



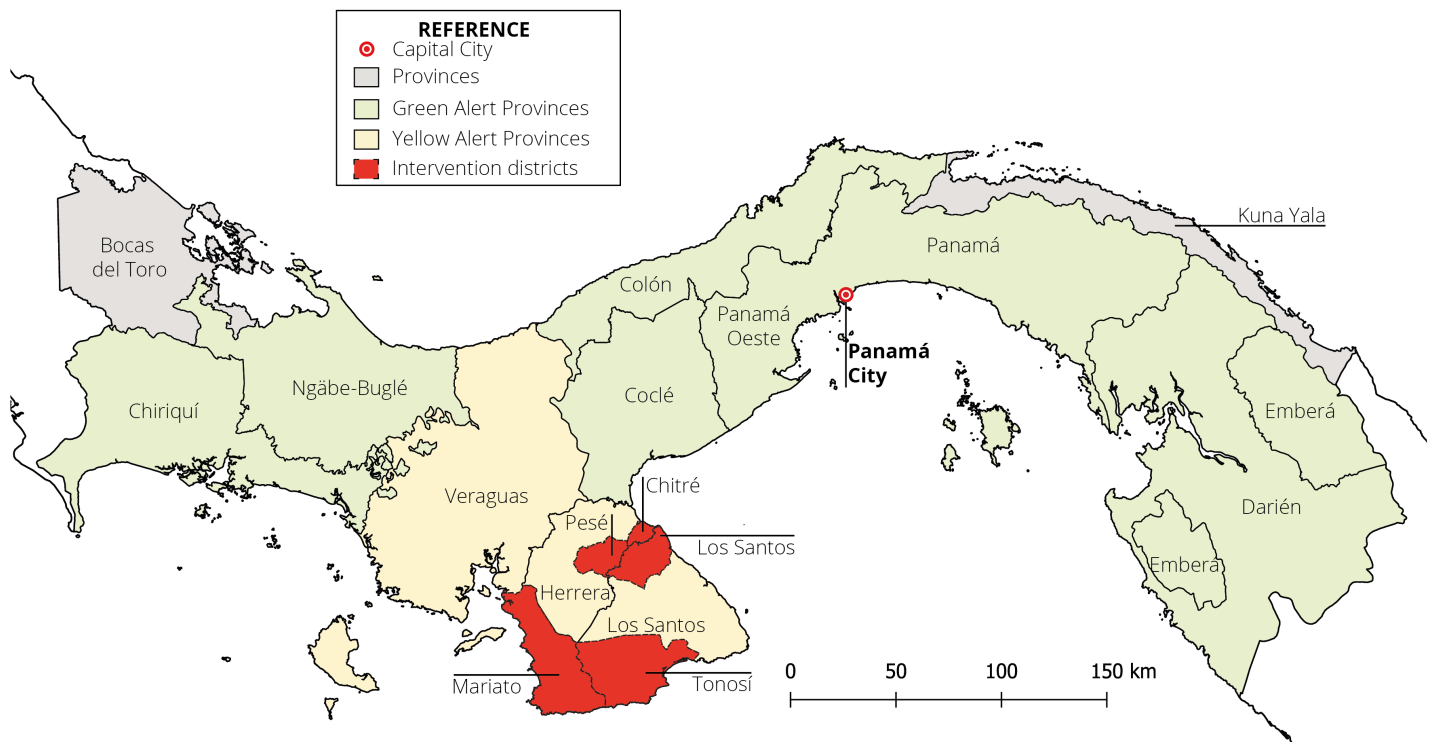
Red Cross Society of Panama volunteers collaborate in the preliminary DANA, Los Santos, 11 November, 2022.

Appeal: MDRPA017	DREF Allocated: CHF 155,985	Crisis Category: Yellow	Hazard: Flood
Glide Number:	People Affected: 3,875 people	People Targeted: 1,500 people	
Event Onset: Sudden	Operation Start Date: 2022-11-17	Operation End Date: 2023-02-28	Operation Timeframe: 3 months
	Targeted Areas:	Los Santos, Veraguas, Herrera	

Description of the Event

PANAMA | Floods

DREF - November 11, 2022



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities. Data source: government data sources, IFRC. Produced by IFRC Americas, Central America cluster IM team. November 2022.

What happened, where and when?

On 4 November the National Civil Protection System declared a Green Alert in 9 provinces (Chiriquí, Veraguas, Los Santos, Herrera, Coclé, Panamá Oeste, Panamá and Darién) due to a low-pressure system and the intertropical convergence zone, located to the north of the country, which could generate landslides and the overflowing of rivers and streams. On 9 November, the Yellow Alert was raised in six provinces (Chiriquí, Darién, Herrera, Los Santos, Panama and Veraguas). Heavy rains in the provinces of Herrera, Veraguas and Los Santos caused the main rivers in these provinces to overflow. The National Civil Protection System downgraded the Yellow Alert for the provinces of Chiriquí, Darién and Panamá, maintaining the Yellow Alert in the provinces of Veraguas, Herrera and Los Santos, on 11 November as these have been the most affected. As of 13 November, the Yellow Alert has been lifted in the provinces of Herrera, Los Santos and Veraguas and a Green Alert is maintained over the entire national territory with the exception of Bocas del Toro and the Guna Yala region.

Scope and Scale

SINAPROC (National System for Civil Protection) is currently focusing on delivering humanitarian aid and has stopped the EDANs. As of 14 November, in a coordination meeting with different actors, SINAPROC reported a total of 776 families (3,875 people) affected in the Los Santos, Herrera and Veraguas provinces.

It has not yet been possible to assess the areas of Furniales, Cocuyo and Higueronoso, as the water level due to flooding has not allowed the assessment teams to pass through. There were also flooding in Soná and San Francisco, but so far, no assessments have been possible in the area. On Sunday 13 and Monday 14 new floods have been reported in Tonosí.

The selected communities are part of the most remote ones, that are incommunicado and where other government support has not reached the people affected yet, as they have prioritized families in Los Santos province. Additionally, SINAPROC is currently distributing aid as they do their evaluations and is a one-time aid, so the Red Cross Society of Panama will be complementing these actions.

According to forecasts by the Empresa de Transmisión Eléctrica, S.A. (ETESA) on November 13, the next few days will bring typical seasonal rains, conditions that could be reinforced by the passage of Tropical Wave #43 over the region.

Previous Operations

Has a similar event affected the same area(s) in the last 3 years?	No
Did it affect the same population groups?	No
Did the National Society respond?	No
Did the National Society request funding from DREF for that event(s)?	No
If yes, please specify which operations	-

Specify how the lessons learnt from these previous operations are being used to mitigate similar challenges in the current operation

With the experience of the DREF floods (MDRPA014), some of the most valuable lessons learned are in terms of CEA, such as the use of CEA with the communities to explain the criteria for selecting people to attend; Implement information boards with dates and times of distributions in the communities; Feedback through WhatsApp and suggestion boxes.

The CVA actions outlined in this DREF will be a pilot for the Red Cross Society of Panama, as it will be the first time the National Society will work with CVA in a flood DREF operation. Although the Red Cross Society of Panama does not have an agreement signed with any financial institution, the National Society has lessons learnt from the CVA project funded by UNHCR working with multipurpose cash support to refugee claimants (food, education, etc.).

Current National Society Actions

National Society Readiness	<p>The Red Cross Society of Panama has put the 23 local committees in the country's 10 provinces on alert. Specialized volunteers were activated in this response.</p> <p>Around 40 volunteers are currently active in the affected areas and, depending on the evolution of the event, at least 20 additional volunteers are expected to be activated. The search and rescue unit in La Chorrera, made up of 15 volunteers, remains on standby in case its mobilization is required.</p> <p>As part of the initial response to the event, the Red Cross Society of Panama has also made a field report published on the GO platform.</p>
Assessment	<p>The local committees in the affected areas (Santiago, Las Tablas, Chitré and Villa de Los Santos) have activated their Damage and Needs Assessment Teams (DANA).</p>
Coordination	<p>Close coordination with authorities, including participation in provincial EOCs.</p> <p>Support to the distribution of humanitarian aid carried out by the Govern-</p>

	ment through SINAPROC (household cleaning kits, mattresses and food) for affected people.
Resource Mobilization	Red Cross Society of Panama has activated a bank account for online donations, through the development and launch of a fundraising campaign on the RCSP's social media accounts.
Activation Of Contingency Plans	Mobilisation of 7 vehicles in the field to support actions.
National Society EOC	The Red Cross Society of Panama has activated the Emergency Operations Centre (EOC), which is monitoring the affected areas. In the coming days, a rapid response team is expected to be mobilised, including volunteers with specialisations in psychological first aid, emergency health, use of technological tools (KOBO, ODK, etc.), water and sanitation, and distribution of humanitarian aid and assistance.
Health	First aid assistance in affected areas. As of 15 Novemeber, the Red Cross Society of Panama has provided 12 first aid services (4 in Santiago-Veraguas, 2 in Chitre-Herrera, 5 in Tonosí-Los Santos and 1 in La Villa de Los Santos-Los Santos). Evacuations, and search and rescue team on alert.

Movement Partners Actions Related To The Current Event

IFRC	<p>The IFRC's Americas Regional Office (ARO) and Regional Logistics Unit (RLU) are in Panama. The Red Cross Society of Panama has been coordinating its actions with the Disaster and Crisis Prevention, Response and Recovery Unit (DCPRR) of the IFRC Regional Office, which provides technical support and coordination for this emergency response. The RLU of the IFRC provides logistical support to the Red Cross Society of Panama collection centre with logistical equipment and trained human resources in warehouse management.</p> <p>The IFRC has been in contact with the Red Cross Society of Panama through its Cluster Delegation in Central America to request funds to respond to the emergency.</p> <p>The Red Cross Society of Panama is part of ECHO's Pilot Programmatic Partnership (PPP) and although the geographical area of intervention is not the same, within the framework of the PPP, activities to strengthen the National Society have been carried out, such as CVA activities (awareness raising during the last general assembly), where the different modalities of intervention were made known, one of which is CVA in emergencies.</p> <p>Also within the framework of the PPP, training has been given to volunteers in risk management.</p>
ICRC	The ICRC provides technical advice on the Safer Access Framework and Restoring Family Links (RFL), as well as on advocacy and humanitarian diplomacy issues, as part of the National Society's interaction with the country's authorities.
Participating National Societies	

The American Red Cross and Canadian Red Cross are present in Panama through their regional delegations, however they are not currently supporting any of the actions proposed in this DREF.

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	<p>The Government of Panama is responding to this emergency through SINAPROC and the provincial technical boards. The actions being carried out are: cleaning of roads, distribution of drinking water, distribution of food, mattresses and household cleaning kits, damage and needs assessments.</p> <p>On the part of the Presidency of the Republic, the provincial EOCs have been activated, which are constantly monitoring the state of the weather and the affected areas, drafting and distributing situation reports, as well as managing alerts.</p> <p>Other state actions include:</p> <ul style="list-style-type: none"> • MEDUCA/MIDES (Ministry of Education/Ministry of Social Development): coordination for the opening of shelters in regions where required. • SINAPROC activation of provincial EOCs, reinforcement of surveillance of all vulnerable areas, strengthening of the institutional force, coordination and execution in conjunction with other institutions of search, rescue, evacuation, delivery of humanitarian assistance, damage assessment and others. • National Police: Provide mobility and security in areas that have been affected, support in evacuation processes, collaboration in the delivery of humanitarian assistance. • SENAN (National Naval Air Service): Monitoring of jurisdiction areas, collaboration in the delivery of Humanitarian Assistance, activation of the institutional Search and Rescue team, collaboration in the displacement of rescue personnel to the affected areas. • MINSA (Ministry of Health): Reinforcement of the force, institutional communication was strengthened, collaboration in evacuation processes, evaluation of sheltered patients. • SUME 911 (Single Pre-Hospital Emergency Management System): Strengthening of the force, attention to victims, presence in emergency operations centres for coordination as required. • MIVIOT (Ministry of Housing and Land Management): Evaluation of structures in the affected areas, strengthening of the force, presence in the Emergency Operations Centres at the national level. • BENEMERIT FIRE BRIGADE: Strengthening of the fire brigade, cutting and removal of trees, support in search, rescue and evacuation work. • MOP (Ministry of Public Construction): Evaluation and rehabilitation of infrastructures, reinforcement of the force, provided resources for emergency response. • MIDES (Ministry of Social Development): Coordination and administration of shelters, damage assessment and needs analysis, provision of humanitarian assistance, delegation of EOC liaison. • MIDA/ISA (Ministry of Agricultural Development/Institute of Agricultural Insurance): 2,000 food bags made available, assessment of affected agricultural sectors.
UN or other actors	
Are there major coordination mechanisms in place?	



Needs (Gaps) Identified



Health

State institutions are leading search and rescue operations in the affected areas.

The Red Cross Society of Panama is providing emergency health services, but the affected population also requires psychological first aid services due to the adverse effects this emergency could have on their mental health.

The incidence of vector-borne diseases due to stagnant water will increase. The floods have also caused latrines and wells to overflow, contaminating water sources, leading to diarrhoea and other diseases.

The number of people affected as per the Red Cross Society of Panama's DANAs is 2,225 and this DREF will assist 1,500 people that meet the selection criteria.



Water, Sanitation And Hygiene

Wastewater treatment and drinking water production is seriously affected in several areas. The IDAAN (Institute of National Aqueducts and Sewers) in the provinces of Veraguas, Herrera and Los Santos reported that the water production system had been severely affected by the heavy rains. Several water treatment plants also stopped functioning due to the situation in Santiago, Chitré and Los Santos, the latter affecting the drinking water supply to Las Tablas, Guarere and La Villa de Los Santos.

In other communities, there are rural aqueducts, administered by MINSA, where the supply of chlorine tablets is required for the potabilization of well water and the cleaning of wells, as well as the delivery of water containers and distribution of bottled water for the first weeks of operation.

In these same rural communities where there is no sewage service, families use latrines, which have also become flooded and contaminated. Although official figures of affected families are not yet available, it is planned to provide humanitarian assistance with the cleaning of latrines through the distribution of lime.



Protection, Gender And Inclusion

While all people are affected by crises, women and vulnerable groups have differentiated impacts in Panama. Women are the first to respond as paid domestic workers (domestic workers) or unpaid domestic workers (housewives), health professionals, civil society volunteers, community volunteers, and paid or unpaid caregivers. Under normal social conditions, several studies show the gender gap between men and women in Panama. The gender inequality index in the country is 0.58, and 0.87 in indigenous areas, qualifying Panama as a country with high gender inequality. Before the COVID-19 pandemic, approximately one in five people in Panama was in a situation of multidimensional poverty.

This implies the need for adequate plans for the care of vulnerable groups in the context of the health crisis, emergencies and subsequent socio-economic recovery.

At the community level, other vulnerabilities arise related to access to support, decision-making and SGBV (sexual and gender-based violence). Children and adolescents will also be key to being included as a population to be assisted. Safe spaces for children are needed in affected communities.

The target population will be defined based on surveys and assessments conducted by volunteers in the field.

This DREF will provide assistance to 900 children in safe spaces.



Risk Reduction, Climate Adaptation And Recovery

Prior to emergencies, communities do not have measures or actions in place to be prepared and respond effectively to disasters. On the other hand, the lack of community organization and coordination with the municipal authorities and SINAPROC increase the vulnerability of the community because they do not allow for key actions in mapping vulnerable areas and the degree of exposure to risks experienced by the community. This DREF will assist 150 people in this sector (community leaders and local authorities).



Shelter Housing And Settlements

Initial assessments show that 80 houses have been damaged by the floods. Official figures from government agencies are still awaited.

While the government has begun distributing mattresses, the affected population will need other support to meet their basic needs, such as non-food items (cleaning kits, kitchen kits and repair materials).

Support for the clean-up and rapid repair of affected houses has also been identified as a priority.

The cost of the CVA (CHF 150) has been calculated on the basis that the main products used for construction are wood, nails and zinc, as well as costly materials such as bags of cement, since many of the houses affected have dirt floors. With the feasibility study, the number of people to be assisted may vary and it is hoped to reach agreements with local hardware stores to promote local economies.



Livelihoods And Basic Needs

Panama is currently suffering from the economic effects of the COVID-19 outbreak. The main sources of livelihood in the provinces of Herrera, Veraguas and Los Santos are agriculture and livestock. Heavy rains and flooding have affected much of the soil, affecting agriculture in the area. Losses have already been reported in livestock, both pigs and cattle, and crops such as rice, corn and vegetables.

The full extent of damage to local small businesses and agriculture and livestock is expected to be significant, given the current economic crisis in the region. Along with this, damage to small business infrastructure, agricultural production activities and the collapse of various roads will delay recovery.

In view of the fact that the most affected communities are in rural areas, where agriculture and livestock farming are subsistence activities, it is necessary to provide in-kind humanitarian assistance in the form of food kits.

The Red Cross Society of Panama has opted for the delivery of food kits instead of CVA, as the affected communities are in rural areas where there are no nearby markets to buy food and in some cases, they would have to travel up to 2 hours to get to the nearest town and additionally, public transport is not regular in these areas.

Operational Strategy

Overall objective of the operation

The Red Cross Society of Panama will contribute to the national response to the floods and landslides affecting the provinces of Herrera, Los Santos and Veraguas, providing support to the emergency needs of 300 affected families (1,500 people) in the areas of health; livelihoods and basic needs, water, sanitation and hygiene; shelter; protection, gender and inclusion and disaster risk reduction.

Operation strategy rationale

The proposed strategy is based on permanent coordination with the Emergency Operations Centre established by the National Civil Protection System. To ensure that there is no duplication of efforts, communities and needs will

be jointly identified in coordination with the national and provincial emergency operations centers and municipal authorities.

This operation is carried out in rural areas, in remote communities, so mobilization costs are high. In addition, humanitarian aid purchases will be made through the Regional Logistic Unit in Panama City and all these materials will have to be transported to the intervention area. For reference, previous DREF operations in remote areas such as MDRPA013 and MDRPA014 had logistics, transport and storage costs of around CHF 30,000 over a 3-month period.

Targeting Strategy

Who will be targeted through this operation?

The Red Cross Society of Panama will implement its emergency action plan in the most affected communities in the provinces of Herrera, Los Santos and Veraguas. Specifically, the National Society will work in:

- Los Santos Province, Districts of Tonosi and La Villa de Los Santos.
- Veraguas Province, District of Mariato.
- Province of Herrera, District of Chitre cabecera, and Pese.

Explain the selection criteria for the targeted population

The Red Cross Society of Panama established the following criteria to select and prioritize the affected population:

- Families most affected by the floods, including people who have suffered the most damage to their homes.
- The most vulnerable population groups, including single-parent families, older adults, pregnant women, children under five and people with disabilities.
- Households that have not been reached by humanitarian assistance from the state and other actors.

Total Targeted Population

Women:	506	Rural %	Urban %
Girls (under 18):	169	100 %	%
Men:	619	People with disabilities (estimated %)	
Boys (under 18):	206	2.00 %	
Total targeted population:	1,500		

Risk and security considerations

Please indicate about potential operational risk for this operations and mitigation actions

Risk	Mitigation action
The aid provided is not sufficient for the number of people affected.	Establish appropriate selection criteria and implement a CEA approach in communities.
Rainy season (May to December) which generates additional flooding and limits access to certain areas. In general, hydrometeorological and other extreme weather events.	While field assessments are being completed, National Society staff will travel in the affected areas and will be required to mitigate security concerns by implementing a security plan and providing appropriate equipment. Vehicles used by the National Society will comply with the RCSP policy for their use. In the event of another event, actions to cover affected people will be reconsidered. Close coordination with humanitarian actors present in the intervention zone.

Identification of distribution points outside communities
Contingency and evacuation plans.
Information and communication with local actors.
Refrain from moving in non-recommended and unauthorised areas and coordinate with the different actors in the intervention zone. Monitor the evolution of risks.


Road and highway blockages or transport problems


Identification of distribution points outside communities
Identification of alternative routes
Contingency planning
Close communication with local partners to identify risk of road blockages in a timely manner

Please indicate any security and safety concerns for this operation


No major security and safety concerns at the moment


Planned Intervention

	Shelter Housing And Settlements	Budget	CHF 23,947
		Targeted Persons	1500
Indicators		Target	
# households supplied with household items (at least one item)		300	
# of households supplied with conditional CVA for house repairs		60	
Priority Actions:		<ul style="list-style-type: none"> • Assessment in affected areas to determine the needs, capacities and gaps of the target population. • Selection of target population based on established vulnerability criteria • Coordination with local authorities and responding institutions • Procurement and distribution of 300 kitchen sets • Procurement and distribution of 600 blankets (2 per family) • Feasibility study for conditional CVA for housing repair • Procurement and distribution of 60 CVA for house repair (USD 150 per family) • Monitoring of the use of distributed items • CEA plan and related feedback mechanism • Refresher training on CVA processes for volunteers 	


	Livelihoods And Basic Needs	Budget	CHF 43,708
		Targeted Persons	1500
Indicators		Target	
# of families receiving one-month food kits		300	
# of families receiving livelihoods orientation		300	
Priority Actions:		<ul style="list-style-type: none"> • Procurement and distribution of food packages to the affected population to ensure that needs are met for 1 month (2 bi-weekly deliveries) • Livelihoods orientation talks (printed material) and sensitization sessions in the affected area 	


	Health	Budget	CHF 27,232
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		Targeted Persons	1500
Indicators	Target		
# of people receiving first aid services	1500		
# of health promotion campaigns	4		
#of PSS kits procured and distributed to the target population	900		
# of people receiving PSS	1500		
	<p style="text-align: center;">Priority Actions:</p> <ul style="list-style-type: none"> • Coordination with the Ministry of Health on the health situation in the affected area. • Provision of first aid services in the affected areas. • Replenishment of first aid kits (for 4 committees, 350 each) • Health promotion campaigns in affected areas (vector-borne diseases) printed material (4 campaigns, 1 x committee) • Procurement and distribution of mosquito nets (3 x family) and repellents (2 x family) • Constant monitoring of the health situation in the affected area • Refresher training for volunteers on vector control • Assessing and identifying psychosocial support needs in the affected area • Providing psychosocial support sessions to disaster-affected adults • Printing and distribution of safe information materials • Procurement and distribution of 900 PSS kits for children (in safe spaces) • Refresher training for volunteers on PSS 		


	Water, Sanitation And Hygiene	Budget	CHF 20,746
		Targeted Persons	1500
Indicators	Target		
# of people provided with safe drinking water (according to WHO standards)	1500		
# of families receiving a hygiene kit	300		
# of families receiving a cleaning kit	300		
	<ul style="list-style-type: none"> • Conduct a WaSH assessment in the affected area. • Provide training to volunteers and rural aqueduct management boards (JAAR) on cleaning wells and latrines. • Procurement and distribution of water bottles in 4 communities (60 families in total. 12 lts x family, 2 deliveries) 		


Priority Actions:	<ul style="list-style-type: none"> • Procurement and distribution of 300 hygiene kits • Procurement and distribution of 300 household cleaning kits - Awareness campaigns on and prevention of mosquito breeding - Community cleaning and hygiene promotion campaigns (banner printing) • Awareness campaigns on and prevention of mosquito breeding - Cleanliness and hygiene promotion campaigns in the community (banner printing) • Cleaning of latrines
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	Protection, Gender And Inclusion	Budget	CHF 2,471
		Targeted Persons	900
Indicators		Target	
# of staff and volunteers informed of child protection standards		100	
# of child-friendly spaces created		4	
Priority Actions:		<ul style="list-style-type: none"> • Conduct an assessment of the specific needs of the affected population based on criteria selected from the PGI minimum standards for emergencies. • Dissemination session to staff and volunteers on the Code of Conduct, PEAS and PGI in emergencies • Establish child-friendly spaces and community child protection activities. • Fitting out communal spaces (safe spaces). 	

	Risk Reduction, Climate Adaptation And Recovery	Budget	CHF 2,428
		Targeted Persons	150
Indicators		Target	
# of people and local authorities informed on Response and Risk Management Issues		150	
Priority Actions:		<ul style="list-style-type: none"> • Map hazards and vulnerabilities at the community level and link with local authorities. • Train communities in community-level response management (early warning system, shelter management, first aid). • Develop and disseminate targeted messages and communication assets (social media material) for media, volunteers, local and traditional leaders, churches, schools and other stakeholders to trigger community preparedness actions (using PAPE/What Now) 	

Secretariat Services	Budget	CHF 2,663
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		Targeted Persons	0
Indicators	Target		
# of monitoring visits	1		
# of surge deployments	1		
Priority Actions:	<ul style="list-style-type: none"> • IFRC monitoring visit • Communication support • Surge deployment - finance 		

	National Society Strengthening	Budget	CHF 31,300
		Targeted Persons	0
Indicators	Target		
# of volunteers receiving visibility material	100		
# of staff recruited for the operation	2		
Lessons learned workshop	1		
Priority Actions:	<ul style="list-style-type: none"> • Acquisition of visibility material for volunteers (T-shirts and caps) • Insurance for volunteers • Procurement and distribution of protective equipment (rubber boots for latrine cleaning teams and assessments). • Recruitment of operations staff (1 coordinator, 1 logistician) • A lessons learned workshop (face-to-face) 		

	Community Engagement And Accountability	Budget	CHF 1,491
		Targeted Persons	1500
Indicators	Target		
# of NS that has a CEA mechanism in place	1		
Priority Actions:	<ul style="list-style-type: none"> • Community participation mechanisms (beneficiary selection and identification, feedback, CEA support to RM with the use of the PAPE manual.) 		

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

100 volunteers from the 4 branches in the 3 provinces affected, specialized in the different intervention areas.

Will surge personnel be deployed? Please provide the role profile needed.

Finance personnel that was originally included in the budget.

If there is procurement, will it be done by National Society or IFRC?

Procurement will be done mostly through the RLU.

How will this operation be monitored?

A coordinator will be hired to oversee the day to day operations and will be supervised by the Disaster Risk Management head in the National Society.

Please briefly explain the National Societies communication strategy for this operation.

The communications team will be responsible for the coverage and dissemination of the main ongoing activities, preparing digital content for dissemination in media such as: the web, social networks, internal newsletters and audio-visual material.

Objectives:

- Internal communication: Red Cross members are fully aware of Red Cross humanitarian action through communication tools that highlight its actions.
- External communications: A series of information products will be launched to maintain a line of transparency and objective information to reach the target population and share what the Red Cross does to help those affected by emergencies. This line of intervention includes everything related to communication to promote the mobilization of resources. For example: social media campaign, interviews, newsletters, press releases, key messages.
- Documentation: Document the Red Cross intervention to be made available to partners. For example: videos, photos, summary of the communication plan, including but not limited to the communication campaign, materials, etc.

Budget Overview



DREF OPERATION

MDRPA017 - Red Cross Society of Panama Floods

Operating Budget

Planned Operations	122,022
Shelter and Basic Household Items	23,947
Livelihoods	43,708
Multi-purpose Cash	0
Health	27,232
Water, Sanitation & Hygiene	20,746
Protection, Gender and Inclusion	2,471
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	2,428
Community Engagement and Accountability	1,491
Environmental Sustainability	0
Enabling Approaches	33,963
Coordination and Partnerships	2,663
Secretariat Services	0
National Society Strengthening	31,300
TOTAL BUDGET	155,985

all amounts in Swiss Francs (CHF)

Contact Information

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

- **National Society contact:**

Larissa Rodriguez, Directora General, larissa.rodriguez@cuzroja.org.pa, +507 66717713

- **IFRC Appeal Manager:** Nelson Aly, Head of Country Cluster, nelson.alyrodriguez@ifrc.org

- **IFRC Project Manager:** Gerardo Escalante, Operations Manager, Gerardo.escalante@ifrc.org

- **IFRC focal point for the emergency:** Gerardo Escalante, Operations Manager, gerardo.escalante@ifrc.org

- **Media Contact:** Susana Arroyo Barrantes, Regional Communications Manager, susana.arroyo@ifrc.org

[Click here for the reference](#)