

# Appeal 2002-2003



International Federation  
of Red Cross and Red Crescent Societies

## CENTRAL AMERICA

(Appeal 01.19/2002)

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

	2002 CHF	2003 <sup>1</sup> CHF
1. Disaster preparedness	527,528	499,888
2. Health & care	1,073,652	1,047,528
3. Humanitarian values	231,404	287,416
4. Organisational development	1,084,607	468,652
5. Regional cooperation	89,775	42,697
6. Regional coordination	883,708	909,101
<b>Total</b>	<b>3,890,674</b>	<b>3,255,282</b>

### Introduction

#### Regional Context

The seven Latin American countries covered by the Guatemala regional delegation: Mexico, Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama are characterized by medium to high human development (see next page)<sup>2</sup> With the signing of the peace agreements in Guatemala in 1997, and progress in the negotiations over Chiapas (Mexico), peace and stability are being consolidated in a region that has seen violent and protracted conflicts during the last decades.



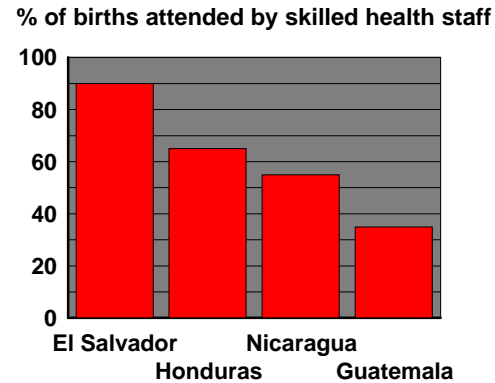
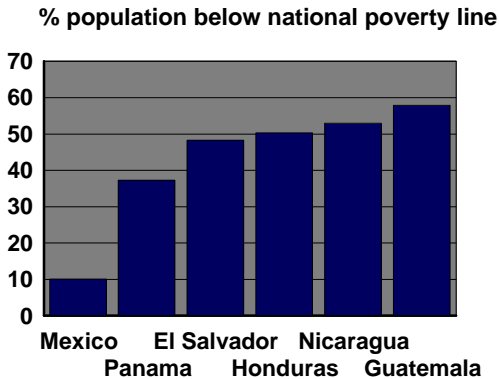
Recognizing that sustained economic growth is essential for long-term poverty reduction, many governments in Latin America have focused on policies to stimulate growth and promote economic stability. While there has only been slow growth during 2001, economies are expected to recover slightly during 2002<sup>3</sup>.

<sup>1</sup> These are preliminary figures for 2003, and are subject to revision in the course of 2002.

<sup>2</sup> UNDP Human development Report 2001

<sup>3</sup> EIU country reports, Aug 2001

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. However, there is often little government capacity to cope with the rise of malnutrition and the spread of diseases.



Many countries show an extreme inequality in the distribution of wealth, leading to high inequalities in income and access to basic services.

As a result, a large part of the population in the region lives below the poverty line, many in extreme poverty. In Guatemala, three out of every five people live in poverty, and two out of every three births are not attended by skilled medical personnel.

Moreover, the population lives under the constant threat of natural disasters as witnessed by the most recent devastation of El Niño, hurricane Mitch and the earthquakes in El Salvador in 2001.

In recent years, several other major disasters requiring international assistance 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 infrastructure 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.

source: Human development report 2001	HDI ranking 2001	Human development
<b>Costa Rica</b>	41	high
<b>Mexico</b>	51	medium
<b>Panama</b>	52	medium
<b>Salvador</b>	95	medium
<b>Nicaragua</b>	106	medium
<b>Honduras</b>	107	medium
<b>Guatemala</b>	108	medium

As a result of hurricane Mitch in late 1998, Federation relief operations were set up in the worst-affected countries, and country delegation/offices remain in Guatemala, Honduras, Nicaragua and El Salvador. A regional finance unit (RFU) was set up at the regional delegation at the end of the year 2000, covering both the Central American and Caribbean regions and was operational by the beginning of 2001. This is an important step towards closer support in the area of financial management for both delegations and national societies in the regions. Similarly,

a regional reporting unit is currently being established in order to improve the quality and timeliness of donor reporting throughout the Americas.

An efficient response to the earthquake in El Salvador and a well coordinated appeal, reflecting long term development needs showed the importance of the support of the regional delegation as well as successful coordination with the Pan American Disaster Response Unit (PADRU). The setting up of this unit is a major contribution towards improved response capacity in the region.

The Mitch rehabilitation process is now coming to a close and the focus will, to a greater extent, be on long term development projects aiming at strengthening the capacities of the National Societies and local communities, with particular focus on strengthening of regional disaster response and preparedness mechanisms.

A number of other partners 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 cooperation strategies. 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.

In addition, most National Societies have recognized and clearly expressed the need for **branch development** and **volunteer management** as two key priorities for the next period.

## Priority Programmes for Federation Assistance

The Federation has identified five strategic priorities in its support to National Societies of the region, which are summarized below:

### 1. More focused on vulnerable communities

National Societies will be encouraged to thoroughly analyze vulnerabilities in each country, and to (re-)focus their resources accordingly.

## **2. More responsive to disasters**

While large disasters obviously attract more attention, regional research shows that the combined impact of much more frequent small local emergencies may actually be much higher. Disaster response capacity will be strengthened at community, branch, national, regional and international levels.

## **3. More influential in civil society**

National Societies are now making substantial efforts to become more dynamic actors within civil society, building networks and alliances with non-Red Cross partners.

## **4. Increased sharing of knowledge and experiences**

The regional delegation will promote knowledge sharing and learning, through a wide range of activities, including the regional website, exchange workshops, newsletters, regional meetings. Much attention will be given to a more structured approach towards evaluation as a tool for progress.

## **5. Increased use of regional resources**

There will be an increased effort to train and deploy more delegates from the region to work delegations world wide. In addition, the regional delegation will promote local staff development for technical and management positions, gradually reducing the number of delegates needed.

At country level, the regional delegation will provide particular support to the Nicaragua delegation and the Nicaraguan Red Cross, given that there is no individual appeal for programmes in Nicaragua for 2002-2003. At the programme level, the Federation will prioritize its support 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 National Societies in the planning, implementation and evaluation of effective health programmes which target vulnerable groups. Three distinct but inter-linked projects will be continued: strengthening health programming, *Golfo de Fonseca* integrated community and branch development; and HIV/AIDS focusing on 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 2002-3, 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. In addition, more emphasis will be placed on advocacy as a key tool for influencing both public opinion and policy makers, as well as community behaviour. Such advocacy initiatives will be promoted both horizontally (as a standard component of all other programme activities) as well as vertically through targeted campaigns and activities, for example, the culture of peace and the promotion of non-violence.

**Organizational and resource development** - The regional programme for organizational and resource development aims to strengthen the capacity of the National Societies to carry out their mandate in humanitarian relief, rehabilitation and development. It focuses on the following key areas: governance and management; integrated programme development at branch level; human 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.

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# 1. Disaster Preparedness

## Background and progress to date

Disaster preparedness (DP) in the context of Central America is affected by a complex interaction of socio-economic, political and natural phenomena. The latter, including hurricanes, tropical storms, flooding, landslides, volcanoes and seismic activity have had a heavy impact on the region's capacity for improvement in all spheres of human and social development. The region is located in one of the most active seismic zones in the world and has eighty active volcanoes. As illustrated repeatedly, the vulnerability of the region leaves it severely exposed to the long term impacts of natural disasters. While these factors exist in all the countries of the region, certain areas experience particular dangers: the Caribbean coast of Nicaragua and Honduras is among the most affected, with a thirty six per cent probability of being hit by a natural disaster. 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 eighties 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, underemployment and illiteracy. The United Nations' human development report identifies both advances and also the continued lack of access by large numbers of the region's people to the basic elements of human development from education to safe drinking water. These factors in turn increase the vulnerabilities and the risks experienced by much of the region's population.

While major disasters on the scale of hurricane Mitch or the earthquake in El Salvador in 2001 receive the most of the attention from both the international media and disaster response organizations, smaller scale disasters resulting from the endemic vulnerability of the region's population account for a large percentage of lost productivity and affect significant numbers of people. The *Inter American Dialogue on Disaster Reduction* as well as the Federation's *World Disaster Report 2000* call for development and disaster reduction to be linked to the capacity of local populations to manage risk and activate local economies. Disasters are therefore understood not solely as the outcome of major natural hazards, but as *socio-natural* processes reflecting the accumulation of risk due to the historical and developmental processes of communities, nations and regions.

For Federation disaster preparedness, this context highlights the need to focus on community and branch level efforts, to reinforce the link between them and between work in disasters and other developmental aspects of community work such as health, water and sanitation and community processes of non-violent coexistence. When we speak of preparedness and risk management, the complex interrelation of vulnerabilities becomes, of necessity, an increasing part of our analysis. In this context, the 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* and giving particular attention to integrated community disaster preparedness, National Society capacity building and coordination among regional components of the Movement.

Over the course of the last year, considerable progress was made in a number of key areas highlighted in the 2001 appeal.

- National intervention teams (NITs) were created and this model is being strengthened and further adopted by National Societies.
- The regional intervention teams (RITs) once again demonstrated in El Salvador their relevance and ability to provide, in concert with FACT and PADRU, rapid and effective disaster response measures.
- SPHERE training of RITs members and the preparation of trainers took place and the Humanitarian Charter and minimum standards were consistently applied both in response and, increasingly, in preparation.
- Regional resources were trained in FACT methods and in the better programme initiative (BPI) and will use the knowledge gained to promote both of these areas of work in our region.
- The ongoing process of coordination both internally and with external organizations contributed to improved response, training, and planning through joint action, workshops and fora.
- The second DP conference was held in San Salvador in 2001 and produced recommendations and commitments which will contribute to the orientation of disaster preparedness activities in the near and medium term future, particularly in relation to community disaster preparedness (CBDP).
- National disaster plans and disaster preparedness plans have been or are being developed in several National Societies and disaster departments in key National Societies were strengthened.

The objectives of the regional disaster preparedness programme reflect the consensus and recommendations of numerous internal fora and of other leading organizations in the field, as well as the efforts of the Federation Secretariat to clarify and fulfil its mandate as *servant leader* to the National Societies of the region and those cooperating with them. Furthermore, in accordance with the plan of action of the 27th International Conference, all components of the Movement, together with States, “*will support efforts to develop minimum practical standards for the delivery of humanitarian assistance, such as those elaborated in the **Sphere project** (Humanitarian Charter and Minimum Standards in Disaster Response)*”.

As a leader in the field of disaster work, the Federation needs to continue to provide guidance and to stimulate new thinking and areas of collaboration. The regional disaster preparedness programme will concentrate on strengthening the link between our practice and theory through identification of relevant research and in documenting and stimulating reflection and debate. At the same time, this will support ongoing efforts to strengthen coordination and strategic alliances within the Movement and with external partners.

## **Goal**

To strengthen the capacity of all National Societies in the region to prepare for and respond to disasters and to assist them in their efforts to support community preparedness and risk management.

To achieve this goal, the regional disaster preparedness programme envisages two principal projects:

1. Integrated community disaster preparedness and risk management.
2. Strengthening of National Society preparedness and response capacity.

## **Objective 1**

*To implement and consolidate an integrated approach to community based disaster preparedness and risk management.*

### **Activities planned to achieve objective 1**

- To consolidate an integrated CDBP programme through the holding of workshops, the completion of revised didactic materials and manuals and the organization of training for facilitators and coordinators.
- To implement projects in 10 communities in 4 countries, involving: community VCA and risk assessment; the integration of community education in health, water and sanitation, the culture of peace, the environment and disaster preparedness; the funding of community projects for mitigation and enhanced risk management and the creation of local volunteer programmes which will improve links with Red Cross branches.

### **Objective 2**

*To strengthen disaster preparedness planning and the disaster response capacity of the National Societies in the region.*

### **Activities planned to achieve objective 2**

- To promote and strengthen national intervention teams in the region through provision of NITs training to four National Societies, the holding of SPHERE and BPI training activities, the revision of tools used in needs assessments and planning for response and the design of a RITs/NITs field manual.
- To support the creation and revision of national disaster preparedness plans and national disaster response plans in four National Societies, including the provision of financial and technical support to strengthen the disaster preparedness office within the Costa Rican Red Cross Society disaster department.
- In coordination with PADRU, to support the development and strengthening of regional intervention teams through identification of new candidates, the updating of the regional data base of RITs and NITs members, the promotion of agreements with the National Societies, the holding of RITs or specialized workshops.
- To strengthen the coordinated and efficient use and mobilization of regional resources by developing a regional data base of all Red Cross human and material resources, facilitating regional meetings and promoting the regional assistance agreement.

### **Objective 3**

*To contribute actively to the development and dissemination of new ideas and research in the field of disasters and in the development of strategic alliances.*

### **Activities planned to achieve objective 3**

- To support two regional research projects related to disaster preparedness.
- To promote the acquisition and dissemination of new written and audio visual materials for the documentation centre that supports the work of National Societies.
- To coordinate a disaster conference with emphasis on theoretical and practical knowledge sharing.
- To participate actively in regional fora conducted by external organizations.
- To promote cooperation agreements and strategic alliances through the CDBP programme and response preparedness activities.

### **Objective 3**

*To finalize and evaluate an integrated CDBP model.*

### **Activities planned to achieve objective 3**

- To hold evaluation meetings focusing on integrated CBDP programming, seeking sectoral and inter-institutional consensus.
- To draw up and distribute a final project report and recommendations.

### **Expected Results**

- A revised integrated community based disaster preparedness programme will be fully developed and initial phases of implementation will be completed in three National Societies.
- New didactic and training materials will have been developed, tested and revised.
- There will be strengthened branch capacity and an enhanced relationship with surrounding communities.
- Community capacity for preparedness and risk management projects will have been enhanced.
- Five National Societies will have updated and disseminated national disaster preparedness and response plans.
- Five National Societies will have operational NITs structures.
- Four National societies will have participated in second level NITs training in BPI, logistics or water and sanitation.
- An updated data base of human and material resources will be available in at least five National Societies.
- A disaster preparedness office will be operational in the Costa Rican Red Cross Society.
- RIT/NIT field manual will have been developed including revised tools for assessments and preparation of plans of action.
- Twenty five additional RITs members will be available in the sub region.
- Fifteen RITs members will have been trained in each of the logistics, water and sanitation, BPI and RITs leadership courses.
- Two regional research projects will have taken place relating to CBDP and disaster response.
- There will be an increased profile of the Red Cross in regional fora.
- One regional disaster conference will have taken place.

### **Indicators**

- Number of National Societies with an integrated CBDP programme.
- Community mitigation and risk management committees will be in place and projects carried out.
- Didactic materials and coordinator and facilitator guides will have been produced.
- Number of branch level and community volunteers will have increased.
- There will have been a reduction in communicable diseases and a reduction in the reported incidence of community violence.
- Number of National Societies with updated disaster preparedness and response plans.
- Number of trained and available NITs and RITs members.
- Number of NITS and RITS members with 1<sup>st</sup> and 2<sup>nd</sup> level training.
- Research reports will have been concluded and will be available.
- Number and quality of new materials.
- Participation in regional fora.

### **Evaluation and Monitoring**

- Regular monitoring and planning with disaster preparedness delegates and directors of disaster preparedness and response departments.

- Field visits and consultation with National Societies.
- Monthly progress reports
- Quarterly reports
- Programme specific evaluations
- Joint meetings with other sub-regional programme staff

**Critical Assumptions**

- Adequate funding levels for both the regional delegation and critical partners – national delegations and PADRU – and national disaster preparedness delegates in at least two countries.
- Continued relative stability of the region
- Continued commitment of National Societies to disaster preparedness programmes.
- Technical support from the disaster preparedness department within the Secretariat.
- Ability to identify adequate consultants in technical areas
- Availability of PADRU delegates for coordination and joint work.

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## 2. Health and Care

### Background and progress to date

The seven Latin American countries in the region: Mexico, Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama - face poverty, extreme inequality in the distribution of wealth and access to basic services in health and education, and little government capacity to cope with the rise of malnutrition and the spread of disease. The National Societies of the region have a long tradition in the 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, link community health with branch development and/or disaster preparedness, in line with *Strategy 2010*.

In addition, the regional delegation has been actively promoting the 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 National Societies in the planning, implementation and evaluation of effective health programmes which target vulnerable groups. It focuses on the following three key areas which have been identified as priorities:

- Strengthening of National Society health departments and health programming.
- Golfo de Fonseca integrated project.
- HIV/AIDS awareness-building, prevention, care and support.

It should be stressed that the health programme is also closely linked to other regional programmes, particularly the regional disaster preparedness programme.

The Secretariat, through regional delegations in the Americas, has begun a consultation process with Red Cross National Societies regarding a health strategy for the Americas along the lines of Strategy 2010. As part of this process, a partnership with the Pan American Health Organization is critical, as well as identification of the major areas in the field of health in which the Red Cross could make a public health impact. In the coming months, a memorandum of understanding will be signed by PAHO and Federation representatives on behalf of Red Cross Societies in the Americas.

### Strengthening of NS health departments and health programming

The Federation has established clear priorities in close collaboration with all National Societies in the region; these include the following:

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

- Regional health network.
- Promotion of voluntary blood donation.
- HIV/AIDS.

### **HIV/AIDS**

While the HIV/AIDS pandemic has not reached the same levels as in other parts of the world, evidence suggests that it will inevitably spread exponentially in the near future. An estimated 210,000 adults and children became infected during 2000 in the Americas. Rates are generally highest in Central America and the Caribbean, where HIV is spreading mainly through sex between men and women. In Honduras and Guatemala, HIV prevalence rates among adults in the general population are between 1 and 2%. In the Honduran city of San Pedro Sula, the rate of HIV infection has fluctuated between 2 and 5% for several years. Much of the problem is concentrated in teenagers, suggesting that the worst is still to come.

With the exception of Panama, most National Societies have limited experience of HIV/AIDS programming - usually confined to activities and campaigns aimed at prevention. However, during the General Assembly of November 2001, all Societies of the region reconfirmed their commitment to increase work in HIV/AIDS in order to address issues such as stigmatization, care and support. Furthermore, in accordance with the plan of action of the 27th International Conference, the Federation and National Societies pledged, in cooperation with States and appropriate national and international bodies, to *“further strengthen their capacity to prevent, treat and control communicable diseases (including emerging and re-emerging diseases), especially tuberculosis, HIV/AIDS and other sexually transmitted diseases, malaria and vaccine-preventable diseases”*.

The regional youth peer education programme will be further consolidated, focusing on awareness raising and the fight against stigma and will be implemented in all countries of the region, targeting both Red Cross youth and up to 10,000 school students in each country. The development of a regional strategy framework for HIV/AIDS will be promoted, leading to specific country plans in 2-3 pilot countries, either as specific HIV/AIDS plans, or by incorporating these in existing health programmes and plans. Special attention will be given to the inclusion of seropositive people/people living with AIDS (PLWA) within the organization. The regional youth coordinator, based in Honduras, is responsible for the HIV/AIDS youth peer education programme, in close coordination with National Society directors for youth and health.

The Honduran Red Cross/Federation delegation will launch a pilot project, building on the expertise developed through the peer education programme, aiming to fight the stigma associated with HIV/AIDS. This and other activities will receive the technical support of the Federation’s regional health delegate, in close collaboration with the regional health network.

### **Gulf of Fonseca**

The Gulf of Fonseca pilot project was set up in 1997 for a geographical area which includes territory in El Salvador, Honduras and Nicaragua. The project is an integrated community development project which includes the following components:

- Branch development;
- Community health care and health promotion;
- Community education in disaster preparedness;
- Basic sanitation and environmental protection;
- Regional exchange and institutional learning.

The development of strong, sustainable branches is one of the specific objectives of this project, and much attention will be paid to training of branch staff and volunteers. The project aims to strengthen both the technical capacities and the financial basis of the four branches selected to participate.

The programme will target an estimated 40 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 have been selected on the basis of pre-set selection criteria which include vulnerability to disasters, lack of health services and lack of basic infrastructure. The health component of this programme will be coordinated with the relevant health authorities at all levels, and Ministry of Health country guidelines and objectives will be respected. Traditional birth attendants will be trained, equipped and supervised in coordination with the MoH, in order to promote access to basic prenatal care for pregnant women. Village health volunteers will be trained to reinforce the system of health promoters. They will play a crucial role in community health education and promotion, as well as in health monitoring. The community health volunteers will also assist in vaccination and other campaigns initiated by local health authorities.

The health volunteers will also be trained in basic first aid, as well as disaster preparedness. Communities will map their resources and risks and develop strategies to strengthen their capacities to respond to disasters. In the event of a disaster situation, community volunteers will assist the Red Cross in the initial response, including the assessment of needs and selection of vulnerable groups.

The Golfo de Fonseca project will be managed by a project manager based in Nicaragua. Moreover, the Federation's regional health delegate based in Nicaragua will provide additional technical support.

It is hoped that the implementation of this project will enable the Federation to develop new models for National Society health programming which 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**

### **Objective 1**

*To support and strengthen National Society health departments across the region, focusing on their capacity to develop and deliver sustainable health programmes which are in line with Strategy 2010.*

#### **Activities planned to achieve objective 1:**

- To support the development of realistic national health strategies and work plans in line with *Strategy 2010* in each National Society, in close coordination with the Ministry of Health (MoH) and other partners.
- To support strengthening of selected National Society health departments through time-limited recruitment of technical staff where needed.
- To facilitate technical training for health staff and volunteers where relevant.
- To develop at least 1 health (pilot) project in line with *S2010* in each National Society.

- To promote regular coordination with the MoH, PAHO and other partners.
- To facilitate mobilization of external resources for *S2010*-compatible health activities.
- To develop a regional strategy for promotion of voluntary blood donation, together with relevant training, support materials and national campaigns.
- To support and strengthen the regional health network, through regular exchange of experience, joint development of materials, improved communication mechanisms (including the internet).
- To analyse needs and develop opportunities in first aid programmes in the region, as part of the global campaign.

## **Objective 2**

*To strengthen and increase HIV/AIDS programming.*

### **Activities to achieve objective 2:**

- Development of a regional strategic framework for HIV/AIDS.
- Development of realistic action plans with selected National Societies, including an IEC strategy.
- Creation of alliances with networks of “People living with AIDS” and other agencies working in the same field.
- Training of Red Cross youth and school students in HIV/AIDS and STDs, using a standard manual and training methodology.
- Internal training for Red Cross staff and volunteers.
- Integration of HIV/AIDS programming in national health plans.

## **Objective 3**

*To promote integrated community development through the Golfo de Fonseca pilot project.*

### **Activities planned to achieve objective 3:**

- Basic training for selected Red Cross branch staff and volunteers in project management, health education, community organization and disaster preparedness.
- Strengthening of branch resource management and infrastructure to promote sustainability of community activities.
- Training, equipment and supervision of village health promoters in 40 selected communities.
- Training, equipment and supervision, in co-ordination with the MoH, of traditional birth attendants in 40 target communities.
- Regular health promotion activities in 40 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, health and resource development.
- Regular regional exchanges to develop further a co-ordinated branch development, community health and DPP strategy in line with *Strategy 2010*.

## **Expected results**

- National Societies’ human resources, technical and operational capacity for health interventions will be strengthened.
- Realistic strategies and work plans will have been established.

- There will be improved internal and external coordination with the Ministry of Health and other actors.
- The National Societies and the Federation will increasingly be seen as viable partners, resulting in improved resource mobilization.
- Pilot projects compatible with S2010 will be underway.
- HIV/AIDS strategic framework will have been agreed and workplans developed in selected National Societies.
- HIV/AIDS activities will have been incorporated in programmes in health and other areas.
- Youth peer education will have been reviewed, consolidated, expanded.
- IEC strategy and materials will have been devised.
- The Gulf of Fonseca project will have been consolidated in 40 target communities.
- Village health promoters and TBAs will have been trained in each target village.
- The community based disaster preparedness programme will have been implemented in 40 communities.
- Community micro-projects will have been identified and implemented.
- An integrated branch development model will have been defined, widely shared and reviewed.

### **Indicators**

- National Society health strategies will have been developed and are under implementation.
- Technical staff recruited for limited periods of time will provide skilled input into projects and health staff and volunteers will be able to put training received into practice.
- Health pilot projects are under implementation in several National Societies.
- Increased coordination with external partners.
- Increased availability of funds from sources external to the Movement.
- Existence of agreements with associations working in the field of HIV/AIDS.
- Improved understanding of HIV/AIDS and related issues amongst National Society staff and volunteers.
- Improved understanding of project management, health education, community organization and disaster preparedness within selected branches.
- Trained village health promoters and TBAs are carrying out health activities in selected communities.
- Implementation of community self-help micro projects.

### **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.

### **Critical Assumptions**

- The programme 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.

- 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.
- 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 the 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.

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## 3. Promotion of Humanitarian Values

### Background and progress to date

Guatemala, Honduras and El Salvador rank amongst the most violent countries in the Americas, and street crime, domestic and political violence are commonplace throughout the region. High levels of unemployment, poor access to education and the virtual absence of a social welfare system coincide with easy access to a wide range of hand guns and other small firearms - partly as a result of armed conflicts, and partly given the prevailing gun culture. Armed attacks on banks and businesses, as well as highway robberies are a regular occurrence.

A large number of street gangs are active in the big cities, often involved in the trade in illegal drugs. Public lynchings have become commonplace in Guatemala, especially in rural areas where an impoverished population has little confidence in the police and the judicial system. Discrimination against ethnic minorities, women, homosexuals and the poor are often the norm rather than the exception.

The Federation's *Strategy 2010* defines the 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 an ongoing activity of the National Societies. In order to apply Fundamental Principles to daily activities and programme planning, National Society staff and volunteers need to develop a solid understanding of the Principles as a basis for Red Cross action.

In addition, it is felt that the Movement 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 was implemented in the Colombian Red Cross and which has now also been initiated in Guatemala (see the section on humanitarian values in the Guatemala country appeal).

Unfortunately, the humanitarian values project proposed under the Appeal 2001-2002 remained largely unfunded; however, certain activities were carried out in spite of this, especially in the area of Red Cross youth and school brigades. Educational activities have been focused on themes such as solidarity, mutual support, peace, tolerance and respect; in many cases they have also been translated into direct action through micro-projects.

The regional programme focuses on four key areas which have been identified as priorities:

- Promotion of fundamental principles.
- Advocacy.
- Red Cross youth and school brigades.
- Community 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 regional delegation will be responsible for the coordination of all advocacy initiatives. The youth project will be coordinated by the regional youth coordinator 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 project focusing on community education for disaster preparedness. 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.

In accordance with the plan of action of the 27th International Conference, “*National Societies and States will cooperate and, as appropriate, take initiatives to promote tolerance, non-violence in the community and respect for cultural diversity*”.

## **Goal**

*To promote respect and understanding of humanitarian values and the Fundamental Principles, and to promote the development of advocacy initiatives.*

## **Objectives**

### **Objective 1**

*To support the promotion of the Red Cross principles internally and externally.*

The programme will support the strengthening and/or expansion of existing dissemination programmes, with the aim of ensuring that they become a well-established core activity at all levels. National Societies will be supported in the development of realistic strategies and workplans, and in the mobilization of resources. Relevant tools and materials will be developed/adapted. The delegation will coordinate its support to National Societies in close cooperation with the ICRC.

### **Activities planned to achieve objective 1:**

- To facilitate the development of realistic strategies and workplans.
- To translate the CDROM “from Principles to Action” into Spanish.
- To organize one regional workshop “from Principles to Action”.
- To support the completion of the “Red Cross Communicators’ manual” and the “Emblem Guide”.

### **Objective 2**

*To develop and support Red Cross advocacy initiatives*

While the dissemination of the Red Cross Principles is a standard activity across programmes, the National Societies of the region have relatively little experience in the design and implementation of advocacy activities in other areas. There is a need for the development of clear guidelines, training, materials and support which will enable National Societies to engage effectively in this new area. The delegation will also support concrete (pilot) activities as part of global or regional campaigns

### **Activities planned to achieve objective 2:**

- To support the development of clear advocacy guidelines.

- To design and implement at least four campaigns per year, including the themes of HIV/AIDS, first aid and disaster preparedness.
- To promote the inclusion of advocacy in all activities.
- To develop and facilitate training for Red Cross staff and volunteers

### **Objective 3**

*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 the community; principles and values; peace and living together; the 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 planned to achieve objective 3:**

- 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 3**

*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 3:**

- 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 community level.
- Support 25 community workshops.
- Develop, pilot and modify training materials for facilitators and communities during the course of the project.

#### **Expected results**

- National Societies of the region will have included promotion of principles and values in their programming. They will have developed realistic strategies and work plans.
- A number of tools will have been finalized, including the CDROM "from Principles to Action", the "Communiactor's manual" and the "Emblem guide", all available in Spanish.
- National Societies will have piloted concrete advocacy initiatives in areas such as HIV/AIDS, disaster preparedness and first aid.
- 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 under implementation at community level. Facilitators will have been trained, and methodology and training materials will have been developed and produced.
- Future programming will be based on 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.

### **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 sections of the programme where relevant

### **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.
- The political and socio-economic situation across the region remains relatively stable..

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## 4. Organizational and Resource Development

### Background and progress to date

There is a wide range of Red Cross realities in the region, both in terms of organizational capacity and programme focus. However, the National Societies face many common challenges, for example, the need to compete with emerging NGOs for funding, the need to attract and maintain volunteers, to re-focus activities.

During the International Conference held in Santo Domingo in 1999, the National Societies of the region agreed on a number of common priorities for 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 affairs, encompassing dissemination, communication and networking.*

Collaboration with the ICRC in the area of organizational development has been significantly enhanced over the last two years. A number of joint workshops have been organized for National Society governance and management at both headquarters and branch level. These were well received, and the series of workshops is to continue, ensuring minimum standards of knowledge and understanding as regards the Movement's Principles, policies and strategic directions. In addition, more specific joint workshops will be targeted on the basis of needs, for example, covering the revision of Statutes or the legal base.

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

#### **Governance and management**

A structured medium term institutional and resource development programme was piloted in *Guatemala* from early 1998 onwards as part of the "tripartite" programme, with extensive support from both the Federation's Guatemala country office and the regional delegation. This process, which is still underway, has led to structural change and steady development of the Guatemalan Red Cross's capacity. The organizational development programme in Guatemala is described in detail in the Guatemala country appeal for 2002-2003.

The ongoing support to the organizational development of the *Nicaraguan Red Cross* will be incorporated in the regional organizational development programme, with a focus on strengthening management and governance, strategic planning, fund-raising, income generation, human resource development, volunteer recruitment and training, plus strengthening of educational youth brigades and image-building. The Nicaraguan Red Cross is in the process of reviewing its Statutes, with the objective of defining a new organizational structure in order to better fulfil its humanitarian mandate. A General Assembly is scheduled for early 2002, and a new governing board will be elected. During its tenure, it will adopt the new Statutes as well as the next five-year national development plan which is now being finalized through a participatory process. It will also address the strategic alignment of the different programmes, and the strengthening of the vast network of branches in the national territory. Organizational development programmes are ongoing in *Honduras* and *El Salvador*.

### **Integration of organizational development and core programmes**

During 2002-2003, efforts in organizational development will increasingly focus on the branch level. National Societies of the region have recognized that their capacity at branch level is often limited, leading not only to problems while delivering programmes and services, but also leading to a Red Cross that is not always firmly based in the communities it intends to serve. This appeal seeks a clear focus on integrated programming at branch level, bringing together components of programmes in health, disaster preparedness and humanitarian values with branch development and the strengthening of volunteer management. Similar support will be given in the area of human resource management of salaried staff.

### **Communication and Information**

Effective communication and information both at 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 organizational 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 some 150 students in Panama, El Salvador, Nicaragua and Costa Rica. The course addresses fundamental themes in communication and information in the Red Cross context. It is based on an interactive CD-ROM and/or long-distance tutorials combined with workshops and regular assessments.

Information material for the programme is being developed on the subjects of globalization and disasters, forgotten disasters, the role of the news media and humanitarian organizations in disasters and information in times of disaster. During an internal evaluation of the project, the most significant achievements emphasized were a general strengthening of the communication offices, greater interest in communications on the part of Presidents and senior managers; availability of staff/volunteers in the branches to collaborate with the communications departments in the headquarters, production of materials by the branches and, in some cases, development of the Internet. In general, the communication offices in the branches have been strengthened and a communication channel between the branches and the headquarters has been established.

The regional organizational development programme intends to promote organizational change through the Federation delegation which will act as a catalyst and coordinator of the change process. The corresponding budget covers only part of the costs for implementation of activities proposed. It is expected that PNS present in the region will continue to make a substantial contribution to the organizational 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 terms of finance 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. The continued presence of two organizational development delegates is required: one at regional level and one primarily at country level. In addition, a regional youth coordinator will be based in Honduras.

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 PNSs. Country-based and regional development delegates will work together as a team, sharing experiences and strategies across the region.

## **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**

### **Objective 1**

*To support and strengthen National Society governance and management.*

#### **Activities planned to achieve objective 1:**

- Revision of Statutes and legal base/internal regulations: technical visits, participatory workshops, external consultancies, support to General Assemblies.
- Joint ICRC/Federation workshops on governance and management for headquarters and branch levels.
- Documentation of best practices / case studies in governance and management.
- Review of National Society capacity and performance: support for National Society self-assessment, data collection and analysis, regional sharing of results.
- Support to the National Societies for developing/updating of national development plans, national workshops, consultancies.
- Dissemination of Federation policies and development /adaptation of supporting training materials.
- Dissemination and discussion workshops focusing on *Strategy 2010*, inclusion of modules in all training events.

### **Objective 2**

*To promote the development of integrated programmes at branch level, addressing basic community needs.*

#### **Activities planned to achieve objective 2:**

- Set up a task force on branch development and programme integration, including National Societies and PNS of the region.
- Develop and promote models for integration of programmes: joint organizational development/resource development/disaster preparedness/health activities.
- Develop common selection criteria for target communities.
- Document and evaluate current pilot projects in integrated programme and branch development - Golfo de Fonseca (El Salvador and Nicaragua), human development project (Guatemala); share results / recommendations through the task force.
- Develop and promote participatory techniques for needs assessment and programming at branch level, through training of staff and volunteers and support to pilot projects.
- Facilitate a participatory diagnostic survey of branches, including SWOT<sup>4</sup> analysis, leading to branch profiles and plans.
- Develop indicators for all programmes, promote participatory evaluations and reviews (both internal and external).
- Peer review: promote mutual support in review and evaluation and best practices.

### **Objective 3**

*To promote human resource development and effective volunteer management.*

**Activities planned to achieve objective 3:**

- Hold regional and national training workshops on human resource management.
- Promote and support setting up of human resource departments, sharing best practices.
- Facilitate development of human resource databases: design and implementation, data input and analysis.
- Develop a regional plan of action on gender.
- Support the development of national training plans through technical support and consultancies.
- Conduct a regional volunteer review.
- 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 strengthen National Society capacity in communication and information and to support activities in communication and advocacy*

**Activities planned to achieve objective 4:**

- Ensure standardized training of 150 volunteers and staff under the long distance education project in El Salvador, Panama, Costa Rica and Nicaragua, using a modular approach, targeting 6 branches per country.
- Introduce the LDEP in Honduras and Guatemala.
- Hold regular meetings on communication issues in all National Societies, including headquarters and branches.
- Provide support to National Society communication staff at headquarters.
- Create and maintain National Society websites under the standardized framework.
- Train and support National Society webmasters.
- Facilitate the organization of the yearly “Interamerican Red Cross Forum on Communication and Development”, and provide follow-up to its plan of action, recommendations and related activities.

**Objective 5**

*To promote awareness of and provide technical training on disaster information issues and practices for National Societies and the mass media.*

**Activities planned to achieve objective 5:**

- Provide/continue technical training to journalists and National Society staff and volunteers in disaster information and related issues.
- Develop related training materials and new modules.
- Update / evaluate National Society information contingency plans.
- Organize and/or facilitate disaster simulations focusing on management of information and communication.
- Support the network of journalists in disasters in El Salvador, and promote the creation of similar networks in other countries.
- Support the university course leading to the “diploma in disaster information” in Guatemala, and promote the creation of similar courses in other countries within the region

**Expected results:**

- By the end of 2002, revision of Statutes will have been completed within the Guatemalan, Honduran and Nicaraguan Red Cross Societies.
- By the end of 2003, 80% of National Society leadership will have participated in standard joint ICRC/Federation training.
- During 2002-2003, good practices in governance and management will have been documented and widely shared within the region, as well as with other regions.
- By 2003, all National Societies will have developed or updated their national development plans.
- By 2003, Federation strategies and policies will be widely understood at all levels.
- By early 2002, a task force on integrated programme and branch development will have been set up.
- By 2002, all pilot projects relating to integrated branch development will have been evaluated, and results widely shared.
- By the end of 2002, a regional workshop on human resources and volunteer management will have been held, and National Societies will have been supported on related issues.
- By 2003, regional policies regarding human resources will have been developed and adopted.
- By the end of 2003, all National Societies will have a permanent unit responsible for human resources.
- By the end of 2002, an in-depth review of Red Cross volunteering will have been conducted in the region.
- By the end of 2002, a regional conference on volunteering will have been held.
- By the end of 2003, all National Society communication departments will have a national information network with adequately trained human resources, using standardized protocols.
- By the end of 2003, all National Societies will manage a professional webpage independently.
- By the end of 2003, all National Societies will have at least one professional staff member in the field of communication.
- By the end of 2003 the “Interamerican Red Cross Forum on Communication and Development will have designed its strategy and workplan for the period 2003-2006.
- At least 50% of the total budget of the 2003 Forum will be covered by National Societies themselves.
- By the end of 2003, at least four National Societies will have developed/supported a university course in disaster information.
- By the end of 2003, a network of disaster journalists will have been established in all countries.
- By the end of 2003, National Society contingency plans for information in disasters will be widely disseminated/ followed at national and local levels, and will have been updated/evaluated on a regular basis.

## Indicators

- National Society Statutes, rules and regulations will have been updated and formally approved.
- Number of National Society self-assessments carried out and being followed up.
- Number of national development plans being revised/developed/approved/implemented.
- Number of branch surveys conducted and branch profiles established.
- Number of workshops held, number of participants, and outcome according to evaluations.
- National Society human resource management policies, databases, training plans will have been developed and a handbook translated.
- Training courses held, number of participants, outcome according to evaluations.
- A volunteer review and conference will have been held.
- Long distance education project enrolment, workshops held, numbers trained.
- The number of users of the web site, the number of downloads, number of messages posted.
- Agreed work plans, budgets, reports.
- LDEP enrolment rates, drop-out and pass rates.
- National Society information bulletins issued, response time to requests/enquiries, number of articles and statistics provided.

- National Society websites created and maintained, number of hits, visitor profile.
- University courses developed/held and enrolment figures.
- Enrolment and drop-out rates as regards Red Cross training events for journalists and communication specialists.
- Type of networks established, frequency of events and meetings.
- National Society airtime on television/radio; number of press articles and press releases.
- Interamerican Forum reports and related documents.

### **Monitoring and evaluation arrangements**

- Programme progress will be monitored against defined indicators at regular intervals.
- The programme components will be evaluated internally on a yearly basis, with participation from all main stakeholders.
- The LDEP will be evaluated separately before the end of 2002.
- Routine follow-up and monitoring visits will be undertaken by the regional delegation on a regular basis.
- National Society communications departments will organize annual internal evaluation, including branches.

### **Critical assumptions**

- The programme is funded fully over the two-year period, and funds are available on a timely basis.
- Skilled organizational development delegates are made available to the programme at regional and country levels.
- 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 political and socio-economic situation across the region remains relatively stable
- Organizational development priorities, capacity and resources remain relatively unaffected by sudden disasters.

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## 5. Regional Cooperation

### Background and progress to date

As a result of a common language and culture, for historic reasons and because of the similarity in Red Cross programmes across the region, there has always been 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. However, effective coordination with an increasing number of partners (bilateral PNS, external agencies, authorities) remains a challenge.

Since the first conference of 1923 in Buenos Aires, there have been a total of 16 pan-regional Red Cross conferences - which are now referred to as Inter-American Conferences. 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 of its recommendations. With the support of the Federation and the ICRC, CORI developed a concrete plan of action (PoA) for the implementation of the Santo Domingo declaration. Progress on this PoA will be evaluated during the next regional conference to be held in Chile in April 2003.

The Federation's *Strategy 2010* states 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:

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

The regional recruitment of delegates has taken on more importance in recent 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 out in relief (for example, during hurricane Mitch, Venezuela landslides, El Salvador and Peru earthquakes) and development, both at a regional level and internationally (outside of the Americas). Currently, around half of all Federation delegates in the region were recruited from the Americas.

It has been recognized that the rapid deployment of qualified delegates from the region has greatly contributed to the success of recent operations in the Americas, and the regional delegation will continue to promote the development of regional and national intervention teams (RITs/NITs) as part of its disaster response strategy (see the appeals 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.

Two short 1-2 day meetings with National Society Presidents from the region were jointly organized by the ICRC and the Federation in early 2001. Given the positive feedback, it is intended to continue such

meetings during 2002-2003. In September 2001, a “Presidents’ and technical seminars meeting” was 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 future events more self-supportive in financial terms.

In general, the National Societies have developed limited links or partnerships outside the Movement. Some progress has been made in generating more interaction with other agencies, most notably during recent regional conferences. The regional programme will promote strengthening of existing partnerships and the 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 National Societies of the region to take a more proactive role in advocacy relating to the Red Cross Principles, and standards in relief and development.

The regional delegation aims to promote strategic alliances with a variety of institutional partners, including the WHO/PAHO, UNDP, OCHA, as well as with the international donor community (IADB, EU, Embassies). During the year 2001, informal and formal agreements were reached with the Ericsson, COPA Airlines, Weather Channel), while new avenues are being explored.

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, as appropriate. The regional recruitment project will be supported by a part time local member of staff for general administration and liaison.

The elaboration of new, all-inclusive cooperation agreement 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. In close coordination with the country delegations, realistic CASs will be developed/updated for El Salvador and Nicaragua as a first priority, as well as for Honduras and Guatemala. These will lead to common objectives, criteria and methodologies, and will be firmly based on National Society development plans.

The regional delegation will also develop an inclusive regional cooperation agreement strategy including strategic programme directions for the next period, as well as a detailed analysis of current and potential partnerships with Red Cross partners, donor institutions and the private sector.

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 (see also the appeal for humanitarian values. The regional delegation would also like to promote a more effective partnership approach with PNSs, taking more advantage of their particular areas of technical expertise, through joint visits, participation in technical “task forces” and so forth.

Technical cooperation in all areas is also 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 National Societies of the region will be

expected to fund-raise separately for this. The regional delegation will provide technical support in the preparation, organization and facilitation of the next Interamerican Conference, to be held in Chile in 2003.

## **Goal**

*To promote cooperation between the National Red Cross Societies of the region and other components of the Movement, to continue the promotion of recruitment of regional delegates, and to develop and strengthen partnerships with other institutions and the private sector.*

## **Objectives**

### **Objective 1**

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

#### **Activities planned to achieve objective 1:**

- Develop an inclusive CAS for El Salvador, Nicaragua, as well as for Honduras and Guatemala.
- Update the regional cooperation agreement strategy.
- Produce and/or adapt concrete models and guidelines for enhancing Red Cross coordination.
- Undertake joint field missions with PNS interested in similar technical areas.
- Facilitate joint ICRC/Federation training for National Society governance and management.
- Promote effective follow-up of the CORI plan of action relating to the Santo Domingo Declaration.
- Participate in regular CORI meetings, promoting effective follow-up of recommendations.
- Organize regular, short meetings of National Society presidents, together with the ICRC.

### **Objective 2**

*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 2002 in the Americas region in order to bring the number of potential delegates to a minimal operational level. It is expected that minimum delegate levels can be ensured after 2002 on the basis of one BTC every two years.

#### **Activities planned to achieve objective 2:**

- Consolidate the regional delegate recruitment programme including selection of candidates, maintenance of the database, human resource management, administration.
- Organize and facilitate a spanish language BTC in the Americas.
- Develop a funding plan for regionally recruited delegates.
- Translate the updated delegates' handbook, and ensure distribution by CDROM within the region.
- Promote the participation of candidates from the Americas at BTCs outside the region.
- Assess possibilities for future "out-sourcing" of the regional recruitment programme to a National Society in the region.

### **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 a whole) have been reluctant to develop effective long-term partnerships with other organizations and the private sector. However, in a world that is increasingly competitive and challenging, strong bonds and networks with

similar organizations, local authorities, universities add value to the quality of programmes. In addition, sound alliances with the private sector may strengthen National Societies' financial bases, and thus 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:**

- Perform a strategic review of current and potential non-Red Cross institutional partners, with a view to both programme and resource development.
- Promote alliances with the private sector, aimed at financial and human resource development.
- Develop a medium-to-long term donor strategy.

### **Expected results**

- By mid 2002, an inclusive CAS will have been elaborated for four countries, and coordination between ONS/PNS/ICRC/Federation will have improved in quality and quantity.
- By mid 2002, an inclusive RAS will have been elaborated and agreed with all main stakeholders.
- By the end of 2003, three short presidents' meetings will have been hosted jointly with the ICRC.
- By the end of 2003, CORI will have been supported adequately in all its activities, especially in the organization of the Interamerican Conference.
- By 2003, the regional delegate recruitment programme will be well-functioning.
- By 2003, at least 20% of delegates from the region will have been successfully posted to other parts of the world following the completion of their mission in Central America.
- By 2002, a regional BTC in Spanish will have been held in the Americas.
- By mid 2002, a long term funding plan for regionally recruited delegates will have been drafted.
- By mid 2002, the new handbook for delegates will have been translated, distributed widely by CDROM, and incorporated in all delegate training.
- By mid 2002, a strategic review of current and potential partners will have been conducted.
- By the end of 2002, a medium-to-long-term donor strategy will have been drafted.
- By 2003, a range of successful alliances will have been forged with institutional partners and the corporate sector.

### **Indicators**

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

### **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.

**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 the ICRC continue 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.

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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 17 years in Costa Rica. A status agreement with the government of Guatemala was signed in September 2001, greatly facilitating its functions and operations.

As part of the appeal 2002-2003, 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 Honduras and Guatemala. The basic management and support infrastructure needed to manage these programmes is described below. This is made up of three components which are complementary:

- **general management and support** (of the Guatemala regional delegation)
- **regional finance unit (RFU)** (for the whole of the Americas, based in Guatemala)
- **regional reporting unit** (for the whole of the Americas, based in Guatemala).

It should be noted that full budgets for the regional finance unit and the regional reporting unit are included in the coordination and management section of this appeal. As a result, the coordination and management budget for Central America represents a significant percentage of the overall appeal budget.

#### *General management and support*

At country level, the Federation has offices/delegations in Guatemala, Nicaragua, Honduras and El Salvador, all of which report directly to the regional delegation. During 2002-2003, these country delegations will be gradually phased out, although a limited number of country officers, especially delegates in institutional development, disaster preparedness or health, will remain. The Mitch rehabilitation process is now coming to a close and the focus will, to a greater extent, be on long term development projects aiming at strengthening the capacities of the National Societies and local communities, with a particular focus on strengthening of regional disaster response and preparedness mechanisms.

The programme will be implemented under the overall supervision of the head of the regional delegation, who will assign specific tasks to technical delegates where appropriate. The regional finance unit (RFU) has its own manager, who reports directly to the Federation Secretariat in Geneva on technical financial issues. The RFU will provide services all delegations in the Americas as a result of a decentralization of services and responsibilities from the Secretariat to the field level.

The regional delegation has seven delegates, five of whom are based in Guatemala: head of regional delegation, disaster preparedness, information/communication, head of regional finance unit, and reporting. The regional health delegate as well as the programme coordinator for the *Golfo de Fonseca* project are currently based in Nicaragua. In addition, a youth advisor is based in Honduras. In addition, there are a total of eight local staff.

At present, three delegates in the region are shared with Participating National Societies: (El Salvador - head of country delegation/Spanish Red Cross; Honduras - head of country delegation/Italian Red Cross

regional representative; Guatemala regional disaster preparedness delegate/Canadian Red Cross disaster preparedness delegate).

### ***Regional finance unit***

A regional finance unit (RFU) was set up at the end of the year 2000, covering both the Central American and Caribbean regions and was operational by the beginning of 2001. This is an important step towards closer support in the area of financial management for both delegations and National Societies in the regions. The RFU will cover all delegations within the Americas by the end of 2001.

### ***Regional reporting unit***

In view of the America department's concern to continue to improve the quality of reporting in the region, a regional reporting delegate was placed at the regional delegation for Central America, Guatemala, as of January 2001. The assignment of a reporting delegate was seen as a means to ensure timely and accurate reports and to build awareness in the region of the importance of reporting and its link with sustained donor support. In July 2001, a reporting delegate was assigned to the region with the mandate to work towards the creation of a pan-regional reporting unit to provide support to all delegations in the Americas.

### ***Relationship with PADRU***

In the event of a disaster in the region, the regional delegation may 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 which ensues, the Federation's Pan-American Disaster Response Unit (PADRU) may take the lead role during the initial emergency phase of such an operation. An efficient response to the earthquake in El Salvador and a well coordinated appeal, reflecting long term development needs showed the importance of the support of the regional delegation as well as successful coordination with PADRU. The setting up of this unit is a major contribution towards improved response capacity in the region (see separate appeal for PADRU).

### **Goal**

*To manage Federation programmes and provide technical support to the National Societies in the region, and ensure quality, timely reporting in the Americas.*

### **Objectives**

#### **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 thorough management of all Federation programming in the region, in all aspects of strategic and operational planning, finance, administration, human resource management and donor relations. The regional delegation will ensure its sustainability through widening of its funding base, as well as sound management of possible financial risks and liabilities.

#### **Activities planned to achieve objective 1:**

- Develop, implement and monitor plans and budgets for Federation programmes in the region.
- Provide initiative, direction and coordination for the development of core programmes and budgets.
- Manage the Federation's human and financial resources.
- Provide operational support services (financial, logistical, human resource management) and monitor the implementation of approved programmes so their objectives are met.
- Ensure compliance with the Federation's narrative and financial reporting standards.

- Ensure effective coordination with all Red Cross partners, and externally with implementing partners, government organizations, international organizations 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 and South America and the Caribbean.

### **Activities planned to achieve objective 2:**

- Monitor and review accuracy of budgets, accounts, cash requests.
- Provide support to Federation delegations/offices in accounting, cash analysis, budgeting and bookkeeping.
- Provide training and technical support to Federation delegations/offices.
- Provide training and technical support to NS where possible, on request.
- Support the set up of reliable emergency cash flow systems.

## **Objective 3:**

*To set up a pan-regional reporting unit in order to ensure effective support to the regional and country delegations of Central America, Southern America and the Caribbean in reporting issues and to build capacity for reporting in the Americas.*

### **Activities planned to achieve objective 3**

- To complete an overall mapping exercise of all reporting requirements (Federation and specific donor reporting) in the Americas in order to improve compliance.
- To liaise with reporting delegates in the Americas working either at regional delegation or country delegation level, in order to establish procedures for working effectively together in the production of narrative reports.
- To carry out a review of content, together with editing, and to ensure standardization in the presentation of reports prior to forwarding to the desk officer and the relationship management department of the Secretariat.
- To liaise with the regional finance unit/finance department to ensure correlation between narrative and financial reporting.
- To take on coordination functions during the preparation of annual appeal documents for the Americas.
- To hold training sessions with both delegates and national society personnel in order to explain reporting formats and their use.
- To define procedures and systems according to which the unit would carry out its work.
- To promote links with potential donors to Federation activities.
- To work with the Secretariat PNS liaison officers in the identification of donors willing to provide increased support to the Americas region.
- To provide reports and share information with prospective donors, as required.

## **Expected results**

- During 2002-2003, Federation programmes in the region will have been managed well.
- By 2003, relationships with the donor community will have been enhanced, and programme funding will have been increasingly committed for the medium-long term.
- By mid 2002, inclusive regional and country cooperation strategies will have been developed and formally agreed upon between all partners.
- During 2002-2003, financial management of programmes will have met Federation standards consistently.

- During 2002-2003, no budget deficits will have been incurred, and all previous liabilities will have been cleared.
- During 2002-2003, the RFU will have performed all tasks decentralized from the Secretariat successfully and on time.
- During 2002-2003, the RFU will have provided structured support to delegations, with shorter response times and tailor-made advice.
- During 2002-2003 the RFU will have ensured continuous monitoring and quality assurance of financial processes in the region.
- During 2002-2003, an adequate cash flow will have been maintained.
- By the first quarter of 2002, a reliable system for emergency cash flow will have been set up.
- During 2002-2003, quality reports from the Americas will have been submitted to the Secretariat and donors within agreed deadlines.
- During 2002-2003 structured support on issues related to reporting will have been provided by the pan-regional reporting unit to all delegations, and to National Societies.
- By 2003, greater awareness on the part of National Society management of the importance of quality reporting will have led to improved reporting.
- During 2002-2003, the preparation of appeal documents will have been coordinated effectively.
- By 2003, there will be improved donor support for the Americas.

### **Indicators**

- No deficits incurred.
- All programmes are running smoothly and are adequately resourced (financial/human).
- Appeal coverage and core cost coverage.
- The ration between long-term/short-term funding.
- Regional and country cooperation strategies established.
- Timely and accurate reporting in place.
- Approved budgets, timely cash requests and adequate cash-flow.
- A gradual improvement in the funding situation for programmes in the Americas.
- Greater interest in programmes in the Americas on the part of donors.
- Greater satisfaction on the part of donors as regards compliance with reporting deadlines.
- Further interest in reporting issues on the part of National Societies in the region.

### **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.
- There is appropriate support at the level of the Secretariat for an effective emergency cash flow system to deal with sudden onset disasters.

### **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 programme will be formally evaluated internally at least once a year.
- An evaluation of the pan-regional reporting unit will be undertaken at the end of the year 2002 in order to determine its added value.
- An internal audit may be performed by the Secretariat's Internal Audit Unit.
- Joint internal Red Cross evaluations will be carried out on parts of this programme where relevant.



## PROGRAMME BUDGETS - 2002

Delegation 43 Guatemala Regional Office

PROGRAMME	Disaster Resp	Disaster Prep	Health & Care	Human Values	IDRD	Reg. Co-operation	Co-ord. & Mgmt	TOTAL
Shelter & Construction	0	0	22'800	0	0	0	0	22'800
Clothing & Textiles	0	0	0	0	0	0	0	0
Food & Seeds	0	0	0	0	0	0	0	0
Water	0	0	0	0	0	0	0	0
Medical & 1st Aid	0	1'000	16'600	0	0	0	0	17'600
Teaching Materials	0	10'000	22'500	0	20'000	0	0	52'500
Ustensils & Tools	0	1'000	0	0	0	0	0	1'000
Other Relief Supplies	0	8'000	28'700	0	0	0	3'500	40'200
<b>Subtotal Supplies</b>	<b>0</b>	<b>20'000</b>	<b>90'600</b>	<b>0</b>	<b>20'000</b>	<b>0</b>	<b>3'500</b>	<b>134'100</b>
Land & Buildings	0	0	0	0	0	0	2'000	2'000
Vehicles	0	4'000	5'300	1'000	3'000	1'000	6'000	20'300
Computer & Telecom	0	3'200	18'000	3'200	31'200	0	13'600	69'200
Medical Equipment	0	0	5'300	0	0	0	0	5'300
Other Capital Equipment	0	7'000	5'400	8'000	30'000	500	8'000	58'900
<b>Subtotal Capital</b>	<b>0</b>	<b>14'200</b>	<b>34'000</b>	<b>12'200</b>	<b>64'200</b>	<b>1'500</b>	<b>29'600</b>	<b>155'700</b>
Programme Management	0	35'571	72'396	15'604	73'135	6'054	59'588	262'348
Technical Services	0	10'648	21'672	4'671	21'893	1'812	17'838	78'533
Professional Fees	0	11'809	24'034	5'180	24'279	2'010	19'782	87'093
<b>Subtotal Programme Support</b>	<b>0</b>	<b>58'028</b>	<b>118'102</b>	<b>25'454</b>	<b>119'307</b>	<b>9'875</b>	<b>97'208</b>	<b>427'974</b>
<b>Subtotal Transport &amp; Storage</b>	<b>0</b>	<b>6'000</b>	<b>61'900</b>	<b>3'000</b>	<b>66'000</b>	<b>500</b>	<b>3'700</b>	<b>141'100</b>
Delegates & Expatriates	0	120'000	240'000	120'000	240'000	10'000	360'000	1'090'000
Local Staff	0	39'000	319'750	0	270'000	8'500	219'000	856'250
<b>Subtotal Personnel</b>	<b>0</b>	<b>159'000</b>	<b>559'750</b>	<b>120'000</b>	<b>510'000</b>	<b>18'500</b>	<b>579'000</b>	<b>1'946'250</b>
Travel & Related Expenses	0	33'000	46'400	18'000	25'000	10'000	52'200	184'600
Information	0	10'000	9'000	12'000	7'000	1'000	5'100	44'100
Professional Fees (Expert)	0	51'000	1'000	3'000	12'000	500	10'000	77'500
General Expenses	0	18'000	67'600	7'750	88'800	4'400	53'400	239'950
Training Workshops & Seminars	0	152'000	83'800	27'000	167'800	43'000	30'000	503'600
Security	0	6'300	1'500	3'000	4'500	500	20'000	35'800
<b>Subtotal Travel &amp; General Expenses</b>	<b>0</b>	<b>270'300</b>	<b>209'300</b>	<b>70'750</b>	<b>305'100</b>	<b>59'400</b>	<b>170'700</b>	<b>1'085'550</b>
<b>TOTAL BUDGET</b>	<b>0</b>	<b>527'528</b>	<b>1'073'652</b>	<b>231'404</b>	<b>1'084'607</b>	<b>89'775</b>	<b>883'708</b>	<b>3'890'674</b>