

ANNUAL REPORT



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

GUATEMALA

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

Appeal No. 01.20/2002; Appeal target: CHF 923,090; Appeal coverage: 102%

Overall analysis of the programme w

The revision of the Guatemalan Red Cross (GRC) Statutes, change and instability at all levels of the National Society, together with the ongoing drought operation resulted in the original objectives for 2002 being only partially met.

Response activities were a success, and of benefit to the Guatemalan Red Cross, as well as affected communities; however the preparedness of the National Society remains a key concern and a priority area for 2003 and beyond. In the area of health, some significant progress was made, strengthening National Society capacity in water and sanitation, community health (IMCI¹) and initiating activities in HIV/AIDS. However, in all areas the GRC needs to move further with the design and implementation of programmes that are truly national in scope. If this is to succeed, Participating National Societies will need to review their role and focus more on contributions to programmes, rather than concentrating efforts at project level. With the ending of Mitch funding and improved planning from the GRC, the time is ripe to move forward in this direction.

The GRC has made considerable advances in fundamental areas of its own development; in addition to the approval of revised Statutes, the GRC has achieved the production of a strategic plan 2002-2006 and has drawn up or revised key internal regulations. The challenge throughout 2002 has been to separate governance and management, and hence ensure that the day to day running of the National Society is not overly affected by politics. This challenge remains as we move into 2003 and the preparation for the elections planned in May 2003. It has also become clear that without the basic "pillars" of National Society development in place (Statutes, strategic plan and internal regulations), it is that much more difficult to make progress in other areas, hence the focus of Federation work in these key areas. In 2003 achievements in 2002 will be consolidated and built on, ensuring that these basic tools are not only revised and approved, but known, used and respected throughout the GRC.

The Federation delegation has been strengthened to reflect the priority status of the GRC as well as to manage key functions that were covered by the regional delegation (which was transferred to Panama in January 2003). This has been achieved whilst cutting costs through the use of local and regional staff, instead of relying on traditional delegate support.

¹ Integrated Management of Childhood Illnesses

The 2002 appeal for Guatemala was totally covered, thanks in the most part to the Norwegian, Swedish and British Red Cross Societies, with the only difficulty being coverage of costs for the coordination and management programme.

Guatemala remains an unpredictable country with many issues around land ownership, compensation, indigenous populations, public sector salaries and government corruption far from resolved. Violence is common with armed street gangs active in many parts of Guatemala City, and smaller towns and rural areas are also affected by the rise in armed violence. With the national election due in November 2003 security is likely to deteriorate and will remain a central concern.



Objectives, Achievements and Constraints w

Distribution to affected communities during the drought operation 2002

Disaster Response w

In 2002 the GRC undertook key activities relating to food insecurity and also responded to localized disasters such as fires, flooding and landslides. A regional emergency appeal was launched in September 2001 as a result of drought and food insecurity affecting many parts of Central America.

The food insecurity operation eventually reached over 3,000 families and is reported on separately in more detail in the context of appeal 31/2001 (see the Federation web site www.ifrc.org). Main successes included :

- Combined support from the Guatemalan Red Cross, the Federation, the American Red Cross, the Spanish Red Cross, the World Food Programme, the Guatemalan government, and cooperation with Action Against Hunger.
- Over 3,000 families received food distributions (maize, beans, rice, oil).
- Some 20 volunteers from the GRC were trained and involved in the operation.
- 21 communities were trained in key preventive health measures around nutrition, water use and hygiene.
- 21 communities were trained in different ways of cooking staple foods (including those foods that were distributed).
- 21 communities and 231 key local health staff were trained in the detection of malnutrition.
- Over 3,000 families received seeds and fertilizer.
- Community leaders from 21 communities were trained in relevant agricultural techniques.

Beyond the drought operation, the GRC was extremely active over the busy Easter holiday period setting up more than 40 relief posts around the country and assisting over 500 individuals with the help of over 400 volunteers. Similarly, during the Pope's visit to Guatemala in July, seven first aid posts were set up and over 200 Red Cross volunteers assisted 931 people with the provision of first aid and a further 102 individuals were helped through the family reunification service.

In addition to public events, the GRC also responded to numerous small scale disasters / accidents over the course of the year. In 2002, the biggest of these was the landslide at San Lucas Toliman in which 30 people died and an entire community was made homeless. The GRC undertook a damage and needs assessment and distributed clothes, blankets and food as well as providing psychological support and medical assistance.

Disaster Preparedness w

Objective 1: To strengthen the community based disaster preparedness (CBDP) programme increasing the capacity of communities to prepare for and respond to both natural and man made disasters.

Achievements: The CBDP review process under implementation through the Federation regional delegation has been ongoing with inputs from country level as well as from the American and Spanish Red Cross Societies. The Central American Mitigation Initiative (CAMI), supported by the American Red Cross, continued to provide training in evacuation, risk management, damage evaluation, shelter management, needs assessment and psychological first aid to branches and communities in Escuintla, Jalapa and Chiquimula. In Izabal, the Spanish Red Cross has been working with over 25 communities and Red Cross volunteers completing risk analyses and establishing local emergency committees.

The Federation supported two community micro-projects in disaster preparedness, one in Guatemala City and one in Retalhuleu, with positive community participation and around 200 beneficiaries.

Constraints : The review of CBDP training materials and intended standardization has been delayed at regional level. This task remains a priority that will be carried over into 2003 with regional delegation support. The instability of the GRC relief department has posed problems as there were three heads of relief in 16 months; however, the post is now filled and there is strong recognition of the need to establish CBDP as a core programme of the GRC with a position of CBDP coordinator included among the permanent staff.

Objective 2 : To strengthen the capacity of the GRC to respond quickly and effectively to local and national disasters.

Achievements: The drought operation was used as practical training experience and some 20 volunteers received training in basic logistics and relief procedures. The GRC also completed a review of radio communications and conducted radio training for volunteers.

In March, a GRC representative took part in the national intervention team (NIT) course in Panama, and in May GRC participation was supported in the regional intervention team (RIT) course in Bolivia.

The former relief director and assistant, neither of whom remain with the GRC, spent some time with the Salvadorean Red Cross Society in May to learn how to draw up a national emergency plan. They also received simulation training on the active Pacaya volcano and attended a UNDP disaster management course with American Red Cross support. The ARC also helped to train around 50 volunteers on providing psycho-social support in disasters.

On 9 July the World Disasters Report was officially launched in Guatemala with country delegation and GRC presence. Also in 2002 the GRC completed the second diploma for information in disasters, resulting in the training of 20 media workers with the support of three prestigious universities. In addition, 34 volunteers from 10 Red Cross branches were trained as communicators, improving the information flow from the field to GRC headquarters.

In October, the new head of relief visited El Salvador as part of his briefing process. In December he took part in a Pan American Disaster Response Unit (PADRU)/ Regional Logistics Unit (RLU) course in Panama and spent an extra week with PADRU to continue the process of drawing up a national response plan and contingency plans.

Constraints: The changes in personnel in the GRC relief department have frustrated many of the efforts of the Federation to develop a stronger response capacity in the National Society. This was

compounded by the lack of funding to continue the trainee disaster preparedness delegate in her position, at a crucial time when her work with the drought operation had lessened, allowing her to begin working closely on developing plans and capacity with the new relief director during October and early November.

The priorities remain the completion of response and contingency planning followed by the strengthening of regional response capacity and the revitalization of NIT members, and others who have been trained in the past but who lack follow up. This area is also a priority of the programme for strengthening volunteering which is supported by the Capacity Building Fund (see the organizational development section).

Objective 3: To strengthen the inter and intra-institutional coordination, networks and strategic alliances for disaster response and preparedness.

Achievements: Links have been particularly strong with the government's disaster coordination body (CONRED), UNDP, WFP and Action Against Hunger. The disaster preparedness delegate was one of the lead personnel in the organization of a national meeting on risk management in disasters that was well attended and included Red Cross presentations, a GRC stand and first aid post.

The Guatemalan Red Cross was supported by the delegation during coordination meetings in respect of the landslide disaster in San Lucas Tolimán. The delegation also supported GRC and CONRED contacts for ECHO funding through the Spanish Red Cross, and has played a key role in the shelter project of Design Without Borders. Later in the year, the delegation supported a visit from SPHERE project personnel, and has followed this up through inter-agency meetings to promote SPHERE in Guatemala.

Constraints: The main obstacles are related to the changes in the GRC head of relief and, in the fourth quarter, the departure of the disaster preparedness delegate who had dedicated much time and energy to building relationships with other organizations. The HoD is now covering disaster preparedness functions to the extent possible, and will encourage the GRC to continue involvement in the regular meetings, such as the UNDP monthly coordination meeting.

Humanitarian Values w

Objective 1: To assist the GRC in the internal promotion of peace culture and humanitarian values.

Achievements: The training and dissemination functions in the National Society were officially separated giving the GRC increased capacity in both areas. Funding was received from the Norwegian Red Cross for this component of the appeal, including the hiring of an additional disseminator; however this was still pending in 2002.

With ICRC financial and technical support the programme has moved forward. In May, four branches received the basic dissemination course, in June a further 14 and in August 7 more. These courses cover the fundamental principles, the use of the emblem, IHL, the Seville agreement and Strategy 2010. Federation facilitation was provided for some of the sessions. In December, further training was provided for 15 volunteer disseminators.

In November, the Federation and the ICRC supported a workshop on the Seville agreement targeted at the governance and management of the GRC and PNS. The workshop also promoted the country agreement strategy (CAS) process through the undertaking of SWOT analyses of the different counterparts and presentation of plans.

Constraints: It took much time and effort to separate the training and dissemination functions and the delegation continues to work to ensure the required commitment from all levels of the GRC. The delay with hiring an additional disseminator / trainer has certainly slowed progress and will continue to be a priority for 2003.

The reality of the GRC and of Guatemala is such that the specific objective around promotion of a culture of peace has been removed from the 2003 appeal, with a more realistic focus on the basics of establishing a national dissemination programme. The Federation has defined, together with the GRC and the ICRC, the areas for support, thereby strengthening the programme and potentially opening up possibilities of support from more PNS for this important area of Red Cross work.

Health and Care w

Objective 1: To assist the GRC through strengthening its organizational capacity and focusing on preventive activities in community health.

Achievements: Much success in the area of community health was a result of the drought operation through training in key health messages and the detection of malnutrition. Other achievements include:

- The GRC water and sanitation position was filled in February and the community health position was confirmed and filled in May, thereby dramatically increasing headquarters' capacity in health (with a head of department making a team of three).
- A memorandum of understanding (MoU) between the Pan American Health Organization (PAHO) and the Federation was signed in Antigua on 15 May.
- A campaign against HIV/AIDS related stigma was launched on 8 May.
- An HIV/AIDS programme proposal was finalized by the GRC and funding agreed between the GRC, the American Red Cross, the Spanish Red Cross and the Federation. The programme will be national in scope and implementation has begun in Izabal.
- Strengthened relationships were formed in the field of HIV/AIDS with "Gente Positiva" and ACSLCS.²
- Volunteers from four branches and local health staff were trained in community IMCI.
- Four branches compiled data from communities that will be part of the IMCI project work. Work has almost been completed on project profiles.
- IMCI staff and volunteers from headquarters and four branches were trained in financial and administrative procedures.
- The MoH was provided with educational and publicity materials for the prevention of dengue and malaria and for better feeding and nutrition.
- Over 40 GRC volunteers were trained in psychological support in disasters (with ARC support).
- Some 158 people received medical assistance in San Lucas Toliman after the landslide.
- The GRC designed and staffed a health stand covering Red Cross activities at a public information fair during environmental health week (7 - 11 October 2002).
- Blood donation day was held at the GRC headquarters.
- Federation support contributed to the drawing up of a GRC national health plan (which is pending approval).
- Improved Federation / GRC relationship in health.
- Good coordination and sharing of support with the American Red Cross.

Constraints: Reporting from the branches and from the health and finance departments at headquarters on IMCI activities and expenditure has been poor. The delay in the production of the national health plan has made it difficult to limit the areas in which the GRC is promoting involvement, resulting in a donor led approach. The Federation prioritizes three ambitious areas in the

² Asociación Coordinadora de Sectores de Lucha contra el SIDA

2003 appeal: community health, water and sanitation and HIV/AIDS. However, the GRC's plans are more extensive. It remains to be seen whether the GRC health department can meet all the demands being made, and improved teamwork and sharing of knowledge and responsibilities across the National Society will be crucial in 2003. **Objective 2: To assist the GRC to promote safe water use, community hygiene and preventive activities in the identified communities and to raise GRC water and sanitation capacity in disasters.**



Achievements: The headquarters benefited from the integration of water and sanitation capacity in the GRC from February with joint ARC/Federation funding. In late February, 33 participants from six branches of the GRC were trained in PHAST³: headquarters staff, the Federation, the American Red Cross, the Netherlands Red Cross and the Spanish Red Cross were also involved.

In March, the GRC hosted world water day putting together a presentation of Red Cross activities and appearing on national television. Some 15 governmental and non-governmental organizations working in the sector took part.

In May, the GRC water and sanitation coordinator took part in a water and sanitation in emergencies course in El Salvador which covered water storage, sanitation, distribution, treatment and quality. The GRC also received a donation of water and sanitation equipment from the Federation in El Salvador which will be available for training purposes and in case of disaster.

In June, 18 volunteers from GRC branches began a six month training course for water technicians that was jointly supported by the American Red Cross and the Federation. The training included the PHAST methodology which has been well accepted in the Guatemalan context reaching over 1,000 beneficiaries; other topics included topography, baseline studies, design of water systems, technical drawing, diarrhoea / dehydration and community evaluation techniques. The entire syllabus and course materials have been made available to the GRC for future use.

The water and sanitation coordinator compiled information from PNS regarding water and sanitation projects to ensure the transfer of institutional memory. These same systems were then checked by the water quality control project and information compiled, together with recommendations for Red Cross and local authorities in the case of those projects that were found to be producing poor quality water (most systems tested were not sufficiently chlorinated). Towards the end of the year, the GRC water and sanitation coordinator began visiting Embassies seeking funding for the water unit. This will need to be followed up in 2003. Also late in the year, after a number of joint visits, the Federation confirmed support for a community latrine project in Sacapulas that the GRC had been promoting.

Constraints: the main constraint for the water unit has been the inability to secure funding from sources outside the Federation and the American Red Cross. The GRC health department will need to continue seeking support from within Guatemala as well as from more traditional sources in 2003 if the water and sanitation unit is to continue. There is general agreement that the area should be

³ Participatory Hygiene and Sanitation Transformation.

relatively easy to promote and that the Federation and the American Red Cross have succeeded in transferring capacity to the GRC. Nevertheless, the closure of the American Red Cross water and sanitation programme leaves a gap in technical support and follow up which the Federation will need to try to cover on a regional basis.

Organizational Development w

Objective 1 : To support the GRC in the strengthening of selected branches.

Achievements: Whilst the focus of Federation support has been on the national and central level, key support has also been provided to the branches. Much of this support came from bilateral PNS with the ARC concentrating efforts in four branches: Escuintla, Retalhuleu, Jalapa, Quiché; the SRC in Izabal as well as Xela and Tejutla, and the Netherlands Red Cross in Cobán and other branches in the north. The Oslo branch of the Norwegian Red Cross also provided support through a “twinning” programme for construction of the branch building in Retalhuleu, for which the ARC and the Federation provided administrative and technical assistance at country level.

Joint support from the Spanish Red Cross, the American Red Cross and the Federation was provided for a series of project management courses that were attended by 30 participants from 17 GRC branches and headquarters. The syllabus included core concepts of the “Better Programming Initiative” (BPI) as well as the basics of project cycle management including the logical framework.

GRC Volunteers preparing to check water quality in a distribution tank (ARC / GRC - Coban)

At the end of September the board approved the establishment of a branch in Guatemala city. This has long been a priority and should help to separate the national support functions of the headquarters from the localized administration and service provision in which many members of governance and management have been involved. At the end of 2002, the Norwegian Red Cross confirmed additional support for this branch through the Federation.

Constraints: The Federation’s PPP (Project Planning Process) software was not available in Spanish sufficiently early to allow its use in the project management courses. However, the GRC planning director has now received the PPP training and it is hoped to disseminate this knowledge further in 2003.

The relations between the headquarters and the branches lack definition and clarity. This is exacerbated by the varied approaches of PNS and the Federation which require further standardization and regulation if the GRC is to become a truly “National” Society. Once again, the emphasis must be on programmes with the branches receiving technical and administrative support from a strengthened headquarters. The new Statutes encourage the branches to pay closer attention to the strategic plan which it is hoped will provide the required focus and hence contribute to improved image and identity. Those branches which have been characterized by instability in 2003 will also benefit by becoming part of a more “corporate” approach.

The Guatemala city branch, above all others, needs to define how its relationship with the headquarters will function given the proximity and the possibilities of misunderstandings over control of resources and activities.

Objective 2: To support the GRC in strengthening its governance and management bodies.

Achievements: Perhaps the major achievement of 2002 is the revision and approval of the Guatemalan Red Cross Statutes, a modernized and more complete version of which came into force on 5 December. This was preceded in May by the approval of the GRC’s strategic plan 2002-2006, both of

which represent major steps forward in the basic requirements of a National Society. Other areas of success that were supported by the delegation include:

- Board, management and members of PNS were trained in the Seville agreement.
- The internal regulation regarding elections was finalized and approved.
- Internal regulations regarding volunteering, paid staff, the Assembly, the board and regionalization were drafted (pending approval).
- The management team was supported in the drawing up of a plan of action for 2003 (still to be approved by the board).
- An external audit was supported by Federation, the ARC and the SRC (the final report is due in February 2003).
- Salary support was provided for six key posts in the GRC management team.
- Financial and technical support was provided for an improved GRC web page.
- The organigramme of the GRC was finalized and approved.
- New staff were recruited to key posts (including the Director General) which had been vacant due to firings or resignations. The delegation was much involved in human resource processes from advertising and recruitment to briefing and supporting new members of staff.
- A GRC representative participated in the regional organizational development meeting in Managua and committed to increasing support for organizational development. GRC awareness of the CORI plan and other key commitments was raised.
- Price Waterhouse recommendations were revised and represented to the board.
- Integration of the ARC organizational development programme with that of the Federation took place, with the commitment that the ARC will support the Federation programme in 2003.
- Regional support was provided for the GRC change process using resources from the Federation regional delegation and the Federation regional communications delegate based in Mexico, as well as support from the Secretariat including a visit from the Director of the Monitoring and Evaluation Division, who spent time with all board members during a fruitful and positive visit in December.
- Financial and technical support was provided for a successful Assembly in April during which the revised Statutes were approved prior to being sent to Geneva.
- Financial and technical support was made available for two meetings of branch presidents (November and December).
- GRC finance staff were trained in new finance and administration software (with Netherlands Red Cross support).

Constraints : There have been significant obstacles impeding the development of the GRC throughout 2002. Most serious have been the constant changes in personnel and the reduced number of board members. Firings of both paid staff and volunteers have created tension and lowered morale at headquarters, and the board has had to cancel a number of its proposed meetings since it has been unable to reach a quorum.

The political process continues to divert considerable attention from other areas and although somewhat improved towards the end of 2002, the board has been characterized by division, internal argument and a focus that tends towards the management rather than the governance perspective. Their resultant dependence on the Federation has on occasion led to tensions which, whilst resolved amicably, need careful monitoring if the counterpart relationship is to survive a challenging year in 2003.

Overall, the delegation is satisfied with the progress made over the year and the major achievements which have been made despite the challenging environment. Nevertheless, the GRC remains a fragile National Society.

Objective 3 : To assist the GRC in developing its fund-raising capacity.

Achievements: The Federation and the GRC have defined much more closely what is required as regards this area of support, moving away from another “study” towards the implementation of a fundraising plan. Over the year, the delegation met with various organizations and businesses (including Saatchi & Saatchi, United Way, Pollo Campero) with the aim of promoting the GRC, thereby helping the National Society to recognize the need for basic compliance with donor needs, including external audits.

“Rescuing the sustainability of the National Society” has been included as the core objective of the GRC’s Strategic Plan 2002-2006 and there is acceptance that this can only be achieved if the GRC becomes known as a professional provider of key services.

Constraints: The lack of truly national programmes makes it difficult for the National Society to sell itself and difficult to establish a fund-raising capacity. Progress was also affected by the differing perspectives held by the consultants with whom the GRC is working, and the trend to produce opinion studies and marketing tools rather than an actual plan of action for the GRC. The absence of a Director General (who was the main counterpart for this process) during part of 2002 was also difficult to overcome.

There is little support from the board in terms of either legalizing the GRC’s ability to raise funds from the public at national and branch level, or in accompanying their management team, PNS and the Federation during visits to potential donors. The financial situation of the GRC is particularly bleak, following the large amounts which have been paid to staff that were fired.

Objective 4 : To assist the GRC in improving volunteer management.

Achievements: The recognition and establishment of the volunteering department with two staff: a head and a training coordinator, the inclusion of volunteering as a major theme in the Strategic Plan 2002-2006 and the recognition of volunteering, including places on the board, in the revised Statutes are the major achievements of 2002. Further successes are detailed below :

- The Mexican Red Cross provided the loan of the head of their national training centre to work with the Federation delegation in Guatemala for a year from June 2002.
- The office of the Head of Volunteering (HoV) was equipped with a computer, printer and scanner.
- The proposal to improve training facilities at the headquarters has now been extended to include the longer-term ambition of creating a substantial national training centre. In early 2003 a meeting room at headquarters is to be improved for use as a classroom.
- In August, the HoV, accompanied by the Federation training coordinator, visited the Honduran Red Cross to learn from the National Society’s extensive experience in volunteering including the management of a volunteer database.
- In October, the Federation regional youth consultant from the Honduran Red Cross visited the Guatemalan Red Cross during which time a first draft of the GRC regulations on volunteering were produced and presented to the board.
- Production of a work plan for the head of volunteering took place, including the setting of goals and objectives for the GRC volunteering department to be included in the Strategic Plan 2002-2006.
- Two key branches were visited to motivate volunteers and provide training on the Federation volunteer policy.
- Visits to potential regional training centres took place in July, August and October. Those most likely to receive support are Cobán and Puerto Barrios. In a second phase, additional training centres could be established in Coatepeque and / or Quetzaltenango, with a third phase in Petén.
- The national training programme has been defined for all areas of the GRC (governance, management, volunteer, public) with special emphasis on the induction programme for new

personnel, on first aid and on disaster preparedness. The programme promotes the standardization of training, both internal and external, with improved administration through enhanced procedures and regulations. The programme has been designed in stages ensuring that basic induction is complete before proceeding with more advanced skills / modules.

- The GRC leadership accepted the inclusion of the training function as part of the volunteering department, rather than as part of the dissemination department.
- The draft internal regulations for volunteering (which, like the Statutes, include sections on the rights and obligations of volunteers) await board approval.
- Three representatives of volunteering will be members of the next governing board as per the new Statutes.
- A youth focus has been established in the national HIV programme.

Constraints :

- The resignation of the head of volunteering in December presented a major obstacle. This was partly overcome by continuing to work with the new GRC training coordinator, and in 2003, the programme will be presented to the board to ensure support for the timely recruitment of a replacement.
- Minimal interest/capacity was shown in Quetzaltenango branch as regards the setting up of a regional training centre despite being the best location (geographically at the centre of a group of branches).
- The delay in the recruitment of a training coordinator in the GRC delayed the production of training materials, including those planned in indigenous languages.
- The departure of the disaster preparedness delegate due to the conclusion of funding, affected the integrated nature of the programming (regional training and regional response centres are to be located together, and this work was being shared between the Federation disaster preparedness delegate and the training coordinator). The momentum is not lost completely, but capacity will be reduced until March / April 2003 when it is hoped to bring a local disaster preparedness resource into the delegation.
- The ongoing political process and elections in May 2003 will continue to affect all levels of the GRC. The Federation is assisting with the production of internal regulations for salaried staff to try to improve job security, as well as the regulations on volunteering to reinforce rights and obligations set out in the Statutes.

Expenditure on this part of the organizational development programme remains low as efforts are made to create conditions which will allow the GRC to move into a more active phase. The success of establishing the department, putting together work plans with clear goals and objectives and of building up good relationships between the GRC and its neighbours in Honduras and Mexico, has been significant, providing a model for regional cooperation in the future.

The loss of the head of volunteering was made all the more difficult by the lack of depth in volunteering in the GRC. Too much depends on one post, and efforts will be made to avoid this in the future. Fortunately, the extension of the Federation training coordinator's contract and the increased resources in organizational development (including a capable local staff member), will ensure that the delegation is able to maintain its commitment. The GRC is aware of the need to contract a new head of volunteering as soon as possible, and to maintain the focus on this crucial area of the Strategic Plan.

Coordination and Management w

Objective 1: To ensure efficient and effective use of resources made available through the Federation.

Achievements: The HoD constantly monitored the financial situation of the delegation which remained healthy throughout the year barring the limited support received for this particular section of

the appeal. Internal monthly and external quarterly reports were produced on time and gave an accurate and honest picture of the work of the delegation and the GRC.

The level of coordination between the ARC and the Federation, particularly in health and organizational development, has been exemplary. The Federation has helped to expand the impact of the IMCI programme and the ARC has decided to provide significant support to the Federation's organizational development programme in 2003.

Costs of the delegation have been reduced further by contracting local and regional staff rather than traditional delegates. This includes a staff on loan from the Mexican Red Cross.

The Appeal 2003-2004 was further improved and log frames have been completed to make the programme more accessible for donors, should further details be required.

Constraints: It remains difficult to fund this least attractive, but necessary area of the appeal despite being recognized as a focus for the Federation Secretariat.

In all other areas the year was characterized by under spending, not because needs are covered in Guatemala, but because the combined programming of PNS and the Federation exceeded the capacity of the GRC. The Federation tried not to rush activities beyond the pace of the National Society or indeed to replace or bolster NS capacity in a false or unsustainable manner. However, the decision between buying capacity in order to build a National Society (and hence reach vulnerable people and increase income opportunities) and trying to build capacity in a sustainable manner (limiting short term impact and income opportunities) remains a dilemma facing the Movement. The delegation continues to support salaries of GRC personnel since it is hoped that these members of staff will help the GRC to become a well functioning National Society; this must be recognized as a long term commitment but it is not without risk.

Objective 2: To support the GRC in promoting coordination between the Participating National Societies, the Federation Secretariat and the ICRC as well as with external partners.

Achievements: The delegation continued organizing and chairing Movement meetings every other week, this being the only forum in which the GRC, PNS, the ICRC and the Federation assemble. The CAS process was boosted through a new initiative coordinated by the Federation in which all partners provided the GRC with a presentation of their plans for the year which were then updated. This was followed by a meeting explaining CAS involving the bilateral PNS and the ICRC. In May, the Federation trained key PNS personnel in Strategy 2010, the Movement Strategy, the Seville Agreement and the CORI plan of action, as well as the GRC Strategic Plan and the revised Statutes. Later in the year, a more detailed training session covering just the Seville Agreement took place, including the GRC and with joint Federation / ICRC support.

Success in health (HIV/AIDS, water and sanitation and IMCI) has been tangible with improved coordination between all parties and a marked increase in the sharing of responsibilities and information. In disaster preparedness, this still remains a challenge; however the GRC and PNS are open to joint approaches, especially in the development of CBDP materials.

The ICRC and the Federation have worked closely together with the GRC throughout the process of revising the Statutes, building a basis that is now being used for the drawing up of internal regulations and support to the election process. This has been taken further with joint ICRC / Federation facilitation of workshops as well as joint planning covering the promotion of humanitarian values through the GRC's dissemination department, providing concrete evidence of the harmonization of activities as was agreed and promoted in a joint ICRC / Federation meeting in Panama in March 2002.

The delegation also coordinated various visits from the Swedish, Norwegian and British Red Cross Societies and provided assistance with the coordination of ECHO applications at both regional and country level.

Coordination with external partners is extensive and is described in other sections. Not previously mentioned was the successful visit of DfID⁴ to discuss the DfID/Federation partnership and the ongoing importance of the work of the Federation in Guatemala and in the region (a separate report is available). The report explicitly recognizes the added value of the delegation as well as the challenges that lie ahead, with the visit itself providing a useful opportunity for reflection and cooperation.

Constraints: The lack of development of the GRC combined with the relative weakness of the Federation's mandate in this area resulted in coordination posing a challenge. Despite significant improvements, the fact remains that in order for coordination to be successful, all parties must accept the need for coordination, and this is not always easy to achieve given multiple and differing interests.

The experience of the delegation shows that the GRC requires support in its ability to define its own areas of operation and that this must be combined with support for the necessary organizational development. In this way, support includes NOT doing certain things, as much as it does providing the technical and financial assistance for areas that have been mutually agreed. Until the GRC has the time and the resources to boost its development, it will remain a weak local partner for stronger Red Cross entities and, together with the Federation, will continue to struggle to find the space for tackling longer term objectives. Organizational development and humanitarian values need stronger support, not as second fiddle to other areas of Red Cross work. The challenges faced by the Guatemalan Red Cross provide a good example of why the Movement needs the Federation as a "serving leader" or "architect of cooperation"; patience and ongoing support will be needed to build on achievements in 2002 and ensure their consolidation.

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All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

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

⁴ The UK's Department for International Development

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	X
Final report	

Appeal No & title: 01.20/2002 Guatemala

Period: year 2002

Project(s): PGT000, GT004, GT006, GT007, GT161, GT301, GT401

Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	923,090				
less Cash brought forward	172,653				
TOTAL ASSISTANCE SOUGHT	750,436				
<u>Contributions from Donors</u>					
British Red Cross (DNGB)	111,712				111,712
Donor - Capacity Building Fund (DCBF)	129,440				129,440
Norwegian Govt.via Norwegian Red Cro (DGNNO)	244,475				244,475
Norwegian Red Cross (DNNO)	27,164				27,164
Swedish Govt.via Swedish Red Cross (DGNSE)	68,733				68,733
Swedish Red Cross (DNSE)	62,758				62,758
SPAIN				54,538	54,538
GREAT BRITAIN				59,959	59,959
MEXICAN - RC			15,000		15,000
TOTAL	644,282		15,000	114,497	773,779

II - Balance of funds

OPENING	172,653
CASH INCOME Rcv'd	644,282
CASH EXPENDITURE	-345,632

CASH BALANCE	471,303

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III - Budget analysis / Breakdown of expenditures

Description	APPEAL Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction	21,000	11,349			11,349	9,651
Clothing & Textiles						
Food & Seeds						
Water & sanitation	28,000	10			10	27,990
Medical & First Aid						
Teaching materials	66,580					66,580
Utensils & Tools						
Other relief supplies			15,000		15,000	-15,000
Sub-Total	115,580	11,359	15,000		26,359	89,221
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.	21,807	6,067			6,067	15,740
Medical equipment						
Other capital expenditures	15,710	2,332			2,332	13,378
Sub-Total	37,517	8,399			8,399	29,118
<u>TRANSPORT & STORAGE</u>	36,499	9,519			9,519	26,980
Sub-Total	36,499	9,519			9,519	26,980
<u>PERSONNEL</u>						
Personnel (delegates)	180,000	70,727		114,497	185,224	-5,224
Personnel (national staff)	120,305	113,176			113,176	7,129
Sub-Total	300,305	183,903		114,497	298,400	1,905
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts	16,285	3,059			3,059	13,226
Travel & related expenses	40,169	17,433			17,433	22,736
Information expenses	17,700	12,071			12,071	5,629
Admin./general expenses	49,115	24,717			24,717	24,398
External workshops & Seminars	208,380					208,380
Sub-Total	331,649	57,280			57,280	274,369
<u>PROGRAMME SUPPORT</u>						
Programme management	62,244	23,202			23,202	39,042
Technical services	18,633	7,103			7,103	11,530
Professional services	20,663	7,879			7,879	12,784
Sub-Total	101,540	38,185			38,185	63,355
Operational provisions		36,989			36,989	-36,989
Transfers to National Societies						
TOTAL BUDGET	923,090	345,632	15,000	114,497	475,129	447,960