

# ANNUAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## **PAN-AMERICAN DISASTER RESPONSE UNIT**

May 2002

*This Annual Report is intended for reporting on the Federation's Annual Appeals only.*

*Appeal No. 01.25/2001*

*Appeal Target: CHF 1,672,000 (USD 1m/ EUR 1.1m)*

### *“At a Glance”*

*Appeal coverage: 67.8%*

*Related Appeals: 01.26/2001; Central America; 01.32/2001 Caribbean; 01.30/2001 South America*

*Summary Update: The first operational year of the Pan American Disaster Response Unit (PADRU) proved successful in achieving improved response to disasters such as the earthquakes in El Salvador and Peru. Further work will be carried out in 2002 in order to maximize the potential of an integrated disaster response mechanism. The regional logistics unit (RLU) is fully functional and has stocks of emergency supplies for immediate deployment. Capacity building initiatives were carried out in water and sanitation, logistics and in the training of regional intervention teams (RITs). A number of strategic alliances were built and initiatives will continue to reinforce co-operation and partnerships both with members of the Movement and external agencies.*

### **Operational Developments:**

Following the major natural disasters that struck the Americas in 1998 and 1999, reviews were undertaken by many governments, disaster response agencies, humanitarian organizations and the Red Cross Movement. As a result, the Federation, through the Americas department and the regional delegations, focused on addressing the need to improve disaster response mechanisms at all levels: the Federation Secretariat, delegations and national societies. The *Seville Agreement, Strategy 2010, the Principles and Rules for Disaster Relief, the Code of Conduct* and the *Santo Domingo Declaration*; each identified disaster response and preparedness as critical areas for attention and improved performance.

## The Pan-American Disaster Response Unit (PADRU)



The unit was established in Panama in January 2001 at the invitation and with the support of the Red Cross Society of Panama (PRCS) and the Panamanian government, with the goal *“to improve Red Cross assistance to vulnerable people affected by disasters in the Americas by reinforcing the capacity of National Societies and the Secretariat to provide timely, bold and professional disaster response services during emergencies.”*

Formal establishment of PADRU was delayed by the earthquake disasters in El Salvador in mid January and in February, since PADRU staff were fully deployed until March. In April, the unit became fully functional. Since then, PADRU has been active in both its response and capacity building roles. Coverage of the appeal at the end of the year stood at 68%; however, almost 90% of the PADRU objectives for 2001 were achieved.

Progress has been made in addressing PADRU’s role in easing the workload of regional delegations and utilization of regional resources, together with those of national Societies in the region in times of disaster, thereby reinforcing the capacity of delegations to manage ongoing programmes. Challenging, but positive experiences have resulted in lessons learned in the coordinated deployment of integrated disaster response teams combining PADRU with Field Assessment and Coordination Teams (FACT) and regional intervention teams (RITs), together with Participating National Society (PNS) components such as ERU and American Red Cross international disaster response unit (IDRU) teams.

PADRU was involved in ongoing initiatives to support the need of national societies in the Americas to participate actively and enhance their roles during disasters. Progress in training and development of human and technical resources continues to develop competence and expertise in the core areas of disaster response and disaster preparedness (DR/DP). Training of regional intervention teams (RIT)s and capacity building in the areas of logistics and water and sanitation are a priority of PADRU in order to strengthen the national societies and to ensure that they are in a position to absorb external international assistance in times of disaster.

Since the establishment of PADRU, the nature of disasters which have occurred indicates an increasing vulnerability to natural disasters, with most recently a stronger impact of climatic events such as the drought in Central America and the strong possibility of the El Niño phenomenon; an active hurricane season in the Caribbean; and seismic events, particularly in El Salvador, Guatemala, Mexico and Peru. In all three regions, increased environmental, social, political influences, together with population movements added to this equation, notably in Argentina, Bolivia, Colombia, Ecuador and Peru.

### *Objectives, Achievements and Constraints*

**Objective 1:** To establish, staff and train the Pan-American Disaster Response Unit including a regional logistics unit (RLU).



The initial staffing requirement was met early in 2001. The head of PADRU position was covered in 2001 by the DMC head of operations for the Americas and the Pacific, who had been involved in the early concept and development of the PADRU pilot project. The head of the RLU and a water and sanitation delegate were seconded from the British Red Cross. The Canadian Red Cross provided a disaster management (DM) delegate. The American Red Cross assigned a second DM delegate in September to replace the outgoing Canadian delegate. The Canadian Red Cross also funded two short-term missions for a logistics delegate to support the RLU.

As planned, all PADRU delegates participated in at least one advanced training course during the year. These included FACT, advanced logistics, water and sanitation, UN/UNDAC courses, disaster management (RITs) and preparedness (DP) courses and workshops. In addition, PADRU delegates have either managed, facilitated or participated in regional courses for national societies and PNS such as SPHERE and IDRU and the Spanish Red Cross water and sanitation ERU Course. PADRU and regional delegation local staff have benefited from participation in the above courses, including the pan regional logistics workshop held in December in Panama. In total, delegates and local staff attended 12 training courses in 2001.



The initial target of six local staff was limited in 2001 to five. The finance officer, a logistics officer with Panamanian customs experience, an office assistant, driver and warehouse/general assistant. When necessary, such as during the Peru earthquake response, training workshops, regional meetings, and rehabilitation of ERU equipment, reliable PRCS volunteers and daily workers are instantly available to augment the PADRU staff.

The PADRU facility provided by the Panamanian government through the PRCS consists of a multipurpose building and parking area including a warehouse, six offices, an operations/training room, a vehicle maintenance bay and other facilities. These have been renovated and a security system installed. As a result of the support of the IT officer and the administration coordinator from the Guatemala regional delegation, PADRU has full computer, internet and communications networks and all Federation standard management systems are in place.



It was possible to furnish the unit with most of the essential equipment required. The vehicle fleet was started with a 4x4 acquired from the fleet leasing programme with an additional landcruiser allocated for PADRU from the El Salvador operation, together with two water tankers donated by the British RC during the same operation and assigned to PADRU for future regional response.

The RLU was fully developed early in the year and operated effectively in El Salvador and Peru in support of operations. The warehouse is now fully stocked with

the following emergency response supplies and equipment:

#### Warehouse Stock Inventory at 31/02/2002

Materials/Equipment	Quantity	Unit	Comments
<b>Hygiene and First Aid</b>			
Basic First Aid and Medical supplies	812	Boxes	German RC Stock
<b>Surgical Equipment</b>			
Essential instruments and equipment	250	Boxes	German RC Stock
<b>Hospital Equipment</b>			
Audio,Radiology,Anesthesiology,Oxygen, electrical,surgical and orthopaedic equipment	133	Boxes	German RC stock
<b>Water &amp; Sanitation</b>			
Special Water Unit Equipment	1	Unit	Ex- ERU
Distribution Tanks (1,500m/30m3)	26	units	Ex- ERU
Distribution Taps	37	boxes	Ex- ERU
Storage tanks	2	units	Ex- ERU
Filtration Powder (Berkasil)	1'500	Kg.	Ex- ERU
<b>Medicines</b>			
Essential drugs and medicaments	427	boxes	German RC Stock
<b>Shelter stock</b>			
Sheets	3'384	pieces	German RC Stock
Blankets	1'340	pieces	German RC Stock
Bedframes	128	units	German RC Stock
Plastics sheeting	11'600	pieces	Framework Agreement
<b>Vehicles</b>			
Toyota landcruisers 4x4 ambulance type	2	2 door	I fleet,1 PADRU
Nissan Patrol wagon	1	4 door	PADRU
Water Tankers Isuzu	2	units	British RC
Cothes,cups,buckets,gowns, disinfectant, etc	425	boxes	
<b>Telecommunications</b>			
Mobile Cellphone Base including satphones	2	containers	Ericsson Response

Federation standard warehouse management, inventory, fleet transport control systems and reporting are in place. Progress is ongoing as regards logistics mapping, supplier databases, national society supplier lists and pre-disaster procurement contracts. Contacts initiated with WFP, PAHO, UNHCR and UNICEF in order for these organizations to benefit from PADRU warehousing in a number of strategic logistical alliances are under way and show promise.

The generous support of donors, particularly the American, British, Canadian Red Cross Societies and the Irish Red Cross and government, Norwegian Red Cross and government and the Swedish Red Cross and government, allowed a successful start up and deployment of PADRU in its dual role.

However the shortfall in the appeal target, combined with contributions received late in the year and incomplete staffing limited progress towards certain goals.

While there were considerable advantages in having the ongoing presence of the officer responsible for the early PADRU development as head of the unit, the combined responsibilities of head of PADRU and head of operations caused some difficulties. In the case of the response in the El Salvador and Peru earthquake operations, this resulted in the same person carrying out multiple roles.



As for activities between disasters, the need to cover head of operations responsibilities from the Secretariat or elsewhere hampered continuity and complicated the working environment. The HoRLU was obliged to take up the position of acting head of the unit, in turn affecting his own output. The appointment in December of a new head of PADRU will greatly improve this situation and with the ongoing presence of the head of operations in Panama, the maximum benefit in management resources can be gained.

The unit managed to reach the majority of its objectives despite the lack of a second disaster management or telecommunications delegate. However this also resulted in the need to limit some activities. With no telecommunications presence, the unit mobilized support from a number of external sources in response operations; specifically the ICRC, Ericsson and Télécommunications sans Frontières. In order to maximise the valuable integration of RITs teams and to carry out effectively the workload in early 2002, it is clear that PADRU will need to be fully resourced with the additional delegates and staff, as outlined in the 2002 appeal. PADRU local staff, 56% of whom are women, were reinforced in the new year with a logistics assistant and further recruitment for procurement and administrative staff will be carried out in 2002, as appropriate.

The PADRU base has functioned well; it is within a secure ex-US Forces base and yet is accessible to the PRCS, government offices, the airports and ports. The main constraint is that given additional interest and potential to cooperate with other agencies, there is a need for expansion as a result of limited office space. A formal request to the government through the PRCS is being given positive consideration.

The major constraint as regards the RLU has been a combination of staffing versus workload. This has been partially offset by the temporary assistance of a Canadian Red Cross logistician. The occasional lack of approved documentation, agreed standard procedures in contracts and procurement, pre-agreements with national societies and PNS created additional work and slowed down the speed and accuracy of some work.

**Objective 2:** As a resource of the regional delegations, to coordinate, and when necessary, participate in a rapid, expert Federation disaster response at the request of a National Society in the Americas facing a situation beyond its capacity.

*Details on emergency operations in which PADRU played a role are available in appeals and operations updates relating to these operations and can be consulted on the Federation web site [www.ifrc.org](http://www.ifrc.org)*

PADRU became operational in January 2001, prior to its establishment in Panama. It provided resources and services in relief, logistics, telecommunications, finance and water and sanitation. It was closely involved in the coordination of RITs, FACT and ERU teams, bilateral PNSs and national

societies in the region. As planned, PADRU was subsequently involved in almost all responses in the Americas in 2001 either as a direct component of the response or in an advisory, consultative or support role. The potentially complex decisions as regards the lead management role were in every case taken rapidly by the head of the Americas department and the head of operations. There have been challenges and learning experiences in areas such as hand over methodologies and lines of communication; however results were positive with some particularly solid improvements in service delivery to clients.



PADRU responded to the two earthquakes in El Salvador and to the earthquake in Peru (Arequipa), also to floods in Puno, Peru and Bolivia. The unit provided support in Central America for the drought operation, in the Caribbean for multiple hurricane alerts and two responses: to hurricane Iris in Belize and to hurricane Michelle in Jamaica and Cuba.

While in all cases in 2001 the Federation provided rapid and appropriate support to the national societies in the region, there was limited success in establishing pre-disaster agreements or memoranda of understanding with national societies to define the roles and responsibilities of partners in disaster response. The result, however, is an increased awareness of the need to achieve such agreements. An example is the dissatisfaction of the Peruvian Red Cross that all procurement was not carried out in Peru, but in Panama. Rapid deployment by air of the first emergency supplies from Panama was, however, effective. There are opportunities to ensure by pre-agreement that where such a tool is in place, emergency procurement could be carried out from the country in which a disaster takes place. The PADRU RLU would, nonetheless, maintain the option of deploying goods from Panama or elsewhere, as circumstances dictate.



While RITs, FACT, ERU and PADRU operated together well, it remained clear that more practice, training and communication were needed to fully reach the potential with which these integrated units may support the national societies. Valuable lessons were learned, for example the British ERU deployment in Peru proved positive, despite potential language problems. This has led to inclusion of regional logisticians in ERU training and it is expected that other specializations will be included in the future which will further boost capacity and flexibility.

PADRU supported the regional delegations to maintain close liaison with national societies in the areas of disaster preparedness, early warning and training. This cooperation, while overall much improved, has varied greatly; a particular success being coordination during the hurricane season in the Caribbean and the operation in Belize. PADRU played an important role with the regional delegations in ensuring effective and rapid disaster assessments, emergency appeals, operations updates and media communications.

Early responses and cooperation were test cases and therefore constraints in the working environment were encountered. While efforts were made over the pilot year to involve and integrate the delegations, national societies, the Secretariat and external agencies in PADRU's activities, problems arose. Full acceptance of PADRU's role and function varies and integration of RIT/FACT/ERU, the level of national society involvement and perceived roles needs to be continually reinforced to achieve the most appropriate solution to ensure optimum Red Cross response. Donors expressed considerable satisfaction, while areas of communication and participation with the delegations and national societies much varied. Further staffing and funding would have allowed more regular direct consultation and addressed some of these issues. Further discussions and training to refine mechanisms will help in perfecting the integration of PADRU within the matrix in the Americas.

**Objective 3:** To develop and deliver a disaster response training and capacity building function.

Through a number of workshops in the three regions, development of the RITs network was achieved and PADRU participated with the regional delegations or led these training initiatives. Target goals were lower than anticipated in the appeal; one SPHERE course was held, together with six other courses in various countries of the Americas including a water and sanitation/health Participatory Hygiene and Sanitation Transformation (PHAST) course in El Salvador. disaster response, SPHERE training and the Pan American logistics workshop which added



to the RITs' and national societies' knowledge of Federation systems and procedures. Four RITs members from NS in the Americas completed the FACT training course. This will ensure increased presence and participation from the region in international Federation missions

Limited progress was made in vulnerability assessments, National Society plans of action and RAS/CAS in 2001. However, missions, often through the activities of the PADRU water and sanitation delegate, took place in order to follow up emergency projects which developed into longer term community projects or national society branch work. Additional work was carried out in Haiti following an assessment mission undertaken by the PADRU DM delegate to complete a contingency plan with the regional delegation for the Caribbean and the Haitian National Red Cross Society.

Progress against objectives in this area was limited given the number of emergency responses, combined with constraints related to human resources and funding.



In terms of water and sanitation, the objective was to improve access to safe water supply and sanitation for vulnerable people during disasters and to reinforce the capacity of national societies in the region to identify, train and mobilize qualified staff in these areas. An integral part of the work has been to raise awareness of the importance of water and sanitation as an integral part of community health, and a major factor in health during emergencies.

The identification and positioning of water and sanitation personnel from Colombia in Peru, Mexico in El Salvador and trained National Society staff who worked during the operation in Belize are examples of progress in this sector. Funding and lack of technical capacity at national society level to become active in the water and sanitation sector were the major limitations to achievement of the water and sanitation delegate's planned objectives. However, lack of water and sanitation capacity within national societies in the region is currently being addressed from an institutional point of view.

The ability to begin coordination and monitoring of the proposal for implementation of Central American regional communications and telecommunications was hampered given that PADRU did not have a telecommunications delegate. PADRU has, however, initiated the centralizing of the telecommunications data base for the Americas for sat phones and other equipment in anticipation of the recruitment of a delegate in 2002. The Ericsson cell 'phone station is already on stand-by in Panama and training by Ericsson on its deployment is due to take place in early 2002.

**Objective 4 To enhance monitoring, reporting and coordination in disaster situations in the Americas.**

There has been a significant improvement in the accuracy and rapid production of assessments, appeal documents and operations reports. Efforts of the Guatemala regional delegation and FACT information response were particularly successful during the earthquake operation in El Salvador. Planning, liaison and communications with the national societies in the region, the media service of the Secretariat,



donors and external agencies as well the inclusion of the Secretariat DMC/DMIS system and the support of its development have been priorities of PADRU.

Good practical experience was gained in early warning and monitoring in the Caribbean through a positive relationship with the regional delegation for the Caribbean and the Caribbean national societies. This significantly improved alert and response in 2001.



It is clear that while the overall “marketing” of PADRU was undertaken by the team, some clients were undoubtedly better served than others. Planned development of a communications strategy for PADRU was incomplete by year end. To ensure broad coverage of the PADRU role, services and resources and to improve support of delegations, national societies and PNS are priorities for 2002.

**Objective 5 To strengthen relationships with internal and external partners.**

Progress has been made on this objective and the target number of “strategic alliance” meetings was exceeded. The most essential external alliances have been further developed and strengthened. The desire to seek and utilize partnerships beyond mere cooperation and communication is a priority.

There has been progress in furthering relations with the ICRC and UN agencies such as the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) United Nations Disaster Assessment and Coordination (UNDAC) teams, the Pan American Health Organization (PAHO), the World Food Programme (WFP), UNICEF, UNHCR as well as external alliances with Ericsson, the Inter American Development Bank, the World Bank, CARE, OXFAM, FUNDESUMA and others. PADRU invited agencies to participate in workshops and meetings, and has received invitations to participate in those of external organizations.

The relationship with the Secretariat and PNS desk officers, technical counterparts at the Secretariat and bilateral PNSs has been positive and beneficial, and an improved working methodology is developing as a result. Representatives of all partners have visited PADRU, held meetings and attended both operational and managerial discussions at PADRU, and in many cases, recommendations from the PNS are incorporated into the PADRU plan of action

The conflicting demands as a result of the management structure combined with the workload in 2001 complicated the achievement of certain objectives. The appointment of a new head of PADRU will allow the head of operations to assume fully this role, and it is expected that this will improve development of both Red Cross and external strategic alliance opportunities and will promote external relations.

## ***Conclusions***

Given that 2001 was the first operational year for PADRU following its pilot in 2000, there have been few serious constraints to its development. Significant steps have been taken through out the pilot phase and the first year of operations to ensure maximum “ownership” of PADRU. Continuing

progress has been made to include formally the national societies in the region in PADRU management and development through direct participation of the Inter American Regional Committee (CORI). It is also hoped that the PNS which are most operational in the region can be included in the PADRU steering committee which will meet several times a year to review progress and opportunities and deal with challenges.

In order for PADRU to capitalize on a successful first operational year and to have long-term sustainability, both human and funding resources are a priority for the year 2002. The commitment of existing donors is appreciated. It is hoped that, given the positive developments described above, further donors may now be interested in contributing to appeal 2002/2003.

*For further details please contact: Olaug Bergseth, Phone : 41 22 730 45 35 Phone number; Fax: 41 22 733 03 95; email: bergseth@ifrc.org*

*All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.*

*For further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>.*

John Horekens  
Head  
Relationship Management Department

Santiago Gil  
Head  
Americas Department

**INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES**

Interim report	
Annual report	X
Final report	

**Appeal No & title: 01.25/2001 Pan American Disaster Response Unit**  
**Period: year 2001**  
**Project(s): 42503, 42504**  
**Currency: CHF**

**I - CONSOLIDATED INCOME 2001, CASH, KIND, SERVICES**

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Reallocations	Goods/Services	Personnel	
Appeal budget	1,672,000				
less					
Cash brought forward	99,913				
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>1,572,088</b>				
<u>Contributions from Donors</u>					
Canadian Red Cross (DNCA)	112,925				112,925
Irish Government (DGIE)	191,984				191,984
Norwegian Govt.via Norwegian Red	162,338				162,338
Norwegian Govt.via Norwegian Red	87,413				87,413
Norwegian Red Cross (DNNO)	18,038				18,038
Norwegian Red Cross (DNNO)	9,713				9,713
Swedish Govt.via Swedish Red Cro	38,871				38,871
Swedish Govt.via Swedish Red Cro	19,441				19,441
Swedish Red Cross (DNSE)	6,597				6,597
Swedish Red Cross (DNSE)	13,190				13,190
Great Britain				106,446	106,446
Canada				40,246	40,246
USA				120,000	120,000
<b>TOTAL</b>	<b>660,509</b>			<b>266,692</b>	<b>927,201</b>

**II - Balance of funds**

Opening balance	99,913
CASH INCOME Rcv'd	660,509
CASH EXPENDITURE	-445,432
	-----
<b>CASH BALANCE</b>	<b>314,990</b>

**Appeal No & title: 01.25/2001 Pan American Disaster Response Unit**

Period: year 2001

Project(s): 42503, 42504

Currency: CHF

**III - Budget analysis / Breakdown of expenditures**

Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction		2,056			2,056	-2,056
Clothing & Textiles						
Food/Seeds						
Water		1,389			1,389	-1,389
Medical & First Aid		327			327	-327
Teaching materials		548			548	-548
Utensils & Tools		32			32	-32
Other relief supplies						
<b>Sub-Total</b>		<b>4,352</b>			<b>4,352</b>	<b>-4,352</b>
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles	169,400					169,400
Computers & Telecom equip.	35,593	27,991			27,991	7,602
Medical equipment						
Other capital expenditures	85,254	19,536			19,536	65,718
<b>Sub-Total</b>	<b>290,247</b>	<b>47,527</b>			<b>47,527</b>	<b>242,720</b>
<u>TRANSPORT &amp; STORAGE</u>						
	31,806	35,889			35,889	-4,082
<b>Sub-Total</b>	<b>31,806</b>	<b>35,889</b>			<b>35,889</b>	<b>-4,082</b>
<u>PERSONNEL</u>						
Personnel (delegates)	663,799	115,308		266,692	382,000	281,799
Personnel (local staff)	102,305	37,839			37,839	64,466
Training						
<b>Sub-Total</b>	<b>766,103</b>	<b>153,146</b>		<b>266,692</b>	<b>419,838</b>	<b>346,265</b>
<u>GENERAL &amp; ADMINISTRATION</u>						
Assessment/Monitoring/experts		2,301			2,301	-2,301
Travel & related expenses	80,992	54,314			54,314	26,678
Information expenses		1,370			1,370	-1,370
Administrative expenses	76,286	86,706			86,706	-10,419
External workshops & Seminars	242,646	9,453			9,453	233,193
<b>Sub-Total</b>	<b>399,924</b>	<b>154,143</b>			<b>154,143</b>	<b>245,781</b>
<u>PROGRAMME SUPPORT</u>						
Programme management	112,743	30,876			30,876	81,867
Technical services	33,749	9,244			9,244	24,505
Professional services	37,428	10,255			10,255	27,173
<b>Sub-Total</b>	<b>183,920</b>	<b>50,376</b>			<b>50,376</b>	<b>133,544</b>
Operational provisions						
Transfers to National Societies						
<b>TOTAL BUDGET</b>	<b>1,672,000</b>	<b>445,432</b>		<b>266,692</b>	<b>712,124</b>	<b>959,876</b>

**Consumption rate:** Expenditures versus income 77%  
Expenditures versus budget 43%