

Appeal 2003-2004



International Federation
of Red Cross and Red Crescent Societies

MYANMAR

Appeal no. 01.63/2003

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

	2003 (In CHF)	2004 ² (In CHF)
1. Health and Care	755,021	831,000
2. Disaster Management	387,372	426,000
3. Humanitarian Values	55,270	62,000
4. Organizational Development	339,171	296,000
Total	1,536,834¹	1,615,000

Introduction

The Union of Myanmar, the second largest country in South East Asia, with a population of 48,081,302 (1999) has abundant natural resources but is nonetheless one of the poorest countries in the region with an estimated 23% of households living in poverty (World Bank, Myanmar: An Economic & Social Assessment 1999). Myanmar has a diverse ethnic mix with more than 75% of inhabitants living in rural areas, although over the last decade the population is becoming increasingly mobile. Burmese is the official language but with over one hundred regional and local dialects spoken throughout the country, this poses a particular challenge to humanitarian organisations such as the Myanmar Red Cross wanting to reach the most vulnerable people.

The country is governed by the State Peace and Development Council (SPDC) which took power in 1988. In 1998, Myanmar was admitted to the association of South East Asian Nations (ASEAN), cementing political and economic ties with ASEAN which believes constructive engagement a better form of diplomacy than sanctions.

Since October 2000, direct dialogue has been established between the Myanmar Government and the National League for Democracy (NLD), working towards national reconciliation and a democratisation process. In May 2002, the leader of the NLD was released from house arrest. She has been able to hold discussions with national and international organisations, including the ICRC, travel within the country, and meet with visiting representatives from foreign governments, signalling a more open attitude is developing. International media coverage of Myanmar and interest in internal affairs has increased, and there are indications that donor interest is sparked.

¹ USD 1,052,133 or EUR 1,043,939.

² These are preliminary budget figures for 2004, and are subject to revision.

The Myanmar Red Cross (MRCS) is in the process of re-examining its structure, capacity and programmes and has committed itself to becoming a Well-Functioning National Society. As an auxiliary to the humanitarian services of the Government of Myanmar, and working closely with a number of UN agencies and non-governmental organisations (NGOs), MRCS wishes to play a stronger role in disaster preparedness and disaster response, as well as in health and care programmes throughout the country. Additionally, MRCS recognises the need to work closely with the Federation, ICRC and PNS partners, to strengthen its branch network, to further motivate and train volunteers and to consolidate their actions at the township and community levels.

The International Federation (Federation) first established a delegation in Myanmar in 1993. Since then, working closely with and strongly supported by the ICRC and a few key partner national societies, the Federation has provided direct technical and financial assistance to MRCS in both programming and capacity building areas. In 2003-2004, considerable emphasis will be placed on the capacity building of MRCS, at both headquarters and branch levels, on the development of community based programmes, on communication and resource mobilisation, and on the effective coordination between MRCS, the Federation, ICRC, other Red Cross Red Crescent partners and external donors.

Country Strategy

It is recognised, internally and externally, that there are major challenges ahead for the Union of Myanmar. The Government includes the following in their economic and social objectives:

- to develop agriculture as the base of all-round development of other sectors of the economy;
- to develop the economy inviting participation in terms of technical know-how and investments from inside the country and abroad;
- to uplift the health, fitness and education standards of the entire nation.

In a UN paper 'Review of the Humanitarian Issues in Myanmar' presently being finalised, the following topics are listed as key areas for assistance: growth with equity, food security and natural resources management, geographical disparities, illicit drugs, HIV/AIDS, malaria and tuberculosis, refugees and IDPs, trafficking in women and children, land mines, maternal and child mortality, nutrition, safe drinking water and sanitation, education, children in need of special protection and governance.

In the health sector, the burden of communicable diseases remains a major challenge across the country. The 1997 national surveillance figures show the leading causes of morbidity and mortality are five common infectious diseases, with malaria ranking as the major cause, followed by diarrhoeal disorders, HIV/AIDS, acute respiratory infections and tuberculosis. These diseases are responsible for a high death toll among children under five years of age. The growing HIV/AIDS epidemic is critically alarming with the majority of known cases in the 20-40 age group. All of these diseases are preventable through appropriate health education programmes and promotion of awareness and knowledge of the people at risk. Such activities can be undertaken by community volunteers, trained to pass on simple messages and there is a great need to enhance this process. MRCS, with its extensive network of branches has an opportunity to provide quality education and innovative approaches for promoting health and social services to the most vulnerable communities.

In the fields of disaster preparedness and disaster management, and particularly following the disastrous floods which engulfed parts of the country in 2002, there is a growing recognition of the need for stronger cooperation between government services and humanitarian organisations to ensure well coordinated relief efforts. This was evident at the World Disaster Reduction Forum organised recently by MRCS and the Federation, where the participation of officials from a number of relevant government services (irrigation, meteorology, fire services) together with representatives of embassies,

UN agencies and international NGOs was welcomed. Discussion focused on the need for cooperation at the community level, and coordination at the national and divisional levels.

Against this background, the primary function of the Federation's country strategy is to secure funding for, and provide support for the implementation of the core programmes and efficient supporting structures of the MRCS. The Society itself is committed to preparing a five-year development plan with key direction being established in disaster management, community health promotion, organisational development and capacity building, communications and fund-raising, and international relations. The plan will be developed in accordance with the strategic directions contained in Strategy 2010, targeted at meeting the needs of the country's most vulnerable groups. It will provide a real foundation for the coming years and will be a key tool for the MRCS as it moves towards the goal of becoming a 'Well-Functioning National Society' by 2010.

In support of this ambition, organisational development and capacity building represent the priority focus of the Federation's work in Myanmar, with growing emphasis on assisting the Society to build strong branches, establish key programmes and generate a realistic and sustainable human resources development policy and plan for the future. Looking ahead to 2003-2004, the Federation will concentrate on:

- Coordination of external assistance and linkages between MRCS and its key (as well as new) partners, government bodies and the international donor community;
- Addressing key tasks in further developing the organisation and capacity at all levels of the MRCS, including the establishment of systems for more streamlined and transparent human resource processes, programme and financial monitoring and management and quality narrative reporting;
- Providing continuing support for enhancing MRCS's capacity in community based disaster preparedness (CBDP) linked to the community based first aid (CBFA) and health programmes, and in addressing the urgent HIV/AIDS imperatives in Myanmar.

National Society Priorities

The MRCS is the largest humanitarian organisation in Myanmar, with an extensive branch network in all 324 townships with some 300,000 volunteers and members. However, at present there are no paid staff in the branches and most of the 16,000 active volunteers are youth members who lack adequate direction, training and support.

The General Assembly of the MRCS, held in April 2002, defined the following 'priority tasks' for implementation by the National Society in the period 2002- 2005:

1. In accordance with the policy guidelines and strategic direction laid down by MRCS, undertake continuing efforts in building up its capacity and human resources and set up relevant divisions in the Society with the assistance of the International Federation and the ICRC. Prepare project proposals in priority programme areas and implement these projects efficiently.
2. Understanding the emerging changes in key strategic areas of the Federation's Strategy 2010, develop programmes in health and care, and disaster preparedness which are consistent with the Health Strategic Direction (2002-2006) of MRCS.
3. Recognising the importance of a strong branch network throughout Myanmar, prepare a branch development strategy for raising the level of competency and skills of volunteers to effectively carry out promotive and preventive activities to improve the lives of vulnerable people.
4. Identifying locally vulnerable groups/communities, work in close cooperation with them in the design and implementation of programmes which will help them to reduce their vulnerability by improving their capacity and situation.

5. Motivating and encouraging the state/division Red Cross supervisory committees in their work, provide assistance to them in the development of future plans relevant to their respective areas in the implementation of humanitarian activities.
6. Accepting the key role of communications in today's competitive world, take steps to enhance the image of MRCS through increased participation in national and international Red Cross and Red Crescent events, and find innovative ways to disseminate information on the work of the MRCS.

The MRCS has identified its key priorities for Federation Secretariat's support in Myanmar in 2003-2004, as:

- Providing consultancy and advisory support to the MRCS in developing its long-term strategy;
- Assisting in the development, design and implementation of projects to be undertaken by MRCS and its partners;
- Ensuring that the appropriate capacity building and technical support is provided to the MRCS by its partners in key functions, including programme and financial management.

Red Cross and Red Crescent Priorities

The main priorities for the Red Cross Red Crescent in Myanmar are to support the MRCS in its capacity building and in the sustainable development of its programmes. In the widest context, and with a clear view to the future, the International Federation and ICRC Myanmar delegations are presently in discussions with the MRCS regarding the best way to pursue the revision of the national Red Cross law, and a meaningful dialogue with the government on the role and responsibilities of the MRCS.

In 2002, the MRCS, with the support of the Federation delegation established a strategic health plan 2002-2006, and began discussions on the development of strategic national plan with a view to an eventual Cooperation Agreement Strategy (CAS) being established, in order to clearly define the future roles of MRCS's existing and future partners.

The MRCS is poised to work in cooperation with an increasing number and various forms of partnerships with national societies and other national and international organisations and agencies. While the Society still has a limited capacity to undertake effective management of such partnerships, it continues to rely on coordination support from the Federation secretariat and through the developing CAS process. The roles and activities summarised below are, in principle, in line with MRCS's priorities and should help contribute to the International Federation secretariat's main priority, the capacity building of the MRCS:

- Over the past years, the *Japanese Red Cross* has been and is continuing providing significant support to the MRCS, with the provision of human resources and the funding of organisational development and programme costs, particularly in the health and disaster preparedness sectors.
- The *Australian Red Cross* is committed to supporting the development of the health programme, putting an emphasis on community based first aid, health education and the development of an HIV/AIDS programme with a key pilot project in the first of implementation.
- The *British Red Cross* is supporting the branch development survey being carried out in the latter part of 2002, with a view to assessing not only the MRCS capacity, but also to re-examine their own contribution to the further development of the capacity and programmes of Myanmar Red Cross.
- The *Finnish Red Cross* has committed its support to the health and capacity building programmes through the provision of human resources.
- Both *Chinese Red Cross* and the *Red Cross of the Republic of Korea* have also provided funds for the organisational development of MRCS.

- The community based first aid programme is benefiting from funds from the *New Zealand Red Cross*, which is also providing direct support to the Federation delegation in 2003.
- The *ICRC* country delegation will continue its direct support to MRCS for the promotion of International Humanitarian Law, the dissemination of the International Red Cross Red Crescent Movement's Fundamental Principles, water and sanitation, orthopedics and tracing. In addition, and in close cooperation with the Federation Delegation, it will provide support and cooperation in the areas of organisational development, communications and disaster preparedness.

Priority Programmes for Secretariat Assistance

In line with the main precepts of the Federation's Strategy 2010, the key areas of focus for the International Federation secretariat in Myanmar for 2003 and 2004, are:

- Further strengthening the structures and systems of the Myanmar Red Cross Society at headquarters and branch levels in order to enhance its capacity to deliver its services and to advocate on behalf of vulnerable people;
- Raising the profile and respect of the MRCS within the country, and increasing the effectiveness of humanitarian advocacy and international representation;
- Ensuring closer cooperation and dialogue with the membership, the ICRC and other partners, towards the establishment of stronger strategic partnerships with the MRCS.

The Federation secretariat will contribute to the development of a well-functioning MRCS with competent structures and adequate resources at national, state, divisional and township levels, capable of generating and implementing effective, responsive and focused programmes. In summary, the Federation's priority programmes for this appeal are targeted as follows:

- **Health and Care:** the Federation will support MRCS in identifying, establishing and implementing health and care related programmes and activities that are focused, effective and relevant to the prevailing needs of vulnerable people in Myanmar.
- **Disaster Management:** the Federation will provide organisational guidance and technical support to assist MRCS in lessening the impact of disasters on the most vulnerable people in Myanmar.
- **Humanitarian Values:** the Federation will work with the MRCS to ensure the mandate and role of the Society, the International Red Cross and Red Crescent Movement's Fundamental Principles and humanitarian values are well understood and supported within the Society, by public services and the wider population in Myanmar.
- **Organisational Development:** the Federation will provide assistance to MRCS in its development as a strong, relevant and well-functioning Society, with particular emphasis on reinforcing the newly emerging functions of governance and management, as well as on strengthening the network of branches throughout the country.
- **Federation Coordination:** through the Federation's ongoing coordination role, work will continue on the preparation of a Strategic Plan, and on the subsequent development of a CAS. MRCS's capacity will be further enhanced, resulting in the increased impact of its programmes and more efficient and effective use of the combined knowledge, experience and resources of the International Federation, ICRC and other partners.
- **International Representation:** the Federation will seek to raise further the Red Cross Red Crescent profile in Myanmar, thus increasing MRCS influence on policy making and programme delivery, and ensuring that it remains not only the biggest, but also the most efficient and respected humanitarian organisation in the country.

1. Health and Care W [<Click here to return to the title page>](#)

Background and achievements/lessons to date

Myanmar is ranked 127 out of a total of 174 countries in terms of human development - this is low by regional standards. Whilst social indicators are improving, Myanmar's overall performance is just below the South East Asian average with a life expectancy of 61 years, an infant mortality rate of 71 per 1,000 live births and an adult literacy rate of 85% (UNDP Human Development Report 2002). Communicable diseases account for much morbidity and mortality in the country, with malaria being the main cause of both. Water and hygiene related diseases also feature prominently, and the prevalence of HIV/AIDS is on the rise.

The Myanmar Government's national health policy states that it wishes to strengthen collaboration with other countries for national health development. It also states that it wishes to augment the role of cooperative joint ventures, private sectors and non-governmental organisations in delivery of health care in view of the changing economic situation. The government has adopted a primary health care approach with priority diseases being malaria, tuberculosis, HIV/AIDS among others.

MRCS works on a vision of alleviating human suffering through promoting health, preventing disease, and rendering help to those in distress. With local branches in all 324 townships of the country and more than 300,000 volunteers with intimate knowledge about local conditions, MRCS is well placed to provide community based health promotion and disease prevention programmes with maximum impact. Given that local NGOs are scarce in Myanmar, and international NGOs often confined to limited geographical areas around the country, MRCS has good opportunities for expanding its services and reaching the most vulnerable communities.

In 2002 MRCS, with assistance from the Federation and sister national societies from the region, conducted a health review with a view to further developing health activities throughout the country. The review team provided a series of recommendations, including developing a strategic health plan with an initial focus on enhancing MRCS organisational capacity. In line with the recommendations of the review team, MRCS prepared a strategic health direction (SHD) for the period 2002-2006. The SHD, which was approved in early 2002, and recognised and endorsed by the health ministry as a complementary health programme in Myanmar, builds on a range of criteria, including:

- Past experiences and technical expertise;
- Consistency with the mission of the Federation and in line with Strategy 2010;
- Consistency with the government's national health policy;
- Suitability and applicability for community based volunteers.

In accordance with the SHD, MRCS is committed to focus health efforts in the following areas over the next two-year period:

- ***Capacity building in health:*** Effective health programmes require a solid foundation in a range of areas, including planning and implementation, reporting, and human resources management. A series of existing constraints have been identified and can be overcome by establishing a sound organisational structure with transparent human resources, administrative and operational systems. During 2003-04, MRCS will focus on capacity building initiatives at headquarters and branch levels, ultimately to achieve a greater health impact at the community level.
- ***First aid and community based first aid:*** First aid is the first line of medical response in the communities - a proven cost-effective, safe and simple way to save lives in emergencies. This is of particular importance in remote areas where medical facilities are not readily accessible. MRCS has a long history of involvement in first aid training and has established a system consisting of both more traditional first aid, focusing on injuries and health emergencies, and community based first aid including dealing with communicable diseases and other priority health problems. During 2003-04 MRCS will increase the emphasis on working with communities, targeting the most

vulnerable, and having a more diverse range of people receiving training and delivering services. Training curricula and materials will be updated to better reflect community needs.

- **Health education:** Unhygienic practices and lack of environmental sanitation lead to the high incidence of diseases such as diarrhoea, dysentery, hepatitis and acute respiratory infection. The top five causes of morbidity in Myanmar are preventable and related to inadequate hygiene and sanitation practices. MRCS currently engages in health education activities that are largely confined to the township level where Red Cross Volunteers assist the health ministry in health education campaigns. During 2003-04 MRCS will expand health education activities to reach vulnerable communities with high needs, including the poor, illiterate, refugees/returnees and underserved groups at the grassroots level.
- **HIV/AIDS and reproductive health:** The national AIDS programme states that there were a cumulative total of 33,553 reported HIV cases by March 2001. However, UNAIDS estimates that there are 530,00 adults and children living with HIV/AIDS in Myanmar. Unofficial reports for Myanmar, as for large parts of SE Asia, indicate that the epidemic has reached a critical point, and will increase explosively if not checked. MRCS has experience with a number of HIV/AIDS and reproductive health programmes, mainly in peer education and prevention. During 2003-04 MRCS plans to consolidate work in these areas and to develop care and support services for people living with HIV/AIDS (PLWHA) utilising the large volunteer network. Target groups include sexually active youth, people working in border areas, commercial sex workers and their clients, and mobile populations such as truck drivers. MRCS will also expand reproductive health services to young people of reproductive age.

MRCS has adopted a practical and staged approach to implementing the SHD and the first steps have been taken in several of the listed priority areas, including the establishment of a health division, the appointment of key staff within MRCS and the development of an integrated CBFA & HIV/AIDS project in Kyaington. However, detailed implementation plans for the different priority areas still remain to be developed.

Overall Goal

There is a real and sustainable improvement in the health of the most vulnerable in Myanmar

Programme Objective

MRCS's health and care capacity is enhanced through the increased involvement of communities in preventative and health education programmes

Expected Results

The programme is based on four key projects that will have the following overall results:

1. Increased capacity of MRCS at headquarters and branch levels for effective design, implementation and management of relevant health and care programmes.
2. Improved and expanded first aid training and service delivery programme focusing on community needs and targeting the most vulnerable populations.
3. Improved hygiene and sanitation practices in the communities.
4. Increased awareness of HIV/AIDS and reduced discrimination and stigmatisation of PLWHA

The projects will seek to have the following specific results by the end of 2004:

Project One: Capacity Building of the MRCS health division

- New organisational structure is finalised.

- Human resource expansion and development are commenced.
- Administrative and operational systems are updated to support expansion of the health division.
- There are well functioning health and training divisions.

Project Two: First Aid and CBFA

- First aid policy and supply and reporting systems are developed.
- First aid target states and divisions are identified.
- An updated first aid training programme is developed.
- A new first aid policy is under implementation in target areas

Project Three: Health Education

- There is strengthened capacity of MRCS leading to health education activities by establishing a health education unit within the health division.
- A health education policy and plan is developed and under implementation.
- Target areas are identified.
- Effective health education materials for vulnerable groups are developed.
- The implementation of health education programme is commenced.

Project Four: HIV/AIDS and reproductive health

- There is strengthened capacity of MRCS to provide an effective and integrated response to HIV/AIDS and reproductive health.
- Target areas are identified
- IEC materials for vulnerable and high risk groups are developed
- Effective HIV/AIDS and reproductive health programmes are under implementation

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

Background and achievements/lessons to date

Myanmar's vulnerability to disasters is often underestimated due to the authorities' caution toward the issue, generally playing down seasonal disasters and overestimating local capacities to cope, often due to a lack of sufficient information, especially from remote rural areas that are usually also the most vulnerable. However, the official attitude towards disasters has shown some positive changes of late, as demonstrated by the active participation and open discussion on the part of the government officials at recently organised Red Cross disaster management-related workshops and events. The appearance of local newspaper articles on floods during the 2002 rainy season, with MRCS relief activities primarily featured, was another sign of the changing atmosphere.

As the only humanitarian organisation with a real potential to fill the large gap existing nationwide between the needs of vulnerable communities and the country's limited ability to address them, MRCS has taken significant steps to enhance its capacity in disaster management over the past three years. Since the disaster response and preparedness division was formally established at the national headquarters in May 2001, it has successfully organised major disaster response operations on three occasions. NHQ's heightened readiness to assist local branches, which, individually, had been responding well to disasters but without coherent coordination, was highly appreciated by local Red Cross leaders, the authorities and the public.

An evaluation workshop for flood relief operations and a national basic skills building workshop in disaster management were held in 2001. They were followed by three workshops organised in 2002 to involve MRCS NHQ and branch members in the two-way learning process for the formulation of

MRCS disaster management policy, which is due for official adoption at the MRCS Central Council meeting in early 2003.

In accordance with the findings at those workshops, a participatory learning and action (PLA) project for community-based disaster preparedness was initiated in four communities in the Ayeyarwaddy division, and a disaster assessment and response team (DART) was established and publicly launched at MRCS NHQ in 2002. Replenishment for eighteen MRCS warehouses strategically located across the country was also started in 2002. Furthermore, MRCS and the Federation co-hosted two publicity events between 2001-2002, attended by stakeholders from government agencies, diplomatic missions, UN agencies and NGOs, to advocate for an effective national disaster management system and to raise the public awareness on the need for risk reduction measures.

MRCS recognises its mandate to carry out a more active role in the emerging national disaster management system and is committed to step up efforts to improve its disaster management capacity in 2003-2004. Reflecting the key lessons highlighted in the consultation process through a series of related workshops and a self-assessment exercise that utilised the “Characteristics of a Well-Prepared National Society” checklist, the Federation will seek to assist MRCS in: 1) maintaining the momentum for organisational change conducive to effective and sustainable management of the Society’s disaster management programme, 2) strengthening the disaster response mechanism, and 3) developing the community-based approach for disaster risk reduction.

Overall Goal

The risk of disasters is reduced and the resilience of the most vulnerable people in Myanmar is enhanced.

Programme Objective

MRCS’s capacity in disaster management is strengthened, based on its network of volunteers and branch structures and in strategic partnerships with the government authorities and other agencies.

Expected Result

The programme is based on three key complementary projects that will produce the following overall results:

1. MRCS is acknowledged as a leading organisation in disaster management with a recognised role in national coordination systems.
2. MRCS has an adequate response mechanism in place to fulfil its mandate in assisting the most vulnerable people in time of disasters in an efficient and swift manner.
3. MRCS can take full advantage of its nation-wide grassroots structures to promote community resilience to disasters.

The projects will seek to have the following specific results by the end of 2004:

Project One: Capacity Building toward “Well-Prepared National Society”

- MRCS has a five-year strategic plan in disaster management, which duly takes into consideration issues of accountability and financial sustainability in conformity with the MRCS disaster management policy, code of conduct and relevant Movement policies and guidelines, and actively disseminates it to the stakeholders.
- MRCS has appropriate internal communication, management and administration procedures to ensure effective decision making and accountability in financial reporting, logistics and procurement.
- MRCS NHQ has skilled human and material resources sufficient to manage an effective and sustainable disaster management programme.

- The tracing programme supported by ICRC is fully integrated with the Society's disaster information management system.
- Training and ToT manuals developed in Myanmar language for DART members and for PLA facilitators.
- MRCS advocates the need for disaster risk reduction with the government authorities, donors, UN agencies and international and local NGOs, and where appropriate, linking to interrelated humanitarian issues such as food security, internally displaced persons, environmental management and waterborne diseases.
- As a member of the regional disaster management committee, MRCS plays an active role in knowledge and experience sharing in disaster management with sister Red Cross Red Crescent Societies and other organisations in South East Asia.

Project Two: Strengthening National Disaster Response Mechanism

- MRCS capitalises on its strategic role in disaster management to promote information sharing and coordination in disaster monitoring, early warning, damage and needs assessment, and response among the national and local authorities, UN agencies, and international and local NGOs.
- Linkage and compatibility are promoted between the MRCS's disaster response mechanism and the Federation's at regional and international levels through provision of proper training.
- MRCS has contingency plans for flood and fire disasters that are well understood amongst relevant staff and volunteers at all levels of the Society.
- DART, started at NHQ level, is extended to all provinces (states and divisions).
- The network of 18 MRCS warehouses across the country is well functioning with an adequate level of pre-positioned relief stock and a proper stock management system in place.
- A disaster management focal point, which takes responsibility of coordination in disaster awareness, monitoring, early warning, reporting and logistic management, is established at all district-level Red Cross supervisory committees with clear communication lines at both province and township levels.

Project Three: Participatory Learning and Action for Resilient Communities

- Fifteen township branches in five provinces are introduced to an integrated approach to disaster mitigation, preparedness, relief, rehabilitation, public health and development, and have sufficient skills and resources to support and monitor community-based capacity building activities.
- Appropriate risk reduction activities are identified and undertaken by 30 disaster prone communities in five provinces using the PLA process facilitated by the MRCS.
- Enhanced awareness and skills in humanitarian values, disaster preparedness, conflict preparedness and response, first aid, and public health among school children, teachers, community leaders, and local authorities in 15 most vulnerable communities in five provinces.
- A pilot vulnerability and capacity assessment is conducted to survey rural livelihoods and local coping strategies in selected remote communities in five provinces where it is particularly difficult for external assistance to reach in time of disasters.
- MRCS has an appropriate programme management system in place to learn from the capacity building experiences in vulnerable communities and to promote best practices.

3. Humanitarian Values W [<Click here to return to the title page>](#)

Given the present context of Myanmar, it is recognised that there is considerable scope to raise the awareness of humanitarian values as well as of International Humanitarian Law (IHL) and to strengthen the visibility and profile of the MRCS and its membership within the International Red Cross and Red Crescent Movement. A key element of the information and dissemination programme will be focussed internally, with orientation and training courses being designed to target the membership at all

levels of the Society, to build increased motivation, commitment and understanding of the Red Cross Red Crescent mission and responsibilities.

With the restructuring of the MRCS's national headquarters, and the establishment of a communications department with new staff appointed during 2002, the Society has committed itself to developing its capacity within the communications and public relations sectors. The department is currently working on preparing a national strategy and intends to become more active in providing information and dissemination to key target groups, and produce new materials covering the work of the Movement, the work of MRCS as well as Red Cross Red Crescent Principles.

In 2002, the Society organised a number of successful events including the launch of the World Disasters Report and the observance of World Red Cross Red Crescent Day, and there are plans to increase MRCS visibility through such public and community events in the coming years. The ICRC provides support for the Society in the dissemination of IHL and the provision of dissemination materials, and will continue to work closely with the MRCS and the International Federation as the communications programme gains strength.

The communications department does, however, continue to face challenges: the provision of computer hardware and e-mail access remains an issue, staff skills are limited and training for the small number of staff in subjects such as public relations, IHL, marketing and advertising is required. Specific training in communications and advocacy will also be sought from within the region and attention will be given to better linking the activities with core programme areas such as health and disaster management. This will help ensure that a multi-dimensional approach is taken whereby humanitarian values are incorporated into each programme and that the MRCS volunteer and youth network is fully utilised.

Overall Goal

There is increased awareness and application of humanitarian values, the fundamental principles and key national and global advocacy themes in Myanmar.

Programme Objective

The awareness of humanitarian values in Myanmar, and the role and responsibility of the MRCS is enhanced.

Expected Results

The programme is based on one project that will have the following overall result: The capacity of MRCS to disseminate and publicise the role of the Red Cross Red Crescent has been developed.

The project will seek to have the following specific results:

- MRCS staff and volunteers are trained with a common understanding and approaches in the dissemination of values and skills, in basic advocacy, and in communications and media work.
- Trained Red Cross disseminators and materials are available in all branches.
- Increased public understanding and credibility of Red Cross through radio, television and the print media, recognising a shared MRCS, International Federation and ICRC responsibility.
- Stronger Red Cross programmes for youth and in schools.
- MRCS staff taking part in national forums and effectively promoting key information, education and mitigation messages.
- Participation of MRCS communications staff in regional communications activities and networking.
- Integration of humanitarian values into all core programmes.
- A documented history and celebrations for the MRCS 75th anniversary in 2004.

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

Background and achievements/lessons to date

Given a window of historic opportunity the country is glimpsing of late, and the possible dramatic increase in humanitarian needs in the foreseeable future, MRCS needs to speed up its organisational development process and re-engineer itself in order to remain relevant within the rapidly changing environment. Despite delays and increased uncertainty due to changes in the Society's leadership following the General Assembly in April 2002, the same period witnessed a significant increase in interest in organisational development issues among the MRCS leadership, hinting at the Society's greater ownership of the process. In the meantime, through the organisational development programme which was facilitated over the past year, important steps were taken to capitalise on the momentum created by the reorganisation of NHQ management.

The disaster preparedness and response, health and communications divisions were successfully re-established at NHQ with competent middle management staff recruited as heads of division between June-September 2002. At present, each division is critically reviewing its structure against its functions, with a view to a need for sustainability, and to prepare the ground for the next step of building a consensus for an overall NHQ governance and management restructuring. As of the final quarter of 2002, the establishment of a finance division is under discussion, and the Federation is collaborating with ICRC to revitalise the OD task force at MRCS, which has been dormant since the last General Assembly. Furthermore, a branch survey exercise was started in October 2002 to collect accurate and updated information on the MRCS branches and to study their external environment. A special English course for MRCS staff was also organised in co-operation with the British Council in Myanmar.

The main findings from the self-assessment exercise based on the "Characteristics of a Well-Functioning National Society" questionnaire and the ongoing consultation process involving ICRC and MRCS's bilateral project partner organisations as well as the MRCS leadership, so far includes the following:

- The OD programme started in Myanmar primarily with the review of the organisational structures, but now needs to pay more attention to the functions and how people work as well, recognising a close interdependence between different capacity building measures.
- A clear demarcation of roles and responsibilities between governance and management is imperative but not yet established.
- The question of sustainability of the current level of salary support for MRCS staff needs to be carefully monitored within the context of a dynamic organisational change process and in view of an ever changing environment.
- The need for accountability to the most vulnerable people, not only to donors and/or to the government, must be emphasised in programme management.
- It is crucial that any OD activities be coordinated closely with ICRC's cooperation activities.
- It is also important to ensure that the change process is understood and supported by the partner organisations and PNS, and to have them on board as much as possible.
- Learning from the experiences of sister societies would be useful, with the regional OD unit in Bangkok being asked to provide a regional framework for knowledge and skills sharing.

MRCS clearly recognises that it is currently going through a critical transitional stage. In particular, the Society leadership gives priority to: 1) branch development and volunteer management; 2) revision of the Society's legal base; 3) stronger financial management capacity and financial sustainability; 4) strengthening NHQ human resources, particularly at top and senior management levels; and 5) training in programme management skills. The Federation must help the MRCS governance and management ride out the complex process with strategic advice, a clear timeframe, and a broad-based consensus, so that MRCS can prepare itself to be able to take full advantage of its unique strength as an international, national and community organisation.

Overall Goal

The MRCS's ability to address the humanitarian needs of the most vulnerable in Myanmar is strengthened.

Programme Objective

MRCS has better foundation, capacity, and performance for running volunteer based services and programmes more competently, and moves toward being a 'Well-Functioning National Society'.

Expected Results

The programme is based on three key complementary projects that will produce the following overall results:

1. MRCS becomes a more credible and legitimate organisation that can mobilise wider support at international, national and local levels.
2. MRCS becomes a more viable organisation that can continuously develop itself in a sustainable and accountable way.
3. MRCS becomes a more effective organisation that can make a difference in the lives of vulnerable people in the changing environment.

The projects will seek to have the following specific results by the end of 2004:

Project One: Re-establishing the National Society's Foundation

- MRCS advocates, with concerted assistance from the ICRC and the Federation, the need for revision of the Myanmar Red Cross Society Act in accordance with the Movement's guidelines, and builds a consensus among the relevant stakeholders including the government authorities.
- MRCS has a draft of a new constitution finalised with concurrence of the ICRC and the Federation, ready to be adopted by the MRCS Central Council upon the amendment of the current MRCS Act.
- A sense of identity and unity is promoted at all levels of the Society. MRCS's mission and the Fundamental Principles are well understood and broadly supported by members and volunteers.
- Based on the findings from the branch survey, to be concluded in early 2003, MRCS formulates a branch development strategy and undertakes relevant activities to strengthen its branch network, with appropriate linkage to activities related to community-based capacity building, disaster response preparedness, logistic management, tracing and fundraising.
- The leaderships of MRCS branches have better knowledge and skills in volunteer management.
- A database of the branches, which includes the essential information at provincial, district and township levels such as membership, volunteers, activities, and available resources, is developed and updated on a yearly basis.

Project Two: Augmenting the National Society's Governance and Management Capacity

- MRCS has a clear structure for governance and management with well-defined roles and straightforward lines of authority and delegation.
- Appropriate internal communication, management and administration procedures are in place to ensure efficient and transparent decision making and to strengthen the coordination and synergy within the Society.
- MRCS NHQ has sufficient human resources required for stronger administrative and programme management and for effective branch support.
- Explicit policies regarding the recruitment, training, appraisal and reward of staff and volunteers are developed.

- MRCS has a transparent system of financial management, budgeting, accounting, procurement, inventory, as well as external, independent auditing, with a high level of integrity and clear accountability for the use of funds.
- MRCS seeks to minimise over-reliance on external assistance through active and systematic local fundraising and income generation while keeping administrative and other overhead costs under control.
- MRCS has available the basic material infrastructure adequate for its purposes and sustainable in terms of operation and maintenance.
- MRCS has a well managed and maintained headquarters building and offices, providing a good environment for the staff and welcoming to national and international visitors

Project Three: Refocusing the National Society's Performance on the Lives of Vulnerable People

- A results-based management approach, which promotes stakeholder participation and rigorously employs a logical framework in planning, monitoring and evaluation, is introduced for MRCS NHQ 's programme implementation.
- Partnerships with other organisations are actively sought for coordination of activities and the sharing of skills and expertise, with their inputs and feedback for MRCS's organisational change process encouraged.
- MRCS strengthens its youth activities that concentrate on enhancing the capacities of the most vulnerable to help themselves with the active participation of the target groups.
- MRCS actively disseminates the Fundamental Principles and humanitarian values.
- MRCS prepares regular reports on its services and programmes, finances and achievements, and keeps the stakeholders, the press and the public informed about its activities.

5. Federation Coordination

Background and achievements/lessons to date

With a strengthened Federation Delegation in place since the second half of 2002, a major priority for the Red Cross Red Crescent in Myanmar is to increase donor interest and support for the MRCS, and to ensure a well orchestrated strategy for the managed development of the Society from within, with active participation and support from partners. The Federation delegation will make every effort to ensure that the MRCS is fully involved in all discussions and decisions relating to donor support, and that partners involved in multilateral and coordinated bilateral projects work in accordance with MRCS priorities and planning, and are provided with appropriate services by the International Federation delegation.

Regular coordination meetings are held each quarter in addition to informal coordination meetings between the Federation, and ICRC, as well as with PNS on specific issues. Delegation staff regularly attend regional coordination meetings, workshops and other events. The priorities are starting the CAS process, strengthening coordination between all the partners (particularly of external resources), providing support for the annual planning process and headquarters capacity building as part of the focus on organisational and resource development.

Overall Goal

Sustainable long-term development of the MRCS is achieved through facilitating strong and effective coordination between MRCS present and potential partners.

Programme Objective

Solid coordination and collaborative practices are put in place, enabling all partners to assist MRCS to develop and implement their long-term development strategy.

Expected Results

The programme is based on one key project that will produce the following overall results: the MRCS and its key partners (the Federation, ICRC, PNS and other organisations) recognise the vital importance of the CAS for the long term sustainable development of the Society, both as a flexible framework for enhanced coordination and programme management as well as a useful marketing tool .

The project will seek to have the following specific results by the end of 2004:

- A fully inclusive and well coordinated CAS is prepared which supports the MRCS national plan and strategy and is accepted by all partners.
- The capacity of MRCS management and staff to lead the CAS is progressively enhanced through implementation of the HRD policy and income generation/fund raising plan.
- Continuing and practical support is provided for MRC's leadership of the CAS by all partners.
- Necessary funding is secured to guarantee the CAS process in Myanmar
- Coordination between all partners is strengthened through minuted coordination meetings, informal meetings with PNS on specific issues and regular programme updates.
- A training and support package is put in place for the MRCS programme monitoring unit as part of the OD capacity building process.
- One annual and two or three regional programme review and planning workshops are held to facilitate monitoring progress with the annual workplan.

6. International Representation

Background and achievements/lessons to date

Although the Federation delegation in Myanmar has consistently advocated Red Cross Red Crescent principles and values in various international and national fora, there is an urgent need to step up these activities both in the international community and among the public and Myanmar authorities.

Over the coming years, the International Federation intends to enhance its participation and advocacy in international fora, in close interaction with ICRC - a collaboration that enables the two organisations and MRCS to present a unified image of the Movement in Myanmar. Together with the MRCS and ICRC, the Federation will also target heads of national government ministries and local heads of public administration, as well as locally based foreign embassies and NGOs. Discussions and information about Red Cross Red Crescent activities are aimed at increasing the Government's understanding and acceptance of humanitarian values.

The Federation and the Myanmar Government, with support from the ICRC and MRCS, have started negotiations on a status agreement, which is expected to facilitate the Federation's interaction with the Government, and provide a basis for future coordination and servicing of donor support, interests and requests.

Overall Goal

Knowledge and understanding of Red Cross Red Crescent principles and values, nationally and within the international community is increased.

Programme Objective

MRCS and the International Federation have leading roles and visibility in national and international fora respectively.

Expected Results

The programme is based on one project that will have the following overall result: the MRCS and the International Federation are positioned to influence the humanitarian agenda in Myanmar and mobilise resources.

The project will seek to have the following specific results:

- The MRCS with its Red Cross Red Crescent partners have strengthened their cooperation with public authorities and the international community, and generated a higher profile and improved image in Myanmar
- The status agreement between the Federation and Myanmar Government is signed
- The Federation and MRCS have attracted increased interest from potential donors and partners.
- Strengthened MRCS capacity in advocacy and communication

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BUDGET 2003

PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.63/2003

Name: Myanmar

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	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	6,000	0	0	0	0	6,000
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	0	80,000	0	0	0	80,000
SUPPLIES	0	6,000	80,000	0	0	0	86,000
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	792	5,064	900	5,144	0	0	11,900
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
CAPITAL EXPENSES	792	5,064	900	5,144	0	0	11,900
Warehouse & Distribution	634	1,411	10,520	115	0	0	12,680
Transport & Vehicules	746	1,661	848	136	0	0	3,390
TRANSPORT & STORAGE	1,380	3,072	11,368	251	0	0	16,070
Programme Support	22,046	49,076	25,179	3,593	0	0	99,894
PROGRAMME SUPPORT	22,046	49,076	25,179	3,593	0	0	99,894
Personnel-delegates	186,880	387,960	123,000	8,160	0	0	706,000
Personnel-national staff	45,236	63,362	25,910	13,952	0	0	148,460
Consultants	0	0	0	0	0	0	0
PERSONNEL	232,116	451,322	148,910	22,112	0	0	854,460
W/shops & Training	25,400	83,750	62,000	6,800	0	0	177,950
WORKSHOPS & TRAINING	25,400	83,750	62,000	6,800	0	0	177,950
Travel & related expenses	12,736	24,712	2,200	3,152	0	0	42,800
Information	12,600	24,750	28,300	6,200	0	0	71,850
Other General costs	32,101	107,275	28,515	8,018	0	0	175,910
GENERAL EXPENSES	57,437	156,737	59,015	17,370	0	0	290,560
TOTAL BUDGET:	339,171	755,021	387,372	55,270	0	0	1,536,834