

# Emergency appeal



International Federation  
of Red Cross and Red Crescent Societies

## Colombia: Floods

Emergency appeal n° MDRCO006  
Glide No. FL-2009-000052-COL  
11 March 2009

**This Preliminary Emergency Appeal seeks CHF 1,110,665 (USD 957,924 or EUR 757,518) in cash, kind, or services to support the Colombia Red Cross Society (CRCS) to assist 5,000 families (25,000 beneficiaries) for six months.**

CHF 177,000 (USD 152,369 or EUR 118,932) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 26 February 2009 to support the Colombian Red Cross Society (CRCS) in delivering immediate assistance to 1,000 families. Unearmarked funds to repay DREF are encouraged.



Destroyed home in Tumaco, Department of Nariño.  
Source: Colombian Red Cross Society.

**Summary:** On 16 February 2009 in the early morning, the Mira River in the municipality of Tumaco overflowed, severely affecting 31,250 people in the Andean region of Colombia (see attached map). The departments of Antioquia, Tolima, Santander, Cauca and Nariño amongst others in the Pacific region are in a high state of alert due to the constant rain and landslides. The municipality of Tumaco in the Nariño department is among the most affected areas.

Based on this situation, this preliminary emergency appeal responds to a request from the CRCS, and focuses on providing support for appropriate and timely response in delivering assistance including relief, shelter, water and sanitation and health support.

This operation is expected to be implemented over six months, and will therefore be completed by end September 2009; a Final Report will be made available by end December 2009, three months after the end of the operation.

[<Click here to view the attached Emergency Appeal Budget; here for the map of the affected areas; or here to view contact details>](#)

## The situation

During the month of February 2009, in the department of Nariño – located in the Andean region between Ecuador and Colombia, the Mira River started rising as a result of constant rain. Tumaco, a municipality in the department of Nariño, is the most affected area due to the overflow of the river, causing floods and isolating some regions. The river starts in the Andean region in the municipality of Tumaco and flows towards the Pacific Ocean. After the intense rains, the water level in the river rose to its maximum, flooding 10 km. of the Pan American highway that links Pasto to Tumaco. Floods washed away houses, crops, livestock, agricultural infrastructure and affected the fishing industry. The African palm crops, a significant resource in the region, were greatly affected. In addition, health centres, schools, water systems and also some government buildings sustained damages.

The municipal authorities carried out search and rescue activities in the affected area with support from the Civil Defence and the Colombian Red Cross Society. Other authorities such as the Colombian Armed Forces, the Fire Department and the National Police have provided immediate response to the emergency. The municipality has relocated the evacuated families to nine educational centres where approximately 6,200 children study.

The floods have affected over 31,250 people (6,500 families), resulting in 1 death and 22 people missing. Reports from the



A CRCS volunteer and an International Federation advisor, testing a water and sanitation unit. Source: Colombian Red Cross Society.

National Disaster Prevention and Response System (Sistema Nacional para la Prevención y Atención a Desastres – SNPAD) indicate that 20,000 hectares of land were affected, 104 schools were damaged, 1,400 houses were partially damaged and 1,125 houses were completely destroyed. Currently, there are 13 emergency shelters, of which 5 are being directly managed by CRCS and the other 8 through the Colombian Civil Defence. The Ministry of Health in Colombia has reported an increase of diseases in the affected areas including: seasonal influenza, intestinal parasites, urinary tract infection, acute respiratory tract infection and diarrhoea. In addition, infrastructure was severely affected, especially the water systems in Tumaco and in the surrounding areas of Barbacoas and Roberto Payán. Damage and needs assessments are still being completed and additional floods due to overflowing rivers are expected in the coming season. Authorities are contemplating the relocation of homes and communities, since some families will not be able to return to their homes after the emergency due to the level of damage in some communities.

On 23 February, the Colombian government declared a disaster alert in the municipality of Tumaco which is harder hit than Barbacoas, Roberto Payán and Magui Payán municipalities. The government has provided immediate assistance to the people in temporary shelters that included: food items, water, mattresses, hygiene items and kitchen kits. This assistance was supported thanks to funds from the Regional Committee for Disaster Prevention and Response (Comité Regional de Prevención y Atención de Desastres - CREPAD). Medium and long term programmes are needed to reactivate and rehabilitate the social and economic situation in the affected areas.

On 9 March 2009, the SNPAD informed that rainfall has decreased in the mountainous region of del Macizo Colombiano and along the Southern Pacific coastline. Nevertheless, the Patia, Mira and Telembi rivers have not returned to their normal water levels.

Due to the prevailing security situation in the country as a result of the internal conflict, special attention has been paid to coordination with the International Committee of the Red Cross (ICRC) in order to maintain the coherence of Movement action in compliance with the Seville agreement and its supplementary measures.

## Coordination and partnerships

The Colombian Red Cross Society (CRCS) through its municipal and sectoral branches is supporting the actions of the CREPAD, the Local Committee for Disaster Prevention and Response (Comité Local de Prevención y Atención de Desastres – CLOPAD) and the National Secretariat for Risk Management (Dirección Nacional de Gestión de Riesgo - DNGR). CLOPAD holds daily meetings in order to coordinate assistance and the recovery plan. The CRCS is supporting CLOPAD and CREPAD in the coordination of efforts, damage and needs assessment, and provision of initial assistance to the affected population. The DNGR has provided ten metric tonnes (MT) of relief aid, including: 1,500 hygiene kits, 1,500 kitchen kits, 3,000 food parcels, 30 rolls of plastic sheeting and 2 MT of water to the most affected people. The Ministry of Foreign Affairs called a meeting to discuss the situation in Tumaco with donors and humanitarian partners and requested those attending to fill out a matrix with interventions planned in the area. A form to gather information is being discussed among Plan International, the municipality of Tumaco and the DNGR.

The CLOPAD, with support of the Armed Forces, has deployed an additional 20 MT of relief aid to the affected areas in Tumaco and has conducted search and rescue activities. The local committees of Tumaco and Nariño will elaborate a master plan that every public and private entity should consider in order to contribute to the rehabilitation of the affected areas. The plan will cover the following:

- Humanitarian assistance.
- Shelter management.
- Subsidy for loss of crops.
- Basic sanitation activities (water and sanitation).
- Economic and social reactivation of the area.
- Definition of prevention and mitigation actions in the area.

The International Federation through its Pan American Disaster Response Unit (PADRU) and the Regional Representative for Andean Countries have been in constant communication with the CRCS since the onset of the emergency. The Regional Shelter Advisor and a Disaster Management Delegate were deployed to support the National Society in preparing its international appeal. As part of the national coordination mechanisms, meetings of the Movement coordination steering committee are held every two months between the CRCS, the ICRC and the Federation and a tripartite agreement will be signed shortly, further strengthening Movement coordination. Thanks to the different existing coordination mechanisms, since the onset of this emergency, the ICRC has been coordinating with the CRCS, particularly at the field level (Pasto, Nariño) with logistical support when required, as well as strongly encouraged close security coordination at field level with the ICRC field office in Pasto. The ICRC has raised concerns about the security in general and the threat of mines in particular. According to the roles and responsibilities given by the Multilateral Agreement on Security and Coordination signed in Colombia, the ICRC will promptly carry out a security assessment in the area of the operation to seek, through its contacts with armed groups, information on required security guarantees. The ICRC is ready to support this operation according to its expertise and capacities.

In addition, Participating National Societies (PNS) working and supporting the CRCS in the country continue to participate in regular coordination meetings. PNS currently working in the field are the American Red Cross, the French Red Cross, the Netherlands Red Cross and the Spanish Red Cross Societies. The American Red Cross has agreed to support the operation through logistics. In addition, the Spanish Red Cross has provided EUR 20,000 to the CRCS as direct bilateral assistance to this emergency.

Several private companies have been involved in the emergency through the provision of relief items and funds, as well as non-governmental agencies present in the field, including Doctors Without Borders, the Pan American Health Organization (PAHO), the United Nations' Office for the Coordination of Humanitarian Affairs (OCHA) and the Spanish Agency for International Cooperation for Development (Agencia Española

de Cooperacion Internacional – AECI). Moreover, the United States' Office for Foreign Disaster Assistance (OFDA) has provided USD 100,000 to the CRCS to repair two water plants in the Tumaco municipality that will provide safe drinking water for 300 families.

## Red Cross and Red Crescent action

The CRCS has been constantly monitoring the evolution of the emergency and activated its crisis room where early needs assessments and decisions regarding the situation were made. The CRCS has extensive experience responding to emergencies of this nature and immediately activated its response mechanisms.

On 26 February, the International Federation allocated CHF 177,000 (USD 152,369 or EUR 118,932) from its Disaster Relief Emergency Fund (DREF) to support the National Society in its initial response to deliver immediate emergency assistance to 1,000 families. This request for further international support reflects the increased number of affected people.

The CRCS has been conducting damage and needs assessments in the municipality of Tumaco and has mobilized 320 MT of humanitarian aid, including food parcels, kitchen kits and drinking water. The CRCS has provided technical support by deploying two relief workers to the affected areas. Additionally, a National Intervention Team (NIT) member specialized in health and water and sanitation has already been deployed to the affected zone.

The CRCS has until now mobilized over 50 volunteers, among which 15 come from its national headquarters. Five volunteers with experience from previous operations and International Federation training have been assigned to the water and sanitation unit from Pasto to operate the water treatment plant. A CRCS staff member working in the area of finance will also be supporting the operation. A response group from Quindio specialized in emergency shelter management has also been activated. Moreover, another group of volunteers is managing the local warehouse in Tumaco. The CRCS will also assign an operations coordinator during the six months of the operational timeframe.

### Beneficiary selection:

The CRCS, in coordination with government authorities, has been selecting the most affected areas when targeting assistance. Distributions are closely coordinated with government structures and systems. Assessments are taking place on a house-by-house basis and distributions of relief and shelter items are carried out based on the impact of the disaster at the household level. The CRCS is compiling distribution lists and handing out Red Cross distribution coupons, in order to track distribution at the household level.



CRCS volunteers mobilizing food items. Source: CRCS.

**Immediate needs:** The floods have caused serious damage to homes, agricultural land, basic hygiene and water management systems. Basic health services in Tumaco have been interrupted due to damaged infrastructure, creating a further need for basic hygiene and health promotion. Based on initial assessments,

immediate needs include access to basic health care and safe drinking water, essential household items such as jerry cans, kitchen kits, family hygiene kits, mattresses, bed sheets, impregnated mosquito nets and shelter kits.

**Longer-term needs:** The impact of floods goes beyond the immediate provision of emergency assistance. Longer-term recovery needs centre around restoration of livelihoods. This appeal focuses on responding to the relief and early recovery needs in the affected areas, but further assessments will take place to define the extent to which the Red Cross can address some of the longer-term needs, subject to donor response to this appeal.

## The proposed operation

The general objective of this appeal is to provide immediate assistance to 5,000 families in the most affected areas by the floods in Tumaco municipality through different interventions. The operation will consist of support to the National Society in the delivery of immediate assistance in the sectors of emergency relief (non-food items), shelter, water and sanitation, emergency health, and early recovery. Given that damage and needs assessments have not yet been finalized, specific objectives have been envisaged to target different groups of families. However, families that have been severely affected by the floods will benefit from the provision of relief assistance relating to more than one objective, with a total of 5,000 target beneficiary families. The breakdown of beneficiary families for each objective will be provided in more detail in the revised appeal after the completion of damage and needs assessments by the CRCS and the local authorities.

The procurement of the non-food relief items will be either carried out locally by the Colombian Red Cross Society or the Federation's Panama-based Regional Logistics Unit (RLU). This information will be confirmed in the following revised appeal.

### Relief distributions (basic non-food items)

**Objective: 2,000 families (10,000 people) affected by floods will benefit from the distribution of non-food items.**

Expected results	Activities planned
Approximately 2,000 families in the affected areas will receive essential non-food items (see detailed kit below).	<ul style="list-style-type: none"> <li>• Conduct and complete further needs and capacity assessments.</li> <li>• Develop beneficiary targeting strategy and registration system to deliver intended assistance.</li> <li>• Distribute relief supplies and control supply movements from point of dispatch to end user.</li> <li>• Monitor and evaluate the relief activities and provide reporting on relief distributions.</li> </ul>

The following relief items will be distributed to the most affected families in the Tumaco area:

- 2,000 kitchen sets (1 per family).
- 4,000 personal hygiene kits (2 per family).
- 6,000 impregnated mosquito nets (3 per family).
- 6,000 mattresses (3 per family).
- 6,000 bed sheets (3 per family).

### Shelter

**Objective (immediate needs): Provision of 1,500 shelter kits to 1,500 households with severely damaged houses, to complement the Government emergency shelter activities in the area.**

Expected results	Activities planned
1,500 families will receive shelter kits to repair their houses.	<ul style="list-style-type: none"> <li>• Develop a beneficiary targeting strategy and registration system to deliver intended assistance.</li> <li>• Distribute shelter kits and control supply movements from point of dispatch to the user.</li> <li>• Provide supervision and support during the repair of damaged houses through CRCS staff and volunteers.</li> <li>• Develop an exit strategy.</li> </ul>

The CRCS conducted needs and capacity assessments focusing on shelter in collaboration with the local authorities and in addition, communities were identified together with specific beneficiaries in coordination with the government.

The shelter kit offers a rapid, flexible and cost effective way of providing shelter in Tumaco's most affected communities. The shelter kit is a package for repairing damaged houses and its distribution is a complementary activity to the Government's support whereby each household will receive a number of zinc sheets and wood. 1,500 families will receive shelter kits to repair their homes and the households themselves will determine the type of repair needed, reflecting their specific needs, local standards and cultural preferences. Some of the items in the kit could also be used to prepare land for agriculture.

Each shelter kit contains the following items:

Specifications	Quantity per	Units
Tarpaulins	2	Pieces
Rope	1	Rolls
Hand saw	1	Pieces
Roofing nails	0.5	Kg
Shovel	1	Pieces
Hoe	1	Pieces
Machete	1	Pieces
Tin Snips	1	Pieces
Nails	0.5	Kg
Tie wire	1	Rolls
Claw hammer	1	Pieces
Woven sack	1	Pieces

#### Water and sanitation

**Objective: Provide safe drinking water to 2,000 families in the affected areas through two Immediate Response Teams (Equipos de Respuesta Inmediata en Emergencias - ERIE) specialized in water and sanitation.**

Expected results	Activities planned
2,000 families affected by the floods receive safe drinking water.	<ul style="list-style-type: none"> <li>Identify communities and specific beneficiaries coordinating with local government authorities.</li> <li>Supervise the installation of the water and sanitation plant</li> <li>Provide safe drinking water by opening two water treatment plants.</li> <li>Distribute 6,000 jerry cans (3 per family) for water distribution.</li> <li>Assess safe drinking water and basic sanitation conditions in public shelters.</li> <li>Provide Basic Hygiene instruction for the population.</li> </ul>

More information on the targeted beneficiaries relating to this objective will be provided in the future revised appeal after the completion of damage and needs assessments by the CRCS and local authorities. Some 4,050 additional jerry cans will also be prepositioned in the CRCS stocks, since a heavy rainy season is expected in the coming months.

### Emergency Health

**Objective: The negative impact on public health is reduced through social mobilization, community outreach, health information, education and sensitization and provision of basic health care services.**

Expected results	Activities planned
500 families will receive primary health care in the municipality of Tumaco, through medical service provided by two mobile health units and a health awareness campaign.	<ul style="list-style-type: none"> <li>• Set up mobile clinics in the municipality in coordination with government authorities and the Ministry of Health to provide basic health care to the beneficiaries.</li> <li>• Provide psychosocial support.</li> <li>• Health promotion and preventive health care activities with a special focus on good health practices, the environment, respiratory infections, diarrhoea and vector control.</li> <li>• Provide training to CRCS volunteers on community-based health and first aid initiatives.</li> </ul>

### Disaster preparedness and risk reduction

**Objective: The most vulnerable communities in Tumaco will be supported by their regional and local Red Cross committees in preparing for future disasters.**

Expected results	Activities planned
<p>A complete study on the Mira River will be carried out for future activities in disaster risk reduction.</p> <p>Disaster warning mechanisms (EWS) will be included in Contingency and Response Plans.</p>	<ul style="list-style-type: none"> <li>• Select and employ a consultant for deployment to the affected areas to develop the most appropriate intervention strategy.</li> <li>• Define further interventions to reduce risk in the future.</li> <li>• Outline a strategy plan for rehabilitation.</li> <li>• Carry out advocacy and public awareness raising.</li> <li>• Ensure dissemination and implementation of the result.</li> </ul>

### Early recovery

**Objective: Income generation opportunities for 1,000 flood-affected families in the Tumaco municipality will be improved.**

Expected results	Activities planned
1,000 families in Tumaco will receive tools and materials to re-establish their lost or damaged livelihoods caused by the floods.	<ul style="list-style-type: none"> <li>• Conduct further need assessments.</li> <li>• Targeting of beneficiaries.</li> <li>• Establishment of follow up and monitoring committees.</li> </ul>

Preliminary assessments carried out in Tumaco indicate that the majority of those affected have suffered damaging impacts to livelihoods which are based on crops, agricultural infrastructure, livestock, and in particular the fishing industry. Detailed early recovery needs will be assessed by the CRCS with support from the International Federation through PADRU and the Regional Representation for the Andean Countries and key local, national and international stakeholders in the coming weeks. The planning and implementation of early recovery actions will also be carried out by the CRCS with the cooperation of the International Federation.

### National Society capacity building

**Objective 1: The capacity of the Colombian Red Cross (CRCS) in disaster response and preparedness will have been strengthened.**

Expected results	Activities planned
<p>Volunteers of Colombian Red Cross Society local and regional branches will be identified and prepared for this and future emergencies through workshops on disaster preparedness.</p> <p>The capacity of the CRCS Tumaco Branch will be enhanced through the provision of radio and telecommunications equipment.</p>	<ul style="list-style-type: none"> <li>• Procurement of visibility materials (T-shirts, caps), computers, office equipment for the Tumaco local branch.</li> <li>• Holding of a disaster preparedness workshop for volunteers in Tumaco local branch and another workshop at regional level (Nariño).</li> <li>• Procurement of 50 tents for strengthened capacity in disaster response at national level, focusing on emergency shelter.</li> <li>• Procurement of 2 bladder tanks to strengthen the ERIE specialized in water and sanitation.</li> <li>• Procurement of medical equipment for first aid for the local branch in Tumaco.</li> <li>• Procurement of one boat with engines and a 4X4 car for the Tumaco local branch.</li> <li>• Procurement of one repeater, one VHF base, a tool kit and three laptops.</li> </ul>

An existing challenge is the lack of communication equipment in the local CRCS branch in Tumaco. For this reason a signal repeater, a very high frequency radio base (VHF), a tool kit and three laptops will be provided to this CRCS branch to improve its capacities at the local level.

### Communications – Advocacy and Public information

Maintaining a steady flow of timely and accurate information between the field and other major stakeholders is vital for fundraising, advocacy and maintaining the profile of emergency operations. During an operation, communications between affected populations and the Red Cross and Red Crescent, as well as with the media and donors, is an essential mechanism for effective disaster response and the cornerstone of quality, accountability and transparency. There has been close coordination and support to the Colombian Red Cross Society to increase the visibility of actions with regards to communication through the Federation's PADRU, the Andean Regional Representation and the Federation's Communications Department in Geneva.

Communications activities target five main audiences: the media, the Red Cross Movement, beneficiaries, local authorities and donors. The Colombian Red Cross Society has provided several interviews about the emergency to local radio stations and newspapers to raise awareness. Additional relevant up to date information about this emergency can be found on the following Red Cross web sites: <http://www.cruzrojacolombiana.org> and [www.cruzroja.org](http://www.cruzroja.org). Information can also be found on the International website of the Federation: [www.ifrc.org](http://www.ifrc.org).

### Capacity of the National Society

The CRCS has extensive disaster response experience as a result of implementation of different types of disaster response operations. Disaster preparedness initiatives are well established and known by all the volunteers and staff.

Many of the volunteers engaged in the operation have been trained by PADRU technical specialists over the course of the most recent operations funded by DREF implemented in the country, notably in the areas of water and sanitation and information.

### Capacity of the Federation

The International Federation, through PADRU and in coordination with the Zone Office in the Americas and the Regional Representation for Andean Countries, is providing support for the response needs such as organizing the provision of initial relief items, logistics support and human resources, as required.

## Budget summary

See attached budget (Annex 1) for details.

Birgitte Olsen  
Deputy Director Disaster Management

Bekele Geleta  
Secretary General

## How we work

**All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.**

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

## Contact information

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

- **In Colombia:** Carlos Iván Márquez, National Director of Operations and Relief, Colombian Red Cross Society, Bogotá; phone: (571) 4376300; fax: (571) 473-6301; email: [carlos.marquez@cruzrojacolombiana.org](mailto:carlos.marquez@cruzrojacolombiana.org)
- **In Panama:** Ariel Kestens, Head of Pan American Disaster Response Unit; phone (507) 316 1001; fax (507) 316 1082; email: [ariel.kestens@ifrc.org](mailto:ariel.kestens@ifrc.org)
- **In Panama:** Ghotai Ghazialam, PADRU disaster management delegate, phone: (507) 316-1001, fax: (507) 316-1082; email: [ghotai.ghazialam@ifrc.org](mailto:ghotai.ghazialam@ifrc.org),
- **In Panama:** Mauricio Bustamante, PADRU, Head of the Regional Logistics Unit; phone: (507) 316-1001; fax: (507) 316-1347; email: [mauricio.bustamante@ifrc.org](mailto:mauricio.bustamante@ifrc.org)
- **In Lima:** Giorgio Ferrario, Regional Representative for Andean Countries; phone: (511) 221 8151; fax: (511) 441 3607; email: [giorgio.ferrario@ifrc.org](mailto:giorgio.ferrario@ifrc.org)
- **In Panama:** Maria Alcazar, Resource Mobilization Coordinator for the Americas; phone: (507) 380 0250; fax: (507) 317 1304; email: [maria.alcazar@ifrc.org](mailto:maria.alcazar@ifrc.org)
- **In Geneva:** Pablo Medina, Operations Coordinator for the Americas; phone: (41 22) 730 42 74; fax: (41 22) 733 03 95; email: [pablo.medina@ifrc.org](mailto:pablo.medina@ifrc.org)

**[<Preliminary appeal budget and map below; click here to return to the title page>](#)**

**PRELIMINARY APPEAL BUDGET SUMMARY**

Annex 1

COLOMBIA FLOODS 2009

MDRCO006

ORIGINAL

**RELIEF NEEDS**

Shelter	105,442
Construction Materials	
Clothing & Textiles	243,327
Food	
Seeds & Plants	
Water & Sanitation	48,665
Medical & First Aid	52,142
Teaching Materials	
Utensils & Tools	106,809
Other Supplies & Services	154,107
<b>Total Relief Needs</b>	<b>710,492</b>

**CAPITAL EQUIPMENT**

Land & Buildings	
Vehicles Purchase	81,109
Computers & Telecom Equipment	17,612
Office/Household Furniture & Equip.	0
Medical Equipment	
Other Machinery & Equipment	

**TRANSPORT, STORAGE & VEHICLES**

Storage - Warehouse	
Distribution & Monitoring	26,650
Transport & Vehicles Costs	9,270
Other Costs	11,511

**PERSONNEL**

International Staff	
Regionally Deployed Staff	9,270
National Staff	0
National Society Staff	69,667
Consultants	11,587

**WORKSHOPS & TRAINING**

Workshops & Training	34,761
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**GENERAL EXPENSES**

Travel	13,904
Information & Public Relations	6,952
Office running costs	7,879
Communication Costs	17,381
Professional Fees	
Financial Charges	3,476
Other General Expenses	6,952

**PROGRAMME SUPPORT**

Programme Support - PSR	72,193
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**Total Operational Needs** **400,174**

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**Total Appeal Budget (Cash & Kind)** **1,110,665**

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**Available Ressources**

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**Net Request** **1,110,665**

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