

Appeal 2003-2004



International Federation
of Red Cross and Red Crescent Societies

MIDDLE EAST & NORTH AFRICA REGION

Appeal no. 01.93/2003

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

	2003	2004²
	<i>(In CHF)</i>	<i>(In CHF)</i>
1. Health and Care	469,732	450,000
2. Disaster Management	564,897	500,000
3. Organizational Development	441,926	580,000
4. Humanitarian Values	244,026	500,000
5. Federation Coordination	260,077	500,000
6. International Representation	286,590	400,000
Total	2,267,248¹	2,930,000

Introduction

Humanitarian Challenges

Consisting of 19 countries and about 300 million people, the Middle East and North Africa (MENA) region displays a number of vulnerability features commonly shared but with variations of impact on individual countries. Earthquakes, floods, droughts, etc., are recurrent. Some 15 out of the 22 Arab League countries (including all the MENA countries except Iran and Israel) are below the water poverty line as defined by the World Bank at 1,000 cubic metres per person per year (UNDP 2002).

The key socio-economic vulnerability indicators include the following:

- Every one out five persons in the Arab League countries lives on less than US\$ 2 per day.
- The total annual GDP of all the Arab League countries (US\$ 550 billion) is comparable to the GDP of a single European country, for example Spain.
- Economic performance over the past couple of decades was one of the lowest in the world with an average per capita income growth rate of about 0.5 per cent.
- Yemen has a per capita income of about US\$ 280 while Kuwait has about US\$ 20,000 indicating a high level of uneven income distribution between countries in the region.

¹ USD 1,555,898 or EUR 1,540,169.

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

- Intra-country income distribution is also uneven. In Yemen, the income of the rural population is less than the income of the urban population by as much as 65 per cent. The ratio of income of the richest to that of the poorest segment of the population is higher by 36 per cent in Jordan and 41 per cent in Tunisia.
- Every other woman is illiterate while as many as ten million children are out of school.
- While the youth represent up to 40 per cent of the population, a high level of unemployment persists (up to 30-40 per cent in Lebanon).
- Maternal mortality rates in many countries reach as high as 200 per 1,000 live births while child (under five) mortality rates range from less than 20 per 1,000 in Bahrain and the United Arab Emirates to above 100 per 1,000 in some countries like Iraq (the figure was at 20 per 1,000 prior to the Gulf War).
- A few years ago, the number of HIV/AIDS-infected persons in the MENA region was estimated at about 200,000. However, the current estimate is as high as 440,000.
- The region is prone to other types of poverty and vulnerability emerging from the deficits in freedom, knowledge (relative to wealth) and empowerment of women whose representation in parliament accounts for no more than 3.5 per cent.

On the political front, the Israeli-Palestinian conflict is a major source of humanitarian crisis. The humanitarian effects of sanctions in Iraq continue to pose another grave area of concern.

Working with up to 2.5 million volunteers, the national societies (NSs) in the region focus on disaster management. Most of their action is carried out through bilateral arrangements. They contribute to the provision of health services which, to a large extent, are linked to curative health services. The advocacy work of the NSs, including the promotion of the fundamental principles and humanitarian values of the International Red Cross and Red Crescent Movement, is often limited to the support provided through the International Committee for the Red Cross (ICRC). Improving the quality of the leadership and management of the NSs as well as systems and procedures, based on broader participation of the membership (including youth and women), represents an important organizational development challenge.

Trends

In 2002, the Israeli-Palestinian conflict continued with a higher velocity of escalation. Even humanitarian agencies had serious difficulties in gaining the access they required to serve the victims. Both the Palestine Red Crescent Society (PRCS) and the Magen David Adom (MDA) lost some of their dedicated volunteers and staff. The wider impact of the conflict is increasing the risks of instability and the deterioration of the quality of life. As a direct socioeconomic consequence of the conflict, the current level of unemployment in Palestine is estimated up to 50 per cent and even as high as 90 per cent in some of the villages. There seems to be little prospect at this stage that the conflict will end soon based on durable solutions.

The humanitarian effects of sanctions in Iraq continue to affect the vulnerable. Renewed tensions especially after the events of 11 September 2001 have increased the potential risk of another Gulf War putting the stability of the region at further risk. This poses a challenge in terms of the need to ensure well coordinated contingency plans for effective humanitarian action response through interagency efforts.

The other forms of disasters in 2002 include the dam collapse in Syria, the train crash in Egypt and the earthquake in Iran, all of which caused considerable loss of lives and livelihoods

In terms of response and coping mechanisms, the positive traditional attribute, embedded as a charity factor in the social/cultural traditions of the region, mitigates the adverse consequences of income inequality and poverty. However, the effects of globalization are being felt in several countries as a result of which access to such services as health and education tends to be based on more competitive criteria, including the ability to pay. This poses a challenge in terms of development and implementation of dynamic socioeconomic policies that can accelerate growth and improve equity building upon the positive traditional attributes in the region.

Capacity building and emergency relief efforts in the region have started to yield results. The NSs now understand better and appreciate the qualitative change brought about through a sustained process of capacity building within the framework of the International Federation's Strategy 2010.

Strategic Directions for 2003/2004

The overall capacity building support of the regional delegation (RD) in Amman aims at strengthening the service delivery and advocacy of the NSs in the MENA region to improve the lives and livelihoods of the most vulnerable.

The focus on disaster management will be maintained in Palestine and Iraq to support the NSs in tackling the humanitarian challenges related to conflict and the effects of sanctions, respectively. The focus in Iran will encompass the multifaceted operation including the Afghan refugees, drought and earthquake victims. Appropriate mechanisms will be devised for the NSs to benefit from the effective utilization of the regional relief centre in Tehran.

HIV/AIDS prevention will remain in focus including aspects of community-based first aid (CBFA) and psychological support programmes (PSP). The main line of emphasis will be based on prevention through education, communication and information as well as reduction of stigma associated with the disease. The care component, including treatment and other forms of care to the victims, is addressed through the health ministries and other local authorities. The NSs will be further encouraged to forge closer alliances with all other actors, including the national authorities and other agencies, involved in the fight against HIV/AIDS.

The focal points of the national societies for dissemination and information will be trained to have better skills and capacities for increased advocacy. Efforts will be stepped up to ensure the key humanitarian challenges and achievements in the region will continue to be profiled using the monthly newsletter of the regional delegation, *Al Ittihad*, as the main channel of communication.

The organizational development (OD) support to the NSs will be integrated within the planning and implementation of the core areas of the Federation's Strategy 2010 to enable the national societies to close the gap between organizational capacities and ambitions in terms of programme planning/implementation. Improving leadership and management as well as planning capacities, based on wider participation of the stakeholders, including a more credible level of participation of women and youth, is a key area of focus. The purpose is to enable the NSs to plan and implement their programmes with greater autonomy and accountability. The lessons on volunteering emerging from the experiences of some NSs (e.g. Lebanese Red Cross) will be further developed providing an opportunity for them to exchange experiences.

In 2003/2004, the service leadership role of the Federation's delegations in the MENA region will be based on a more decentralized organization and management with the representation as well as an increase in the coordination and monitoring roles of the regional delegation. The purpose is to enhance performance with greater coherence and positive spin-off to improve the prospect of resource mobilization from within the region.

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

Background and achievements/lessons to date

In the past few years, the capacity building efforts through the regional health programme were concentrated on assisting the national societies in the Middle East sub-region (Iraq, Jordan and Syria). Gradually, however, the programme has extended its coverage to include other NSs within the Middle East (Iran, Lebanon, Palestine including the Palestine Red Crescent Society branches in Syria and Lebanon) and within the North African sub-region (Morocco, Algeria, Tunisia, Libya and Egypt).

The work to combat the spread of HIV/AIDS made slow progress in the MENA region. The reasons are related to stigma, cultural restrictions and taboos concerning sexual issues and the low level of transmission. A few years ago, the number of HIV/AIDS infected persons in the MENA region was estimated at about 200,000. Currently, however, the estimate reaches a high of 440,000 which indicates the increasing rate at which the problem is spreading.

Despite the slow start in the previous years, the progress made in 2002 was quite significant:

- Consolidating the work done in 2001 in terms of translation (into Arabic) and adaptation of the Federation's "Youth Peer Manual on HIV/AIDS", the regional delegation has facilitated two sub-regional training of trainers workshops based on the translated and culturally adapted manual for NSs in the Middle East and North Africa sub-regions. The sub-regional workshops have generated dynamic effects and the NSs in the Middle East and North Africa are joining the global fight against HIV/AIDS.
- The emerging national society programmes on HIV/AIDS focus on a two-pronged approach: prevention through youth peer education and counseling through the network of RC/RC clinics and health posts.
- Some of the NSs have developed partnerships with UN agencies to maximize the cooperation in the fight against HIV/AIDS (Jordan Red Cross with UNAIDS and Libyan Red Cross with UNICEF).
- The other NSs (Lebanon, Palestine - including the Palestinian Red Cross branches in Syria and Lebanon, Syria and Iraq) have developed partnerships with governmental agencies with opportunities to access resources allocated by donors on a sub-regional and national level.
- The Iranian Red Crescent and the RD are working on a special project to empower women to realize their full potential in the fight against HIV/AIDS. A "women only" workshop is designed to enable the participants (from the Arab and the Persian Region) to discuss the key issues of HIV/AIDS, female sexuality and gender related social problems. In addition, the Iranian Red Crescent is cooperating with the RD in the translation of the youth peer manual (into the Persian language) and ensuring it is adapted to the cultural context.

The idea to establish a regional resource centre for the psychological support programme (PSP) was launched in 2001 at the conclusion of a regional PSP workshop held in Baghdad with active participation of representatives from nine NSs from the three sub-regions (Middle East, the Gulf and North Africa). The workshop provided a useful forum to raise awareness as a result of which the NS representatives pledged their support for further regional work in the field of psychological support. They also agreed to establish a resource group to work on the adaptation of psychological first aid and human support for integration with aspects of DP and other relevant activities.

However, the establishment of a fully fledged regional resource centre for PSP was not found to be feasible for financial and other operational reasons. Instead, a regional expert resourcing group for

psychological support was established in February 2002. The PSP coordinator of the Lebanese Red Cross is working as a staff-on-loan within the RD to strengthen the regional PSP resource group.

Historically, the regional health programme was established to assist the NSs in the region in the planning and implementation of CBFA activities. The purpose is to improve general knowledge of common health threats/hazards. Volunteer training of the NS includes promotion of first aid, health education and disaster preparedness and response, integral parts of the CBFA package.

In view of the fact that CBFA is closely linked to disaster management, more conscious efforts were made in 2002 to coordinate and integrate the basic CBFA elements with the key elements of disaster management. This process will be strengthened in 2003 and 2004.

The Arabic version of the CBFA manual will be updated. The new plan seeks to prepare several training modules on the subjects instead of one manual. Road safety issues are planned to be treated with separate modules.

According to the Strategy 2010, the service provided by the NSs should gradually change from the clinical to more preventive. In this aspect, an assessment will be done with the Lebanese Red Cross to assess its blood bank and ambulance services.

The Syrian Zaizon dam collapse and the resulting flood disaster in June 2002 created an opportunity to get feedback from many volunteers regarding the need for more specialized training and support on emergency and relief health for professionals. A committee was established in Syria to promote this initiative. The committee consists of doctors, nurses and pharmacists and is coordinated by the regional health delegate. The purpose is to coordinate the necessary technical support for professionals who will be involved in emergency and relief health. This requires a level of involvement with different skills and preparations than those required in a situation where basic first aid will suffice to do the job. Based on the experience to be gained from this initiative, further efforts will be made to involve health professionals from other NSs within the region.

The priorities of the regional health programme in 2003 and 2004 will focus on HIV/AIDS, PSP and relief health. It will address specific projects that are in line with the Federation's Strategy 2010 goals, e.g., measles elimination and polio eradication (in Iraq and in Yemen), and promotion of voluntary blood donations.

A good deal of social welfare work is done by most of the NSs in the region, especially by the Gulf national societies, catering to the needs of the elderly, orphans and female victims of violence. The nature and magnitude of NS involvement in social welfare activities will be assessed in 2003/2004 in order to see whether and how NS efforts in this respect can be strengthened and supported through the regional health programme.

Overall Goal

The NSs in the region have empowered the communities to reduce vulnerability to diseases, to care for people suffering from infectious diseases, and to respond to public health crises with adequate preparedness.

Program Objective

The capacities of the NS are strengthened to reduce vulnerability to diseases and disasters with better preparedness through integrated capacity building to bridge the gaps in health promotion, disease prevention, first aid and social welfare in a manner that fosters interdisciplinary coordination/integration including disaster management, organizational development and advocacy.

Expected Result(s)

In Relation to the global fight against HIV/AIDS

- All the NSs in the region are committed to the fight against HIV/AIDS directing the necessary resources and structures to implement specific activities in their respective countries.
- Most of the NSs in the region have established partnerships with their national HIV/AIDS authorities in their respective countries as well as with UN agencies and NGOs working in the field of HIV/AIDS.
- Awareness of HIV/AIDS at national and branch levels has increased with special attention in terms of targeting the youth and women.
- Social and health workers involved in the management of clinics and health posts of the NS were trained on counseling for sexually transmitted diseases (STDs) and HIV/AIDS and have improved their services to the beneficiaries.

In Relation to Community-Based First Aid

- The quality of services of the NS in CBFA has improved based on the application of an updated manual which reflects the particular set of needs at regional, sub-regional and national levels.
- The blood bank and ambulance service activities of the Lebanese Red Cross were assessed in order to determine the future of these services within the national society.
- The scope of the regional health programme was expanded with possible inclusion of the social welfare dimension based on assessments of priorities and experiences of the NS in this respect.

In Relation to PSP

- Psychological support needs in the region are effectively addressed based on a long-term strategy that leads to the establishment of a regional PSP resource centre.
- The quality of the psychological support service in the region is improved based on culturally adapted guidelines and training modules.

In Relation to public health crises/relief health

- Relief health needs in their respective sub-regions are effectively attended to by well-trained groups of professionals working with the national societies in times of public health crisis.

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

Background and achievements/lessons to date

The persistent conflict in Palestine/Israel coupled with the effects of the lingering sanctions against Iraq continue to characterize the overall context of the MENA region as a part of the world where stakes are high in terms of geopolitical and humanitarian considerations. Most of the countries in the region also suffer from recurrent earthquakes, droughts, floods, etc. The deadly combination of manmade and natural disasters and their adverse effects render the issue of disaster management capacity building in the MENA region second to none in importance.

The commitment to improve disaster management (DM) capacities is at the core of the capacity building efforts of the NS supported by the Federation and its delegations in the region. This reflects the compelling nature of the humanitarian imperatives in the region and the distinct emphasis made in the Federation's Strategy 2010 in regards to the need to sharpen capacities to prevent and alleviate human suffering.

The main highlights of action and achievement in the past few years include the following:

- The regional delegation facilitated a comprehensive vulnerability capacity assessment (VCA) carried out by the Palestine Red Crescent. Based on a participatory approach, the VCA enabled the communities, and governmental and non-governmental organizations (NGOs) to contribute to the effort. This approach was preferred to improve the prospect of sustainability and wider impact of the initiative. Up to 90 per cent of the recommendations that emerged from the VCA are currently being implemented by the Palestine Red Crescent and other agencies involved in the process.
- Based on the experiences gained from the comprehensive VCA in Palestine, similar processes were launched with the NSs in Yemen and Iraq. Preparations are underway and tentative critical pathways were devised for VCA studies in Morocco, Algeria, Libya and Egypt. The guidelines developed by the RD and the disaster preparedness department in Geneva are being effectively used to facilitate the VCA processes with the necessary adaptation made according to the specific context of each national society.
- A sub-regional training workshop was conducted in Syria in order to integrate basic prevention and risk reduction elements with the essential elements of community-based health, organizational development and humanitarian values. The purpose is to create better synergy with and impact on the implementation of the goals of Strategy 2010 synchronized with the regional/local community needs and NS organizational development priorities. This initiative was well received as it helps the national societies to develop a core of multipurpose operators at the national and branch levels.
- Through the SPHERE training conducted in Cairo with participants from the Egyptian Red Crescent and six other national societies from North Africa and the Middle East, the basic concepts of the SPHERE standards in humanitarian assistance were discussed and analyzed to improve their applicability within the region. The fact that the training was organized for the first time in Arabic helped to expedite understanding and putting into practice the SPHERE handbook within the region.
- The RD facilitated the training of DM coordinators from 12 national societies selected to serve as focal points and trainers for DM activities within their respective NSs. The RD also facilitated the participation of the representatives of the national societies from Yemen, Iraq and Egypt in the global VCA training of trainers (ToT). A roster of experienced and well trained VCA facilitators was developed with a view to using the human resources available within the NSs in the region more effectively.
- In line with recommendation of the 3rd MENA Conference (Tehran 2001) regarding NS capacity building in disaster management, the regional disaster relief centre was officially established in Tehran, Iran. In addition, the NSs of the United Arab Emirates, Qatar and Libya are interested in building up emergency response units with a view to ensuring adequate capacities to ensure improved performance in time of disasters.

Consolidating the results achieved to date, the RD strives to contribute more substantially to the development of DM capacities in the region. As DM capacity building is a developmental process that cannot be successfully completed through short-term interventions, the following challenges to be met require sustained involvement and collective efforts:

- The NSs in the region are interested in the VCA initiatives to develop effective DM capacities. However, their capacity to incorporate the VCA findings and recommendations within the programme planning and implementation cycle tends to be rather limited. More needs to be done to

enable the NSs to implement the 3rd MENA Conference recommendations regarding the development and implementation of common disaster management strategies and programmes.

- The existing policies and structures of most of the NSs lack clarity and focus as to how the DM functions are to be planned and implemented at headquarters and branch levels (as well as within the international domain). This creates a gap between the structures and capacities of the NS and expectations of the local communities and other stakeholders.
- Networking activities often depend on externally-driven initiatives and programmes. The NSs lack proper internal management systems and capacities to lead regional or sub-regional networking activities as a matter of collective concern. This underscores the need for improved coordination and optimal utilization of NS resources through collective efforts.
- There is a need to widen the focus of the NSs to ensure that DM strategies and structures address response/emergency relief and disaster prevention/risk reduction needs.

The regional DM programme in 2003/2004 will focus on:

- documentation and dissemination of best practices to promote networking and exchange of experiences between the national societies;
- building up the momentum towards more sustainable results based on relevant DM projects evolving through effective participation of local communities in assessing needs, capacities and priorities;
- integration of the basic DM elements with the elements of the other core areas and organizational development to improve impact and cost effectiveness; and
- more effective utilization of the strategic relief and logistics centre in Tehran for further development of human resources and knowledge sharing in relation to disaster management.

Overall Goal

The adverse effects of disasters are reduced with the NSs more effectively participating in improving the lives and livelihoods of the most vulnerable.

Programme Objective

The NSs have well functioning DM capacities that can promote optimal utilization of human and material resources to implement integrated DM programmes in risk reduction, preparedness and response.

Expected Results

- The DM structures and services of the NSs are improved based on more effective planning and programming evolved through VCA and participatory rapid appraisal (PRA) tools.
- The DM structures and services of the NS generate greater synergy and impact through the effective integration of basic DM elements with the elements of community-based health and other relevant priorities of the Federation's Strategy 2010.
- The NSs play a more proactive role in risk reduction through more effective dissemination of early warning information.
- The DM structures and services of the NSs are more efficient and based on well-functioning logistics.
- Capacities will include well-defined policies and procedures relating to DM, including prevention, preparedness, and mitigation as well as post disaster rehabilitation.
- The NSs have well trained staff and volunteers to increase the level of efficiency of their DM services within and outside the region

3. Organizational Development w [<Click here to return to the title page>](#)

Background and Achievements/Lessons to date

The national societies in the MENA region are slowly but steadily beginning to understand and appreciate the value of organizational development as a critical element that determines their capacity to deliver effective and relevant services including advocacy actions. At the conclusion of the 3rd MENA Conference (Tehran 2001), the NSs collectively called on both the Federation and ICRC to do more in support of the capacity building of the NS in the region.

A total of 13 out of 18 MENA national societies have undertaken self-assessments in relation to the characteristics of a well-functioning national society and Strategy 2010 benchmarks. As a new initiative that challenges 'the status quo', the self assessment process has, in many cases, stimulated a basic change of attitude that encourages a culture of critical performance review based on analysis of internal and external factors of change.

However, the use of the self assessment 'tool' poses a challenge, as the feedback (information gathered through the self assessment) often requires a lot of verification and correction before conclusions can be drawn for further action. A related challenge refers to the fact that verification/correction action needs to be taken in a manner that does not jeopardize the desire to ensure greater autonomy and ownership of the self assessment process by the NSs themselves.

Lack of capacity in terms of proper maintenance of records, including basic statistics for members, volunteers, beneficiaries, etc., often acts as a major constraint. The presidents of the NSs, who often act as the chief executive officers, and lack the time needed to follow-up on developmental processes where the successful completion of one stage should lead to the next higher stage. More often than not, the majority of volunteers and staff are not encouraged to participate in the discussion of key issues that the self assessment addresses. This restricts the effectiveness of the self assessment as a tool that inspires a process of strategic planning and cooperation agreement strategy (CAS) based on participatory approaches.

National strategic planning seminars, involving NS staff and volunteers from both branches and headquarters, were jointly facilitated by the regional delegation and the ICRC to enable the participants to filter the information from the self assessments. Past and present achievements and setbacks were analyzed providing a strong basis for determining the future developmental path based on shared visions and collectively determined priorities. The seminars provided useful platforms for the participants to improve their knowledge about the Movement and the specific analytical tools used to identify organizational weaknesses/strengths of the NS as well as community needs and capacities.

The use of the self assessment, leading to a strategic planning process, was pursued as the main NS capacity building model in the development process started with the NSs of Iraq, Syria and Yemen. The three national societies have already produced and shared their first draft strategic plans with their partners. In each case, the completion of the draft strategic plan is expected to ensure a stronger linkage between the critical needs of the most vulnerable and priorities of the NS. It is also expected to lead to the development of an inclusive CAS that encourages greater alignment between the priorities of the NSs with the priorities of their partners.

A similar process is underway with the Jordan Red Crescent encompassing the three subsequent phases of NS self assessment, strategic planning, CAS. The Palestine Red Crescent engaged in a similar process. However, the society's positive intentions in this respect did not lead to practical steps. The ongoing Israeli-Palestinian conflict virtually leaves no space for the society to focus on long-term developmental strategies.

Despite the positive progress made with some national societies engaged in self assessment and strategic planning processes, it was difficult to maintain the momentum created through the self-assessment and strategic planning initiatives. The thin management capacity, especially at the intermediate level, tends to undermine the follow up required to bring the initiatives to their logical conclusions generating the desired change in the entire domain of attitudes, structures and programme focus.

On the other hand, useful steps were taken in the past few years to improve the capacity of human resources of the NSs. National trainers and coordinators were trained to improve performance pertaining to HIV/AIDS prevention and disaster management. Selected staff/volunteers of the NS, trained through the regional basic training course (BTC) programme, are expected to contribute to the development of their respective NSs in addition to the international missions they may undertake as and when required.

As much as overall NS capacity development is a function of collective efforts, a concrete step was taken in 2002 to integrate OD elements with the elements of the core areas including health, disaster management and promotion of humanitarian values/principles. The purpose is to enable the trainees to have a more holistic view of Strategy 2010 goals and serve their NSs as multipurpose operators. The effort in this respect was well received by the NSs and will be consolidated further.

The key lessons learned in the past few years include the following:

- Effective self assessment of the NS, as a basis for strategic planning, requires a strong management capacity especially at the intermediate level. Strong management capacity at the intermediate level is vital to ensure the self assessment/planning process is brought to its logical conclusion culminating in the development of a CAS as an effective tool for cooperation.
- Closer follow-up by the Federation and its delegations in the region can help expedite the development of the NS where intermediate management capacity is not strong. The progress in Yemen has improved after an OD delegate was assigned to work closely with the Yemen Red Crescent. The concentrated focus in this respect is based on the fact that Yemen represents one of the priority countries for Federation's assistance. However, this needs to be seen as a transitional arrangement to help the NS reach a stage where it will be fully responsible for its own development.

The strategic features of the regional OD Programme in 2003/2004 will seek to maximize efficiency and effectiveness of the NS through:

- consolidation of the self assessment strategic planning process involving the NSs in the Middle East sub-region;
- replication of the self-assessment-strategic planning process involving the NSs in the Gulf and North Africa sub-regions utilizing the lessons learned within the NSs in order to ensure that priority consideration is given where basic capacities exist to ensure follow up and management of the process;
- search and dissemination of the best OD practices in the different areas including leadership and management, volunteering, etc. (with a focus on leadership/management skills development and coaching of staff/volunteers of the NS). The decentralized leadership development course, to be conducted in Arabic on a pilot basis and in cooperation with the OD department in Geneva, is expected to enhance the process of effective RC/RC governance development in the region;
- customization of the global OD tools/ guidelines to facilitate applicability within the region; and

- integration of the basic OD elements (e.g. membership/branch development) with some elements of the core areas (e.g. community-based first aid, disaster preparedness) to improve impact and cost effectiveness.

Overall Goal

The NSs in the MENA region play a stronger role in service delivery and advocacy based on increasing autonomy and accountability.

Programme Objective

The NSs in the MENA region have skilled human resources with efficient systems and procedures.

Expected Results

With the focus on leadership/management development, resource development/management, community participation/volunteering, and branch development, in 2003-2004 the following are expected to be achieved initiating the processes whereby:

- The NSs have well-functioning leadership and management at headquarters and branch levels.
- The staff/volunteers of the NS have increased capacities to plan, implement and monitor activities.
- The NSs have improved self-financing capacities and more resources are mobilized from within domestic sources.
- The NSs have improved accountability, transparency and integrity with reliable financial management capacities at headquarters and branch levels.
- The NSs have well-defined statutes, policies, rules and procedures that encourage broader participation of members and volunteers (including women and youth) in the planning and implementation of service delivery and advocacy activities.
- Volunteer contribution is maximized based on networking and replication of NS best practices in volunteering.
- The NSs are more effectively using their human resources with their volunteers/staff trained as multipurpose operators trained in a more integrated approach combining the basic OD elements with some of the elements of the core areas of Strategy 2010 of the Federation.
- The NSs have more effective membership development strategies and programmes that can improve their profile and performance as popular community organizations with better prospects for self reliance and sustainability.
- The NSs have improved internal capacities to address the challenges of change and development with some of their staff/volunteers trained /coached to play a role as change agents.

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

Background and achievements/lessons to date

- In line with Strategy 2010, the Federation and national societies in the region have, in very recent years, started to move steadily towards making the promotion of humanitarian values one of their priorities. In order to ensure significant impact, the promotion of humanitarian values was made a regional programme from 2001. It is being implemented alongside other Federation's regional programmes, namely health and care, disaster management and organizational development.
- The relevance of humanitarian values in the Middle East and North Africa cannot be overemphasized: the region continues to suffer the consequences of major crises affecting the lives of millions of people, such as in Iraq, Israel and the Palestinian territories, and Algeria. Natural and manmade disasters are recurrent, in particular in Iran, one of the ten most disaster-affected countries in the world. Displacement of populations and refugee problems persist, as millions of Palestinians and Afghans are still scattered over several countries. Poverty and vulnerability affect

large sections of the population in a number of countries, such as Yemen (one of the least developed in the world) but also Egypt, Jordan and Syria among others, where recent economic and financial difficulties have eroded the safety net for many people.

- The International Red Cross and Red Crescent Movement in the region is uniquely positioned to play a major role in improving the lives of the most vulnerable not only in their respective countries but also across borders in the region. The national societies often represent well-established, grassroots networks of volunteers, with potential to be further used for advocacy purposes and at the same time, become better known to the public.
- Meanwhile, the Federation world-wide has come to acknowledge the increasingly important role communications play in supporting its organizational and operational objectives globally. Indeed, proactive, planned and professional communications activities directly impact on building a positive image of the Federation and national societies and their ability to mobilize local and international, financial and technical resources required for their programmes and operations. This is particularly true as the Movement faces increasing competition and shrinking resources. Communications are thus seen as a must not only for the promotion of humanitarian values, but also to profile the work of the Federation and its national societies, highlighting the directions of Strategy 2010, and to provide support to fund-raising efforts.
- Between 2001-2002, the MENA regional delegation started to help promote the role, principles and activities of the Federation and its national societies as well as to develop the communications and advocacy capacity of national societies through technical support and training. In 2002, two regional workshops on advocacy and media relations were organized, and individual training was provided to the Red Crescent Societies of Iraq, Palestine and Yemen.
- A key element was the production and dissemination of Arabic-language information through a monthly newsletter region-wide, a web site and regular press releases. Most recent and significant translations into Arabic include the SPHERE guidelines and disaster preparedness manuals and the communications guide.
- The development of the communications capacities of the national societies, however, remains a relatively low priority for most of them and well-functioning communications departments were slow in emerging. Exchanging information and putting efforts together at the regional level are not yet systematic, proactive practices.
- Efforts were hindered by insufficient financial and human resources, as securing donor funding for communications programmes is generally a challenge. Funding for the regional programme has mainly come from European Red Cross Societies and governments, and more recently from some Red Crescent societies in the region (Bahrain, Libya, United Arab Emirates, and Saudi Arabia). Contributions, however, need to grow if the Movement is serious about profiling its values and activities in the region in a more systematic and strategic manner.

Overall goal

The general public in the MENA region is increasingly aware of the Movement's fundamental principles, humanitarian values, and work towards improving the lives and livelihoods of the most vulnerable.

Programme objective

The capacity of the national societies and the Federation in the MENA region to promote their respective role, values and work is increased.

Expected results

- The communications capacity of national societies in the MENA region is stronger and better developed.
- Improved communication and information-sharing between the national societies in the region.

- Communications and advocacy components are integrated into, and technical support provided to all Federation regional programmes such as community health and care, disaster preparedness, and organizational development.
- The activities of the national societies to reduce discrimination towards the most vulnerable (e.g. the poor, refugees, people living with HIV/AIDS) and to change the behaviour of the communities are developed.
- Relations are expanded with local, regional and international media to secure sustained and high profile media coverage for the activities of the Federation and national societies in the region, particularly in times of emergencies and in areas of crisis, but also in the least developed countries.
- The awareness of activities and humanitarian values of the Red Cross Red Crescent by key external stakeholders in the region such as diplomatic missions, civil authorities, the corporate sector, NGOs and civil society, is heightened.
- Cooperation is strengthened with all Red Cross and Red Crescent components in the region, i.e. national societies and the ICRC, to promote a united and solid image of the Movement.

5. International Representation w

Background and Achievements/Lessons to date

Initially established as a logistic support base to the operation in Iraq during the Gulf War at the beginning of the 1990s, the regional delegation has undergone a process of transition in the past few years. Its capacity building mandate was scaled up covering all the 18 national societies in the three sub-regions of the Middle East, North Africa and the Gulf. The new regionalization/decentralization strategy of the Federation has further elevated the role the RD should play providing a regional centre of excellence in terms of monitoring and coordination of all the Federation's support in the region which includes the country delegations/representations currently based in Algeria, Iraq, Iran, Israel, Lebanon, Palestine, Tunis and Yemen.

The focus to date was based on inward looking strategies to provide the national societies of the MENA region with high quality services through a strong regional delegation and a network of country level delegations/representations at country and sub-regional levels. While internal capacity strengthening continues to be an important priority, there is a need to focus on international representation based on outward looking strategies. A more distinct focus will be made in favour of advocacy to redress the existing imbalance where advocacy is not often considered as important as service delivery.

The advocacy focus will address the need to promote the essence of the mission, i.e. why the Movement focuses on improving the lives of the most vulnerable and how it goes about achieving this objective by mobilizing the power of humanity. Operationally, this implies effective international relations and communication.

Concentrated in and around Jordan, most of the representation/advocacy efforts to date were based on a narrow focus in terms of both content and coverage, with the following used as the main channels:

- participation in a variety of interagency planning/review meetings including contingency planning related especially to the operations in Iraq;
- joint advocacy efforts of the regional delegation and the Jordan Red Crescent during the occasion of the World Red Cross and Red Crescent Day on 8 May with a view to raising the profile of the Movement within the region;
- joint advocacy efforts of the regional delegation and the Jordan Red Crescent during the annual launch of the *World Disaster Report* of the Federation; and

- joint advocacy efforts of the regional delegation and Jordan Red Crescent during the MENA regional appeal launch which was, for the first time, conducted at a regional level in December 2001 (Amman, Jordan).

The advocacy/representation role of the RD has remained limited even internally vis-a-vis some the Gulf NSs. As a consequence, the enormous capacity the NSs in the Gulf have to contribute to the international humanitarian work of the Movement still remains to be explored. The RD is expected to play a role towards the process of formation of a national society in Oman.

In overall terms, the recent move by the Federation towards a more decentralized organization and management has raised the stakes in terms of the need for stronger positioning of its delegations in the region with a leading edge in the pursuit of the humanitarian mission.

Effective international representation is a strategic priority to improve visibility with increased prospects for resource mobilization. In view of the increasing number of humanitarian actors and the growing scramble for support in the region, the need for a more proactive role in international representation needs to be addressed as an element that is critically required to survive and compete.

In 2003/2004, the increasing effort the RD exerts in the area of international representation will be based on comprehensive and result-based external relations which among others would target the following:

- the Arab League (with a possibility towards an observer status for the RD);
- the Arab Secretariat (for better communication/understanding between the RD and the NSs);
- the United Nations agencies working at regional, sub-regional and country levels in order to foster closer and stronger linkages in terms of both operational and policy considerations;
- governmental/non-governmental organizations working with the NSs (e.g. ministries of health, foreign affairs, civil defence) in order to foster understanding and cooperation;
- private sector agencies (to improve possibilities for resource mobilization from within the region); and
- regional/sub-regional media organizations (to improve profiling and promotion of the humanitarian work in the region).

Programme Goal

Services of the NSs in the region have achieved a greater degree of impact and visibility.

Programme Objective

Services of the NSs in the region are effectively complemented with strong advocacy and with better prospects for sustainability.

Expected Results

- The Arab League member states have greater awareness about why the Movement focuses on improving the situation of the most vulnerable and how it goes about achieving this objective.
- Communication and cooperation between the Arab Secretariat's member national societies and the regional delegation have reached an advanced stage where joint positions/programmes are developed and implemented to promote humanitarian advocacy in the region.
- Smooth conduct of cooperation between the NSs and delegations/representations is maintained based on status agreements with governments as and when necessary.
- Relationships with the UN agencies at the regional and country levels are improving based on increasing cooperation opportunities.
- More media organizations in the region are frequently highlighting the humanitarian issues advocated through the Red Cross and Red Crescent network in the region.

- The national societies work effectively with an increasing number of NGOs (civil societies) in the region.
- More aid resources are raised from within the region to support the work of the Movement and other agencies working in the humanitarian field.
- The national societies in the Gulf are making increased commitments and contributions to support the international humanitarian work of the Movement.
- Practical steps are taken together with the ICRC in order to facilitate the establishment of a national society in Oman.

6. Federation Coordination w

Background and Achievements/Lessons to date

The coordination role of the regional delegation is designed to enable it to realize its potential to work as 'an architect of cooperation'. The purpose is to ensure all resources mobilized by the various components of the Movement are optimally used to improve capacities of the national society to deliver high quality services and effective advocacy.

In the past few years, the RD played a considerable role in the promotion of cooperation among the NSs in the region. It participated actively in the organization of the MENA conferences in which the NSs of the region tried to address the key issues of common concern related to Strategy 2010 themes and regional/sub-regional priorities.

All three regional conferences (in Tunis in 1999, in Cairo in 2000 and in Tehran in 2001) proved instrumental in raising the level of awareness and solidarity of the national society in regards to the need to coordinate efforts and work together on the common challenges in the region. The various recommendations from the conferences highlighted the importance of more coordinated programming and action in disaster management, health (including the prevention of HIV/AIDS) and capacity building towards a well-functioning NS.

The need to ensure adequate gender sensitivity in the planning/implementation of services of the NSs is highlighted as an area of common concern. Three regional gender network meetings were conducted in which representatives from several NSs in the region discussed ways and means to best to address the issue of gender balancing in the whole spectrum of leadership/management of the NS as well as planning and implementation of services.

Although this represents a positive first step, there is a long way to go to enable the NSs to achieve a considerable degree of development where the full participation of women is ensured in all aspects of organizational capacity building and service delivery of the NS.

The RD acts as a secretariat for the follow-up committee established to monitor the progress of implementation of the recommendations of the 3rd MENA Conference. During its first meeting in April 2002, the follow up committee, with representation from North Africa (Algeria), Middle East (Iran) and the Gulf (Bahrain), approved its terms of reference and the system of monitoring progress of the implementation of the conference's recommendations. The committee discussed the initial agenda items for the 4th MENA Conference to be held in Bahrain in 2003. However, sustained efforts are needed to assist the NSs to implement the conference's recommendations in their respective countries.

In 2001 and 2002, the RD encouraged the NSs in the region to embrace the new cooperation agreement strategy process as a more inclusive model of cooperation. Preceded by the key OD steps including self-assessment and strategic planning of the NS, the CAS is expected to be a more solid

basis for working together through sustainable partnerships among the NSs and their collaborators within and outside the Movement.

The cooperation agreement strategy is a process to enable the priorities of a national society, as expressed in its strategic/development plan, to be fully supported by partners (both Red Cross Red Crescent and external). Through this process, commitment to a shared strategy can be developed that will strengthen the impact of the national society's work in improving the lives of vulnerable people.

The partnership meeting that the RD facilitated in 2001 enabled the national societies of Iraq, Syria and Yemen to discuss their draft strategic plans with partners as a first step towards the development of a comprehensive CAS. The process after the meeting however was hampered by a rather slow progress owing to limited capacities of the NSs to follow-up. This highlights the need for more proactive coordination and support to bring the initiatives to their successful conclusions.

The harmonization of the Federation and the ICRC in programme planning and implementation represents another important area of practical cooperation. More conscious efforts were made in 2001 and 2002 to encourage adequate coordination in a manner that promotes synergy and reduces duplication in all areas of common concern including capacity building of the national societies.

In an attempt to reduce the undesirable effects of uncoordinated bilateralism, the RD and the French Red Cross recently agreed on a mechanism of cooperation in which the latter's bilateral programmes in the region can be planned and managed in a manner that complements capacity building efforts of the national society and of the regional delegation. However, several NSs in the MENA region mobilized significant humanitarian aid resources, most of which is channeled through less coordinated bilateral arrangements. Much more remains to be done to reduce the harmful tendencies of uncoordinated bilateralism and encourage a process whereby both bilateral and multilateral programmes in the region can be more optimally used as complementary mechanisms of cooperation.

Programme Goal

All resources mobilized by the NSs in the region and their partners are optimally used to improve capacities of the NS to deliver high quality services and effective advocacy.

Programme Objective

The NSs as well as their partners have stronger capacities to coordinate their activities and work together more effectively.

Expected Results

- The NSs in the region and their collaborators are effectively using the CAS model as an all inclusive harmonization tool that enhances effective cooperation among the NSs and their partners both within and outside the Movement.
- The NSs in the region are committed to implementing the recommendations of the MENA conferences through a series of mechanisms for follow up including sub-regional review and monitoring platforms.
- Networking/exchange of experience has increased among the NSs in the region, addressing the crosscutting issues of women and youth as relates to their participation in NS leadership and management as well as their roles in the planning and implementation of services/advocacy actions. The NSs in the region, with strong capacities for international humanitarian work, see the value of a more coordinated approach and increase cooperation between the Movement components.

7. Field Management w

Background/lessons learnt to date

The field management work of the MENA regional delegation encompasses the coordination and management of the network of delegations/representations in the region. Currently country delegations/representations are based in Algeria, Iraq, Iran, Israel, Lebanon, Palestine, Tunis (the latter covering the North African sub-region) and Yemen. The field management role of the RD was strengthened following the recent strategic shift by the Federation to encourage more decentralized organization and management to work more closely with the national societies in the region.

As part of the decentralization effort, the RD is taking increased responsibilities in terms of planning and coordinating all of the Federation's support in the region including the planning, monitoring and reporting related to the annual appeals launched by the Secretariat. The main thrust of this effort is to improve coherence and competitiveness.

Working as part of the RD, the regional finance unit is being strengthened. It strives to ensure a higher degree of accountability at all levels. It provides the necessary technical support including training to country delegations/representations, and, in some cases, to staff and volunteers of the NS.

Considerable efforts are being made to anchor a more cost effective and coherent management practice with all the delegations/representations in the region working as a team and the RD providing the hub for coordination and monitoring. The quarterly planning/review meetings which bring together all the heads of delegations/representations helped develop a management tradition that enables the review of achievements/problems encountered and for timely solutions to be agreed as a matter of collective commitment.

At the end of 2001, the RD together with the training department at the Federation, facilitated a regional training on performance development review in which all heads of delegations/representations and delegates participated. This created a more positive environment to raise individual and team performance standards within the region based on a well established process of evaluation with opportunities for career development.

Increased efficiency/effectiveness in programme planning and implementation, a higher level of accountability and enhanced field team productivity and performance will continue to define the main areas of focus in 2003 and 2004. The RD is expected to facilitate the shared services provided through the logistics fleet base in Abu Dhabi and the regional relief centre recently established in Tehran, Iran as per the recommendations of the 3rd MENA Conference (Tehran, 2001). This will be further clarified based on further analysis of needs and strategic options to ensure that the structures and services of the two units are optimally used within the region and further afield.

Programme Goal

The Federation's support in the region is based on greater coherence and performance that has a higher level of accountability.

Programme Objective

The management of the Federation's support in the region is based on more efficient planning and management.

Expected Results

- The annual appeals for the MENA region are developed and managed in a more cost-effective way.
- The delegations/representations in the MENA region effectively work as a team based on a more conducive performance environment.
- MENA field personnel within delegations/representations have increased opportunities to improve their skills and competencies.
- The financial/material resources dedicated to delegations/representations in the field are optimally used with the regional finance unit providing the necessary capacity building support in financial management.
- The new relief centre in Tehran is more optimally utilized providing shared services for the NSs in the region.

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BUDGET 2003

PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.93/2003

Name: MENA Regional Programmes

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	0	0	0	0	0	0
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0	0
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	0	0	14,000	0	0	0	14,000
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
CAPITAL EXPENSES	0	0	14,000	0	0	0	14,000
Warehouse & Distribution	0	0	0	0	0	0	0
Transport & Vehicules	4,000	4,000	17,680	4,000	0	0	29,680
TRANSPORT & STORAGE	4,000	4,000	17,680	4,000	0	0	29,680
Programme Support	28,725	30,533	36,718	15,862	16,905	18,628	147,371
PROGRAMME SUPPORT	28,725	30,533	36,718	15,862	16,905	18,628	147,371
Personnel-delegates	108,000	144,000	187,200	0	79,200	57,600	576,000
Personnel-national staff	16,001	24,000	41,599	0	0	0	81,600
Consultants	0	0	16,000	0	0	0	16,000
PERSONNEL	124,001	168,000	244,799	0	79,200	57,600	673,600
W/shops & Training	227,000	207,000	127,000	45,000	84,000	57,000	746,999
WORKSHOPS & TRAINING	227,000	207,000	127,000	45,000	84,000	57,000	746,999
Travel & related expenses	0	0	50,000	58,000	0	76,000	184,000
Information	30,000	0	37,500	69,000	56,000	57,000	249,500
Other General costs	28,200	60,199	37,200	52,164	23,972	20,362	222,097
GENERAL EXPENSES	58,200	60,199	124,700	179,164	79,972	153,362	655,597
TOTAL BUDGET:	441,926	469,732	564,897	244,026	260,077	286,590	2,267,248