

EARLY ACTION PROTOCOL ACTIVATION FINAL REPORT

Guatemala | Floods caused by Cyclones

22/05/2023

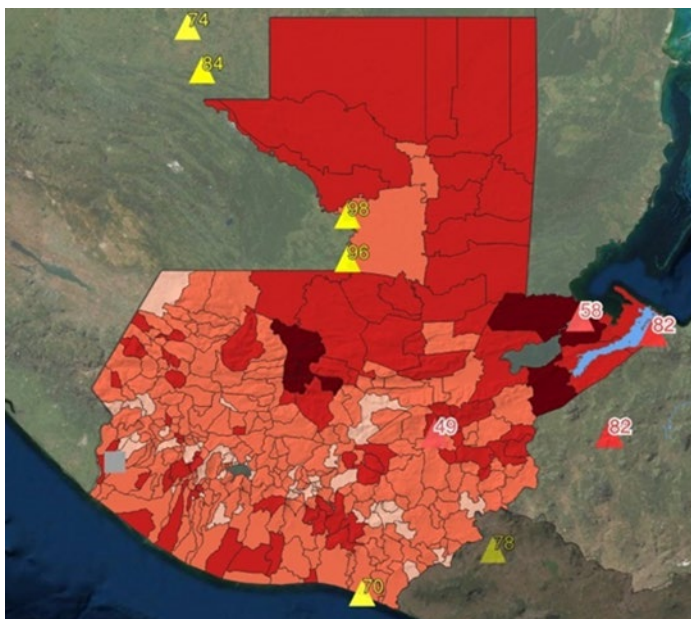


Distribution of multipurpose cash transfer to an affected person in Puerto Barrios, Izabal. Source: GRC

EAP №: EAP2022GT01	Operation №: MDRGT018	EAP approved: 18/08/2022	EAP timeframe: 18/08/2022 to 18/08/2027
Trigger date: 07/10/2022	Early action lead time 05 days	Operational timeframe: 3 Months	Period covered by this activation report: 07/10/2022 to 31/01/2023

Budget: 478,796 CHF
Assisted: 10,300 (2,060 families)

EARLY ACTION PROTOCOL SUMMARY



The IFRC Disaster Response Emergency Fund (DREF) has allocated CHF 478,796 to the Guatemalan Red Cross to implement early actions to reduce and mitigate the impact of floods caused by Cyclones in Guatemala. The early actions to be conducted have been pre-agreed with the National Society and are described in the Early Action Protocol.

Guatemala is exposed to multiple hazards, including landslides, floods, volcanic eruptions, forest fires, and droughts. To prioritize which of these hazards has most affected Guatemala, the DesInventar Project disaster database was used to extract historical natural disaster impacts between 1990 and 2019.

It was found that the hazard that most affected the Guatemalan population during this period was

landslides. However, there was currently no capacity for forecasting landslides. In this sense, the second hazard that has caused the greatest number of people to be affected historically was identified as floods. For this hazard, there are forecasts that allow for the implementation of early actions, so the threat of floods associated with tropical cyclones was prioritized to address the first Early Action Plan (PAT) of the Guatemalan Red Cross.

In this context, this Emergency Appeal (EAP) was formulated which defines anticipatory actions due to the affectation of an extreme Tropical Cyclone, based on two triggers related to forecasts:

1. When the National Institute of Seismology, Volcanology, Meteorology and Hydrology (INSIVUMEH) or the National Hurricane Center issues a forecast with a 60% probability that the track of a tropical storm or greater enters the cyclone warning zone of the Republic of Guatemala, with a waiting time of 3 to 5 days.
2. When the GloFAS forecast exceeds a 50% probability for a 10-year return period in high-risk flood areas with a Lead Time of 3 days.

The Hurricane forecast used was that of NOAA National Hurricane Center (NHC) because the Meteorological Service of Guatemala (INSIVUMEH) receives reports directly from the National Hurricane Centre. While flood forecasts will be triggered by GLoFAS (Global Flood Awareness System). The GloFAS check for the lead time was calculated for several hydrological stations and has on average a skill (false alarm) of 0.53. The forecast verification of cone track and wind intensity is based on the operational verification of the NHC.

The EAP has identified two risk areas 1) the Atlantic slope: departments of Alta Verapaz and Izabal and 2) the Pacific slope: departments of Mazatenango and Retalhuleu.

In compliance with its auxiliary role to the public authorities, the Guatemalan Red Cross provides humanitarian assistance through the timely and efficient application of integrated response procedures framed through four main sectors: 1) First response; 2) Health; 3) Care for the population; and 4) Logistics applied to the attention of adverse events.

Based on the information gathered during the feasibility study for the Forecast-Based Financing (FbF) Mechanism in Guatemala, as well as the experience of the National Society and key institutions in recent events, the following early actions have been defined:

- a) Communication and awareness-raising on risk preparedness and mitigation measures.
- b) Distribution of Multipurpose Cash Transfers.
- c) Distribution of water treatment kits.

d) Production, storage, and distribution of safe water.

The selected actions were proposed through working sessions with different sectors of the Guatemalan Red Cross (GRC), GRC Delegation Disaster Coordinators, who know the intervention zones very well, as well as through visits to the communities; establishing information exchange with lead institutions such as the National Coordinator for Disaster Reduction (CONRED) and INSIVUMEH, obtaining certain criteria and analysis through the support and staff of Plataforma Inter U, among others.

These actions were expected to assist 3,000 families (approximately 15,000 people).

OPERATIONAL STRATEGY

SUMMARY OF EAP IMPLEMENTATION

Host National Society

The disturbance began as a potential Tropical Cyclone 13, evolving rapidly between Tropical Depression, Tropical Storm, and Hurricane to also degrade. The Guatemalan Red Cross (GRC) began monitoring the event on October 2, and between October 3 and 7 continued to work with the German Red Cross, the Climate Center, and the Nicaraguan and Honduran Red Cross to follow up and analyze the event. At the same time, the GRC held monitoring meetings with Aguaconsulta and INSIVUMEH.

On October 7, the activation took place. Between October 8 and 9, internal processes were developed to carry out the first field mobilizations. Information was collected between October 9 and 10, and the communities and people to attend were selected. Tropical Storm Julia made landfall in Guatemala on Tuesday, October 11. Due to the soil saturation already present at that time, it was prone to damage to roads and bridges due to landslides and flooding; flooding in coastal or near-shore communities; people sheltered and evacuated; increased losses of livelihoods, mainly agricultural; and affected commerce, among other sectors.

In the case of the areas of the department of Izabal, those most likely to be affected were the same communities and areas affected by hurricanes Eta and Iota, which are communities with a high rate of poverty and extreme poverty. Through the selected anticipatory actions, the families at risk were able to move to safer places, protect their belongings and livelihoods, and were provided with food, water, and other supplies they might need, especially since they are families living in poverty and extreme poverty.

The families were selected based on the census and lists of community leaders, as well as the coordination of the GRC sub-directorates. Families living in poverty and extreme poverty (the vast majority), families with elderly and/or disabled people, single-parent families, grandparents' families, and single adults were selected. In addition to the multipurpose cash transfers, families were supported with the distribution of water treatment kits, with the intention of supporting families in the supply of water for consumption, given the risk of flooding.

However, due to the activation date, the disbursement date, and the brief time it took to be able to make the purchases, and due to internal procedures, it was not possible to comply with everything planned for year one; instead, more was executed in salaries. In relation to what was planned for the activation year, it was possible to partially execute the anticipatory actions because finally it was not activated in the two planned zones, but only in one.

Red Cross Red Crescent Movement

Since the disturbance's formation in the Atlantic, monitoring was done by GRC and with the support of the IFRC Climate Center through communication via WhatsApp.

As the event evolved, communication was maintained with staff from the German Red Cross and IFRC. The situation analysis was carried out days before Julia's imminent impact on Central American lands, through virtual

meetings with stakeholders and the Nicaraguan, Honduran, and Guatemalan Red Cross. GRC also had the support of the Information Analysis Officer of the German Red Cross, who was a fundamental support in the analysis of GloFAS before and after the activation.

As Julia's trajectory developed, communication was also maintained with NSPs such as the American Red Cross and the Spanish Red Cross to exchange information. At all times the accompaniment of the German Red Cross, the Climate Center, and the IFRC Central America Cluster during the TAP preparation process was invaluable in providing concrete technical guidance.

Overview of non-Red Cross Red Crescent actors in country

The information used during the monitoring of the evolution of the event was public information available: spatial bulletins, alerts issued, etc. shared by the National Coordinator for Disaster Reduction (CONRED, by its initials in Spanish) and INSIVUMEH.

Once the PAT was activated, communication was maintained with INSIVUMEH where the corresponding liaisons shared key geographic information that served as input and analysis together with GloFAS in the definition of affected areas.

OPERATIONAL SUPPORT SERVICES

Human Resources

At the time of activation, support was provided by the GRC management team, as well as staff from the national headquarters Disaster Risk Reduction (DRR) office. At the same time, GRC had the support of personnel from the Central America Cluster and the IFRC Climate Center, as well as the participation of approximately 20 local volunteers from the delegations of Santo Tomás and Puerto Barrios, Izabal.

Logistics and supply chain

GRC logistics staff helped throughout, especially in pending WASH-related purchases, as well as in coordinating transportation. For its part, IFRC supported local staff and accompanied the emergency procurement processes.

Communications and Information

Part of the anticipation process included communication. The GRC communication teams went to the intervention sites, together with the other specialized teams. This support included direct interviews with the people. This was done with the objective of getting to know the direct suggestions of the people to strengthen the intervention.

Security

The GRC security focal point monitored the operation and gave pertinent indications in response to queries made by the teams in the field. Also, the money transfer team had specific procedures for the distribution and the corresponding paperwork. The teams involved in the operation were always made aware of the GRC contingency plan.

Planning, Monitoring, Evaluation and Reporting (PMER)

All the main follow-up actions and the search for information were carried out directly by the GRC, through the DRR team and the focal point of the anticipation mechanism, during the activation and initial actions.

Likewise, the lessons learned workshop was supported by the German Red Cross and the IFRC Central America Cluster. At the same time, for the formulation of the other accountability mechanisms (reports and follow-up of actions), the IFRC also provided direct support.

Administration and Finance

During the activation, there was adequate financial and administrative support from the GRC team and the IFRC Central America Cluster. Coordination of the remittance of funds for the activation was quick and efficient. Also, the internal coordination to have the necessary funds available in the required time was efficient.

CHALLENGES AND LESSONS LEARNED

Every process can be improved. Especially those who are innovative in National Society. This was the first EAP of the Guatemalan Red Cross. Some of the lessons learned found are:


- The support of the leadership and commitment of the National Society authorities.
- To always have the support of the volunteers, they activated with enthusiasm.
- Facilitating the mobilization of specialized teams to the field.
- Availability of technical support always for decision-making triggers, maps, communities, etc.
- Having agility in the financial processes, both for mobilization and for anticipatory actions that required it.
- To count on the clarity of the triggers. For this EAP, the activators depended on the public information issued by the governing body (trigger 1) and on the analysis of the information carried out internally (trigger 2, GLoFAS).

Some of the recommendations emanating from both the operation and the Lessons Learned Workshop are:

- Ensure that annual readiness and prepositioning of stock are done in advance of activation.
- Integrate the technical sheets in the annexes of the EAP documents to have the technical specifications of the humanitarian supplies to request.
- Establish internal security procedures for the distribution of Multi-purpose Cash (internal in the National Society).
- Define (according to the administrative manual) the prequalified suppliers according to inputs established in the EAP.
- Establish training and updates, at all levels, on IFRC procedures and formats.
- Develop Kobo workshops aimed at members of the institution (Basic ODK/Kobo/Mega V, intermediate and advanced) to strengthen the collection of information and censuses in the communities.
- Integrate specific meetings for the socialization/construction of the EAP and the procedures (schemes, infographics) for each area and sector.
- The institutionalization of the EAP is essential to ensure that the anticipation approach is part of the natural risk management cycle of the National Society.
- The dissemination of the EAP both at the central level and in the Delegations will allow a more coordinated and effective deployment when implementing early actions.
- Having financial resources from the NS was key to ensuring the window of anticipation during activation and deployment.
- The synergy between administrative and technical teams is key to improving the articulation of actions and processes for the implementation of the EAP.
- The activation of the emergency manual was crucial to speed up the administrative and purchasing processes.

- It is important to review and update the clauses of the agreements with financial service providers to have safer and more expeditious mechanisms for the delivery of CVA.
- It is necessary to establish coordination mechanisms according to what is structured in the PAT and the National Response Plans of the National Society (WASH, CVA, Health, Integrated Disaster Risk Management, etc.).
- It is essential to develop post-distribution surveys to measure the degree of satisfaction and usefulness of CVA in the face of disasters.
- It is important to strengthen field teams and collaborators with training to reinforce aspects of Community Engagement and Accountability (CEA), Protection, Gender, and Inclusion (PGI), and Cash and Voucher Assistance (CVA).
- The generation of content is relevant to make visible the work during the deployment in the field once the EAP is activated (video testimonials, content on networks, etc.)

PLANNED OPERATIONS

 <p>Multi-purpose Cash</p>	Budget	CHF 212,376
	Actual	CHF 149,995
	People targeted: 1,000 families	People reached: 708 families
	Female: 458 (household leaders)	Male: 250 (household leaders)
Indicator:	1,000 families reached with multi-purpose cash in advance of flooding hazard	
Early actions:	<ol style="list-style-type: none"> 1. Registration and/or validation of families 2. Distribution of Multi-purpose Cash 3. Exit survey 	

Narrative description of plan vs achievements

Actions related to the Multi-purpose Cash developed rapidly. The EAP was activated on a Friday evening. The financial procedures for the allocation of funds by the IFRC were carried out at the time of sending the corresponding documentation and the transfer was made effective on Monday.


The team in charge of the Multi-purpose Cash carried out the banking procedures in Guatemala City, while information on the persons to attend was collected in the field. Finally, the distributions were made in cash because the current agreement signed with the bank was not adapted for advance transfers (only provided a certain number of codes for transfer per day).



Distribution of Multi-purpose Cash Transfers in communities of Puerto Barrios, Izabal. Source: GRC

Initially, it was planned to attend 1,000 families, but in the end, **708 families** with the **Multi-purpose Cash distribution** were reached in communities in the department of Izabal. Not all the planned families were reached because the EAP was finally activated in only part of the planned high-risk areas. In addition, there was not enough time to carry out the distributions. All the distributions take place between Monday and Saturday (10 and 15 October 2022) following activation. Tropical Storm Julia made landfall in Guatemala on Tuesday, October 11 of that week.

A post-distribution satisfaction and follow-up survey was conducted, in which 88% of the people indicated that they had used the money to buy food, 8% for medical expenses, and 4% for other expenses (payment of electricity and water services, debts, cleaning supplies, etc.).

 Water, Sanitation and Hygiene	Budget	CHF 2,199
	Actual	CHF 2,076
	People targeted: 2,000 families	People reached: 1,351 families
	Female: 687 (household leaders)	Male: 664 (household leaders)
	Indicator: 2,000 families reached with WASH interventions in advance of a flooding hazard	
Early actions:	<ol style="list-style-type: none"> 1. Distribution of water treatment kit 2. storage and distribution of safe water to communities 3. Water filter distribution 	

Narrative description of achievement of outstanding activities

In the case of WASH actions, purchases of water filters and disinfection kits had not yet been made at the time of the activation.

Specialized WASH teams went out to the field the week of the activation to conduct needs assessments and identify the people to be assisted. Procurement was carried out during the same week, using the Guatemalan Red Cross Emergency Procurement Manual. This allowed the process to be streamlined and efficient.


All water disinfection kits were distributed the following week due to the backlog of purchases, as well as safe water in communities in the department of Izabal. Filters were not distributed because they were not needed according to needs assessments.



Supplies for water disinfection kits in the delegation of Puerto Barrios, Izabal. Source. GRC

Initially, it was planned to assist 2,000 families but, in the end, **1,351 families** were reached through the **distribution of water disinfection kits and safe water distribution**. Not all the planned families were

reached because the EAP was only activated in part of the planned high-risk areas. In addition, there was not enough time to carry out the distributions.

 <p>Disaster Risk Reduction</p>	Budget	CHF 2,930
	Actual	CHF 2,048
	People targeted: 10, 000 people	People reached indirectly: 4,024,000 people
	Indicator:	Number of people reached with risk reduction and/or climate adaptation interventions before a hazard occurs through key messages.
Early actions:	Develop communication and awareness-raising actions on risk preparedness and mitigation measures.	

Narrative description of achievement of outstanding activities

In the days leading up to the activation, information related to the disturbance, from its formation in the Atlantic, was shared on social media. After the activation, **key messages related to protection, self-care, meteorological information, and humanitarian actions**, among others, were shared through social media. These actions reached approximately **4,024,000 people**. Likewise, during the execution of the anticipatory actions, an interview was conducted for “CNN en español” where these actions were reported from the field.

Enabling approaches

 <p>Strengthen National Society</p>	Budget	CHF 9,240
	Actual	CHF 4,781

Narrative description of achievement of outstanding activities

Support was provided for the mobilization, food, and accommodation of staff and volunteers who carried out the distributions and supported all actions related to this operation.

Also, the last activity of this operation was a workshop on lessons learned with volunteers and staff of the Guatemalan Red Cross. The objective was to learn first-hand the opinions, assessments, and recommendations to strengthen future operations and thus continue to ensure quality and relevance throughout the process.

FINANCIAL REPORT

Budget by Area of Intervention

Operating Budget	Early Action		
	Budget	Expenditure	Variance
Planned Operations	218,622	154,119	64,503
Shelter and Basic Household Items	-	-	-
Livelihoods	212,376	149,995	62,381
Multi-purpose Cash	-	-	-
Health	-	-	-
Water, Sanitation, and Hygiene	2,199	2,076	123
Inclusion, Gender, and Protection	-	-	-
Education	-	-	-
Migration	-	-	-
Risk Red., Climate Adapt. and Recovery	2,930	2,048	882
Community Engagement and Accountability	1,117	-	1,117
Environmental Sustainability	-	-	-
Enabling Approaches	8,122	4,781	3,341
Coordination and Partnerships	-	-	-
Secretariat Services	2,044	1,276	768
National Society Strengthening	6,078	3,505	2,573
Total Budget	226,745	158,900	67,845

The variances are mainly because the approval was given in August and the activation in October. Due to the short time, some purchases were still being planned, and some preparatory actions were still being carried out, so some pre-positioning activities were not achieved. In addition, the previous flooding scenario delayed various planning processes.

Contact information

For further information, specifically related to this operation please contact:

In the Guatemalan Red Cross

- **General Director**, Daniel Javiel Orellana; daniel.javiel@cruzroja.gt
- **Disaster Risk Reduction Director**, Teresa Marroquín, teresa.marroquin@cruzroja.gt
- **Anticipation Mechanism Focal Point**, Verónica Rivera, veronica.rivera@cruzroja.gt

In the IFRC Country Cluster Delegation for Central America

- **Head of Country Cluster Delegation**, Nelson Aly Rodriguez, nelson.alyrodriguez@ifrc.org

In the IFRC Americas Regional Office

- **Operations, evolving crisis and disasters Manager**, Maria Tuna, maria.tuna@ifrc.org
- **Climate change and community resilience Coordinator**, Nadia Ortega, nadia.ortega@ifrc.org
- **Anticipatory action and Community Resilience Senior Officer**, Lilian Ayala, lilian.ayala@ifrc.org
- **DREF Senior Officer**, Santiago Rodriguez, santiago.rodriguez@ifrc.org

In IFRC Geneva:

- **DREF Lead**, Nicolas Boyrie, nicolas.boyrie@ifrc.org
- **Anticipatory action capacity strengthening Senior Officer**, Melanie Ogle, melanie.ogle@ifrc.org

FBAF Early Actions

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022/10-2023/5	Operation	PGT049
Budget Timeframe	2022/10-2023/1	Budget	APPROVED

Prepared on 20/Jun/2023

All figures are in Swiss Francs (CHF)

MDRGT018 - Guatemala - Tropical Cyclone Julia / *

Early Actions Timeframe: 08 oct 2022 to 31 ene 2023

I. Summary

Opening Balance	0
Funds & Other Income	226.745
DREF Anticipatory Pillar	226.745
Expenditure	-158.900
Closing Balance	67.845

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	2.930	2.048	882
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	212.376	149.995	62.381
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene	2.199	2.076	123
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	217.505	154.119	63.386
SFI1 - Strengthen National Societies	7.196	3.505	3.691
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC	2.044	1.276	768
Strategy for implementation Total	9.240	4.781	4.459
Grand Total	226.745	158.900	67.845

FBAF Early Actions

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022/10-2023/5	Operation	PGT049
Budget Timeframe	2022/10-2023/1	Budget	APPROVED

Prepared on 20/Jun/2023

All figures are in Swiss Francs (CHF)

MDRGT018 - Guatemala - Tropical Cyclone Julia / *

Early Actions Timeframe: 08 oct 2022 to 31 ene 2023

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Logistics, Transport & Storage		6	-6
Transport & Vehicles Costs		6	-6
General Expenditure	1.920	1.972	-53
Travel	1.920	1.187	732
Financial Charges		785	-785
Contributions & Transfers	210.987	147.223	63.763
Cash Transfers National Societies	210.987	147.223	63.763
Indirect Costs	13.839	9.698	4.141
Programme & Services Support Recover	13.839	9.698	4.141
Grand Total	226.745	158.900	67.845