

## **GUATEMALA: HUMANITARIAN ASSISTANCE**

25 October 2000

*appeal no. 01.18/2000  
situation report no. 3; Revised Budget  
period covered: 1 July - 30 September 2000*

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*Over the third quarter, further changes in the management structure of the Guatemalan Red Cross (GRC) have been made and an initial survey of branch capacity has been undertaken. An evaluation of the human development programme has been carried out which confirms the validity of the programme objectives. A number of workshops in community based disaster preparedness have taken place and relations with UN agencies and NGOs have been reinforced. Under the community based health care programme, two branches have signed agreements with the Ministry of Health to provide basic health services to a total of 28,800 persons. The budget revision reflects a review of objectives in light of partial funding.*

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### ***The context***

Guatemala is ranked 120 in the United Nations' Human Development Index (HDI) 2000, making it the third poorest country in the Americas after Nicaragua and Haiti. According to UNDP reports, Guatemala has dropped 44 positions on the HDI since 1990. An estimated 40% of Guatemalans, 11 million people, live in poverty. The growing gap between the rich and the poor is a threat to social stability.

The average length of schooling in Guatemala is 2.3 years, which drops to 1.3 years in departments where the Mayan population dominates: 33% of the population over 15 years of age is illiterate.

The challenge of the peace accords was to end the armed conflict, while simultaneously addressing the major social, political and economic disparities that were the root causes of the conflict.

Unfortunately, efforts have failed to expand the sense of ownership of the peace accords in Guatemalan society, which is a major cause of the present violence and unrest.

## ***Latest events***

In the first week of August, President Portillo unveiled an ambitious plan to lift millions of Guatemalans out of poverty. Over 200 measures in 11 areas such as health, education and housing are to be implemented at a cost of more than USD 8 billion over a five year period. One of the aims of the plan is to reduce the rate of illiteracy from 33% to 20 % in a five year period, as well as to extend the health coverage to 80% in rural areas.

## ***Red Cross/Red Crescent action***

All Federation activities in Guatemala are well co-ordinated and receive support either multilaterally through the Federation Secretariat or bilaterally. There is a close relationship between the Federation and the PNSs, particularly in the area of institutional development. Following changes of personnel in key positions in the management structure, the Federation has reinforced functional co-operation with the Guatemalan Red Cross (GRC) with a view to enhancing capacity building.

There is good co-ordination as regards Federation and PNS activities. The Spanish Red Cross is working in the area of Izabal on projects with demobilised soldiers. The American Red Cross is working on a water and sanitation project in the area of Jalapa and Chiquimula (Mitch affected areas), while the Netherlands Red Cross is working with the Mitch affected population in Coban and Peten.

### ***Human Development •***

The Human Development programme has been implemented in seven different branches: Coban, El Palmar, Coatepeque, Quezaltenango, San Marcos and Tecun Uman in some of the least accessible and remote communities where there are no medical services whatsoever. The project is implemented in 123 communities and has 64,321 beneficiaries. During the reporting period a totality of 640 hours of training and 100 hours of practice were given to 230 traditional birth attendants and 308 health promoters in the communities. Training in garbage disposal and preventive health were given to local development committees and training in preventive health was provided to female heads of households.

The project is supporting the Ministry of Health in their vaccination programme. The support given by this project has enabled a wider coverage of vaccination of children from 0 to 5 years old and control of pregnant women. Further activities include the setting up of mobile health teams, health education and the setting up of basic community health units and pharmacies. In July, an evaluation workshop was organised in collaboration with the American Red Cross. The aim of the workshop was to ensure better co-ordination between the branches and a more coherent programme with clear objectives which facilitate assessment of the programme's impact on the communities. As anticipated, the main conclusions of the workshop confirmed the need for standardisation, but emphasised that the initial objectives of the programme remain valid. Other conclusions include the need for a general evaluation tool, the fact that there are delays in providing trained midwives with a basic health kit and that suitable vehicles are required.

The Federation is concerned that the human development programme may not sufficiently take into account Guatemala's cultural diversity and build upon local values and local knowledge. The midwife programme, for example, builds upon traditions that are present only in some parts of Guatemala. Nevertheless, the programme is being implemented in some remote communities whose commitment to the programme is evident through active participation. Since August, the programme has been without a co-ordinator. Once appointed, with support from the Federation, the co-ordinator will work towards strengthening the programme, taking into account the results of the evaluation.

#### ***Disaster Preparedness •***

Each year Guatemala is hit by various disasters -- earthquakes, volcanic eruptions, floods, hurricanes and droughts; disaster preparedness is therefore a priority for the National Society. The effects of Hurricane Mitch in November 1998 clearly showed the necessity for improved systems and better trained volunteer groups. The Society's newly established relief department has drawn up a draft contingency plan and has also developed a special elite relief corps trained to intervene in emergency situations. In July, a Federation disaster preparedness delegate was recruited. Follow up on the microprojects and the committees set up in the communities for disaster prevention, financed by DIPECHO, was undertaken. In September visits were made to the local branches of El Palmar, Coatepeque, San Marcos, Tejutla and Tecun Uman, and to the communities within these areas where local committees have been created. The implementation of the project financed by CIDA and the Canadian Red Cross in 16 communities in the department of Retalhuleu and 28 communities in the department of Guatemala, continued during the quarter.

In September, activities in disaster preparedness community education financed by the American Red Cross were begun in the branches of Santa Cruz de Quiche, Sacapulas, Chiquimula, Jalapa and Escuintla. A workshop for facilitators of the programme took place and a work plan was drawn up in order to begin workshops in the branches in October. Furthermore, as part of the programme financed by CIDA, Canada, 53 workshops took place in 53 communities over the quarter. To give support to community education in disaster preparedness, strategic alliances are made in order to extend the programme to regions where the Guatemala Red Cross does not have local branches. To date, such alliances have been made with Doctors Without Borders (MSF - *Medicos Sin Fronteras*) and with the unity of volunteer work in the University of San Carlos. The information flow between the headquarters and the branches has improved considerably. General guidelines for emergency response and for the setting up of an operational centre for emergencies caused by heavy rainfall in the branches of Tecun Uman, Retalhuleu, Esquintla and Coatepeque were drawn up.

#### ***Health and social welfare •***

The community-based health care programme focuses on four key areas: health care for women, child health, general health including HIV/AIDS STDs prevention and environmental health. Two branches have already signed agreements with the Ministry of Health. MoH/SIAS (Systema Integral de Atencion en Salud) to provide basic health services to a total of 28,800 persons. All other branches are following the same MoH guidelines, but without formal contracts. Social welfare activities are the domain of the ladies' groups. They include assistance to elderly people, capacity building (self help courses for women), a tracing office (in collaboration with the ICRC) and the recruiting of new members. In one of the local branches (Retalhuleu) there is a prison visiting service and there are plans to extend this visitor service nation-wide.

### ***Humanitarian Values •***

Declining public security and growing violence emphasise the importance of working with violence prevention at all levels of society. The Guatemalan Red Cross has an important geographical advantage with representation in 21 regions. On 23 June, the GRC officially launched its '*Adios violencia*' (goodbye to violence) campaign, which will be followed with local violence prevention projects at branch level. The programme is based on a model from the Norwegian Red Cross, but is adapted to the Guatemalan context. In August and September two regional seminars was organised in order to introduce the campaign in all the branches. A red alert because of hurricane Keith resulted in the cancellation of a third workshop, but this will be held at a later date. A workshop for volunteers was also held at the headquarters as well as a cultural event for the employees. The activities at branch level will depend on initiatives and capacities of each branch, but will be supported by the headquarters. After the second branch workshop was held in Quezaltenango, the branch collected more than 10,000 hand prints, symbolising people's stand against violence. Collaboration with UN agencies (UNESCO, UPAZ and MINUGUA) continues. UNESCO has now presented a package of workshops and training that will be offered to the branches.

### ***Institutional Development •***

*Management reorganisation* - Changes in personnel at headquarters were made throughout the quarter. The management team is not yet complete and activities and seminars planned for the team therefore had to be further postponed. The Management Advisory Group which consists of three senior officials from National Societies in the region met in Guatemala in September to discuss GRC strategy.

*Revision of statutes* - In January 2000, a commission was formed consisting of members of the governing board, the Federation, the ICRC and a representative of donor National Societies. A first draft of the Statutes was completed at the end of September. It is planned that workshops will be organised in the branches and in the headquarters in order to ensure a participatory process and input from the different components of the National Society. The final Statutes will be presented at an extraordinary General Assembly at the end of the year.

*Branches* - The branch structure will be addressed in the new Statutes. To respond to the needs of vulnerable groups in the capital, as well as to improve the public image of the Society, there is a need to create a Guatemala City branch. The capacity of the local branches and training offered at a branch vary enormously. To start a capacity building process at branch level, the Federation has supported the GRC in the design of an integrated capacity building programme for all branches. This plan is presented as one of the Federation programmes in the Appeal for 2001 and 2002 and envisages a standardised plan for all branches. Before starting implementation of the plan, there is a need for evaluation of the levels and needs of each branch. The newly contracted training co-ordinator has begun a survey of the branches as a follow up to that carried out in late 1998 which provided a useful database on branch infrastructure, membership, activities, organisation and levels of training.

*Staffing* - Important changes have been made in the management structure of the GRC. The training co-ordinator position was filled in August. A project co-ordinator of Mayan origin is to be appointed and this will be an important step towards integrating representation of the Mayan population in the GRC. The positions of co-ordinator for health, relief and fund raising remain vacant. There is an urgent need to identify a health co-ordinator who can co-ordinate and guide the human development programme in the branches. There is also an urgent need to recruit a relief co-ordinator to ensure the co-ordination of disaster response.

*Finance* - A new financial system was implemented in mid August.

*Youth* - One of the main challenges is to recruit more volunteers to the youth programme. Activities have centred on school brigades. The long-term vision is to develop school programmes in first aid,

health (AIDS/HIV) and peaceful coexistence. Since the end of May, the programme has not benefited from a youth co-ordinator and has therefore not had the anticipated progress.

*Gender* - The new Statutes provide some general guidelines on gender issues. A gender workshop was held in Coban branch in May which can serve as a model for other branches. In addition to presenting the Federation's gender perspective, a plan as to how to integrate a gender perspective at all levels of activity was outlined. In the programme which aims to build peace, workshops on the subject "women and peace" will start in the end of the year, facilitated by UNESCO. The workshop aims at giving women improved self esteem and promoting active participation in the local community. In this workshop it is hoped to incorporate the subject of family planning.

*Fund raising* - It is anticipated that by the end of the year the GRC will have a general fund raising plan.

## ***Outstanding needs***

Given lack of funding for the appeal in the first months of the year, the plan of action and budget were revised. Following the budget revision, coverage of the appeal currently stands at 99 per cent. See annex 1 for details. Additional contributions are required to cover the shortfall for management and co-ordination costs.

## ***External relations - Government/UN/NGOs/Media***

Collaboration with the National Co-ordination Body for Disaster Reduction (CONRED) has been improved. Co-ordination also takes place with the Ministries of Health and Agriculture. Co-ordination with the Ministry of Health and its SIAS (Integrated System of Health Assistance) programme has been particularly successful and, if implemented in all branches, will provide long term sustainability to the human development programme. Relations have been strengthened with UN agencies and NGOs, particularly through the culture of peace programme. Weekly co-ordination meetings are held to discuss activities.

## ***Contributions***

See Annex 1 for details.

## ***Conclusion***

The main focus as regards institutional development has been on the follow up of changes in the management structure in headquarters, although important efforts have been made to strengthen the branches. The main goals of the GRC over recent years have been financial recovery, development of human resources, national coverage and a better public image. Appointment of key persons in the management structure in the headquarters should provide the GRC with the necessary human

resources to achieve these goals. When all the positions are filled, emphasis will be placed on developing a stable working environment. Over the next quarter, it is hoped that it will be possible to concentrate on the development of the branches and implementation of an integrated capacity plan for the branches. Major improvements have been made in the community based disaster preparedness programme which is an important component in the development of local capacities in communities in some of Guatemala's most remote and vulnerable areas.

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		ANNEX 1	
<b><u>BUDGET SUMMARY</u></b>	Ap. 01.18/2000		
PLEDGES IN CASH + KIND + SERVICES			
<b>GUATEMALA</b>			
	<u>Initial Budget</u>	<u>Revised Budget</u>	<u>Variances</u>
<b>RELIEF NEEDS</b>			
Shelter & constructions	82,500		82,500
Clothing & textiles			
Food & seeds			
Water			
Medical & first aid	113,100		113,100
Teaching materials	27,413	19,740	7,673
Utensils & tools			
Other relief supplies			
<b>TOTAL RELIEF NEEDS</b>	223,013	19,740	203,273
<b><u>CAPITAL EQUIPMENT</u></b>			
Vehicles/Motorbikes	506,784	63,000	443,784
Computers & telecom	49,875	22,500	27,375
Office furniture & equipment		39,168	(39,168)
Household furniture & equipment			
Generators & lightning			
Medical equipment			
Other equipment	14,850		14,850
<b><u>PROGRAMME SUPPORT</u></b>			
Programme management	175,332	82,372	92,961
Technical support	52,485	24,658	27,828
Professional services	58,206	27,346	30,860
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	107,340	56,325	51,015
<b><u>PERSONNEL</u></b>			
Expatriate staff	320,925	271,200	49,725
National staff	844,215	391,140	453,075
Training fees		41,100	(41,100)
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>			
Travel & related expenses	16,560	6,810	9,750
Information expenses	65,685	3,135	62,550
Administrative & general expenses	164,940	146,540	18,400
Consultant fees		26,550	(26,550)
<b>TOTAL OPERATIONAL NEEDS</b>	2,377,197	1,201,843	1,175,354
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	2,600,210	1,221,583	1,378,627
<b>LESS AVAILABLE RESOURCES (-)</b>		1,211,133	
<b>NET REQUEST</b>		10,450	

<b>Guatemala</b>						ANNEX 1
<b>APPEAL No. 01.18/2000</b>			<b>PLEDGES RECEIVED</b>			10/24/00
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
<b>CASH</b>						
REQUESTED IN APPEAL CHF ----->				<b>1,221,583</b>		<b>TOTAL COVERAGE</b> <b>99.1%</b>
<b>Balance carried forward from 1999</b>				<b>230,000</b>		
Reallocation of Income				192,186		
SPANISH - RC		45,000,000	ESP	436,005	07/02/99	
SWEDISH - GOVT/RC		350,000	SEK	65,905	03.07.00	CAPACITY BUILDING ACTIVITIES
SWEDISH - GOVT/RC		1,000,000	SEK	188,300	03.07.00	
SUB/TOTAL RECEIVED IN CASH				1,112,396	CHF	91.1%
<b>KIND AND SERVICES (INCLUDING PERSONNEL)</b>						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
Norwegian RC	Delegate(s)			54,045		
Spanish RC	Delegate(s)			35,000		
Swedish RC	Delegate(s)			9,692		
SUB/TOTAL RECEIVED IN KIND/SERVICES				98,737	CHF	8.1%
<b>ADDITIONAL TO APPEAL BUDGET</b>						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	
<b>THE FOLLOWING PROJECTS ARE LINKED TO THIS APPEAL:</b>						
PGT000, PGT506.						