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Emergency Plan of Action (EPoA) Chile: Civil Unrest

 International Federation
of Red Cross and Red Crescent Societies

DREF N° MDRCH0XX	Glide n°: OT-2019-000137-CHL
Date of issue: 25 October 2019	Expected timeframe: 2 months Expected end date: 25 December 2019
DREF allocated: 88,236 Swiss francs (CHF)	
Total number of people affected: 1,500,000 approximately people at risk.	Number of people to be directly assisted: At least 2,000 people from the affected population 200 Chilean Red Cross volunteers
Host National Society presence: Chilean Red Cross (ChRC) has 11 regional committees, 148 branches nationwide, 5,622 volunteers and 45 staff members.	
Red Cross Red Crescent Movement partners actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC), International Committee of the Red Cross (ICRC).	
Other partner organizations actively participating in the operation: National Emergency Office of the Ministry of Interior and Public Security of Chile (ONEMI), Ministry of Health, Ministry of Defence, Ministry of Social Development, Chilean Humanitarian Aid Network (RAHCh) and International Humanitarian Network (RIH).	

A. Situation context

Description of the disaster

An increase in public transportation fares in the Santiago Metropolitan Region (herein Metropolitan Region) in Chile on 6 October sparked a series of public protests by students that expanded to other sectors in society and outside the capital city. In the early hours of 19 October, the government of Chile declared a state of emergency for the provinces of Santiago and Chacabuco and the communes of Puente Alto and San Bernardo in the metropolitan area. Later that same day, the state of emergency was extended to the provinces of Valparaíso (Valparaíso) and Concepción (Biobío), and to the communes of Rancagua (General Liberator Bernardo O'Higgins) and La Serena and Coquimbo (Coquimbo). On 19 October, a curfew was issued for the provinces of Santiago and Chacabuco, the communes of Puente Alto and San Bernardo in the metropolitan area and Valparaíso.



Photo 1: First Aid provided by response teams of the Chilean Red Cross (ChRC) in Plaza Italia, Santiago de Chile. Source: ChRC, 19 October 2019.

As of 24 October, the declaration of state of emergency is in effect in the provinces of: Arica (Arica); Antofagasta, Tocopilla, Calama and Mejillones (Antofagasta); Iquique and Pozo Almonte (Tarapacá); Copiapó, Caldera and Vallenar (Atacama); Rancagua (Libertador General Bernardo O'Higgins); Talca (Maule); Chillán and Chillán Viejo (Ñuble); Valdivia (Los Ríos); Puerto Montt and Osorno (Los Lagos); Temuco and Padre Las Casas (Araucanía); Punta Arenas and Puerto Natales (Magallanes) and the regions of Biobío, Coquimbo, Valparaíso and the Metropolitan Region.

The Government of Chile reviewed his decision of increasing the transport fees and proposed social measures to calm the situation but despite these measures' protests have continued; thus, the need to continue providing first aid and psychosocial support (PSS).

Summary of the current response

Summary of the Host National Society

The Chilean Red Cross (ChRC), founded in 1903 and became a member of the IFRC in 1920, has 148 branches throughout the country with 5,622 volunteers¹. The ChRC conducts actions in four main areas of Health, Youth, Social Welfare, and Risk Management. Its national headquarters is located in the capital city, Santiago.

In compliance with its humanitarian mandate and the Fundamental Principles of the Red Cross and Red Crescent Movement, particularly neutrality, impartiality and independence, Chilean Red Cross is responding to the humanitarian needs that have emerged in the current situation. On 19 October, the National Society began providing first aid care, psychosocial support (PSS) and transportation of people with injuries to medical facilities in the context of demonstrations. The ChRC also deployed a multidisciplinary team to the Santiago Metropolitan Region and then activating activated? these services in other locations in the country, as needed. ChRC branches in the Metropolitan Region with volunteers and health service capabilities also provided assistance to people who were unable to reach health centres.

To date, the ChRC has mobilized 58 volunteers nationwide who are monitoring the situation and providing pre-hospital care and psychosocial support in the central areas of the civil unrest in Antofagasta, Coquimbo, Valparaíso, Metropolitan Region and Biobío. Other ChRC regional branches and committees remain on alert and are monitoring the situation in their localities.

Between 19 and 22 October, 290 pre-hospital care services have been provided in the field and in ChRC branches to respond to bodily injuries and wound. . The following table presents the number of services provided per location during this period:

Region	Services provided
Metropolitan area	245
Antofagasta	16
Coquimbo	8
Valparaíso	12
Bio Bio	9
TOTAL	290

In addition to its humanitarian response, the Chilean Red Cross seeks to generate messages regarding its mandate and its actions. Key messages will be disseminated on the National Society's digital platforms and social media.

The Chilean Red Cross maintains IFRC's global insurance policy to ensure coverage to volunteers who may be affected during emergency care provision. ChRC's operational coordination includes the following within its administrative and insurance management processes:

ChRC maintains permanent coordination with the International Committee of the Red Cross (ICRC) and the IFRC to provide information on the situation and the changing scenario, as well as ChRC actions. IFRC and ICRC are providing advice to the ChRC on handling situations related to the current civil unrest.

Summary of the Red Cross Red Crescent Movement in the country

¹ [IFRC Federation-Wide Databank & Reporting System. Chilean Red Cross 2017.](#)

The team from IFRC's Americas Regional Office (ARO), including the Disaster and Crisis Department, together with the Country Cluster for Southern Cone countries in Buenos Aires (CCST Buenos Aires) are constantly monitoring the situation, jointly analyzing scenarios with the ChRC and identifying the immediate humanitarian needs. The IFRC also is providing security advices to the Chilean Red Cross.

Prior to this situation, the IFRC and ChRC have been providing humanitarian support for migrants and people on the move through the regional Emergency Appeal Americas: Population Movement ([MDR42004](#)). This operation is coordinated from the ARO in Panama.

From its Regional Delegation in Brasilia, the International Committee of the Red Cross maintains dialogue with the Chilean authorities and with the country's security forces. The ICRC currently cooperates with the ChRC in projects related to first aid, restoring family links (RFL) and the Safer Access Framework.

In the current situation, the ICRC mobilized staff to Chile and has joined the National Society response team, mainly to guide and provide assistance for security management and external and internal communication, with lines of communication and key messages to disseminate to the community and to the key involved and/or influencing actors.

In the spirit of the Tripartite Agreement in effect for the Movement components in Chile, the Movement components are in direct coordination with Chilean Red Cross' governing body and technical team. Together they are constantly analysing the situation, since the expansion of the response in affected cities is possible. Tripartite meetings are held based on need and common interest.

Summary of non-Red Cross actors in the country

The Santiago Metropolitan Region's Health Emergency Operations Centre (EOC) has been convened to coordinate with Civil Protection system actors on health issues, particularly due to the increased demand for pre-hospital care. Chilean fire-fighters are also responding to the fires related to the unrest.

The United Nations system in Chile issued a note of concern on 19 October regarding the high number of injuries of civilians and members of law enforcement, as well as material loss and damages.

The Chilean Red Cross is part of the Chilean Humanitarian Aid Network (RAHCh). The ChRC disseminated key messages related to its actions and mandate since the beginning of the protests.

Needs analysis, targeting, scenario planning and risk assessment

The Chilean Red Cross is providing first aid, psychosocial support and pre-hospital care (including transportation to medical facilities) since the onset of the unrest. Chilean Red Cross has activated its protocols for intervention teams in mass demonstrations (EIMM), which contain clear guidelines regarding context analysis, Safer Access Framework and coordination in violent or complex contexts. Established protocols include an operational deployment structure based on a daily context analysis and the variability of the risks present during mass concentrations of people.

Health

Injuries vary, although the most common are blunt-force trauma from rubber bullets and puncture wounds, eye injuries, abrasions, burns, bleeding, fainting and cardiac issues. The ChRC provides services to anyone requiring these, including those engaged in protests, law enforcement and bystanders. It is increasingly common that those seeking assistance have multiple wounds, which require more resources, as well as time, to treat.

Supplies are needed for the provision of pre-hospital and first aid care, as well as protection and bio-security gear to protect response teams, intervention teams and ambulances.

Psychosocial support

The high emotional impact of this situation throughout society has caused an increase in stress levels, as well as other emotions related to the uncertainty regarding the security of oneself and others. Psychosocial support is necessary for adults, adolescents and children who have been affected by the civil unrest.

The ChRC also requires the capacity to provide comprehensive care for its volunteers who are engaged in the response and to avoid and appropriately respond to physical and psychological risks. PSS Actions are being carried out on the wounded and will be programmed for vulnerable groups living in social tension.

Security

Within the context of the state of emergency and curfews (during night and dawn hours), the ChRC has been unable to fully fulfil its mandate. Given the current context, civilian-military relations (CMR) and coordination need to be strengthened.

Security strategies that combine already established criteria and protocols for operational work throughout the country need to be updated, taught and disseminated.

Communication

The ChRC activated its national crisis room since 18 October to monitor and analyse the situation at the country level. Fluid communication, through reports, daily updates, meetings and internet-based communication, exists through the National Society. ChRC national headquarters issued official communiqués to regional offices and branch committees regarding security recommendations for response during mass demonstrations.

A communications strategy for the Chilean Red Cross is needed. This would include dissemination of information and the creation of products (key messages, reactive lines, press releases, social media assets, articles, human interest stories, videos, etc.) that contribute to informing the public and State authorities of the Red Cross mandate and the ChRC's actions. Communication is essential to ensuring that the ChRC volunteers engaged in this response have the safety conditions to engage in their humanitarian actions (particularly, first aid and pre-hospital services).

Target population

Based on an analysis of the context that considers the current levels of tension and the complexity of the social unrest, the Chilean Red Cross has prioritized five regions: Antofagasta, Coquimbo, Valparaíso, Metropolitan Region and Bio Bío.

- **Total Population:** at least 2,200 to be provided with psychosocial support (including 200 ChRC volunteers) and 2,000 with pre-hospital care services
- **Number of Chilean Red Cross volunteers mobilized:** at least 200.

Regions	GENERAL POPULATION		ChRC first responders
	Pre-hospital care	PSS*	PSS
Antofagasta	100	100	15
Coquimbo	100	100	10
Valparaíso	350	350	30
Metropolitan Region	1200	1200	120
Bio Bio	150	150	25
TOTAL	2,000	2,000	200

population served

**Referential information of*

Although not all provinces have the same context, Communications in Crisis and Operational Security will have a national scope in the plan

Scenario Planning

LESS PROBABLE: An agreement that satisfies all sectors will be reached in the short term. Regular daily activities will recommence, and security will be restored in the Metropolitan Region and the rest of the country.

ChRC actions: monitoring and follow-up.

CURRENT: A stalemate that escalates tensions and conflict on all sides leads to a continuation of the current situation, increasing the risks for all people's safety and security and leads to more injuries and fatalities.

ChRC actions: monitoring and follow-up; provision of first aid services and PSS; coordination and communication.

MORE PROBABLE: Social mobilizations increase in other regions, more people take sides, labour strikes are called that prevent the provision of basic services (health, transport, education, among others) and people from outside the Metropolitan Region march to central government installations. This would increase the risks for all people's safety and security and lead to more injuries and fatalities.

ChRC actions: Monitoring and follow-up; provision of first aid services and PSS; coordination and communication.

Operation Risk Assessment

The different perceptions of the population are central to this context of civil unrest. There is a risk that ChRC's actions might be misunderstood and hinder response teams' humanitarian actions in the field. Some of the risks include:

- Rapidly escalating situations of violence that affect ChRC volunteers in the field.
- Purposeful attacks against ChRC volunteers and ambulances by people who are unclear as to the mandate and action of the Red Cross.
- Road blockages or obstacles that hinder movement, making it difficult for volunteers to reach the ChRC facilities and attend to people in need.
- Shortage of pre-hospital care supplies, food products or fuel to continue with the provision of care.
- Looting that causes shortages in markets, together with worsening of security conditions that hinder movement.

B. Operational strategy

General Operational Objective:

This operation will reach at least 2,000 people with pre-hospital care and psychosocial support in the regions Santiago Metropolitan Region, Antofagasta, Coquimbo, Valparaíso and Bío Bío, and other locations as needed, while supporting the safety and visibility of at least 200 Chilean Red Cross volunteers and staff engaged in the emergency response.

Operational Support

● Human Resources

The Chilean Red Cross has 11 technicians from the Health, Risk Management, Communications, Telecommunications, Executive Management and Finance departments and the office of the president actively working in the national crisis room in national headquarters. They are monitoring the national context through periodic meetings, maintain contacts with key actors, implementing communications protocols and preparing and issuing internal and external reports.

The ChRC's National Response Plan is being followed for information flow with context analysis reports (4 have been issued to date), emergency bulletins and narrative reports on the daily situation.

The ChRC has response capacity of its 5,622 volunteers in the network who have completed a first aid course, with 52 of these trained in advanced first aid and 26 in psychosocial support.

For this operation, the Chilean Red Cross will hire an operation coordinator to lead the implementation of the plan of action. A communication professional will be funded for the duration of the implementation of this operation for adequate information management and support to the technicians in the national crisis room. A field coordinator will be hired to maintain the financial aspects of this operation.

A Regional Intervention Team (RIT), specialized in security will be deployed for a one-month to support the DREF actions.

● Logistics and supply chain

Logistics activities aim to effectively manage the supply chain, including procurement and related services in the field in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

The National Society has experience in complying with IFRC administrative processes. A procurement surge staff will be deployed to the country, in order to support the ChRC in their daily processes.

The National Society will arrange for purchases of pre-hospital care, first aid and psychosocial support supplies; communication and dissemination materials and products; personal protection equipment; as well as cover expenses related to the cost of mobilizing volunteers at the local level.

Given the characteristics of the situation in the public areas where the civil unrest is occurring, the Chilean Red Cross volunteers in the field require additional personal protection equipment. This includes the purchase of 50 gas masks and filters to permit safe action by volunteers on foot and ambulance and other vehicle drivers when highly concentrated tear gas is present. While the ChRC currently has 15 hard hats, an additional 25 ISO 45001 hard hats (NE 397) will be purchased, as these are highly resistant to direct impacts, penetration, chemicals and fire. This equipment will be used by the ChRC volunteers and staff trained to provide services in these types of scenarios.

The following table details the ChRC vehicles available for this operation:

ChRC zones	Location	Vehicles / Ambulances
1: Central and Capital	Santiago Metropolitan Region	2 ambulances, 4 vans
	Valparaíso	2 vans, 1 ambulance
2: North	Antofagasta	1 ambulance, 1 H1 truck
	Coquimbo	1 van
3: South	Concepción	1 van
Total		13

● Communication

In accordance with ChRC communication procedures, official spokespersons have been designated at the national and local levels, who will receive support and joint technical advice from the national and regional level crisis rooms. This will keep them updated at all times regarding any actions and changes in scenario and allow them to have complete information of the overall situation.

The Communications department will improve and implement the communication strategy for media management from the national headquarters, technical team and governance body. It will also be responsible for the permanent production of public communication products aimed at raising public understanding of the humanitarian mandate and actions of the Red Cross but also to mitigate any reputational risk.

In order to ensure the correct positioning of the NS the communication strategy should ensure the production of the following products:

- Key messages
- Reactive lines
- Video / Photos portraying the actions of the ChRC
- Social media assets

Those products should be shared with the IFRC regional Communications unit to be use in Regional / Global IFRC channels and to be shared with the other national societies that must respond to requests from the media in their markets.

- **Planning, monitoring, evaluation and reporting (PMER)**

In ChRC, the National Risk and Disaster Management Directorate (responsible for emergency response), in coordination with the National Health Directorate, is in charge of the supervision of operation-related process.

A lessons learned workshop is planned for the end of the operation to identify lessons learned during situation of internal disturbances and violence, which will improve National Society's future responses in such context.

- **Administration and Finance**

The Chilean Red Cross has the National Finance Directorate, which is responsible for monitoring administrative and financial reports, accounting and expenses. This department has formal financial administrative protocols that enable the supervision of resources. The National Society has experience with operations (DREF and Emergency Appeals), as well as projects with the ICRC and IFRC.

Strategies for Implementation

Requirements (CHF): 38,020

P&B Output Code	S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform													
	Result S1.1.1: Staff security is prioritised in all IFRC activities.													
	Planned activities Weeks	1	2	3	4	5	6	7	8	9	10	11	12	
AP066	Provision of personal protection equipment to response teams													
AP066	Strengthening of operational visibility (institutional flags, stickers and vests)													
AP066	Training to volunteers on Security Risk Assessment and Critical Incident Management													
AP066	Security assessment to update security strategy and plan													
P&B Output Code	Result S1.1.2: National Societies have the necessary infrastructure and institutional systems													
	Planned activities Weeks	1	2	3	4	5	6	7	8	9	10	11	12	
	AP042	Mobilization and operational support for National Headquarters personnel and volunteers.												
AP042	Hiring of Operational Coordinator National, Field Coordinator, Communications.													
P&B Output Code	Output S2.1 Effective and coordinated international disaster response is ensured													
	Result S2.1.1 An effective mechanism for preparing the response and responsiveness of National Societies is maintained													
	Planned activities	1	2	3	4	5	6	7	8	9	10	11	12	

Contact information

For further information, specifically related to this operation please contact:

At the Chilean Red Cross:

- Patricio Acosta, President of the Chilean Red Cross; email: Patricio.acosta@cruzroja.cl

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- Jono Anazalone, Head of the Disaster and Crisis Department; email: jono.anazalone@ifrc.org
- Felipe Del Cid, Continental Operations Coordinator for Disaster and Crisis Department; email: felipe.delcid@ifrc.org
- Diana Medina, Regional Communications Manager for the Americas; email: diana.medina@ifrc.org

For Performance and Accountability (planning, monitoring, evaluation and reporting enquiries)

- Paula Martes; Planning, Monitoring and Reporting Team Coordinator; email: paula.martes@ifrc.org

In Geneva:

- Antoine Belair, Senior Officer for Operations Coordination for the Disaster and Crisis (Prevention, Response and Recovery); email: antoine.belair@ifrc.org

How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.

DREF Operation

MDRCL014 Chile: Civil Unrest

		DREF Budget CHF
Budget Group		
500	Shelter - Relief	0
501	Shelter - Transitional	0
502	Construction - Housing	0
503	Construction - Facilities	0
505	Construction - Materials	0
510	Clothing & Textiles	0
520	Food	0
523	Seeds & Plants	0
530	Water, Sanitation & Hygiene	0
540	Medical & First Aid	22,950
550	Teaching Materials	12,558
560	Ustensils & Tools	0
570	Other Supplies & Services	9,850
571	Emergency Response Units	0
578	Cash Disbursements	0
	Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	45,358
580	Land & Buildings	0
581	Vehicles	0
582	Computer & Telecom Equipment	0
584	Office/Household Furniture & Equipment	0
587	Medical Equipment	0
589	Other Machinery & Equipment	0
	Total LAND, VEHICLES AND EQUIPMENT	0
590	Storage, Warehousing	0
592	Distribution & Monitoring	0
593	Transport & Vehicle Costs	0
594	Logistics Services	0
	Total LOGISTICS, TRANSPORT AND STORAGE	0
600	International Staff	5,910
661	National Staff	2,462
662	National Society Staff	7,289
667	Volunteers	2,364
669	Other Staff Benefits	0
	Total PERSONNEL	18,025
670	Consultants	0
750	Professional Fees	0
	Total CONSULTANTS & PROFESSIONAL FEES	0
680	Workshops & Training	6,895
	Total WORKSHOP & TRAINING	6,895
700	Travel	3,940
710	Information & Public Relations	2,807
730	Office Costs	4,038
740	Communications	1,280
760	Financial Charges	591
790	Other General Expenses	0
799	Shared Office and Services Costs	0

	Total GENERAL EXPENDITURES	12,657
		0
830	Partner National Societies	0
831	Other Partners (NGOs, UN, other)	0
	Total TRANSFER TO PARTNERS	0
599	Programme and Services Support Recovery	5,391
	Total INDIRECT COSTS	5,391
	TOTAL BUDGET	88,326