

Appeal 2005



SERBIA AND MONTENEGRO (INCLUDING KOSOVO)

Appeal no. 05AA065

Appeal target: CHF 3,080,400

The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. The Federation is the world's largest humanitarian organization, and its millions of volunteers are active in over 181 countries.

Please click on programme title to go to relevant text

Programme title	2005 in CHF
Strengthening the national society	
Health and care	1,590,836
Disaster management	407,111
Organisational development	946,779
Coordination and implementation	135,674
Total Please click here to view the total budget for this appeal	3,080,400¹

For the Kosovo programme, which is part of this appeal [please click here](#)

Related appeals:

Serbia and Montenegro/ Kosovo Annual Appeal 2004 (01.74/2004)
[please click here to go to the appeal](#)

Serbia and Montenegro/ Kosovo Annual Appeal 2004 (01.74/2004) Programme Update no.1-
Special Focus on Kosovo [Please click here to go to the appeal](#)

Serbia and Montenegro/ Kosovo Annual Appeal 2004 (01.74/2004) Programme Update no.2-
Special Focus on Kosovo [Please click here to go to the appeal](#)

¹ This amount corresponds to USD 2,445,775 or EURO 1,993,615

Context

The break-up of the former Yugoslavia in 1991 was followed by war in the newly independent neighbouring states (1991-5) and a conflict in Serbia's southern province of Kosovo (1999). Serbia and Montenegro has been badly affected by the social and economic impact of the wars, with high levels of unemployment (current statistics range from 32% to 34.5%). The country remains in a state of economic, political and social transition. Although the economic malaise has steadied, modest growth has to date had little impact on the most vulnerable. Indeed, the situation facing those at the bottom of the social ladder is worsening as factories and other state-owned enterprises continue to restructure or close. Poverty is endemic with some 10% of the population of 10.5 million living on less than USD 4 per day². Moreover, a high proportion of the population lives just above the poverty line.

Serbia and Montenegro signed a new Constitutional Charter in January 2003, formally ending the Federal Republic of Yugoslavia. The new State Union allows for both republics to hold a referendum on independence in early 2006, though a date in 2005 is being discussed. In the meantime, much authority is delegated from the federal to the republican governments. As most observers predicted, the State Union is experiencing problems as Belgrade and Podgorica, the capitals of the two republics, struggle to harmonise economic policies. The State Union is viewed with scepticism by many citizens. After three failed attempts, Serbia elected a president in 2004, but frequent changes in government alliances and the assassination in 2003 of Prime Minister Zoran Djindjic have led to a climate of political uncertainty. As a result, political, economic and social reform have slowed. For instance, the restructuring of the health system is still under discussion and school system reform has been stopped, the changes rolled back.

The governments of Serbia and Montenegro are working to develop durable solutions for Europe's largest population of refugees and internally displaced people (207,000 refugees and 270,000 IDPs according to UNHCR's report in May 2004). Although many have returned to Bosnia-Herzegovina and (to a lesser extent) Croatia, a significant number of those who remain require assistance to integrate within the local community. At the moment, the return of IDPs to Kosovo remains unlikely. The capacity of the government to respond to the needs of the vulnerable is increasing, as parliaments in both Belgrade and Podgorica acknowledge their respective responsibilities. Unfortunately, the capacity of the government is not aligned with decreases in international humanitarian assistance, and thus a sizeable number of vulnerable persons is likely to remain. The Poverty Reduction Strategy (PRSP) developed and adopted by the Serbian government (with assistance from EU, World Bank and other agencies) is addressing this issue among others. The positioning of the Red Cross as a partner in PRSP implementation will be a key focus of the coming year.

Red Cross Red Crescent Priorities

National Society Strategy

The Red Cross of Montenegro and the Red Cross of Serbia were founded in 1875 and 1876 respectively. There are 161 municipal branches in Serbia, and 21 in Montenegro. They have approximately 5,500 members/ volunteers and some 690 staff.

In theory, the architecture of the state is reflected within the National Society as the headquarters of the Serbia and Montenegro Red Cross Society (SMRCS, the former Yugoslav Red Cross) assumes a more coordinative role, while the republican bodies of the Red Cross of Serbia and Red Cross of Montenegro deliver services and programmes. In practice, there are still many areas where the work is being duplicated and tighter co-ordination needs to be put in place, as roles and responsibilities are defined. The national society is in the process of writing new statutes that represent the changes that are taking place within the national society. A draft has been prepared for consideration by the federal board, but this has been much delayed. A memorandum of understanding and a series of project agreements have been signed with the International Federation and ICRC which signifies a positive development in formalising partnerships and support and adds clarity to commitments, roles and responsibilities.

Humanitarian aid, which was very significant after the Kosovo crisis in 1999, is reducing and bulk food aid came to an end early in 2004. The national society has a long history of successful non-relief projects and service delivery, such as food distribution over the past ten years. However, it is now facing decisions about its activities post-relief,

² Survey of Living Standards of the Population (May 2002)

and how to fund these. The national society's relationship as an auxiliary to government is also being redefined as part of the process of political and economic transition. A revised Red Cross Law is a key part of this process, together with related laws on lottery funding first aid training for drivers and regulations on responsibility for the recruitment of blood donors. Much effort has been invested by the Federation delegation in Belgrade and the national society in drafting and advocating with government for these laws, which define both the role and responsibilities of the national society as well as its funding.

In accordance with the National Society Development Strategy 2002-2005, the SMRCS defines its programme priorities as the promotion of humanitarian values and the ideas and principles of the Red Cross; dissemination of knowledge about International Humanitarian Law for specific target groups (army, police forces); disaster preparedness and response; health and care and tracing. Within health and care, the national society has defined health promotion, voluntary non-remunerated blood donation, first aid, home care and social welfare as operational priorities. The review and revision of the National Society Development Strategy will be a key activity in 2005, which will inform partner national societies about the SMRCS's priorities and the areas in which it needs assistance.

The Red Cross of Serbia and the Red Cross of Montenegro realise that it is important to integrate their programmes into local communities – this means better satisfaction of beneficiary needs but also improved sustainability of these programmes. Strengthening relations with a range of civil society actors, including authorities at central and municipal level, the Red Cross Movement, UN agencies, local and international NGOs and a host of community groups is therefore an important part of their approach and that of the Federation delegation. As a whole, the National Society plans to assume a more prominent role within civil society; championing the rights and needs of select beneficiary groups and serving as a more authoritative partner in formulating national policy and strategy.

There is significant concern regarding the funding of the National Society; in the past, central and local government funding covered many core costs, and significant international donors' funds for the distribution of relief goods ensured that both headquarters and branches were adequately financed. However, a large-scale UNHCR-supported relief programme has now stopped and government core funding is uncertain pending the finalisation of the Red Cross and related laws. The Federation-funded income-generating projects have made little significant impact and were rather negatively evaluated. The proposed new Red Cross Law, the development of a funding plan and a range of specific project applications to government and other donors may offer a way out of this potential crisis. In addition, the Federation has been supporting a funding development project as part of its organisational development programme, which led to the design of a pilot project in commercial first aid training.

International Red Cross and Red Crescent Movement Context

A delegation of the International Federation has been present in Serbia and Montenegro since 1993, primarily supporting the delivery of food and non-food assistance to refugees and the socially vulnerable. ICRC has been extensively involved in similar assistance to internally displaced persons (IDPs) from Kosovo. As the needs have changed, the Federation delegation's focus is now more developmental: it supports the Red Cross in its delivery of disaster management, social welfare and health services, and in its work to build the National Society's organizational capacity.

2004 marked the end of a three year process (after the Wiles Report (2001), a critical analysis of Federation programming) of transition from relief programming towards the development of National Society services in health, care and disaster preparedness, underpinned by a programme of organisational development. When the current phase of Federation programming for Yugoslavia was designed in mid-2001, it was assumed that the legislative framework, the political and the economic situation would be such that SMRCS could operate without much external support by the end of 2004. This has not proven to be the case, and the end of food aid funding now means that the national society is in as difficult a situation in many ways as it was in 2003. The programmes developed over the last three years still need external support. More importantly, the presence of the Federation and its access to international funding help direct and facilitate the organisational development of the National Society as well as linking this development with the international framework of support to the country. It is clear that a further phase of Federation support and, specifically, of advocacy, is now needed if a sustainable future is to be assured for such core services to the vulnerable as social welfare, home care and disaster preparedness. Ensuring such a sustainable future through advocacy and helping the national society to position itself with government and other partners will be a key feature of the Federation delegation's strategy in 2005.

The delegation will therefore maintain the capacity to support the national society in the core areas of health and care, disaster management and the promotion of humanitarian values as well as in support to governance and management, advocacy, representation, networking and strategic planning and processes. The head of delegation and senior staff in Belgrade will also form part of the regional team, with responsibilities in support of other national societies of South Central Europe. They will act in support of regional and country-level priorities in advocacy, strategic partnerships and processes detailed more fully in the Federation's Central Europe regional strategy.

The fragile political and security situation between Belgrade and Pristina, the possibility of Serbia and Montenegro becoming independent, significant vulnerability due to the very poor socio-economic situation, the potential for disasters (in particular earthquakes and floods) and increasing emerging needs such as the return of failed asylum seekers from western Europe, will require an active Federation presence for the coming years.

Three partner national societies will retain an in-country presence in 2005 - the Belgian RC (French section), Luxembourg RC and Spanish RC. The Norwegian RC may return as an implementing partner in a government to government programme aimed at overhauling the emergency ambulance services. Many other national societies support activities in Serbia and Montenegro, through the Federation appeal system or bilaterally. Most partner national society support is consistent with SMRCS priorities, and the delegation will continue to play a brokering role thus ensuring that symmetry and consistency are preserved.

The International Committee of the Red Cross (ICRC) will maintain its presence in the country focusing on missing persons and assisting the national society to enhance its capacity in specific areas. A breakdown of cooperation activities and intended outcomes follows:

Dissemination

The national society fulfils its responsibility as a Red Cross institution to create respect for IHL and the Fundamental Principles among both internal and external audiences. The National Society will progressively assume a greater role through the handover of activities currently performed by the ICRC. The delegation will continue to provide material support to ensure the successful functioning of the dissemination network at a regional and branch level. The delegation will actively pursue greater involvement of the National Society in the planning and implementation of all activities associated with the instruction and promotion of IHL in the country.

Tracing

The national society fulfils its responsibility as a Red Cross institution to maintain sustainable tracing services that will respond to the needs of separated families, and to assume (through a progressive handover of some activities currently performed by the ICRC) a greater role as part of the International Tracing Network. The delegation will actively seek to involve the national society in the planning and implementation of selected activities associated with missing persons that do not require the exclusive involvement of the ICRC for reasons of impartiality and neutrality. The capacity (particularly the elements of ownership, structure and networks) of the national society will be strengthened to allow it to assume increasing responsibility for these activities and all traditional tracing activities in the country. The delegation will pursue a strategy of positioning the national society among the families of missing persons and giving it the required visibility through active engagement.

Assistance

The national society fulfils its responsibility as a Red Cross institution to respond timely and effectively to the humanitarian needs arising from conflict or internal strife within the country, and maintains an adequate level of such preparedness in peace time. The national society will be in a position to assume greater responsibility for some of the remaining caseload of vulnerable IDPs from Kosovo to whom direct ICRC assistance will cease at the end of 2004 following the closure of the delegation's economic security (Ecosec) activities. Branches in areas likely to be affected by any unrest in Kosovo will continue to receive development support. Additional support will be given to branches that are able to demonstrate capacity to expand on their existing activities so as to meet the needs of the most vulnerable residual caseload of IDPs currently being assisted by the ICRC through its various Ecosec programmes.

Strengthening the National Society

1. Health and Care [Please click here to return to the title page](#)

Background and achievements

Shifting focus from relief activities to more sustainable and long-term programmes has over the past four years been the priority of the Federation's delegation in Serbia and Montenegro. The health and care programmes have been a significant part of this effort. The capacities of the national society such as its nationwide network of branches and volunteers are being used to provide long-term assistance to the vulnerable, but also to raise the organisation's profile in society and establish stronger bonds within local communities. At national level it has focused on positioning itself as an indispensable auxiliary to the government and a partner who contributes significant expertise, effort and dedication. Development, management and implementation of programmes targeted at the most vulnerable groups in a volunteer-based and cost-effective way are all parts of the effort the national society is making to attain a leading position in the area of non-governmental health promotion and care.

The economic and political crisis in the country is reflected in the health care system as well. The reform of the system is still being discussed while the accessibility of care is diminishing. The health care system prioritises secondary care over poorly developed primary care and the capacities of secondary care are far from adequate. The population is rapidly ageing (the 2001 census found that 15.7% of the population is over 60 years of age with a projection of the figure rising to 19% by 2011). The low level of social security and the high level of unemployment put immense strain on the government pension fund and endanger the elderly population. The capacities of elderly care and social welfare institutions are insufficient to cover the increasing needs. Many elderly people naturally prefer to stay in their homes rather than be institutionalised, even when the opportunities are there. The Poverty Reduction Strategy of the Serbian government recommends non-institutional care in general and home care in particular as priorities in the future development of the system. The Red Cross home care programme was devised to address these issues.

The home care programme has focused on assisting lone elderly or elderly couples with low social security to be content and happy at home. Trained volunteers visit beneficiaries. They help them in and around their home as well as assist with daily activities, personal care, social support, shopping and hygiene. In turn, this lightens the load on the primary health care system and creates significant savings for the government in providing institutional care. In some cases volunteers deliver food from Red Cross soup kitchens to home care beneficiaries, or accompany them to doctors appointments, depending on the needs of the beneficiary. Close contact is maintained at branch level with the government's centres for social work and pensioners' groups.

In the past year, the achievements of the home care programme have included:

- Provision of regular services to up to 10,000 beneficiaries per month by trained volunteers in 96 branches nation-wide
- Production and distribution of reference and training manual to all implementing branches
- Development, manufacturing and distribution of record-keeping and reporting software package to all implementing branches
- Fourth cycle of training for volunteers and professionals in the programme
- Founding of the inter-agency advocacy network of organisations providing home care services as a co-ordination and lobbying body
- Increased local government support to the National Society's Home care programme and increased sustainability of the programme in a number of branches.

In 2005, the programme will expand to encompass more than 100 branches and provide equipment for a number of selected branches to implement programme-related microprojects that will enable them to deliver better quality service to the beneficiaries, as well as to enhance sustainability of the programme.

The social welfare programme has in the past two years sharpened its focus and now works with two of the most vulnerable groups in the society: Roma children and disabled children.

A volunteer based Roma kindergarten project, supported by the Federation and bilaterally, seeks to change the attitude of the Roma towards the school system, prepare children for school and enable them to realise their

potential. Red Cross volunteers and professionals work with children and help them prepare for the mainstream school environment, get used to working with school equipment, and develop trust and a wish to enter primary education. (Please refer to the humanitarian values section of this appeal for further analysis of the situation of Roma people). Pre-school education has been clearly identified as a key to empowering Roma children to enter the education system and gain skills which will later support their entry into the labour market.

Roma children constitute almost six per cent of the under-15 age group. However, their participation in pre-school and primary education is miniscule. According to the 1991 census 17% completed primary schooling, 4% completed secondary schooling and 0.2% had tertiary education. 34.8% of Roma people were illiterate; women are the majority among the uneducated and illiterate, due to early marriage and a focus on running the household in the primary and extended family. Absence from the school system is a key factor in the social marginalisation, unemployment, poverty and vulnerability of Roma people.

The Red Cross branches which run the kindergartens base the curriculum on the standards set by the Ministry of Education for children entering primary education. They engage with local primary schools to prepare for the transfer of Roma children into mainstream education, and work intensively with parents to ensure that the children are supported in entering, and staying, in full-time education as an investment in their future and in their integration into society.

The Roma kindergarten project is to be seen as a positive initiative to help Roma children enter regular schooling. It is part of a much wider need to address the exclusion and marginalisation of Roma people. Much work remains to be done to ensure that the kindergartens are understood and supported by the Ministry of Education and the Social Welfare authorities as an important input by the Red Cross into improving the situation of Roma people.

Disabled children are one of the most vulnerable groups in society. Their position is very often complicated by issues of poverty, stigma, social marginalisation and exclusion. In many cases families keep disabled children indoors, out of the public eye and thus exclude them from day to day society. The volunteer-based workshops, supported by the Federation and bilaterally, in this project aim to encourage and facilitate the social integration of disabled children as well as their skills development.

Social welfare programme achievements in the past year include:

- Regular services to 2,000 beneficiaries by trained volunteers in 34 branches nation-wide
- Production and distribution of reference and training manuals for both projects to all implementing branches
- Provision and distribution of basic programme equipment to 30 branches.
- Training for volunteers and professionals for both projects
- Establishment of municipality-level networks between agencies and organisations interested in advocating for these particular vulnerable groups

In 2005, the programme will be expanded to include 50 branches and cover around 3,000 beneficiaries.

Social welfare and home care involve intensive advocacy with families, communities, local and central government and civil society actors in order to address the underlying issues of stigma and marginalisation, and position the Red Cross as a recognised and sustainable actor in these activities.

The planned phase-out of support and complete handover of the programmes' responsibilities to the National Society has not been achieved as originally planned during 2004. The unpredictability of the political and economical environment meant that some of the preconditions necessary for the handover were not met. Therefore, the Federation continues to offer support to programmes implementation, and coordinates bilateral support, simultaneously focusing on advocacy and representation in an effort to ensure full understanding of their added value and full support from local sources. Intensive work on the Red Cross Law and other relevant legal instruments will clarify both the mandated role and some of the funding of the Red Cross. This will be used as a basis for discussion with government and institutional donors about the continuation of these programmes, in the context of the Poverty Reduction Strategy and other relevant government policies. Advocacy with operational ministries, such as education and social welfare, together with international partners such as Swiss Development Co-operation, will reinforce the effort to ensure the sustainable positioning of the national society.

In health promotion, the national society has a long history of outreach into schools and the community, promoting healthy lifestyles and combating addictive and transmissible diseases (such as HIV/AIDS and TB). A more strategic and coordinated approach to this area of work will be encouraged through Federation support to two health education campaigns, with the aim of positioning the Red Cross as a partner to the local and central health authorities in community outreach in the area of health promotion. A pilot project was undertaken in 2004 by the Red Cross of Vojvodina in partnership with the provincial Ministry of Health in a health education campaign encouraging women to take advantage of cervical and breast cancer screening.

The main activity in this area will be setting up a Local Innovation Fund to support municipal-level HIV/AIDS programmes. The Federation recognises the existing capacities and activities at branch level and continues to support the headquarters level to develop a co-ordinated, strategic approach. This project seeks to assist in developing some of the good ideas and practices in the branches. The Local Innovation Fund will encourage branches to develop their own community-based programmes responding to the existing need and reflecting the existing capacity. It is also planned that the development of branch level activities, combined with a revitalised dialogue with UN and NGO partners in this area of work, will help to clarify the proper role and unique added value of the Red Cross in the society in HIV/ AIDS programming.

Goal

The quality of life of particular vulnerable populations is increased. The general public awareness of at-risk behaviours is raised and as a result, the behaviour is changed. This is in line with [UN Millennium Development Goals](#), particularly the sections on improving the lives of poor people, universal primary education and combating diseases.

Objective

The national society is recognised as a credible, influential actor within the sphere of health and care, delivering sustainable services for vulnerable people, representing and advocating for them and promoting healthy life styles.

Expected results

- Empowered local communities working through Red Cross branches identify and provide services to up to 10,000 vulnerable elderly people, advocating for their rights and providing them with assistance and support to maintain the dignity of their lives in their own homes. The sustainability of the programme is increased; branches have more sustainable resources to deliver the service and there is a national framework for support. *Please click [here to go to the home care project logframe](#)*
- The needs and rights of the socially marginalised are represented and advocated for through co-ordinated local community efforts focusing through Red Cross branches. The mental health and quality of life of some 3,000 Roma and disabled children and their families is improved and they become closer to being fully integrated into society. *Please click [here to go to the social welfare project logframe](#)*
- Public awareness of the benefits of healthy lifestyles is raised through health promotion activities which encourage a more strategic approach and position the national society as an auxiliary to government. A role for the Red Cross in HIV/AIDS activities is identified through support of community level initiatives. *Please click [here to go to the health promotion project logframe](#)*

2. Disaster Management *Please click [here to return to the title page](#)*

Background and achievements

Disaster Preparedness

The highest disaster risks in Serbia & Montenegro are from industrial accidents as a result of under-investment, earthquakes in the south, flooding and landslides in mountainous regions, and forest fires, particularly in Montenegro. There is also a risk of civil unrest connected to the uncertain status of Kosovo. The country's emergency services and Red Cross have significant disaster response experience; from the conflict and civil unrest in the 1990s, the NATO bombing campaign of 1999, and the forest fires of 2003.

Since the introduction of the new constitution in 2003 many formerly national responsibilities were devolved to the republics. This includes responsibility for disaster management, which has (formally) moved from the federal Ministry of Defence to the states' Ministries of Interior.

In early 2003, a joint World Food Programme and Serbia & Montenegro Red Cross capacity building project identified potential weaknesses in the local co-ordination of disaster response. This finding was followed up with a more structured investigation into the level of confidence in local disaster management. To do this, the International Federation and SMRCS carried out a pilot project in 2003/4, including a baseline study, jointly with the Ministries of Interior, Health and Local Government.

The baseline study concluded that there is a need for work to be done to prepare the agencies at municipal level for response to emergencies—particularly in inter-agency co-operation—and that the state-level legal frameworks are in need of revision. For this to happen, as both Ministries of Interior recognise, work needs to be done to strengthen the organizational capacity of the disaster co-ordination agencies at the level of their respective states.

As well as the baseline study, the pilot project tested a methodology (called the municipal emergency management initiative, MEMI), based on simulating a disaster situation, to strengthen disaster co-ordination the key players at municipal level. By the end of 2004, this methodology will have been tested in six municipalities, and be supported by a set of documents and materials.

As a result of this work, the SMRCS and the International Federation have jointly developed a proposal for work to achieve three things: a strengthened government disaster management co-ordination body in both republics; a new legal framework and republic-level disaster preparedness plans clarifying and formalising the roles of the various agencies involved; and strengthened municipal level co-ordination using the MEMI process. This proposal is being discussed with the Government of Serbia and UNDP. It is envisaged that this work would be carried out by a consortium of agencies, including SMRCS and the respective republican governments. If agreed, and there is interest in funding this work from donors, the proposal will be developed into a project plan, and implemented over three years.

The national society will continue its work to strengthen its volunteer disaster response teams. It has over 2300 volunteers in 150 municipal and 31 district teams. These teams are supported by a four-year rolling programme of basic and advanced training in skills including first aid, water and sanitation, containment of chemical spills, mountain rescue and psychological first aid. The programme of replacement and refresher training will be supported by a modular training system and a CD ROM-based manual.

The SMRCS disaster response teams are reasonably well equipped, and stocks of equipment and supplies are monitored using the logistics controlling reporting IT system (LCRS), soon to be upgraded as part of the OD programme's finance development project. This Appeal includes a request for both stocks and supplies that need to be replaced and additional supplies necessary for ensuring readiness.

Soup Kitchens

Even with the end of the armed conflict in the Balkans in the 1990s and the fragile stability of the country over the past three years, the need for food assistance is still great. The high number of refugees and IDPs (207,000 and 270,000 respectively) combined with the high level of poverty (10% of the population living beneath the poverty line) means a significant percentage of the population is unable to provide for themselves and their families, particularly in winter. This is primarily due to poverty rather than a shortage of food in the country. Advocacy with government on the national society's role in the Poverty Reduction Strategy will be a key feature of the coming year. In the meantime, the government will continue to be lobbied to provide food from state reserves, and funding from local and central budgets, to support the socially vulnerable through the soup kitchens.

The delegation has been assisting the national society – particularly in terms of technical support – in implementing a bilaterally-funded soup kitchen programmes. The national society managed initiative is addressing ongoing needs (compounded by the end of other humanitarian assistance). The initiative builds on partnership links with the government and the interest from donors. The delegation's efforts in brokering these bilateral agreements have been crucial.

The 2004/2005 winter soup kitchen programme is already underway and the Federation is supporting the national society in assisting an average of 16,000 beneficiaries across 58 municipalities every month. The programme seeks

to strengthen partnerships between the national society and civil society actors as well as the authorities that were forged during last winter's programme. An external auditing agency review found encouraging levels of involvement and contribution from local authorities. This foundation is being built on. Through this process it is hoped that more sustainable forms of assistance can be identified and delivered through the national society. Equally, monitoring, surveying and home visits will help ensure a successful programme preventing people from going hungry. External funding is, however still needed at this point for bulk food purchase, while local authorities provide running costs and the National Society provides facilities and volunteers.

Commercial usage of soup kitchens has not proved successful, but retargeting the beneficiaries of the soup kitchen programme to focus more on home-delivery to those who are unable to cook for themselves will be an area of research during the winter. This may lead to a sustainable partnership with government in implementing a programme which is similar to meals on wheels programmes in many European countries. There is already a link with the home care programme, where volunteers deliver food from soup kitchens to some beneficiaries.

Vocational Training for Refugees

The end of relief distribution to refugees in Serbia and Montenegro in early 2004 meant that the overall humanitarian situation has somewhat deteriorated. Even with the programme of repatriation to Croatia going on, there are still around 207,000 registered refugees in Serbia and Montenegro (source: UNHCR), many of them in difficult circumstances. In May 2002 the Serbian government completed and endorsed the National Strategy for Resolving the Problems of Refugees and Internally Displaced People (another 270,000 according to UN reports), with the aim of providing durable solutions for the displaced. The strategy focuses on two viable options: return and local integration. To promote the local integration of refugees, important areas for assistance are identified, such as housing, employment and the overall legal framework (for instance changes in refugee law, procedures for granting citizenship). The strategy looks at the problems of refugees comprehensively, with the aim of finding durable solutions; yet its implementation is facing serious problems, not least due to financial difficulties. The economy of Serbia and Montenegro, though growing, remains in a precarious position and as yet unable to meet the needs of a burgeoning social caseload. Moreover, the move towards market liberalisation, industrial reform and public sector restructuring, has resulted in higher unemployment and increased social dependency.

To enable refugees who have opted for local integration to compete on the labour market and through that increase their self-sufficiency, the Federation will support the national society in implementing a programme of vocational training to refugees (and to a small extent local social cases). The choice of actual skills will be made in co-operation with National Employment Agency branches, based on their statistics of skills currently sought. The training will be provided by the Adult Education College, whose methodology is appropriate for the target group in question and whose certificates are officially recognised and recorded in attendees' professional records. The Red Cross will co-ordinate the training, the selection of beneficiaries and, most important of all, the follow-up. The follow-up will gather data on how many of the trained beneficiaries managed to find employment within six months and one year of training. It will also support the beneficiaries in looking for employment – from helping with CV writing to advocating for them in the local community. The option to have beneficiaries reimburse the training expenses once they are employed will ensure the partial sustainability of the programme. This activity is a development of the support to refugees provided by the Red Cross of Serbia under its population movement programme.

Asylum-seekers

Current statistics identify between 1000 and 1200 asylum seekers in Serbia and Montenegro every year. In February 2004, a memorandum of understanding was signed between the Red Cross of Serbia and Montenegro and the Serbian Ministry of Interior, regarding the activities aimed at the detained asylum-seekers in the shelter for aliens near Belgrade. Red Cross representatives now regularly visit these detainees, provide basic humanitarian items to them, monitor accommodation conditions and treatment and report on these. The national society is a member of the European Council on Refugees and Exile (ECRE) and collaborates with PERCO (the Platform for European Red Cross Co-operation on Refugees, Asylum-seekers and Migrants) which ensures consistency in its activities with current European trends. The advocacy for asylum seekers are not only aimed at the general public. The national society has representatives in a working group producing a National Law on Asylum. The work in 2005 will be divided between assisting detained asylum seekers, working on legislation issues and advocating to the general public.

Goal

The country's most vulnerable refugees, IDPs and socially vulnerable people maintain their dignity, their minimum living standards and are well nourished. The effects of local and national disasters are mitigated by a rapid, well-resourced and coordinated response mechanism. The [UN Millennium Development Goals](#) related to combating hunger and poverty are addressed in this section.

Objective

The national society continues to provide cost effective relief assistance (food and non-food) to beneficiaries in need, while strengthening its capacity to be prepared for, and respond to emergency situations.

Expected Results

- A well-integrated disaster management system is further developed with a network of disaster response teams who receive higher training, are equipped and able to provide rapid assistance and host international relief teams and emergency response units. The role of the national society within a national and regional disaster management plan is clearly defined. A legal framework for disaster response is continually addressed and reshaped to bring further clarity to roles, commitments and duties within the national disaster preparedness system. 36 municipalities particularly vulnerable to disaster will undergo Municipal Emergency Management Improvement (MEMI) Methodology exercises in order to strengthen co-ordination of preparedness, mitigation and response between agencies at local level.) [Please click here to go to the disaster preparedness project logframe](#)
- The Federation assists the national society to ensure the effective management, monitoring and reporting for the soup kitchen project, which delivers hot meals to 16,000 soup kitchen beneficiaries per month with support from bilateral National Societies, government and other donors. [Please click here to go to the soup kitchens project logframe](#)
- The Federation assists the national society to provide 150 beneficiaries - unemployed refugees and social cases - with vocational training, as a result increasing their chances of permanent employment. Networking with local partners (Red Cross branches, National Employment Agency, Adult Education College) will ensure the appropriate direction of the training, the proper follow up as well as the proper level of advocacy. [Please click here to go to the vocational training for refugees project logframe](#)
- The Federation assists the national society in providing assistance to and advocating for asylum seekers in the country, integrating with European initiatives and co-operating closely with the authorities on a legal framework. [Please click here to go to the asylum seekers project logframe](#)

3. Humanitarian values [Please click here to return to the title page](#)

Background and achievements

During 2003 a programme plan was designed which was referred to in the 2004 appeal but which, despite discussions with various donors, attracted no funding. The aim of the plan is primarily to strengthen the national society's capacity in the area of public image and media relations, to strengthen its capacity to manage and disseminate information, and to publicize the national society's role in delivering services to and advocating on behalf of vulnerable people. This programme plan is available from the national society or the delegation should any partner be interested.

During 2004 a new project began, focusing on the Roma population, with key priorities being research into the development of activities to combat discrimination and stigma, and promote social inclusion. While it is too early to include this project in the appeal and budget for 2005 at the time of the appeal launch, it is anticipated that by early 2005 a programme proposal will be available which will be discussed with interested partners and, if appropriate, included in the first programme update for 2005.

Roma are a uniquely disadvantaged group not only in Serbia and Montenegro, but throughout Central Europe and beyond. The problems of the Roma community cover all of the Millennium Development Goals; chronic poverty, lack of access to primary education, gender inequality, high child mortality and poor maternal health, a high incidence of transmissible diseases, poor housing and poor access to safe water, all of which need to be addressed by co-ordinated partnership with other concerned actors. Other problems include high unemployment, malnutrition especially among children, low levels of participation in political and social life, lack of access to health care and reliance on social welfare payments. Behind these problems lies a history of social exclusion, discrimination and lack of respect for human rights, which is why this project is included under Humanitarian Values rather than in

any of the programme sectors which may be involved. Advocacy will be a key feature of any activities which may be recommended.

The research project will involve Danish Red Cross (who have recruited a volunteer), Belgrade and Budapest delegations and the Federation offices in Brussels and Geneva. It is hoped to involve other National Societies who have an interest in programme development and delivery with Roma communities.

Activities planned in the initial phase of the project include

1. A baseline study of the socio-economic situation of Roma, focussing particularly on south and central Europe
2. A baseline study of national government approaches to and strategies regarding Roma
3. A baseline study of the international context, focussing on the approaches of the EU, UN, World Bank, Soros Foundation and other actors
4. A baseline study of the activities and plans of National Societies in Roma programming
5. Recommendations for the future about whether and how the Federation and its member National Societies should become involved in Roma programming in a more consistent and strategic manner, and if so in which sectors of work and with which partners.

4. Organisational Development [Please click here to return to the title page](#)

Background and achievements

The International Federation-supported organizational development (OD) programme in Serbia and Montenegro has achieved significant change since the late 1990s. The organization is complex and operates in a challenging environment. There is much more work to be done. The National Society will be embarking on a new phase of organizational development during the Appeal period (2005-2006) introducing a new approach based on the recommendations of an evaluation conducted in July 2004.

The Serbia & Montenegro Red Cross Society is, like most other organisations in the country, a product of the social and political history of the last thirty years. It grew and thrived during a period of stability and relative affluence in the 1970s and 80s, as a major provider of health and social welfare services and a leading organization in the Red Cross Movement. The break-up of Yugoslavia in the 1990s saw also the break-up of the Yugoslav Red Cross into the Red Cross Societies of Macedonia, Bosnia & Hercegovina, Croatia, Slovenia, and Serbia & Montenegro. Along with the humanitarian challenges of a decade of conflict and economic decline, the Red Cross also faced the organizational challenges of a fragmented organization, an uncertain legal base, and no longer secure sources of funding.

The challenge of this legacy can be illustrated with a couple of examples. The infrastructure of one headquarters and 160 branches in Serbia was built during a period of stable state funding and a relatively fixed service portfolio. It is a significant asset, enabling the Red Cross to be close to communities. It is hard to manage such an extensive network in a rapidly changing environment, and to fund it with a decreased funding base. Rationalising to reduce cost would mean the loss of local contact—the essence of Red Cross community work. Second, the organization remains with a management and governance structure that was established for overseeing the work of six republics and a population of 22 million people. This structure is entrenched, and in need of reform, but requires significant management and governance effort and commitment—and a degree of pain—to make the required changes.

On top of the legal and institutional challenges are some very personal challenges. During the 1990s the staff and volunteers working for the Red Cross faced personal danger and economic hardship, and continued working nevertheless. The requirements of the new environment demand different skills and flexible working. Staff rewards and benefits no longer meet their original expectations, despite the sacrifices of earlier years.

The most recent phase of organizational development work began in 2002, and will end in December 2004. The programme focused on investment in key organizational systems that would underpin the development and growth of the national society. This included work on financial management, communications, volunteer training, income generation through first aid training, and pioneering work in disaster management.

The approach taken has been to design a programme of work consisting of specific projects, each of which aims to improve a part of the organization's functioning. Each project has a manager, and a dedicated team consisting of

national society and Federation staff. Working jointly in this way has enabled a long-term focus on specific areas of work, and the availability of technical expertise required for short periods that would otherwise be unavailable to the national society.

The work on financial management introduced financial and business procedures in key areas such as budgeting and the financial management of programmes, procurement, record-keeping and reporting. This was supported by a new financial management information system, and extensive training for branch and headquarters staff. This work ensures that the national society is compliant with new laws on audit and accounting, and with major provisions of international accounting standards. It also provides management and governance with reliable financial information every month. The SMRCS and RCS will have undergone external audits of their accounts for the first time in 2004, demonstrating a resolve to be transparent and accountable organisations, and leading the way in the Serbia and Montenegro voluntary sector.

In communications, the programme installed an internal telephone system and computer network in the Belgrade headquarters building. It connects approximately 100 people by telephone for the first time. Staff can now communicate easily between floors and offices (which was not previously the case), and branches can call a single number to speak to the right person at HQ. The computer network provides email and internet access for approximately 70 staff. This has created an incentive for branches regularly to use e-mail. By the end of 2004, it is expected that at least 100 branches will be doing so. The Federation has negotiated favourable software rates with Microsoft, which enables the national society to maintain this infrastructure at reasonable cost. The national society website will have been developed to enable branches to access key reference documents, board decisions and training materials. These changes mean that the branch infrastructure becomes easier to support and manage in a changing environment without introducing regional structures and consequent increases in overhead cost.

In youth and volunteering, a framework has been designed which will enable headquarters to better support training for volunteers. The framework enables the design and testing of training modules, which are aimed at developing specific skills for service delivery. The modules are designed so that delivery of training is simplified, and the content is approved for quality. This means that branches can deliver their own training more cheaply, to better quality, and at a time and place that is convenient for volunteers.

A feasibility study on commercial first aid training concluded that there was a small market for first aid training, and that this market would grow significantly if health and safety legislation were changed, as foreseen in the government's programme. The national society has therefore decided to embark on a pilot project, with technical and financial assistance from the British Red Cross and Belgian Red Cross. The aim is to develop a service that not only increases the number of people with life-saving skills, but to generate income to pay for community services.

Finally, the OD programme developed a methodology for working with local and national government to strengthen co-ordination in emergencies. It is based around a risk assessment and conducting 'table-top' simulations, followed by debriefing and action planning. These simulations are led by the Red Cross, and involve police, fire brigade, civil protection, health services and the municipal governments. By the end of 2004, the national society will have carried out these exercises in eight municipalities.

Evaluation

An evaluation of the OD programme was conducted in July 2004. The evaluation recognised the achievements to date, and also recognised some of the underlying organizational issues that have still not been resolved. These include the structure of the national society and its governance, its statutes, and the structure, skills and management of people in the headquarters offices. These are issues that the national society recognises, and in some cases has put significant efforts into resolving (e.g. statutes). However, they remain unresolved, and continue to be a source of internal tension and a drain on time and energy. The evaluation team recommended that the ownership of development work should be more firmly in the hands of the national society, and that OD work should attempt to resolve some of these issues.

Planned Work

The Federation delegation fully supports these recommendations. It will, between September and December 2004, assist the national society to design development programmes (one each for the Serbia & Montenegro Red Cross Society, the Red Cross of Serbia and the Red Cross of Montenegro), which can be supported financially and technically by partners. There will be no full-time delegate or staff in the delegation to support the implementation of these plans, ensuring that implementation is carried out according to the national society's own capacity and

pace. A mixture of local consultants and personnel can provide technical support from other national societies, at the request of SMRCS.

The programme design process, to be conducted in late 2004, will be carried out by three working groups, one each for the SMRCS, the RCS, and the RCM. These working groups will be guided by an external consultant, and will result in a programme document consisting of an analysis of the organization, and some clearly defined specific pieces of work that will assist in improving service delivery and sustainability. The programme document will be the basis on which partners can provide financial and technical support to the organizational development process of the national society. A review process will enable the national society to assess its own progress against objectives, and for partners to provide support and encouragement as necessary.

Since, at the time of launch, the programme document is not available, this Appeal cannot provide details. However, we will suggest some likely areas of work, and an indicative budget. It is expected that by December 2004 there will be a full programme document available, including detailed plans and budgets. At this time, a conference will be scheduled for interested partners to negotiate and agree support.

As an indication of probable activities for the period 2005-2005, the July 2004 evaluation suggested work that should continue, including the following:

- Consolidation of financial management development, including rolling out the finance systems to all branches, and continuing learning in the use of financial information for management and governance
- Improving the use of the communications infrastructure to ensure that the appropriate information is shared and used
- Further development of the modular training system for volunteers
- Continuing work on disaster management at municipal and national level (see the Disaster Management section of this Appeal)
- Consolidating the approach to branch development, including needs assessment and project and programme development
- Developing the pilot project on commercial first aid training

It is likely that other pieces of work addressing fundamental reforms will also be included in the programme document.

5. Coordination, Cooperation, and Strategic Partnerships. Effective Representation and Advocacy

Background and achievements

From eight in mid 2002, the number of partner national societies retaining an in-country presence in 2005 will have dropped to just three. The Red Cross in Serbia and Montenegro has, however, forged successful partnerships with many sister national societies, bringing strong support for national society disaster management, health and care and organisational development activities. Some partner national societies still retain funds raised in response to the crisis in Kosovo in 1999.

Over the course of 2005-2006, the Federation will look to nurture longer-term, more developmental relationships between the national society and its partners, within the International Red Cross and Red Crescent Movement and with other potential donors such as the European Agency for Reconstruction, the United Nations organisations, local donors and local and central government. The aim will be to access multi-year funding to support the delivery of sustainable programming and services, as well as to position the SMRCS as a key player in civil society and in initiatives such as the Poverty Reduction Strategy process and the Roma strategy. The delegation will assist in positioning the national society, enhancing its profile, boosting the organisation's credibility as an impartial, influential advocate, strengthening relations with other civil society actors and enabling it to develop services and programmes that alleviate the needs of the most vulnerable. In the context of Serbia and Montenegro this will be no easy task. Still, needs exist and multi-lateral funding agencies are keen to encourage representative, indigenous civil society organisations, to identify services and programmes that respond to needs at a community level. With this in mind the Federation is looking for partner national societies to assume a more active, engaged role in Serbia and Montenegro, among other areas in facilitating work that strengthens the capacity of the SMRCS in advocacy, partnership building and programme research and design.

The delegation will: encourage the national society to undertake a revised needs and capacity assessment as well as help inform it as to the needs within the community and the role played by other actors. The national society's development plan 2002-2005 will be reviewed during the coming year, and this review will form an important part of this process. The delegation will advocate that the national society is awarded appropriate contracts by the state to deliver services and programmes, and that the state reimburses the national society for the delivery of these services, and will encourage a process whereby the national society is valued as a civil society partner and is approached by the state to contribute to the formulation of policy and strategy.

During 2004, intensive advocacy work with government resulted in significant progress with regard to the development of relevant legislation (Red Cross laws at republican level in Serbia and Montenegro; Lottery law; Transport law which includes provisions on first aid training for drivers; and regulations regarding the national society's unique responsibility for recruiting voluntary blood donors). The aim of these initiatives has been to clarify the role of the national society and the public powers delegated to it by the government, as well as to secure funding. This process has resulted in a much clearer understanding of the position of the Red Cross as auxiliary to government, which will be used as a platform to further develop dialogue on programme cooperation with government and multilateral donors.

The Belgrade delegation will continue to work closely with the Federation's office in Pristina, Kosovo, to ensure clear information flow and close coordination. Where possible, experiences of successful programming will be shared in order to encourage better service delivery to vulnerable people. Exchange of information and meetings where appropriate and possible between the Red Cross bodies in Pristina and Belgrade will be encouraged in order to build a climate of trust and mutual support while taking into account the political context and the Fundamental Principles of unity, impartiality, neutrality and humanity.

The Belgrade delegation will also function as part of the regional team for South Central Europe, as the Budapest regional delegation focuses from January 2005 on the southern part of its current region, and as reducing delegation capacities within the region make it increasingly important to share resources and skills.

Goal

In partnership with civil society and the Red Cross and Red Crescent Movement, the national society is able to deliver appropriate, needs-led, volunteer delivered assistance to persons in need, in a cost-effective and transparent manner.

Objective

To develop a set of clearly defined national society operational priorities that accurately reflect national society capacity and added value and that are understood, respected and supported by a diverse range of partner organisations.

Expected Result

- Restated national society priorities serve as the platform for improving cooperation within the Red Cross and Red Crescent Movement, with government and with other partners

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All international assistance to support vulnerable communities seeks to adhere to the Code of Conduct (For details, please go to the website at <http://www.ifrc.org/publicat/conduct/>) and the Humanitarian Charter and Minimum Standards in Disaster Response, according to the SPHERE Project. (For details, please go to the website at <http://www.sphereproject.org/>)

This appeal reflects a range of programmes to be implemented in 2005, and the related funding requirements. These are based upon a broader, multi-year framework of the Federation's Project Planning Process (PPP). The PPP products (logframes) are available through hyperlinks in the text or can be requested through the respective regional department at the secretariat in Geneva. The programmes were developed with the relevant national societies, taking account of the activities of other organisations. The programmes also respect and support the wish of all countries and international organisations to achieve the UN Millennium Development Goals. (For details, please go to the website at: <http://www.un.org/millenniumgoals/>)

For further information on all aspects of the Federation, please go to the Federation's official web page at <http://www.ifrc.org>

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BUDGET SUMMARY

PROGRAMME BUDGETS SUMMARY

Appeal no.: 05AA065

Name: Serbia & Montenegro / Kosovo

PROGRAMME:	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	Emergency	Total CHF
	CHF	CHF	CHF	CHF	CHF	CHF	
Shelter & construction	0	15,500	0	5,000	0	0	20,500
Clothing & textiles	9,996	0	0	0	0	0	9,996
Food	108,000	0	0	0	0	0	108,000
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0
Teaching materials	15,354	0	0	0	0	0	15,354
Utensils & tools	106,000	40,000	0	0	0	0	146,000
Other relief supplies	87,502	2,500	0	0	0	0	90,002
SUPPLIES	326,852	58,000	0	5,000	0	0	389,852
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	0	0	0	20,000	0	0	20,000
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
CAPITAL EXPENSES	0	0	0	20,000	0	0	20,000
Warehouse & Distribution	0	0	0	2,400	0	0	2,400
Transport & Vehicules	150,373	18,338	0	40,134	0	0	208,844
TRANSPORT & STORAGE	150,373	18,338	0	42,534	0	0	211,244
Programme Support	103,404	26,462	0	61,541	8,819	0	200,226
PROGRAMME SUPPORT	103,404	26,462	0	61,541	8,819	0	200,226
Personnel-delegates	99,623	23,101	0	101,681	126,855	0	351,260
Personnel-national staff	393,243	97,595	0	217,030	0	0	707,868
Consultants	30,000	8,600	0	54,000	0	0	92,600
PERSONNEL	522,866	129,296	0	372,711	126,855	0	1,151,728
W/shops & Training	208,704	115,350	0	348,390	0	0	672,444
WORKSHOPS & TRAINING	208,704	115,350	0	348,390	0	0	672,444
Travel & related expenses	27,994	26,360	0	32,602	0	0	86,956
Information	39,171	9,105	0	8,671	0	0	56,947
Other General costs	211,473	24,200	0	55,330	0	0	291,003
GENERAL EXPENSES	278,638	59,665	0	96,603	0	0	434,906
TOTAL BUDGET:	1,590,837	407,111	0	946,779	135,674	0	3,080,400