

# PROGRAMME UPDATE



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## CAMBODIA

20 April 2004

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

For more information: [www.ifrc.org](http://www.ifrc.org)

### In Brief

**Appeal No. 01.62/2004; Programme Update no. 1, Period covered: 1 January to 31 March, 2004; Appeal coverage: 46.7%; Outstanding needs: CHF 723,966**  
[\(click here to go directly to the attached Contributions List \(also available on the website\)\).](#)

**Appeal target: CHF 1,359,264 (USD 1,019,448 or EUR 869,929);**

**Programme summary:** In March 2004 the United Nations issued a report on the Cambodian Millennium Development Goals. Acknowledging some economic growth the report indicates that the majority of the MDG will not be achieved and some indicators, such as under-five mortality rates, have in fact worsened. In this context the Federation has, through this quarter, prioritised the continued strengthening of the Cambodian Red Cross (CRC) as a key Cambodian civil society organisation. While making a renewed commitment to reform - potentially the most radical change since reunification in 1994 - CRC with strong partner support has continued to make an impact on, for instance, the prevalence of HIV/AIDS, national capacities to address dengue fever and the vulnerability of people to seasonal disaster. With the Federation appeal largely well supported - though the organisational development budget will be revised and further funds may be sought - and Red Cross partners working to align their support with the aspiration of the CRC Strategy 2003-2010, the Federation will, in the next quarter, begin a process to draft a four-year strategy - reflecting the Federation secretariat's Strategy for Change - that will potentially form the basis for a Movement cooperation agreement strategy in 2005.

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*This Programme Update reflects activities to be implemented over a one-year period. This forms part of, and is based on, longer-term, multi-year planning (refer below to access the detailed logframe documents). All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>*

## **Operational developments**

Following the August 2003 national election, the political deadlock in forming a new government has continued. While the King of Cambodia has reportedly expressed his support for new elections, discussions continue between the three main parties over the composition of a coalition government. The impasse that has undermined Cambodia's international credibility has led to delays in the signing of laws and financial instruments as well as to delays in ratifying Cambodia's accession to the World Trade Organisation (WTO), the cancellation of the 2003 Consultative Group (CG) meeting and no clear timeframe for the Khmer Rouge tribunal.

With the recent launch of a United Nations report on the country's progress towards achieving the Millennium Development Goals (MDG), the Prime Minister has acknowledged that the government will fall short of halving Cambodia's poverty by 2015. While the report indicates that Cambodia will 'probably' meet three (including goal 11: 'decreasing the spread of HIV/AIDS') of the 25 goals, poverty remains widespread, access to education is limited, natural resources are degrading, the under-five mortality rate has slightly increased over the last decade and gender inequality remains a major issue. Overall the report acknowledges, "despite steady economic growth during the past decade, poverty has not declined significantly" (Cambodia MDG Report, November 2003). Meanwhile, while the Asian Development Bank (ADB) has praised the government in achieving macroeconomic stability, it has also highlighted the continued need for good governance, effective implementation of development projects and the enforcement of laws to combat poverty.

Further to the commitment made in December 2003 by the Cambodian Red Cross (CRC) to establish a task force mandated to move ahead organisational reform, the Federation and its partners have through this quarter provided support to organisational development activities and have sought to harness the necessary resources to ensure current programme commitments are met. The Federation, through a Danish Red Cross delegate seconded locally to the delegation, has invested considerable time in facilitating these initial steps in the CRC 'change process'. Moreover, the delegation has facilitated monthly partnership meetings, supported CRC's disaster management and health initiatives - including bringing in additional technical expertise and applying for new grants - and has organised or attended a number of national and international conferences.

## **Health and care**

The CRC HIV/AIDS programme continues to scale-up - with support from Australian Red Cross, Global Fund for AIDS, Tuberculosis and Malaria (GFATM), OPEC Fund, Family Health International, Policy Project and Swedish Red Cross - to meet the vulnerabilities and needs in Cambodia. While prevalence rates of the disease have stabilised among sex workers, recent studies show a worrying increase in rates among married women in urban and increasingly in rural areas. Meanwhile, the CRC partnership with the National Malaria Centre (CNM) to combat dengue fever is beginning to bring results and steps have been taken by CRC - with Federation support - to extend CRCs work in water and sanitation. Additional support to the CRC health programmes is provided by the Red Cross societies of Denmark, France, United Kingdom and the United States (see detail in table below).

**Goal: The health and well being of the most vulnerable communities in Cambodia is improved.**

**Objective: The Cambodian Red Cross is an efficient national society competent to deliver quality services in health care.**

### **Expected Results:**

- HIV/AIDS transmission and related stigma and discrimination among vulnerable groups have been reduced.
- The incidence and case fatality of dengue fever has been reduced.

### **Progress/Achievements (activities implemented within this objective)**

The CRC HIV/AIDS project continues to work collaboratively with national and international partners. During the first quarter the HIV/AIDS team facilitated the attendance of three people living with HIV/AIDS (PLWHA) at a regional community forum in Bangkok and engaged the Cambodian 'gender and development' NGO to manage a gender awareness workshop for 38 people. The capacity of the CRC team has continued to grow and the recommendation has been made to scale down the expatriate technical support.

Specific achievements under the three core components are as follows:

*Peer and life skills education with youth (in schools)*

Some 50 Red Cross youth advisors and schoolteachers participated in a two-day HIV/AIDS sensitisation workshop. In addition 30 Red Cross youth and Red Cross youth advisors participated in a workshop on the reduction of HIV related vulnerability and 375 Red Cross youth from three provincial universities participated in training for peer supporters.

*Peer and life skills education with police*

Ninety-nine senior police officials attended an HIV/AIDS sensitisation workshop; 199 police peer supporters participated in refresher workshop and 600 police from six provinces participated in two-day life skills workshops.

*Community support for PLWHA in 2 provinces*

CRC volunteers made 2,638 visits to 416 PLWHA in nine districts in two provinces (Battambang and Kampot). 650 community and village councillors participated in a community advocacy workshop and volunteers supported 279 orphans affected by HIV/AIDS. CRC volunteers also repaired 14 damaged homes belonging to PLWHA.

The CRC dengue fever project supported by New Zealand Red Cross and the Health and Nutrition Initiatives Fund of Canada saw the establishment of national coordination structures during late 2003 and early 2004. This will not only enhance coordination but it has already enabled CRC to influence a wider audience involved with dengue fever. While the intensive community level campaign – in the new target provinces – will begin in the second quarter, CRC and CNM have facilitated a number of planning sessions as well as a knowledge, attitude and practise (KAP) workshop that will establish a baseline for the project; more than 800 households were surveyed in three provinces.

**Impact:**

On the basis of observations and group discussion concerning HIV/AIDS, students appear to be better informed and have a more positive attitude towards PLWHA; some students were observed to share their own pocket money with, and bought food for, PLWHA. Moreover many female students were seen to be highly active in discussions on sexual issues. Reports also indicate that among police officers consistent condom use has risen dramatically to over eighty per cent.

The impact of the dengue project in 2004 can only be seen in terms of establishing a working coordination structure. This has already enhanced cooperation and information sharing. Impact on the disease incidence as well as on morbidity is not expected until later in 2004.

**Constraints:**

The complexity of establishing a national structure to coordinate dengue fever prevention has taken longer than expected. Hence, project implementation has been somewhat delayed. This has no significant impact on the overall project though expenditure is significantly slower than scheduled.

**Disaster Management**

Consolidating the community based disaster preparedness (CBDP) programme, strengthening CRC capacity as well as promoting closer cooperation at national and international level has been the main thrust of the Red Cross programme in early 2004. In addition CRC continues to work with the American Red Cross delegation as well as the Mekong River Commission to fine-tune the steadily expanding flood early warning project. Furthermore, the holding of the sixth Asian Disaster Reduction Centre (ADRC) international meeting as well as the third International Strategy for Disaster Reduction (ISDR) in Cambodia has provided further impetus to strengthening all aspects of disaster risk reduction in Cambodia. This was complimented by a consultation meeting facilitated by Disaster Preparedness European Commission Humanitarian Office (DIPECHO).

**Goal: The impact of disasters on the people of Cambodia is reduced.**

**Objective: CRC, in coordination with national authorities and other bodies, and working through a network of volunteers and community structures, recognised as a leading organisation in disaster management.**

**Expected Results:**

- Communities have enhanced capacity to cope with, and to mitigate the effects of, natural disasters and CRC has the strengthened capacity to prepare effectively for, and respond to, natural disasters.

**Progress/Achievements (activities implemented within this objective)**

While a considerable amount of time has been spent in supporting CRC to implement the 2003 CBDP programme review recommendations and in concluding operational commitments from 2003 – supported by the British and Hong Kong Red Cross Societies, the British Governments Department for International Development (DFID) and DIPECHO – steady progress has been made against all planned activities for 2004. The key achievements – many of which were supported by the Federation regional office in Bangkok – are as follows:

- The attendance of both CRC and the Federation, as speakers, at the ADRC and ISDR international meeting.
- A workshop organised by the Federation with key NGOs, donors and the government to look at strategies to build the capacity of the National Committee for Disaster Management (NCDM) and to improve national level coordination.
- A consultation process to develop a memorandum of understanding (MoU) between CRC and the NCDM.
- A consultation process to establish a disaster response policy for CRC.
- An externally supported workshop on participatory rural appraisal (PRA) and hazard, vulnerability and capacity assessment (HVCA).

In addition to these activities the Federation provided extensive support to the national society's CBDP programme. This support - including employing a local consultant - has largely been focused on following up the recommendations of two reviews completed in 2003, incorporating good practise highlighted through various consultation meetings in early 2004 and in ensuring that the CBDP team delivers against the expectations of the communities as well as the donors. Some of the key challenges for the CBDP programme and for disaster risk reduction projects more generally in Cambodia, are building national capacity, developing and sustaining community structures as well as identifying the most the most appropriate small scale mitigation activities. It is widely recognised, however, that CRC continue to have a significant role to play in delivering risk reduction services – whether supported by the Federation or by NGOs such as Action Against Hunger – to the most disaster prone people of Cambodia.

**Impact:**

Given the growing recognition in Cambodia that seasonal disasters do have a significant impact on development gains and that the MDG targets are largely going to be unmet, the engagement of the Federation, CRC and Red Cross Red Crescent partners in a wider national and international debate is expected to influence not only current thinking in Cambodia but it could feed into the country's next poverty reduction strategy.

The activities to enhance coordination have led to a better understanding between agencies of the nature, scale and location of current risk reduction activities. However, in order to truly capitalise on this initiative, the Federation will need to invest further resources in following this up during the next quarter. On a national level, the work to establish a MoU between CRC and NCDM has led to both a draft paper as well as to a better understanding between the two bodies.

The support to the CBDP programme has no doubt not only strengthened programme management – and this can be seen in the more rigorous process of identifying and implementing the so called CBDP 'micro-projects' – but communities in a number of flood prone provinces are now less vulnerable to disaster shocks.

**Constraints:**

The growing demands on CRC in supporting NCDM, in managing the CBDP programme and in providing services to NGOs who are active in disaster risk reduction, together with CRCs organisational change process, has placed considerable demand on the headquarters team. However, while measures such as bringing in support from the

Federation regional delegation in Bangkok and commissioning a consultant have bolstered the capacity, assuming CRC continues to oversee its current portfolio of work, the Federation and CRC will consider bringing in additional technical capacity – at least until the CRC reforms have taken place – to support the programme. Discussions are underway with a number of Red Cross partners to apply for a fourth round of DIPECHO funding; technical support may well be linked to this.

## **Humanitarian Values**

**Goal: The awareness and application of humanitarian values, the principles and key national and global themes in Cambodia is enhanced.**

**Objective: The awareness of humanitarian values in Cambodia is increased.**

### **Expected Results:**

- CRC actively communicating with stakeholders and advocates on key issues/concerns.

### **Progress/Achievements (activities implemented within this objective)**

With the carry forward of activities from 2003 as well as the demanding role played by the communications department director in the organisational change process, the majority of scheduled activities have not been implemented during the first quarter. However, the following has taken place (only the first two bullet points are supported through the Federation Appeal):

- CRC joined the national event organised for International Women's Day. Joining NGOs and the Ministry of Women's Affairs CRC produced and distributed communication materials to a wide audience.
- The Federation supported training of CRC staff in public relations as well as in photography.
- CRC facilitated a visit of a team of cyclists from the United Kingdom raising funds for Red Cross Movement. This provided CRC with considerable opportunities to disseminate its work and to access coverage through the Cambodia media.
- A television production was made to explain the work of the Cambodian RC to the Cambodian people.



**British Red Cross cyclists meet CRC at the Thai/ Cambodian border**

### **Impact:**

Activities on International Women's Day (8 March) enabled CRC to adopt a common platform on the situation facing women in Cambodia. It is hoped that advocacy will lead to, inter alia, greater commitment by the government to adopt the law on domestic violence as well as to highlight the country's poor performance in reducing maternal mortality. The British Red Cross event was able to profile the work of the Red Cross Movement through the local press.

**Constraints:**

The work of the communications department is not only constrained by the multiple roles played by the director and overall staff capacities, but the Federation budget for this programme in 2004 is under-funded - though some support is available from British and Norwegian Red Cross Societies.

**Organisational Development**

Following the decisions taken by the CRC central committee in December 2003, the CRC management team have devoted much of their time to conceptualise and plan for the necessary organisational reform required for CRC to deliver on its strategic plan. While many CRC stakeholders have welcomed this courageous and potentially controversial move, CRC appreciates, like any organisation, the challenges it will face as it embarks on this process of change. However, PNS partners continue to be supportive and while some additional resources have already been mobilised to support the process, given the development of a clear plan of action to support the reform, partners have expressed their continued commitment to the organisational development programme.

**Goal: A greater number of people in Cambodia have access to poverty alleviation programmes and more immediate and effective humanitarian relief.**

**Objective: The capacity of CRC to implement sustainable programmes through headquarters and branch level structures has significantly increased.**

**Expected Results:**

- CRC leadership and management are effectively implementing the CRC Strategy 2003-2010.
- CRC efficiently managing its human financial and material resources.
- CRC with enhanced external cooperation and coordination.
- CRC with an annual plan, reporting regime as well as a monitoring and evaluation system.
- CRC with increased resources harnessed through fund-raising and income generation.

**Progress/Achievements (activities implemented within this objective)**

The CRC central committee's decision taken in December potentially marks an important milestone in the history of CRC. The formal adoption of the Strategy 2003-2010 and the establishment of a human resources department are regarded as necessary steps to achieve organisational change. A task force has therefore been established to oversee the process. Comprised of staff from each department and headed by the communications department director – and supported by external consultants, the task force is mandated to deliver a plan for approval by the central committee. The plan, that is expected to eventually recommend far reaching reform, will initially seek to engage all staff in adjusting the organisation to fit the new strategy before carrying a full study and review of the organisations resources. It is envisaged that by September 2004, the task force will present a new structure and human resource plan to the CRC board; the structure – complete with business plan – is what will need to be in place to deliver the objectives of the Strategy 2003-2010. While this process of reform is expected to help achieve the OD programme objectives, the following capacity building activities have taken place during the quarter:

- Staff from CRC, the Federation and Danish Red Cross attended a series of two OD training workshops in Laos.
- The Federation Asia and Pacific OD coordinator visited Cambodia to exchange experiences with CRC.
- CRC participated in a 'volunteer review' conducted by the Swedish Red Cross.
- CRC initiated a branch capacity assessment. With the support of a consultant a team of six members will complete the study by late May 2004.
- CRC and Federation staff attended Bangkok based training courses in planning (logical framework) as well as in monitoring and evaluation. A report-writing course in Phnom Penh has also been scheduled.

In late March the director general of the New Zealand Red Cross travelled to Cambodia. As an experienced senior manager with an extensive background in change management, her sharing of experience with Cambodian Red Cross was productive.

**Impact:**

The steps taken by CRC towards organisational change will have a significant impact on the capacities, profile and work of the CRC. In the first quarter of 2004 support for organisational development has provided staff with new skills and has led to a renewed sense of commitment by a CRC staff and their partners. A key indicator of this impact is the level of motivation and ownership demonstrated by the CRC task force.

**Constraints:**

While there have no major constraints, the changing nature of the OD programme has meant that activities identified in mid 2003 (at the time of drafting the 2004 Appeal) are not necessarily any longer appropriate. The Federation will therefore revise the programme budget in the second quarter of 2004.

**Coordination, Representation and Delegation Management**

**Coordination**

As a core component of the Federation's 'Strategy for Change', coordination between the Movement partners has been an important part of the delegations work. While regular monthly meetings have sought to address issues ranging from the standardization of CRC volunteer remunerations to coordinating activities for World Red Cross Red Crescent Day, steering committees – developed to improve coordination – have been established for the OPEC Fund (HIV/AIDS), the Danish Red Cross supported health programme and for the American Red Cross supported water filter project.

The recent commitment by CRC to move ahead with reform is regarded as an important step to improving coordination and cooperation. Establishing, for example, a CRC coordination function (internal and external), a single organisational budget as well as operational plans are important foundations for developing a credible cooperation agreement strategy. In the meantime, in the context of the Federation 'Strategy for Change' and in reference to the 'Federation for the Future' as well as the research initiative by the Norwegian Red Cross in "Mapping the future capacities of the International Federation of Red Cross and Red Crescent Societies", the Federation, partner national societies (PNS) and CRC will in the second quarter of 2004 take further steps to establish a modus operandi for the future.

The below table summarises Red Cross partner activities in support of CRC:

<b>Movement Partners</b>	<b>Activities (January – March 2004)</b>
<b>ICRC</b>	ICRC continues its regular activities managed through the Bangkok office as well as support to the orthopedic programme through Cambodia based staff. In late 2003 ICRC carried out a review of its cooperation work and this may lead to some changes in 2004.
<b>American</b>	American Red Cross support CRC through an innovative water filtration project (World Bank funded) as well as through primary health care. In this quarter expatriate staff were reduced from three to a single head of office.
<b>Australian</b>	Australian Red Cross (ARC) provides direct technical support to CRC for HIV/AIDS activities as well as support to organisational development through the Federation. ARC is currently considering further funding possibilities to support CRC disaster risk reduction.
<b>Belgium</b>	While the Belgium Red Cross procurement operation was concluded in late 2003, BRC staff are expected to visit Cambodia in the second quarter of 2004.
<b>British</b>	British Red Cross support ongoing projects (healthcare, disaster management and organisational development) and organised a fundraising cycle ride from Bangkok to Siem Reap in March 2004.
<b>Danish</b>	Danish Red Cross (DRC) continues to consolidate the CRC/DRC healthcare programme and to broaden capacity building support to CRC. In early 2004 DRC assigned a development adviser to work within the Federation delegation.
<b>Finnish</b>	Finnish Red Cross supports the CRC landmine awareness project (2004 in the final year of support).
<b>French</b>	French Red Cross embarked on two new projects: water, sanitation and food security in Oddar Meanchey province (targets 53 villages and funded by ECHO and FRC); improving access to specific medical and psychosocial care for people living with HIV/AIDS in Kompong Som

	province and for children living with HIV/AIDS in Phnom Penh (funded by GFATM and FRC).
<b>Hong Kong</b>	Hong Kong Red Cross in its work to support the CRC disaster management programme visited Cambodia and are currently seeking to finalise its first grant (to CRC) before considering further support.
<b>Korea</b>	Korean National Red Cross supports the CRC blood donor recruitment programme.
<b>New Zealand</b>	New Zealand Red Cross (NZRC) continues to pledge support for the CRC dengue fever operation and are also committed to a water and sanitation initiative in Kep. The NZRC director general visited Cambodia during March.
<b>Swedish</b>	Swedish Red Cross supports the HIV/AIDS project and the organisational activities facilitated through the Federation delegation.
<b>Swiss</b>	Swiss Red Cross, working with the Ministry of Health and with ADB funding, are in the process of establishing a programme up support to health care in two districts.

**Representation**

The Federation, CRC and a number of Red Cross partner societies based in Cambodia, have in their efforts to influence the humanitarian and development agendas, taken the following steps:

- CRC and the Federation attended the sixth Asian Disaster Reduction Centre (ADRC) international meeting as well as the third International Strategy for Disaster Reduction (ISDR). The objective was to promote linkages between risk reduction and development and to advocate for effective country coordination.
- CRC, Federation and American Red Cross attended a DIPECHO country workshop. The objective was to contribute to the future DIPECHO strategy for Cambodia. In addition the Federation organised a workshop with a number of key NGOs, donors and interested parties to look at strategies to support capacity building in disaster risk reduction.
- The Federation made a statement on road safety at a press briefing pre-recorded for World Health Day. The government of Cambodia, World Health Organisation, Handicap International and the Federation supported the briefing.
- CRC and the Federation attended monthly food and nutrition meetings that are part of the technical working groups (TWG) support of the CG process.
- The Federation worked with UNHCR, the Ministry of the Interior and INGOs to plan for a Reach Out workshop in April 2004.



**WHO, Royal Government of Cambodia, Handicap International and the Federation at a press briefing prior to World Health Day**

**Delegation Management**

The delegation continues to seek ways to reduce costs and yet to both administer a number of grants made to CRC through the delegation and to provide services to the PNS. As the delegation looks to develop a four-year strategy and to further embrace its core tasks of coordination and national society development, solutions to funding the modest core office costs will be considered in detail with the regional office, CRC and PNS. In the meantime, the transfer of the OD delegate from a Federation contract to a local Danish Red Cross contract has reduced delegation costs and yet secured a valuable service to CRC. Through the quarter a number of Cambodian national staff (the delegation has only four core administrative staff) have attended workshops to enhance their skills and development.

**[Contributions list below; click here to return to the title page and contact information.](#)**

APPEAL No. 01.62/2004

## PLEDGES RECEIVED

14/04/2004

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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## CASH

						TOTAL COVERAGE
REQUESTED IN APPEAL CHF ----->				1,359,264		46.7%
CASH CARRIED FORWARD				431,973		
BRITISH - RC		50,000	GBP	114,325	06.02.04	REPRESENTATION, MANAGEMENT & IMPLEMENTATION BUDGET, HOD COSTS
BRITISH - GOVT/DFID GRANT 2004				89,000	29.01.04	DISASTER PREPAREDNESS, DEVELOPMENT
SUB/TOTAL RECEIVED IN CASH				635,298	CHF	46.7%

## KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
Note: due to systems upgrades in process, contributions in kind and services may be incomplete.						
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

## ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	