

Appeal 2005



International Federation
of Red Cross and Red Crescent Societies

PACIFIC AND PAPUA NEW GUINEA

Appeal no. 05AA062

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 and activities to be implemented in 2005, 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 text¹, or can be requested through the respective regional department. For further information please contact: EunHee Cho, Pacific Desk, email: eunhee.cho@ifrc.org; phone: +41227304392, fax: 41227330395; 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.

| Programme title | 2005 in CHF |
|--|------------------------------|
| Strengthening National Societies | |
| Health and Care | 805,134 |
| Disaster Management | 1,233,497 |
| Humanitarian Values | 71,016 |
| Organisational Development | 815,962 |
| Representation, Management and Implementation | 369,487 |
| Total | 3,295,095² |

¹ Identified by blue in the text.

² USD 2,744,768 or EUR 2,154,360.

Regional Context

The Pacific region covers a vast geographical area comprising thousands of medium-sized or tiny islands, and the island nations exhibit a wide diversity of cultural, language, geographical and political characteristics. Most countries are in the lower middle-income grouping as defined by the World Bank. Long-term barriers to development include the geographical dispersion of small land masses scattered over a vast 'water continent', growing populations, small domestic markets, relative isolation from major trading partners, ecological fragility, and vulnerability to natural disasters. These particular challenges for small islands developing states (SIDS) are sometimes summed up as 'poverty of opportunity'.

Although most Pacific Island countries are in the medium human development range, there are significant variances in key indicators between countries. In addition, there are enormous differences in access to basic services such as healthcare and education for those living in urban areas compared to those living in isolated island communities or remote rural areas.

The Melanesian countries of Papua New Guinea, the Solomon Islands, Vanuatu and Fiji have been most affected by ethnic or political tension, and at times open conflict. They are also prone to frequent natural disasters including floods, cyclones, droughts, earthquakes and tsunamis. A serious breakdown of law and order in the Solomon Islands prompted more direct involvement from neighbouring countries, culminating in the current regional assistance mission.

Papua New Guinea (PNG) is the largest and least developed country in the South Pacific. Ranking 132 on the Human Development Index, the country faces immense social, political and economic problems. The overall health and nutrition status of the population is poor, and Papua New Guinea has the lowest life expectancy in the South Pacific as well as the worst infant mortality rate. As urbanisation trends continue, there is also a growing underclass of marginalised people living in precarious conditions in squatter settlements such as in Port Moresby or elsewhere.

The 1998 peace agreement has brought relative peace to Bougainville, but serious law and order problems persist in the Highlands and other provinces, and an alarming crime rate has made Port Moresby one of the most dangerous capitals in the world.

The Polynesian countries of Samoa, Kiribati, Tonga, Tuvalu, and the Cook Islands are relatively homogenous and politically stable. Particular challenges emerging in this region include the impact of global warming, depopulation as a result of outward migration, and the increasing incidence of lifestyle diseases such as diabetes and obesity.

The Micronesian countries of Palau, the Marshall Islands and the Federated States of Micronesia have renegotiated their compacts with the United States, which account for a substantial part of their gross national income (GNI).

| | Population (est. x 1000) | HD Index | HDI rank | U-5 mortality | % Children under weight | Maternal mortality ratio (per 100,000) | % Safe water access (rural) | Life expectancy | ODA as % of GNI |
|------------------|-----------------------------|----------|----------|---------------|----------------------------|---|--------------------------------|--------------------|--------------------|
| Cook Islands | 20 | | | | | | | | |
| Fiji | 829 | 0.754 | 81 | 21 | 8 | 20 | 51 | 69 | 2 |
| FSM | 120 | | | 24 | | | | | 52 |
| Kiribati | 83 | | | 69 | | | 25 | | 7 |
| Marshall Islands | 61 | | | 66 | | | | | 64 |
| Palau | 19 | | | 29 | | | 20 | | 25 |
| PNG | 5,300 | 0.548 | 132 | 94 | 35 | 390 | 32 | 57.0 | 7 |
| Samoa | 176 | 0.775 | 70 | 25 | | 15 | 100 | 70 | 17 |
| Solomon Islands | 432 | 0.632 | 123 | 24 | 21 | 60 | 65 | 68.7 | 22 |
| Tonga | 97 | | | 20 | | | 100 | | 14 |
| Vanuatu | 200 | 0.568 | 128 | 42 | 20 | 32 | 94 | 68.3 | 15 |

Table 1 - Selected indicators (main source: Human Development Report 2003, Economist Intelligence Unit)

Pacific Island countries are among the highest aid recipients per capita in the world, with official development assistance (ODA) accounting for a significant part of gross national income in many cases (see Table 1). Key donors and trading partners to the Pacific Island states include Japan, Australia, New Zealand, South Korea, China and the European Union, as well as the USA in the case of northern Pacific. The Australian government in particular reassessed its role in the region, prompted in part by recent global and regional events that included the Bali and Jakarta bombings. It also reviewed the impact of its aid programme and developed a more hands-on approach in the Pacific, most notably in PNG and the Solomon Islands.

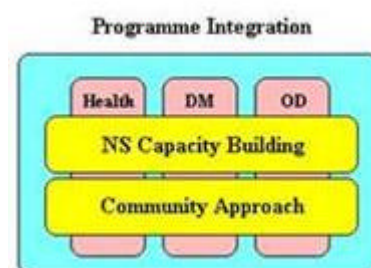
Red Cross and Red Crescent Priorities

The *Manila Action Plan* that was agreed on at the 6th Asia Pacific conference in November 2002, the *Strategy for the Movement* and the Federation's *Strategy 2010* formed the basis for the *Pacific Action Plan*, adopted at the Pacific partnership meeting in Brisbane in July 2003.

During this meeting, Pacific Red Cross societies all agreed to focus on the following three key areas:

- Health and care – including both commercial and community-based first aid, HIV/AIDS and voluntary blood donor recruitment.
- Emergency management – including strengthening response and community risk reduction.
- Capacity building – including governance, management, partnerships as well as communication and learning.

This appeal aims to provide continuous support to the implementation of the *Pacific Action Plan*. Programming will, wherever possible, be closely integrated to maximise impact, with the ultimate goal of delivering relevant services at the community level through a strong network of branches and volunteers. All objectives in this appeal are therefore interconnected as illustrated in the diagram.



Most priorities also link closely to the Millennium Development Goals as illustrated in the table below. As Pacific Red Cross societies develop their grassroots presence throughout the region and establish more strategic partnerships both within the Red Cross Movement and with external partners, they are uniquely placed to make sustainable contributions towards these goals. The collectively agreed priorities form the basis for all programmes and activities outlined in this appeal and are described in more detail in the following chapters.

| Programme/Project | Related Millennium Development Goal (MDG) | Comments |
|--|---|--|
| Community-based first aid/community-based self-reliance (CBSR) | MDG 4: Reduce child mortality MDG 5: Improve maternal health | Community health promotion |
| HIV/AIDS | MDG 6: Combat HIV/AIDS, malaria and other diseases | HIV prevention, home-based care and fighting stigma |
| Disaster management | MDG 1: Eradicate extreme poverty and hunger MDG 7: Ensure environmental sustainability; water and sanitation | Reduced household vulnerability, increased community resilience; Climate change awareness and adaptation or water and sanitation |
| Humanitarian values / organisational development | MDG 2: Promote gender equality and empower women | Gender mainstreaming Code of conduct Human resource and volunteer policy |
| Cooperation and partnerships Representation and advocacy | MDG 8: Develop a global partnership for development – small island developing states | Partnerships and advocacy Strategic engagement with key partners |

Table 2 - Relationship with Millennium Development Goals

Movement Context

The International Committee of the Red Cross (ICRC) maintains a regional delegation in Suva, with ongoing mandated activities such as protection and the promotion of international humanitarian law (IHL). Its cooperation activities with national societies prioritise the Melanesian countries, focusing on areas like dissemination and communication as well as safer access. The ICRC reopened its office in Honiara following the Regional Assistance

Mission to Solomon Islands (RAMSI) intervention, and will cover PNG and the Solomon Islands largely from this office.

The Australian Red Cross (ARC) is a key player in the fight against HIV/AIDS, with a technical adviser – now hosted in the Suva regional delegation – providing ongoing support to all national societies. The ARC also maintains another technical adviser in Honiara, who supports the ongoing capacity building programme with the Solomon Islands Red Cross. The strategic engagement of ARC in the region was developed in close collaboration with the Federation, and has a strong focus on national society capacity building, especially in the areas of disaster management and community-based programming.

The New Zealand Red Cross has been a strong supporter of the Federation in 2004, providing two full-time delegates to the regional delegation. In addition, it provided strong bilateral support to various Pacific national societies, focusing especially on general capacity building and first aid. Further support was also received directly from New Zealand's International Aid and Development Agency (NZAID).



The Japanese Red Cross Society (JRCS) continues to support the Federation, especially in disaster management, organisational development and health and care, in addition to support for core costs. Although bilateral support for the Micronesia Red Cross Society during its years as a society in formation is coming to an end, over the next few years, JRCS will provide support to the Palau Red Cross Society's first aid programme. During 2004, the Red Cross societies of Finland, China, Hong Kong and Korea also gave considerable technical, material and financial support to capacity building in the Pacific region.

National Societies' Strategy

The national societies of the region have all undergone a self-assessment process, which enabled them to set organisational development priorities based on their individual capacity and state of development. Many identified the need to establish strong, active branches and local groups that are supported by effective systems for administration and management. The recruitment, training and retention of skilled staff and volunteers remain a key priority.

With many national societies struggling to meet their basic core costs, there is also a constant need to sustain and diversify the funding base through further programme development, local fundraising and generation of income, especially through first aid.

Strengthening National Societies

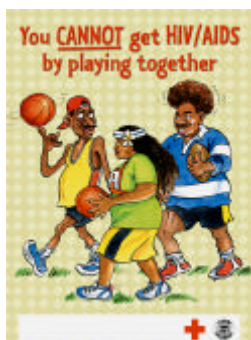
Health and Care [<click here for logframes>](#)

Background and achievements/lessons to date

While there are marked differences in the health situation across the region, common challenges include the high vulnerability of isolated communities that have limited access to basic health and sanitation. The spread of HIV/AIDS reached alarming proportions in Papua New Guinea, and the number of reported cases is increasing across the region. Pacific leaders have begun to address the issue more openly, but the problem is still compounded by severe stigmatisation and discrimination.

National societies will be supported in developing more comprehensive health and care plans. All have undergone quality audits of their first aid programmes, and ongoing instructor training is leading to increased compliance with agreed standards. A code of practice will be introduced, and follow-up audits are scheduled. Other key areas include database development, cost recovery and income generation as well as marketing.

The health programme will promote an integrated community-based approach that combines basic first aid, community health promotion and disaster preparedness. Aimed especially at remote and vulnerable communities, this will provide them with practical tools and knowledge to become more resilient. Opportunities for concrete water and sanitation projects will also be explored, while special emphasis will be placed on the promotion of strong branches, local groups and volunteers.



The HIV/AIDS programme focuses on prevention as well as fighting stigma and discrimination, and operates in close partnership with the Australian Red Cross. Most national societies include HIV/AIDS activities in their regular programmes such as first aid, blood donor recruitment or disaster preparedness. Targeted programmes are taking place in five countries, including PNG.

Pacific national societies focus their efforts on safer blood supply or, more specifically, the recruitment of voluntary non-remunerated blood donors, concentrating on the training of staff the definition of their roles in clear Memorandums of Understanding, as well as the introduction of databases.

Goal: Well functioning national societies deliver effective and relevant health and care programmes, improving the overall health and well-being of vulnerable communities.

Objective: Pacific national societies develop and deliver effective and sustainable programmes on commercial and community-based first aid (including health promotion, basic emotional support and health in emergencies), HIV/AIDS and voluntary blood donor recruitment.

Expected programme results:

- National societies have increased their capacity to design, implement and evaluate their respective health programmes.
- National societies have improved their capacity to address community health needs using community health tools and activities.

Disaster Management [<click here for logframes>](#)

Background and achievements/lessons to date

Natural disasters – including cyclones, floods, landslides, earthquakes, volcanic eruptions and tsunamis – often have enormous impact in proportion to the size of the countries of the region. The fragility of island environments, the remoteness of isolated communities and populations, and the erosion of traditional coping mechanisms also contributed to a high level of vulnerability.

The emerging issue of climate change may further increase vulnerabilities, through more frequent and less predictable extreme weather events, droughts, rise of sea levels, increased groundwater salinity, coastal erosion and coral bleaching.

National societies agreed on two key strategic directions in disaster management, which are capacity building for response and community risk reduction.



National societies will also define their role in coordination with governments and other agencies in disaster management plans and further develop standard operating procedures.

The pre-positioning of basic relief supplies in containers across the region will continue, enabling a fast and effective emergency response. Basic disaster management training for staff and volunteers will focus on response systems, procedures and tools, as well as the incorporation of conflict preparedness in close cooperation with the ICRC.

Coordination with key actors such as the South Pacific Applied Geoscience Commission (SOPAC), United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and the Asia Foundation will be consolidated through the Pacific Emergency Management Training Advisory Group (PEMTAG).

An integrated community-based approach will be promoted, using vulnerability and capacity assessments as a key tool for national societies to undertake concrete activities in disaster preparedness and risk reduction at the

community level. A pilot programme on climate change will focus on awareness and concrete community adaptation or mitigation micro-projects in two countries.

Goal: Communities are better prepared and more resilient to natural disasters and emergencies.

Objective: To better prepare national societies for effective emergency response and community risk reduction.

Expected programme results:

- National societies are better prepared to respond effectively in times of disasters.
- National societies carry out effective programmes that reduced community risks.

Humanitarian Values [<click here for logframes>](#)

Background and achievements/lessons to date

In recent years, the region witnessed coups and civil strife in several countries, most recently in the Solomon Islands. Elsewhere, the absence of adequate social safety nets and a gradual erosion of traditional society have led to increased vulnerabilities and rising violence and crime, at times exacerbated by tensions between different ethnic groups.



Civil society organisations promoting human dignity or advocating for humanitarian values in general are relatively under-represented in the region. In this context, the Red Cross has a unique opportunity to contribute significantly to promoting human dignity in the region, based on its fundamental principles and humanitarian values. Programme activities will centre around issues such as diversity and gender, respect for human dignity, tolerance and acceptance, as well as dealing with violence, which includes domestic violence.

There is a need for wider dissemination of the Red Cross principles within the organisation, as well as a heightened awareness about Red Cross' activities in the Pacific by key external stakeholders, including diplomatic missions, the corporate sector, civil authorities, non-governmental organisations, international non-governmental organisations and the general public. However, most national societies do not have the resources to develop stand-alone programmes, and the main emphasis will be on building such dissemination into all regular programmes.

The areas of information, publicity and communications generally receives little attention. To raise their profile and visibility and increase the impact of their programmes, Pacific national societies must create a culture of communication. Aiming to strike the right balance between public visibility, advocacy and national society capacity building, a more focused communications approach will be developed by an information officer based in Suva, with part-time support and guidance from other resources in the region, such as PNS-based information specialists. It is recognised that strong elements of communications should be integrated into all regional programmes, thus clear advocacy positions and public awareness campaigns will be developed in support of programme objectives in health, disaster preparedness and the promotion of humanitarian values.

Goal: National societies are able to carry out their mandate effectively and efficiently.

Objective: Pacific national societies promote the Red Cross Fundamental Principles and humanitarian values effectively.

Expected programme results

- Pacific national societies apply Red Cross Fundamental Principles and advocated effectively for vulnerable groups.

Organisational Development [<click here for logframes>](#)

Background and achievements/lessons to date

Red Cross societies of the region reflect their diversity in ranging from long-established, well structured organisations to very small ones, some even less than a decade old.

As the overall programme focus shifts towards a community-based approach in health and disaster management, the development of strong branches with an active, diverse base of well-trained volunteers becomes a high priority.

The regional delegation will facilitate leadership training, promoting Red Cross basics, Movement policies, good governance and management. Human resource management support will focus on achieving a diverse, skilled and gender-balanced human resource base across the region. Effective volunteer management will be enhanced, building on Federation policies for gender, volunteering and youth.

National societies' systems for administration and finance will be further strengthened through training and the development of suitable tools.

All national societies agreed to a regular review of the effectiveness and relevance of their programmes. A simple, structured approach for monitoring and evaluation will be developed, promoting a 'culture of learning' through regular reviews and exchanges. Organisational learning will also be supported by the development of more effective mechanisms for the sharing of knowledge and experiences across the region, which includes a regional newsletter. More effective use of technology, such as internet access, a regional website, web based learning, and improved telecommunications including high frequency radio systems, will be explored.



Goal: Well functioning national societies are able to carry out their mandate effectively and efficiently.

Objective: Pacific national societies have made sustainable progress towards becoming well functioning national societies.

Expected programme results:

- National societies' governance and management have strengthened at headquarters and branch levels.
- Pacific national societies have developed sustainable local branches, engaging actively with vulnerable communities.
- Communication, knowledge sharing and learning between and within national societies have improved.

Implementation and Management [<click here for logframes>](#)

Coordination, cooperation and strategic partnerships

The *Pacific Action Plan* adopted in July 2003 forms the basis of the collective Red Cross strategy in the region, and progress against the detailed implementation plan will be reviewed at the Pacific partnership meeting to be held in Samoa in May 2005. In addition, country specific cooperation agreement strategy processes are ongoing in PNG and the Solomon Islands. Pacific national societies are also taking active part in regional committees that meet on a regular basis, in areas such as disaster management, first aid, HIV/AIDS and blood donor recruitment.

The regional delegation will work in close coordination with the ICRC, especially in the areas of leadership development, capacity building, and the integration of conflict preparedness into first aid and emergency management. It continues to strengthen relationships with current partners including United Nations (UN) agencies, the Secretariat of the Pacific Community and SOPAC, and aims to develop new ones with selected regional actors.

Effective representation and advocacy

Advocacy must support the firm commitment of the *Manila Action Plan* to give greater protection to disaster victims through international law, to fight for the basic rights of displaced people, and to step up HIV/AIDS programmes. The regional delegation will also aim to position the Red Cross as both a valuable development partner to governments in the areas of health, poverty and risk reduction strategies, as well as a credible voice of civil society on humanitarian issues in the context of small islands developing states. The delegation will facilitate the work of national societies and the Federation by further developing relationships with donors and relevant international and regional organisations.

International disaster response

In case of major disasters requiring an international response, the regional delegation will coordinate closely with partner national societies in the region that are most likely to respond. Where necessary, further support will be mobilised through an international appeal, and/or by applying directly to donors such as the European Commission's Humanitarian Aid Office (ECHO). For major disasters that exceed the response capacities available within the region, the delegation can also mobilise Federation global disaster response tools like the field assessment and coordination teams, and emergency response units, while further logistical support is available from the Pan-American disaster response unit in Panama.

Governance support

None of the Pacific national societies are currently represented on the Federation's statutory bodies, and the regional delegation will strive to bridge this gap by promoting closer involvement and regular sharing of relevant information. In addition, more emphasis will be placed on mechanisms that follow up the outcomes of regional meetings, including the *Manila Action Plan*.

Delegation management

The Suva regional delegation comprises a head of regional delegation and four technical delegates (health, first aid, disaster management, organisational development), plus four local support staff. In addition, the delegation hosts the Australian Red Cross technical adviser for HIV/AIDS. New positions for a climate change officer and an information officer supported part-time by a New Zealand Red Cross funded specialist are being considered. During 2005 the delegation will further explore the possibility of short-term internships for national society staff and university students, as well as trainee delegate positions in areas such as health and reporting.

The Papua New Guinea programme has been integrated closely with the Pacific regional programme, and now forms an integral part of this appeal. It is managed by a small team based in Port Moresby consisting of a head of office (who also provides technical support in disaster management), an organisational development delegate and two local staff.

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BUDGET 2005

PROGRAMME BUDGETS SUMMARY

Appeal no.: 05AA062

Name: PACIFIC REGIONAL PROGRAMMES

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 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 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 | 44,000 | 0 | 18,000 | 23,000 | 0 | 0 | 85,000 |
| Utensils & tools | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Other relief supplies | 0 | 50,500 | 0 | 0 | 6,000 | 0 | 56,500 |
| SUPPLIES | 44,000 | 50,500 | 18,000 | 23,000 | 6,000 | 0 | 141,500 |
| Land & Buildings | 0 | 0 | 0 | 42,430 | 0 | 0 | 42,430 |
| Vehicles | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Computers & telecom | 0 | 227,200 | 0 | 10,000 | 6,000 | 0 | 243,200 |
| Medical equipment | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Other capital exp. | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| CAPITAL EXPENSES | 0 | 227,200 | 0 | 52,430 | 6,000 | 0 | 285,630 |
| Warehouse & Distribution | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Transport & Vehicules | 2,088 | 3,384 | 0 | 3,288 | 1,320 | 0 | 10,080 |
| TRANSPORT & STORAGE | 2,088 | 3,384 | 0 | 3,288 | 1,320 | 0 | 10,080 |
| Programme Support | 52,334 | 80,177 | 4,616 | 53,038 | 24,017 | 0 | 214,181 |
| PROGRAMME SUPPORT | 52,334 | 80,177 | 4,616 | 53,038 | 24,017 | 0 | 214,181 |
| Personnel-delegates | 310,800 | 308,400 | 0 | 259,200 | 174,000 | 0 | 1,052,400 |
| Personnel-national staff | 65,840 | 66,020 | 0 | 63,304 | 59,350 | 0 | 254,514 |
| Consultants | 31,500 | 12,000 | 12,000 | 31,000 | 8,400 | 0 | 94,900 |
| PERSONNEL | 408,140 | 386,420 | 12,000 | 353,504 | 241,750 | 0 | 1,401,814 |
| W/shops & Training | 143,600 | 323,600 | 24,000 | 231,810 | 4,800 | 0 | 727,810 |
| WORKSHOPS & TRAINING | 143,600 | 323,600 | 24,000 | 231,810 | 4,800 | 0 | 727,810 |
| Travel & related expenses | 112,300 | 96,600 | 8,800 | 40,600 | 55,400 | 0 | 313,700 |
| Information | 15,000 | 26,400 | 0 | 21,400 | 4,200 | 0 | 67,000 |
| Other General costs | 27,672 | 39,216 | 3,600 | 36,892 | 26,000 | 0 | 133,380 |
| GENERAL EXPENSES | 154,972 | 162,216 | 12,400 | 98,892 | 85,600 | 0 | 514,080 |
| TOTAL BUDGET: | 805,134 | 1,233,497 | 71,016 | 815,962 | 369,487 | 0 | 3,295,095 |