

# Plan 2009-2010

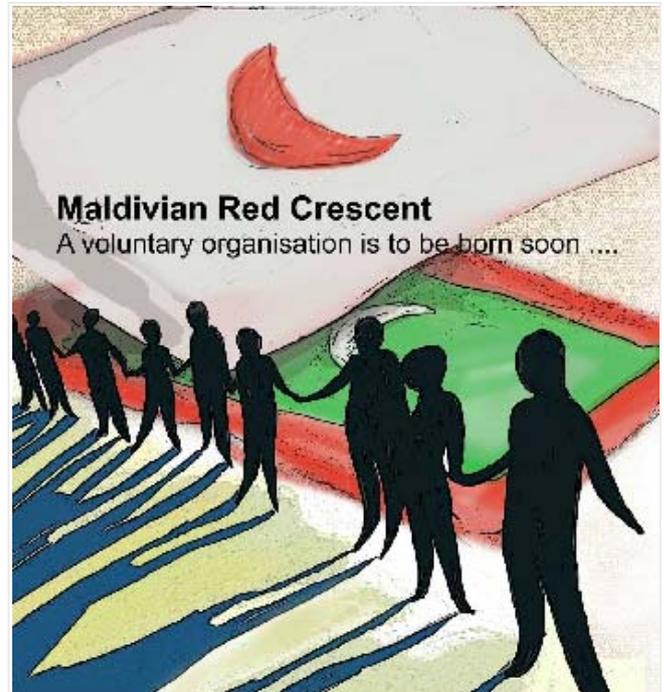


International Federation  
of Red Cross and Red Crescent Societies

## Maldives

### Executive summary

The implementation of tsunami recovery programmes in Maldives since early 2005 has helped to establish goodwill and better understanding within the country about the humanitarian nature of the International Red Cross Red Crescent Movement. This understanding generated support for the formation of a Maldivian national society, a process which has been going on since September 2005. In June 2006, all Movement partners in the Maldives agreed on a common '*Maldives Red Cross and Red Crescent Tsunami Operation In-Country Strategy: 2006-08*'. This strategy included long-term goals such as the formation of a Maldivian national society and the need to build better prepared and more resilient communities in the future.



In line with this strategy, in 2008 the International Federation launched the Maldives Appeal 2008-09 which outlined programmes that were focused on creating the environment for the establishment of a national Red Crescent society in the Maldives and enable it to start functioning and delivering services. The overall approach taken in developing the plan was based on an integrated context, anchored in a community-based approach. Implementation of programmes is ongoing and in line with the core areas of Red Cross Red Crescent work, alongside final work to conclude the formal establishment of the new national society.

Progress has been made by the integrated disaster management and health and care, organisational development and humanitarian values programmes during the first half of 2008 with tsunami funds. There are hopeful indications that the Maldivian Red Crescent formation process will be concluded by the end of 2008.

For the period 2009-10, the Federation secretariat's key areas of support will mainly focus on guiding the new Maldivian Red Crescent in designing and implementing longer-term programmes that are responsive to local vulnerabilities and focused on the areas where they can add the greatest value. Specifically, programme support will concentrate on the development of the national society, community disaster risk reduction, in line with the regional disaster risk reduction initiative "Building Safer Communities" that promotes the disaster risk reduction approach among all national societies in the region), community-based first aid, community health awareness, and promotion of the fundamental principles and humanitarian values. These programmes are based on the International Federation's Strategy 2010 and are geared towards achieving the Global Agenda goals, which will in turn contribute to the achievement of the Millennium Development goals.

Formal existence of the Maldivian Red Crescent will see the role of the International Federation's delegation in the Maldives shift from an 'implementer' to 'facilitator', putting effort on nurturing and developing the new national society. In addition to direct programme support, the delegation will provide support in governance, advocacy, representation, branch development, finance management,

communications, planning, monitoring, evaluation and reporting (PMER), information technology and services to partner national societies. There will also be the need to support the new society in recruiting, training, retaining and managing a diverse, gender-balanced staff team across all programmes.

The plan for the coming two years is based on the assessment that the national society formation process will come to a successful conclusion later this year. The optimal management and long-term sustainability of the programmes outlined below is also premised on the same. The programmes aim to directly assist staff and volunteers of the new Maldivian Red Crescent and 40,000 people across the Maldives.

Total budget for 2009 is CHF 2,873,500 (USD 2,626,600 or EUR 1,830,255) and for 2010 is CHF 1,832,086 (USD 1,674,667 or EUR 1,166,933). [Click here for the budget summary.](#)

## Country context

The Maldives is a country of 300,000<sup>1</sup> people spread over 199 inhabited islands. More than half of the population lives on islands with a total population of less than 1,000 while over 100,000 people (a third of the country's population) live in the two square kilometres that is the capital city of Male – making it one of the most densely populated places in the world. The wide and uneven distribution of the population poses many challenges, including the high unit cost of providing social and economic services. There is also a large disparity in income between Male and the outlying atolls.

According to the 2006 census, the total employment in the country stood at 110,231, a 28 percent increase from the 2000 census. However, the unemployment rate has since increased significantly from 2 percent to 14 percent, as around 41,766 people entered the labour market. The high unemployment rate reflects structural issues in the labour market rather than a lack of job opportunities<sup>2</sup>. The expatriate workforce in the country has increased exponentially over the past three years, with expatriate employment annual growth rate indicators from the Ministry of Higher Education, Employment and Social Security showing that it was close to 70,100 as at end of 2007<sup>3</sup>.

While the Maldives' health standard is generally good and significant achievements have been made in the control of communicable diseases, non-communicable diseases – including lifestyle-related diseases – pose a major challenge for the health services. The threat of avian and human influenza in the world also needs to be addressed in advance in the country. Acute respiratory infections and viral fever are some of the most common causes of morbidity. The high prevalence of thalassaemia (inherited form of anaemia whereby the blood cells are unable to carry a sufficient



One of the posters used in dengue and chikungunya prevention campaigns (in Dhivehi, the local language).

<sup>1</sup> A 2007 estimate: The official census carried out across all the 196 administrative islands, 88 resort islands and 34 industrial and other islands of the country in 2006 placed the figure at 298,968 (151,459 males and 147,509 females). Over a third of the population – 103,693 (51,992 males and 51,701 females) – lives in the capital, Male’.

<sup>2</sup> Overview of Economic Developments during 2006, [Maldives Monetary Authority](#)

<sup>3</sup> Expatriate employment annual growth rate indicators, [Ministry of Higher Education, Employment and Social Security](#). According to the [monthly expatriate employment data for April 2008](#), the figure had increased to 72,098.

supply of oxygen for the body's needs) continues to be a major challenge for the country, with approximately one sixth of the population affected by the condition. This makes it one of the highest incidences of the disease in the world<sup>4</sup>.

Efforts are needed to control and prevent vector-related diseases such as dengue and chikungunya as sporadic cases have been reported over the past six months. A total of 1,022 cases of dengue were recorded during the period 30 December 2007 to 28 June 2008 (407 in the atolls and 615 in Male).<sup>5</sup>

The department of public health, Ministry of Health, has strengthened vector control, including thorough inspections and chemical spraying. Vector control teams continued their regular inspection of household/premises in Male; health education continued to be carried out and appropriate measures on identified breeding places were taken. The American Red Cross and British Red Cross also continued health promotion activities as part of their tsunami recovery programmes, stressing on prevention of dengue and chikungunya through eradication of potential mosquito breeding grounds.

On the social front, urban violence and an increase in drug abuse continue to present huge challenges to law enforcement units and the Narcotics Control Board respectively. In the early months of 2008, there was a dramatic increase in the number of gang fights and gang-related attacks on the streets of Male. The situation deteriorated to the extent that the Maldivian National Defence Force (MNDF) – the country's armed force – was tasked to conduct a special operation to tackle gang violence. The operation was deemed successful as it saw a significant drop in violence. Recently, a number of the main street gangs called a press conference where they announced a peace treaty.

Related to urban violence is the issue of drug abuse. The Narcotics Control Board (NCB) appreciates that this relatively recent phenomenon in the country (and the increasing incidence of drug-related arrests) is becoming a national concern. The drug problem also presents challenges to the health sector, particularly in the prevention of HIV and AIDS.

In 2003, the NCB conducted a rapid situation assessment of the drug scenario so as to inform policy direction. A majority of the unmarried respondents (75 percent) reported a sexual experience, and 68 percent of the married respondents reported an extramarital sexual experience. Drug use with a member of the opposite sex was reported commonly (65 percent), and this was usually in the context of a sexual relationship. Less than one third (30 percent) of respondents reported consistent condom use; although many of the respondents were aware of some of the common modes of spread of HIV, a majority (73 percent) did not perceive being at risk for the infection<sup>6</sup>.

The first HIV case in the Maldives was identified in late 1991. As of 31 December 2005, the reported number of Maldivians with HIV was 13 (in the 20 to 49 age group), of whom ten have died of AIDS-related diseases. Reported cases of foreigners infected with HIV as of 31 December 2005 was 168<sup>7</sup>. Although the number of reported people living with HIV in the Maldives is very small, the country faces a challenge of ensuring sustained low HIV prevalence. Effort is required to further strengthen awareness programmes. The introduction of voluntary testing and counselling is a major positive step towards better surveillance and management of HIV and AIDS. Special challenges include reaching and assessing the sexual behaviour of high-risk populations such as intravenous drug users and the constantly increasing number of the expatriate workforce.

The larger operational environment over the past two years has been characterized by some political tensions. In 2006, the government embarked on extensive reforms to the nation's political and institutional framework. The reforms were outlined in the 'Roadmap for the Reform Agenda' which also envisaged the revision of the Constitution prior to the country's first multi-party elections scheduled for

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<sup>4</sup> World Health Organization, [Country Office for Maldives](#)

<sup>5</sup> [13<sup>th</sup> Epidemiological report for 2008](#), Epidemiology and Disease Surveillance Unit, Department of Public Health, Ministry of Health, Maldives.

<sup>6</sup> Rapid Situation Assessment of Drug Abuse in the Maldives 2003, Narcotics Control Board and UNDP

<sup>7</sup> [Maldives HIV and AIDS Programming Country Profile 2006, UNICEF](#)

late 2008. The reform programme was first announced by the president in November 2003 upon assuming office for a sixth term. Its basis was the Vision 2020 which envisages the Maldives becoming not only economically prosperous but also politically democratic/mature within 20 years. A strategic plan to implement that vision was published in October 2002, and included, among others, increasing engagement with the international community. In October 2004 – two months before the tsunami struck – the government of Maldives signed a formal agreement with the International Committee of the Red Cross (ICRC), under which the ICRC was granted access to prisons in the country.

While reforms in some areas saw some significant progress as at mid 2008, constitutional reforms proved difficult and slow. Pressure was mounting for the government to ensure that expectations for competitive and multi-party politics are met, specifically through the enactment of a new/revised constitution. On 7 August 2008, the country's president ratified a new/revised constitution. Realignment of the government structure in view of the constitution could potentially affect implementation of programme activities. For instance, heads of government departments who simultaneously served as members of parliament are to give up their positions in either. This means that if a departmental head [who functioned as the focal person for some area of programming] opts for parliament, there will be a chasm left until a replacement is appointed.

Prior to the December 2004 tsunami, the Maldives had little direct experience of the effect of major natural disasters. In communities within which its impact was greatest, the tsunami cancelled out development gains accrued through years of patient endeavour and highlighted a need for comprehensive risk reduction measures linked to effective disaster preparedness systems. It exposed a need for disaster management to be regarded as the responsibility of everyone.

The disaster risk scenario for Maldives can be described as moderate, with the main hazard faced being sea swells that occasionally cause severe flooding on account of the low lying nature of the islands. Being a low-lying, small island country where more than 80 percent of the land is less than 1.5 metres above mean sea level, the Maldives is one of the nations most vulnerable to predicted global environmental challenges. The projected rise in sea levels threatens the existence of the nation and the projected increases in sea surface temperature due to climate change and climate variability threaten the health of the coral reef ecosystem on which the two key economic sectors – tourism and fisheries – are based. Higher frequency and intensity of extreme events could cause severe flooding and significant damage to islands where flooding is already a challenge.

The devastation brought by the tsunami saw a swift response by Movement partners. In the absence of a Maldivian national society, the government of the Maldives became the main partner in implementing Red Cross Red Crescent relief and recovery programmes valued at over CHF 180 million. Since then, the International Federation has continued working with the National Disaster Management Centre (NDMC) in strengthening institutional arrangements and capacities to deal with disasters, particularly because preparedness of the government to cope with small to medium-scale disasters was limited prior to the tsunami. Additionally, due to the relatively high vulnerability of small, scattered island communities, the need for building community-based disaster management capacities is essential, in line with the regional initiative on "building safer communities", which is related to the DRR approach and climate change, following the Hyogo Framework for Action. Consequently, the new national society must mobilize volunteers, train community members and build community resilience, as well as play other important roles as an auxiliary to the government.

## National society priorities and current work with partners

The Maldives is one of the few countries in the world without a national Red Cross or Red Crescent society, and prior to the December 2004 tsunami many of the locals had never heard of the Movement. When the tsunami struck, the International Federation, in line with its mission – *to improve the lives of vulnerable people by mobilizing the power of humanity* – and based on its role of coordinating and mobilizing relief assistance for international emergencies, responded swiftly to the immediate needs of tsunami-affected people in the Maldives.

In the absence of a local national society, the International Federation and six partner national societies (American Red Cross, British Red Cross, Canadian Red Cross, French Red Cross, Australian Red

Cross and German Red Cross) designed and began implementation of tsunami recovery programmes in partnership with the government of Maldives.

As earlier mentioned, Movement partners involved in tsunami recovery work in the Maldives agreed on a common 'Maldives Red Cross and Red Crescent Tsunami operation in-country strategy: 2006-2008'. That strategy included priorities such as building more resilient communities and formation of a Maldivian national society. The formation process has seen some considerable progress and there are hopeful indications that it will be concluded by the end of this year, 2008. It is once this final hurdle is crossed when the most challenging work will start – development of the national society and supporting it to serve the vulnerable people. One crucial task will be the production of a realistic strategic plan. That plan will form the basis for all development cooperation with the new Maldivian Red Crescent Society (MRCS) and inform subsequent revisions of this Plan 2009-10.

Implementation of organisational development work continued in the first half of 2008 alongside steps to establish the legal base for the new national society. Recently, the programme received generous support from the Canadian Red Cross and a soft pledge from the Red Cross Society of China.

As a national society's leadership is at the centre of decision-making, assuring integrity, running programmes and delivering services, developing leadership skills for the new society's management team will be prioritized. At the same time voluntary action, which is at the heart of Red Cross Red Crescent programming, will be encouraged through recruitment of volunteers and members to meet local needs. Already, ongoing International Federation and partner national society programmes – tsunami recovery or long-term – have adopted an approach that regards and values community participants as potential members and volunteers of the nascent Maldivian Red Crescent. There is a pool of over 2,000 such volunteers who have expressed their interest to join the new national society.

As the tsunami projects are completed (or near completion) and are handed over to beneficiaries, priority in 2008 has been on sustainability and transitioning into longer-term programmes. For instance, a key objective of the tsunami reconstruction effort has been to 'build back better' the community by providing structurally stronger houses. It is appreciated however that building back better alone would not ensure safer communities. Focus also needed to focus on enhancing disaster risk reduction approaches in communities to promote their resilience against potential future disasters.

Community disaster risk reduction activities are being implemented concurrently with community-based first aid activities. This is based on the fact that first aid is a cost effective, safe and simple way to save lives during disasters and also in day-to-day emergencies. The new society will base its disaster management programme on vulnerability and risk analysis in order for activities to be relevant to the communities it will serve. The Federation secretariat — through its country office in the Maldives — is already assisting in laying this ground work by supporting targeted island communities to conduct vulnerability and capacity assessments and in turn develop island-level disaster plans. It is also playing a major role in national disaster planning by working in close collaboration with the National Disaster Management Centre. The programme has already received support from two partner national societies (the Canadian Red Cross and the Hong Kong branch of the Red Cross Society of China).



Community members trained in first aid are potential members or volunteers of the Maldivian Red Crescent.

The humanitarian values programme is already promoting the principles, values, mission and mandate of the Movement – which are indispensable if the Red Cross Red Crescent is to be perceived as an impartial, neutral and independent actor able to carry out its mandate. In the absence of a national society in the Maldives, knowledge about the Movement, its fundamental principles and humanitarian

values has been very limited in the country. When the Movement partners arrived in the Maldives just after the tsunami, there were misconceptions about the Red Cross Red Crescent being a religious or government-led organization. Understanding the principles and values will motivate public authorities to grant the Maldivian Red Crescent effective and unrestricted access to beneficiaries and will enable it to maintain the trust and confidence of beneficiaries. Promotion of the principles and values is an integral part of other programmes.

## Secretariat-supported programmes 2009-2010

Logical frameworks are available on FedNet<sup>8</sup>, or [upon request](#).

The '*Maldives Red Cross and Red Crescent Tsunami Operation In-Country Strategy: 2006-2008*' – which was endorsed by Red Cross Red Crescent partners operational in the Maldives – included long-term goals such as the formation of a Maldivian national society and the need to build better prepared and more resilient communities in the future. In line with that strategy and based on an identified need, in 2008 the International Federation launched the Maldives Appeal 2008-2009 which outlined programmes that were focused on creating the environment for the establishment of a national Red Crescent society in the Maldives and enabling it to start functioning and delivering services.

The disaster management and health and care programmes, though presented separately in this document, will be implemented on an integrated approach to maximize on reach and impact. This is in line with an 'Integrated Programming Approach' initiative which is being piloted in South Asia. The integrated programme approach also encourages thematic integration; for instance, while striving to 'build safer communities', the health and disaster management programmes will work closely in the area of community health and first aid. In the same vein, efforts to raise awareness of the Fundamental Principles and humanitarian values will be undertaken across all programmes. Core programmes will also focus on building the organisational capacities of the national society while at the same time enhancing community capacities.

The design of the disaster management and health and care programmes is based on lessons learned from previous large scale disasters, including the 2004 tsunami. While post-disaster recovery has frequently been treated as a separate phase distinct from both emergency relief and long-term development, there is increasing recognition that these activities should be more closely integrated, especially from the perspective of reducing disaster risks and vulnerabilities. For instance, while 'building back better' by providing structurally stronger houses contributes to building safer communities, for more impact focus equally needs to be put on enhancing disaster risk reduction approaches in those communities.

## Disaster Management

### a) The purpose and components of the programme

<b>Programme purpose</b>
To enhance capacities, skills, community ownership and resilience in reducing disaster risk and vulnerabilities.

The disaster management programme budget for 2009 is CHF 1,030,600 and for 2010 is CHF 992,193.

This budget includes costs for the health and care programme, which is implemented along with the disaster management programme through an integrated approach.

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<sup>8</sup> FedNet is an intranet and available to Movement members only

The programme has been designed in line with the Federation of the Future vision, which sets out more focus in core areas at the community level. Through the three components below, it aims at improving local capacities to respond to disasters and public health emergencies. In tune with the Hyogo Framework for disaster risk reduction, the programme will strive to ensure that disaster risk reduction is a national priority with a strong institutional basis for implementation. This will be achieved through strengthening national institutional and legislative frameworks for risk reduction, supporting implementation of risk management policies and programmes, and promoting community participation.

#### **Programme component 1: Disaster management planning**

**Component outcome:** Improved ability to predict and plan for disasters to mitigate their impact on vulnerable communities and respond to and effectively cope with their consequences.

The International Federation secretariat will support the new national society develop a disaster response contingency plan and standard operating procedures to enhance preparedness for disasters. The support will include setting up coherent and effective disaster response strategies, identifying operational models, linking up disaster response stakeholders, and defining management responsibilities of each stakeholder. This will take into account adaptation to climate change to determine both the risks facing the various islands and appropriate responses to these long-term risks.

#### **Programme component 2: Disaster risk reduction**

**Component outcome:** Risks and vulnerabilities to the effects of disasters are reduced through a community-based approach focused on developing disaster management capacities of community members.

This component is focused at the community and school levels. It aims to achieve the above outcome by providing island-level training to school children, teachers and their communities. The training focuses on promoting a culture of safety in target schools and surrounding communities, and ensuring that communities at risk are well-prepared to take risk reduction measures and respond to local disasters. Communities will be trained to conduct vulnerability and capacity assessments and encouraged to submit disaster risk reduction project proposals based on the priority findings of the vulnerability capacity assessments. It is intended that these projects will be implemented through the islands' principal and most significant representative agencies – the island development committees – with technical input from their respective disaster management committees.

#### **Programme component 3: National society and community disaster preparedness capacity building.**

**Component outcome:** The capacity of the Maldives national society in community disaster preparedness and post-disaster response is developed through an integrated approach that builds the national society's capacities at the branch level.

The new national society will need to recruit, train and manage disaster management programme staff and volunteers, and the Federation secretariat disaster management team in the Maldives will support it to this end. It will also ensure that the national society has a minimum standard of capacities, including infrastructure and contingency stocks to respond to emergency needs as necessary. Such support will start at the headquarter-level which will trickle down to the branches.

#### **b) Profile of target beneficiaries**

The programme targets directly approximately 30,000 people. The different direct beneficiary groups can be disaggregated as follows:

- **Communities (individuals and members of community-based organizations):** Their direct involvement in programming will increase their organizational, communication, and coordination skills and capacities. Work has already started on 18 islands with tsunami recovery activities.
- **Disaster management committees:** Composed of representatives from all sectors, these are the main actors for this programme component at the community level. Different trainings will build the capacities and skills of such committees to prepare for and respond to disasters.

- **Teachers and students:** School teachers will enhance their knowledge and skills in conducting educational sessions on disaster preparedness for students.
- **Health facility staff:** Increase their knowledge, skills, and methodology through training in community-based disaster management and first aid.
- **Maldivian Red Crescent staff and volunteers:** The combined community-based first aid and community-based disaster risk reduction approach, material, training modules will be developed, tested and capitalized for the future work of the national society. It will eventually take over and integrate combined community based first aid and community based disaster risk reduction in its core programming and benefit from contingency stocks.

### c) Potential risks and challenges

Occurrence of disasters (such as tidal surges and floods) could disrupt implementation of long-term activities. There is also a risk of disruption by political unrest as the country will hold its first elections under a multi-party system; some political figures have warned of potential unrest should the incumbent win. Functioning of island disaster management committees could also be affected by political change as island chiefs, who are key interlocutors, are appointed by the central government and are likely to change with a change in government.

At the community level, implementation of activities in some island communities may face stiff resistance from community members who, as experience from tsunami programming has shown, interfere to gain political mileage and social influence. This situation will be tackled by ensuring a high degree of community involvement to enhance ownership.

## Health and Care

### a) The purpose and components of the programme

#### Programme purpose

To enhance the capacities, skills, community ownership and resilience in reducing vulnerabilities to health threats in disasters and encourage community involvement in health and care activities, resulting in increased awareness, preparedness and involvement in health risk reduction.

The health and care programme will be implemented in an integrated context with the disaster management programme and does not have a separate budget.

As underlined in the Federation's Global Health and Care Strategy 2006-2010, like other societies the new national society – as an auxiliary to the government – will be a uniquely important institution for supporting health at the community levels. Through its country-wide reach and support from partner national societies and the International Federation, the new national society will use its volunteer network to implement activities at the island level consistent with the International Federation's Strategy 2010 to contribute towards reducing child mortality, improving maternal health, combating diseases and developing partnerships for development in community health.

#### Programme component 1: Community-based health and first aid

**Component outcome:** Increased preparedness in communities to cope with health in disasters challenges through integrated community-based health and first aid activities.

The outcome of this component will be attained by provision health promotion, hygiene education and community-based first aid training at the island level. Particular focus will be put on dengue and chikungunya prevention and control, and promotion of child and maternal health. Activities will be implemented in an integrated context with the community disaster risk reduction component of the disaster management programme.

#### Programme component 2: Voluntary non-remunerated blood donation.

**Component outcome:** Communities are encouraged to make voluntary non-remunerated blood

donations through the National Thalassaemia Centre.
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The International Federation will support the new national society to build on the comparative advantages of the Red Cross Red Crescent to advocate for and support programmes which promote voluntary, non-remunerated blood donation. This is based on the knowledge that unwillingness of some would-be blood donors to donate blood is based on ignorance. Once such people understand that by donating blood they contribute to saving lives, they can give blood whose availability is a major factor in the treatment of children suffering from diseases such as thalassaemia. Its availability contributes to the achievement of the health-related Millennium Development goals by playing a role in reducing mortality among children.

<b>Programme component 3: Avian and human influenza awareness.</b>
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<b>Component outcome:</b> Increased awareness of avian and human influenza among the national society's staff and volunteers.
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The International Federation's secretariat is committed to using its comparative global advantages to support its member national societies to be informed about avian and human influenza. Staff and volunteers of the new Maldivian Red Crescent will be made aware of basic facts about avian and human influenza through leaflets, posters and booklets. They will in turn pass those messages to their communities.

<b>Programme component 4: National society community health capacity building.</b>
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<b>Component outcome:</b> The capacity of the new Maldives national society in community disaster preparedness and post-disaster response is developed through an integrated approach for the formation and building capacities at the branch level.
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The new national society will need to recruit, train and manage programme staff and volunteers, and the International Federation secretariat will support the national society to this end. It will also ensure that the national society has a minimum standard of capacities, including first aid kits and contingency stocks to respond to health emergency needs as necessary.

### **b) Profile of target beneficiaries**

This two-year programme targets the same beneficiaries (approximately 30,000 people) as the disaster management programme, with which it will be implemented in an integrated context. The beneficiaries will receive community-based health and first aid trainings, and educational sessions on preventive health issues (such as dengue fever and personal hygiene). This will utilize the combined community based first aid and community based disaster risk reduction approach. Additionally, materials and training modules will be developed, tested and capitalized for the future work of the new national society.

### **c) Potential risks and challenges**

This programme could face challenges similar to those outlined above, under the disaster management programme. In responding to health aspects of disasters, crises and epidemics, priority would be on addressing the immediate needs of the most affected and vulnerable. Disease prevention and epidemic control through health education and promotion would be carried out by volunteers and community members trained under this programme.

## Organisational Development/Capacity Building

### **a) The purpose and components of the programme**

<b>Programme purpose</b>
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Increase local community, civil society and Red Crescent capacity to address the most urgent situations of vulnerability in the Maldives.
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The organisational development programme budget for 2009 is CHF 1,516,800 and for 2010 is CHF 585,455. The budget for 2009 includes the cost of the headquarters building of the national society (see programme component 7 below).

This programme will be implemented based on the expectation that the Maldivian Red Crescent will be formed in 2008. It will constitute the basis upon which the other programmes of disaster management, health and care, and humanitarian values can be carried forward. These programmes will contribute to building the capacity of the new national society by developing approaches and activities that address the needs of the people at the community level. From the onset, continuous and strong linkage with all programmes will be stressed since their effective delivery will determine the relevance of the national society.

Specific programme activities will be developed in close cooperation with the national society once it is formally established. The components outlined in this plan should be seen as a projection of priority issues to be addressed in the first two years of the national society's existence.

#### **Programme component 1: National society and legal base development.**

**Component outcome:** A Maldives national society is formed, functioning and recognized, and its institutional capacities established.

To achieve the desired outcome, the International Federation is supporting a locally-appointed interim planning group in the establishment of the Maldivian Red Crescent's legal base. To date, statutes have been drafted, structures for the national society defined, and elections held for representatives from around the country to attend the first general assembly. Once a Presidential Decree has been issued to give legal form to the new national society, a general assembly will be convened, a governing board elected, and statutes approved and submitted for endorsement by the Joint Statutes Commission. Work will then focus on supporting the new society to attain the ten conditions of recognition and to achieve both recognition by the ICRC and admission to the International Federation.

#### **Programme component 2: Leadership capacities.**

**Component outcome:** The capacity of governance and management of the new national society at headquarters and branch level is built to develop and implement strategies, and to ensure good performance and accountability.

The leadership and senior management of the new national society will be trained and mentored by the International Federation's in-country team, supported by the South Asia regional delegation, the Asia Pacific zone office and Geneva secretariat. Peer-to-peer learning and experience-sharing with other National Societies will be encouraged as an important approach to building leadership skills.

#### **Programme component 3: Well-functioning organization**

**Outcome:** A well-functioning organization is ensured with sustainable systems, procedures and necessary staff with desired level of managerial and technical competencies.

Establishment of a fully-functioning national society will require immediate support and focus on core organizational structures, establishment of branches and the development of policies, systems and procedures. Proper systems and structures will also have to be put in place to ensure the capacity of the national society to maintain accountability and be responsive to the diverse information needs of its partners and the public. Programme and technical staff will be continuously mentored in proper programme management and service delivery methods as well as communications, planning, monitoring, evaluation and reporting (PMER). The other components of the programme will also contribute to moulding the Maldivian Red Crescent into a "well functioning national society".

#### **Programme component 4: Branch development.**

**Component outcome:** The national society has established branches across the Maldives in order to develop and deliver services for the local population.

The new Maldivian Red Crescent Society will require support in establishment of functional atoll branches and island units, with the required structures and human resources. Such will be provided in close collaboration with core programmes to ensure effective service delivery at the grassroots level.

**Programme component 5: Volunteer and membership development.**

**Component outcome:** The national society has established a well managed country-wide volunteer and membership network.

To implement programmes to the benefit of vulnerable people, the new Maldivian Red Crescent Society will need to develop a diverse, gender-balanced volunteer network. The Federation secretariat will provide technical support to the national society and facilitate training in volunteer management, including setting up a volunteer database. This support will accelerate the achievement of the above outcome.

**Programme component 6: Financial sustainability and accountability**

**Component outcome:** Sustainability of the national society is ensured through mobilization and management of resources, including through commercial first aid.

To entrench fiscal accountability within the new national society, the Federation secretariat will support it in developing proper finance management systems – including computerization and implementation of minimum accounting standards. Local fundraising mechanisms will be supported from the beginning to ensure that the new society begins working towards financial self sustainability.

**Programme component 7: National society infrastructure development.**

**Component outcome:** The national society has a headquarters building with essential equipment and facilities to enable it to develop and deliver services.

The design and construction of a headquarters building of the new national society will be initiated by the International Federation's secretariat in 2008 – even before the formation process is concluded. This takes into consideration the cost effectiveness of the national society owning a building from inception, thus avoiding the burden of renting high-cost office space while at the same time obtaining rental income by letting out part of its new premises.

**b) Profile of target beneficiaries**

Direct beneficiaries of this programme are the new national society's staff, members and volunteers. By striving to increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability, the organizational development programme will indirectly contribute to more effective programming in the other Global Agenda goals. In the process, the 30,000 people targeted by core programmes will be assisted through better quality programmes and services.

**c) Potential risks and challenges**

While it is expected that the national society will receive good support from partners to develop its structures and implement core activities, attaining country-wide coverage through branch establishment will be a logistical challenge given the geographical distribution of the 199 inhabited islands. Also, developing structures in some islands may face stiff resistance from island community members who have yet to understand the mandate of the national society. This programme will therefore work very closely with other programmes to ensure that community leaders, members and opinion leaders understand the principles, values and mandate of the Movement. The more than 2,000 trained volunteers – who have been participating in tsunami recovery activities and have expressed desire to work with the new national society – will also play a key role in promoting this understanding.

## Principles and Values

**a) The purpose and components of the programme**

**Programme purpose**

To create an environment where the humanitarian values, fundamental principles and mission of the Red Cross Red Crescent Movement are understood.

The principles and values programme budget for 2009 is CHF 326,100 and for 2010 is CHF 254,439.

The focus of this programme is creating awareness of the fundamental principles, humanitarian values, mission and the work of the Red Cross and Red Crescent Movement. Promotion of the principles and values will contribute to the motivation, dedication and professionalism of Red Crescent volunteers. Hence, through the creation of a strong sense of belonging and societal usefulness, the programme will play a strategic role in strengthening the MRCS's volunteer base. Through this programme, the International Federation's secretariat will specifically support the formation and development of the new national society by developing relevant promotional materials and packaging information for various target groups. Dissemination campaigns in support of the national society formation process are ongoing and will continue. The programme is aligned with the Global Agenda goal no. 4.

**Programme component 1: Internal and external promotion of principles and values.**

**Component outcome:** Awareness of the International Red Cross Red Crescent Movement and the fundamental principles is increased.

This component will attain its desired outcome first by improving on the understanding of the fundamental principles and humanitarian values within the national society. This work will be done in close collaboration with other programmes by ensuring that induction sessions are organized for all staff and volunteers of the new national society. Secondly, through the media, the internet and various information materials, information on Red Cross Red Crescent activities will be disseminated to members of the public and key stakeholders within the public and private sector, positioning the national society in particular and the Movement in general as a competent and credible humanitarian actor. Special focus will also be put on dissemination to youth in schools and colleges. Promotion of principles and values will also be geared towards influencing behavioural change within the community, and inspiring tolerance (such as for immigrant workers), respect for diversity and non-violent societal problem-solving.

**Programme component 2: Operationalization of principles and values.**

**Component outcome:** Fundamental principles and humanitarian values are integrated into other core Red Cross Red Crescent programmes.

In addition to being an autonomous Global Agenda goal, goal four is also horizontal, cross-cutting, and to be integrated in all other three goals. The outcome of this component will be to achieve that and will be attained by continuing the dissemination of the fundamental principles and humanitarian values as an integral part of all programmes. Integration also means that both programme design and implementation have an active basis in the principles and values such as by taking full account of the differing needs, concerns, capacities and experiences of girls and women as well as boys and men.

**b) Profile of target beneficiaries**

The immediate direct beneficiaries will be staff and members/volunteers of the national society, who will undergo induction before starting to carry out work in the field. Further to the 30,000 beneficiaries who will be reached by the disaster management and health programmes, this programme targets an additional 10,000 beneficiaries, among them government officials, religious leaders, teachers, school and college students, health institution workers, resort workers, women organizations and youth groups.

**c) Potential risks and challenges**

Clearly, this programme has a key role to play in ensuring that community leaders/members and opinion leaders understand the history, principles, values and mandate of the Red Cross Red Crescent.

This is a prerequisite for acceptance of other programmes, especially in the Maldives where there is no previous (pre-tsunami) existence or knowledge of the Red Cross Red Crescent. There is the need to translate already existing good dissemination materials to the local language, Dhivehi. This will be achieved by recruiting staff with translation skills and/or engaging professional translators.

## Role of the secretariat

### a) Technical programme support

As the national society formation process nears conclusion, programme implementation is underway with support of the International Federation's country office. Completion of tsunami recovery programmes will see the task of the country office shift from an "implementer" to "facilitator" to focus effort on nurturing the new national society. The International Federation secretariat's organizational and physical structures will be adjusted accordingly to render optimum membership services to the national society. This will involve bolstering the team of delegates currently working in the country; additional delegates will be assigned to support development of the new national society. The process of establishing these additional positions is on track.

In addition to programme support and coordination, the Federation office in the Maldives will play the following key roles:

- I. **Governance support:** Through the head of country office and the organisational development delegate, the International Federation will provide support to the new national society's governance and leadership. This support will enable the new society to contribute effectively to the governance of the International Federation and the Movement as a whole.
- II. **Branch development:** Through specific support in this area, the International Federation secretariat will guide the new national society to meet one of the conditions for recognition [covering the entire territory of the state]. This will entail supporting the formation of functional branches in the administrative atolls as well as units in islands that meet the criteria set in the statutes. Besides positioning the society to meet the ten conditions for recognition, branches will ensure service delivery at the grassroots level.
- III. **Finance management:** In order to increase responsibility for finance and accounting within the national society, the country office will support the new society to develop proper fundraising and financial management capacities. That way, the Maldivian Red Crescent Society will also be on track to attain the characteristics of a well-functioning national society, and in turn perform well in core areas.
- IV. **Communications and PMER:** The International Federation will support the new national society in establishing and maintaining systems to enhance accountability, mainly through effective communication and reporting. Such support will also extend to various local fundraising activities, media and public relations and advocacy activities designed to portray the Maldivian Red Crescent Society as a leading humanitarian actor in the country. This work will be done in direct collaboration with the organisational development and humanitarian values programmes, with support from the region, zone and secretariat offices.
- V. **Information technology:** In this digital era, delivery on the national society's roles and working modalities will depend to a large extent on a well-functioning communication system and available information technology (IT) resources. IT is of paramount importance since technical failures can seriously disrupt the implementation of the national society's core tasks. It is therefore not only necessary for the new national society itself to invest in up-to-date and safety-proof equipment, but the delegation likewise, so as to support the new national society in the development of its IT structures.
- VI. **Disaster management:** A disaster management department already exists within the country office. Besides its core role of enabling the new national society to be prepared for and respond efficiently and effectively to disasters, this department will support the society in case of disasters that require regional or international disaster assistance. The department will also support

development of disaster response mechanisms, such as a national disaster response team. Links will also be established with the ICRC to assess the need for developing the national society's capacity in restoration of family links in case of major disasters.

The DM department is already collaborating with the National Disaster Management Centre in the development of a draft Disaster Management Act and a national disaster management plan for the Maldives. Additional technical support will be received from the regional office to support the new national society in aligning its disaster management plan with regional initiatives such as 'building safer communities', and to be a key player in the regional disaster management working group.

- VII. **Services to partner national societies:** The country office will not only support the new national society, but also extend services to partner national societies who may wish to establish relationships with the Maldivian Red Crescent Society with in-country presence. The country office will support all partner national society cooperation in the country and render services to partner national societies interested in having their own offices and to hold these offices under the status agreement of the Federation with the government.

The Federation's secretariat support roles are not limited to the above. Once the national society is in place, there would be a better understanding of and subsequent support requested from the regional office for South Asia, Asia Pacific zone office, and the secretariat in Geneva. It is however clear that one key area where significant support from the region will be required is development of the health and care programme.

#### **b) Partnership development and coordination**

The Federation's country office will play a central role in facilitating cooperation and coordination between the national society, the ICRC, and partner national societies. This will ensure collective effort and solidarity in pursuit of common goals. Through harmonized actions and resources, the Red Cross Red Crescent will efficiently and effectively respond to the needs of vulnerable communities. For instance, while striving to promote the principles and values countrywide, ICRC support in promoting International Humanitarian Law (IHL) and conducting emblem campaigns will be crucial. The country office will support the new national society to link with potential partner national societies from the region or beyond to encourage peer-to-peer learning.

Through the tsunami recovery programmes, the Movement has been appreciated by the Government of the Maldives as a major humanitarian partner. Tsunami recovery work is being done in close partnership with the government and the affected communities. Such cooperation is essential for the longer-term programmes and will be strengthened. Coordination with the relevant ministries and the National Disaster Management Centre will continue.

#### **c) Representation and advocacy**

For the last three years, the International Federation's country office in the Maldives has proactively promoted national understanding of the auxiliary role of the nascent national society, with moderate success. Using its status as an international organization, the International Federation will strengthen this understanding and promote the humanitarian agenda of the Maldivian Red Crescent. Regular contacts are maintained with the Ministry of Health, Ministry of the President's Office and Ministry of Foreign Affairs, among others.

The head of the country office will work closely with the secretary general of the new Maldivian Red Crescent to ensure that the Movement is well represented in inter-agency and other important forums that take place in the country – either by a representative of the national society or by a representative of the International Federation secretariat, depending on the context. Through such forums, the country office will also increase the national society's profile.

Effective advocacy, communications and external relations will also be maintained through representing the national society in important regional and international events. In this way, international

organizations and agencies will be informed on the work, positions and responsibilities of the Maldivian Red Crescent Society. As there is no ICRC delegation in the country, close collaboration will be maintained with the ICRC delegation in Delhi, through the International Federation's South Asia regional office.

## Promoting gender equity and diversity

There is both gender and geographical balance in the membership of the interim planning group, which is tasked to carry out work on the formation of the Maldivian national society. It comprises of a significant number of women, one quarter of its membership is appointed from the atolls and the remaining members comprise of government, Movement and Male-based community volunteers. The International Federation's secretariat will support the new national society in ensuring that women are considered for key governance and management positions at the headquarters and the branch levels. Additionally, the Maldivian Red Crescent Society will be encouraged to ensure that it has gender equity as a cross-cutting element in all programmes. Recruitment of volunteers will also be representative of the communities they serve and live in.

## Quality, accountability and learning

The design of the disaster management and health and care programmes is based on lessons learned from previous large scale disasters, including the 2004 tsunami. The use of standardized approaches and appropriate tools such as vulnerability and capacity assessments and the better programming initiative will ensure the quality and appropriateness of the programmes. In some cases, and in the absence of existing common standards, they have had to be adapted to the Maldives context. This has been the case for first aid where common standards and training materials have now been developed, and will be tested and further improved.

Prior to the tsunami operation, Maldivian communities had not been exposed to participatory methods and programmes. In general, communities tend to have a more "dependent" relationship with their government, rather than proactive self-help or community-centred approach to solving problems. By using good participatory methods (such as vulnerability capacity assessment), the disaster management programme has involved them in planning and implementing activities. Island-level disaster management committees have been formed to draw island-level plans and undertake disaster risk reduction activities.

A case study titled 'Community Participation in Rebuilding the Maldives' emphasized the need to manage community expectations from the onset. This, it observed, would ensure that activities developed address issues that are seen as important by the communities themselves. This approach has informed programme design and will guide implementation.

The national society's programme staff and volunteers will be supported to enhance their community engagement skills so that they are in constant touch with the target beneficiaries. While there have been no incidences of abuse of power reported in the course of implementing tsunami recovery programmes, the new national society will be supported to establish a mechanism to handle and respond to complaints from beneficiaries. This cautious approach places beneficiaries as the most important element in programming. Relations of staff and volunteers with beneficiaries will be guided by a Code of Conduct for which each staff and volunteer must commit to adhere to in executing his/her duties.

The organisational development programme will be guided by the joint assessment mission for the period up to recognition of the national society by the ICRC and admission to membership of the International Federation. The joint assessment mission comprises of representatives from the International Federation and the ICRC.

Monitoring and evaluation are integral to individual programmes, ensuring that PMER is everyone's responsibility with focal persons appointed for technical support. The basic approach taken is in line with the ten areas for improvement of the International Federation's Framework for Action – particularly putting focus on improved performance, accountability and impact. All programmes have logical

frameworks – developed for the 2008-09 plan and appeal – which have been modified as necessary to incorporate learning from the monitoring process over the first six months of 2008. Monitoring of activities and outputs will continue and there will be a constant review of the progress towards achievement of outcomes.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p><b>Global Agenda Goals:</b></p> <ul style="list-style-type: none"> <li>• Reduce the numbers of deaths, injuries and impact from disasters.</li> <li>• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.</li> <li>• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.</li> <li>• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.</li> </ul>
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