

# FINAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## PARAGUAY: DROUGHT

1 August 2003

### **This Final Report is intended for reporting on emergency appeals**

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries. For more information: [www.ifrc.org](http://www.ifrc.org)*

*Appeal No. 31/2002; Launched on: 24 October 2002 for five months for CHF 418,000 to assist 5,950 beneficiaries (1,193 families).*

*Disaster Relief Emergency Fund (DREF) Allocated: CHF 70,000*

*Period covered: 24 October 2002 – April 2003; Last Operations Update 3 issued 21 March 2003*

### IN BRIEF

*Appeal coverage: 105.6%*

*Related Appeals 01.47/2003 Pan American Disaster Response Unit; 01.51/2003 South America; 31/01 Central America: Drought and Food Insecurity*

### Summary

The emergency appeal for the Department of Boquerón in Paraguay was issued in response to an extended drought which had affected the region since late 1999. At the beginning of June 2002, the families of Boquerón had almost exhausted their food and water reserves. More than 5,000 indigenous farming families were affected and 17 persons had died from diseases related to contaminated water and malnutrition.

On 2 October 2002, the President of Paraguay declared a state of emergency in the Central Chaco zone given severe drought conditions. The Paraguayan Red Cross (PRC) requested the support of the Federation for the launch of an international appeal. The operation was made up of three components: 1) provision of immediate humanitarian food and water aid; 2) increasing the collection and water storage capacity in the target communities, specifically during dry periods; and 3) contributing to maintaining the quality of water throughout the water collection and distribution chain through improving community and family hygiene practices. The combination of these three interrelated processes was designed to reduce the vulnerability of the target communities affected by water shortages and water borne disease.

Initial research indicated that affected families numbered 4,790 corresponding to 51 rural indigenous farming communities. The original appeal aimed to benefit 1,193 families belonging to 25

communities, selected in coordination with local authorities and the Paraguayan Red Cross. The 25 communities targeted for assistance were amongst the most vulnerable and poverty-stricken in the region.

The Federation began implementation of the operation in November 2002 with a disaster relief emergency fund (DREF) allocation when it distributed to the 25 communities 1,193 packages of 47 kilograms of food each (56,071 kilos). The second distribution cycle was implemented in December reaching 1,747 families from 44 communities. The increase in beneficiaries was due to the support of the US Agency of International Development (USAID) and the Office of US Foreign Disaster Assistance (OFDA). Furthermore, as of 2003, the Spanish Red Cross (SRC) with funds from the European Commission Humanitarian Office (ECHO) ensured food distribution and assisted a total of 5,976 vulnerable families from 57 communities.

As a result of coordination, activities financed by the Spanish Red Cross were carried out following the Federation's appeal objectives. Given the funding provided by the Spanish Red Cross, together with a bilateral contribution provided by USAID/OFDA, the Paraguayan Red Cross operation exceeded appeal targets in the three areas of intervention. A total of 5,976 families (29,880 persons) from 57 communities were assisted with food distribution and 4,149 families (20,745 persons) from 29 communities benefited from water distribution. In addition, 74 water collection systems of 40,000 litres were built in 74 communities for the benefit of 5,399 families (26,995 persons). As for the third component of the appeal, hygiene and safe water promotion, 47 communities were reached, assisting 5,211 families (26,055 persons). Not only there was an increase in the number of beneficiaries, but resources were substantially optimized through efficient coordination.

The beneficiaries of this operation were indigenous families from the following ethnic groups: Angaité, Ayoreo, Guaraní, Guaraní Nandeva, Lengua, Nivaclé, Nivaclé Manhui, Sonapana and Toba Maskoy, which form the most vulnerable groups of the Chaco population. These communities do not benefit from sustainable incomes since 70% of the Department of Boquerón are subsistence farmers who were much affected by the extended drought.

As for the strengthening of the National Society, emphasis was made on the development of courses and workshops, through the implementation of two Participatory Hygiene and Sanitation Transformation (PHAST) courses, one National Intervention Team (NIT) course, one workshop for project proposal writing, the holding of a public event to celebrate the International Day and Year of Water and a workshop on Vulnerability and Capacity Assessment (VCA).

The management capacity of the National Society was strengthened through the provision of systemized tools for operational planning in emergencies and disasters.

The regional delegation based in Lima and the Pan American Disaster and Response Unit (PADRU) based in Panama, provided support to the Paraguayan Red Cross from the outset of the operation.

### **Coordination**

With the objective of coordinating efforts, the National Society, as part of the Inter-Agency group led by the National Emergency Committee, maintained a good communication flow through the holding of different coordination and information meetings with representatives of beneficiary communities, the government of Boquerón and the Indigenous Issues Office, as well as with other organizations present in the Chaco region.

In the field, work methodologies were coordinated with the local NGO "Cooperation Association of Indigenous-Mennonite Services" (ASCIM) and other organizations financed by the European Union, such as the "Sustainable Development Project of the Paraguayan Chaco" (PRODECHACO) and the Italian "Cooperazione Internazionale (COOPI).

From the outset, communication channels were established with the main institutional actors at national and local level and activities and relationships were defined, ensuring efficient provision of assistance.

The Paraguayan Red Cross signed an agreement with the Departmental Government of Boquerón, establishing terms of intervention and cooperation to carry out activities and achieve the objectives of the operation.

### Objectives, activities and results

The implementation of the operation followed the plan of action, the operational plan and the time line proposed. The work was coordinated within an overall operational framework. In this context, the SRC with ECHO funding and the Federation worked together with the National Society, responsible for implementing the operation.

The three components of the appeal were successfully implemented; furthermore, the relation between the National Society headquarters and the Boquerón branch was improved.

### Relief distribution of food and basic non-food items

**Objective 1:** *To contribute to the nutritional requirement of 1,193 families affected by the drought through the provision of supplementary food packages for five months.*

A survey of affected families was carried out in 55 indigenous farming communities and food packages distributed to the beneficiaries with the support of 24 volunteers from the Paraguayan Red Cross. In November, 1,193 families received assistance, in December, a total of 1,747 families were provided with food due to USAID/OFDA funding and from January to April 2003 a total of 5,976 families received assistance as a result of Spanish Red Cross/ECHO funding, increasing considerably the original targets of numbers of families to be assisted.

Organization	Families	Communities	Month	Status
Federation (DREF)	1,193	25	November 2002	Implemented
USAID/OFDA	1,747	44	December 2002	Implemented
SRC-ECHO	5,228	55	January 2003	Implemented
SRC-ECHO	5,296	55	February 2003	Implemented
SRC-ECHO	5,976	57 + 2 Villages	March-April 2003	Implemented

The two communities and two villages added the list of 55 in March and April were the communities of Santa Eusebia and Centro and the villages of Belén and Villa Municipal, which had requested aid, and were assisted in the final phase of the operation after verification of their vulnerable status. The 57 communities plus the two villages represents 65% of the total population of Boquerón.

The increase in the number of beneficiaries is a result of original information regarding the population being based in a survey carried out in early 2002; a review revealed different needs, particularly since most of these ethnic groups are nomad and in the case of Santa Eusebia and Belen, settlements had been formed.



Paraguayan Red Cross volunteer assisting with food distribution

Every family food package contained 47 kilograms of food of 895 kilocalories, following the SPHERE Project guidelines:

Products	Kilograms
Rice	10
Flour	5
Beans	10
Sugar	5
Noodles	5
Oil	5
Tea	5
Salt	2
<b>TOTAL</b>	<b>47</b>

### Water and Sanitation – Water Distribution

**Objective 1:** *Ensure a three month supply of potable water to 1,193 families affected by the drought.*

An agreement was reached with the Departmental Emergency Committee (DEC) and the Paraguayan Water Sanitation and Service Company (ESSAP) for free water supplies. Water distribution was initiated with three water tankers and two vans which carried the gasoline supply to refuel. All the vehicles were provided by the Boquerón government according to a signed agreement with the National Society. The tankers travelled 85 km from the base, Filadelfia, to Mariscal Estigarribia (the department capital), from where they departed to the different communities. Each water tanker had a capacity of 10,000 litres of water, which were deposited in the reservoirs in the communities. The three water tankers were complemented with a vehicle containing a larger bladder with a capacity of 15,000 litres of water, donated by the Federation to the PRC. The number of water tankers was increased from three to four as a result of several mechanical problems due to the bad road conditions to access communities. In this way the permanent functioning of vehicles was secured.

Beneficiary communities were selected by the DEC and the Boquerón Red Cross branch, given that they were considered to have the most acute lack of water. Certain communities were not included for assistance given that some localized rainfall occurred in December and others since they were already being supported by Mennonite settlers.

Month	Communities	Litres delivered
October 2002	29	2'400,000
November 2002	18	1'110,000
December 2002	13	130,000
January 2003	25	1'127,000
February 2003	24	1'005,000
March 2003	12	478,000
April 2003	9	715,000
<b>TOTAL</b>		<b>6'695,000</b>

In October 2002, the Red Cross was not responsible for water distribution; contributing through the donation of fuel for the DEC vehicles making the deliveries. During December and March there were strong rainstorms making water delivery impossible; hence the considerable decrease in the number of litres of water distributed.



Distribution of water in affected communities

**Objective 2:** *Increase the water storage capacity in the target communities with a safe and permanent rainwater collection system.*

A modification was made in relation to the design and materials for the water tanks, following an evaluation carried out by professionals. The change was decided upon in order to construct a water tank adapted to the environmental conditions and the culture of the communities. All modifications

were carried out with the approval of the water and sanitation delegate from the Pan American Disaster Response Unit.

The original project proposal included glass fibre as the main material for the construction of the community tanks, but experts felt that glass fibre was too brittle for the adverse environment in Chaco; for example, if the top was not securely fixed, it could be blown off by the wind, or could easily be broken by a stone or a falling tree. In addition, this material is not one with which the communities are familiar, so repair by the indigenous communities could pose a problem. The alternative material of a similar cost was rubble and reinforced concrete. Rubble is a material of high resistance, which can stand accidents, such as a falling tree or a stone and a harsh climate such as storms, hurricane winds and hail.

An agreement was reached with the Spanish Red Cross, whereby the Federation assumed responsibility for 26 water collection systems and 25 systems were financed by the Spanish Red Cross. Two suppliers were selected and the signature of contracts for the construction of the tanks took place in January. By 28 February, the 51 water collection systems were ready. A request was made to ECHO which approved the construction of 20 additional tanks with similar characteristics, but with an improved design. The Federation also constructed three more systems with a remaining funding balance. In total, 74 water collection systems were built in 74 communities.



**One of the 74 (40,000 litre capacity) community water collection systems.**

### **Water and Sanitation – Health Promotion**

**Objective 1:** *Promote good hygiene practices of community members in order to improve the quality of water and reduce instance of water based disease in the targeted communities.*

Between 13 and 16 January, a PHAST workshop took place at the headquarters of the Paraguayan Red Cross, facilitated by a water and sanitation expert from the Venezuelan Red Cross. 27 volunteers took part in the training, of who 14 have been working since 20 January as community hygiene promoters in the field. In addition, between 15 and 17 February, a second PHAST workshop was held for volunteers in the branch of Filadelfia within the department of Boquerón, in which 28 promoters were trained and actively participated in the drought operation; this workshop was facilitated by the water and sanitation delegate from PADRU. A total of 47 communities and 36 villages were reached with hygiene promotion training and awareness sessions, benefiting 5,211 families (26,055 people).

By the close of the operation, 55 promoters had been trained in the PHAST methodology, mainly community leaders, teachers and women from the beneficiary communities.

As a result of the awareness-raising some communities have started changing hygiene habits through such initiatives as the installation of community garbage collection systems, latrines and potable water storage containers.

It is important to highlight that this operation which began as a relief programme is now continuing as more sustainable project, for seven additional months, from May to December 2003, with funding from the Department for International Development (DFID) under the annual appeal 01.51/2003. Health promotion activities will, therefore, continue and PHAST workshops will take place in 23 communities of Boquerón during the year, targeting a total of 1,527 direct beneficiary families. This step is possible thanks to the emergency situation experienced, raising awareness of the need to change; local authorities and community leaders are currently positive to further initiatives related to hygiene promotion and behaviour change.

### **Advocacy and protection**

The activities of the project received considerable national media coverage, mainly in the written press. One activity which was much reflected in the media was the commemoration of the World Day and Year of Fresh Water in which the PRC convened various national organizations and international agencies working on water programmes and projects. The National Society made a presentation of activities during emergencies and disasters carried out since 2001 in the context of water and hygiene interventions.

### **Red Cross and Red Crescent Movement -- Fundamental Principles and Priorities**

The operation sought to improve the lives of the most vulnerable. One of the main reasons for the success of this operation was the commitment assumed by the National Society to contribute to fighting poverty and inequity, in accordance with the principles of the Movement.

### **National Society Capacity Building**

This operation gave the Paraguayan Red Cross the opportunity to enhance its image, demonstrating that it is implementing humanitarian activities which contribute to strengthening communities with sustainable initiatives.

The formation of NITs for emergency and disaster situations also contributed to the strengthening of the National Society. One of the weaknesses identified during the NITs workshops was that most of the participants working on the operation lacked knowledge of basic planning tools. As a result, training activities were developed for the National Society's human resources in the framework of the institutional strengthening project. To close the operation, a workshop focusing on Vulnerability and Capacity Assessment of the National Society was carried out, which will also help in the processes of institutional strengthening.

The project to strengthen the institutional capacity of the National Society, particularly the Boquerón branch which, because of its location, is vulnerable to future natural disasters, will also continue for the remainder of the year with DFID funding through the annual appeal for South America. By the end of the year the branch will have developed a full contingency plan in order to be better prepared for disasters.

## Assessment and Lessons Learned

The implementation of the operation in the early stages was a little slow, because of the need for increased internal coordination. The decision to use funds and ensure a joint initiative within the framework of the Federation appeal was not taken immediately, but later became one of the main strengths of the operation. The Spanish Red Cross, with ECHO funding and the Federation worked in coordination, with the continuous assistance of both the regional delegation and of PADRU.

Certain external issues posed problems during the development of the operation such as changes in the structure of the departmental government, as a result of which a new process of contacts and provision of information to the new government took place to ensure coordination of the field activities; the agreement signed by the Paraguayan Red Cross and the previous government was revised and a new agreement came into effect. Presidential elections divided the population and it was necessary to visit the communities several times to explain to them that the Red Cross is an independent organization. Volunteers, water promoters and coordinators worked to inform the communities that Red Cross work is not linked to political agendas.

As regards the operation itself, the calendar for food and water distribution was affected by localized rains at the beginning of February which blocked access roads to certain communities. Furthermore, rains during March caused floods and several communities were isolated for weeks. This situation affected all components of the project. The food distribution scheduled for March was carried out with a delay of one week. In some communities, human chains had to be used to reach the population with food aid. The water delivery with trucks was almost paralyzed as roads were closed, but fortunately, rainfall assisted the communities as it was stored in their new water tanks.

The major strengths and weaknesses of the operation are as follows:

- An interdisciplinary work team was formed, which worked in coordination with the representatives of the Boquerón government, facilitating the communication flow and the decision making.
- Volunteer human resources had significant knowledge of the culture of the target communities.
- Coordination was ensured with community leaders; all aspects of the operation were coordinated in order to reach the population in the most effective way.
- Constant technical support was ensured by the regional delegation.
- Institutional coordination was difficult on occasion as there were other organizations working in the region.
- Working lines between the headquarters and the branch were established, but there remains a need to empower the branch to work more independently.
- The response of the regional delegation was complicated as a result of its recent relocation to Lima.

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*All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable. The procurement for this operation was carried out in full compliance and conformity with the Federation's standard for international and local procurement.*

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**INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES**

Interim report	
Annual report	
Final report	x

**Appeal No & title: 31/2002 Paraguay drought**  
**Period: years 2002 and 2003 up to July**  
**Project(s): PPY504**  
**Currency: CHF**

**I - CONSOLIDATED RESPONSE TO APPEAL**

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	418,000				
less					
Cash brought forward					
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>418,000</b>				
<i>Contributions from Donors</i>					
Austrian Red Cross (DNAT)	51,713				51,713
Donor - Disaster Relief Emergency Fu (DREF)	10,875				10,875
Japanese Red Cross (DNJP)	13,446				13,446
Monaco Red Cross (DNMC)	7,278				7,278
Norwegian Red Cross (DNNO)	20,120				20,120
Swedish Govt.via Swedish Red Cross (DGNSE)	64,600				64,600
Swiss Red Cross (DNCH)	38,850				38,850
American Govt (bilateral)		69,000			69,000
Spanish RC / ECHO (bilateral)		176,679			176,679
<b>TOTAL</b>	<b>206,881</b>	<b>245,679</b>			<b>452,560</b>

**II - Balance of funds**

**Federation income and expense**

<b>OPENING</b>	
<b>CASH INCOME Rcv'd</b>	206,881
<b>CASH EXPENDITURE</b>	-206,881
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<b>CASH BALANCE</b>	<b>0</b>

**Appeal No & title: 31/2002 Paraguay drought**

Period: years 2002 and 2003 up to July

Project(s): PPY504

Currency: CHF

**III - Budget analysis / Breakdown of expenditures**

Description	APPEAL Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction						
Clothing & Textiles						
Food & Seeds	203,000	32,501			32,501	170,499
Water & sanitation	48,000	59,401			59,401	-11,401
Medical & First Aid						
Teaching materials	4,000					4,000
Utensils & Tools						
Other relief supplies	3,000	65			65	2,935
<b>Sub-Total</b>	<b>258,000</b>	<b>91,967</b>			<b>91,967</b>	<b>166,033</b>
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.	3,000	1,291			1,291	1,709
Medical equipment						
Other capital expenditures		1,778			1,778	-1,778
<b>Sub-Total</b>	<b>3,000</b>	<b>3,069</b>			<b>3,069</b>	<b>-69</b>
<u>TRANSPORT &amp; STORAGE</u>	20,000	20,185			20,185	-185
<b>Sub-Total</b>	<b>20,000</b>	<b>20,185</b>			<b>20,185</b>	<b>-185</b>
<u>PERSONNEL</u>						
Personnel (delegates)	29,000	14,353			14,353	14,647
Personnel (national staff)	20,000	27,292			27,292	-7,292
<b>Sub-Total</b>	<b>49,000</b>	<b>41,645</b>			<b>41,645</b>	<b>7,355</b>
<u>GENERAL &amp; ADMINISTRATION</u>						
Assessment/Monitoring/experts						
Travel & related expenses	12,000	11,373			11,373	627
Information expenses	3,000	2,750			2,750	250
Admin./general expenses	6,000	19,388			19,388	-13,388
External workshops & Seminars	22,000					22,000
<b>Sub-Total</b>	<b>43,000</b>	<b>33,511</b>			<b>33,511</b>	<b>9,489</b>
<u>PROGRAMME SUPPORT</u>						
Programme management	28,000	13,612			13,612	14,388
Technical services	8,000	1,371			1,371	6,629
Professional services	9,000	1,521			1,521	7,479
<b>Sub-Total</b>	<b>45,000</b>	<b>16,504</b>			<b>16,504</b>	<b>28,496</b>
Operational provisions						
Transfers to National Societies						
<b>TOTAL BUDGET</b>	<b>418,000</b>	<b>206,881</b>			<b>206,881</b>	<b>211,119</b>

# Paraguay - drought

ANNEX 1

APPEAL No. 31/2002

## PLEDGES RECEIVED

29/07/03

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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### CASH

					TOTAL COVERAGE	
REQUESTED IN APPEAL CHF ----->				<b>418,000</b>		<b>105.6%</b>
AMERICAN - GOVT/USAID		50,000	USD	69,000	31/01/03	BILATERAL
AUSTRIAN - RC		35,000	EUR	51,310	19/11/02	
JAPANESE - RC		9,200	USD	13,671	01/11/02	
MONACO - RC		5,000	EUR	7,332	24/10/02	
NORWEGIAN - RC		100,000	NOK	20,120	28/10/02	
SPANISH - RC/ECHO		119,893	EUR	176,679	31/01/03	BILATERAL
SWEDISH - GOVT		400,000	SEK	64,560	05/11/02	
SWITZERLAND - RC				38,850	06/12/02	
SUB/TOTAL RECEIVED IN CASH				441,522	CHF	105.6%

### KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

### ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SPANISH - RC/ECHO		314,095	EUR	461,118	31/01/03	BILATERAL
SUB/TOTAL RECEIVED				461,118	CHF	