



Mental Health and Psychosocial Support Workshop with assisted communities of Cerrito. City of Cerrito, Department of Ñeembucú. Source: Paraguayan Red Cross.

|  |  |  |   |
|--|--|--|---|
| Appeal:<br><b>MDRPY023</b>                 | Total DREF Allocation:<br><b>CHF 350,199</b> | Crisis Category:<br><b>Yellow</b>          | Hazard:<br><b>Flood</b>                       |
| Glide Number:<br><b>FL-2023-000217-PRY</b> | People Affected:<br><b>15,000 people</b>     | People Targeted:<br><b>4,500 people</b>    |   |
| Event Onset:<br><b>Sudden</b>              | Operation Start Date:<br><b>10-11-2023</b>   | Operational End Date:<br><b>31-03-2024</b> | Total Operating Timeframe:<br><b>4 months</b> |

Targeted Areas: **Alto Paraná, Itapua, Misiones, Neembucu**

*The major donors and partners of the IFRC-DREF include the Red Cross Societies and governments of Australia, Austria, Belgium, Britain, China, Czech, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, Liechtenstein, Malta, Norway, Spain, Sweden, Switzerland, Thailand, and the Netherlands, as well as DG ECHO, Mondelez Foundation, and other corporate and private donors. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.*

# Description of the Event

PARAGUAY | Floods  
Affected Departments  
November 6, 2023



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.  
Sources: Paraguay Red Cross  
Produced by IFRC Americas, HDCC, IM Team.

Map of areas affected by the flooding emergency in Paraguay. Source: IFRC

## Date of event

31-10-2023

## What happened, where and when?

From 30 October to 3 November 2023, the departments of Alto Paraná, Misiones, Ñeembucú and Itapúa in Paraguay faced a serious crisis due to a historic flooding of the Paraná River. This situation was triggered by heavy rains in the eastern part of the country and the opening of the Yacretá dam. The level of the Paraná River, which is normally 1.50 meters, reached a height of 6.3 meters, flooding a large part of the cities.

In the department of Misiones, the most affected city was Ayolas, with evacuations and suspension of classes. On the other hand, in the department of Alto Paraná, the cities of Ciudad del Este, Presidente Franco and Minga Guazú were affected. In Itapúa, the affected areas were San Cosme and Damián. Finally, in the Department of Ñeembucú, which is surrounded by the Paraguay and Paraná rivers, the towns of Gral Diaz, Villalbin, Cerrito, Col. Martínez and Paso de Patria were mainly affected.

In view of this situation, on 30 October, the Department of Alto Paraná declared a 30-day departmental emergency in order to take all necessary measures to help and assist the victims in the affected areas. On the other hand, on November 2, the declaration of emergency in the Department of Misiones was approved for a period of ninety days, which urged the ministries of the Executive Branch to take immediate measures to address the priority needs of the affected inhabitants and is based on reports mentioning floods caused by heavy rains, the flooding of the Paraná River and other events related to the "El Niño" phenomenon.





Rapid Assessments - Department of Alto Paraná - Source: Paraguayan Red Cross.

Evacuation assistance to families in Alto Paraná - Source: Paraguayan Red Cross.

## Scope and Scale

Based on information gathered at local emergency operations centers and rapid assessments by nearby branches, significant impacts were identified in several areas affected by the flooding of the Paraná River in Paraguay.

In the department of Misiones, approximately 800 families were directly affected, especially in the district of Ayolas, where at least 600 families were affected. It is estimated that at least 500 families were displaced to temporary shelters in sports centers and municipal sheds to ensure their safety. In addition, significant losses of homes, belongings and livelihoods were reported, with fishing being the main economic activity of these families. Classes in several educational institutions were also suspended due to the situation.

In the department of Alto Paraná, which includes the towns of Ciudad del Este, Presidente Franco and Minga Guazú, around 400 families were affected. As a result of the event, 315 were evacuated and more than 100 houses were destroyed, mainly in vulnerable areas of Ciudad del Este.

In Itapúa, specifically in Encarnación and San Cosme y Damián, more than 200 families were affected, and at least 100 families had to be relocated. Losses include personal belongings, housing and a drastic reduction in fishing activities, seriously affecting the income of these families.

In Ñeembucú, about 850 families, whose economic activity is mainly fishing and family farming, were reported to be directly affected. The floods damaged subsistence crops and almost completely restricted the possibility of fishing in the rivers, severely impacting the economic activities of these communities.

In total, an estimated 3,000 families (about 15,000 people) were directly and indirectly affected by these floods, with more than 1,000 families evacuated and one person dead in Ciudad del Este.

## Source Information

| Source Name  | Source Link   |
|--|---|
| 1. Declaración de Emergencia de la junta Municipal de Ayolas | <a href="https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A">https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A</a>   |
| 2. Declaración de Emergencia Departamento de Alto Paraná:    | <a href="https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A">https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A</a>   |
| 3. Departamento de Itapua                                    | <a href="https://drive.google.com/drive/folders/1u6tS7MxZkyMc1Oc3c1LO3ZGjSFNOEatz">https://drive.google.com/drive/folders/1u6tS7MxZkyMc1Oc3c1LO3ZGjSFNOEatz</a> |

|   |   |
|---|---|
| 4. Declaración de Emergencia Departamento de Misiones | <a href="https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A">https://drive.google.com/drive/folders/1PHpUtb61uwj9UJI_TLFAjtfdMCu0_3A</a> |
| 5. River level records                                | <a href="https://www.meteorologia.gov.py/nivel-rio/indexconvencional.php">https://www.meteorologia.gov.py/nivel-rio/indexconvencional.php</a>                 |

## National Society Actions

|   |    |
|---|----|
| Have the National Society conducted any intervention additionally to those part of this DREF Operation? | No |
| Please provide a brief description of those additional activities                                       | -  |

## IFRC Network Actions Related To The Current Event

|   |   |
|---|---|
| <b>Secretariat</b>                      | The International Federation of Red Cross and Red Crescent Societies (IFRC) has a Country Cluster Delegation (CCD) in Argentina to support and assist the Southern Cone countries. This office were in direct contact and coordination with the Paraguayan Red Cross and with the Disasters and Crisis Department of the IFRC Americas Regional Office in Panama. Since the beginning of the emergency, communication and technical support was maintained from the CCD for the Southern Cone in the response to the emergency. Through the IFRC, DREF funds for the floods were managed. In addition, the Programs and Operations Coordination of the CCD Southern Cone provided technical assistance to the Paraguayan Red Cross throughout the process. IFRC's involvement also included support in specific areas such as the Cash Transfer Program, with a coordinator deployed through the Surge system, together with a financial analyst for administrative and financial closure, and a Planning, Monitoring, Evaluation and Reporting (PMER) officer to carry out the lessons learned workshop. |
| <b>Participating National Societies</b> | No PNS contributed directly to the operation.   |

## ICRC Actions Related To The Current Event

The International Committee of the Red Cross (ICRC) has an established presence in Brazil and carries out a variety of actions, including the development of the National Society's capacity to respond to emergency situations in contexts of violence and crisis, as well as the provision of Restoring Family Links (RFL) services. Although the ICRC has maintained contact with the National Society through the CCD for the Southern Cone, no specific support has been requested during the emergency under discussion.

## Other Actors Actions Related To The Current Event

|  |   |
|--|---|
| <b>Government has requested international assistance</b> | No  |
| <b>National authorities</b>                              | <p>According to Law No. 2615, which creates the National Emergency Secretariat (SEN), the Paraguayan Red Cross, through its president, is part of the National Emergency Executive Council. This body was activated on Saturday, November 4 and, through it, information and measures adopted at different levels of the emergency context have been articulated.</p> <p>In the Department of Itapúa, in the face of the emergency, the National Society in</p> |



coordination with the Special Flood Commission of the Yacyretá Entity and other institutions such as the National Emergency Secretariat, the Governor's Office, the Department's Fire Department, the Armed Forces and the municipal authorities of the affected districts initiated immediate actions to provide assistance. These organizations set up temporary shelters to accommodate evacuees and provided them with medical care and medicines.

In the Department of Alto Paraná, approximately 500 families (about 3,000 people) affected by the flooding of the Paraná River in Ciudad del Este and Presidente Franco were evacuated and relocated to temporary shelters. For the response, efforts were coordinated with the National Emergency Secretariat (SEN), Itaipu Binational, the Volunteer Fire Department, the Red Cross and the 22 municipalities.

In the Department of Misiones, after the emergency was declared, the Departmental Government, in collaboration with the National Government, the Emergency Secretariat and the Yacyretá Binational Entity, provided assistance to the affected families by distributing resources for the construction of temporary shelters such as plastic sheeting and basic food kits. They also facilitated the relocation of the most affected families.

In the Department of Ñeembucú, the affected communities received food assistance from the corresponding municipal authorities in the form of food kits, although this aid was not enough for all the affected people in the district, according to the inhabitants.

#### UN or other actors

No UN agency directly developed humanitarian assistance.

#### Are there major coordination mechanism in place?

At the international level, coordination with the International Federation of Red Cross and Red Crescent Societies (IFRC) was carried out by the Southern Cone Country Cluster Coordinator, who was also the liaison with the Americas Regional Office.

At the institutional level, the Paraguayan Red Cross provided general coordination through the National Coordination of Risk and Disaster Management. Local coordination was carried out by two people hired as part of the operation. These two territorial coordinations divided the territories of action: the branches of Itapúa and Misiones operated in their respective departments, while the branches of Fernando de la Mora, Ñemby and Villa Elisa operated in the department of Ñeembucú and provided support to the branch of Alto Paraná in its territory.

The National Society established communication with both the Municipality of Ayolas and the departmental governments of Alto Paraná, Itapúa and Ñeembucú through its branches and volunteers. During the operation, this dynamic coordination focused on strengthening relations between the branches close to the affected communities and the institutions in the area.

An Emergency Operations Center (EOC) has been established in the city of Ayolas, which brings together various key entities and organizations for the management of emergency situations. This EOC was made up of the local government, the Yacyretá Hydroelectric Company, volunteer firefighters, the Misiones branch of the Red Cross, and representatives of neighborhood commissions. Collaboration among these entities has been essential to coordinate emergency response and ensure the safety and well-being of the local community.

On the other hand, in the Alto Paraná region, a local EOC was established in which the local Red Cross branch played an active role.

In addition, a local EOC has also been established in the department of Itapúa, thus strengthening the response and coordination capacity in that geographical area. These initiatives to establish local EOCs have been very relevant to ensure an efficient response to emergency situations and promote collaboration among various institutions for the benefit of the community.

## Needs (Gaps) Identified



### Shelter Housing And Settlements

Due to the rapid flooding of the Paraná River, around 3,000 families, most of them in vulnerable situations, had to leave their homes and seek refuge in shelters provided by various organizations. According to media reports and field assessments, more than 1,000 homes were totally or partially destroyed, resulting in considerable losses in household appliances, clothing, mattresses, food and animals for



the affected families.

It is important to note that several shelters did not meet the necessary standards to ensure the dignity and well-being of displaced persons, especially in terms of security. The lack of adequate protection measures increased the risks for these people. Overcrowding and lack of privacy in shelters also increased the vulnerability of those affected.

In addition to the poor conditions in the shelters, the closure of schools and the lack of safe spaces for children created additional problems during the first stage of the emergency. Likewise, it is worth mentioning that the continuous exposure to these inadequate conditions contributed to stress and anxiety among displaced people, especially in the most vulnerable groups. In this regard, children and youth suffered stress due to the interruption of their educational activities and the lack of opportunities to socialize.



## Livelihoods And Basic Needs

The affected communities have experienced a severe impact on their livelihoods. Many of them relied mainly on fishing as a source of income, in addition to having vegetable gardens and small community businesses, such as stores, beverage sales, sewing, and recycling activities. Moreover, the homes in these communities suffered significant damage that will require a considerable investment to make them habitable again. This combination of factors has created a critical situation for the economy of families, especially for fishermen, as it coincided with the start of the fishing ban, which lasted until mid-January.

This situation evolved as the operation was implemented, as most families have used the money to restore livelihoods, rebuild homes, and recover lost items.



## Health

A deterioration in the health conditions of people in shelters was observed. Some of them presented symptoms of diarrhea or allergies, which were attributed to the consumption of non-potable water and the lack of adequate hygiene conditions in temporary shelters. In addition, injuries were reported in some people during the evacuations from their homes, which required the provision of first aid services. Consequently, the need to offer basic first aid services upon reception and accommodation of people in shelters was evident.

As mentioned previously, in addition to the poor living conditions, the interruption of education and the lack of safe spaces for children could lead to an increase in stress and anxiety levels, especially in more vulnerable population groups.

In addition to these situations, it was necessary to address the additional risks that arose as a consequence of the floods. This included the spread of vector-borne diseases, such as arboviruses, which found favorable conditions in areas with stagnant water as a result of the floods. Likewise, the presence of snakes and other dangerous animals increased in these areas, adding another level of risk to the affected people.



## Water, Sanitation And Hygiene

It is important to highlight that these communities were already in a vulnerable situation and were exposed to various water-related risks before the flood. This is why most communities access water from the Paraná River, the Paraguay River, or through artesian wells. This need of water access was also present in families transferred to shelters.

In addition, the fact that families were staying in temporary shelters made it absolutely vital to guarantee safe access to water to prevent the spread of diseases, particularly among children and pregnant women, who were in a more vulnerable position.

# Operational Strategy

## Overall objective of the operation

Through this operation, the Paraguayan Red Cross ("PRC") sought to provide humanitarian assistance to 4,500 people (900 families) affected by the floods in the departments of Alto Paraná, Misiones, Itapúa and Ñeembucú by carrying out activities in the areas of health, water, hygiene and sanitation, and multipurpose cash.

At the end of the implementation phase, 4,960 people were reached through the projected approaches.



## Operation strategy rationale

The Initial Damage and Needs Assessment, carried out by the branches in coordination with the National Society, has served as the basis for the Action Plan for this emergency operation. Detailed assessments have been carried out in the Health, Livelihoods, and Water, Sanitation and Hygiene sectors, which have been an integral part of the intervention. So far, these assessments have revealed that the main needs were linked to loss of housing and basic services, lack of household items, damage to the livelihoods of informal workers, and health risks from unsafe water and vector-borne diseases. These situations have guided the intervention strategy

Intervention Summary:

Health:

The strategy included 24 awareness talks adapted to all age groups, accompanied by informative material.

24 explanatory sessions on possible emergency-related diseases were conducted.

3 educational games were held to transmit knowledge to children.

24 psychosocial support sessions and 15 community activities for children, adolescents, and adults were carried out.

Vector-borne disease prevention activities, such as Dengue and Chikungunya, were carried out for a total of 992 families (4,960 people).

First Aid:

Paraguayan Red Cross volunteers were deployed and provided first aid based on the multi-sectoral needs assessment.

A second assessment focused specifically on health needs was conducted, applying the same survey used for the multi-sectoral needs assessment.

First aid assistance was provided to 775 people.

Mental and psychosocial health support was offered to 308 children, adolescents, and older adults affected by the floods.

24 first aid workshops were conducted to strengthen communities through capacity transfer.

WASH (Water, Sanitation, and Hygiene):

A needs assessment was conducted for the sector and 24 hygiene promotion activities were developed to provide information on healthy habits, water treatment measures, and proper storage, reaching a total of 4795 people (952 families).

Hygiene kits were distributed to 2,500 people (500 families) according to the Sphere Manual guidelines.

The National Society complemented the WASH intervention strategy with the delivery of 152 jerrycans pre-positioned by its own management.

CEA (Community Engagement and Accountability):

The National Society worked on a CEA strategy that included community participation throughout the operation process, including feedback channels, focus groups, and key informant interviews.

A post-operation survey was conducted to measure the satisfaction of those assisted by the operation.

4 focus groups were held with community representatives to evaluate, comment on, and suggest regarding the operation process.

Cash and Voucher Assistance (CVA):

A multi-sectoral assessment was conducted to complement market and feasibility studies.

A single cash transfer program was implemented to help families meet basic needs such as food, hygiene, and household replacement.

A total of 2,520 people (504 families) were assisted.

The amount allocated for the cash transfer program (CHF 400) was initially calculated based on averages of the basic family basket (CHF 160) and the minimum wage (CHF 350). It was based on the last emergency operation of 2023.

Based on its previous experience, the National Society made the deliveries once the market and feasibility study were completed.

## Targeting Strategy

### Who was targeted by this operation?

In agreement and coordination with local authorities, the National Society's response in this operation was mainly in the departments of Alto Paraná (Ciudad del Este and Presidente Franco), Misiones (Ayolas), Itapúa (San Cosme and Damián) and Ñeembucú (Cerrito). This choice was based on the availability of the National Society's resources in the area, including a local branch, nearby branches that can provide support, and a well-trained team.

The operation focused on providing support to 4,500 people (900 families) directly affected by the floods, who suffered the loss of their livelihoods, basic household goods and had damage to their homes. Of these, 1,000 people (200 families) were located in the Department of Misiones, 1,000 people (200 families) in the Department of Alto Paraná, 1,500 people (300 families) in the Department of Ñeembucú, and 1,000 people (200 families) in the Department of Itapúa.



## Explain the selection criteria for the targeted population

The selection criteria taken into account for the recipients were as follows:

Families whose livelihoods were damaged.

Families who lost their housing and basic services.

Families with at least one member whose health condition is compromised.

Families with at least one member in the early childhood stage (up to 5 years old), elderly (over 60 years old), pregnant or lactating women and people with disabilities.

Families that have not previously received humanitarian assistance.

The needs of all population groups were considered, taking into account age, sex, gender and people with disabilities or special needs.

## Total Targeted Population

|                           |       |                                      |   |
|---------------------------|-------|--------------------------------------|---|
| Women                     | 2,250 | Rural                                | - |
| Girls (under 18)          | -     | Urban                                | - |
| Men                       | 2,250 | People with disabilities (estimated) | - |
| Boys (under 18)           | -     |                                      |   |
| Total targeted population | 4,500 |                                      |   |

## Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

| Risk  | Mitigation action   |
|---|---|
| Lack of coordination or delays in the contracting process                           | Streamline contracting and procurement processes by assigning clear responsibilities and planning ahead for logistical needs. Support from the Cluster Delegation in the coordination of actions and follow-up of activities from the coordination of programs and operations and from the human resources area.  |
| Access to complete, unified and accurate information is limited.                    | Contact with public entities (universities, institutes, government departments) with access to more sources of information. Intensive evaluation of available sources and own elaboration of the frame of reference and action. Cross-checking of information with social media. Direct contact with the liaison office. Establish an efficient data collection and communication system that allows for the exchange of up-to-date information among all parties involved in the response. |
| Access to flood-damaged areas is complex due to soil conditions, ravines and hills. | Use of appropriate vehicles for access to work areas. Search for and use of safe areas for the development of activities, such as common and public spaces close to the affected communities. Identify alternative routes or adequate means of transportation to reach the affected areas, considering soil and terrain conditions.   |
| Physical and mental exhaustion of the response teams.                               | Establish appropriate work shifts to ensure that response teams have sufficient time to rest and recover. Provide psychological support and counseling to team members who may be affected by stress and fatigue.   |
| Lack or scarce integration of the communities in the implementation of actions.     | Conduct meetings and workshops with representatives of affected communities to involve them in the planning and   |

execution of response activities. Promote the formation of community disaster management committees that work closely with response teams.

### Please indicate any security and safety concerns for this operation

In terms of the safety challenges that could arise in this operation, it is important to note that there was a possibility that members of the response team could be injured while providing assistance in the affected areas. Similarly, potential transportation difficulties were considered due to flooding affecting the roads. To address these potential issues, all volunteers were insured and provided with the necessary safety materials to carry out activities safely and effectively.

## Implementation



### Multi Purpose Cash

**Budget:** CHF 220,508

**Targeted Persons:** 2,500

**Assisted Persons:** 2,520

### Indicators

| Title  | Target | Actual |
|--|--------|--------|
| # of market and feasibility study            | 1      | 1      |
| # of families receiving cash for basic needs | 500    | 504    |

### Narrative description of achievements

During the implementation of the operation, the National Society focused on key actions to address needs in the emergency context. This included a feasibility and market study, as well as a detailed needs assessment in various sectors. To carry out these activities, two representatives of the International Federation of Red Cross and Red Crescent Societies (IFRC), an officer and a cash transfer program coordinator were involved. In addition, at least 48 volunteers from various branches were involved in the data collection and delivery of the cash transfers.

Prior to the distribution, a multi-sector needs assessment was carried out through digital surveys via KoBo Toolbox with 48 volunteers from the branches in Alto Paraná, Misiones, Itapúa, Ñeembucú, Ñemby, Fernando de la Mora and Villa Elisa, where 718 families (approximately 3,590 people) were reached. In addition, they reported that their main livelihoods were affected, such as work, fishing, pottery, agriculture and livestock. This assessment made it possible to select the families to be assisted, using baseline criteria (evacuated families, affected livelihoods and damaged housing) and criteria established prior to the start of the operation (families with pregnant or nursing women, members with disabilities, elderly, chronically ill or single-parent families).

At the same time as the survey, a feasibility, viability and market study was conducted in November to determine the appropriate mechanism for the distribution of cash transfers. This study took into account aspects of security, availability and size of the local market, the average family basket and the country's minimum wage. In this way, it was possible to calculate the amount to be distributed per family to ensure that the aid would have a significant impact on their welfare. Another pre-distribution measure was to conduct focus groups with the communities receiving the aid in order to analyze and evaluate the security measures necessary for the effective delivery of the CVA.

To ensure that these activities were performed with quality, a refresher or training workshop was given to 24 volunteers who participated in the distribution to ensure that they were aware of the basic aspects of the CVA and the key considerations to be taken into account before, during and after the process. A further 21 people were also trained during the briefings prior to the activities in the field. The main objective was to ensure that an optimal and effective service was provided to the people served.

A multipurpose cash transfer program was implemented between December 2023 and January 2024 using prepaid IFRC response cards, each with a value of CHF 400, delivered in four days, one for each affected department. This modality allowed assisted families to access funds through ATMs and points of sale (PoS) that accepted VISA cards, providing convenience and flexibility in their use. In total,



multipurpose cash cards were distributed to 504 families, reaching approximately 2,520 people affected by the crisis. Below is a breakdown of the delivery of the cards according to the number of families benefited by neighborhood and city:

#### Ciudad del Este

Cantera Community: 21  
Pica Piedra Neighborhood: 8  
San Agustín Neighborhood: 32  
San Rafael Neighborhood: 52  
Other: 3

#### President Franco

Berth: 11  
Remansito: 12  
Atingy: 27

#### Ayolas

Antequera Neighborhood: 19  
Neighborhood Maria Auxiliadora: 41  
Neighborhood San Rafael: 34  
Neighborhood San Jose mi: 96

#### Cerrito

Kuruzu Ava: 63  
Yvyru Kua: 20  
Tajy Pass: 65

Parallel to the distribution, 7 informative talks were held in the target communities and printed visual material was delivered to each family assisted, in order to guide them on the correct use of the ATM and share safety tips on transactions. Likewise, a telephone number and WhatsApp were provided so that they could resolve doubts, report cases of fraud or receive additional assistance related to the use of the card. During the operation, recurring queries were mostly related to the remaining balance, confirmation of the validity of the card and the possibility of making several withdrawals.

After the distribution process, each of the families has been accompanied to ensure that the withdrawal process is successful and at the same time, help those who have had difficulties. There were 12 families from Ñeembucú (Cerrito) and Alto Paraná (Ciudad del Este) who were unable to withdraw the money with their cards, due to problems with their cards, so a change had to be made in order to make the delivery effective. With the remaining balances of the families who were recipients and who complied with the time limit for withdrawing the money, 4 new cards were loaded for families from Cerrito (Ñeembucú) in the community of Curuzú Avá.

The main focus was to empower communities throughout the response process. All actions were designed to ensure that the affected people were the protagonists of their recovery process. This strategy not only provided immediate assistance, but also laid the foundation for long-term sustainable and resilient recovery.

## Lessons Learnt

To have previous agreements with financial transfer services, in order to diversify the ways of delivering aid, adapting to the needs of specific contexts in which the operation is developed.

## Challenges

Ensure effective coordination with providers through financial transfer services, such as cell phone services, which allow for a more agile response. This difficulty generated challenges for the effective withdrawal of monetary aid, due to the distance and logistical difficulty for families to access withdrawal points/automatic teller machines.

Raise awareness among Paraguayan civil society organizations about CVA's work modality, especially that which is not conditional. Within government institutions and civil society organizations there is still little information and skepticism towards this form of humanitarian aid, which must be addressed communicatively to ensure that the image of the movement retains its prestige and integrity in the process



**Budget:** CHF 10,011

**Targeted Persons:** 4,500

**Assisted Persons:** 4,960

## Indicators

| Title   | Target | Actual |
|---|--------|--------|
| # of people reached through health promotion activities | 4,500  | 4,960  |
| # of people served with psychosocial support services   | 2,000  | 4,960  |
| # of first aid assistance services rendered             | 750    | 775    |

## Narrative description of achievements

The Paraguayan Red Cross deployed a series of health actions to provide support in the localities of San Cosme and Damián (Atingy), Ayolas (Barrio Antequera, Barrio María Auxiliadora, Barrio San Rafael, Barrio San José mi), Presidente Franco (Atracadero-Remansito and Cantera), Ciudad del Este (Barrio Pica Piedra, Barrio San Agustín and Barrio San Rafael), and Cerrito (Kuruzu Ava, Yvyru Kua, and Paso Tájy).

Within the framework of actions to promote health, the following actions were implemented to address the most urgent needs of people affected by the floods in the departments of Alto Paraná, Ñeembucú, Itapúa, and Misiones:

**First aid assistance:** First aid was provided to a total of 775 people directly affected by the floods. This intervention was of vital importance, as it allowed all those in need to access and receive the necessary care to stabilize their condition.

**Health promotion information sessions:** The 24 information sessions focused on the prevention of vector-borne diseases, particularly dengue and chikungunya, which had experienced an increase in reported cases due to the floods. During these sessions, printed material was provided with practical recommendations to prevent these diseases, as well as guidelines on how to treat cases of diarrhea and parasitosis. These actions reached a total of 4,960 people, who were able to access tangible and useful resources to remember and apply preventive measures in their homes and communities.

**Psychosocial support sessions:** A total of 992 people directly affected by the floods received psychosocial support, reaching approximately 4,960. These interventions were carried out both in the affected communities and in the cash transfer card distribution points, according to the needs expressed by the people. The main objective was to provide comprehensive support, thus contributing to strengthening the resilience and well-being of the people.

## Lessons Learnt

The incorporation of the Mental Health and Psychosocial Support Services (MHPSS) approach proved to be a valuable strategy. By addressing both the physical needs and the emotional and psychological aspects of those affected, it was possible to provide comprehensive and holistic support.

## Challenges

The lack of inter-institutional mechanisms and coordination for implementing the humanitarian diplomacy component posed significant challenges to the structuring and sustainability of the response in the affected communities. This situation manifested in the structuring and sustainability of the response at the affected communities.



## Water, Sanitation And Hygiene

**Budget:** CHF 20,768

**Targeted Persons:** 4,500

**Assisted Persons:** 4,795

## Indicators

| Title   | Target | Actual |
|---|--------|--------|
| # of hygiene kits distributed                             | 2,500  | 2,500  |
| # of people reached through hygiene promotion activities. | 4,500  | 4,795  |

## Narrative description of achievements

The Paraguayan Red Cross implemented a series of water, sanitation, and hygiene (WASH) actions to address the most urgent needs of people affected by floods in the localities of San Cosme and Damián (Atingy), Ayolas (Barrio Antequera, Barrio Maria Auxiliadora, Barrio San Rafael, Barrio San José mi), Presidente Franco (Atracadero-Remansito and Cantera), Ciudad del Este (Barrio Pica Piedra, Barrio San Agustin and Barrio San Rafael) and Cerrito (Kuruzu Ava, Yvyru Kua, and Paso Tajy).

### Distribution of Hygiene Kits:

Hygiene kits were distributed to 500 families (2,500 people) according to the Sphere Manual guidelines.

In addition, the National Society added to the WASH intervention strategy the delivery of 152 jerrycans pre-positioned by its own management, in order to promote the consumption of safe water during periods of scarcity caused by the floods.

### Information Sessions with Assisted Families:

24 educational sessions were held for families receiving humanitarian aid, aimed at promoting hygiene practices, focusing especially on safe water management and proper waste disposal.

These sessions were conducted in Spanish and Guaraní, according to the specific needs of each group. This action reached a total of 4,795 people (952 families).

The educational sessions aimed at families and children promoted hygienic practices, such as proper hand washing and safe waste disposal, contributing to disease prevention and a healthier environment.

### Educational Sessions with Children and Adolescents in Schools:

To ensure that WASH sessions have a greater reach and impact in the communities, 14 talks were held within safe spaces for children and adolescents on proper hand washing and the promotion of hygienic practices.

Through these actions, at least 250 children and adolescents were reached.

## Lessons Learnt

The development of educational materials (flip charts) with key messages on different topics proved to be an effective strategy. By including visual information on practical measures for water conservation and vector-borne disease prevention, knowledge was provided that reinforced the resilience of the population in a practical and enjoyable way.

## Challenges

A significant challenge encountered during this emergency operation was the lack of logistical supplies in the planning phase for addressing needs such as water treatment, purification, and distribution. This oversight led to complications during the distribution process among beneficiary families.



## Protection, Gender And Inclusion

**Budget:** CHF 0

**Targeted Persons:** 308

**Assisted Persons:** 308



## Indicators

| Title  | Target | Actual |
|--|--------|--------|
| # of children, girls, and adolescents are receiving psychosocial support services                            | 308    | 308    |
| # of children, girls, and adolescents are receiving informational sessions on water, sanitation, and hygiene | 308    | 308    |

## Narrative description of achievements

Within the framework of PGI, 15 Safe Spaces were established during the operation, where 308 children and adolescents received at least 15 psychosocial support sessions and educational talks on WASH. In addition, 3 children's safe space kits, including toys and educational materials, were purchased and used to provide spaces for care and psychosocial support.

The safe spaces were established with kits provided from the National Headquarters in Alto Paraná, Ñeembucú, Itapúa, and Misiones, with the active participation of 8 volunteers from the branches in Alto Paraná, Ñeembucú, Itapúa, Misiones, Fdo de la Mora, and Ñemby. The kits for the safe spaces were managed from the National Headquarters.

In addition to providing psychosocial support and educational talks on WASH, the safe spaces provided an opportunity for mothers of children and adolescents to fully participate in the operation's activities. This initiative aimed to raise awareness about the importance of care and domestic responsibilities, traditionally assigned to women, mothers, grandmothers, and sisters.

It is important to note that at the beginning of the operation, the actions now detailed in the PGI component were initially considered within the Health and WASH components. However, during the operation's closure and the systematization of activities, it was identified that the actions aimed at children and adolescents also form part of the PGI component. Therefore, these actions are presented in this section to offer a complete and accurate view of the activities carried out in the operation.

## Lessons Learnt

It is important to note that activities aimed at children, girls, and adolescents are part of the Protection, Gender, and Inclusion component. It is essential to consider this from the evaluation and planning process of operations, with the aim of enhancing the impact of the actions implemented on the population.

The implementation of safe spaces was an effective strategy that allowed most of the participants in the talks, especially the mothers and sisters of the families, to concentrate on participating while the children, girls, and adolescents had a space where they also received attention and care.

## Challenges

One of the significant challenges within the Protection, Gender, and Inclusion component, particularly when implementing safe spaces for psychosocial care and educational talks, has been the scarcity of trained and prepared volunteers to take on key roles in these spaces during the operation. As a consequence, the National Society had to invest time and resources in mitigating this situation in order to cope with the activities of this component of the operation.



## Community Engagement And Accountability

**Budget:** CHF 639

**Targeted Persons:** 1,500

**Assisted Persons:** 4,795

## Indicators

| Title | Target | Actual |
|-------|--------|--------|
|-------|--------|--------|



|  |    |    |
|--|----|----|
| % of people satisfied with receiving good quality distributions and with dignity | 90 | 92 |
|--|----|----|

## Narrative description of achievements

The Paraguayan Red Cross implemented a series of actions as part of its accountability mechanisms, ensuring that the people affected by the floods were duly taken into account and had access to relevant information throughout the operation. Constant monitoring was carried out to ensure the relevance and quality of all actions carried out. The main actions included:

Post-distribution satisfaction surveys: during the month of January, 169 post-distribution CVA satisfaction surveys were conducted in order to assess the quality and relevance of the services provided throughout the operation. The results showed that 92.9% rated the treatment of Red Cross staff and volunteers as excellent.

Information sessions in Spanish and Guarani: The 24 sessions on health, water, sanitation and hygiene (WASH) and mental health and psychosocial support (MHPSS) were adapted into Guarani by volunteers, as many of the participants are native Guarani speakers. During the workshops, the synthesis of contents was done in both Spanish and Guarani, in order to facilitate the socialization of knowledge using a language that was familiar and comfortable for the affected people.

Community consultations for lessons learned workshop: With the objective of receiving the positive aspects and challenges of the operation, 4 focus groups were developed as part of consultation and reflection processes in the localities of San Cosme y Damián (Atingy), Ayolas (Barrio Antequera, Barrio Maria Auxiliadora, Barrio San Rafael, Barrio San José mi), Presidente Franco (Atracadero-Remansito and Cantera), Ciudad del Este (Barrio Pica Piedra, Barrio San Agustín and Barrio San Rafael) and Cerrito (Kuruzu Ava, Yvyru Kua, and Paso Tajy). Below is a breakdown of key referents who participated in focus groups for the workshop, according to participants by community:

- Alto Paraná (9/3/2024): 2 men and 6 women.
- Itapúa (13/3/2024) 1 man and 3 women.
- Misiones (13/3/2024): 5 men and 10 women.
- Ñeembucú (14/3/2024): 4 men and 2 women

## Lessons Learnt

The active participation of communities in the planning, design and implementation of interventions has been key. This has helped to better understand their needs and ensure that actions are relevant. It has also made it possible to take appropriate security measures for the activities.

Having structured key messages for different situations and sectors can be very useful, so that information is clearer, and facilitate a rapid and coordinated response in emergencies. Everyone involved could receive the same important information in a consistent and efficient manner.



## Secretariat Services

**Budget:** CHF 34,826

**Targeted Persons:** 0

**Assisted Persons:** 0

## Indicators

| Title                            | Target | Actual |
|----------------------------------|--------|--------|
| # of field monitoring visits     | 2      | 2      |
| # of surge personnel deployments | 1      | 1      |



## Narrative description of achievements

Throughout the operation, the Programs and Operations Coordination of the CCD South Cone provided technical assistance to the Paraguayan Red Cross. The IFRC's involvement also included support in specific areas such as CVA (Cash Voucher Assistance).

As part of the Paraguayan Red Cross's transparency mechanisms, three field monitoring visits were conducted to follow up on planned actions, ensure the implementation of activities with quality standards, and analyze potential areas for improvement. To guide the activities related to the Cash Transfer Program, a coordinator deployed through the Surge system was involved. Representing the IFRC, a financial analyst for administrative and financial closure and a PMER officer to conduct the lessons learned workshop were deployed to Paraguay to have direct contact and provide support for the operation's closure processes.

In this way, a representative of the IFRC South Cone Cluster, together with National Society authorities, were able to have direct contact with the affected people and the volunteers involved in the operation on the ground and at the end of the process. Accordingly, the agility and efficiency of the procedures, as well as their documentation for future operations, could be guaranteed.

## Lessons Learnt

Supervision processes play a crucial role during monitoring, allowing for the provision of more information that provides real-time feedback on the actions implemented by management teams in the field. This real-time feedback ensures that interventions are effective, efficient, and aligned with the needs of the affected communities.

The mobilization of people from outside the participating branches to support the operation not only contributes to improving the quality and effectiveness of interventions but also leaves the National Society with valuable and practical capacities in terms of processes, documentation, and experience. These capacities can be utilized in future operations, strengthening the National Society's ability to respond effectively to disasters.

## Challenges

It is crucial for the National Society to take advantage of the presence of IFRC representatives to strengthen its emergency response capabilities. It would be highly beneficial to plan, as much as possible, socialization and preparation sessions for both volunteers and the public.



## National Society Strengthening

**Budget:** CHF 63,447

**Targeted Persons:** 0

**Assisted Persons:** 0

## Indicators

| Title                                    | Target | Actual |
|--|--------|--------|
| # of national staff recruited            | 3      | 3      |
| # of lessons learned workshops conducted | 1      | 1      |

## Narrative description of achievements

To strengthen its management capabilities, the Paraguayan Red Cross hired an administrative and financial professional in charge of planning, coordination, and accountability at the National Headquarters. Additionally, two territorial coordinators were hired to plan, implement, and report on field activities.

The National Society was also able to strengthen its operational and volunteer management capacities through the acquisition of essential resources for the care and proper identification of teams involved in field activities. This included the acquisition of 50 protective equipment kits (one pair of rain boots, one life jacket, one insect repellent, and one sunscreen); 50 visibility equipment kits (one National Society vest, one Paraguayan Red Cross shirt, and one National Society hat); Volunteer insurance for 50 people; and accommodation and food support for field activities.



In terms of communication, a communication agency was contracted to develop communication materials for the media and social networks. This included: a design for the volunteer call for the operation; a photography session and 7 social media videos on data collection and CVA delivery activities; a photography session and 2 videos of community consultations in Misiones and San Cosme for the lessons learned workshop; and a photography session and 2 videos of the lessons learned workshop in San Bernardino.

A lessons learned workshop was held in March 2024. The workshop was carried out in three phases to gather perceptions and recommendations on the operation: the first, focused on representatives of the affected and assisted communities; the second, aimed at volunteers and National Society personnel who participated in the operation; and the third, a recommendation development day with representatives from all areas of the Paraguayan Red Cross who worked on the operation. This approach ensures the quality and relevance of the actions carried out and reaffirms the National Society's commitment to continuous improvement and service to the affected communities.

## **Lessons Learnt**

The allocation of personnel in a focused manner, in specific areas such as Finance, Operations and Planning and Monitoring, has provided greater clarity and accountability in the execution of humanitarian actions.

## **Challenges**

During the implementation of the operation, the need was identified to include in the Volunteer Administration and Management Portal a functionality that allows visualizing the experience and training of volunteers in emergency operations. Currently, the volunteer database does not contain these profiles, in order to carry out a more specific search and call for people with experience and training in emergencies. This need implied dedicating more staff time to training, thus extending the timeframe for the execution of operational support processes.



# Financial Report

## DREF Operation

### FINAL FINANCIAL REPORT

#### MDRPY023 - Paraguay - Floods

Operating Timeframe: 10 Nov 2023 to 31 Mar 2024

| Selected Parameters |                 |           |          |
|---------------------|-----------------|-----------|----------|
| Reporting Timeframe | 2023/11-2024/11 | Operation | MDRPY023 |
| Budget Timeframe    | 2023-2024       | Budget    | APPROVED |

Prepared on 22/Jan/2025

All figures are in Swiss Francs (CHF)

### I. Summary

|                                 |                 |
|---------------------------------|-----------------|
| <b>Opening Balance</b>          | <b>0</b>        |
| <b>Funds &amp; Other Income</b> | <b>350,199</b>  |
| DREF Response Pillar            | 350,199         |
| <b>Expenditure</b>              | <b>-317,338</b> |
| <b>Closing Balance</b>          | <b>32,861</b>   |

### 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                              | 163,946        | 209,043        | -45,097       |
| PO04 - Health  | 9,400          | 7,318          | 2,082         |
| PO05 - Water, Sanitation & Hygiene                     | 19,500         | 21,481         | -1,981        |
| PO06 - Protection, Gender and Inclusion                |                |                | 0             |
| PO07 - Education                                       |                |                | 0             |
| PO08 - Migration                                       |                |                | 0             |
| PO09 - Risk Reduction, Climate Adaptation and Recovery |                |                | 0             |
| PO10 - Community Engagement and Accountability         | 64,500         |                | 64,500        |
| PO11 - Environmental Sustainability                    |                |                | 0             |
| <b>Planned Operations Total</b>                        | <b>257,346</b> | <b>237,842</b> | <b>19,504</b> |
| EA01 - Coordination and Partnerships                   |                |                | 0             |
| EA02 - Secretariat Services                            | 33,220         | 8,375          | 24,845        |
| EA03 - National Society Strengthening                  | 59,632         | 71,121         | -11,489       |
| <b>Enabling Approaches Total</b>                       | <b>92,852</b>  | <b>79,496</b>  | <b>13,356</b> |
| <b>Grand Total</b>                                     | <b>350,199</b> | <b>317,338</b> | <b>32,861</b> |

[Click here for the complete financial report](#)

## Please explain variances (if any)

A total of CHF 350,199 was allocated from the DREF Fund for the implementation of this DREF Operation. The Paraguayan Red Cross spent a total of CHF 317,338. The remaining balance of CHF 32,861 will be returned to the DREF.

The most significant variances in the budget versus the actual expenditure include:

In multipurpose cash, CHF 45,097 more than originally budgeted was spent. Also, in Community Involvement and Accountability, none of the CHF 64,500 that was budgeted was spent. Both variances were due to a different categorization in the budget.

Secretariat Services shows that CHF 24,845 of the budgeted amount was not spent. This was due to lower costs for operational monitoring missions and Surge personnel deployed as Field Coordinators.

In National Society Development, CHF 11,489 more than was originally budgeted was spent. In this case, the variance arose from the decision to boost public relations activities with visibility and audiovisual production.



# Contact Information

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

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[Click here for reference](#)

