

National Society Programme Support Plan 2008-2009

National Society	Yemen Red Crescent Society
Programme duration	2008-2009
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Executive Summary

With the launch of its five-year strategy for 2007 to 2011, the Yemen Red Crescent Society is mobilizing efforts to build its capacities and scale up its services to assist the most vulnerable in line with the Global Agenda of the Federation. The new strategy has enabled the society to cast 'the partnership net' far and wide through new operational alliances being developed with different partners both within and from outside the Red Cross and Red Crescent Movement.

Based on the achievements in 2007, as the phasing-in period in the implementation of the strategy, the 2008-2009 support plan will continue to focus on the key programmes of disaster management, health and care, organizational development and dissemination of the Movement's Fundamental Principles and values. The latter will be implemented in cooperation with the International Committee of the Red Cross (ICRC). The coordination and field management support by the Federation, including mobilization of technical, material and financial resources, constitutes an integral part of the support plan.

The disaster management programme aims to achieve increased quality and impact, not only in terms of response but also in terms of prevention and rehabilitation. The society aspires to play a more significant role in disaster management with the capacity to be *the first to arrive and the last to leave* in the management of disasters and their consequences. The target beneficiaries include people affected by disasters caused by non-conflict factors, with conflict victims to be assisted in cooperation with the ICRC.

With a view to scaling up its contribution to the reduction of deaths due to preventable diseases, the Red Crescent, together with its operational alliance partners including the Danish, Norwegian and Swedish Red Cross Societies, is currently engaged in developing a community based health service, as a flagship programme, targeting up to 10,000 people in semi-urban and rural communities in two governorates of Hajja and Hoidedah. As a model initiative, the programme seeks to achieve increased quality, outreach and impact in the planning and implementation of community based health services through collaborative efforts. The success of this effort will enable the society to replicate the model in other governorates involving more and more communities. A similar process is under way to develop and implement community based health services in cooperation with the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO).

The organizational development/capacity building needs of the Yemen Red Crescent have considerably expanded with the increasing desire to scale up services. Support in 2008-2009 will enhance the effort to strengthen governance and management with improved statutes, social mobilization, including membership and volunteering, and greater participation of women and youth at all levels.

Leveling the playing field for broad-based partnerships, the coordination and field management support by the Federation maximizes the value of increased cooperation with enhanced sharing of resources and experiences in the operational alliance context. This enhances the collaborative efforts of the society and its partners, towards greater coherence, synergy and cost effectiveness. The Federation support will also remain instrumental in facilitating the process of intensified capacity building commensurate with the society's expectation to scale up services and manage the transition towards a well organized National Society.

Based on the increasing momentum in resource mobilization and implementation following the successful launch of the society's strategy for 2007-2011, a total of **3,001,121 Swiss francs** is requested to implement the support plan for 2008-2009. Existing and potential partners include the National Societies of Denmark, France, Germany, Norway, Qatar, Sweden and the United Arab Emirates. Other sources include contributions through the United Kingdom Department for International Development (DFID) and the Intensified Capacity Building Fund support.

Context

Yemen is the poorest country in the Middle East and North Africa (MENA) with an increasing number of people living with a dramatic lack of access to the basic necessities of life including health, education and the economy. The very low development indicators of the country reflect the wide gap that exists between resources and needs. Whilst the fertility rate is as high as 6.2, the annual GDP growth rate is as low as 1.7.

Moreover, Yemen has had its experience of conflict and is prone to floods, landslides and earthquakes. Water shortage is acute and chronic in most parts of the country.

Development indicators	
Total population (millions)	22 million
% of population under 15 years	46.7
Total fertility rate	6.2
GDP per capita (PPP USD)	860 US
GDP annual growth rate	1.7
Adult literacy rate (% ages 15 and older)	50 % but 30% for women
Infant mortality rate/1000	83
Maternal mortality rate/100,000	570
People living with HIV/AIDS % ages 15-49	NA
Human development index (HDI) ranking	151 out of 177 countries
Population below income poverty line(2US/day)	45.2
% of population with sustainable access to improved water source	43
% of population with an improved access to sanitation	32

Source :- UNDP and World Bank Reports

As part of the overall progress made over the years, the child mortality rate dropped from 186 in the 1970s to about 89 in 1994 and to 81 in 2004. This indicates the possibility for continuing efforts to yield results in spite of the slow pace of progress. Large unmet needs still remain, reflecting the huge humanitarian and social development gains the country requires to make. However, in spite of this, Yemen

receives minimal overall development assistance. The USD 24 per capita from 1986-1996 represents less than half of the average for low income countries.

Programme Purpose and Outcomes

The two-directional vision of the 2007-2011 Yemen Red Crescent strategy focuses on building up capacities and scaling up services. In a partnership meeting at the end of 2006, the strategy was shared with, and broadly endorsed by, several existing and potential partners. This process has been consolidated as the society's core partners have signed a memorandum of understanding as a demonstration of their support to the Yemen Red Crescent in the implementation of the strategy. Based on the progress made in 2007, as a phasing-in period, the programme support plan for 2008-2009 represents a critical first phase in the implementation of the society's strategy.

Therefore, in line with the core areas of the strategy, the main programme support components include:¹

- Disaster management-institutional level and emergency response (Global Agenda goal 1);
- General health and care and emergency health (Global Agenda goal 2 and 3); and
- National Society capacity building (related to the relevant ten areas for improvement in the context of the Federation of the Future).

The support plan also includes a field management service by the Federation to enable the society build its capacities and scale up its services mobilizing and harmonizing support at all levels within the new operational alliance model.

The programme support plan seeks to enhance the implementation of the society's strategy and programme components in a manner that ensures coherence and alignment with the Global Agenda goals of the Federation.

Global Agenda Goal 1: Reduce the number of deaths, injuries and impact of disaster

The key outcomes of the disaster management programme include:

- *Increased preparedness at headquarters and branch levels;*
- *More comprehensive disaster management programming including response, rehabilitation and increasingly preparedness with a focus on risk reduction to ensure stronger community resilience;*
- *Improved quality and impact of disaster response including greater coordination with other actors.*

Global Agenda Goal 2: Reduce the number of deaths, illnesses and impact from diseases and public health emergency.

The key outcomes of the health and care programme include:

¹ The dissemination of the Fundamental Principles and Values of the Movement is not included in the support plan as it is covered through the cooperation with the ICRC.

- *Increased outreach and better quality health services with growing focus on building community based health delivery structures with new cadres of health volunteers to ensure an YRCS structure that is closer connected to the communities it serves (the new community health development model replicated in two more governorates with four more partners participating in the operational alliance process);*
- *Improved integration of health services during emergencies including integration of water and sanitation and psychological support programmes.*

Global Agenda Goal 3: Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

The key outcomes of the organizational development programme include:

- *More up to date legal base;*
- *Increased social mobilization including well planned and sustainable membership drive by the National Society;*
- *Improved gender balance with more female members participating at policy and management levels;*
- *Increased youth participation at all levels.*

The key outcomes of the coordination and field management support include:

- *Yemen Red Crescent adequately supported to consolidate and expand strategic and operational partnerships;*
- *Federation field capacities strengthened to improve coherence, synergy and cost-effectiveness; and*
- *Yemen Red Crescent strategy effectively implemented with the Federation facilitating the process of intensified capacity building matching up with the expectation to scale up services.*

Target Population

The programme beneficiaries generally represent the poorest and most vulnerable segments of the population suffering from a dramatic lack of basic necessities and socio-economic amenities.

The disaster management programme support responds to the needs of people affected by non-conflict disasters often caused by earthquakes, floods and landslides. The number of direct beneficiaries varies according to the frequency and intensity of the disasters the society deals with. On average, annually they cater to the needs of between 1,500-2,000 people representing up to three-five per cent of the affected population in the context of localized disasters. People caught up in conflicts are also assisted in cooperation with the ICRC and the effort includes conflict preparedness with the concerned branches.

The health and care programme support responds to the needs of vulnerable communities with little access to basic health services. On average, the society annually caters to the basic health needs of up to 30,000 beneficiaries through its network of clinics operating in most of the 16 governorate level branches of the National Society.

An assessment is currently underway to develop a core, flagship programme that will enable the Red Crescent to scale up community based health. Initially, it is planned to be modeled in two governorates of Hajja and Hoidedah targeting up to 10,000 beneficiaries in rural and semi-urban communities, the programme will be based on the operational alliance currently being developed between the Yemen Red Crescent and the Danish, Norwegian and Swedish Red Cross Societies. Creating the basis for ownership and sustainability, it is being developed through a participatory learning appraisal involving the targeted beneficiaries and local community organizations, including women's associations. The programme is expected to deliver services focusing on primary health care including health education, personal and environmental hygiene, nutrition and mother and child health care.

The organizational development support responds to the need to intensify the capacity building efforts of the society so it can scale up its services with an initial focus on community based health development. In the context of the characteristics of a well functioning National Society, the direct benefit will be measured in terms of increased capacity, focusing on human, material and financial resources, as well as better systems and procedures at all levels. By the end of 2009, the society will have reached a higher stage of development as a result of which it will be able to serve up to up to 45,000 beneficiaries in its clinics and by replicating the community based health programme in more governorates.

The coordination and field management support responds to the needs and priorities of the society related to consolidating and expanding its institutional and operational partnerships. Trying to find its way to work through the new operational alliance model, the Yemen Red Crescent fully realizes the growing challenges it faces in terms of cooperation and coordination, for which the field management support from the Federation remains indispensable.

Capacity and Experience

Despite the variety of institutional and operational challenges it faces, the National Society has some basic elements that indicate a level of capacity and experience.

With around 300 staff and up to 4,500-5,000 active volunteers, the society has significant experience of planning and implementing disaster response, assisting victims of conflict and non-conflict disasters. In recent years, it has made considerable investment in improving its capacities in this respect, with defined structures at national and branch level. A disaster management unit at headquarters has been established with focal points in disaster prone governorates. More than 300 staff and volunteers have been trained as members of national intervention teams. The National Society is actively contributing to risk reduction through targeted training and campaigns on risk awareness. Efforts are under way focusing on community level preparedness, with vulnerability and capacity assessments (VCAs) having been conducted in some branches located in disaster prone governorates. The assessment results helped to strengthen branch capacities with basic stocks to ensure rapid response if disaster strikes.

The Red Crescent has a long history in providing health services through its network of clinics in 14 out of 16 governorate level branches. The Hajja branch also provides health services in two sub-branches. The services are well coordinated with the policies and structures of the Ministry of Health which assigns, through secondment, health

professionals to manage the Red Crescent clinics. Volunteers from the Red Crescent continue to play a significant role in the facilitation of the national polio eradication campaigns. With the recent move to scale up community based health through a stronger operational alliance, the National Society is making efforts to build up further capacities at all levels including managerial and technical support teams at headquarters and branch levels.

With a view to updating the society's legal base as part of the overall organizational development effort, a process of amending its statutes has been embarked upon. This will enable the society to improve its overall performance based on more streamlined governance and management. The process is expected to be finalized as soon as the comments from the Joint ICRC/Federation Statutes Commission are incorporated.

A number of awareness raising workshops have been carried out at national and branch level focusing on gender. This has created a momentum towards realizing the need to improve gender balance at the level of policy making and programming. Volunteer coaches are working full time in 11 out of the 16 branches facilitating the process of volunteer recruitment and management. The project, supported by the Danish Red Cross, includes a dimension on international understanding based on exchange visits involving the youth working with the Yemen Red Crescent and the Danish Red Cross.

The Federation's field management support continues to play a vital role in enhancing the process of cooperation and coordination between the Yemen Red Crescent and its partners. The overall memorandum of understanding signed by the National Society, the Federation, the ICRC and partner National Societies provides a good platform to intensify cooperation and coordination. Efforts are under way with the Federation facilitating, towards an operational alliance agreement to formalize the evolving cooperation between the Yemen Red Crescent and the Danish, Norwegian and Swedish Red Cross Societies to scale up community based health services.

Quality, Accountability and Learning

The Yemen Red Crescent's strategy emphasizes not only the need to scale up capacities and services but also the importance of improving overall performance to improve quality, outreach and impact.

An increasing number of policy makers and operators within the National Society are now aware of the need to ensure better quality disaster management services based on the SPHERE minimum standards. The Red Crescent is taking a lead role in this as the training on SPHERE standards targets not only National Society staff and volunteers but also participants from other organizations working in disaster management including the Civil Defense, Islamic Relief and Oxfam.

The society's drive towards scaling up its community based health services, with the appropriate level of organizational development support, is expected to enhance its capacity to contribute more substantially towards reducing deaths due to diseases. A well integrated, preventive approach will be taken within the national health plan of the Ministry of Health. The local level mobilization of resources- knowledge and material resources - of the primary stakeholders will strengthen the participation of individual beneficiaries and community organizations with a stronger prospect for mutual accountability and sustainability.

As much as quality services are a function of efficient organization and management, the organizational development component of the support will go a long way to accelerating progress towards achieving the characteristics of a well functioning National Society.

The coordination and field management service by the Federation represents a key dimension for building up quality and accountability. It facilitates the transition the society wishes to make towards becoming a well functioning organization where attributes of merit and accountability take precedence over other factors such as social relations and status. The coordination support also catalyzes the process through which lessons learnt in the different areas are effectively disseminated and shared within and outside the National Society.

Partnerships and Civil Society Engagement

Based on the long term vision and the positive spirit created by the strategy and the partnership meeting at the end of 2006, the National Society is pursuing a broad-based approach to cooperation and partnership. The society has enhanced its engagement with non-Movement actors in the humanitarian and social development field. The cooperation with the Civil Defense, Islamic Relief and Oxfam has substantially increased the possibility of ensuring effective coordination in disaster management including response and preparedness. More and more organizations, with restricted access to victims in times of conflict, are seeking assistance from the Red Crescent to deliver their services, indicating its comparative advantage in terms of credibility to work in a conflict environment with fewer problems of access.

In the area of health and care, the society's cooperation with the Ministry of Health is structurally defined and consolidated. Most of the society's clinics are managed by personnel seconded by the ministry. The effort to develop a core, flagship programme to scale up community based health services is based on an all round consultation with all concerned including the primary stakeholders- the beneficiary communities- and their organizations including women's associations. The society is making every effort to expand its cooperation with UN agencies including UNICEF and the WHO.

In the area of Disaster Risk Reduction (DRR), YRCS is seeking a new partnership with the Ministry of Water and Environment and with the World Bank within the new Global Alliance for DRR.

Red Cross Red Crescent Collaboration

There is a long history of collaboration with the ICRC which has maintained its presence in Yemen over the past 40 years. The start of this cooperation goes back to the days before the reunification of North and South Yemen at the beginning of the 1990s and includes overall assistance and protection especially in times of conflict and dissemination of the Fundamental Principles and values of the Movement.

The Federation has been working with the National Society for a long time, but primarily at times of natural disasters. The cooperation has become more formalized and strengthened since the establishment of the Federation representation in Yemen in 2002. Now the cooperation focuses on all facets of capacity building and organizational development.

An increasing number of participating National Societies (PNSs) are supporting the humanitarian efforts of the Yemen Red Crescent. The Danish, French and Italian Red

Cross Societies have an in-country presence and work with the society on branch development and capacity building. In most cases, the mode of collaboration is based on bilateral arrangements. These include volunteer coaching with the Danish Red Cross in 11 branches; capacity building and water and sanitation in three branches with the French Red Cross; and branch capacity building and community development support with the Italian Red Cross on the Island of Socotra.

A growing number of PNSs, including the National Societies of Denmark, France, Norway, Qatar, Sweden and the United Arab Emirates have signed the overall memorandum of understanding which endorses the society's strategy as a good track to enable it to build capacities and scale up services through collaborative efforts. The implementation of the programme designed to scale up community based health services through an operational alliance with the Red Cross Societies of Denmark, Norway and Sweden is expected to start in 2008.

Promoting Gender Equity and Diversity

As a reflection of the socio-cultural tradition which does not favorably consider the participation and contribution of women in certain domains, participation of women within the National Society's policy making and programming process is quite low. Only one female member is represented on the National Society board which consists of nine members. The profile of employed staff and volunteers at the headquarters also reflects a situation where women do not hold key positions. More or less, the same status quo prevails at branch level.

On the other hand, the strategy underscores the importance of gender equity and diversity. However, with gender focal points nominated and trained at headquarters and branch levels, efforts are being made to raise awareness of the need to improve the gender balance. An increasing number of National Society policy makers, staff and volunteers at headquarters and branch levels, as well as other participants from ministries and NGOs, have benefited from the promotion and awareness efforts.

The participants of the gender awareness seminars have, at various times, submitted to the national board a series of recommendations requesting specific guidelines with set quotas- for example, up to 25-30 percent of female representation as a short term target- in the member, volunteer and staff recruitment processes. The next step will focus on consolidating the awareness efforts leading to increased integration and mainstreaming of gender aspects in the society's disaster management and health and care programmes and dissemination of the Fundamental Principles and values of the Movement.

Risk Identification and Management

Effective implementation of the programmes is based on the key assumptions that the Yemen Red Crescent will deliver on the expected results highlighted in its strategy and the memorandum signed with its partners. The society's ambition to scale up capacities and services can be realized if, and only if, the partners remain committed to supporting the effort in a coordinated process. This calls for all to realize the need for greater coherence and synergy as key factors that can add value to the quality and quantity of the outcome.

The role the Federation plays in maintaining the critical balance between the society's capacity to deliver and the support it needs to ensure effective performance is at the

heart of the support plan for 2008-2009. The management of this critical balance will require enhanced communication, coordination and cooperation based on increasing transparency and mutual accountability.

The society's resource mobilization and management capacity is a key factor that determines the degree to which it can successfully implement its objectives. Enhancing skills and competencies in this respect will constitute an integral part of the support plan for 2008-2009.

The growing focus on community based disaster preparedness will go a long way in mitigating the demand-supply gap that often strains the relationships between the branches and the affected communities in times of localized emergency. The preventive and participatory approaches the society has adopted in its health services are expected to generate a process of increased community ownership with broader impact and less intensive demand for external investment.

Implementation and Management Arrangements

Coordinated and guided by the secretary general, the programme managers at the national level will be responsible for the specific programme components in disaster management, health and organizational development. The secretary general and the programme managers will undertake field visits, as deemed necessary, to check progress in implementation. The national board will oversee the planning and implementation based on reports periodically prepared by the programme managers and submitted by the secretary general.

The branches at the governorate level will be responsible for the implementation and monitoring of progress to be reported to the headquarters. The sub-branches, where they exist, coordinate the implementation of the programmes in their respective communities. Most of the branches have trained staff and volunteers to be deployed for service in time of emergencies as well as for health education and wider mobilization efforts such as the eradication of polio. Trained staff and volunteers also provide necessary support in disseminating the work supported by the ICRC.

In-country PNS staff, including representatives from the Danish, French and Italian Red Cross Societies provide both technical and managerial support in the implementation of the programme components supported through their respective National Societies.

Traditionally, the Federation's in-country support includes facilitation of monitoring and reporting on programmes multilaterally supported through the appeal process. However, the evolving context requires more consolidated Federation support as part of the harmonization required to ensure effective operational alliances through a shared performance framework based on:

- ONE set of good practice programming principles;
- ONE set of objectives and indicators;
- ONE strategic plan with long term commitment/ sustainability;
- ONE shared understanding of division of labor;
- ONE funding framework in which multilateral/ bilateral funding co-exist;
- ONE performance tracking system;
- ONE accountability and reporting mechanism.

Monitoring and Evaluation

In addition to the routine monitoring and reporting as part of the implementation and management arrangements, the effectiveness and impact of the programmes will be periodically monitored and evaluated. Different, but complementary, means will be used including:

- Self monitoring and evaluation by the National Society to be conducted every six months to track major trends in progress and challenges. The conclusions will enable the society and its partners to make the necessary corrective adjustments as needed.
- Semi-independent monitoring and evaluation by the National Society, the Federation and PNSs to be conducted once a year to review intermediate outcomes against the expected results and indicators. The conclusions from this will ensure that the steps required can be taken if a shift of emphasis is needed.
- Independent monitoring as part of the mid-course evaluation of the society's strategy for 2007-2011 to be conducted by external assessors. The evaluation will be conducted in 2009, and will focus on the overall achievements made and challenges faced to date. The recommendations from this will help to improve the planning and implementation in the subsequent years based on lessons learnt.

Sustainability

The Yemen Red Crescent faces a number of continuity and sustainability challenges due to its relatively low capacities in all aspects including human, material and financial resources as well as systems and procedures. The support plan for 2008-2009 is based on a better prospect for sustainability with the main enabling features including the following:

- Integrated planning and management, in which organizational development and capacity building components will be treated as parts of disaster management, health and dissemination of the Fundamental Principles and values.
- Operational alliances anchoring a new spirit of cooperation leading to stronger unity of purpose and procedures with sustained commitment from the National Society and its partners.
- Increasing the use of participatory methods, including the participatory learning approach, in developing community health services as flagship programmes for scaling up. This approach helps to ensure ownership by the primary stakeholders with an increasing role not only at the level of priority identification but also at the level of monitoring and evaluation.

Programme Resources and Expenses

The resources for the programmes will be mobilized through both multilateral and bilateral channels. Most of the programmes including disaster management,, organizational development and part of the health and care that is not covered through the operational alliance will be financed multilaterally through the appeal process. The

community based health development, emerging as a model, flagship programme to scale up health services, will be financed bilaterally through the operational alliance model of cooperation.

Efforts will be made to canvass broad-based support not only from within the Movement but also from non-Red Cross and Red Crescent collaborators including UN agencies as well as governmental and non-governmental organizations.

A significant part of the budget for disaster management is expected to be covered by contributions through the DFID-Federation partnership. The Yemen Red Crescent has been included in the list of National Societies to benefit from the DFID allocations in 2007 and 2008.

The National Societies of Denmark, Norway and Sweden, as the operational alliance partners to scale up community based health services, are expected to cover a significant part of the budget for health and care. The ongoing dialogue the Yemen Red Crescent is conducting with potential partner National Societies is expected to widen the scope of the operational alliance dynamics in Yemen. Additional opportunities will also be explored to augment the budgetary resources. Whilst the needs for organizational development and capacity building will partially be covered as part of the programme support, in the interest of ensuring an integrated approach to improve sustainability, efforts will be made to enable the Red Crescent Society to benefit from other specific sources. This includes funds from the Intensified Capacity Building Fund.