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Emergency Plan of Action

Costa Rica: Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation	Operation n° MDRCR015 Glide n° TC-2016-000125-CRI
Date of issue: 01 December 2016	Date of disaster: 20 November 2016
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Operation start date: 20 November 2016	Expected timeframe: 4 months
Overall Operation Budget: 335,893 Swiss francs (CHF)	
Number of people affected: 50,000 people	Number of people to be assisted: 5,000 people approx. (1,000 families)
Red Cross Red Crescent Movement partners actively involved in the Operation: Costa Rican Red Cross: he Costa Rican Red Cross (CRRC) has 121 branches grouped into 9 regions, International Federation of Red Cross and Red Crescent Societies (IFRC) and American Red Cross	
Other Partners: National Comprehensive Risk Management System, with presence from all institutions that comprise it	
*Please note that the timeframe of this operation will be 4 months, and the National Society will cover the operational cost for 1 month; as a result, the budget only includes funding for 3 months.	

<Click [here](#) for the DREF budget. Click [here](#) for the contact information and [here](#) for the map of the affected areas>

A. Situation Analysis

Description of the Emergency

According to the National Hurricane Centre in Miami (www.nhc.noaa.gov), Hurricane Otto entered Costa Rican territory as a Category 2 hurricane (175 km/h; Saffir-Simpson Scale) on 24 November at 13:00 hrs. local time (1800 UTC), close to the town of Los Chiles (Lat. 11.0N 83.9 Long. 83.9W). This makes Otto the southernmost hurricane on record to hit Central American territory, moving on W-SW trajectory at an average speed of 15 km/h. Otto, by then downgraded to Tropical Storm, exited Costa Rica around 02:00 hrs. on 25 November.

The rains that fell along its path across Costa Rican territory triggered multiple Red and Yellow Alerts by the National Emergency Operation Committee (EOC). Red Alert no. 28-2016 issued by the National Risk Prevention and Emergency Response Commission remains in place, for a total of 40 cantons on Red Alert and the rest on Yellow Alert. Some 900 incidents have been reported through the National Emergency System's 911 line in 231 communities in 24 cantons. According to EOC reports, there are currently 52



Evacuation actions by CRRC
Source CRRC

collective centres in 17 cantons housing 6,800 people. The situation will be assessed in the next few days in order to start the return home process.

According to the Ministry of Public Works and Transport's National Highway Administration Council (CONAVI), damage to transport infrastructure (roads and bridges) has been initially estimated at around ₡4,734 million Costa Rican colones (approx. USD\$8,820,000,000). CONAVI reported that the greatest impact occurred in the central region, with 63 damaged roads; followed by the Brunca Region with 41; Huetar Altántica with 35; Chorotega with 7; and Huetar Norte with 4. Only Central Pacific area roads have remained unscathed. In total, 412 communities have reportedly been affected and require a detailed assessment in the coming days.

An airlift operation has started, using Costa Rican, Panamanian and US aircraft plus another 26 that arrived on 25 November, in order to continue with relief actions and food, medicine and hygiene item distributions in hard-to-reach areas, especially in Alta Talamanca and in Pacífico Sur where some communities remain cut off

Summary of current response

Actions by the Costa Rican Red Cross (CRRC) – Impact/Response Phase

- The Institutional Response Committee, led by the CRRC's President, National Council members, Senior Management and National Risk Management and Emergency Response Director, remains permanently active
- Coordination with national Costa Rican authorities, on a permanent basis through EOCs and the National Risk Management System's Steering Committee.
- Red Cross actions have focused on preventive evacuation of residents, victim search and rescue, extra-hospital care and management of humanitarian supplies.
- As members of local emergency committees, institutional representatives participate in and coordinate actions with authorities and civil society representatives.
- The National Society assists in setting up and managing temporary collective centres.
- 122 branches and 9 coordination regions across the country active and working on operational, administrative and logistical activities, with more than 1,200 men and women in active service since the onset of the event; logistics personnel; and more than 300 light vehicles (four-wheel drive vehicles, rescue units and conventional ambulances, among others), three trucks and one trailer.
- Red Cross' Emergency Operation Centre is active 24/7 at its facilities in the Operational Building in San José, to tabulate, centralize and process all information generated by various auxiliary committees, National Emergency Commission (CNE for its acronym in Spanish), Costa Rican Volcanological and Seismological Observatory (OVSICORI for its acronym in Spanish) and United States Geological Survey (USGS) (Tel: 25425043, email: coe@cruzroja.or.cr).
- CRRC's National Donation Collection Centre has been enabled at the request of the national authorities.
- A Restoration of Family Links service has been launched.
- Press release developed; it can be find on <https://www.facebook.com/cruzrojacostarricense>
- As of 27 November, the CRRC had distributed 8,500 food parcels to different communities
- The CRRC has activated its restoring family links (RFL) services; to date it has received 100 requests, of which 50 per cent have been resolved.



Evacuation actions by CRRC- Source CRRC



Evacuation actions by CRRC, Source: CRRC

Movement Coordination

The International Federation of the Red Cross (IFRC) has been in contact with the National Society since the low-pressure system began forming on 15 November. IFRC has held regional coordination meetings with Central American National Societies and internal Movement partners in order to gather information regarding the actions being conducted by the various National Societies in the region. A Disaster Management Delegate has been deployed to the country, in coordination with the National Society, in order to assist in activating DREF emergency funds and developing an Emergency Plan for a possible International Emergency Appeal.

Overview of non-RCRC actors in the country:

Government of Costa Rica actions

- Red Alerts declared in various Costa Rican areas
- Activation of Regional and Local Emergency Committees
- Support to response institutions' actions and coordination
- Provision of relief items (blankets, mattresses and basic food rations)
- Reports from OVSICORI and two meteorological reports from the National Meteorological Institute (IMN)
- Efforts to restore public services affected by the hurricane. National airports are operating normally; however, the air space over cantons under Red Alert is restricted (no commercial and private flights)
- Costa Rican Electricity Institute (ICE) crews have managed to restore electric services from Guatuso to Colonia. ICE technicians in Guatuso are working to restore normal service to Upala and Los Chiles, and normal service has been restored to 300 clients in Barra Parimina on the Caribbean coast.
- Costa Rican Social Security (CCSS) technical teams are inspecting hospital systems in Upala in order to determine possible damage.
- The ban on departures from ports and coasts was lifted on 25 November, warning vessels to stay alert to any changes in weather conditions. The Banking for Development System (SBD) has made more than ₡ 6 billion available - from programme resources - to financial operators to respond to the emergency

Needs analysis, beneficiary selection and risk assessment

Water and Sanitation: Damage to drinking water systems has been reported, especially to those managed by communities in the hurricane's path and surrounding areas, including damage to or destruction of water sources, storage systems and distribution lines. Isolated rains persist in affected areas, exacerbating the damage and hindering access to safe water in areas where the water supply comes from wells. Through a CNE press release on 26 November, the Aqueduct and Sewers Institute (AyA for its acronym in Spanish) reported that some 40,000 people in the most affected areas had lost their potable water services; however, authorities are currently working in repairing the damaged infrastructure.

Meanwhile, tanker trucks have been made available to ensure emergency water supply. Other water systems have been totally destroyed and will require at least six months to be repaired; during this time, the communities will require an emergency water system, and however a detailed assessment will be done by the National Water Authority in order to have a better understanding of damages and recovery.

CNE's Partial Summary no. 10 reports 500 wells damaged from the flooding. Some of the most affected families have access to rainwater and some available water sources in the area.

Shelter: The devastation, landslides and floods in the wake of the hurricane left houses with no roofs, damaged, and even totally destroyed. Those who lost their homes entirely will receive support in the form of State funds through the Mixed Social Aid Institute to pay for rental housing for four to six months; however, there are many families whose homes were only partially affected. Damage assessments in this regard continue, but it is not easy to estimate damages in this area at the moment; although, National Society experience indicates that setting up a Construction Materials Bank through a cash transfer initiative would go a long way towards solving many of these issues. This approach enables beneficiary families to address the challenge of repairing and providing basic maintenance to their homes with a fixed amount of money. Beneficiary families are generally low-income, live in areas with high poverty rates, and in basic housing, which means that repairs will probably involve roofing materials, nails, basic tools, cement and concrete blocks, which if obtained in a different way could solve the main rehabilitation issues, tailoring solutions on a personalized basis.

Initial official information report damages to housing in affected areas was mostly caused by flooding, landslides and strong winds. According to CNE Partial Summary no. 10, 598 homes were damaged in the cantons of Bagaces, Upala, Golfito, Osa and Corredores, involving total or partial destruction, loss of roofs and flooding.

The affected area is quite large, distances between communities are long, and access is limited. Damage assessment teams will be conducting more detailed analyses over the next few days.

Food Security, nutrition and livelihoods: Hundreds of families in several communities have lost their productive assets, mostly their plantain, pineapple, maize, cassava and bean crops. Rapidly rising flood waters prevented most people from saving their food reserves and farming implements, which means it will be more difficult for these families to recover their livelihoods because their physical, financial and natural assets has been severely affected.

Households' economic security has been seriously compromised for the next few months due to the loss of their livelihoods, the need to replace their productive assets, and the upcoming school fees they will have to pay in January and February 2017.

Livelihoods actions considered in emergency and recovery activities need to take into account the migrant populations located in coastal and border areas.

The current food collection campaign coordinated by CRRC will be able to cover communities' immediate food needs for the first 45 days; however, cash transfer programmes must be considered so as not to affect local businesses and revive the local economy, thus contributing to a rapid recovery by local markets, as well with support during the early recovery stage, which will involve waiting for harvests to come in and economic recovery.

B. Operational plan and strategy

Overall objective

As auxiliaries to State authorities, contribute to alleviating the suffering of victims of Hurricane Otto through humanitarian assistance to at least 1000 families (5,000 affected people), as a complement to ongoing activities through water and sanitation, livelihoods and shelter.

Water, sanitation and hygiene promotion: Selected families will receive water filters, which will be purchased through IFRC's Global Logistics Services (GLS) in Panama. Families will also receive instructional lectures on using and providing maintenance to such filters. These lectures will be delivered by the CRRC volunteers who will also be responsible for delivering the hygiene promotion lectures. Volunteers will receive prior hygiene promotion training, and teaching materials containing key messages will be developed and shared with families. To complement water and sanitation activities, well cleaning and disinfection services will be provided to at least 1000 families. A water and sanitation technician will be hired to coordinate activities in this sector, who in turn will receive support from volunteers and beneficiary communities.

Livelihoods, nutrition and food security: A cash transfer programme (CTP) will be implemented to buy food. A Regional Intervention Team (RIT) member specializing in livelihoods and CTPs will conduct a feasibility study in order to determine the most appropriate mechanism to do so. Families will receive informational lectures on project objectives, which will be delivered by CRRC volunteers who will have been previously trained in CTP in order to build capacity for future emergencies. This sector will also include the implementation of a complaints mechanism, a call centre and a beneficiary satisfaction survey, all of which will contribute to proper monitoring by the National Society, who will also be able to capitalize on the experience gained from this type of intervention mechanisms.

The feasibility study will determine how each family will prioritize the transferred funds' use. This operation is currently considering conditioning funds to buy food; if the analysis detects the need for a multi-purpose CTP, the families will be given an unconditional cash transfer in order to enable them to purchase what they need, and the amount of the cash transfer will be based on the cost of a food kit for one month.

Shelter: Families will receive materials to repair their roofs, for which an implementation mechanism through the CTP will be identified depending on its feasibility. Volunteers will be trained to monitor housing repair activities, so an IFRC Shelter Delegate will be deployed to support the National Society during the implementation process. Kitchen kits will be distributed to families who lost their household items, which will be an activity that will supplement the delivery of food that the National Society is collecting across the country.

Areas common to all sectors: The operation will have an efficient monitoring system that allows providing adequate support to field activities under implementation. As part of monitoring and implementation, technical personnel will be hired specifically for the operation to be responsible for coordinating with Regional CRRC Committees. Support will be provided to Communications activities geared at producing the informational material which will be used to disseminate humanitarian activities and national-level fundraising campaigns organized by CRRC since the first days of the operation. All general monitoring and implementation activities will be monitored by the Regional Disaster

Management Coordinator for Central America, who will conduct monitoring visits at least once a month and hold follow-up conferences with the technical team hired by the National Society

Community selection criteria:

1. Communities who were cut off for more than one week
2. Communities who have lost their livelihood activities
3. Communities with damage to roads that hinders their economic activities
4. Communities that will not be assisted with access to food and water and hygiene.
5. Communities that have not received assistance from other organizations

Family selection criteria:

1. Families with damage to their dwellings
2. Single mothers with children
3. Older adults
4. Families with children under 5 years of age
5. Families who do not have a source of income because their livelihoods have been affected
6. Migrants without access to assistance
7. People with disabilities

The criteria above will be reviewed and contrasted once a more detailed assessment is made available by the Costa Rican Red Cross in the next few days

Operational support services

Human Resources

To implement this plan of action, CRRC has a multidisciplinary technical team that will ensure the implementation of activities:

- One operations coordinator in the field (charged to the operation) for 3 months
- Water and sanitation technician for hygiene promotion (charged to the operation)
- RIT CTP and shelter support
- Administrative - accounting personnel at the Central Administrative Headquarters.
- Staff from Risk Management and Disaster Response Directorate (DINAGER) and their respective departments.
- Procurement Department personnel (purchasing, warehousing, fleet).
- Press Department personnel
- IT Department personnel.
- Volunteer personnel from Heredia, Guanacaste, Zona Norte and Limón.

Process monitoring is through the Relief and Operations Directorate (which has the support of the General Manager) and the institutional administrative structure in all its departments. Headquarters also has a monitoring team for financial reporting and is responsible for ensuring the quality of intermediate and final reports.

Logistics and supply chain

The operation foresees having to purchase some materials in Panama as these items are unavailable in Costa Rica; all other items will be procured locally.

The CRRC has a procurement department and a central warehouse through which all supplies and equipment needed by committees across the country are purchased, with purchasing procedures endorsed by the Government since many processes are made with public funds granted by the State, requiring Management to adopt these procedures for all purchases.

Global Logistics Services will provide support to the National Society, and the quality control for the purchases made will be according to the levels of authorization required in purchasing procedures.

Communications

A communications plan has been launched focused on promoting the humanitarian actions that the Red Cross has been conducting since the beginning of the operation. Communication activities promoting the National Society have led to favourable acceptance of CRRC collection centres, which in turn has led to the collection of hundreds of tons of food and non-food items.

CRRC has an Institutional Communications Department that maintains lines and strategies both within and outside the Organization, which ensure visibility as proper backup for institutional activities during emergency response and recovery phases.

The following are the communications objectives according to target audience:

1. **External communications.** A series of information outputs will be implemented to maintain a line of transparency and objective information in order to get closer to the population in general, and beneficiaries in particular, and convey what the Red Cross does to assist those affected by emergencies.
For example: social networks, interviews, bulletins, human stories, photo reportage, videos, etc. The communication department will also ensure the distribution of public awareness messages that support the activities planned for the areas of focus.
2. **Documentation.** Documenting support processes in emergency situations gives credibility to the Red Cross with donors and the population in general
For example: archives of published news stories, photo banks and beneficiary stories.

Planning, monitoring, evaluation and reporting (PMER)

CRRC will have a monitoring team consisting of Comprehensive Risk Management Directorate staff. Likewise, the IFRC Country Officer and PADRU/IFRC's Disaster Management Coordinator for the region will conduct at least four monitoring visits to the DREF implementation area.

This operation will issue an intermediate progress report and a final report at the end of the operation. However, reporting schedules may change because of the possibility of requesting an International Appeal to address recovery and risk management issues in affected communities.

A lessons learned workshop will be held at the end of the operation in order to identify practical recommendations and proposals for improvement in future emergency operations in the country.

Administration and Finance

The Financial Accounting Directorate has trained staff available to provide the necessary support to the areas of work included in the Plan of Action.

The Financial Accounting Directorate's strategy focuses on the following points:

- a. Having Directorate staff available to work on specific aspects of the Operation.
- b. Complying with the issuance of reports and constant monitoring of compliance with and proper use of budget allocations.
- c. Informing the various coordinators of work areas regarding the full utilization and proper use of the resources allocated to the Plan of Action.

C. DETAILED OPERATIONAL PLAN

Water, sanitation and hygiene promotion

Needs analysis: Damage to drinking water systems has been reported, especially to those managed by communities in the hurricane's path and surrounding areas, including damage to or destruction of water sources, storage systems and distribution lines. Isolated rains persist in affected areas, exacerbating the damage and hindering access to safe water in areas where the water supply comes from wells. Through a CNE press release on 26 November, the Aqueduct and Sewers Institute reported that some 40,000 people in the most affected areas had lost their potable water services; however, authorities are currently working in repairing the damaged infrastructure.

Population to be assisted: 1,000 families affected by Hurricane Otto will receive water filters, hygiene promotion lectures and well cleaning/disinfection services.

OBJECTIVES	INDICATORS																
Outcome 1: Contribute to the immediate reduction of the risk of water-borne diseases in target populations	Health Secretariat morbidity reports for the area targeted by CRRC % of target population with greater knowledge of hygiene practices																
Output 1.1 Affected families receive water filters, which improves access to safe water in homes	At the end of the first month of the operation, 1000 families have water filters N° of people who receive lectures on use and maintenance of water filters																
Output 1.2: Well cleaning/disinfection activities take place in project target communities	N° of wells cleaned and disinfected N° of volunteers trained in well-cleaning and -disinfection equipment																
Output: 1.3 Hygiene promotion activities, which comply with Sphere standards for identification and use of hygiene items, delivered to the target population.	At least 60 per cent of the population in targeted areas has access to hygiene promotion lectures N° of volunteers participating in delivery of hygiene promotion lectures % of increase in families' hygiene knowledge																
Activities	November				December				January				February				
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
Identification and registration of families using ODK, with adequate segregation of community and family information																	
Distribution of 1,000 water filters using ODK and Mega V																	
Water filter use and maintenance workshops																	
Conduct a beneficiary satisfaction survey																	
Training to volunteers on well cleaning equipment use and maintenance																	
Cleaning and disinfection of 500 wells																	
Hiring of water and sanitation technician																	
20 hygiene promotion lectures																	
1 hygiene promotion refresher workshop																	
Development, printing, and distribution of hygiene promotion material to families																	
Conduct a satisfaction survey and meet beneficiaries																	

Shelter

Needs analysis: Initial official information report damages to housing in affected areas was mostly caused by flooding, landslides and strong winds. According to CNE Partial Summary no. 10, a total of 598 homes were damaged in the cantons of Bagaces, Upala, Golfito, Osa and Corredores, involving total or partial destruction, loss of roofs and flooding.

Population to be assisted: 1,000 families will receive kitchen kits (1 per family) during the first month of the operation. 200 of the most vulnerable families will receive roof repair materials

OBJECTIVES	INDICATORS															
Outcome 2 Contribute to the reduction of housing-related vulnerabilities in the affected population	% of the affected population who report a reduction in their housing-related risk and vulnerability															
Output 2.1 Prioritized population receives materials for timely roof repairs	# of households provided with non-food household items which meet agreed upon standards for the specific operational context # of staff and volunteers provided with training and relevant practices for monitoring home repairs															
Output 2.2 Non-food items delivered to the target population	N° of people who receive kitchen kits during the first months of the operation															
Activities	November				December				January				February			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Conduct a CTP feasibility study to evaluate the possibility of using this mechanism as an option for purchasing construction materials																
Identification and registration of families																
Training to volunteers on household repair monitoring																
Deployment of the IFRC senior shelter officer																
CTP for 200 families for USD\$200 per family to purchase household repair materials																
Distribution of 1,000 kitchen kits to 1,000 families (1 per family)																
Household repair monitoring																

Food security, nutrition and livelihoods

Needs analysis: Hundreds of families in several communities have lost their productive assets, mostly their plantain, pineapple, maize, cassava and bean crops. Rapidly rising flood waters prevented most people from saving their food reserves and farming implements, which means it will be more difficult for these families to recover their livelihoods because their physical, financial and natural assets has been severely affected

Population to be assisted: 1,000 families will benefit from a conditional CTP for buying food for one month

OBJECTIVES	INDICATORS
Outcome 3 Ensure that families whose livelihoods have been affected have access to food	% of those assisted whose food consumption is equal to or greater than the equivalent of the basic food basket
Output 3.1 Cash transfer programmes are provided to households to buy food	1,000 people/households reached with cash distribution assistance 80 per cent of homes report food assistance that is timely and consistent with needs N° of people who receive information on CTP's use and objectives

	N° of people who receive assistance from CRRC's call centre															
	15 volunteers are trained in Cash Transfer Programmes															
Activities	November				December				January				February			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Conduct feasibility study for cash transfers				■	■											
Deployment of Livelihoods/CTP RIT member for 1 month				■												
CTP induction workshop for volunteers					■											
Identification and selection of families						■	■	■								
Implementation of CTP for 1,000 families for USD\$85 per family											■	■				
Lectures on CTP use/objectives to beneficiary families										■	■					
Set up call centre to assist families									■	■	■	■				
Develop a monitoring plan for CTP use					■	■										
Identify and implement a complaints mechanism					■	■					■	■				
Conduct a beneficiary satisfaction survey															■	■

Quality programming / Areas common to all sectors

OBJECTIVES	INDICATORS			
Outcome 4: A proper management, communication and support system is used for the implementation of the operation.	<p># of assessments conducted (general and/or sectoral)</p> <p># of revisions made to the operational plan are based on monitoring and assessment information</p> <p>At the end of the first month, a communication strategy is developed and implemented</p>			
Output 4.1 The management of the operation is informed by a comprehensive monitoring and evaluation system	<p>Monthly monitoring report at the end of each month of the operation</p> <p>At the end of the first month of the operation a lesson learned workshop is conducted and the results are published in Fednet</p> <p>4 visits by staff and the administrative technician</p> <p>One monitoring visit by IFRC is conducted per month</p>			
Output 4.2 Operation activities are disseminated at the local, national and regional levels	6 press release are developed and disseminated at national level			
Activities	November	December	January	February
Hiring of operational staff (1 coordinator)	■	■	■	
4 monitoring visits by the IFRC			■	■

DREF OPERATION

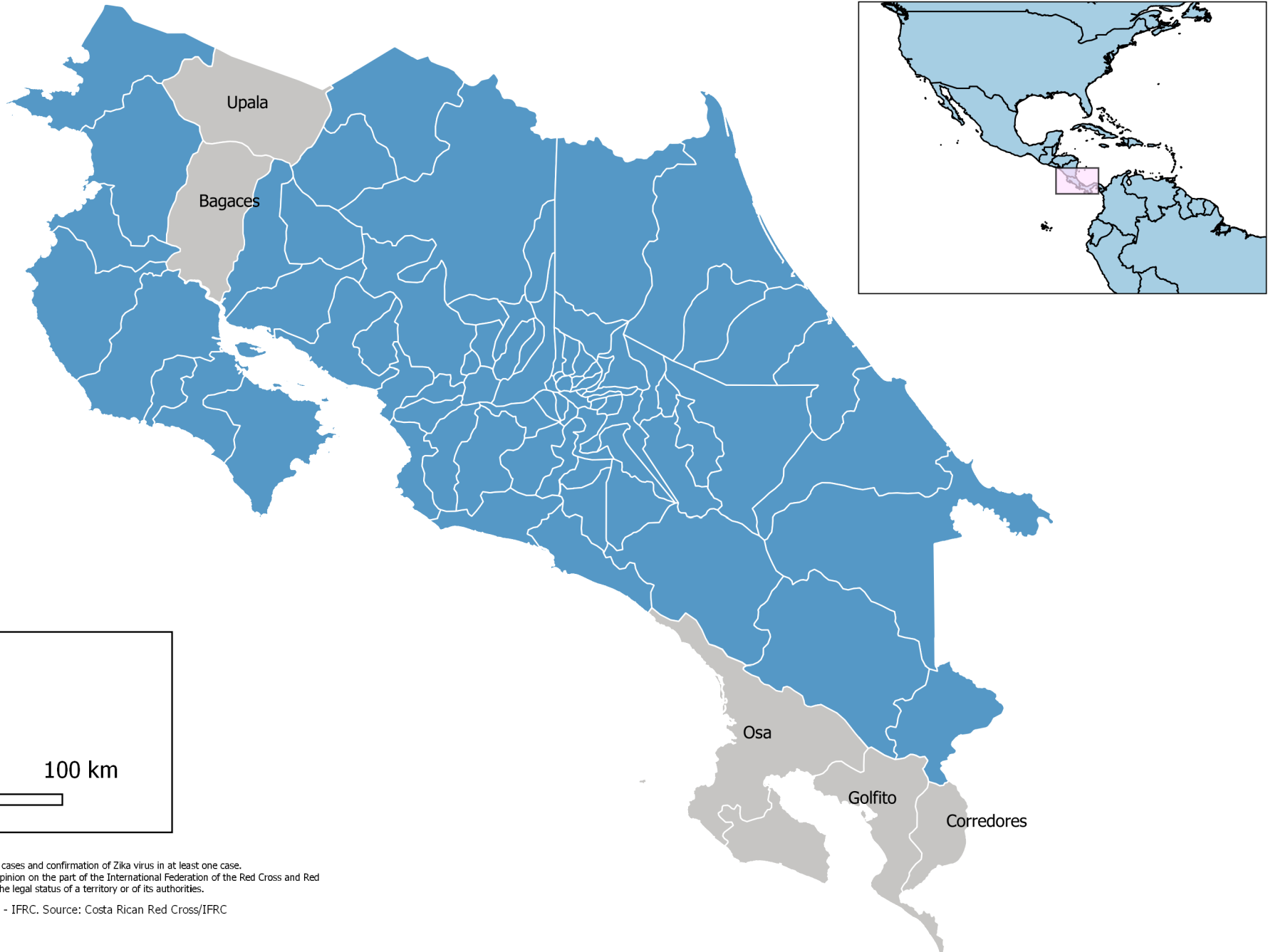
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01/12/2016

DREF Grant
Budget CHF

Budget Group	DREF Grant Budget CHF
Shelter - Relief	0
Shelter - Transitional	0
Construction - Housing	40,598
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	0
Food	0
Seeds & Plants	0
Water, Sanitation & Hygiene	73,583
Medical & First Aid	0
Teaching Materials	2,537
Ustensils & Tools	24,359
Other Supplies & Services	0
Cash Disbursements	86,270
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	227,347
Land & Buildings	0
Vehicles	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
Total LAND, VEHICLES AND EQUIPMENT	0
Storage, Warehousing	2,030
Distribution & Monitoring	2,334
Transport & Vehicle Costs	18,675
Logistics Services	7,003
Total LOGISTICS, TRANSPORT AND STORAGE	30,042
International Staff	6,090
National Staff	0
National Society Staff	12,484
Volunteers	9,845
Other Staff Benefits	0
Total PERSONNEL	28,418
Consultants	0
Professional Fees	0
Total CONSULTANTS & PROFESSIONAL FEES	0
Workshops & Training	10,657
Total WORKSHOP & TRAINING	10,657
Travel	8,323
Information & Public Relations	1,218
Office Costs	2,233
Communications	2,436
Financial Charges	4,719
Other General Expenses	0
Shared Office and Services Costs	0
Total GENERAL EXPENDITURES	18,929
Partner National Societies	0
Other Partners (NGOs, UN, other)	0
Total TRANSFER TO PARTNERS	0
Programme and Supplementary Services Recovery	20,501
Total INDIRECT COSTS	20,501
TOTAL BUDGET	335,893

Costa Rica, Hurricane Otto 22 of November 2016: Affected Areas.



Legend

 Affected Areas

0 50 100 km



*Represent the increase of Guillain-Barré syndrome cases and confirmation of Zika virus in at least one case.
The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Produced by Disaster and Crisis Department - IFRC. Source: Costa Rican Red Cross/IFRC