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Emergency Plan of Action (EPoA)

Paraguay Floods



International Federation
of Red Cross and Red Crescent Societies

DREF operation (extension)	Operation n° MDRPY016; GLIDE no. FL-2014-000007-PRY
Date of issue: 1 July 2014	Date of disaster: 9 June
Operation manager: Felipe Del Cid	Point of contact: Luis Diaz de Bedoya, president of the Paraguayan Red Cross
Operation start date: 9 June	Expected timeframe: 4 months
Overall operation budget: 519,935 Swiss francs	
Number of people affected: 46,272 families (231,360 people)	Number of people to be assisted: 10,000 people (2,000 families)
Host National Society: Paraguayan Red Cross	
Red Cross Red Crescent Movement partners actively involved in the operation: International Committee of the Red Cross (ICRC), Finnish Red Cross and Swiss Red Cross	
Other partner organizations actively involved in the operation: National Emergency Secretariat [<i>Secretaría de Emergencia Nacional</i> - SEN], Agencies of the United Nations, USAID Office of Foreign Disaster Assistance (OFDA), Oxfam	

A. Situation analysis

Description of the disaster

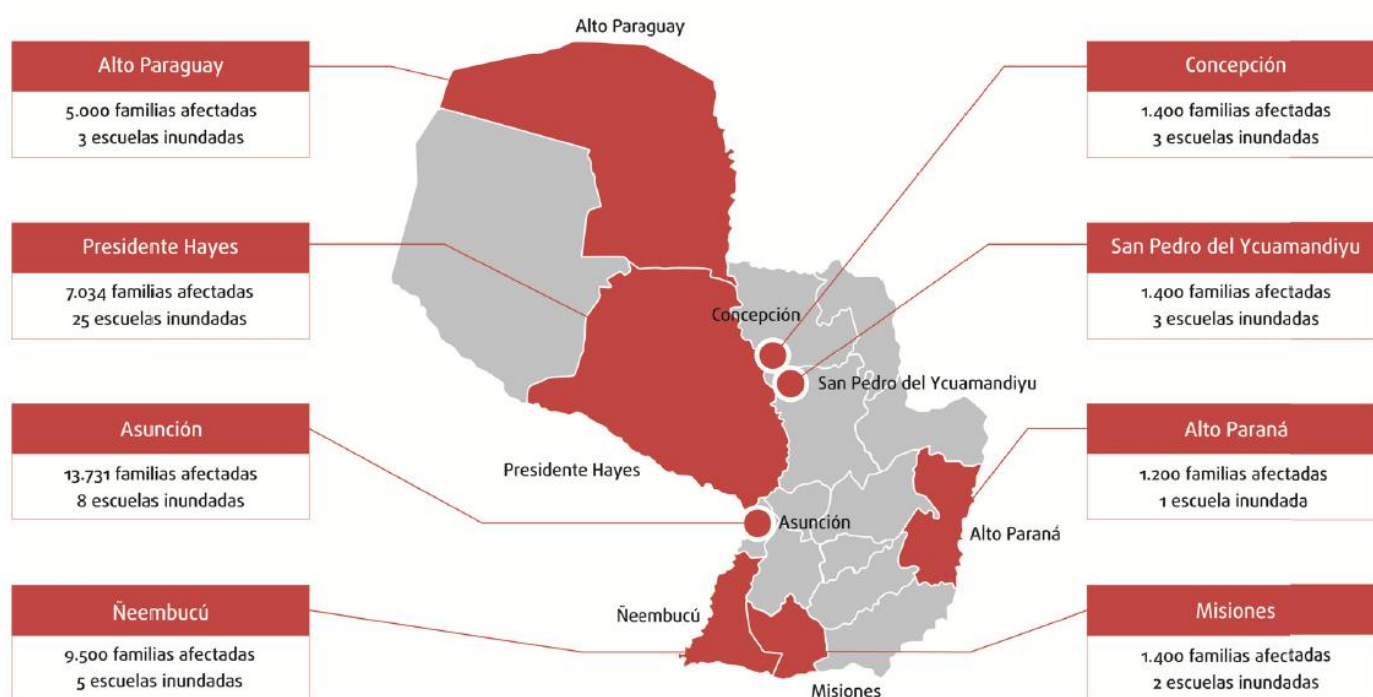
According to situation report of the Ministry of Emergency of Paraguay on 20 of July, the intense rains in Paraguay, which started in March 2014, have been unusually intense for the season, leading to severe floods in rural communities and urban areas. The effects have continued to be felt with the flooding from the rapidly rising Paraná river and Paraguay river. To date, 46,272 families (231,360 people) from five departments in the country have been affected by the flooding and require humanitarian support.

The most recent rains registered in the upper basin of the Iguazú river have led to the overflowing of its riverbed and the subsequent increase of water levels in the Paraná river. This has led to the increase in the amount of water in the reservoir of the Itaipú and Yacyreta dams, which has required both dams to increase their water flow which in some cases has reached between 22,000 m³/s and 43,000 m³/s. As a consequence, the impact has been extreme for the riverside populations located in Alto Paraná, Misiones and Ñeembucú. Located in the southwest of the country, Ñeembucú has experienced the highest impact due to the increase of water levels of the Paraná river, with the following towns being severely affected by the floods: Paso de Patria, Villabin, Humaitá, Cerrito, Mayor Martinez and General Diaz, as well as Ayolas in the Misiones department.



Volunteers of the Paraguayan Red Cross (PRC) distributing relief items to affected families. Source: PRC

The following table details the impact of flooding:



Cantidad de familias afectadas por Ciudad/Departamento

Ciudad/Departamento	Familias afectadas
Asunción	13.731
Ñeembucú	9.500
Presidente Hayes	7.034
Alto Paraguay	5.000
Concepción	1.400
San Pedro	1.100
Alto Paraná	1.200
Misiones	1.400
Central	266
TOTAL	40.631

Number of families affected by flooding. Source: Ministry of Emergency of Paraguay, situation report, 20 June 2014. In the last days, the number has increased to 46,272 families.

The access to the above-mentioned communities is extremely difficult or non-existent. In some areas located in the Alto Paraguay department, access is only possible via helicopter or via river boats. In Ñeembucú, the following isolated districts are only accessible via river boats or canoes: Cerrito, Mayor Martinez, Villalbin and Isla Umbu.

The impact on inhabitants' livelihoods is a serious concern. Cattle ranching and agriculture are the main activities in these areas. A large percentage of people's income is affected by the flooding of pastures and agricultural fields.

The households in these areas—many of whom have not yet overcome last year's emergency—were again affected by the first floods in March. Their situation has become more critical due to the current new floods, which makes it difficult for them to cover their basic needs (food, housing and clothing). This emergency doubles the quantity of households affected by the last emergency. Forecasts announce that rain will continue in these areas, as well as in the country, however, they will decrease in their intensity. It remains possible that the "El Niño" phenomenon expected to form later this year will continue to negatively impact these populations in future months.

Alto Paraná: Families in this department have received support from municipal authorities. In general, families have not experienced great material loss of their household goods since they were evacuated. Municipalities have distributed food, blankets and mattresses as the first response. Furthermore, other organizations such as the Boy Scouts, Techo, Rotary Club and the Paraguayan Red Cross have launched donation campaigns for the affected communities and neighbourhoods in the cities of Ciudad del Este and Presidente Franco.

Asunción (Central): To date, 8,303 households from the urban area have been evacuated and are being relocated in temporary shelters. As the water level of the Paraguay river continues to increase (1 metre per hour), it is foreseen that next week another 7,000 households will be evacuated and will require temporary shelter.

Ñeembucú: According to reports from the National Emergency Secretariat- SEN and figures from the Governorate of the Ñeembucú department, through its local Emergency Operations Centre (EOC), to date, 9,000 families in this department have been directly affected by the disaster and are in a situation of vulnerability. As the entire department has been affected by the intense precipitations that began in March, the recent increase in water levels of the Paraná and Paraguay rivers have caused serious negative impacts on livelihoods. Nearly 80 per cent of these families live off agricultural products that they harvest and from the sale of corn, beans, cassava, sweet potatoes and small garden produce. The current months are usually dedicated to harvesting their crops, which is no longer possible and will mean that in upcoming months, these communities will not have their normal produce or access to the resources from their sale.

Forecasts indicate that rain will continue, which could increase the Paraguay river waters and could lead to floodwater sitting on the agricultural land.

Alto Paraguay: The situation is currently under control; the SEN river boats are bringing in food, and other food items are being brought by land from the Brazilian town of Puerto Murtiño. Furthermore, an Emergency Operations Centre has been established in Fuerte Olimpo. All local actors and sectors are participating in the decision-making process, including the departmental and local governments. The road infrastructure has been seriously affected, as well as livelihood activities such as cattle ranching, fishing, the extraction of algae for natural remedies and brick making.

Presidente Hayes: Due to its soil composition and geographic specificities, this department, which is part of the Paraguayan Chaco, has experienced serious problems because rain water has not been absorbed into the ground. Moreover, the silting of the river, stream channels and some road infrastructure and land plots have contributed to the closing of the natural channels. The rain water from intense precipitations has led to the flooding of indigenous and mestizo communities and in some cases urban areas such as Pozo Colorado.

Misiones: On 11 June 2014, the city of Ayolas in this department was severely affected by river Paraná's water level, forcing 720 families to leave their homes. This flooding caused partial damage to health, education and safety services. The Emergency Operations Centre led the first response efforts and the Ayolas municipality declared an emergency.

Summary of the current response

Overview of Host National Society

The national headquarters of the Paraguayan Red Cross (PRC), located in the capital city of Asunción, has established a management structure for the actions, which is composed of the general counsel, director of cooperation and strategic relations, director of branches, director of volunteers, head of administration, head of public relations, human resources personnel and a training officer. Volunteering is supported by the relief and youth areas.

The PRC has a national disaster response department, which is capable of coordinating response actions. The National Society currently has 11 active branches and 7 sub-branches that can be activated in support of the local branch if needed; volunteers are available in local branches nationwide. The PRC currently has 45 national disaster response team (NDRT) members. The PRC currently owns: a portable laboratory (acquisition of supplies is needed); 2 motor boats; 2 pre-positioned tents, and 2 vehicles with a load capacity of 1,000 kilogrammes and 350 kilogrammes, respectively.

With the implementation of the emergency operation for drought in the Paraguayan Chaco, the National Society strengthened its administrative structure through training in financial management and accountability based on IFRC standards; communication is carried out with the support of a staff member for information management through official channels and for coordinating information issues with branches.

Locally, the PRC - Ñeembucú branch has experience in cash transfer programmes to support vulnerable communities. It also has experience in the management of fish harvesting, dairy production and livelihoods actions, with emphasis on adaptation of family gardens to climate change. This PRC branch staff includes a livelihood focal point.

The Ñeembucú branch has a steering committee that has been involved in the response since the beginning of the heavy rains. This committee has been designated to participate in the departmental emergency operations committee (*Comité de Emergencia Departamental* -COED). Two NDRT members are coordinating the branch's EOC. It also has two vehicles with a capacity of 350 kilogrammes and a warehouse with a holding capacity of 250 kilogrammes, 1 tank (dimensions: 10 x 6 metres width x 4 metres height), 1 boat, and equipment for information management. It also has three general NDRT members, with one trained in cash transfer programmes and livelihoods.

The Paraguayan Red Cross EOC has been activated, together with the decision making policy area therein—which is composed of the executive director, legal advisor, cooperation and strategic relations and cooperation, branches, volunteering and internal resource management and with the participation of the head of the national disaster response department who also serves as the head of EOC.

The national disaster response department has deployed local NDRT members who currently support the local branch in data collection and other necessary actions. This department also has a database available to launch and will deploy other NDRT members from sub-branches and branches if necessary.

The PRC has planned medium- and long-term actions for assistance to recover livelihoods and water and hygiene promotion.

Through the national DIPECHO project implemented by the Paraguayan Red Cross, the Humanitarian Aid and Civil Protection department of the European Commission (ECHO) also has been monitoring the area. The directorate of strategic relations and cooperation has shared situation reports with ECHO, which conducted a monitoring visit to assess the situation and is evaluating possible support to respond to this disaster.

Currently, as a response mechanism, the PRC launched an ongoing donation campaign—"Everyone together for Ñeembucú"—in March 2014 to collect non-perishable food items (blankets, clothes and shoes) and water for the affected families. The emergency operations centre of the Paraguayan Red Cross, activated and operated by the PRC national disaster response department, is coordinating all the information management and support actions launched in this campaign. The campaign mobilized the population nationwide through an awareness campaign on the situation faced by the families affected by floods in the Neembucú department.

The campaign has four main components:

- **Collection campaign:** in Asunción and branches and sub-branches—blankets, warm clothes, shoes (category A) and non-perishable consisting of sugar, rice, herbs, noodles, oil, beans, flour, salt, water (category B) will be received to be distributed to affected families in coordination with the departmental authorities and Ñeembucú sub-branch. A collection centre was established in the national headquarters in Asunción.
- **Media and networks:** dissemination of key messages through media outlets and social networks on the collection campaign and the effort to mobilize the power of humanity to support flood-affected families.
- **Collection in commercial businesses:** Companies make contributions through donations received in their retail outlets.

- **Distribution:** collected items and resources will allow first response assistance to meet the population's food security and well-being through the provision of non-perishable food kits for one month, warm clothing and water when necessary.

The PRC has developed an action plan to provide emergency response for the recovery of livelihoods and water and sanitation hygiene provision for a total of 1,315 families Ñeembucú department. The first PRC situation report, prepared by the PRC emergency operations centre, was distributed and shared with the UN system.

With the aim of providing technical support for local level coordination, the PRC national headquarters has deployed a staff member to Ayolas and Ñeembucú for technical aid and verification of the emergency.

The volunteers from the PRC sub-branches in Ñemby, Fernando de la Mora and Mariano Roque Alonso are providing support for the different campaigns to receive donations initially for Ñeembucú as the most affected department.

Ñeembucú branch: From the start of the emergency, this branch has been in coordination with the departmental EOC and was supported by the national DIPECHO project in liaison with sub-national governments. This has allowed the establishment of communication to gather initial information and support the EOC in information management. Following the suggestion from the PRC Ñeembucú branch, working groups have been established to facilitate the response actions. This branch heads the livelihoods working group. Due the high demand for humanitarian aid, this branch distributed 237 food kits that serve to provide some support prior to the flood-affected households' reception of kits from the SEN. This 10-day kit contains 1 kilogramme of rice; 1.5 kilogrammes of noodles; ½ kilogramme of salt; ½ kilogramme of the mate herb used as a beverage; 1 kilogramme of sugar; 1 kilogramme of beans; 1 kilogramme of flour and 1 litre of oil.

Misiones branch: This branch has deployed a team to support the EOC in Ayolas and supported relief distribution and logistics tasks. The Itapúa branch, following the request of the local branch, has asked for support from the psychosocial support team in order to attend to people currently located in emergency shelters.

Alto Paraná branch: Starting from the moment it was activated, this branch has supported evacuation tasks and logistics assistance. The branch itself is now a reception centre for the local donation campaign coordinated with other local organizations. This branch has also supported local governments with general emergency coordination.

Concepción branch: As this branch has a childcare centre, this space has been turned into an emergency shelter until the flood waters decrease in the zone. This branch has also collected clothing and is distributing the donations received, in coordination with the Concepción EOC, in four emergency shelters.

Asunción: The psychosocial support team of the PRC relief department has been activated. To date, it has participated in coordination meetings with the Ministry of Education and the national centre for emergency operations-CNOE. This relief department has been responsible for the emergency activation of the National Society, as well as for the preparation of the general action plan that will be presented to obtain the funds needed for this operation (DREF, ICRC, Finnish Red Cross and other participating National Societies that might provide support).

The current DREF-supported operation will therefore cover some of the cost incurred during the first response to the emergency, since 10 June 2014.

Overview of Red Cross Red Crescent Movement in country

Currently the IFRC PADRU regional disaster management coordinator is supporting the Paraguayan Red Cross in the country in the development of the action plan, coordination and damage assessments.

Delegates from the Finnish Red Cross are in Paraguay implementing development projects carried out together with the PRC and other organizations and/or working groups. The Swiss Red Cross has a country office in Paraguay that implements projects in some departments in the country.

The ICRC supports projects to strengthen the Paraguayan Red Cross, working on integration, implementation and dissemination of international humanitarian law and standards on the use of force, visiting detainees, providing structural support for the prison system, assisting people affected by other situations of violence, supporting response capacities and strengthening of the relief department to address emergency situations in the context of conflict and crisis.

The Paraguayan Red Cross maintains close communication and coordination with participating National Societies in the country, as well as with the IFRC and the ICRC.

Movement coordination

The Finnish Red Cross currently has stated its intention to fund activities worth 25,000 euros to provide rapid response to assist families affected in the Misiones and Ñeembucú departments, mainly focusing on the participating communities involved in the DIPECHO VIII and VII projects. The Paraguayan Red Cross has already presented a response plan for these areas and is providing assistance to approximately 950 families (500 in Misiones and 450 in Ñeembucú) with the distribution of two blankets per family, a plastic tarpaulin and bleach to be used for water disinfection. IFRC will complement the intervention with technical support from the Regional Response Unit (RRU) and Kit 2 items. Currently, the DREF-funded intervention aims to assist 10,000 people affected by floods (5,000 with water and sanitation needs and 5,000 with shelter).

The ICRC has demonstrated interest in supporting actions in the Concepción department through the provision of family hygiene kits. The Paraguayan Red Cross is currently drafting the proposal for this potential support.

The Paraguayan Red Cross has launched a campaign to raise funds and humanitarian aid for a short-term initial response. Seven branches and seven sub-branches are participating in this campaign. The media is behind this campaign at the national level and the communications officer employed as part of the drought emergency operation in Boquerón is supporting these communications tasks.

The Paraguayan Red Cross maintains close coordination with the SEN and other organizations in the country, which facilitates synergy and coordination of emergency response actions. The Paraguayan Red Cross informs the municipal and departmental authorities regarding the actions the National Society implements in these areas.

Overview of non-Red Cross actors in country

According to information from the National Emergency Secretariat, state institutions are implementing the following actions:

- **Secretariat of Social Action:** This body is providing land for the permanent relocation of some of the families affected by the emergency in Asunción.
- **Armed Forces:** This institution has arranged for land to be used for the temporal establishment of families affected by the emergency in Asunción.
- **Ministry of Public Works and Communications (MOPC):** Depending on the receding water levels, this ministry has repaired road infrastructure.
- **National Service for Animal Health (SENACSA):** In order to immediately evacuate cattle from Ñeembucú, SENACSA made the requirements more flexible and thus, contributed to avoiding further damage to livelihoods in the department.
- **Ministry of Public Health and Social Welfare (MSPBS):** This ministry has been involved in constant coordination with the SEN in the departments of Ñeembucú, Asunción, Alto Paraguay and San Pedro.
- **Agricultural Credits:** This programme has made adjustments in the approval process and the payment plans for credits in Ñeembucú.
- **Itaipu and Yacyreta:** This binational entity has coordinated plans, prevention and evacuation of households affected the increased water level of the Paraná River and its areas of influence.
- **Paraguayan Sanitary and Water Service Company (ESSAP):** This state-run company has provided vehicles and cisterns for safe and clean water in Ñeembucú, as well as service connections according to the need of the population located in different shelters in Asunción.

The government has distributed 27,078 kilogrammes of food; 1,356 mattresses; 1,356 blankets; and 2,176 wood struts to be used for shelter in Asunción. The SEN has requested that organizations coordinate and report their relief actions to avoid duplicating actions in the camps, provision shelters and flooded communities.

In a meeting on 13 June, the SEN secretary-minister requested faster responses to confirm support to the emergency and the implementation of aid, preferring aid in kind rather than funds. The secretary-minister emphasized that at the present time, the president of the Republic will not declare a national emergency and that in the future the government will establish a recovery plan for the families affected by the floods.

The United States Agency for International Development (USAID) Office on Foreign Disaster Assistance (OFDA), together with the Adventist Development and Relief Agency (ADRA) have distributed 3,000 mattresses and 3,000 blankets to temporary shelters in Asunción.

OCHA: A team from the United Nations Disaster and Coordination (UNDAC) has been deployed to Paraguay at the request of the Paraguayan government. The team, alongside other organizations in the country, plans on conducting a damage assessment. At the present time, there are only Central Emergency Response Funds (CERF) to support the families affected by the emergency.

Oxfam: This organization is working in Asunción in support of 18 temporary shelters with the registry of families; food via community kitchens; and support with the evacuation by providing trucks to families, removing their goods from their homes. The 25-person technical team is working on the management of the shelters and currently is evaluating activating its own emergency funds to respond in coordination with Plan International to provide education in emergency, psychosocial support, and water and sanitation needs.

Needs analysis, beneficiary selection, risk assessment and scenario planning

Livelihoods:

Due to the heavy rains, Paraguay is experiencing large-scale flooding, which has affected the departments of Concepción, Alto Paraguay, Alto Parana, Presidente Hayes, Central, Misiones and Ñeembucú. The following table presents the livelihood characteristics in each department:

Department	Livelihoods affected by the emergency
Alto Paraguay	Large- and small-scale cattle ranching; fishing; brick making; harvest and sale of natural remedies
Presidente Hayes	Large and small-scale cattle ranching; small-scale agriculture; artisanal handicrafts
Concepción	Brick making; large- and small-scale cattle ranching; fishing; small-scale agriculture
Central	Recycling
Alto Parana	Recycling
Misiones	Fishing; small-scale cattle ranching; small-scale agriculture; brick making
Ñeembucú	Fishing; small-scale cattle ranching; small-scale agriculture; brick making

Currently, an increase in water levels of the Paraguay and Paraná rivers is still expected. In Ñeembucú, the water level is rising 10 centimetres daily in the Pilar zone (Paraguay river), and on the banks of the Paraná river the water level is rising 50 centimetres daily. While there is a forecast of rain, its intensity is supposed to be decreasing. The removal of flood waters is foreseen for a 15 to 20-day period. Thus, the two directions to guarantee the food security of the population affected by the emergency are: food distributions and livelihood restoration.

During the assessment, the following livelihood coping strategies were identified:

- Sale of products collected prior to flooding. The products have been sold in the local market to obtain cash, although the prices are lower and the access to cash is more difficult.
- In some areas, the population is attempting to rapidly harvest products that can be saved, but this results in low yield due to the fact that it's not harvest time. The assessment team observed neighbours working together to produce cassava starch in an artisanal, rotating manner.
- Other options in these areas are fishing for the family diet and the sacrificing of domestic animals for food on the farms.

The livelihood capital was affected in the following manner:

- **Physical:** The loss of tools like fishing items, agricultural tools, ovens for brick making, as well as livestock, has been reported. In many cases, access to communities is cut off. Heavy rains and flooding have caused the death of younger and older animals due to drowning or lack of grazing pastures.
- **Financial:** Rural inhabitants have higher cash flow problems due to flooding, which significantly reduced their commercial sales. The flooding occurred prior to harvest, when farmers sell their products in urban markets or store them for self-consumption. Also, people working in brick making, fishing and agriculture (small and large-scale) are unable to continue their livelihood activities and have no other source of income. This situation is present in both rural and urban areas. The former will have a longer recovery time since crops have relatively long production cycles. This situation concerns rural inhabitants, despite having some reserves; this population has begun consuming the food planned for later this year. This population does not have safe access to cash for the purchase of seeds and food for their families and for later stability following the emergency period.
- **Social:** These are communities where support for one another is common, although there is no formal organization that unites them. This is a weak point in the coordination of the damage assessment and the support for families affected by the emergency.

- **Human:** The human capital is specifically affected by deteriorating health. The humidity and cold in these areas cause respiratory illnesses that limit the availability of human resources for livelihood activities.
- **Natural:** Most families, especially those located in rural areas, have lost their crops. It is estimated that the land will remain saturated for some time more; during this time, families will not have other options. While the flood waters have cleared from some agricultural plots, the water table remains extremely shallow, which hinders productive activities from being restarted.

Water and sanitation:

Based on the rapid assessment conducted by the Paraguayan Red Cross and government representatives, the affected families have no access to safe and clean water because wells overflowed during the heavy rains and household water treatments are not performed. A country-level National Environmental Sanitation Service under the Ministry of Public Health and Social Welfare is monitoring the area and deployed a team to assess the situation and propose actions. The Paraguayan Red Cross aims to coordinate actions to avoid duplication of efforts.

Due to the lack of minimum water treatment since the current household consumption is through rivers, ponds and/or rain water, sanitation and hygiene promotion actions in the affected areas are essential to minimize risks of post-flood conditions. For this reason, the health sector has requested support from the Paraguayan Red Cross for local development of activities to promote hygiene and other components to prevent diseases caused by water misuse.

The situation is different in Asunción since it is an urban area and the water distribution system has not been affected. Families living in shelters have access to water, latrines and garbage collection, especially the emergency shelters coordinated by the Paraguayan Armed Forces. However, there are not enough water taps, showers and portable toilets for the amount of people residing in the transitional shelters: the average is one toilet for every 70-100 people. Solid waste collection is inadequate, with vectors reproducing rapidly. In addition, thousands of displaced persons in public places are facing hygiene issues due to a lack of sanitation. House-to-house education in Asunción is considered a good option to promote hygiene, together with hand washing and good household water management. The conditions of families in the emergency shelters are precarious, so consistent hygiene promotion can prevent waterborne diseases.

Health:

The current cold weather fosters the development of respiratory illnesses, especially in children and elderly people, which also creates an increased demand for this service in the health centres. An increase in illnesses resulting from conditions created by the rains and the effect of moisture, as well as the normal winter respiratory cases, are expected. In Asunción, the population in emergency shelters has access to healthcare because hospitals and health centres continue to work since they are located at higher altitude areas. The Armed Forces are providing care for people requiring medical attention, but their services are focused on the populations located in the emergency shelters within military installations.

In the urban area of Asunción, the families affected by the emergency have experienced a drastic change in the quality of life. People of all social strata had to leave their homes due to rising rivers and now must be housed in emergency shelters built with recycled materials and others provided by the government. The Paraguayan Red Cross' psychosocial team has participated in meetings with the Ministry of Social Welfare, which has requested its support to meet the demand for psychosocial support in communities and shelters.

Due to the range of conditions in the temporary shelter RI 14, such as overcrowding, it was deemed useful to conduct a psychosocial assessment. This assessment will allow the PRC to identify the factors to which it could respond in order to facilitate healthy coping mechanisms and reduce risks such as expressions of violence and stress. The assessment and intervention, based on an approach taking gender and age differences into account, will include individual and community participation. It will also address coordination with the community leaders and stakeholders and include them in psychological and social well-being activities.

Shelter

The characteristics of the flooding and its slow evolution make it difficult to establish the exact number of families with housing needs. The following is a summary of the results of the evaluation conducted by the Paraguayan Red Cross team:

In **Ñeembucú**, the houses are built with adobe, straw and wattle (sticks and mud). This material is highly vulnerable

to long periods of rain and jeopardizes the safety of the people who inhabit these types of houses. There is a departmental EOC report of 32 homes being declared uninhabitable; these remain extremely fragile due to the increase of the river waters that damaged these houses. The central and municipal governments have activated their EOCs. These EOCs are providing support to families by distributing food, blankets, plastic sheeting, and organizing road repairs and boats to evacuate families. The evacuation zone is predominantly rural and thousands of families have been evacuated to nearby highland areas where shelters are located. The loss of kitchen and household items is minimal, although some families have lost their kitchen equipment due to theft and the evacuation process. Most households have access to water, but the service is often affected by power outages.

As **Asuncion** is an urban centre, most households are built with concrete blocks and wood. Housing damage has been minimal. A full damage assessment remains to be completed since homes remain under water. In some areas, water is expected to remain in place for up to two months, which will extend the time spent in shelters. There are two scenarios in the Asunción camps: 1. The Armed Forces have used military facilities for shelters and 2. Emergency-affected households have set up tents on sidewalks and streets. In the military-run shelters, families receive more attention and have at least 6x4 metres of space per family. On the street, these spaces are approximately 1.5 metres. There are approximately 1,500 families in the military facilities, which have electricity, water, community toilets, playgrounds and trash disposal. The government has provided these people with tin sheets for a roof, wood, plastic sheeting, mattresses and food.



Affected families living in unplanned camps that are not fulfilling minimum standards. Source: PRC

The conditions of the other families located on sidewalks and streets are more serious. They do not have access to water and communal spaces. The implementation of hygiene promotion activities is necessary. In both contexts, families have access to health services as hospitals and health centres are located approximately 1 kilometre from the camps. Many families continue their livelihood activities, such as those working as labourers, recyclers, grocery store clerks, seamstresses, taxi drivers and other livelihood groups present in the neighborhoods. Economic activity in the camps exists and most families are trying not to interrupt their income-generation activities.

According to the Ministry of Emergency, there are 15,545 displaced families (77,725 people) in Asunción, Misiones and Concepción, which they are receiving government aid. It is foreseen that if the river continues to increase the level over the next two weeks, emergency housing will be needed for 7,000 families. As the flooding came on slowly, most families managed to evacuate their kitchen items, clothing, mattresses and other belongings from their homes. Some families are returning to their homes, however the numbers are changing every day due to the fact that the level of the river is increasing in some areas again.

The entry of El Niño is expected this month. Forecasts predict the phenomenon to be intense and this implies an increased level of impact on families and their homes, particularly for those that have less sturdy construction materials. It has been suggested to provide the local EOCs in Cerrito, Villalbin and Laureles with tents so that they could cope with the cold weather forecasted

The following table gives details of the government assistance to date:

Departamento /Ciudad	Kits de alimentos	Colchones	Frazadas	Chapas	Puntales	Maderas Terciadas
Ñeembucú	8209	1000	1000	3000	0	0
Alto Paraguay	4058	6	0	1100	0	0
Presidente Hayes	11961	350	350	3220	0	0
Asunción	2850	0	0	44671	2176	1400
TOTALES	27078	1356	1350	7320	2176	1400

Rainfall forecast for the coming weeks:

The entry of El Niño is expected this month. Forecasts predict this weather phenomenon to be intense and this implies an increased level of impact on families and their homes, particularly those that have less-than-solid construction materials.

The road access is one of the major risks. In the affected districts of Ñeembucú, the majority of the roads are damaged. There are mainly river sand roads that have been flooded since the increased amount of water cannot be absorbed into the soil. The water current swept away small wooden bridges, and this now hinders human movement to locations where basic products are available. The country is currently in its rainy season; this will also delay the implementation of activities.

B. Operational strategy and plan

Overall objective

Minimize the effects caused by rains in the Asunción and Ñeembucú through the implementation of livelihood activities, psychosocial support and water and water and sanitation activities for 1,000 families (5,000 beneficiaries).

Proposed strategy

The operation will have the following lines of intervention:

1. Water and sanitation: A Regional Response Unit (RRU) will be mobilized to support the PRC to implement hygiene promotion in shelters in Asunción. To complement this, two Kit 2 will be mobilized from Panama to complement the RRU equipment. In addition, families will receive hygiene kits and water filters.
2. Psychosocial support (PSP): These activities will be undertaken in shelters in Asunción. The Paraguayan Red Cross volunteers will coordinate this line of intervention.
3. Livelihoods: The livelihoods activities will be carried out in Ñeembucú, and entail the distribution of food for a month and the provision of seeds and fertilizers for the revival of livelihoods for 1000 families. An agricultural engineer who will be responsible for the identification, registration and distribution of relief items, will be hired. The Paraguayan Red Cross volunteers from the Ñeembucú branch have conducted two workshops for volunteers on livelihoods; this branch has the basic knowledge to support the operation and the required community work for this line of intervention.

Operational support services

Human resources

The operation management will be in charge of the Department of Disaster Response of the Paraguayan Red Cross. At the local level and in order to strengthen coordination in the area of intervention, the project will hire a field coordinator who will be responsible for coordination and implementation, working with communities; at least 30 volunteers who are part of the branch will be included in the coordination with the Executive Committee, and insurance for volunteers will be provided.

For support in the coordination and logistics, IFRC will deploy a general/logistics RDRT member who will be responsible for providing technical field support for the implementation of activities. Moreover, based on the lessons learnt in the RRU deployment in Chile, it is necessary to deploy a water and sanitation officer to ensure the quality of the activities implemented by the RRU. The water and sanitation officer is currently supporting the assessment carried out together with UNDAC in Asunción. Besides, the emergency health officer as well as the shelter in emergency officers are planned support technical emergency trainings to the volunteers of the Paraguayan Red Cross.

The Regional office of the IFRC will provide technical support to the National Society, and the regional disaster management delegate based in Peru will be responsible for coordinating with the Paraguayan Red Cross for mobilization of human, logistical and financial resources for project implementation.

The Paraguayan Red Cross is going through internal changes at this time. Given this situation, this operation includes the establishment of the following operational structure: a general DREF coordinator, the head of finance, an agronomist, a specialized logistics RIT, and technical support from a water and sanitation in emergencies RRU.

Logistics and supply chain

The operation will include international purchase of two water and sanitation Kit 2 from Panama; the rest of the purchases and procedures will be made at the national level according to Paraguayan Red Cross procedures and in compliance with standard policies and procedures of the IFRC.

GLS (Global Logistics Service) has maintained constant communication with the IFRC delegate responsible for the operation, providing information on available resources in the regional warehouse Panama, quotations and technical advice

Information technologies (IT)

Through previous Operation Emergency Funds the National Society implemented the Mega V and other security mechanisms to provide cash vouchers for beneficiaries. The National Society acquired the following: 2 notebooks, 2 bar readers, 2 voltage adapters, ultraviolet lights for reading a security seal. ODK was used for the identification and registration of beneficiaries.

Communications

Since the start of the emergency, the PRC through its Head of Communications Department have informed the public about the situation. This has allowed the campaign to obtain donations and relief items.

The communication component has a special role to document the humanitarian aid actions in the affected communities. This will contribute to the process of accountability to the general population and document the testimonies of beneficiaries.

Security

The president of the National Society will have the ultimate responsibility for security and safety of the staff and volunteers to implement the plan of action.

The safety and security standard measures of the National Society specify in detail the requirements related to the staff identification, guidelines for field visits and mobilization of personnel, as well as restrictions on movement and for the use of vehicles. Also the measures specify the procedures regarding travel authorisations and provide guidance for preparing field mission including contingency and communication and report actions.

Planning, monitoring, evaluation, reporting (PMER)

The project will include the following mechanisms for monitoring, evaluation and reporting:

- An update report 40 days after the start of operation
- Two beneficiary satisfaction surveys

- A final report

The regional disaster management delegate will conduct a field visit to the affected areas (at the beginning of the project), and technical support from the IFRC Regional Office will be provided.

Administration and Finance

PRC will be responsible for managing the funds in the country in accordance with the standard procedures of the IFRC on operational progress, and transfers will be made on the basis of the agreement in the Letter of Agreement to be signed between the National Society and the IFRC for the implementation of the project.

The IFRC through the Department of Finance will provide the necessary operational support for the review, validation of budgets, bank transfers, technical assistance to the National Society and also on procedures for justification of expenditures, review and validation of invoices for operational progress.

C. DETAILED OPERATIONAL PLAN

Quality programming / Areas common to all sectors

OBJECTIVES	INDICATORS											
Outcome 1 Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.	Number of assessments conducted (<i>general and/or sectoral</i>)											
Output 1.1 Initial needs assessment are updated following consultation with beneficiaries.	Assessment reports which show beneficiaries are consulted (<i>assessment reports, plan of action</i>)											
Output 1.2 The management of the operation is informed by a comprehensive monitoring and evaluation system	Planned evaluations which take place with lessons learned and management response provided											
Output 1.3 The activities of the operation are disseminated at national and international levels	Number of publications made about the actions of PRC											
Activities Week	1	2	3	4	5	6	7	8	9	10	11	12
Conduct a rapid emergency assessment by branches												
Develop a multi-sectoral action plan												
Detailed assessment of affectation in communities												
Develop and disseminate two press releases												
Develop and disseminate one stories of beneficiaries												
Monitoring visits by IFRC Secretariat												

Water, sanitation and hygiene promotion

Needs analysis: In Ñeembucú Due to lack of minimum water treatment since the current household consumption is through rivers, ponds and/or rain, sanitation and hygiene promotion actions in the affected areas are essential to minimize risks of post-flood conditions. For this reason, the health sector has requested support to the National

and include them in psychological and social well-being activities.

OBJECTIVES	INDICATORS											
Outcome: The immediate risks to the health of affected populations are reduced.	80% of the target beneficiaries access to information or activities that strengthen their resources to cope with psychosocial situations because of the emergency											
Output 1.1 Psychosocial support provided to the target population	2,500 people reached by psychosocial support											
Activities	MONTH 1				MONTH 2				MONTH 3 / 4			
Week	1	2	3	4	5	6	7	8	9	10	11	12
Detail assessment in the camps												
Refresher training in PSP to volunteers												
PSP activities in shelter to target population												
Emergency health PSP deployment												

Emergency shelter

Needs analysis: According to the National Emergency Service, 14,850 families are now living in shelters or with family members. The characteristics of the flooding and its slow evolution make it difficult to establish the exact number of families with housing needs. The following is a summary of the results of the evaluation conducted by the Paraguayan Red Cross team:

In **Ñeembucú**, the evacuation zone is predominantly rural and thousands of families have been evacuated to nearby highland areas where shelters are located. The loss of kitchen and household items is minimal, although some families have lost their kitchen equipment due to theft and the evacuation process. Most households have access to water, but the service is often affected by power outages and others are drinking water from the rivers or ponds without basic treatment.

In **Asunción** a full damage assessment remains to be completed since homes remain under water. In some areas, this water is predicted to remain in place for up to two months, which will prolong the time spent in shelters. The Armed Forces have used military facilities for shelters and 2. Emergency-affected households have set up tents on sidewalks and streets. In the military-run shelters, families receive more attention and have at least 6x4 meters of space per family. On the street, these spaces are approximately 1.5 meters. There are approximately 1,500 families in the military facilities, which have electricity, water, community toilets, playgrounds and trash disposal. The government has provided these people with tin sheets for a roof, wood, plastic sheeting, mattresses and food.

The conditions of the others families located on sidewalks and streets are more serious. They do not have access to water and communal spaces. The low temperature and constant rains in Asunción are affected the population in shelter who does not have adequate shelter material and minimal standards for shelters. Some families has not adequate blankets and their roofs need to be improved and protected.

Population to be assisted: 1,000 families living in shelter in Asunción. The families will be targeted in coordination with the SEN and other local organizations in order to avoid the duplication of actions in the areas. The families will receive non-food items through the shelter kit that will be sent from GLS in Panama

OBJECTIVES	INDICATORS
Outcome 1: The immediate shelter and settlement needs of the target population are met	% of households living in shelters meeting agreed standards for emergency shelter for the specific operational context
Output 1.1 Essential Shelter kits (non-food items (NFI) are provided to the target population	n° of households provided with Essential Shelter kits that meet agreed standards for the specific

Activities Week	operational context												
	1	2	3	4	5	6	7	8	9	10	11	12	13 / 16
Assessment in the prioritized shelters													
Targeting and registration of beneficiaries using ODK and Mega V													
Procurement and transport of shelter kits by GLS													
Provide volunteers with training temporary shelter set up													
Develop distribution plan of shelter kits													
Distribution of shelter kits													
Beneficiary satisfaction survey for the families assisted													

Food security, nutrition and livelihoods

Needs analysis: Weather conditions forecasts for the next two months indicate rain and humidity, so the cash flow of families will be reduced during that time. Affection occurred in both rural and urban areas, being the first which will have a longer recovery time since crops have relatively long production cycles. This creates concern among inhabitants, who still have some resources, which are now consuming. Also they do not have access to cash for the purchase of seeds and food for their families and for post-emergency period. Many of the affected families in rural areas have subsistence crops and whenever there is production surplus they commercialise in cities or trade (exchange) with other visitors.

As of the present, an increase in water levels of the Paraguay and Paraná Rivers is still expected. In Ñeembucú, the water level is rising 10 centimetres daily in the Pilar zone (Paraguay River) and on the banks of the Paraná River, the water level is rising 50 centimetres daily. While there is a forecast of rain, its intensity is expected to be decreasing. The removal of flood waters is foreseen for a 15 to 20-day period. Thus, the two directions to guarantee the food security of the population affected by the emergency are: food distributions and livelihood recovery.

During the assessment, the following livelihood strategies were identified:

- Sale of products collected prior to flooding. The products have been sold in the local market to obtain cash, although the prices are lower and the access to cash is less.
- In some areas, the population is attempting to rapidly harvest products that can be saved, but this is with a low yield due to it not being harvest time. The assessment team observed neighbours working together to produce cassava starch in an artisanal manner in a rotating manner.
- Other options in these areas are fishing for the family diet and the sacrificing of domestic animals for food on the farms.

Population to be assisted: 1,000 families will be assisted for the recovery of their livelihoods prior to the implementation of activities. To increase community empowerment, community leaders, affected families and municipalities will be included in the needs assessment.

OJECTIVES	INDICATORS
Outcome 1: Livelihoods of farmers affected by the floods are reactivated	1,000 households receiving seeds and fertilizer n° of communities implementing livelihoods reactivation activities % of farmers receiving advice from Red Cross

DREF OPERATION

30/06/2014

MDRPY016

Paraguay Floods

Budget Group	DREF Grant Budget CHF
Shelter - Relief	34,501
Shelter - Transitional	0
Construction - Housing	0
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	0
Food	108,952
Seeds & Plants	68,095
Water, Sanitation & Hygiene	100,780
Medical & First Aid	0
Teaching Materials	4,540
Ustensils & Tools	0
Other Supplies & Services	0
Emergency Response Units	0
Cash Disbursements	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	316,868
Land & Buildings	0
Vehicles Purchase	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
Total LAND, VEHICLES AND EQUIPMENT	0
Storage, Warehousing	0
Distribution & Monitoring	31,626
Transport & Vehicle Costs	15,162
Logistics Services	11,000
Total LOGISTICS, TRANSPORT AND STORAGE	57,788
International Staff	21,790
National Staff	0
National Society Staff	12,802
Volunteers	8,634
Other Benefits Staff	2,134
Total PERSONNEL	45,360
Consultants	0
Professional Fees	908
Total CONSULTANTS & PROFESSIONAL FEES	908
Workshops & Training	2,724
Total WORKSHOP & TRAINING	2,724
Travel	57,744
Information & Public Relations	908
Office Costs	2,270
Communications	2,905
Financial Charges	726
Other General Expenses	0
Shared Support Services	0
Total GENERAL EXPENDITURES	64,554
Programme and Supplementary Services Recovery	31,733
Total INDIRECT COSTS	31,733
TOTAL BUDGET	519,935