

## MEMORANDUM

From Dr F. A. Soliman To Mr A. J. Manger, Chief, Date 16 April 1975  
 Responsible Officer Attention: MGT  
 Emergency Relief Operations

Our ref. Subject: MANAGEMENT SURVEY REQUEST  
 OF EMERGENCY RELIEF OPERATIONS

Your ref.

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1. REFERENCES:

This request supersedes my earlier survey request dated 6 November 1974. A more comprehensive survey is considered relevant at this time due to the fact that Emergency Relief Operations, hereafter referred to as the Operation, re-organized in late 1974 (IC/74/167 refers), has gained some experiences which need to be reviewed, and that the last Executive Board requested the DG, inter alia, "to formulate plans to enable Member States to cope with the health and other needs of populations during the recovery and rehabilitation stages following a natural or other disaster," thus enlarging the scope of the activities of the Operation, (EB55.R.62).

2. PROBLEMS:

In my view, one of the most serious problems in the Operation is the fact that it is too dependent upon individuals and does not function as a system. The difficulties experienced in early 1975 during the absence of Mr Idreos and myself demonstrate the point.

3. OBJECTIVES:

Accordingly, the survey objectives should be:

- a. To assist the Operation in,
  - i) defining its objectives and priorities;
  - ii) formulating a long-term plan which would interface with the overall coordination mechanism of the UN system and other organizations in emergency relief operations,
  - iii) identifying appropriate organizational methods.
- b. To recommend a viable system capable of responding effectively to the needs of emergency relief and rehabilitation under defined objectives.
- c. To determine the workload and number of supporting staff required by the Operation, taking into consideration the functions of the Responsible Officer as described in IC/74/167 as well as his role in relation to IC/74/86.

4. COMPLETION DATE:

I should be pleased to have the survey initiated as soon as possible and that the results be reported to me by end of September 1975.

*J. E. Sliver*

| Administrative Management |       |      |      |           |
|---------------------------|-------|------|------|-----------|
| Code                      | Init. | Act. | Date | Init.     |
| MGT-1                     | ✓     |      |      | <i>JS</i> |
| MGT-2                     |       |      |      |           |
| MGT-3                     |       |      |      |           |
| MGT-4                     |       |      |      |           |
| MGT-5                     |       | ✓    | 17/6 | <i>JS</i> |
| MGT-6                     |       |      |      |           |
| MGT-7                     |       |      |      |           |
| MGT-8                     |       |      |      |           |
| MGT-9                     |       |      |      |           |
| MGT-10                    |       |      |      |           |
| MGT-11                    |       |      |      |           |
| MGT-12                    |       |      |      |           |

cc: Mr R. L. Munteanu, Director, PGS

\* Pls. prepare a  
survey card. - *JS*

## WHO Assisted Disaster Relief Activities, 1971 - 1975

(Summary Table)

| 1. <u>DISASTER</u>    |                                       |                                                                 | 2. <u>WHO INVOLVEMENT</u>            |                         |                             |                      |                              | 3. <u>SUMMARY OF CONTRIBUTIONS SENT BY OR THROUGH WHO</u>                                                          |  |
|-----------------------|---------------------------------------|-----------------------------------------------------------------|--------------------------------------|-------------------------|-----------------------------|----------------------|------------------------------|--------------------------------------------------------------------------------------------------------------------|--|
| Where                 | When                                  | Type of disaster                                                | Coordination/<br>technical<br>advice | Dispatch<br>of<br>staff | Supply<br>of<br>Medicaments | Cash<br>Contribution | Rehabilitation<br>Assistance |                                                                                                                    |  |
| 1. India              | June 1971<br>to<br>February 1972      | Bengali<br>Refugees<br>in India.                                | X                                    | -                       | X                           | -                    | -                            | 700 Tons of medicaments and<br>medical supplies;<br>value U. S. \$1,700,000. --                                    |  |
| 2. East Pakistan      | September 1971<br>to<br>February 1972 | Civil War,<br>E. and W. Pakistan                                | X                                    | X                       | X                           | -                    | X                            | 140 Tons of medical supplies;<br>value U. S. \$200,000. --                                                         |  |
| 3. India              | February 1972<br>to<br>July 1972      | Consequences of<br>the refugees<br>influx from East<br>Pakistan | X                                    | -                       | X                           | -                    | -                            | Medical supplies requested by the<br>Indian Government were provided,<br>value U. S. \$1,000,000. --               |  |
| 4. Bangladesh         | February 1972<br>to<br>December 1972  | Returning<br>refugees                                           | X                                    | X                       | X                           | -                    | X                            | Vaccines and medical supplies for control<br>of smallpox, tuberculosis and malaria;<br>value U. S. \$1,000,000. -- |  |
| 5. Philippines        | September 1972<br>to<br>October 1972  | Floods                                                          | X                                    | -                       | X                           | -                    | X                            | Medical supplies for prevention<br>of waterborne diseases;<br>value U. S. \$120,000. --                            |  |
| 6. Southern Sudan     | May 1972<br>to<br>present             | Returning<br>refugees and<br>displaced persons                  | X                                    | X                       | X                           | -                    | X                            | Equipment and supplies and training<br>of health personnel and local expenses;<br>value U. S. \$3,225,000. --      |  |
| 7. Pakistan           | August 1973<br>to<br>November 1973    | Floods                                                          | X                                    | -                       | X                           | -                    | X                            | Vaccines and medicaments;<br>value U. S. \$15,000. --                                                              |  |
| 8. Sahelian Countries | August 1973<br>to<br>present          | Drought                                                         | X                                    | X                       | X                           | -                    | X                            | Medical supplies; value U. S. \$1,100,000. --<br>Staff Services value U. S. \$15,000. --                           |  |

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| 1. DISASTER  |                                       |                       | 2. WHO INVOLVEMENT                   |                         |                             |                      | 3. SUMMARY OF CONTRIBUTIONS<br>SENT BY OR THROUGH WHO |                                                                                                                             |  |  |
|--------------|---------------------------------------|-----------------------|--------------------------------------|-------------------------|-----------------------------|----------------------|-------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|--|--|
| Where        | When                                  | Type of disaster      | Coordination/<br>technical<br>advice | Dispatch<br>of<br>staff | Supply<br>of<br>Medicaments | Cash<br>Contribution | Rehabilitation<br>Assistance                          |                                                                                                                             |  |  |
| 9. Nicaragua | December 1972<br>to<br>December 1973  | Earthquake<br>Managua | X                                    | X                       | X                           | -                    | X                                                     | Medicaments, vaccines and water<br>supply equipment provided:<br>value U.S.\$193,000.--                                     |  |  |
| 10. Ethiopia | May 1974<br>to<br>present             | Drought               | X                                    | X                       | X                           | -                    | X                                                     | Procurement of supplies: value U.S.\$15,000.--<br>Advisory Services: value U.S.\$51,000.--                                  |  |  |
| 11. Honduras | September 1974<br>to<br>November 1974 | Hurricane<br>Fiji     | X                                    | -                       | X                           | -                    | X                                                     | Procurement of supplies: value U.S.\$25,000.--<br>Advice to UNICEF Advice to FONDEM and<br>CIDA. Donations U.S.\$215,000.-- |  |  |
| 12. Burma    | October 1974                          | Floods                | X                                    | -                       | X                           | -                    | X                                                     | Vaccines and medical supplies to protect<br>from communicable diseases:<br>value U.S.\$14,000.--                            |  |  |
| 13. Cyprus   | July 1974<br>to<br>present            | Civil War             | X                                    | X                       | X                           | -                    | X                                                     | Health assistance to displaced persons in<br>North and South Cyprus:<br>value U.S.\$910,000.--                              |  |  |
| 14. Thailand | January 1975                          | Floods                | X                                    | -                       | X                           | -                    | X                                                     | Anti-snake-bite venom, antibiotics and water<br>purification tablets:<br>value U.S.\$17,200.--                              |  |  |
| 15. Romania  | July 1975<br>to<br>present            | Floods                | X                                    | -                       | X                           | -                    | X                                                     | Medical requirements requested by the<br>Government are being provided:<br>estimated value U.S.\$600,000.--                 |  |  |
| 16. Dahomey  | August 1975                           | Floods                | X                                    | -                       | X                           | -                    | X                                                     | Provision of Vaccines and antibiotics to<br>protect 12,000 homeless persons:<br>value U.S.\$40,000.--                       |  |  |

**WHO Assisted Disaster Relief Activities, 1971 - 1975**

(Summary Table)

[illegible]

## WHO FUNDS RELATED TO EMERGENCY ASSISTANCE

| WORKING CAPITAL FUND                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | EXECUTIVE BOARD SPECIAL FUND (used to be a part of Working Capital Fund)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Special Account for Disasters and Natural Catastrophes of VOLUNTARY FUND FOR HEALTH PROMOTION                                                                                                                                                                                                                                                                                                                                         |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Establishment:<br>1948<br>By WHA1.93<br>Binding:<br>WHA28.25                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 1954<br>By WHA7.24<br><br>WHA7.24                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 1975<br>By EB55.R62<br><br>EB55.R62                                                                                                                                                                                                                                                                                                                                                                                                   |
| <ul style="list-style-type: none"> <li>- A need for emergency provision: recognized by EB23.58 in 1959</li> <li>- Authority: DG to advance a sum to Member States on reimbursable basis.</li> <li>- A purpose: provision of emergency supplies.</li> <li>- Restriction: sums withdrawn not to exceed \$200,000 at any one time, with credit to a Member not to exceed \$50,000 at any one time.</li> <li>- Application: essential supplies and equipment required to combat an unforeseen, serious and immediate threat to public health.</li> </ul> | <ul style="list-style-type: none"> <li>- Reference: art.58, and Art.28 (i) of the Constitution:</li> <li>- Authority: EB, in exceptionally urgent cases, DG in collaboration with only the Chairman EB.</li> <li>- Purpose: to meet emergencies and unforeseen contingencies.</li> <li>- Application: only if the emergency... clearly threatens the health of the community concerned or necessitates urgent study and research.</li> <li>- Provision: technical personnel and urgently needed supplies and equipment related to health requirements.</li> </ul> | <ul style="list-style-type: none"> <li>- Reference: Report on "WHO activities related to Disasters and Natural Catastrophes." (EB55/R13 &amp; R36).</li> <li>- Purpose: increase effectiveness of the Organization in combatting the immediate and long term threats to public health arising from disaster situations.</li> <li>- Authority &amp; Restrictions: in accordance with regulations governing VFHP (WHA 13.24)</li> </ul> |
| -                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Established level:<br>\$100,000.-<br>(as of August 1975)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | \$121,009<br>presently available                                                                                                                                                                                                                                                                                                                                                                                                      |
| Records: see p.2, <u>ANNEX 3</u>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | See p.2, <u>ANNEX 3</u>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | See <u>ANNEX 4</u>                                                                                                                                                                                                                                                                                                                                                                                                                    |

1. Advances made from the WCF for emergency purchases of supplies, vaccine, etc. and reimbursed by the Members concerned

|      |                            |           |
|------|----------------------------|-----------|
| 1965 | Iran                       | \$ 24 055 |
| 1966 | Italy                      | 5 288     |
| 1967 | Kuwait                     | 4 400     |
|      | U.A.R.                     | 12 053    |
| 1968 | Burma                      | 13 521    |
|      | Dem. Rep. of Congo (Zaire) | 3 404     |
| 1969 | Uganda                     | 8,700     |
| 1970 | Saudi Arabia               | 25 000    |

2. Executive Board Special Fund

Established by Resolution WHA 7.24 in accordance with Article 58 of the Constitution.

Use of the fund requires the approval of the majority of the EB Members.

The fund has been used in:

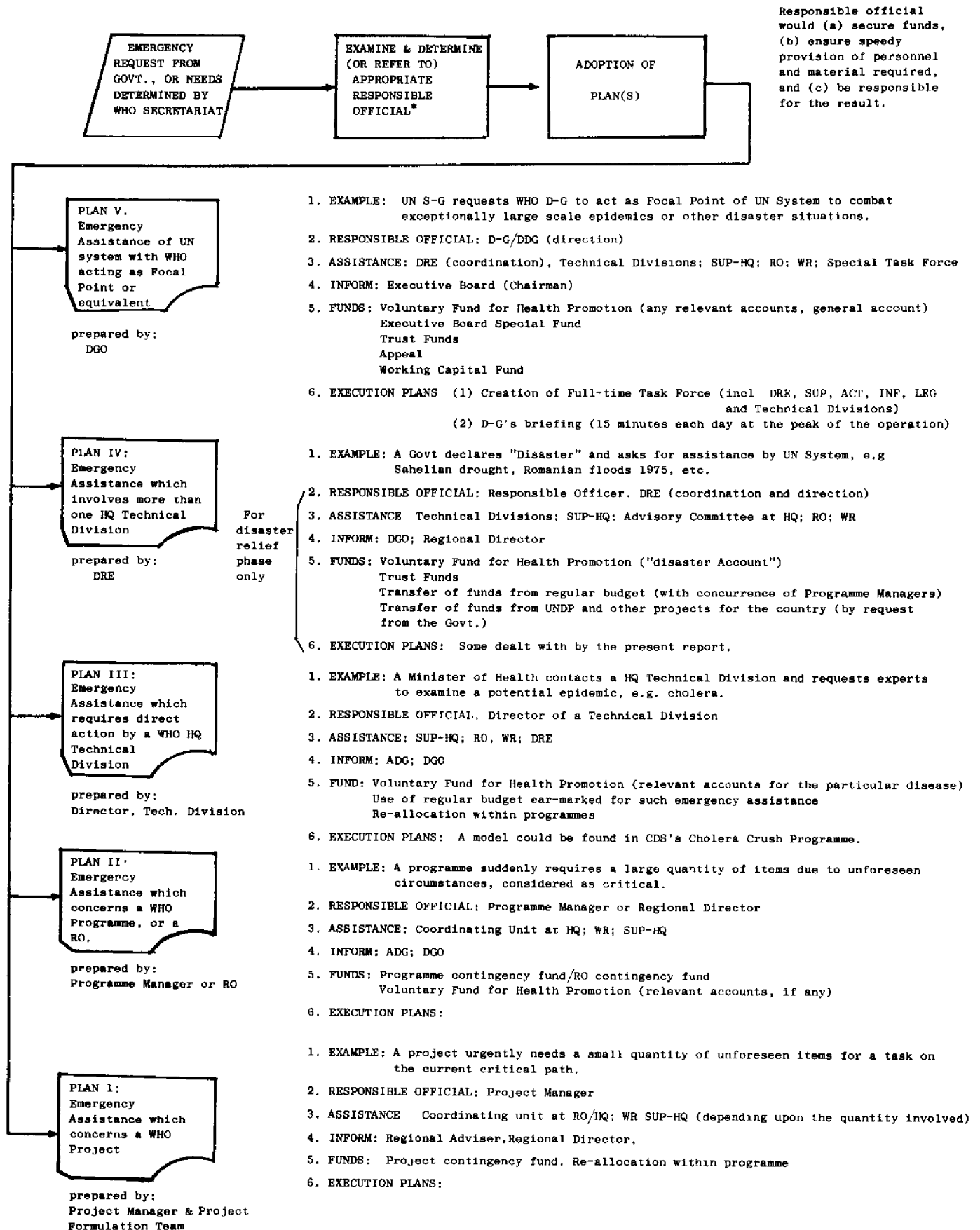
|      |                                                                                              |                                                               |
|------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------|
| 1958 | Ceylon                                                                                       | \$ 1 511 (reimbursed in 1958<br>Assembly Suspense<br>Account) |
|      | Pakistan                                                                                     | 25 718 " "                                                    |
|      | Thailand                                                                                     | 7 226 (reimbursed by 1959<br>Regular Budget)                  |
| 1970 | <u>Cholera outbreaks,</u><br>purchase of vaccines<br>and fluid for<br>rehydration in cholera | \$100 000 (reimbursed in 1971<br>from casual income)          |

"Disaster Account" and Trust Funds  
Status of Account as of 21 August 1975

(from 1 January 1975)

|                                                |                            | <u>Allotment</u> | <u>Obligations</u> |
|------------------------------------------------|----------------------------|------------------|--------------------|
|                                                |                            | \$               | \$                 |
| <u>Funding through VFHP "Disaster account"</u> |                            |                  |                    |
| Personal services (HQ)                         |                            | 15 400           | 15 334             |
| Supplies: Dahomey                              |                            | 20 000           | 11 460             |
| Supplies: Romania                              |                            | 20 000           | -                  |
|                                                | <u>Total</u>               | 55 400           | 26 797             |
| <u>Funds available:</u>                        |                            |                  |                    |
| Whitacher Succession                           | \$ 175 957                 |                  |                    |
| Miscellaneous                                  | \$ 452                     |                  |                    |
| Total:                                         | <u>\$ 176 409</u>          |                  |                    |
| <u>Reimbursable and Trust Funds</u>            |                            |                  |                    |
| FR                                             | UNDRO - Bangladesh: floods | 23 500           | 23 500             |
| FR                                             | " - Ethiopia: drought      | 15 244           | 15 244             |
| FR                                             | " - Romania:               | 20 000           | 15 195             |
| FT                                             | " - Bangladesh             | 13 768           | 13 768             |
|                                                | " - Bolivia: floods        | 29 170           | 6 444              |
|                                                | " - Chile: floods          | 77 655           | 76 252             |
|                                                | UNHCR - Cyprus             | 524 300          | 244 211            |
|                                                | UNDRO - Pakistan: floods   | 5 781            | 5 781              |
|                                                | UNHCR - Sudan              | 269 665          | 179 029            |
|                                                | FAO - Sahelian regions     | 496 484          | 464 920            |
|                                                | UNEO - Somalia             | 550 000          | 309 663            |
|                                                | Total reimb.:              | 2 025 567        | 1 354 007          |
|                                                | Grand total:               | 2 080 967        | 1 380 801          |

(conceptual guidelines only)



COMMUNICATION REQUIREMENTS FOR DRE IN CASE OF A MAJOR DISASTER (PLAN IV)

1. ALERT PHASE<sup>1</sup>

GOVT  
IN  
NEED

DONORS  
61

RC  
52

UN-  
DRO  
51

WR  
20

RO  
15

TECH  
DIV  
8

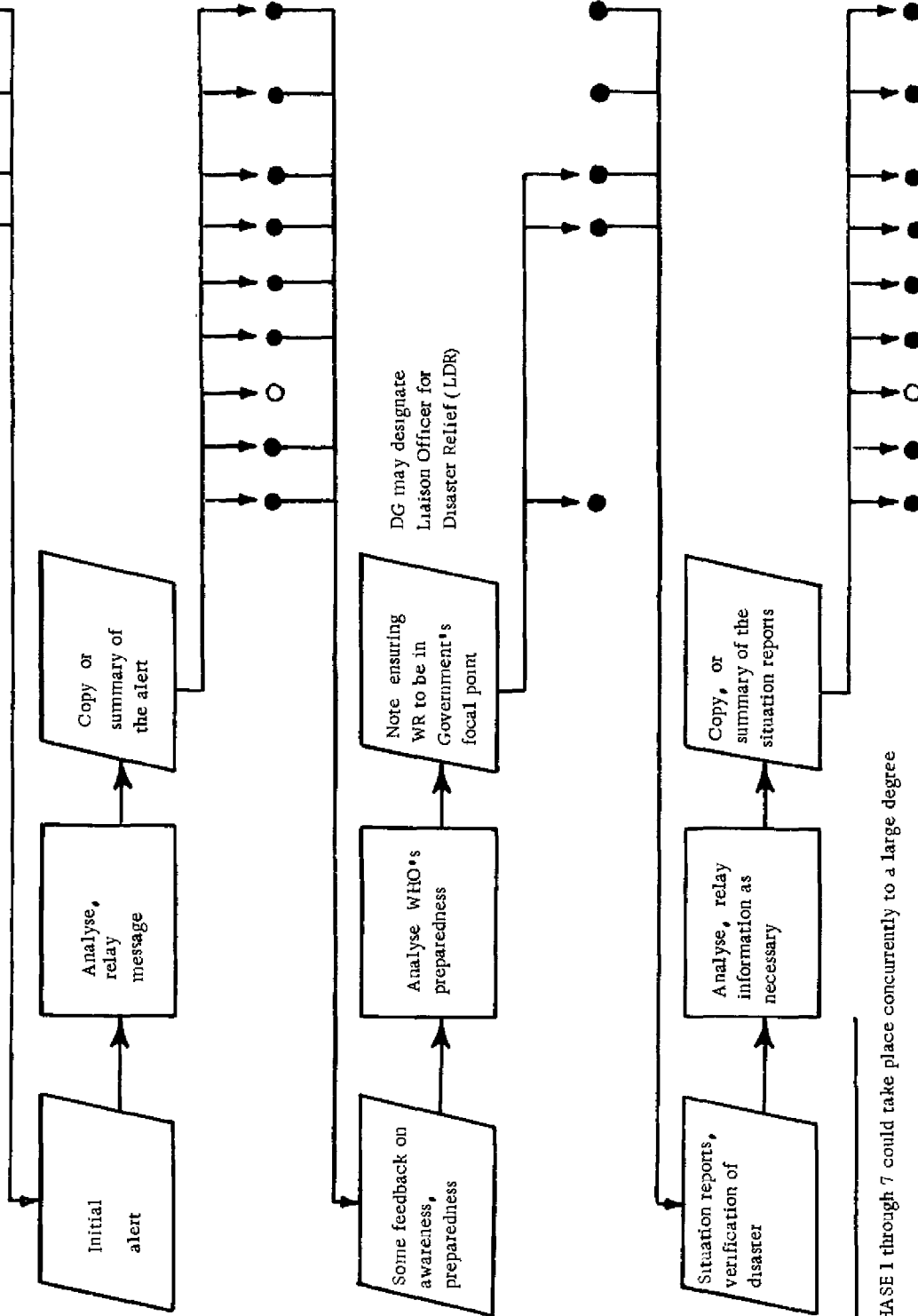
SUP  
7

INF  
6

ADV  
2

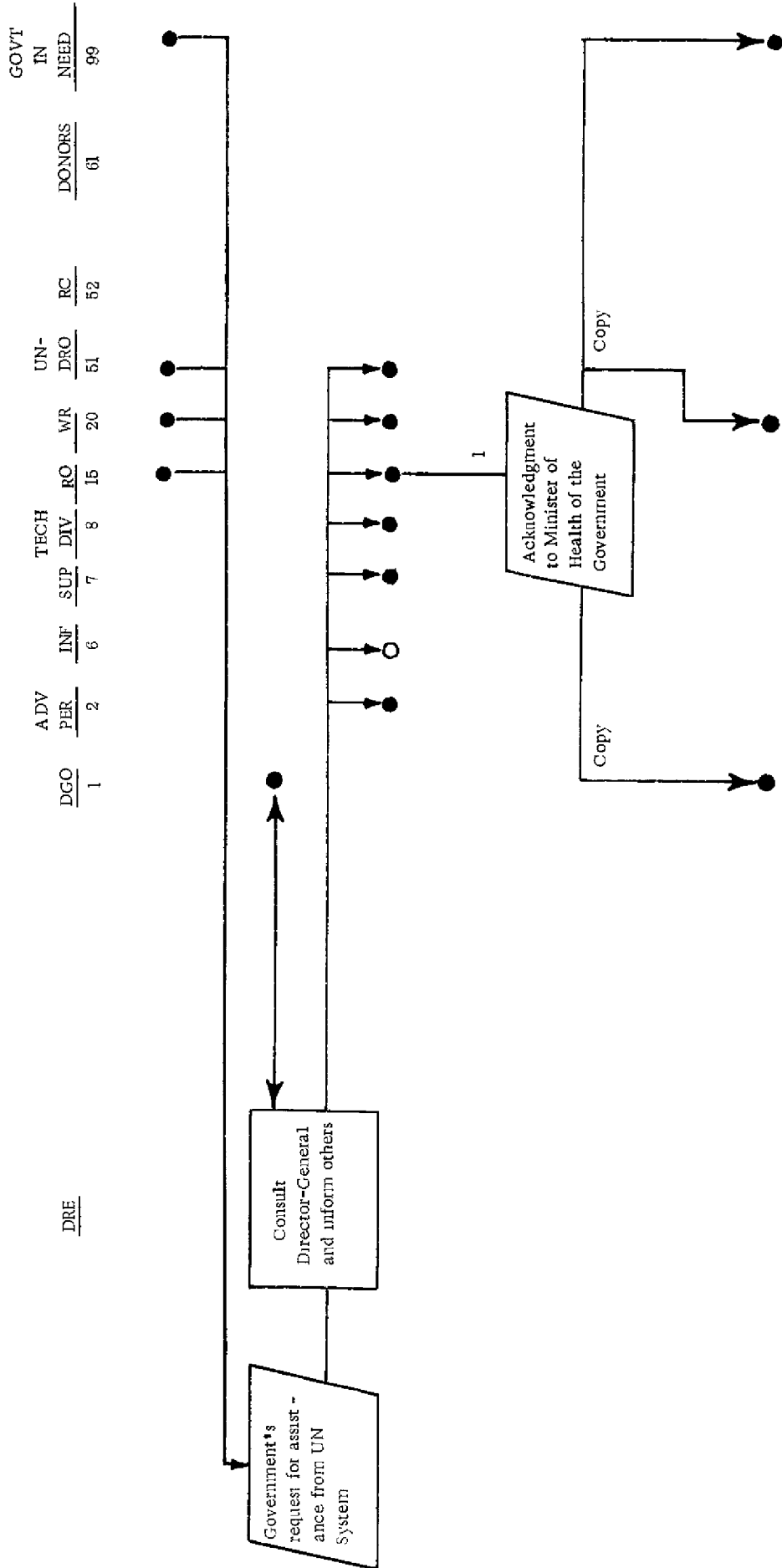
DGO PER  
1

DRE



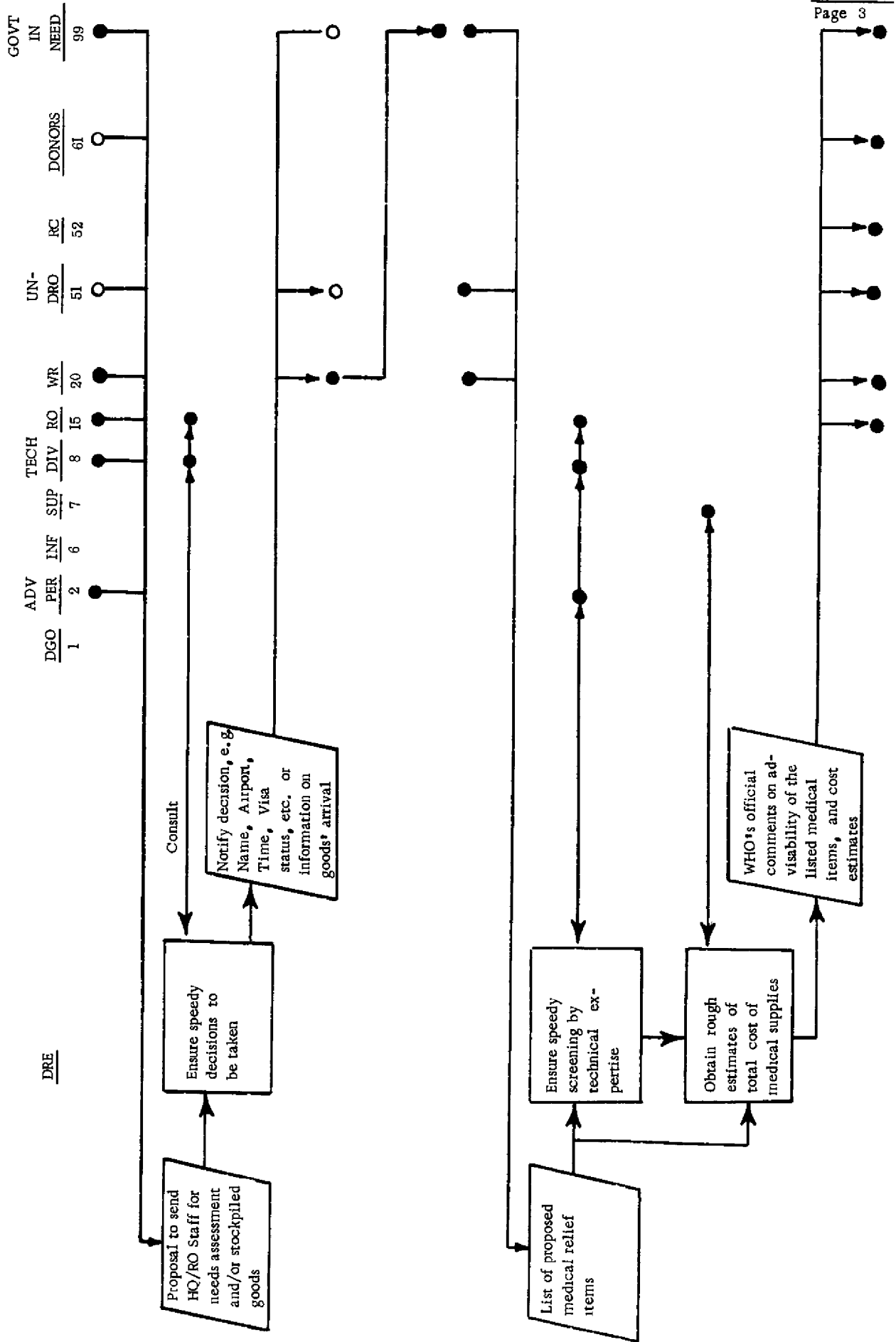
<sup>1</sup> PHASE 1 through 7 could take place concurrently to a large degree

2. GOVERNMENT'S REQUEST : ACKNOWLEDGMENT

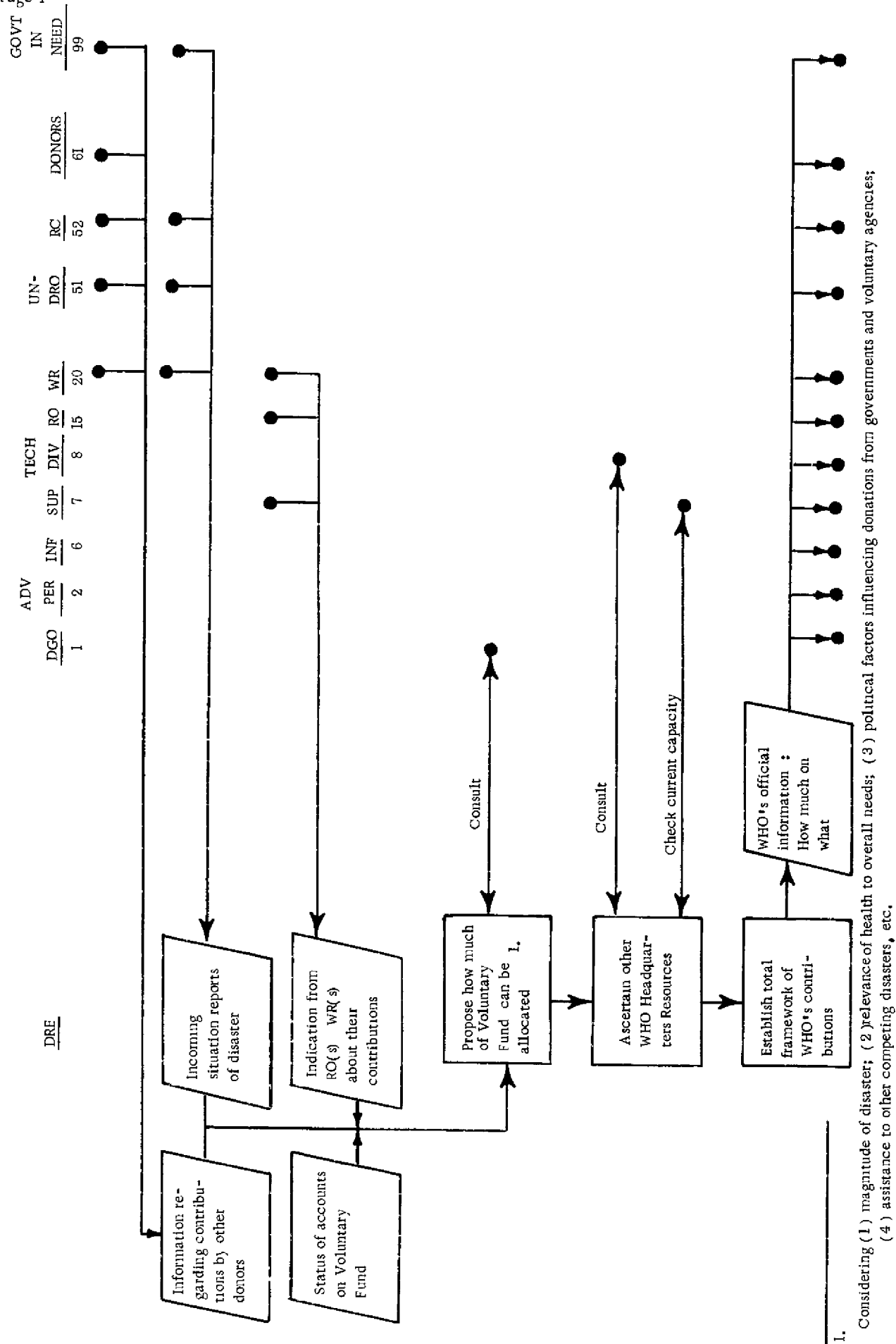


<sup>1</sup> This procedure is important even when the substantial commitment for disaster relief phase would be borne by Headquarters

### 3. NEEDS ASSESSMENT

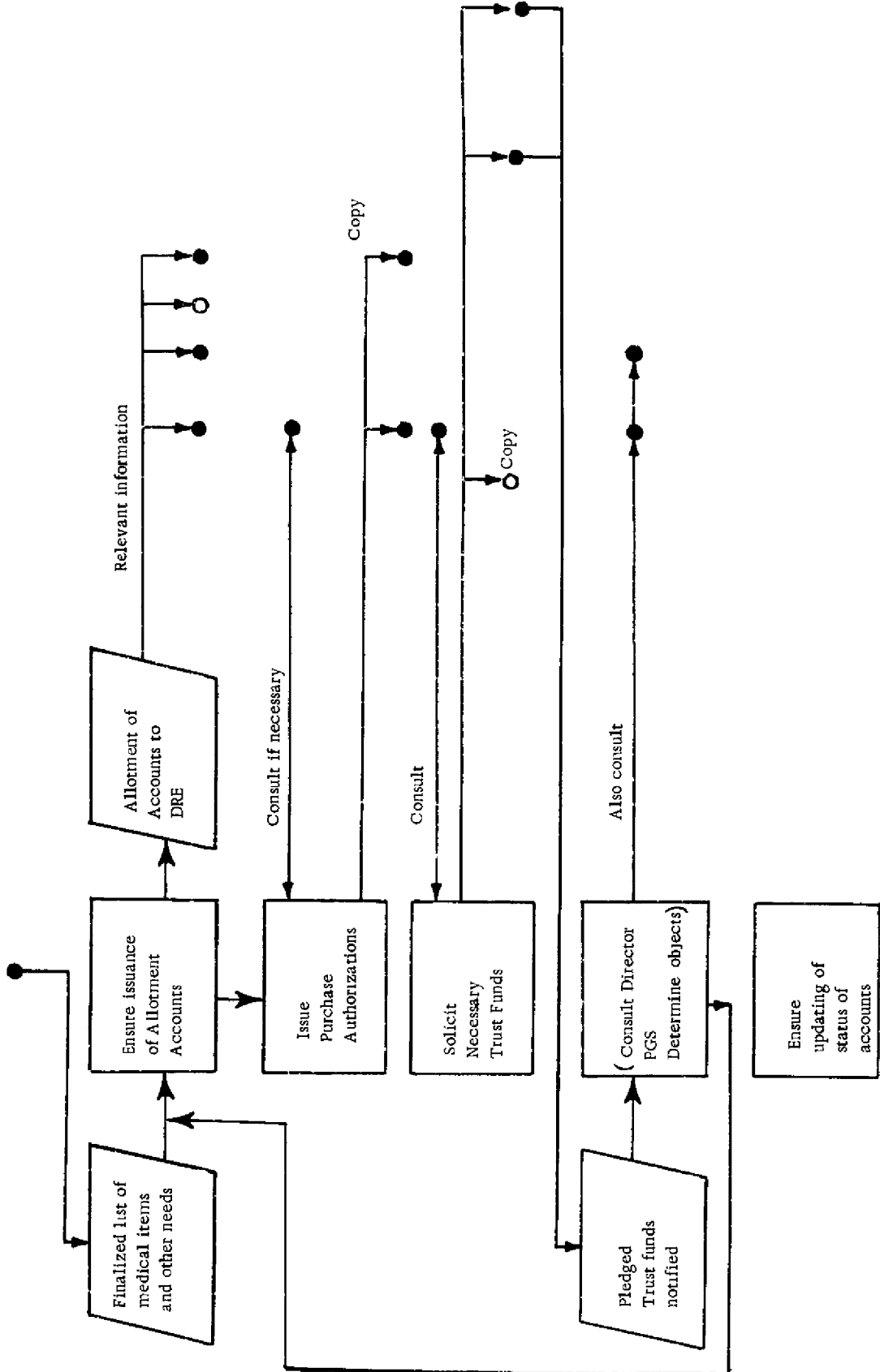


#### 4. DECISION ON WHO'S CONTRIBUTION

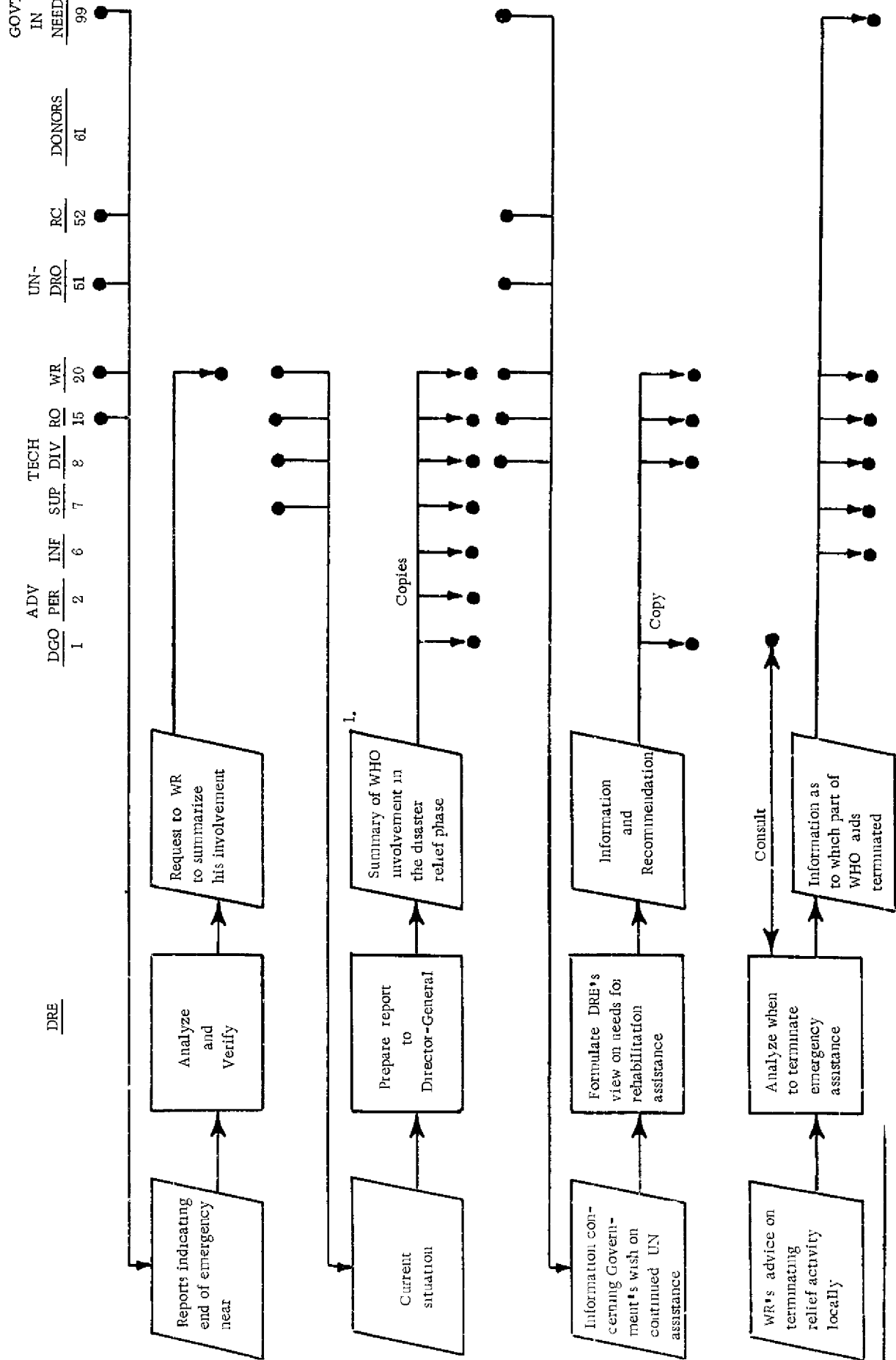


5. IMPLEMENTING THE EMERGENCY ASSISTANCE

| DRE |     | ADV |     | TECH |     | UN-DRO |     | RC |     | DONORS |    | GOVT IN NEED |    |
|-----|-----|-----|-----|------|-----|--------|-----|----|-----|--------|----|--------------|----|
| 1   | DGO | 2   | PER | 6    | INF | 7      | SUP | 8  | DIV | 15     | RO | 20           | WR |
|     |     |     |     |      |     | 51     |     | 52 |     | 61     |    | 99           |    |



## 6. EVALUATION PHASE



1. The format is suggested in ANNEX 7

7. RECOVERY REHABILITATION PHASE

(Assuming that DRE's role in this phase is to assist the RO concerned which takes the full responsibility for WHO's involvement in this phase)

GOVT  
IN  
NEED  
99

UN-  
DRO  
51

RC  
52

DONORS  
61

WR  
20

TECH  
DIV  
8  
15

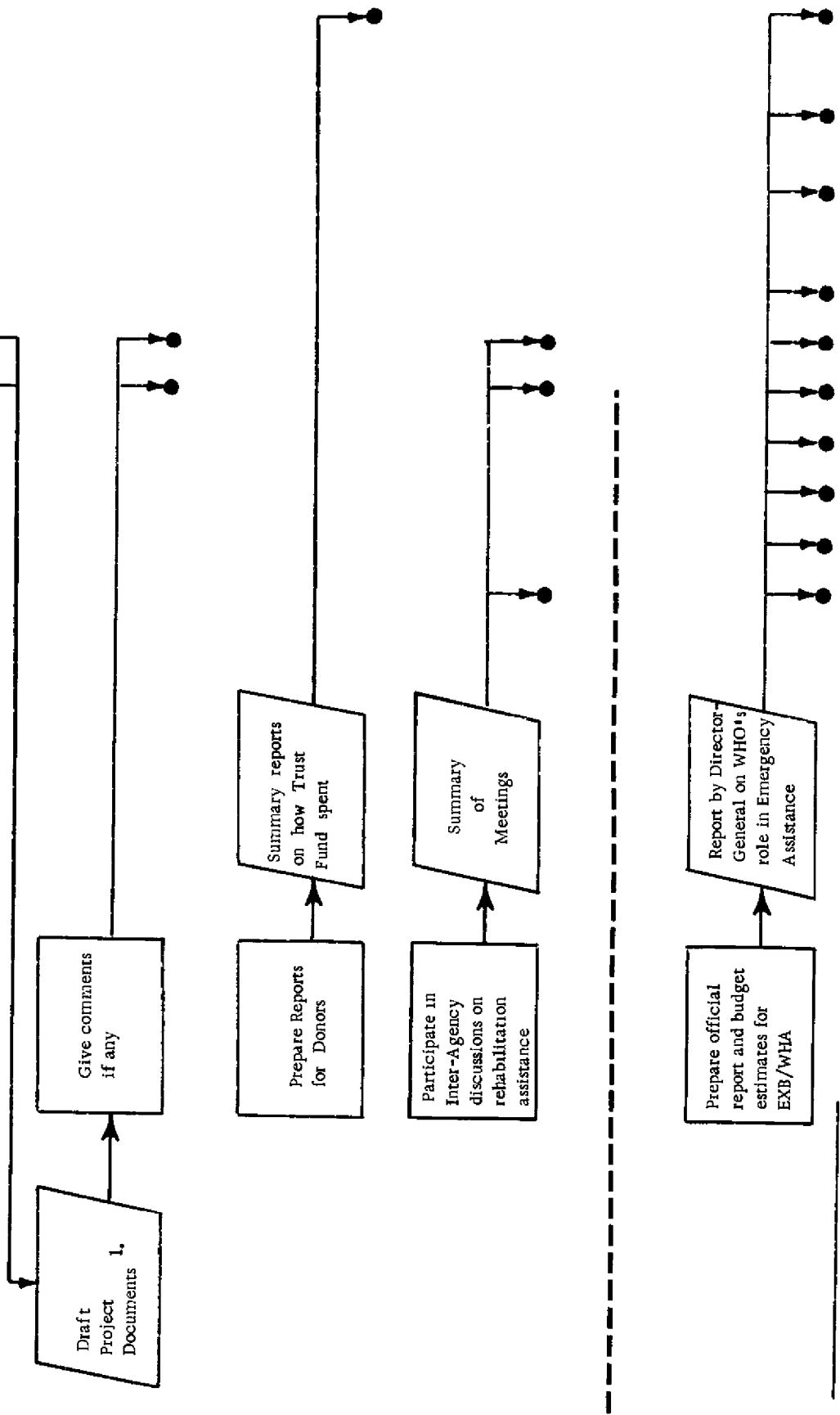
SUP  
7

INF  
6

ADV  
PER  
2

DGO  
1

DRE

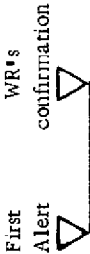


1. or draft publications concerning emergency preparedness, relief guidelines, etc.

Notes:

1. The charts above indicate the complexity of co-ordination requirements of DRE.
2. Emphasis is given to ensure close co-operation with UNDRO and League of Red Cross Societies, in particular.
3. Also evident is the fact that DRE requires sufficient authority to ensure speedy actions to be taken by other organizational entities, in order to be responsible for the overall effectiveness of the disaster relief.
4. Comments from ROs, WRs and others would be useful to make the plan a viable one
5. Tasks of different phases could be undertaken concurrently, as seen below:

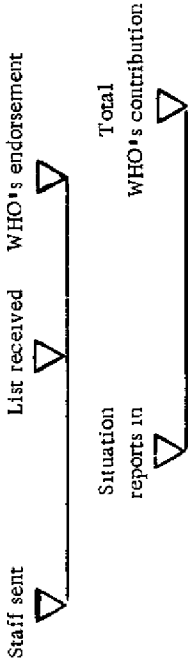
Alert phase



Government's request : acknowledgment



Needs assessment



Decision on WHO's contribution

Implementing phase



Evaluation phase



Recovery/Rehabilitation phase (assistance to RO's efforts)



Format of Interim Report on Disaster Relief Operation

(under Plan IV)

- 1 Suggested format and data structure of the Interim Report (evaluation report) on each disaster relief operation are given in the following pages.
- 2 By recording the data in a structural way, it becomes possible to compare the cases in quantified terms which are essential for analysing the strength and weakness of the operation and to ensure the viability of the system.
- 3 The same structure should be applied to the Action Master File of each disaster for compiling information by pre-arranged sections. This will facilitate the preparation of the interim report.
- 4 It was assumed that what people wish to know about WHO relief operation in a particular disaster are in essence:
  - a. The speed of operation i.e. how long it took for the first WHO mission or medical supplies to arrive in the area, after declaration of the disaster?
  - b. How large was the total health assistance pledged or donated in relation to WHO's assessment of medical needs, and how much was supplied by or through WHO?
  - c. How much did WHO save by discount on products and free or reduced transport costs?
  - d. Which public health threats were successfully averted?

## WHO DISASTER RELIEF OPERATIONS

## INTERIM SUMMARY REPORT

(draft)

AS OF:

date

1 SUBJECT:

e.g. Floods in country X in May 1976

2 DATES:

date

- DRE first learned of disaster
- DRE sent a cable to RO and WR
- RO/WR's response received
- Govt declared it as "disaster situation"
- Liaison Officer for Disaster Relief (LDR)  
designated
- First inf. on medical needs received
- Tangible list received, or established
- Comments on list requested
- Comments received
- WHO's endorsement of med. items issued
- WHO's total framework of aid communicated
- Assessment mission arrived at site
- ALLOTMENT issued
- PURCHASE AUTHORIZATION issued
- First consignment reached the entry port
- The main bulk of the consignment arrived

by/from \_\_\_\_\_

date

, which DRE learned on

from \_\_\_\_\_

by/from \_\_\_\_\_

3 DISASTER: (Brief description, e.g. when, where, what, how serious, and type of health assistance required.)

4. WHO INVOLVEMENT:

Short texts on items covering:

## a. Coordination efforts inside WHO (which units/divisions)

with UN System (which agencies)

with donors (specify)

- Technical advice given on proposed medical items

- Additional staff resources required (in DRE, SUP, WR)

- Special contingency fund for LDR

## b. dispatch of WHO staff or experts

- number, units, purpose

- particular problem

- costs (including travel, subsistence, salary of experts)

## c. supply of medical items and other goods

- items, quantity, cost

- problems in procurement

- savings obtained (\$ )

## d. Transportation of goods, distribution

- means of transport, cost

- particular problem

- savings obtained (\$ )

## e. Other costs

- specify

TOTAL SAVINGS \$ TOTAL ALLOT/OBL

## f. rehabilitation assistance

- plans, progress

ALLOTTED

OBLIGATED

\$

\$

\$

\$

\$

\$

\$

\$

\$

\$

\$

\$

\$

\$

a. WHO emergency funds

- "Disaster account" of Voluntary Fund for Health Promotion

b. Other WHO resources

- Other accounts of VFHP
- Transfer from regular programme budget

c. Trust Funds from UN System

- UNDR0

- UNHCR

- 1

d. Trust Funds from donors, bi-lateral, non-govt.  
or voluntary agencies

- 4

- 

- 

e. Others

COMMENTS  
EAR-MARKING

RECEIVED

\$

\$

\$

\$

\$

\$

\$

\$

\$

TOTAL RECEIVED:

\$

PLEDGED

f. Pledges

\$

TOTAL PLEDGED:

\$

6 REMARKS:

└ State the remaining problems, evaluate effectiveness of the operation  
and give comments on what could have been done better (in retrospect).┐

Transformation of Disaster Relief Operations in International Community  
(conceptual presentation only)

