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# Emergency Appeal

## Costa Rica and Panama: Population Movement

 International Federation  
of Red Cross and Red Crescent Societies

Revised Appeal no. MDRCR014	6,350 people to be assisted	Appeal launched January 2016
Glide no. <a href="#">OT-2015- 000157-CRI</a>	51,054 Swiss francs DREF allocated	Operation start date 22 November 2015
	602,895 Swiss francs current revised Appeal budget	Revision no. 1 issued 3 May 2016
	372,362 Swiss francs funding gap	Appeal ends 22 November 2016 (6 month extension)

This revised emergency appeal seeks a total of 602,895 Swiss francs, which has been decreased from 642,202 Swiss francs to enable the International Federation of Red Cross and Red Crescent Societies (IFRC) to support the **Costa Rican Red Cross (CRRC)** and the **Red Cross Society of Panama (RCSP)** to deliver assistance and support to **6,350** displaced people for **6 additional months**, with a focus on the following sectors: **health, water, sanitation and hygiene promotion, food security and disaster preparedness**. The revised emergency appeal now includes support for the RCSP due to an escalation in the migration crisis in the country, the need to pool both National Societies' resources to meet humanitarian needs on either side of the border, and to reach an additional 1,350 migrants. The reduction in the budget corresponds to the removal of the Restoring Family Links (RFL) activities, as this has been covered through external support. The planned response reflects the current situation and information available at this time of the evolving operation, and will be adjusted based on further developments and more detailed assessments. Details are available in the Revised Emergency Plan of Action (EPoA) [<click here>](#)

## The disaster and the Red Cross Red Crescent response to date

**November 2015:** A significant increase in the arrivals of Cuban migrants to the Paso Canoas border crossing between Panama and Costa Rica begins

**November 2015:** Nicaragua promptly closes its borders, effectively stranding the Cuban migrants in Costa Rica and Panama

**November 2015:** 51,054 Swiss francs allocated from the IFRC's [Disaster Relief Emergency Fund \(DREF\)](#) to support the start of assessments and the delivery of assistance.

**24 December 2015:** [DREF Operations Update no.1](#) issued, including a one month extension.

**19 January 2016:** [Emergency Appeal](#) launched for 642,202 Swiss francs to reach 5,000 vulnerable people

**April 2016:** Migrants from various African and Asian nations arrive and are stranded in Costa Rica by the Nicaraguan border closure

**May 2016:** IFRC issues revised Emergency Appeal for 602,895 Swiss francs for 6,350 people, extended to 22 November 2016.



A RCSP activity with migrants in Pasos Canoas. Source: RCSP

## The operational strategy

### Needs assessment and beneficiary selection

Cuban migrants at the Panamanian border and 800 migrants of various origins held in overcrowded collective centres in Costa Rica are in urgent need of improved water, sanitation and hygiene (WASH) conditions, psychosocial support (PSS), pre-hospital-care and first aid, shelter and daily provisions of nutritional food, particularly for more vulnerable population, like the elderly, children, pregnant women and people with special needs.

### Risk Assessment

There are several different groups within the migrant population; including those travelling with very limited resources on their journey over land who require assistance, and those who are better off financially who are able to meet their own needs. Among the displaced population, there are a large number of children, pregnant women, people more than 60 years of age and people with chronic diseases such as hypertension and diabetes.

The migrants' prolonged stay in Panama and Costa Rica due to the closure of the Nicaraguan border has forced them to invest the little money they have in food, tents, fans, bedding, medicine and so forth, which has depleted their resources to continue their journey either by land or by air depending upon their financial capacity.

### Overall objective:

Cover the urgent basic needs of 5,000 migrants (Cubans in Panama and migrants of various nationalities in Costa Rica) that are currently being housed in the government-run collective centres, border areas and with host families in the border regions in Costa Rica and Panama through health, water, sanitation and hygiene promotion, food security and disaster preparedness actions.

### Coordination and partnerships

National Societies in Central America and Mexico have been kept informed of the actions that are being developed and of the changing scenario, which could evolve and move to other countries. So far, it has not been necessary to request additional resources from the region except for a Regional Intervention Team (RIT) team member, who arrived in Panama in April to support the National Societies' response actions. The National Societies have also been in communication and shared information with the International Branch of the Red Cross (ICRC).

The National Societies have maintained close coordination and communication with the IFRC through its Pan American Disaster Response Unit (PADRU), which has provided support and technical advice since the beginning of the operation, including the acceptance of a shared emergency appeal in which both National Societies will pool resources in order to meet the needs of the population. An operational coordination meeting was held between the RCSP, the CRRC and the IFRC in order to establish the mechanisms both National Societies will use to coordinate and communicate with each other during the implementation of emergency appeal activities. Both the IFRC and National Societies will share relevant information on a regular basis in order to ensure consistence and coherent approach and to avoid duplicating efforts while assisting the same population.

The governments of both countries have assumed an active coordination role that has allowed the Civil Protection Systems to assume the leading role, and the respective systems have maintained close coordination with other government institutions to provide the migrants with basic supplies and accommodations. The governments of both countries have requested the support of the National Societies, especially in terms of complementary support in shelters given the experience that the Red Cross Movement has in this field.




In Costa Rica, the government established the necessary coordination with the countries in the region to create a humanitarian bridge that would allow migrants to continue on their way to the United States of America, enabling approximately 4,000 Cubans to catch flights to other Central American countries. The government, through the Emergency Branch, established coordination with the Costa Rican Red Cross and requested the National Society's assistance to manage three collective centres and provide pre-hospital services, PSS and other complementary actions.

Because of the increase in migrants from other continents, the Costa Rican government has asked the CRRC to provide humanitarian assistance to 800 people at the Panamanian-Costa Rican border; an assignment which the National Society readily accepted.


Caritas has maintained a permanent presence, supporting the migrant population through the provision of food and hygiene kits in the collective centres. Some of these actions have been coordinated with Red Cross branches in both Costa Rica and Panama.


In Panama, actions are being coordinated by SINAPROC, which has permanent staff in the Paso Canoas area that is has been coordinating and establishing lines of communication with the collective centres in the border region. SENAFRONT has been conducting ongoing immigration control actions at the border and providing security to all pf the collective centres. Likewise, the Panamanian National Police has permanent staff at border points providing security to the entire migrant population and Panamanian citizens residing in these areas. A workshop was held in Panama from 4 to 8 April 2016 that addressed security, dignity and privacy issues in the collective centres in Latin America and the Caribbean, which was attended by the Panamanian and Costa Rican National Societies and the Costa Rican government.


## Proposed sectors of intervention

 <b>Health</b>
<b>Outcome 1. Immediate health problems among the Cuban migrant community are treated through pre-hospital care and psychosocial support in Paso Canoas and Peñas Blancas.</b>
<b>Output 1.1</b> Members of the Cuban migrant community showing symptoms or signs of illness receive pre-hospital care
<b>Output 1.2:</b> Psychosocial support is provided to the affected migrant population in Peñas Blancas and Paso Canoas
Activities planned: <ul style="list-style-type: none"> <li>• Pre-hospital care</li> <li>• Key messages for self-health care</li> <li>• Hiring of psychologist in Panama and Costa Rica</li> <li>• Replenishment of first aid items</li> <li>• Deployment a NDRT team specialized in psychological support during three months</li> </ul>
 <b>Water, Sanitation and Hygiene Promotion</b>
<b>Outcome 2. Immediate risk of contracting diseases related to water, sanitation and hygiene are reduced by improving safe water storage, distribution and handling conditions for 6,350 migrants</b>
<b>Output 2.1</b> Safe water storage conditions are strengthened in collective centres
<b>Output 2.2</b> Personal hygiene kits that meet Sphere standards are provided to 6,350 people
<b>Output 2.3</b> Hygiene systems in collective centres are strengthened
<b>Output 2.4</b> Knowledge of hygiene measures, sanitation, safe water and community health is strengthened
Activities planned: <ul style="list-style-type: none"> <li>• Distribution of 1,000 14-litre buckets with lid and dispenser</li> <li>• Distribution of personal hygiene kits to 6,350 people (children, women and men)</li> <li>• Construction of showers and drains</li> <li>• Improvement and/or construction of wash basins</li> <li>• Improvement and/or construction of drains</li> <li>• Community-based health and first aid (CBHFA) workshop for volunteers in hygiene promotion, water and sanitation component</li> <li>• Workshop for communities on hygiene promotion, water and sanitation</li> <li>• Safe water, hygiene, and sanitation awareness-raising campaign</li> </ul>
 <b>Shelter and settlements; Household non-food items</b>
<b>Outcome 3. The immediate shelter needs of the target population are met</b>

<b>Output 3.1</b> Essential non-food items (NFIs) are provided to the target population
<b>Output 3.2:</b> The scope and quality of National Society services in collective centres is improved
Activities planned: <ul style="list-style-type: none"> <li>• Procurement and distribution of 3,500 blankets (2,500 in Panama and 1,000 in Costa Rica)</li> <li>• Shelter Management workshop for branch volunteers involved in managing collective centres</li> </ul>

 <b>Livelihoods; Nutrition; Food security</b>
<b>Outcome 4. There is access to food in Red Cross-managed collective centres</b>
<b>Output 4.1</b> Food that meets minimum Sphere standards is distributed to 2,000 people
Activities planned: <ul style="list-style-type: none"> <li>• Purchase mobile kitchens in Panama</li> <li>• Maintenance on mobile kitchens in Costa Rica</li> <li>• Food distribution for 2,000 people for two months in Panama and Costa Rica</li> </ul>

 <b>Disaster response preparedness; Early warning; Risk reduction</b>
<b>Outcome 5. CRRC and RCSP offer pre-hospital care in emergencies in cross border communities under a comprehensive legal framework.</b>
<b>Output 5.1</b> Adequate legal framework that regulates the provision of pre-hospital care in emergencies by CRRC and the RCSP
Activities planned: <ul style="list-style-type: none"> <li>• Study that identifies the pertinent legislation that needs to be amended in order to facilitate the provision of pre-hospital care in emergencies in bordering communities</li> <li>• Workshop to evaluate the strengths and gaps in the national legislation for the provision of pre-hospital care in emergencies in bordering communities</li> <li>• Advocacy for the adoption of legislation that facilitate the provision of pre-hospital care in bordering communities</li> </ul>

 <b>Areas Common to All Sectors</b>
<b>Quality programming (areas common to all sectors)</b>
<b>Outcome 6. The operation's implementation is managed in a coordinated manner, with an adequate implementation and monitoring system.</b>
<b>Output 6.1</b> The project has been monitored and implemented as per the timeframe established in the Emergency Plan of Action (EPoA)
<b>Output 6.2. Costa Rican and Panamanian Red Cross efforts have been disseminated via press releases to the media, and the airing of key messages</b>
Activities planned: <ul style="list-style-type: none"> <li>• Monitoring visits from headquarters</li> <li>• Two RIT deployments</li> <li>• Monitoring visits from the IFRC</li> <li>• Preparation of internal progress reports</li> <li>• Publication of press releases and key messages</li> <li>• Regional Migration campaign</li> <li>• Publication of a video of the operation</li> <li>• Lessons learned workshops in both countries</li> <li>• Beneficiary satisfaction survey</li> <li>• Hiring of a general operations coordinator for CRRC</li> <li>• Hiring of a general operations coordination for RCSP</li> <li>• Acquisition of an Open Data Kit (ODK) and Mega V kit</li> </ul>

<b>Outcome 7: The most vulnerable people have access to unconditional cash in order that meet their special needs.</b>
<b>Output 7.1</b> 500 people have access to cash during three months in Panama and Costa Rica
Activities planned: <ul style="list-style-type: none"> <li>• Targeting and registration of beneficiaries focusing on families with children under five years of age and people suffering from chronic illnesses that require medication or special diets or special needs.</li> <li>• Cash transfer programme (CTP) for 500 people for three months, consisting of three instalments of 100 USD each.</li> </ul>

The original plan of action had budgeted for actions in Restoring Family Links, but this need was covered through a donation from the Cuban community in the United States. These actions have since been cancelled, and the revised plan of action does not include any RFL actions.

## € Budget

See attached IFRC Secretariat budget (**Annex 1**) for details. With 230,533 Swiss francs (38 per cent coverage) of contributions received, the net multi-lateral needs amount to 372,362 Swiss francs.

Garry Conille  
Under Secretary General  
Programme and Operations Division

Elhadj As Sy  
Secretary General

### Reference documents



Click here for:

- Previous Appeals and updates
- Revised Emergency Plan of Action (EPoA)
- Revised appeal budget

## Contact information

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

### In the Costa Rican Red Cross:

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## 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.

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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**.

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# EMERGENCY APPEAL

03/05/2016

MDRCR014 Costa Rica / Panama Population Movement

Budget Group	Multilateral Response	Inter-Agency Shelter Coord.	Bilateral Response	Appeal Budget CHF
Shelter - Relief	0			0
Shelter - Transitional	0			0
Construction - Housing	0			0
Construction - Facilities	0			0
Construction - Materials	0			0
Clothing & Textiles	12,777			12,777
Food	48,035			48,035
Seeds & Plants	0			0
Water, Sanitation & Hygiene	112,094			112,094
Medical & First Aid	34,585			34,585
Teaching Materials	8,262			8,262
Utensils & Tools	11,240			11,240
Other Supplies & Services	0			0
Emergency Response Units	0			0
Cash Disbursements	144,105			144,105
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>371,099</b>	<b>0</b>	<b>0</b>	<b>371,099</b>
Land & Buildings	0			0
Vehicles	0			0
Computer & Telecom Equipment	4,804			4,804
Office/Household Furniture & Equipment	0			0
Medical Equipment	0			0
Other Machinery & Equipment	0			0
<b>Total LAND, VEHICLES AND EQUIPMENT</b>	<b>4,804</b>	<b>0</b>	<b>0</b>	<b>4,804</b>
Storage, Warehousing	1,921			1,921
Distribution & Monitoring	7,180			7,180
Transport & Vehicle Costs	11,817			11,817
Logistics Services	12,369			12,369
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>33,287</b>	<b>0</b>	<b>0</b>	<b>33,287</b>
International Staff	7,686			7,686
National Staff	2,210			2,210
National Society Staff	19,694			19,694
Volunteers	17,867			17,867
Other Staff Benefits	8,646			8,646
<b>Total PERSONNEL</b>	<b>56,103</b>	<b>0</b>	<b>0</b>	<b>56,103</b>
Consultants	14,411			14,411
Professional Fees	6,725			6,725
<b>Total CONSULTANTS &amp; PROFESSIONAL FEES</b>	<b>21,135</b>	<b>0</b>	<b>0</b>	<b>21,135</b>
Workshops & Training	38,428			38,428
<b>Total WORKSHOP &amp; TRAINING</b>	<b>38,428</b>	<b>0</b>	<b>0</b>	<b>38,428</b>
Travel	7,205			7,205
Information & Public Relations	20,655			20,655
Office Costs	3,170			3,170
Communications	3,651			3,651
Financial Charges	4,083			4,083
Other General Expenses	1,153			1,153
Shared Office and Services Costs	1,326			1,326
<b>Total GENERAL EXPENDITURES</b>	<b>41,243</b>	<b>0</b>	<b>0</b>	<b>41,243</b>
Partner National Societies	0			0
Other Partners (NGOs, UN, other)	0			0
<b>Total TRANSFER TO PARTNERS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Programme and Services Support Recovery	36,796	0		36,796
<b>Total INDIRECT COSTS</b>	<b>36,796</b>	<b>0</b>	<b>0</b>	<b>36,796</b>
Pledge Earmarking & Reporting Fees				0
<b>Total PLEDGE SPECIFIC COSTS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL BUDGET</b>	<b>602,895</b>	<b>0</b>	<b>0</b>	<b>602,895</b>
<b>Available Resources</b>				
Multilateral Contributions				0
Bilateral Contributions				0
<b>TOTAL AVAILABLE RESOURCES</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>NET EMERGENCY APPEAL NEEDS</b>	<b>602,895</b>	<b>0</b>	<b>0</b>	<b>602,895</b>