

# EMERGENCY APPEAL



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***

**Appeal no:31/02**  
**24 October 2002**

***THIS APPEAL SEEKS CHF 418,000***  
***(USD 280,000 EUR 285,000 )***  
***IN CASH, KIND AND SERVICES***  
***TO ASSIST 5,950 BENEFICIARIES FOR FIVE MONTHS***

### ***The Situation***

As stated this month in information bulletins 1 & 2, an extended drought has affected the departments of Alto Paraguay, Boquerón and Canindeyú in western Paraguay over the last two years. During the last eight months, there has been no rain and the situation has deteriorated. On October 2 a National State of Emergency was declared. In Boquerón the drought has had a particularly negative impact on agriculture, affecting 4,968 rural indigenous farming families in 56 communities who live principally on subsistence crops. Traditional water supply systems called “tajamares”, excavations where rain water is collected and distributed to the community, are completely dry. Communities have exhausted their food and water reserves. The situation is further complicated as the lack of rain has delayed the planting of new crops. This may lead to a prolonged period of hunger. During 2001 a seed program was initiated in indigenous communities in the region but failed due to the lack of rain and poor quality of the seeds.

To date 17 people have died because of disease related to contaminated water, and the population's health has been seriously affected. The deaths include three people from the community of Nivaclé de Yischinaschat, three from the community of Novota'c, one adult from Campo Loa, one from the community Las Flores, one child from the community of Toba Maskoy, two children from the neighbourhood of Belén on the outskirts of the city of Filadelfia, three children and two adults from the lower Chaco area and one child from the community of Saria. All died from dehydration, diarrhoea and vomiting associated with the contamination.

The poor quality of the drinking water has resulted in an increase of associated infectious disease and the local health system is unable to meet needs given a lack of medicines and other resources. In a recent visit to homes in the area by local health authorities, 35 cases of diarrhoea were found in the first 16 homes. The nutritional state of children has decreased causing an increase in disease associated with malnutrition. There is only one medical centre, which is far from the affected communities. There is

concern that the health situation will deteriorate given that daytime temperatures are above 40 degrees Celsius.

Subterranean sources of water do not offer a viable alternative due to cost of drilling wells and the difficulty in locating water of sufficient quality for human consumption.

Agricultural production in the indigenous communities of the Chaco region principally consists of small family plots used for self-consumption. This minimal production has been severely affected by the drought. Communities have nearly exhausted their food and water reserves.

## *The Needs*

### **Immediate Needs w**

Immediate needs are for food rations for five months and ensured clean drinking water for three months. This situation could change if the rains do not arrive and crops cannot be planted.

### **Long Term Needs w**

The main concern of all the actors involved in the drought is how to reduce the vulnerability of communities in the region over the long term, given the frequency with which drought occurs. The operation will support this reduction in vulnerability through increased water storage capacity, which will serve to increase reserves during dry periods, and by ensuring potable water through home based water treatment as part of an overall community hygiene program.

### **Beneficiaries w**

5,950 people (1,193 families) in 25 indigenous communities will benefit. The selection of the communities was made in conjunction with local authorities and members of the Paraguay Red Cross (PRC) headquarters and Boquerón branch. The 25 communities are amongst the most vulnerable and are relatively accessible; an important consideration given the resources available. The capacity of the PRC to implement the operation was a key factor in arriving at the number of communities to be included in the operation.

Both the PRC and the National Emergency Committee (NEC) and the Departmental Emergency Committee (DEC) will also benefit from the operation through improving disaster response systems, protocols and procedures. The PRC will receive training in a wide range of areas (see objectives below).

## *The Proposed Operation*

### **Objectives and Activities planned w**

The operation, for which the Federation's disaster relief emergency fund (DREF) already advanced CHF 70,000, is threefold: 1) provide immediate food and water aid; 2) increase the collection and water storage capacity in the target communities specifically during dry periods; and 3) contribute 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 is designed to reduce the vulnerability of the target community due to water shortages and water based disease.

The operation, developed in close co-ordination with the Paraguayan Red Cross, the NEC and DEC and local authorities, will provide support to 1,193 families living in the Department of Boquerón in western Paraguay. The operation, including all reporting, will last five months and be completed by April 1, 2003. The overall co-ordination of the project will be undertaken by the Headquarters of the PRC and implemented by staff and volunteers from the Headquarters and the Boquerón and Concepción Branches. In addition, the Departmental and Municipal Governments of Boquerón will provide significant

in-kind support in the form of transport. The operation also calls for support from the International Federation through the contracting of one delegate to assist in the overall implementation of the operation and to provide technical expertise in the area of water provision, treatment, storage and hygiene promotion.

### **Relief w**

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

To meet this objective 47Kg./month supplementary food packages will be distributed to 1,193 families for five months. This time period was determined based on the amount of food reserves that families have and the time required to produce subsistence crops, with the assumption that rains will return during the months of November and December, as is the norm for the region.

### **Water-sanitation w**

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

This objective is designed to ensure that the target communities have a three month supply of potable water. Should rains come during the next two months there will be a delay in filling the "Tajamares" the traditional water storage and supply system. To meet the needs of the 25 communities the Municipality will provide two tanker trucks for transport. In addition 4 -15,000 litre water bladders will be shipped from the pan-American disaster response unit (PADRU) for use during the operation. The advantage of this system is that it does not require specialized transportation and the bladders will remain with the PRC in case of further droughts in subsequent years. ESSAP, the privately owned national water supply company, will provide water at no cost. The operation will consist of continuous filling of existing community water storage systems plus the supplementary storage capacity described below in objective 2.

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

This objective will help to reduce the vulnerability of communities during periods of drought and increase the quantity of potable water available for immediate use. The system consists of 2 - 2500 litre fibreglass water tanks constructed on an iron reinforced concrete platform with a rainwater collection system. The tanks will be constructed next to schools because of the water collection volume of the school itself. This system will reduce the need for treatment when combined with the hygiene promotion program described below in objective 3. Because existing water storage capacity in the communities is low it allows for greater storage during rains thus diminishing risk and reducing the costs associated with transportation during periods of drought. There is the added value that due to its location, the system will ensure potable water for the community's children.

Community participation will be encouraged during the construction, installation, operation and maintenance of the system. By engaging the community at all levels a sense of community ownership will be created thereby ensuring the extended benefit of this important source of emergency water supply for the community.

**Objective 3:** *Promote good hygiene practices of community members in order to improve the quality of water and reduce instances of water based disease in the target communities*

The purpose of this objective is to complement the overall water program with a participatory hygiene program in order to ensure that the water consumed by community members is safe thus reducing water

based diseases. The Participatory Hygiene and Sanitation Transformation Program (PHAST) will be adapted to meet the specific cultural norms of the target population. PRC volunteers and community members will be trained in project methodology. The process will last 10 weeks and involves community meetings and exercises coupled with continuous monitoring principally through weekly home visits

### **National Society Capacity Building w**

The focus on the capacity building program is to increase the ability of the National Headquarters and the Boquerón branch of the PRC to effectively respond to natural disasters, and specifically to drought and floods. The Boquerón branch is new having been created in June, 2002. Through the operation, support will be provided through the purchase of basic disaster response equipment. The bulk, however, will focus on disaster preparedness and response training including technical training and the development of appropriate systems and processes. Emphasis will also be placed on improving the community development capacity of branch volunteers.

National Headquarters staff, with Federation support, will carry out a Vulnerability and Capacity Assessment (VCA) process focusing primarily but not exclusively in the Chaco area. In addition, a Sphere Project training workshop will be delivered to national staff and volunteers. Finally, a National Society media and public information plan will be developed.

### **Co-ordination w**

Co-ordination is an integral part of the operation in order to ensure efficiency, avoid duplication, as well as for very practical human resource and financial reasons. Operation resources will not be sufficient to cover all costs given distances and specialized equipment such as water tanker trucks needed to meet operation objectives. The PRC has permanent representation on the NEC and DEC. All decisions relating to planning and activities are made in conjunction with these two government bodies. In addition, the PRC will attend inter-institutional meetings with representatives from the United Nations, PAHO, UNICEF, USAID in order to enhance co-ordination, avoid duplication and maximize existing resources.

### **Monitoring and Evaluation w**

The primary responsibility for the monitoring of the operation falls under the mandate of the Federation's Regional Delegation for South America being based in Lima and its Buenos Aires Subregional Office, in collaboration with the Pan-American Disaster Response Unit (PADRU) based in Panama. Much of the day to day monitoring will be carried out by the one delegate as stipulated in the appeal. A programme agreement will be signed between the Federation and PRC ensuring regular financial and narrative reports as well as processes for any modifications that need to be made to the project. The PRC National Headquarters has a primary responsibility in ensuring that the operation is implemented in a timely and financially responsible manner.

### **Capacity of the National Society w**

The PRC was founded in 1919 with its headquarters situated in Asuncion. There are 11 departmental branches and seven local branches with a total of 650 active volunteers. There are 17 paid staff in the National Society (NS): The PRC has a long history of working in disasters. During 1999 and 2000 the NS worked first in response to flooding in the Departments of Concepción, Presidente Hayes, San Pedro and Boquerón, which was followed by drought throughout the same region. In February, 2001 the NS responded again to drought in Boquerón. Both operations were bilaterally funded by the Spanish Red Cross, in one of the two cases with ECHO support. The NS also has extensive experience in community related work through projects such as Camalote.

The main area of concern centres on the department of relief, which has traditionally focused on accidents and ambulance services. Relief operations have, in the past, been co-ordinated through the office of branch co-ordination headed by the only paid operational staff member in the NS. However, the NS has always responded well to disasters. Currently the PRC is undergoing a organizational

restructuring that will include extending the responsibilities of the relief department. The operation will support his transitional period.

### **Present Capacity of the Federation w**

The operation falls under the responsibility of the Federation's Regional Delegation for South America and its Buenos Aires Subregional Office working in close co-ordination with PADRU. The Regional Delegation has Disaster Preparedness, Organizational Development and Health delegates as well as support staff in the areas of projects implementation, information and finances and administration. The operation will receive support through PADRU's Regional Water and Sanitation Delegate. PADRU will also supply the operation with technical equipment such as water bladders. Due to the specific nature of the operation, a delegate will be required in order to ensure not only that the operation is implemented in a timely and efficient manner including all reporting and financial controls, but also due to the specific technical requirements associated with the water component of the program.

## ***Budget summary***

See Annex 1 for details.

*For further details please contact: LuisLuna, Federation Desk Officer for South America, Phone: 41 22 730 4274; Fax: 41 22 733 0395; email: luna@ifrc.org.*

*All International Federation Assistance 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.*

*In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.*

*This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.*

*For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>*

Jean Ayoub  
Director  
Disaster Management and Coordination

Didier J. Cherpitel  
Secretary General

**BUDGET SUMMARY**

APPEAL No. 31/2002

**Paraguay - drought**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Food & seeds	203,000
Water and sanitation	48,000
Teaching materials	4,000
Other relief supplies	3,000
<b>TOTAL RELIEF NEEDS</b>	<b>258,000</b>
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<b><u>CAPITAL EQUIPMENT</u></b>	
Computers and telecom.	3,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme management	28,000
Technical support	8,000
Professional services	9,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	<b>20,000</b>
<b><u>PERSONNEL</u></b>	
Expatriate staff	29,000
National staff	20,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	12,000
Information expenses	3,000
Administrative & general expenses	6,000
External workshops & seminars	22,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>160,000</b>
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<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>418,000</b>
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<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>418,000</b>