

# Appeal 2004



## GUINEA-BISSAU

### Appeal no. 01.23/2004

*The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. The Federation is the world's largest humanitarian organization, and its millions of volunteers are active in over 180 countries. All international assistance to support vulnerable communities seeks to adhere to the Code of Conduct and the Humanitarian Charter and Minimum Standards in Disaster Response, according to the SPHERE Project.*

*This document reflects a range of programmes and activities to be implemented in 2004, and the related funding requirements. These are based upon the broader, multi-year framework of the Federation's Project Planning Process (PPP). The PPP products are either available through hyperlinks in the text<sup>1</sup>, or can be requested through the respective regional department. For further information concerning programmes or operations in this or other countries or regions, please also access the Federation website at <http://www.ifrc.org>*

*[Click on programme title or figures to go to the text or budget](#)*

	2004 in CHF
<b>Programme title</b>	
<b>Strengthening the National Society</b>	
Health and Care	105,850
Organizational Development.	36,866
<b>Total</b>	<b>142,716<sup>2</sup></b>

*Please note that objectives, expected results, and activities associated with the Coordination, Cooperation and Strategic Partnerships programme are included in the narrative of this appeal; the budget associated with these activities is integrated within other programme budgets. [<Click here to go to the text>](#)*

<sup>1</sup> Identified by blue in the text.

<sup>2</sup> USD 107, 184 or EUR 91, 867.

## National Context

Guinea-Bissau is a small Portuguese country, which borders with Senegal in the north, Guinea Conakry in the South and a long stretch of the Atlantic coastline in the west. A former Portuguese colony, it became independent in 1973 after several years of liberation struggle. Long years of armed conflict have also taken a heavy toll on this country, ranking it one of the world's poorest. After a military coup on 14 September 2003, new civilian administration and an interim Prime Minister were installed on 28 October 2003.

The economic deterioration in recent years have paralysed both the private and public sectors and increased poverty while salaries are apparently the lowest in the sub-region: FCFA 20,000-30,000 (less than USD 50) for high-level officers.



The cost of living could be said to be high when compared with countries in the monetary zone. Added to these, are acute power and energy problems. Thus, one of the consequences, among other things, is absenteeism in the public sector. The health sector is seriously affected while the educational system has been grounded for the past two years.

Guinea-Bissau's estimated 1.5 million people are mainly rural as agriculture represents more than half the country's gross national product. The country has poor social indicators with less than half the population having access to safe water and adequate sanitation. Regular outbreaks of cholera occur nationwide. An 11-month civil war destroyed about 20% of the country's infrastructure. Since then, little progress has been made in terms of poverty reduction and investment in public infrastructure. There are 16,000 full-blown cases of HIV/AIDS infection with an infection rate estimated at 2.8% according to UNAIDS 2001 data. . In 2002, it ranked 167th out of 173 countries on the UNDP human development index.

### At a glance

	<b>Guinea-Bissau</b>	<b>Sub-Saharan Africa</b>	<b>World</b>
Population	1.5	-	-
Life expectancy at birth (year)	4.5	48.7	66.9
Infant mortality rate	277 per 1000	-	-
Adult literacy rate (%age 15 and above), 2000	39.6	61.5	-
Adult literacy rate (female as %of male), 2000	75	77	-
Combined primary, secondary and tertiary gross enrolment ratio (%), 1999	43	42	25
GDP per capita (PPP USD), 1998	160	1,690	7,446
People living with HIV/AIDS, adults (%age 15-49), 2001	2.81	9.0	1.2
Refugees (thousands), in/out, 2000	1	-	-

Source: UNDP Human Development Report, 2002  
PPP in this context refers to Purchasing Power Parity.

## Red Cross and Red Crescent Priorities

### Movement<sup>3</sup> Context

The **Red Cross Society of Guinea-Bissau** enjoys a positive public image mainly due to the impact of the rescue operations it carried out during the armed conflicts of 1998–1999 in the country. The Federation implemented a capacity building programme focussing on health, water and sanitation in 1999. However, the project was mismanaged due to the national society's lack of financial and administrative management capacity. Thus the Mano River sub-regional office makes the capacity building of the national society one of its major priorities. Currently, all activities with the Federation have been halted. The only ongoing activities are those of the Spanish Red Cross and the ICRC.

The national society became one of those forgotten national societies, and has remained outside the donor pool to date (including the Federation). The Mano River sub-regional office has identified as one of its major and very first priorities to renew strong relations and a new way of cooperation with the national society. The Federation sent the current secretary general of the Togolese Red Cross early July 2003 to help the Red Cross of Guinea-Bissau define a new strategic development plan which could be proposed and accepted at the future general assembly scheduled for November 2003 with the financial and technical support of the Federation.

In its efforts to support the Red Cross of Guinea-Bissau become more efficient, the Federation has drafted a Memorandum of Understanding (MoU) between the Guinea Red Cross Society and the Red Cross Society of Guinea-Bissau, fostering a better and closer coaching, knowledge sharing and trans-border activities. Some other Lusophone Societies will be included in the training process for governance and management.

The ICRC supported the national society to set up an Emergency Response system as part of its contingency planning for the 2000 elections and helped in information dissemination and awareness activities.

The Spanish Red Cross helped the national society to maintain a state-run health centre constructed in 2000. This centre is integrated into the National Health System. The Red Cross of Guinea-Bissau, together with local NGOs undertake several activities at this health centre, which include follow-up sessions for pregnant women in the areas of HIV/AIDS as well as Mother/Child Health Care. The WFP assists the NGOs in supplying provisions for distribution in Mother/Child Health Care programme.

Currently, the Spanish Red Cross is involved in a water and sanitation (WatSan) project planned for 2002–2004 during which 30 wells and pit latrines will be dug in 30 villages in the Oio region, comprising three districts. The Spanish Red Cross is also scouting for funds for another HIV/AIDS programme targeting the student and non-student population. It is hoped that this cooperation with the Spanish Red Cross will also be extended to institutional support to the national society.

### Primary support from the movement in 2003

Partner	Health	Relief	Disaster Management	Humanitarian Values	Organizational Development	Other
ICRC				X		XX
Spanish Red Cross			X		XX	XX
Federation					X	

Despite ongoing activities, strategic orientations are yet to be defined. Activities being executed seem to have been conceived in isolation, as they do not follow the generally approved development plan of statutory governing organs. This fact tends to reinforce the national feelings that major decisions are not inspired from governance.

<sup>3</sup> 'Movement' refers to the International Red Cross and Red Crescent Movement

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### **National Society strategy/programme priorities**

The Red Cross of Guinea-Bissau is a state-established national society that owes its origin to the National Liberation struggle when emergency rescue workers were trained to work alongside nurses. After the 1973 independence, in response to an invitation from the Ministry of Health, citizens gathered to form what became the Red Cross of Guinea-Bissau in 1977. It was established through a decree adopted at a ministerial council meeting. The same decree approved the constitution of the national society.

One of the biggest challenges facing the national society is governance. Due to the malfunctioning of the national society's organs, the government issued a decree in April 2003, establishing an Administrative Commission directly under the Prime Minister's office, to manage the national society, review and draft a new constitution and also organize a General Assembly. The revised constitution in 2000 did not go through the usual process for government approval and the State provides annual subvention for the national society. Currently, state subvention does not come as expected and salaries are not being paid. Telephone and power supply services have been suspended. This situation has seriously hampered operations of the Red Cross of Guinea-Bissau.

As a weak national society, it is yet to do its CAS. Its statutes adopted on 20 January 2000 are yet to be validated or revised. Its second General Assembly was done in 1999 following the first one in 1983. Currently, the Council of Ministers of the government imposed a president on the national society against the normal procedures of the RC Movement. As a result, the independence of the national society is being compromised. The national society is therefore not happy with this state of affairs and is receptive to a change process in these areas:

#### **Governance:**

Other than the General Assembly, which meets every three years, in line with the provisions of its revised constitution of 2000, the National Council should meet every six months, while the Board of directors should hold a monthly meeting. The National Council has, however, been unable to hold its sessions while the Board is undersized (one Chairman, two Vice Chairmen, one treasurer, one legal adviser and two Regional representatives) and finds it difficult to carry out management and supervisory duties. Providing more technical advisers in key activities is expected to strengthen the Board. The frequency of meetings will be reviewed in relation to available resources and the Board's redefined role.

#### **Management:**

The management team is convinced of the need to increase professionalism in the national society's commissioning of its duties. Volunteers at several key posts are often absent. There are no full time Health and DP coordinators. The permanent ones are hardly available, since salaries are very low and have not been paid for months. Urgent solutions should be found to help the national society create a real team capable of facing the national society's challenges.

#### **Volunteer network:**

The Red Cross of Guinea-Bissau has a network of volunteers in 11 major towns of the region or sector, out of the 38 in the country. Branches are yet to be opened at the grass root levels (villages). This insufficient network of volunteers affects the implementation of new perspectives of Strategy 2010<sup>4</sup> and ARCHI<sup>5</sup> 2010 Initiative elaborated for the African national societies. Opening of local branches is imperative and have immediate priority for the envisaged programmes, even if it were for only a short term.

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<sup>4</sup> Strategy 2010 is the International Federation's guiding framework for the decade 2000 to 2010. This overall strategy identifies the following four CORE areas as the cornerstones upon which the International Federation will continue to build its collective expertise and reputation: humanitarian values; disaster preparedness; disaster response; and health and care in the community. Refer to <http://www.ifrc.org/who/strategy.asp>

<sup>5</sup> ARCHI – African Red Cross and Red Crescent Health Initiative 2010 builds on its strength: a Red Cross and Red Crescent presence in each of 53 countries in Africa and, in all, more than 2 million volunteers. The overall goal of ARCHI 2010 is to make a major difference in the health of vulnerable people in Africa. (refer to <http://www.ifrc.org/WHAT/health/archi/>)

### **Challenges for the future**

1. Revision of the Constitution:

One of the responsibilities of the government-established administrative commission was the 2000 constitutional review. Anticipated major achievements from this process include:

- The establishment of an independent yet well-equipped national society capable of maintaining close collaboration with the state in conformity to the fundamental principles of the Movement will guarantee the smooth continuity of humanitarian action shielding the national society from political constraints.
  - The defining of mechanism for cooperation with the State.
  - The attainment of a transparent management relationship with the State. It should also equip the national society with the needed capacity to mobilize funds at national level. The creation of a constitutional review committee comprising of representatives from the government, and a representative from the components of the Movement can be feasible.
  - The establishment of stronger governing organs well adapted for better performance (availability of human resources and holding of regular statutory meetings).
2. Proposal of a strategic plan for adoption at the General Assembly: A planning committee in charge of drafting a document, with the technical assistance of the Federation will be established. This will be based on situations in health and disaster prevalence, an evaluation of the national society's capacity, environmental analysis and the definition of strategic policies.
3. Implementation of the programme will involve establishing an adequate structure at the Secretariat for the management of the programme before the general assembly, which is anticipated for November 2003.
4. Organization of a national council meeting to examine the documents to be submitted for the General Assembly.
5. Assurance that the general assembly is really held before the end of November January 2003.

## **Strengthening the National Society**

### **Health and Care**

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#### **HIV AIDS Project**

##### **Background and achievements:**

The Red Cross of Guinea-Bissau has a positive public image; this is essentially largely due to its health care activities during the internal armed conflicts experienced between 1998 and 1999.

The national society's visibility is further enhanced through the Spanish Red Cross assisted HIV/AIDS and primary health care activities with pregnant women. The regional HIV/AIDS<sub>1</sub> prevalence rate rose from 8 to 10% and HIV<sub>2</sub> increased from 5.2% to 7.1% in 2001. About 121 cases of HIV/AIDS infection were registered and the most infected groups are between 20 and 49 years old mostly Gabu, Cacheu and Bafata regions.

This HIV/AIDS project falls within the global framework of the Federation's Strategy 2010 and ARCHI 2010. Red Cross of Guinea-Bissau has planned a better involvement in the fight against STI/ HIV-AIDS and blood donation promotion, as stipulated in the National Programme of Fight against AIDS (NPFA).

The implementation zones for the project are the Oio region and Bissau zones covering five districts: Bissau, Nhacra, Bissora, Mansoa and Mansaba. The national society has committees in the targeted zones capable of carrying out humanitarian activities.

**Goal: Red Cross of Guinea-Bissau has contributed to the reduction of the HIV/AIDS prevalence in Guinea-Bissau.**

**Objective: The knowledge of youth and women in STI/AIDS is increased and blood donation sensitization capacity of the national society improved by 2005.**

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### **Expected Results**

- At least 60% of youth and women in the project zone have increased knowledge in STI/AIDS by the end of December 2005.
- The Red Cross of Guinea-Bissau is equipped in sensitization material on STI/AIDS and benevolent blood donation.

## **Organizational Development**

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### **Background and achievements:**

The national society has experienced long periods of neglect, which paralysed its activities. While CAS is yet to be implemented, its statutes internal regulations need revision. The national society's independence is being compromised due to government intervention. The national society's large volunteer network needs to be strengthened to enhance their capacity in the face of growing vulnerable population. Thus, the sub-regional office will focus on the organization development of the national society in 2004.

**Goal: Help the Red Cross of Guinea-Bissau become a well-functioning national society.**

**Objective: To build and strengthen the national society's governance and management capacity to enhance its potentials to becoming a well-functioning national society.**

### **Expected Results**

- Completion and agreement of a well-coordinated CAS resulting in a partners' meeting.
- Adoption and implementation of good governance practices in local/regional committees.
- Increased knowledge of the fundamental principles, structure and strategies of the Movement within the branches; implementation of the national society's decentralization process; governance and integrity issues are addressed.
- Implementing of all training sessions at national and branch level (PPP, finance, reporting, good governance, non-discrimination, including the promotion of humanitarian values through the youth).

*[<Click here to access the Logical Framework Planning Matrix document for Governance and Management>](#)*

## **Coordination, Cooperation, and Strategic Partnerships**

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

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In providing support for the Red Cross of Guinea-Bissau, the sub-regional office will establish an integrated regional coordination mechanism in all the different sectors (Health, HIV, DP, HV, Reporting, Information, Finance, Administration, IT/Telecommunications and Logistics) through regional seminars and workshops in collaboration with the ICRC.

This will be done with the regional technical personnel already in place and others that will be recruited. The sub-regional office will therefore become an operational centre for management, coordination and continuous education of country delegations and national societies in the region. These efforts will include evaluation and monitoring of the development of the national society staff in the region. The office will develop and implement a regional cooperation strategy between countries whereby Liberia will work with Sierra Leone, Guinea-Bissau will work with Guinea Conakry and Côte d'Ivoire will work with Guinea-Bissau each one sharing knowledge on areas they are stronger.

**Goal: The capacity of the Red Cross of Guinea-Bissau is evaluated and strengthened through personalized, specialized and adapted training programmes.**

**Objective: Red Cross of Guinea-Bissau receives direct technical and material support in the formulation, implementation and reporting on projects in 2004-2007.**

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### **Expected Results**

1. The capacity of the national society is reinforced through adapted and personalized training.
2. The quality of service provided to vulnerable population is improved.
3. The image of all the national society as an auxiliary of its government is enhanced.
4. The national society will scrupulously ensure its financial reports and programme narratives are result-based and timely.
5. The Red Cross of Guinea-Bissau gets involved in knowledge sharing with other Societies in the region.

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# BUDGET 2004

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.23/2004

Name: Guinea-Bissau

PROGRAMME:

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	Emergency	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	2,625	0	0	0	0	0	2,625
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0
Teaching materials	775	0	0	0	0	0	775
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	750	0	0	0	0	0	750
<b>SUPPLIES</b>	<b>4,150</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4,150</b>
Land & Buildings	0	0	0	0	0	0	0
Vehicles	3,000	0	0	0	0	0	3,000
Computers & telecom	2,000	0	0	3,500	0	0	5,500
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
<b>CAPITAL EXPENSES</b>	<b>5,000</b>	<b>0</b>	<b>0</b>	<b>3,500</b>	<b>0</b>	<b>0</b>	<b>8,500</b>
Warehouse & Distribution	0	0	0	0	0	0	0
Transport & Vehicules	5,093	0	0	2,543	0	0	7,636
<b>TRANSPORT &amp; STORAGE</b>	<b>5,093</b>	<b>0</b>	<b>0</b>	<b>2,543</b>	<b>0</b>	<b>0</b>	<b>7,636</b>
Programme Support	6,880	0	0	2,396	0	0	9,276
<b>PROGRAMME SUPPORT</b>	<b>6,880</b>	<b>0</b>	<b>0</b>	<b>2,396</b>	<b>0</b>	<b>0</b>	<b>9,276</b>
Personnel-delegates	0	0	0	0	0	0	0
Personnel-national staff	26,050	0	0	3,000	0	0	29,050
Consultants	0	0	0	0	0	0	0
<b>PERSONNEL</b>	<b>26,050</b>	<b>0</b>	<b>0</b>	<b>3,000</b>	<b>0</b>	<b>0</b>	<b>29,050</b>
W/shops & Training	39,414	0	0	12,363	0	0	51,777
<b>WORKSHOPS &amp; TRAINING</b>	<b>39,414</b>	<b>0</b>	<b>0</b>	<b>12,363</b>	<b>0</b>	<b>0</b>	<b>51,777</b>
Travel & related expenses	3,324	0	0	0	0	0	3,323
Information	575	0	0	0	0	0	575
Other General costs	15,364	0	0	13,064	0	0	28,428
<b>GENERAL EXPENSES</b>	<b>19,263</b>	<b>0</b>	<b>0</b>	<b>13,064</b>	<b>0</b>	<b>0</b>	<b>32,326</b>
<b>TOTAL BUDGET:</b>	<b>105,850</b>	<b>0</b>	<b>0</b>	<b>36,866</b>	<b>0</b>	<b>0</b>	<b>142,716</b>