

Geneva, 7 April 1999

**INTEGRATED APPEAL OF THE  
INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT  
IN RESPONSE TO THE CRISIS IN THE BALKANS**

**SFR 149,830,000**

The present crisis in the Federal Republic of Yugoslavia has a far-reaching impact on the civilian population of that country and of the neighbouring countries.

The International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (International Federation) have decided to significantly step up their operations in the Balkans. An integrated and regional strategy for the Red Cross and Red Crescent Movement has been adopted to respond to the needs of several hundreds of thousands of people. The joint effort has the advantages of simultaneously allowing the Movement to retain its international scope and rely on the support of solid local structures in the form of National Societies. It enables the Movement to work both inside Yugoslavia and in neighbouring countries.

This integrated appeal is a strategic work plan based on assumptions for potential developments in what is a very volatile situation. Hundreds of thousands of people are being displaced by the crisis and countless others are directly affected by it. In its first phase, a six-month period, the appeal considers support for refugees and displaced people as well as other people directly affected by the crisis. Particular emphasis will be placed on: the provision of emergency assistance for displaced persons, refugees and civilians; the provision of emergency medical supplies; and the protection of the civilian population.

However, given the fluidity of the situation on the ground, the needs of the population are likely to change. The Movement will therefore continue to monitor the situation and adapt its operations to changed needs. Accordingly, it may also become necessary for the Movement to launch revised appeals.

The integrated appeal of the Red Cross and Red Crescent Movement in response to the crisis in the Balkans amounts to Sfr 149,830,000, of which Sfr 118,690,000 in cash.

## **General situation**

Little over a year after it began, the crisis in Kosovo has taken a dramatic turn for the worse. The failure to reach a settlement at the Rambouillet talks was followed by a steady deterioration in the security situation, with the occurrence of daily acts of violence, including what were apparently deliberate attacks against civilians, arrests and abductions, as well as the targeting of public places. As the Yugoslav and Serbian forces engaged in a build-up of their capacity, the Kosovo Liberation Army prepared for renewed offensives.

On 23 March 1999, the Secretary-general of the North Atlantic Treaty Organization (NATO) authorized the launching of air operations against targets in the Federal Republic of Yugoslavia. A double conflict has since been unfolding in the region: the NATO bombing campaign against the Federal Republic of Yugoslavia on the one hand, and the operations of the Yugoslav and Serbian security forces in Kosovo on the other.

Since 24 March, the impact in humanitarian terms has been devastating. The overall immediate concern in the region is for the security of civilians, the wounded, in other words of those not, or no longer, taking part in the conflict.

### **Federal Republic of Yugoslavia**

Within Kosovo, the number of civilians who are directly affected is estimated at approximately one million. There is grave concern for their plight.

Since 24 March there has been a substantial increase in the number of people (estimated at 33,000) forced to abandon their homes and seek shelter in the Republic of Montenegro. Displaced persons arriving mainly in the Republic of Montenegro were often forced to leave their homes with no belongings. They lack the essential means to cope with their tragic situation, both in terms of food and water/hygiene.

In the Republic of Montenegro, the substantial numbers of displaced persons from Kosovo now housed in public buildings raises several health concerns. These people might require surgical assistance, the priority however is to provide essential drugs for their use.

A significant number of prisoners continue to be held in relation to the year-long crisis in Kosovo. New arrests related to the most recent events have been reported. In addition, there have been cases of detention of military personnel.

Meanwhile, civilians in other parts of the Federal Republic of Yugoslavia have not been spared the distress. They are faced with growing hardship, spending night after night in air-raided

shelters, fearful of the intensity of the air operations and concerned about the safety of relatives and neighbours.

While mainly targeting military positions within the Federal Republic, the NATO air operations have also resulted in injuries. In addition, they have struck a combination of military and civilian infrastructures, which may affect water and power supplies, particularly in urban areas. Should electricity and water supplies be disrupted, the elderly, invalids, destitute, women and children will require particular attention. Hospitals and social services will require assistance, food supplies, etc. While damage to civilian objects has so far been contained, the Yugoslav Red Cross has still had to provide assistance to people affected by the bombings.

Hospitals throughout the Federal Republic of Yugoslavia are dealing with the impact of the air attacks currently underway. While detailed casualty figures at present remain difficult to establish, medical structures and first-aid posts will continue to require significant amounts of surgical assistance and essential drugs.

The current military operations must not obscure the lasting suffering of thousands of refugees from Croatia and Bosnia-Herzegovina, who are now settled in the Federal Republic of Yugoslavia.

## **Albania**

Over a period of ten days (27 March to 6 April 1999), the UNHCR estimates that over 264,000 refugees from Kosovo have entered Albania (joining 18,500 refugees who arrived in mid 1998) at the Morina and Quafe Prushit crossing points. This number is dramatically increasing on a daily basis and it is presently impossible to forecast accurately how many refugees -- most of whom are women, children and elderly people -- will eventually seek refuge in Albania.

The refugees are mostly arriving in the vicinity of the town of Kukes in northern Albania with a smaller number crossing to the area around the town of Tropoje in the north-west. Since it is the intention of the authorities to use Kukes as the main transit centre for refugees, a transit camp is currently under construction. Having crossed the border, new arrivals are currently being transported by both the Government and UNHCR to the capital, Tirana, and to other locations in Albania such as Durrës, Berat, Diber, Fier, Vlore, Korce, Elbasan, Lezhe, Gjirokaster and Shkodre. By 5 April an estimated 70,000 refugees had been moved to other locations. Some refugees will stay with host families, but many will stay in newly-established collective centres (public buildings/tented camps).

The main problem for humanitarian organisations, however, remains the rapid mobilisation and transportation of sufficient resources into the Kukes area -- a remote and difficult-to-access region of one of the poorest countries in Europe. The acute needs of the refugees in this area are for food, shelter, water and health care. The great number of refugees arriving from Kosovo raises several urgent health concerns. While this population might also require

surgical assistance, the priority is to provide essential drugs for their use. The situation of host families is of concern as well and measures are required to ensure that they continue to have access to adequate health care.

An immediate concern of the refugees is the fate of relatives left behind and communication with members of their family living in Albania or third countries.

### **Former Yugoslav Republic of Macedonia**

Since the beginning of March 1999, UNHCR estimates that more than 136,000 refugees have crossed the border into the Former Yugoslav Republic of Macedonia (FYROM) from Kosovo; these new arrivals, which increase on a daily basis, join an estimated 5,000-10,000 Kosovo refugees who have been there for several months. Whilst most of the refugees are located in the border towns of Skopje and Tetovo, other refugees are located in the towns of Kumanovo, Gostivar, Kiscevo, Debar, Veles and Struga. Following serious delays at the border, where approximately 65,000 refugees were prevented for several days from entering into FYR of Macedonia, a large reception camp is now being constructed in Brazde, six kilometres from the border at Blace. The situation of the refugees stranded in the no-man's land along the border with the Federal Republic of Yugoslavia is the most critical, with people dying of exhaustion. Urgent measures are required to ensure that refugees stranded there have access to adequate health care.

Having had to leave their homes with virtually no belongings, the refugees arriving in FYR Macedonia, as in Albania, have great need of food, shelter, water and health care. An immediate concern for the refugees is the fate of relatives left behind and communication with members of their family living in Albania or third countries.

The great numbers of refugees arriving from Kosovo raises several urgent health concerns. While this population might also require surgical assistance, the priority is to provide essential drugs for their use.

### **Bosnia and Herzegovina**

Six thousand refugees, most of them Serbian Muslims from the Sandjak region, have arrived in the last week in the Federation of Bosnia and Herzegovina. They join an existing groupeload of approximately 10,000 Kosovo Albanians who arrived last year and have been staying in four collective centres and with host families.

### **Red Cross / Red Crescent Movement Response**

The ICRC and the International Federation have adopted an integrated and regional approach to respond to the humanitarian needs of hundreds of thousands of people, and established a Steering Group to ensure general coordination of the Movement's operations. The combined participation of all components of the Movement (the ICRC, Federation, National Societies of third countries and the National Societies of the countries directly concerned by the crisis), in accordance with the Seville Agreement, should reinforce the specific ability of the Movement to respond to needs both *within* and *outside* the Federal Republic of Yugoslavia.

In FRY, the foremost objective is to remain operational and achieve the optimum degree of proximity with the victims of the ongoing events. Efforts are in progress to establish systematic dialogue with all parties involved, in order to persuade them of the need to ease the way for an independent humanitarian response.

The International Red Cross and Red Crescent Movement will utilise the extensive network of Red Cross local branch capacity as a delivery channel for assistance to refugees provided by the International Red Cross and Red Crescent Movement as well as that provided by UNHCR and other humanitarian organisations. This capacity -- as well as the extensive supplies the International Red Cross and Red Crescent Movement will mobilise, will allow the Movement to react flexibly and swiftly to the evolving situation in the Balkans, targeting assistance to the most vulnerable people in Albania, Bosnia and Herzegovina, the Federal Republic of Yugoslavia and the Former Yugoslav Republic of Macedonia.

While the specific operational tasks of the UNHCR and other humanitarian agencies are still under discussion, the International Red Cross/Red Crescent Movement is basing its planning on the projected overall figures of the UNHCR (at present 650,000 refugees and internally displaced persons). Within this global projected number, the present integrated Appeal has identified 60,000 internally displaced persons in FR Yugoslavia, 100,000 refugees in Albania and 60,000 in FYR Macedonia to be directly assisted with food by the Red Cross/Red Crescent action. In addition, provision has been made to link in with relief operations of the UN agencies in terms of non-food and medical assistance as the situation evolves. Finally, the more than 200,000 Serbian refugees in the FR Yugoslavia who have been assisted in recent years will continue to get support.

## **Capacity of the National Society / International Federation / ICRC**

### **FR Yugoslavia**

Despite severe financial constraints imposed by cuts in state funding and a limited ability to raise donations from individuals and companies affected by the economic crisis, YRC's 210 branches remain the largest and most effective distribution network in the country, used by numerous international organizations including, WFP and UNHCR.

The Federation currently has five delegates based in Belgrade and Podgorica, Montenegro.

The ICRC has a delegation in Belgrade with six delegates and a sub-delegation in Podgorica, with seven delegates.

**Albania**

The Albanian Red Cross, with its network of 36 branches throughout Albania, and over 2,500 active volunteers, has been providing assistance to 20,000 refugees (figure for 1998). The Federation has provided assistance to the Albanian Red Cross since 1991. The Federation, in its support to the Albanian Red Cross, is expanding its delegation from 3 delegates to up to 30 delegates. It will also establish a sub-delegation in Kukes and put into place relief, logistics, health, water and sanitation teams. The ICRC has a delegation in Tirana. It has increased the number of delegates from 4 to 16 in view of the present situation.

**FYR Macedonia**

The Macedonian Red Cross has 34 branches throughout the country, and has been providing assistance to up to 2,000 of the most vulnerable of the Kosovo refugees since they arrived in Macedonia in the summer of 1998. In order to assist the Macedonian Red Cross, the International Federation is increasing its delegation to 20 delegates and will put into place relief, logistics, health, water & sanitation teams as required. The ICRC has plans to expand its delegation in Skopje from 3 to 12.

**PLAN OF ACTION FR YUGOSLAVIA*****The International Red Cross/Red Cross Movement plans to:******Protection***

- w take every possible step to help protect civilians within Kosovo and make representations to the Yugoslav authorities in that regard.
- w collect information on persons reportedly arrested or deceased and on events that have forced people to flee from Kosovo.
- w obtain notification of and access to persons held by the Yugoslav authorities, be they persons held in connection with the crisis in Kosovo or military personnel protected under the 3rd Geneva Convention. Visit all such persons on a regular basis.
- w help address possible shortages in or interruption of basic services that would affect conditions in places of detention, both through dialogue with the authorities or, where relevant, provisions of assistance.

***Relief and health assistance***

- w develop a strategy and a plan for a large-scale food support programme in the form of soup kitchens, general food distributions, distributions of baby food, milk, etc., for those most affected (elderly, destitute, refugees, IDPs, young mothers and children).
- w assist the Red Cross of Montenegro in providing emergency food and non-food relief assistance to displaced persons, and in establishing temporary reception centres for displaced persons, where necessary.
- w support water production facilities to ensure adequate supplies in public buildings housing displaced persons, in particular in the Republic of Montenegro.

- w ensure the provision of medical supplies, in terms of both surgical and essential drugs to health structures and branches of the Yugoslav Red Cross, to meet the needs arising from the conflict.
- w ensure and provide support to vital social and medical services in case of large-scale destruction of vital energy sources.
- w provide technical support to hospitals and health structures to maintain and run vital services such as operating theatres and maternity wards, in the event of a disruption of energy supplies.
- w provide support to electricity generating and water processing plants where necessary, and supply emergency water and habitat items, such as generators, bladders, pumps, etc.
- w continue to support social welfare services benefiting refugees and the socially vulnerable.
- w continue to provide essential hygiene sets to meet the needs of 225,500 of the most vulnerable refugees from Croatia and Bosnia and Herzegovina presently settled in the Federal Republic of Yugoslavia; baby hygiene parcels to 8,100 refugee mothers with new-born babies; and cleaning kits for 780 refugee centres.

#### ***Preventive action***

- w continue to actively press for training in the law of armed conflict and in humanitarian principles to be included in the curricula of institutes of military and police education.

#### ***Structural support to the National Society***

- w provide material and financial support to the Yugoslav Red Cross to help strengthen its capacity.
- w support the institutional and programme development of the Yugoslav Red Cross, including branch-level income-generating projects, health and youth.
- w support the Yugoslav Red Cross and its ability to respond to needs arising from the conflict.

### **PLAN OF ACTION FOR ALBANIA**

#### ***The International Red Cross/Red Cross Movement plans to:***

##### ***Protection***

- w establish a tracing structure to collect information from refugees that would allow the ICRC to make interventions with the Yugoslav authorities with regard to the whereabouts of persons left behind and presently unaccounted for.
- w establish a communication network allowing refugees to re-establish family links and to contact relatives in third countries and inform them of their situation.

##### ***Relief and health assistance***

*Emergency Phase (April-June 1999)*

- w provide essential medical supplies to hospitals and health centres at border points in northern Albania, and to clinics in refugee camps.
  - w set up a logistics base in Tirana and Durrës, to receive all incoming relief items, and set in place a distribution and monitoring/reporting system.
  - w procure emergency relief items (including bulk food, 100,000 blankets, 1,000,000 ready to eat meals, 2,000 tents, 33,000 mattresses, 33,000 cooking sets/eating utensils, plastic sheeting, 10,000 jerry cans), ready for distribution.
  - w organise with the Albanian Red Cross (ARC) branches, distributions of the emergency relief items for up to 450,000 refugees in Kukes and in other locations, for refugees in collective centres and for those staying with host families.
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- w ensure the provision of medical supplies, both surgical and essential drugs to health structures and branches of the ARC, to meet urgent needs resulting from the influx of refugees (200,000 people in three months).
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- w supply emergency water and habitat items, such as generators, bladders, pumps, etc.
  - w assist through the ARC in the setting up and management of newly established collective centres in various locations (details of numbers, size and locations to be finalised).
  - w following assessments of the health and water and sanitation situation, provide assistance in health, water and sanitation in the newly established collective centres, and also in the provision of medical supplies for existing health structures.

*Phase two (July-September 1999)*

- w provide bulk medical supplies to health centres to guarantee both the refugees and host families (500,000 persons) care throughout 1999.
- w procure basic food and non-food items (300,000 food parcels and 405,000 hygiene/baby parcels), ready for distribution.
- w organise with the ARC branches distributions of food and hygiene parcels for 100,000 refugees.

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*Throughout Phase 1 and 2 (April-September 1999)*

- w with the ARC provide social welfare/psychological support and educational kits for up to 100,000 refugees.

***Preventive action***

- w encourage the national authorities to incorporate training in the law of armed conflict into the curricula of the Land Forces and Defence academies and hold basic courses and instructors' workshops on the subject for specially targeted members of the academies

***Structural support to the National Society***

- w provide institutional support to the ARC headquarters and branches (including office equipment, telecommunications equipment, vehicles and training) to assist in strengthening its emergency response and preparedness capacity

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wPLAN OF ACTION FOR FYR MACEDONIA

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*The International Red Cross/Red Cross Movement plans to:*

***protection***

w establish a tracing structure to collect information from refugees that would allow the ICRC to make interventions with the Yugoslav authorities with regard to the whereabouts of persons left behind and presently unaccounted for.

w establish a communication network allowing refugees to reestablish family links and to contact relatives in third countries and inform them of their situation.

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***Relief and health assistance***

*Emergency Phase (April-June 1999)*

w provide immediate emergency relief assistance to persons stranded in the no-man's land.

w ensure the provision of medical supplies, both surgical and essential drugs, to first-aid posts and branches of the Red Cross of FYR Macedonia (MRC), to deal with urgent needs of the refugees trapped in the no-man's-land .

w set up a logistics base in Skopje, to receive all incoming relief items, and set in place a distribution and monitoring/reporting system.

w procure emergency relief items (including bulk food for 60,000 people, 60,000 blankets, 500,000 ready to eat meals, 500 tents, 180,000 hygiene/baby parcels) ready for distribution.

w organise with the MRC branches distributions of the emergency relief items for up to 200,000 refugees in collective centres and for those staying with host families.

w assist the MRC in the setting up and management of newly established refugee camps (details to be finalised).

w following assessments of the health and water and sanitation situation, provide the MRC with assistance in health, water and sanitation, in the newly established refugee camps.

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*Phase two (July-September 1999)*

w procure basic food and non-food items (190,000 food parcels and 190,000 hygiene/baby parcels), ready for distribution.

w organise with the MRC distributions of food and hygiene parcels for 60,000 refugees in various locations.

*Throughout Phase 1 and 2 (April-September 1999)*

w provide the MRC with social welfare / psychological support and educational kits for up to 60,000 refugees.

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***Preventive action***

w promote interest among the armed forces command in improving training in the law of armed conflict, hold a number of basic courses and instructors' workshops and obtain a firm commitment at senior level to implement a national training programme

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***Structural support to the National Society***

w provide institutional support to the Macedonian Red Cross headquarters and branches (including office equipment, telecommunications equipment, vehicles and training) to assist in strengthening its emergency response and preparedness capacity.

**PLAN OF ACTION FOR OTHER COUNTRIES**

***The International Red Cross/Red Cross Movement plans to:***

***Relief and health assistance***

w provide relief items in the form of 24,000 hygiene parcels (4,000 x 6 months), 24,000 food parcels (4,000 x 6 months), 10,000 blankets and 2,000 sleeping bags to 10,000 refugees in Bosnia and Herzegovina.

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***Structural support to the National Society***

w provide funds for support to the local entity Red Cross headquarters and branches in Bosnia and Herzegovina to strengthen their disaster preparedness capacity and present relief assistance capacity.

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**FINANCE**

Both the International Federation and the ICRC have included programmes linked to the Balkan crisis in their 1999 Emergency Appeals. The total appeal figure of the Federation amounted to Sfr 14.008 million ( Federal Republic of Yugoslavia" programmes and "Kosovo refugees"), while the ICRC's three country programmes (Albania, Former Yugoslav Republic of Macedonia and Federal Republic of Yugoslavia) amounted to a global appeal figure of Sfr 33.979 million.

The new, integrated appeal will cover the period 1 April to 30 September 1999. This means that all contributions received or pledged in writing prior to 31 March 1999 will be considered

as individual contributions to either the Federation's or the ICRC's 1999 Emergency Appeals in conformity with the respective organization's allocation stipulated by the donor.

In order to reconcile the yearly appeal figures with those of this new integrated appeal in the simplest, most transparent manner, it is suggested that the initial 1999 Emergency Appeals should only cover the period from January to March 1999. As a result, the budget figures, which were calculated for the full calendar year, will be revised, i.e. reduced to an amount which will correspond to the actual expenditure incurred during the first three months of 1999. Donors will be informed on the financial implications of this revision at a later stage.

This new integrated appeal will cover the Federation and ICRC's field programmes in the Federal Republic of Yugoslavia itself and the neighbouring countries of Albania and the Former Yugoslav Republic of Macedonia. It may also cover some expenses incurred in other countries for activities directly linked to the Kosovo crisis (e.g. Kosovar refugees in Bosnia and Herzegovina).

As outlined above, the situation on the ground can change very rapidly. Accordingly, a further revision of this appeal may become necessary in the near future.

In order to facilitate the financial management of this complex integrated operation of the International Red Cross and Red Crescent Movement, donors are encouraged to contribute to this appeal as a whole without specific country or institutional allocation. While in-kind donations will be needed, the more urgent requirement now is to ensure the maximum amount of operational flexibility and speed for cash contributions.

The table below shows a breakdown of the overall budget, including its cash, kind and services components as well as overheads and contingency.

<b>Budget for the integrated 6-months appeal of the International Red Cross and the Red Crescent Movement in response to the crisis in the Balkans (million Sfr)</b>				
	<b>FR Yugoslavia</b>	<b>FYR Macedonia</b>	<b>Albania</b>	<b>Total</b>
Original appeal budget 1999	39.43	1.27	7.28	<b>47.98</b>
<b>New budget</b>				
Protection	3.36	2.04	1.86	<b>7.26</b>
Relief and health assistance	38.84	27.13	54.18	<b>120.15</b>
Structural support to National Societies	2.89	1.49	2.11	<b>6.49</b>

<b>Sub-total Cash/Kind/ Services</b>	<b>45.09</b>	<b>30.66</b>	<b>58.15</b>	<b>133.9</b>
Overhead 6.5% *	2.35	1.29	2.63	<b>6.27</b>
Reserve 10% *	3.62	1.99	4.05	<b>9.66</b>
<b>Total Cash/kind/ service</b>	<b>51.05</b>	<b>33.94</b>	<b>64.84</b>	<b>149.83</b>
out of which service	1.1	0.8	1.2	<b>3.1</b>
out of which kind	4.76	8.26	15.02	<b>28.04</b>
<b>Total cash</b>	<b>45.19</b>	<b>24.88</b>	<b>48.62</b>	<b>118.69</b>

\* cash only

Donors are kindly requested to respond rapidly with cash contributions. They should be made to the ICRC which is administering all funds obtained for this new appeal. **Please use our special account, UBS SA, P.O. BOX 2770, CH - 1211 GENEVA 2, Code swift:**

**UBSWCHGG12A, Account number: CO-129,986.3 "Balkan crisis".**

For further information, please contact the ICRC External Resources Division or the Operations Funding and Reporting Department of the International Federation.

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**w** Margareta Wahlström  
Under Secretary General,

Jean-Daniel Tauxe  
Director of Operations

Disaster Response & Operations Coordination

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