

Appeal 2002-2003



International Federation
of Red Cross and Red Crescent Societies

PAN AMERICAN DISASTER RESPONSE UNIT

(Appeal 01.18/2002)

Click on programme title or figures to go to the text or budget

Total in 2002: CHF 1,916,067

Introduction

Following a series of natural disasters in the Americas in recent years, the Federation has been addressing the lessons learned from its experiences, together with those issues highlighted in reviews and reports undertaken by governments, disaster response agencies and humanitarian organizations. Additionally, *Strategy 2010* and the *Santo Domingo Declaration* identified disaster response and preparedness (DR/DP) as critical areas for attention and improved performance. The plan of action of the 27th international conference includes commitments from the Movement and States to “*strengthen their disaster preparedness and response capacities, including the raising of community awareness and support, both nationally and internationally, in response to changing patterns of risk and vulnerability, and through lessons learned from experience gained over the past decade, including those within the framework of the International Decade for Natural Disaster Reduction (IDNDR)*”. The Secretariat has addressed such recommendations in its new structure by creating the disaster management and coordination (DMC) and the programme coordination (PC) divisions. Disaster management (DM) is defined as the integrated application of both disaster preparedness and disaster response resources. The strategy for the Americas respects these changes by establishing a regional component, the Pan American Disaster Response Unit (PADRU), which aims to enhance the disaster management capacity of the national societies and the Secretariat, with its regional delegations, in the Americas.

The development of a stronger, more focused and better technically resourced pan-regional response capacity benefits all of the Americas. Scarce resources will be maximized through integrated and coordinated support services during major disasters or multiple lesser disasters. Furthermore, strategic cooperation will continue to be built with Red Cross partners. The workload of regional delegations during and after disasters will be gradually reduced through capacity building activities in disaster response and preparedness areas which PADRU reinforces. As a result, regional delegations will be in a position to maintain their focus on long-term capacity building programmes.

The role of PADRU is defined as follows: *“to assure high quality 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 and after emergencies.”*

This will be carried out through two main functions:

- Disaster response: the monitoring of developing disasters; delivery and coordination of timely and efficient support to enhance Red Cross response to disasters in the regions.
- Disaster response preparedness: the reinforcement and development of the capacity of National Societies to respond with their own resources to emergencies.

The Pan-American Disaster Response Unit was piloted and refined during the second half of 1999 before being introduced in the 2000 appeal. In January 2001, at the invitation of the Panamanian Red Cross and with the backing of the Panamanian government, the unit was officially established in Panama. To ensure the level of coordination required in emergencies and to add value to regional delegations, PADRU has a close working relationship with, and accountability to, the heads of regional delegations, and through them, with the national societies of the region. In the area of disaster response preparedness, PADRU will maintain close liaison with the disaster preparedness delegates in the region. PADRU works closely with the Americas department within the programme coordination division, and the head of PADRU reports directly to the head of the department. At the same time, PADRU works with the disaster management and coordination division through the head of operations for the Americas. Close links will be maintained with the disaster management information system (DMIS) currently being established, in order to ensure a compatibility of approach.

In 2002, PADRU will focus on the following, continuing to build on these areas during 2003:

Disaster response:

- Monitor early warning information and coordinate with regional delegations and national societies to ensure prompt and appropriate emergency response.
- Participate, lead and/or coordinate regional and international disaster response, including the integration of mechanisms such as regional intervention teams (RITs), field assessment and coordination teams (FACT) and emergency response units (ERUs) and bilateral PNS teams.
- Ensure procurement and prompt supply of quality relief items during an emergency situation.
- Seek to ensure a supply of safe water and sanitation during a disaster.

Disaster response preparedness:

- Provide capacity building in the areas of water and sanitation, telecommunications/IT in order to strengthen national society competence in these areas, of benefit both in times of disaster and in the implementation of long term development programmes.
- In coordination with the regional delegations and national societies, act as the operational and training focal point for development and deployment of regional intervention teams in each of the Americas sub regions.
- Develop the curricula for RITs training, ensure continued training initiatives and the compilation of a RITs data base to facilitate deployment.
- Ensure procurement, transportation, warehouse and fleet management, emergency stock inventory, pre-planning/contracting of relief goods and services through the regional logistics unit (RLU).
- Maintain emergency stocks and establish procurement agreements which serve both Red Cross and external partners in relief response actions.
- Support a higher standard of technical water and sanitation expertise.

During 2001, delays occurred in the establishment and operational readiness of the PADRU unit, given the concentration on emergency response following the occurrence of floods in Bolivia, earthquakes in

El Salvador and Peru and the hurricane season in Central America and the Caribbean. The head of PADRU was appointed in December 2001. Until this date, the acting head also held responsibilities throughout the entire year as operations manager for the Americas and the Pacific within the DMC division.

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Disaster Response and Disaster Response Preparedness

Background and achievements to date

The Americas are increasingly vulnerable to natural disasters as a result of climatic and environmental changes and population movements. In parallel, there is an increased awareness and attention to disaster response/preparedness among the members of the Red Cross Movement and an increased interest on the part of national societies from the region to improve their disaster response capacity.

The development of national and regional intervention teams (NITs/RITs) in the past few years has proved to be a significant initiative reinforcing capacity at both national and regional level to respond to disasters. Members of NITs/RITs have been deployed successfully during all operations in the Americas since hurricanes Georges and Mitch. The NIT members are national society personnel who receive training and who may then be selected for further training in order to respond to disasters at a regional level. RITs members are placed on a database of responders trained to high and consistent Federation standards, ready to integrate regional and international response teams.

In 1999-2000, a series of activities was carried out including provision of support during hurricanes Lenny and Keith and the Venezuela floods operation, coordination of RITs members and participation in disaster response workshops, seminars and conferences.

In January 2001, PADRU became operational with the participation of the two first members in the El Salvador earthquake response team. This operation provided a testing ground for PADRU and was also the first successful, multi-tasked FACT/RITs/PADRU deployment. The earthquake in Peru in June allowed for a full deployment of PADRU. The rapid and efficient procurement and transport of emergency supplies by air and ship from Panama under the stringent new guidelines of the British government and ECHO rapid response funding was a success. The 2001 hurricane season in the Caribbean proved to be active, and many full alert and pre-emergency response actions were coordinated with PADRU and the regional delegations. Full deployments were made for the hurricane Iris and hurricane Michelle operations which impacted Nicaragua, Honduras, Jamaica, Belize and Cuba.

Goal

- a) **disaster response:** To improve Red Cross disaster response coordination and assistance to the most vulnerable affected by disasters in the Americas through effective emergency response mechanisms.
- b) **disaster response preparedness:** To strengthen the capacity of national societies to maximize their disaster management potential in order to ensure professional, effective disaster response interventions.

Objectives and activities

Disaster Response

Objective 1: To coordinate and, as necessary, participate in rapid disaster response at the request of a national society facing a situation beyond its capacity.

Activities planned to achieve objective 1:

- Participate in assessment missions, evaluate and recommend appropriate disaster management, logistics and water and sanitation responses in emergencies.
- Support emergency response through the supply of quality relief materials such as emergency response kits and sanitation units.
- Supply water quality monitoring equipment, as appropriate, and upgrade existing specialized and mass water units for deployment within the region.
- Participate in the evaluation of small to medium disaster operations and take part in implementation of the recommendations.
- Assist national societies and regional delegations through production of information bulletins, the drawing up of appeals and develop, together with the national societies and external partners, plans of action for implementation of emergency operations.
- Facilitate funding, monitoring and reporting during the initial phases of an operation to ensure accurate assessments, appeal documents and operations reports.

Objective 2: To consolidate, by end of July 2002, the Pan American Disaster Response Unit and to further develop its capacity.

Activities planned to achieve objective 2:

- Sign a status agreement with the Panamanian government.
- Improve PADRU headquarters and the logistics base by negotiating extension of existing facilities with the Panamanian government and the Red Cross Society of Panama.
- Complete acquisition and positioning of vehicles (4x4/water tankers), water and sanitation, relief and former ERU equipment.
- Review and investigate the possibilities of increased participation and training in the SUMA logistics supply management system created by PAHO/WHO.
- Sign pre-disaster relief and procurement memoranda of understanding with seven National Societies, prioritizing those which have carried out a vulnerability assessment or which have formed part of a Federation operation in response to an appeal.
- Adopt a standard list of disaster response relief supply kits (kitchen, hygiene, food, sanitation, shelter and bedding) according to SPHERE standards.
- Recruit two additional bilingual disaster management delegates, a telecommunications delegate, together with other trainee delegates or staff on loan, if possible.
- Appoint a RITs management officer and develop a plan of action for RITs training and management.
- Complete a detailed plan of action for PADRU, together with standard operational procedures in both English and Spanish by April 2002.
- Ensure all PADRU delegates attend a minimum of one advanced training course in their discipline each year.
- Deploy two PADRU delegates to sub-regional locations.
- Complete PADRU support agreements in programme, staffing and logistics activities with four PNSs.
- Develop strategic alliances with UNICEF/WFP/PAHO on procurement and distribution
- Include a section on PADRU on the web page - "cruzroja@ifrc.org" - the America's regional web site with links to the DMC/DMIS web page.
- Participate in two FACT and one United Nations Disaster Assessment and Coordination (UNDAC) missions.
- Work with Ericsson in pre-positioning communications equipment for use in disaster response.

Disaster Response Preparedness Objectives

Objective 1: To develop and deliver a comprehensive disaster response training and capacity building service so that national society disaster response potential is maximized.

Activities planned to achieve objective 1:

- Support the consolidation and long-term development of national society relief departments.
- Provide assistance to establish long-term vulnerability, contingency and emergency plans in order to promote, facilitate and/or coordinate the drawing up of a coherent Red Cross disaster plan in the Americas region..
- Identify, through regional planning, which national societies may require specialized disaster response, water and sanitation or telecommunications assistance.
- Provide specialized water and sanitation training at national level as part of national intervention team induction and contribute to regional capacity building through specialized RITs water and sanitation workshops.
- In co-ordination with the regional delegations, identify and train RITs members in at least three bilingual training workshops, ensuring a gender balance.
- Promote and help facilitate the continual training of human resources through national and regional intervention teams using appropriate curricula and modus operandi.
- Each year, carry out two bilingual specialized regional training workshops for national society staff in logistics, procurement, transport, warehousing and systems management.
- Complete two SPHERE training workshops each year (one in English and one in Spanish). A specific module on SPHERE will be integrated in any training process.
- Provide support to regional delegations in the implementation of long-term development programmes, through expertise in water and sanitation and telecommunications.
- Host and facilitate a Pan American FACT workshop in early 2002.
- Develop sponsorship for funding national society technical staff or RITs members and present at least five RITs candidates for 2002/3 FACT/ERU training workshops.

Objective 2: To contribute to and develop improved early warning systems and communications within and between regional delegations/National Societies, and to promote knowledge-sharing to foster institutional learning.

- Collaborate with the regional and country-based disaster preparedness delegates, in organizing risk/vulnerability assessments in the top 10 high risk countries in the Americas.
- Assist in the development of needs assessment tools.
- Promote information technology (IT) and facilitate the establishment of appropriate communication, information and telecommunication systems, well integrated with the DMIS system of the Secretariat.
- Promote the sharing of disaster management knowledge and experience between national societies on the continent, PNSs, delegates and other relevant actors.
- Attend at least three regional/international disaster relief meetings/fora.

Expected Results by 31 December 2002

- Evaluations conclude that effective emergency response support is provided by PADRU in times of disaster.
- Accurate assessments of needs are carried out and well written appeals and operations updates are available.
- A status agreement has been signed with the Panamanian government and extension of PADRU headquarters agreed upon.
- PADRU will be fully staffed and appropriate equipment and standard lists of relief supplies according to SPHERE standards will be in place.

- A RITs manager will have been appointed and a plan of action for training will be in use.
- A detailed plan of action will have been drawn up for PADRU, together with standard operational procedures in English and Spanish.
- Communications equipment will have been pre-positioned with the support of Ericsson.
- A FACT workshop will have been successfully hosted in the Americas.
- Risk/vulnerability assessment missions will have been carried out in the 10 countries in the Americas which present the highest elements of risk.

Indicators

- Access to adequate stocks of emergency relief items and signature of pre-disaster relief and procurement memoranda of understanding with seven national societies.
- The availability of the PADRU plan of action and standard operational procedures which will be under implementation and in use.
- The appointment of a RITs manager and the existence of a plan of action to ensure training opportunities.
- An increased percentage of women included in the RITs data base.
- Deployment of RITS members during a disaster situation.
- Work towards the drawing up of an overall Red Cross disaster plan for the Americas region will be in progress.
- Increased involvement by PADRU in long-term development programmes implemented by the regional delegations.
- Number of RITs candidates who have participated in FACT/ERU training workshops.
- Number of potential partners external to the Movement in liaison with PADRU.

Monitoring and Evaluation Arrangements

- Periodic internal and external evaluations of PADRU performance and service quality will be carried out.
- An internal audit of activities in 2001 will take place in 2002.
- In addition to adhering to the standard reporting requirements, the Americas Department will report on PADRU activities to the Inter-American Regional Committee (CORI), the Caribbean Cooperation of the Red Cross (CCORC) and other subregional fora.
- The "PADRU Steering Committee" will be strengthened with relevant representation of national societies from the region, (channelled through CORI), and reinforcing the presence of PNS and regional delegations.
- The programme coordination and disaster management and coordination divisions will assess the benefits and effectiveness of PADRU's performance through an evaluation process in 2003, at the latest.
- Water, sanitation and hygiene promotion projects will be evaluated against measurable objectives by project personnel and the PADRU water and sanitation delegate.

Critical Assumptions

- Political and social stability in the region allow sustainable development of the unit.
- Successful negotiation and signature of the status agreement, memoranda of understanding, pre-disaster agreements and other mutual assistance instruments to facilitate action.
- Active and energetic support and participation of regional delegations and national societies in disaster management, logistics and water and sanitation activities, promoted through the PADRU appeal, will be in evidence.

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PROGRAMME BUDGETS - 2002								
Panama PADRU								
PROGRAMME	Disaster Resp	Health Care	Disaster Prep.	Human Values	IDRD	Reg. Co-operation	Co-ord. & Mgmt	TOTAL
Shelter & Construction	0	0	0	0	0	0	0	0
Clothing & Textiles	0	0	0	0	0	0	0	0
Food & Seeds	0	0	0	0	0	0	0	0
Water	0	0	12'500	0	0	0	0	12'500
Medical & 1st Aid	0	0	0	0	0	0	0	0
Teaching Materials	0	0	50'000	0	0	0	0	50'000
Ustensils & Tools	0	0	0	0	0	0	0	0
Other Relief Supplies	0	0	166'500	0	0	0	0	166'500
Subtotal Supplies	0	0	229'000	0	0	0	0	229'000
Land & Buildings	60'000	0	0	0	0	0	0	60'000
Vehicles	54'100	0	0	0	0	0	0	54'100
Computer & Telecom	11'000	0	0	0	0	0	0	11'000
Medical Equipment	0	0	0	0	0	0	0	0
Other Capital Equipment	44'900	0	17'000	0	0	0	0	61'900
Subtotal Capital	170'000	0	17'000	0	0	0	0	187'000
Programme Management	74'697	0	54'503	0	0	0	0	129'200
Technical Services	22'360	0	16'315	0	0	0	0	38'676
Professional Services	24'798	0	18'094	0	0	0	0	42'891
Subtotal Programme Support	121'855	0	88'912	0	0	0	0	210'767
Warehousing/Inspection	5'000	0	0	0	0	0	0	5'000
Transport & Vehicles	55'000	0	10'000	0	0	0	0	65'000
Subtotal Transport & Storage	60'000	0	10'000	0	0	0	0	70'000
Delegates & Expatriates	303'320	0	121'480	0	0	0	0	424'800
National Societies and Local Staff	57'600	0	10'000	0	0	0	0	67'600
Subtotal Personnel	360'920	0	131'480	0	0	0	0	492'400
Travel & Related Expenses	40'000	0	30'000	0	0	0	0	70'000
Information	0	0	0	0	0	0	0	0
Consultants	4'000	0	4'000	0	0	0	0	8'000
General Expenses	31'000	0	17'900	0	0	0	0	48'900
Training Workshops & Seminars	300'000	0	280'000	0	0	0	0	580'000
Security	20'000	0	0	0	0	0	0	20'000
Subtotal Training, Information & General	395'000	0	331'900	0	0	0	0	726'900
TOTAL BUDGET	1'107'775	0	808'292	0	0	0	0	1'916'067