

Appeal 2003-2004



International Federation
of Red Cross and Red Crescent Societies

AFGHANISTAN

Appeal no. 01.52/2003

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

	2003 (In CHF)	2004 ² (In CHF)
1. Health and Care	9,770,957	9,183,000
2. Disaster Management	1,463,304	1,375,000
3. Humanitarian Values	540,857	508,000
4. Organizational Development	2,748,597	2,584,000
Total	14,523,714¹	13,650,000

Introduction

Afghans have endured almost unparalleled hardship for the past 23 years of war, instability and displacement. To compound matters, much of Afghanistan has been in the grip of a severe drought for the past three years.

Life expectancy and several health indicators are among the worst in the world. A woman dies every 30 minutes because of a pregnancy-related complication; one in five Afghan children die before their fifth birthday; and Afghan men are lucky to live beyond 50 years old. In the early part of the 21st century, Afghanistan is a country destroyed with several legacies of war and poverty. The future is being handed to a nation of orphans, limbless landmine victims and millions of others traumatised by their decades-long ordeal. However, even though the spirit of the people is bowed, it is not broken.

The Afghan Red Crescent Society (ARCS) - with the support of the International Federation of Red Cross and Red Crescent Societies, the International Committee of the Red Cross (ICRC) and supporting National Red Cross and Red Crescent Societies - has been assisting millions of vulnerable Afghans for decades.³

In 1999, the National Society/Federation conducted three evaluations of the health, community based first aid, disaster preparedness and organisational development programmes. All three programmes were found to be appropriate, but recommendations were made to improve impact. The following year, a co-operation agreement strategy (CAS) was developed and communicated to partners - both

¹ **USD 9.97m or EUR 9.84m.**

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

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

Movement and external. This initial CAS was supplemented in 2001 by a more detailed assessment designed to prepare the way for a National Society five-year plan.

The aim of the Federation's 2002-2003 appeal is to build on this progress and ensure that *the capacity of the Afghan Red Crescent to support the millions of vulnerable people in need of assistance has increased within two years.*⁴

Context

The Afghan Red Crescent Society (ARCS) has been providing continuous humanitarian assistance in what is probably the deepest political, economic and social crisis anywhere in the world. While other organisations come and go, the Afghan Red Crescent, with Federation Secretariat support, has stayed and continued its important work. Indeed, in 1998, the International Red Cross and Red Crescent Movement was the only international aid organisation operating in Afghanistan, working with and through the National Society. No other humanitarian actor has such a comparative advantage: it is indigenous, volunteer, community-based and nationwide, making the Red Cross Red Crescent (RCRC) one of the most effective supporters of Afghanistan's most vulnerable.

Armed conflict and instability has taken its toll on the National Society, but it has shown remarkable endurance remaining one of the few constants Afghans have been able to turn to throughout years of turmoil. The National Society needs to build on its inherent comparative advantage. Over the past 12 years the Federation Secretariat has been helping the Afghan Red Crescent do this by:

- engaging since 1991, empowering the National Society with a greater programmatic capacity and a greater awareness of its role as a champion of humanitarian values in this war-ravaged country.
- supporting the provision of basic health care to millions of vulnerable people - particularly mothers and children - via its nationwide network of 51 clinics (by the end of 2002). This has included curative services as well as a greater emphasis on preventative care, such as immunisation and health education. The ARCS was part of the polio immunisation campaign in April/May 2002 that protected 5.8 million children.
- strengthening the National Society's capacity to prepare and respond to disaster. When Nahrin was devastated by an earthquake on 25 March 2002, ARCS mobile health teams were among the first on the scene to provide emergency treatment. From those early hours, the Red Crescent has maintained its presence in Nahrin and continues today to provide daily basic health care.
- co-ordinating international support - such as a multi-million dollar Afghan crisis appeal after 11 September 2001 - that has helped the National Society respond as part of a strategic humanitarian effort.
- representing the National Society - such as at the July 2002 Afghan Support Group meeting in Geneva - and advocating on behalf of vulnerable Afghans on the local, regional and international stage.

National Society Priorities

Progress has been made to build capacity of the National Society, but the Afghan Red Crescent remains in urgent need of reconstruction, both human and physical. The National Society reflects the community it springs from: defiant yet marked by the ravages of decades of war and instability. This is symbolised by the ARCS headquarters: the compound's buildings are among the few standing in a part

⁴ This appeal document is designed to market the Federation's assistance programme in Afghanistan. It draws on a more detailed plan of action that will guide international support to the Afghan Red Crescent. The plan is built on a hierarchy of intended achievements constructed along the lines of a logical framework, whereby activities feed into expected results, which feed into project objectives (where relevant), programme objectives and designated goals. The plan of action includes all activities, indicators, means of verification, assumptions/risks, detailed budget plans, timetable of implementation as well as monitoring and evaluation mechanisms. This is available by contacting Andrée Houle at houle@ifrc.org.

of Kabul reduced to rubble during the wars of the 1990s. However, even though they stand, the buildings, like the National Society are in need of rehabilitation.

A concise strengths, weaknesses, opportunities, threats (SWOT) analysis reveals a National Society with significant potential.

SWOT analysis of the Afghan Red Crescent

Internal	External
<p>Strengths</p> <ul style="list-style-type: none"> • Indigenous community & volunteer based organisation. • National & experienced. • International Red Cross Red Crescent Movement (RCRC) support. • Willingness to change. • Symbol of neutrality. • Experience in health care. • Over 11,000 volunteers and 1,200 staff. 	<p>Opportunities</p> <ul style="list-style-type: none"> • International interest and commitment. • RCRC support and strong Federation/ICRC presence. • Engaging Afghan returning from exile in nation-building activities. • An improving economic, social and political environment. • Opportune time to create solid link with MoPH, the Afghan Administration and the UN system.
<p>Weaknesses</p> <ul style="list-style-type: none"> • Instability: frequent staff & leadership changes resulting in lack of institutional memory. • Lack of adherence to the statutes particularly in governance structures. • Insufficient trained human resources, particularly youth volunteers. • Lack of internal financial resources and diversity in income sources resulting in dependency on external support. • Inadequate support from the headquarters to Branches. 	<p>Threats</p> <ul style="list-style-type: none"> • Renewal of instability and poorer prospects of sustainable development causing donor frustration and fatigue. • Hope fading after initial burst of optimism. • Mass return of Afghan refugees facing inadequate support, resources and opportunities • Renewed displacement, social, economic & political upheaval. • Change in Afghan administration resulting in change in the governance of the Society. • Worsening drought and natural disasters.

Among the Afghan Red Crescent’s strengths are its capacity to provide primary health care, particularly to hundreds of thousands of women and children. This appeal will strengthen the existing services - preventative, curative, mother and child care and child immunisation - as well as expand them to some more remote parts of the country.

It is less strong in the field of disaster management: here the National Society will pursue a two track approach of strengthening community based disaster preparedness in eight disaster-prone districts, while creating a disaster policy management conforming with the government’s priority, plans and policies.

Similarly, the Afghan Red Crescent Society needs to recruit more young people, who are committed to spreading the RCRC’s message of peaceful coexistence and tolerance. The National Society is better placed than any other humanitarian organisation to offer a sustainable alternative to Afghanistan’s decades old gun culture.

In addition to the above, the Federation will support a broad organisational development programme to build the Afghan Red Crescent Society capacity in three key areas: structures, human resources and financial resources to ensure effective service delivery to the vulnerable.

Red Cross and Red Crescent Priorities

The extreme situation in Afghanistan has slowed progress in the National Society's strategic planning. The Federation - via the development of a CAS - has been assisting the Afghan Red Crescent to articulate:

- in what areas it requires support; and
- how its actions fits into a broader and co-ordinated humanitarian effort to assist vulnerable Afghans.

In tandem with this, the Federation and the ICRC have supported the National Society to conduct Branch and headquarters assessments. This process will enable the National Society to plan effectively based on reliable knowledge of its strengths and weaknesses ultimately increasing the programme impact on the vulnerable population.

Away from its engagement with the Afghan Red Crescent, the ICRC - the Movement's lead agency in-country - has been in Afghanistan since 1986 and its priorities have been:

- assistance in health, food and non food support, rehabilitation of water and habitat systems.
- promotion of international humanitarian law (IHL) and the Fundamental Principles of the International Red Cross and Red Crescent Movement - humanity, impartiality, neutrality, independence, voluntary service, unity and universality - to various specific audiences.
- co-operation with the ARCS in building its capacity in areas falling within ICRC statutory competencies, and working together in various programme activities.
- protection of civilian population and of people detained in connection with the conflict, visiting places of detention, maintaining a regular dialogue with the parties to the conflict and operating the Red Cross Messages network in conjunction with the ARCS.

Some supporting National Societies have also been working through the ICRC via its delegated projects framework. But both the ICRC as well as several supporting National Societies have been engaged in capacity building of the Afghan Red Crescent, feeding into the Federation's main area of support. Good co-ordination exists, making a strong Movement presence even more potent. Its contribution to the overall humanitarian effort has been enhanced by more harmonisation in planning and programming.

The Federation and the ICRC have signed a Memorandum of Understanding regarding their respective roles and responsibilities in response to the humanitarian needs in Afghanistan. The purpose of the agreement is to mobilise and promote efficient use of human, material and financial resources for the operation and programmes in Afghanistan and to enhance co-operation and co-ordination between the Federation and ICRC and harmonise approaches and activities whenever both institutions are active in the same programme areas.

In addition to this, a Core Structure Agreement defines the scope and level of Federation and ICRC financial support to ARCS national headquarters and provincial Branches enabling all programme departments to efficiently and effectively deliver humanitarian services. This agreement indicates the introduction of a "service charge" concept in 2003 establishing a clear link between programme delivery core ARCS core structure and reflecting sound management practice. This agreement supplements a comprehensive range of country level tripartite accords as well as bilateral programmes between the ARCS and Federation.

Priority Programmes for Secretariat Assistance

The Federation's 2003-2004 programme in Afghanistan aims to build on past progress, as Afghanistan has a rare opportunity to seize on the current comparative stability and maximise use of the increased international resources available. The programme's overall goal is to ensure:

the capacity of the Afghan Red Crescent to support the millions of vulnerable people in need of assistance has increased within two years.

Four integrated Federation programmes - in **health, disaster management, humanitarian values** and **organisational development** - will contribute to this overall goal. The respective goals of each of these programmes are that the Afghan Red Crescent - within two years - would have:

- provided eminently essential curative and preventative health care to two million vulnerable Afghans, particularly mothers and children;
- prepared for and responded to emergencies in a timely and focused manner;
- promoted the message of humanity and tolerance among young people; and
- transformed itself into a better functioning National Society with better trained staff and volunteers as well as stronger institutional structures making a difference in the lives of the vulnerables.

The Federation delegation in Afghanistan has a headquarters in the capital Kabul and four offices, namely in Herat, Jalalabad, Kandahar and Mazar-i-Sharif. The team has expertise in a variety of fields, including public health, water and sanitation, first aid and disaster management.

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

Background and achievements/lessons to date

The crisis in Afghanistan has had a major impact on the health vulnerability of its people, particularly women and children. Several statistics illustrate the gravity of the situation: 50 women a day dying of a pregnancy-related complication and thousands of Afghan children dying every year from preventable disease are just two. Mortality rates remain high, as the table below shows. For instance, the under-five death rate is the fourth worst in the world. Progress is being made, but is patchy. For instance, more children are being vaccinated against measles and tuberculosis, but fewer against diphtheria and tetanus (DPT).

Health Statistics	1991	2001
Infant Mortality	161	152
Maternal mortality	500/100,000	820/100,000
Under 5 mortality	257/1,000	257/1,000
Fertility rate	6.9%	6.9%
TB immunisation	21%	40%
DPT immunisation	23%	9%
Measles immunisation	19%	35%

The Federation presence began in Afghanistan in 1991 by taking over responsibilities to support ARCS clinics from ICRC in Kabul. Over the next five years, the assistance was extended to 46 clinics. Today ARCS network is 51 clinics in 31 provinces, and an additional six mobile clinics providing health services to over one million beneficiaries annually.

The evaluation of the health programme in 1999 noted that the main obstacle to the smooth running of the clinics had been the lack of regular financial commitment to the programme by the donors. Recommendations of the evaluation - ranged from more emphasis on training to the development of

mother and child health (MCH) component, as well as a further review of Federation and ICRC financial support to ARCS - have been implemented.

Amid this decades-old ongoing crisis, the Afghan Red Crescent has stood firm, supporting millions of Afghans, often in places beyond the reach of other organisations. This has been its most significant achievement. In addition, the National Society has also responded quickly to sudden onset disasters, such as the Nahrin earthquake in March 2002, which killed 800 and made 10,000 homeless. Within hours, Red Crescent volunteers were providing emergency health care. The volunteer network was also a crucial part in the success of the national polio immunisation days in May-June 2002, when 5.8 million children were protected.

The above success has been built on the following:

- a national network of 51 clinics (by the end of 2002) providing preventive and curative treatment - including hygiene education - particularly for mothers and their children. Thirty-two of these clinics now provide mother and child health services compared with one in 1998;
- Six mobile clinics responding to emergencies and providing cover in remote regions offering health education and much needed consultation and treatment to people living far from any health facility.
- an emergency water, sanitation and health project in the southwest providing safe drinking water to thousands suffering from a three-year drought. In 2001, 53 wells were constructed and in 2002 the number quadrupled, providing safe water to more than 80,000 people in the drought-belt of Herat-Kandahar.
- a community based first aid (CBFA) programme providing basic health support in hundreds of villages as well as emergency support during disasters, such as in Nahrin. Although links to clinics need to be improved, the ARCS in four years has built a network of over 11,000 volunteers who regularly provide first aid to communities.

Over the years the health programme has had a demonstrated impact on improving the lives of vulnerable Afghans and as the following SWOT shows, the National Society has many characteristics that make it an effective supporter of vulnerable people.

SWOT analysis of the Afghan Red Crescent's health programme capability

Internal	External
<p><i>Strengths</i></p> <ul style="list-style-type: none"> • Extensive network of 51 clinics and 6 mobile clinics • Over 11,000 CBFA trained volunteers. • Experience and expertise, particularly in mother and child health care. • UNFPA support of the ARCS MCH services. • Co-ordination between departments during disaster response. • Existence of medical stocks. • Trained health staff. • Federation and ICRC presence and support. 	<p><i>Opportunities</i></p> <ul style="list-style-type: none"> • Increased National Societies/Federation support. • Increased emphasis on co-ordination in health programming in Afghanistan. • Closer co-operation between ARCS and MoPH at national and provincial level resulting in better co-ordination. • ARCS participation in government/WHO Health task force. • Increasing general health awareness and supply of safe drinking water. • Regional exchange with other National Society staff. • Overall stability and development.
<p><i>Weaknesses</i></p> <ul style="list-style-type: none"> • Lack of communication internally and externally. 	<p><i>Threats</i></p> <ul style="list-style-type: none"> • Loss of ARCS and Federation health staff to agencies paying higher salaries.

<ul style="list-style-type: none"> • Location of some clinics not in areas where needs are greatest. • Poor reach in isolated areas. • Scarcity of medical staff and other trained staff outside urban area. • No cost sharing system with the community. • Uncertain prospect for longer-term sustainability. • Inadequate co-ordination with CBFA and EMUs. • Lack of co-ordination with the Government and other NGOs. 	<ul style="list-style-type: none"> • Increasing number of actors in the health field causing confusion and duplication of services. • Growing rates of HIV/AIDS infection and stigmatisation of returnees being to blame. • Loss of international interest/commitment while improvement in the health of the population requires long term commitment • Decreasing coping mechanism of the population to the ongoing drought and hardship.
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However, as the SWOT indicates, there are several areas that need to be improved and recent experience has provided several clear lessons, including:

- rural Afghans are the most vulnerable in the country to preventable disease, and health coverage needs to be expanded to remoter regions, as many of the existing clinics are located in urban areas.
- health education - including raising awareness of safe hygiene practices - is an effective, low cost way of reducing health vulnerability and its coverage needs to be expanded;
- emergency water and sanitation relief in drought-hit areas needs to be more holistic; hardware installation - i.e., boreholes and pumps - needs to be accompanied by the raising of awareness of community resource management and safe hygiene. A software component in addition to the already thriving hardware programme is therefore planned;
- the Afghan Red Crescent - with its unique reach and status - needs to be better represented to become a more influential player at the strategic level of health policy and practice in-country;
- links between various projects - such as first aid and emergency mobile units - and emergency programmes, such as disaster management, need to be strengthened.

The Federation's programme for 2003-2004 draws from these lessons learnt. It is also part of an integrated plan to build the National Society's capacity to support vulnerable Afghans and complements the work of other components of the Movement in the field of health and water and sanitation. The Afghan Red Crescent Society and Federation are aiming to increase ties and effective co-ordination with the Afghan authorities, particularly the ministry of public health and international organisations such as the UN and WHO.

Goal

The health vulnerability of one million Afghans - mostly women and children - is reduced.

Programme Objective

The capacity of the Afghan Red Crescent to reduce health vulnerability has increased.

The programme comprises four projects, whose objectives are reduced vulnerability via:

- integrated primary health care project - including clinic services, mobile health units and health education - to reduce vulnerability.
- emergency mobile units (EMU) project to respond – both during disaster and non-disaster times - in each of Afghanistan's five regions.
- water and sanitation project to provide for vulnerable people in drought-affected areas and reduce their vulnerability, and
- community based first aid activities to reduce health vulnerabilities - particularly in rural communities.

These project objectives will feed into the above health programme objective and goal.

Integrated Primary Health Care w

Project objective

The capacity of ARCS to provide high quality primary health care (PHC) services, including mother and child health (MCH) and health promotion is heightened.

Expected Results

- ARCS clinics provided regular medical consultation and treatment to the vulnerable people.
- ARCS clinics provided regular health education, either in groups or individually.
- ARCS provided regular ante-natal and post natal care through its clinics.
- ARCS provided regular growth monitoring services through its clinics.
- Women and children received vaccination from ARCS clinics regularly.
- ARCS clinics provided regular family planning services.
- Managerial and technical knowledge and skills of the ARCS clinics staff have been promoted and improved.
- The knowledge and skills of the ARCS existing traditional birth attendants (TBAs) have been refreshed as well as additional new TBAs have been trained.
- Better co-ordination of primary health care activities across the country has been assured by regular supervision visits and liaison and co-ordination with MoPH and all health partners.
- Community participation in the management of the clinic is increased.
- ARCS expanded MCH including expanded programme on immunisation (EPI) to all its clinics.
- ARCS clinics has better integration with CBFA at provincial level.

Emergency Mobile Units w

Project objective

The capacity of emergency mobile units (EMU) to respond – both during disaster and non-disaster times - in each of Afghanistan's five regions has increased.

Expected results

The ARCS:

- responded efficiently to emergency health needs of people (up to 1,000 within 48 hours) affected by disaster in each of the five regions.
- provided health education, treatment and consultation to up to 80,000 people in remote areas through its mobile health teams, and
- recruited CBFA volunteer teams in the catchment areas of the EMU.

Water and Sanitation w

Project objective

The provision of water and sanitation to vulnerable people in drought-affected areas has increased.

Expected results

- Safe water provided to 150,000 people via constructed wells that are community managed.
- Three agricultural self help groups have improved irrigation increasing efficient use of water.
- Three rainwater catchments established in grazing areas benefiting 50,000 people.
- Wider training in hygiene reducing water related disease by 10% in target areas.
- Sanitation facilities improved in drought-affected areas of Kandahar, Farah and Herat.
- Improved information management and planning of activities via a new database.

Community Based First Aid w

Project objective

The community based first aid project contributed to reduce health vulnerabilities - particularly in rural communities.

Expected results

- Volunteers of CBFA are reorganised into village or town community groups of ten volunteers each.
- Annually 500 villages/towns each have five new equipped and motivated volunteers trained in first aid, health education, water and sanitation, disaster and mine awareness, and humanitarian values, serving communities and improving health and hygiene conditions in the target areas.
- Volunteers have carried out training on first aid, health education, disaster awareness, mine awareness, water and sanitation and promotion of humanitarian values for the target village/town communities.
- Volunteers have mobilised communities to contribute local resources to the project as well as strengthening local coping mechanisms.
- CBFA has been more closely integrated with other programmes, particularly health, disaster management, water and sanitation, youth and humanitarian values programmes.
- CBFA volunteers have followed up the activities of the ARCS EMUs within their field of competence.

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

Background and achievements/lessons to date

Building National Society capacity in disaster response and preparedness is a slow process and that is why the Federation is seeking consistent long-term support. The Federation Secretariat has been working with counterparts in the ARCS to build disaster management capacity - even in remote parts of the country - so that vulnerable communities will benefit. But more still needs to be done and the SWOT analysis below gives a precis of the present state of the Afghan Red Crescent vis-a-vis disaster management.

SWOT analysis of the Afghan Red Crescent's disaster management (DM) capability

Internal	External
<p>Strengths</p> <ul style="list-style-type: none">• Extensive network of branches.• Trained disaster preparedness & disaster response (DP/DR) staff.• Community based first aid (CBFA) volunteer network trained in DP• Operative co-ordination between departments during disaster response.• Pre-positioned stocks in various areas.• Availability of a basic health care unit equipment in country ready for deployment• Adequate vehicle fleet.• Warehouse capacity in the four regions.	<p>Opportunities</p> <ul style="list-style-type: none">• Support from Sister National Societies, Federation and ICRC.• Access to the Federation's disaster response and emergency fund (DREF).• Expanded donor sources (internal-external).• Participation in regional and international DM training workshops• Regional staff exchange with other National Societies in South Asia.• Development of disaster management plan and guidelines by authorities.• Better co-ordination with NGOs, national and international agencies.

<ul style="list-style-type: none"> • Vulnerabilities Capacity Analysis (VCA) in certain branches. 	
<p>Weaknesses</p> <p>Lack of:</p> <ul style="list-style-type: none"> • communication internally and externally (particularly with government authorities). • DP policy and strategic direction. • DP/DR plan. • trained volunteers in DP/DR at Branch/community level. • rescue teams. • training manuals at branch level. • risk mapping and early warning systems. • co-ordination with CBFA and EMUs. • co-ordination between DP and ICRC's conflict preparedness programme. 	<p>Threats</p> <ul style="list-style-type: none"> • Confusion of the population regarding military versus humanitarian assistance. • To many humanitarian actors creating confusion in already chaotic disaster periods. • Local governors involved in decision making of how, where and to whom humanitarian assistance is distributed. • Disaster occurring in remote, hard to access area (land mines, conflict, etc.) • Mass returning of the population facing limited resources and opportunities • Renewed instability in Afghanistan.

Nahrin and other recent emergency operations (and the resulting SWOT) have provided several clear lessons on the way forward and these form the basis of the 2003-2004 programme:

- the training of staff and volunteers as well as the pre-positioning of stocks in key locations increased effectiveness but more of each is needed;
- community based disaster preparedness (CBDP) is generally weak and this process of grassroots capacity building must proceed before effective disaster management can be achieved;
- internal co-ordination - particularly with emergency health programmes - needs to improve;
- external links - particularly with government crisis planning - needs to improve; and
- the lack of a National Society disaster management plan is a serious weakness that needs to be addressed.

Several partners, as well as the Federation, work with the Afghan Red Crescent on disaster management. The ICRC supports a conflict preparedness programme, which is loosely linked to the ARCS disaster preparedness programme, supported by the Federation. Government authorities and other NGOs have also been partners of the ARCS in the field - such as in Nahrin - but these links need to be formalised.

This programme is part of an integrated plan to build the National Society's capacity to support vulnerable Afghans. Working through the National Society network has a proven track record of having an impact at the community level, in Afghanistan and other countries. The Federation is co-ordinating its intervention with the other components of the Movement as well as the key humanitarian actors, such as the Afghan authorities, the UN Assistance Mission in Afghanistan (UNAMA) and other UN agencies. The Afghan Red Crescent's strategic planning capability is still emerging and Federation representation in this sphere will remain strongly supportive.

Goal

The impact of disasters on vulnerable communities is reduced as is their subsequent dependency on humanitarian aid.

Programme Objective

The Afghan Red Crescent's disaster management - both preparedness and response - capability is increased.

Expected results

The expected results are that within two years, the National Society has a(n):

- comprehensive disaster management structure at national headquarters and Branch level with greater capacity in disaster response.
- well defined disaster preparedness policy, strategy and earthquake mobilisation plan, which are linked with the strategic planning of Afghan authorities and other agencies operating in the country.
- effective disaster response policy and plan at national and Branch levels;
- strong disaster response unit (DRU) at national headquarters and disaster response teams at Branch levels with strengthened human resource development system in the Branches to support new volunteers.
- more skilled and experienced volunteers and staff recruited from a wider base leading to better assessments and more relevant programmes. Volunteers recruited from vulnerable communities become members of the Society so that their perspectives are reflected in National Society's policies and services.
- enhanced community awareness of disaster hazards within target communities and functioning community based disaster preparedness programme in eight disaster-prone provincial Branches aiming at developing strong local coping mechanisms and self-sustaining capacities of the vulnerable communities.

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

Background and achievements/lessons to date

Afghanistan presents probably the Red Cross Red Crescent's toughest challenge anywhere in terms of changing behaviour in a society that has for so long been dominated by the culture of violence. Yet there has been one notable achievement: throughout the turmoil, the Afghan Red Crescent has been one of the few constants in people's lives, not once deviating from its humanitarian message of coexistence. This steadfastness has earned deep respect from the community.

The goodwill towards the National Society and its grounding in the Movement's Fundamental Principles and Humanitarian Values gives the Afghan Red Crescent an enormous comparative advantage in championing tolerance and changing behaviour in a community blighted by decades of war.

SWOT analysis of the Afghan Red Crescent's capability to change behaviour in the community

Internal	External
<p>Strengths</p> <ul style="list-style-type: none">• Extensive network of Branches.• Existing youth volunteer network experienced in programming• Backing of the RCRC Fundamental Principles.• Steadfastness in community and consequent respect for Red Crescent.• National Society willingness to embrace change and be innovative.	<p>Opportunities</p> <ul style="list-style-type: none">• Federation Secretariat support for youth and humanitarian values programmes.• Strong support from sister National Societies.• Effectiveness of ICRC programming.• Better coordination with other NGOs.• Overall stability, development and increasing confidence.• Respect for the RCRC emblems.

<ul style="list-style-type: none"> • Relations with Federation & ICRC and their contribution in this area. 	
<p>Weaknesses</p> <p>Lack of:</p> <ul style="list-style-type: none"> • a 'product' to sell (promoting a concept is much more difficult). • communication internally and externally (particularly with government authorities). • trained human resources. • indigenous funding. • institutional memory because of staff & leadership changes. • co-ordination with other Red Crescent programmes and ICRC's conflict preparedness. 	<p>Threats</p> <ul style="list-style-type: none"> • Return to widespread culture of violence. • Discrimination and fight amongst different ethnic groups. • Increasing regional power at the expenses of the recognized central authority. • Lack of integration and discrimination towards returnees. • Loss of international interest/commitment after initial burst of optimism. • Renewed displacement, social, economic and political upheaval.

The young people of Afghanistan are the key to making this programme a success. Men and women in their early 20s have known nothing but war and instability. Young people will be the focus because they are perceived as key players and agent of change for the future of the country, as well as the National Society. The Afghan Red Crescent wants to help guide the young along the path of coexistence and tolerance, not strife and hatred. To have a meaningful impact, awareness leading to a change in behaviour is needed.

The programme will be accompanied by powerful advocacy aiming to reduce discrimination and violence in the community. The Afghan Red Crescent plans to take benefits of the Federation's ongoing Global-local Action to reduce discrimination and violence in the community, and to integrate the fight against discrimination and the development of an environment of mutual understanding as part of the humanitarian values agenda.

The Federation programme 2003-2004 draws on several major lessons from recent experience, including the Afghan Red Crescent's need to:

- extend impact of its community development initiatives beyond the National Society itself;
- better understand the communities it works with and support the ties that bind them and work to undermine the splits that divide them;
- expand processes and activities - such as sport - that build trust and community;
- lead by example - demonstrate by doing - basing behaviour and attitudes on the Movement's Fundamental Principles
- improve dissemination of knowledge of humanitarian values as part of the process of changing behaviour in the community and champion individual and community values that encourage respect for others and a willingness to work together to find solutions; and,
- integrate youth members and youth activities into all programmes and activities of the National Society.

The programme seeks to complement the ICRC's dissemination work with the National Society, which includes the biweekly production - in English and Dari - of the *Sramiasht* newsletter.

Goal

Young Afghans are less vulnerable to discrimination, violence and intolerance - involving youth as change agents able to shape the present and future of the ARCS and to target the vulnerable people in the community.

Programme Objective

The Afghan Red Crescent's capacity to advocate and act for tolerance and coexistence and promote humanitarian values among young people is increased.

Expected Results

- The ARCS has a structures and active youth network with a viable youth policy, increased visibility, credibility and stronger voice in the community. As their involvement in decision making process of the ARCS grows, their motivation and commitment to community work increases contributing to strengthening of the National Society's future.
- Young volunteers, recruited and adequately trained, coached and supported by experienced teachers are committed. Their mobilisation within the National Society and the local communities contributes to create more tolerance.
- Youth volunteers are more motivated by the humanitarian mission of the ARCS and their enthusiasm grows through regular contacts inspiring other youngsters to join action and campaign for tolerance.
- Better contacts and links are created between the youth volunteer groups from different regions of the country, as well as other National Societies youth sections, making them more effective in spreading the message of the power of humanity and more aware of being part of a global humanitarian organisation which share the same Principles.
- Better links with the ICRC's dissemination work are established.

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

Background and achievements/lessons to date

The fact that the Afghan Red Crescent continued to provide humanitarian support to vulnerable communities throughout decades of tumult is a tribute to the organisational stamina of the National Society, in terms of its people, processes and structures.

However, the National Society has major organisational issues it needs to confront, unsurprising in that it reflects the traumatised society it serves. A key development during 2002 is the emergence of a leadership keen to embrace change and create a National Society that can build on its significant achievement in surviving the past.⁵

Organisational development programme seeks to progress at two levels ultimately aiming at making a difference in the lives of vulnerable people of Afghanistan:

- at the operational level, ensuring that that service and programme delivery in the 4 core areas are responsive, focused and effective.
- at the strategic level so that co-ordinated humanitarian actions are coherent and more effective.

The Federation programme 2003-2004 draws on several major lessons from recent experience, including the Afghan Red Crescent's need to:

- stabilise its leadership and staff so that institutional expertise and memory can be strengthened in order to better assist vulnerable people;
- improve human resource management in order to improve effectiveness of the service delivery to the vulnerable;
- move towards the establishment of a membership system from within and outside the vulnerable communities;
- strengthen the capacity of branches - with better and clearer support from headquarters - to offer community assistance;

⁵ For an at-a-glance strengths, weaknesses, opportunities and threats (SWOT) analysis of the Afghan Red Crescent's please refer to the table in the previous National Society priorities section.

- seek to diversify its financial support, by increase indigenous sources of income;
- improve its ability to plan strategically both within and outside of the Movement leading to improved assessment of vulnerability and planning of programmes and better co-ordinate the efforts with other humanitarian partners to ensure better coverage and avoid duplication.
- continue moves to strengthen the legal base so that the leadership is more accountable to an emerging membership. A new constitution will improve the ability of the National Society to develop effective and focused programmes through democratisation, diverse membership base and improved neutral positioning. The strengthening of the legal base will also lead to increasing of ARCS resources for the vulnerable.

Goal

A stronger civil society has reduced the vulnerability of millions of Afghans.

Programme Objective

The ARCS has increased its ability to run needs-driven, volunteer-based services and programmes.

Expected results

- ARCS Branches have increased their capacity to deliver services aimed at reducing the vulnerability of millions of Afghans.
- ARCS headquarters has appropriate structures and increased capacity to assist Branches to plan and implement programmes aimed at reducing the vulnerability of millions of Afghans at community levels.
- The Afghan Red Crescent has improved its programme monitoring and evaluation systems to ensure relevance and quality of services to beneficiaries.
- The Afghan Red Crescent has a stronger human resource base, policies and practices enabling the society to carry out effectively its programmes and services to the vulnerable.
- The Afghan Red Crescent has a stronger and more diversified financial base leading to more greater independence and more sustainable programmes.
- The Afghan Red Crescent is a better functioning National Society with well defined roles of governance and management and improved procedures, systems and structures.
- The Afghan Red Crescent has a clearly defined mission and is recognised auxiliary to the authorities.
- The profile and image of the National Society is further increased as a countrywide humanitarian organisation.
- The Afghan Red Crescent is further democratised through developing diverse membership bases from within and outside vulnerable communities leading to better vulnerability assessment and more relevant programmes.

5. Federation Co-ordination W

Background and achievements/lessons to date

Co-ordination is a strong and integral component of all Federation 2003-2004 programmes in Afghanistan. All components of the International Red Cross and Red Crescent Movement have been active in Afghanistan for several years. The challenge of providing a co-ordinated and effective response to the complex humanitarian crisis in-country is enormous. The Afghan Red Crescent Society, Federation, ICRC and supporting National Societies have already established a close working relationship in Afghanistan to ensure resources are deployed where most needed. The various memorandums of understanding between the ARCS, ICRC and the Federation in May aim to harmonise planning, implementation and resources allocation for the operations and programmes to

have maximum impact on the lives of the vulnerable population we serve. Liaison on operational and security issues is good.

Moves at the strategic level will be via the Federation Secretariat's co-operation agreement strategy (CAS), a framework for establishing and sustaining long-term partnerships within and outside the International Red Cross and Red Crescent Movement. CAS framework will be built on the National Society long term plan defining programmes that fit into a broader and co-ordinated humanitarian effort to assist vulnerable Afghans.

Over the last year, the Federation has been assisting the Afghan Red Crescent in its partnership building with government authorities - the ministry of public health, ministry of foreign affairs and rural development, as well as with major international organisations. This was particularly evident in the case of earthquake-devastated Nahrin, when top-level negotiations ensured that various health facilities - including a Red Crescent clinic - were located in such a way that best serve the local population.

The Federation/ARCS have been regularly participating in programme co-ordination meetings and information sharing with UN agencies as well as NGO counterparts while maintaining their neutral and independent role. In view of the volatile situation, there have been regular consultations on changes in security and political developments.

The Red Crescent volunteer base is seen as a unique humanitarian force by many external institutions, who seek partnerships. A vivid illustration of this is effective co-operation over the last year between ARCS and WHO on polio eradication campaign and UNFPA support for the ARCS MCH services. There has been also strengthening of links with UNHCR, particularly in the Mazar region where the agency is requesting the support of ARCS CBFA volunteers to assist in the resettlement of returnees. The volunteers will be called upon to provide basic health services as returnees settle back in their home villages.

Through effective programmes the Red Crescent is recognised as a credible partner in disaster response. Federation/ARCS meet regularly with UN Assistance Mission in Afghanistan (UNAMA) and other international agencies in Afghanistan to co-ordinate assistance to vulnerable Afghans. The Federation is a member of various task force groups established by the government of Afghanistan in co-operation with UNAMA in preparation for the harsh Afghan winter.

However, this foundation needs to be built upon to maximise the impact of the humanitarian efforts in Afghanistan. The Federation will, therefore, continue to strengthen co-ordination with:

- the ICRC, particularly in areas of correlated programming such as disaster and conflict preparedness, humanitarian values and dissemination, and health care.
- sister National Societies, with particular attention to National Societies operating in Afghanistan through ICRC delegated project,
- the Federation's South Asia regional delegation, as it provides more support in various capacity building (such as reporting - to strengthen programme management - and human and financial resources) as well as regional representation.
- the Afghan authorities as they chart a coherent reconstruction and rehabilitation path for the country.
- the UN and NGOs as various international organisations - several hundred in Kabul alone - seek to optimise their support to vulnerable people.

In addition to the integral co-ordination mechanisms of the programming described, the Federation delegation in Afghanistan will continue to work with the ARCS to develop its strategic mapping and planning capability so that it knows better what the community needs, its own capacity to respond as

well as the resources available internationally to assist activities. This will all be done via the Federation's CAS mechanism. The CAS will be a key tool in the Federation Secretariat's efforts to co-ordinate the programming of various partners.

Overall Goal

ARCS develops sustainable capacity building and programming.

Programme Objective

The Federation has facilitated longer term strategic partnerships between the National Society and wider Movement and non-Red Cross/Red Crescent Movement partners.

Expected results

- CAS process is launched, establishing partnership between the ARCS, other components of the Movement and external humanitarian actors.
- A partnership meeting is held with the participation of the main stakeholders to review the ARCS strategic plan and co-ordinate the programming/support of various partners.
- ARCS develops a plan to implement the objectives and action points of the Strategy of the Movement in line with the Regional Co-operation Strategy.
- Memorandum of Understanding is signed between the Federation and ICRC ensuring clear allocation of respective roles and responsibilities in the ongoing humanitarian crisis in Afghanistan.
- Co-operation agreement is signed between the ARCS, Federation and ICRC outlining the roles that the three Movement partners will undertake together with regards to strengthening and developing the National Society.
- Strategic partnership is developed between the ARCS and country-based, as well as international agencies/organisations.
- ARCS contributes as an active member in regional organisational development fora, which are seeking to define mutual capacity building support in specific areas between all six National Societies in the region.
- Federation Appeal 2003-2004 is developed in a participatory manner.

6. International Representation

Background and achievements/lessons to date

Apart from co-ordination and building the capacity of its member National Societies to assist vulnerable people, the Federation Secretariat's main role is to represent its global membership on the international stage.

Over the years, that the Federation has been working in Afghanistan, it has developed a significant representational capacity and has been advocating on behalf of vulnerable Afghans on the local, regional and international stage, such as at the July 2002 Afghanistan Support Group meeting in Geneva.

The Federation has been very successful in mobilising international assistance, both from Red Cross and Red Crescent Societies and from international donors. A multi-million dollar Afghan crisis appeal after 11 September has helped the National Society respond as part of a strategic humanitarian effort.

The Federation, however, recognises the need to have a more focused approach to increase the Federation Secretariat's effectiveness and efficiency in international representation of its membership, and to create awareness of the conditions of victims of disasters and vulnerable people, on the basis of the Fundamental Principle of Humanity and the results achieved in the past.

The Federation needs to concentrate its work with the Afghan Red Crescent Society so that the visibility, credibility and impact of the Red Cross Red Crescent's humanitarian work is increased. The National Society - as the one organisation that is nationwide, indigenous and community-based - has a unique role to play as a community representative in Afghanistan's emerging post-war civil society. Its profile needs to lift locally.

In addition, the National Society - with Federation assistance - needs to build its capacity to represent the voice of vulnerable Afghans at various local, regional and international forums. A representative Afghan organisation speaking on behalf of people in need will be a powerful voice as the Red Cross Red Crescent advocates on key issues, such as the need to address growing intolerance in the community. Advocacy in favour of people affected by HIV/AIDS will be an important task of the ARCS's efforts. This will be pursued through dialogue with Governments and other concerned parties, private diplomacy, communications, and conference or public statements of policy.

Overall, the Federation will concentrate in Afghanistan on:

- developing common advocacy messages, most notably thus far in respect to lowering community risk to disaster (including HIV/AIDS)
- supporting participation of the Afghan Red Crescent Society in key local and international meetings including the 28th International Conference of the Red Cross and the Red Crescent in 2003.
- strengthening the Afghan Red Crescent Society's external partnerships particularly with the authorities, in respect of becoming a recognised auxiliary to government in disaster management and a more integrated partner in health care.
- increasing the profile of the Afghan Red Crescent through the local and international media.
- consolidating the Federation's status in Afghanistan, as an international organisation that represents the interests of vulnerable Afghans.

Overall Goal

The Federation and its policies are well-known in the international arena.

Programme Objective

The Federation's role in Afghanistan of an effective co-ordinator of programmes in the core areas is maximised.

Expected results

- Country advocacy strategy is developed with the National Society to highlight Afghanistan's needs within the Federation global advocacy priorities HIV/AIDS, disaster preparedness and promotion of humanitarian values.
- Good relationships are developed and maintained with national authorities to define the ARCS's in-country role and the government's support to the National Society to fulfil this role.
- Advocacy materials are produced and disseminated to counterparts, agencies, organisations and partners.
- Networking is increased with representative offices of UNAMA, UNHCR, WHO, UNICEF and UNFPA as well as other international organisations/agencies, notably DFID, USAID, ECHO, SIDA, NORAD and DANIDA.
- Opportunities are explored to establish partnership links with ADB, KFW, IMF and World Bank.
- Red Cross Red Crescent programmes have sufficient and diversified donor support from national and international sources.

<Budget below - [Click here to return to the title page](#)>

BUDGET 2003

PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.52/2003

Name: Afghanistan

PROGRAMME:

	Organisational Development	Health & Care	Disaster Management	Humanitarian Values	Federation Coordination	International Representation	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	149,480	386,500	296,000	18,203	0	0	850,183
Clothing & textiles	0	0	80,000	0	0	0	80,000
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	1,275,000	0	0	0	0	1,275,000
Medical & first aid	0	1,228,128	0	22,007	0	0	1,250,135
Teaching materials	82,300	25,694	3,820	22,000	0	0	133,814
Utensils & tools	35,376	32,070	149,546	0	0	0	216,992
Other relief supplies	0	212,887	0	0	0	0	212,886
SUPPLIES	267,156	3,160,279	529,366	62,210	0	0	4,019,010
Land & Buildings	0	0	15,000	15,000	0	0	30,000
Vehicles	0	10,650	3,000	6,706	0	0	20,356
Computers & telecom	168,156	40,238	36,226	3,500	0	0	248,119
Medical equipment	0	81,300	0	0	0	0	81,300
Other capital exp.	5,000	5,000	2,000	18,165	0	0	30,165
CAPITAL EXPENSES	173,156	137,188	56,226	43,371	0	0	409,940
Warehouse & Distribution	0	28,000	108,699	0	0	0	136,699
Transport & Vehicules	128,694	468,053	101,670	16,332	0	0	714,748
TRANSPORT & STORAGE	128,694	496,053	210,369	16,332	0	0	851,448
Programme Support	178,659	635,112	95,115	35,156	0	0	944,041
PROGRAMME SUPPORT	178,659	635,112	95,115	35,156	0	0	944,041
Personnel-delegates	866,232	1,800,500	224,428	144,000	0	0	3,035,159
Personnel-national staff	740,464	2,615,868	174,991	104,400	0	0	3,635,722
Consultants	8,500	3,000	0	0	0	0	11,500
PERSONNEL	1,615,196	4,419,368	399,419	248,400	0	0	6,682,382
W/shops & Training	193,164	465,012	11,150	44,296	0	0	713,622
WORKSHOPS & TRAINING	193,164	465,012	11,150	44,296	0	0	713,622
Travel & related expenses	69,939	88,580	11,600	35,950	0	0	206,068
Information	13,399	60,140	16,356	27,000	0	0	116,895
Other General costs	109,234	309,225	133,703	28,142	0	0	580,303
GENERAL EXPENSES	192,572	457,945	161,659	91,092	0	0	903,267
TOTAL BUDGET:	2,748,597	9,770,957	1,463,304	540,857	0	0	14,523,712