster response agencies in the country, we shall offer our services to the RGC, through the NCDM, to assist with the coordination of disaster relief operations in disaster affected areas.

#### **5. Role of the Federation**

5.1 Whenever beneficial for CRC, we shall seek the active support of the International Federation in negotiating agreements with the government with a view towards establishing, developing and strengthening our position and role in any official national disaster preparedness and response plan.

5.2 We shall continuously seek the active support of the International Federation to increase our capacities to fulfill our disaster management roles and responsibilities, especially those that have been agreed upon with the government and other disaster and humanitarian organizations, through training and other capacity building related activities and interventions.

#### **6. Preparedness and Mutual Aid**

6.1 It is our duty, through the Disaster Management Department (DMD), to always be prepared and be able to give assistance in the event of a disaster.

6.2 Only when faced with an emergency or crisis situation exceeding our own

resources to respond shall we request assistance from other National Societies and the International Federation. Likewise, whenever we are in a position to do so, we shall assist the National Societies in other countries, when they are faced with a similar crisis situation.

6.3 In assisting each other in this way, while respecting the independence of each other and the sovereignty of the stricken country, we can contribute to the strengthening of friendship and peace among peoples.

## **7. Ways and Means of Assistance**

7.1 Any and all assistance that will be provided to victims and survivors of disaster events shall be given without any distinction as to sex, nationality, race, religion, social condition or political opinion. It will be made available solely on the basis of the relative importance and urgency of individual needs.

7.2 Emergency relief shall be administered with economy, efficiency and effectiveness. Its utilization is the subject of reports, including audited accounts of income and expenditure, reflecting a true and fair view of the operation.

## **II-PRINCIPLES IN DISASTER PREPAREDNESS**

### **8. National Contingency Plans**

8.1 We shall actively support government efforts in developing and continuously updating a National Contingency Plan or any other similar plan that outlines an effective national mechanism and strategy to ensure effective distribution of emergency relief for potential disaster victims.

8.2 We shall strongly advocate that any such national contingency plan should assign to all sectors of the community (i.e., local government bodies, public services, voluntary agencies, social welfare and non-government organizations, local and international disaster aid agencies) including the CRC, precise responsibilities and tasks in the fields of disaster prevention, preparedness, relief and reconstruction.

8.3 To ensure rapid mobilization and complete and effective use of material and personnel resources, we will also support efforts of the government to coordinate and provide authoritative information on the effects of a disaster, its evolution and the needs.

### **9. CRC Preparedness**

9.1 The extent of any planned or proposed relief program shall depend upon the magnitude of the disaster, the needs already covered by other humanitarian organizations, and the responsibilities delegated to the CRC by the RGC or as stated in the official government National Plan.

9.2 We must prepare ourselves to assume the responsibilities that may be placed on us as a result of a disaster event. We must establish our own contingency plan, adapt our organization accordingly, recruit, instruct and train the necessary personnel and ensure the availability of the reserves in cash and kind which we might need in the emergency phase of a relief operation. Such plans must be regularly reviewed and our organization's capacity further developed in the light of experience.

9.3 Anticipating the possibility of responding to disasters beyond our capacities to address, we should therefore make preparations that will enable us to receive and manage international assistance provided by the Federation and any other international humanitarian agency.

9.4 We should make every effort to obtain facilities from governmental or private transport services in their countries for the rapid transport, whenever possible free or at reduced rates, of relief supplies, including goods in transit, for disaster victims.

9.5 We should also endeavor to obtain from the RGC, exemption from all taxes and customs duties, concerning the entry into and transit through the country, of funds and relief supplies intended for the victims of disasters.

9.6 We should seek to obtain travel facilities and the quick granting of visas for International Federation, Red Cross and Red Crescent personnel taking part in relief operations.

## **10. Agreements on Mutual Assistance**

10.1 As part of our disaster preparedness strategy, we should endeavor to conclude agreements on future mutual assistance in the event of disaster with the NCDM, UN agencies in the country, the International Federation and, whenever applicable, with the National Societies of neighboring countries.

10.2 For the most disaster prone provinces, we shall endeavor to prepare and enhance the disaster preparedness capacities and activities of the provincial Red Cross branches with a view towards improving the overall timeliness and effectiveness of CRC response to major disasters. Where appropriate we will negotiate agreements involving the local government (i.e., Provincial Committee for Disaster Management - PCDM), and other non-government organizations and international humanitarian agencies with significant presence and operations in the province.

## **III-PRINCIPLES IN INTERNATIONAL DISASTER RELIEF ASSISTANCE**

## **11. Initial Information**

11.1 The CRC should take the necessary effort and activities to ensure that it is able to continuously act as a disaster information center that can provide timely and reliable disaster information to the Federation and other international humanitarian agencies. To attain this, all provincial branches of the Red Cross should immediately inform the headquarters of any major disaster occurring within their provinces, including data on the extent of the damage and on the relief measures taken at the provincial level to assist victims.

Even if an appeal for external assistance is not contemplated, we may, request the Federation to send representative/s to the disaster affected area to gather information and assist us in dealing with the international dimensions of the disaster.

## **12. Use of the Disaster Relief Emergency Fund**

12.1 In accordance with its rules, as amended by the 1991 General Assembly,

we may request for the release and use of the Disaster Relief Emergency Fund (DREF), through the International Federation, to finance emergency pre-disaster activities or initial emergency response to disasters.

### **13. Request for Assistance and Appeal**

13.1 Any request from us for international assistance shall be addressed to the International Federation. Such a request must contain an overview of the situation in the disaster area, the number of persons to be helped and the nature, quantities and priorities of relief supplies needed.

13.2 Appeals will only be launched by the International Federation upon request of the CRC. Upon receipt of such a request, the Federation will, if in its judgment the conditions call for it, launch an Appeal to all National Societies or, depending on the circumstances, to a certain number of them.

13.3 In the event that the International Federation, however, take the initiative to offer assistance even if we may not have requested for such, we will consider such offers with urgency and goodwill, bearing in mind the needs of the disaster victims and the spirit in which such offers are made.

### **14. Relations with the International News Media**

14.1 Since the media can have a major influence on public support for a relief operation and the generation of funds, we should make every effort, consistent with the efficient conduct of the relief operation and any regulations laid down by the authorities, to facilitate journalists' coverage of an emergency situation.

14.2 When a disaster event attracts large-scale international media interest, we shall request the International Federation to assign a delegate/s to assist us in coping effectively with the requirements of the media and responding to the public information needs of participating National Societies and the Federation's Secretariat in Geneva.

### **15. Regular Communication of Information**

15.1 We shall keep the International Federation informed of the developments in a disaster situation, the relief given and the needs still to be met. The Federation will be responsible for forwarding this information to the other National Societies to which Appeals may have been made.

### **16. Information on Assistance**

16.1 When, as a result of a Federation Appeal or as a result of mutual agreement or other special circumstances, a National Society provides assistance to the CRC, we will immediately inform the Federation. Such information will contain the amount of gifts in cash and all available data on gifts in kind, including quantity, value and means of transportation.

### **17. Implementation of Federation Assistance**

17.1 When a provincial branch of the Red Cross is in receipt of substantial

international assistance, the CRC Headquarters will assign a representative or a team of delegates, whose name or names will be communicated to the Federation as rapidly as possible and whose number will depend on the magnitude of the disaster.

17.2 Where technical assistance personnel are provided, we shall assist the Head of Delegation ensure the judicious and effective utilization of the team of experts with such activities as the reception, warehousing and distribution of relief supplies received from abroad, as well as information, communication and all other activities that will contribute to the effectiveness both of the relief operation itself.

17.3 We should not allow any staff assigned to us by the International Federation to take over the primary roles, responsibilities and core positions of the CRC.

17.4 The Representative or Head of Delegation shall be given all necessary communication facilities for the swift dispatch to the Federation, of all the information likely to enable it to back up its Appeals to National Societies and inform them as fully as possible on the needs resulting from the disaster and then on the use made of the relief received. We should ensure that we are advised of the measures taken and foreseen, both by the Federation and the National Societies which are giving their support.

## **18. Foreign personnel**

18.1 All personnel provided by Participating Societies to assist in the implementation of disaster operations will be placed under the direction of the International Federation, when the direction and execution of the relief operation have been entrusted to it.

## **19. Transmission and forwarding of relief**

19.1 Assistance that may be donated by a National Society to the CRC shall always be sent through Red Cross and Red Crescent channels, either directly to the CRC or through the intermediary of the Federation. Funds sent to the Federation will be specifically earmarked for the disaster for which they are contributed and will either be sent to the CRC or, with our concurrence, be utilized by the Federation according to the needs of the relief operation.

## **20. Soliciting of contributions abroad**

20.1 Unless there is a previous agreement, we should never try to obtain, either directly or indirectly, funds or any other form of assistance in the country of another Society and will not permit our name to be used for this purpose.

# **IV-PRINCIPLES OF ACCOUNTABILITY**

## **21. Principle of Accountability**

Receipt of gifts from sister Societies, the International Federation, the ICRC or any other source in the context of a joint or separate Federation and/or ICRC operation or program must conform to the following rules as regards accounting and auditing:

## 21.1 Donations in Cash

### 21.1.1 Bank Accounts

The CRC shall open in its own name a special bank account whose sole purpose shall be to receive all the funds and cover all the expenditures in the operation of the project. It shall not be used for any other transactions. There shall be one bank account per operation / program. If for unforeseen reasons, it is not possible to open a separate bank account, a separate cash ledger should be maintained per operation / program.

### 21.1.2 Financial reporting

A periodic account of the funds held by it for the operation or program shall be rendered showing: opening balance brought forward from the previous period; income from all sources during the current period; actual disbursements during the period and the closing balance for the period. The periodicity of these reports shall be established in an agreement, but under no circumstances should it be less than quarterly. Additional information required for the following period comprises: anticipated income, an estimate of expenditure and cash requirements. The Federation and/or the ICRC would in that way be prepared to give consideration to making an appropriate supplementary advance in cash.

The actual disbursements charged to the operation / program shall be shown in a detailed statement which, together with copies of vouchers for all amounts debited and reconciled bank statements, shall be submitted promptly to the Federation and/or the ICRC local delegation, no later than the end of the following month. In the event of such reports not being submitted, the local delegation should take appropriate steps to assist the Operating Society in producing the necessary report. In exceptional circumstances, where monthly reports are not forthcoming, the Federation and /or the ICRC may decide on the suspension of the financial assistance.

In recognizing the importance of financial reporting, the CRC, International Federation and /or the ICRC shall undertake to provide or make available technical assistance to the Operating Society in order to ensure the timely production of accurate and complete financial reports. Such reports should be regarded both as a management tool for the Operating Society, and as a reporting service to the Federation.

### 21.1.3 Auditing

Auditing is a normal, integral step in any professionally managed operation. In the interest of sound financial administration, all accounts related to the operation / program shall be audited at least yearly by auditors designated by the Federation and/or the ICRC. The cost of the audit will be met from the funds available for the operation / program. This audit shall result in the Auditor's Report and a Management Letter. The said results shall be communicated to the National Society and, if necessary, corrective actions to be taken shall be indicated. In the exceptional event when no corrective actions have taken place, the Federation and/or the ICRC may consider suspension of financial assistance.

## 21.2 Donations in kind

When gifts in kind are made to CRC, records of the stocks showing the origin and use of such contributions shall be submitted monthly and upon completion of the operation or program.

## 22. **Exceptional Rules of Procedures**

The Federation and/or the ICRC may, in certain exceptional circumstances, not be fully satisfied with the way in which resources for CRC, Federation and/or the ICRC operations and programs are managed and accounted for by either Participating or Operating Societies. In such circumstances, the CRC, Federation and/or the ICRC is authorized to entrust a qualified Federation and/or the ICRC representative to look into the matter. The National Society in question be it operating or participating, shall ensure that the Federation and /or the ICRC representative, will have access to such records of the Society as the Federation and /or the IRC representative considers necessary for the purpose of their task.

## **23. Use made of Gifts**

Whatever benefits may be received from the assistance of sister Societies, we

shall provide the Federation's and/or ICRC's Representative or Head of Delegation the opportunity to see, on the spot, the use made of the gifts received.

## **24. Unsolicited Relief Supplies**

24.1 Prior to receiving relief supplies which are not covered by or mentioned in

any Appeal launched by the Federation and/or ICRC, an agreement should be made with the National Society wishing to make such donation for the use of supplies to be donated. Such an agreement should also be obtained in cases where there is no Appeal but a National Society nevertheless wishes to send relief supplies. The Federation and/or the ICRC must be informed of any receipt of relief supplies from a National Society.

24.2. In the absence of such an agreement, the CRC is free to use unsolicited relief supplies at its own discretion, without being bound by the provision of Article 26.3.

## **25. Donating supplies while receiving assistance**

In cases where there has been receipt of international assistance, the CRC shall not contribute assistance of a similar nature to a sister Society without the prior authorization of the Federation and/or ICRC.

## **26. Use of gifts**

26.1 Gifts and donations received may only be used for the purpose designated and will serve in the first place to give direct assistance to the victims.

26.2 In no event shall cash gifts be used to cover administrative expenses included in the CRC regular or ordinary budget, nor may we transfer cash gifts donated to us to another organization or group for use by that organization or group.

26.3 If in the course of a relief operation it becomes necessary to sell or exchange a part of the goods received, the donors will be consulted through the Federation and/or ICRC. The funds or goods obtained in this manner may only be used for relief action.

## **27. Relief Balances**

Goods or funds remaining on hand after the termination of a relief action may be; used for subsequent rehabilitation activities, used for Society disaster preparedness activities, transferred to other priority programs, or returned to the Participating Society. All such use of funds or goods should take place under an agreement between the CRC and the Federation after consultation by the Federation with the Participating Societies concerned.

## **28. Obligations**

Whenever the CRC accepts spontaneous or special assistance, it is bound to conform to the obligations laid down in the present "Principles and Rules" even though it has not requested assistance within the terms of Article 11.1.

# **PART II: CRC DISASTER MANAGEMENT GUIDELINE**

The following policies provide the detailed direction and boundaries for our conduct of disaster management activities. They serve as a point of reference to ensure complementation and consistency of standards within the organization, as well as within the global decision-making standards of the Federation and ICRC.

There are two basic classifications of the policies. The first are the operational policies relating to disaster response, preparedness, disaster management and development integration, and food security. A second group consists of cross-cutting policies on gender, and capacity building and development.

Everyone within the organization including Headquarter staff, volunteers and provincial branches must be able to access, understand and implement these policies. It is equally important that the authorities, agencies and organizations with whom we work with on a daily basis or in times of crisis, are aware of the nature and content of these policies.

## **I-EMERGENCY RESPONSE GUIDELINE**

### **Introduction:**

Emergencies can be on any scale, affecting a single household or a local community, causing disruption at the village or even national level. Emergencies are defined as life threatening situations which put people at risk of death or severe deterioration in their health status or living conditions, and which have the potential to out-strip the normal coping capacity of the individual, family, community and state support systems. In addition, emergencies affect men and women differently, and they in turn have differing ways of coping with emergencies.

In the context of Cambodia, these emergencies are usually associated with the annual flooding of the Mekong River and the lack of adequate rainfall resulting to agricultural and food security concerns. We must be able to act in all these life threatening situations regardless of the scope of the emergency, and its actions must be governed by the same policy regardless of the size and level of the response.



## Scope

This emergency response policy establishes the basis of our emergency response and applies to all types of emergency response whether carried out by provincial branches, by CRC itself, or by the CRC acting collectively with the International Federation, UNDMT members or with other humanitarian relief agencies.

## Statement

We, at the Cambodian Red Cross, shall:

**1. Seek to assist the most vulnerable people in emergencies.** Our response to emergencies seeks to protect the life and health of the individual and to ensure respect for the individual through assisting those most affected in obtaining adequate access to basic life support needs. These encompass at a minimum:

- Adequate safe water and sanitation.
- Adequate food.
- Adequate health care including psychological support.
- Adequate shelter.

Assistance must be carried out in a manner that does not add to the threat of violence against the assisted population.

**2. Recognize the Red Cross role as auxiliary to the government in humanitarian services** and thus will not replace or undermine the roles and responsibilities of government institutions and agencies, such as the NCDM and other government ministries and agencies, when their potential for appropriate action exists. In addition, it will not replace or duplicate the work that other humanitarian agencies, particularly the UN Agencies, are mandated to carry out.

**3. Undertake emergency response according to the Fundamental Principles of the Red Cross and Red Crescent** and apply the principles and spirit of the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief.

**4. Work within our competence and the International Federation that supports us.** Rely on and maximize, but not be limited by, local capabilities and coping mechanisms. Programme beneficiaries, men and women, must be meaningfully involved in the planning and implementation of emergency response.

**5. Base our actions on appropriate disaster preparedness programming and planning.** Our emergency response programs are designed and implemented to maximize the possibility of beneficiaries speedily returning to their normal lifestyles, or where this is not possible, to attain a quality of life as free from external aid as possible.

**6. Work towards self reliance and sustainability** by programming our assistance to take into account the long term effect of emergency assistance on future development opportunities. We should take responsibility in ensuring that the relevant departments, particularly the DMD and PD actively plan and pursue their capacity building during emergency assistance operations.

7. **Continue until the acute threat to life and health has abated** or, in situations of prolonged threat, until the needs can be more appropriately addressed within the framework of rehabilitation mechanisms.
8. **Maximize the strategic advantage of the International Federation by 'working as a Federation' to mobilize all appropriate resources**, including the regional structures of the Federation (i.e., RDMC), and the Geneva Headquarters while ultimately building on its own operating capacity.

## **Financial Resources**

The primary tools for our emergency response fund-raising are the national and international Emergency Appeals. National Appeals are launched by us within the country while International Appeals are launched by the Federation Secretariat. The Appeal process is governed by Red Cross regulations and, internationally, by the Principles and Rules for Disaster Relief.

## **Human Resources**

Recognizing the vital role of human resources in emergency operations, we must ensure the proper identification, placement, retention, development, support, administration and management of suitably qualified, trained and experienced personnel to work in the service of the most vulnerable. We must be vigilant to minimize the risk to the safety and security of Federation delegates, staff and volunteers working for the programs.

## **Information Resources**

We recognize data and information as key resources in its emergency response. Hence, we remain committed to establish ourselves as a reliable and timely source of disaster related information. Information systems will be designed and implemented in order to maximize:

- the speed, efficiency and effectiveness of emergency response.
- the security and safety of beneficiaries, staff, volunteers and fixed assets.
- the timeliness, accuracy and clarity of reporting and accountability systems.
- the involvement of beneficiaries and local organizations.

## **Physical Resources**

We shall clearly define the required physical resources, ensure that quality standards are in place, that delivery is timely, that stocks are adequately maintained and distribution controlled. Physical assets not used in the emergency response program or surplus to operational requirements, as the program scales down, should be deployed to support other emergency programs when no longer needed for the emergency at hand, subject to national government regulation.

Consistent with the above, the impact of local purchase upon the local economy and well-being of the population should be assessed to ensure that such actions do not cause undue harm. Program officials should refrain from duplicating infrastructures when existing or commercial enterprises can provide the necessary support.

## **Responsibilities**

Everyone at the CRC and the International Federation have a responsibility to ensure that all emergency response operations and programs are carried out in compliance with this policy; that all staff and volunteers participating in emergency response programs should be made aware of the rationale and details of the policy; and that all relevant governmental, inter-governmental and non-governmental partners are adequately informed of this policy.

## **Cooperation with UN Agencies**

In order to maintain a coherent approach that will preserve the Movement's unity and independence, we shall keep the Federation and/or ICRC informed should we wish to conclude a cooperation agreement with a specialized agency of the United Nations. In particular, we shall keep the Federation and/or the ICRC informed of any negotiations likely to lead to a formal agreement with the UNHCR which should be undertaken in association with the Federation and/or the ICRC.

## **II-DISASTER PREPAREDNESS GUIDELINE**

### **Introduction:**

The readiness to predict and, where possible, prevent disasters, reduce their impact as well as respond to and cope with their consequences at local and national levels is central to our work. This work, a critical link to development, essentially involves reducing the vulnerability of households and communities in disaster-prone areas and improving their ability to cope with the effects of disasters; strengthening our organizational and personal capacities in disaster preparedness and post-disaster response; determining our strategic role and mandate in national disaster plans; and participation in regional networks of National Societies that will strengthen the International Federation's collective impact in disaster preparedness and response at the international level.

### **Scope:**

This policy establishes the basis of our actions in disaster preparedness. It applies to all types of disaster preparedness activities at local, national, and regional levels whether carried out by a single provincial branch, by CRC itself or by the CRC acting together with the International Federation.

### **Statement:**

We, at the Cambodian Red Cross, shall:

- 1. Recognize that disaster preparedness should be one of our primary activities,** regarding it as the most effective way of reducing the impact of both, small and localized, as well as large-scale disasters. Actions at the commune, district and provincial and national levels should be in line with and complemented by the actions of the Federation at the international level.

2. **Recognize disaster preparedness as an effective link between emergency response, rehabilitation and development programs** and strive to build disaster preparedness and risk reduction in the programming of the other key areas of our work such as in the health sector.
3. **Recognize our role in disaster preparedness as complementary** to government and thus will not replace state responsibilities. In addition, we should actively advocate with the government, through the NCDM, on the need, focus and nature of the National Contingency or Emergency Plan and encourage the assignment of clear roles and responsibilities for ourselves and other disaster management organizations, supported by appropriate agreements and legislation whenever feasible.
4. **Advocate, where necessary, with government (e.g., NCDM), donors, non-governmental organizations and the public, the need for effective disaster preparedness and risk reduction strategies and measures.** We should contribute to raising awareness of hazards, reducing levels of risks and enhancing coping mechanisms adopted by society and mitigation programs, such as those in early warning systems and community-based disaster preparedness programs, that may reduce the loss of lives and property when a disaster strikes.
5. **Strengthen the organizational structures at national and local levels required for effective disaster preparedness.** In particular, prioritize the strengthening of provincial branches and the mobilization and training of Red Cross/Red Crescent volunteers in high-risk areas and through CBDP programs at commune and village levels. We should ensure our readiness to be part of the Federation's international disaster response programming. Integrate or harmonize such activities with internal institutional development and other relevant program areas.
6. **Improve coordination** by promoting better cooperation and partnerships between ourselves, the Federation, ICRC, the NCDM, non-governmental organizations, UN Agencies and other disaster response organizations at commune, district, provincial, national, regional and international levels.
7. **Identify those persons, communities and households most at risk to disaster** through assessment and analysis of risks, vulnerabilities and capacities (e.g., Vulnerability and Capacity Assessment) as a basis for prioritizing location and focus of programming activities.
8. **Raise awareness of disaster hazards and levels of disaster risks** through public education, encouraging vulnerable people to take preventative and mitigating actions where possible before disaster strikes. Ensure that the knowledge from prediction and early warning systems can be accessed, understood and acted upon by local communities
9. **Improve the ability of vulnerable communities to cope with disasters through community-based disaster preparedness strategies** that build on existing structures, practices, skills and coping mechanisms. Recognizing that a community-based approach is the best guarantee that improvement in disaster preparedness will be realized and sustained, the assisted population must participate in the planning and preparation for disasters. All activities and programs should be sensitive to issues of gender, generation and the needs of vulnerable groups, such as the disabled.

10. **Strive to mobilize and provide the financial, material and human resources required to carry out appropriate and sustainable disaster preparedness activities.** In particular, maximize the strategic advantage of the International Federation to mobilize all available resources and participate in regional networks of National Societies that will strengthen the Federation's collective impact in disaster preparedness.

#### **Responsibilities:**

The CRC, through the DMD, has the responsibility to ensure that all disaster preparedness activities and programs are carried out in compliance with this policy; that all staff and volunteers participating in such programs are aware of the rationale and content of the policy; and that all relevant governmental, intergovernmental and non-governmental partners are adequately informed of this policy.

### **III-INTEGRATION GUIDELINE ON DISASTER MANAGEMENT AND DEVELOPMENT**

#### **Introduction:**

Practical experience of Red Cross National Societies all over the world, supported by research, provides strong evidence that relief should take into account the long-term implications of emergency assistance on rehabilitation, recovery and development. On the other hand, development planning must identify disaster risks. If these mutually complementary approaches are not used, then opportunities to reduce or mitigate the impact of disasters on communities and to strengthen National Societies' disaster preparedness capacities are lost. Aid programming which restores the pre-disaster status quo may inadvertently perpetuate vulnerability. There is a clear need to look for ways to integrate relief, rehabilitation and development.

The Red Cross is an important actor in the response to and rehabilitation after natural disasters. Each type of disaster whether droughts, floods, earthquakes, civil disturbances, industrial accidents or other offers different opportunities to link and integrate response, rehabilitation and development. Interaction of relief, rehabilitation and development requires an analysis of the broader political, social and economic context. In structural crises for instance, the response to immediate needs has to appreciate the risk of creating social or economic distortions. In a protracted disaster there may be a need to rehabilitate the livelihoods of households and communities also during the ongoing emergency. Root causes need to be identified and exposed. The most important element to ensure that both short-term and longer-term needs are addressed is to support the capacity of the National Society to work with vulnerable communities.

#### **Scope:**

This policy is adopted from the existing policy framework of the International Federation on relief, rehabilitation, disaster preparedness and development and the various sector policies. It outlines our basis for linking or integrating the different policy areas and applies to activities at local and national levels. It aims to increase the effectiveness of our actions, as a whole, with the ultimate goal to reduce vulnerability.

**Statement:**

We, at the Cambodian Red Cross shall:

1. **Change attitudes that treat relief and development as isolated activities.** Relief should always consider the medium- and long-term needs of beneficiaries and seek to increase the capacities of communities in disaster-prone areas. Our relief activities should lay the foundation to rehabilitate livelihoods in such a way that they emerge as more resistant to shocks in the future.
2. **Emphasize that the integrated planning** and programming of relief, rehabilitation and development activities and services require close consultation with the people affected at the community level and other service providers. Provincial branches should act as the main facilitator in this process.
3. **Use relief as an opportunity to enhance local capacities.** Identify and build upon coping mechanisms, use local material and resources and take measures that regenerate livelihoods and local economies. There is a need to adapt programming to the socio-economic, cultural and environmental context as well as to understand gender-related needs. Employ participatory methodologies in assessment and programming.
4. **Ensure that relief does not inadvertently reinforce tension or conflict within or between communities.** In unstable and post-conflict situations design programs that contribute to co-operation and reconciliation by building upon shared needs and common beliefs.
5. **Incorporate recovery indicators into relief operations** to allow for smooth and timely shifts between relief and rehabilitation.
6. **Recognize the need for our disaster planning** to be based upon an assessment of vulnerabilities and capacities, a prioritization of the most disaster-prone areas, and a recognized and clear role in the overall disaster management of the country. Such planning will ease the transition between relief, rehabilitation and development and facilitate risk reduction in the future.
7. **Use disaster preparedness programs as an essential link between relief, rehabilitation and development** that build capacities at the community level as well as in the provincial branches to better cope with future disasters, reduce vulnerability and thus enhance development prospects.
8. **Understand our key role in linking relief, rehabilitation and development** and that we should seek International Federation assistance and support to fulfill this role. Country and provincial strategies need to provide orientation for participating partners on how to support the capacity building of the provincial branches along integrated lines.
9. **Contribute towards more systematic coordination** and improved working methods for joint assessments and planning and the exchange of data and information between all local and international disaster management actors in the country.
10. **Underline the importance of humanitarian advocacy** to promote solutions to root causes and ensure better linkages between relief, rehabilitation and development. Ensure that donor funding budget lines reflect that understanding.

**Responsibilities:**

CRC management has the responsibility to ensure that all activities and programs are carried out in compliance with this policy; that all staff and volunteers are aware of the rationale and content, and that all relevant governmental, intergovernmental and non-governmental partners are adequately informed about it.

<b>IV-FOOD SECURITY AND NUTRITION GUIDELINE</b>
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**Introduction:**

Following the 1996 World Food Summit declaration, this policy, defines Food Security as a condition that exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food for a healthy and active life. In recognition of this right to food<sup>1</sup> and the increased vulnerability of households to food insecurity as a result of disasters, we shall, whenever practical and feasible, participate in local and/or international efforts on food security programming that may be conducted to improve the availability, access to and utilization of food.

Food security programs span the relief to development continuum by reducing the risk of, mitigating against and where necessary, providing relief and recovery from disasters to the most vulnerable households. Food security programming can also be a key component of programs in support of chronically ill people including people living with HIV/AIDS, TB and other communicable diseases. Such households with chronically ill people also require food security programming as production or income-earning opportunities diminish as a result of care for sick individuals and the loss of labor associated with the illness.

Food security programming can encompass many different interventions depending on the objective of the program. Examples of food security interventions include water for irrigation, livestock or health, seeds distribution or seed bank development, cash or food for work projects and food aid.

**Scope:**

This policy establishes the basis of our action in food security in the country. It applies to all types of food security programming i.e. risk reduction, disaster preparedness, response or recovery at local, national, regional and international levels whether carried out by a provincial branches, by the CRC itself, or by CRC in collaboration with the International Federation, or other local and international humanitarian assistance organizations in the country.

**Statement:**

We, at the Cambodian Red Cross with assistance of the International Federation, shall:

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<sup>1</sup> Article 25 of the Universal Declaration of Human Rights and the relevant statement (Article 11 (1)) from the International Covenant on Economic, Social and Cultural Rights

1. **Understand and recognize our role in protecting life, which includes food security**, as complementary to Government and other actors and strive to form partnerships with the NCDM, UNDMT and other local or international humanitarian agencies in the country, to advocate and raise awareness on food security issues.
2. **Strive to build food security into national government programming in disasters** or in efforts to reduce risk to disasters as well as health including HIV/AIDS Home Care.
3. **Recognize that food insecurity may have a different impact on men and women**, on different individuals and groups of people. Programs should be designed and implemented in a diversity and gender sensitive way to consider biological, social and cultural differences.
4. **Undertake food security assessment and analysis, in partnership with other humanitarian agencies**, that demonstrates an understanding of how affected populations normally secure food, the risks, the causes and impact of disasters on the immediate and future food security and the most appropriate responses to address both transient (acute) food insecurity and longer term (chronic) food insecurity, through recognizing and supporting household coping mechanisms.
5. **Build our capabilities to undertake nutrition assessment and analysis** that demonstrates an understanding of public health in order to better determine the causes and impact of disasters as well as the effectiveness of interventions.
6. **Support primary production when it is a viable food security strategy** by ensuring that people have the means to e.g. undertake agricultural production, fish, or rear livestock, in an economically and environmentally sustainable manner for consumption or exchange.
7. **Support income generation or employment where there has been a demonstrated loss of income generation** opportunities or employment or where this is a key coping mechanism of people affected by food insecurity. Remuneration can be in kind or cash and programs should not interfere with seasonal livelihood activities.
8. **Support asset development**, protection or recovery where those assets support livelihood strategies or provide an opportunity for diversification of such strategies.
9. **Support access to markets both as producers and consumers to buy, sell or exchange food** and other essential items at reasonable prices and in an efficient manner. This may include advocacy at National fora or projects such as community village road construction.
10. **Provide food aid when appropriate** as either a nutrition input or as an economic input to households. Food aid should be culturally acceptable, free from undesirable long-term consequences and adhere to recipient country specifications for quality and international standards. The impact of food aid on agricultural production and the economy should be considered prior to programming. Food aid programming can take different forms including, free food distributions, food for work, complementary and supplementary feeding.



11. **Not accept or distribute donations of Dried Skimmed Milk (DSM) or other milk powder**, e.g. whole milk powder, unless this is done as part of a premix for supplementary feeding or under special circumstances where supervision of preparation and access to sufficient clean water is possible. This recognizes the inherent difficulties of ensuring adequate hygiene and appropriate use of milk powder when provided as a separate item for distribution.
12. **Promote and protect breast-feeding** in line with in-country policies on mother to child transmission of HIV through awareness raising and distribution of breast milk substitutes when absolutely necessary. In such cases where breast-milk substitutes are necessary and distributed, adherence to the World Health Organizations “International Code of Marketing of Breast-milk Substitutes” is to be demonstrated by the distributing organization.
13. **Prevent micronutrient deficiencies** through appropriate programming and wherever possible in the most sustainable way through community-based health and nutrition education as well as advocating for national legislation on public health interventions, e.g. iodization of salt. Micronutrient deficiencies arising from Vitamin A, Iodine, and Iron deficiency are of primary concern.
14. **Ensure that food security programs are adequately monitored and evaluated in a participatory manner** to ensure impact assessment and lessons learnt for National Societies and the International Federation of Red Cross and Red Crescent and that lessons learnt are disseminated and used in future programming.

#### **Responsibilities:**

The CRC management has the responsibility to ensure that all food security programming is in compliance with this policy; that staff and volunteers participating in such programs are aware of the rationale and details of this policy and that government, non-governmental partners and other humanitarian agencies operating in the country are adequately informed of this policy.

CRC also has the responsibility to identify its role in an overall country strategy with regard to food security, while using strategy 2010 as a guide to their programming. This may mean that we develop only some of the above issues or develops programming to address all of the above commitments.

### **V-REFUGEES AND OTHER DISPLACED PEOPLE GUIDELINE**

#### **Introduction:**

Currently we do not have, nor have found the need to adopt, activities and programs for internally displaced persons and others not protected by the 1951 Convention Relating to the Status of Refugees and its 1967 protocol. Should the need arise however the CRC, acting in solidarity and coordination with the organizations within the Movement, particularly the International Federation, will provide support to those in need or made vulnerable by displacement disaster. This policy provides the specific actions and activities that we will need to do for refugees and other displaced people.

**Scope:**

This policy addresses protection and assistance that may we may offer to all those that may be affected by displacement, regardless of their status and including refugees, all other displaced persons as well as those indirectly affected by the displacement such as host families and local populations. This policy recognizes, supports and is complementary to the mandate of the International Committee of Red Cross which is to ensure protection and assistance to victims of armed conflicts.

**Statement:**

We, at the Cambodian Red Cross, shall:

1. **Be ready at all times to protect and assist all victims of displacement** in accordance with their mandate and existing Movement policy.
2. **Recognize that** the causes of displacement are complex and varied and thus, resultant **need and vulnerability must be addressed within their specific context** using best practice and taking into account relevant aspects of international law (Refugee Law, Human Rights Law and International Humanitarian Law).
3. **Recognize that displacement disasters, as all other disasters, are dynamic and that we have a role to play in all phases.** What might be an appropriate intervention in the beginning may change with the time and therefore, when planning interventions. It is necessary to ensure that they are appropriate to the phase of the disaster. Five phases of displacement have been identified:
  - Early warning/prevention/preparedness
  - First emergency
  - Care and maintenance
  - Solutions (return; local settlement; resettlement to a third country)
  - Integration
4. **Recognize that the priority for intervention is the extension and expansion of existing programs** and services to specifically include the displaced.
5. **Promote and engage in the activity of tracing** in order to facilitate the exchange of family news and information, encourage and support the reunification of dispersed family members, assist in locating missing persons, provide support to the families of the missing
6. **Take into account and build upon the capacities of the displaced themselves.** We should encourage and develop such capacities with a view to maximum self-sustainability, thus working towards the elimination of apathy and dependency as well as preparation for the solution phase. Those affected by displacement disaster need to be a part of the planning and decision making process.
7. **Recognize that displacement may have different impact on men and women,** on different individuals and groups of people; as such programs should be designed, and implemented in a diversity and gender sensitive way to consider biological, social, and cultural differences.

8. **Ensure that the displaced are represented** appropriately among program volunteers and staff both in terms of numbers and position.
9. **Advocate actively on behalf of those affected by displacement.** Such advocacy should work towards:
  - ensuring access to internationally agreed procedures of protection and to services in accordance with law and basic rights
  - Promote awareness of the law which protects refugees and other displaced persons which includes International Humanitarian Law, Human Rights Law, Refugee Law and The Guiding Principles on Internal Displacement which are a useful compilation of existing law for the protection of internally displaced persons.
  - linking local, regional and global concerns
  - promoting the equal value of all human beings and the fighting of all forms of discrimination, racism and xenophobia
  - fair, efficient systems and regimes for those seeking and gaining asylum
  - the peaceful resolution of conflict and the reduction of violence
10. **Work together with other components of the Movement,** to ensure the highest level of co-operation and collaboration in providing protection and assistance to all those affected by displacement
11. **Cooperate and collaborate** with authorities, the UN system and the NGO sector in the best interests of all those affected by displacement.
12. **We have an obligation to inform the International Federation Secretariat and/or the ICRC of any negotiations** likely to lead to a formal agreement between us and any United Nations agency or any other international organization.

#### **Responsibilities:**

The CRC, with support of the International Federation, have a responsibility to ensure that all activities and programs designed to prevent displacement and to mitigate the effects of displacement disaster are carried out in compliance with this policy as well as the Fundamental Principles and Rules of the Movement; that staff and volunteers participating in such programs are aware of the rationale and content of this policy; and that all relevant governmental, intergovernmental and non-governmental partners are adequately informed of this policy. In situations of conflict and internal strife, National Societies and the Federation will co-ordinate their actions with ICRC.

### **VI-CAPACITY BUILDING AND DEVELOPMENT GUIDELINE**

#### **Definition of Development:**

Development, as it is referred to in this policy, is defined as the process by which communities, families and individuals grow stronger, can enjoy fuller and more productive lives, and become less vulnerable. Development shall also be taken to mean the strengthening of our Red Cross organization so it can carry out its humanitarian mandate.

#### **Principles:**

The rationale for our development work lies in our humanitarian mandate: to prevent and alleviate human suffering wherever it may be found, and the challenge to improve the situation of the most vulnerable. Capacity building - of people and institutions - is at the centre of our development work. It complements the work of the government and other organizations.

### **Approach:**

Capacity building requires that the people who are to benefit participate as much as possible, taking gender considerations into particular account. Development programs shall be based on an analysis of the vulnerabilities and capacities of the people involved. This approach helps people help themselves by building upon their existing resources, strengths and skills. Development programs should be sustainable in the long run.

Organizational capacity building, or institutional development, aims to strengthen the CRC and its local network in order to achieve the characteristics of a well-functioning Society. Continuous improvement shall be pursued through regular self-assessments and other institutional development measures.

In developing our resources, we shall give particular attention to the development of the provincial branches, volunteers and staff. Sources of funding shall be diversified and consistent with the Red Cross and Red Crescent mission. Beneficiary contributions and other forms of cost recovery should now play an important role in our resource development.

### **Programme Focus:**

Our programs are primarily in three sectors: health, social and disaster preparedness. Priority needs shall be addressed on the basis of sectoral policies, Red Cross and Red Crescent criteria and the CRC strategic plans. Disaster response, development and service delivery programs shall be properly balanced and mutually reinforcing.

### **Development Planning:**

We should develop a comprehensive capacity building development plan. The plan shall be based on priority needs in accordance with the CRC's mission and strategic plans. It shall reflect what we can reasonably and effectively do. Partners should be consulted about the development plan and its various programs. Monitoring and evaluation as well as accounts and audits are the essential program tools.

### **Development Cooperation:**

Development cooperation is a mechanism by which Red Cross National Societies shall help build each other's capacity to carry out the global humanitarian mandate of the Red Cross and Red Crescent. Development assistance in Cambodia shall be channeled through the CRC to maximize the potential of the Federation. It shall be administered with economy, efficiency and effectiveness. Development cooperation shall be carried out within agreed guidelines and procedures. Delegates may be employed, with the consent of the CRC, to provide support and monitoring, to complement local expertise and to improve skills.

## **Responsibilities:**

The CRC has the responsibility for its own development and all Red Cross and Red Crescent activities within its country. Other Societies may contribute to our activities and programs in accordance with our development plan. Development cooperation shall be based on mutual respect for the particular responsibilities of both the Federation and CRC. The Federation promotes and facilitates our development process and plays a leadership role in the coordination of international development assistance.

## **VII-PSYCHOLOGICAL SUPPORT GUIDELINE**

### **Introduction:**

Addressing the psychological needs of populations affected by crises has become a prominent concern in international humanitarian assistance. The need for this approach is supported by research findings, that people closest to disasters are more at risk for physical and psychological disorders, harmed mental functioning, and antisocial behavior.

Over the next few years we shall endeavor, to the extent possible, to address this concern by focusing on two target groups who would benefit from information on stress reactions and concrete psychological support: a) the vulnerable people affected by disaster or living under stressful conditions, and b) volunteers and staff engaged in disaster response and community programs.

For purposes of this policy, psychological support shall apply across the range of humanitarian activities, being relevant to disaster preparedness, disaster response, first aid, and emergency health and development programs.

### **Scope:**

Our Psychological Support Policy is based on the International Federation's Strategy 2010 and the International Federation's Health Policy. This will apply to any type of psychological support activity to be carried out by CRC or any of its branches, staff or volunteers or in acting collectively with the International Federation, noting that:

- Health is a state of complete physical, mental and social well-being and not merely the absence of disease and infirmity (WHO 1948) and is an inalienable right of all people without any regard to race, religion, color, nationality, sex or origin;
- Psychological support should be adapted to particular needs and attributes of the situation and people concerned, including the affected population and volunteers and staff, by helping them in accepting the situation and coping with it;
- Psychological support should take into account issues such as: local human resources, building capacity, enhancing resilience, networking, advocacy, and coordination with other actors when addressing the psychological well-being of a population.

**Statement:**

We, at the Cambodian Red Cross, shall:

1. **Include a psychological perspective in every area of intervention** as a basis for identifying the needs of the population to be assisted, including the needs of the care providers;
2. **Integrate psychological support as a component** in disaster preparedness, disaster response, tracing, first aid and emergency health programs. It should only be designed as a vertical program when local circumstances warrant this;
3. **Provide psychological support as a long-term and reliable commitment** to ensure that the psychological aspects of relief work are professionally implemented and make a crucial difference to the population, volunteers and staff affected by disaster;
4. **Adapt the provided psychological support services to the special characteristics** of the community and individuals involved;
5. **Refer people with marked psychological reactions or disorders to appropriate health and care facilities;**
6. **Recognize the role and value of volunteers in psychological support** by providing the opportunity for training and guidance by experienced professionals;
7. **Utilize stress management, security measures and skill development** in promoting safe environments for volunteers and staff while dealing with disasters or long-term multiple loss;
8. **Work collaboratively with relevant government institutions and agencies, non-governmental organizations and other civil society organizations**, academia, media and private sector, ensuring transparency, accountability and ongoing dialogue with the beneficiaries, volunteers and staff involved.

**Responsibilities**

The CRC, with support from the International Federation, has the responsibility for ensuring that all psychological support programs and/or activities are in compliance with this policy; that all staff and volunteers are aware of and adhere to the rationale and the details of this policy; that staff and volunteers are equipped with the necessary skills and tools to implement psychological support activities; and that all relevant partners are adequately informed of this policy.

The CRC, through the DMD, has the responsibility for ensuring that programs achieve optimum impact on the development of the capacity of the individuals, communities, volunteers and staff involved by building a system for ongoing monitoring and evaluation into all psychological support activities.

- **Integrate/mainstream psychological support** in disaster preparedness, disaster response, tracing, first aid, health, social welfare, youth, and organizational development;

- Promote a community-based approach and ensure community involvement in needs assessment, decision-making, program identification, implementation, monitoring and evaluation;
- Promote coordination and collaboration between organizations and agencies working with psychological support;
- Implement psychological support in the acute phase of complex emergencies and major disasters as a component of disaster response, tracing, first aid or emergency health (or in rare occasions as a vertical program), including management and supervision of volunteers;
- Implement psychological support in the rehabilitation phase of a crisis as applied in the acute phase paying attention to humanitarian and ethnic/religious issues, organizational development and partnership building;
- Implement psychological support as part of development programs such as disaster preparedness, first aid, community health, social welfare, youth and organizational development, including close collaboration with the government structure.

**The International Federation should:**

- Develop an overall psychological support strategy and guidelines to support the implementation of this policy;
- Integrate/mainstream psychological support into the International Federation's assessment methodology, training courses, disaster preparedness, disaster response, tracing, first aid, health, social welfare, youth and organizational development programs where appropriate;
- Develop standards within psychological support training and produce scientifically-, technically-, and culturally- sound training materials;
- Provide technical training and support in project design and mainstreaming of psychological support to National Societies and to Federation delegations;
- Provide a protocol for volunteer and staff care, including care of the care providers;
- Provide information on psychological research findings and psychological support programs;
- Promote coordination and collaboration between organizations and agencies working in the psychological field;

Provide advocacy on the importance of psychological support, and support National Societies in international lobbying for funding psychological support activities.

## VIII-GENDER GUIDELINE

**Introduction:**

The rationale for integrating a gender perspective in our activities lies in the Red Cross and Red Crescent humanitarian mandate - to prevent and alleviate human suffering without discrimination. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits, or in access to services. The purpose of this policy is to define the main approach used by the International Federation, and adopted by the CRC, on how to address gender issues in all its actions.

**Scope:**

Our focus will be on *gender*, rather than specifically on women. Gender refers to the roles, responsibilities, needs, interests and capacities of both men and women. These are influenced by social and cultural factors. Therefore the term "gender" does not replace the term "sex" which refers exclusively to biological differences. Men and women often play different roles in society and accordingly they may have different needs. A gender perspective is required to ensure that men's and women's specific needs, vulnerabilities and capacities (set in the broader context of class, ethnicity, race and religion) are recognized and addressed.

This policy establishes the basis for our actions to ensure that the gender differences are taken into account and dealt with in relation to core programs as defined in Strategy 2010, such as disaster relief, disaster preparedness, health and promotion of humanitarian values.

**Statement:**

With regard to gender issues, our goal is to ensure that all our programs benefit men and women equally, according to their different needs and with the input and equal participation of men and women at all levels within our organization. We are committed to taking the necessary steps towards achieving this goal, in particular recognizing that:

- Natural disasters, conflicts, social and political instability may affect men and women differently and that our emergency response and long-term humanitarian assistance may also have a different impact on men and women;
- The integration of a gender perspective into our action is an important strategy towards the fulfillment of our humanitarian mandate to improve the lives of the most vulnerable;
- We operate in all areas of the country with a variety of cultures; as such it needs to take a culturally sensitive approach with regard to mainstreaming a gender perspective in our work;
- The full participation of both men and women in all our actions not only ensures gender equality, but also increases the efficiency and effectiveness of the work of the organization;
- One of our primary tasks is to ensure gender sensitivity in their existing programs, we may also implement projects to assist special groups of men or women, if local situations so require.

To achieve its goal, we shall:

1. **Put in place institutional procedures** which ensure that the needs of boys, girls, men and women are all met equitably in disaster response, vulnerability reduction and the provision of health and other services;
2. **Formulate measures** to ensure that gender-specific vulnerabilities and capacities of men and women are systematically identified and addressed;
3. **Ensure that data on beneficiaries is disaggregated** by sex for needs assessment and program planning and gender analysis is integrated into program design, delivery, monitoring and evaluation;



4. **Design strategies for capacity building in gender mainstreaming** as part of institutional development program with special attention to staff training on gender analysis skills;
5. **Ensure that reporting and accountability mechanisms for activities and results in gender mainstreaming are put in place.** This includes performance evaluations, budget allocation analysis and actions to enable the full participation of men and women on an equal and meaningful basis in all our activities, at all levels.

#### **Responsibilities:**

The *senior management* of the DMD is responsible for:

- Increasing awareness and skills of DMD staff and volunteers in considering the social differences between vulnerable men and women when designing, implementing, monitoring and evaluating programs;
- Conducting a systematic review of the DMD procedures to put in place gender analysis as part of programming or improving the existing systems;
- Enabling a gender balance in the different levels of the DMD structure, in particular to involve more women in the decision-making processes at all levels;
- Ensuring equal opportunities among female and male staff members and volunteers in the areas of recruitment, promotion, benefits, training and working conditions.

The *governance* of the CRC and the Federation is responsible for assessing the implications of disaster management policies and decisions for men and women,

## **PART III: ANNEXES**

The following section consists of appendices of a compendium of sub-policies, implementing guidelines and references relevant to the formulation and implementation of the disaster management policies put forward in part 2 of this document.

## **Annex A**

### **CODE OF CONDUCT FOR THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT AND NGOS IN DISASTER RELIEF**

#### **Introduction**

The Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, was developed and agreed upon by eight of the world's largest disaster response agencies in the summer of 1994 and represents a huge leap forward in setting standards for disaster response. It is being used by the International Federation to monitor its own standards of relief delivery and to encourage other agencies to set similar standards.

Throughout the 1980s and 1990s there has been a steady growth in the number of non-governmental organizations (NGOs), both national and international, involved in disaster relief. In the autumn of 1994 there were over 120 NGOs registered in Kigali, the war ravaged capital of Rwanda.

Many of these agencies, including National Red Cross and Red Crescent Societies, the church agencies, Oxfam, the Save the Children Fund or CARE, have a history going back many decades and have gained a reputation for effective work. Others, more recently formed, such as Médecins Sans Frontières, have rapidly evolved to become respected operators. Along with these large and well-known agencies there are today a multitude of small, newly-formed groups, often coming into existence to assist in one specific disaster or in a specialized field of work.

What few people outside of the disaster-response system realize is that all these agencies, from the old to the new, from multi-million dollar outfits to one-man shows, have no accepted body of professional standards to guide their work. There is still an assumption in many countries that disaster relief is essentially "charitable" work and therefore anything that is done in the name of helping disaster victims is acceptable.

However, this is far from the truth. Agencies, whether experienced or newly-created, can make mistakes, be misguided and sometimes deliberately misuse the trust that is placed in them. And disaster relief is no longer a small-time business. Today, even if those caught up in war are excluded, something in the region of 250 to 300 million people a year are affected by disasters, and this figure is growing at a rate of around 10 million a year. The Federation alone assisted some 19.4 million disaster victims during 1994.

The immediacy of disaster relief can often lead NGOs unwittingly to put pressure on themselves, pressure which leads to short-sighted and inappropriate work. Programs which rely on foreign imports or expertise, projects which pay little attention to local custom and culture, and activities which accept the easy and high media profile tasks of relief but leave for others the less appealing and more difficult ones of disaster preparedness and long-term rehabilitation.

All NGOs, big and small, are susceptible to these internal and external pressures. And as NGOs are asked to do more, and the incidence of complex disasters involving natural, economic and often military factors increases, the need for some sort of basic professional code becomes more and more pressing.

It is for all these reasons that six of the world's oldest and largest networks of NGOs came together in 1994 with the Red Cross and Red Crescent Movement to draw up a professional Code of Conduct to set, for the first time, universal basic standards to govern the way they should work in disaster assistance.

The Code of Conduct, like most professional codes, is a voluntary one. It is applicable to any NGO, be it national or international, small or large. It lays down 10 points of principle which all NGOs should adhere to in their disaster response work, and goes on to describe the relationships agencies working in disasters should seek with donor governments, host governments and the UN system. The Code is self-policing. No one NGO is going to force another to act in a certain way and there is as yet no international association for disaster-response NGOs which possesses any authority to sanction its members.

It is hoped that NGOs around the world will find it useful and will want to commit themselves publicly to abiding by it. Governments and donor bodies may want to use it as a yardstick against which to judge the conduct of those agencies with which they work. And disaster-affected communities have a right to expect those who seek to assist them to measure up to these standards.

**Principle Commitments under the Code of Conduct** for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief:

1. The Humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavor not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve program beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.

**Sponsored** by Caritas international\*, Catholic Relief Services\*, The International Federation of Red Cross and Red Crescent Societies\*, International Save the Children Alliance\*, Lutheran World Federation\*, Oxfam\*, The World Council of Churches\*, The International Committee of the Red Cross.\*, Members of the Steering committee on Humanitarian Response

<b>EMERGENCY RELIEF APPEALS</b>
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The Federation disaster response system is based on *International Relief Appeals*. The Appeal preparation process normally goes through some or all of the following stages:

- National Society's Request to launch the Appeal;
- Alert;
- Preliminary Appeal;
- Federation Appeal.

Depending on the nature of the disaster and the degree of urgency, an Appeal may be launched immediately, without an alert or preliminary appeal. However, the agreement of the Operating National Society (ONS) to launch the Appeal must always be obtained prior to it being launched.

The *request* to launch an international relief Appeal is made by the ONS to the Secretariat. If there is a Federation delegation in the country, it can assist the National Society in preparing the request to the Federation. A minimum of data must be provided to the Secretariat to allow the Appeal to be launched. The request should therefore follow the Federation Appeal format as closely as possible: the format can be used as a check-list of information to be provided. The National Society should provide additional information where available, such as survey results, Government reports, press clippings and maps. A budget estimate based on the Federation chart of accounts should also be included, indicating what the Society can itself contribute to the operation, in terms of personnel, transport, warehousing, cash or other contributions.

When the Federation becomes aware of an impending disaster - through a cyclone warning or reports of unusually heavy rains, for example - or learns of a situation that could develop into an emergency, such as a politically tense or potential drought situation, it may launch an *Alert*, to alert potential donors and National Societies providing personnel and material assistance. Based on the information received from the ONS or delegation, or other sources, the Alert describes the situation and makes an estimate of potential needs of vulnerable groups. The Operating National Society should be informed about an Alert. The Alert should, if possible, give an indication as to whether or not it is intended to launch an Appeal.

A *Preliminary Appeal* is launched by the Federation Secretariat at the request or with the agreement of the National Society concerned, as soon as possible after the disaster occurs. It is usually issued in circumstances where it is judged best not to delay the mobilization of international assistance with a professional needs assessment or preparation of a detailed plan of action and budget.

### **The Federation Appeal**

The Federation Secretariat launches an Appeal *only* at the request, or with the agreement of the National Society of the affected country. The appeal text is drafted by the Secretariat, based on the information received from the Operating National Society and delegation as appropriate. Appeals are sent to potential donor National Societies for

action, and to diplomatic missions, UN agencies, NGOs and other interested bodies for information and coordination purposes.

A number of Governments (via respective National Societies) often require that the Government of the disaster affected country launches an international appeal, in order to respond to a Federation appeal. At times though, the Federation may exceptionally launch an appeal without such a background. This requires an excellent data and information input as well as follow up - but shall be done if it is decided that the situation so requires. It should also be noted that by taking the lead in launching the appeal the Federation can mobilize the required assistance more rapidly and efficiently.

A National Society requesting the Federation to launch an international relief Appeal may wish to organize a local or national appeal to raise funds from among its own population. When soliciting aid through diplomatic channels or from other international sources, the National Societies should always ensure that such requests are in line with the Federation Appeal, and that the above-mentioned sources are properly informed about it.

## **The Federation Appeal Format**

In the event of a sudden disaster, the initial drafting of an Appeal by Federation delegates in the field in co-operation with the National Society may have to be made before all of the information requested below is available, The right balance between urgency and comprehensiveness will differ, but the intention should always be to provide as many of the following details as possible.

### **Appeal Title**

The title of the Appeal should indicate the country and the type of disaster, for instance: Central African Republic: Sudanese Refugees,

### **Appeal Date**

The date when the report was compiled and sent to Geneva,

## **1. THE DISASTER**

- 1.1 What has happened? What is the type or nature of the disaster? (Wind Strength/ Richter Scale, etc.)
- 1.2 Where has the disaster occurred? Be as precise as possible in describing the area affected and measuring its geographical scope. Is the area inaccessible, densely populated, economically poor, mainly agricultural or urban, jungle, wetland, arid, mountainous?
- 1.3 When did the disaster occur? How long did it last? Is it still going on? When is it likely/ predicted to stop?
- 1.4 Who has been affected by the disaster? How many people? What kinds of people (old, children, urban/rural, ethnic or other identifying factors where

pertinent)? How many have been killed and injured? For population movements, how many more people are expected to move?

- 1.5 Why were these victims affected? Most often due to geographical proximity, obviously, but were there any other reasons?
- 1.6 What other political, social and economic factors are likely to affect the relief operation? What other geographical, social, ethnic considerations should be or have been considered in drawing up the relief plans and in their forthcoming implementation?

## **2. THE RESPONSE SO FAR**

- 2.1 Government action, What has been the government's response to the disaster? Describe a) its publicly announced reaction, statements and plans; b) its concrete actions so far, Who is being used by the government: local authorities, police and the emergency services, civil defense forces, the army?
- 2.2 Red Cross/Red Crescent action: a) National Society b) Federation c/ ICRC
- 2.3 Other agencies' action: a) UN agencies b) Local and International NGOs
- 2.4 Coordination, Has a special co-ordination body been set up? If so, describe its members, frequency of meeting, effectiveness so far, etc, If not, is one planned? Highlight any problems or factors affecting the ability of the local authorities and humanitarian agencies to co-ordinate their response to the disaster effectively and efficiently.

## **3. THE NEEDS TO BE MET**

- 3.1 Needs assessment, has a detailed assessment of the needs of all victims been carried out? By whom? If not, when is such a study likely to be undertaken? Has the National Society/Federation carried out its own assessment? Why were these victims and needs selected? Which needs will be covered by UN agencies, humanitarian agencies and NGOs (not including the National Society/ Federation)?
- 3.2 Immediate needs, What needs have the National Society/Federation identified, or been granted responsibility for meeting? How quickly must these needs be met? What are the most urgent requirements?
- 3.3 Anticipated later needs, Evaluate later needs after the initial emergency phase, when will this consolidation phase begin? How long is it likely to last?

## **4. RED CROSS OBJECTIVES**

- 4.1 Operational objectives, List clear, detailed, realistic operational objectives in order of priority,
- 4.2 Phases of the operation, Identify different phases of the operation, their likely timeframe and the varying objectives for each phase:

What are the expected project benefits? Why are these objectives selected?

Why is the proposed solution appropriate?

What alternatives were considered but rejected, and why?

Are there any specific objectives related to the operational or institutional development of the Operating National Society that could be set because of ONS involvement in the relief operations?

## **5. NATIONAL SOCIETY/FEDERATION PLAN OF ACTION**

- 5.1 Phase One/Emergency Phase, Indicate proposed starting date and proposed finishing date, What is to be done? (Specify type of assistance, target beneficiary types and numbers), How is it to be done? (Specify ports/airports of entry; logistical details; personnel required) who is to do it? (Outline division of responsibility between the NS and the Federation, including who has responsibility for co-coordinating the operations) When is it to be completed? For internal management purposes only: who is responsible for reporting? how often will reporting take place?
- 5.2 Phase Two, Indicate proposed starting date and proposed finishing date, What is to be done? How is it to be done? Who is to do it? When is it to be completed? For internal management purposes only: who is responsible for reporting? how often will reporting take place?  
  
Repeat for as many phases as planned.
- 5.3 Capacity of the National Society, What is the administrative, managerial and operational strength and expertise of the NS headquarters' staff and of the staff and volunteers in the branches near the disaster? What resources of the National Society can be utilized? Has a local appeal been launched? What is the availability of trained and untrained volunteers?
- 5.4 Present Capacity of the Federation in the country, What are the immediate personnel, logistical and equipment needs of the delegation to be operationally effective? What will those needs be in later phases of the operation?
- 5.5 Evaluation, How will an evaluation of the programmes be carried out? Who will conduct the evaluation? When will it be undertaken?

## 6. IMMEDIATE ACTION

- 6.1 Operating National Society/Federation delegation, What will be the priority action of the NS/Federation delegation between now and the next report?
- 6.2 Federation Secretariat, Clearly specify immediate action/needs/support required from Geneva,
- 6.3 National Societies and other donors clearly specify what is expected from donors in kind, services and cash (how much),

## ANNEXES

- A. BUDGET SUMMARY. The budget summary will be prepared by the Secretariat, but in order to do that a detailed budget is needed, Use the following table as a model and give sufficient details so that potential donors understand exactly what is needed. As much as possible use the Federation logistics Service's standard list of items (units/ prices) in the calculations.

Budgets should be prepared using Secretariat standard budgeting format, following the Federation's chart of accounts:

- Supplies;
- Capital Expenditure;
- Transport and Storage;
- Personnel Expenses;
- Travel and Related Expenses;
- Information Expenses;
- Administrative Expenses (including audit and evaluation);
- Communications,

Total Appeal amount in cash and kind,.....

Less cash on hand,.....

Net request cash and kind,.....

All major budget items should be explained, Relief supplies should be listed item-by-item, clearly indicating what can be purchased locally/within the region, and what is requested in kind, The Appeal budget is presented in Swiss francs (CHF) but drafts can be presented in any currency, However, indicate the exchange rate with CHF.

- B. MAP. If possible draw a draft map of the region showing where the disaster occurred, where RC branches/delegations are located, flows of population, geographical factors that will affect the operations etc, Maps boost a reader's opportunity to picture, and therefore empathize with the disaster situation.



- C. DELEGATION ORGANIGRAM. If possible draw an organigram of the lines of authority and areas of responsibility of the proposed Federation delegation,
- D. SUPPORTING PAPERS. Include any relevant supporting papers, such as nutritional assessments, geological surveys, press clippings, etc, (these may be too bulky to attach to the appeal, but we could tell donors that they are available).
- E. DISTRIBUTION LIST. A note or Annex will be attached by the Secretariat to the final appeal showing to whom the Appeal has been directly sent

<b>DISASTER RELIEF EMERGENCY FUND (DREF)</b>
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The Disaster Relief Emergency Fund (DREF) of the Federation represents a critical disaster response tool and a valuable part of the organization's overall centrally managed and coordinated disaster response capability.

**Goal:** To provide a fast and guaranteed immediate funding in response to emergencies

**Objective:** The Federation secretariat is committed to the Fund target level of CHF 10 million in order to respond to an increasing number of requests.

## GUIDELINES

### I. GENERAL

1. The Fund shall be managed by the Federation Secretariat Disaster Management and Coordination Division (DMC)
2. Contributions to DREF shall be sought through the Federation annual DREF appeal
3. Contributions against DREF appeal shall be received from National Societies and other public and private sources.

#### A. Major Disasters

1. In case of a major disaster, a Preliminary appeal/Appeal shall be launched by the relevant regional department in cooperation with the External relations Division.
2. The Preliminary Appeal/Appeal shall thus represent the request for allocation of funds from DREF.
3. A country delegation or national society shall submit the request for DREF allocation, if needed, to DMC through the relevant Regional Department.
4. In case of sudden onset disasters, the request for DREF allocation shall be submitted within 12 to 24 hours after the disaster.
5. In case of slow onset disasters, the requests for DREF allocation shall coincide with the Plan of Action.
6. With reference to paragraph A, sub-paragraph 4), the request shall be processed by the relevant Desk Officer in the regional Department and signed by the Regional Head of Department.
7. A signed request shall be further submitted to the DMC Senior Officer in charge of DREF for further consideration and approval of the DMC Director.
8. Based on recommendations of the DMC Director, the allocation requests shall be approved after modification or rejected by the Secretary General.

#### B. Minor Emergencies

1. In case of a minor emergency, an Information Bulletin shall be issued by the relevant Regional Department, in cooperation with the External Relations Department.

2. The Information Bulletin shall thus represent a basis for the request for allocation of funds from DREF.
3. A country delegation or national society shall submit the request for DREF allocation to their relevant Regional Department.
4. A request for allocation against a minor emergency shall include a summary budget, plans for the allocation recovery, and lists of actual/potential primary donors in the operating country and a summary of financial situation in the National Society/delegation in the operating country.
5. The request shall be processed by the relevant Desk Officer in the Regional Department and signed by the Regional Head of Department. They shall make sure the request is justified and there are no other existing funds that can be used for the operation.
6. A signed request shall be submitted to the DMC Senior Officer in charge of DREF for further consideration and approval of the DMC Director.
7. Based on the recommendations of the DMC Director, the allocation requests shall be approved after modification or rejected by the Secretary General.

#### **C. Financial Regulations Governing DREF**

1. The balance in the Fund shall not be less than CHF 1 million at any time. Subject to this rule, the Secretary General shall be authorized to withdraw from the DREF:
  - a. In case of a major disaster, an amount not exceeding 15% of an emergency appeal or CHF 2 Million maximum to start up operations.
  - b. In case of minor emergencies, less visible and forgotten disasters, an amount not exceeding 1.9 Million in total, per annum, unless sufficient funding is provided enabling this limit to be exceeded.
  - c. In case of disaster preparedness/emergency preparedness activities in disaster-prone countries, an amount not exceeding CHF 500,000 in totals per annum.
2. Cash for approved allocations shall normally be made available for the field within 24 hours upon the receipt of the approval of the Secretary General in one of the following ways:
  - a. Cash sent through the fastest banking system possible from Geneva to the field;
  - b. In the field, based on the line of credit pre-arrangements with international banks used by the Federation;
  - c. In support of funding flexibility, by allowing the use of available cash/working advances in delegations and/or national societies, pending the receipt of funds allocated from DREF.
3. The funds in DREF not required for immediate use shall be invested in accordance with the Federation investment policies.
4. DREF shall be credited every six months with interest at an average short-term CHF investments made by the Federation.
5. The DREF shall be included in the Federation annual financial statement as a fund administered by the Federation and shall be subject to audit by the Federation auditors.

#### **D. Dissemination and Marketing/Fund-raising**

1. Dissemination of the general knowledge and information on DREF shall be the responsibility of the DMC Senior Officer in charge of DREF.
2. In cooperation with the External Relations Division, the DMC Senior Officer in charge of DREF shall engage in marketing and fund-raising based on the marketing/fund-raising strategy approved by the DMC Director.

#### **E. Reporting - Narrative and Financial**

1. Donor National Societies (contributors to DREF) shall receive regular electronic notifications of new allocations. The notification shall be prepared and forwarded by the DMC Senior Officer in charge of DREF.
2. The Information on the actual use of DREF allocations in the field shall reach the DMC Senior Officer within three weeks from the date of allocation.
3. While Information Bulletins and/or Operations updates prepared by the Federation delegates or national societies and processed by Regional Departments shall include the information on DREF allocations, quarterly reports against DREF appeals shall be prepared by the Senior Officer in charge of DREF and shall be posted on the Federation website.
4. Financial reporting against DREF allocations shall be determined by its nature as a rapid un-earmarked credit facility. Financial summaries/reports shall be prepared by the DMC Senior Officer in charge of DREF.

#### **F. Monitoring**

1. With cross-departmental support, permanent monitoring of allocations and reimbursements shall be carried out by the DMC Senior Officer in charge of DREF. The status shall be reported to the DMC Director on a monthly basis.

## **II. MOVEMENT OF FUNDS**

#### **A. Allocation to Projects**

1. DREF shall provide immediate release of funds and start up emergency operations prior to any donor response.
2. Allocations from DREF shall be un-earmarked and provided on recoverable basis. See below under recovery
3. The relevant Financial Analysis Officer shall be responsible for reallocation of the requested amount from the DREF account to the relevant new project account based on the request received from the relevant Desk Officer. An existing project account shall be used only in special cases approved in advance (e.g., in case of disaster preparedness activities)
4. A relevant Regional Financial Analysis Officer shall validate and advise the Desk Officer and the DREF Senior Officer about the new project code/account, following a request prepared and signed by the relevant Desk Officer.
5. A relevant delegation or the Desk Officer shall complete a payment request for the Financial Analysis Officer to process a bank transfer to the delegation within 24 hours upon the receipt of the approved allocation request.
6. A cash transfer to a delegate/national society shall be in accordance with procedures governing transfers to delegates/national societies.
7. Standard program support recovery (PSR) budgeted at 11% is applied as the same Secretariat services are required as for any other operation. Therefore, the field shall take PSR into account in their request for an allocation from DREF.

## **B. Recovery of Funds**

1. The terms of recovery shall be included in the original request for DREF allocation.
2. The recovery of allocated funds from DREF shall be carried out as follows:
  - a. It shall be the responsibility of Desk Officers to seek reimbursements of any DREF allocation to a major disaster within their emergency phase planning and budgeting. An automatic and full recovery of a DREF allocation shall be effected within 30 days coinciding with the monthly closure of accounts, based on un-earmarked cash contributions to the relevant appeal or from cash contributions earmarked for the relief, activities or services initially covered by DREF allocation.
  - b. The reimbursement shall be processed by the relevant Financial Analysis Officer based on the time limits referred to under paragraph B, subparagraph 2, line a.
  - c. It shall be the responsibility of the Desk Officers to seek reimbursement of any DREF allocations to a minor emergency within their emergency phase planning and budgeting. The contribution of any interested donor shall be allocated directly to the DREF account, up to the amount of the DREF allocation. The relevant Desk Officer shall ensure that this is clearly indicated in the Pledge management Note.
  - d. The time frame for recovery of allocations against minor emergencies or non-appeal based less visible/forgotten disasters shall be decided on a case-by-case basis (ad hoc).
  - e. In case of disaster/emergencies preparedness in disaster-prone countries, the first emergency using entirely or gradually the procured preparedness stocks shall reimburse the project that procured the stocks with DREF allocations, by reallocating the relevant expenditure to the new project appeal project as per section II, paragraph A, subparagraph 3). The DREF allocations shall then be reimbursed by the relevant Desk Officer
3. In case the allocated funds are not fully used within three weeks after the allocation and there is an unused portion of the allocated amount or a full amount on the account, the unused funds shall be reimbursed to DREF. If additional needs arise, a new request shall be submitted by the relevant Desk Officer.
4. In case timely reimbursement is not possible due to operational reasons, a request for extension must be submitted to DMC by the relevant Desk Officer.
5. If due to justified reasons (e.g., no donor interest, heavy earmarking) it is not possible to effect a full reimbursement, the available operational balance shall be reimbursed to DREF based on the written justification provided to DMC by the relevant Desk Officer.

<b>GUIDELINES OF AN EMERGENCY RESPONSE OPERATION</b>
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**Basic Actions for an Emergency Response Operation:**

These guidelines are formulated to govern field implementation of CRC emergency response operations. They are formulated so that all field activities and operations will be undertaken in accordance with CRC's disaster relief principles and in consonance with its emergency response policy. All personnel involved in the implementation of the emergency response operations shall strictly adhere to these guidelines. They are also established in order to ensure that all our actions will accrue to the benefit of **the most vulnerable** before, during and after a disaster event.

In all our emergency response operations the following shall be ensured:

- **Dissemination.** CRC disaster response policy and guidelines must be disseminated to all of CRC's provincial branches, non-government organizations, international and local humanitarian assistance organizations and local government officials and agencies so as to make clear rationale of all CRC emergency response operations and avoid any misunderstanding.
- **Training.** All CRC personnel involved in emergency response operations including Commune Council Disaster Management Committees (CDMC) members, Village Development Council (VDC) members, and volunteers shall undergo, at the least, basic training on disaster response and needs assessment, including the use of PRA tools and techniques.
- **Assessment.** A speedy and proper assessment of the needs of affected population, particularly of the most vulnerable, shall be conducted as a prerequisite to any disaster response operation. The needs assessment should lead to the identification and prioritization of the specific groups of people that have been most adversely affected by the disaster event and a determination of their actual emergency needs.
- **Implementation.** For our disaster response operations to be effective we shall ensure that these are undertaken when it most needed (i.e., at the right time) and where it is most needed (i.e., at the right place), and primarily for the benefit of the most vulnerable segments of the population and in strict compliance to all related official Red Cross principles and policies.

CRC emergency response involves the conduct of the following procedures:

**1. Preliminary Rapid Assessment**

Upon the occurrence of a disaster event, an assessment team composed of Red Cross staff and volunteers shall be immediately organized and required to do a rapid assessment at the scene of the disaster event. This assessment should be able to confirm what disaster happened, where it happened and to provide a preliminary indication of the sort of external relief assistance that might be required. For this purpose the attached Form #1 shall be used.

## **2. Needs Assessment: (NA)**

After the conduct of a rapid assessment, a more thorough data and information gathering should be conducted pertaining to what happened, where it happened, who and how many have been affected, how have they been affected, what are the emergency needs and support that the affected population will need what is the nature of the effect, and what interventions are required to alleviate suffering of the affected population. In this assessment, information should be available on the needs of the affected population especially to those that pertain to: (1) safe water and sanitation, (2) food and nutrition, (3) health care and psychological support, (4) temporary shelter and others.

### **2.1 Beneficiary Selection**

An equally critical task to be done at this stage is the identification and registration of the victims or survivors of the disaster event who will require relief assistance. To avoid misunderstanding in the determination and registration of legitimate beneficiaries, existing CRC rules and procedures in emergency response and in provision of relief should be widely disseminated to the general public. All CRC staff and volunteers are expected to strictly adhere to these regulations and procedures.

The selection of beneficiaries will be carried out after the rapid and needs assessment has been done. Beneficiary registration will be conducted twice. The first will be conducted right after the rapid assessment where disaster victims and survivors can be identified through actual observation at the scene of the disaster event. In this case, the assessment team can immediately list those visibly affected or already evacuated at safe areas and high grounds.

After the conduct of proper needs assessment, the assessment team should travel around the disaster site, going door to door to identify affected households. The assessment team should work in collaboration and coordination with the RCV network, Village Development Council (VDC) members and the Commune Council Disaster Management Committee (CCDMC) members to ensure fairness of beneficiary selection and that those most vulnerable will be identified. In addition, all of the beneficiaries are expected to conform to the selection criteria developed (See Beneficiary Selection Criteria).

### 3. Damage Need Assessment (DNA)

A thorough assessment of the damage caused by the disaster event shall also be conducted. This assessment will identify the extent and number of number of death, injuries, property and infrastructure damage and livestock loss. The enclosed Forms shall be used for this purpose. The results of the damage assessment will have to be reconfirmed and documented after the disaster occurred or after flood waters have receded.

### 4. Emergency Response Operation:

Based on the results of the different assessments conducted, CRC 's Disaster Management Department (DMD) in collaboration with relevant CRC units will begin to plan for the appropriate "emergency response" and will inform all concerned provincial branches and sub-branches of the interventions that will be taken. These may include:

4.1 Rapid distribution. This may be put into operation immediately after the conduct of a rapid assessment at the location of the disaster. The relief items that will be distributed will depend on the needs of survivors and on whatever relief provisions are immediately available. No standardized items will be required at this stage since no thorough assessment has been conducted yet.

4-2 Proper distribution.

Distribution of relief assistance should follow the process:

- Distribution location should be known in advance
- Distribution date has to be fixed
- Name or beneficiary list is required
- Coupons to confirm legitimacy of beneficiary will be required
- A list of items for distribution is required
- Visibility should be addressed
- Security and safety during the distribution should be ensured
- Gender issues and transparency should be addressed
- The designated distribution team shall have over-all responsibility for smooth emergency response operation

### 4.3 Relief Items

CRC will have three (3) categories of relief assistance corresponding to different disaster situations and conditions:

- **At safe areas or high grounds** - temporary shelter, pumping-wells, latrine (for collectively use), food, cooking utensil, sleeping material, clothing, chloramines tablets, alum, water jars or Jeri cans are the essential items



that should be provided. If necessary, water supply thru water tanks of 3000 liters and re-supplied by water trucks will be provided.

- **At the scattered evacuations sites** - Food (rice, canned fish, cooking oil, salt, cooked noodles), clothing, blanket, bed net, kroma, sarong, and similar items are the most important items for these types of disaster victims.
- **At their home site:** Households kits consisting of 21 pre-identified relief items have already been identified.

#### 4.4 Re-supply assistance:

While CRC does not usually re-supply relief items already provided, it may choose to do so should if, in its judgment, the most vulnerable segments of the disaster-affected population need some time in order to recover from the adverse effects of a disaster event. The most vulnerable segments of the population (e.g. elderly, widows with many small children, handicapped and chronically ill persons without support etc) will be monitored to determine whether they require assistance.

#### 4.5 Coordination & Cooperation

CRC shall coordinate and cooperate with relevant national and local authorities and international humanitarian agencies in all aspects of disaster response. All data and information related to the damaged and needs identified will be shared with other humanitarian organizations.

Depending on the severity of the disaster event, CRC, in coordination with all existing PNSs, the Federation Delegation in the country, NGOs, IOs and private sector will try to assist each other to find possible ways to get required resources and funds.

- In cases of a medium scale disaster - the fund-raising could be done by the President of the National Society through local media announcements or thru a local appeal to its partners including the supporter members of the Red Cross.
- In case of a large scale disaster - the appeal should be done internationally through the support of the Delegation of the Federation and the Regional Delegation based in Bangkok. The NCDM will be a key player in deciding to launch an international appeal.

#### 4.6 Monitoring

Over a period of time, the situation in the area where the disaster event occurred will change. Beneficiary needs and priorities can be expected to shift from immediate relief to rehabilitation and reconstruction. Monitoring reports are expected to identify any gaps in CRC emergency response activities and will be used to correct and improve CRC's ability to respond to future disaster events. All CRC personnel shall make sure that work is conducted to the highest standards possible so as to contribute positively to CRC credibility and reputation within the

country as well as amongst the National Societies in the region. Monitoring activities shall focus on:

- Beneficiary Needs. The needs of the victim are not always the same so CRC staff or volunteers have to continuously monitor these needs. Some of the victims will spend 30-60 days on the safe area, while others will only be there for a short time. The purpose of the monitoring is to ensure that those most vulnerable are safe during their stay.
- Donated Resources. The use of donated resources shall be strictly monitored. The purpose of this kind of monitoring is to ensure that, all donations are used correctly and are distributed to the right beneficiary in a highly transparent manner.
- Emergency Operations. This involves checking to see if all CRC staff are performing their required duties and responsibilities according to the principles, regulations and procedures prescribed by CRC. Monitoring shall also look into whether emergency operations have been adequate or not? If it took place at the right place at the right time, whether gender issues and concerns were addressed, and the presence of complaints from communities assisted.

#### 4.7 Evaluation

After each and every conduct of emergency response operations an evaluation or assessment of the entire CRC operation shall be conducted. This evaluation will focus on identification of good practices that lead to effective emergency response and also to identify key areas of improvement that can lead to a more effective and efficient emergency response operation on the future. The Evaluation Report will include information on the following:

- How qualified emergency operation was done
- What are the new lessons have been learned and to be applied for the next emergency operation
- What are the weak points that were observed and need to be reviewed
- Have sufficient assistance been provided to the disaster victims or do they need further support to recover from effects of disaster
- Planning forward to address the need of the most vulnerable victim
- Disaster preparedness activities that should be undertaken at community
- Assessment and conclusions of the entire Emergency Response Operation.

**List of References:**

1. Principles and Rules for Red Cross/Red Crescent Disaster Relief. This policy adopted during the 26th International Conferences of the Red Cross, Istanbul (1969), Tehran (1973), Bucharest (1977), Manila (1981), Geneva (1986), Geneva (1995).
2. Seville Agreement. Agreement on the organization of international activities of the components of the International Red Cross and Red Crescent Movement, November 26, 1997.
3. Code of Conduct for the International RC/RC Movement and NGOs in Disaster Relief (1994) Sponsored by Caritas International, Catholic Relief Services, The International Federation of Red Cross and Red Crescent Societies, International Save the Children Alliance, Lutheran World Federation, Oxfam, The World Council of Churches, The International Committee of the Red Cross, Members of the Steering Committee for Humanitarian Response.
4. Emergency Response Policy. This policy was adopted by the 11th session of the General Assembly of the International Red Cross and Red Crescent Societies on November 25, 1997. The policy replaces all previously established emergency response policies.
5. Emergency Relief Appeals/Concept (2001)
6. Disaster Relief Emergency Fund Guidelines. This policy was adopted by the 12th Session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies on October 26, 1999. This policy replaces all previously established disaster preparedness policies
7. Disaster Preparedness Policy. This policy was adopted by the 12th Session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies on October 26, 1999. This policy replaces all previously established disaster preparedness policies
8. Post-Emergency Rehabilitation Policy. This policy was adopted by the 12th session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies on October 26, 1999. The policy replaces all previously established post-disaster rehabilitation policies
9. Development Policy. This policy was adopted by the General Assembly of the International Federation of Red Cross and Red Crescent Societies, November 1995.
10. Red Cross/Red Crescent Development Cooperation Policy (1997)
11. Food Security and Nutrition Policy. This policy was adopted by the 8th Session of the Governing Board in Geneva, 21-23 October 2003. The policy replaces all previously established food and nutrition policies
12. Gender Policy. This policy was adopted by the 12th Session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies, October 1999.
13. Psychological Support Policy. The 7th Session of the Governing Board of the International Federation of the Red Cross and Red Crescent Societies, adopted this policy in May 2003, Geneva.
14. Refugees and other Displaced People Policy (2003 TBA) This policy replaces all previous resolutions of the General Assembly. It is complementary to Council of Delegates resolution 2001/4 'Movement Action in Favour of Refugees and internally.
15. A number of Emergency response operation's annexes are attached.