

PROGRAMME UPDATE



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

INDIAN OCEAN SUB-REGIONAL PROGRAMMES

30 June 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries. For more information: www.ifrc.org

In Brief

Appeal No. 05AA006; Programme Update no. 1; Period covered: January to June 2005; Appeal coverage: 76.3%; Outstanding needs: CHF 120,155 (USD 93,871 or EUR 77,619).

[Click here to go directly to the attached Contributions List \(also available on the website\).](#)

Appeal target: CHF 507,714 (USD 403,300 or EUR 327,000)

Related Emergency or Annual Appeals: Emergency Appeal (28/2004) and subsequent Operations Update(s) [click here to go to the South/Southeast Asia & East Africa: Earthquake and Tsunamis updates](#)

Programme summary: This programme update supports national society capacity building activities in the four Indian Ocean islands: Comoros, Madagascar, Mauritius and Seychelles. The main activities have been: Support to the Comoros Red Crescent as it advanced its application for admission to the Movement; beginning discussions with the Mauritius government and the Mauritius Red Cross Society regarding the establishment of a sub-regional office in the country; supporting the Seychelles Red Cross Society to put new systems and structures in place in order to build up its disaster preparedness and response capacity (following the 26 December 2004 tsunami).

In addition to capacity building fund allocations, a generous contribution from the Canadian government was received in May via the Canadian Red Cross.

For further information specifically related to this operation please contact:

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This Programme Update reflects activities to be implemented over a one-year period. This forms part of, and is based on, longer-term, multi-year planning (refer below to access the detailed logframe documents).

All International Federation assistance seeks to adhere to the Code of Conduct and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

Operational developments

The Federation and ICRC carried out a joint visit to Comoros for meetings with authorities and the Comoros Red Crescent so as to discuss the national society's candidacy for membership to the Movement.

Despite the January 2005 joint ICRC/Federation meeting with the Madagascar government officials, very little progress has been made in resolving the institutional crisis facing the Malagasy Red Cross Society. A follow up letter outlining recommendations and steps to be taken in order to rectify the situation was sent to the head of state in February. The minister of health responded to it on 25th May thus opening an avenue for dialogue regarding the Movement's role in the redeeming process.

In Seychelles donor response to the tsunami disaster had a major impact on the structure of the national society. Consequently, Seychelles Red Cross Society requires a complete review of its human resource capacity and the establishment of a new headquarters office. Seychelles Red Cross Society's application to the capacity building fund (CBF) to support branch and youth development was successful.

Subsequent calls for the establishment of an Indian Ocean tsunami early warning system have seen an increased donor interest in the sub-region. This has enabled the regional delegation to go ahead with its plans to open a sub-regional office. Mauritius Red Cross Society has offered to host the office.

Comoros

Organizational development

Goal: The Comoros Red Crescent maintains a high profile in responding to the needs of the vulnerable at community level.

Objective: The national society's institutional capacity and its progress towards operating as a well functioning national society is enhanced through Secretariat support.

Achievements

- After receiving recommendations from the joint ICRC/Federation commission on statutes, the national society held three regional assemblies and a national assembly to approve proposed amendments to the statutes.
- A joint Movement mission was conducted (20th to 30th May) to meet with the administrative authorities of Grande Comore, Anjouan and Mohéli islands, the union government and representatives of all levels of the national society. Candidacy of Comoros Red Crescent¹ for membership to the Movement was extensively discussed.
- During the mission, all government authorities stressed the importance of the independent but auxiliary role that the national society plays in the country. They allayed fears that the unity of the national society was at risk.
- In addition to the secretary general seconded from the ministry of health (MoH), the authorities agreed to nominate three administrators; one for each of the three regional branches. Job descriptions for all salaried staff are being finalised.

Impact

- The availability of most senior representatives of the country's administration for the meetings with the joint Federation/ICRC commission was a clear indication of the image and respect the Comoros Red Crescent has in the country.
- The degree of understanding of the fundamental principles by all people met was proof of the effective dissemination carried out by the national society.
- The essential role that the national society plays as an auxiliary to MoH (particularly in times of cholera epidemics and recently in the cleaning of water tanks following the eruption of the Karthala volcano) was clearly visible in visits to various volunteer activities as well as discussions with regional committees and authorities.

¹ Comoros Red Crescent <http://www.ifrc.org/where/country/check.asp?countryid=186>

Indian Ocean Sub-regional Programmes; Appeal no. 05AA006; Programme Update no. 1 (Includes Comoros, Madagascar, Mauritius, Seychelles and Indian Ocean sub-regional office)

Constraints

- Despite Comoros Red Crescent's intentions to locally raise funds for its activities, the poor economic environment in the country is an impediment. This means that total dependence on external support will be maintained. The national society will probably have to seek financial support to pay its statutory contribution to the Federation, should its membership be approved at the General Assembly scheduled for November in Seoul.

Health and care

The health and care coordinator joined an evaluation team which consisted of the training delegate of Indian Ocean Regional Disaster Response Platform (PIROI)², the regional disaster management delegate of the French Red Cross, the secretary general of the Comoros Red Crescent and the disaster manager of the Comoros Red Crescent.

The main mission of the team was to design a framework for community-based first aid (CBFA) and to link the health programme to the disaster preparedness (DP) and first aid programmes. The result was a three and a half years plan for CBFA training for 2000 volunteers. Comoros Red Crescent and the French Red Cross agreed to convert this plan into a proposal which can be used for resource mobilization.

The second task was to advise on the use of two modern ambulances that the national society had received from the Saudi Red Crescent. Though it was not a mandate of this team to come up with solutions, it identified various options for using the vehicles. The team also suggested ideas on the management and maintenance of the ambulances. The Comoros Red Crescent agreed to get more information on road accidents, general medical emergencies and obstetric emergencies before committing to any future plans.

Madagascar

Organizational development

Goal: The Malagasy Red Cross Society maintains a high profile in responding to the needs of the most vulnerable

Objective: The Malagasy Red Cross Society has the necessary structures and systems in place to respond to clearly identified community needs

Achievements

- Led by the Federation's vice-president, the Federation and ICRC carried out a joint mission to Madagascar in January. During the mission, meetings to discuss the institutional crisis in the Malagasy Red Cross Society³ were held with Malagasy authorities. Discussions were also held with the ministers of health, justice, defence and population. Others who were met include the secretary general of the ministry of foreign affairs, the elected "bureau exécutif" of the national society and the "délégation spéciale" imposed by the five ministers who sit in the Malagasy Red Cross Society national committee.
- A letter recommending that the Federation appoints a special representative of the secretary general (to make a number of missions over a six month period in order to initiate the first step to redeeming the situation and prepare for another General Assembly) was sent to the president of the republic in February. A reply to this letter was received from the minister of health at the end of May. In the reply, the minister expressed a willingness to break the deadlock by accepting the recommendations of the joint letter. Terms of reference for the special representative have been finalised.
- In the meantime, to conform to the newly created administrative units, the government has enunciated its intention to establish Red Cross committees in 22 regions of the country, prior to the General Assembly planned to be held before the end of September.

² Plate-forme d'intervention régionale pour l'océan Indien

³ Malagasy Red Cross Society <http://www.ifrc.org/where/country/check.asp?countryid=109>

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Impact

- It is hoped that the willingness of the minister of health to move ahead is an indication of the government's commitment to resolve, once and for all, the successive institutional crises that the national society has faced for over a decade.

Constraints

- The existing statutes make provision for six provincial committees, in line with the previous administrative structure. This means that until the statutes have been revised and approved, the committees elected by September will be interim ones.
- It has taken several months to get a commitment from the government to resolve the crisis in the Malagasy Red Cross Society and to meet its obligations under the Geneva Conventions.
- With the exception of a small amount of support given by the French Red Cross to the national society for a cyclone relief operation, all Movement funding to the Malagasy Red Cross Society has been suspended since the government decree was issued on 10 November 2004. This is a matter of major concern since the national society urgently needs to increase its capacity to respond to the needs of a growing number of vulnerable communities in the country.
- In the current situation, the national society is also locked out from accessing newly available funding coming to the sub-region (in response to the December 26 tsunami and as a result of an increased understanding of the particular needs of island developing states amongst donors).

Mauritius

Organizational development

Goal: The Mauritius Red Cross Society maintains a high profile in responding to the needs of the most vulnerable

Objective: The Mauritius Red Cross Society has the necessary structures and systems in place to respond to clearly identified community needs

Achievements

- Following the tsunami of 26 December 2004, the Mauritius Red Cross Society⁴ launched a national appeal. More than USD 100,000 was raised and contributed to the Federation's appeal. This was the first time that the national society had ever made a donation to a Federation appeal.
- Since 26th of December 2004, the Mauritius government has hosted two international meetings that gave the Mauritius Red Cross Society an opportunity to profile itself amongst national and international players. The first was the conference of Small Island Developing States (SIDS), which a member of the Federation's governing board addressed. During that meeting the Mauritius Government made a donation of USD 50,000 to the Federation's tsunami appeal. The second was the UNESCO/IOC meeting on the establishment of a tsunami early warning system in the Indian Ocean.
- Increased funding to the Federation appeals in the sub-region and plans to support the national societies in strengthening their disaster preparedness and response capacity has allowed the regional delegation to go ahead with its plans to open a sub-regional office. Though the office was originally planned to be located in Madagascar, the current Malagasy Red Cross Society institutional crisis makes it impossible. The Mauritius Red Cross Society has offered to host the office in its Rose Hill branch.
- Discussions are underway with the Mauritius Government regarding the signing of a status agreement. The government favours the idea of the Federation opening an office and has indicated its willingness to provide all the necessary support.
- The head of sub-regional office took up her position in mid-May and will continue to operate from Nairobi, Kenya until formalities with the Mauritius Government have been completed.
- In the first week of June, the deputy director general of the Mauritius Red Cross Society participated in a new national society leadership course (examined by the organisational development department in Geneva). The deputy director general also represents the sub-region in the Red Cross Red Crescent Network for East Africa (RC-Net) and continues to support the regional delegation in its initiatives.

⁴ Mauritius Red Cross Society <http://www.ifrc.org/where/country/check.asp?countryid=115>

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Impact

- The hosting of two significant international meetings by the Mauritius government in the first half of the year, accompanied by the contributions of both the Mauritius government and the Mauritius Red Cross Society to the tsunami appeal, have significantly raised the profile of the national society within and without the Movement.
- The offer to host the sub-regional office and the government's willingness to sign a status agreement is a testimony of the government's commitment.
- The leadership course that the deputy director general did was very useful as he will work closely with the head of sub-regional office in finding ways of rolling the skills he acquired to the other three national societies in the sub-region.

Constraints

- Although the Mauritius government favours the signing of a status agreement as soon as possible, the outcome of the July general election may slow down the process.

Seychelles

Organizational development

Goal: Seychelles Red Cross Society maintains a high profile in responding to the needs of the most vulnerable

Objective: The Seychelles Red Cross Society has the necessary structures and systems in place to respond to clearly identified community needs

Achievements

- Although they caused lesser damage than they did in the affected Asian countries, the 26 December 2004 tsunami waves created havoc in Seychelles. The Seychelles Red Cross Society⁵ was the first organisation in the country to carry out an assessment of the needs of the affected communities and to begin the distribution of essential non-food items. (Full details can be found in the operations updates of Appeal No: 28/2004)
- The ensuing interest from donors, the dramatic increase in activities, and the long term commitment from partners, have obliged the national society to completely review its manner of operating. Immediate steps were taken to recruit a disaster management officer to support the programme coordinator. The organigram is being revised and some further staff recruitments will be made later in the year.
- The acquisition of new office premises is now at hand as funds have been secured through the tsunami appeal. During a visit to Seychelles in April, the Federation's special representative for the tsunami and the head of regional delegation met with the vice-president of the republic. Allocation of a site for the construction of the office was discussed and the vice-president committed to take on the issue. In the meantime the national society has been obliged to move to rented accommodation.
- The vice-president favoured the signing a status agreement with the Federation, specifically to facilitate any future relief activities.
- The national society received an allocation from the capacity building fund for a three year period to support branch and youth Development.

Impact

- The commitment of volunteers in responding to the tsunami, the systematic way in which needs assessments were carried out, as well as the rapid follow up with relief supplies by the national society was much appreciated by the affected population.
- A dissemination officer and a disaster management officer have been recruited to ease the strain on the programme coordinator, who together with the secretary made a team of only two employees of the national society when the tsunami waves struck.

⁵ Seychelles Red Cross Society <http://www.ifrc.org/where/country/check.asp?countryid=151>

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Constraints

- Lack of human resource capacity has created problems in information flow and follow-up between the national society and its existing and potential partners. Increased workload has significantly surpassed the available time of governance members, putting staff under great pressure.
- Another issue which emerged during the first stages of the relief operation is that the Seychelles Red Cross Society Act makes no provision for exemption from taxes on goods procured in the country.

Sub-regional office

Disaster management (DM)

Goal: To support Indian Ocean islands national societies’ capacities in terms of human resources, materials, systems, procedures, information and partnerships at sub-regional, country and local levels to predict and prevent disasters, mitigate their impact and to respond and cope with their consequences.

Objective: To strengthen and support national societies’ capacities to assist vulnerable communities against common disasters facing the region; cyclones and seasonal floods, droughts, volcanoes and the lack of disaster policies, preparedness plans and strategies.

Achievements

- From 1-3 March, the Indian Ocean islands national societies and PIROI met with the regional disaster management coordinator in La Réunion to review sub-regional plans for 2005-2010. The meeting, whilst focused on post tsunami recovery programmes, resulted in a clear definition of roles between all the partners. Clear DM roles for PIROI and Federation are defined in the table below

PIROI	Federation
DP	DP
Preparedness for response training	DP capacity building - DP plans, policies, VCA
Regional & national DP stocks	
Response funds	
DP/R HR capacity development	
DP/R experience exchange	
CBDP	CBDP
Specific community projects	Community based risk reduction
Disaster response	Disaster response
	Disaster response coordination
Network mobilization & alert system	Major international disaster response
Regional disaster response	Impact evaluation

DM: disaster management
 DP: disaster preparedness
 CBDP: community-based disaster preparedness
 VCA: vulnerability and capacity assessment

- The working group on floods and cyclones is planned for later in the year, with strong participation of Indian Ocean islands national societies. Seychelles Red Cross Society and Mauritius Red Cross Society are

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also planning a VCA analysis and preparation of disaster preparedness plans later in the year. There have been discussions with the Seychelles government and UNDP to follow up on assistance requested by the Seychelles government during the April visit of the Federation's special representative for tsunami operations.

- Comoros Red Crescent has improved its readiness for population movement by developing contingency plans for volcanic eruption. Response to the Comoros volcanic eruption involved coordination and communication between Comoros Red Crescent and other partners, including PIROI, UNOCHA and ECHO. Two DMIS alerts and one information bulletin were posted on the Federation's website and a PIROI Watsan unit was deployed.
- The international coordination meeting for the development of a tsunami warning and mitigation system for the Indian Ocean resulted in a number of country assessments. The assessments are planned over the July-August period within Indian Ocean islands governments: Mauritius, Seychelles, Madagascar and Comoros. National societies and Federation staff are involved in this process.

Impact

- The good network and relationships between the Indian Ocean islands national societies, PIROI and the regional delegation yielded results in the form of close coordination for the tsunami response in Seychelles and later the recovery planning processes involving all four national societies in the sub-region.
- Cyclone warnings and response to the volcanic eruptions were also well coordinated, with roles clearly defined.

Constraints

- To date, the sub-regional disaster management programme has received little funding. Some of the activities, such as the floods and cyclone working group, have been built into the tsunami programme.

Coordination co-operation and strategic partnerships

Goal: The Federation coordination role is accepted and respected by all partners in the Indian Ocean islands sub-region with a view to enhancing good cooperation and successful partnerships

Objective: Through constant dialogue, good coordination is achieved with the various partners with a view to building the capacity of the newly created sub-region for the Indian Ocean islands and the four national societies.

Achievements

- The Federation, ICRC and the French Red Cross co-operated in communicating their position regarding the institutional crisis facing the Malagasy Red Cross Society. Two Federation/ICRC joint letters were sent to the authorities and a joint mission took place. Initiative to provide a permanent solution has been taken at Geneva level, with technical support being provided by Federation and ICRC technical delegates in the field.
- The head of the Indian Ocean islands sub-regional office and the ICRC cooperation delegate in Pretoria accompanied the Geneva-based representatives, from both institutions, on the joint commission visit to Comoros. The mission was to look into the national society's application for membership to the Movement.
- Close cooperation between the Federation and the French Red Cross was maintained throughout the recent cyclone season. Joint sub-regional planning meetings were held with all four national societies.

Impact

- The coordinated approach of the Federation, ICRC and the French Red Cross has been well received by the national societies and agendas for meetings are more frequently designed to facilitate joint visits/approaches.
- Since the tsunami, the Seychelles Red Cross Society has looked to the Federation for support in coordinating support from new partners. It is possible that contrary to earlier predictions a CAS will eventually be designed in Seychelles.

Effective representation and advocacy

Goal: The Federation has a high profile as a key humanitarian actor and advocate in the region with the added advantage of a network of national societies able to deliver services at community level

Objective: The Federation is an effective and reliable partner in support of the four national societies of the Indian Ocean islands and in addressing the needs of the most vulnerable

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Achievements

- Both the Mauritius and Seychelles governments have expressed their willingness to sign a status agreement with the Federation.
- During the Joint Commission visit to Comoros, the importance of maintaining continued support to the national society was stressed and understood by the relevant authorities.
- Initial steps were taken by urging the government in Madagascar to resolve the institutional crisis in the Malagasy Red Cross Society. Discussions held with UNDP and EU representatives will be further considered once the sub-region office is established in Mauritius.

Impact

- Recent response to disasters in the sub-region, particularly in Seychelles, Comoros and Mauritius, has clearly indicated to authorities the important role that national societies play.
- The realization, by the authorities, has had a positive impact on discussions in Mauritius and Seychelles regarding the signing of status agreements.

Delegation management

Goal: The Federation structure is streamlined to effectively support the implementation of the decentralisation process

Objective: To maintain an efficient, flexible and service-oriented infrastructure, coordinated with all partners

Achievements

- The availability of funds, together with the January decision to open a sub-regional office in Mauritius, has been welcomed by all four national societies of the sub-region.
- The location of the office will greatly facilitate coordination, information flow and monitoring within the four island states as it will omit the long trips from Nairobi.
- Locating the office within the islands will also provide better opportunities for cooperation with the French Red Cross delegation based in La Réunion.

[Contributions list below; click here to return to the title page and contact information.](#)

Indian Ocean Sub-Regional

ANNEX 1

APPEAL No. 05AA006

PLEDGES RECEIVED

28/06/2005

CASH

REQUESTED IN APPEAL CHF ----->					507,714	TOTAL COVERAGE 76.3%	
OPENING BALANCE					138,157		
CAPACITY BUILDING FUND					26,894	07.03.05	SEYCHELLES
CANADIAN - GOVT/CIDA/HAPS	178,200	CAD			167,508	12.04.05	
SUB/TOTAL RECEIVED IN CASH					332,559	CHF	65.5%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
IRELAND RC	DELEGATE(S)			55,000		
SUB/TOTAL RECEIVED IN KIND/SERVICES				55,000	CHF	10.8%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	