

Appeal 2005



International Federation
of Red Cross and Red Crescent Societies

AFGHANISTAN

Appeal no. 05AA045

The International Federation's mission is to improve the lives of vulnerable people by mobilising the power of humanity. The Federation is the world's largest humanitarian organisation, 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, objectives, and related activities to be implemented in 2005, and the corresponding 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 text¹, or can be requested through the respective regional department. For further information please contact: Jagan Chapagain, Regional Officer, email: jagan.chapagain@ifrc.org; phone: +41 22 730 4316; fax: +41 22 733 0395; or please also access the Federation website at <http://www.ifrc.org>.

Click on the programme title to go to the relevant text, and the budget figure to go to the country programme budget.

	2005
Programme title	in CHF
Strengthening the national society	
Health and care	5,220,486
Disaster management	1,356,040
Organisational development	1,654,870
Humanitarian values	824,527
Total	9,055,922²

¹ Identified by blue in the text.

² USD 7,543,459 or EUR 5,920,838.

National Context

Afghans can at last start looking to the future with some optimism after enduring decades of war, instability and displacement. The past three years have seen an interim and then transitional government in place, ushering in presidential elections in 2004, with parliamentary elections scheduled for 2005.

While the transition from a chronic conflict situation towards peace and relative stability continues, nation building is forging ahead. The ongoing public institutions reforms, infrastructure reconstruction, and disarmament, demobilisation and reintegration of former combatants (DDR) augment the process towards the recovery.

The controversies in the run-up to the presidential election demonstrated the divisions and fragmentation that persist within Afghan society and highlighted the ethnic divisions that risk plunging the country into further unrest. Nevertheless the high enthusiasm and the nearly 10 million registered voters is evidence of people's aspirations for peace, progress and hope.

The steady return of refugees (an estimated 500,000 in 2004 alone), while creating challenges of sustainable reintegration and urban population pressures, is a further show of confidence by communities that there is hope and optimism in the country.

While the Ministry of Health has embarked on a basic package of health services policy for Afghanistan (BPHS) in an attempt to offer equitable services across the country, there are major difficulties in achieving long-term success in health issues. In human development terms Afghanistan continues to rank among the world's poorest and least developed countries with some of the worst health indicators. This is further compounded by frequent local disasters such as earthquakes, floods, ongoing drought conditions, and population movement.

Humanitarian organisations, including the Afghan Red Crescent Society³ (ARCS) and the Federation, were hampered by deteriorating security in 2004. The difficult operating environment, access problems etc. limited the overall humanitarian effort. Several organisations pulled their operations back to Kabul, while others withdrew from Afghanistan altogether; thus significant needs still persist in all sectors.

With the support of the Federation and Movement partners, ARCS has been assisting millions of vulnerable Afghans for decades. Its uniqueness gives it a comparative advantage as the only indigenous, volunteer, community-based and nationwide humanitarian organisation in the country. This means it is one of the most effective supporters of Afghanistan's most vulnerable.

Though still important, in the changing political and social landscape, relief inputs are increasingly being replaced by developmental actions led by government key sector policy reforms. Like other organisations, ARCS functions in a policy framework developed by the government. The Red Cross and Red Crescent Movement has therefore been reassessing its approach in order to position the national society with an increased focus on capacity development in a strategic way.

The Federation will continue support to ARCS in quality service delivery of the four core programmes and is shaping this support to meet the new realities in a post-conflict context. More emphasis will be placed on ARCS organisational development to promote greater ownership towards long-term programme sustainability and self-reliance.

Red Cross/Red Crescent Priorities

Movement context

There continues to be renewed energy and commitment within the national society for ensuring adequate capacities to manage and deliver quality services. The Federation and International Committee of Red Cross (ICRC) work within the framework of a coordinated approach in supporting ARCS through an ongoing process of its development. This is largely based on the outcomes of the ARCS planning workshops for visioning and

³ARCS has operated for much of the 20th century under various names. It formally became known as the Red Crescent in 1934, the Afghan Red Crescent in 1951 and was admitted to the International Red Cross and Red Crescent Movement in 1954. The International Federation has been engaged in Afghanistan since 1991.

constitution revision, the national society headquarter's review completed in early 2003, and on the branch assessment carried out in 2002.

The implementation of the *Strategy for Change* is helping maximise the utilisation of resources within the region. Among the benefits of closer links with the South Asia Regional Delegation (SARD) are improvements in regional ties between sister national societies; regional initiatives such as the South Asia Red Cross/Red Crescent Network on HIV/AIDS (SARNHA); Secretaries General forum; joint training/exchanges; regional disaster response and promoting shared learning, common understanding and effective coordination.

In the light of developments that can be both rapid and contradictory, the Federation and ICRC have constantly been reviewing their programmes in Afghanistan. The security context makes it difficult to maintain the necessary level of mentoring support to branches and to field operations (which ARCS continues to run). At the same time, it is necessary to take account of new donor approaches that are increasingly developmental in nature, and government policy changes in strategic key sectors in tandem with the public infrastructure and institutions reconstruction agenda.

All ICRC delegated projects with partner national societies (PNS) that have been contributing to reconstruction efforts closed at the end of 2004, except the Norwegian Red Cross supported Kabul ambulance service. However, the German Red Cross support for the Marastoons project will transfer to the Federation at the beginning of 2005, with ongoing German Red Cross support through the Appeal. The ICRC focus will be more on its traditional activities ensuing from the Geneva Conventions in response to the needs of victims of conflict. It will support the ARCS in areas of common mission and interest – restoring family links, mine action/awareness, promotion of the Fundamental Principles, and in joint ARCS activities – legal and statutory base, and safer access project through the Federation disaster management programme.

The current ICRC/Federation/ARCS trilateral Memorandum of Understanding (MoU) on respective roles ensures a coordinated approach to the intervention of the Movement components in Afghanistan and support to the national society. It also enhances common understanding of the aims and objectives of the cooperation.

The Federation and ICRC will review the existing tripartite core structure agreement that defines the scope and level of financial support to ARCS headquarters and branches with an emphasis on fundraising and sustainability.

The current security situation is not particularly conducive to bilateral PNS presence in-country, although all possible models of cooperation for the future should be explored.

National society strategy and programme priorities

Since 2002 ARCS and the Federation have undertaken assessments of branch and headquarters structures in line with the shift in focus from emergencies to development. A visioning process in 2003 identified the future directions and priorities and steady progress on these was made in 2004.

The focus for 2005 will be similar, reaffirming that the current activities are appropriate for the prevailing situation and are regarded as ongoing and developing work in progress. These activities are underpinned by appropriate Federation support, based on sound approaches to the four core programme areas and responsive to the in-country needs.

While all four core programmes remain priorities, the key area for Federation support in 2005 and beyond will be organisational development; in particular, the revision of the Constitution and a provisional membership scheme, which have received broad commitment from ARCS leadership and branches.

The ongoing development of a long-term strategic plan will in turn lead to the participatory development with key stakeholders of a cooperation agreement strategy (CAS) in 2006. Other key areas for support will include human and financial resource development to again underpin the strategic shift to better quality national society owned programmes, and to work towards greater self-reliance and sustainability. Pre-1979 ARCS was not only self-sustaining, but provided support to sister national societies. There is great potential to return to that level.

Strengthening the National Society

Despite the huge challenges of recent years, the national society has survived with substantial capacity intact. ARCS has been one of the few constants Afghans have been able to turn to through the years. Further investment in building sustainable capacity of ARCS for its continued nationwide presence and delivery of vital services is a major priority.

ARCS is developing a long-term strategy. This is challenging in an environment where military/political conflict has dominated the country's recent history coupled with chronic poverty, refugees, returnees and high susceptibility to natural disasters and local conflicts.

ARCS already has the appropriate balance and content of programmes, but further capacity building is required in all sectors. This includes a much higher and more positive profile of the national society and its activities. There is a need for improved information and reporting capacity.

ARCS has a good opportunity to further develop as a major indigenous humanitarian organisation. A strategic process is already underway to give the national society greater ownership of programmes. This process is utilising the existing potential within the volunteer base and ARCS presence in all provinces.

The Federation's goal remains "increased capacity of ARCS to support the millions of vulnerable people, by providing appropriate strategic, technical and financial support to ARCS through the four integrated Federation programmes in health, disaster management, humanitarian values and organisational development, and in implementation and management." It will build on the existing strengths and activities, and work towards genuine ownership, sustainability and reduced reliance on external resources over the next few years.

The respective programmes are in line with the first, third, fifth, sixth and seventh millennium development goals.

Health and Care – [logframe](#)

Background: The crisis in Afghanistan has had a major impact on the public health services and vulnerability of its people, particularly women and children, and the rural population. The high child and maternal mortality rates, which still stand at 257/1,000 and 19/1,000 live births respectively⁴, are just a few examples of the poor health indicators that illustrate the gravity of the situation. Disease, poverty, and poor water and sanitation are among the aggravating factors.

The ARCS integrated primary health programme has served an important humanitarian role and helped to maintain the profile of ARCS across the country. It consists of four components; 50 basic health centres (BHC), 10 emergency mobile units, environmental health, and a 17,000-strong volunteer community-based first aid (CBFA) programme. All are targeted at the health and well-being of the most vulnerable people, especially women and children.

Further progress towards sustainable health models is foreseen in 2005 (see log frame details). The programme will thus endeavour to:

- Adjust BHC to conform to the basic package for health services (BPHS) introduced by the Ministry of Health, whilst addressing the issue of sustainability of the health facilities. ARCS will concentrate on BHC health activities and health post levels in the catchment areas of rural communities currently being served.
- Reorient the environmental health project to focus more on hygiene promotion and less on construction of water points.
- Consolidate, integrate and transform the CBFA project to be a vehicle for all community-based activities linked to healthcare, disaster management and a base for ARCS membership drive.

Goal: Vulnerability to health hazards and emergencies in Afghanistan is further reduced.

⁴ The State of World's Children – 2004

Programme Objective: The capacity of ARCS to improve the status of vulnerable people and to respond effectively to disasters through health interventions in Afghanistan is increased.

Expected Results:

1. ARCS has the capacity to provide effective, integrated and sustained health services, including HIV/AIDS awareness, through its basic health centres to reduce morbidity and mortality among vulnerable people.
2. ARCS has the capacity to respond to emergency health needs of the people affected by disease outbreaks and/or natural disasters in all regions of Afghanistan and provide mobile clinic services in disadvantaged areas.
3. The capacity of the national society is built to promote hygiene by linking all stakeholders (CBFA, BHC and disaster management) to environmental health projects.
4. The capacity of ARCS volunteers is increased to deliver first aid, information dissemination (mine awareness, health education and HIV/AIDS) and responding to disasters through community-based interventions linked to branches.

Health images CD-ROM, distributed to all national societies in the region and partner national societies, will be used as a tool for national society dissemination health issues.

Disaster Management – [logframe](#)

Background: Capacity in disaster management (DM) over the past 25 years has been undermined by collapsed public infrastructure, dire poverty, a disrupted society, severe damage to institutions and frequent disasters. Despite these challenges, the ARCS has for the past three years been responding to varying community needs and working towards reducing their vulnerability and building sustainable livelihoods, while at the same time building its own capacity.

The government approved National Disaster Management Plan (NDMP) for Afghanistan assigns clear roles for ARCS on which to base its disaster management strategy, policy and planning. Working with other stakeholders and maintaining closer links with ICRC as well as other ARCS programmes, the 2005 Appeal will therefore focus on a comprehensive disaster management approach that enables the national society to adopt a more inclusive policy and programme encompassing all aspects of disaster management (i.e. prevention, preparedness, response and rehabilitation). Priority areas include:

- Continued strengthening of headquarters DM core structure. This includes improvement of human resource capacities, development of systems, procedures, early warning systems and cooperation/coordination with other stakeholders.
- Broad-based community awareness to reduce risks through public education and participation in disaster preparedness planning and targeting processes.
- Ensuring systems and mechanisms are in place to facilitate effective disaster response by mobilisation of resources and expanding the response networking mechanisms at all levels.
- Implementing recovery schemes to help disaster victims and the population on the move to rebuild their livelihoods.

Overall Goal: Vulnerability of communities in targeted areas of Afghanistan to natural and man-made disasters is reduced.

Programme Objective: Reduce impact of disasters on vulnerable communities in disaster-prone areas by strengthening their disaster preparedness and raising community awareness through well structured ARCS disaster management at all levels.

Expected Results:

1. Capacities of ARCS in terms of human resources, material resources, systems and procedures are improved at all levels.
2. Targeted communities are knowledgeable and better prepared to assess and respond to the eventuality of natural disasters.
3. ARCS cooperation, coordination and networking with key stakeholders and within the Movement is improved.
4. ARCS has a better understanding/policy regarding population movement and has initiated a pilot project in population movement based on the *Manila Action Plan*.

Humanitarian Values – [logframe](#)

Background: Afghanistan has long been dominated by a culture of violence coupled with years of deep political turmoil. People in their early 20s until recently knew little else but war and instability. Guided by the Movement's Fundamental Principles, ARCS has been one of the few constants in people's lives throughout the volatile years, providing assistance to millions in vulnerable communities.

With the support of ARCS leadership, the Federation and ICRC, the programme has made considerable progress since 2003 in developing a strong pool of youth volunteers as agents of change. The programme has provided guidance on coexistence, friendship, peaceful living, tolerance and other aspects of humanitarian values. Implicit have been powerful advocacy messages aimed at reducing discrimination and violence within society at all levels. The youth activities are bringing people together socially from diverse backgrounds and promoting coexistence and tolerance.

In 2005, ARCS will undertake a strategic revamp of the humanitarian values programme with a view to expanding it in 2006. The new approach will build on successful elements of the 2003/04 programme, such as the youth volunteer initiatives, while looking at new initiatives.

Taking into account the emerging enabling environment, the strategic refocus of the humanitarian values programme will include:

- Research on community understanding and belief regarding discrimination.
- Development of a pilot project based on local knowledge and community needs.
- Expansion of the humanitarian agenda beyond the national society and Movement partners.

Overall Goal: The ARCS humanitarian message contributes to reduced vulnerability of Afghans to violence and intolerance.

Programme Objective: Capacity of ARCS to promote Fundamental Principles and humanitarian values through all programmes in the community is increased

Expected Results:

1. ARCS staff, youth, volunteers and members of Movement components have a better understanding of the humanitarian values concepts and act to disseminate and influence behaviour in the community.
2. ARCS has a strong youth organisation motivated by the humanitarian mission with a better countrywide network leading to increased visibility and credibility among the community, inspiring others to join ARCS and thus strengthening the future of the national society as well as being an effective vehicle for spreading the message of coexistence, tolerance and non-discrimination.
3. ARCS has developed a strategic plan for a refocus of the humanitarian values programme on an anti-discrimination agenda and initiated a pilot project based on the refocus.

Organisational Development – [logframe](#)

Background: The experiences from implementation of the programme in 2004 indicate the need for a greater emphasis on promoting the ideals of ownership, responsibility and self-reliance, especially amongst the leadership of ARCS headquarters and branches. Branch development also needs to be given further priority. Integration of operational development (OD) with other programme activities towards promoting capacity building, particularly in ARCS branches, is therefore essential.

Organisational development, whilst focused on the national society, is aimed ultimately at beneficiaries by enabling programmes to be more responsive, focused and effective.

The 2005 programme largely reflects a continuation of the 2004 activities:

- Concluding the ARCS Constitution review, given the commitment and good progress to date on reviving the national society legal base and strategic planning.
- Recruiting members through the membership organisation and establishing governance bodies at branch and headquarters levels with rules that will ensure gender equity.

- Continuing the process towards financial self-reliance by identifying, planning and implementing fundraising and income generating activities in branches, complementing the national society's ongoing financial development programme.
- Conducting a review to establish an efficient human resource department with systems and procedures to meet the challenges of quality service and to reduce the high staff turnover and payroll.
- Continuing assistance to the general welfare and strengthening capacity of the residents of the ARCS Marastoon⁵ homes, and complimentary branch development support to the five host branches.

Goal: ARCS has improved its capacity in service delivery to vulnerable people.

Objective: To assist ARCS in improving its capacities towards becoming a well functioning national society.

Expected Results:

1. An ARCS Constitution, as per Movement standards and guidelines.
2. Further development of organisational capacities at ARCS headquarters and branch levels.
3. Establishment of standardised and cost-effective human resource systems in ARCS headquarters in 2005 and in branches in 2006.
4. Increased fundraising by the national society, to enhance self-reliance and sustainability in the longer-term.
5. Residents of the five ARCS Marastoons received regular humanitarian assistance and technical training support that prepares them for a return to life in their original communities.

Representation, Implementation and Management

Coordination, Cooperation and Strategic Partnerships

Considerable international support is now available for Afghanistan but much of this is government-to-government and for major infrastructure projects. It is therefore essential that the Federation supports the ARCS to broaden its donor base by establishing and further developing strong partnerships with sister national societies and with other organisations and stakeholders, as well as key government departments.

To this end, a partner national society working meeting was held in September 2004 to encourage a participatory approach to commitment and support for ARCS in 2005 and beyond. This should provide the basis for budget approval before the end of 2004. The Federation also supported initiatives to encourage partnerships with sister national societies in the Middle East and other parts of the world.

The Federation will provide ongoing support to develop and promote the ARCS profile and activities within the region, and to establish a closer working relationship with SARD, which can be mutually beneficial. Additionally, other models of cooperation and working relationships will be actively explored since the operating environment should improve during 2005. Trilateral agreements will again be signed outlining the roles and responsibilities of the Movement partners and highlighting a more integrated approach to provide joint support to ARCS.

Effective Representation and Advocacy

This has been challenging in the past due to the in-country situation and the hostile operating environment, a sometimes poor public profile, and the historical lack of functioning government departments during the various regimes of recent years. However the changing political climate now provides the ideal opportunity to greatly increase the representation of ARCS and for the national society to advocate on some key issues. The Marastoon project, a traditional and well respected Afghan institution of social welfare, and the humanitarian values programme with youth as the entry point, are both good examples of advocacy opportunities for the national society.

During 2004, the Federation greatly increased its representational role, and this will be further developed in 2005 with a planned programme of visits with a senior ARCS colleague to embassies, government departments (especially health and disaster preparedness) and other organisations. Many more embassies and organisations are now based in Kabul but it may still be necessary to undertake some representational activities in Pakistan, in coordination with the Pakistan delegation.

⁵ Marastoon is a Pashtun term meaning "help the poor people". The ARCS Marastoon homes seek to assist the very poor, homeless and vulnerable to live a relatively normal life, and to benefit from skills training toward improving their chances of economic self reliance, and for reintegration into their original communities.

Thus representation is now a major Federation priority in order to raise the profile of and confidence in ARCS, and to work towards much greater self-reliance in the future.

Delegation Management

In mid-2004, and linked to the Appeal process, an internal review of the delegation's structure and functions was undertaken, taking into consideration the need to transfer programme ownership to ARCS and the implementation of the *Strategy for Change* which ensures a more responsive and supportive working relationship with ARCS. As a result, it was clear that the Federation structure was top-heavy, unsustainable and not reflecting the developmental agenda. Thus Federation expatriate and national staff numbers will be further reduced in 2005, following an objective process of reflection and analysis. The decisions are also based on the appropriate resources needed to deliver the programmes in the 2005 Appeal and ensure a higher proportion of funding for programmes with reduced core costs.

A different approach to working in the five sub-delegations was also developed. There will no longer be a permanent delegate presence in what will now be called 'field offices'. This follows the shifting focus and an expanded role for the programme coordinator embracing a more programme support approach to proactively encourage better communications between ARCS branches and national headquarters, while ensuring ongoing appropriate programme support. Although this appears to be a radical departure from the previous modus operandi, it has the full support of the ARCS leadership, which is keen to improve branch-headquarters relationships. The new model of working will be closely monitored and combined with increased head of delegation and programme coordinator visits. As and when the security situation and access improves, a different operating model may be required whilst retaining the capacity for rapid scaling up for emergencies if necessary.

A delegation management team was established mid-2004, comprising the head of delegation, programme coordinator, finance/administration and logistics delegates, covering the delegation's main areas of activity. The programme coordinator's role was realigned to provide full-time programme support and coordination. This immediately produced more strategic and integrated approaches to programming in the delegation and national society. Likewise, the head of delegation was able to concentrate fully on improving the financial management and funding situation, working relationships with senior ARCS colleagues, coordination with ICRC, external representation, support to Federation personnel and, of course, priority attention to security, with the introduction of numerous additional security measures. The budget for the 2005 Appeal also reflects the partial costs of one Asia Pacific department post in the Geneva Secretariat, which is actively involved in the delivery of the country's relief and rehabilitation programmes.

Combined with a commitment to better ways of working as a region, the delegation will therefore have a new and different look in 2005. It will be more streamlined but at the same time providing better support to ARCS.

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BUDGET 2005

PROGRAMME BUDGETS SUMMARY

Appeal no.: 05AA045

Name: AFGHANISTAN

PROGRAMME:

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	Emergency	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	257,000	220,000	100,000	230,625	0	0	807,625
Clothing & textiles	0	72,000	0	0	0	0	72,000
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	134,200	0	0	0	0	0	134,200
Medical & first aid	758,000	0	0	0	0	0	758,000
Teaching materials	21,200	9,344	32,000	0	0	0	62,544
Utensils & tools	0	85,000	0	0	0	0	85,000
Other relief supplies	178,954	0	0	0	0	0	178,954
SUPPLIES	1,349,354	386,344	132,000	230,625	0	0	2,098,323
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	40,000	0	0	0	40,000
Computers & telecom	0	24,000	0	0	0	0	24,000
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
CAPITAL EXPENSES	0	24,000	40,000	0	0	0	64,000
Warehouse & Distribution	0	55,000	0	0	0	0	55,000
Transport & Vehicules	362,029	60,706	42,988	31,281	0	0	497,004
TRANSPORT & STORAGE	362,029	115,706	42,988	31,281	0	0	552,004
Programme Support	339,332	88,143	53,594	107,567	0	0	588,634
PROGRAMME SUPPORT	339,332	88,143	53,594	107,567	0	0	588,634
Personnel-delegates	556,650	196,888	48,825	320,537	0	0	1,122,900
Personnel-national staff	1,742,945	295,351	157,398	460,858	0	0	2,656,551
Consultants	30,000	14,000	0	0	0	0	44,000
PERSONNEL	2,329,595	506,239	206,223	781,395	0	0	3,823,451
W/shops & Training	370,758	61,252	200,148	153,363	0	0	785,521
WORKSHOPS & TRAINING	370,758	61,252	200,148	153,363	0	0	785,521
Travel & related expenses	62,468	40,513	5,814	59,305	0	0	168,100
Information	13,584	18,294	10,832	146,745	0	0	189,455
Other General costs	393,366	115,549	132,928	144,589	0	0	786,432
GENERAL EXPENSES	469,418	174,356	149,574	350,639	0	0	1,143,987
TOTAL BUDGET:	5,220,486	1,356,040	824,527	1,654,870	0	0	9,055,922