

# Appeal 2001-2002



International Federation  
of Red Cross and Red Crescent Societies

## Former Yugoslav Republic of Macedonia (Appeal 01.55/2001)

*Click on programme title or figures to go to the text or budget*

	<i>In CHF</i>
1. Disaster Response	315,976
2. Disaster Preparedness	61,978
3. Health and Care	171,919
4. Institutional & Resource Development	89,888
5. Coordination & Management	317,191
<b>Total</b>	<b>956,952</b>



## Introduction

### National Context

The Former Yugoslav Republic of Macedonia (FYROM), with a population of 2 million, has struggled since its withdrawal from the Federal Republic of Yugoslavia in 1991. The situation was exacerbated by the recent Balkans conflict that provoked a massive flow of over 300,000 refugees into the country, and hindered access to markets as well as blocked imports and exports. High labour and social costs combined to make the few viable state run industries non-competitive, resulting in high unemployment and even higher underemployment, with most large state run industries close to bankruptcy. The volume of unemployed and underemployed from these old style industries overwhelm the increases in the small private sector that is moving upward.

While the economic situation is not as bleak as it was a year ago, the economic benefits of the nearby Kosovo recovery and its affect on the economy in FRYOM did not trickle down to all levels nor geographic areas. If anything it increased tensions since most of the affect is in the western sections which are predominately ethnic Albanian areas. On the political front, there are indications of positive political developments; all ethnic minorities are participating in the electoral process, elections are more or less fair and the hand over of power is accomplished without rancour but this is not strong enough to overcome the under surface of ethnic tensions present in FYROM.

At the end of 2000, an estimated 8,500 refugees remained in the country, with most being Kosovo Roma, but also including refugee minorities of Serbs, Albanians from Kosovo, Slavic speaking Muslims from Kosovo and Macedonians who returned from living in Kosovo after many years. While the situation of vulnerable Macedonian families has improved somewhat over the last year, there still is a level of truly vulnerable estimated to be around

7,000-10,000 families. FYROM is also at risk from natural disasters; earthquakes, landslides, floods and forest fires, the latter of which has caused around DEM 30 million of damage during the dry season in 2000.

### **National Society Context**

The Macedonian Red Cross (MRC) was established in 1991 as an independent fully functioning Red Cross society (prior to that it was a part of the Yugoslav Red Cross). MRC has 34 branches covering the whole country. MRC has made a concerted effort to overcome initial difficulties it faced. In the early 1990s, Macedonian Red Cross branches provided assistance to Bosnian refugees, working together with the International Federation and UNHCR; however, unfortunately, often the headquarters of MRC was bypassed, and support was provided directly to the branches. The experience from the Kosovo crisis has strengthened the national headquarters, and also increased the image of the Macedonian Red Cross nationally and improved the headquarters' ability to deal strategically and efficiently with its branches. The government of Macedonia routinely now calls MRC representatives to ministerial meetings, an event which was unheard of several years ago. The UNHCR uses the MRC as a partner in operating three of seven collective centres accommodating remaining refugees.

During the year 2000, a change is expected in leadership with the Secretary General retiring after many years at the helm. New management will offer the opportunity to shape the direction of the national society for years to come. While relief activities give the pretence of capacity building, more often than not it delays the hard work needed to design good programmes for the country and operate them effectively. Still, more emphasis should be directed at the ability to generate income to cover core costs, and the future programmes of the MRC will be simple, small, low cost and people oriented. The goal is to make the Macedonian Red Cross self-supporting in its country, which will mean that programmes should reflect that level of self-sufficiency.

### **Priority Programmes for Federation assistance**

To support the Macedonian Red Cross, the Federation will focus on:

- **Disaster Response:** to assist remaining Kosovo, Serbian and Roma refugees (including those in collective centres) and their host families with hygiene supplies.
- **Disaster Preparedness:** coordinating assistance from the German Red Cross on establishing a warehouse supplied with contingency stocks for effective and timely response by the Macedonian Red Cross in times of disaster.
- **Health and Care:** continuation of support to the Macedonian Red Cross' social welfare programme which provides basic information, referrals and relief supplies to refugees and vulnerable residents of Macedonia.
- **Institutional and Resource Development:** increasing the overall management and resource capacities of the Macedonian Red Cross.
- **Coordination and Management:** reducing the operational role of the Federation's delegation in the country and coordinating assistance of participating national societies.

# 1. Disaster Response

## Background and progress to date

The disaster response or relief programme was reactivated in the summer of 1998, after the return of the International Federation to the Former Yugoslav Republic of Macedonia in support of the Macedonian Red Cross' relief operation for refugees from Kosovo and southern Serbia and vulnerable local populations. The pace of these activities was considerably affected by the large-scale influx of more than 300,000 new refugees in the spring of 1999.

In 2000, the disaster response programme assisted the 9,500 remaining refugees and their host families with hygiene supplies, complementing the food support provided by other donors, primarily the UN High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP). Distribution was carried out by the national society's network of 34 branches, which gained substantial operational experience through this programme during the past two years.

Also in 2000, the Red Cross and Red Crescent Movement spearheaded a consortium of food donors to assist 75,000 Macedonian families (considered to be the most vulnerable social cases by the Macedonian Social Welfare Ministry) with supplemental food rations. The Federation provides hygiene supplies for the same families. All aid to this target group is also distributed by the Macedonian Red Cross branches.

Special attention was focused on Roma and Serb refugee minorities that lack the social network that many of the Albanian refugees had and have in their communities. This support will last as long as food support is provided by UNHCR and/or the WFP.

The review of refugee status by the Macedonian government every three to six months emphasizes the need for careful monitoring of the beneficiary situation by the Red Cross. A team of six monitors and one administrator survey refugees and produce monthly reports on the relief and care being provided to them.

**Goal** Contribute to maintaining appropriate hygiene standards of the remaining refugees in FYRO Macedonia and the families hosting them for the last two years.

### Objectives and Activities planned

**Objective 1** to continue supporting the Macedonian Red Cross in providing hygiene supplies to the 9,500 refugees remaining in the country and the families hosting them. Activities to achieve this objective will include the purchase, storage and distribution of monthly hygiene parcels for all remaining refugees in FYRO Macedonia and of complementary parcels for their host families.

**Objective 2** to continue assisting the Macedonian Red Cross in planning, distribution and reporting on social case families receiving food donations from other donors through its branch distribution system. Supplemental food assistance to the 10-18,000 Macedonian families considered to be the most vulnerable social cases by the Macedonian Social Welfare Ministry will continue. The Movement will work with the Macedonian Red Cross headquarters and branches in serving these beneficiaries by providing monitoring and distribution assistance as well as help in fulfilling reporting requirements.

**Objective 3** to financially support the Macedonian Red Cross' disaster response activities. The Federation will coordinate support to the national society in meeting administration, storage and distribution costs related to providing food and hygiene supplies to the remaining refugees and host families on a flat rate basis.

### Expected results

Successful distribution of hygiene supplies to all beneficiary groups (remaining refugees, including those in collective centres, and host families) during 2001. Financial aid received by Macedonian Red Cross branches for the administration, storage and distribution of relief supplies.

## **Indicators**

Sufficient funding received in response to the Appeal for purchase, storage and distribution of relief supplies.  
Provision of financial and technical assistance to the Macedonian Red Cross.

## **Monitoring and Evaluation arrangements**

The overall project will be coordinated by the Federation's country delegation, with funding from a participating national society for the Macedonian Red Cross. The PNS will administer the programme at the macro-level, including planning, procurement and warehouse responsibilities while the Macedonian Red Cross will manage distribution at the micro-level.

Part of the monitoring process will be the use of the UNHCR funded relief monitors who interview beneficiaries each month to determine if they are being supplied well, both in terms of quantity and quality, and who will survey other key indicators. This monitoring will encompass all beneficiary target groups (remaining refugees, host families and social cases).

At the end of the year an evaluation will be performed by the delegation on how well the delegation completed the proposed activities and whether appropriate quantities of aid were provided to beneficiaries in relation to the budget.

## **Critical assumptions**

- The refugee situation in Macedonia will remain at a constant level during all of 2001.
- Political and social stability in Macedonia and in the Balkans region.
- Financial and technical support of the Federation and participating national societies.

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## 2. Disaster Preparedness

### Background and progress to date

The disaster preparedness (DP) programme of the Macedonian Red Cross began operating in 1993, with the assistance and technical support of the International Federation and the German Red Cross.

The main aspect of the programme is to support the Macedonian Red Cross in responding to any event in the country and in the region in an effective, credible way. It evolved from a formal programme that was in many ways too ambitious to one that is appropriate for the needs of the country and that can be sustained at minimum cost. While the focus of the programme is constantly being refined, the threat of natural and man made disasters remains constant in the region.

In the Former Yugoslav Republic of Macedonia, the DP programme is run from the Macedonian Red Cross headquarters in Skopje with eleven Red Cross branches in selected locations having regional responsibilities. These regions are able to respond to small events and provide timely information on larger disasters. The greatest challenge of the programme was responding to the large influx of refugees from Kosovo in the spring of 1999.

**Goal** Increased disaster preparedness capacity of the Macedonian Red Cross.

### Objectives and Activities planned

**Objective 1** to help prepare the Macedonian Red Cross in responding to any disaster that may occur in the country or region in a responsible and credible manner. In 2001, the German Red Cross will provide a delegate to work on a bilateral basis with the Macedonian Red Cross on refining its DP programme. Stocks of supplies that have been reserved for a DPP contingency stock will be organized at a central warehouse, German Red Cross supplies and equipment from within the region will be received, and additional DP supplies will be purchased if required.

**Objective 2** to train staff of the Macedonian Red Cross in organizing, maintaining and storage of contingency stocks. Macedonian Red Cross staff and volunteers will be trained in the proper storage and maintenance of contingency stocks to enable their distribution on short notice. Also, appropriate staff will be recruited for this aspect of the programme.

**Objective 3** to create a small educational component within the DP programme. The National Society will be assisted in organizing small workshops to train teams of volunteers throughout the country to be available for activation in times of disasters.

### Expected results

A warehouse will be established and supplied with disaster preparedness contingency stocks in 2001. Training in stock management of national society staff and training of volunteers in disaster preparedness throughout the country.

### Indicators

Increased disaster response capacity of the Macedonian Red Cross, and appropriately trained national society staff with access to contingency stocks for response to natural or manmade disasters. Red Cross volunteers throughout the country trained in disaster preparedness.

### Monitoring and Evaluation arrangements

The overall project will be coordinated by the Federation and administered by the German Red Cross, working closely with the Macedonian Red Cross.

At the end of the year an evaluation will be performed by the German Red Cross and the Federation's delegation on how well the work load was managed in 2001 and whether all planned activities were accomplished.

**Critical assumptions**

- The high risk of natural or manmade disasters in the country and in the region.
- Financial and technical support of the Federation and participating national societies.

## 3. Health and Care

### Social welfare programme

#### Background and Progress to Date

The social welfare programme of the Macedonian Red Cross began in 1994 with support from the International Federation to serve the needs of primarily Bosnian refugees and vulnerable local populations. The programme today still serves similar needs, but beneficiaries now also include refugees from Kosovo and southern Serbia. The ongoing success of this programme demonstrates how, with support, a national society can develop and run an operation that is appropriate in size to meet the needs of its beneficiaries.

In the Former Yugoslav Republic of Macedonia, the programme operates through an information centre, located in Skopje, which is run by staff with multiple functions. Part social worker, part counsellor, part advocate, these staff receive clients and assess their problems and needs, then explore ways to provide assistance. Sometimes this involves simple information on where to go and what to do to take care of their needs. Other times it involves referring the client to another agency or to psychologists, social workers or Red Cross volunteers and making appropriate arrangements. In some cases, relief or medical supplies are provided through the programme. Educational, social and recreational activities are organized through the centre as well.

**Goal** Continued practical and psycho-social advice provided to remaining refugees and vulnerable in Macedonia through the national society's social welfare programme.

#### Objectives and Activities planned

**Objective 1** to continue informing refugees and vulnerable in FYROM about rights and benefits. Basic information about attaining rights and benefits will be provided to refugees and other vulnerable groups who either come to or call the Skopje information centre. Referrals to agencies and various governmental and non governmental organizations will be made when appropriate.

**Objective 2** to help meet medical and social needs of refugees, host families and social cases in FYROM; Beneficiaries of the programme which are unable to access basic non-emergency health care services will be provided with medicines, medical transport, eyeglasses, and hearing aids. A social worker will be assigned to attend to the needs of Roma refugees living in the Shutka area of Skopje which has the greatest number of refugees living with host families.

**Objective 3** to create an educational component within the existing programme; An educational section will be created to provide various informative activities such as self care for adults, mine awareness courses, and vocational training. Staff and necessary budgeting will be assigned.

**Objective 4** to continue providing psychological support for beneficiaries in need of it; Psychological support will be provided at the centre through informative sessions, counselling activities and through referrals for more advanced treatment by volunteers, clinics or hospitals. The staff needed to operate this portion of the programme will be recruited.

**Objective 5** to organize recreational activities as opportunities for resocialization: In order to promote resocialization of beneficiaries, staff and volunteers of the programme will be provided direction in organizing day trips, and educational, cultural and sporting activities.

#### Expected results

The information centre will continue to operate throughout 2001, providing basic information, psycho-social and medical assistance to programme beneficiaries, with special outreach to the large Roma community.

**Indicators**

Refugees and other vulnerable in FYROM aware of rights and basic benefits, reducing their stress in dealing with new community. Medical and psycho-social assistance received by beneficiaries without access to social health care services. Increased integration of remaining refugees into the community.

**Monitoring and Evaluation arrangements**

Evaluation of this programme will be conducted at the end of the year on overall performance by the delegation in supporting this programme. Key issues will include the number of beneficiaries served, appropriateness of assistance and budgetary compliance.

**Critical assumptions**

- The refugee situation in Macedonia will remain at a constant level during all of 2001.
- Political and social stability in Macedonia and in the Balkans region.
- Financial and technical support of the Federation and sister national societies.

## 4. Institutional and Resource Development

### Background and progress to date

The institutional and resource development (ID/RD) programme, operating since the summer of 1998 when the International Federation reopened its delegation in the Former Yugoslav Republic of Macedonia, intensified its activities with the arrival of a development delegate at the beginning of 2000. Sponsored by the American Red Cross, the delegate initiated an assessment of the national society's institutional development potential in coordination with both the country delegation and the regional delegation for Central Europe in Budapest.

Since 1999, resource development activities were carried out with the support of several participating national societies (PNSs) and the Federation's country delegation.

With the onset of the Kosovo refugee crisis in 1998, the assistance provided by the national society's 34 branches to all vulnerable, regardless of race, religion or ethnicity, helped to raise its image among the Macedonian general public. Developmental support by both the Federation and PNSs is aimed at increasing the Macedonian Red Cross' ability to meet needs of the remaining refugees and vulnerable social cases through proper programme management and resource development.

**Goal** More focused projects of the Macedonian Red Cross with income generated for its core expenses.

### Objectives and Activities planned

**Objective 1** to strengthen the national society's capacity to provide effective, efficient, and sustainable services in accordance with internationally recommended standards. Working together with the Macedonian Red Cross and the Federation's country delegation, and in close consultation with the regional delegation, the American Red Cross will take the lead role in assisting the society with institutional development efforts. An institutional development (ID) board will be created to guide the society in adapting its mission, operational structure, and strategic plan to be more responsive to rapidly changing environments.

The ID board will be key to the process of strengthening the national society's capacity to provide effective, efficient, and sustainable services in accordance with internationally recommended standards. In-depth internal and external assessments, the setting of clear and attainable objectives, and designing and implementing a plan for achieving these objectives will be the main activities during 2001. The board will assess the organization using the enhanced organizational development framework currently being field tested and building upon prior Federation and American Red Cross experiences in the region. This framework incorporates best practices and research findings to more closely and appropriately link organizational development interventions to organizational effectiveness and measurable performance indicators.

**Objective 2** to assist the Macedonian Red Cross in design and implementation of resource development activities. Activities will include a continuation of successful initiatives in previous years which created sources of regular income for the headquarters and branches. Branches will be assisted in designing proposals for the creation or renovation of rental properties which will generate income for them. Eight proposals will be accepted by a committee made up of the society's leadership and the Federation's country delegation. Based on past experience, costs per proposal average CHF 10,000 each.

### Expected results

Successful completion of the ID process in 2001 which is expected to raise the society's profile in the community and its ability to offer relevant programmes to meet the needs of newly emerging vulnerable people and groups. Also, this process will provide national society personnel with analytical and decision-making skills to enable them to review and design effective programmes.

Successful completion of resource development projects in 2001 will provide branches of the Macedonian Red Cross the ability to generate income covering 50 per cent of their operating and administrative costs.

**Indicators**

Continued commitment of the Macedonian Red Cross to the ID process, meeting criteria established at the beginning of the year and reviewed by the national society's leadership, the American Red Cross and the Federation's delegations in the region.

Successful revenue flows to the branches of the Macedonian Red Cross involved in this programme from implementation of proposals developed by them.

**Monitoring and Evaluation arrangements**

The overall ID activities will be monitored by the American Red Cross delegate, whereas the Federation will oversee the programme at the macro-level. The RD projects will either be administered by an interested PNS or the country delegation through responses to the appeal.

**Critical assumptions**

- The Macedonian Red Cross will remain committed to revamping its programmes based on the findings of the ID process.
  - The national society's branches will provide acceptable proposals for resource development projects.
  - Political and social stability in Macedonia and in the Balkans region.
  - Financial and technical support of the Federation and sister national societies.
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## 5. Co-ordination and Management

### Background and progress to date

The International Federation reopened its delegation in the Former Yugoslav Republic of Macedonia (Macedonia) in the summer of 1998, working together with numerous Participating National Societies (PNSs) on assisting the Macedonian Red Cross meet relief needs of refugees from Kosovo and southern Serbia, as well as vulnerable local populations. The Federation's status agreement with the Republic of Macedonia in 1994 provided all entities of the Red Cross and Red Crescent Movement with favourable working conditions throughout 1999 and in 2000 (for those remaining active in the country).

The main aspect of the Federation's assistance in Macedonia was to support the Macedonian Red Cross in serving refugees from Kosovo and the families hosting them with hygiene parcels, complementing the food support given them every month by other donors. Additionally, an active social welfare programme, operating for several years, offering practical advice and other support to refugees or vulnerable affected by the events of recent years was supported.

Working together with the International Committee of the Red Cross (ICRC) and a number of participating national societies that have an interest in the area, the Federation continues to serve as lead agency and coordinator for the many programmes now operating in the country. In 1999 the main focus of the Movement was on responding to the refugee influx from Kosovo and to support the Macedonian Red Cross which continues to be the leader in distribution of humanitarian aid throughout the country. The return of the majority of refugees required close coordination of humanitarian activities between the delegations of the ICRC and the Federation in Kosovo.

In 2001, the Federation's delegation will become less operational and more of a service and coordination unit. Using its favourable status agreement with the Republic of Macedonia, the Federation will encourage donor national societies to support the Macedonian Red Cross with portions of the country plan of action for 2001. The result will be a much smaller delegation that works with PNSs in covering the needs of the Macedonian Red Cross and its relief, disaster preparedness, social welfare and ID activities through bilateral or project delegation structures.

**Goal** Continuing coordination of assistance provided by the Movement to vulnerable groups in Macedonia and to the Macedonian Red Cross.

### Objectives and Activities planned

**Objective 1** to encourage hand over of direct support for ongoing programmes of the Macedonian Red Cross to interested PNSs. Activities will include: the offering of core programmes to interested PNSs who will involve themselves directly in supporting the Macedonian Red Cross; and effectively handing over operational responsibility from the Federation's delegation, the size of which will be reduced.

**Objective 2** to coordinate programme activities of PNSs working in Macedonia and provide administrative support to them. The Federation's delegation in Skopje will continue to serve all participating national societies with administrative support (including banking accounts, personnel contract issues, mobile phone service, customs clearing, VAT refund, and transportation needs). All of these services will allow PNSs to focus on programme activities in a cost effective manner. Also, no registration of PNSs will be required with the government prior to beginning their work as they will operate under the already signed Status Agreement.

### Expected results

Successful hand over of programmes to interested PNSs and a Federation delegation reduced in size, focused on service and coordination of activities with the Macedonian RC and less on parallel administrative and reporting systems.

### Indicators

Participating national societies taking over programme management responsibility on a bilateral basis, coordinated and supported by the Federation's country delegation. Direct support to the Macedonian Red Cross and closer working relationships established by PNSs.

### **Monitoring and Evaluation arrangements**

An evaluation will be carried out at the end of the year, measuring effectiveness of the delegation in coping with the work load and coordinating the work of the PNSs and the Macedonian Red Cross.

### **Critical assumptions**

- The refugee situation in Macedonia will remain at a constant level during all of 2001.
- No major man made or natural disaster will affect Macedonia during 2001.
- The Macedonian Red Cross will continue its institutional development process in 2001.

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<b>DELEGATION: MACEDONIA</b>						
<b>PROGRAMME</b>	<b>Disaster response</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>IDRD</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	0	50,000	0	0	0	<b>50,000</b>
Clothing & textiles	0	0	0	0	0	<b>0</b>
Food & seeds	0	0	20,736	0	0	<b>20,736</b>
Water	0	0	0	0	0	<b>0</b>
Medical & first aid	0	0	26,400	0	0	<b>26,400</b>
Teaching materials	0	0	1,500	0	0	<b>1,500</b>
Utensils & tools	0	0	0	0	0	<b>0</b>
Other relief supplies	0	0	27,600	0	0	<b>27,600</b>
<b>Sub total supplies</b>	<b>0</b>	<b>50,000</b>	<b>76,236</b>	<b>0</b>	<b>0</b>	<b>126,236</b>
Land & Buildings	0	0	0	0	0	<b>0</b>
Vehicles	0	0	0	0	0	<b>0</b>
Computers & telecom	0	0	0	0	0	<b>0</b>
Medical equipment	0	0	0	0	0	<b>0</b>
Other capital expenses	0	0	0	0	0	<b>0</b>
<b>Sub total capital</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Programme management	21,306	4,179	11,593	6,061	21,388	<b>64,527</b>
Technical services	6,378	1,251	3,470	1,814	6,403	<b>19,316</b>
Professional services	7,073	1,387	3,848	2,012	7,100	<b>21,421</b>
<b>Sub total programme support</b>	<b>34,757</b>	<b>6,818</b>	<b>18,911</b>	<b>9,888</b>	<b>34,891</b>	<b>105,265</b>
<b>Transport &amp; storage</b>	<b>184,607</b>	<b>5,160</b>	<b>17,440</b>	<b>0</b>	<b>57,760</b>	<b>264,967</b>
Personnel (delegates & expatriates)	0	0	0	0	96,960	<b>96,960</b>
Personnel (local staff)	87,078	0	37,568	0	48,120	<b>172,766</b>
<b>Sub total personnel</b>	<b>87,078</b>	<b>0</b>	<b>37,568</b>	<b>0</b>	<b>145,080</b>	<b>269,726</b>
Travel & related expenses	1,920	0	2,532	0	5,300	<b>9,752</b>
Information expenses	0	0	5,120	0	0	<b>5,120</b>
Expert fees	0	0	0	0	9,600	<b>9,600</b>
Admin. - general expenses	7,614	0	14,112	80,000	64,560	<b>166,286</b>
Training workshops / seminars	0	0	0	0	0	<b>0</b>
<b>Sub total travel, training, general exp.</b>	<b>9,534</b>	<b>0</b>	<b>21,764</b>	<b>80,000</b>	<b>79,460</b>	<b>190,758</b>
<b>Total budget</b>	<b>315,976</b>	<b>61,978</b>	<b>171,919</b>	<b>89,888</b>	<b>317,191</b>	<b>956,952</b>