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DREF Operation Update no. 1

Chile: Civil Unrest

 International Federation
of Red Cross and Red Crescent Societies

DREF N° MDRCL014	Glide n°: OT-2019-000137-CHL
Date of issue: 3 January 2020	Estimated time for initial implementation: 3 months (one-month extension) New end date: 25 January 2020
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 and 200 Chilean Red Cross (ChRC) volunteers
Host National Society presence: Chilean Red Cross 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).	
The Chilean Red Cross continues to respond, in line with the Fundamental Principles, to the civil unrest occurring in Chile. Due to the continuing humanitarian needs, particularly pre-hospital care and psychosocial support, as well as the security needs of the Chilean Red Cross volunteers and staff, this operation will be extended for one month. This no-cost extension will enable the ChRC to continue to provide actions, within the context of this DREF operation, until 25 January 2020.	

A. Situation context

Description of the disaster

Chile currently faces situations of civil unrest in the regions of Valparaíso, Biobío, Antofagasta, Araucanía and the Metropolitan Region of Santiago de Chile. Of the 254 demonstrations in 16 regions, 3,583 people have been wounded nationwide, of which 2,050 were wounded by gunfire (steel, lead and rubber bullets, balls and pellets), and 359 suffered eye injuries¹ (trauma and bursting or loss of eyeball), 26 people are dead² and 9,589 have been detained. The Chamber of Commerce estimated losses of over 1.4 billion US dollars due to destruction, looting and decreased sales³. Of the estimated losses, 900 million US dollars is due looting and destruction of stores with an



The Chilean Red Cross (ChRC) provides first aid in Santiago and other locations. Source: ChRC.

¹ [National human rights institution \(Instituto Nacional de Derechos Humanos\), 30 December 2019.](#)

² [Public Ministry's figures.](#)

³ [Chamber of Commerce of Santiago, 25 October 2019.](#)

additional 500 million US dollars due to the loss of sales when the stores were closed.

Although the number of people demonstrating has decreased in relation to the first 30 days of the beginning of the civil unrest, public order disturbances have been increasing at the national level, where social and economic dynamics are seriously affected. Care services such as health continue to be overloaded (especially in the most affected regions) and emergency systems (medical and volunteer firefighters).

The Chilean Red Cross continues to provide care to the people injured in these social disturbances, providing first aid and psychosocial support, for which this operation is being extended for another month.

Summary of the current response

Summary of the Host National Society

Through this operation implemented in different affected regions, the Chilean Red Cross (ChRC) has attended 9,882 injured people by providing first aid and psychosocial support. A total of 520 ChRC volunteers from the 9 regions: Tarapacá, Antofagasta, Atacama, Valparaiso, O'Higgins, Bio Bio, Maule, Araucanía and Metropolitana have been mobilized to provide these humanitarian services.

The National Society, through its communication department, with support from the International Committee of the Red Cross (ICRC) and IFRC, has create communication material, with messages to be used internally and externally that aim to clarify the actions of the Chilean Red Cross in this context, as well as to promote the participation of volunteers at the national level.

Security strategies have been developed for volunteers, and practical workshops were held to reinforce the Safer Access Framework and analyze operational security. These actions contribute to protect the work carried out by the institution and its volunteers when providing care to the injured.

The National Society developed a national strategy for working with volunteers both internally and externally. This has been updated within the context of the civil unrest. This has included induction workshops that involve teaching about the Movement, ethics, institutional doctrine, use of the emblem, security and the Code of Conduct. These are fundamental elements for the ChRC, as well as all Movement components, to respond efficiently and effectively.

Exit Strategy

The National Society provided care of those injured by the social unrest in the country based on its auxiliary role and its humanitarian mandate. Likewise, it has generated a support campaign with local inputs and funding to continue and strengthen its mission. This included the implementation of a communication campaign (key messages, reactive lines, press releases, social media assets, articles, human interest stories, videos, etc.) that contributed to informing the public and State authorities of the Red Cross mandate and the ChRC's actions.

The IFRC will continue through this operation to strengthen the technical capacities of the Chilean Red Cross related to equipment, training, operational security, management, and monitoring.

Also, with the support of this DREF operation, the National Society developed a national strategy for working with volunteers adapted to the context of civil unrest. This has included induction workshops that involve teaching about the Movement, ethics, institutional doctrine, use of the emblem, security, and the Code of Conduct. These are fundamental elements for the ChRC, as well as all Movement components, to respond efficiently and effectively and ensuring that the ChRC volunteers engaged have the safety conditions to participate in their humanitarian actions (particularly first aid and pre-hospital services).

Summary of the Red Cross Red Crescent Movement in the country

The team from IFRC's Americas Regional Office (ARO), including the Disaster and Crisis Department, together with the Country Cluster Support Team (CCST) for Southern Cone countries and Brazil, located in Buenos Aires, constantly monitor the situation, jointly analyzing scenarios with the ChRC and identifying the immediate humanitarian needs. The IFRC has mobilized surge support with a Regional Intervention Team (RIT) member specialized in security who was mobilized from the Argentine Red Cross to Chile. The Disaster Management Coordinator for South America, Head of CCST, Security Coordinator, Financial senior officer and the Regional Director for the Americas also provided support to the Chilean Red Cross with missions to the country.

Prior and during this situation, the IFRC and ChRC is providing humanitarian support for migrants and people on the move through the regional Emergency Appeal Americas: Population Movement ([MDR42004](#)). Coordinated from the ARO in Panama, that operation has enabled the activation of the IFRC Volunteer Insurance. During the first weeks of this DREF operation, the project technical team also provided support to the Chilean Red Cross.

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. Its Cooperation Coordinator, Security and Protection Coordinators, have been mobilized for the operation and have supported the strengthening of the role of the Red Cross with the authorities, in addition to support and accompaniment in security, institutional communication and coordination. The ICRC has been financing the actions implemented in the ChRC branches in Araucania and Maule.

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. During the operation, the Movement components in country maintain fluid communication and coordination.

Summary of non-Red Cross actors in the country

Several key actors are responding to the civil unrest, as well as participating in the response to this complex situation. The Emergency Medical Care Service (SAMU) of the Ministry of Health, students and health professionals from various universities in all regions have been mobilized. The Chilean Red Cross is an active member of the Emergency Operations Centre (EOC) in the area of health. In addition, the Ministry of Health donated first aid material to the Chilean Red Cross to support its mission and support for injured people.

In several regions of the country, volunteers and self-convened groups (usually composed of medical students) are organized to provide first aid during the civil unrest.

As part of the response by the Government of Chile, contingency plans have been drawn up both in the area of health and to safeguard the country's order and security. Police officers (*carabineros*) have doubled their surveillance in critical locations.

National-level Human Rights institutions conduct observation, receive complaints and engage in advocacy.

Needs analysis, targeting, scenario planning and risk assessment

Health

Since 19 October, when the protests began, civil unrest has been registered at the hospital level, with a total of 3,289 adults and 264 children and adolescents, for a total of 3,583 cases, of which 359 registered eye injuries

or problems. The number of injured men is seven times higher than women, while the number of boys is 4.8 times higher than girls, according to information collected by the National Institute of Human Rights.⁴

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.

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.

Target population

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

- **Total Population:** at least 2,000 from the affected population will be provided with pre-hospital and/or psychosocial support.
- **Number of Chilean Red Cross volunteers mobilized:** at least 200 volunteers will receive safety and visibility support.

Operation Risk Assessment

The main operational risk for the teams is the rapidly changing scenarios in which they provide humanitarian services. Due to the irregular manner in which demonstrations are convened by different actors in different locations in the country, field coordination is challenging. Another potential risk for the teams is the increase in the levels of violence and/or confrontations in some of the regions, mainly between demonstrators and security authorities, as well as between civilians due to the difference of opinions between different actors.

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 not knowledgeable about the Red Cross mandate and action.
- 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 regionals Santiago Metropolitan Region, Antofagasta, Coquimbo, Valparaíso and Bio Bío, and other locations as needed,

⁴ See Footnote 1.

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

A national technical working group was established for the operation composed of a general coordinator, and staff responsible for technical support, health and safety, in addition to technical cooperation from those responsible for logistics, volunteers, vehicle fleet and finance. This 14-person team is supported through the funding from this DREF, support from the ICRC, previously hired personnel and specialized Chilean Red Cross volunteers.

In addition, 520 volunteers have been deployed in 9 regions of the country, which are coordinated with headquarters through a coordination focal point (within the regional ones, they carry out a work structure similar to that of the national technical working group. The following table provides information on the volunteers mobilized in this operation:

Region	Volunteers
Tarapaca	60
Antofagasta	50
Atacama	10
Valparaiso	100
O'Higgins	20
Bio Bio-Ñuble	15
Maule	20
Araucania	50
Metropolitana	195
Total	520

The IFRC deployed a RIT member for one month, as well as the support from the CCST's Finance senior officer and the Regional Disaster Management Coordinator for South America.

• 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. All purchases will be made locally, since the IFRC supported with the purchase of materials and equipment for protection of volunteers.

According to the initial projection within the action plan, the purchase of first aid supplies (which allows the supply of about 200 first aid kits), 25 hard hats (25 ISO 45001 - NE 397), 25 gas masks with chemical filters, 50 spare filters, 25 safety shoes, 45 flags and 100 dungarees, these supplies have been distributed to the areas prioritized by the DREF.

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

ChRC zones	Location	Vehicles / Ambulances
	Santiago Metropolitan Region	2 ambulances, 4 vans

1: Central and Capital	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.

From the operational side, communication guidelines have been established with the support of the ICRC and IFRC based on the fundamental principles, relationship with actors and media.

The Chilean Red Cross has initiated a campaign to complement the help provided by the operation called "To continue helping, we need your help", where different companies, artists and the general population, come to help with financial resources and healing materials.

The National Society has received media coverage, which is a component of the public acceptance for its humanitarian actions. The following list provides links to some of the press coverage:

- <https://www.mega.cl/noticias/nacional/282394-cruz-roja-chilena-insumos-colaboracion-crisis-social.html>
- <https://www.elrancaguino.cl/2019/11/16/cruz-roja-realiza-apoyo-en-manifestaciones/>
- <http://bit.ly/370FgzZ>
- https://www.youtube.com/watch?v=Hqa5a_OhSbA&t=171s
- <https://www.estrellaiquique.cl/impresa/2019/11/08/papel/>
- [Stand up a beneficio de la Cruz Roja en Club Chocolate](#)
- [Yorka, Francisco Victoria y Dulce y Agraz se unen en un ...](#)
- [Gran evento "Barricada Cultural" se realizará este sábado 30 ...](#)
- [Alex Anwandter anuncia show en beneficio de Cruz Roja + ...](#)
- [Los detalles de cómo será la 'navidad colocolina' en el ...](#)

● 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 January and the closing of the operation, 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 a National Finance Directorate that 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.

C. DETAILED OPERATIONAL PLAN



Health

People targeted: 2,200 people

Men and Women target not established in the Emergency Plan of Action (EPoA)

Health Result 1: Immediate health risks to affected populations reduced

Indicators:	Target	Actual
# of people reached with first aid services and psychosocial support	2,200	9,882

Health Output 1.1: Rapid medical treatment of injuries and diseases is provided to the target population

Indicators:	Target	Actual
# of people reached with first aid services	2,000	9,882

Progress towards outcomes

First aid care to affected people

The Chilean Red Cross, through the operation in the different affected regions, has attended to 9,882 injured people through first aid and/or psychosocial support. This attention has been provided by 520 volunteers from the 9 regions:

Region	Men	Women	Total
Tarapacá	144	115	259
Antofagasta	229	178	407
Atacama	96	78	174
Valparaíso	282	155	440
O'Higgins	250	126	376
Bio Bio-Ñuble	131	115	246
Maule	1,559	1,108	2,667
Araucanía	1,880	1,615	3,495
Metropolitana	1,061	760	1,821
Total	5,632	4,250	9,882

Acquisition of first aid supplies

Supplies are purchased and distributed to the 5 regions participating in the DREF operation, where the volume is equivalent to the implementation of 20 first aid kits for the regions of Antofagasta, Atacama/Coquimbo, Valparaíso, Metropolitan and Biobío.

Operational support and maintenance of the ambulance service

Basic maintenance and repairs have been carried out to the ambulances and vehicles being used for the operation. Likewise, the operation has been providing support with fuel for their mobilization.

Health Output 1.2: Psychosocial support is provided to target population

Indicators:	Target	Actual
# of affected people and volunteers who receive psychological first aid/ psychosocial support	2,200	6,120

Progress towards outcomes

Psychological first aid and PSS training to ChRC volunteers

Seven PSS workshops were held in the regions of Antofagasta, Atacama/ Coquimbo, Valparaíso, Metropolitana and Biobío, with the participation of a total of 150 volunteers. The ChRC health staff person facilitated this workshop, with assistance from support services and the RIT member.

Psychosocial support for the affected population

Within the comprehensive care provided by volunteers, high stress situations have been detected due to the confrontations or the non-lethal weapons used by police officers. The team is performing psychosocial support and emotional containment in the field. So far, psychosocial support has reached 6,000 people in the regions of Tarapacá, Antofagasta, Atacama, Valparaiso, O'Higgins, Bio Bio - Ñuble, Maule, Araucanía and Metropolitana de Santiago.

Purchase and distribution of 5 psychosocial support care kits (which includes a gazebo-like tent with the Chilean Red Cross emblem, table and chairs) for the regions of Antofagasta, Coquimbo, Metropolitana, Valparaiso and Bio Bio. The aim is to provide a safe physical space for psychosocial support during demonstrations.

Psychosocial support sessions for 200 first responders

Each intervention finishes with demobilization session in which volunteers can engage in emotional discharge. These sessions, led by each region's health manager or the focal points) have reached 120 volunteers in the regions of Tarapaca, Antofagasta, Atacama / Coquimbo, Valparaiso, Metropolitana, O'Higgins, Maule, Bio Bio and Araucania.

Challenges

The unfolding of the civil unrest remains uncertain; marches are convened on short notice.

In order to control civil unrest, dissuasive strategies that involve tear gas, water, and pellets among others, place ChRC teams in the field at risk.

The need for guidelines to conduct demobilization sessions for volunteers was identified.

Measures taken

- Weekly monitoring and situation analysis are conducted. Volunteers' shifts have changed to enable them to obtain care, as needed.
- Personal protection equipment has been procured and distributed to protect volunteers.
- Communication and coordination with key actors has been strengthened to ensure the humanitarian space for the Red Cross to fulfil its mission.
- A national demobilization strategy for volunteers was created.

Strategies for Implementation

Strengthening the National Society

Output 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

Outcome S1.1.1: Staff security is prioritised in all IFRC activities.

Progress towards outcomes**Provision of personal protection equipment to response teams**

The acquisition of personal protection elements of 25 hard hats, 25 safety shoes, 25 goggles, 25 gas masks and 50 filters was completed, which were distributed to the regions of Antofagasta, Coquimbo, Valparaiso, Metropolitan Region and Biobío.

Strengthening of operational visibility (institutional flags, stickers and vests)

This operation has enabled the purchase and distribution of materials with the Chilean Red Cross emblem: 32 flags, 5 gazebo-like tents and 100 institutional bibs for volunteers.

Training to volunteers on Security Risk Assessment and Critical Incident Management

A national security workshop was held in December, with the participation of 22 volunteers from the regions of Arica and Parinacota, Tarapacá, Antofagasta, Atacama, Valparaíso, Metropolitana, O'Higgins, Maule, Biobío and Araucanía. Volunteers were trained in security risk assessment, security incident management, a toolbox implemented by the national society and a civil-military approach. This workshop was facilitated by the IFRC Disaster Management coordinator for South America, Regional Security Coordinator, Security Officer and the Chilean Red Cross Security Head.

Security assessment to update security strategy and plan

A weekly monitoring and context analysis of the situation is conducted, which entails updates of the assessments in the regions of Arica and Parinacota, Tarapacá, Antofagasta, Atacama, Valparaíso, Metropolitana, O'Higgins, Maule, Biobío and Araucanía. These are locations where civil unrest remains active. These meetings contribute to the strengthening of regional operational plans and adequate incident management.

Outcome S1.1.2: National Societies have the necessary infrastructure and institutional systems

Progress towards outcomes

Mobilization and operational support for National Headquarters personnel and volunteers.

Technical staff and leaders from the National Society have conducted field visits to the regions of Antofagasta, Atacama/Coquimbo, Valparaíso, Biobío and Araucanía. These missions enabled the identification of needs in the regions, spaces to strengthen capacities and better structure technical committees at the sub-national level.

Hiring of Operational Coordinator National, Field Coordinator, Communications.

During the second week of operation, the entire technical committee was hired: General Coordinator as well as the staff people responsible for support, health and safety. The ICRC is funding the safety staff person.

International disaster response

Output S2.1 Effective and coordinated international disaster response is ensured

Outcome S2.1.1 An effective mechanism for preparing the response and responsiveness of National Societies is maintained

Progress towards outcomes

IFRC operational support, follow-up and monitoring

Since the first day of the operation, IFRC has provided technical support and monitoring of the situation, with two follow-up visits and operational support from the Disaster Manager coordinator for South America. The head of the CCST and the Americas Regional Director conducted a joint mission to Chile. The financial senior officer and the IFRC security coordinator also conducted missions.

Mobilization and support RIT specialized in security

The IFRC has mobilized a RIT member specialized in Security for one month. Deployed from the Argentine Red Cross, this person provided technical support to the different lines of action in this operation. Technical support was also provided by the logistics RIT member who was on mission with the migration emergency appeal operation.

Lessons learned workshop

At the end of the operation, a lessons learned workshop is planned that will focus on the ChRC's actions during internal disturbances and violence. It is expected that this will improve National Society's future responses in such context.

Outcome S3.1: The IFRC Secretariat, together with the National Societies, uses its unique position to influence decisions at the local, national and international levels affecting the most vulnerable

Progress towards outcomes

External / Internal communication strategy for media management from operational, management and government level

Since the beginning of the operation, communication channels were established with key community actors, government and operational response actors (SAMU and nursing university-level schools). In addition, coordination with the national EOC enables the adequate transfer of injured people. In the operational coordination, the ChRC has maintained its impartiality and neutrality, generating complementarity when necessary for the operational response. Lines of communication were established with national and local governmental and alternative media outlets.

Development, design and production of communication products to raise awareness in community and other actors regarding the humanitarian role

The National Society with the ICRC and IFRC have created communication lines of dissemination related to volunteer safety, use of the emblem and the Fundamental Principles. The reactive communication lines were distributed at the sub-national level and locally to the communication focal points throughout the branch network. Furthermore, the ChRC security guide, an internal document, is being created.

Permanent monitoring of possible reputational risks and production of communication documents for mitigation.

The Chilean Red Cross has monitored its social networks and website, as well as provided refresher information to its communication focal points to properly convey and manage its external public communication. The publication of regional and branch work was strengthened, focusing humanitarian action on the different operational areas. Key messages that emphasize impartiality and neutrality have complemented these actions.

Permanent dissemination and publication of information and spots in media for public information

In accordance with the national contingency plan and the changing scenarios (including concentration points for the demonstrations), the ChRC is providing informational materials and conducting national campaigns on its actions. One of the results is the reception of goods and/or financial collaboration to support the ChRC to continue its humanitarian work. Possible questions and answers for proper public communication have been standardized and disseminated to ChRC communication focal points at the national level.

Challenges

The Chilean Red Cross had a trained mass demonstration response teams (EIMM). However, the operational needs were greater and in several parts of the country, this was a challenge to be able to carry out rapid training and complementary training at the level of health care, psychosocial support and security.

Measures taken

Training has been conducted for volunteers in health and safety, and a toolkit of tools, protocols and rapid action guides has been developed through field visits and the establishment of operational focal points has been strengthened to implement these procedures.

Contact information

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

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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.

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**.