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Emergency Plan of Action (EPoA)

Guatemala: Preparedness for Internal Unrest

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation n° MDRGT010	
Date of issue: 8 September 2017	Date of crisis: 27 August 2017
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Operation start date: 27 August 2017	Expected timeframe: 2 months (8 November 2017)
Overall operation budget: 59,757 Swiss francs (CHF)	
Number of people affected: This is a developing situation; therefore, there are no definitive figures yet.	Number of people to be assisted: At least 2,000 people
Host National Society presence: The National Society has one national headquarters and 21 branches throughout the country, as well as 1,684 active volunteers (56 per cent men and 44 per cent women)	
Red Cross Red Crescent Movement partners actively involved in this operation): International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), Spanish Red Cross and Norwegian Red Cross.	

[<Click here for the DREF budget. Click here for the contact information.>](#)

A. Situation Analysis

Description of the situation

Guatemala has been experiencing high levels of political and social tension since 27 August 2017 due to the president of Guatemala's order to expel the head of the United Nation's International Commission against Impunity in Guatemala (CICIG); in response to this decision, the Constitutional Court issued an injunction to suspend it, the minister of Health, four deputy ministers and a commissioner resigned, and the minister of Foreign Affairs was dismissed.

This event has also triggered a series of demonstrations with thousands of demonstrators at important points around the Guatemalan capital and other parts of the country. Protests may well continue to grow over the weeks and months to come as the political crisis continues.



Guatemalan Red Cross volunteers providing pre-hospital care in Guatemala City. Source: Guatemalan Red Cross

Response to the current situation

The National Society has already provided first aid for injuries and trauma caused during clashes between the groups in various parts of the capital to 27 people; two of its ambulances have been used to provide support to injured people.

Through its headquarters and branches, the Guatemalan Red Cross (GRC) is continuously monitoring the situation for humanitarian consequences during the demonstrations that may arise on both sides; all GRC staff members have been apprised of the situation and of the possible humanitarian actions that might need to be implemented. An ambulance has been stationed at the Central Park, which is near to where the greatest numbers of demonstrators are gathered.

GRC authorities have issued safety guidelines, which must be followed by personnel; the guidelines comply with the Fundamental Principles, Safer Access and the Code of Conduct. To this end, recommendations have been issued for the pre-positioning of resources intended for pre-hospital care activities and the mandatory use of safety vests and hard hats.

GRC's current communication strategy stresses social networks and respect for the emblem and the Fundamental Principles of the institution.

Overview of Red Cross and Red Crescent Movement in country Partner National Societies in the Country

The Spanish Red Cross and the Norwegian Red Cross have offices in the country, as both National Societies have been implementing urban violence projects in Guatemala; nonetheless, neither National Society is involved in this operation. The ICRC and the IFRC are also present in the country and maintain communication and coordination with the Guatemalan Red Cross. The IFRC's Disaster and Crisis Department is also in constant communication with the Guatemalan Red Cross through its regional disaster management coordinator.

Movement Coordination

Since the beginning of the crisis, the Guatemalan Red Cross has maintained coordination and communication with the ICRC and the IFRC, who stand ready to provide support and guidance to better prepare the National Society if the situation worsens. The IFRC country coordinator in Guatemala is in communication and coordinating with the International Committee of the Red Cross, participating National Societies, and the Guatemalan Red Cross, which are sharing information regarding actions to support the National Society and the affected population; the Spanish Red Cross and Norwegian Red Cross are informed of the actions.

The IFRC and the ICRC are ready to assist the Guatemalan Red Cross with the drafting of a contingency plan and to provide the necessary technical support for its humanitarian actions.

Needs analysis, beneficiary selection, risk assessment and scenario planning

The following issues demonstrate a strong need for this preparedness Disaster Relief Emergency Fund (DREF):

1. An active hurricane season coupled with the political instability in the country pose a threat to Guatemala and require the National Society to take preparedness actions. Additionally, the closing of customs in border areas and limited access in the certain parts of the country due to road blocks are a potential scenario. The GRC requires the pre-positioning of first aid items in strategic branches to respond to the current situation and a potential increase in demonstrations in other parts of the country. The IFRC's current stock in the GRC's warehouse is sufficient for only 500 families.
2. The GRC is urgently requesting immediate support from the IFRC because it has neither the first aid materials nor the plans in place to respond to this type of emergency; therefore, the National Society has appealed for the IFRC's support on the establishment of a contingency plan for disturbances of public order and a security plan, which both need to be developed in accordance with the context. It is of the utmost importance that these plans are developed for all the GRC's branches to ensure safe access; these actions will be conducted in coordination with the ICRC.
3. The GRC is mobilizing equipment and volunteers; for this reason, the National Society needs insurance for the participating volunteers and funding to cover transport costs and the procurement of visibility items and protective equipment for the volunteers to guarantee compliance with the Safe Access and the Stay Safe procedures.
4. Deepening division between sectors of society demanding the resignation of the Guatemalan president and others who regard the role of the United Nations-established International Commission Against Impunity in Guatemala (CICIG for its acronym in Spanish) as undue interference in domestic affairs. Considering the current situation in the country and the need to provide immediate and timely pre-hospital care in a neutral and impartial manner to those affected in the event of violent clashes, the Guatemalan Red Cross is providing pre-hospital and first aid care, and it is prepared to respond to more adverse scenarios if necessary, as per its humanitarian mandate; however, in order to do so, the GRC requires more first aid supplies and personal

protective gear, as well as visibility material and mobilization costs for volunteers and delegations. In addition, a communication strategy has been developed to ensure safe access for volunteers and to the National Society's facilities.

Considering the current situation in the country and the need to provide immediate, timely pre-hospital care and referrals to the hospital in neutral and impartial manner to those affected in the event of violence. The Guatemalan Red Cross is providing pre-hospital and first aid care, and it is prepared to respond to more adverse scenarios if necessary, as per its humanitarian mandate; however, to do so, the GRC requires more first aid supplies and personal protective gear, as well as visibility material and mobilization costs for volunteers and to the National Society facilities.

To ensure safer access and security standards are incorporated into all their actions, it is essential to provide training courses to increase the National Society's capacity and to strengthen the technical and security capacities it is currently using in emergency situations both during and after these demonstrations; it is also necessary to provide guidance and support on the preparation of the National Society's response plan aligned to civil unrest scenarios.

Another important factor to consider in terms of the response is the presence of vulnerable people in these marches, such as children, older adults, and persons with disabilities, illnesses and/or special needs; moreover, these mobilizations can cause demonstrators to experience dehydration, exhaustion, hypothermia, foot injuries, cramps, among other things, and these can be particularly harmful to vulnerable groups.

Risk Assessment

The operation's implementation may be affected by violent situations given the current uncertainty surrounding these demonstrations; these potential events and scenarios will likely be demonstrations that result in injured or traumatized people, which would increase pre-hospital care needs, jeopardize access to the demonstrations areas and ultimately require a greater response from the National Society.

Scenario Planning

Scenario 1: Injured people - Most affected population are expected to be in Guatemala City. It is estimated that 5,000 people will be affected, and the GRC will be expected to provide first aid, assistance and conduct evacuation actions, among other specific humanitarian assistance activities.

Scenario 2: Loss of lives and an increase in the number of injured people; most affected population are expected to be in Guatemala City, where approximately 50,000 people could be affected by violence.

Scenario 3: Displacement of people driving the affected population towards Guatemala's northern regions.

B. Operational plan and strategy

Proposed Strategy

The GRC's strategy is to be better prepared and equipped to provide immediate pre-hospital and first aid care to the population affected by social demonstrations while always considering the Fundamental Principles as well as ensuring safer access and protection for its volunteers.

The project will be led by GRC's National Risk Management Coordinator in coordination with its president, executive director and other Guatemalan Red Cross departments.

This DREF operation will include the following activities to assist affected people:

- Deployment of volunteers from the National Intervention Teams (NITs)
- Monitoring of the situation through the GRC's emergency operations centre (EOC).
- Provision of safer access and stay safe training and Gender Based Violence to 30 volunteers. (Area where ICRC is willing to provide expertise)
- Acquisition and pre-positioning of 21 first aid kits.
- Development of a contingency and response plan for disturbances of public order. (Area where ICRC is willing to provide expertise)
- Participation in informational and coordination meetings.
- Acquisition of protective gear for volunteers (hard hats, gloves, vest and other visibility items).
- Supplies for ambulance deployment (no medical supplies).
- Regular monitoring and assessment of the situation's evolution and sharing of this information with Movement partners.

Overall Objective

Provide immediate pre-hospital care to at least 2,000 people that require first aid care during demonstrations and road blocks and provide guidance on preparedness actions and security training to the National Society.

Operational Support Services

Human Resources

The Guatemalan Red Cross' approximately 1,684 volunteers in its 21 branches have been put on alert, and the volunteers providing support to the operation have the necessary profiles, degree of visibility and the level of security to conduct this operation, as established by the GRC; however, it is still necessary to procure insurance, protection and visibility for 100 volunteers; however, there will be a rotation for the volunteers, which means that insurance will be purchased for up to 500 volunteers, and a per diem for 10 volunteers per day will also be provided. The following items will be purchased:

Personal protective gear

- Helmets
- Goggles and protective masks
- Gas masks
- Latex gloves
- Boots

Visibility equipment

- Vests
- Uniforms

One General Regional Intervention Team (RIT) member will support the operational activities.

Logistics and supply chain

Logistics activities aim to effectively manage the supply chain, including mobilization, procurement, customs clearance support for the National Society NS. Since the GRC can procure the visibility items locally, the procurement will be conducted in Guatemala, and the IFRC's Regional Logistics Unit (RLU) will validate it.

The Guatemalan Red Cross has stock for 500 families, which can be used if the operation requires it; this stock includes jerrycans, blankets, long-lasting insecticide treated [mosquito] nets and kitchen sets.

Information Technology (IT)

Guatemalan Red Cross branches use very high frequency (VHF) radio communications system at the national level, which allow for communication and coordination of operational and security aspects; consequently, there are no plans to buy any communication materials for this operation.

Communications

GRC's organizational structure includes a Communications and Press Department, which is responsible for the dissemination of operational, technical, institutional, public and donor information. It is important that all actors who participate directly or indirectly in deployments are well versed in the operational plan, and the Red Cross' mandate and the Fundamental Principles; therefore, the strategy includes the National Society's issuance of public communication materials, which will widely disseminate the National Society's position and efforts.

The IFRC's Communications Department is providing technical support and assistance to the communications strategy, and its communications officer will be deployed as necessary to support these activities.

Press releases will be issued as events develop, sent to national media outlets and uploaded to social networks and the institutional website.

At the country level, the GRC will use social networks, the Guatemalan Red Cross web site and the media to disseminate information on the operation, and it will also coordinate with IFRC's office in Guatemala to share information at the regional level.

Security

A National Society security plan, which will be based on Safe Access safety protocols and procedures for attention and the referral of patients to hospitals will be developed for this operation, and all deployed personnel will be made aware of these safety guidelines.

The response team will have the equipment, materials and resources to fulfil its humanitarian mission and ensure its visibility. The DREF operation will provide access to the IFRC's insurance plan to insure volunteers.

The Disasters Risk Management Department has shared a document containing the general guidelines to be followed by operational personnel while conducting operational actions in hazardous areas.

Planning, monitoring, evaluation and reporting (PMER)

The Guatemalan Red Cross' Disasters risk management coordinator is responsible for implementing the plan, which will be executed in coordination with other GRC directors.

The IFRC will continuously monitor and hold meetings with the GRC to keep abreast of the planned actions' progress and the situation's evolution, and IFRC technical staff will also conduct monitoring visits.

Since the scenario is constantly changing, continuous monitoring of it will help determine if the area of intervention needs to be expanded.

Administration and Finance

Administrative and financial procedures are in line with the GRC's quality standards, and they will support all actions included in the National Society's humanitarian mission, thereby ensuring transparency and accountability. Additionally, the GRC's Management and Finance Unit will provide support to the operation, the IFRC's office in Guatemala will support the administrative and financial management processes and the IFRC's regional office for the Americas will ensure that the Red Cross' quality standards are upheld.

C. DETAILED OPERATIONAL PLAN

Health and Care

Situation analysis: The Guatemalan Red Cross is providing pre-hospital care through its ambulances and volunteers in view of the social crisis in the capital; however, the delivery of these actions requires the repositioning of materials. The replenishment of supplies will meet the increased demand for care services.

Population to be assisted: Pre-hospital care and referrals will be provided to anyone who requires it (at least 2,000 people during the 2-month operation), as per the Fundamental Principles. All 21 Guatemalan Red Cross branches have the capacity to provide support during road blocks as well as in Guatemala City.

Outcome 1: The immediate risks to the health of affected populations are reduced.									
Output 1.1: The affected population has timely pre-hospital care for unexpected injuries and illnesses									
Outcome 2: All 21 Guatemalan Red Cross branches and volunteers are strengthened during the crisis through the provision of equipment, visibility materials, operational management and safer access training to ensure first aid care is provided to the affected population.									
Output 2.1: Branches and volunteers have the resources, equipment and capacity to respond to the operation									
Activities					Weeks				
Activity 1.1	Week	1	2	3	4	5	6	7	8
Provision of pre-hospital and first aid care (no medicine will be provided) by skilled volunteers and healthcare personnel									
Ambulance service									
Pre-positioning of first aid kits in 21 GRC branches (no medicine)									

Deployment of volunteers									
Activity 2.1	Week	1	2	3	4	5	6	7	8
Acquisition of supplies and personal protective and visibility gear for response teams (100 volunteers)									
Distribution of safety materials to staff and 21 branches									
One Safer Access and Stay Safe workshop for volunteers									
Promote the online version of Stay Safe for volunteers									

Quality programming / Areas common to all sectors

Outcome 3: Continuous and detailed assessment and analysis are used to inform the design and implementation of the plan of action.									
Output 3.1 Initial needs assessments, operation management and operational safety are conducted in a timely and effective manner with IFRC and ICRC support									
Output 3.2 The plan of action is monitored and evaluated									
Outcome 4: The Guatemalan Red Cross' role and mission are recognized by the population, institutions, the media and the actors involved in the operation, thereby facilitating and ensuring the recognition of its humanitarian actions.									
Output 4.1: One communications strategy is developed, in coordination with the IFRC and the ICRC									
3.1 Activity	Week	1	2	3	4	5	6	7	8
Initial situation assessment									
GRC monitoring of the crisis' evolution									
Development of a contingency plan									
Development of a security plan									
3.2 Activity	Week	1	2	3	4	5	6	7	8
One monitoring visit by the IFRC									
Deployment of a General RIT for one month									
Staff and volunteer monitoring and tracking									
Movement and Inter-agency coordination (regional and national)									
4.1 Activity	Week	1	2	3	4	5	6	7	8
Development of a communications strategy									
Dissemination of GRC actions via social media and the press									

Contact information

For further information specifically related to this operation please contact:

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DREF OPERATION

Guatemala: Preparedness For Internal Unrest

Budget Group	DREF Budget CHF
Medical & First Aid	13,873
Teaching Materials	4,784
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	18,657
Total LAND, VEHICLES AND EQUIPMENT	0
Transport & Vehicle Costs	2,105
Logistics Services	0
Total LOGISTICS, TRANSPORT AND STORAGE	2,105
International Staff	0
Regionally Deployed Staff	7,080
National Staff	0
National Society Staff	0
Volunteers	8,415
Other Benefits Staff	10,524
Total PERSONNEL	26,019
Consultants	0
Professional Fees	0
Total CONSULTANTS & PROFESSIONAL FEES	0
Workshops & Training	0
Total WORKSHOP & TRAINING	0
Travel	3,827
Information & Public Relations	3,588
Office Costs	1,148
Communications	574
Financial Charges	191
Other General Expenses	0
Shared Support Services	0
Total GENERAL EXPENDITURES	9,329
Programme and Supplementary Services Recovery	3,647
Total INDIRECT COSTS	3,647
TOTAL BUDGET	59,757