

# Appeal 2005



International Federation  
of Red Cross and Red Crescent Societies

## THE PAN-AMERICAN DISASTER RESPONSE UNIT (PADRU)

### Appeal no. 05AA040

*The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. The Federation is the world's largest humanitarian organization, and its millions of volunteers are active in over 180 countries. All international assistance to support vulnerable communities seeks to adhere to the Code of Conduct and the Humanitarian Charter and Minimum Standards in Disaster Response, according to the SPHERE Project.*

*This document reflects a global programme and related activities to be implemented in 2005, and the related funding requirements. For further information concerning programmes or operations in this or other countries or regions, please also access the Federation website at <http://www.ifrc.org>*

***Click on figure below to go to the detailed budget***

Programme title	2005 (in CHF)
Disaster Management	2,061,936
<b>Total</b>	<b>2,061,936</b>

## **Introduction and background to the PADRU appeal:**

The Pan American Disaster Response Unit is an operational unit incorporated into the Federation Secretariat's Regional Delegation structure in the Americas. Its role and function are included in the Plans of Action of the Regional Delegations in Panama and Lima and their sub-regional offices. This Appeal seeks funds to ensure that PADRU has all the essential resources and capacity to implement its objectives and meet its obligations to achieve the goals outlined in these regional plans. It should therefore be read in conjunction with the Americas Regional Appeals, the Americas Plan of Action and the Federation Disaster Management and Coordination Programme Appeal.

PADRU was created as a pilot project in 2000 by the Americas Department in response to governance directives, evaluations and recommendations detailed in reviews of emergency operations carried out in the Americas and in other regions of the world<sup>1</sup>. These directions were used to develop improved disaster preparedness, response, coordination and technical emergency support services and to strengthen the capacity of National Societies in the region in disaster preparedness and response, two core areas of the Federation's Strategy 2010.

In line with the Federation's Secretariat Change Strategy<sup>2</sup>, as it addressed disaster management and the future way of working with the National Societies, the PADRU project was also a proactive initiative to address the accepted need to improve, strengthen and further develop disaster management within the region.

The primary role of PADRU is the responsibility to act as the Regional Delegations' disaster response coordination arm. PADRU leads, coordinates, and manages regional and, most importantly, any international Federation disaster assistance in support of an affected National Society in the Americas, when so requested by that National Society through the Regional Delegation. The resources of the Regional Delegations, when available, may be mobilized to augment PADRU capacity in cases when it becomes necessary to reinforce a given activity or action. In addition, PADRU will coordinate the Federation's relations with regard to disaster response issues in the operational area with government agencies, the UN, NGOs and other agencies.

As a secondary function, PADRU contributes to the implementation of regional disaster preparedness programmes which are the responsibility of the Regional Delegations and sub regional offices. PADRU's role in this activity will focus in the area of technical support to response preparedness, consisting of Federation disaster management tools and systems that may be called upon in an emergency. PADRU thus contributes to the capacity building, organizational development and the strengthening of National Societies through their disaster management activities in the Americas<sup>3</sup>. This integrated delivery of disaster management services meets the objectives laid out in the document of the XVII Inter American Conference: *"Reducing Risks and Improving Coordination - Towards an integral disaster management system in the Americas"*

An external evaluation of PADRU was commissioned and completed in 2004. The evaluation produced a number of recommendations that are being incorporated into the Plan of Action for the Americas. It emphasized the added value PADRU has brought to disaster management in the Americas, particularly in disaster response, and recommended that the Unit is retained in its role and further developed to meet its mandate. Where ever possible, recommendations within this report have been incorporated into objectives and activities described in this appeal.<sup>4</sup>

## **The Federation: The global context**

Over the last few years, the Federation has strived to meet the challenge of building more effective disaster management throughout its membership in order to reduce vulnerability to disasters and empower Red Cross National Societies and the communities they serve to be better able to prepare for, respond to and recover from disasters. This is being implemented by building on the individual strengths of all its members and on an integrated approach to disaster management, linking all aspects from risk reduction, preparedness, response and recovery. This disaster management strategy is based on the Federation's strategic planning document "Strategy 2010". To meet this challenge the Federation has developed mechanisms and tools that allow National Societies to bring a

<sup>1</sup> A review of major operations in the Americas: Hurricanes George, Mitch and the Venezuelan landslides Federation 2000; Governing Board and the Relief Commission; Santiago de Chile Commitment; Plan of Action 2003-2007 and final documents, XVII Inter-American Conference of the Red Cross, Santiago de Chile April 2003

<sup>2</sup> "Strengthening National Societies and Delivering a More Effective Service: A Change Strategy for the Secretariat", IFRC Geneva, March 2003

<sup>3</sup> Disaster management is the integrated activities of Disaster Preparedness and Disaster Response

<sup>4</sup> The Evaluation of PADRU April 2004. Lockwood and Gelfand

focused and coordinated response to the needs of vulnerable people in the different regions of the world. In 2005, the Federation's plans will be to further develop these tools and use them in an increasingly innovative, flexible and responsive way, with emphasis on impact in the field. In an increasingly unstable and insecure international context, the Federation will continue to support its membership through the development of a disaster management policy framework. It will seek to develop and maintain strategic partnerships that allow it to reinforce and support its membership. The Federation will use its international status to highlight the objectives of its members with governments, the international and the donor community to more effectively fulfil its mandate of alleviating suffering. The Secretariat will continue to support the efforts of National Societies with the appropriate use of all disaster management tools at its disposal, highlighting their effectiveness within the Movement and the international humanitarian community.

### **The Americas: the regional context:**

In April 2003, all 35 National Societies of the Americas agreed during the XVII Inter-American Conference to the "Santiago de Chile Commitment". This commitment set specific objectives for the development of an integral disaster management system for the Americas. Latin America and the Caribbean have a high vulnerability to natural disasters. No more shocking evidence of this is needed than to recall the images of the major impact of the series of devastating hurricanes that swept the region in 2004, crippling island communities. The Red Cross, firstly through the branch networks of the National Societies in the region, supported by international assistance from the Federation, are still striving to reach these vulnerable communities to help them during and after such disasters. In Central America and the Caribbean, hurricanes and tropical storms cause further damage and hardship through flooding and landslides. Seismic activity is also very high. Volcanic eruptions and earthquakes are annual events both on the mainland in Ecuador, El Salvador, Guatemala, Mexico and Peru and on vulnerable islands such as Montserrat. Specific countries are particularly vulnerable to natural and man-made disasters. Haiti is now experiencing the consequences from deforestation in the aftermath of Hurricane Jeanne in September 2004; the Caribbean coast of Nicaragua and Honduras have increasing numbers of people living on high risk urban slopes and low lying ground. In both South and Central America, with the added risk of the El Niño effect and other effects of climate change, drought and food insecurity are real threats. In some countries, political and social unrest, open conflict, criminality, and insecurity add to the complexity of disaster management during times of emergencies. PADRU has played an important role since its launch in supporting National Societies in the Americas, strengthening their response to disasters and, where necessary, leading coordination of the Federation's network of donor societies' resources in support of these responses. In meeting the major challenges to date, PADRU has a pivotal role and mandate within the Federation's regional structure which will continue to be enhanced.

### **Background and Achievements to Date**

In 2004, PADRU responded to emergencies in 18 countries in the region, including 7 countries during the hurricane season. In total, more than 150 thousand beneficiaries were assisted in the Americas.

At least ten Regional Intervention Team (RITs) members were active throughout the year, and several RITs members were deployed during the hurricane season. In 2004 much effort went into further improving the skills and capacities of the human resources in the region and several RIT members were strengthened through workshops in Field Assessment and Coordination (FACT), water and sanitation and team leader training. Similarly, the telecommunications team was strengthened through PADRU's participation in the Federation's standard HF equipment workshop in Austria. PADRU's telecommunication's delegate, after finishing the training, was then able to train the Spanish Red Cross' Emergency Response Units.

During 2004, PADRU was able to integrate and better coordinate its work in the field, using the regional response system's tools, along with global tools, such as FACT. This coordination was particularly evident during the response to the hurricane season. PADRU has also been able to provide support to other regions affected by disaster, such as Bam, Iran, where a PADRU disaster management delegate was deployed to support the American Red Cross' relief effort.

During the 2004 hurricane season, PADRU responded from the outset of the emergencies. In support of the National Societies, personnel were pre-positioned in countries where hurricane strikes were anticipated, allowing time for preparedness measures. Over a period of 7 weeks, PADRU worked in one of the most severe hurricane seasons of recent years, resulting in the implementation of 7 operations in 6 countries; in addition, assistance was

provided in Nicaragua and Panama as a result of flooding. In total, some 350,000 kilogrammes of humanitarian aid was dispatched from PADRU to the Caribbean via air and sea.

The Regional Logistics Unit (RLU) is working on the renovation of a new warehouse which will serve as a humanitarian logistics centre. This warehouse will have access to increased port facilities and customs import and export procedures will be facilitated since it is situated in the Colón Free Trade Zone. Work towards this project was started in 2002 in accordance with the focus of the logistics strategy. Work is also proceeding on the vehicle leasing programme, the transport of relief items during the hurricane season and other emergencies, and a member of staff has been assigned to work in the area of humanitarian logistics software (HLS). As regards transport and dispatch of relief materials in emergencies, the National Societies of Central America and the Caribbean, as well as a number of Overseas Branches, have benefited in particular, and assistance was also provided to the Suva Regional Delegation, Fiji.

During the emergency operations, cooperation has been strengthened with ECHO, resulting in improved communication between ECHO and the Federation. In the same way, close cooperation has taken place with organizations such as OCHA, UNICEF, the World Food Programme and the Pan American Health Organization during the implementation of emergency relief operations.

In telecommunications, the Caribbean telecommunications network has been strengthened; in Haiti, in particular, in coordination with the ICRC and humanitarian partners, a radio communications network has been re-established facilitating liaison between the Haitian National Red Cross Society, Partner National Societies and humanitarian agencies working in the country. Radio communication is now ensured between PADRU and the Caribbean from the new PADRU telecommunications centre set up with the support of Ericsson Response.

## **Goal:**

**Red Cross National Societies in the Americas receive significant benefit through support, services, coordination, resources and training from an efficient and effective disaster management unit that contributes to increasing the capacity to successfully help people reduce risk, respond to and recover from disasters, thus alleviating human suffering.**

## **Programme Objective 1: Disaster Response**

**Upon the request of the Regional Delegations on behalf of National Societies affected by disasters, PADRU will provide a professional, effective and technically competent delivery of disaster response services and resources through well-coordinated and integrated planning.**

## **Expected Results**

**At the request of the Regional Delegations, PADRU will deliver to National Societies in times of disaster, trained human resources, essential relief supplies, professional technical and coordination services that will strengthen, enhance and, if necessary, augment their own emergency response capacities and assist in the transition from relief to rehabilitation.**

## **Activities:**

1. PADRU, in coordination with the Regional Delegations, the Americas department and the Operations Support Department in the Secretariat, will mobilize and lead regional disaster response activities, including deployment and coordination of PADRU, regional and international disaster response teams in the disaster area.
2. PADRU, in consultation with the Regional Delegations and the Federation Secretariat, will equip, reinforce and manage response team activities and tasks in support of National Societies. This will take the form of Federation Assessment and Coordination Teams (FACT), Emergency Response Units (ERU) and Regional Intervention/Disaster Response Teams (RITs/RDRT).
3. PADRU will continue to maintain, manage and further develop a well-prepared and resourced Regional Logistics Unit (RLU).
4. The RLU will ensure that essential relief supplies, equipment, procurement, air, sea and land freight services, warehousing and tracking systems, staffing and other logistics services are available for instant reinforcement of National Societies' disaster response efforts.

5. PADRU will resource, train, equip, expand, improve and deploy technical human and material resources in key sectors such as relief, water and sanitation, telecommunications and disaster information services in support of response actions.
6. PADRU will act as the focal point for the delivery of damage and needs assessments in the field and technical evaluations that are used for the production of appeals, operations updates, technical reports, logistics tracking and pipeline management as well as other essential operational documentation.
7. The Unit will maintain close links and technical coordination with both multilateral and bilateral Partner National Societies, the ICRC and external agencies such as the UN, ECHO, DFID, CIDA and NGOs to ensure close coordination and the implementation of complementary activities in times of disaster.
8. The Unit, in consultation with the Regional Delegations and the Secretariat, will strengthen and seek to develop new coordination mechanisms for networking in times of disaster between the Red Cross, governmental and non-governmental systems and regional and international agencies.
9. PADRU will contribute actively to the analysis of lessons learned and achievements of its programme which will be shared with various bodies of the Federation, including the Disaster Management Group, the ERU and FACT working groups, the Federation Governing Board's Relief Commission. The Unit will also participate in other relevant external forums and gatherings where disaster management practices are discussed.
10. PADRU will develop suitable handover plans with the Regional Delegations, in consultation with National Societies, to ensure harmonious transitions from emergency response to longer-term relief and recovery activities.
11. PADRU will continue to investigate and pilot the use of the Unit as a base for ERUs in agreement with the Red Cross Society of Panama, the ERU Officer in the Secretariat and the ERU Working Group of Partner National Societies.

## **Programme Objective 2: Disaster Response Preparedness.**

### **Expected Results:**

**At the request of the Regional Delegations, PADRU will contribute through technical support to the strengthening of the capacities of National Societies to reduce risk, prepare for, respond to and recover from disasters. Disaster preparedness and response mechanisms will be improved through systematic early warning, disaster monitoring and information sharing mechanisms.**

### **Activities:**

1. Working through PADRU's technical delegates and the Regional Delegation resources, the Federation will provide specialized disaster management training, field exercises, simulations and participation of these resources in operational deployments in the region.
2. In consultation with the Americas Department and Operations Support Department in the Secretariat, the Unit will participate in real time evaluations of operations to assess the progress and effectiveness of regional disaster management activities.
3. PADRU will be the focal point and technical resource for Regional Intervention Team (RIT)s training in the region in coordination with the regional delegations and the FACT/RDRT Officer in the Secretariat.
4. PADRU will reinforce and improve the RITs human resource and equipment data base and develop methodologies and resources, including financial support, to ensure broader participation of RITs members in disaster management operations and activities, including participation in FACT teams.
5. Where appropriate, PADRU will provide technical support to the Regional Delegations and the Disaster Preparedness/Disaster Response (DP/DR) Department of the Secretariat, assisting National Societies in the region to implement the Vulnerability and Capacity Assessment (VCA) as a planning tool for the Red Cross disaster response system. PADRU will benefit from information generated through the VCA process in order to implement effective disaster response.
6. PADRU, in coordination with National Societies and Federation partners, will test the activation of Red Cross response tools and mechanisms in exercises, simulations and trainings.
7. As a result of training initiatives:

- i. Specialized teams, supported by systems, instruments and Red Cross disaster management mechanisms, should be tested and compared with those of other agencies.
  - ii. The training of National Society staff in specific technical skills such as logistics, telecommunications, information management, health and water and sanitation will be supported whenever possible.
  - iii. This added knowledge will provide a core group of regional National Society staff with specialized skills to assist in the deployment of FACT/ERU, logistics, telecommunications, water and sanitation personnel and who form a pool of potential members of other disaster response systems in their own country or elsewhere in the region.
  - iv. Training in standardized and improved methodologies and procedures for providing timely damage and needs assessments in times of disaster will be carried out.
  - v. PADRU will work with the Regional Delegations and the Secretariat to enhance existing procedures for gathering, sharing and developing innovative new applications of disaster information, early warning and monitoring systems within the Red Cross Movement and also with external partners such as the UN, ECHO and specialized agencies.
8. In consultation with the Regional Delegations and National Societies, PADRU will identify National Society candidates to attend advanced disaster management, FACT, ERU, team leader and other relevant training courses.
  9. In consultation with the Operations Support Department and Regional Delegations, PADRU will ensure that Federation information systems, tools and response mechanisms available in the region are utilized in regional response operations.
  10. In consultation with the Americas Department, the Regional Delegations and the Operations Support Department and the DP/DR Department, PADRU will provide technical support and, as appropriate, participate in disaster preparedness activities in the region such as Vulnerability and Capacity Assessments, the Better Programming Initiative and well-prepared National Societies.
  11. PADRU will work with the ICRC in the Safer Access Module and in restoring family links in natural disasters.
  12. National Societies logistics' capacity will be strengthened and augmented by specialized training, logistics mapping and procurement pre-agreements supported and coordinated by PADRU and the RLU.

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# BUDGET 2005

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 05AA040

Name: PAN AMERICAN DISASTER RESPONSE UNIT

PROGRAMME:

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	Emergency	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0	0
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0
Teaching materials	0	19,000	0	0	0	0	19,000
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	149,369	0	0	0	0	149,369
<b>SUPPLIES</b>	<b>0</b>	<b>168,369</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>168,369</b>
Land & Buildings	0	22,550	0	0	0	0	22,550
Vehicles	0	0	0	0	0	0	0
Computers & telecom	0	0	0	0	0	0	0
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
<b>CAPITAL EXPENSES</b>	<b>0</b>	<b>22,550</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>22,550</b>
Warehouse & Distribution	0	11,180	0	0	0	0	11,180
Transport & Vehicules	0	60,876	0	0	0	0	60,876
<b>TRANSPORT &amp; STORAGE</b>	<b>0</b>	<b>72,056</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>72,056</b>
Programme Support	0	134,026	0	0	0	0	134,025
<b>PROGRAMME SUPPORT</b>	<b>0</b>	<b>134,026</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>134,025</b>
Personnel-delegates	0	730,000	0	0	0	0	730,000
Personnel-national staff	0	261,990	0	0	0	0	261,990
Consultants	0	0	0	0	0	0	0
<b>PERSONNEL</b>	<b>0</b>	<b>991,990</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>991,990</b>
W/shops & Training	0	275,000	0	0	0	0	275,000
<b>WORKSHOPS &amp; TRAINING</b>	<b>0</b>	<b>275,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>275,000</b>
Travel & related expenses	0	169,100	0	0	0	0	169,100
Information	0	10,839	0	0	0	0	10,838
Other General costs	0	218,006	0	0	0	0	218,005
<b>GENERAL EXPENSES</b>	<b>0</b>	<b>397,945</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>397,944</b>
<b>TOTAL BUDGET:</b>	<b>0</b>	<b>2,061,936</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,061,935</b>