

SALVADORAN RED CROSS

From conflict to reconstruction: the challenges of peace

The devastating domestic conflict that affected the Republic of El Salvador from the beginning of the 1980s, the social impact of the economic crisis, and serious natural disasters that affected the country, such as the 1986 earthquake, were together a difficult scenario for Salvadoran Red Cross activity during the last decade. The impact that these events had on the National Society and its responses to them can be summarized as follows.

The situation of conflict caused an expansion of the organization, the activities and human and financial resources of the National Society beyond the levels that a normal situation would warrant. This growth was possible thanks to the support and cooperation of the International Red Cross Movement. As a result, the Salvadoran Red Cross is now a very active organization, has considerable geographic coverage, and is much more developed than its counterparts in other countries in Latin America and the Caribbean.

The services provided by the Salvadoran Red Cross in the areas of conflict, often with ICRC support and the consent of both contending parties, reinforced the neutral nature of the National Society and were an experience of special importance for its volunteers and additionally confirmed the National Society's major role as an auxiliary to the Government in emergency situations.

The Salvadoran Red Cross also strengthened its health and social assistance and welfare services. A first-aid clinic and the national blood bank were built as adjuncts to the central headquarters, together with 11 new emergency centers in as many branches which serve as bases for the ambulance services and sometimes as first-aid clinics. After the San Salvador earthquake of 1986, an extensive reconstruction program was begun which had a large community development component.

There have also been changes in the National Society's internal organization, basically at the administrative level, through revision and approval of new statutory regulations.

For the National Society, the end of the long Salvadoran conflict meant, in the first instance, the end of the intense activity that it had been conducting because of the war, and with the end of hostilities, the necessary reorientation of activities and priorities to a national context characterized by the challenges of peace and reconstruction, in which the requirements of a population that for a long time had had unmet basic needs, often after a long absence from their places of origin, became the new priority. All this is cause for reflection and concern in the National Society since these challenges are juxtaposed with fewer resources than before because of the gradual decline in resources provided by the ICRC and the trend toward a significant reduction in international cooperation.

Organization of the Salvadoran Red Cross

*Organizational structure and geographic coverage*⁷²

According to the statutes, the most important governing bodies are: (a) the General Assembly, the highest authority in the Salvadoran Red Cross, which is composed of the National Committee, the Executive Council, the Presidents of departmental delegations, the chairmen of local boards, and the heads of departmental and local branch units; (b) the National Committee, a collegial organ consisting of 14 people elected by the General Assembly, plus the President of the Ladies' Committee, the head of Volunteer Relief

Workers, the General Coordinator of the Red Cross Youth, and benefactor and honorary members; (c) the Executive Council, the highest administrative authority, composed of seven people who occupy the posts of President, Vice-President, Secretary, Treasurer, and three Vice-Presidents. These seven people are elected by the National Committee from among its members and should live in the San Salvador metropolitan area, according to the statutes. Some members of the National Society question this situation, believing that the Executive Council should include members from all parts of the country to represent the ideas and initiatives of the entire National Society adequately. They are also part of the governing structure of the general departmental assemblies, departmental delegations, and local boards.

Geographically, the Salvadoran Red Cross is organized into three regional committees in the eastern, central, and western parts of the country, as well as 12 departmental delegations and a number of local municipal boards totaling 52 sections. They are concentrated in the western and central parts of the country, though the eastern area has also developed in recent years. The statutes provide for an organizational structure for San Salvador Department different from that in the other departments in that the Executive Council functions in place of the departmental assembly, departmental delegation, and local board. Some members of the National Society say that, because of this circumstance, San Salvador is a department that has a disproportionate share of the financial and human resources, to the detriment of other, more needy departments.

Geographic expansion was very rapid during the last decade; it has naturally created tensions and growth problems within the National Society. One of the most worrying is the dependence of the branches on the central headquarters, technically and financially in particular. There is also a lack of coordination and communication with the branch units, which also note a lack of support by the central headquarters. Finally, the

problem of the lack of coordination and even competition between various branch units must be noted.

An organizational revision took place in the National Society during 1990 and 1991. One of the priority tasks undertaken as part of it was revision of the regulations, since those in force, which dated from 1958, were not suited to the new situation characterized by strong institutional growth. Not all of the statutory reforms needed to modernize and streamline the institution for the future have yet been carried out, but progress was made when the Executive Council approved a new statutory regulation in December 1992 to streamline the administrative structure. Further, the need for a change in the statutes is being discussed.

Administration and planning

The statutes of the Salvadoran Red Cross provide for an administrative structure headed by a General Manager and an Executive Secretary who report to the Executive Council, which is where decisions are made. The General Manager's office basically deals with the paid staff and financial management. According to the new regulation, the General Manager's office will have direct authority over departmental delegations and local boards under the coordination of the National Directorate of Volunteers. The recently created Directorate General of Communications and Fund Raising, the Directorate General of Services, the Blood Program Directorate, and the National Directorate of Volunteers will also report to the General Manager's office. The Council can create new units in accordance with the institution's needs; the opening of a new Directorate of Administration is under study. The Executive Council will continue exercising the functions of the Departmental Delegation of San Salvador and the Local Board of San Salvador Municipality. The volunteer units will report to the Executive Council,

which will exercise its authority through the departmental delegations and local boards.

The most important duties of the Executive Secretary are participation in preparing the institution's general plan of work and its follow-up, assistance to and support of the General Manager's office, and coordination of the National Society's relations with the International Red Cross Movement as well as institutional relations with the Government and national and international agencies and institutions.

Although the new regulation defines the duties of the General Manager and the Executive Secretary, some members of the National Society say that in daily practice the authority and responsibilities of the two posts are mixed, a situation that could affect adequate control and coordination of the institution's work. At the operational level, a new organizational scheme has been presented to the Executive Council for approval that responds to the changes provided for in the recently approved regulation. It intends to promote administration by objective and results through a consolidated work plan system, as well as national annual financial programming which includes consolidated program budgets and consolidated cash flow to enable monthly financial control. Also included is implementation of "quality circles" among volunteers, departmental delegations, and local boards so as to increase the quality and effectiveness of work.

The National Society has carried out planning through five-year development plans since 1980. In addition, annual work plans were initiated in 1988 that detail programs by objectives, goals, and methods. Noteworthy is the fact that the same objectives and goals were set out in the 1989, 1990, and 1991 annual plans. The III Five-Year Development Plan, for 1991-95, was drawn up in July 1990; it includes the planning criteria proposed by the Inter-American Red Cross Conference. This Five-Year Plan covers six major programs embracing 16 projects formulated by the various departments. Despite this, the National Society recognized that there were problems in its preparation, such as the lack of coop-

eration by the staff of the central headquarters with the branches, as well as the absence of an adequate institutional analysis and a diagnosis of the country's conditions for fixing the institution's priorities of action. A process was begun at the start of 1991 to draw up a new development plan that would include the results and recommendations of the workshops held as part of the institutional analysis of the present Study with the participation of paid staff and volunteers. This process has not yet had concrete results.

In summary, the Salvadoran Red Cross has developed experience in preparing action and development plans, despite which it has still not managed to develop a planning system covering the entire institution nor an overall definition of strategies and priority areas. As a result, annual plans lump sectoral programs and activities together without prioritizing them. At the beginning of 1993, the National Society is attempting to define its priorities, though it has not yet been able to draw up a document stating them.

Human resources

Volunteers are organized into branch units of relief workers, ladies, Red Cross Youth, and lifeguards. It is they who, in practice, conduct activities, especially in the branches. As part of the organizational culture, there is a tendency to assign duties on the basis of sex, as a result of which the relief area is seen as one for men, and women (volunteer ladies) work in areas related to social welfare and children. Although there is some volunteer dropout, volunteer retention is generally considered good. More concern is expressed about administrative centralization and the growth the branches have been undergoing, which may deepen the lack of communication and coordination between the Executive Council and the branch units. For their part, volunteers express concern about the small amount of support they receive and, specifically, about the few opportunities for internal promotion and

technical training in the branch units, as well as the absence of recruitment, motivation, and incentive programs. Rivalry and competition among the various units is a problem that has come to affect the execution of programs. Although training programs for volunteers have been increased in the past five years, an overall and unified scheme in this area is lacking, and each volunteer unit has been conducting its own planning courses. Thought is therefore being given to the creation of a National Training Center with a unified curricular system.

The National Society has a total paid staff of 150 throughout the country, most of whom are in the central headquarters. Most of the paid staff are in the blood, clinic, and ambulance programs. For some specific projects, such as reconstruction, specialized temporary workers are hired with external financing, and their relationship with the National Society will end when their projects do. This often leads to the impossibility of making use of the experience they gain.

The paid staff require a more efficient organization to improve internal management and to update and increase training, especially in development areas, to meet the needs of the most vulnerable. Improvements in human relations, continuing publicity of activities among the staff, and inclusion of paid staff in work that volunteers also carry on are methods proposed by the National Society which, if they are implemented, may result in greater efficiency in accomplishing the objectives.

Financing and budgets

For the Salvadoran Red Cross, the 1980s meant financial stability and sustained budget growth. Annual budgets increased from SVC 300,000 in 1978⁷³ to SVC 8 million in 1990.⁷⁴ A budget system was developed that allowed reve-

nue sources, forecasts of external financing, and program expenditures to be identified annually.

In 1989, 33% of revenues came from the institution's own sources. The Government contributed 24% and external cooperation 43%, as part of which financial and in-kind support from the ICRC was of great importance to the National Society, representing more than 35% of its total revenues. Other National Societies contributed 8% in 1989. This revenue structure underwent certain changes in 1990: the institution's own revenues accounted for 35%, the Government's subsidy was 26%, and external cooperation fell to 39%. Medical and ambulance services (excluding blood services) accounted for a third and a quarter of expenditures in 1989 and 1990, respectively, though in 1991 their share of expenditure was above 40%. The share of administrative services in the expenditure structure has grown significantly, from 10% to 16% between 1989 and 1990. Branch contributions fell from 30% of expenditures in 1989 to 26% in 1990 and around 21% in 1991.

The Government's proportion of the revenue structure increased from 30% to 34%, respectively, in 1991 and 1992, while contributions from cooperation declined to 28% and 18%, respectively, as a foreseeable result of the end of the conflict.

The most important concerns of the National Society as to its financial situation are: the central headquarters believes that the most important thing is to develop self-financing, which in the future will depend on the ability of the branches to mobilize funds that will enable them to meet their own needs, but without excluding help from the state and international cooperation, which should be promoted. The branches note the lack of financial support from the central headquarters and, as another problem, the absence of precise policies and concrete financial plans in addition to the lack of staff devoted specifically to fund raising.

As for the distribution of funds, the Salvadoran Red Cross believes it necessary that the

clinic, blood programs, and activities related to development promotion have their own budgets, but overall budget replanning will be necessary.

To strengthen its finances, the National Society recently created the National Directorate of Communications and Fund Raising, and presented a proposal to the Federation to take part in the Pilot Resource Development Project which was accepted. In 1992, as part of Phase I of the Resource Development Program and with the support of a Federation adviser, a Financial Development Plan was drawn up which was presented to the National Committee at the beginning of 1993. As a result, a work plan for the National Directorate of Communications and Fund Raising for 1993 is being prepared.

The role and activities of the Salvadoran Red Cross in the context of the country

Principal activities

Relief and emergency services

In this category are the ambulance services, the disaster relief service, beach, highway, and special events assistance, and assistance operations for victims of the political and military conflict the country has experienced.

The National Society now attaches great importance to the ambulance service, because the Salvadoran Red Cross is the agency that has traditionally provided this service in the country. This is one of the National Society's oldest services and is greatly appreciated by the community. To carry it out, the National Society has approximately 110 units, of which about 90% have been in service in the last five years. This service provides national coverage through the 52 branches, but has high maintenance costs that, until now, have been covered mostly by ICRC financial support.

Although the National Society conducts disaster preparedness and relief activities, it is thought that the social impact of such services is as yet very small. Although they have national coverage and the capacity to respond immediately to disasters, as shown by the operations caused by the 1986 earthquake in San Salvador, Hurricane Gilbert in 1988, and the 1989 floods, the absence of an effective governmental framework for coordinating activities with other institutions when disasters occur is a serious limitation in this field. In 1991, the Series 3000 Program was initiated with support from the American Red Cross and OFDA/USAID in the field of disaster administration and prevention, and in 1992 the National Society incorporated a new educational component in its disaster relief program by signing an agreement with the Ministry of Education which, starting in 1993, will enable disaster preparedness measures to be undertaken in all schools in the country.

The importance of services in aid of victims of the conflict, carried out in close cooperation with the ICRC, must also be noted. They were conducted throughout the decade in a context of on-going risk situations for civilians.

Health services

One of the principal activities of the Salvadoran Red Cross in the health field is provision of medical services through its emergency clinics, which have been extending their coverage in recent years with support from external cooperation because of the population's great demands for care. Concern exists about their future, however, both because of the need to guarantee their financing and the absence of long-term plans that would enable this activity to be carried on.

The National Society also conducts activities in support of the Ministry of Health's vaccination campaigns through 150 vaccination posts. This activity is considered a priority. The "Child Alive" health care and nutrition program has been conducted since 1989 as a pilot project in

two rural and two urban communities, though it has not yet been consolidated.

The blood program, begun in the 1980s, is another activity the Salvadoran Red Cross considers essential. The program has been carried on systematically and, during the past 10 years, has shown sustained growth in its collection of blood units. The program has been consolidated to such a degree that, with the Government's help, it has become the National Blood Reference Center, an agency that coordinates all activities of this kind in the country. Despite the external financial support the program has received, financing alternatives are being sought. In 1992 it was arranged that the Ministry of Health would reimburse 42.6% of its real costs by paying the wages of its staff.

Social assistance and welfare services

One of the main activities the National Society carries on in the field of social development is the reconstruction program, which was promoted with funds intended to care for persons affected by the 1986 earthquake. The program began with the Red Cross's participation in building houses and "Save the Children" (through Community Youth Development, or DCJ) and has a community organization component. In 1990 the Red Cross assumed complete responsibility for the program, with the Federation's technical and financial support, and reorganized it as a Comprehensive Development Plan (PDI) under the institution's Office of Social Promotion. The general objective of the plan is to "promote behavioral changes in families benefited by the housing projects which will enable them to become aware of their problems in order to search for joint solutions through the community organization." Six areas of activity using participative methods have been included in the plan of action: community organization, education, production, health care, disaster prevention, and social welfare. The plan has been carried on in four housing projects already built and inhabited

in marginal urban areas (Modelo, Kilómetro Dos y Medio, San Marcos, and Cuscatancingo) which together have 336 families. A fifth housing project, in Apopa, with a capacity for 70 additional families was being finalized in 1993. Each of these areas will have its own annual budget during the project's five planned years.

The results of the implementation of the Comprehensive Development Plan have been very positive, as shown by the external evaluation prepared at the Federation's request in November 1992. Its most important achievements have been community organization and the high participation of beneficiaries, as well as application of a comprehensive community development approach that goes beyond short-term charitable methods.

The National Society has various points of view about projects of this kind for persons affected by disaster and the displaced population. On one hand, there are those who think that they are activities stemming from short-term war or disaster situations that are not in accordance with the functions the Red Cross should carry on in normal times. Others hold that assistance and social welfare and community development activities are fields of operation that should be expanded in view of the problems of poverty and marginalization that large segments of the population have been experiencing and the new challenges brought by the return of peace, such as demobilization and assimilation into civilian life of the members of the forces in conflict and the return and resettlement of refugees and displaced persons. With specific respect to the Comprehensive Development Plan, some members believe that it has been an initiative largely promoted by international cooperation and, in this respect, has little relationship to the National Society.

Although it is recognized that this last field of operations, by virtue of the experience gained, has advantages such as community acceptance and participation, the various points of view have not so far translated into a clear institutional policy in this regard.

Apart from this pilot project for people affected by the earthquake, the National Society has carried out few assistance and development activities for those displaced by the war, except in the early part of the conflict, despite the fact that internally displaced persons are one of the social groups with the worst living conditions. In the judgment of the National Society, this is basically due to the problems caused by the great political polarization of this kind of population.

Finally, in addition to reconstruction activities, the National Society has conducted typically charitable activities such as the distribution of food, clothing, and shoes to these groups and institutions such as asylums, children's centers, and rehabilitation centers.

Relations with the Government

The Salvadoran Red Cross's relations with the public authorities have been characterized by stability, despite the changes in Government that occurred during the decade and the difficult context of the civil war. The Salvadoran Red Cross acts as auxiliary to the state in disasters by coordinating its activities with the National Emergency Council, in which it plays an important role. In the area of health, it collaborates with the Ministry of Public Health and Social Assistance through the emergency clinic, ambulance services, and vaccination and community health campaigns. On various occasions, the Salvadoran Red Cross has played an important role by facilitating relations between the Government and the guerrillas. All told, the National Society has technical and administrative relationships with eight ministries. In turn, it receives a large subsidy from the Government, which has increased during the past two years, and various exemptions. In addition, because it is considered an institution that provides public services in the health field, it was awarded infrastructural financing to support construction of the branch office at Apaneca by the Salvadoran Government's Social Investment Fund (FIS). Another effort in this

area was the National Society's presentation to the Technical Finance Secretariat (SETEFE) of a training center physical infrastructure project; a response still pends.

Relations with other organizations and agencies

Some projects have been conducted in close relationship with other agencies and nongovernmental organizations. The reconstruction and community development projects are representative examples of collaboration with countless NGOs, among them Community Youth Development, financed by the Save the Children Foundation, the Comprehensive Community Foundation (FINCA), the Olof Palme Children's Protection Foundation, the Ricaldone Technical Institute, and the José Simeón Cañas University (UCA). On-going working relations are also maintained with more than 400 companies which collaborate in various ways with the National Society and to which some services are provided. Collaborative relationships also include the Chamber of Trade and Industry and the Salvadoran Industrial Association, universities, secondary schools, and communications media.

Generally speaking, however, there have been few relations with other kinds of social and development organizations because of the National Society's interest in maintaining its image of neutrality in the country's polarized situation. Because of the signing of the peace accords, however, more frequent and deeper contacts have been initiated with the NGOs. Another significant factor is concern within the Salvadoran Red Cross about competition from organizations such as the Green Cross and the "Salvation Commandos," which for some years have been working in fields similar to those of the Salvadoran Red Cross, especially in relief and emergency operations stemming from the armed conflict. This concern is explained by phenomena such as the transfer of Red Cross volunteers to these organizations, their heavy coverage by the communica-

tions media, and the support given them by large segments of the population.

The role of international cooperation

The war through which the country lived in the last decade led to a strong increase in international cooperation with the Salvadoran Red Cross. This was a decisive factor in the National Society's major growth. Since 1990, however, there has been a decline in international support.

The Salvadoran Red Cross's experiences in cooperation were positive during the decade. The ICRC and the National Societies of the Nordic countries, Germany, and Spain have continuously supported various important projects, which has helped offset the downward trend in the institution's own revenues.

The ICRC established itself in El Salvador in 1980 and carried out humanitarian functions directly in conflict areas. Its financial and technical support of the National Society reached a high point in 1990-1991, and the ICRC's contribution came to represent more than 45% of the National Society's total budget. As from December 1992 and as a result of the cessation of the conflict, however, a gradual decrease in the ICRC's cooperation began.

Since the establishment of the Blood Center in 1980, the blood programs have received continuing technical and financial cooperation from the Nordic Societies and, in recent years, also from the Spanish Red Cross. The "Child Alive" program, the reconstruction and community development programs related to construction of housing, schools, and clinics, and the institutional development programs or projects (management, financing promotion, volunteer support, social communication) have received a significant contribution from the Federation and other National Societies.

In addition, the German Red Cross, Spanish Red Cross, and Nordic Societies, as well as organizations in the Netherlands and the United States, have collaborated in relief operations

stemming from the armed conflict and disasters by providing technical, financial, and material assistance such as food, clothing, and drugs. The Emergency Clinic received support from the Swiss Red Cross and German Red Cross in 1990.

In 1991 the National Society presented for cooperation several projects related to the clinical laboratory service, development of the Blood Center and its programs, strengthening a disaster preparedness and prevention program, and a branch support project. The Nordic countries will continue supporting blood activities and those in support of the branches until 1993. In 1991 the American Red Cross began supporting the National Society in bringing the relief project up to date, assistance that will continue until 1993. The Federation is collaborating in the area of financial strengthening through participation of the National Society in the Pilot Resource Development Project.

Finally, the National Society is increasingly interested in developing cooperation plans that include bilateral or multilateral agreements at the subregional and regional levels through the Federation and greater technical support from the Regional Delegation.

The National Society's perception of its public image

The Salvadoran Red Cross is the agency *par excellence* that provides ambulance services in the country; it has the best national blood center (it provides between 30% and 40% of national demand), and has volunteers whose emergency and relief operations are recognized by both the public authorities and Salvadoran society in general. According to the National Society, these are the chief factors that help create a positive public image of the Red Cross in El Salvador. This image has been negatively affected, however, by the fact that the training and skills provided to the population in emergency situations are inadequate. In addition, the Na-

tional Society has carried on little information dissemination in recent years, partly for lack of resources, and what it has done has been insufficiently coordinated, all of which has affected not only its image but also the institution's fund raising.

As has been noted, the National Society appraises positively the fact that it has been able to maintain its image of neutrality despite the problems brought by a civil war and the country's political polarization. Nevertheless, problems have at times occurred stemming from the improper use of the emblem by both parties in the armed conflict.

The Salvadoran Red Cross has taken special care in maintaining satisfactory relations with the communications media in order to reinforce its image of neutrality in the context of the country's war. To do so it established a public relations office that acted as official spokesman for the National Society to the communications media and maintained a fluid relationship with them which was based on a precise and continuing flow of information that enabled the Salvadoran Red Cross to gain considerable coverage in the written press and radio and television. The Directorate of Communications and Fund Raising was recently created to strengthen the institution's image and improve its financial revenue.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Any examination of the institutional reality of the Salvadoran Red Cross is inseparable from an analysis of the country as a whole and its internal conflict, the social impact of the economic crisis, and the severe natural disasters that affected El Salvador in the 1980s.

On one hand, the dynamics of the events that occurred in this environment generated institutional growth that strengthened the Salvadoran Red Cross and enabled it to respond adequately to the enormous challenges that developed during the 1980s. But, at the same time, this sudden growth created and made evident imbalances in the National Society in different areas as a result of a growth process that went beyond what would occur in a normal situation.

The cessation of the armed conflict and the peace agreements create a new scenario for the National Society in which it is essential to revise, adjust, and redirect the institution's activities to meet the challenges of peace and reconstruction, with priority attention focused on the most vulnerable segments of the population.

The Salvadoran Red Cross has taken various steps in this direction: it has strengthened its health, emergency, and ambulance services; in the area of social development, it undertook a major project on behalf of those affected by the earthquake (the Comprehensive Development Plan) which included housing, health care, and education components and marked community participation. The recently approved new regulation is designed to promote a more flexible administrative framework to make these efforts

possible, and a review is being made of the present statutes and their possible modification to streamline the administrative structure.

Obstacles and problems still persist, however, which basically stem from the institution's unusual growth to deal with an environment of crisis and conflict. First, the institution's activities in planning and programming have been largely governed by the need for rapid responses to the crisis and conflict, as a result of which it has not so far been possible to develop a medium- and long-term planning system for the entire institution or broad definition of strategies and priority areas to confront the new needs of the vulnerable as part of the peace and reconstruction process. Second, the institution's growth was largely based on external financial sources that logically declined and, it seems, will continue to decrease in the 1990s. Although the National Society has certainly begun efforts to increase its internal fund-raising sources, there is still a strong dependence on external resources. Rapid geographic expansion has created conflicts between the headquarters and branches in technical, financial, and communications matters, a situation accentuated by the superimposition of the central headquarters on the San Salvador branch, the absence of coordination, and problems of rivalry among the branch units. Finally, there is no clear human resources policy containing well-defined recruitment, incentive, and promotion methods and, above all, uniform plans for training both volunteers and paid staff. The lack of training is especially noticeable in new spheres of development activity.

RECOMMENDATIONS

1. **Redefine and adjust activities in order to contribute effectively to improving the situation of the most vulnerable**
2. **Develop a medium- and long-term planning system for the entire institution**
3. **Broaden, diversify, and strengthen sources of financial support**
4. **Extend the revision of the organizational structure**
5. **Adopt a human resources development strategy**

1. Redefine and adjust activities in order to contribute effectively to improving the situation of the most vulnerable

- 1.1 Adopt as the National Society's strategic guideline for activities, improvements in the situation of the most vulnerable, based on the new scenario of peace and the demands created by poverty and its widespread manifestations.
- 1.2 Make a diagnosis of vulnerable groups, their location, situation, demands, and specific needs, as well as of the scope of activities by the Government and other NGOs, to establish the area of action and population groups with which the Red Cross, alone or in collaboration with the state or other NGOs, can be most effective.
- 1.3 From this viewpoint, evaluate the activities the National Society has been conducting, strengthening those pertinent to the objective of improving the situation of the most vulnerable and gradually readjusting others to this objective.
- 1.4 Develop preventive health programs by expanding the coverage of the "Child Alive" program and undertaking new social programs that deal with the situation of the poor and most vulnerable, taking into account the positive precedent of the reconstruction programs initiated after the 1986 earthquake.
- 1.5 Increase the capacity of the National Society and the population to deal with emergencies, with emphasis on prevention and the socioeconomic and environmental aspects of vulnerability.
- 1.6 Strengthen disaster preparedness activities and promote with the public authorities an effective legal, legislative, and operational framework for dealing with disasters.
- 1.7 In the context of peace, promote agreements with the public authorities that improve the framework of operations for carrying out humanitarian activities, respect for and appropriate use of the emblem, and publicity of International Humanitarian Law.

2. Develop a medium- and long-term planning system for the entire institution

- 2.1 Continue—and as far as possible bring to an end—the process already begun of drawing up the new development plan.
- 2.2 Establish mechanisms of participation for the various volunteer units, paid staff, and branches in the plan's preparation.
- 2.3 In preparing the plan, take into account the analysis of the institution's current situation and the country's socioeconomic prospects and trends, with special emphasis on the most vulnerable in the population.
- 2.4 Identify and define priority areas and broad strategies, and on that basis redirect activities and services.
- 2.5 Define beforehand means and mechanisms for following up and evaluating the development plan.
- 2.6 Prepare a Reference Framework for Development Cooperation.

3. Broaden, diversify, and strengthen sources of financial support

- 3.1 Increase the fund raising, both nationally and by the branches, and develop the National Society's self-sufficiency to counter the decrease in external cooperation.
- 3.2 Establish financial agreements with the Government's Social Investment Fund (FIS), especially to promote branch projects.
- 3.3 Complete, approve, and implement the Financial Development Plan and the Work Plan of the Directorate of Communications and Fund Raising.
- 3.4 Strengthen and extend the agreements and accords established with governmental institutions to recover costs of services provided, including, in the first instance, the ambulance service.
- 3.5 Promote the approval of legislative measures favoring the National Society, such as tax and customs concessions, and participation in or implementation of national raffles and lotteries.
- 3.6 Explore new means of financing such as income-producing or commercial projects based on profitability criteria that do not prejudice the National Society's image in a framework of respect for the Principles and non-profit nature of the Red Cross.
- 3.7 Arrange a financing plan with Participating National Societies and especially the ICRC that permits a gradual withdrawal of the delegation and decrease in cooperation to minimize disruptions that might occur in the National Society's capacity for action.
- 3.8 Establish long-term cooperative agreements that enable the National Society to confront the challenges stemming from peace and the reconstruction of the country.

4. Extend the revision of the organizational structure

- 4.1 Conclude the current process of revising and updating the statutes, organizational structure, and administration, promoting greater participation by volunteers and the branches in planning and decision making in general.
- 4.2 Review and redefine the organizational structure of the volunteer corps, and as far as possible organize volunteers by program rather than "unit" so as to preclude the rivalry and competition that now occurs between the different units and affects the execution of programs.

- 4.3 Adopt measures to improve communication and coordination between the various volunteer units in accordance with the already created National Directorate of Volunteers. Improve communications and human relations between them and the National Society's paid staff, as well as between the paid staff and volunteers of the headquarters and branches.
- 4.4 Separate the central headquarters organically from the San Salvador branch, assigning the former the role of policy guidance and the latter that of operating the San Salvador branch.

5 Adopt a human resources development strategy

- 5.1 Broaden and strengthen the National Society's volunteer base through continuing recruitment campaigns in liaison with the Directorate of Communications and Fund Raising, and promote systems for placing volunteers in activities in accordance with their expectations, motivation, skills, and professional knowledge.
- 5.2 Develop an integrated, comprehensive, and on-going training program for volunteers through a unified curricular system that avoids piecemeal and fragmented training and allows common basic training for all volunteers and different levels of specialization based on concrete programs or services.
- 5.3 Diversify training activities for volunteers and paid staff in fields such as community development, primary health care, International Humanitarian Law and human rights, and planning, evaluation, and management.
- 5.4 Update and increase the training of paid staff, especially in new areas such as social development, so that they can respond to the needs of the most vulnerable.
- 5.5 Improve relations between paid staff and volunteers through continuing publicity of the activities of the paid staff as well as inclusion of paid staff in work done by volunteers.

SOURCES

1. Sources: (a) SIECA, *Series estadísticas seleccionadas*, Guatemala City, SIECA, 24:3 (May 1991); (b), (c), (d), and (g) United Nations Development Program (UNDP), *Desarrollo humano: Informe 1992*, Bogotá, UNDP/Tercer Mundo, 1992, Tables 1, 2, and 11; (e) Inter-American Institute for Agricultural Cooperation (IICA)/Latin American Faculty of Social Sciences (FLACSO), *Centroamérica en gráficas*, San José, IICA/FLACSO, 1990, p. 73; (f) United Nations Economic Commission for Latin America and the Caribbean (ECLAC), *Transformación productiva y pobreza en Centroamérica*, San José, FLACSO, 1992, p. 21.
2. ECLAC 1992, p. 30.
3. Breny Cuenca *El Salvador*. San José, Liga de Sociedades de Cruz Roja/FLACSO, 1990, mimeo, p. 6.
4. Ministry of Planning and Coordination of Economic and Social Development (MIPLAN). *Cuantificación de daños materiales y humanos derivados de la violencia en El Salvador, 1979-1987*. San Salvador, Ministerio de Planificación, 1988; and Fundación Salvadoreña de Desarrollo (FUSADES). "Evaluación de pérdidas humanas y daños físicos provocados por la agresión insurgente." In *Boletín 49* (December 1989).
5. MIPLAN. *Encuesta de hogares de propósitos múltiples 1985*. San Salvador, MIPLAN, 1985.
6. Rafael Menjivar and Edelberto Torres-Rivas. *Centroamérica: crisis y perspectivas de los años noventa*. San José, Federación Internacional de Cruz Roja/FLACSO, 1992, p. 17.
7. MIPLAN data in Carlos Briones. *La pobreza urbana en El Salvador*. San Salvador, UCA, 1992, p. 42.
8. Data from the Regional Program on Employment for Latin America and the Caribbean (PREALC) and MIPLAN's 1986 and 1988 household surveys, in Briones, 1992, p. 43.
9. Carlos Briones. "Los análisis realizados sobre el sector informal urbano en El Salvador: una evaluación general." In: Rafael Menjivar and Juan Pablo Pérez Sáinz (eds.). *Informalidad urbana en Centroamérica: evidencias e interrogantes*. Guatemala City, FLACSO, 1989, p. 99.
10. Twenty-nine percent, according to Juan Pablo Pérez Sáinz. *Crisis, pobreza e informalidad urbana en Centroamérica*. San José, Liga de Sociedades de Cruz Roja/FLACSO, 1990, mimeo, p. 8.
11. Briones 1989, p. 103.
12. Menjivar and Trejos 1992, p. 66.
13. ECLAC and SIECA data cited in Marta Casaus and Rolando Castillo. *El Salvador, 1978-1987: Balance de una década*. Madrid, CEDEAL, 1989, p. 45.
14. Rafael Menjivar and Juan Diego Trejos. *La pobreza en América Central*. San José, FLACSO, 1992, p. 75.
15. Data from the III National Agricultural Census cited in Tom Barry. *Roots of rebellion: Land and hunger in Central America*. Boston, South End Press, 1987, p. 9.
16. Carmen Diana Deere. "La Reforma Agraria como revolución y contrarrevolución: Nicaragua y El Salvador." In: *Polémica 17/18:62* (1985).
17. ECLAC 1992, p. 21.
18. Briones 1992, p. 61.
19. Briones 1992, p. 65.
20. ECLAC. *Estudio económico de América Latina y el Caribe 1991*. Santiago, Chile, ECLAC, 1992, vol. 1, p. 82.
21. Briones 1989, p. 75.
22. Pérez Sáinz 1990, p. 11.
23. Cuenca 1990, p. 27.
24. Menjivar and Trejos 1992, p. 106.
25. Rolando Franco. *Los fondos de inversión y de emergencia social en Centroamérica y Panamá: su papel en el desarrollo social*. Santiago, Chile, ILPES, n.d., p. 28.
26. Franco n.d., p. 29.
27. Office of the United Nations High Commissioner for Refugees (UNHCR)-International Conference on Refugees in Central America (CIREFCA). *Documento de la República de El Salvador*. CIREFCA. Guatemala City, UNHCR-CIREFCA, 1989, pp. 4, 8, and 10.
28. Segundo Montes. *Salvadoreños refugiados en los Estados Unidos*. San Salvador, Instituto de Investigaciones, UCA, 1987, Table XXV, p. 125.
29. UNHCR-CIREFCA. *Documento de los Estados Unidos Mexicanos*. Guatemala City, UNHCR-CIREFCA, 1989, p. 6; and UNHCR-CIREFCA *Documento de la República de Honduras*. Guatemala City, UNHCR-CIREFCA, 1989, p. 5.
30. Data from the National Displaced Persons Commission (CONADES) and the International Committee of the Red Cross (ICRC) cited in UNHCR-CIREFCA 1989, El Salvador document, pp. 8 and 10.
31. UNDP-UNHCR. *Los desplazados, refugiados y repatriados en el marco del desarrollo económico y*

- social de Centroamérica*. Guatemala City, CIREFCA, 1989, p. 9.
32. Sergio Aguayo. "Las poblaciones desplazadas y la recuperación y el desarrollo de Centroamérica." In: William Ascher and Ann Hubbard. *Recuperación y desarrollo de Centroamérica. Ensayos del Grupo Especial de Estudios de la Comisión Internacional para la Recuperación y el Desarrollo de Centroamérica*. San José/Durham, Duke University, 1989, p. 22.
 33. Montes 1987, Chapter VII.
 34. Pan American Health Organization (PAHO). *Las condiciones de salud en las Américas*. Washington, D.C., PAHO, 1990. Vol. II, p. 141.
 35. PAHO *Boletín Epidemiológico*. Washington, D.C., PAHO, 13(1):6 (March 1992) and 13(3) 15 (September 1992).
 36. Inforpress Centroamericana. *Inforpress Centroamericana*. Guatemala City, 1991, No. 960, p. 7.
 37. PAHO 1990, pp 142-143.
 38. PAHO/Ministry of Health. *Salud y paz para el desarrollo y la democracia. III Conferencia de Madrid*. PPS/CAP documents 1991-1995.
 39. PAHO 1990, p. 143.
 40. Data from the Evaluation of the Food and Nutritional Situation in El Salvador 1988 (ESANES 88) cited in PAHO/Ministry of Health. *Documentos PPS/CAP 1991-1995*.
 41. Inforpress Centroamericana 1991, p. 7.
 42. PAHO 1990, p. 144.
 43. PAHO 1990, p. 144, and Carmelo Mesa-Lago "La seguridad social en América Latina." In: IDB. *Progreso económico y social en América Latina: Informe 1991*. Washington, D.C., IDB, 1991, p. 196.
 44. Cuenca 1990, p. 9.
 45. SIECA 1991, p. 154.
 46. PAHO 1991, El Salvador Diagnosis, n.p.
 47. PAHO. *Boletín Epidemiológico*. Washington, D.C., PAHO, 13(3):14 (September 1992).
 48. Data from the Salvadoran Development and Minimal Housing Foundation (FUNDASAL) cited in Mario Lungo. *El Salvador en los ochenta: contrainsurgencia y revolución*. San José, EDUCA/FLACSO, 1990, p. 100.
 49. Cuenca 1990, p. 10.
 50. Ana Isabel García. *Informe sobre la situación de las mujeres en Centroamérica y Panamá*. San José, Liga de Sociedades de Cruz Roja/FLACSO, 1990, mimeo, pp. 9, 13-14.
 51. See Wim Dierckxsens. *Mujer y fuerza de trabajo en Centroamérica*. San José, FLACSO, 1990
 52. *Maquilas* are industries that process, assemble, and mount imported components or sew already cut fabric whose end products are intended for the world market. Such factories, which carry out those parts of the manufacturing process that are labor-intensive, have proliferated in the developing world because of low labor costs. In Central America and the Caribbean they have been stimulated by the Caribbean Basin Initiative (CBI) approved by the Reagan administration in 1984.
 53. García 1990, p 13
 54. García 1990, p. 26.
 55. Dina Krauskopf. *Infancia y juventud en Centroamérica*. San José, Liga de Sociedades de Cruz Roja/FLACSO, 1990, mimeo, p. 13
 56. Krauskopf 1990, p. 14.
 57. Krauskopf 1990, p. 20.
 58. Krauskopf 1990, p. 33.
 59. Krauskopf 1990, p 13, citing 1989 data from the UNICEF office in El Salvador.
 60. The three dignitaries appointed Commissioners by the United Nations were Belisario Betancur, former President of Colombia; Reinaldo Figueredo, former Minister of Foreign Relations of Venezuela, and Thomas Buergethal, former President of the Inter-American Human Rights Commission.
 61. The edition published in the *Diario Latino* of April 21, 1993, has been used in this synthesis of the Report, whose original version has more than 200 narrative pages and a thousand pages of appendices.
 62. Amnesty International. *Informe 1992*. Madrid, Amnesty International, 1992, p. 112.
 63. Carlos A. Pinillos. "Centroamérica: crisis y medio ambiente." In: Marta Casaus and Rolando Castillo. *Centroamérica: Balance de la década de los ochenta, una perspectiva regional*. Madrid, CEDEAL, 1993, p. 501.
 64. World Resources Institute (WRI) *World Resources 1992-93*. Washington, D.C., WRI, 1992, p. 286.
 65. Organization of American States (OAS). *Desastres, planificación y desarrollo. Manejo de amenazas naturales para reducir los daños*. Washington, D.C., OAS/OFDA, 1991, pp. 68 and 72.
 66. Cuenca 1990, p. 19.
 67. Organization for Economic Cooperation and Development (OECD). *Development co-operation: 1991 report*. Paris, OECD, 1991, p. 210.
 68. Colin Danby. *Stabilization and transformation. Bilateral U.S. economic aid in Central America*. N.p., PACCA, 1989, p. 99.

Sources

69. Resource Center. *El Salvador. Private organizations with U.S. connections.* Albuquerque, New Mexico, IHERC, 1988, p. 5, using data from the USAID office in El Salvador.
70. Resource Center 1988, p. 6, using USAID data.
71. Franco n d., p 28.
72. The highest representative body after the General Assembly is the National Committee. Branches are called sections. Volunteers are organized in branch units.
73. USD 1 equaled SVC 2.50.
74. USD 1 equaled SVC 7.79.