

DREF Plan of Action (EPoA)

Panama: Civil Unrest

DREF Operation	MDRPA016		
Date of issue:	25 July 2022	Expected timeframe:	3 months
		Expected end date:	31 October 2022
IFRC Category allocated to the disaster or crisis: Yellow			
DREF allocated: 75,695 Swiss francs (CHF)			
Total number of people affected:	Approximately 50,000 people at risk.	Number of people to be assisted:	<ul style="list-style-type: none"> • 2,100 people directly • 26,500 people indirectly
Provinces affected:	Bocas del Toro, Chiriquí, Veraguas, Herrera, Los Santos, Coclé, Panamá, and Darién.	Provinces targeted:	Chiriquí, Veraguas, Panamá and Darién.
Host National Society presence:			
The Panama Red Cross Society (PRC) has 1,666 volunteers and 90 employees and is organized into 23 local committees (branches) ¹ . The headquarters of the National Society is located in the province of Panama.			
Red Cross Red Crescent Movement partners actively involved in the operation:			
International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC).			
Other partner organizations actively involved in the operation:			
Ministry of Health (MINSAs), Servicio Nacional de Migración (SNM), National Secretariat for Children, Adolescents, and the Family (SENNIAF).			

A. Situation analysis

Description of the disaster

Panama has been experiencing intense nationwide protests by producers, educators, indigenous peoples, university students, transport workers and various unions. Through their protests, people are demanding the government an immediate solution to the high cost of the essential family basket, the cost and accessibility of medicines and social security, the cost of fuel (that has increased 40% in the last six months)², and complaints about issues related to the country's public finances.

After several attempts to reach an agreement between the government and unions on 18 July 2022, social



Photo: Panamanian Red Cross volunteers providing First Aid assistance to people stranded in road blockades. Chiriquí. July 2022.

¹ [Federation-Wide Databank and Reporting System](#) - FDRS, 2018 data

² [BBC Mundo. Protestas en Panamá: se instala una mesa de diálogo con notables ausencias tras más de una semana de protestas y bloqueos. 14 July 2022.](#)

organisations broke a deal signed with the government the day before to unblock the country's main roads in exchange for a reduction in fuel prices and announced that they would continue to demonstrate.³ Between the 20 and 21 of July 2022, there were heavy clashes between the crowd control units of the National Police and protesting groups in the Panama, Veraguas, and Chiriquí provinces and about 48 people were detained.⁴

The protest movement began on 27 June 2022, when producers from Tierras Altas stopped transporting agricultural cargo (vegetables, fruits, and meat products) to the country, completely closing the Inter-American Highway in the province of Chiriquí, which remained closed for 15 hours.⁵

Although the protests began peacefully, the highway used for international transportation was cleared by force, which caused tension and an extension of the protests.

Attempts were made by the government and the protesting groups, but no agreement was reached, so it was announced that the protest actions would continue.⁶

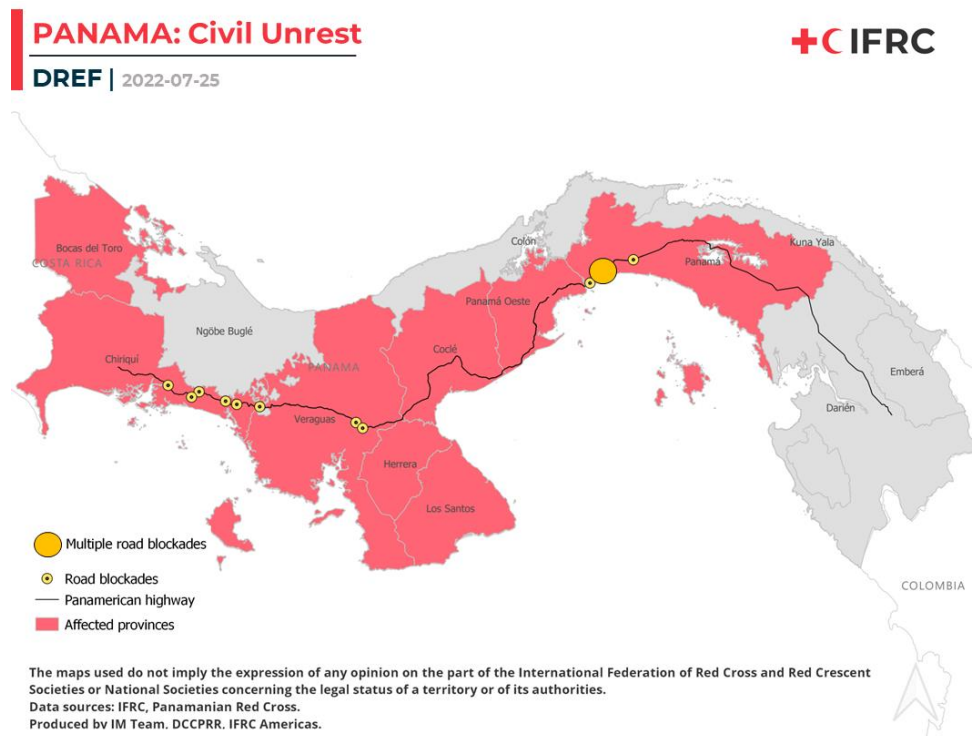
Since 11 July 2022, various sectors and unions have been staging grassroots blockades of main roads nationwide. The National Coordinator of Indigenous Peoples of Panama (COONAPIP) announced its support for the protest actions and set up blockades which, more than a week after the protests began, are still in place at various points along the Pan-American Highway, keeping hundreds of people stuck for many hours without access to hydration or food.

Road blockades are concentrated in:

- Province of Chiriquí: San Felix, Salado area, Cerro Iglesia, Horconcitos crossing, San Juan, Tolé crossing, Viguí crossing, Jacú, Río Piedra.
- Province of Veraguas: vehicular bridge, Las Palmas de Ojo de Agua, entrance to Atalaya.
- Province of Panama: metropolitan area and Panama East on the Pacora River.
- Province of Darién: Tortí.

Protests have taken place nationwide, with more than 30 concentration points, including temporary closures of the accesses to the Northern and Southern highways and the Panama-La Chorrera and Panama-Colón highways.

Fuel is in short supply, and the country's food production is being lost at harvesting points (US\$500 million in estimated losses by the media in the production chain)⁷ or in cargo trucks stranded at blockades. Print media have reported that an estimated 7,500 families (approx. 37,500 people) are potentially affected in Darién by the



³ France 24. Panamá: gremios rompen el acuerdo que levantaba el bloqueo de rutas firmado con el Gobierno. 18 July 2022.

⁴ [En Segundos. Este jueves, aumentan a 48 los detenidos por alteración del orden público. 21 July 2022.](#)

⁵ [TVN News. Farmers' strike. 27 June 2022.](#)

⁶ [Telemetro Reporta. Protest by transporters ends in clashes / Transporters and MIDA fail to reach agreements. 30 June 2022.](#)

⁷ [BBC Mundo. Protestas en Panamá: se instala una mesa de diálogo con notables ausencias tras más de una semana de protestas y bloqueos. 14 July 2022.](#)

suspension of electricity generation plants. There is a rationalisation of products per customer at the time of purchase due to shortages.

Migrants arriving at the Migratory Reception Stations (ERM) in Darién have also been detained, as their movement by road has been very complicated, generating tension among this population as their passage through the country has been much more delayed.

Among these particularly vulnerable groups, groups of approximately 1,500 migrants are mobilised in buses by the government from the Darién ERM to the Gualaca ERM (Chiriquí). They may take about 32 hours to arrive due to the roadblocks when, in normal traffic conditions, this journey could take approximately 10 hours.

Per Panamanian Red Cross (PRC) early assessments, the increasing flow of people through the Darién jungle, combined with the restrictions on mobility in the country due to protests and demonstrations, gives the following estimate of the migrant population exposed or impacted as of 19 July 2022:

- Temporary shelter (land next to ERM San Vicente): approximately 534 migrants.
- ERM Lajas Blancas: 507 migrant persons.
- Community of Canaán Membrillo: 2,846 migrants approximately.
- ERM Los Planes de Gualaca: 80 migrants, approximately.

According to social media reports, multiple people were injured and affected by the police action to remove protesters, including children and older adults who were not participating in the protests and protesters and National Police units. Some acts of vandalism occurred, including the destruction of a police vehicle.

As a result, the PRC, while already providing first aid, hygiene kits, and water to people stranded at the roadblocks, and upon government request to support the transportation of migrants with hygiene kits and safe water, and monitoring the situation, decided to scale up its response on 18 July 2022 and deployed a response operation, mobilizing staff and resources to assist those affected.⁸

Summary of the current response

Overview of Host National Society Response Action

The Panama Red Cross Society (PRC) began planning its contingency plan to respond to the civil unrest on 11 July 2022 and decided to activate its response on 18 July 2022 according to its mandate to provide services to people affected by protest points and road blockades.⁹

The National Society activated its first aid activities for those stranded in the closure in Horconcos, Chiriquí. The Santiago committee joined the operations on 11 July 2022 with eight volunteers, two ambulances and first aid assistance to people who remained at the blockades on the Inter-American highway. The committees of La Villa, La Chorrera and Las Tablas are on alert with volunteers and response vehicles. The National Headquarters (Albrook, Panama City) maintains control of telecommunications and active ambulances with personnel to attend to any situation in the metropolitan area.

Through its social networks, the Panamanian Red Cross generated communiqués to raise awareness of the humanitarian mission we carry out as part of the International Movement and the importance of respecting the institution's vehicles and providing visibility for volunteers, given the mission of transferring emergency patients and providing first aid.¹⁰

Due to the escalation of protest actions, first aid and emergency transfers to hospitals have been provided to adults and children affected by the clashes between the national police and demonstrators in Santiago, Veraguas province. In the Panama Este area, the 24 de Diciembre branch has personnel on standby to provide support. The

⁸ [SENNIAF Panama. Accompaniment and protection of children and adolescents resulting from demonstrations, in conjunction with the Red Cross.](#)

⁹ [Panamanian Red Cross mobilises in Chiriquí to provide humanitarian aid. Instagram. July 2022.](#)

¹⁰ [Comunicado to the country. Presidency of the Panamanian Red Cross. Instagram. July 2022.](#)

San Martín branch has provided first aid and hydration to affected people who have to walk more than 3 kilometers to get past the roadblocks in the Pacora area.

Resources currently linked to situation monitoring and **initial** emergency **response** actions:

Province	Local branch	Volunteers	Ambulances	Rapid Response Vehicles
Chiriquí	David	7	2	-
	Barú	10	2	-
Veraguas	Santiago	8	2	-
Los Santos	La Villa	5	1	-
Panamá Oeste	La Chorrera	10	2	1
Panamá	24 de Diciembre	10	1	-
	San Martín	8	-	1
		58	10	2

Additional personnel:

Governance and management: 30

Operational Security: 1

Safer Access: 8

In parallel, the National Society has continued to provide the necessary assistance as one of the most important actors in the Darién area, with technical staff, volunteers, fleet, and equipment, prioritizing some of its services according to the context and the needs of the people affected. Requests have been received from the National Migration Service (SNM) for the Panamanian Red Cross to accompany the caravan of buses carrying migrants as they pass through the country. The National Society has pledged to support the distribution of water and hygiene kits.

Given the security context and tension at the blockade points, the PRC has sought ICRC support in terms of technical accompaniment to make a joint call and provide a response to this and other requests for mediation and the response plan have been shared for coordination.

Overview of Red Cross Red Crescent Movement Actions

The IFRC Regional Office for the Americas and the IFRC Regional Logistics Unit (RLU) are in Panama. The PRC has been in communication with the IFRC Secretariat and the ICRC Delegation, also present in Panama.

A coordination meeting has been held with the IFRC regarding the additional actions and the additional needs being identified which need action, which need action and services that are now beyond the current resource capacity of the National Society. Due to that, more people are participating in the protests, blockages continue, and the escalation of violence is increasing in points of confrontation and road blockades.

The National Society was able to respond so far with ECHO Pilot Programmatic Partnership (PPP) and AECID funding. Still, more resources are needed due to the increased needs related to continuous paralysis of the situation and the continued blockages and demonstrations.

Three coordination calls have been made with the ICRC Regional Delegation, contact has been maintained, and the National Society has received technical advice on implementing the Safer Access Framework and on the humanitarian advocacy processes that will be undertaken with the government. Together with the Director of the ICRC Delegation, a meeting was held with the National Migration Service of Panama to review the situation of migrants in route to the ERM of Gualaca. In addition, communication is being prepared to urge protesting groups and state security forces to sensitise on the humanitarian work and the Fundamental Principles of the PRC, placing the most vulnerable people at the centre of their actions.

Overview of non-RCRC actors' actions

The Ministry of Health (MINSAs), the Social Security Fund (CSS), the Single Emergency Management System (SUME 911) and the Panamanian Fire Brigade (CBP) have continued to provide emergency care and patient transport services as far as possible, given that because of the blockades of streets and avenues, in many cases the demonstrators do not allow emergency vehicles to pass or are being searched.

Both SENAFRONT and the National Migration Service maintain a presence in the provinces of Darién and Chiriquí and the Migrant Reception Stations as control and security entities in coordination with humanitarian actors in the field. The process of a controlled flow of migrants has been maintained by sending caravans of buses with groups of migrants, on average 1,250 per trip. However, when stranded on the Pan-American Highway, people have opted to get off the buses and continue the journey (of several kilometres) on foot. The SNM remains on-site, providing assistance as far as possible.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

So far, the demonstrations have caused around 56 people to be injured among demonstrators and police. These closures in different parts of the country have caused losses and food shortages at the national level.

Based on the current context, response actions, and projected scenarios, the primary needs of the affected population are:

Health: Reports indicate that on 19 July 2022 alone, around 56 people were injured among demonstrators and police. The current operational context produces confrontations between the National Police and the social groups, and people have been identified with different types of injuries and respiratory problems, among other issues.

Therefore, the health needs during this emergency involve providing first aid services to injured people, as there is limited access to health centres, polyclinics, and hospitals due to blockades of streets, avenues and highways, and people must be transported in ambulances to access health services.

Since protests are taking place simultaneously as COVID-19, it is necessary to reinforce biosecurity and infection prevention measures among volunteers assisting in civil unrest field actions.

The PRC has identified the need to provide psychosocial support to people affected by stressful and tense situations that increase anxiety associated with loss of freedom of movement and exposure to danger on the street and social conflict.

Mental health and psychosocial support also need to be provided to volunteers and staff who are part of the response to prevent immediate and future mental health problems.

Water, Sanitation and Hygiene: The people who are stranded by the road closures due to the ongoing strike in the country, mainly in the area between Veraguas and San Felix in the province of Chiriquí, which is a distance of 111 kilometres, do not have access to essential services, because this area is not populated. For this reason, they cannot easily access water or hygiene materials.

In the province of Darién, in the ERMs where migrants receive services, there is a need to continue sanitation, waste management and hygiene, including the provision of water, as there has been an increase in the number of migrants being detained.

Protection, Gender and Inclusion (PGI): Different groups of people have been involved in the protests, such as women, children, adolescents, and indigenous peoples. They may be exposed to significant security risks, especially if they do not receive timely medical attention.

Considering the importance of protection issues, PRC will provide volunteers briefings on the PGI minimum standards to prioritise and provide specialised attention to these groups in the different response actions.

It is considered necessary to map actors and referral routes for victims of gender-based violence and children and adolescents.

People are stranded by the road closures due to the ongoing strike in the country, mainly in the area between Veraguas and San Felix in the province of Chiriquí. For this reason, the PRC considers it necessary to provide the services of Restoring Family Links (RFL) based on the needs of each person, it is needed to include:

- Activation of connectivity service (calls and access to mobile data) for those who do not have a mobile device and wish to provide news to their relatives.
- Activating safe routes for referral and/or registration of vulnerable persons, unaccompanied children, and adolescents.
- Possible search requests for missing persons.

Communication: A communication strategy will be implemented focused on disseminating key messages about emergency response, the fundamental principles of the Movement, and the auxiliary role of the PRC to increase stakeholders' awareness of the work of the Red Cross and to strengthen public confidence in staff.

Community participation and accountability (CEA): A feedback mechanism will be established to identify doubts, rumours, and protection needs, among others. In addition, messages will be delivered through community channels and social media on issues that will help us improve our work on the ground.

Security: Lack of understanding of humanitarian work by stakeholders can lead to security risks for volunteers, such as attacks on institutional vehicles, especially ambulances, facilities, and staff at local sites. Mitigating these operational risks requires appropriate equipment, identification, visibility, insurance activation and training of volunteers on safer access and operational security.

During the days of mobilisations, there have been clashes between the security forces and participating citizens. Tear gas is often used as part of crowd control. Therefore, personnel involved in operations require gas masks to increase safety and protect volunteers.

Targeting

Affected people in Chiriquí, Veraguas, Panamá, and Darién will be prioritised based on being the provinces with the most extensive protests and the most significant number of people affected.

The National Society aims to reach a total of 2,100 people directly and approximately 26,500 people indirectly.

Area of intervention	Direct		Indirect	
	Male	Female	Male	Female
Health	200	200	-	-
Psychosocial Support (PSS)	500	500	-	-
Water, Hygiene and Sanitation (WASH)	300	300	3,000	3,000
Protection, Gender, and Inclusion (PGI)	-	-	5,000	5,000
Restoring Family Links (RFL)	50	50	250	250

CEA	-	-	5,000	5,000
TOTAL	1,050	1,050	13,250	13,250

Scenario planning

Even though Panama does not have a tradition of violent or extended protesting, the level of intensity of the protests could increase – especially in the current political and socio-economic environment.

Scenario	Humanitarian Consequence	Possible Response
<p>The best scenario: The parties of the conflict reach an agreement, and the access to roads are reopened.</p>	Health services and humanitarian assistance are provided for people who have been left behind by the effects of the protests and unrest.	Maintain close coordination with the authorities to provide humanitarian assistance based on an analysis of the needs that have not yet been met. Re-establish the coordination and dynamics of services in Darién and Chiriquí.
<p>The most likely scenario: Protest actions and road blockades continue. National food and fuel shortages persist.</p>	The condition of people stranded at the roadblocks is aggravated by the lack of hydration, food, and hygiene for so many hours. Food shortages are causing widespread unrest among the population, generating conditions of increasing tension and additional demonstrations in various parts of the country. Emergency services and patient transport are affected by the blockades and protests.	Coordination with other actors is strengthened. More relief resources are deployed to match assistance and ensure humanitarian assistance in the health, WASH and PGI sectors. Assistance to cope with stressful situations than can increase anxiety for the target population and field staff.
<p>Worst case scenario: Protests turn violent, and clashes with law enforcement occur. Food and fuel run out.</p>	Health conditions in affected areas are worsened due to the increase of people stuck in blockades and the high rate of service requests due to the volume of people. Health infrastructure capacity is reduced, and there is a lack of adequate distribution of humanitarian services in terms of water, health, and care areas.	Coordination with other actors is strengthened. Implement protection measures (including safeguards) and ensure the functioning of WASH systems and humanitarian assistance in the health sector. More relief resources are deployed to match the needs, and the scale-up of the operation. The National Society is also working on an Emergency Appeal with other National Societies of the region to provide more sustainable support for the growing number of migrants.

Operation Risk Assessment

Considering the socio-political context and the need to strengthen the pillar of acceptance of the PRC's actions, the following factors may affect the response:

- Attacks on ambulance units, institutional vehicles and PRC facilities.
- Attacks on PRC operational staff providing first aid, pre-hospital transfers, psychosocial support, RFL.
- New or continued road blockades do not allow the mobility of the units to different parts of the country.
- Shortages of first aid supplies, food or fuel continue or increase.
- Situations of violence lead to looting and consequent shortages in market stocks and disruption of food availability resulting in food insecurity of the population.
- Identification of the PRC as a government institution rather than an independent and impartial actor.
- Physical and mental exhaustion of response teams.

- Damage to institutional image and reputation due to the circulation of false or ill-intentioned information on social networks.
- Risk of infection of COVID-19 responders or other virally transmitted diseases.
- Inappropriate use of the emblem by demonstrators and others.

Mitigation actions

The operation is based on an analysis of the current scenario; however, this analysis is carried out periodically to reduce potential risks and facilitate Red Cross humanitarian actions. The operation will consider briefings, rapid security training, ensuring safety and security procedures, coordination with the Movement and critical actors, staff visibility and a communication strategy to disseminate the role of the Red Cross. The mobilization of a member of the Regional Intervention Team (RIT), which will promote risk mitigation, is foreseen. Once the deployment of the rapid response personnel specialised in security becomes effective, a joint meeting will be coordinated with the Safer Access and Operational Risk Management focal points of the National Society for coordination and constant update on the situation.

B. Operational strategy

Overall Operational objective:

The objective of the Panamanian Red Cross is to continue providing humanitarian assistance through first aid, emergency transport, psychosocial support, water, hygiene, and sanitation assistance, restoring family contact and information according to the needs of the population affected by the social manifestations occurring in the country, considering aspects of institutional security and the Fundamental Principles of the Red Cross and Red Crescent.

All actions will be carried out following the auxiliary role established by the National Society's humanitarian mandate in the country, and the international standards of the Red Cross Movement linked to this context.

Through its auxiliary role to the public authorities, the National Society seeks to continue to provide care and carry out new actions to help people affected, providing humanitarian assistance in the areas of health, water, sanitation and hygiene, and protection, gender, and inclusion.

The proposed strategy is based on ongoing coordination with the authorities to ensure that efforts are not duplicated and the search for complementarities. The National Society received a request for support from the migration authorities to accompany caravans and support the distribution of water and hygiene kits. A regional Migration Emergency Appeal is being planned to address the significant increase in human mobility. It will seek complementarity of actions with this operation focused on responding to social protests.

Proposed Strategy

Health

The PRC will contribute to mitigate emergency medical care needs in the affected areas through the following activities:

- Provision of First aid care.
- Referral of critically ill patients to the health centre or hospital by appropriate transport (i.e. ambulance or basic first aid unit).
- Provide psychosocial support (PSS) to the affected population and PRC staff providing care and response to the situation.
- Reinforce biosecurity and infection prevention measures among volunteers participating in the actions.

Water, Sanitation, and Hygiene

The PRC will carry out water, sanitation, and hygiene promotion activities to ensure the supply of water for human consumption, sanitation, and hygiene promotion to the affected population. The activities planned are as follows:

- Distribution water bottles for human consumption to people trapped on the closed roads mainly from Veraguas to Chiriquí as the area is not populated.
- Distribution of personal hygiene kits.
- Sanitation, waste management, and hygiene to people stranded.

Protection, Gender, and Inclusion

PRC staff will provide access to equipment to make calls and communicate with family members to those people who, due to lack of charge, credit, or accessibility, have not been able to contact their families because they are stranded at roadblocks.

The PRC also carries out activities to ensure the safety and security of people through:

- At least 10,000 people are targeted indirectly by mainstreaming PGI considerations in the operation activities.
- At least one PGI Minimum Standards in Emergencies workshop is held for volunteers and responders.
- At least 100 people reestablish contact with their families.

Communications and CEA in emergencies

- Public information is shared with 10,000 people on respect and protection of the Red Cross emblem, humanitarian action and mission.
- A feedback mechanism will be established to identify doubts, rumours, protection needs, among others.

Operational Support Services

Human resources

The operation requires the recruitment of a financial assistant. The recruitment of this person is necessary as the National Society is operating at full capacity and needs to increase its capacity to implement the planned response actions.

To implement this action plan, the National Society will rely on the mobilisation of the following multidisciplinary technical team to ensure the implementation of activities:

- 100 volunteers (Barú, Boquete, David, Santiago, Panamá, Darién)
- A general manager or coordinator of the operation
- A financial assistant
- Team of Psychosocial Support specialists.
- Communications staff

In addition to ensuring protection with insurance, personal protective equipment, equipment, as well as the visibility of the volunteers on the ground.

Human resources processes are monitored through the National Society's administrative structure.

In addition, a Rapid Response Personnel specialised in Security will be mobilised to support the operation.

The National Society has insurance coverage for all the involved volunteers covered with other programme funds.

Logistics and supply chain

The processes of purchasing goods and services, transport and storage will be carried out by the Panamanian Red Cross Purchasing Department, following the guidelines of the National Society Purchasing Manual. Distributions will be coordinated with the relevant institutions if necessary.

Communication

The Communication Team will provide coverage and dissemination of the main actions in operation, preparing digital content for dissemination in media such as: web, social networks, internal newsletters, audiovisual material, etc.

The following are the objectives of the communications (according to their target audience):

- Internal communication: Red Cross members are fully aware of Red Cross's humanitarian action. Through communication tools that highlight the action of the National Society. For example: through the National Society's social media and website.
- External communications: A series of information products will be implemented to maintain a line of transparency and objective information to reach the general population and affected people and share what the Red Cross is doing to help those affected by emergencies. This line of intervention includes everything related to communication to promote resource mobilization. For example: include social media campaigns, interviews, newsletters, press releases, key messages, etc.
- Documentation: document support processes to create credibility with donors and the general public. For example: videos, photos, (summary of the communication plan, including but not limited to the communication campaign, materials, etc.).

Security

The PRC will ensure that volunteers are adequately trained for the assigned tasks. All staff and volunteers will receive the necessary briefing before the mission and be provided with appropriate visibility and protective equipment.

Technical advice and support will be provided to volunteers and humanitarian staff on Operational Security (OS) to ensure safer access through the socialisation of guidelines for this context by the National Society together with the Rapid Response personnel. The Panamanian Red Cross will ensure that volunteers are trained per the context and safeguard their biosecurity and safety in operations using the IFRC Stay Safe Guide.

The ICRC will reinforce training with volunteers and staff. General self-care in operations and analysis of critical biosecurity and operational safety points are important.

Planning, Monitoring, Evaluation and Reporting (PMER)

The Head of Risk Management, with the Directorate General and the finance coordinator, will be responsible for the follow-up and monitoring of the action plan; in addition, the National Society will have a finance assistant who will be responsible for ensuring the delivery of Journals.

The National Society will maintain a line of communication and coordination with the designated IFRC focal point. Progress and accountability reports will be prepared on time.

Visits and interviews will be conducted with people reached, volunteers and other actors involved in implementing the action plan.

In order to monitor the progress and achievements of the objectives, a beneficiary satisfaction survey will be carried out.

IFRC plans to carry out monitoring visits to support activities and provide implementation support.

Administration and Finance

The National Society Finance Department has trained staff available to provide the necessary support along the lines of the intervention included in the action plan. It plans to include one Finance Assistance to follow up on this plan.

The financial management strategy will focus on the following points:

- Staff available to work on specific aspects of the operation.
- To comply with the issuance of reports and constant monitoring of the compliance and correct use of the allocated budget.
- To inform the different coordinators of the lines of intervention on the appropriate use of the resources allocated to the action plan.

C. Detailed Operational Plan



Health

People targeted directly: 1,400

Male: 700

Female: 700

Requirements (CHF): 20,768

Needs analysis: The current situation calls for First Aid services and medical emergency transfers, as people are injured to varying degrees, as well as with respiratory difficulty and irritation of mucous membranes due to exposure to dissuasive gases, further complicating pre-existing conditions. Road closures and riots have restricted access to medical facilities; only ambulances have access, so transferring affected persons requiring adequate medical assistance is crucial to saving lives and reducing disability.

Due to the stressful and violent environment, people face worries, fears, and physical stress symptoms such as breathing issues, crying, nervousness, or anxiety attacks. Psychological First Aid will be provided in situ to the affected population and first responder to cope with stress.

Risk analysis: The following risks have been identified for the provision of health services:

- Restriction on the free movement of ambulances and other medical vehicles.
- Assaults on First Aid and Pre-Hospital Care responders, ambulances, and resources.
- Possible attacks or injuries to PRC volunteers.
- Contracting COVID-19 during providing services.

Population to be assisted: 1,400 people in the target areas will receive emergency health assistance.

Programme standards/benchmarks: All activities will comply with the standards of the Ministry of Health, PAHO/WHO, Sphere for MHPSS, the Minimum Standard Commitments on Protection, Gender and Inclusion in Emergencies, and the Inter-Agency Standing Committee (IASC).

P&B Output Code	Health Outcome 1: The immediate risks to the health of affected populations are reduced	<i># people reached with health services Target: 1,400</i>
	Health Output 1.1: The health situation and immediate risks are assessed using agreed guidelines	<i># of ambulances/basic first aid units supporting operational activities. Target: 8</i>
		<i># people reached with first aid and/or pre-hospital care services.</i>

		<p><i>Target: 400</i></p> <p><i># local committees (branches) equipped with inputs and/or materials to provide health services.</i></p> <p><i>Target: 4 local committees (branches)</i></p> <p><i># emergency transfers carried out.</i></p> <p><i>Target: 30</i></p>											
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12
AP022	Procurement and distribution of First Aid and pre-hospital care supplies/materials.												
AP022	Provision of protective equipment for responders												
AP022	Provide first aid/pre-hospital care to the affected population.												
AP022	Referral of critically ill patients to the health centre or hospital by appropriate transport (ambulance or rescue unit).												
AP022	Support and assistance for emergency transfers.												
P&B Output Code	Health Outcome 2: The psychosocial impacts of the emergency are lessened	<p><i># of people reached with PSS</i></p> <p><i>Target: 1,000</i></p>											
	Health Output 2.1: Psychosocial support provided to the target population as well as to RCRC volunteers and staff	<p><i># of volunteers reached with PSS</i></p> <p><i>Target: 25</i></p>											
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12
AP023	Psychosocial support sessions for the affected population												
AP023	Psychosocial support sessions for Panamanian Red Cross volunteers/staff.												
AP023	Establish referral pathways for complex cases.												



Water, sanitation and hygiene

People targeted directly: 600

Male: 300

Female: 300

People targeted indirectly: 6,000

Requirements (CHF): 22,046

Needs analysis: There are many needs for safe water for human consumption and hygiene for people stranded on the road, mainly on the stretch of the Pan-American Highway between Santiago and David, where there is no access to grocery stores or populated places to stock up. Due to the high humidity/heat and the long journey on foot to get through the blockades, many people require access to these items to minimise negative impacts on their health and hygiene. On the other hand, the occurrence of meteorological phenomena due to the rainy season, together with the number of people stranded, make it a priority to establish measures to reinforce sanitation and hygiene in these areas of concentration of people.

Risk analysis: Since assistance is expected to focus on the areas most affected by the roadblocks and the Darién, the following risks can be foreseen in the process of delivering humanitarian aid:

- Acts of violence or protests during humanitarian assistance interventions.
- Lack of infrastructure or safety elements for staff when entering affected areas.
- Confusing Panamanian Red Cross personnel with health personnel from other public or private institutions generates more significant risks and probability of suffering physical and/or psychological aggression.
- Physical and emotional exhaustion of response team members.
- Institutional image and reputation are damaged by false or malicious information from the groups involved or the public.

Population to be assisted: 600 people will be directly assisted and 6,000 people indirectly reached in the target areas.

Programme standards/benchmarks: The intervention will follow the standards set out in the Sphere Handbook; the International Red Cross and Red Crescent Movement's Fundamental Principles and Values; the International Red Cross and Red Crescent Movement's Strategic Framework for Inclusion of Persons with Disabilities; the IFRC's Minimum Standard on Protection, Gender and Inclusion; the Code of Conduct; the PRC's Policy on Social Inclusion, Culture of Peace and Non-Violence; and other documents related to the Movement and other organizations to provide quality humanitarian assistance with dignity.

P&B Output Code	WASH Outcome1: Immediate reduction in risk of waterborne and water related diseases in targeted communities	<i># of people that improved their access to safe water and hygiene. Target: 600</i>											
	WASH Output 1.1: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population	<i># of people reached with safe drinking water (according to Sphere standards). Target: 600</i>											
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12
AP026	Purchase and distribution of bottled water												
P&B Output Code	WASH Output 1.2: Hygiene-related goods (NFIs) which meet Sphere standards and training on how to use those goods is provided to the target population	<i># of people reached with personal hygiene kits Target: 600 # of people provided with sanitation Target: 6,000</i>											
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12

AP030	Procurement and distribution of personal hygiene kits.													
AP030	Purchase of supplies and materials for sanitation, waste management and hygiene.													



Protection, Gender and Inclusion

People targeted directly: 100

Male: 50

Female: 50

People targeted indirectly: 10,500

Requirements (CHF): 932

Needs analysis: The context of social mobilisations in Panama, especially when the participants are from indigenous communities, includes in their groups the presence of women, adolescents, children, and older adults. Under this premise, it is necessary to have the tools (information and approach) to address situations that arise in the context of protests, such as situations of gender-based violence, conditions of lost or unaccompanied children, or other problems that require a timely response, well-informed and with guidelines for safe referral by volunteers who can identify these cases, as well as generally provide care with a focus on protection and gender inclusion, so that minimum security standards are met. Inclusion in emergencies should be deepened and integrated throughout the planned response.

Risk analysis: Since assistance is expected to focus on the areas most affected by the roadblocks, the following risks can be foreseen in the process of delivering humanitarian aid:

- Acts of violence or protests during humanitarian assistance interventions.
- Lack of infrastructure or safety elements for staff when entering affected areas.
- Confusing Panamanian Red Cross personnel with health personnel from other public or private institutions generates more significant risks and probability of suffering physical and/or psychological aggression.
- Physical and emotional exhaustion of response team members.
- Institutional image and reputation are damaged by false or malicious information from the groups involved or the public.

Population to be assisted: 100 people targeted directly and 10,500 people targeted indirectly with the actions.

Program standards/benchmarks: Due to the nature of this emergency, the National Society, together with the International Committee of the Red Cross, will continue to provide RFL services, such as contact calls and tracing and facilitating family reunification. However, with this operation, the NS will expand its services to offer contact calls and promote mainly RFL services.

P&B Output	Protection, Gender & Inclusion Outcome 1: Communities become more peaceful, safe and inclusive through meeting the needs and rights of the most vulnerable.	<i>Minimum Standards for PGI in Emergencies Implemented</i>
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Budget

See Annex.

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

In the Panamanian Red Cross:

- **President:** Elías Solís, email: elias.solis@cruzroja.org.pa
- **General Director:** Larissa Rodríguez, email: larissa.rodriguez@cruzroja.org.pa
- **Head of Risk Management:** Daniel González, email: daniel.gonzalez@cruzroja.org.pa,

In the IFRC Central America Country Cluster Delegation:

- **IFRC Central America Head of Country Cluster Delegation:** Nelson Aly, nelson.alyrodriguez@ifrc.org

IFRC Americas Regional Office

- **Head of Disaster and Climate Crisis Department:** Roger Alonso, roger.morgui@ifrc.org
- **Operations, Evolving Crisis and Disasters Manager:** Maria Martha Tuna; maria.tuna@ifrc.org
- **Head of Partnerships and Resource Development:** Sandra Romero, sandra.romero@ifrc.org
- **Communications Manager:** Susana Arroyo, susana.arroyo@ifrc.org
- **Planning, Evaluation, Monitoring and Reporting Manager:** Pradiip Alvarez (acting); pradiip.alvarez@ifrc.org
- **Regional Logistics Coordinator:** Mauricio Bustamante, mauricio.bustamante@ifrc.org
- **DREF Senior Officer:** Maia Techera; email: maia.techera@ifrc.org

In IFRC Geneva

- **DREF Senior Officer:** Eszter Matyeka, eszter.matyeka@ifrc.org
- **Operations Coordination focal point:** Karla Morizzo (acting); email: karla.morizzo@ifrc.org

How we work

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

DREF OPERATION

MDRPA016 - PANAMA - CIVIL UNREST

7/22/2022

Budget by Resource

Budget Group	Budget
Water, Sanitation & Hygiene	21,700
Medical & First Aid	15,900
Teaching Materials	500
Other Supplies & Services	2,975
Relief items, Construction, Supplies	41,075
Logistics Services	4,000
Logistics, Transport & Storage	4,000
International Staff	10,000
National Staff	1,500
Volunteers	9,000
Personnel	20,500
Workshops & Training	250
Workshops & Training	250
Travel	3,000
Information & Public Relations	1,500
Office Costs	250
Communications	500
General Expenditure	5,250
DIRECT COSTS	71,075
INDIRECT COSTS	4,620
TOTAL BUDGET	75,695

Budget by Area of Intervention

AOF1	Disaster Risk Reduction	
AOF2	Shelter	
AOF3	Livelihoods and Basic Needs	
AOF4	Health	20,768
AOF5	Water, Sanitation and Hygiene	22,046
AOF6	Protection, Gender and Inclusion	533
AOF7	Migration	399
SF11	Strengthen National Societies	15,975
SF12	Effective International Disaster Management	15,975
SF13	Influence others as leading strategic partners	
SF14	Ensure a strong IFRC	
TOTAL		75,695

