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Long-term Planning Framework Peruvian Red Cross 2012

 International Federation
of Red Cross and Red Crescent Societies

The Peruvian Red Cross delivered relief items to the most vulnerable persons in the highlands of Peru affected by a cold front in 2011. Source: Peruvian Red Cross.



1. The Americas Zone Mission

The mission of the Americas Zone is to support Americas National Societies to increase humanitarian and development standards, helping them to remain relevant within their country and sustainable and accountable for their actions, guided by the implementation of *Strategy 2020*.

2. National Society Mission

Preventing and alleviating human suffering, reaching those most vulnerable in every circumstance, promoting the improvement of the quality of their lives and strengthening their capacities¹.

3. Introduction

Peruvian Red Cross Framework

The Americas Zone Plan covers the period from 2012–2015. The Peruvian Red Cross' (PRC) Strategic Plan is currently being developed; in this case the Long Term Planning Framework (LTPF) only covers 2012. Aligned with the Americas Zone mission, the purpose of the PRC LTPF for 2012 is to *support the National Society in recovering its institutional capacity in order to provide quality services to people in situations of vulnerability, poverty and exclusion*.

This plan includes knowledge and capacity development which is needed to guide the PRC in their institutional capacity towards quality, efficient and effective management that is aligned with the framework and principles of "Building Strong National Societies", ² and harmonized with the International Federation of Red Cross and Red Crescent Societies' (IFRC) *Strategy 2020*. This

¹ National Development Plan of the PRC 2004 – 2010.

² Approved by the IFRC Governing Board during its 23rd meeting in Geneva, Switzerland, 13-15 April 2011.

alignment will aid the PRC to become an influential and progressive actor in Peru, offering relevant and effective services to those most in need. This plan requires the joint and coordinated support of the secretariat to the Peruvian Red Cross, helping the PRC to *do more, do better and reach further*.

Peru is a country that faces great inequality along with very high poverty levels and a series of social issues that increase the vulnerability of poor and isolated communities. Within this context, the National Society faces important humanitarian risks in its response to the needs of the most vulnerable. However, during the past six years the PRC has also faced a severe institutional crisis that has strongly affected how the National Society operates and how it fulfils its humanitarian mission. With continuous support from the IFRC, the International Committee of the Red Cross (ICRC) and other partners from the International Red Cross Red Crescent Movement, the PRC is now progressing towards establishing its fundamental, strategic and programmatic bases and restoring its institutional capacity.

The regional representation for the Andean Countries has identified priority areas where support is needed from the secretariat to support the Peruvian Red Cross. These priorities will be engaged through a complementary focus that will strengthen both its headquarters and territorial branch network through basic programme services in disaster risk reduction, health and care and organizational development. The priorities respond to needs still valid in the PRC operational plan for 2011, which includes objectives from the intervention plan for the re-institutionalization and strengthening of the Peruvian Red Cross³. The priorities are also aligned with Americas Zone Plan 2012–2015 and the Inter-American Plan 2007–2011 and following the recommendations of the Study of the Americas developed by the International Studies Institute of the *Universidad Complutense de Madrid*.

The plan functions as a roadmap for the National Societies of the Americas Zone along with the Cooperation and Coordination Tripartite Agreement between the Peruvian Red Cross, the ICRC and the IFRC, as base for cooperation within the Movement, that seeks to ensure that the National Society, the secretariat, donors, bilateral Movement members and external partners collaborate with a coordinated focus that will increase the impact of the humanitarian action of all Movement components present in Peru.

Context/Background of the National Society / National Society Priorities

Despite the political stability and positive macroeconomic indicators that currently exist in Peru⁴, the country is facing high levels of inequality and poverty that are concentrated in the capital city and rural areas. According to information from the Economic Commission for Latin America and the Caribbean (ECLAC), between 1999 and 2004 the portion of the population living in poverty increased from 48.6 per cent to 51.1 per cent, and the portion of the population living in extreme poverty or indigence decreased from 22.4 per cent to 18.9 per cent. The high level of inequality that characterizes Peru can be seen in the sharp differences that exist in the provision of basic services between the countryside and the city, and in the secular dynamics of discrimination against the indigenous population, which continues to be excluded from political processes and is affected to a larger extent by poverty and economic and social exclusion.

³ Approved by the PRC National Assembly in Lima, Peru 27–28 June 2009.

⁴ Extracted from “The Future of the Red Cross in Latin America and the Caribbean”, developed by the International Studies Institute of the *Universidad Complutense* and the IFRC.

Peru is also facing other social problems, the most notable of which are the increase in urban violence, which particularly affects the youth population; deficient educational indicators that are associated with geographic location, income level and ethnicity; high levels of maternal and infant mortality; and the increase in the incidence of HIV and AIDS. The youth population is also vulnerable to high unemployment and the lack of opportunities.

Peru is one of the countries that produce coca leaves. In recent years, some of the illegal coca production has moved from Colombia to Peru, which creates an increased risk factor in terms of governance at the local level. This also represents a growing risk to the international community and the process of negotiating free trade agreements.

With respect to natural disasters, Peru is one of the countries in South America that is most affected by the recurrence of various disasters due to the combination of vulnerability and threats that affect the country. In particular, Peru is affected by earthquakes, landslides, and floods, as well as periodic disasters caused by the “El Niño” phenomenon. Given its location in the Andean region, it is expected that it would be one of the countries most affected by climate change, specifically by droughts and floods. The last earthquake, which struck Pisco and surrounding areas in August 2007 made it evident that the country has a particular vulnerability to disasters.

In 2005, the Judicial Branch of Peru started to legally administer the National Society, a situation that revealed a series of institutional weaknesses within the Peruvian Red Cross and, until 2008, greatly diminished its institutional capacity to fulfil its humanitarian mission. Since the beginning of this crisis, the IFRC, the ICRC and other Movement actors constantly supported the Peruvian Red Cross in its return to institutional normality, which took place between 2009 and August 2011, when it ceased to be judicially administered and was led by a National Council that was democratically elected by its associates.

Institutional damage caused by this crisis guides the priorities of the PRC in this period towards regaining their institutional capacity, modernizing its functions related to leadership, integrity, accountability, performance, volunteering and resource mobilization. It also moves it towards establishing key strategic and programmatic bases at an internal level, and the fulfilment of its humanitarian mission according to its current institutional capacity.

The Americas Zone will apply a complementary approach to strengthening National Society headquarters and territorial branch networks, while fostering greater specialization within key programme areas. This strategy introduces four thematic focus areas for integrated zone programming and strategic support areas that will contribute with the modernization of the way National Societies operate. The Americas Zone has identified the following key external trends, however it recognizes that trends are country specific and may not be relevant in all National Societies (see Annex 1):

- Urban risk
- Migration
- Violence
- Climate change

At the same time, National Societies need to update and modernize the way they operate, accounting for internal pressure related to different areas of the National Society such as

leadership, integrity, accountability, performance, volunteering and resource mobilization (see Annex 2).

4. How we work-Activity components

Business Line I: HUMANITARIAN STANDARDS

Areas of Concentration

Humanitarian trends, principles and values, policy, disaster laws, research studies, knowledge management.

National Society Approach

During 2010 and 2011 with support from the secretariat, the Peruvian Red Cross participated in the development process of State Policy N°32 of the National Agreement for Disaster Risk Management and the Law and Regulation for the National Disaster Risk Management System in Peru.

As part of the national disaster risk management system, in this period the National Society will continue to actively participate in the implementation process of all appropriate guidelines with the support of the secretariat.

Deliverables and Outputs

1. The PRC is better positioned at governmental level and within civil society to promote the rights of vulnerable people as well as the Red Cross Principles and Values and the mission of the Red Cross in Peru.

Business Line II: CRISIS AND DISASTER MANAGEMENT

Areas of Concentration

Crisis and disaster readiness, logistics, disaster response and recovery, relief, health in emergencies, psychosocial support, water and sanitation, food security, livelihoods, volunteering in emergencies and coordination with external actors.

National Society Approach

The development process of the National Response Plan started in 2010 with participation of volunteers specialized in disaster preparedness. This plan will be evaluated in a participative manner during this period, contributing significantly to the improvement of the response capacity of the Peruvian Red Cross and the coordination of its headquarters with the territorial branches.

Deliverables and Outputs

1. The PRC has a National Preparedness and Response Plan developed in a participatory manner.
2. The PRC has an earthquake and tsunami contingency plan, and a dengue contingency plan at national and local levels in at least five branches.
3. At least five PRC branches have immediate response and relief teams with appropriate capacities and equipment.

Business Line III: SUSTAINABLE DEVELOPMENT

Areas of Concentration

National Society development and resilient communities: health, disaster risk management, volunteering, youth, shelter and settlements, food security, livelihoods, water and sanitation, road safety, drug addiction, marginalized populations (elderly, people living with disabilities).

National Society Approach

The institutional development process of the PRC started in 2009. This process included an intervention plan for re-institutionalization and strengthening and a strategic and situational analysis of the National Society that has produced specific institutional objectives for the periods of 2009, 2010 and 2011. This was used as a basis to determine the outputs needed to contribute to institutional development.

Deliverables and Outputs

1. The Peruvian Red Cross has strengthened the capacities of the National Council and at least five of the branch councils in particular relating to principles for good governance and management, and the distinction and complementarity between the attributions of the governance and the functions of the management structure.
2. The PRC has developed its new Strategic Plan and revised its legal base in a participative manner.
3. The PRC has developed the basis for a disaster risk management programme.
4. The PRC has developed the basis for a health and human security programme.
5. The PRC has developed a community intervention strategy with an integrated approach that consolidates risk reduction, health, community development, and trained volunteers in at least five branches.
6. The PRC through five pilot branches has assisted communities to better understand the trends that impact their lives and to take action to improve their health, security, environmental and socio-economic conditions.
7. The PRC has improved its volunteering management in at least five pilot branches, actively involving volunteers as key actors in their own development within the institutional life of the National Society.

Business Line IV: HUMANITARIAN DIPLOMACY

Areas of Concentration

Communications (positioning and working within Red Cross networks), resource mobilization, Humanitarian Affairs and Partnerships, IDRL and humanitarian access.

National Society Approach

The PRC has public recognition within the community as a lead actor in humanitarian assistance after emergencies and disasters, demonstrated by its presence in the different levels of inter-institutional coordination. In this period the PRC will keep strengthening its position in the areas in which it works, promoting alliances and agreements that favour the institution and its volunteers. It must be noted that the Peruvian Red Cross should continue working within its auxiliary role to the government, maintaining its independence and positioning itself as a leader in volunteer management.

Resource mobilization and development is an institutional priority, hence the need to work in strengthening the National Training School (ENC in Spanish), and finding new sources for resource mobilization that develop alliances with the private sector in promoting social stability.

Deliverables and outputs

1. The PRC has increased its own income generation in relation to 2011.
2. The PRC has increased the diversification of its resources in relation to 2011.

Business Line V: EFFECTIVE JOINT WORKING AND ACCOUNTABILITY

Areas of Concentration

Movement cooperation, administration, finance development, human resources development, information systems development, planning, monitoring, reporting and evaluation development, development in logistics, innovation, audit and risk management and legal.

National Society Approach

One of the main concerns is how to update administrative, financial and accounting systems in order to contribute to efficient accountability with quality information. This system needs to be complemented with planning, monitoring and evaluation at every level: strategic, programmatic and operational, and coordinated from headquarters with the territorial branches. In this period efforts will focus on five pilot branches. It will be further complemented with broadening access to information technology and communication to make possible efficient low-cost communication.

Deliverables and Outputs

1. The PRC has improved its administrative and financial policies and procedures, and these are implemented in the headquarters and at least five territorial branches.
2. The PRC has improved its planning, monitoring, evaluation and accountability systems and these are being implemented the headquarters and at least five pilot branches.
3. The PRC has improved access and availability of technology, in the headquarters and at least five branches, in order to increase dissemination in a self-sustainable way, improving communications.

5. Potential risks, challenges and assumptions

The Peruvian Red Cross has recovered its institutional governance as a result of the closure of the legal proceedings that kept the institution under judicial administration. From August 2010 the National Council, elected in the 2009 Assembly, has taken on the management of the institution. The current situation of the Peruvian Red Cross is one of profound institutional crisis: values such as transparent resource management, accountability and respect for due process were lost for years. This situation could generate delays in planning and achieving objectives set. To contain this situation the new National Council will work with the IFRC in matters of good governance, good management and the promotion of responsible leadership, according to the current humanitarian challenges described in *Strategy 2020*.

6. Work with partners

The PRC receives important contributions from its humanitarian partners within the Movement, mobilizing resources to tackle emergencies, risk reduction and development actions incorporating gender focus, respect for diversity and promotion of social inclusion, as well as empowering people

and communities. Its strategic partners provide resources, capacity and technology to respond to the needs of people, families and communities in situations of vulnerability.

The main partners of the PRC are the ICRC, the IFRC, the American Red Cross and the German Red Cross.

Programmatic Areas	Programmes	Partners
Health	HIV	IFRC
	Road Safety	German Red Cross
Volunteering	Volunteer Management	IFRC
	Volunteer Training	IFRC
Institutional and branch development	Branch development	ICRC IFRC
Community development	Water and Sanitation Community health promotion and education	Spanish Red Cross
Disaster Risk Management	Preparedness and response	American Red Cross
		IFRC

7. Promoting Diversity

The institutional mandate of the PRC enables it to develop humanitarian actions in favour of people and communities living in situations of poverty, exclusion and risk. These conditions increase their vulnerability in times of emergency and disasters. In this regard, the PRC acts through its programmes and projects aiming to contribute to reducing risks, increasing resilience and empowering and improving the life of these persons. The PRC has a holistic and integrated approach that incorporates a gender perspective, non-discrimination and a multiculturalist approach of rights and social inclusion. Through its emergency and disaster interventions the PRC helps people recover in an effective way, providing them with humanitarian aid that supports their livelihoods. It also supports in reconstruction and development through projects.

In this period the PRC will continue all processes that started in 2010 which boost its capacity as a humanitarian institution, designing and developing its programmatic plans by business lines, developing and strengthening its branches for project and programme implementation, strengthening its preparedness and response in times of emergency and disasters, mobilizing international cooperation resources in favour of vulnerable people and communities and improving its internal management and monitoring processes.

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGO's) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

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Annex 1

External Trends

URBAN RISK: By 2020 the region comprising Latin America and the Caribbean will be 82 per cent urban. Unregulated low-income districts dominate the landscape of most Latin American cities. Poverty, inequality, political instability and lack of access to land are all contributing factors to this shift. Consequently, this shift is creating new trends in vulnerabilities such as urban violence, traffic accidents, and a diversity of environmental hazards, including poor sanitation, pollution of rivers and streams, and deforestation.⁵

VIOLENCE: The Pan American Health Organization called violence in Latin America "the social pandemic of the 21st century." Social inequality and social exclusion are considered major causes of violence in Latin America and the Caribbean. Residents in socially excluded communities cannot depend on those institutions designed to protect them, and violence becomes one of the only available options to seek out justice, security and economic gain.⁸

MIGRATION: The Americas are home to 27 per cent of the World's migrants⁶. According to the International Organization for Migration, issues such as natural disasters and climate change contribute to increased population movement with one in five migrants being a child or adolescent.⁷ Migrants who are forced to settle elsewhere are frequently subject to discrimination and lack of access to social services. It is also vital to take into account the impact that migrants have on their communities of origin as well as host communities.

CLIMATE CHANGE: Trends in climate change will continue to heavily impact Latin America and the Caribbean magnifying issues such as environmental degradation, migration pressures, food security, livelihoods and conflicts over scarce natural resources, particularly water, in addition to increased frequency and intensity of disasters and crisis.

Annex 2

Internal Pressures

INTERNAL PRESSURES

Leadership is recognized by government authorities, civil society, the corporate sector and the Red Cross constituency as a result of evidence-based information, identifying the National Societies as relevant actors in addressing vulnerabilities and needs. The leadership guides, influences and ensures better understanding of issues affecting those most in need, enabling relevant strategic decision-making, thus bringing attention to rights, needs and vulnerabilities of communities and associated underlying factors. Furthermore, leaders must guarantee that the National Society assumes its auxiliary role to the government and differentiates between the functions of governance and management.

Integrity Some National Societies require support on their internal systems to ensure that activities are being carried out in accordance with the Federation's standards and procedures as well as in a transparent and accountable manner. This also requires the capacity to develop early actions to anticipate external factors that might put at risk the image and identity of the Red Cross.

Accountability Entails active compliance with the International Federation of Red Cross and Red Crescent Societies' (IFRC) policies and procedures, as well as working in line with the Fundamental Principles and Values and setting and following standards so as to become a role model. It also relates to meaningful beneficiary participation, effective and efficient use of resources and transparent reporting, monitoring and evaluation practices.

Performance Capacity building of National Societies in the areas of Administration, Finance, Planning, Monitoring Evaluation and Reporting, Human Resources, Information Systems, Resource Mobilization and Logistics (especially procurement) takes into account that National Societies in the

⁵ Environmental Implications of Peri-urban Sprawl and the Urbanization of Secondary Cities in Latin America. Haroldo da Gama Torres; Inter-American Development Bank; Technical Notes No. IDB-TN-237.

⁶ UN DESA, Population Division (2009). *Trends in International Migrant Stock: The 2008 Revision* (United Nations database, POP/DB/MIG/Stock/Rev.2008); IOM, *World Migration Report 2010*

⁷ UN ECLAC with UNICEF, *Children and International Migration in LAC*, 2010

⁸ Inter-American Development Bank) Research Department Working Paper #613: Social Exclusion and Violence in Latin America and the Caribbean Heather Berkman October 2007

region are at different phases of development requiring different levels of support and enabling the Federation to foster peer-to-peer support and horizontal cooperation.

Volunteering Strong commitment is needed to support National Societies to scale-up and prioritize their volunteering development efforts. By increasing the participation of volunteers in the National Societies' decision-making and institutional life, volunteers will become more engaged.

Resource mobilization Most National Societies are working in middle-income countries and, as such, benefit less from international cooperation which tends to focus on countries which are classified as low-income. Nevertheless, they work in increasingly complex and challenging contexts that require attention and reflection to find new ways of mobilizing resources. National Societies must reduce financial dependency on external donors and develop core funding that guarantees that they will always be active in their own country and will act independently from donor pressures and interests.