

www.ifrc.org  
Saving lives,  
changing minds.

## Emergency Plan of Action (EPoA) Paraguay: Floods

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF Operation</b>	<b>Operation Number MDRPY018; Glide Number FL-2015-000171-PRY</b>
<b>Date of issue:</b> 28 December 2015	<b>Date of disaster:</b> 15 December 2015
<b>Operation manager:</b> Pabel Angeles – Regional Disaster Management Coordinator for South America	<b>Point of contact:</b> Fernando Casanova – Director General of the Paraguayan Red Cross
<b>Operation start date:</b> 24 December 2015	<b>Expected timeframe:</b> 3 months
<b>Overall operation budget:</b> 155,097 Swiss francs (CHF)	
<b>Number of people affected:</b> 17,565 (3,513 families)	<b>Number of people to be assisted:</b> 5,225 people (1,045 families)
<b>Host National Society:</b> The Paraguayan Red Cross (PRC) has 10 branches, 200 volunteers and 40 staff members.	
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> Swiss Red Cross, International Committee of the Red Cross (ICRC) and International Federation of Red Cross and Red Crescent Societies (IFRC).	
<b>Other partner organizations actively involved in the operation:</b> National Emergency Secretariat (SEN), Ministry of Public Health and Social Welfare (MSPBS) – II Health Region, Armed Forces, fire department, volunteer fire department in San Pedro de Ycuamadyu, Agricultural Extension Directorate (DEAg), National Navy, National Police, Paraguayan Red Cross, National Electricity Authority (ANDE), departmental government through its Disaster Risk Management and Reduction Secretariat	

<Click [here](#) for the DREF budget. [Here](#) for a map of the affected area. [Here](#) for the contact information>

## A. Situation analysis

### Description of the disaster

Atypical flash flooding has been reported in the northern department of San Pedro in Paraguay. Alongside the unusual precipitation (heavy rain storms and hail), these flash floods have led to the overflowing of the Jejuí, Paraguay, Aguaray-mi, Aguaray-Guazú Rivers in the San Pedro department. Due to the scope, the level of damage and the worsening situation, the Paraguayan Senate approved the declaration of a State of Emergency in seven affected departments on 15 December 2015, which included San Pedro.

The emergency operations centre (EOC) in the San Pedro department on 21 December

2015 reported that 19,750 people (3,950 families) in the department have been affected. To date, 2,845 people are in



**Flooding in a community in San Pedro. Source: Government of San Pedro**

collective centres and 2,600 people are located in areas blocked due to the flooding. Between 23 November and 14 December 2015, approximately 350.2mm of rain has fallen. The National Hydrology and Meteorology Directorate (DINAC) has forecasted an increase in rainfall and related damages, especially given the continued presence of the El Niño phenomenon.

The following table details the overall damages as a result of the flooding and storms as of 21 December 2015:

Cause	Districts	Communities	Families	People
Flooding/ torrential rains	10	63	2,845	14,225
Storms/ hail storms	5		1,105	5,525
Total	15	6,3	3,950	19750

Moreover, 1,946 families are at risk because of their proximity to the affected rivers and the significant damage this may cause to their livelihoods.

In total, 10 of San Pedro's 20 districts have been affected by the flooding. The following table details the number of affected families by district:

Affected districts	Number of affected families
SAN PEDRO DE YCUAMANDYYÚ	563
ANTEQUERA	303
NUEVA GERMANIA	456
LIMA	318
SAN PABLO	198
GUAYAIVI	2
VILLA DEL ROSARIO	506
SANTA ROSA DEL AGUARAY	94
CHORE	110
SAN ESTANISLAO	295
<b>TOTAL</b>	<b>2,845</b>

In the districts of Guayaibi, Capiivary, San Pedro de Ycuamandyyú, Lima and Nueva Germania 1,105 families were also affected by hail storms.

## Summary of the current response

### Overview of Host National Society

The Paraguayan Red Cross has a branch in the affected department of San Pedro. This PRC branch has a steering committee that is providing support, and it has appointed personnel to the governor's departmental emergency operations centre. The PRC branch's EOC also has been activated, with a national intervention team (NIT) member in charge of these actions and PRC volunteers available to implement humanitarian actions.

The risk reduction and disaster management unit of the Paraguayan Red Cross has activated its EOC, which in



A PRC health volunteer provides aid to an affected family in a community in San Pedro. Source: PRC

turn has activated local NIT members, who are providing support, information and any other required actions in their respective areas. The PRC also maintains a database of other NIT members available to be mobilized from other PRC branches and sub-branches.

The PRC has also mobilized and deployed an assessment team composed of the risk management, health and social inclusion director, the disaster risk management and reduction unit director, a PRC volunteer agronomist specializing in livelihoods; a PRC volunteer livelihoods technician with experience in Open Data Kit (ODK) and Mega V (both from the PRC branch in Concepción), three local volunteers, a general NIT member and two PRC responders. The rapid assessment was conducted in four specific areas that were difficult to access due to their remoteness.

The Paraguayan Red Cross is supporting information management, situation update reporting and damage assessments. In terms of operational coordination and logistics, the PRC is monitoring EOC operations, donations and warehouse management.

Support from PRC national headquarters has been essential in establishing all response actions directly from the San Pedro department. The National Society has also supported and cooperated with the Departmental Risk Management and Reduction Council to reinforce processes and structures, further strengthening its activities.

### **Overview of Red Cross Red Crescent Movement in country**

The Paraguayan Red Cross maintains contact and fluid communication with the IFRC through its regional disaster management coordinator for South America.

The Swiss Red Cross (SRC) is currently involved in finalizing a flood-response project in Concepción with the local PRC branch. The SRC is currently providing partial financial support for the assessment conducted by the PRC national headquarters team. A situation report regarding San Pedro has been submitted to the head of delegation, and a proposal for response targeting livelihoods has also been presented.

The ICRC implements projects with the PRC to strengthen work on integration, implementation and dissemination of international humanitarian law and standards on the use of force through visits to persons deprived of liberty and the provision of structural support to the prison system, assistance for people affected by other situations of violence and the promotion of the building of the PRC relief department's response ability to manage emergency situations in conflicts and crises.

### **Movement Coordination**

A virtual coordination meeting was held with the regional disaster management coordinator for South America to provide the IFRC with information on the evolution and status of the emergency and possible actions. The PRC has also kept the Swiss Red Cross abreast of the situation.

### **Overview of non-RCRC actors in country**

The Paraguayan Red Cross coordinates its response actions in San Pedro with the departmental EOC in conjunction with the SEN and with support from the navy, national police and local municipalities.

The departmental EOC and the SEN have distributed 506 tents and 1,670 food kits to the affected families.

The ANDE has restored power in four of the five affected areas (Barranquerita is the only area that is still pending). The national navy based at Puerto Antequera is conducting search and rescue and providing logistical support by river under the command of the department EOC.

The Agriculture Extension Directorate is conducting assessments and gathering data in the affected areas in order to quantify the damage suffered in terms of agriculture and small livestock by families involved in the institution's production programmes.

Municipalities in the affected areas are conducting humanitarian aid and general logistics support actions, especially in the provision of guidance and maintenance of constant communication with the departmental EOC to monitor operational aspects and receive feedback from the affected families.

As part of its response to the emergency, the Ministry of Public Health and Social Welfare, through Health Region II, has conducted seven medical care provision days, which have been supplemented by prevention of epidemics from improper handling of water, lack of access to sanitation and hygiene, and proliferation of vectors activities; it has also taken advantage of the population's use of medical consultations by addressing issues such as family planning and others of interest to the community. To date, 569 people have been treated for respiratory diseases, dermatitis, diarrhoea and colds, among others

## **Needs analysis, beneficiary selection, risk assessment and scenario planning**

### **Water and Sanitation**

The water supply network has not been affected, and 90 per cent of the population has access to this service. Nonetheless, the remaining population, especially those located near rivers, are consuming untreated river water that is being distributed to each household via an electric motor. Currently, 462 families have flooded dwellings, and 520 families have been cut off by the flooding and do not have access to safe drinking water. Some latrines have been breached by the flood waters, which could adversely affect the consumption of water directly from the river.

### **Health**

To date, no injured, missing, or deceased persons or emergency-related outbreaks have been reported. People have been treated for respiratory diseases, dermatitis, diarrhoea and colds, among others.

On-site assessments have detected a high degree of emotional impact among the affected population, particularly since 90 per cent are experiencing this kind of emergency for the first time. The sense of helplessness and hopelessness regarding the future is pervasive in the face of the loss of livelihoods and discouraging forecasts. Initial assessments indicate a low level of social cohesion in the communities that were visited, which might impact the rate at which community resilience building occurs.

A primary health care unit with medical supplies is available for assistance if required.

### **Shelter**

Four facilities have been allocated for the establishment of collective centres: 1 in the PRC Colorada branch and 1 in Charity Directorate Sports Arena – DIBEN, which are both located in San Pedro del Ycuamandyyú; 1 in the municipal storage building in Nueva Germania and 1 in the municipal storage building in Santa Rosa del Aguaray. To date, 462 houses are under water with total or partial damage to their structures, and 1,826 additional homes are at risk. The most used construction materials are brick and adobe. The latter has a high risk of collapsing in flood situations.

### **Livelihoods and food security**

Livelihoods have been severely affected. Floods and related precipitation events have caused many families to lose their income generating capacity, thus endangering their food security, health needs and other basic requirements.

**Agriculture:** According to the report submitted by the Agricultural Extension Directorate, 50 to 75 per cent of the agricultural areas in the northern areas of the country have been affected. It has been estimated that 40 per cent of

15,000 hectares of sesame have been lost, as well as 25 per cent of 22,000 hectares of cassava and 30 per cent of approximately 10,000 to 12,000 hectares of horticultural produce.

**Livestock:** As at least 75 per cent of the land has been affected, the raising of large and small livestock in these areas is a challenge. These animals are used for both consumption and income generation. As a survival strategy, many people have had to sell their cattle due to the lack of dry and higher areas in pasture needed to maintain them, and to prevent outbreaks of animal diseases. An estimated 25 per cent of the cattle have been evacuated from the flooded areas, and deaths of small livestock animals have been reported. Additionally, since most of the day labour work in this region is done on farms with livestock, day labours have also lost their source of income, creating a situation in which they are unable to cover their basic needs, especially food.

**Fisheries:** According to the Disaster Risk Management and Reduction Secretariat, the floods have affected between 50 and 75 per cent of fishing activities; the flooding has resulted in an even more complicated scenario for fisherpeople since this emergency has coincided with the period in which most fishing is prohibited due to the spawning or hatching season. As a result, these people are unable to generate the needed income to cover their basic needs. Furthermore, flooding causes fish to disperse, which will make this activity even more difficult once the seasonal prohibition is lifted.

**Brick production:** Damage to this sector is 100 per cent since bricks are made with local raw materials. This situation has prevented people in this industry from working and thusly generating income to meet their basic needs.

The following table details the income generating activities affected by district:

District	Activities
San Pedro del Ykuamandyú	Day labour – Agriculture - Small livestock production
Antequera	Fishing and Day labour
Nueva Germania	Agriculture, Horticulture and Day labour
Lima	Agriculture and Small livestock production.
San Pablo	Day labour and Agriculture
Juajayvi	Fruit-growing and Agriculture
Villa del Rosario	Day labour – Agriculture – Small livestock production
Santo Rosa del Aguaray	Day labour and Agriculture
Chore	Brick production – Fishing - Agriculture –Small livestock production
San Estanislao	Day labour and Agriculture

Local production sectors have been affected, causing a serious impact on food security and household finances and their access to products.

### Risk Assessment

According to the Meteorology and Hydrology Directorate, rains could continue through December. The level of the soil saturation and the lack of mechanisms for draining standing water could take up to three months. Rains are expected to peak in March and April, which would worsen the impact of this scenario and make it difficult to assist all of the affected population.

As local state institutions normally finish their fiscal years during this period, state funds are scarce and often unavailable. Additionally, municipalities in this area are currently in a transition period between incoming and outgoing authorities, which also affects the availability of resources and assistance.

## B. Operational strategy and plan

## Overall objective

Ensuring that at least 1,045 families affected by floods in the districts of San Pedro de Ycuamandyyú, Antequera, and Villa del Rosario and Chore in the department of San Pedro have access to humanitarian assistance through the distribution of food kits, hygiene kits, and jerrycans for water storage, which will be supplemented by health and hygiene promotion and psychosocial support.

## Proposed strategy

Reduce the negative impact that flood damage has caused on the loss of livelihoods, food security, health, and water and sanitation of the affected population. The DREF will also support the costs of both the completed rapid assessment and a detailed assessment in the coming days. The following are the lines of action:

### Health

- At least 1,045 affected households receive health promotion information and training.
- At least 1,045 households have access to psychosocial support care and information.

### Water and Sanitation

- Up to 600 households whose homes have been completely flooded and who remain incommunicado receive hygiene kits.
- At least 1,045 affected households receive water and health promotion information and training.

### Food Security

- A total of 1,045 households who have had their livelihoods and dwellings affected receive food kits.

In terms of the early livelihoods recovery approach for affected households, the Paraguayan Red Cross has drafted a proposal and requested the support of the Swiss Red Cross, which would complement this plan of action. Moreover, the planned distributions will not overlap with those carried out by the Paraguayan government.

## Target population

The target population is composed of affected households that entered into a situation of vulnerability after the floods caused the loss or total destruction of their belongings, dwellings, crops and large and small livestock, as well as the sources of raw materials for brick production and construction (clay and sand). Serious damage has occurred to the availability and access to food, which are the two pillars of food security.

The following table details the number of households per district that the Paraguayan Red Cross, with IFRC support, plans to reach with this operation:

Affected districts	Total households per district	Total people per district
SAN PEDRO DE YCUAMANDYYÚ	509	2,545
ANTEQUERA	303	1,515
VILLA DEL ROSARIO	123	615
CHORE	110	550
<b>TOTAL</b>	<b>1,045</b>	<b>5,225</b>

## Vulnerability and beneficiary selection criteria

The Paraguayan Red Cross has established the following selection criteria:

- Priority will be given to the rural and semi-urban areas most affected by floods.
- People in the highest level of vulnerability, which includes women heads of households, older adults, children and persons with disabilities.
- Damage to homes.
- Damage to the availability and access to food (food security) and thus to livelihoods.
- Families incommunicado and who lack means of transportation.

The identification of affected households for the final selection of beneficiaries (and details on the level of impact) plans to consider the selection criteria and vulnerability that was used at the time the detailed assessment was conducted. The communities of San Pedro del Ycuamandyyu, Antequera, Chore and Villa del Rosario were selected because they had not yet received government assistance unlike the other affected communities.

## Operational support services

### Human resources

The head of this operation will be responsible for the Disaster Risk Management and Reduction Unit, which will coordinate with the departmental EOC in San Pedro and be under the supervision of the Directorate for Risk Management, Community Health and Social Inclusion. At the local level, the project will hire a coordinator who will be responsible for coordinating and implementing local-level activities, working with communities and the inclusion of PRC branch volunteers in order to strengthen coordination in the target area. All of these people will have IFRC insurance. Likewise, a field technician and a local health point person specialized in psychosocial support, under the coordination of the head of operation, will be responsible for on-site implementation of the actions to be implemented. An administrative-financial assistant will also be hired for this operation. Personal protective gear will be provided to PRC volunteers including rubber boots, rain ponchos, vests and shirts.

### Logistics and supply chain

All procurements and procedures will be conducted at the national level in accordance with the National Society's procedures and in compliance with the IFRC's standard policies and procedures. A vehicle will be rented in the area to transport project personnel to the field and to coordinate the feasibility of supporting local arrangements for river travel, contributing to the fuel costs incurred by these actions.

### Information technologies (IT)

The Paraguayan Red Cross will have computers and telecommunications equipment available for the operation and it will use ODK for data collection and Mega V for the distributions

### Communications

Through its head of communications, the PRC has begun informing the population about the situation where the adverse events are taking place, as well as the assessments that are underway. The Press Section under de San Pedro departmental EOC will also support communication actions.

The operation will include the following activities:

- Develop, in conjunction with IFRC communications, a web/press release on the Paraguayan Red Cross DREF operation, and gather quotes from operational/technical staff, volunteers, and beneficiaries. It will be

published at the following links: [www.cruzroja.org](http://www.cruzroja.org); <http://cruzroja.org.py> and disseminated over the PRC's and the IFRC's social networks.

- Draft releases for the web and a report on good practices in the cash transfer programme and communication with beneficiaries.
- Prepare a case study on communications with beneficiaries and the tools used, including the satisfaction survey.

## Security

The Paraguayan Red Cross has a document on National Security Policies and Procedures and field intervention.

Paraguayan Red Cross's security standards aim to reduce risks when performing institutional tasks in the field through the application of actions and practices that provide timely, quick, effective and safe responses for the most vulnerable people.

There are no significant security problems in the targeted area. Those that exist are related to the mobilization of volunteers and the resources for implementing the activities. The following basic security measures will be followed:

An appointed person is responsible for determining the human resources needed for any group engaging in the action, particularly the actions in the field. This will be done in consideration of:

- The possibility of underage PRC volunteers participation with proper permission from their parents and/or guardians and the president of the PRC branch in Concepción.
- General knowledge of all institutional areas.
- Good health, fitness, maturity, self-control, ability to assess a situation in difficult times, determination and proven experience.

## Planning, monitoring, evaluation, & reporting (PMER)

The project will include the following mechanisms for monitoring, evaluation and reporting:

- An updated report 30 days after the start of operation
- A beneficiary satisfaction survey.
- A final narrative report

The Regional Disaster Management Coordinator of South America will visit the field, with support from IFRC's Americas regional office. The Disaster Risk Management and Reduction Units will ensure that National Society conducts the monitoring.

## Administration and Finance

The PRC will be responsible for managing the in-country funds in accordance with the IFRC's standard procedures for reporting on operational progress. Transfers will be made based on the provisions in the Letter of Agreement signed between the Paraguayan Red Cross and the IFRC for the implementation of the operation.

The IFRC, through its finance department, will provide the necessary operational support for the review and validation of budgets and bank transfers, as well as the provision of technical assistance to the National Society on procedures for the justification of expenditures and review and validation of invoices to report on the progress of the operation.

## C. DETAILED OPERATIONAL PLAN

### Quality programming / Areas common to all sectors

OBJECTIVES	INDICATORS												
<b>Outcome 1</b> Continuous and detailed assessment and analysis are used to inform the design and implementation of the operation.	Number of assessments conducted												
<b>Output 1.1</b> Initial needs assessment are updated following consultation with beneficiaries.	Assessment reports that indicate consultation with beneficiaries ( <i>assessment reports, plan of action</i> )  Assessment reports that provide data on affected population disaggregated by sex, age and vulnerabilities ( <i>assessment reports</i> )												
<b>Output 1.2</b> The management of the operation is informed by a comprehensive monitoring and evaluation system	Plan of action and sectorial plans with a monitoring and evaluation plan  Planned evaluations that include lessons learned and management response												
<b>Output 1.3</b> Operation activities are disseminated at the local, national and regional level	Number of press releases issued Number of beneficiary stories completed Number of media publications on PRC actions												
Activities	Week	1	2	3	4	5	6	7	8	9	10	11	12
Emergency rapid assessment by branches		X	X										
Prepare a multi-sector plan of action			X										
Perform a detailed assessment of damage to communities			X	X									
Hire staff		X	X										
Prepare and disseminate 2 press releases				X						X			
Prepare and disseminate 2 beneficiary stories							X				X		
Monitoring of the operation by IFRC					X								
Beneficiary satisfaction survey												X	X

## Health and Care

**Needs analysis:** To date, no injuries have been reported in relation to the flooding or secondary events. No probable outbreaks of diseases or epidemics have been detected. However, people have been treated for diarrhoea, respiratory diseases, dermatitis and colds, among others.

A psychosocial support line needs to be activated due to the high degree of emotional impact observed during the field assessment. The population is experiencing uncertainty and emotional upheaval due to the loss of their homes, sources of income, which is exacerbated by the time required for recovery.

**Population to be assisted:** A total of 1,045 beneficiaries in San Pedro del Ycuamandyyo, Antequera, Chore and Villa del Rosario have had their physical and mental health impacted by the emergency.

OBJECTIVES	INDICATORS												
<b>Outcome:</b> The immediate risks to the health of affected populations are reduced.	% of the affected people in the area who can access appropriate health promotion												
<b>Output 1.1</b> Affected families have health promotion information and materials	Number of people diagnosed and receiving psychosocial support												
Activities	Week	1	2	3	4	5	6	7	8	9	10	11	12





Tender process to select providers	X	X												
Provider identification and selection		X	X											
Distribution and monitoring through the Mega V system.			X	X	X	X								

## Contact Information

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

### In the Paraguayan Red Cross:

- Ing. Carlos Escobar Goiburu, President in functions of the Paraguayan Red Cross, email: [presidencia@cruzroja.org.py](mailto:presidencia@cruzroja.org.py)

### In the Americas regional office:

- Inigo Barrena, Pan-American Disaster Response Unit (PADRU) coordinator, email: [c.i.barrena@ifrc.org](mailto:c.i.barrena@ifrc.org); mobile: +507 6679 3238

### In Geneva

- Christine South, operations quality assurance senior officer; +41 22 730 45 29; [christine.south@ifrc.org](mailto:christine.south@ifrc.org)

### For Resource Mobilization and Pledges:

- Alejandra Van Hensbergen, senior resource mobilization officer; email: [alejandra.vanhensbergen@ifrc.org](mailto:alejandra.vanhensbergen@ifrc.org)

### For In-Kind donations and Mobilization table:

- Douglas Baquero, Head of Regional Office Logistics Unit - Global Logistics Service; email: [douglas.baquero@ifrc.org](mailto:douglas.baquero@ifrc.org)

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

- Priscila Gonzalez; planning, monitoring and reporting coordinator ; email: [priscila.gonzalez@ifrc.org](mailto:priscila.gonzalez@ifrc.org)

Click [here](#) to return to the title page

# DREF OPERATION

MDRPY018- Paraguay Floods

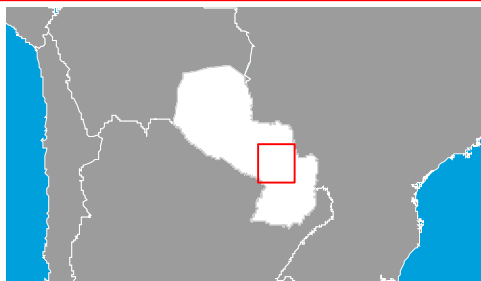
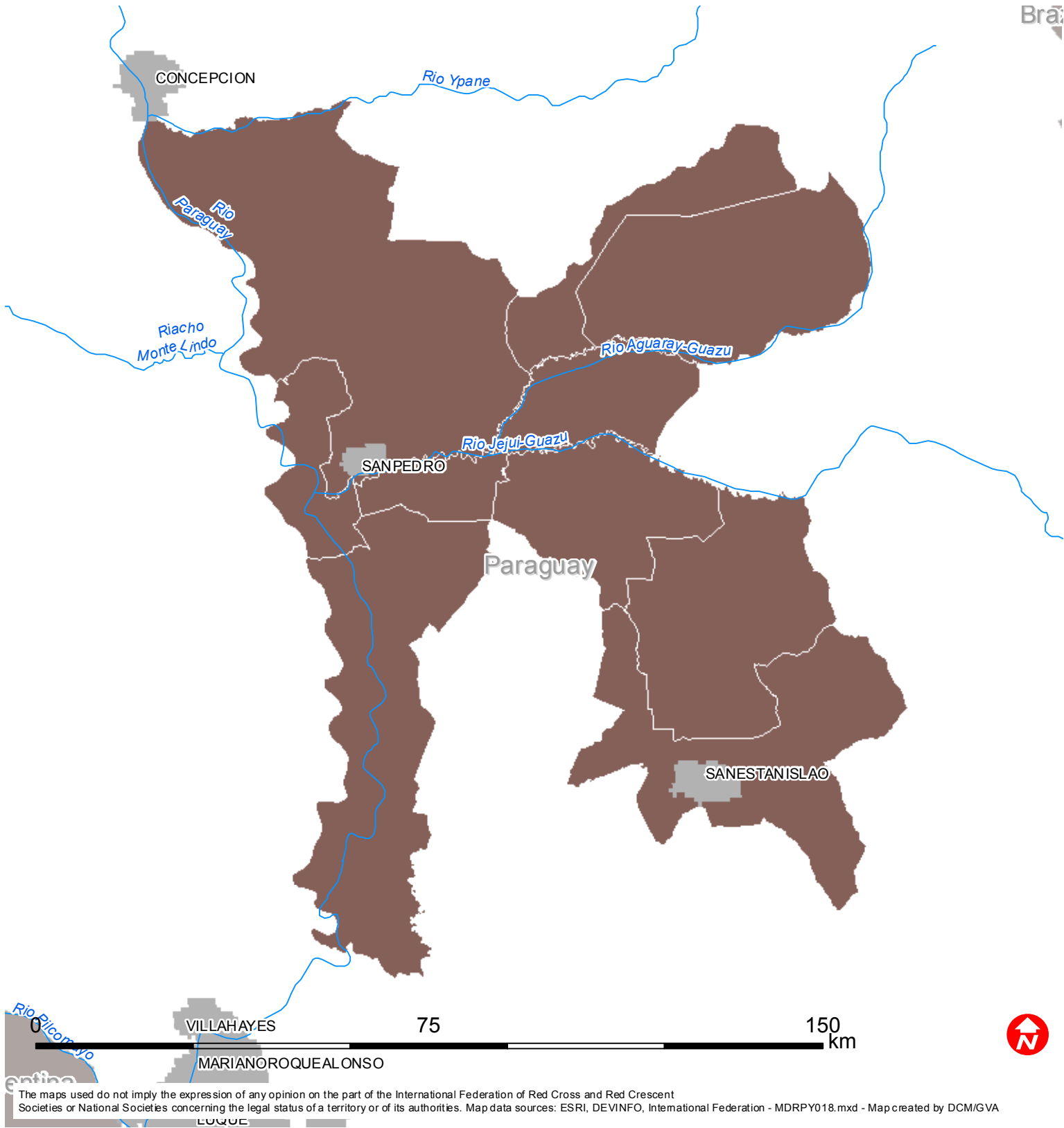
28/12/2015


DREF Grant  
Budget CHF

Budget Group	DREF Grant Budget CHF
Shelter - Relief	0
Shelter - Transitional	0
Construction - Housing	0
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	0
Food	46,674
Seeds & Plants	0
Water, Sanitation & Hygiene	23,821
Medical & First Aid	0
Teaching Materials	15,881
Utensils & Tools	5,955
Other Supplies & Services	0
Cash Disbursements	0
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>92,331</b>
Land & Buildings	0
Vehicles	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
<b>Total LAND, VEHICLES AND EQUIPMENT</b>	<b>0</b>
Storage, Warehousing	0
Distribution & Monitoring	3,970
Transport & Vehicle Costs	13,399
Logistics Services	0
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>17,369</b>
International Staff	0
National Staff	0
National Society Staff	21,091
Volunteers	1,192
Other Staff Benefits	993
<b>Total PERSONNEL</b>	<b>23,276</b>
Consultants	0
Professional Fees	1,489
<b>Total CONSULTANTS &amp; PROFESSIONAL FEES</b>	<b>1,489</b>
Workshops & Training	993
<b>Total WORKSHOP &amp; TRAINING</b>	<b>993</b>
Travel	2,184
Information & Public Relations	2,878
Office Costs	1,340
Communications	3,275
Financial Charges	496
Other General Expenses	0
Shared Office and Services Costs	0
<b>Total GENERAL EXPENDITURES</b>	<b>10,174</b>
Partner National Societies	0
Other Partners (NGOs, UN, other)	0
<b>Total TRANSFER TO PARTNERS</b>	<b>0</b>
Programme and Services Support Recovery	9,466
<b>Total INDIRECT COSTS</b>	<b>9,466</b>
<b>TOTAL BUDGET</b>	<b>155,097</b>



# Paraguay: Floods



 Affected districts