



DREF Operation - Final Report

Panama | Civil Unrest

DREF operation	Operation n° MDRPA016
Date of Issue: 15 March 2023	Glide number: N/A
Operation start date: 24 July 2022	Operation end date: 31 October 2022
Host National Society: Red Cross Society of Panama	Operation budget: CHF 75,695
Number of people affected: Approximately 50,000 people at risk.	Number of people assisted directly: 1,583 Number of people assisted indirectly: 19,883
Red Cross Red Crescent Movement partners currently actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC).	
Other partner organizations actively involved in the operation: Ministry of Health (MINSAs), National Migration Service (SNM), National Secretariat for Children, Adolescents, and the Family (SENNIAF).	
The Red Cross Society of Panama spent a total of CHF 54,561. The remaining balance of CHF 21,134 will be returned to the Disaster Response Emergency Fund.	
<i>The major donors and partners of the Disaster Response Emergency Fund (DREF) include the Red Cross Societies and governments of Belgium, Britain, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, Republic of Korea, Spain, Sweden, and Switzerland, as well as DG ECHO, Blizzard Entertainment, Mondelez International Foundation, Fortive Corporation, and other corporate and private donors. The IFRC, on behalf of the Red Cross Society of Panama, would like to extend thanks to all for their generous contributions.</i>	

A. SITUATION ANALYSIS

Description of the disaster

Panama experienced intense nationwide protests by producers, educators, indigenous people, university students, transport workers and various unions. Through their protests, people were demanding the government an immediate solution to the high cost of the essential family basket, the cost and accessibility of medicines and social security, the cost of fuel (that had increased 40% in the last six months prior to the protests)¹, and complaints about issues related to the country's public finances.

After several attempts to reach an agreement between the government and unions on 18 July 2022, social organisations broke a deal signed with the government the day before to unblock the country's main roads in exchange for a reduction in fuel prices and announced that they would continue to demonstrate². Between the 20 and 21 of July, there were heavy clashes between the crowd control units of the National Police and protesting groups in the Panama, Veraguas, and Chiriquí provinces and about 48 people were detained³.

The protest movement began on 27 June 2022, when producers from Tierras Altas stopped transporting agricultural cargo (vegetables, fruits, and meat products) to the country, completely closing the Inter-American Highway in the province of Chiriquí, which remained closed for 15 hours⁴.

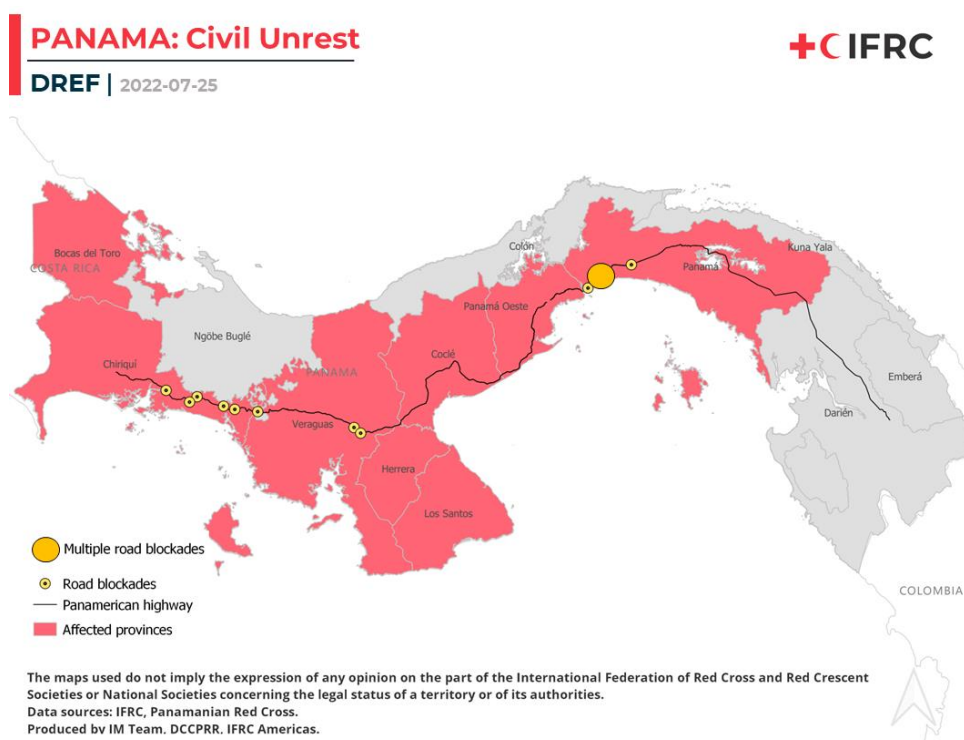
Although the protests began peacefully, the highway used for international transportation was cleared by force, which caused tension and scale up of the protests.

Attempts were made by the government and the protesting groups, but no agreement was reached, so it was announced that the protest actions would continue⁵.

Since 11 July, various sectors and unions were staging grassroots blockades of main roads nationwide. The National Coordinator of Indigenous Peoples of Panama (COONAPIP) announced its support for the protest actions and set up blockades which, more than a week after the protests began, were still in place at various points along the Pan-American Highway, keeping hundreds of people stuck for many hours without access to hydration or food.

Road blockades were concentrated in:

- Province of Chiriquí: San Felix, Salado area, Cerro Iglesia, Horconcitos crossing, San Juan, Tolé crossing, Viguí crossing, Jacú, Río Piedra.
- Province of Veraguas: vehicular bridge, Las Palmas de Ojo de Agua, entrance to Atalaya.
- Province of Panama: metropolitan area and Panama East on the Pacora River.



¹ [Protests in Panama: a dialogue table is set up with notable absences after more than a week of protests and blockades. BBC Mundo, 14 July 2022.](#)

² [Panama: unions break agreement to lift road blockade signed with the government. France 24, 18 July 2022.](#)

³ [On Thursday, the number of people arrested for public disorder increases to 48. En Segundos, 21 July 2022.](#)

⁴ [Government to meet with producers in Chiriquí as strike continues. TVN-2, 27 June 2022.](#)

⁵ [Agricultural cargo transporters and MIDA fail to reach agreements, protest actions continue. Telemetro, 28 June 2022.](#)

- Province of Darién: Tortí.

Protests took place nationwide, with more than 30 concentration points, including temporary closures of the accesses to the Northern and Southern highways and the Panama-La Chorrera and Panama-Colón highways.

Fuel was in short supply, and the country's food production was being lost at harvesting points (US\$500 million in estimated losses in the production chain)⁶ or in cargo trucks stranded at blockades. Print media reported that an estimated 7,500 families (approx. 37,500 people) were potentially affected in Darién by the suspension of electricity generation plants. There was a rationalisation of products per customer at the time of purchase due to shortages.

Migrants that were arriving at the Migratory Reception Stations (ERM for its Spanish acronym) in Darién were also detained, as their movement by road was very complicated, generating tension among this population as their passage through the country had been much more delayed.

Among these particularly vulnerable groups, groups of approximately 1,500 migrants were mobilised in buses by the government from the Darién ERM to the Gualaca ERM (Chiriquí). They took about 32 hours to arrive due to the roadblocks when, in normal traffic conditions, this journey takes approximately 10 hours.

According to Red Cross Society of Panama (RCSP) early assessments, the increasing flow of people through the Darién jungle, combined with the restrictions on mobility in the country due to protests and demonstrations, resulted in the following estimate of the migrant population exposed or impacted as of 19 July 2022:

- Temporary shelter (land next to ERM San Vicente): 534 migrants.
- ERM Lajas Blancas: 507 migrants.
- Community of Canaán Membrillo: 2,846 migrants.
- ERM Los Planes de Gualaca: 80 migrants.

According to social media reports, multiple people were injured and affected by the police action to remove protesters, including children and older adults who were not participating in the demonstrations. Some acts of vandalism were also reported, including the destruction of a police vehicle.

As a result, the RCSP, while already providing first aid, hygiene kits, and water to people stranded at the roadblocks, and upon government request to support the transportation of migrants with hygiene kits and safe water, and monitoring the situation, decided to scale up its response on 18 July 2022 and set up a response operation, mobilizing staff and resources to assist those affected⁷.

Summary of response

Overview of Host National Society

The Red Cross Society of Panama began planning its contingency plan to respond to the civil unrest on 11 July 2022 and decided to activate its response on 18 July 2022 according to its mandate to provide services to people affected by protest points and road blockades⁸.

The National Society activated its first aid activities for those stranded in the closure in Horconcitos, Chiriquí. The Santiago committee joined the operations on 11 July 2022 with eight volunteers, two ambulances and first aid assistance to people who remained at the blockades on the Inter-American highway. The committees of La Villa, La Chorrera and Las Tablas are on alert with volunteers and response vehicles. The National Headquarters (Albrook, Panama City) maintained control of telecommunications and active ambulances with personnel to attend to any situation in the metropolitan area.

Through its social networks, the Red Cross Society of Panama developed messages to raise awareness of the humanitarian mission carried out as part of the International Red Cross and Red Crescent Movement and the

⁶ [Protests in Panama: a dialogue table is set up with notable absences after more than a week of protests and blockades. BBC Mundo. 14 July 2022.](#)

⁷ [SENIAF Panama. Accompaniment and protection of children and adolescents resulting from demonstrations, in conjunction with the Red Cross.](#)

⁸ [Panamanian Red Cross mobilises in Chiriquí to provide humanitarian aid. Instagram. July 2022.](#)

importance of respecting the institution's vehicles and providing visibility for volunteers, given the mission of transferring emergency patients and providing first aid⁹.

Due to the escalation of the protest actions, the National Society assisted the affected people with first aid, evacuation and emergency transfer to hospitals of adults and children affected by the clashes between the national police and demonstrators, psychosocial support, distribution of water for hydration and personal hygiene kits for people stranded on the road and people who had to walk more than 3 kilometres to reach an area with transport to their jobs or homes, waste management and hygiene in the stations. These actions were carried out in Santiago, La Villa, David, 24 December, San Martín, East Panama and Panama Centre.

More than 110 volunteers from different areas, 15 administrative staff, and 1 surge provided support for the monitoring of the situation and emergency response actions.

In parallel, the National Society provided the necessary assistance as one of the most important actors in the Darien area, with technical staff, volunteers, fleet and equipment, prioritizing some of its services according to the context and the needs of the affected population.

In addition, a statement was prepared urging protesting groups and state security forces to always remember humanitarian work and the Red Cross's Fundamental Principles, placing the most vulnerable people at the centre of the Red Cross's work¹⁰.

Overview of Red Cross Red Crescent Movement in country

The IFRC Regional Office for the Americas and the IFRC Regional Logistics Unit (RLU) are in Panama. The Red Cross Society of Panama was in communication with the IFRC Secretariat and the ICRC Delegation, also present in Panama.

A coordination meeting was held with the IFRC regarding the additional actions and services to be provided due to the effects on the population that continued to increase as a result of the paralysis in the country, as well as the escalation of violence and the increase in the number of clashes and road blockades.

The National Society was able to respond initially with funding from ECHO's Pilot Programmatic Partnership (PPP) and AECID. Even so, more resources were needed due to the increased needs related to the continuing stalemate and the ongoing blockades and demonstrations. Three coordination calls were held with the ICRC Regional Delegation and the National Society received technical advice on the implementation of the Safer Access Framework, and on the humanitarian, advocacy processes to be undertaken with the State. Together with the Director of the ICRC Delegation, a meeting was held with the National Migration Service of Panama to review the situation of migrants in route to the ERM of Gualaca.

ICRC coordinated with the RCSP in terms of technical accompaniment, to make a joint call and respond to the National Migration Service (SNM) request for the Red Cross Society of Panama to accompany the caravan of buses transporting migrants as they passed through the country, from Darien to Chiriquí and other requests for mediation.

Overview of non-RCRC actors in country

The Ministry of Health (MINSAs), the Social Security Fund (CSS), the Single Emergency Management System (SUME 911) and the Panamanian Fire Brigade (CBP) continually provided emergency care and patient transport services, as far as possible, given that as a result of the blockades of streets and avenues, in many cases the demonstrators did not allow emergency vehicles to pass.

Both SENAFRONT (National Border Service) and the National Migration Service maintained a presence in the provinces of Darién and Chiriquí, and in the Migrant Reception Stations as control and security entities, in coordination with humanitarian actors in the field. The process of controlled flow of migrants was maintained by sending caravans of buses with groups of migrants, however, when stranded on the Pan-American Highway, they

⁹ [Communiqué, Instagram, July 2022.](#)

¹⁰ [The Panamanian Red Cross reaffirms its commitment to the most vulnerable people and calls for humanitarian action. Instagram, July 2022.](#)

opted to get off the buses and continue the journey (of several kilometres) on foot, the caravan of buses was a total of 140 buses with 45 people on board, making a total of 6,300 people affected.

Needs analysis and scenario planning

The closures in different parts of the country blocked the passage of tanker trucks and others transporting goods, causing losses and food shortages at the national level, causing millions of dollars in losses, and leaving people stranded on the roads without access to hydration, hygiene, and food.

Based on this context, response actions and projected scenarios, the main needs of the affected population were:

Health

According to reports, on 19 July 2022 alone, around 56 people were injured in clashes between demonstrators and police. Considering that the operational context produced confrontations between social actors, the National Police and the general population, people with different types of injuries and respiratory disorders among other pathologies were identified.

Immediate first aid was provided to those who required it, as well as carrying out the corresponding evaluations and the necessary transfers to medical centres.

Health needs during this emergency involved providing first aid services to those who were injured, as well as limited access to health centres, polyclinics, and hospitals due to blockades of streets, avenues, and roads. The corresponding evaluations were carried out and the necessary transfers were made in ambulances, as they were the only ones allowed access.

Bearing in mind that the protests were taking place at the same time as COVID-19, it was necessary to reinforce biosecurity and infection prevention measures among the volunteers who provided assistance to the civil unrest actions on the ground.

The RCSP identified the need to provide psychosocial support to people affected by stressful and tense situations that increase anxiety associated with loss of freedom of movement and exposure to danger on the street and social conflict. Mainly migrants who were under stress as they were unable to continue their journey as they were not allowed to move through the country.

Mental health and psychosocial support were provided to volunteers and staff who were part of the response to prevent immediate and future mental health problems.

Water, Sanitation and Hygiene (WaSH)

The people who were stranded by the road closures, mainly in the area between Veraguas and San Felix (111 kilometres) in the province of Chiriquí did not have access to basic services, since this area is not populated and for this reason, they could not easily access water or hygiene supplies.

In the province of Darien, in the ERMs (Migratory Reception Stations) where migrants receive care services, the sanitation of areas, waste management and hygiene were continued, as the number of migrants had increased.

Protection, Gender and Inclusion (PGI)

Because these social disturbances brought together different groups of people, such as women, children, adolescents, indigenous peoples, they could be exposed to significant security risks, especially if they did not receive timely medical attention.

People who were stranded by the road closures, mainly in the area between Veraguas and San Felix, could lose contact with their families for different reasons. For this reason, the RCSP provided Restoring Family Links (RFL) services, based on the needs of each person, considering the need for:

- Activation of the connectivity service (calls and access to mobile data) for those who do not have a mobile device and wish to provide news to their families.

- Activation of safe routes for referral and/or registration of vulnerable persons, unaccompanied children, and adolescents.
- Possible search requests for missing persons.

Communication:

There was a need to develop a communication strategy focused on disseminating key messages about emergency response, the International Red Cross and Red Crescent Movement's [Fundamental Principles](#), the auxiliary role of the RCSP to increase stakeholders' awareness of the work of the Red Cross and to strengthen people's trust in staff.

Community engagement and accountability:

A feedback mechanism was established to identify doubts, rumours, protection needs, among others.

In addition, messages were delivered through community channels and social networks on issues that helped to better carry out the work on the ground.

Security:

Lack of understanding of humanitarian work may have led to security risks for volunteers, such as attacks on institutional vehicles, especially ambulances, facilities, and staff at local sites. Mitigating these operational risks required adequate equipment, identification, visibility, insurance activation and training of volunteers on safer access and operational security.

Risk Analysis

Considering the socio-political context and the need to strengthen the pillar of acceptance of the RCSP's actions, the following factors might have affected the response:

- Attacks on ambulance units, institutional vehicles, and PRC facilities.
- Attacks on PRC operational staff providing first aid, pre-hospital transfers, psychosocial support, RFL.
- New or continued road blockades do not allow the mobility of the units to different parts of the country.
- Shortages of first aid supplies, food or fuel continue or increase.
- Situations of violence lead to looting and consequent shortages in market stocks and disruption of food availability resulting in food insecurity of the population.
- Identification of the RCSP as a government institution rather than an independent and impartial actor.
- Physical and mental exhaustion of response teams.
- Damage to institutional image and reputation due to the circulation of false information on social networks.
- Risk of infection of COVID-19 responders or other virally transmitted diseases.
- Inappropriate use of the emblem by demonstrators and others.

As part of the mitigation actions, the operation was based on periodical analysis of the scenario to reduce potential risks and facilitate Red Cross humanitarian actions.

The operation included briefings, rapid security training, ensuring safety and security procedures, coordination with the Movement and critical actors, staff visibility and a communication strategy to disseminate the role of the Red Cross.

A member of the Regional Intervention Team (RIT) was also mobilized to promote risk mitigation. Once the deployment of the rapid response personnel specialised in security became effective, a joint meeting was coordinated with the Safer Access and Operational Risk Management focal points of the National Society for coordination and constant update on the situation.

B. OPERATIONAL STRATEGY

The objective of the Red Cross Society of Panama was to continue providing humanitarian first aid assistance, emergency transfers, psychosocial support, water, sanitation and hygiene, restoring family contact and providing information according to the needs of the population affected by the social demonstrations that occurred in the

country; considering aspects of institutional security and the Fundamental Principles of the Red Cross and Red Crescent Movement.

The strategic approach was based on the RCSP contingency plan and proposed to expand services to the affected population.

All actions were carried out in accordance with the role established by the National Society's humanitarian mandate in the country and the international standards of the Red Cross and Red Crescent Movement related to this context.

The proposed strategy was based on ongoing coordination with the authorities to ensure that efforts were not duplicated, as well as the search for complementarities.

Proposed strategy

Health: The RCSP contributed to mitigating health problems in the affected areas through the following activities:

- First aid care.
- Referral of critically ill patients to the health centre or hospital by appropriate transport (i.e., ambulance or basic first aid unit).
- Provide psychosocial support (MHPSS) to the affected population and RCSP staff, providing care and response.
- Reinforce biosecurity and infection prevention measures among volunteers involved in the actions.

WaSH: The RCSP carried out water, sanitation, and hygiene promotion activities to ensure the supply of water for human consumption, sanitation and hygiene promotion to the affected population. The activities were as follow:

- Distribution of bottles of water for human consumption to people trapped on the closed roads mainly from Veraguas to Chiriquí as the area is not populated.
- Distribution of personal hygiene kits.
- Sanitation, waste management and hygiene for affected people.


PGI: The RCSP provided access to equipment to make calls and communicate with family members to those who, due to lack of charge, credit or accessibility, were unable to contact their families because they were stranded at roadblocks.

The RCSP also carried out activities to ensure the protection and safety of people by disseminating PGI processes.

Communications and CEA in emergencies actions:

- Public information on respect and protection of the Red Cross emblem, humanitarian action and mission.
- A feedback mechanism was established to identify doubts, rumours, protection needs, among others.

C. DETAILED OPERATIONAL PLAN

	<p>Health</p> <p>People reached: 1,583</p> <p>Male: 986</p> <p>Female: 597</p>	
<p>Health Outcome 1: The immediate risks to the health of affected populations are reduced</p>		
<p>Indicators:</p>	<p>Target</p>	<p>Actual</p>
<p># of people reached with health services</p>	<p>1,400</p>	<p>1,583</p>

# of ambulances/basic first aid units supporting operational activities	8	8
Health Output 1.1: The health situation and immediate risks are assessed using agreed guidelines		
Indicators:	Target	Actual
# of people reached with first aid and/or pre-hospital care services.	400	508
# of local committees (branches) equipped with inputs and/or materials to provide health services.	4	6
# of emergency transfers carried out.	30	36
Health Outcome 2: The psychosocial impacts of the emergency are lessened		
Indicators:	Target	Actual
# of people reached with MHPSS	1,000	1,075
Health Output 2.1: Psychosocial support provided to the target population as well as to RCRC volunteers and staff		
Indicators:	Target	Actual
# of volunteers reached with MHPSS	25	28

Narrative description of achievements

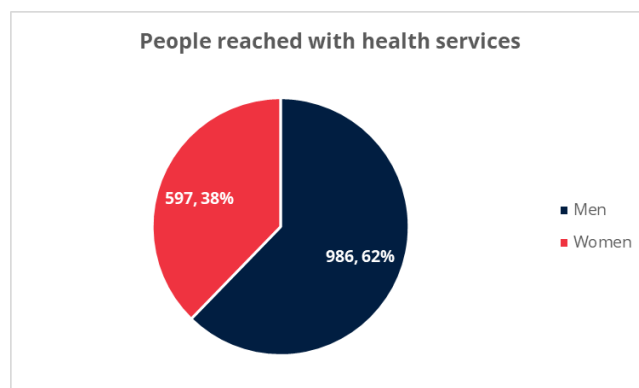
The situation in the country required First Aid and patient transfers, as many people suffered neck, head and eye injuries, contusions, wounds, dehydration or breathing difficulties, due to the clashes between the civilian population and the police authorities, which further complicated the pre-existing conditions.

The initial assessment of the patient consisted of checking for haemorrhage, airway, ventilation, circulation, neurological deficit, exposure, among others. There were also the risks of hypoxia, which leads to lack of oxygenation. Primary injuries correspond to patients with trauma to a single body system or multisystem trauma, i.e., injuries involving more than one body system.

Immobilisation kits with arm and leg splints, sling, adjustable cervical collars for adults and children, and rigid splints for spinal immobilisation with spider straps and spinal immobiliser were necessary and acquired with DREF funds.

The road closures raised levels of distress, stress, fear, anxiety, and other symptoms for all those trapped in the closures, including those affected. People required psychological first aid care on the spot.

The volunteers also showed signs of stress and anxiety that provoked emotional, behavioural, and cognitive reactions attributed to the long periods of exposure to shocking conditions typical of these events, which are events that do not occur regularly in the country. Providing mental health care and psychosocial support to both the affected population and volunteers was essential.



In total, 1,583 people received health services.

The 8 ambulances were distributed in the central region of the country, which was the area with the greatest impact due to the blockades and closures. They belong to the committees of David, Santiago, Chitré, La Villa and Panama Centro.



RCSP volunteer's providing emergency health services in Chiriquí. 26 July 2022. Source: RCSP.

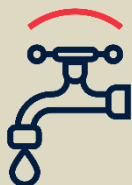
Challenges

The road closures and riots restricted access to medical centres; only ambulances had access; however, at some points, only Red Cross ambulances were allowed access, as the population indicated that police personnel were being transported in public ambulances to repress the population. The Red Cross, being an institution that adheres to seven fundamental principles, provided the confidence that the population needed.

Lessons Learned

Adhering to the 7 fundamental principles and working with the communities gave the National Society the opportunity to assist those most in need.

It is important for volunteers to be aware of the context for security issues, as well as the relationship between demonstrators and public security institutions to ensure the smooth passage of emergency situations and patient transfers.



Water, sanitation and hygiene

People reached directly: 600

People reached indirectly: 8,082

Male: 4,998

Female: 3,684

WASH Outcome 1: Immediate reduction in risk of waterborne and water related diseases in targeted communities

Indicators:	Target	Actual
# of people that improved their access to safe water and hygiene.	600	600
WASH Output 1.1: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population		
Indicators:	Target	Actual
# of people reached with safe drinking water (according to Sphere standards).	600	600

WASH Output 1.2: Hygiene-related goods (NFIs) which meet Sphere standards and training on how to use those goods is provided to the target population

Indicators:	Target	Actual
# of people reached with personal hygiene kits	600	600
# of people provided with sanitation	6,000	8,082

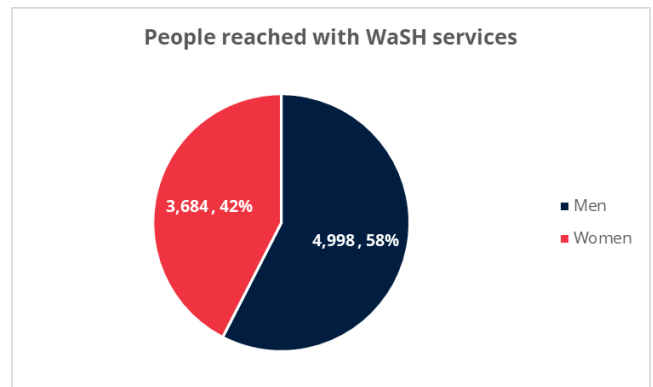
Narrative description of achievements

There were many needs for safe water for human consumption, as well as hygiene for the people who were stranded on the road, mainly on the stretch of the Pan-American Highway between Santiago and David, where people had no access to grocery stores or populated places to stock up. Due to the high humidity/heat and the long journey that had to be made on foot to get through the blockades, many people needed access to these items to minimise the negative impacts on their health and hygiene.

600 bottled water and basic hygiene kits were distributed to migrant and local population, according to their needs. The basic hygiene kits contained: alcohol gel, wet wipes, trash bag, toothbrush, and toothpaste. The distributions were made in the areas with the most temporary road closures and blockades: Hornitos, San Juan and San Felix, Chiriquí.

On the other hand, the occurrence of meteorological phenomena due to the rainy season made it a priority to establish measures to reinforce sanitation and hygiene in these areas of concentration of people.

Additionally, sanitation of areas and management of waste and hygiene were carried out in the Migrant Reception Stations of Lajas Blancas and San Vicente, Darién, reaching **8,082 people indirectly**, who were able to stay in clean areas.



Distribution of water and basic hygiene kits. Chiriquí, 28 July 2022. Source: RCSP.

Challenges

Acts of violence or protests during humanitarian assistance interventions, the Red Cross Society of Panamavolunteers in the province of Chiriquí were able to access the affected population as a project was being carried out with the community and there is trust from the community towards the Red Cross. This allowed them to support the affected people.

Lack of infrastructure or security elements for staff to enter the affected areas. A mobile post was set up outside the last road closure post in Horconcito, identified to assist the civilian population, migrants and affected community members.

Confusing Red Cross Society of Panama personnel with health personnel from other public or private organizations, generating a greater risk and probability of suffering physical and/or psychological aggression. In this case, the Red Cross Society of Panama suffered confusion mainly with the demonstrators, as their identification colour was red. For this reason, white sweaters and Red Cross bibs were used throughout the operation, making the difference, and not creating confusion among the general population.

Lessons Learned

Identification of vehicles and personnel gives the National Society safer access to enter conflict areas.

Water distribution and basic hygiene kits greatly helped people after several days of being stranded and due to the shortage of water in the area. Migrants and local people were included, according to their needs, which avoided conflicts and met the needs of the different groups.



Protection Gender and Inclusion

People reached directly: 1,113

Male: 606

Female: 507

People reached indirectly: 11,801

Protection, Gender & Inclusion Outcome 1: Communities become more peaceful, safe and inclusive through meeting the needs and rights of the most vulnerable.

Indicators:	Target	Actual
Minimum Standards for PGI in Emergencies Implemented	Yes	Yes

Protection, Gender & Inclusion Output 1.1: Programmes and operations ensure safe and equitable provision of basic services, considering different needs based on gender and other diversity factors.

Indicators:	Target	Actual
# of volunteers and staff (disaggregated by gender and age) trained in the PGI Minimum Standards.	100	-
# of people reached indirectly with PGI and CEA messaging.	10,500	11,801

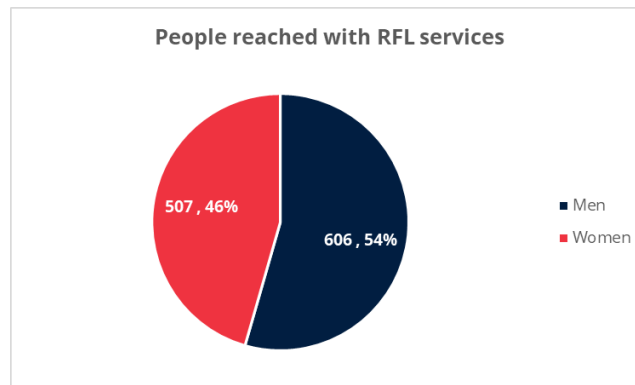
Protection, Gender & Inclusion Output 1.2: Programmes and operations prevent and respond to sexual- and gender-based violence and other forms of violence especially against children.

Indicators:	Target	Actual
# of people affected (disaggregated by sex and age) that receive RFL services.	100	1,113

Narrative description of achievements

Instead of conducting a PGI workshop, the focus of the staff and volunteer trainings was on security issues, which were carried out with the support of one person deployed for this purpose. However, PGI briefing capsules were provided to volunteers throughout the operation.

Due to the nature of this emergency, the National Society together with the International Committee of the Red Cross provided RFL services, such as phone calls, uploads and tracing, facilitating family reunification. However, with this operation, the National Society expanded its services to offer contact calls and promote mainly RFL services, reaching **1,113 people directly**.



First aid activities and re-establishment of family contacts with stranded migrant population in San Juan, Chiriquí. 27 July 2022, Source: PRC.



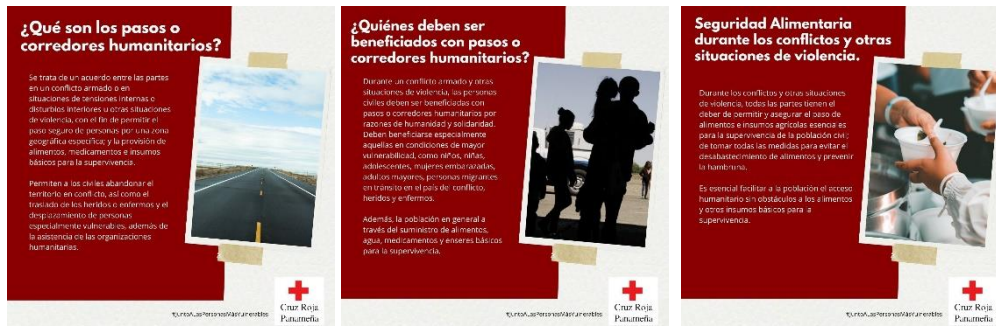
Discussion and advocacy on the auxiliary role of the Red Cross with protesting community leaders. San Felix, Chiriquí, 26 July 2022. Source: RCSP.

In addition, as part of CEA's actions, the population was reached indirectly through the participation of the RCSP in radio, social media, and television, where key messages about the Red Cross, campaigns on the importance of humanitarian corridors and others were provided. As part of the CEA strategy, advocacy was carried out at the road closure points in Horconcito, San Felix and San Juan, Chiriqui, in order to explain to the community, the auxiliary role of the Red Cross, these interventions were carried out face to face. The key messages that were given through radio, television and social networks were defined based on the feedback received during the face-to-face interventions, added to the technical advice received from the ICRC on humanitarian corridors and the safest access for the ambulances.

A [joint communiqué](#) was also issued by the International Red Cross and Red Crescent Movement, calling for the respect and protection of the medical mission (staff, health facilities, mobile health and emergency response units, including those of the Red Cross); facilitation of humanitarian corridors with safe access for people in special conditions of vulnerability; and prevention of shortages of food and essential medicines for the population. Though social media only, the RCSP was able to reach **11,801 people indirectly**.



Interview to Chiriquí's volunteer on the RCSP actions. 26 July 2022.
Source: [TVN-2](#).



Humanitarian corridor information posted in NS's social media accounts. 21 July 2022, Source: PRC

Challenges

Time did not allow for the strengthening of volunteers though the PGI workshop, as the focus was on security and safer access.

Volunteers from Chiriquí were in the process of obtaining their CEA training, but the National Society's CEA officer was in the province at the time, so he was able to provide CEA support to the operation.

Lessons Learned

Train more staff at the national level to be competent in RFL and PGI.
Use of all available channels in order to provide information to volunteers, staff and communities.

Strategies for implementation

S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform

Indicators:	Target	Actual
# of volunteers supporting the operation	100	100
Output S1.1.4: National Societies have effective and motivated volunteers who are protected		
Indicators:	Target	Actual

# of volunteers that receive visibility and protection kits for activities	100	100
Output S1.1.6: National Societies have the necessary corporate infrastructure and systems in place		
Indicators:	Target	Actual
# of staff recruited for the operation	1	-
# of lessons learned workshop held	1	-
Outcome S2.1: Effective and coordinated international disaster response is ensured		
Output S2.1.1: Effective and respected surge capacity mechanism is maintained.		
Indicators:	Target	Actual
# of rapid response personnel deployed in support of the emergency.	1	1
Narrative description of achievements		
<p>The activities were implemented through the mobilisation of trained volunteers from the National Society, including:</p> <ul style="list-style-type: none"> • 100 volunteers • Team of psychosocial support specialists • Re-establishing Family Links specialists • Communications department staff • National Intervention Team WASH specialists <p>The 100 volunteers were provided with visibility kits containing white sweaters and bibs for quick identification. They were also provided with safety glasses and gowns for pre-hospital care.</p> <p>It was not necessary to hire a financial assistant as planned, as this was carried out through volunteers. These funds were redirected to RFL activities.</p> <p>Due to time constraints, the lessons learned workshop was not conducted for this DREF Operation. Instead, a survey was developed with staff who were active in order to collect challenges and lessons learned. Additionally, during security workshops facilitated by deployed staff (4 workshops in total), feedback was collected on security issues.</p> <p>One rapid response personnel specialized in security was deployed to different parts of the country where there were Red Cross Society of Panama personnel. (David, Santiago and Darien). As a result of these workshops, a protocol for access to Darién was developed, approved, socialised and is currently being applied in Darién.</p>		
Challenges		
Increase advocacy for the Red Cross' public authority's auxiliary role.		
Lessons Learned		
<p>At the local branch level, there is a need for efficient and effective coordination between the governing bodies of the local branches and the volunteers. An "operational safety" survey was carried out so that volunteers could identify weaknesses at the operational level in their branches. The results of this survey were presented at the national assembly of the Red Cross in August 2022. Based on these findings, strategies for safer access are being worked on.</p> <p>The experience of working in some communities where the Red Cross is very well regarded and widely accepted, leaves as a lesson the importance of continuing the National Society' communication work in terms of the auxiliary role and fundamental principles. This allows access to zones or areas where other institutions cannot enter for a variety of reasons.</p>		

D. Financial Report

See annex.

Contact information

Reference documents
Click here for:

- [Emergency Plan of Action \(EPoA\)](#)

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

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How we work

All IFRC 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 the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

DREF Operation

Selected Parameters			
Reporting Timeframe	2022/07-2022/12	Operation	MDRPA016
Budget Timeframe	2022/07-2022/10	Budget	APPROVED

FINAL FINANCIAL REPORT

Prepared on 27/Feb/2023

All figures are in Swiss Francs (CHF)

MDRPA016 - Panama - Civil Unrest

Operating Timeframe: 24 Jul 2022 to 31 Oct 2022

I. Summary

Opening Balance	0
Funds & Other Income	75,695
DREF Allocations	75,695
Expenditure	-54,561
Closing Balance	21,134

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items			0
PO02 - Livelihoods			0
PO03 - Multi-purpose Cash			0
PO04 - Health	23,643	24,097	-454
PO05 - Water, Sanitation & Hygiene	19,170	13,525	5,645
PO06 - Protection, Gender and Inclusion	533		533
PO07 - Education			0
PO08 - Migration	399	385	15
PO09 - Risk Reduction, Climate Adaptation and Recovery			0
PO10 - Community Engagement and Accountability			0
PO11 - Environmental Sustainability			0
Planned Operations Total	43,745	38,007	5,738
EA01 - Coordination and Partnerships	5,325	3,396	1,929
EA02 - Secretariat Services	10,650	815	9,835
EA03 - National Society Strengthening	15,975	12,342	3,633
Enabling Approaches Total	31,950	16,554	15,396
Grand Total	75,695	54,561	21,134

DREF Operation

Selected Parameters			
Reporting Timeframe	2022/07-2022/12	Operation	MDRPA016
Budget Timeframe	2022/07-2022/10	Budget	APPROVED

FINAL FINANCIAL REPORT

Prepared on 27/Feb/2023

All figures are in Swiss Francs (CHF)

MDRPA016 - Panama - Civil Unrest

Operating Timeframe: 24 Jul 2022 to 31 Oct 2022

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	38,000	34,594	3,406
Water, Sanitation & Hygiene	18,000	15,114	2,886
Medical & First Aid	16,900	17,848	-948
Teaching Materials	3,100	1,633	1,467
Logistics, Transport & Storage	4,000	3,936	64
Storage		642	-642
Distribution & Monitoring		97	-97
Transport & Vehicles Costs	4,000	3,198	802
Personnel	20,500	8,029	12,471
International Staff	10,000		10,000
National Staff	1,500		1,500
Volunteers	9,000	8,029	971
Workshops & Training	250	84	166
Workshops & Training	250	84	166
General Expenditure	8,325	4,587	3,738
Travel	3,000	3,862	-862
Information & Public Relations	1,500		1,500
Office Costs	250	140	110
Communications	875	361	514
Financial Charges		223	-223
Other General Expenses	2,700		2,700
Indirect Costs	4,620	3,330	1,290
Programme & Services Support Recover	4,620	3,330	1,290
Grand Total	75,695	54,561	21,134