

# Annual report



International Federation  
of Red Cross and Red Crescent Societies

## Cambodia

Appeal N° MAAKH001

8 May 2009

This report covers the period 1 January to 31  
December 2008



A Cambodian poultry trader transports live birds to market by motorcycle. The H5N1 Avian Influenza virus remains a threat in Cambodia.  
Photo: Alex Wynter/International Federation

## In brief

**Programme purpose:** To support the Cambodian Red Cross (CRC) to realize its vision of being the country's leading humanitarian organization.

**Programme summary:**

Despite significant achievements during 2008, the Cambodian Red Cross still faces numerous challenges which have been addressed throughout the year. The national society has worked endlessly on communicating and strengthening its new vision of adopting a holistic programmatic approach, as well as in enhancing the integration of cross-cutting activities within all programme components.

The strengthening, streamlining and improvement of the CRC partnerships has been one of 2008's main issues, and the CRC has been advocating with its partners to work towards decreasing the donor-driven and project-based support, and to better address the national society's strategic priorities. In December 2008, the CRC Central Committee committed itself to support the decentralization by introducing the delegation of authority and decision-making at branch level. The decision also aims at reducing the national headquarters structure, and strengthening branch and community capacities in order to enhance the service delivery to the beneficiaries. The CRC has been pre-selected to present an application to the Intensified Capacity Building fund, which, if granted, is expected to support the recent governance decisions. For more detailed information on the implementation of the 2008 International Federation support to the Cambodian Red Cross, please see [programme update no. 1](#) and [programme update no. 2](#).

**Financial situation:** The revised budget for 2008 was CHF 991,454 (USD 891,018 or EUR 661,194) of which 82 per cent is covered. The overall expenditure for the year is up to 75 per cent, mainly due to some challenges in regard to the national society's capacity. This limited expenditure rate has been the main reason for this appeal budget revision. In addition, the principles and values budget which amounted to CHF 46,839

has been reduced to nil as no funding was received for these activities, which are nevertheless fully integrated into all CRC programmes.

[Click here to go directly to the financial report](#)

**No. of people we help:** Close to 600,000 people have directly or indirectly benefited from the implementation of the CRC activities described in this report. The main target has been Cambodian government representatives, the national society's staff and volunteers, as well as numerous community members, through response, preparedness or development activities.

**Our partners:** In Cambodia, the International Federation's country office is run by a country representative and five national staff, and the ICRC has strengthened its presence with a new head of office appointed in August 2007. The Australian, Danish, French, German and Swiss Red Cross societies are present in the country, and provide bilateral support to CRC. The American Red Cross closed its office in Cambodia in October 2008. Several Red Cross partners have supported the CRC by contributing to this appeal, including the Australian, British, Canadian, Danish, Finnish, New Zealand and Swedish Red Cross societies.

The CRC has active partnerships with various non-governmental organizations (NGOs) and UN agencies in different areas. On behalf of the Cambodian Red Cross, the International Federation would like to thank all partners for their valuable support.

## Context

Cambodia remains one of the 14 least developed countries in the Asia Pacific region. Despite gains and significant developments, poverty remains a great challenge and the gap between the rich and poor, urban and rural, has widened significantly. With 91 per cent of the poor living in the countryside, poverty is now an overwhelmingly rural issue. Consequently, according to the *United Nations Human Development Report 2007-2008*<sup>1</sup>, Cambodia has some of the lowest human development indicators in Southeast Asia, ranking 136 on a global index of 177 countries.

In July 2008, parliamentary elections were held in Cambodia and the entire cabinet of the prime minister as well as the national assembly's leadership were confirmed. A border dispute with Thailand over the status of a holy temple situated at the border between the two countries that recently received world heritage site status has escalated. Exchange of fire has taken place, resulting in injury and loss of life on both sides of the border, and temporarily displacing several Cambodian communities in the vicinity. These communities have received assistance from the CRC through the distribution of relief items.

In December, only one non-fatal case of H5N1 (commonly known as "avian influenza") was identified in a town near Phnom Penh and was rapidly controlled.

In addition to several changes occurring within the CRC context, the Red Cross Red Crescent Movement's presence in Cambodia has also seen some alterations. The American Red Cross closed its office in Siem Reap, and the German Red Cross appointed a new country representative based in Phnom Penh. The ICRC also has expanded its presence while a new International Federation representative started work in August. Several partner national societies have temporarily halted support to CRC which raises concerns at this time of global financial recession.

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<sup>1</sup> <http://hdr.undp.org/en/statistics/>

# Progress towards outcomes

## Disaster management

### Outcomes/Expected results

The impact from disaster on the most vulnerable people through participatory preparedness and response by building the capacities of branches, local authorities and the communities with active advocacy, collaboration and coordination is reduced.

### Achievements

The CRC disaster management department (DMD) has been continuously working on adopting a more holistic, programmatic and integrated approach, utilizing the lessons learned from the operational alliance achievements and challenges in line with the DMD strategic plan. Numerous policies and guidelines have been developed and the partnership with the national committee for disaster management (NCDM) has been strengthened through the signature of a Memorandum of Understanding. The DMD has also taken an active part in the legal preparedness project implemented in Cambodia, with close support from the International Federation Asia-Pacific zone office international disaster response laws, rules and principles (IDRL) unit.

Already equipped with a set of strategic documents, clear and adapted procedures, guidelines and policies, the DMD has concentrated on strengthening and expanding its reach and has created new networks of Red Cross volunteers (RCV) at community levels in which the gender balance has been addressed and obtained. The concept of national disaster response teams (NDRT) have been introduced in Cambodia, and the first NDRT training has been conducted, where CRC staff members from the national headquarters and branches as well as NCDM staff were trained.

The merging of the existing disaster management projects into a broader programme concept nevertheless entails several challenges, among which are: the structure of the department as well as the nature of the funding support. The department staffing is not appropriate for an effective implementation of all disaster management department activities, and this issue is being addressed through the CRC human resources review. In regard to funding, the CRC disaster management activities have received only 67 per cent (CHF 86,717)<sup>2</sup> of the funds requested, while only one partner national society is bilaterally supporting the disaster management department. This creates a situation where numerous activities cannot be implemented successfully and makes the CRC dependent on a single partner. Therefore, the International Federation will appeal and advocate for more significant and un-earmarked funding for CRC disaster management activities in the future as this period is now crucial for the national society.

## Health and care

### Outcomes/Expected results

The health status of people living in rural areas of Cambodia through increased access to better water and sanitation facilities, provision of community-based health and hygiene education, and an increased awareness of HIV/AIDS is improved.

### Achievements

The 2008-2012 health strategic plan was finalized and adopted. The plan highlights the planning, monitoring, evaluation and reporting (PMER) mechanisms to support health activities; the review of the department structure; communication systems and partnerships. CRC health activities receive wide bilateral partner support, while the International Federation appeal funding remains very low. This is evident in funding received for 2008 which was only 16 per cent of the appeal budget. The main health activities supported by the Federation appeal are HIV/AIDS, avian influenza and water and sanitation and the CRC health department has shown significant achievements throughout 2008.

The CRC has also gained significant experience and knowledge in the implementation of health activities, and the programme has been affiliated to the Global Alliance on HIV/AIDS. On the contrary, Federation funding to

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<sup>2</sup> Exclusive of the balance carried forward

Cambodia's avian human influenza is no longer under the Global Alliance. Nevertheless, financial support is still being provided through the annual appeal and human pandemic preparedness is being considered in the future planning of the CRC health department. Water and sanitation activities have been reviewed and lessons learned and recommendations will be considered to improve the impact on the vulnerable communities as these activities are of great importance in Cambodia.

As with the disaster management department, the health department has been engaged in adopting a programme approach in order to integrate all health-related activities under one umbrella: HIV/AIDS, water and sanitation, avian human influenza (and dengue haemorrhagic fever), primary health care, mine action, first aid, mother and child health, and blood donor recruitment. The concept is the extension of an existing project named community-based health development (CBHD), and integration has already been addressed within the health department (water and sanitation-HIV/AIDS) as well as between programmes. The health department has established partnerships with several partner national societies, the International Committee of the Red Cross (ICRC), non-governmental organizations, the ministries of health, of agriculture, and of forestry and fisheries, WHO and the NCDM. Coordination and information-sharing mechanisms have also been put in place with the local authorities at all levels.

## Capacity development

### **Outcomes/Expected results**

The CRC capacity and performance to implement high quality core activities, projects and programmes through a well-governed and managed structure at all levels, and a network of youth and volunteers in the communities has been significantly increased.

### **Achievements**

Organizational development and capacity building today represent the top priorities of the CRC as it has an impact on the national society as a whole, and at all levels from the headquarters to branches and sub-branches, and to different Cambodian communities. As stated above, the recent decisions made by the central committee are expected to have a significant positive impact on the overall structure, ways of working and service delivery to the most vulnerable. At the time of reporting, a general understanding and commitment has been obtained by the national society's governance, management and staff at headquarters and branches to support the changing process. Nevertheless, despite numerous challenges, the CRC has made significant progress in building and strengthening its capacities. A consolidated organizational development plan has been drafted and this served to monitor the implementation of the activities throughout the year.

In early 2009, the CRC will present a plan to Intensified Capacity Building Fund. If funding is granted, this will be a great opportunity for the Cambodian Red Cross to support its decentralization process at this crucial period for the national society, especially in the context of the present global financial crisis causing great uncertainty with regard to future funding.

### **The various activities at a glance**

#### *Leadership development*

The CRC has maintained regular communication between the governance and management at headquarters and branch levels. Several international workshops, conferences and training sessions have been attended, providing exposure and visibility for the national society. In 2009, branch assemblies will be held in all provinces during which the CRC will conduct sensitization sessions on good governance and management relationships.

#### *Human resources*

Being one of the main priorities of the national society, human resource development has received special attention and despite numerous constraints, several achievements have been observed. For instance, the five-year human resource development strategy (2008-2012) has been completed, and the volunteer and youths policy guidelines have been reprinted and disseminated. The main challenges are the difficulties for the CRC to attract and retain competent staff; the discrepancies in salaries between the programme and core staff; and the highly traditional working culture. Regular meetings have been held between the International Federation and the CRC human resource department. Commitment for additional support from Red Cross partners has been obtained. The human resources department is expected to play an active role in the decentralization process to be implemented in 2009.

### *Road safety*

Road safety (RS) is considered by the Royal Government of Cambodia (RGC) as one of the key national issues and is high in the national society's agenda. Besides the undeniable impact on road users, especially the youth, this project has provided the CRC with great visibility, and is fully in line with the government's *national road safety action plan*. The main target audience will be expanded to cover not only students and youth volunteers but road professionals as well. Furthermore, road safety activities will be integrated into all branch activities. Technical and funding support is being sought from the GRSP<sup>3</sup> and discussions are ongoing at the time of reporting.



Motorcycles in Cambodia are numerous, being a major mode of transport for the general public. Sensitization on road safety practices remains a challenge for the national society. (Photo: Dr. Sok Long/Cambodian Red Cross)

### *Finance and administration*

Most efforts have been put in mapping the existing capacities of the branches in relation to financial and administrative management, as well as in assessing the procedures and systems in place. The review of all management systems will be of prime importance in the implementation of the decentralization process.

### *Planning, monitoring, evaluation and reporting (PMER)*

The overall performance of the CRC planning, monitoring, evaluation and reporting units significantly improved throughout 2008, during which existing Federation tools and manuals have been adapted to the Cambodian context, translated into the Khmer language and disseminated to the relevant parties. Additional staff were recruited, terms of references revised, and training sessions conducted. A study was carried out on the tools utilized by both the health and communication departments.

### *Resource mobilization*

In order to increase the self-reliance of the national society, significant funding was raised through various events or activities in Phnom Penh as well as in branches. The income was generated by organizing gala dinners, selling postage stamps and water filters, and through Red Cross cash donation boxes in public places and various campaigns such as the World Red Cross day celebrations. Several branches are now able to mobilize resources and contribute to support Red Cross activities, as for instance the Banteay Mean Chey branch has been able to assist 1,000 families from funds raised locally. The national society is working at present on developing a resource mobilization policy and strategy as well as guidelines to assist the branches in their efforts.

### *Branch development*

As this represents an increasingly important issue for the CRC, and is expected to greatly contribute to help the national society towards becoming a "well functioning national society", CRC partners have increased their support to branch development and capacity building. While designing new activities with the branches, specific support is provided to alleviate the branches' core costs and develop staff and structural capacities. The branches' categorization criteria are being reviewed in order to reflect more on the qualitative than quantitative aspects of the branches, and the new concept of "well functioning branches" has been introduced. The minimum package of activities is being enforced by providing financial and technical support to seven of the weaker branches. Sub-branches have been created, volunteers recruited and new activities designed. Additional branch development activities have been conducted in, among others, the areas of finance and administration, communication, and human resources.

### *Communication*

The CRC communication department has been very active in organizing resource mobilization events and several international and high-level meetings, and has ensured the national society's activities are widely covered by the local media. Besides, the department has received support from the ICRC and implemented the

<sup>3</sup> Global Road Safety Partnership: <http://www.grsproadsafety.org/page-organisation-7.html>

dissemination of Red Cross Red Crescent principles and restoring family links (RFL). Both the ICRC and the International Federation are committed to further supporting the communications department structure and staff development.

## Principles and values

### Outcomes/Expected results

There is a greater awareness of, respect for, and application of humanitarian values in Cambodia.

### Achievements

After years of unprecedented violence and oppression during the Khmer Rouge regime, Cambodia has embarked on a path of national reunification in which the Cambodian Red Cross has played a crucial role. Most efforts are been put in the wide dissemination of Red Cross Fundamental Principles, gender issues, awareness of non-discrimination and tolerance, and the fight against human trafficking. These activities have been carried out by all CRC programmes, such as communications, health and disaster management. Target audiences have included government representatives, national society staff and volunteers, and communities themselves. Presently, Principles and Values form an integral part of all CRC programmes rather than a discrete component, and separate funding will not be sought in this regard.

## Constraints or challenges

The Cambodian national society faces several challenges in the implementation of its activities as well as in the strengthening of its own structure. Human resources management has been thoroughly addressed and has benefited from support given by various CRC partners. The discrepancy in salaries and the low level of incentives for staff contribute greatly to constant staff turnover, making efforts at staff retention very challenging. Similar issues exist among the branches themselves, whereby some branches receive strong support from partners while others are assisted only by the national headquarters, or must rely on local fundraising.

Another of the main CRC challenges and concerns is in relation to the future financial and technical support, considering the negative effects of the global financial crisis already observed. The national society and the International Federation office will strengthen their communication and information-sharing tools in order to regularly inform the CRC partners of the progress made, with the hope that this will generate increased attention and support.

## Working in partnership

The CRC continues to hold bi-monthly Red Cross Red Crescent Movement coordination meetings where updates are shared and important issues are addressed with the partner national societies, the ICRC and the International Federation.



The Cambodian Red Cross held its annual partnership meeting in Phnom Penh in November 2008. (Photo: Cambodian Red Cross)

These meetings represent a good opportunity for improved information- and knowledge-sharing among Red Cross Red Crescent partners. In addition, the CRC hosts annual partnership meetings, during which the national society highlights its achievements and challenges, as well as its most recent strategic directions. The most recent meeting was held in Phnom Penh in November 2008, where the cooperation agreement strategy (CAS) document was discussed, as well as the operational alliance concept. Support was also sought from partners to support the shift from projects to programmes. In addition, the CRC is implementing activities in the frame of the Global Alliance on HIV/AIDS, avian influenza and disaster risk reduction.

With the CRC currently embarking on a programme and integrated approach in its work,

partner support that is mainly donor-driven and project-based will require some adjustment. While the latter approach has significant impact on beneficiaries, it generally allows limited scope for the national society to build its capacity and explore ways of working “outside the box” that benefit the national society in the long term.

The national society has begun awareness-raising regarding this issue with its partners, and has requested that the latter advocate less earmarking of financial support to their back donors. While it is unrealistic to expect complete un-earmarking of institutional funds, it is hoped that more flexibility can be obtained in view of “good donor practice” and the “code of good partnership” being discussed.

## Contributing to longer-term impact

It is obvious that the strategic directions adopted by the central committee such as: the shift from project to programmes, the integration of cross-cutting activities, and the overall strengthening of the national society, bring the CRC closer to becoming a “well functioning national society.” Capitalizing on lessons learned and best practices as well as knowledge-sharing between the headquarters and the branches, and among the branches themselves have become a common trend within the CRC. Regular progress observed in national and local resource mobilization, constant improvements of tools and systems, the strengthening of strategic development plans, and development of staff show a constant evolution and a clear will to work towards self-sustainability. The partnership strengthening with Red Cross Red Crescent and external partners also greatly contributes to this aim, although some challenges remain.

Finally, the recently enforced decentralization and transfer of decision making to the branches are expected to greatly enhance the CRC impact on the vulnerable communities of Cambodia. This will be achieved through empowering the branches and local communities, expanding the volunteer and member base, as well as in creating new sub-branches throughout the country. The CRC has also decided to consider poverty reduction and climate change in its programming, while addressing the Cambodia Millennium Development Goals as well as the Global Agenda goals.

## Looking ahead

As clearly highlighted in this report, the Cambodian Red Cross is in the midst of far-reaching changes which will be reflected in the forthcoming revision of the 2009 plan as well as in the drafting of the roll-out plan for 2010-2011. All Movement partners will be asked to share information on their future support to the CRC in order to encourage better coherence and avoid the duplication of efforts, which often results in creating or increasing imbalance between certain projects and branch performance. The International Federation will advocate to present and potential donors to decrease the level of earmarking which often tends to enhance the project support to the detriment of the holistic and integrated approach. It is clear that both enhanced multilateral and bilateral support are equally important and are greatly needed to assist the CRC to succeed in achieving its endeavours.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p><b>Global Agenda Goals:</b></p> <ul style="list-style-type: none"> <li>• Reduce the numbers of deaths, injuries and impact from disasters.</li> <li>• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.</li> <li>• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.</li> <li>• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.</li> </ul>
Contact information	
<p>For further information specifically related to this report, please contact:</p> <ul style="list-style-type: none"> <li>• Cambodian Red Cross: Mme Pum Chantinie, secretary general; email: <a href="mailto:pum.chantinie@redcross.org.kh">pum.chantinie@redcross.org.kh</a>; phone: +855 23 881 511; fax: +855 23 881 522</li> </ul>	

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[<return to title page>](#)