

# Appeal 2001-2002

 International Federation  
of Red Cross and Red Crescent Societies

## Guatemala (Appeal 01.27/2001)

*Click on programme title or figures to go to the text or budget*

	<i>In CHF</i>
1. Institutional and Ressource Development	269,787
2. Disaster Preparedness	202,996
3. Health and Care	388,571
4. Humanitarian values	35,313
5. Coordination and Management	224,471
<b>Total</b>	<b>1,121,138</b>



## Introduction

### National Context

Guatemala is one of the poorest countries in the Americas, with only Haiti ranking lower in this region on the human development index. An estimated 40% of the population live in poverty, especially in rural areas where the indigenous population predominates. The infant mortality rate stands at 52 per 1,000 and respiratory infections, malnutrition, cholera and malaria are prevalent. The adult literacy rate stands at 67%.

After 36 years of civil unrest, peace was restored to the country when peace agreements were signed in 1996. Although the conflict is over, violence persists and social disruption is widespread, threatening the country's fragile stability. Humanitarian organizations like the Guatemala Red Cross (GRC) can play an important part in the peace process, by strengthening civil society and addressing fundamental needs through well-targeted activities.

Guatemala is also prone to natural disasters. It has 30 active volcanoes, one of which showered ash on the capital city in 1998. Frequent earthquakes and heavy rainfall cause serious erosion and environmental degradation, while fires devastated large areas of prime forest in 2000. However, the largest disaster in recent years was Hurricane Mitch, which caused severe, country-wide destruction in October 1998. Hundreds of people were killed and the losses in terms of infrastructure have been enormous, with key access roads damaged, bridges destroyed and thousand of houses collapsed.

## **National Society Priorities**

In the early nineties, the GRC experienced a crisis in which a slow decline of activities and a deterioration of its financial situation, combined with internal conflicts, weakened the Society. However, the branches managed to maintain a certain degree of activity throughout the crisis, and in mid-1996 an organizational process began within the GRC with advice and support from the Federation. A national planning commission was established and a complete review of the National Society took place through regional workshops. Since this time, the change process has been progressing, with a focus on headquarters, although a range of challenges still remain for the society at the institutional level.

The National Society has until recently been involved predominantly in traditional Red Cross activities, such as first aid, ambulance services and social welfare. The GRC is now seeking a new role in meeting the needs of the most vulnerable, with an increased emphasis on work at the community level.

## **Priority Programmes for Federation Assistance**

**Disaster Preparedness:** Community-based disaster preparedness activities include training in disaster preparedness, first aid, rescue and the most common accidents in daily life. The programme also includes strengthening of the emergency and disaster response capacity of the GRC.

**Health and Care:** The Delegation will continue its support to the GRC's human development programme, which has been active in vulnerable Guatemalan communities since 1997. The focus of the programme is on community organization, training and self management, promotion of basic health care, provision or supply of water and environmental sanitation, disaster prevention and relief at the community level. These activities will be continued in 2001, also incorporating promotion of humanitarian values and income generation micro-projects.

**Humanitarian values:** In Guatemala, as in many post-conflict societies, there is a growing problem of violence and common crime. The GRC has started, in collaboration with the UN and UPAZ (La universidad por la paz, activities in the area of violence prevention and promotion of the culture of peace at all levels of the Guatemalan Red Cross and within Guatemalan society.

**Institutional and resource development:** Ongoing support to the Guatemalan Red Cross' institutional development process is an intrinsic component of the Country Assistance Strategy, as the National Society's ability to develop operational programmes depends closely on its organizational capacity. The priority in the next year will be assisting the GRC to strengthen its governance and management, improve its financial systems and fund-raising abilities, develop selected branches and develop its human resources.

**Coordination and management:** The Guatemala country delegation will manage Federation-supported programmes and provide technical support to the GRC by providing an effective and efficient management framework through coordination, and the optimization of human, financial and material resources.

# 1. Institutional and Resource Development

## Background and progress to date

After suspending most of its activities and closing its headquarters in late 1992, the Guatemalan Red Cross (GRC) began a slow recovery. In 1996 the Federation assigned a development delegate to Guatemala and in 1997 a Federation mission to Guatemala prepared a rehabilitation programme which included human and institutional development initiatives. The programme included a set of community-based health components, disaster preparedness and community development services as well as mechanisms for strengthening the capacity of the Guatemalan Red Cross. In June 1998, institutional development became part of a tripartite pilot project over a two year period. This pilot project ended in June 2000, however the institutional development process is continuing along the same lines.

The institutional development process has been focusing on the following areas: strengthening of government and management, project development, branch development, resource development and resource planning. The major focus has been on the strengthening of the headquarters, with PricewaterhouseCoopers as consultants. There has been significant progress at the headquarters, with major improvements in staffing policies and in introducing efficient internal systems. The challenge of capacity building in the branches remains, and apart from following up on the change process at headquarters, the development of branches will be a priority next year.

The changes and modernization of the institution and the adaptation to the needs of a society that has seen profound changes in the last few years, will guarantee not only permanency, but also an adequate social role in assisting the most vulnerable population. A Guatemalan Red Cross that has found its place as a consolidated national organization and is seen as a transparent institution will be attractive not only for the public in general, but also to current and potential donors.

The starting point for the programme is two key Federation documents: *Strategy 2010*, and “*Characteristics of a Well-Functioning National Society*”. The Country Assistance Strategy for Guatemala has as one of its basic pillars the support of the development of the Guatemalan Red Cross. The programme is also closely linked to the regional ID/RD programme.

**Goal:** To assist in the strengthening of the Guatemalan Red Cross, to increase its capacity in mobilizing support and in carrying out its humanitarian mission in favour of vulnerable communities, contributing to the building of civil society.

## Objectives and activities planned

**Objective 1** To assist the GRC in elaborating its national development plan.

Activities planned to achieve objective 1:

- Support the drawing up of a national development plan which complies with *Strategy 2010*.
- Promote the involvement of all branches and members of the National Society in the elaboration of the national development plan, following a participatory approach.

**Objective 2** To support the GRC in strengthening its governance and management bodies. Activities planned to achieve objective 2:

- Provide technical assistance to the governing bodies, especially the national council.
- Support workshops on clarification of roles and responsibilities between governance and management.
- Support the process of putting in place the managerial recommendations made by PricewaterhouseCoopers.
- Support the GRC management in the implementation of the procedures and systems proposed in the document of PricewaterhouseCoopers.
- Follow up on the implementation of a new computer system and support the training of the administrative personnel in the management of the system as necessary.

- Support the technical departments at headquarters in the implementation of their planned activities.

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

Activities planned to achieve objective 3:

- Support the design and implementation of a fund-raising plan for the Guatemalan Red Cross
- Support the establishment of a fund-raising department.
- Support the Guatemala Red Cross in conducting proper market studies and diagnostics, necessary for developing the fund-raising plan.

**Objective 4** To support the GRC in the strengthening of selected branches.

Activities planned to achieve objective 4:

- Support training in at least eight branches in management systems, planning and fund-raising.
- Assist in planning workshops and identification of projects for members of the board of directors.
- Provide technical advice in meetings of the board of directors of the branch offices in order to establish an active management team for each branch and distribute responsibilities for fund-raising, volunteer and training, first aid and emergencies, women's groups and youth.
- Assist in conducting diagnostics for the branch offices through participation in the processes (SWOT<sup>1</sup>, etc.), to gain knowledge of their abilities and weaknesses.
- Support the design of the annual work plan for each branch (programmes, projects, activities, financing).
- Assist in the design of a fund-raising plan for each branch and provide follow up during the implementation phase.

**Objective 5** To assist the GRC in strengthening the capacity of its volunteers.

Activities planned to achieve objective 5:

- Assist in the implementation of a volunteer census to identify training needs.
- Support training sessions on the Fundamental Principles for volunteers in eight branches.
- Support technical training for volunteers to provide them with the knowledge/skills necessary for the implementation of activities in eight branches.

### **Expected results**

- A national development plan has been finalized, formally approved and is being implemented.
- Well functioning governance and an efficient and stable management team in the Guatemalan Red Cross.
- The selected computer system is operative and the staff managing the system has received the necessary training in order to manage the system efficiently.
- Members of the board of directors, the managerial team, the technical departments, the administrative personnel and the GRC workers in general, know, respect and comply with the established procedures.
- A market study on fund-raising has been developed and a fund-raising plans for both headquarters and branches have been approved.
- The departments, responsible for the various technical areas are fully operational.
- More efficient management of the branches will be in evidence.
- SWOT analysis and other diagnostics have given the branches knowledge of their abilities and weaknesses. On the basis of this information plans and activities have been reviewed and annual work plans designed.
- The volunteers know and apply the Fundamental Principles and have improved their capacity in bringing programmes to communities.
- The volunteers who have received training are conscious of their mission and the humanitarian principles of the Movement.

### **Indicators**

- National development plan available and under implementation.
- The fund-raising plan is implemented and income to the National Society is increasing.
- Progress reports against established plans available from technical departments in the National Society.
- Approved and accepted annual and trimester activity plans in all technical departments.
- Internal and external audit reports available
- Manuals for each of the procedures made and being actively used.

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<sup>1</sup> Strengths, Weaknesses, Opportunities, Threats

- At least 30 volunteers for each branch have received training courses on the Fundamental Principles and technical knowledge for developing their activities.
- All volunteers in the eight branches have received the requested training and at least two trainers have been trained in each branch.

### **Critical assumptions**

- The Guatemalan Red Cross leadership continues its commitment to the programme.
- Human and financial resources needed at all levels are made available.
- The political and socioeconomic situation across the country remains relatively stable.

### **Monitoring and Evaluation arrangements**

- Regular meetings with all parties involved.
- Field visits to branches and communities.
- Quarterly reports analysing the progress against establish plans.
- A mid term evaluation will be carried out with support from the Federation Secretariat and, if needed, external partners.

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## 2. Disaster Preparedness

### Background and progress to date

Guatemala is subject to frequent natural disasters: the country has 30 active volcanoes, one of which erupted close to the capital city in 1998; frequent earthquakes and rainstorms are the cause of serious environmental degradation; and forest fires have destroyed large areas of forests, particularly in the northern area of Peten in 1998, and caused the destruction of unique ecological systems. The most serious disaster in recent years was Hurricane Mitch which occurred at the end of October 1998, causing enormous damage throughout the country due to floods and landslides.

Both the 1999 and 2000 rainy seasons affected as many communities as Hurricane Mitch, albeit not as severely. A lack of a prevention “culture”, due, among others factors, to the lack of educational resources and lack of access to formal schooling for some children, aggravates the already high-risk status of the country.

The devastation brought by Hurricane Mitch clearly demonstrated the need for improved response systems and better trained volunteers. The Guatemalan Red Cross (GRC) has undertaken various projects with the aim of reducing the risks in vulnerable communities. With financing from DIPECHO, a community-based disaster preparedness programme was implemented by six branches in the south western region of the country during 1999 and early 2000. With the ongoing regional support of the Canadian Red Cross and the Canadian International Development Agency (CIDA), the programme has also been implemented by an additional two branches. While qualitative documentation of these projects and their substantive impact on community preparedness has yet to be completed, there is an overwhelming consensus among facilitators and community participants alike that this programme yields very positive results.

In relation to the strengthening of the response capacity, several critical activities are underway. Among these are efforts by the newly established relief department in the National Society to draft new contingency and emergency plans. Increased coordination with the National Emergency Committee (CONRED) and other UN and NGO entities is also seen as an important step in this process and is being actively pursued. The GRC has also undertaken training in such areas as damage and needs assessment and disaster management through national intervention team workshops. Despite these efforts there remains an urgent need to develop strategies of follow-up and continuity in all areas. At present the GRC is in the process of employing national coordinators for both the relief and training departments. This, coupled with the support from the full time Federation disaster preparedness delegate should serve to further strength the Guatemalan Red Cross and its disaster preparedness and response capacities.

The programme, which is closely linked to the GRC’s strategic plan, focuses on the following areas: revision and follow-up of the response and disaster preparedness plan, consolidation of the institutional and inter-institutional coordination as well as strengthening cooperation and assistance agreements entered into with different institutions and organizations in order to integrate actions in situations of disasters.

The programme has been developed in close coordination and consultation with the Regional Delegation and the Pan American Disaster Response Unit (PADRU), which will provide training and technical support to the GRC on request. The starting point of the programme is *Strategy 2010*, and the Federation’s disaster preparedness policy. The programme also reflect the priorities identified in the disaster preparedness conference held in Tegucigalpa in May 2000.

**Goal** To assist the GRC in strengthening its response capacity and preparedness to improve the overall efficiency and effectiveness in reducing vulnerability in targeted communities.

### Objectives and Activities Planned

**Objective 1** To strengthen the community-based disaster preparedness programme at all levels, to increase the capacity of communities to prepare for and respond to both natural and man-made disasters.

Activities planned to achieve objective 1:

- Provide technical and financial support to the national community-based disaster preparedness programme coordinator.
- Conduct vulnerability assessments in selected communities.
- Organize and attend meetings with community leaders in selected communities to distribute responsibilities and commitments.
- Provide support and follow-up to the community emergency committees.
- Identify and implement community-based mitigation projects.
- Attend meetings with boards of directors of the participating branches to enhance their support for and commitment to the project.

**Objective 2** To strengthen the capacity of the Guatemalan Red Cross to respond quickly and effectively to local and national disasters.

Activities to achieve objective 2:

- Provide technical and financial support to the national relief coordinator.
- Support the establishment of an emergency operations centre at GRC headquarters.
- Review the national emergency and contingency plans.
- Develop and disseminate a national relief plan.
- Organize workshops in disaster management, communications, logistics, evaluation of damages and management of temporary shelters.

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

Activities to achieve objective 3:

- Provide support to GRC's participation and coordination with the National Emergency Committee (CONRED).
- Organize coordination meetings with Red Cross partners, government institutions, NGOs and other members of civil society.
- Participate in seminars, conferences and workshops organized by the above mentioned entities.

### **Expected results**

- Successful implementation of the community-based disaster preparedness programme in at least 60% of participating communities.
- Each branch has a local coordinator and facilitators, enabling replication.
- The participating communities apply the knowledge gained.
- 75% of participating communities have active emergency committees.
- Increased contact between communities and the National Society.
- Vulnerability reduced through completion of community-based micro projects in disaster mitigation in selected communities.
- 50% of the project to strengthen the intervention capacity of GRC in cases of disaster implemented at headquarters and selected branches.
- Emergency and contingency plans have been revised, approved and disseminated to all branches, staff and volunteers.
- An emergency operations centre has been established at headquarters.
- The national relief plan has been approved by the administrative council.
- At least 30 volunteers from each branch trained in the fields of disaster management, communications, logistics, evaluation of damages and management of temporary shelters.
- Improved coordination between Red Cross partners in Guatemala.
- Increased contact and improved coordination with CONRED, government institutions and NGOs.
- Active participation in disaster-related fora at national and regional level.

### **Indicators**

- Contracting of national community-based disaster preparedness coordinator.
- Workshops and number of follow up visits by facilitators and coordinator implemented according to plans.
- Community requests for additional GRC services or training.

- Number of new Red Cross volunteers gained through the programme.
- Number of families in which mitigation and preparation measures have been taken.
- Number of communities with organized and operational committees including disaster plans and minutes of meetings held at least twice every month.
- Written agreements reached with the communities, local authorities, and community, neighbourhood, farmers and development associations, among others.
- Number of facilitators working in the programme.
- Number of follow-up committees in the communities for the development of project activities.
- Existence of revised and approved contingency and emergency plans.
- Vulnerability assessment conducted and readily available.
- Number of National Society staff and volunteers trained in disaster related courses.
- Timeliness and effectiveness of response to disaster/relief situations.
- Efficient communication procedures established within GRC.
- Numbers of events coordinated with other institutions or departments.
- Numbers of regional and national events attended and the degree of participation.
- Level of internal and external coordination and communication in disaster response.
- Degree of understanding of the Red Cross role by other institutions.
- Inclusion of GRC in national planning (CONRED).

### **Critical assumptions**

- The Guatemalan Red Cross leadership continues its commitment to the programme.
- Human and financial resources needed at all levels are made available.
- All external partners involved, including the communities themselves, continue to give their support and take an active part.
- The political and socioeconomic situation across the country remains relatively stable.
- No major disaster hits the country.

### **Monitoring and Evaluation Arrangements**

- Internal evaluation workshops with programme officials and participants.
- Written reports and summaries of activities.
- Regular field visits including meetings with beneficiaries.
- Review of progress against plans at national and regional meetings.
- Review and evaluations of disaster response operations.
- One formal, external evaluation will be conducted.

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## 3. Health and Care

### Background and progress to date

At present, 46% of the Guatemalan population lacks access to basic health care, with the most vulnerable categories of the population - pregnant women, children and the disabled - amongst those receiving the least assistance. The Guatemalan government is involved in a reform of the health sector, aiming at the decentralization of medical and sanitary services to the communities, and extension of health care coverage to all departments of the country. The Ministry of Health has been looking for counterparts capable of contributing to the development of this strategy among the various agencies and NGOs present in the country.

Since 1997, the Guatemalan Red Cross has been implementing a human development programme, in close coordination with the Guatemalan authorities, especially at the local level. The health component of the programme is adapted and responds to the priorities set by the government, and in some cases local authorities have requested the GRC to implement the programme within their districts. At present, the Board of Directors of the Guatemalan Red Cross is negotiating a more formal agreement with the Ministry of Health in regard to its commitments in the different departments covered by the programme.

Since the beginning, the programme has been working in the areas of community organization, training and self-management, promotion of basic health care, provision or supply of water and environmental sanitation, disaster prevention and relief at the community level. In addition, promotion of the Fundamental Principles and the humanitarian values of the Movement has been included in the communities. These activities will continue throughout the year 2001.

The programme is currently being developed in 114 communities in the departments of Quetzaltenango, San Marcos and Alta Verapaz, covered by seven local branches of the Guatemala Red Cross (Quetzaltenango, Coatepeque, San Marcos, Tecún Umán, Tejutla and Cobán). These departments were chosen because of the high indices of poverty and vulnerability, as well as their deficiencies in health and sanitation services. In addition, no other agencies were conducting similar activities, and the Ministry of Health agreed to share the responsibility with the Red Cross to improve health and sanitary conditions in these areas.

The Guatemalan Red Cross has recently carried out an evaluation of the programme, as a result of which, structural adjustments in the levels of responsibility of the programme at the branches, a review of objectives and improvements in the expected results and the indicators are being made. In addition, self-management programmes and the development of economic micro-projects will be introduced in the communities which are the focus of the programme.

The starting point for the programme are two key Federation documents: *Strategy 2010* and the Country Assistance Strategy for Guatemala (2000-2001), which have established health and care as a priority activity for the Guatemalan Red Cross. This programme, as with all the other Federation supported programmes in Guatemala, is being carried out in close coordination with all PNS present.

**Goal** To assist the Guatemalan Red Cross in its efforts to strengthen the capacity of the communities, through preventative activities and actions to reduce the vulnerability of the population, improving living and health conditions.

#### Objectives and activities planned

**Objective 1** To assist the Guatemalan Red Cross in strengthening the organizational capabilities of communities through establishing health and water committees.

Activities planned to achieve objective 1:

- Assist in the vulnerability analysis of communities which will lead to the identification of the communities where the programme will be implemented.

- Training of instructors in the methodology and pedagogy of community education will be carried out, with emphasis on basic health care and hygiene.
- Assist in motivational meetings, first with governance and management in branches, then together with the branches, in meetings with community leaders in the communities where the programme will be implemented.
- Establish a follow-up team to distribute responsibilities and oversee commitments.
- Assist in training workshops for the programme instructors.
- Production of supporting material for the implementation of the programme.

**Objective 2** To assist the Guatemalan Red Cross in the training of promoters, midwives and volunteers from target communities to organize, plan and provide basic health care services.

Activities planned to achieve objective 2:

- Workshops for health promoters, midwives, volunteers and water committees on basic health services in the communities.
- Establish and equip small pharmacies in the communities and provide health promoters and midwives with first-aid kits.
- Design manuals of procedures for the promoters and midwives.
- Establish mobile assistance teams (mobile medical brigades), which will visit the different communities once a month.
- Organize monthly preventive health and hygiene community campaigns.
- Support vaccination campaigns conducted by the Ministry of Health in the target communities.

**Objective 3** To assist the Guatemalan Red Cross in providing drinking water in identified communities, in promoting community hygiene and in carrying out preventative work in the area of sanitation.

Activities planned to achieve objective 3:

- Assist in meetings with the boards of directors of local water and sanitation committees to identify communities with water and sanitation needs.
- Assist and give technical advice in feasibility studies for the construction of water supply facilities, and for hygiene and sanitation measures.
- Assist and provide technical advice on construction of water supply facilities in the communities which are the focus of the programme.
- Support the construction of model latrines in selected communities and rehabilitation of existing ones.

**Objective 4** To assist the Guatemalan Red Cross in promoting community self-management of economic development micro-projects.

Activities planned to achieve objective 4:

- Assist in the selection and adequate training of technicians in the area of income-generation to give advice to the communities.
- Provide support in meetings with community groups, women's associations, community leaders, etc. to identify micro-projects in the target communities.
- Assist in training related to the implementation of micro-projects.
- Give technical advice on the purchase of basic inputs to start up or implement the micro-projects which have been identified.

**Objective 5** To strengthen participating branches of the Guatemalan Red Cross, training their volunteers in the areas covered by the programme.

Activities planned to achieve objective 5:

- Meetings with the boards of directors of the branches to support the development of the programme
- Selection and appointment of the local programme coordinator
- Setting up a work team capable of managing community development programmes in the participating branches
- Organization of training workshops in the areas of activity covered by the programme for branch volunteers
- Organization of training within community associations to disseminate the Fundamental Principles
- Promotion of education for peace (please see humanitarian values programme for further details).

### **Expected results**

- Overall improved health situation in target communities and raised awareness on health issues.

- Local communities better organized and increased level of cooperation and coordination between the local Red Cross branch, the community and other partners.
- Improved image of the Guatemala Red Cross at local as well as national level.

### **Indicators**

- At least 35 instructors trained in the methodology and pedagogy of community education, with a focus on basic health care and hygiene.
- At least one health, water and sanitation committee created and activities implemented in each target community.
- At least 114 health promoters (one per community) working permanently in the programme.
- At least one small pharmacy established and equipped in each branch where the programme is being implemented.
- 228 health promoters and midwives working for the programme in the communities with at least one first aid kit and an operational procedures manual.
- Seven mobile assistance teams (mobile medical brigades) in each of the branches, making monthly visits to the selected communities.
- At least one community campaign in preventive health and hygiene per month carried out in target communities.
- At least five water supply facilities provided in target communities.
- At least five latrines built by communities and a like number of latrines rehabilitated.
- At least one economic development micro-project operating in each target community.
- There is a local coordinating team at each branch participating in the programme.
- Increase in branches with formal agreements with authorities.
- All target communities are participating in and promoting actions for non-violence.
- Narrative and financial reports documenting the progress and analyzing the operational context are available.

### **Critical Assumptions**

- The Guatemalan Red Cross leadership continues its commitment to the programme.
- All partners involved, including the communities themselves, continue to give their support and take an active part.
- Human and financial resources needed at all levels are made available.
- The political and socioeconomic situation across the country remains relatively stable.
- No major disaster hits the country.

### **Monitoring and Evaluation Arrangements**

- National evaluation workshops every six months to approve activities, exchange experiences and adjust the programme as necessary.
- Quarterly meetings with the management in the branches and other partners relevant to the programme, to revise plans and budgets.
- Quarterly narrative and financial reports.
- Mid year informal participatory self assessment including all relevant partners.

## 4. Humanitarian Values

### Background and progress to date

Guatemala finally emerged from one of the largest conflicts in Latin America at the end of 1996. The challenge of the Peace Accords, signed in 1996, was to end the armed conflict, while simultaneously addressing the wide social, political and economical disparities that were the root causes of the conflict. Unfortunately, efforts so far have failed to expand the sense of ownership of the Peace Accords in Guatemalan society, which is the major cause of the present wave of violence and unrest.

Peace processes have not been able to solve the problems of violence as a great part of the violence is not directly related to the armed conflict, but has to do with a combination of social, political and cultural factors. Since the peace accords were signed in Guatemala, political violence has been replaced by social violence. Poverty, alcohol consumption, and easy access to light weapons are some of the risk factors that contribute to the increase in violence; studies on violence indicate that a weakening of society's traditional values, the lack of solidarity and local networks are also important factors. Taking this into account, the Red Cross should work not only to help the most vulnerable improve their standard of living at an economic level, but should also work to strengthen local networks and humanitarian values at all levels of society. The Guatemalan Red Cross has, because of its territorial structure and community projects in almost the whole country, access to and credibility amongst the Guatemalan people. Furthermore, the Fundamental Principles of the Movement promote a moral obligation to combat the violent tendencies and activities.

The United Nations has designated the year 2000 as the International Year of Peace Culture. The Guatemalan Red Cross has been invited to participate as one of the agents promoting the culture of peace, as well as in the decade of children for peace. In this context, the Guatemala Red Cross has started a *Stop the Violence* project that, together with activities to promote the Fundamental Principles, will form part of a wider programme to build a culture of peace. The initiative builds on a similar campaign developed by the Norwegian Red Cross in the early nineties, which was subsequently developed into an extensive programme involving all branches of the Norwegian Red Cross<sup>2</sup>. The programme's main activities are to promote values and awareness, and to give people an opportunity to participate in local violence prevention schemes and activities related to victims of violence.

The Guatemalan Red Cross has adopted the hand print campaign used by the Norwegian Red Cross, "leave your mark in this century" (*Deja tu huella en este siglo*), which will run until 8 May 2001, International Red Cross/Red Crescent Day. The hand print campaign can, apart from promoting the humanitarian values of the Red Cross and the culture of peace, become an important "trade mark" for different violence prevention activities and projects at the branch and community levels.

The campaign started in the capital and will tour the eight regions of the country through the 22 branch offices. The branches will actively participate by visiting families, schools, universities, companies, government offices, industries, stores and other sectors. The second phase of the programme will commence, according to the capacity of each branch office, with concrete projects at a local level.

Through workshops during 2000 all branches have been informed about the programme and all branches have received an introduction on the subject of the culture of peace and prevention of violence. The workshops demonstrated the importance of basing activities on the needs and particularities of each region and community. The participants demonstrated how violence patterns in different areas vary according to the specific experience of the armed conflict, the degree of poverty and transmigration. Particular emphasis will be placed on taking into account regional and local differences.

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<sup>2</sup> The Colombian Red Cross started their *Stop the violence* campaign using the Norwegian model. The project started initially as a fund-raising project, but has gradually laid more emphasis on education in peaceful coexistence.

For example, in Quiché, where the armed conflict took its greatest toll (344 of the massacres occurred in this department), the communities, mainly indigenous, are still divided between “leftists” and “followers of Rios Mont”. This division has caused a major political and social division in society. Frequent lynching is also a major problem in the area. Many interpret the lynching as a reaction of the community to the weakening of their traditional methods of resolving conflicts. Other reasons are the absence of security agents and the lack of communication between the police and community due to corruption, lack of training and language barriers. At the branch office in Tecun Uman, near the Mexican border, violence problems are related to groups migrating from Central America to the United States. Almost 60% of the population is in transmigration. Individuals that have not been able to enter the United States through Mexico are deported to this region, where penniless, they may turn to criminal activities. Other participants mentioned domestic violence (violence against children and women), the breakdown of the family unit and juvenile delinquency as major violence patterns.

One branch has already initiated violence prevention work as a member of a local “security council” group. This work could serve as a model for other branches. The programme will be implemented in close coordination with the human development and the community-based disaster preparedness project. Trained health promoters and midwives within these programmes will be given the opportunity to participate.

Two fundamental Federation documents, Strategy 2010 and the Country Assistance Strategy (CAS) for Guatemala establishes the promotion of humanitarian values as one of the priorities of the Guatemalan Red Cross. Following the guidelines set forth by UN agencies in the country, it is urgent to start laying the foundation for a process of change in the Guatemalan civil society, from a culture of war, to a culture of peace.

**Goal** To assist the Guatemalan Red Cross in promoting a culture of peace and the Fundamental Principles of the Movement.

## **Objectives and activities planned**

**Objective 1** To assist the GRC in raising awareness in Guatemalan society of the importance of taking a personal stand against violence.

Activities planned to achieve objective 1:

- Assist in the training of representatives from the three volunteer groups - women, youth and relief volunteers - in how to promote a peace culture and humanitarian values in their branches and in their work with the population in general. The training sessions will be held at headquarters and at the regional offices in collaboration with the University for Peace (UPAZ).
- Support the hand print campaign, which will be implemented by these trained personnel, collecting hand prints in shopping centres, educational centres, companies, branches and communities.

**Objective 2** To assist the GRC in the internal promotion of the peace culture and humanitarian values.

Activities planned to achieve objective 2:

- Support training and workshops for GRC staff and volunteers on the Fundamental Principles and peace culture and the importance of this in their personal relations, in cooperation with UN agencies and UPAZ..

**Objective 3** To support the incorporation of the promotion of a peace culture into existing GRC programmes and the initiation of new programmes at a local level.

Activities planned to achieve objective 3:

- Support the integration of training and workshops on the peace culture and the Fundamental Principles into the human development programme and the disaster preparedness programme (see health and care and disaster preparedness programmes). Additional courses will be provided by the Peace University and UNESCO, starting with the subject “Women and Peace”.
- Provide support and technical advice to the GRC branches, that together with the community, will develop local and regional activities and projects (micro projects, cultural events).
- Give support to branches in joining local committees and promote initiatives in setting up meetings with representatives of the municipality, NGOs, schools, the police department, local politicians and other local entities.

- Provide support and technical advice to local branches initiating training courses on the subject of peace culture and violence prevention in the communities.

**Objective 4** To support the management and administration of the GRC with regards to planning, resource use and coordination at all levels.

Activities planned to achieve objective 4:

- Assist in the creation of a committee in the National Society with responsibility for supporting the branches.
- Facilitate coordination between the National Society, UN agencies and the University for Peace in order to ensure national coverage of programme activities.

### **Expected results**

- The hand print campaign will be the trademark for all Red Cross activities and projects at the headquarters and at branch and community level.
- Improved image and organizational capacity within the National Society.
- Increased conscience among the employees and volunteers regarding their personal conduct in relation to the values of the organization.
- Improved working environment in the National Society both at headquarters and in the branches.
- Violence and its subject matter have been discussed and identified in all the regions where the GRC is present
- Cooperation with governmental and non-governmental organizations have been established and formalized.
- Activities and micro-projects have been identified and implemented in communities.
- Representatives from local branches are represented in security councils (or committees against violence).
- Peace and nonviolence training have been included in the human development and disaster preparedness projects.

### **Indicators**

- 100,000 hand prints have been collected before 8 May 2000.
- Public opinion polls show an improvement in the GRC image by 20%.
- There is an increase in the number of GRC volunteers.
- An improvement in organizational abilities especially at headquarters.
- All committed Red Cross branches are part of a local violence prevention committee.
- All committed branches have violence prevention projects (for example: family and youth training sessions, reconciliation workshops, and activities to decrease street violence).
- Peace culture and nonviolence training included in the human development project and in the community education in disaster preparedness project.
- Committee responsible for the culture of peace programme is established in the GRC.

### **Critical Assumptions**

- The hand print campaign must be followed by well organized and well developed projects at all levels to ensure sustainability.
- To ensure local ownership the following three criteria must be met by branches implementing activities at local level:
  - All activities should be organized as a response to a specific local need.
  - Activities should involve volunteers.
  - Activities should be carried out in broad cooperation with agencies in the community that work in related fields.
- Projects carried out at local level should depend on a previous analysis of the causes of violence and its manifestations.
- The Guatemalan Red Cross leadership continues its commitment to the programme.
- Human and financial resources needed at all levels are made available.
- The political and socioeconomic situation across the country remains relatively stable.

### **Monitoring and Evaluation Arrangements**

- Frequent meetings with all involved parties to analyse progress against plans.

- Reports, narrative and financial, from branches involved.
- Regular visits and discussions on an informal basis with participants and beneficiaries.
- Internal annual review by Federation team and, if needed, with technical support from Regional Delegation and/or the Federation Secretariat in Geneva.

## 5. Coordination and Management

### Background and progress to date

The Federation's national delegation for Guatemala was established in 1997, under the name of the Guatemala National Coordination Office. In the first year, the main focus was on supporting the Guatemala Red Cross (GRC) in the preparation and implementation of the Guatemala rehabilitation programme, comprising institutional development (funded under the Tripartite Project) and human development. Progress in these programme areas is described in the relevant sections of the respective programmes. During this phase there was a programme coordinator and two development delegates, as well as a part-time finance delegate shared with the regional delegation.

Following Hurricane Mitch and the related disaster response and rehabilitation activities, the number of delegates was increased temporarily, and a more operational role was assumed for a short time. In addition, the rapid increase in bilateral programming and funding required a stronger coordination role. The Federation's presence and involvement in Guatemala before the disaster made this comparatively easier than in other "Mitch" countries.

During 2000, the focus has once again been on supporting the institutional development of the GRC, as well as programme development in health and disaster preparedness. As part of the appeal 2001-2002, the delegation together with the National Society is presenting programme proposals in the areas of disaster preparedness, health and care in the community, humanitarian values, and institutional and resource development. The basic management infrastructure needed to manage these programmes is described below.

The starting points for all programmes are two key Federation documents: *Strategy 2010*, and the Country Assistance Strategy for Guatemala. In addition, they build on existing policies and guidelines, as well as practices and examples from this and other regions. 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 programmes, which have a two year time frame, will together with the relevant counterparts in the National Society be implemented under the overall supervision of the head of delegation, who will assign specific tasks to technical delegates where appropriate. It is envisaged that in 2001 the delegation will consist of a head of delegation (shared with Spanish Red Cross), an institutional development delegate and a disaster preparedness delegate. There will be one secretary/assistant and one driver.

**Goal** To manage Federation supported programmes and give technical support to the Guatemalan Red Cross by providing an effective and efficient management framework through coordination, and optimizing the available human, financial and material resources.

### Objectives and Activities Planned

**Objective 1** To establish and apply criteria for efficient (cost-benefit) and effective (objectives-results) use of resources made available through the Federation for programmes, in order to allow a rational use of available resources and to establish common criteria and standards for each of the programme components, in line with the priorities of *Strategy 2010* and applying Federation procedures and guidelines.

Activities planned to achieve objective 1:

- Together with the National Society and other relevant counterparts, prepare strategic and operational plans and budgets for Federation programmes, and revise them on a quarterly basis.
- Through training and follow up, ensure compliance with Federation standards in financial management, including budgeting, budget control and monitoring, bookkeeping, accounting and financial reporting.
- Participate in regular meetings with all the Central American country offices/delegations reporting to the Regional Delegation.

- Prepare timely and accurate financial and narrative reports for all relevant partners.

**Objective 2** To Support the Guatemalan Red Cross in promoting coordination between the Participating National Societies, Federation Secretariat and the ICRC, as well as with external partners.

Activities planned to achieve THIS objective:

- Monthly workshops and/or meetings with all Movement partners in Guatemala, in order to ensure effective coordination, situation reviews, definition of operational criteria and priorities for (joint) action, and to exchange information.
- Participate in regular meetings of GRC governance and management.
- Organize meetings, including all relevant partners, for the elaboration of an inclusive Country Assistance Strategy (CAS).
- In coordination with the Regional Delegation and the team in the Americas Department of the Secretariat, liaise closely with all current and potential donors.
- Maintain contacts with external partners on a regular basis through formal and informal meetings.

### **Expected Results**

- Effective coordination of all programmes implemented by the Red Cross partners in Guatemala.
- Well-functioning programmes that meet Federation standards and guidelines.
- The existing CAS has been updated to an all inclusive CAS and approved by all involved partners.
- Overall management meets Federation standards.
- Compliance with Federation reporting standards.
- Enhanced relationships with the donor community and programme funding is increasingly committed for the medium-long term.

### **Indicators**

- Federation supported programmes being implemented according to plans.
- Approved budgets at all time.
- No financial deficit.
- Reports available.
- Updated job descriptions, mission instruction and work plans for all delegates.
- Increased appeal coverage.
- Inclusive Country Assistance Strategy available.
- Increase in the number of agreements and memoranda of understanding with partners within the Movements as well as external partners.

### **Critical Assumptions**

- The programme is fully funded over the two-year period, and funds are available on a timely basis.
- Core delegates (HoD, institutional development, disaster preparedness) and staff (finance, administration) are made available to the programme.
- The political and socio-economic situation across the region remains relatively stable.
- The Guatemalan Red Cross leadership continues its commitment to the change process.

### **Monitoring and evaluation**

Monitoring:

- Quarterly meetings involving relevant partners will revise and analyze progress against established indicators.
- Analysis of operational context and overall progress in quarterly management reports.
- Regular visits and discussions on an informal basis with participants and beneficiaries.
- Regular meetings between the GRC, Federation delegation, Participating National Societies present in the country and the ICRC.

Evaluation:

- Internal annual review by Federation team and, if needed, with technical support from the Regional Delegation and/or the Federation Secretariat in Geneva.
- An internal audit may be performed by the Secretariat's Internal Audit Unit.
- If and when formal evaluations of other Federation programmes in Guatemala are carried out, this programme, providing the overall management and coordination, will automatically be included.

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<b>DELEGATION: GUATAMALA</b>						
<b>PROGRAMME</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>Human. values</b>	<b>IDRD</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0
Food & seeds	0	0	0	0	0	0
Water	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0
Teaching materials	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0
Other relief supplies	14,042	0	0	0	0	14,042
<b>Sub total supplies</b>	<b>14,042</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14,042</b>
Land & Buildings	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0
Computers & telecom	0	0	0	0	0	0
Medical equipment	0	0	0	0	0	0
Other capital expenses	34,862	0	0	0	0	34,862
<b>Sub total capital</b>	<b>34,862</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>34,862</b>
Programme management	13,688	26,201	2,381	18,192	15,136	75,598
Technical services	4,097	7,843	713	5,446	4,531	22,630
Professional services	4,544	8,698	790	6,039	5,025	25,097
<b>Sub total programme support</b>	<b>22,330</b>	<b>42,743</b>	<b>3,884</b>	<b>29,677</b>	<b>24,692</b>	<b>123,325</b>
<b>Transport &amp; storage</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8,954</b>	<b>8,954</b>
Personnel (delegates & expatriates)	81,357	0	0	106,164	97,824	285,345
Personnel (local staff)	13,909	97,493	0	70,175	55,535	237,111
<b>Sub total personnel</b>	<b>95,266</b>	<b>97,493</b>	<b>0</b>	<b>176,339</b>	<b>153,359</b>	<b>522,456</b>
Travel & related expenses	5,894	0	0	4,917	13,307	24,118
Information expenses	0	0	3,207	0	5,003	8,210
Expert fees	0	0	0	3,293	0	3,293
Admin. - general expenses	25,007	94,399	2,566	53,238	19,156	194,365
Training workshops / seminars	5,597	153,936	25,656	2,324	0	187,513
<b>Sub total travel, training, general exp.</b>	<b>36,497</b>	<b>248,335</b>	<b>31,429</b>	<b>63,772</b>	<b>37,466</b>	<b>417,499</b>
<b>Total budget</b>	<b>202,996</b>	<b>388,571</b>	<b>35,313</b>	<b>269,787</b>	<b>224,471</b>	<b>1,121,138</b>