

Appeal 2001-2002

 International Federation
of Red Cross and Red Crescent Societies

Central America (Appeal 01.26/2001)

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In CHF

1. Institutional and Resource Development	715,098
2. Disaster Preparedness	1,015,846
3. Health and Care	1,092,819
4. Humanitarian Values	154,187
5. Regional Cooperation	63,215
6. Regional Coordination and Management	910,243
Total	3,951,408



Introduction

Regional Context

The seven Latin American countries covered by the Guatemala Regional Delegation - Mexico, Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama - face a general situation of poverty, extreme inequality in the distribution of wealth, and little government capacity to cope with the rise of malnutrition and the spread of diseases. Their populations live under the constant threats of natural disasters as witnessed by the most recent devastation of El Niño and Hurricane Mitch. In recent years, several major disasters requiring international assistance have struck the region, including earthquakes (Mexico), floods (Honduras), droughts (Nicaragua), volcanic eruptions (Nicaragua) and hurricanes (Mexico and Central America). These disasters left a trail of destruction, not only taking lives but destroying physical infrastructures and disrupting production in vast areas of these countries. Furthermore, probable changes in the global climate combined with further environmental degradation may well cause the region to become even more disaster prone. Compounding the threat of natural disasters, social violence is on the rise as political stability in countries such as Guatemala, El Salvador and Nicaragua hangs precariously in the balance.

In Nicaragua, El Salvador, Honduras and Guatemala, already precarious social conditions were exacerbated by the devastation of Hurricane Mitch. Communities lacking access to basic services prior to the disaster have slid even further away from securing that basic right. Poverty is one of the main causes of vulnerability

in Central America with some 37% of the population living below the poverty line and 16% in extreme poverty. In countries like Guatemala, more than 70% of households live in poverty.

Unemployment and poor health are also key components of the social vulnerability of the region. Recognizing that sustained economic growth is essential for long-term poverty reduction, many governments in Latin America have focused on policies to stimulate growth and promote economic stability. In addition, increased attention is being paid to human development and targeted poverty reduction programmes which benefit those unlikely to be pulled out of poverty by growth alone.

A number of actors are present in the region, including the ICRC, UN agencies, the World Bank, the Inter American Development Bank and various NGOs. Their involvement ranges from post-conflict initiatives (peace-building, demobilization, social reintegration, reconstruction of civil society) as well as post-disaster rehabilitation (rural health systems and infrastructure rehabilitation) and development activities (financial systems and private sector development, integrated community development), presenting considerable opportunities for building strategic alliances.

National Society Priorities

Due to the varying levels of development of the National Societies of the region - a direct reflection of the political and socio-economic diversity of the countries themselves - there exists a wide range of Red Cross realities and therefore a spectrum of priorities which guide each one in their day-to-day work. These priorities are spelled out in the national development plan of each National Society and form the basis for the regional and country assistance strategies. It should be noted that the four Mitch-affected National Societies are guided by their respective country plans which define Red Cross rehabilitation actions over the next three years within the context of the national development plans.

Commonly shared priorities have, however, been identified and agreed upon in regional fora such as the XVI Interamerican Conference which took place in Santo Domingo in 1999 in which all the Central American societies participated. The *Santo Domingo Declaration* focused on commitments from National Societies in three thematic areas:

- Building strong National Societies, focusing on good governance, disaster preparedness and developing human and financial resources;
- The Red Cross in civil society, including youth initiatives, strategic alliances and community development programming;
- Regional and international cooperation, encompassing dissemination, communication and networks.

Priority Programmes for Federation Assistance

The International Federation's Regional Delegation has been working with the National Societies of Mexico, Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica, Panama, Venezuela, Ecuador, Colombia, Canada and the United States since 1977. In 1997 the delegation moved from Costa Rica to Guatemala in order to reinforce support to the Guatemalan Red Cross in a comprehensive post-conflict rehabilitation process. Following a reorganization of responsibilities in the Americas in August 2000, the National Societies of Ecuador, Venezuela and Colombia are now supported by the Regional Delegation in Buenos Aires.

Following Hurricane Mitch in late 1998, Federation relief operations were set up in the worst-affected countries, and country delegations/offices remain in Guatemala, Honduras, Nicaragua and El Salvador to support the rehabilitation process. Specific support to these three National Societies is covered in separate country appeals.

At the regional level, the Federation will support programmes in the following areas:

Disaster preparedness - The regional disaster preparedness programme encompasses four broad areas: community-based disaster preparedness, strengthening of National Society capacity for disaster response, strengthening of coordination and finally networks and strategic alliances for disaster response and preparedness. All disaster preparedness activities, especially those related to strengthening institutional response capacity, will be carried out in coordination with and supported by the Pan American Disaster Response Unit (PADRU).

Health and care - The regional programme for health and care aims to support the Central American National Societies in the planning, implementation and evaluation of effective health programmes which target vulnerable groups. Three distinct but inter-linked projects will be supported: *Golfo de Fonseca* community development; community health and IMCI; and HIV/AIDS youth peer education.

Humanitarian values - In line with *Strategy 2010*, the Federation is seeking a more proactive role in promoting humanitarian values and the Fundamental Principles, supporting the development of programmes that influence behaviour in the community. In 2001-2, the focus will be on strengthening Red Cross school brigades, thereby promoting the participation of young people in humanitarian activities, and on piloting peace-building projects as part of community-based disaster preparedness initiatives.

Institutional and resource development - The regional programme for institutional and resource development aims to strengthen the capacity of the national Red Cross societies to carry out their mandate in humanitarian relief, rehabilitation and development programmes. It focuses on five key areas: governance and management; strategy and programme development; human resource development; financial resource development; and communications and information.

Regional cooperation - This programme aims to strengthen existing cooperation and to develop new partnerships and networks across the region, in order to provide mutual support in relief and development. Three areas have been identified as priorities: regional recruitment of delegates; National Society cooperation; and promotion of strategic alliances.

Coordination and management - The regional delegation is responsible for the management of all Federation programming in Central America, including all aspects of strategic and operational planning, finance, administration, human resource management and donor relations. From January 2001, financial management and reporting in the region will be strengthened with the establishment of a regional finance unit in Guatemala City covering Central America and the Caribbean, while a regional reporting delegate will cover the Central American programmes.

1. Institutional and Resource Development

Background and progress to date

Due to the varying levels of development of the National Societies in Central America - a direct reflection of the political and socio-economic diversity of the countries themselves - there exists a wide range of Red Cross realities and therefore a spectrum of priorities which guide each one in their day-to-day work. These priorities are spelled out in the national development plan of each Society and form the basis for the country assistance strategies and of the Federation's collaboration in the respective countries. It should be noted that the four Mitch-affected National Societies are guided by their respective country plans which define Red Cross rehabilitation actions over the next years within the context of the national development plans.

Commonly shared priorities have, however, been identified and agreed upon in regional fora such as the XVI Interamerican Conference which took place in Santo Domingo in 1999 in which the 12 National Societies of the region participated. The *Santo Domingo Declaration* focused on commitments from National Societies in three thematic areas: building strong National Societies, focusing on good governance, disaster preparedness and developing human and financial resources; the Red Cross in civil society, including youth initiatives, strategic alliances and community development programming; and regional and international affairs, encompassing dissemination and communication, networks and issues relevant to the International Conference 1999. This declaration along with an in-depth analysis of the study on the "*Future Role of the Red Cross in Latin America and the Caribbean*", has led to the enhancement of the regional strategy which is in accordance with the priorities laid forth in the Federation's *Strategy 2010*. Currently, a comprehensive regional plan of action is being drawn up, for which the Federation's regional delegation is tasked with facilitating and supporting the National Societies in its follow-up and accomplishment.

A structured medium term institutional and resource development programme was piloted in Guatemala from early 1998 onwards as part of the "tripartite" project. In addition, country-based institutional development projects are ongoing in Honduras, Nicaragua, Guatemala and El Salvador as part of the rehabilitation programmes following Hurricane Mitch. The many lessons learned in the region over the last years will allow the Federation to use a hands-on approach and develop functional models which can be duplicated or adapted across the region with the support of PNS. Country-based and regional institutional and resource development delegates will work together as a team, sharing experiences and strategies across the region.

Collaboration with the ICRC in the area of institutional and resource development has been stepped up significantly in recent months, and a number of joint workshops have been organized for National Society governance and management at both headquarters and branch level. For the next period a joint plan of action in this area will be developed.

The regional programme for institutional development and resource development aims to strengthen the capacity of the National Red Cross Societies of the region to carry out their mandate in humanitarian relief, rehabilitation and development programmes. It focuses on the following five key areas:

- Governance and management
- Strategy and programme development
- Human resource development
- Financial resource development
- Communication and information.

The starting points for the programme are two key Federation documents: *Strategy 2010*, and *the Characteristics of a well-functioning National Society*. In addition, it builds on existing policies and guidelines, as well as practices and examples from this and other regions.

It should be noted that this programme intends to promote organizational change in many aspects, with the Federation delegation acting as a catalyst and coordinator of the change process. The corresponding budget covers only part of the costs for implementation of activities that will or may be proposed. It is expected that PNS present in the region will make a substantial contribution to the institutional development of the Societies in the region, both through technical cooperation and financial support to the proposed programmes, projects and activities.

The programme assumes a 2+2 year commitment to capacity building in the region. The first two years will see a consolidation of existing institutional and resource development activities - especially in the “Mitch” countries - as well as the start-up of new initiatives. This phase requires a higher level of investment both in financial terms and human resources. It is recognized, however, that organizational change processes may take longer to complete, and the third and fourth year will therefore focus mainly on continued follow-up and support. It is estimated that this phase will require the continued presence of two institutional and resource delegates in Central America.

At the regional level the programme will be implemented by a regional institutional development delegate and a regional information/communication delegate, based in Guatemala City. In addition, a regional youth consultant will be based in Honduras. Country-based institutional and resource development delegates will implement specific national programmes in Honduras, Nicaragua, Guatemala and El Salvador, and will take on more regional roles in their specific areas of expertise (e.g. legal base issues, gender, administration). It is expected that the number of institutional and resource development delegates in the region will be reduced significantly over the lifetime of the programme.

Regular coordination meetings will be held, to which institutional and resource development delegates from other PNS will be invited wherever feasible.

Given the nature of the programme there will be a clear need for regular consultation and coordination with all partners involved - National Society headquarters and branches, staff and volunteers, Participating National Societies, the ICRC and other non-Red Cross partners. The Federation’s regional delegation will provide technical support where necessary.

Several PNS have expressed a keen interest in becoming more involved in a regional institutional and resource development programme at a technical level, providing not only funding but also technical expertise. Such partnerships - which could include technical visits, exchange, participation in events, short term consultancies - would certainly be welcomed by the regional delegation as a way towards “working together effectively”.

Goal To promote well-functioning National Societies that can mobilize support and carry out their humanitarian mission, contributing to the building of civil society.

Objectives and Activities planned

Objective 1 To support and strengthen National Society governance and management. A number of National Societies in the region have indicated the need to update their Statutes and/or internal regulations. Support to revision of Statutes will be closely coordinated with the ICRC and will be based on the “Statutes Guidelines” document. Where needed, Societies will be supported in obtaining special tax exemptions and similar fiscal facilities.

Creation, review or updating of national development plans will be promoted as one of the key objectives in strategic planning. Where possible, development of such plans will be based on a thorough understanding of the external context through vulnerability and capacity analysis. The UNDP’s human development reports will be promoted as a tool for understanding trends and issues in each country. The internal National Society context will be analysed through structured application of existing institutional development tools such as CAPI ¹, SWOT² analysis, ACT³ analysis. Special attention will be given to branch development as a key element of the national development plan.

¹ *Customised Assessment and Performance Indicators, version 2 - Federation*

² *Analysis of Strengths, Weaknesses, Opportunities and Threats - general ID tool*

Gender issues will be addressed as part of a regional action plan which will focus on analysis and awareness raising in the first stage, followed by concrete activities aimed at programming and human resources. A plan of action is being drawn up.

Clarification of the division of roles and responsibilities between governance and management will be addressed in a series of workshops at both headquarters and branch level, in coordination with the ICRC.

The work to set up a regional capacity building fund to support National Society institutional development initiatives will continue. The fund will be jointly managed by the Central American Societies, PNS and Federation representatives. Peer review will be a key element in the approval of project proposals.

In order to strengthen management practices and systems across the region, much emphasis will be placed on training and technical support in the area of planning and budgeting, as well as monitoring and evaluation. Best practices across the region or elsewhere will be promoted through case studies and regional exchange.

Those Societies wishing to strengthen their financial and administrative management will be encouraged to enlist the support of a reputable consultancy/audit firm. Yearly external financial audits will be encouraged as a standard tool for improving transparency and donor confidence in general, as well as providing a solid basis for financial planning, including resource development.

Administration of programmes and projects will be enhanced through training and technical support, with a focus on the logical framework as a principal tool. A standardized project administration database will be developed, and its implementation encouraged.

Activities to achieve objective 1:

- Revision of Statutes and legal base/internal regulations: technical visits, participatory workshops, external consultancies, support to general assemblies, documentation of best practices/ case studies.
- Review of National Society capacity and performance: translation, adaptation and application of CAPI 2, data collection and analysis, regional sharing of results; gender analysis.
- Vulnerability and capacity assessment: translation and adaptation of documents and guidelines, design and implementation in pilot countries, national and branch workshops, data collection and analysis, regional sharing of results; training in human development issues.
- National development plans: technical visits and support, national workshops, consultancies, definition of mission statements and long term visions.
- Branch development: participatory diagnostic survey of branches, including SWOT⁴ analysis, leading to branch profiles and plans.
- Clarification of roles: workshops on governance and management, exchange visits.
- Financial management: technical visits, facilitate external audits/consultancies.
- Regional capacity building fund: partner meetings, establish criteria and set up fund, develop mechanisms for project submission and peer review.
- Strengthening management: management training course, exchange visits, consultancies.
- Planning and budgeting: training and technical support, consultancies.
- Financial reporting: workshops and training.
- Project administration: logical framework training, design and implementation of projects database.

Objective 2 To promote integrated strategy and programme development. The Federation's *Strategy 2010* will be the key instrument for achieving focused programme development in the four essential areas of promotion of humanitarian values, disaster preparedness, disaster response and health and care in the community. Existing Federation strategies, policies and guidelines will be promoted through dissemination and training at all levels.

A long term vision for the Federation's role and presence in the region will be developed in consultation with all partners, and will become the basis for future regional and country assistance strategies. Realistic country assistance strategies will be developed/updated for all countries in the region, leading to common

³ *Analysis of Ability to Change and Transform, e.g. As applied by Price Waterhouse Coopers*

⁴ *Strengths, Weaknesses, Opportunities, Threats*

objectives, criteria and methodologies, firmly based on National Society development plans. The next generation of country assistance strategies will seek the inclusion of ICRC and PNS at an early stage (please see the regional coordination and management programme for further details).

Community-based methodologies will be further developed, and technical support will be sought on a regular basis from other organisations working in similar fields.

In order to systematize monitoring and compliance, evaluation and continuous assessment of all programmes in relief and development will be promoted. Clear indicators will be developed for process, output and impact. In order to maximise institutional learning, external reviews and evaluations will adopt participatory methodologies where possible. Mechanisms for peer review will be developed and supported, and best practices shared between National Societies.

Activities to achieve objective 2:

- *Strategy 2010*: dissemination and discussion workshops, inclusion of modules in all training events.
- Federation policies: dissemination of policies and supporting training materials.
- Integration of programmes: joint institutional development/resource development/disaster preparedness/health activities, develop common selection criteria for target communities.
- Methodologies review: local, national and regional meetings with external input, external peer review.
- Evaluation and performance assessment: develop indicators for all programmes, promote participatory evaluations and reviews (both internal and external).
- Peer review: promote mutual support in review and evaluation, best practices.
- Planning: promote logical framework training.

Objective 3 To promote human resource development and volunteering. Effective human resource management has been identified as one of the main challenges for the National Societies of the region. With volunteer numbers dwindling and professional staff increasingly difficult to attract and retain, it is essential that the Societies develop new ways of strengthening one of its fundamental pillars.

Assisting the National Societies in development of human resource management policies will be addressed as a priority, based on existing Federation guidelines and best practices from both within the Movement as well as outside. These would include staff and volunteer selection, training, follow-up, evaluation, systems and procedures and benefits including insurance. Special attention will be paid to developing policies and practices relating to gender issues in human resource management.

Standardized volunteer and staff databases will be developed and implemented, and will be used as a management information tool and for analysis purposes, including gender analysis.

Second level training events will be held in the region, drawing on existing Federation courses such as "From Principles to Action", "Working with Counterparts", "Institutional Development" and leadership training. They will be offered to key National Society staff and delegates from PNS and the Federation. The possibility of integrating various training components into a certified course - in collaboration with a regional university or business school - will be investigated.

The International Year of Volunteers 2001 (IYV2001) provides the Movement with a unique opportunity to raise awareness and address critical issues regarding volunteering. A volunteer review will be conducted in the region. National Societies will be encouraged to participate actively in the national IYV2001 committee in each country, and to promote volunteerism in general. A regional volunteer conference will be held, with participation from the Red Cross and other organizations with a strong volunteer base.

Three projects concerning youth will continue to be supported. They include school brigades and youth leadership, youth and disaster preparedness and HIV/AIDS youth peer education. They are described in more detail under the regional programmes for humanitarian values, disaster preparedness, and health respectively.

Activities to achieve objective 3:

- Policies development: promote human resource departments and best practices, training workshop, technical support, consultancies.

- Database: design and implementation of databases, data input and analysis.
- Training courses: develop regional training courses, including institutional and resource development, 'Principles to Action', leadership and counterparts training.
- Training plans: support the development of national training plans through technical support and consultancies.
- Volunteer review: conduct regional volunteer review.
- IYV2001: National Society participation in national committees, joint planning.
- Regional volunteer conference: preparation and organization of regional volunteer conference, including Red Cross and non-Red Cross organizations, presentation of volunteer review and debates.

Objective 4 To promote financial resource development. Although sound financial resource development is widely acknowledged as key to National Society development as a whole, and to sustainability and independence in particular, so far only two National Societies in the region (Mexico and Panama) have managed to develop successful models in this particular area. The other National Societies the region rely heavily on either government subsidies or donor support, or do not rise above subsistence levels, especially in the branches.

The regional delegation has been organizing exchanges of experience through the regional forum on resource development and communications, promoting the adaptation of successful models from Panama and Mexico to other National Societies. In addition, a guide for the use of the emblem in both relief and commercial situations has been developed.

During the period 2001-2002, the programme will focus on promoting the Red Cross at both the national and regional levels, focusing on strategic alliances with the private sector. A regional resource development manual will be produced, adapted from existing material, and training workshops will be directed at National Society fund-raisers and/or finance directors, using both external facilitators and staff from Mexican or Panama Red Cross. The marketing commission and the regional forum will continue during this period.

It is expected that experienced facilitators from PNS can be brought in for short periods at a time, working directly with the Central American National Societies to establish realistic plans of action and providing technical support and follow-up.

Activities to achieve objective 4:

- Detailed analysis of resource development needs and potential: short consultancies, leading to clear action plan.
- Drafting of a regional resource development manual, based on existing Federation manuals: production, distribution, and training workshops.
- Regional Red Cross marketing commission: technical meetings and exchange.
- Regional forum on resource development and communication.
- Strategic alliances: market surveys and consultancies.

Objective 5 To strengthen National Society capacity in communication and information

Effective communication and information both at an internal Red Cross level (headquarters, branches, staff, volunteers) and externally (authorities, media, general public, donors, partner organizations) is increasingly being recognized as a prerequisite for successful institutional and resource development. The regional delegation will consolidate and further develop ongoing projects in this area.

The long distance education project for Red Cross communicators (LDEP) is currently training 300 students in Panama, El Salvador, Nicaragua and Costa Rica, covering almost 80% of Red Cross branches in those four countries. The course addresses fundamental themes in communication and information in a Red Cross context. It is based on an interactive CD-ROM and/or long-distance tutorials combined with workshops and regular assessments. In 2001 the regional delegation will extend the project to include Guatemala and Mexico.

A new pilot project for capacity building in communication intends to promote a more integrated approach to communications (coordinating aspects of information, dissemination, public relations and fund-raising) in four National Societies of the region (Panama, Nicaragua, Costa Rica and Mexico). The project aims to

strengthen communications departments and work towards clear National Society strategies on information and communication. It will also create a network of communicators at branch, national and regional levels.

A special project on disaster preparedness, media and web site will enhance National Society capacity to address specific communications issues in disaster situations. The project is described in more detail under the regional disaster preparedness programme, however it is closely linked to the regional institutional and resource development programme. It will be supervised by the regional information delegate.

The regional delegation's web site will be further developed, hosting National Society web pages as well as a virtual library. Information will be updated regularly - in case of a disaster usually on a daily basis.

Activities to achieve objective 5:

- Long distance education project: expand to two more National Societies, revise/update materials, evaluate.
- Communication capacity building: strengthen National Society departments, training workshops, regular exchange.
- Communicators' network: establish, support and consolidate.
- Virtual library and web site: expand, develop and maintain.

Expected results

- National Society governance and management will be strengthened, with programmes increasingly based on realistic plans and budgets.
- More focused and integrated programme development, in accordance with *Strategy 2010*.
- Human resource management will be improved at both national and international levels and volunteerism will be increasingly promoted as fundamental pillar of the Red Cross Movement and civil society.
- Well planned financial resource development will be established as a core activity in each National Society, enhancing sustainability and independence.
- National Society communication and information departments will be strengthened, with clear strategies and adequate policies and tools.

Indicators

- National Society Statutes, rules and regulations updated / formally approved.
- Number of CAPI 2 analyses carried out and being followed up.
- Vulnerability and capacity assessment documents adapted/piloted/analysed.
- Number of national development plans being revised/developed/approved/implemented.
- Branch surveys conducted, branch profiles established.
- Number of workshops held, number of participants, evaluation outcome.
- National Society human resource management policies, databases, training plans developed, handbook translated.
- Training courses held, number of participants, evaluation outcome.
- IYV2001 committees formed, activities ongoing, volunteer review and conference held.
- Resource development manual developed, review conducted and plan of action established.
- Long distance education project enrolment, workshops held, number trained.
- Virtual web site active, number of users, number of downloads, number of messages posted.
- Agreed work plans, budgets, reports.

Critical Assumptions

- The programme is funded fully over the two-year period, and funds are available on a timely basis.
- Institutional development delegates are made available to the programme at regional and country levels.
- The leadership and management of the National Societies of the region (at headquarters and branch level) continue to fully support the objectives of the programme, and are willing to dedicate sufficient time, energy and human resources to it.
- Participating National Societies fully support the programme objectives, and take an active part in the discussion, design and implementation of programme activities.
- In order to enhance the impact of the programme, Participating National Societies are willing to negotiate technical and financial support for areas/branches not directly covered by this proposal.

- The National Societies of the region are able to attract qualified staff and volunteers to implement the programme.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Programme progress will be monitored against defined indicators at regular intervals.
- Regular progress meetings will be held between the region's National Societies, Participating National Societies and the Federation at both national and regional levels, usually as part of regional institutional development meetings.
- The programme will be evaluated internally on a yearly basis.
- A full external evaluation will be organized before the end of the programme.
- External consultancies will be used to evaluate progress on programme components.

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2. Disaster Preparedness

Background and progress to date

The countries which make up the Central American region are heavily affected by natural phenomena, including hurricanes, tropical storms, flooding, landslides, volcanoes and seismic activity. The region is located in one of the most active seismic zones in the world and contains 80 active volcanoes. As illustrated all too clearly by Hurricane Mitch, the region faces the possibility of being hit by devastating hurricanes and tropical storms - the Caribbean coast of Nicaragua and Honduras is among the most affected with a 36 per cent probability of being penetrated. In addition, the damage caused by flooding and landslides increases each year as populations, deforestation and land use expand.

While in recent years the armed conflicts that affected the region throughout the 1980s have largely abated, many of the underlying causes of social conflict remain unresolved. Much of the region continues to be characterized by a high incidence of poverty, poor health, under-employment and illiteracy. These factors in turn increase the vulnerability experienced by much of the region's population.

Within this context, the Federation's regional disaster preparedness programme attempts to respond in a coherent and integrated manner to the capacity building needs of the National Societies of the region, focusing on the key areas identified in *Strategy 2010*. Particular attention is given to community disaster preparedness and National Society capacity building. Important progress has been achieved by the Federation in these areas in recent years. Community-based disaster preparedness programming has been supported by the Federation's regional and country delegations throughout the region and has contributed to the preparation of thousands of community members in basic disaster preparedness and response and the development of a core of community facilitators in each country. Regional and national intervention team development has proceeded apace with the regional intervention team structure demonstrating effectiveness in regional response. In May 2000 a major disaster preparedness conference in Tegucigalpa laid the foundation for improved coordination and systematization of disaster preparedness programming in the region.

The regional disaster preparedness programme encompasses four broad activity or project areas: community based disaster preparedness (CBDP), strengthening of National Society capacity for disaster response, strengthening of coordination and finally networks and strategic alliances for disaster response and preparedness. Taken together these provide the basis for an integrated programme of disaster preparedness.

The regional disaster preparedness programme has been developed in strategic coordination with the country disaster preparedness programmes. On a regional level it is designed to support and strengthen the work of National Societies through complementary regional activities. In some cases these are activities that provide for the development of new programme areas, as in the case of proposed pilot projects, while in others they will provide a regional integration for national efforts, as in the case, for example, of regional workshops and coordination and support to national training initiatives.

All activities in the disaster preparedness programme and particularly those related to strengthening the capacity of National Societies and the regional response capacity will be carried in coordination with and supported by the new Pan American Disaster Response Unit (PADRU). PADRU will also be available to provide support to the regional delegation and Central American National Societies in times of disaster, with specific expertise in the fields of relief, logistics, telecommunications, and water and sanitation.

Goal To strengthen the capacities of the National Societies in all areas of disaster preparedness and response including support to their efforts in community-based disaster preparedness and provision of a coherent and integrated framework of disaster preparedness in the region.

Objectives and Activities planned

Objective 1 To strengthen the community-based disaster preparedness programme and the role of National Societies in preparing communities to play an active role in preparation for, response to and mitigation of disasters. Community-based disaster preparedness projects continue to be a central component of the regional disaster preparedness strategy. These provide communities with essential awareness building and training in disaster preparedness and the opportunity to form organizational structures and plans for local response and preparedness.

In 2001-2, the regional programme will support the ongoing delivery of existing CBDP projects, both expanding the area of coverage and strengthening these programmes. Particular focus will be given to enhancing the ongoing contact between National Society branches and participating communities, promoting a longer term relationship and an integrated preparedness and response strategy.

In addition to the existing training workshops, additional themes and methodologies will be incorporated into the programme. For example, in response to needs identified at the disaster preparedness conference in Tegucigalpa (May 2000), the regional health in disasters conference in Antigua (June 2000) and the ongoing work of the follow-up committee to the Tegucigalpa conference, a psycho-social support project will be piloted. It will seek to raise the awareness and preparedness of communities in this critical area, providing basic tools for confronting the psycho-social effects of natural disasters. Community peace-building initiatives will also be piloted in conjunction with this programme (please see the regional humanitarian values programme for further details).

Activities planned to achieve objective 1:

- Implement CBDP activities in selected areas throughout the Central American region, including: training of facilitators, conducting community workshops, establishing micro-projects and follow-up.
- Review of the educational materials currently employed with a view to production of a revised fourth edition should it be necessary.
- Support the initial development of a regional CBDP network.
- Supplementary training and monitoring will be provided for CBDP facilitators in disaster preparedness/response themes and in community follow up methodologies.
- The technical content of the CBDP programme will be enhanced with the inclusion of additional themes such as water and sanitation.
- Community-based disaster response brigades will be developed in pilot communities to support the community-based disaster committees.
- Methodologies will be reviewed and the incorporation of new community approaches will be promoted.
- A national coordinator will be employed to carry out a pilot project in psycho-social support.

Objective 2 To increase the capacity of National Societies to prepare for and respond to local, national and regional disasters.

At the heart of the relationship between the Federation's essential areas of disaster preparedness and disaster response are activities designed to strengthen the response capacity of National Society relief and emergency structures. The Federation's regional strategy to assist National Societies in the development of interdisciplinary national intervention teams and to simultaneously develop regional intervention teams (RITs) for regional responses will be actively pursued. The national intervention team training is designed to prepare volunteers to respond under the auspices of their National Societies and to serve as an initial identification of potential RIT members. The regional programme will also include training on the Better Programming Initiative (BPI) methodology for planning and analysing aid programming in countries emerging from conflict or affected by high levels of social violence.

Activities planned to achieve objective 2:

- In coordination with the Pan American Disaster Response Unit, conduct capacity assessments in four of the most vulnerable countries in the region.
- Provide training for national intervention teams.
- Provide training in preparation of national contingency and emergency plans.
- Support the compilation and distribution of national plans.
- Provide planning and training support for the Panamanian Red Cross in relation to an anticipated increase in refugees from Colombia and in coordination with other affected National Societies.

- Provide a minimal amount of basic relief and response materials for each National Society based on an analysis of needs and capacity both nationally and regionally.
- Provide training on the BPI methodology and programme analysis support to National Society and expatriate programme managers.

Objective 3 To consolidate and strengthen the regional disaster response network in coordination with the Pan American Disaster Response Unit (PADRU). The regional and national intervention teams are the basis of the national and regional response capacity. With the support of the regional network, the Federation is able to respond rapidly and effectively to disasters which surpass the capacity of an individual National Society. The effectiveness of these teams has been amply demonstrated in the response to the Venezuela floods and more recently in Belize during Hurricane Keith. Regionally, the teams are composed of selected disaster response personnel who have received the regional disaster response training and who have been put at the disposition of the Federation by their respective National Societies.

All training for response conducted by the Federation will incorporate and be coordinated with PADRU in order to allow maximum integration of PADRU with regional and national intervention strategies and capacities. PADRU delegates will be used as important resources in the preparation of these teams and will in turn rely on these teams for liaison and coordination with National Societies during major disaster response operations.

Activities planned to achieve objective 3:

- Regional intervention team (RIT) workshops. In order to prepare additional team members and maintain an appropriate level of preparedness, regional training of new members will be conducted.
- Specialized technical workshops. In addition to these basic regional and national workshops, specialized training will be provided at both the regional and national levels in areas such as the Sphere Project, water and sanitation, logistics, damage evaluation, telecommunications. Once again, these will be coordinated with PADRU in order to maximize resources and impact.
- RIT planning workshop and strengthening of the system of RIT coordination and activation. In addition to the above training, the response network and capacity will be strengthened.
- Development and maintenance of a database of all regional and national disaster relief delegates.
- Development of additional mechanisms (such as prearranged visa, financial, contractual or travel provisions) to increase speed and effectiveness of RIT response.

Objective 4 To enhance the integration and coordination of disaster preparedness activities among the components of the Movement and with external actors and project the Federation's strategies and expertise within the region.

In the aftermath of Hurricane Mitch and as part of ongoing efforts to be better prepared for future events of this magnitude, the critical role of the Federation in providing coordination and coherence to the many activities carried out by the Movement can not be over emphasized. The Federation is uniquely placed to facilitate the development of a strategic vision for the components of the Movement and to ensure that the needs and objectives of the National Societies are well articulated and understood.

In addition, the Federation should play a part in the development of interagency strategies and collaboration within the disaster preparedness field including, significantly, the coordination with national emergency committees and their strategies and plans. These initiatives should, where possible, also include enhanced advocacy efforts.

Activities planned to achieve objective 4:

- Regional disaster preparedness delegate meetings designed to share information and ensure a coordinated strategy and approach both within the disaster preparedness team and with other sectors.
- Field visits to National Societies and national projects.
- Continued coordination of the follow-up committee to the 1999 Tegucigalpa conference.
- Coordination with other regional actors through ongoing communication and participation in regional fora.
- Participation in regional and international disaster response and preparedness fora.

Expected results

- Targeted communities will be better prepared and less vulnerable to disasters.

- 75% of participating communities will have active emergency committees.
- Increased links and regular contact between targeted communities and National Societies.
- Each National Society will have access to a local trainer of CBDP community facilitators.
- Revised and updated CBDP educational materials will be available.
- Pilot project in psycho-social support will have been implemented in two countries.
- Micro-projects in disaster mitigation will be completed.
- 50% of participating communities and individual families will have taken additional steps to enhance preparedness.
- Community emergency brigades will be established in participating pilot communities.
- All National Societies will have updated and distributed contingency and emergency plans.
- An enhanced assessment of the capacities of National Societies in disaster response will have been carried out.
- Targeted National Societies will have additional access to minimum emergency supplies and response equipment.
- RIT training will have been implemented in coordination with PADRU and a minimum of 25 new RIT members will have been trained within targeted specified technical areas.
- A minimum of 25 RIT members will have received additional upper level training.
- Federation/NS programmes will be better designed and implemented to deal with ongoing, underlying or structural violence in communities recovering from conflict.
- The regional intervention team network will have been strengthened with an updated database and activation plans and procedures.
- Well articulated national and regional disaster preparedness strategies will have been developed.
- Closer coordination and communication among National Society, Federation and PNS and increased coordination with national and regional disaster institutions.
- A database of disaster preparedness activities and projects in the region will have been established and regularly updated.
- Greater understanding of Federation role in disaster preparedness on the part of other institutions.

Indicators

- Number of community workshops conducted.
- Number of community emergency committees with regular meetings and with updated and distributed emergency plans.
- Frequent contact between National Society and beneficiary communities.
- Community and family projects undertaken to reduce risk and improved community response to emergency situation.
- Revised educational material being used.
- Presence of national facilitator trainers in each National Society.
- Completion of community selected micro-projects.
- Delivery and evaluation of pilot project workshops in psycho-social support.
- Improved level of technical expertise among community facilitators.
- 4 BPI workshops will have been held and 30 NS and expatriate staff trained in the use of the methodology.
- Increased intervention efficiency and effectiveness at national level.
- Written capacity assessments of targeted National Societies.
- Revised, distributed and accessible contingency and emergency plans.
- Basic relief and response materials available and accessible in each National Society.
- Increased expertise and technical balance among regional intervention teams.
- Number of prepared and available regional intervention team members.
- Increased intervention efficiency and effectiveness at regional level.
- Existence of agreements and procedures for rapid movement of regional intervention team members.
- Successful operational coordination with PADRU, National Societies and government authorities.
- Regional disaster preparedness meetings held.
- Regional and national disaster preparedness strategies articulated.
- Functioning disaster preparedness follow-up committees in each National Society.
- Participation in regional and international conferences and fora.
- New or renewed agreements and sharing of information with regional institutions.
- Database of regional disaster preparedness activities.

Critical assumptions

- The programme is funded fully and funds are available on a timely basis.
- The leadership and management of the National Societies of the region (at headquarters and branch level) continue to fully support the objectives of the programme, and are willing to dedicate sufficient time, energy and human resources to it.
- Participating National Societies fully support the programme objectives, and take an active part in the discussion, design and implementation of programme activities.
- The National Societies of the region are able to attract qualified staff and volunteers to implement the programme.
- Continued presence of national delegations and national disaster preparedness delegates in 2-3 countries.
- Further development and formalization of the Pan American Disaster Response Unit.
- Willingness of governmental institutions and NGO actors to coordinate and collaborate with Red Cross programmes.
- Sufficient external resources in the event of major disasters to allow disaster preparedness programming to continue.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Programme progress will be monitored against defined indicators at regular intervals.
- Regular progress meetings will be held between National Societies, Participating National Societies and the Federation at both national and regional levels.
- The various projects included in the programme will be evaluated internally on a yearly basis involving all relevant partners.
- Regular written and financial reports will be produced.
- Field visits to targeted communities will be conducted on a regular basis.
- A full external evaluation will be organized before the end of the programme
- External consultancies will be used to evaluate progress on programme components.

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3. Health and Care

Background and progress to date

The seven Latin American countries included in the region - Mexico, Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama - face a general situation of poverty, extreme inequality in the distribution of wealth, and little government capacity to cope with the rise of malnutrition and the spread of diseases.

The National Societies of the region have a long tradition in provision of health services. The focus has almost exclusively been on pre-hospital and ambulance services, clinics, and blood banks, but sustainability and quality control have become an issue in recent years. As an alternative to traditional programming, some Societies have now started pilot projects in community-based health care. A number of projects - developed with support from the Federation - such as the human development project in Guatemala and the Golfo de Fonseca regional project, are linking community health with branch development and/or disaster preparedness, in line with *Strategy 2010*.

In addition, the regional delegation has been actively promoting strengthening of National Society health departments, setting up a regional health network (with sub-regional networks in first aid, HIV/AIDS, blood) as well as organizing regular technical workshops and meetings.

The regional programme for health and care in the community aims to support the Central American National Societies in the planning, implementation and evaluation of effective health programmes which target vulnerable groups. It focuses on the following key areas which have been identified as priorities:

- Mother and child health
- HIV/AIDS
- Basic water and sanitation
- Vector transmitted diseases
- Health in disasters and emergencies.

(Note: The promotion of voluntary blood donation will be another key priority. The relevant objectives, plan of action and budget for the whole of this region are included in the South America regional health programme, as it forms part of a pan-regional approach.)

The programme aims at addressing these issues through three distinct but inter-linked projects, which will be outlined in more detail below:

1. Golfo de Fonseca
2. Community health and integrated management of childhood illnesses (IMCI)
3. HIV/AIDS youth peer education

The starting point for the programme is based on two key Federation documents: *Strategy 2010* and the regional assistance strategy. In addition, it builds on existing policies and guidelines, as well as practices and examples from this and other regions. It should be stressed that the health programme is also closely linked to other regional programmes, most notably the regional disaster preparedness programme.

The programme assumes a 2+2 year commitment to capacity building in the region. The first two years will see a consolidation of existing health activities - especially in the “Mitch” countries - as well as the start-up of new initiatives. In general, the National Societies of the region have developed only limited links or partnerships outside the Red Cross Movement. The regional programme will promote strengthening of existing and development of new partnerships as a means of ensuring a broader base in civil society, sustainability, learning and knowledge sharing. In addition, this will allow the Societies to take a more proactive role in the advocacy of humanitarian principles, and standards in relief and development.

The main non-Red Cross partner in health is the World Health Organisation (WHO)/Pan American Health Organisation (PAHO). Its global IMCI initiative has been actively promoted by the American Red Cross, and several multilateral memoranda of understanding have now been signed.

The regional delegation aims to promote strategic alliances with a variety of institutional partners, including WHO/PAHO, UNDP and OCHA, as well as with the international donor community (IADB, EU, embassies). In order to enhance learning in all its aspects, closer relationships with universities will be established and training opportunities outside the traditional Red Cross workshops will be actively sought. Stronger relationships with NGOs acting in similar fields will also be forged.

The Golfo de Fonseca project will be managed by a project manager based in El Salvador. The Federation's health delegate in Nicaragua will provide additional technical support where needed. The regional youth adviser, based in Honduras, will be responsible for the HIV/AIDS youth peer education project, in close coordination with the National Society directors for youth and health. All other activities will be coordinated and/or supported by the Federation's regional health delegate, in close collaboration with the regional health network.

Given the nature of the project there will be a clear need for regular consultation and coordination with all partners involved - National Society headquarters and branches, staff and volunteers, Participating National Societies, ICRC and other non-Red Cross partners. The Federation's regional delegation will provide technical support where necessary.

The Federation will mainly adopt a role of promotion, coordination and technical support. In the Golfo de Fonseca project, it will take on a slightly more operational role in line with the pilot character of this project. It is hoped that this will enable the Federation to develop new models for National Society health programming that are in accordance with *Strategy 2010*.

Goal To support National Societies in the planning and implementation of effective health programmes targeted at vulnerable population groups.

Objectives and Activities planned

Objective 1 To promote integrated community development through the Golfo de Fonseca pilot project. This pilot project is an integrated community development project focusing on the following components:

- Community health care and health promotion
- Community education in disaster preparedness
- Basic sanitation and environmental protection
- Branch development.

The programme will target an estimated 50-75 communities in the Golfo de Fonseca area of El Salvador (la Unión department) and Nicaragua (Chinandega department). Currently the Swiss Red Cross is assisting the Honduran Red Cross to implement a similar project in the Golfo de Fonseca area in Honduras. Communities in El Salvador and Nicaragua will be selected on the basis of pre-set selection criteria which include vulnerability to disasters, lack of health services, lack of basic infrastructure.

The activities in all three countries will be closely coordinated. The health component of this programme will also be coordinated closely with the relevant health authorities at all levels, and strict guidelines will be adhered to.

Traditional birth attendants will be trained, equipped and supervised under the project, in order to promote access to basic perinatal care for pregnant women. Clear guidelines for early detection of danger signs and early referral to the next level will contribute to a reduction in perinatal morbidity and mortality rates. Special attention will be paid to education on HIV/AIDS and STDs for women of fertile age, as well as family planning techniques.

Village health volunteers will be trained as health promoters. They will play a crucial role in community health education and promotion, as well as in general health monitoring. Early detection and treatment/referral for major killer diseases such as diarrhoea, malaria, dengue and tuberculosis will be a

priority. A number of basic village “pharmacy kits” will be organized, containing a very small number of basic drugs such as antimalarials, oral rehydration solution, antihelminthics and paracetamol. Health promoters will also assist in vaccination and other campaigns initiated by local health authorities.

The health promoters will also be trained in basic first aid, as well as disaster preparedness. In order to facilitate communication during emergencies or disasters, remote communities will be equipped with simple 2-way radios.

Red Cross branches in the Fonseca region have been very keen to embrace the project, and have been participating in its design from the onset. The development of strong and sustainable branches is one of the specific objectives of this project, and much attention will be paid to training of branch staff and volunteers. In order to strengthen management practices and systems across the region, emphasis will be placed on training and technical support for the local branches in the area of planning and budgeting. Best practices across the region or elsewhere will be promoted through regional exchange and workshops.

Activities planned to achieve objective 1:

- Basic training for selected Red Cross branch staff and volunteers in project management, health education, community organization and disaster preparedness.
- Training, equipment and supervision of village health promoters in 50-75 target communities.
- Training, equipment and supervision of traditional birth attendants in 50-75 target communities.
- Regular health promotion activities in 50-75 target communities.
- Regular community education in disaster preparedness (see also regional disaster preparedness programme).
- Identification and elaboration of community self-help micro-projects in water and sanitation, disaster preparedness and health.
- Establishment of village pharmacy kits and provision of related training.
- Installation of basic 2-way radio systems in selected isolated communities, training of volunteers.

Objective 2 To promote health initiatives across the region, focusing on community health and Integrated Management of Childhood Illnesses (IMCI)

A wide range of activities and National Society health programmes have been supported in the region over the past years. In order to maximize the impact of its limited resources, the Federation has established clear priorities in close collaboration with all National Societies in the region. As mentioned above these include the following:

- **Mother and child health** - The global WHO initiative on Integrated Management of Childhood Illnesses (IMCI) is currently supported by the American Red Cross in five countries in the region, while funding is being sought for the remainder. Promotion of prenatal control is a key activity, as are family planning and education on HIV/AIDS and STDs. In addition, the initiative deals with common health education issues such as nutrition (including “road to health”), common childhood diseases, vaccinations, sanitation.
- **Basic water and sanitation** - In collaboration with the water and sanitation delegate based in the Pan-American Disaster Response Unit, the project will develop training modules for community education on clean drinking water, waste management and latrines. In addition, the Red Cross branches will be encouraged to promote water and sanitation infrastructure projects on behalf of vulnerable communities. This would involve negotiation with local authorities and social funds, as well as community mobilization and self-help, but not necessarily taking an active role itself in the construction aspects of such projects.
- **Vector transmitted diseases** - As part of its regional campaign, the regional delegation will promote the development and distribution of brochures and other materials on dengue, malaria, yellow fever, cholera and leptospirosis. It will also join “global” campaigns such as “roll back malaria” promoted by the WHO. National Society staff and volunteers will be trained.
- **Health in disasters and emergencies** - In recent workshops a number of priorities relating to health in disasters/emergencies have been defined, including psychological counselling, pre-hospital services, volunteer safety and inter-institutional coordination. All of these components will be addressed as part of the regional disaster preparedness programme. It will also include the production and distribution of basic first aid leaflets.

- **Regional health network** - In order to further strengthen National Society health departments through regional cooperation and exchange of experience, the regional health network will continue to be promoted. While the final aim would be to have sustainable and effective regional cooperation mechanisms without the need for Federation support or presence, it is expected that some limited support - especially in administration and logistics - will still be needed at this stage.

Activities planned to achieve objective 2:

- Support workshops and training and provide administrative and logistics support to strengthen National Society health departments and the regional health network.
- Produce and distribute the Latin American first aid guide - 10,000 copies per National Society.
- Support training of trainers in community health education.
- Support the promotion of regular community education in first aid, basic sanitation, vector transmitted diseases.
- Development of training models and modules for traditional birth attendants, including perinatal control, HIV/AIDS and STDs, and family planning.
- Development of training modules and materials for village health volunteers.
- Development of training modules and related training materials on water and sanitation.
- Promotion and development of low-tech models for basic sanitation (latrines).
- Support the regional campaign for voluntary blood donation (please see South America regional health programme for further information).
- Production and distribution of leaflets and supporting materials on malaria, dengue, leptospirosis, diarrhoea, cholera.

Objective 3 To develop a peer education programme for HIV/AIDS, focusing on youth

While the HIV/AIDS pandemic has not reached the same levels as in other parts of the world, some evidence suggests that it will inevitably spread exponentially in the near future. For a number of reasons - including limited exposure as well as religious, cultural and political customs - HIV/AIDS has been neglected to some extent at both professional and political levels. Following internal and external consultation it was agreed that at this stage the Central American Societies should tackle the issue of raising awareness, focusing on young people.

A youth peer education programme and plan of action are currently being drafted. It will draw extensively upon experiences from similar programming in other parts of the world, and seek close partnerships with other organizations working in the region in the area of HIV/AIDS. This project will be developed and supervised by the regional youth adviser, based in Honduras.

Activities planned to achieve objective 3:

- Development of a regional strategy and plan of action for HIV/AIDS peer education
- Collection/adaptation, development and production of information materials and leaflets.
- Design and piloting of peer education training modules.
- Training and supervision of youth peer educators.

Expected results

- Golfo de Fonseca pilot project will be in full implementation in the 50-75 communities targeted.
- Regional health initiatives focusing on IMCI and community health will have been adopted by all National Societies.
- Supporting materials and training modules will have been developed and introduced.
- National Society networking and mutual cooperation will have been strengthened.
- Youth peer education project in HIV/AIDS will be fully operational, with strategies and an action plan agreed.

Indicators

- Health statistics (based on MoH standard health information systems).
- Population targeted, number of communities/persons covered in regular health care/education/promotion activities.
- Level of community participation, village volunteers and traditional birth attendants trained.
- Number of staff and volunteers trained.

- Existing material adapted for information, education and communication purposes.
- Special attention will be given to establishing solid baseline data in order to be able to measure the impact of the programme. Commonly used techniques for measuring impact of community education and health promotion will be applied.

Critical assumptions

- The project is funded fully over the two-year period, with funds available on a timely basis.
- Technical delegates (health, project manager Fonseca, youth) are made available to the project.
- The leadership and management of the National Societies of the region (at headquarters and branch level) continues to fully support the objectives of the programme, and are willing to dedicate sufficient time, energy and human resources to it.
- Participating National Societies fully support the programme objectives, and take an active part in the discussion, design and implementation of project activities.
- In order to enhance the impact of the programme, Participating National Societies are willing to negotiate technical and financial support for areas/branches not directly covered by this proposal.
- The societies of the region are able to attract qualified staff and volunteers to implement the programme.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Project progress will be monitored against defined indicators at regular intervals.
- Regular progress meetings will be held between the Central American societies, Participating National Societies and the Federation at both national and regional levels.
- The project will be formally evaluated internally at least once a year.
- An external mid-term evaluation using resources from regional organizations, PAHO and universities will be conducted.
- External consultancies will be used to evaluate progress on components of the programme.

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4. Promotion of Humanitarian Values

Background and progress to date

The Federation's *Strategy 2010* defines promotion of the Fundamental Principles and humanitarian values as one of its core areas. Traditionally, the internal and external dissemination of the principles has been a regular activity of the National Societies of the region, often in collaboration with the ICRC. In order to apply those principles to their daily activities and programme planning, National Society staff and volunteers need to develop a solid understanding of the Fundamental Principles as a basis for Red Cross action.

In addition, it is now felt that the Movement as a whole should take a more proactive approach towards the promotion of humanitarian values, by developing programmes that influence behaviour in the community, for example opposing discrimination and promoting a culture of non-violence. A good example is the campaign "*Adios Violencia*" ("Goodbye to Violence") which has been running for over two years in Colombia, and which has now also been initiated in Guatemala (see also the Guatemala country programme for humanitarian values).

The regional programme focuses on two key areas that have been identified as priorities:

- Red Cross youth and school brigades;
- Community peace-building (pilot project).

The starting points for the programme are two key Federation documents: *Strategy 2010*, and the regional assistance strategy. In addition, it builds on existing policies and guidelines, as well as practices and examples from this and other regions. It should be stressed that the programme is also closely linked to other regional programmes, especially the regional disaster preparedness and institutional and resource development programmes.

The programme assumes a 2+2 year commitment to capacity building in the region. The first two years will see the consolidation of existing activities in the youth programme, as well as the start-up of the peace building pilot project. All activities will be carried out by the National Societies of the region, while the Federation will mainly adopt a role of promotion, coordination and technical support. In order to enhance both projects, closer relationships will be developed with other organizations working in similar fields.

The youth project will be coordinated by the regional youth adviser based in Honduras, under the supervision of the regional delegation. Activities will be implemented directly by all Societies involved. The peace-building pilot project will be implemented in conjunction with the regional disaster preparedness programme, as part of the community education for disaster preparedness project. It will be supervised by the regional disaster preparedness delegate.

Given the nature of both projects, there will be a clear need for regular consultation and coordination, both internally and with other NGOs working in similar areas.

Goal To promote respect and understanding for humanitarian values and the Fundamental Principles.

Objective and Activities planned

Objective 1 To support Red Cross school brigades and youth leadership training. Red Cross school brigades are well established in Central America, and form an important part of the regional youth initiative. The brigades act as a vehicle for the promotion of the Fundamental Principles and humanitarian values, and also work to address issues in disaster preparedness and health. The project is directed at 13-18 year-olds, and consists of seven modules (see also the programmes for health and disaster preparedness):

- youth and community
- principles and values
- action, peace and living together

- environment
- disaster prevention and mitigation
- tropical diseases
- HIV/AIDS.

Much attention will be paid to youth leadership training, and it is expected that some of the students will become future Red Cross volunteers/leaders.

Activities to achieve objective 1:

- Support the formation and training of Red Cross youth brigades in secondary schools and in rural communities.
- Promote youth participation in social welfare activities, community education and micro-projects.
- Produce training materials and information leaflets for Red Cross youth action.
- Support workshops for trainers, teachers and Red Cross leaders.

Objective 2 To promote initiatives in peace-building and non-violence. *Strategy 2010* identifies the promotion of the Fundamental Principles and particularly those related to human dignity, mutual understanding, cooperation and peace as an important area of the Federation's work with communities. In keeping with this direction, this pilot project seeks to strengthen communities in their preparedness for disasters by reducing the vulnerability generated by social discord and conflict. This pilot project will be conducted in conjunction with the ongoing community-based disaster preparedness programme.

Activities planned to achieve objective 2:

- Conduct one regional planning and motivation workshop with leaders from the National Societies.
- Support the employment and training of a coordinator.
- Support two national workshops for the training of community facilitators to implement the project at a community level.
- Support 25 community workshops.
- Develop, pilot and modify training materials for facilitators and communities during the course of the project.

Expected results

- Red Cross youth and school brigades will have been established and will be operational. Training activities will be taking place on a regular basis. Young people will be active in community-based health, disaster preparedness and social welfare activities.
- A peace-building pilot project will be being implemented at community level. Facilitators will have been trained, and methodology and training materials will have been developed and produced. Future programming will have been based on a careful evaluation of pilot results.

Indicators

- Number of young people trained, active in Red Cross brigades, and involved in community-based activities.
- Number of workshops and training sessions held, materials developed.
- Number of trainers/teachers/Red Cross leaders identified, trained and active.
- Number of communities involved in the peace-building pilot project, with activities held on a regular basis.
- Links with other organizations.
- Peace-building information and training materials produced.
- Evaluation workshops and reports for pilot phase. Follow-up plan established.

Critical assumptions

- The project is funded fully over the two-year period, with funds available on a timely basis.
- Technical delegates and staff are made available to the project.
- The leadership and management of the National Societies in the region (at headquarters and branch level) fully support the objectives of the project, and are willing to dedicate sufficient time, energy and human resources to it.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Project progress will be monitored against defined indicators at regular intervals (quarterly).
- Regular progress meetings will be held between all involved.
- The project will be formally evaluated internally once a year.
- External consultancies will be used to evaluate progress of the programme.
- Joint internal Red Cross-evaluations will be carried out on parts of this programme where relevant.

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5. Regional Cooperation

Background and progress to date

The Federation's *Strategy 2010* defines as one of its strategic directives: "The Red Cross/Red Crescent and its supporters work together effectively, through programme cooperation, long-term partnerships and funding, as well as more active advocacy." The programme for regional cooperation aims to strengthen existing cooperation and to develop new partnerships and networks across the region, in order to provide mutual support in relief and development. It focuses on the following key areas that have been identified as priorities:

- Regional recruitment of delegates
- National Society cooperation
- Strategic alliances.

The starting points for the programme are two key Federation documents: *Strategy 2010*, and the Regional Assistance Strategy. In addition, it builds on existing policies and guidelines, as well as practices and examples from this and other regions. This programme is also closely linked to other regional programmes, especially the regional institutional and resource development programme.

The programme assumes a 2+2 year commitment to capacity building in the region. The first two years will see a consolidation of existing activities - especially in the "Mitch" countries - as well as the start-up of new initiatives. This phase requires a higher level of investment both in financial terms and human resources. The Federation will mainly adopt a role of promotion, coordination and technical support.

Partly as a result of a common language and culture, partly for historic reasons and partly because of the similarity in Red Cross programmes across the region, there has always been very close cooperation between the National Societies in Central America. Active networks have been established in health, youth, communications and disaster preparedness, and mutual support during disasters has been clearly evident over the years.

Since the first conference of 1923 in Buenos Aires, there have been a total of 16 pan-regional Red Cross conferences - which are now called the Inter-American Conference. One of the functions of the Regional Inter-American Committee (CORI) is to prepare the agenda of the conference, and to monitor the follow-up on its recommendations. CORI has also developed into a high-level Red Cross forum, where current issues and strategies for the region are being discussed.

The regional recruitment of delegates has become increasingly important in recent years. A regional pre-BTC selection and assessment workshop was held in Costa Rica in September 1999, followed by a regional BTC in Mexico in September 2000. In addition, some six participants have attended BTCs organized by Canadian Red Cross, American Red Cross and Spanish Red Cross. Over the past few years an increasing number of staff and volunteers from the National Societies in the region have been recruited as delegates for Federation and/or bilateral missions. Missions have been carried in relief (e.g. Mitch, Venezuela) and development, both at a regional level and internationally (outside of the Americas).

It has been recognized that the rapid deployment of qualified delegates from the region has contributed to the success of the operation in Venezuela, and the Regional Delegation wishes to promote the development of Regional Intervention Teams (RITs) as part of its disaster response strategy (see also the programme documents for regional disaster preparedness and the Pan American Disaster Response Unit (PADRU)). In addition, it is felt that regionally recruited delegates can contribute significantly to capacity building within their own National Societies upon return, having been exposed to a new range of experience, methodologies, systems and organizations.

Cooperation with the ICRC has been strengthened significantly over the past years, and regular coordination of activities is taking place. Joint ICRC/Federation workshops for National Society governance and management at headquarters and branch level will continue during 2001.

In addition to the Movement, a number of other actors are present in the region, including UN entities, the World Bank, Inter American Development Bank and various NGOs. Their involvement ranges from post-conflict initiatives (peace-building, demobilisation, social reintegration, reconstruction of civil society) as well as post-disaster rehabilitation (rural health systems and infrastructure rehabilitation) and development activities (financial systems and private sector development, integrated community development), presenting considerable opportunities for building strategic alliances.

In general, the National Societies of the region have to date developed only limited links or partnerships outside the Movement. The regional programme will promote strengthening of existing and development of new partnerships as a means of ensuring a broader base in civil society, sustainability, learning and knowledge sharing. In addition, this will allow the Central American National Societies to take a more proactive role in advocacy of the Red Cross' humanitarian principles, and standards in relief and development.

The main non-Red Cross partner in health is the World Health Organisation (WHO)/Pan American Health Organisation (PAHO). Its global IMCI initiative has been actively promoted by the American Red Cross, and several multilateral memoranda of understanding have now been signed. The regional delegation aims to promote strategic alliances with a variety of institutional partners, including WHO/PAHO, UNDP, OCHA, as well as with the international donor community (IADB, EU, embassies). Negotiations with the private sector are ongoing and are likely to be reinforced (Ericsson, COPA Airlines, Weather Channel), while new avenues are being explored. Finally, in order to enhance learning in all its aspects, closer relationships with universities will be established, and training opportunities outside the traditional Red Cross workshops will be actively sought. Stronger relationships with NGOs acting in similar fields will also be forged.

The programme will be implemented under the direct overall supervision of the head of regional delegation, who will assign specific tasks to technical delegates where appropriate. The regional recruitment project will be supported by a part-time local member of staff for general administration and liaison. Short term consultancies are being considered, especially in the area of strategic analysis of the private sector and institutional partners. Given the nature of the project there will be a clear need for regular consultation and coordination with all partners involved - regional National Society headquarters and branches, staff and volunteers, Participating National Societies, ICRC and other non-Red Cross partners.

Goal To continue to promote the recruitment of regional delegates, promote cooperation between the National Red Cross Societies of the region and other components of the Movement, as well as developing and strengthening partnerships with other institutions and the private sector.

Objectives and Activities planned

Objective 1 To promote the training and recruitment of delegates from the region.

The regional delegation intends to consolidate the regional recruitment programme, by expanding its database of qualified delegates and offering targeted training to selected individuals. A basic training course (BTC) will be held in 2001 in the Americas region order to bring the number of potential delegates to a minimal operational level. It is expected that minimum delegate levels can be assured after 2001 on the basis of one BTC every two years. Further technical training will be included under the other relevant regional programmes (health, disaster preparedness, institutional development etc.). The delegates' handbook will be translated into Spanish, in order to promote its use in future Federation operations in the region and elsewhere.

Activities planned to achieve objective 1:

- Consolidate the regional delegate recruitment programme - selection of candidates, maintenance of database, human resource management, administration.
- If required, co-facilitate the pan-regional BTC and develop a funding plan for regionally recruited delegates.
- Translate the updated delegates handbook, and ensure distribution within the region.

- Promote participation of regional candidates for BTCs outside the region.
- Assess possibilities for future “out-sourcing” of the regional recruitment programme to a National Society in the region.
- Encourage the Central American societies to propose BTC-trained candidates for Federation international missions.

Objective 2 To promote effective cooperation between the National Societies of the region and Red Cross partners.

The elaboration of new, all-inclusive country assistance strategies (CAS) with the participation of all partners in the Movement is seen as a crucial step towards more effective cooperation at a strategic level. On a more practical “day-to-day” level the regional delegation wishes to promote cooperation through more efficient Red Cross meetings at the country and regional level, and through joint operational planning. Particular attention will be given to the development of new initiatives in advocacy, once common priorities and methodologies have been agreed upon.

Various PNS have indicated their readiness to participate in joint missions at desk officer level wherever possible. The regional delegation would also like to promote a more effective partnership approach towards PNS, taking more advantage of their particular areas of technical expertise.

The Federation intends to develop concrete guidelines for improving operational cooperation in the field between all partners (ONS,PNS, ICRC, Federation), leading to more effective coordination of activities. Technical cooperation in all these areas is promoted as part of each regional programme in various forms - regional workshops, exchange of experience, networks etc.

The regional delegation will continue to give support to the regular CORI meetings where needed, and promote enhanced mechanisms for more effective follow-up. The “Presidents’ Meeting and Technical Seminars” will be celebrated in Honduras, with an entirely new format aimed at increasing both its impact and follow-up. In order to guarantee its future sustainability, the regional delegation will take up the challenge of making this event self-supportive in financial terms. The National Societies of the region will be expected to fund-raise separately for this.

Activities planned to achieve objective 2:

- Produce and/or adapt concrete models and guidelines for enhancing Red Cross coordination.
- Joint field missions by PNS interested in similar technical areas.
- Set up technical “task forces” or “think tanks” to develop a closer technical relationship with PNS.
- Facilitate joint ICRC/Federation training for National Society governance and management.
- Participation if needed in regular CORI meetings, promoting effective follow-up of recommendations.
- Organization of “Presidents’ and Technical Seminars” to be held in Honduras

Objective 3 To promote effective cooperation, partnerships and alliances with non-Red Cross partners. Traditionally, National Societies of the region (and to some extent the Movement as whole) have been reluctant to develop effective long-term partnerships with other organizations and the private sector. Some have expressed concern that such non-Red Cross relationships might somehow jeopardize long-cherished fundamental principles such as independence or impartiality. However, in a world that is increasingly competitive and challenging, strong bonds and networks with similar organizations, local authorities, universities etc. do not only add value to the quality of programmes, but may be inevitable for sheer survival of the Red Cross. In addition, sound alliances with the private sector may strengthen National Societies’ financial bases, and thus actually promote independence.

In order to promote partnerships that are both beneficial and appropriate to Central American National Societies, the regional delegation would like to develop and adapt models that have been used successfully elsewhere, and also pilot new innovative relationships. Such initiatives should be evaluated on a regular basis.

Activities planned to achieve objective 3:

- Strategic review of current and potential non-Red Cross institutional partners, with a view to both programme and resource development
- Promotion of alliances with the private sector, aimed at financial and human resource development

- Development of medium-to-long term donor strategy, as part of an overall business plan

Expected results

- The regional delegate recruitment programme will be well-functioning, and will be deploying Central American delegates in adequate numbers for missions within the region. Delegates from the region are being increasingly and successfully posted to other parts of the world.
- Coordination between ONS/PNS/ICRC/Federation has improved in quality and quantity. Joint activities in planning, technical cooperation, and evaluation are taking place on a regular basis. A “Presidents’ Meeting and Technical Seminars” will have been held in Honduras under a new format.
- The regional delegation will have developed a business plan, based on a strategic review of institutional partners and private sector in the region.

Indicators

- Number of delegates from the region recruited, trained, deployed and success rates (extensions, renewals, return to National Societies).
- Number of Movement coordination meetings.
- Number and duration of joint Movement activities and evaluations.
- Number of agreements between the Red Cross and external partners.

Critical assumptions

- The project is funded fully over the two-year period, and funds are available on a timely basis.
- Human resources needed are made available to the project
- The leadership and management of the National Societies of the region (at headquarters and branch level) fully support the objectives of the project, and are willing to dedicate sufficient time, energy and human resources to it.
- National Societies and ICRC continues their support the programme, and take an active part in the discussion, design and implementation of project activities.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Project progress will be monitored against defined indicators on a quarterly basis.
- Regular progress meetings will be held between National Societies, Participating National Societies and the Federation at both national and regional levels.
- The project will be formally evaluated internally at least once a year.
- External consultancies will be used to evaluate progress on project components
- Joint internal Red Cross-evaluations will be carried out on parts of this programme where relevant

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6. Regional Coordination and Management

Background and progress to date

The Federation's regional delegation for Central America was established in Guatemala in late 1997, after a 17-year spell in Costa Rica. Following a geographical redefinition in mid-2000, it now covers Canada, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama and the USA. At a country level, the Federation has offices/delegations in Guatemala, Nicaragua, Honduras and El Salvador, all of which report directly to the regional delegation. It is expected that over the next few years these will be phased out gradually, although a limited number of country officers - especially delegates in institutional development, disaster preparedness or health - will remain.

As part of the Appeal 2001-2002 the regional delegation in Guatemala has presented programme proposals in the areas of disaster preparedness, health and care in the community, humanitarian values, institutional and resource development, and regional cooperation. In addition, country-based appeals have been presented for Nicaragua, Honduras and Guatemala. The basic management infrastructure needed to manage these programmes is described below. It can be defined in two components which are complementary: general management and support, and the regional finance unit.

The starting points for all programmes are two key Federation documents: *Strategy 2010* and the Regional Assistance Strategy. In addition, it builds on existing policies and guidelines, as well as practices and examples from this and other regions. It should be stressed that this programme is also closely linked to all other regional programmes. The Federation will mainly adopt a role of promotion, coordination and technical support, and will only be directly operational where there is a clearly defined need, or in pilot projects which require prolonged technical support.

The regional delegation currently has five delegates (head of regional delegation, institutional development/deputy head of regional delegation, disaster preparedness, media information and head of regional finance unit) in Guatemala City, while the programme coordinator for the *Golfo de Fonseca* health project is currently based in El Salvador. In addition a youth advisor is based in Honduras. A regional reporting delegate will join the team in 2001. There are a total of eight local staff.

At present, three delegates in the region are shared with Participating National Societies (Guatemala head of country delegation/Spanish Red Cross head of delegation, Honduras head of country delegation/Italian Red Cross regional representative, Guatemala regional disaster preparedness delegate/Canadian Red Cross disaster preparedness delegate). While early indications about this new form of collaboration are very positive, the model will be evaluated carefully during 2001.

The programme will be implemented under the direct overall supervision of the head of regional delegation, who will assign specific tasks to technical delegates where appropriate. The regional finance unit (RFU) will have its own manager, who will report to directly to the Federation Secretariat in Geneva on technical financial issues.

Goal To manage Federation programmes and provide technical support to the National Societies in the region.

Objectives and Activities planned

Objective 1 To manage and coordinate Federation support to National Society programmes in the region effectively and efficiently. The regional delegation is responsible for the careful management of all Federation programming in the region, in all aspects of strategic and operational planning, finance, administration, human resource management and donor relations. In the event of a disaster in the region, the regional delegation may also have to assume additional responsibilities for Federation emergency relief activities. In such a situation, the regional delegation may be asked to play a more operational role, while

maintaining overall responsibility for coordination between all Red Cross partners. Depending on the size of a disaster and the relief operation that follows it, the Federation's Pan-American Disaster Response Unit (PADRU) may take the lead role during the first phase of such an operation (see also separate programme proposal for PADRU).

In close coordination with the country delegations, realistic country assistance strategies (CAS) will be developed/updated for all countries in the region, leading to common objectives, criteria and methodologies, firmly based on National Society development plans. The next generation of CAS will seek the inclusion of ICRC and PNS at an early stage.

The regional delegation will also develop an inclusive regional assistance strategy (RAS), including strategic programme directions for the next period, based on the individual country assistance strategies, as well as a detailed analysis of current and potential partnerships with Red Cross partners, donor institutions and the private sector.

Activities to achieve objective 1:

- In close coordination with country delegations, initiate workshops and meetings to establish new all-inclusive country assistance strategies for all countries in the region as well as an all inclusive regional assistance strategy.
- Develop, implement and monitor plans and budgets for Federation programmes in the region.
- Manage the Federation's human and financial resources.
- Ensure compliance with the Federation's narrative and financial reporting standards.
- Provide initiative, direction and coordination to the development of core programmes and budgets.
- Provide operational support services (financial, logistical, human resource management) and monitor the implementation of approved programmes so their objectives are met.
- Ensure effective coordination with all Red Cross partners, and externally with implementing partners, government organizations, INGO and NGOs.
- Together with the team in the Americas department, liaise closely with all current and potential donors.

Objective 2 To support the financial management of Federation regional and country delegations in Central America and the Caribbean. A regional finance unit (RFU) is being set up in Guatemala City, and will support the financial management of the country delegations/offices in Central America and the regional delegations in Santo Domingo and Guatemala City from January 2001 onwards. It is expected that in the near future it will provide the same services to the other delegations in Americas as well.

The RFU will be set up based on models developed already in other parts of the world, and can be viewed as a decentralization of the operations accounting department in Geneva. With the RFU the response time to local queries will be smoother as it is operational in the same time zone as the delegations, further, with the RFU working in the same context (culture, language), the general service will be improved.

Activities to achieve objective 2:

- Provide support to Federation delegations/offices in accounting, cash analysis, budgeting and bookkeeping.
- Provide training and technical support to Federation delegations/offices.
- Monitor and review accuracy of budgets.

Expected results

- The Federation programmes in the region are well-functioning. The regional delegation has developed a business plan, based on a strategic review of institutional partners and the private sector in the region. Relationships with the donor community are enhanced, and programme funding is increasingly committed for the medium-long term.
- Inclusive regional and country assistance strategies will have been developed and formally agreed upon between all partners.
- Financial management of programmes meets Federation standards.

Indicators

- Turnover/budgets, no deficits.

- All programmes running smoothly and adequately resourced (financial/human).
- Appeal coverage, core cost coverage.
- Ratio long-term/short-term funding.
- Regional and country assistance strategies established.
- Timely and accurate reporting.
- Approved budgets.
- Timely cash requests.

Critical assumptions

- The programme is funded fully over the two-year period, and funds are available on a timely basis.
- Core delegates (head of regional delegation, head of regional finance unit, regional reporting delegate) and staff (finance and administration) are made available to the programme.
- The political and socio-economic situation across the region remains relatively stable.

Monitoring and Evaluation arrangements

- Project progress will be monitored against defined indicators at regular intervals (quarterly).
- Regular progress meetings will be held between National Societies, Participating National Societies and the Federation at both national and regional levels.
- The project will be formally evaluated internally at least once a year.
- An internal audit may be performed by the Internal Audit Department (IAD).
- Joint internal Red Cross-evaluations will be carried out on parts of this programme where relevant.

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DELEGATION: GUATEMALA RD							
PROGRAMME	DP	Health & services	Human values	IDRD	Coord. & mgt	Regional coop.	TOTAL
Shelter & construction	0	27,872	0	0	0	0	27,872
Clothing & textiles	0	0	0	0	0	0	0
Food & seeds	0	0	0	0	0	0	0
Water	0	0	0	0	0	0	0
Medical & first aid	75,394	39,351	0	0	0	0	114,745
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	21,016	0	0	0	0	0	21,016
Sub total supplies	96,410	67,222	0	0	0	0	163,632
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	92,222	0	0	0	0	92,222
Computers & telecom	12,591	11,395	0	0	23,773	0	47,759
Medical equipment	0	0	0	0	0	0	0
Other capital expenses	7,378	7,378	0	0	21,314	0	36,069
Sub total capital	19,969	110,994	0	0	45,086	0	176,050
Programme management	68,498	73,689	10,397	48,219	0	4,263	205,066
Technical services	20,505	22,059	3,112	14,434	0	1,276	61,386
Professional services	22,740	24,463	3,451	16,007	0	1,415	68,076
Sub total programme support	111,743	120,210	16,961	78,661	0	6,954	334,528
Transport & storage	13,723	45,185	0	492	16,079	0	75,478
Personnel (delegates & expatriates)	113,338	157,052	820	259,026	380,226	4,063	914,525
Personnel (local staff)	80,775	263,123	19,018	62,301	215,071	10,083	650,371
Sub total personnel	194,112	420,175	19,838	321,327	595,297	14,146	1,564,896
Travel & related expenses	31,671	42,791	28,363	34,896	52,786	12,607	203,114
Information expenses	39,664	47,136	13,772	63,071	23,489	4,100	191,232
Expert fees	27,509	0	2,049	69,872	11,804	0	111,235
Admin. - general expenses	65,932	50,333	11,313	31,818	165,702	5,735	330,833
Training workshops / seminars	415,111	188,773	61,891	114,962	0	19,674	800,411
Sub total travel, training, general exp.	579,888	329,032	117,388	314,618	253,781	42,116	1,636,824
Total budget	1,015,846	1,092,819	154,187	715,098	910,243	63,215	3,951,408