

# Appeal 2003-2004



International Federation  
of Red Cross and Red Crescent Societies

## LIBERIA

### Appeal no. 01.27/2003

*Click on programme title or figures to go to the text or budget*

	2003 (In CHF)	2004 <sup>2</sup> (In CHF)
1. Health and Care	212,544	225,000
2. Disaster Management	134,767	140,000
3. Organizational Development	312,932	200,000
4. Federation Coordination	31,179	19,000
<b>Total</b>	<b>691,419<sup>1</sup></b>	<b>584,000</b>

### Introduction

The Liberian National Red Cross Society (LNRCS) experienced a lengthy period of instability in its governance and management, which negatively affected donor confidence. The relation between the Secretariat delegation and the National Society deteriorated rapidly during 2000 for several reasons. A review was requested by the National Society which took place in June 2001. The immediate withdrawal of Secretariat delegates was proposed and was done immediately. A medium-term recommendation was for the Federation to send a Representative to Liberia for three months with limited and specific terms of reference. As a long-term recommendation, the review proposed that there should not be a separate delegation in future, but a Federation Representative, integrated into the National Society.

In January 2002, a Technical Advisor was appointed and welcomed by the LNRCS. The first visit in mid-January resulted in the decision by the National Society to engage in a Development Plan process and in May the National Society initiated an ambitious VCA exercise involving some 6,000 people from all areas of Liberia. The points raised by the Secretariat regarding areas for improvement had all been handled successfully, according to the reports by the Technical Advisor. Most of this Appeal document neither reflects the needs of the population nor the purposefulness of the National Society but a natural relaunch of the development cooperation between LNRCS and the Secretariat: the parallel delegation structure has been replaced by an integrated solution.

### National Context

There is no sign of a positive change in the present insecurity situation in Liberia. Although the ten-year civil war ended in 1997, fighting has resumed, causing tens of thousands of people to leave their homes to become refugees or find refuge somewhere inside Liberia. The persistent fighting and the increasing number of internally displaced persons (IDPs) has brought the country into a humanitarian crisis. The Liberian National Red Cross Society has been forced to abandon chapter offices in the north and west of the country and have seen other offices being looted.

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<sup>1</sup> USD 474,419 or EUR 470,094.

<sup>2</sup> These are preliminary budget figures for 2004, and are subject to revision.

Over 80% of the population live below the poverty line and more than half in abject poverty. With unemployment at a high of 85%, adult literacy at 39% (25% for females), infant mortality rate at 117/1,000 live births, under-five mortality at 194 /1,000 and maternal mortality rate of 578/ 100,000, Liberia remains one of the poorest countries in the world<sup>3</sup>.

LNRCs cooperate closely with the ICRC, the Movement's lead agency in Liberia, to alleviate the suffering of people affected by the conflict. The first priority of the ICRC has been to relocate IDPs to alternative locations. When this is not possible, the ICRC, in collaboration with the LNRCs, provides an emergency response (water and sanitation, mobile medical teams, medical evacuations and Red Cross tracing services) in accessible IDP sites. Some 80 volunteers from local Liberian Red Cross branches are assisting directly in operations on behalf of IDPs, in particular with the construction of latrines, the supply of drinking water and help with the health posts.

Peace initiatives have been launched and are still active, but without any visible progress. Since the government managed to regain control of several strategic towns in July-August 2002, fighting has more or less ceased. With the rainy season over by the end of the year and supply lines to fighting units eventually restored, there is fear that the conflict will resume. The pattern from early 2002 could very well be repeated with hit-and-run assaults followed by counter attacks. If so, there will be a continued and increasing need of humanitarian assistance. More people will have to flee, some of them again and again, since the constant insecurity will force them to abandon IDP camps and temporary dwellings.

During the time the Secretariat has had no permanent representation in Liberia, the ICRC has supported the National Society financially to secure the basic infrastructure and critical functions. However, with increasing humanitarian needs and no peace and stability in sight, the capacity of the LNRCs must be strengthened. It is therefore of greatest importance to the Secretariat that partner National Societies will participate in developing the National Society's organisation in the year ahead.

### **National Society Priorities**

Following a nation-wide VCA survey involving 672 group interviews, the National Society is preparing its development plan covering the next five years ("*Plan 2007*"). Having analysed the VCA findings and examined the strengths and weaknesses of the Society, its governing board has selected "areas of intervention". In addition, a self-assessment has been carried out, expected to be confirmed in November 2002. The expected Plan of Action to follow the assessment will to a large extent be incorporated in the Restructuring Programme 2003 (see below).

#### **At a Glance**

	<b>YEAR</b>	<b>COMMENT</b>
Statutes		
National Disaster Plan		
National Development Plan		In preparation
CAS		
Self Assessment	2002	
Elections	2001	
Yearly audit		

#### **Main Strengths**

- access to international communication
- good legal base
- decentralised structure with chapters and branches

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<sup>3</sup> UNICEF donor update 29, May 2002

### Main Challenges

- incomplete decentralisation.
- lack of planning and policies.
- poor communication between headquarters and chapters.
- financial constraints and a 'dependency syndrome'.
- involving stakeholders and beneficiaries in decision-making.
- relations between governance and management on chapter level.

Major goals include:

- Disaster Management: LNRCS is well prepared to respond with speed, effectiveness and quality to natural and man-made disasters.
- Health and Care: Through promotion and advocacy, prevention and community action, the LNRCS is making a major difference to the health of vulnerable people in Liberia.
- Humanitarian Values: A vigorous promotion of the Fundamental Principles have changed the behaviour in the community.
- Organisational Development: LNRCS is a well-functioning National Society, efficient and effective in addressing vulnerability and further fostering its institutional development.
- Working together effectively: LNRCS and its partners work together effectively through programme cooperation, long-term partnerships and more active advocacy.

Each area will contain a number of priorities and a list of major activities. Although the National Executive Board has approved areas and goals as stated above, the Executive committee may make minor adjustments in the implementation stage as the development plan continues to take shape.

### Red Cross and Red Crescent Priorities

International Federation: With "*Plan 2007*" approved, the Secretariat would coordinate the National Society's CAS.

ICRC: The ICRC gives priority to protection and repatriation issues as well as providing assistance to IDPs and their host communities and implementation of operations and projects with LNRCS. Another focus will be developing a well functioning tracing system with the evolution of the conflict and the poor infrastructure in Liberia. Increasing knowledge of the International Humanitarian Law will be emphasised in their dissemination.

Particularly in conflict preparedness, food security and first aid activities, the ongoing cooperation between the ICRC and the National Society is supporting the strategy of the Secretariat as outlined below. Regular meetings between the three components of the Movement will ensure that experience gained is influencing new projects and that duplication is avoided. As much as possible, planning and working together will strengthen cooperation and limit expenses.

Bilateral: Though there has not been any bilateral agreements between LNRCS and Participating National Societies for the last two years, potential partners will be invited to comment on "*Plan 2007*".

### Primary support from the Movement in 2002

Partner	Health	Relief	Disaster Management	Humanitarian Values	Organisational Development	Other
ICRC	xx	xx	xx		xx	
Federation*	X				xx	

\* Federation support comes from the Swedish RC and British RC (DFID).

### Priority Programmes for Secretariat Assistance

With the ICRC as lead agency in Liberia, programmes to be supported by the Secretariat are above all aiming at the capacity building of the National Society. An extensive restructuring programme is being launched which includes a decentralisation of project implementation with new roles for chapters and headquarters, finance development and attention at common governance-management issues.

A scaling-up of the National Society's activities to combat HIV/AIDS surely reflects the serious situation in Liberia with a 8.2 % prevalence and a very exposed population. At the same time, LNRCS would like to focus more on preventive health care in the spirit of ARCHI 2010. A campaign to recruit and train more health volunteers is thus a priority.

To strengthen the conflict and disaster preparedness at chapter level, LNRCS and the ICRC have agreed to establish, train and equip local Emergency Response Teams. Within the Disaster Management programme, the Secretariat will support the further development of the ERTs. As a first assignment, the teams will be involved in a VCA on food security, where the National Society has gained important experience.

## **1. Health and Care W** *<Click here to return to the title page>*

### **Background and achievements/lessons to date**

Health and Care in the community is playing an important role in the LNRCS programme. Over the years, service delivery has been central and, still, the Monrovia clinic is a dominating undertaking. With ARCHI 2010, the National Society is slowly moving away from the traditional health care delivery to preventive health through trained volunteers. A precondition for this is development of a Volunteer Management System, which gets central place in "*Plan 2007*", the new five-year development plan.

It is estimated that there are some 5,000 Red Cross volunteers in Liberia today. A few of them have received health training and there are some professional health workers in that group. LNRCS now plans to identify 20-30 volunteers from all 15 chapters to participate in a Training of Trainers (ToT), assign them to conduct a training of volunteers in their respective chapters, and engage them in Preventive Health Projects (PHPs) in selected areas of their county.

The PHPs will follow the criteria for health projects and activities set out in ARCHI 2010:

- Promotion and advocacy, focusing on nine key messages, using ARCHI tool kits.
- Prevention and community action, giving priority to condom distribution and water and sanitation.
- First Aid/initial response, above all to diarrhoeal cases (ORS).

The teams will initiate community actions where possible and collect data in towns and villages they visit to serve as baseline information for future follow-up.

The LNRCS will go a step further in Grand Bassa by concentrating on scaling up its awareness campaigns on HIV/AIDS.

HIV/AIDS is an increasing concern in Liberia. The large number of IDPs - in the range of 100,000 - and their living conditions has contributed to a deteriorating situation. Slow economic growth and 85% unemployment are other factors adding to the uncontrolled spread of the pandemic. LNRCS has over the past 5-8 years gathered considerable experience in prevention through peer education. In 2001, the National Society participated in condom distribution in IDP camps and host communities in cooperation with UNFPA. With the ICRC, LNRCS is assisting victims of the conflict as well as promoting HIV/AIDS awareness.

In 2003, the National Society will build on previous experience of prevention education activities but with at least one important difference: instead of spreading out, LNRCS will scale up its presence in one county, Grand Bassa. Situated along the sea coast some 150 km south-east of the capital, Grand Bassa is one of the fifteen counties of Liberia with a population of about 300,000. 60% of the population is estimated to be adolescents, generally without information and education about their reproductive health. The county is the second largest port of entry in Liberia, facilitating import and exports, making it a gateway to travellers, sailors, and a cluster of general population movement in search of job and other socio-economic opportunities.

LNRCS intends to emphasise cooperation with relevant government authorities, the UN system and NGOs. By coordinating each phase of the project, it will be possible to maximise the impact and avoid duplications. The Grand Bassa HIV/AIDS Prevention Campaign will also put considerable effort into strengthening the Red Cross volunteer system. By recruiting and retaining volunteers, the impact of the project activities will increase and a more sustainable structure will be in place. To succeed, a management system is required.

### **Overall Goal**

The health of vulnerable people in Liberia is improved through increased knowledge of how to prevent HIV/AIDS.

### **Programme Objective**

Through peer educators and its volunteers, LNRCS is contributing to the community's ability to prevent major health hazards such as HIV infections

### **Expected Results**

1. Community health has been improved through increasing access to preventive health care and knowledge on major health hazards provided by a growing corps of trained Red Cross volunteers.
  - 25 trainers of trainers from all 15 chapters have been trained.
  - 200 volunteers have been recruited and trained at chapter level.
  - 40% of the population in 10 counties have received the key messages.
  - Reduction of disease cases in target counties.
  
2. Through peer education, the awareness of HIV/AIDS among young people in Grand Bassa county has been significantly increased.
  - The target population in Grand Bassa (20,000 persons under 18 years) have received key health messages.
  - 30 health clubs are established in target schools.
  - A Volunteer Management System covering all five districts of Grand Bassa has been put in place.
  - Stigmatisation and discrimination towards PLWHA has been reduced in the target county.
  - Significant behaviour change has been noted among target population.

## **2. Disaster Management W [<Click here to return to the title page>](#)**

### **Background and achievements/lessons to date**

As mentioned above, LNRCS has been and is still assisting victims of conflict in close cooperation with the ICRC. One activity has included the establishing and equipping of local Emergency Response Teams in all counties' chapters. The local ERTs will have 4-6 members covering First Aid/Community-Based Health Care, Water and Sanitation, Relief and administration, Tracing, Dissemination and Food Security. The teams are on standby to assist in any emergency in their area. Although the teams (with the exception of Montserrado chapter) have been established very recently, some constraints or unsolved issues should be dealt with to secure the best possible performance.

- How to retain the teams when there is no emergency or any other assignment.
- Logistics: transport and radio communication.
- Access to relief supplies above all for minor emergencies where Red Cross assistance is expected.

A multiyear training plan and a database covering team members would further contribute to make the teams reliable and professional. This programme will therefore include further training, registration and equipping of the teams. An important activity is an assignment to visit towns and villages to investigate possible food insecurity and how people cope with such difficulties. The team will also cover a Community-Based Disaster Preparedness vision with support of the community itself. Making use of the National Society's recent VCA experience, the survey intends to advise LNRCS on which areas of Food Security to give priority.

Food security is also a focus of another project in the DM programme. The project will assist 1,000 beneficiaries in eight districts in Margibi, Bong, Grand Bassa and Rivercess, engaging them in small-scale farming activities to produce supplementary food commodities for their dietary needs to meet basic daily requirements. Selected districts will all have Red Cross branches - including the branch coordinator and volunteers - implementing the project in close cooperation with LNRCS headquarters and the Federation Secretariat, as well as with close collaboration of other actors who have more experience and expertise in food security.

### **Overall Goal**

The most urgent needs of the vulnerable to having physical and economic access to sufficient safe and nutritious food are met.

### **Programme Objective**

While developing the National Society's local Emergency Response Teams, the Society will learn more about the most urgent needs in the area of Food Security and support vulnerable people's access to food.

### **Expected Results**

1. The local ERTs are well trained and equipped to assist in emergencies and have a documented capacity to carry out needs assessment using VCA technique.
  - Registered members of local Emergency Response Teams trained in needs assessment and VCA techniques.
  - 10 local ERTs have access to relief items, transport and radio communication when required.
  - LNRCS able to decide on food security priorities based on a nation-wide VCA survey.
  - National Society staff in senior positions have received a DP training to foster increased support for DP activities on chapter level.
2. The National Society's capacity has been strengthened to assist vulnerable people in having physical and economic access to sufficient, safe and nutritious food.
  - 75% of the target group (1,000 persons) are able to plant in the next farming season using their own reserve.
  - Beneficiaries are able to exhibit new techniques learned in crop management, nursery construction and management, fertiliser application, and transplanting.
  - Sufficient quantity of food produced to improve the nutritional diet of the beneficiaries.
  - Improved capacity to implement disaster preparedness and development projects in the four Red Cross chapters and eight districts involved.

## **3. Organisational Development W [<Click here to return to the title page>](#)**

### **Background and achievements/lessons to date**

Over the years, LNRCS has played a major role in assisting vulnerable people in Liberia which has contributed to its goodwill and support. Although there have been times of internal problems in the National Society, its members and volunteers have always been able to overcome the crisis. Today, with tens of thousands of internally displaced persons (IDPs) and a growing number of victims of armed conflicts, Liberia needs its Red Cross Society now more than ever before. The leadership of LNRCS is committed to work hard to strengthen the structure and the operational and resource development capacities of the National Society at headquarters, zonal and chapter levels. The ultimate goal of LNRCS is to become a well-functioning national society capable of delivering relief and development services effectively and efficiently.

LNRCS is faced with the problem of providing quality services to the vulnerable population against a background of extremely weak donor assistance and almost no income from own resources. As a result, the level and quality of the services provided by the LNRCS is low. Lack of financial resources for organisational development prevents the National Society from being able to recruit and retain competent staff and to maintain an efficient working environment at headquarters and chapter offices.

Limited capacity to monitor activities in the chapters threatens to disintegrate the important relation between headquarters and the chapters. The organisational structure of headquarters is not adequate to play its role of providing technical assistance to 15 autonomous chapters. Critical administrative and financial management systems (accounting, logistics, personnel) are simply not strong enough.

LNRCS is now launching a restructuring process, which has three major components:

- Cost reduction, through scrutinising the structure and all budget lines of headquarters and chapters.
- Efficient and transparent operations and financial management systems run by competent and well trained staff, and
- Core costs to be identified and covered by own funds within a defined time frame by development and implementation of a sustained income generating project.

The aim of the restructuring is to establish a central organisational structure, a headquarters that is adequate to meet the requirements of LNRCS. The role of the headquarters is:

- Policy making: to ensure that the quality of work is maintained and in accordance with Red Cross and Red Crescent policies and fundamental principles (Service Quality Control).
- Advising and monitoring: a technical storehouse and a service provider to chapters and branches.
- Coordinating: an efficient partner to Participating National Societies, the Secretariat, the ICRC and governmental and international humanitarian organisations.
- Communicating: responsible for external relations - within and outside the movement - and all national activities in the field of information campaigns and dissemination initiatives.

LNRCS is decentralised, aiming to have strong chapters with the capacity to carry out the National Society's mission. Members and volunteers should have the opportunity to participate in the decision making process. By empowering the chapters, community mobilisation will be enhanced, which in turn will promote volunteerism, self-help and self-reliance. People feel closer to the chapters as they are more sensitive to the needs of the local people than any central institution. Local staff and volunteers show they are responsible and capable of solving problems facing their communities.

To reach a real decentralised structure, the restructuring will support the chapters to obtain:

- Statutes that allow members or their representatives to elect an executive board in a democratic way;
- Core staff and a core group of volunteers;
- Functional chapter offices, equipped with electricity and means of communication and mobility;
- Capacity to implement projects;
- Self-reliance, with income-generating activities to cover core costs.

It is also part of the restructuring to underline the specific functions of Governance, and the importance of a clear separation between governance and management activities.

### **Overall Goal**

LNRCS is a well-functioning National Society.

### **Programme Objective**

LNRCS is capable of delivering services effectively and efficiently.

### **Expected Result**

The National Society has a decentralised structure with active chapters, which facilitates its improved operational capacities and resource development capacities.

- Governance has clearly defined job descriptions, and work of Governance is distinctly different from the work of Management.
- The National Society is decentralised, having strong chapters with the capacity to carry out the Mission of the Society.
- Headquarters provides technical support to chapters.
- Efficient and transparent management systems run by competent and well-trained staff in place.
- Core costs identified and covered by National Society's own funds within a defined time period.

## **4. Federation Coordination W [<Click here to return to the title page>](#)**

### **Background and achievements/lessons to date**

Recent developments have initiated a shift in the Secretariat's country presence from a parallel to an integrated structure to enable the National Society to make decisions with the Secretariat taking the advisory and facilitative role. The decision by the Secretariat to introduce an integrated model in Liberia does not limit the cooperation between the Secretariat and the LNRCS; but it assures that no parallel structure can replace the National Society in the driver's seat. At the same time, the Secretariat will keep its regional and country delegations and regional offices with redefined roles and responsibilities supporting the West Africa National Societies in their capacity building and disaster response and for purposes of humanitarian advocacy and profiling the Secretariat regionally.

In 2003, the Secretariat is planning to have a Representative in Liberia and a Finance Development delegate for three months. The Representative will assist the National Society in coordinating its partner relations, ensuring that available funds are utilised in the most efficient way. To support this, a Cooperation Agreement Strategy (CAS) will be a key tool in the Secretariat's efforts to coordinate the programming of various partners. Success will depend on the strength and robustness of the Liberian National Red Cross Society's "*Plan 2007*", and on its partner National Societies demonstrating more transparently that they value the coherence of the Movement and showing commitment to CAS frameworks.

As lead agency for the Red Cross and Red Crescent Movement in Liberia, the ICRC is coordinating emergency response operations, working with the LNRCS to assist the victims. In the wake of the Secretariat leaving Liberia in 2001, the ICRC has expanded its support to the National Society to include capacity building elements and administrative support. This has been and continues to be very important and has been a prerequisite of LNRCS' contribution to the implementation of projects and operations.

Following the approval of the development plan "*Plan 2007*" in September 2002, LNRCS would like to initiate the CAS process with the support of the Secretariat. This process will incorporate plans of Participating National Societies and other partners in relation to the objectives and priorities of "*Plan 2007*". A partnership meeting is planned for the first quarter of 2003.

**Overall Goal**

The Secretariat in Liberia is supporting LNRCS' priority needs and all forms of partnership and cooperation.

**Programme Objective**

LNRCS has defined its strategy for developing partnerships.

**Expected Result**

The CAS process is successfully introduced and partnership relations strengthened.

- The CAS process is finalised.
- A successful partnership meeting takes place before the end of the first quarter of 2003.

*<Budget below - [Click here to return to the title page](#)>*

# BUDGET 2003

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.27/2003

Name: Liberia

PROGRAMME:	Organisational Development	Health & Care	Disaster Management	Humanitarian Values	Federation Coordination	International Representation	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	8,056	0	0	0	8,056
Clothing & textiles	0	0	12,890	0	0	0	12,890
Food	0	403	0	0	0	0	403
Seeds & plants	0	0	12,868	0	0	0	12,868
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0
Teaching materials	0	4,500	0	0	0	0	4,500
Utensils & tools	0	0	4,208	0	0	0	4,208
Other relief supplies	0	0	1,386	0	0	0	1,386
<b>SUPPLIES</b>	0	4,903	39,408	0	0	0	44,311
Land & Buildings	0	0	0	0	0	0	0
Vehicles	16,112	0	0	0	0	0	16,112
Computers & telecom	23,888	10,852	0	0	0	0	34,740
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	9,767	5,047	0	0	100	0	14,914
<b>CAPITAL EXPENSES</b>	49,767	15,899	0	0	100	0	65,766
Warehouse & Distribution	0	0	4,350	0	0	0	4,350
Transport & Vehicules	4,367	19,657	16,837	0	500	0	41,360
<b>TRANSPORT &amp; STORAGE</b>	4,367	19,657	21,187	0	500	0	45,710
Programme Support	20,341	13,815	8,760	0	2,027	0	44,942
<b>PROGRAMME SUPPORT</b>	20,341	13,815	8,760	0	2,027	0	44,942
Personnel-delegates	116,325	22,638	12,890	0	12,412	0	164,264
Personnel-national staff	83,336	74,053	30,692	0	0	0	188,080
Consultants	2,900	644	4,672	0	0	0	8,216
<b>PERSONNEL</b>	202,561	97,335	48,254	0	12,412	0	360,561
W/shops & Training	14,179	3,000	1,611	0	0	0	18,790
<b>WORKSHOPS &amp; TRAINING</b>	14,179	3,000	1,611	0	0	0	18,790
Travel & related expenses	250	3,891	644	0	1,789	0	6,574
Information	3,222	26,497	2,175	0	10,473	0	42,366
Other General costs	18,245	27,547	12,728	0	3,878	0	62,396
<b>GENERAL EXPENSES</b>	21,717	57,935	15,547	0	16,140	0	111,337
<b>TOTAL BUDGET:</b>	312,932	212,544	134,767	0	31,179	0	691,419