

Appeal

2002-2003



► Strategic
directions ◀



International Federation
of Red Cross and Red Crescent Societies

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Appeal 2002-2003

Strategic Directions

This booklet outlines the priorities of the International Federation at both the sectoral and regional level. The key elements of our planning and programming are contained here, introduced by the Federation's Secretary General Didier J Cherpitel.

The full text of the appeal can be found on the Federation website:

<http://www.ifrc.org/where/appeals/appeal02.asp>

This web address will take you straight to the appeal index page where you can select any specific regional or country appeal text by clicking on the title.

If you want to find this *Strategic directions* document on the website, go to:

<http://www.ifrc.org/where/appeals/appeal02/01sd02.pdf>

This document will also be produced in French, Spanish and Arabic. To receive copies in any of the languages, please contact Jeanine Guidera at the Federation.

The International Federation of Red Cross and Red Crescent Societies is the world's largest humanitarian organisation, providing assistance without discrimination as to nationality, race, religious beliefs, class or political opinions.

Founded in 1919, the International Federation comprises 177 member Red Cross and Red Crescent societies, a secretariat in Geneva and more than 60 delegations supporting activities around the world. More societies are being formed. The Red Crescent is used in place of the Red Cross in many Islamic countries.

The Federation, together with the National Societies and the International Committee of the Red Cross, make up the International Red Cross and Red Crescent Movement.

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Power of humanity

The International Federation's collective mission 'to improve the lives of vulnerable people by mobilising the power of humanity' is an ambitious goal, but one rarely more needed than now. The tragic events over the latter months of 2001 have shown how much the world requires a global, neutral, unified and able humanitarian organisation such as the Red Cross and Red Crescent. Fear and uncertainty grip our world, as they have not done for many decades. Labels of nationality, ethnicity and religion appear to be becoming more important in the minds of many. In this environment, Red Cross Red Crescent principles proclaim a different message: Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity and Universality.

Transforming these principles into action is the task of this Appeal 2002-2003. Over the next two years, the International Federation will continue to work intensively with its National Societies around the world to assist millions of vulnerable people. Programmes will continue to be focused in four 'core areas' defined by the Federation in its key plan for the coming decade, *Strategy 2010*, in which the organisation believes it can best utilise its collective strengths. These 'core areas' are the promotion of the International Red Cross and Red Crescent Movement's Fundamental Principles and humanitarian values; disaster preparedness; disaster response; and health and care in the community.

Disaster response and health and care programmes are traditional areas of strength for the International Federation. But the organisation has increasingly come to recognise that to maintain and increase this excellence, greater attention needs to be invested in disaster preparedness and prevention measures as well as a greater integration between preparedness and response. Fundamentally, more effort is also needed to build the capacity of every National Society. Stronger National Societies will ensure that their programmes have a greater impact on vulnerable people. As such, the International Federation's Appeal 2002-2003 contains programmes, which build a solid foundation of organisational development and enhanced preparedness capacity as well as those more targeted to assist beneficiaries in disaster response and health and community care.

The Federation is once again launching this appeal on 5 December – International Volunteers Day – because as the world's largest volunteer network our principal comparative advantage is always being on the ground working alongside and understanding the needs of vulnerable communities. Volunteers are the lifeblood of the Red Cross Red Crescent but they are a precious resource, which the Movement has sometimes failed to manage and nurture, as it should. Vibrant and effective National Societies depend on capable managers and a network of motivated, competent volunteers able to deliver assistance to those in need. A strengthened feature of the Federation's future capacity building efforts, therefore, will be attempts to support National Societies in providing better volunteer recruitment and management.

The recognition that better, more effective programmes benefiting vulnerable people will grow out of greater understanding of the unique situation of each country and each Red Cross Red Crescent National Society has led the Federation to develop other initiatives, too. Cooperation Agreement Strategies (CAS) – renamed from Country Assistance Strategies because National Societies rightly felt that the previous title did not represent the full collaborative relationships between Red Cross Red Crescent partners – are being produced by the individual National Society and the Federation for more than 30 countries featured in this appeal. CAS aim to build the commitment of the entire Red Cross Red Crescent Movement to a shared strategy for that country by:

- identifying** the key humanitarian priorities in the country in the coming 3-5 years;
- analysing** the current programmes and capacity of the National Society in the country concerned;
- ensuring** linkages between *Strategy 2010*, key Movement policies and the work of the National Society;
- coordinating** the actions of existing and potential Red Cross Red Crescent partners; and
- encouraging** prioritised resource commitments.

Other strategies will be developed as part of this new generation of CAS. Collectively they will ensure an increasingly comprehensive and nuanced picture of National Society needs and Red Cross Red Crescent

programming and international support. This Appeal 2002-2003 features the elements of this set of CAS that the Federation intends to support, complementing the work of other partners in each country.

Providing effective coordination – and thereby ensuring the full utilisation of other partners’ capacities to support each National Society – is an increasingly important role of the Federation Secretariat. This approach is most developed in disaster response. The Secretariat is concentrating on providing rapid and effective coordination, information and management support to the host National Society and to those partners – both inside and outside the Movement – able to assist in crisis response in an inclusive, flexible but powerful way. The successful relief operations in El Salvador, India, Peru and Mozambique, among many others in the past 12 months, have validated this approach, which therefore forms the essential strategy on which the disaster response components of this Appeal are based. This approach is clearly demonstrated in the Federation’s current support of the Afghan Red Crescent Society, a domestic humanitarian organisation operating on the ground that is uniquely placed to assist vulnerable people during the ongoing crisis. Slow onset disasters, such as the current drought in Central Asia, also remain a priority and the Federation is striving to engage more effectively, provide greater visibility and seek appropriate funding for such crises.

Yet the greatest single disaster threatening the world’s population at the beginning of the 21st century is one that has been with us for more than two decades. That is why the International Federation has placed the fight against the HIV/AIDS pandemic as the single largest programme priority. Federation support to National Societies is multi-faceted: aiming to assist them in educating young and old alike about the disease; to prevent its spread; and to care for those living with HIV/AIDS. At its November 2001 General Assembly, the Federation also launched a campaign to fight discrimination against those living with HIV/AIDS, recognising that programme initiatives alone are insufficient to overcome the obstacles and prejudice they face. As part of its fight against this and other health threats, the Federation has also vigorously expanded its network of partnerships with other key organisations, recognising that the collective voice of the Red Cross Red Crescent must be utilised more often and effectively in favour of vulnerable people. This is why advocacy initiatives at country and regional level, to complement the international campaigns led by the Federation Secretariat in Geneva and New York, have been defined in this annual appeal to a greater extent than before.

The Federation has also recognised that its obligation to promote humanitarian values is even more pressing in the light of the attacks on New York and Washington DC in September 2001 and the ensuing humanitarian crisis. Intolerance and prejudice are global phenomena and, together with the Director General of the ICRC, I have urged all National Societies to commit themselves to fighting discrimination and prejudice in their own countries, creating what we hope is a collective campaign of universal value and significance.

The themes and programmes contained in this Appeal are multi-faceted. But the combination of sectoral strategies in the four ‘core areas’ with the regional strategies reflect the what, how and where of the International Federation’s activities in the next two years. Through your support for this Appeal 2002-2003, the Federation and its National Societies will move closer to achieving their humanitarian mission by assisting millions of vulnerable people worldwide through the power of humanity.



Didier J Cherpitel
Secretary General

Appeal 2002-2003: Year 2002

Preliminary budget figures by region and category

CHF 000

Region/ category	Disaster response	Disaster pre- paredness	Health and care	Humanita- rian values	Organisation development	Coordination manage- ment	Regional cooperation	Total
MENA	4,948,113	2,093,893	6,050,855	845,506	2,766,053	2,008,427		18,712,847
Americas	1,107,775	4,796,157	2,920,604	656,813	3,529,698	2,077,102	573,864	15,662,013
Asia/Pacific	2,229,848	12,176,988	22,892,601	1,340,986	9,077,980	6,277,480	495,584	54,491,467
Africa	15,365,152	8,246,811	27,481,824	2,884,614	8,653,012	9,366,198	1,219,101	73,216,712
Europe	20,229,785	7,352,777	21,744,401	1,872,267	8,727,509	6,424,382	473,453	66,824,574
Funds	7,500,000				4,000,000			11,500,000
Global	2,684,042	4,561,852	4,442,993	1,024,244	6,608,190	1,325,528	8,844,754	29,491,603
Total	54,064,715	39,228,478	85,533,278	8,624,430	43,362,442	27,479,117	11,606,756	269,899,216
% of total	20 %	15 %	32 %	3 %	16 %	10 %	4 %	100%

List of countries and programmes

Preliminary budget figures in CHF

Name	No. Appeal	Budget 2002
Western Africa regional programmes	01.01/2002	7,342,916
Guinea	02.01/2002	5,406,974
Nigeria	03.01/2002	2,831,279
Sierra Leone	04.01/2002	3,869,000
Central Africa regional programmes	05.01/2002	2,850,239
Congo Republic & DR Congo	06.01/2002	3,761,809
East Africa regional programmes	07.01/2002	4,500,366
Burundi	08.01/2002	3,075,978
Eritrea	09.01/2002	182,727
Ethiopia	10.01/2002	520,787
Rwanda	11.01/2002	1,549,462
Somalia	12.01/2002	2,707,752
Sudan	13.01/2002	4,175,300
Tanzania	14.01/2002	8,926,785
Uganda	15.01/2002	505,330
Southern Africa regional programmes	16.01/2002	15,818,226
Mozambique	17.01/2002	5,191,782
Africa		CHF 73,216,712
Pan American Disaster Response Unit	18.01/2002	1,916,067
Central America regional programmes	19.01/2002	3,890,673
Guatemala	20.01/2002	923,090
Honduras	21.01/2002	990,225
South America regional programmes	22.01/2002	4,619,036
Caribbean regional programmes	23.01/2002	3,322,922
Americas		CHF 15,662,013

Name	No. Appeal	Budget 2002
South Asia regional programmes	24.01/2002	2,948,770
Afghanistan	25.01/2002	5,812,736
Bangladesh	26.01/2002	4,490,527
Nepal	27.01/2002	1,681,005
Pakistan	28.01/2002	1,098,840
Sri Lanka	29.01/2002	652,199
South East Asia regional programmes	30.01/2002	4,909,189
Cambodia	31.01/2002	3,988,532
East Timor	32.01/2002	378,254
Indonesia	33.01/2002	2,059,101
Laos	34.01/2002	524,988
Myanmar	35.01/2002	893,448
Vietnam	36.01/2002	5,708,047
East Asia regional programmes	37.01/2002	2,542,226
DPR Korea	38.01/2002	12,413,596
Mongolia	39.01/2002	966,273
Pacific regional programmes	40.01/2002	1,193,625
Papua New Guinea	41.01/2002	2,230,112
Asia and Pacific		CHF 54,491,467
Europe: Budapest regional programmes	42.01/2002	7,727,142
Albania	43.01/2002	1,561,569
Bosnia & Herzegovina	44.01/2002	3,143,966
FYR Macedonia	45.01/2002	1,525,119
Federal Republic of Yugoslavia	46.01/2002	8,516,840
Turkey	47.01/2002	11,288,007
The Caucasus	48.01/2002	5,911,994
Russian Federation	49.01/2002	6,004,344
Chernobyl	50.01/2002	918,570
Belarus, Moldova, Ukraine	51.01/2002	3,060,393
Europe: Central Asia regional programmes	52.01/2002	8,263,482
Tajikistan	53.01/2002	8,903,148
Europe		CHF 66,824,574

Name	No. Appeal	Budget 2002
MENA: regional programmes	54.01/2002	2,526,660
Iraq	55.01/2002	6,739,884
Lebanon	56.01/2002	1,433,767
Palestine Red Crescent Society	57.01/2002	3,745,706
PRCS: Lebanon/Syria branches	58.01/2002	3,200,735
Yemen	59.01/2002	354,072
North Africa: regional programmes	60.01/2002	712,023
Middle East and North Africa		CHF 18,712,847
DREF (Disaster relief emergency fund)	61.01/2002	7,500,000
Capacity Building Fund	62.01/2002	4,000,000
Funds		CHF 11,500,000
Disaster management	63.01/2002	2,684,042
Disaster planning, standards and preparedness	64.01/2002	4,561,852
Health and care in the community	65.01/2002	4,442,993
Fundamental Principles and humanitarian values	66.01/2002	1,024,244
Organisational development	67.01/2002	3,963,920
Human resources	68.01/2002	1,808,835
Evaluation and risk management	69.01/2002	730,275
Financial development	70.01/2002	1,325,528
Communications, advocacy & partnerships	71.01/2002	8,114,479
Sharing knowledge	72.01/2002	835,435
Global programmes		CHF 29,491,603
Total		CHF 269,899,216

Sectoral strategies

Promotion of the Movement's Fundamental Principles and humanitarian values

Humanitarian challenges

The Federation is in a unique position – through its mandate, its Fundamental Principles (see inside back cover) and the esteem in which its emblems are held – to promote tolerance and humanitarian values. In the early part of the 21st century, this challenge is more daunting than ever.

In 2001, several instances of violence have demonstrated how vulnerable the principle of humanity is. These incidents as well as other examples of intolerance – such as racism in western Europe, female genital mutilation in west Africa and stigmatisation of people living with HIV/AIDS worldwide – illustrate the constant threat to the values at the heart of the Red Cross Red Crescent's work.

However, the International Red Cross and Red Crescent Movement continues to rise to the challenge. Its unique ability to mobilise the power of humanity really does make a difference to attitudes at the community level. The Movement is championing individual and community values that encourage respect for others and a willingness to work together to find solutions. The Red Cross Red Crescent is using its Fundamental Principles and humanitarian values to influence people's behaviour. This process of community bridge building is crucial: without it, social and political harmony and development remains a distant hope.

Recent trends

There was increasing concern over various forms of intolerance even before the polarisation of communities in the wake of the September attacks on the US. In August 2001, the UN Commission on Human Rights conference against racism, racial discrimination, xenophobia and related intolerance, in Durban, South Africa, was one forum that highlighted the seriousness of the issue, despite major differences of opinions among some countries.

The Durban conference also recognised the vital role the Red Cross Red Crescent has in the fight against intolerance. It identified National Societies as being ideally placed to disseminate the message of humanitarianism to their partners in civil society, governments and communities.

The importance of partnerships has grown: several – such as links with the UN Commission on Human Rights, Geneva University, and various NGOs – have been established to increase the effectiveness of campaigns. As a result of these and other efforts, the Federation has made advances on a number of issues, including the:

Promotion of understanding and use of the Fundamental Principles within the International Red Cross and Red Crescent Movement. A new CD-Rom, *From Principles to Action*, has helped volunteers and staff work with vulnerable people in a way based on the Fundamental Principles.

Development of effective communication with public authorities and communities. The humanitarian role of National Societies and the Movement has been promoted. A global action to reduce discrimination and violence in the community is being developed to build on this progress.

Influencing of behaviour in the community. A greater impact is being made at the grassroots level as the Movement continues to promote humanitarian values that include: the protection of life, health and human dignity; respect for human beings; non-discrimination on the basis of nationality, race, gender, religious beliefs, class or political opinions; mutual understanding, friendship, cooperation and lasting peace among all people; and volunteer service. In addition, the Red Cross Red Crescent has been reaching out to those in the business community who want to be more active in terms of their social responsibilities.

Strategic direction 2002-2003

Appeal 2002-2003 aims to support National Society efforts to focus dissemination work on where it is most needed so that the culture of tolerance is strengthened in communities throughout the world. The Federation will pursue a humanitarian advocacy strategy that will raise awareness, influence public debate and behaviour in the community as well as promote national laws that offer greater protection to vulnerable people.

The Red Cross Red Crescent will address the challenges of intolerance in a coordinated approach that makes a lasting difference at the community level. As such, the Federation's strategy for 2002-2003 is based on the following priorities, to:

promote and share better practice in the use of the Fundamental Principles as a basis for National Society programming;

draw on relevant research by other bodies, such as universities, institutes, governments and international organisations;

launch a widespread anti-discrimination programme and related advocacy campaign;

monitor pilot projects being developed in certain delegations and National Societies;

promote the use of the *From Principles to Action* programme throughout the Red Cross Red Crescent; and

develop, in cooperation with the ICRC, a network of expertise on humanitarian issues within the Federation.

Health and care in the community

Humanitarian challenges

HIV/AIDS will kill more people this decade than all wars and other disasters that have occurred over the past 50 years. Since the pandemic began, 22 million people have died and more than 36 million are now living with HIV/AIDS. In 2000 alone, 5.3 million people became infected. The scale of the challenge is reflected in the fact that in sub-Saharan Africa there are 430,000 under-fives living with HIV/AIDS.

Poverty is the major factor behind ill health and, conversely, people in good health are more likely to be free of poverty. Good health is a base for both poverty reduction and human security as well as being a fundamental right in itself. The World Health Assembly, the UN General Assembly Special Session on HIV/AIDS and the G8 summit of government leaders all recognised this and have pledged to increase resources for global health. Governments, and voluntary and private bodies are already acting on these commitments.

It is the government's role to ensure that the health and social welfare system meets needs, particularly those of the most vulnerable. However, National Societies can play a significant complementary role. They are addressing household and community factors related to health and in the process are making a difference to the lives of vulnerable people.

Recent trends

The majority of National Society services relate to improving the health of vulnerable people. Indeed, health programmes represent an increasing proportion of the Federation's Annual Appeal and also form a major component of most emergency appeals (those that will be issued in addition to the Appeal 2002-2003).

The biggest shift, however, in programme priorities is the beginning of a massive scaling up of the response to HIV/AIDS and related public health priorities. The commitment of African and partner National Societies – expressed through the Ouagadougou declaration – set the direction for this greater effort. Among the advances made were:

new structures to provide policy guidance;

making the Red Cross Red Crescent a better home for people living with HIV/AIDS;

the development of country plans;

the creation of new international partnerships; and

an additional dimension in international advocacy which led the UN General Assembly Special Session on HIV/AIDS in its Declaration of Commitment to acknowledge the work of Red Cross Red Crescent volunteers.

The Federation has been building on the Red Cross Red Crescent's comparative advantages as well as complementing efforts of other organisations. It has been concentrating on two areas: enabling communities to reduce vulnerability to disease and to care for their people; and preparing for and responding to public health crises.

Strategic direction for 2002-2003

Six priorities have been agreed for 2002-2003: improving the focus and consistency of health advocacy; scaling up (in terms of HIV/AIDS this will be based on caring for people living with the illness, prevention via education, and fighting discrimination); strengthening coordinated action at country level; demonstrating results and impact; generating new resources for long-term health interventions; and building on the momentum of the past year.

These six objectives will be guided by three agreed strategies as National Societies and the Federation seek to improve the health of vulnerable people.

Advocacy: *Strategy 2010* recognises that much can be achieved through mobilising people and influencing decision-makers – whether through private face-to-face advocacy or public campaigns – in addition to the delivery of services. As such, emphasis will be on fighting HIV/AIDS-related stigma by incorporating this as a key aspect of programming. Successful responses to AIDS have been built on respect for human rights, dignity of those affected, and social solidarity. The Red Cross Red Crescent will help build this platform through a campaign – to be defined by the November 2001 General Assembly – that takes into account cultural traditions and social realities. The Red Cross Red Crescent will also advocate for community support to elderly people, orphans and other children affected by HIV/AIDS. Another focus will be the promotion of the role of volunteers in first aid and initial response.

Bridging the gap: The Red Cross Red Crescent's network of community volunteers will continue to close the divide that separates vulnerable people from the formal health and social welfare system. National Society interventions will be based on social mobilisation, disease prevention, first aid, psychological support and community care to address those household and community factors that determine health. Knowledge and tools will be put into the hands of people, a process that will reduce vulnerability. To tackle such specific household and community factors a broad approach will be employed, but with a number of specific priorities: HIV/AIDS; tuberculosis and malaria; mother and child illness; water and sanitation; and the promotion of voluntary, non-remunerated, blood donation. Interventions will be prioritised and coverage and quality will be monitored. However, a significant increase in international resources is needed for the Red Cross Red Crescent to achieve an overall improvement in community health.

Responding to public health crisis: Red Cross Red Crescent response to such emergencies will centre on providing relief health and emergency water and sanitation. A crisis in public health is a component of many disasters as well as being a contributory factor in its own right. If formal health systems falter, National Societies will take a more comprehensive approach to health care as well as support what remains of the formal system. Alliances are important and those established in 2001 – such as the international partnership against AIDS in Africa (UNAIDS), the international partnership against AIDS in the Caribbean (CARICOM) and the global network of people living with HIV/AIDS (GNP+), Stop TB and Roll Back Malaria – will be strengthened to coordinate country level action in 2002-2003.

Disaster response

Humanitarian challenges

The increasing frequency and complexity of disasters has presented a huge challenge to National Societies and the Federation. One of the main ways that they have responded is through the development of a comprehensive strategy to disaster management that includes integrated approaches to response, preparedness and recovery. (Disaster preparedness is covered in more detail in the next section.)

In 2000, for instance, there were more disasters than in any of the previous 10 years. A total of 256 million people were affected compared to an annual average of 211 million during the 1990s. A major cause of this trend is the increase in the number of hydro-meteorological disasters, such as floods, windstorms and drought. Federation support for vulnerable people has increased tenfold since 1990: more than 50 million affected by floods, droughts, earthquakes and displacement were assisted in 2000.

National Society expertise in emergency relief has evolved through decades of work in all types of disasters worldwide. The Federation's comparative advantage as a community-based global volunteer network gives it unique access to the most vulnerable people in times of crisis. National Societies provide effective assistance – via trained volunteers and professional disaster managers – based on sound local knowledge and the Federation supports them, if required.

Recent trends

During 2001, National Societies assisted millions who suffered from floods, drought, earthquakes and population movements, in both short-term relief activities and long-term chronic disasters. In terms of disaster management, response and preparedness are increasingly linked. National Society community-based disaster preparedness activities relate to National Society preparedness for response. As the Federation's disaster response capability becomes more timely and relevant, the interface with National Society planning will be more crucial.

By recognising and building the ties between response and preparedness, the overall sphere of disaster management has strengthened, enabling the Federation to connect relief to rehabilitation and subsequent recovery and risk reduction.

As part of improved disaster management, the Federation has strengthened its crisis response interventions. The creation of a disaster relief emergency fund (DREF) now gives National Societies immediate access to resources so that their response is less constrained by having to wait for donor support.

Field assessment and coordination teams (FACT) – deployed at the request of National Societies – have been increasingly used to better map emergencies and improve subsequent relief programming, such as during the drought in Tajikistan.

Emergency response units (ERU) – self-contained relief teams specialising in, for instance, basic medical care and water and sanitation – have demonstrated their effectiveness in providing assistance, such as in the Gujarat earthquake in January 2001.

A disaster management information system (DMIS) – providing an interactive tool to track disasters and improve early warning – has also been launched and is providing data to improve decision making during crises.

Strategic direction 2002-2003

The major goal of Appeal 2002-2003 is to improve the Federation's ability to operate at various levels – community, national, regional and international – so that the Federation can more effectively assist vulnerable people. The Federation's ability to deliver relevant relief quickly and effectively will be improved through the promotion of standard operating procedures for disaster management and relevant training. Logistics systems and training, drawing on experience of National Societies, will be strengthened so that resource mobilisation and relief supply chains work better during crises.

The following improvements will also be made:

At the community level, disaster preparedness will focus on reducing vulnerabilities as well as building the capacity and readiness of communities to assess needs and receive support, if needed.

At the country level, the capacity of National Societies to respond will be strengthened. The focus will be on ensuring sufficient volunteers and professionals, efficient delivery systems and a clear role as part of an overall government response and preparedness strategy.

At the regional level, the capacity to intervene will be strengthened to assist National Societies overwhelmed by a disaster. This will build on established relief networks of National Societies and the existence of regional response teams with logistic, financial management and reporting support. Strategy will also be consolidated, focusing on the use of existing mechanisms, such as FACT and ERU. This will enable more effective response to disasters – such as drought and population movements – that affect several countries.

At the international level, the Federation's ability to mobilise and coordinate resources and expertise to support relief activities will be strengthened. International preparedness for response – using mechanisms such as ERU, FACT and DREF – will be improved. Security of Red Cross Red Crescent staff and volunteers will also be tightened, through better situation analysis, training and knowledge sharing, so that they are less at risk while supporting vulnerable people.

In addition, Appeal 2002-2003 will focus on strengthening the following processes and structures to better assist vulnerable people:

FACT will play an even greater role. It has consistently proved its worth by improving programming, reflected in the coverage of appeals launched after such missions. National Society commitment remains strong and regional FACT training will be expanded to create a global roster of 200 assessment professionals. The DMIS will also be further developed to add to the Federation's information gathering ability.

The Federation's commitment to standards will be maintained, incorporating the latest findings of the inter-agency Sphere project to improve the quality of humanitarian assistance and accountability.

A more proactive use of DREF will be taken to enable faster, more efficient and better-coordinated disaster response. The process of fund recovery will be strengthened and the upper limit of allocations increased to CHF 10 million.

Disaster preparedness

Humanitarian challenges

As described in the previous section, disasters are increasing in magnitude, complexity and frequency. To address this challenge the Federation has consolidated its disaster management so that programming is more coordinated and effective. An integral part of this process has focused on its mechanisms for disaster preparedness. The development of emergency response units (ERU), field assessment and coordination teams (FACT) and other disaster management initiatives has been a major stride in emergency preparedness.

However, even more important is the need for communities to first help themselves. Empowered locals – such as Red Cross Red Crescent volunteers – save lives and help the vulnerable well before outside or international support arrives. Several recent disasters, such as floods and landslides in Nepal, have demonstrated how effective a community can be *if it is prepared and aware of risks*. The Federation supports this preparedness for response as well all other aspects of disaster preparedness, particularly community-based activities.

Recent trends

Governments have responsibility to ensure disaster preparedness structures and systems in-country but a lack of resources, awareness and capacity prevents many from doing so. The role of National Societies – through the use of its volunteers and staff – is to advocate for and complement government services. In some cases this has evolved into a key undertaking.

More than 40 National Societies received direct external assistance for their preparedness programmes – which vary greatly, depending on risk and programme history – in 2000. Others were supported through Federation regional delegation activities, such as training.

The Federation has supported National Societies to help vulnerable people by adopting a learning by doing approach to disaster preparedness. This includes:

Concentrating on National Society work in community-based disaster preparedness.

Developing best practice in the use of risk, vulnerability and capacity assessment (based on a participatory approach involving communities, local authorities and other service providers), community-based preparedness and planning with governments and other service providers.

Providing access to the Federation's emergency preparedness functions, including the newly launched disaster management information system (DMIS).

Assisting in the development of a food security strategy in Africa.

Reviewing recurrent and seasonal disasters to improve learning, preparedness and knowledge sharing within the Red Cross Red Crescent.

Developing a framework for programming that includes several learning tools, such as the *Disaster Preparedness Manual* and CD-ROM.

Promoting the use of the Sphere project's humanitarian charter and minimum standards in disaster response.

Developing the Better Programming Initiative, in such countries as Nigeria and Colombia, which has provided a methodology to analyse the potential impact of aid on tensions and conflict within and between communities. It has also helped to develop better programmes in post-conflict countries.

Supporting a health sector rehabilitation project in Puntland state, Somalia, which has improved techniques in rehabilitation assessments, detailed community studies and household surveys.

Piloting, in west Africa, Europe and the Pacific, the harmonisation of programming in natural disasters and conflict.

Coordinating partnerships – such as with UNDP, UN OCHA's International Strategy for Disaster

Reduction, the World Bank Prevention Consortium, interagency projects (Sphere, Humanitarian Accountability Project, the Reach-Out Refugee protection and assistance training initiative), and the UK's DFID – to strengthen broad-based approaches.

Strategic direction 2002-2003

Disaster preparedness is a vital Red Cross Red Crescent activity: more than 110 National Societies have such a programme and many are seeking assistance through Appeal 2002-2003. The Federation – with its community-based global volunteer network and ability to respond quickly, efficiently and effectively – is committed to supporting communities who are most disaster prone and vulnerable. It will concentrate on programmes that increase community and country preparedness and awareness because most disasters have to be fought at the country level, without much international help and attention. To lower vulnerability, the Appeal will:

Support local self-reliance, awareness and ability to respond, through National Society community-based disaster preparedness activities.

Encourage National Society preparedness programming to be focused and responsive to the needs and capacities of vulnerable people.

Reassess local risks and hazards to take into account new vulnerability patterns, including the effects of climate change. National Societies and the Federation will use vulnerability and capacity assessment (VCA) to do this.

Strengthen – based on VCA or other risk assessments – national and local government disaster preparedness and mitigation planning, and ensure the National Society has a clear role in the overall strategy.

Build National Society capacity by ensuring sufficient volunteers and professionals and efficient disaster management support structures and delivery systems (depending on the assigned role of the National Society, existing plans and VCA outcomes.)

Promote integrated programming that adds awareness, education, prevention and mitigation to community-based disaster preparedness. This will focus attention and effort on a broader range of risk factors present in a community, such as poor health and sanitation.

Increase the awareness and application of Sphere standards in Federation disaster programming.

Harmonise preparedness for natural disasters with the ICRC's conflict preparedness programme.

Build National Society capacity to plan and implement programmes in post-conflict settings through the expansion of the Better Programming Initiative.

Support the 52 National Societies in Africa who are building coordinated strategies to reduce vulnerability to food insecurity.

Develop post disaster construction guidelines as well as provide lessons on the effects of donor support to recovery.

Incorporate preparedness into rehabilitation programming. The Federation's *2001 World Disasters Report* detailed the importance of long-term perspectives during post-emergency rehabilitation. The Federation will strengthen programming in this area and share best practices.

Organisational development

Humanitarian challenges

To meet its mission – to improve the lives of vulnerable people by mobilising the power of humanity – the Federation needs to have a network of effective, strong organisations; in other words, more capable National Societies. Organisational development is not a separate process, it cuts across all Red Cross Red Crescent programming and is explicitly linked to the Federation’s humanitarian priorities. Top of the agenda is building capacities to address the HIV/AIDS catastrophe.

Strategy 2010, specifically recognises the importance of organisational development in maximising the Federation’s ability to deliver its humanitarian mission. One of the three strategic directions guiding Federation actions over the next decade is a commitment to develop well functioning National Societies.

For the Federation, organisational development means the effective management of change in a systematic and planned way. Such a process aims to evolve more effective, viable, autonomous and legitimate organisations that make a difference to the lives of vulnerable people.

There are four distinct phases to change management. First, a National Society’s services and programmes need to be assessed to pinpoint organisational development needs and related activities. Second, a change process has to be designed. This includes improving strategies, the legal base and structures and systems to strengthen the organisation’s foundation. Focusing on people is vital and leadership – in governance and management – has to be developed as well as volunteer management. This phase also has to be accompanied by financial and material resource development. Third, the change process needs to be implemented, which can be difficult and time consuming. Fourth, effective monitoring and evaluation has to be put in place so that important lessons are learned.

Recent trends

There have been several important developments in terms of working towards well functioning National Societies. A comprehensive framework for capacity building has been improved to attract more National Societies and other key stakeholders to buy into the process.

Organisational development is not simply about headquarters; change management also needs to occur at the community and branch level. This grassroots focus is particularly important to improve disaster preparedness and deliver relevant services and programmes at the community level.

Throughout the International Year of Volunteers 2001, the need to better use volunteers has also been acknowledged by National Societies in various forums, such as the January 2001 international conference on volunteering in Amsterdam. As the world’s biggest volunteer-based humanitarian organisation National Societies and the Federation will significantly improve the lives of vulnerable people through better management of this unique resource.

A series of action points on National Society capacity building has been agreed between the Federation’s Secretariat and the ICRC. In addition, the following crosscutting organisational development issues are emerging to ensure that:

- programme** and service work is based on the Fundamental Principles and humanitarian values;
- all work** is gender sensitive;
- youth** are encouraged to be important agents and leaders of change; and
- development** of National Society advocacy and communications is supported.

Strategic direction for 2002-2003

The goal of Appeal 2002-2003 is to ensure that organisational development continues to explicitly add value to the Federation's principal programme areas, such as HIV/AIDS, disaster preparedness and response and, in turn, that those programmes continue to develop the capacity of National Societies themselves.

Five global priorities – to underpin work at the country and sub-regional level – have been identified. To: **Strengthen** National Society programming by using organisational development application materials, drawing on learning networks, research and best practice, employing coaching and training as well as encouraging innovative practice. The focus will be on learning from piloting the project planning process – based on project cycle management in Central and Eastern Europe – as well as linking programme development tools, such as vulnerability capacity assessment and the better programming initiative.

Develop National Society leaders as key actors in organisational change and consequent improved programme and service delivery. The testing of a more coherent approach will be employed at global level in Geneva, as well as in the Americas.

Enhance National Society practice in managing – recruiting, training, motivating, supporting and rewarding – volunteers and youth. Focus regions for this work over the next two years will be Africa (supported by a senior organisational development delegate for volunteering based in Nairobi), South East Asia and the Americas.

Strengthen National Society capacity in financial management structures and systems to meet requirements of internal management, donors and statutory bodies.

Assist National Societies in developing strategies for information management and technology to improve programme and service delivery. A final evaluation of a National Society information management project in Southern Africa will be carried out to capture lessons before the programme is rolled out to other regions.

To attract more stable mid-to long term funding for capacity building and organisational development work, the Secretariat will effectively promote and use the multi-lateral capacity building fund. Equally important, National Societies will be encouraged and supported to open up local funding sources in their respective countries.

Support programmes

Effective implementation of the Federation's programmes depends on the provision of adequate support services. These services are part of the global programmes in Appeal 2002-2003, and are as follows: human resources; evaluation and risk management; financial development; communications, advocacy and partnerships; and sharing knowledge.

Regional strategies

Africa

Humanitarian challenges

The HIV/AIDS pandemic has devastated communities across Africa. Thirty million Africans are HIV-positive and more than 6,000 die from the illness every day. AIDS has exacerbated poverty, sabotaged economic growth, orphaned children, increased vulnerability to other disease and drastically reduced life expectancy. The Federation applies three integrated approaches to combating the pandemic: prevention, care and fighting stigma. Influencing cultural behaviour, however, takes time. The challenge is huge and African National Societies – supported by the Federation as well as participating National Societies – are scaling up their efforts. In addition, natural disasters, mainly floods and drought, continue to occur. Internal armed conflict and related population displacement also persist. The political and security climate remains volatile, which often prevents refugees and internally displaced persons from returning home.

On the positive side, many political leaders have committed to democracy and responsible governance. In the increasingly important civil society sector, African Red Cross Red Crescent Societies continue to mature and play a major role in several countries. Many have established systems of internal accountability, setting an example externally of being responsible to constituencies and the rule of law.

During 2001, several developments pointed to the worst being over. The Democratic Republic of the Congo is pursuing peace with its neighbours. Congo Brazzaville and Sierra Leone have remained predominantly peaceful. The unity government in Somalia still survives, although with difficulty. The border war between Ethiopia and Eritrea is settled. Elected governments in Ghana and Nigeria are consolidating democratic power. And in some countries the rate of economic growth is surpassing that of population increase.

However, major challenges remain. As always, the 48 African National Societies – supported by four regional delegations in Abidjan, Harare, Nairobi and Yaounde as well as 16 country delegations – and their more than one million members and volunteers will continue to participate in the transition. The Red Cross Red Crescent has committed to strengthening community volunteer systems so that people are more able to shape their own lives.

Recent trends

The majority of National Societies have given priority to HIV/AIDS by supporting communities in their quest to urgently change behaviour. Thirty National Societies have formed national HIV/AIDS plans - and pledged to scale up their response to the disaster: in southern Africa, they have focused on home care; in western Africa on youth peer education and mothers' clubs; and in eastern Africa on information, education communication (IEC) materials. The mobilisation of large numbers of volunteers in the community has also occurred under the African Red Cross and Red Crescent Health Initiative 2010 (ARCHI 2010). Volunteer capacities in National Societies have increased via a more integrative approach to community-based first aid programmes and responses to epidemics, such as polio, cholera, meningitis and measles. (This enhanced capability will be vital for the scaled-up response to HIV/AIDS.)

Rehabilitation has formed a stronger component of activities in Congo Brazzaville, Mozambique, Sierra Leone and Somalia, which has benefited vulnerable people. Preparations are being made to hand over such community services to the respective governments and to ensure that the services are sustainable.

Refugees continue to be assisted in Guinea Conakry, Namibia, Tanzania and Zambia as violent conflict persists despite several initiatives. Red Cross Red Crescent disaster preparedness – in partnership with governments and other organisations – helped ensure effective response to sporadic and cyclical disasters, including floods in Mozambique and Malawi, drought in Ethiopia, cholera in Chad and South Africa, and population movement in Guinea.

Strategic direction for 2002-2003

The most effective approach to HIV/AIDS is through the commitment of people to organise themselves – community by community – to tackle the pandemic. No other organisation is so well positioned to help Africans in this huge challenge as the Red Cross Red Crescent. Combatting HIV/AIDS will also empower the Red Cross Red Crescent to participate in the fight against poverty triggered by recent economic transitions. To address vulnerabilities caused by HIV/AIDS, population movement, natural disasters poverty and other health crises, such as malaria, measles and polio, Appeal 2002-2003 has five focus areas.

HIV/AIDS: This is top of the agenda and the 30 country plans formed will guide action. The Federation will support National Societies to:

Massively mobilise volunteers community by community – via ARCHI 2010 – to fight the HIV/AIDS stigma inside and outside of the Red Cross Red Crescent.

Care for the sick and their families including orphans.

Mobilise people for voluntary counselling and testing and initiate person-to-person, house-to-house dialogue to change behaviour.

Advocate internationally and nationally for access to affordable medicine and generous allocation of multilateral and bilateral resources.

Enter into national and international partnerships to mobilise effective participation in the global campaign.

Record the successes and weaknesses of Red Cross Red Crescent efforts to improve future action.

Disaster preparedness and response: Regional and international teams will be prepared and deployed for effective response to disasters, both natural and man made. Post disaster rehabilitation activities to help the most vulnerable will be reviewed to ensure that services are sustainable and do not compete or hamper the growth of local provision.

Vulnerability capacity assessments: This will be conducted in each sub-region to take the Africa Red Cross Red Crescent Food Security Strategy forward. National Societies will be supported to link up with national early warning systems, particularly useful in terms of slow onset disasters. Organisational development -(detailed in the previous section) will have a major bearing on preparedness and programming.

Humanitarian values and advocacy: Advocacy forms part of the region's priorities for the first time. Several campaigns will be launched including: genital mutilation (western Africa and Eritrea); child labour (western Africa); jobs for amputees (Sierra Leone); child rehabilitation (Sierra Leone); and school peace programmes (central Africa). All parts of the Red Cross Red Crescent will support the campaign on HIV/AIDS as well as dissemination of the Fundamental Principles and ICRC work on international humanitarian law.

Improved partnerships: These will continue to play a crucial role. Partnerships will be strengthened within the Movement through joint planning and implementation, exchange of resources and coordination of efforts to help the most vulnerable through the Cooperation Agreement Strategy process. The Federation will work more effectively with intergovernmental, bilateral, multilateral, government and corporate organisations including INGOs. Attention will be given to attract and retain global funding sources through better planning, budgeting and reporting, both narrative and financial.

The Americas

Humanitarian challenges

Poverty and natural disasters continue to be two of the main problems affecting the Americas. The Inter-American Development Bank estimates that almost 40 percent of the region's population lives in poverty, with an income of less than USD 1 per day. In 2000, several macro economic indicators did improve but unemployment has risen steadily for a decade and vulnerability remains high. Inequality is the most extreme in the world: the poorest 30 percent in Latin America and the Caribbean receive less than 0.8 percent of income.

The persistence of unemployment and poverty has increased social disruption and violence in some countries. Globalisation has had a strong impact on many others – including the smaller Caribbean states – because the economy depends heavily on outside links. Both trends have tended to hit the most vulnerable the hardest. As an effect of economic policies and fiscal constraints, governments have cut public health budgets and are focusing remaining resources on hospitals and specialised sectors. This has affected primary care, a critical element to prevent worsening health in a region where only 48 percent have access to environmental sanitation and several rural areas lack safe drinking water.

Democracy has consolidated in many parts. Elections, which met international standards, were held in several countries, with Peru and Mexico being two states that experienced major change via the ballot box. There has been a general reinforcement of civil society and governability in most countries. However, there remains some fragility – including slow fiscal reform and political instability – such as in Haiti. The conflict in Colombia continues, in spite of peace efforts. In some zones it has worsened, provoking a dramatic increase in the number of displaced people and consequent increase in vulnerability.

There are 33 Red Cross National Societies in Latin America and the Caribbean, with approximately 16,000 paid staff and more than 1.1 million members and volunteers. The Federation Secretariat supports these Societies through delegations in three sub-regions: Guatemala, which covers Central America and Mexico; Buenos Aires (South America); and Santo Domingo (the Caribbean).

Recent trends

The region's vulnerability to natural disasters was demonstrated in 2001. Two of the biggest disasters were the earthquakes in El Salvador and Peru. National Societies and the Federation responded well: operations were fast, effective and coordinated. The Red Cross also responded to floods in Bolivia and Colombia, volcanic eruptions in Ecuador and Mexico, and hurricanes and tropical storms in the Caribbean. These crises slowed social progress in each of the affected countries. Environmental degradation also increased, prompting civil society and governments to advocate policies to address the situation.

Poverty related diseases, such as malaria, dengue and tuberculosis, have re-emerged. The HIV/AIDS pandemic is also a significant problem, particularly in the Caribbean, which in relative terms is the world's most affected region after Africa. HIV/AIDS is concentrated in communities who are socially or economically marginalised. National Societies have been concentrating on the need for prevention to avoid an even larger scale disaster.

Overall, the Red Cross in the region is facing these humanitarian challenges with more effective programmes for vulnerable communities. National Societies are modernising structures and addressing shortages of resources. In 2001 a regional strategy was established in the Caribbean and the main lessons of post-disaster relief and rehabilitation were distilled. The need for all components of the International Movement – National Societies, the Federation and ICRC – to work closer together has been recognised. Better cooperation should improve the lives of vulnerable people as well as enhance the role and image

of the Red Cross. National Societies have been implementing *Strategy 2010* and the regional priorities established in the Santo Domingo Declaration, approved at the last Inter American Conference. The Federation has been supporting National Society efforts to work together more effectively. Much effort has been directed – via dialogue between National Societies, the Federation, ICRC, participating National Societies and external agencies – to develop effective Cooperation Agreement Strategies (CAS) in the Americas.

Strategic direction for 2002 and 2003

In the Americas, Appeal 2002-2003, reinforces Federation support for National Societies in the following areas:

A serving leadership: such Secretariat assistance will enable National Societies to increase ownership of programmes and projects, promote models of better practice, and create more partnerships.

More focused programming: Fewer, more responsive and integrated initiatives – in the four core areas of disaster response, preparedness, health and care in the community, and promotion of the Fundamental Principles and humanitarian values – will improve quality and coordination at the branch level.

Increased effectiveness: the sharing of regional services, such as the Pan American Disaster Response Unit (PADRU), the Regional Finance Unit, as well as enhanced reporting and information capacity, will enable a more efficient use of resources. Regional networks and resources will be promoted as well as regional teams of delegates.

Appeal 2002-2003 will reflect the following priorities to strengthen National Societies.

Working with vulnerable communities: This will include a new approach to volunteering, concentrating on utilising those who are used to working with communities. Methodologies will also be changed so that programming is more participatory to strengthen sustainability. In terms of health, the focus is on a comprehensive approach to HIV/AIDS in the Caribbean as well as scaling up of prevention and advocacy in Latin America. Community health links – with a disaster preparedness element – will continue to be integrated in cross-border community initiatives such as the Amazonian, Golfo de Fonseca, and Camalote (in Rio de la Plata Basin) programmes. Overall, water and sanitation projects will become a crucial component of community health.

More responsive to disasters: There is a greater awareness of the key components of disaster response. The creation of the PADRU in 2001 is a significant consequence of lessons learned from the past. PADRU has consolidated a logistics unit and technical delegate team in Panama. This appeal – via a more effective regional and international emergency response – will reinforce PADRU as an instrument to serve National Societies. The role of regional intervention teams as well as that of relief departments in National Societies will also be reinforced.

Contributing to a strengthening of National Societies and civil society, in general: In 2001, the recruitment and management of volunteers – as well as support to National Society governance and management – was the priority. This process enabled National Societies to project their influence in civil society. To build on this progress, continued change to improve structures is needed. As such this Appeal will support organisational development, particularly of National Societies that have been involved in major rehabilitation operations or those emerging from an integrity crisis.

Increased sharing of knowledge and partnership: Stronger regional networks are particularly important in terms of disaster response, disaster preparedness and health. The Appeal will focus on a continued strengthening of partnerships, such as with the Youth Red Cross and regional intervention teams. Better cooperation at sub-regional meetings has also emerged. A Federation/ICRC regional harmonisation project – focusing on joint planning as well as support to governance, management and communications – will also continue.

Asia Pacific

Humanitarian challenges

Asia Pacific is a region of extraordinary diversity: in geography, climate, population distribution, cultural heritage, historical tradition, levels of economic and social development and the availability of natural resources. The region is home to two thirds of the world's population, with roughly one third existing below the poverty line, with income of less than USD 1 a day. Sixty percent of the world's natural disasters occur in the region and long-term conflicts continue in Sri Lanka, Afghanistan and the Kashmir border area between India and Pakistan.

As ever in Asia, the mid-year floods season stretched capacities, particularly in Cambodia and India where another cyclone wrought destruction on Orissa state. Elsewhere a range of disasters, including landslides in Indonesia and volcanic eruptions in the Philippines, beset the region.

Disease, in particular the HIV/AIDS pandemic threatening to cut a swathe through the region's young adult population, continues to be a menace. Lack of clean drinking water and basic sanitation remain intractable problems with, respectively, one in three and one in two denied access. Hand in hand with disease comes endemic poverty, compounded by the steady but inexorable growth of urbanisation, with millions leaving their harsh, rurally based way of life, only to swell the ranks of the urban poor. The great conurbations across Asia, coupled with densely populated areas along major rivers and in coastal zones, are focal points for high vulnerabilities and low implementation of the available support mechanisms. Conversely, the relative isolation and small size of the Pacific Islands present special risks to their populations in the face of rising sea levels because of global warming and the continual threat of seasonal cyclones.

An aging population in a number of countries also faces the uncertainties of political instability, diminishing social services and violence, linked to ethnicity, religious or political affiliation. Transition economies, still affected by the downturn of the late 1990s, give rise to a precarious existence for many.

There are 31 Red Cross and Red Crescent Societies in Asia Pacific. A further six National Societies are in formation. Collectively, these Societies have 63 million members and volunteers (65 percent of the Movement's global membership) and 82,000 paid staff. Most of the Societies have major national roles in disaster preparedness and response, assigned by their governments. Many are also directly involved in extensive health activities, notably the prevention of HIV/AIDS.

Recent trends

Rarely can the humanitarian challenges facing Red Cross Red Crescent Societies across Asia Pacific have been shown in such stark relief as in 2001. The ongoing humanitarian crisis in Central Asia, in particular, continues to increase the vulnerability of millions of people.

Earlier in 2001, the Gujarat earthquake caused massive devastation and its ramifications are still being felt. The Red Cross Red Crescent responded impressively at all levels to the disaster, demonstrating a more coordinated approach to crisis in the region. The transition from relief to rehabilitation, however, has been more challenging and this has been identified as an area for improvement.

These events underlined once again the region's unfortunate position as the most disaster prone on earth, in terms of numbers affected, frequency and needs. As such, the Red Cross Red Crescent has been tailoring its support to National Society disaster preparedness, depending on local capacity and skills. For instance, floods preparedness work with the respective National Societies in Cambodia and Vietnam in 2001 has been focusing on different local strengths.

Because of its huge population, it has been estimated that most of the world's new HIV infections will be in Asia. The Red Cross Society of China – along with other National Societies – has recently strengthened its commitment to adopt a comprehensive partnership approach to address the crisis.

The Federation has also continued its commitment to the principle of National Societies 'owning' their own development and the constitutional review, recently undertaken by the Sri Lanka Red Cross, is just one example of this. The Federation continues to promote higher integrity standards and stress the importance of good reporting as an integral element of the fundraising process.

Strategic direction for 2002-2003

In keeping with *Strategy 2010*, Appeal 2002-2003 will focus on the drive towards the development of responsive and focused programmes that target disaster preparedness and response and HIV/AIDS, in particular. The high incidence of disaster and disease across Asia Pacific demands that the Federation works closely with its membership to build Red Cross Red Crescent capacities in response to rising and more complex needs. It is expected that the first regional field assessment coordination team (FACT) from Asia Pacific will be mobilised during 2002. This Appeal will support such a sub-regional approach to disaster management. Countries and communities will be helped to be more aware and prepared of risk and disaster patterns. Vulnerability and capacity assessment (VCA) initiatives will be supported in China, Mongolia and the Democratic People's Republic of Korea. Also in China (and Cambodia) community-based disaster preparedness projects targeting some of the country's most vulnerable will be expanded.

In terms of the ongoing humanitarian crisis in Afghanistan, the Federation will continue to fund the long established network of health clinics, the only such service for thousands of marginalised families, particularly in rural areas. The dedication of Afghan Red Crescent and International Federation local staff has helped this network operate during the current crisis. In addition, plans are being developed to expand programming as and when the situation allows.

Health and care in the community will be a major regional focus. In line with the whole Movement, the Red Cross Red Crescent will scale up its response to HIV/AIDS in Asia Pacific. Knowledge sharing among National Societies experiencing difficulties with their blood programmes will be facilitated with a view to pitch the activity at realistic levels, concentrating on donor recruitment.

The Appeal will also build on the significant progress made in developing well functioning National Societies, such as in Cambodia, India and Laos. In East Asia, better programme design mechanisms – such as training in planning, monitoring and the use of logical frameworks – will be supported so that Red Cross Red Crescent assistance to vulnerable people is more effective.

In the final quarter of 2002, the Philippine National Red Cross will host the VIth Asia Pacific Conference, at which the region's National Societies will review implementation of the 1998 Hanoi Declaration. With its emphasis on working together effectively, this declaration remains a key strategic framework for the Red Cross Red Crescent. The Manila conference will aim to generate a similar direction for 2003 and beyond.

The Appeal will support the preparation and updating of Cooperation Agreement Strategies (CAS), which include inputs from all three components of the Movement and other relevant parties. The process will run in tandem with the move towards decentralisation being piloted in South East Asia. The overall aim is to put the destiny of the humanitarian imperative firmly at the grassroots level.

The Red Cross Red Crescent is a 'people business' and the focus on people and organisational development will be maintained, including recruitment tailored to applying regional solutions to regional challenges. Ongoing organisational development programmes in a number of Societies, including Mongolia and the Democratic People's Republic of Korea, will be prioritised. There will also be an emphasis on improving financial management and programme reporting.

Europe and Central Asia

Humanitarian challenges

The Europe and Central Asia region – stretching from the Atlantic to the Pacific and through 14 time zones – represents a huge diversity in terms of history, culture, population and economic development. The humanitarian context is also varied: for many it is characterised by poverty, armed conflict, hunger, disease and natural disaster, while others enjoy a high and secure standard of living.

The late 1980s and 1990s were a time of great change: new states emerged from the break up of the Soviet Union and Yugoslavia, while in Central Europe countries underwent a difficult transition from centralised systems. Indeed, many still struggle to feed their populations and provide access to basic health services. Chronic poverty and social deprivation has become the norm for millions. Among the hardest hit are displaced populations – both internally displaced persons and refugees – in the Caucasus and the Balkans. Elsewhere, isolated communities in Russia's north, whose coping mechanisms are exhausted, struggle to cope with persistent severe weather. In Central Asia, meanwhile, extreme vulnerability continues to rise – approximately 60 per cent now live below the poverty line (with income of less than USD 1 per day) – against a backdrop of major reforms in health care and social services.

Economic decline has not yet been reversed and the majority of people are still struggling to adapt to new market systems. Those most affected – the lonely, elderly, large families, the disabled and those suffering from severe health problems such as tuberculosis and HIV/AIDS – will continue to rely on humanitarian support. The aging population in the Russian Federation and several other former Soviet Union countries is particularly at risk because of the weakened health and social structures as well as a lack of adequate pension systems.

The overall political situation remains fragile. The Former Yugoslav Republic of Macedonia, Kosovo and Tajikistan and its surrounding areas all continue to be plagued by instability. In Bosnia Herzegovina and the Federal Republic of Yugoslavia, meanwhile, rebuilding physical structures – as well as confidence – continues to be a major challenge.

There are 52 Red Cross Red Crescent Societies in the region, including two National Societies in formation. Together, the National Societies have approximately 26 million members and volunteers and 140,000 paid staff.

Recent trends

The Federation has been supporting National Societies in addressing the region's major humanitarian challenges. Since 1999 in terms of health and care in the community, there have been tuberculosis programmes in six CIS countries. The response to HIV/AIDS is being scaled up, involving both the youth Red Cross and a link to the tuberculosis programmes. Elderly people living alone have been supported through winter assistance initiatives of food distribution and soup kitchens in all CIS countries and the Balkans.

During 2001 the region was hit by several disasters, including floods in the Russian Federation and Central Europe, as well as a food security crisis in Georgia, Tajikistan and Uzbekistan. In Turkey, meanwhile, rehabilitation continues after the major earthquakes of 1999. Field assessment and coordination teams (FACT) have been increasingly deployed and their findings used in the planning of emergency response.

Continued displacement of populations, particularly within countries of the former Soviet Union, will remain a severe challenge. Population movement coordinators have been employed by a majority of National Societies in Eastern Europe and Central Asia. National Society programmes in this sphere

include provision for reception centres, legal counselling, summer camps for children, and distribution of relief items.

The crisis in Central Asia, following the September attacks on the US, has dramatically increased vulnerability in what is already an area plagued by problems. National Societies have reviewed their capacity to respond to the crisis, including contingency planning, staff training in logistics and relief and disaster preparedness.

Strategic direction for 2002-2003

Appeal 2002-2003 will support the Federation's goal of developing well functioning National Societies. Budgetary transparency and good financial reporting are particularly important. The Federation will continue to assist with organisational change within National Societies, many of which remain in transition because of political events in their countries.

Priorities will include: the change process in the Russian Red Cross; following up the Institutional Development Review initiative in Central Asia; support to the newly-formed National Society in Bosnia Herzegovina; and a commitment to address integrity issues in the region.

As part of its serving leader role, the Federation will increase overall secretariat and regional delegation support to National Societies. Further dialogue with National Societies in western Europe and the Red Cross' European Union office will also be pursued.

In April 2002, National Societies will discuss programme priorities in Berlin. The gathering will also revisit commitments made at the previous regional conference in Copenhagen in 1997 as well as discussions at the 2001 Kiev conference of National Societies from the former Soviet Union. Top of the Berlin agenda will be the importance of working together effectively. The meeting will formulate a four-year regional framework for National Societies. The development of Cooperation Agreement Strategies (CAS) within the Almaty and Budapest Regional Delegations will be pursued.

In line with *Strategy 2010*'s commitment to responsive and focused programmes, the regional focus of the Appeal 2002-2003 will be on health, disaster preparedness, disaster response, and population movement.

In health, substantial knowledge has been gained through initiatives combating tuberculosis and HIV/AIDS. These programmes will be scaled up through National Society implementation and the European Red Cross Red Crescent Network on HIV/AIDS (ERNA) network. Projects will continue to be linked to existing visiting nurses service.

National Society roles and priorities in disaster preparedness are now better defined and this clarity will be used to employ more effective programming. Links with government services will be improved and material capacity to respond to disasters strengthened.

Several National Societies have been involved in population movement programmes. This will be a key topic in Berlin with discussions focusing on improving working relations with governments.

Long term partnership and cooperation agreements between National Societies, the Federation Secretariat, ICRC and external partners such as the European Union and United Nations agencies will be improved. Through this process National Societies will contribute to external knowledge sharing as well as generate resources for more effective programming.

Middle East and North Africa

Humanitarian challenges

The Middle East and North Africa (MENA) region continues to suffer from a series of long-standing armed conflicts as well as occasional major disasters. As a result, large segments of the population – already marginalised by sharp disparities in income and poor access to social services – have become even more vulnerable.

Natural disasters often reoccur, such as drought in Iran and earthquakes in Yemen. Violence too is persistent, in particular the armed conflict between Palestinians and Israelis. Tension also simmers between Israel and Syria. No agreement has been reached on the Golan Heights, which remain under Israeli control. In Algeria, violence continues to kill hundreds, including women and children. Throughout the region, the level of displacement – both internally displaced people and refugees – has increased. Water scarcity also poses a major threat to stability in many parts.

In Iraq, the post-Gulf War humanitarian crisis continues more than a decade on. Sanctions – imposed since the war – and intermittent clashes continue to destroy lives and livelihoods. Iraq has been transformed from a relatively prosperous country before the war to one that is in crisis. According to the World Health Organisation (WHO), under-five mortality is 119 (male) and 114 (female) deaths per 1,000. The country's infrastructure is dilapidated, income levels are low and social services are still deteriorating.

The region's 300 million people experience dramatic differences in terms of socio-economic growth and development. The Human Development Report estimates that Yemen has a per capita income of USD 280. This compares to more than USD 20,000 in Kuwait and over USD 17,000 in the United Arab Emirates, where oil reserves represent the main source of wealth. Within each country there are also significant disparities in income distribution. The perception of the region as a whole being affluent undermines efforts to mobilise resources for humanitarian operations.

There are 17 National Societies and about 2.5 million members and volunteers in the region. The Federation regional delegation in Amman, the Tunis sub-regional office as well as country delegations and representatives based in Baghdad, Beirut, Tehran, Tel Aviv and the West Bank will continue to support National Societies.

Recent trends

During 2001, the situation in Israel, Gaza and the West Bank deteriorated and deadly clashes occurred almost daily. The humanitarian effect has been immense and National Societies in the region have been under great strain: continued disruption of daily economic life has increased vulnerability dramatically. Coping mechanisms of the poorest are exhausted and despite several peace efforts a long-lasting breakthrough seems unlikely.

In Iraq, where vulnerability continues to worsen, the Federation has been supporting the National Society in the provision of a winter assistance programme to some of those most in need.

National Societies have also been reorienting health services towards areas of greatest need as well as adopting preventive approaches to such crises as HIV/AIDS. Most societies already play major auxiliary roles in support of public health services, such as the Palestine Red Crescent and Saudi Arabian Red Crescent provision of emergency medicine.

Cooperation on disaster preparedness and response continues to improve. National Societies have met to discuss common challenges as well as share experiences and resources. The Iranian Red Crescent, for instance, has much expertise to offer in this area.

Considerable effort has been made to strengthen volunteer networks as National Societies count more and more on this precious resource to implement programmes, such as community-based first aid, disaster preparedness and relief. In terms of organisational development, some Societies are continuing to use their strategic planning as a process that encourages community participation.

Another ongoing process has been National Societies increasing community awareness and education to improve the effectiveness of preparedness and response policy.

Strategic direction for 2002-2003

The Tehran conference of Middle East and North Africa National Societies in 2001 established three regional priorities, to: establish a gender network to encourage the participation of women in activities; improve disaster preparedness capacity; and scale up the response to HIV/AIDS. Appeal 2002-2003 supports these priorities.

Disaster response and preparedness especially in Iraq and Iran – in relation to the Afghan refugee crisis – as well as for the Palestine Red Crescent Society will remain a priority. Awareness of the importance of preparedness will be increased, building on progress made through community-based projects in Jordan and Syria as well as initiatives involving the Palestine Red Crescent. Awareness will become the main element of programming – not the input of hardware – so that sustainability is enhanced. National Societies in Yemen and Egypt will also initiate disaster preparedness activities. Networking and exchange of experiences will continue to be important and mechanisms will be created so that National Societies can assist each another during emergencies. A more community-based approach will also be adopted.

Health and care in the community will continue to be a core focus via the considerable auxiliary role that National Societies play in terms of health provision. The focus will shift from curative to preventive approaches. There remains a significant risk of several health crises. For instance, in Yemen the percentage of children immunised against measles is only 51 percent. This Appeal aims to reorient National Societies – in line with *Strategy 2010* – to prevent communicable diseases, including HIV/AIDS, through increased community awareness and participation.

To support vulnerable people, the Appeal will also strengthen:

Support to the Iraqi Red Crescent and Palestine Red Crescent in their responses to emergency humanitarian needs.

Assistance to National Societies in Yemen, Syria and Jordan to build long-term capacity. There will also be moves to establish a stronger country level presence in Iran and Yemen.

Capacity and cooperation of National Societies in the Arabian Peninsula.

Support, in cooperation with the ICRC, to the humanitarian efforts of the Palestine Red Crescent and Magen David Adom of Israel. Assistance will also continue towards the establishment of a National Society in Oman.

Coordination of support to the logistical fleet base in the United Arab Emirates.

Communication and advocacy will be a central part of the strategy to address humanitarian challenges in the region. Efforts will be undertaken to challenge the perception of overall affluence and promote understanding of the widespread vulnerability that exists. Initiatives will also be made to increase the role of National Societies in the Arabian Peninsula and those with strong capacities elsewhere so that they contribute more to the Movement within and outside the region.

Organisational development will focus on consolidating progress in the use of Cooperation Agreement Strategies as participatory planning processes that will enable National Societies to determine their own development. Support will continue for the improvement of National Society governance and management. Youth volunteer networks will be strengthened and greater participation of women – within the MENA Gender Network – encouraged.

Fundamental Principles

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary Service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



The International Federation of Red Cross and Red Crescent Societies promotes the humanitarian activities of National Societies among vulnerable people.

By coordinating international disaster relief and encouraging development support it seeks to prevent and alleviate human suffering.

The Federation, the National Societies and the International Committee of the Red Cross together constitute the International Red Cross and Red Crescent Movement.