

Appeal update

The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.

Appeal number MAA00018

3 April 2008

Avian influenza (AI) preparedness, mitigation, and response

Special focus on Cambodia

In brief

Cambodia's Plan of Action Update no. 1; May – September 2007

Global Appeal target: CHF 16.6 million (USD 14.8 million or EUR 10.1 million);

Global Appeal coverage for 2006-2007: 67 %

Global Appeal outstanding needs: CHF 5.5 million (USD 4.9 million or EUR 3.3 million)

Appeal history:

- **Global Appeal launched on 20 April 2006 for CHF 17.4 million (USD 13.4 million or EUR 11 million) for a period of 12 months.**
- **Cambodia's Plan of Action under the Global Appeal launched on 30 June 2007 for CHF 545,841 (EUR 330,584 or USD 444,142) for twelve months**

Summary: The Cambodian Red Cross continues to implement its avian influenza mitigation plan, along with the support from the International Federation of the Red Cross and Red Crescent (The Federation) and several key partners. So far, seven deaths from human avian influenza since 2005 have been reported in Cambodia. The government of Cambodia is responding to avian influenza and the serious threat of pandemic influenza by conducting mass avian influenza awareness campaigns and by developing contingency plans in order to be able to respond to a human influenza pandemic.

Preparation and groundwork have begun at various levels and even at this early stage in the development of the AI-PI programme, the national society has gained visibility and recognition through strengthened collaboration with involved stakeholders including the national committee for disaster management (NCDM), ministry of health (MoH), ministry of agriculture, fisheries and forestry (MAFF), local authorities, communities and United Nation bodies (UNICEF, UNDP, WHO, and FAO). These stakeholders recognise the potential importance that the Cambodian Red Cross could play in the event of an influenza pandemic. The CRC is a member of both the partnership forum for avian influenza and the working group for pandemic planning.

For further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please visit the Federation's website at <http://www.ifrc.org> <click here for contact details>

Background

The International Federation of Red Cross and Red Crescent Societies (the International Federation) has already started responding to avian influenza (AI) or bird flu, based on an approach that AI and pandemic human influenza are two distinct, but closely related issues. Given the potential magnitude and unprecedented nature of the threat posed by avian influenza and its possible conversion into pandemic influenza (PI) with disastrous consequences, the International Federation is committed to using its comparative global advantages to support increased efforts by its member National Societies to develop and implement successful measures leading to a viable risk-reduction and relevant national and global response capacity to AI and pandemic influenza. Current ongoing and planned efforts need to be reinforced or scaled up, and given its unique position, the International Federation launched this global appeal seeking CHF 17.4 million (USD 13.4 million/EUR 11 million) to provide vital support to National Societies for an initial period of 12 months. [<click here to view the appeal directly>](#)

Depending on the situation, a follow-up appeal may be made.

Operational developments

The avian influenza (H5N1) outbreak in Asia continues to pose a serious public health threat. The World Health Organization (WHO) uses a series of six phases for pandemic alert; with the current alert at phase three. With more than 30 countries in the world now reporting the avian influenza (AI) virus H5N1 in wild and domestic poultry and 12 countries with confirmed cases of human avian influenza, there remains an ever increasing risk that the virus could mutate and create a new human strain of pandemic influenza (PI). With regard to this global concern over avian influenza and also considering the seven reported deaths from human AI since 2005 in Cambodia, the government of Cambodia is responding to AI and the serious threat of PI by conducting mass AI awareness campaigns and by developing contingency plans in order to be able to respond to a human influenza pandemic.



Cambodian Red Cross volunteers are vital in empowering communities with information on AI mitigation.

The Cambodian Red Cross (CRC) is working with the government of Cambodia to contribute to their national programme for AI and the national pandemic preparedness planning process. A key element is the Red Cross volunteers who live in the villages where they work and a permanent local resource. The programme is designed to link Red Cross volunteers with existing community structures, such as the villages' chiefs, animal and human health workers, farmer's unions, women's unions, youth unions, etc. to assist communities. This is especially so for backyard farmers in identifying ways in which they can develop long term strategies and change key behaviours and practices in order to reduce their AI-related risks. The programme also aims, in the longer term, to assist these communities to build capacities to prepare for, and respond to pandemic influenza and other public health emergencies.

With technical support from the Federation delegation in Cambodia, CRC's health department secured CHF 545,841 funding support for AI-PI programme from the Federation's global avian influenza appeal, which includes EUR 38,000 (CHF 23,030) funding from the Finnish Red Cross. The Finnish Red Cross funding is to be paid in two instalments (EUR 30,000 in April and EUR 8,000 in October) and on condition that it be used to support activities conducted in 2007 in two of the 12 provinces (Kratie and Kampong Cham). CHF

272,920 was received as a first tranche from the global appeal for expenditure from April 2007, with the second tranche to be transferred upon approval of the first six months activities. The financial summary is provided below:

| Donor/Project | Pledged Amount | Contribution received | Expenditure till 30 Nov 2007 | Funds in field (working advances) | Balance 01 Dec 07 | Budget needs 1 Dec 07 – 31 March 08 |
|---------------------------------|----------------|--|------------------------------|-----------------------------------|-------------------|-------------------------------------|
| Global Appeal / Avian Influenza | CHF 545,841 | CHF 335,401 (including Finnish Red Cross contribution) | CHF 185,240 | CHF 55,098 | CHF 95,063 | CHF 90,000 |

The programme activities, which commenced later than hoped in June 2007, following the recruitment of a programme manager, are being conducted in 12 of Cambodia's 24 provinces (Kampong Cham, Prey Veng, Svay Rieng, Kandal, Kampong Speu, Takeo, Kampot, Siem Reap, Pursat, Otdar Mean Chey, Mondolkiri and Kratie).

Even at this early stage in the development of the AI-PI programme, the CRC had already gained visibility and recognition through strengthened collaboration with involved stakeholders including the national committee for disaster management (NCDM), ministry of health (MoH), ministry of agriculture, fisheries and forestry (MAFF), local authorities, communities and United Nation bodies (UNICEF, UNDP, WHO, and FAO). These stakeholders recognise the potential importance that the CRC could play in the event of an influenza pandemic. The CRC is a member of both the partnership forum for avian influenza and the working group for pandemic planning.

Red Cross and Red Crescent action — objectives, progress, impact

Programme Goal: To contribute to preventing and minimizing the potential for human morbidity and mortality caused by a potential influenza epidemic or pandemic.

Programme Objective: Beneficiaries belonging to high risk groups have modified their behaviour to reduce the risk of contracting Avian Influenza (AI) and community leaders and residents in their communities have developed capacities to effectively prepare and respond to possible Public Health Emergencies including Pandemic Influenza.

Expected results for avian influenza: High risk groups are knowledgeable of the virus, its symptoms and can take measures to prevent and respond to an avian influenza A (H5N1) epidemic in Cambodia.

CRC's AI prevention programme targets backyard farmers, accounting for nearly every household in target villages, in 12 provinces with the aim of assisting them to modify their behaviours in order to minimize the risk of AI. The planned number of direct and indirect beneficiaries is:

- 960 Red Cross volunteers
- 115,200 households; equivalent to approximately 345,600 individuals (head of household and decision makers)
- An additional (estimate) three members of household equal 345,600 (children, elderly, etc.) are considered as indirect beneficiaries.

Expected results for pandemic planning for human influenza: The CRC has become a significant player in the national PI plan (coordinated by NCDM) to respond to pandemic influenza, and communities are taking steps to reduce the risks of communicable and endemic diseases.

The project aims to assist the CRC national headquarters and their provincial branch offices to develop service continuity plans and contingency plans for response to a human influenza pandemic that will contribute to the NCDM's national pandemic plan.

Progress/Achievements:

Programme preparation activities

- Develop job descriptions for AI/PI programme staff including programme manager, programme officer and branch project officers. All positions have been filled with the exception of the programme officer at national headquarters.
- Newly appointed programme manager conduct programme planning meetings with Red Cross branches in target provinces to select districts, communes and villages to be included in the project.
- Discussions are underway on how to integrate the programme into the existing community-based health and disaster risk reduction projects and also how to align with the provincial committee for disaster management (PCDM) plans.
- Define the criteria for the selection of Red Cross volunteers for the AI awareness programme (two per village making a total of 960 across the 12 provinces).

Workshop on avian and human influenza pandemic planning on 18-20 July 2007

The purpose of the workshop was to enable Red Cross staff from 12 selected branches to promote the AI public awareness and to begin the process of developing PI response plans. The newly appointed programme manager organized a three-day workshop on AI and PI planning for approximately 37 participants, three staff from 12 selected Red Cross branches, plus the director of the Phnom Penh branch who hosted the workshop.



CRC programme managers discussing ways to promote AI awareness during the AI and PI planning workshop.

The workshop also involved key personnel from appropriate ministries and organizations such as the ministry of health, ministry of agriculture, fisheries and forestry and the national committee disaster management. Avian influenza - IEC materials, provided by UNICEF, were displayed and distributed to participants within workshop. The workshop was reported on six TV channels and one radio channel.¹

Programme launching and Red Cross volunteers selection by each Red Cross branch

Following the above workshop, the 12 branches conducted meetings with their counterparts from the provincial departments of health and agriculture, the provincial committee for disaster management and local authorities in order to explain the purpose of the programme and select target districts, communes and villages to be included.

During August and September, 80 Red Cross volunteers from each province (total of 960) were selected and participated in trainings on avian influenza and human pandemic influenza. First aid training was also conducted. The methodology utilized included a mixture of questions and answers, role plays, group discussions, presentations and lectures. Additionally, a distribution plan was established for the provision of IEC materials for beneficiaries in their communities. Red Cross volunteers were also provided with T-shirts and caps, training materials, first aid kits and hygiene kits. The table below outlines the target areas of the programme with number of Red Cross volunteers that have been selected and trained.²

¹ See annex 1 for detailed report of workshop

² See annex 2 for the RCV training Curriculum

| No | Provinces | Districts | Communes | Villages | Red Cross volunteers | | |
|--------------|-----------------|-----------|-----------|------------|----------------------|------------|------------|
| | | | | | Total | Female | Male |
| 1 | Kampot | 04 | 09 | 40 | 80 | 45 | 35 |
| 2 | Kandal | 01 | 05 | 40 | 80 | 30 | 50 |
| 3 | Kampong Cham | 03 | 06 | 40 | 80 | 12 | 68 |
| 4 | Kampong Speu | 03 | 10 | 80 | 80 | 28 | 52 |
| 5 | Kratie | 05 | 13 | 40 | 80 | 46 | 34 |
| 6 | Pursat | 02 | 03 | 40 | 80 | 44 | 36 |
| 7 | Mondolkiri | 05 | 13 | 40 | 80 | 32 | 48 |
| 8 | Svay Rieng | 01 | 08 | 40 | 80 | 40 | 40 |
| 9 | Siem Reap | 03 | 07 | 40 | 80 | 41 | 39 |
| 10 | Prey Veng | 02 | 08 | 40 | 80 | 33 | 47 |
| 11 | Otdar Mean Chey | 02 | 05 | 40 | 80 | 46 | 34 |
| 12 | Takeo | 02 | 04 | 40 | 80 | 15 | 65 |
| Total | | 33 | 91 | 520 | 960 | 412 | 548 |

AI prevention dissemination and education by Red Cross volunteers

Upon the completion of AI training for Red Cross volunteers, the branch project officer together with some of the Red Cross volunteers, formulated work plans for Red Cross volunteers to conduct awareness activities on the prevention of AI in the villages. Due to the good collaboration with local authorities and other implementing stakeholders, Red Cross volunteers from six of the 12 branches have commenced disseminating messages for the prevention of AI in their communities. A range of methodologies have been used including house to house visits, small group discussions, community meetings (taking advantage of other community activities), encouraging villagers to watch and listen to the TV and radio AI and PI messages. To date, the Red Cross volunteers have delivered messages to 26,074 individuals (49 percent women, 37 percent man, 14 percent children). Topics covered include:

- The eight key messages outlined in the national communication strategy for AI in Cambodia – hand washing with soap or ash, separating new poultry from existing stocks, fencing in all poultry and separating ducks from chickens, burying or burning poultry who died due to sickness, reporting sick and dying poultry to authorities, avoiding children touching or playing with poultry, covering mouth and hands when touching poultry, burying or burning faeces from poultry (daily).
- Mode of transmission of AI from bird to bird and bird to human.
- Symptoms of AI in humans and in poultry.
- The difference between AI and human pandemic influenza.
- The importance of early referral of sick humans to health centres or hospital.

The remaining six branches plan to commence their village based activities from October onwards³

Provincial pandemic planning

At the launch of the Cambodian national avian and human influenza plan in Phnom Penh in July 2007, the prime minister endorsed the recommendation that "*all provincial governors should urgently begin the process of planning for a pandemic influenza emergency*". As a result, Siem Reap has been selected as the first province to implement a pilot multi-sector planning process for provincial pandemic response in line with the government's strategic direction for national pandemic preparedness. The process, which is funded from AusAID and the US Centre for Disease and Control (US-CDC) through WHO, is to develop multi sector operational response plans for a pandemic influenza emergency at the provincial level.

On 4 September, the national committee for disaster management invited the governor of Siem Reap to attend a meeting to begin the consultation process for developing the first provincial pandemic plan. This meeting was also attended by the MoH, WHO, the UN coordinators office and the CRC from Phnom Penh, and the vice governor, provincial heads of ministerial departments, referral hospitals, provincial district governors, some government authorities from the provincial level, and the Siem Reap branch of Cambodian Red Cross.

Goal of this consultation was:

- To brief the governor of Siem Reap on the national strategic approach to pandemic planning.
- To alert the governor and his department heads to the potential social and economic impact of a pandemic and to underscore the imperative for planning for securing resources.
- To seek the governor's agreement to lead the process of developing a multi sector provincial pandemic plan.

For many of the provincial participants, this was the first time they had been faced with the potential and social impact of a pandemic emergency. Key points were raised including:

1. Need to develop policies and technical guidelines to aid the provincial planning process.
2. Establish clear coordination mechanisms.
3. The important role of pagodas and monks.
4. Logistical and security support roles of the police and military during a pandemic.

Conclusions and recommendations of the consultation:

The governor agreed and committed to the process of developing a multi-sector pandemic plan for Siem Reap and that this should start as soon as possible. He designated the deputy governor to collaborate with the NCDM in leading the coordinated effort. This process will receive specific technical assistance from the MoH, WHO, US-CDC and other partners.

Next steps from the consultation:

1. A provincial pandemic planning team (PPPT) will be established in Siem Reap by November. The multi-sector PPPT should include strong representation from the CRC, the provincial committee for disaster management and the monks.
2. Conduct a situational analysis to determine baseline organisational structures, capacities and resources (November 2007).
3. Inputs from the analysis will feed into a series of provincial multi-sector planning workshops to help develop plans. These will be conducted in early 2008.

International disaster response law (IDRL)

The Federation IDRL Asia Pacific programme and WHO have jointly prepared project proposals to examine "Legal preparedness for responding to disasters and communicable disease emergencies" in Cambodia, Laos and Viet Nam. The studies will identify the key legal issues likely to arise in the event of a disaster or communicable disease emergency – specifically preparedness for a human influenza pandemic. It will examine relevant national and provincial laws and policies as well as the implementation of key international and regional legal instruments applicable to each country including the international health regulations. These studies will be conducted jointly by the Federation and WHO with financial support from the Asian Development Bank.

The Cambodia study is due to commence in early 2008 and will take place over a five- six month period, and will include legal research, consultations, workshops and will produce an analytical report containing the key findings and recommendations for improving legal preparedness.

In order to help facilitate the planning process in Cambodia, the country delegation arranged and participated in a range of meetings, telephone and email communications between the various concerned actors including IDRL Asia Pacific programme, WHO, NCDM, CRC.

Monitoring and support activities

The programme manager has been visiting a number of the provincial branch activities, sometimes accompanied by either the director or deputy director of the health department. The CRC communication department also made a visit to one of the provinces to observe the Red Cross volunteers training on AI following which they produced a broadcast for Cambodian TV and plan to post a report on the [Cambodian Red Cross Society's website](#) in November.

The CRC monitoring and evaluation unit will conduct a monitoring exercise in November.

Delegation visit to Cambodia

The avian and human influenza manager from the health and care department in Geneva visited Cambodia in August. During his visit he had meetings with CRC leaderships and national headquarters staff working in AI, the Federation's head of country delegation, health delegate and representatives from other organizations active in AI and PI such as the national committee for disaster management and UNICEF. He also visited one of the branch offices working in AI where he had the opportunity to meet with and discuss the programme with the CRC branch staff and provincial partners working in AI and PI (department for disaster management, departments of health and agriculture, UNICEF).

Car donation

In September, with funding from the global appeal, the Federation head of delegation in Cambodia presented a Toyota Land Cruiser to the president of the CRC. This vehicle will be used to support the implementation of the avian influenza and pandemic influenza programme.

Working with partners

- The CRC have very good relationships with the national committee for disaster management, ministry of health and ministry of agriculture, forestry and fisheries who have provided technical assistance for the training Red Cross branch staff and volunteers. The CRC also has a close working relationship with WHO, FAO and UNICEF all of whom support, in one way or another, the CRC programme activities.
- UNICEF and AED (NGO funded by USAID) have produced many posters, leaflets, theatre, TV and Radio spots and these have been adopted by all agencies working in AI including the CRC. In September 2007, UNICEF provided, free of charge, a total 25,000 posters on AI to the CRC which have been distributed to target provinces.
- The CRC is an active member of the avian influenza partnership group and working group for pandemic planning which is chaired by the national committee for disaster management led by the prime minister of the Cambodian government. As a member of this working group and in its role as auxiliary to the government, the CRC coordinates with the national committee for disaster management and the provincial departments for disaster management in regard to activities related to PI.

Constraints and challenges:

- The CRC intended to commence the programme in March. However it took longer than expected to recruit a programme manager. This delayed the programme by three months.
- Some of the Red Cross branches have selected too many target districts to conduct the AI programme. This has made it difficult to monitor the Red Cross volunteers activities with only one AP-PI programme officer in each Red Cross branch.
- Some new Red Cross volunteers have limited capacities and skills of organizing meetings and conducting behaviour change promotion activities in their communities/villages.
- Lack of computers and printers in some of the Red Cross branch offices.

Plans for the following six months

- As a member of the provincial pandemic planning team, continue to participate in all activities concerned with the provincial planning process in Siem Reap.
- Participate in a monitoring exercise to be conducted by the CRC monitoring and evaluation unit (November 07).
- Conduct a review team meeting in Phnom Penh with all branch DOs, provide them with updated information on AI and PI activities in Cambodia and introduce an monitoring and evaluation plan for AI (January 2008).
- Recruit programme officer at national headquarters.
- Conduct a workshop for the CRC national headquarters leadership on pandemic influenza and pandemic planning (February 2008).
- Red Cross branch DOs conduct a series of team meetings with their Red Cross volunteers to update them on current issues and concerns and to allow for sharing and feed back (February-March 2008).
- Provide Red Cross volunteers with second set of T-shirt and hygiene kits.

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How we work

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The Federation's Global Agenda

The International Federation's activities are aligned with under a Global Agenda, which sets out **four broad goals** to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

- Cambodian Red Cross Society: Men Neary Sopheak, Deputy Sec-Gen; email: sopheak.MenNeary@crc.org.kh; phone +855 23 21 28 76; mobile: +855 12 81 08 54, fax 855 23 21 28 75;
- Federation country delegation: Scott Tind Simmons, email: scott.tindsimmons@ifrc.org; phone: +855 12 901 400; fax +855 23 210 163;
- Federation regional office: Alan Bradbury, head of regional office; email: alan.bradbury@ifrc.org; phone:+66.2.661.8201; fax: +66.2.661.9322