

Appeal 2002-2003



International Federation
of Red Cross and Red Crescent Societies

FEDERAL REPUBLIC OF YUGOSLAVIA (Appeal 01.46/2002)

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

	2002 In CHF	2003 ¹ In CHF
1. Disaster Response	563,917	0
2. Disaster Preparedness	852,240	355,056
3. Health and Care	4,414,334	425,393
4. Humanitarian Values	374,913	107,528
5. Organisational Development	1,803,202	668,089
6. Coordination & Management	511,236	737,482
Total	8,516,842	2,293,548



Introduction

National context

The Federal Republic of Yugoslavia (FRY) has experienced a succession of conflicts and natural disasters over the past decade. The disintegration of the former Yugoslavia and years of industrial and agricultural slowdown have combined with sanctions and international isolation to bring the country to the edge of economic collapse. The escalation in ethnic conflict and related population movement as well as the NATO intervention had created additional strain. Influxes of refugees from neighboring

¹ These are preliminary budget figures for 2003, and are subject to revision in the course of 2002.

countries and internally displaced persons (IDPs) from Kosovo, have all added to the suffering. Severe flooding and environmental degradation have also affected the country. This scenario has not only resulted in loss of life, mass population movements, and long lasting trauma for many inhabitants, but also socio-economic hardships for the most vulnerable communities.

The change in the political climate as a result of the October 2000 election and the replacement of the Milosevic government has not brought immediate relief to the most vulnerable or the population in general. Milosevic was arrested on 1 April 1, and eventually extradited to the International Criminal Tribunal for Yugoslavia, in the Hague on the 29 June 2001 on the eve of a major donor conference. The international community responded to the change at the Brussels conference, which aimed to assist the economic recovery of FRY, by committing US\$1.28 billion in assistance. The conference and its pledges were hailed as a major success by the western media, but were greeted with mixed reactions by the government and media of FRY. While the assistance will be invaluable to the recovery of the country, many pledges are to service existing debts or will be tied up for many months or years. According to some estimates the total pledge amounts to a quarter of the cost of damage to the infrastructure of FRY from the NATO bombing campaign in 1999. Regardless, it is certain that economic restructuring and consequential benefits to the poor will take many years. Restructuring in the short term has meant the repeal of price controls laws, dramatic increases in the cost of utilities, and the introduction of a 20 per cent consumer tax which, coupled with regional instability, have exacerbated the hardships already borne by the most vulnerable population.

In the recent WFP studies on poverty and the living conditions of refugees and other studies on pensioners, plus those conducted by OCHA and the World Bank, it is estimated that 12 per cent of the population in FRY lives below the poverty line, and that unemployment is up to 50 per cent. The June 2001 UNHCR and WFP joint food needs assessment mission report notes that most of the structural changes implemented by the new authorities, not only in the social sectors, are likely to have negative repercussions on vulnerable groups in the medium term.

The potential for regional instability remains in FRY and at its borders. Fortunately by the end of 2001 the insecurity and conflict between the local ethnic Albanian community and the state in the Presevo, Bujanovac and Medvedja areas of southern Serbia appeared to be improving. In early June 2001 FRY troops in co-operation with NATO completed a relatively peaceful return into the ground safety zone (buffer area) in Serbia that borders Kosovo.

Montenegrin parliamentary elections were held in April which were broadly perceived as a referendum on independence with Serbia, which would result in the break-up of the Serbian and Montenegrin Federal Republic of Yugoslavia. While the turnout was very high at more than 80 per cent and the elections declared by the OSCE and Council of Europe to be fair, the result was almost exactly split, leaving none of the parties satisfied. A coalition was required and eventually formed, but with the proviso that a full referendum be held on the future of FRY.

By the end of 2001, the 18 party coalition of the Democratic Opposition of Serbia, which succeeded in overthrowing Slobodan Milosovic's government in October 2000, was showing signs that it might fragment, and with it the government of FRY.

National society priorities

A recent crisis in donor confidence has led to widespread change and renewal in the Yugoslav red Cross (YRC). Concerns about the distribution of humanitarian goods to unauthorized beneficiaries led to the withdrawal of support by several key donors. The Federation and the ICRC undertook to help the YRC overcome this crisis and a major review of support to YRC activities took place. New staff have been recruited and changes in management and governance have been made. This process is expected to continue through to the leadership elections in early 2002, when at the General Assembly a new

Secretary General and President for the YRC are expected to be appointed. New leadership has already been confirmed in the Serbian Red Cross. These changes, together with clear acknowledgment of the need for a new approach, have helped restore confidence with several donors, and the process of re-establishing credibility with other donors and the general public continues positively. Lessons learnt from the past are leading to an opportunity for a new start in the YRC and in the direction of the Federation's support to the national society.

A new focus has been agreed, as relief activities scale down and flagship programmes are developed particularly in the areas of health and care in the community, delivered in an integrated package through local branches. The national society is developing a strategic plan to guide its direction in the coming years, which will form the basis for an inclusive Co-operation Agreement Strategy during 2002. Changes following the election of new leadership in the Red Cross of Serbia have created an opportunity for the national society organizational development (OD) process to tackle the issues of governance, structure, legal base and strategic planning which have been somewhat neglected so far.

Like many National Societies, the YRC to some extent mirrors the country as a whole. The legacy of the old socialist system is now being addressed, but the decade of humanitarian crisis has meant that the focus has had to be on relief needs rather than organizational change. The gap between the need to handle a huge relief operation and the need, to an extent remaining unaddressed until recently, to develop more modern legal and organizational structures, has caused many tensions.

The national society has identified, through a self-assessment process, many of its weaknesses and the solutions which are required. Following changes in the political environment and within the YRC, there is now a realistic opportunity to implement these solutions.

The YRC conforms to the federal structure of the FRY with a federal level encompassing the 2 constituent parts: the Republic of Serbia served by the Red Cross of Serbia (SRC) and the Republic of Montenegro by the Red Cross of Montenegro (MRC). The two constituencies were first established in 1876 and 1875 respectively. Following the break up of the former Yugoslavia and the establishment of the Federal Republic of Yugoslavia in 1993, the YRC had its continuity confirmed. The YRC is therefore one of the oldest Red Cross Societies in the world. While the political situation in FRY is hard to forecast, it is likely that the federal government will devolve more autonomy to the constituent parts; it seems that SRC and MRC will also take on an enhanced role in programme management and implementation, while the YRC at federal level may focus less on programmes and more on policy, strategy and international relations.

Within Serbia, there are two provinces served by provincial Red Cross structures in Vojvodina and Kosovo (the latter known as the Red Cross of Kosovo and Metohija, KMRC or Kosmet Red Cross).

The YRC is the largest national non-governmental organization (NGO) in FRY. It has played a vital humanitarian role in assisting the vulnerable people of FRY over the past decade in particular. In 2001 alone the YRC will have distributed almost 50,000 metric tons of humanitarian aid to approximately one million beneficiaries, which is a tenth of the total population. The aid recipients were 400,000 socially vulnerable people, 230,000 refugees and 120,000 internally displaced people (IDPs) from Kosovo.

Despite the need for large scale emergency relief distributions, the YRC has been able to develop its disaster preparedness network and traditional community based services such as home care visits for the elderly and psycho-social support through the YRC social welfare programme in FRY. While humanitarian needs for vulnerable groups will continue for some time to come, the challenge for YRC will be to move from its historical role in relief distribution to addressing the needs of vulnerable people

through a focussed and sustainable package of health and social welfare programmes delivered at branch level by volunteers.

Kosovo

The United Nations Mission in Kosovo (UNMIK) administers Kosovo (civil and security services) separately from the Federal Republic of Yugoslavia, in accordance with UN Security Council Resolution 1244. Elections for the Kosovo Assembly in November 2001, overseen by the OSCE, should result in proportional representation in the form of 120 members of parliament, comprising 100 Albanian, 10 Serb, 4 Roma, 3 Muslim, 2 Turk and 1 Goran representative.

Ethnic intimidation, harassment and violence are still an aspect of life for many people in Kosovo. The consequence of this is an ethnically polarized society, where many people live in fear. The current situation in Kosovo does not represent a lasting political solution, which secures the stability and economic growth for the population.

Since the conflict in Kosovo, there have been two operating local Red Cross organizations, supported in an impartial manner by the International Red Cross and Red Crescent Movement; the Red Cross of Kosovo and Metohija (Kosmet Red Cross) with 6 branches which form part of the Serbian Red Cross within the YRC structure; and the Red Cross of Kosova (RCK) with 26 branches, which work on behalf of 90 per cent of the population. The RCK achieved excellent visibility through its response to the refugee crisis resulting from the conflict in Macedonia. When approximately 80,000 refugees fled to Kosovo, the RCK established health and registration posts at the border. They registered tens of thousands of people, identified host families for refugees to stay with and distributed humanitarian aid. The RCK currently provides psycho-social and first aid services and is planning to expand its disaster preparedness and response programmes, and its organizational development activities.

Priority programmes for Federation assistance

An operational review of Federation support to the YRC carried out in June 2001 by Peter Wiles has strongly highlighted the importance of organizational development becoming an integrated part of all programmes and activities in order to overcome weaknesses identified in the 1998 development plan of action. This approach would ease the repositioning of the YRC and its constituencies in the changing Yugoslav society and increase its readiness to face new challenges in the future.

The review emphasized the need for a new approach where the Federation provides support to the YRC in its transition from traditional relief distribution activities towards the development of a focused and sustainable portfolio of core services. These services will be delivered by volunteers at branch level, assisting vulnerable people from their own communities.

The Federation's assistance is therefore changing its emphasis in FRY; away from relief distribution towards building the capacity of the national society, prioritizing organizational development activities and encouraging the development of a focussed portfolio of core programmes building on the delivery of services by volunteers through branches to vulnerable people in the community.

This will mean changes in the delegation's composition and working methods, a smaller delegation focussed on working closely with and supporting the national society at republican and federal level according to the emerging complementary roles of the Red Cross bodies at these levels.

Almost a decade after the crisis in the Balkans first began, the general trend is to reduce humanitarian assistance. However many vulnerable people still require basic food and relief items, and this situation is unlikely to change for several years, until the government is able to shoulder fully its responsibilities in health and social welfare.

Improved targeting and more locally-generated sources of income will be increasingly important. As the relief operations are reduced, the YRC is keen to further develop its volunteer, community-based services which must become more sustainable in the long term. In this regard, the YRC's developing relationship as an auxiliary to the Ministry of Social Welfare in particular will be a key element.

The regional delegation in Budapest will play a key role in providing assistance both to the YRC and to the delegation, as an advisor and as a facilitator of regional co-operation. A Co-operation Agreement Strategy for Central Europe is in the initial stages of preparation, which will provide a platform for donors, partners and national societies from the region to co-ordinate their plans for co-operation and exchange.

The Federation will continue to assist the YRC/MRC/SRC and RCK by focusing on the following programmes:

- **Disaster Response:** assist the most vulnerable with essential hygiene products, food and non-food items, and assist the Red Cross organizations to develop highly professional, transparent and accountable distribution systems.
- **Disaster Preparedness:** help the Red Cross organizations to complete their development of a national disaster management and response network.
- **Health and Care:** support the YRC and RCK to provide psycho-social care, social welfare, home care, traditional first aid services and improve institutional elderly care. This will become an integrated package of health and social welfare services delivered at branch level by volunteers
- **Humanitarian Values:** assist the Red Cross to promote humanitarian values and the principles of the Red Cross and Red Crescent Movement, thereby promoting peace, reconciliation, tolerance and understanding in civil society.
- **Organizational Development:** empower the Red Cross to function better with improved professional planning, management and reporting skills, as well as to develop its legal base and organizational structures and its branch and volunteer network.
- **Co-ordination and Management:** to provide high quality technical and material support. To work closely with ICRC and to assist PNSs active in FRY with co-ordination and administrative support; in particular to work closely with partners and donors to develop inclusive regional and country-level Co-operation Agreement Strategies based on the strategic priorities of the YRC.

[click here to return to the top](#)

1. Disaster Response

- **Distribution of food and non-food items**
- **Needs assessment and analysis of outstanding needs**
- **National society disaster response capacity building (DMCC)**

Background and achievements / lessons to date

In the second quarter of 2001, a series of revelations concerning the distribution of humanitarian aid to unauthorized beneficiaries by YRC branches in the Belgrade region seriously shook donor confidence in the YRC delivery system. As a result, the Federation and the ICRC were invited by the YRC to assume temporary control and management of its distribution system. In a quick response from the Federation, the Humanitarian Bureau (the operating arm of the YRC for aid delivery) was replaced by the Distribution Management and Control Centre (DMCC). This new structure was established under a Memorandum of Understanding (MoU) between the Federation, ICRC and YRC, and started to operate on 1st July 2001. It is intended as a temporary support to the YRC, aimed at restoring donor confidence and ensuring uninterrupted assistance to beneficiaries. The Federation will seize the opportunity to give the DMCC a strong organizational development focus, linking it to the national society's disaster response capacity building programme. It is envisaged that the Red Cross of Serbia will assume responsibility for running the DMCC early in 2002, and a revised MoU has been signed which emphasizes the developmental and capacity-building intent of the DMCC and clarifying the plan for training of and handing over to SRC counterparts.

A Federation priority during the last ten years has been to strengthen the YRC's distribution network, emphasizing relief management at central, regional and branch levels and co-ordination with the YRC and Federation's organizational development programme. Links have also been established with traditional Red Cross activities, such as social welfare and home care. Four Federation field offices and the Montenegro sub-delegation provide support and advice to the YRC branches. Training in logistics and relief is continuing, and office equipment for all branches has been provided as part of the organizational development programme. This has resulted in improved YRC staff and volunteer knowledge, updated delivery and distribution systems, closer co-ordination with other humanitarian organizations, and ultimately greater beneficiary coverage. Donor visibility and accountability have also been key issues. Much remains to be achieved, as the recent crisis of donor confidence has shown, but the direction is clear and acknowledgment of the need for change has given renewed energy and confidence to the process.

During a decade of repeated natural and man-made emergencies, the YRC branches have been the main conduits of emergency aid brought into FRY by almost all international humanitarian organizations. In 2000-2001 alone, about one million beneficiaries were being assisted by the YRC, in the following categories: 230,000 refugees, 120,000 IDPs and some 400,000 social cases. By spring 2001 much of the caseload was transferred to other WFP implementing partners in order to diversify and promote other NGOs, but the YRC continued to be the main distribution agency.

During 2001, the Federation relief effort continued to focus on the basic hygiene and food needs of refugee beneficiaries in Serbia and Montenegro (excluding Kosovo which was covered by the ICRC), and supporting the longer-term capacity building programmes of the YRC. All programmes were closely planned with the YRC and ICRC. The following emergency distribution programmes were successfully implemented in 2001:

Essential hygiene items Throughout the emergency years of the 1990's, the Federation and the YRC have provided hygiene items that, although available locally, are beyond the financial resources of most of the refugee beneficiaries. The success of this programme can be seen in the fact that, despite the often inadequate and cramped living conditions of many refugees in collective accommodation, there has been no major outbreak of disease over the years.

In addition adult diapers (incontinence underwear), washing powder, disinfectant, bed linen and dressing material sets were distributed as emergency health and hygiene items to social institutions, hospitals and elderly homes to cushion the deteriorating conditions in the institutions.

Winterization assistance Undergarments were provided for vulnerable elderly refugees through the YRC, to help people through the harsh Balkan winters.

Food assistance As in previous years the YRC, with Federation assistance, continued to distribute World Food Programme (WFP) basic food items, under a UNHCR and Federation agreement, to refugees in private accommodation. The beneficiaries targeted were reduced from 220,000 at the beginning of the year to 161,000 in the final quarter of the year.

Used Clothing 123 metric tons (MT) of good quality used clothing was given to refugee beneficiaries during 2001.

Other Non Food Items Under the UNHCR and Federation agreement a variety of non-food assistance was distributed through the YRC system to refugees at municipal level.

During 2002, the Federation will continue to support and strengthen the YRC's extensive delivery and distribution network throughout the country, as well as providing support in capacity building for the relief element of the national society's long-term traditional Red Cross activities.

The following plans for 2002 reflect current thinking, but developments in the political and humanitarian spheres may cause the proposed programmes to be enlarged or reduced. Clearly the emphasis is moving away from relief distribution towards development, yet many people remain very vulnerable in FRY as the country manages the transition away from conflict and the old socialist system. WFP food distributions, which may well continue to be implemented through the Red Cross system, are currently scheduled to continue until the end of 2003 for refugees. The Federation is currently managing WFP's four Extended Delivery Point (EDP) warehouses, and plans to hand over management of these to SRC during early 2002. Although the quantity of relief assistance is expected to decline, therefore, the YRC will remain a key player in the relief activities which remain for the foreseeable future.

UN and ICRC assistance for social cases and IDPs may be phased out by mid-2002; the Federation and YRC will need to look carefully, in co-ordination with the government and NGOs, at the humanitarian needs which remain, and will need to plan realistically for how these needs can be addressed through assistance and advocacy initiatives. In this changing context, the YRC and the Federation are keenly aware of the need to conduct a fresh analysis of needs, rather than simply repeat the same relief activities which have been run for a number of years.

A needs assessment and vulnerability/capacity assessment is therefore planned during the winter of 2001-2, which will assist in a clear analysis of who needs humanitarian assistance, based on vulnerability rather than the beneficiary's status as refugee, IDP or social case. This analysis will permit closer targeting and a clearer view of how to assist those who remain vulnerable in society. Assistance through sustainable branch-level volunteer-based health and social welfare programmes will

be prioritized wherever possible, in order both to address vulnerability and strengthen the YRC's service delivery through branches and volunteers.

Goal To maintain the minimum living standards and dignity of the most vulnerable, in close co-operation with other humanitarian organizations. While the operation is phasing down, the Federation supported disaster response programme will also improve the key management functions of the YRC distribution network with the objective of further strengthening and supporting the YRC relief systems.

Objectives and activities planned

Distribution of food and non-food items

Objective To continue to meet the basic food needs of 151,000 vulnerable refugees (6,000 in Montenegro and 145,000 in Serbia) and the hygiene/cleaning needs of collective centres.

Activities planned to achieve this objective are:

- Procurement, transportation and distribution of 390 industrial cleaning kits (e.g. brooms, brushes and disinfectant) for collective centres which house vulnerable refugees and IDPs.
- Collaboration with UNHCR and WFP in planning, transporting and distributing approximately 27,180 Mt. of food (wheat flour, sugar, oil and salt) using the YRC fleet from regional warehouses to the 181 Red Cross branches.
- Monthly distribution by branches to each beneficiary of 12 kg wheat, 1 kg beans, 1 kg sugar, 0.15 kg salt and 1 lt of oil.
- Tracking through the established logistics control and record system the distributed items, reporting on them and reimbursing the distribution cost.

Needs assessment and analysis of outstanding needs

Objective To analyze the need for humanitarian assistance in the context of the anticipated reduction of relief assistance by other agencies by mid-2002, taking into account sustainability and the capacity of the government to take responsibility for social care and welfare (see also Health and Care section).

Activities planned to achieve this objective are:

- A needs analysis and vulnerability/capacity assessment of vulnerable groups, including refugees in collective centres, single parent families, people living in institutions, the mentally/physically disabled, chronically ill persons, the elderly over 65 and the destitute.
- Analysis of whether these needs can be addressed by the government, NGOs or other humanitarian actors, and where an advocacy or relief assistance approach should be adopted by the Federation and YRC.
- Design and implementation of a plan of action for advocacy to encourage other actors to address the needs of the vulnerable.
- Design and implementation of a programme of relief assistance for the remaining needs, taking into account issues of sustainability, the capacity of government and NGOs and the strategic plans of the YRC .

National society disaster response capacity building (DMCC)

Objective Continue the process begun in the second half of 2001 to improve the key management and control functions of the YRC distribution network with the purpose of further strengthening and

supporting the YRC and the republican Red Crosses of Montenegro and Serbia in their disaster response capacity.

Activities planned to achieve this objective are:

- Finalize the appointment of counterparts from SRC for each of the Federation and ICRC staff in the DMCC, both in Belgrade and the field offices.
- Continue the process of on-the-job training of counterparts.
- As soon as possible, taking into account the capacity of national society staff and the need to retain the confidence of donors, withdraw Federation and ICRC staff from the DMCC and hand over their tasks to their SRC counterparts.
- Further develop information technology tools to support the national society's relief system.
- Continue the process of advocacy with donors, partners, the media and the general public in order to promote confidence in the YRC relief system.
- Work with YRC to further promote open, transparent and accountable systems in the area of relief distribution.
- Assist the national society to develop a transparent and accountable financial management system (see OD section for further details).
- Encourage further adaptation of the relief distribution system in the light of the needs assessment (above) and its further integration with the health and social welfare programmes run by branches and volunteers.
- Finally, turn over to the national society an improved, strengthened, more transparent and accountable warehousing and relief delivery system. The capacity of the distribution system will be adapted to the anticipated reduction in the quantity of relief assistance.

Expected results

Distribution of food and non-food items

- A total of 390 cleaning kits provided for the most needy collective centres housing refugees and IDPs by mid 2002. As a result of this, public health hazards for the targeted population will be reduced.
- Standard food rations and non-food items will be distributed monthly to 151,000 vulnerable refugees, and their basic food needs will be met all year.

Needs assessment and analysis of outstanding needs

- A clear and defensible analysis of the need for further humanitarian assistance to vulnerable people.
- An implemented plan of action for advocacy and assistance to address these needs.

National society disaster response capacity building (DMCC)

- The YRC's extensive delivery and distribution system will be strengthened and improved with greater operational involvement of the republican Red Cross bodies.

Indicators

Distribution of food and non-food items

- The provision of cost-effective hygiene items for refugees living in poor quality collective accommodation and the maintenance of minimum hygiene standards in these facilities.
- No outbreak of disease reported among the beneficiary population due to a lack of hygiene items

- Basic food needs of vulnerable refugees from Croatia, Bosnia and Herzegovina met in a timely fashion. The basic food ration meets the minimum standards of 2,100 kilo-calories set for the Balkan region.
- No prevalence of widespread malnutrition among the refugees reported by WHO/UNICEF surveys. Non-food items provided according to the identified needs.

Needs assessment and analysis of outstanding needs

- Support by donors, partners and government for the analysis of outstanding humanitarian needs, and for our plans to address these needs through advocacy and assistance.

National society disaster response capacity building

- Functioning and sustainable operational disaster response capacity available in the YRC and its constituencies. Counterparts identified, trained and functioning by March 2002. The republican Red Crosses fully involved in implementation of programmes by March 2002. Reduced Federation disaster response structure and less direct involvement by June 2002.

Critical assumptions

- Positive donor response to the improved monitoring and distribution system, and continued support from the Federation and donor National Societies for the revised analysis of humanitarian needs.
- Donors continue to implement assistance through the Red Cross system.
- Continued dedication and professionalism from the renewed YRC leadership, the distribution management and control centre (DMCC), regional distribution centres and branch staff and volunteers.
- The YRC delivery and distribution network continues to be adjusted in accordance to the size of the relief operations.
- The YRC warehouse storage space and distribution capacity, especially at branch level, continues to be addressed and improved.

Monitoring and Evaluation arrangements

- The implementation of the Federation's disaster response programme will be co-ordinated, monitored and evaluated by its delegation in Belgrade, the Montenegro sub-delegation, the four Federation field offices, the YRC and the republican Red Cross structures, and 181 YRC Branches (not including Kosovo).
- Tendering, procurement, shipment, sanitary and customs clearances will be co-ordinated, monitored and evaluated by the Federation's Secretariat, Budapest Regional Logistics Centre and the Logistics department in the Belgrade delegation, in close co-operation with the YRC.
- The movement of relief items from the central and regional levels, down to the branches, is recorded by the YRC's computerized tracking system. The Federation's field offices provide monthly field and data reports.
- The field level distribution, carried out by YRC branch staff and volunteers, is monitored by the Federation's field delegates and representatives. Federation staff visit their respective YRC regional distribution centres and branches on a regular basis, to assess and evaluate the situation, while monitoring the impact and appropriateness of the relief items.
- Close co-ordination with ECHO, WFP and UNHCR's field offices is maintained at all times, in order to strengthen the overall relief monitoring function. All programmes will be evaluated through ongoing feedback from the field offices and interviews with individual recipients of humanitarian aid. A regular flow of information to donors is maintained in quarterly delegation situation and donor reports.
- The Federation in co-operation with the YRC will, as necessary, carry out comprehensive countrywide vulnerability assessments aimed at beneficiaries and their needs. The latest Red Cross vulnerability assessment was conducted in the spring of 2000. The Federation will continue to

provide delegate staffing support for non Red Cross vulnerability assessments, as it did during the May-June 2001 WFP and UNHCR joint needs assessment mission.

[click here to return to the top](#)

2. Disaster Preparedness

- **Disaster preparedness (DP) and first aid (FA) in FRY**
- **Disaster preparedness in Kosovo**

Background and achievements/lessons to date

Disaster preparedness in the Federal Republic of Yugoslavia

During a decade of repeated emergencies, the YRC has gained an extensive and valuable experience in responding to both natural and man-made disasters. The initial phase of the DP programme emphasized training, identification of volunteers and the purchase of DP stocks. The next phase of the DP programme will emphasize increasing linkages with partner National Societies and International Federation systems such as FACTs and ERUs as a way of preparing for and responding to major disasters, as well as a more holistic disaster management approach in its programming. Local volunteer teams using pre-positioned stocks will continue to be the front line of the national society's capacity to respond to disasters, while continued emphasis will be placed on the need to engage with government to define the national disaster response plan, and the YRC's place within it.

DP is a core YRC activity, and a three-year plan of action was adopted in June 2000 by the society's Executive Board. Based upon this, a training and development programme has been established, the main components being to:

- Contribute to the reduction of vulnerability in natural and man-made disasters.
- Improve the national society's capacity to respond to disasters at the community level through volunteer teams using pre-positioned stocks.
- Create a nation-wide network of trained and equipped volunteers.
- Establish team management lines including activation and co-ordination mechanisms.
- Integrate the national disaster preparedness and response structures into existing international Red Cross systems and procedures such as FACT or ERUs to facilitate rapid and effective disaster response in the country and to become an integral part of European initiatives.
- Create national and regional disaster management centres.
- Establish an adequate framework for the involvement of Red Cross youth members.

Key achievements in the programme implementation in the years 2000 - 2001 included:

- strengthening the national society by establishing a DP department which developed the concept, a related plan of action, training programmes and methods as well as standardized personal and collective equipment for disaster response teams.
- the translation of *Humanitarian Charter and Minimum Standards in Disaster Response* (Sphere Project) and the distribution of 1,000 copies; the standards have been incorporated into each of the DP training courses.
- The adoption of an *Agreement on rules and procedures for mutual assistance between the National Societies of the Red Cross and the Red Crescent in the Balkan region in case of disasters* by seven National Societies at the Balkan Conference in 2000.

Efforts to define the national society mandate within the national DP system and its role within the future national DP plan need to be continued. Initial contacts have been established with government institutions.

Disaster Preparedness in Kosovo

Kosovo is prone to natural disasters and since 1999 has been subject to instability and armed conflict. Since the end of the most recent conflict in 1999, many refugees have returned to Kosovo. Kosovo is one of the most densely populated areas in the Balkans. Since much of the country is of a mountainous nature, the population is concentrated in the flatter areas; disasters affect the population disproportionately due to this factor. Further political uncertainty and potential conflicts continue to be of concern, and threaten further population movements.

Lack of urban planning and control means that houses in many cities are poorly built. Houses of one or two stories often have up to five additional stories constructed without reinforcing the foundations. Elevated land previously considered too risky to build on has recently been developed into housing areas. Any response to a major natural disaster would be severely hampered by the low standard of the infrastructure, from poor roads to the fact that there is only one airport.

Whereas the FRY DP programme has already begun, the DP programme in Kosovo is a new proposal and will be subject to adjustments as it proceeds.

- **Goal(s)**

- Disaster Preparedness in the Federal Republic of Yugoslavia:** To create a network of well trained and resourced YRC disaster response teams which can be deployed according to clear activation mechanisms, in order to provide rapid and appropriate assistance, including first aid, to victims of disasters and accidents.

- **Disaster Preparedness in Kosovo:** To set up a disaster preparedness structure with trained staff members and volunteers who can respond to the needs of people affected by disaster.

Objectives and Activities Planned

Disaster Preparedness in the Federal Republic of Yugoslavia

Objective 1 Continue to strengthen and improve the YRC/SRC/MRC disaster management capacity, both at the federal and republican headquarters and at the municipal (branch) level.

Activities to achieve objective 1 are:

- To further develop the YRC DP/life saving department's organizational and managerial structure by developing an operational link with the disaster response department, and expand the activities of the YRC steering group of DP experts.
- To provide DP and needs assessment training, workshops and refresher courses to YRC branch leaders, staff and volunteers to enable them to respond better to disasters in an efficient, well structured and co-ordinated manner.
- To establish a clear disaster management structure including knowledge sharing on FACT and ERU deployment systems.
- To establish, train and equip one specialized disaster response team (with 37 members) to perform specialized rescue activities when the scale of the disaster is beyond the capabilities of regular teams.
- Encourage the ICRC to provide vehicle fleet management training.
- To assist the YRC to upgrade its first aid training programme.

Objective 2 To progressively build-up essential DP stocks at the YRC central, republican and branch levels throughout the country.

Activities to achieve objective 2 are:

- To finalize the procurement, delivery and distribution of standard DP equipment for DP volunteers, as follows; standard modules of personal equipment for 152 disaster response teams and 161 standard modules of collective team equipment for the YRC municipal branches.
- To finalize the procurement of DP stocks to assist victims of disasters. Additional non-food DP stocks may be provided by the ICRC.

Objective 3 To further develop and expand a standardized communication network and identify appropriate response activation mechanisms within the disaster response chain of command.

Activities to achieve objective 3 are:

- To establish a national radio telecommunications network with trained personnel. This will be implemented in close co-operation with the ICRC concerning the purchase and establishment of equipment and training for radio operators.
- Produce an operational disaster preparedness guide with clear responsibilities which can be introduced during the training sessions.

Objective 4 To improve co-ordination with government disaster response bodies and develop means to ensure the long term sustainability of the YRC disaster preparedness network.

Activities to achieve objective 4 are:

- Continue to negotiate with federal and republican governments in order to formalize in a memorandum of understanding the role, mandate and working relationship between the YRC and other actors involved in the national disaster plan.
- To assist the YRC in developing an income generating strategy by commercializing first aid training, mountain rescue and life guard services.

Objective 5 To revitalize the existing YRC first aid training network, thereby ensuring that high standards of training and equipment are maintained and to increase the number of qualified first aiders available to react to accidents.

Activities to achieve objective 5 are:

- Obtain and/or create appropriate first aid training literature and material.
- Revise and modernize first aid training programmes for different target groups.
- Provide extra training equipment and upgrade car first aid kits to include a first aid manual.
- Provide refresher training courses for existing trainers and recruit additional trainers.
- Strengthen the YRC first aid department's links with relevant government and health institutions.

Objective 6 To recruit and train volunteer teams as the key element in the delivery of DP and FA activities.

Activities to achieve objective 6 are:

- Identify, through local Red Cross branches, volunteers who will form the DP and FA teams.
- Support these teams through the provision of personal equipment for them and the purchase of stocks with which they can help victims of disasters and accidents.
- Further develop and run training courses to ensure that the volunteers have the necessary skills to implement the DP and FA programmes.

Disaster Preparedness in Kosovo

Objective 1 A DP concept and plan of action to be developed by the end of May 2002.

Activities to achieve objective 1 are:

- A local Red Cross manager, responsible for the DP programme, to be appointed and trained by January 2002.
- Establish a Kosovo-wide DP planning group, who will develop and be responsible for the DP concept, needs assessment and plan of action.

Objective 2 Strengthening the capabilities of the local Red Cross staff in managing the programme.

Activities to achieve objective 2 are:

- Appoint DP officers and identify volunteers.
- Assess the current competencies of the staff and volunteers, and design training courses to meet their needs.
- Train the DP officers, volunteers and branch secretaries.

Objective 3 Implementation of the DP plan of action.

Activities to achieve objective 3 are:

- Recruiting and training trainers and volunteers appropriate to their DP programme responsibilities
- 2. Establishing and equipping the disaster response teams.
- Develop systems and structures for the DP programme; develop training modules for the volunteer teams; establish co-operation with the public authorities and other agencies active in DP.

Expected Results

Disaster Preparedness in the Federal Republic of Yugoslavia

- The YRC headquarters co-ordination group and DP expert teams are well established and their function is clearly defined in accordance with the terms of reference. YRC staff and volunteers are better able to fulfill their roles. Training has been provided to regular DP trainers, disaster response team leaders and disaster response team members.
- DP stocks are pre-positioned in well maintained warehouses throughout the country.
- A national radio communication network with proficient radio operators and an operational DP manual produced and disseminated throughout the DP structure.
- The national society has a clearly defined mandate regarding its role in disaster response.
- Up to date first aid manuals, training material, equipment and courses are in place. All first aid trainers have renewed their qualifications. Working relationships have been established with governmental and health organizations. Commercialized first aid training and emergency rescue services exist on beaches, at swimming pools, ski resorts and along major roads.

Disaster Preparedness in Kosovo

- An appropriate concept and plan of action is in place and a responsible DP manager appointed.
- DP officers and volunteers have been appointed and trained. Branch secretaries have been trained.
- All components of the training the trainers project have been completed. Volunteer teams are established and equipment procured.

Indicators

Disaster Preparedness in the Federal Republic of Yugoslavia

- The YRC's DP department fully established, staffed and operational with the expert teams meeting regularly and acting in accordance to their terms of reference. Satisfactory performance of staff during disaster simulation exercises. All planned training activities implemented within the agreed time-frame and to agreed international standards specified in the Sphere guidelines; skills tested in disaster simulation activities.

- A national network of well stocked disaster preparedness warehouses with well kept stock records checked and monitored regularly.
- A national radio telecommunications network and a DP manual.
- Agreements with central and local authorities which clearly outline the YRC's DP role and responsibilities. The YRC starts to generate funds through commercial first aid training, or by charging institutions to provide first aid and water rescue services.
- Updated first aid manuals, training courses and equipment are available.
- Appropriate numbers of trained and competent volunteers

Disaster Preparedness in Kosovo

- The plan of action is finalized and implementation has started. In the Red Cross there are clearly identified tasks and responsibilities in DP and staff have been trained at the headquarters and branch levels.
- Initial training has been organized for DP trainers.
- First steps have been taken towards forming local DP units and personal and collective team equipment has been ordered.

Critical Assumptions

Disaster Preparedness in the Federal Republic of Yugoslavia

- Continued dedication and commitment from the YRC leadership, staff and volunteers.
- Timely and appropriate support from the Federation, ICRC, sister National Societies and donors.
- National legislation will not be modified to adversely affect the implementation of the programme.

Disaster Preparedness in Kosovo

- The UN interim administration and peacekeeping forces maintain authority of UN resolution 1244.
- Regional crisis, such as armed conflicts, rapid influx of refugees, internal displacement, natural or man made disasters, do not occur.
- The electoral process in the country does not cause significant disruptions or delays.
- Collaboration with the ICRC and PNSs will continue at or exceed its current levels.
- Sufficient human resources and funding are available to support Federation activities.

Monitoring and Evaluation Arrangements

- Regular and extensive field monitoring exercises will be conducted by the Federation disaster preparedness delegate, the field offices and sub-delegations.
- On-site visits from PNS with expertise in DP will be organized by the Federation and the YRC.
- The Federation's regional delegation in Budapest and the Secretariat's DP department will provide technical input and monitoring expertise.
- An evaluation of the programme by an external consultant will be held in the third quarter of 2002.
- Regular situation and donor reports will be issued by the YRC/Federation which will evaluate progress against objectives.

[click here to return to the top](#)

3. Health and Care

- **Health and care in FRY**
- **Kosovo psycho-social programme**
- **Kosovo first aid**

Background and achievements / lessons to date

Health and care in FRY

Health and care services provided by Red Cross branches include health education through schools and public awareness campaigns (on TB, HIV/AIDS, care for elderly people, happy childhood), first aid training and competitions, blood donor recruitment linked to government blood collection, social welfare for vulnerable people and for children affected by armed conflict, reconstruction of elderly homes and home care (a pilot programme in the Vojvodina region started in late 2000).

During 2000/1, consultants evaluated the social welfare and home care programmes. They concluded that the health and care programmes would benefit from a more co-ordinated approach. The role of the Federation should increasingly be to advise and support, leaving implementation of the programmes to SRC and MRC. This will mean co-ordination with organizational development and youth programmes, focussing on branch capacity building. The social welfare evaluation concluded that the programme is owned by the branches, and that the needs of the most vulnerable are met through quality service provided by volunteers.

The pilot home care programme was reviewed by a Canadian Red Cross consultant who recommended a clarification of beneficiary criteria and a gradual expansion of the programme, in numbers assisted and in the scope of services provided. Branches view both social welfare and home care programmes as opportunities to shift from relief activities to community support programmes.

Health education and promotion has been supported through the dissemination of materials on AIDS, sexually transmitted diseases, drug abuse, basic and dental hygiene, physical disorders and traffic safety. In HIV/AIDS, the Federation and YRC is part of the UNAIDS theme group.

In the past, Federation largely managed the social welfare, health education and home care programmes. During 2002, the role of the Federation will shift to an advisory and support role, handing over programme implementation to SRC/MRC. Federation assistance will focus on advising the YRC on merging the health and care programmes, assisting the YRC to define who they should be assisting and how, as well as addressing the sustainability of the programme. The YRC will also benefit from capacity building activities planned through the regional health and care programme for central Europe; these include a workshop on increasing the efficiency of blood donor recruitment, a seminar on developing a social welfare strategy for the region and a workshop on psychological support programmes. The regional programme will also help YRC's participation in the existing European Red Cross networks for first aid and HIV/AIDS.

The socio-economic environment in FRY continues to be impacted by the large numbers of vulnerable people lacking a reliable source of income and the government's inability to support adequately its health and social programmes. There has been a decrease in family support mechanisms resulting from conflict and the migration of young people to cities. The demographic changes of an aging population contribute to health risks from conflict, displacement and poverty.

Children Affected by Armed Conflict (CABAC)

The YRC provide social welfare services to children affected by armed conflict under a Danish Red Cross (DRC) programme, which has been further expanded by the Belgian Red Cross. DRC have learnt from the positive effects on children who have participated in similar DRC programmes in Republika Srpska, Kosovo and Bosnia i Hercegovina.

The programme aims to improve the lives, learning capacity and healthy development of primary school children affected by war. Children learn to improve communication and conflict solving skills with other children, parents and teachers. The programme is designed for school children who have experienced armed conflict and traumatic experiences which are likely to affect their development, learning capacity and relations with other people. The programme does not segregate vulnerable children but works with existing groups of children who have similar experiences, which provides a supportive atmosphere and a social network. Working with groups of children helps to diminish the child's feeling of isolation, increases social competence, strengthens relationships and reduces tension between refugees and host communities. The programme works through schools and teachers, a sustainable system and a stable environment where children feel safe and secure.

Reconstruction and rehabilitation of elderly homes

There are only 9,000 beds in elderly institutions for the 1.5 million pensioners in Serbia. The elderly homes that struggle to meet the overwhelming needs are suffering from a lack of funds and many are poorly maintained with wings closed for want of basic structural maintenance.

A joint YRC and Federation needs assessment in October 2000 indicated that the hygiene conditions in many of the institutions are extremely poor with a lack of basic commodities. An appeal to address these needs was launched and emergency supplies distributed to gerontological centres, social and health institutions in FRY. The assessment identified a number of establishments with a pressing need to upgrade their premises. A second more thorough assessment of the most dilapidated homes, particularly those that host elderly refugees, was held from February to April 2001. Several homes were identified which could have annexes repaired, increasing their bed capacity and allowing them to host elderly refugees from collective centres. The Spanish Red Cross and Swedish Red Cross are currently involved in the reconstruction of three centres.

The YRC also organized an elderly care conference with the participation of ministries, international and national organizations. The YRC has been identified as the focal point for elderly care and, together with the Federation, will collect data on organizations involved in elderly care.

Kosovo first aid

Public institutions providing health and social services in Kosovo are challenged by a number of factors; structures and systems must be rebuilt; professional education and qualifications do not meet international standards; services that public institutions provide are non-existent in many rural communities; and many public services do not reach minorities at all. Two core areas for Red Cross action have been identified; first aid and psycho-social support.

Over the past ten years there has been limited first aid education in Kosovo, with the latest training being provided by the Saudi Arabian Red Crescent (SARC). The Federation/RCK began its training courses in summer 2001. Additional achievements include the development of a standardized first aid manual; adult and infant CPR mannequins and first aid kits have been purchased for branches. The need for standardized first aid training and materials as part of a co-ordinated programme is clear.

Kosovo psycho-social programme

The Psycho-Social Programme (PSP) began in September 1999 following the conflict in Kosovo. The US Centre for Disease Control found that post-traumatic stress disorder (PTSD) affects one in four people in Kosovo. Six psycho-social centres and mobile teams were set up, twenty-five counsellors were trained and supervised by delegate mental health professionals. They provided more than 3,000 counselling sessions each month; these included individual and family counselling; therapeutic support groups (for widows, ex-detainees); art, drama, and recreational activities for children and youth; skills enhancement (in English language training, sewing, and computers); and social services including psychiatric case management, linking beneficiaries to housing, food, medical services, health care, social welfare benefits, employment and domestic violence services. More than 300 women have graduated from sewing courses, however the primary success was not skills development but the re-establishment of social networks and confidence building. Three Red Cross of Kosova (RCK) branches are now managing their own sewing courses.

Community-building efforts were also part of the PSP. Several media events were used to educate the public on stress. A teacher training course was held with NGOs, and lectures given at a UNICEF/ADRA workshop for more than 100 Centre for Social Work staff on child abuse and neglect. The PSP was a participant of the working group providing services to abandoned babies.

From the start, the PSP plan was not only a response to the needs of the population, but also included activities to help produce a sustainable volunteer base. The Red Cross will be left with a psychological support and social welfare infrastructure that will provide services in the future. Where possible the PSP was based within the Red Cross branches. PSP facilities were renovated and used as multi-purpose centres for the branches. The Federation PSP will be phased out as Community Mental Health Centres, Centres for Social Work, local NGOs, and private practitioners become established.

The key challenges to the programme have been the difficulty the Federation has experienced in recruiting suitable, qualified delegates, and the RCK's difficulty in allocating dedicated personnel for the programme due to the huge demands placed upon it, for example by refugees fleeing Macedonia.

In 2002, the programme will place a greater emphasis on building the capacity of the Red Cross of Kosova. For the first quarter, the PSP will continue to meet the psycho-social needs of beneficiaries through the use of mobile outreach teams and resource centers. The PSP will downsize the current programme while meeting new psycho-social needs through building sustainable RCK capacity.

Goal(s)

- **Health and care:** To equip and empower local communities to identify the needs of the vulnerable in their community and to respond to the target population through a range of social welfare and home care activities and health promotion events, thereby strengthening the coping mechanisms of the vulnerable groups.
- **Kosovo first aid:** To provide an effective first aid programme that will reduce the severity and complications of trauma and sudden illness to the Kosovo population.
- **Kosovo psycho-social programme:** To improve people's ability to efficiently and effectively meet their own basic psycho-social needs.

Objectives and activities:

Health and care

Objective 1 Assist the national society in defining the target population for health and care activities.

Activities to achieve objective 1 are:

- Conduct nation-wide Vulnerability and Capacity Assessment (VCA) methodology workshops with the assistance of the Federation OD department at regional and country level and act as a resource with respect to initial experience with VCA (see also Disaster Response section).
- Use the results of the VCA to design and redesign programmes, and advocate for the vulnerable with government and other agencies, as well as providing information to branches about other resources provided by organizations throughout FRY.

Objective 2 Assist the YRC in defining their role in health and care and assist the YRC in maximizing the use of resources.

Activities to achieve objective 2 are:

- Advise and support SRC/MRC in further developing links to government (Ministry of Health and Ministry of Social Welfare at republican level as well as local authorities) and in establishing health and care strategies defining the role of the republican Red Cross.
- Encourage and support the integration of health and care activities both at headquarters and at branch level.
- Assist in establishing links with UNAIDS and other relevant organizations in order to clarify the national society's role and develop appropriate activities in HIV/AIDS prevention using the youth network and other resources.
- Using the experience of the Vojvodina pilot project on home care, advise the YRC on the expansion and future development of the home care concept while aiming at integrating this approach with existing social welfare activities.

Objective 3 Assist the YRC/SRC/MRC in finding solutions for the long term sustainability of health and care activities at branch level.

Activities to achieve objective 3 are:

- Provide management guidance and training to assist YRC/SRC/MRC in assuming management and administrative functions including costing and statistical analysis.
- Encourage and support YRC/SRC/MRC to strengthen and lobby, through the OD programme and elsewhere, for their health and care activities both with government and the private sector, to generate funds to sustain its activities and manage human and financial resources.
- To assist with the further development and strengthening of links to the media to actively promote health activities in local communities, linking with the humanitarian values programme.
- To continue to provide psychological support to Red Cross staff and volunteers to ensure retention of both and improve the quality of assistance offered.
- To support the training of youth volunteers for activities within the youth clubs.
- To assist with the development of training for professionals in psychological first aid.
- To use the experience of those branches who have been successful in the implementation of specific health and care activities to build capacity in weaker branches.
- To use the experience of the Red Cross Society of Bosnia and Herzegovina and other Red Cross societies in developing home care through exchange visits.
- To support the YRC in training volunteers in health promotion.
- To assist the MRC/SRC in organizing training for trainers on home care at branch level, in collaboration with the existing social welfare training, ensuring a community based approach.
- To assist the SRC/MRC in developing job descriptions for those staff managing health and care activities at all levels and transparent recruitment for new positions.
- To assist the YRC in developing systems for quality assurance of health and care activities, for better analysis of impact and effectiveness.

Objective 4 Supporting the republican Red Crosses and local branches to implement and manage the health and care activities.

Activities to achieve objective 4 are:

- Support the functioning of the existing multifunctional mobile teams in continuing to meet the needs of vulnerable people in collective centres and villages.
- Provide 10 day recuperation holidays for 100 children and 100 elderly from collective centres.
- To support the activities of the established Red Cross clubs and social welfare activities throughout FRY, addressing the social welfare needs of 250'000 beneficiaries.
- To assist technically and financially in the production and distribution of health promotion materials and campaigns.
- Provide technical and financial support to the implementation of home care for 7,000 beneficiaries, including distribution of supplementary food parcels and hygiene parcels to vulnerable homebound.
- Assist in launching peer education activities (including HIV/AIDS) among youth, providing them with technical knowledge.

Kosovo first aid

Objective 1 To strengthen the current first aid programme by providing a consistent and co-ordinated educational programme.

Activities to achieve objective 1 are:

- To co-ordinate the first aid programme with local Red Cross organizations, National Societies and the Federation.
- To hold at least one training of trainer course with 10-15 participants per year. Each trainer will be provided updated training materials, course text, tests, evaluations, rosters, and overhead illustrations.
- Each branch will identify one trainer as a first aid co-ordinator who is responsible for the first aid programme and equipment at the branch level. Each trainer will then run two instructor courses with 10-15 participants, per year (minimum) based on agreed format.
- Each instructor will teach a minimum of two basic first aid courses to 10-15 participants from the general public per year.
- Updated educational materials will be provided to each participant, as well as to instructors.
- Provide first aid supplies and CPR mannequins.

Objective 2 To incorporate first aid activities into the youth programme.

Activities to achieve objective the objective 2 are:

- Work with the youth programme to plan the activities related to first aid.
- Develop age-appropriate first aid activities for youth.

Objective 3 To incorporate first aid volunteers into the disaster preparedness plan at branch level.

Activities to achieve objective 3 are:

- Co-ordinate first aid activities with the disaster preparedness plan.
- Assist in the development of first aid teams at the local branch level.

Objective 4 To provide a revenue generating source for the local Red Cross to encourage long term sustainability.

Activities to achieve objective 4 are:

- Assist the Red Cross to develop a marketing strategy.
- Assist in the development of public relations in order to promote first aid activities.
- Run some first aid courses on a fee-paying basis.

- Provide educational materials for each participant of the income generating courses.
- Assist in developing a strategy for the appropriate use of this income.

Kosovo psycho-social programme (PSP)

Objective 1 To increase beneficiaries' awareness of and improve their access to community resources to meet their psycho-social needs.

Activities to achieve objective 1 are:

- Modify PSP centres into Community Resource Centres (CRCs) which identify vulnerable groups; screen beneficiaries for social and psychological needs; assess and map community resources; serve as a focal point for information on community needs, resources and referral by developing and maintaining a database; liaise with community service providers to advocate for unmet needs; and conduct outreach campaigns to identify, screen and refer beneficiaries.

Objective 2 To increase beneficiaries' ability to use adaptive skills through self-help, family support and community involvement.

Activities to achieve objective 2 are:

- Train beneficiaries in coping and problem-solving techniques and other psychological skills.
- Provide opportunities for beneficiaries to engage in supportive activities that facilitate self-help and community action (clean-up campaigns, problem-solving group meetings, athletic activities).

Objective 3 To develop the capacity of the RCK to assist vulnerable groups.

Activities to achieve objective 3 are:

- Train RCK staff and volunteers in psychological support techniques for beneficiaries and Red Cross workers; database management techniques; community development and organization; and programme design.
- Provide initial supervision of RCK staff and volunteers to facilitate the development of the Community Resource Centre and its maintenance and provide technical assistance in public relations, budgeting and reporting.

Expected results by 2003

Health and care

- VCA workshops will have been conducted throughout FRY and local branch staff will have the knowledge and skills needed for the vulnerability assessment tool and processes to identify target populations for health and care activities.
- Local branch staff will advocate for vulnerable groups and provide information about resources available to them.
- Solid links will exist between the Red Cross, government bodies and local authorities.
- All health and care activities will be integrated under one title within the Federation and the YRC.
- Links will exist between UNAIDS and other organizations resulting in a clearly defined role for the Red Cross in AIDS prevention and a strategy for AIDS prevention education.
- The home care programme will be operational in an additional 63 sites throughout FRY through integration with existing social welfare activities.
- YRC, SRC and MRC will develop plans to sustain health and care activities, to cost out programmes and analyze statistics; they will initiate public awareness campaigns to promote health activities to government, the private sector and the public. Fund-raising strategies will be developed

and financial and human resources better managed; and psychological support and assistance will improve retention of staff.

- Trained volunteers and professionals will be available within youth clubs; psychological first aid; health promotion including AIDS prevention; and home care.
- The experience of other Red Cross societies and local branches within FRY will be used to assist other branches to implement health programmes.
- Job descriptions will exist for both staff and volunteers which will clearly define their role within the Red Cross and the expectations associated with that role.
- A quality assurance framework will define health activities, policies and procedures. Reporting tools will allow for gathering and analysis of statistics. The effectiveness of health activities will be evaluated.
- Support to vulnerable people by mobile teams, rest and recuperation holidays, youth clubs, home care and health promotion will result in individuals strengthening their coping skills and ability to manage their own well-being independently.
- The quality of life and health will improve through the distribution of food and hygiene parcels.
- The assistance provided by the Federation to the YRC will be one of advising and supporting, resulting in increased capacity of branches to identify target groups, implement activities to assist those groups and sustain these activities.

Kosovo first aid

- A total of 12,800 people trained in first aid by the end of 2002. Standardized first aid courses provided throughout Kosovo, supported by a manual. First aid programmes provided for the general public in each municipality.
- Youth leaders will provide first aid education to youth and children. Special first aid manuals will be produced for youth. New first aid projects will have been started by the youth leaders.
- Branch first aid teams will have been identified in the provincial disaster preparedness plan.
- The Red Cross will have begun to provide first aid education and materials to commercial entities and thereby begun to generate funds for which an expenditure plan will have been produced.

Kosovo psycho-social programme

- RCK will have a database of beneficiary needs and community resources.
- RCK will have a comprehensive information and referral center.
- Beneficiaries will have increased knowledge of coping, problem-solving and self-help techniques.
- Beneficiaries will engage in self-help and community activities.
- RCK staff and volunteers will have increased knowledge of and skills in psychological support techniques for beneficiaries and Red Cross workers; database management techniques; community development and organization; and programme design.
- RCK staff and volunteers will effectively manage the Community Resource Centres

Indicators

Health and care

- A list of VCA workshops that were scheduled and conducted throughout FRY.
- One staff person from each branch has attended a VCA workshop and has the knowledge and skill to use the assessment tool and process.
- Evidence of appropriate use of VCA tool prior to beginning any new health activity.
- Each local branch has a list of local authorities to contact when advocating for vulnerable people and a list of other available resources to refer people to depending on their needs.
- Regular meetings with key government bodies and other agencies; participation in meetings and workshops to develop relationships with partners and maintain accurate resource information.
- The organizational structure of the Federation delegation, YRC, SRC, MRC and local branches reflects an integrated health and care programme.

- Seventy branches will be providing home care services.
- Positive change in retention rate of staff/volunteers.
- List specifying type of training, participants involved and branch represented, percentage increase in volunteer capacity.
- Surveys indicate the public's awareness of Red Cross activities and the degree to which those participating in Red Cross activities feel they have been assisted (see Humanitarian Values section).
- Branch capacity to sustain health activities through donations or government funding.
- Documentation of the quality assurance framework with supporting policies and procedures, job descriptions and evaluation tools.
- Records and reports outlining numbers assisted through health activities accompanied by evaluation of activity by participants.

Kosovo first aid

- Trainers will teach, test and evaluate first aid students based on a standard system. There will be an increased number of trained first aid providers as documented by branch first aid co-ordinators.
- The number and records of youth and other first aid courses.
- The first aid members and teams are identified as a DP resource, their details held centrally. They are aware of their role and the response mechanism should a disaster strike.
- Income from commercial first aid training and an expenditure plan.

Kosovo psycho-social programme

- By the end of 2002, seventy per cent of identified beneficiaries can identify psycho-social needs and can identify appropriate and available local service providers to meet those needs.
- Fifty per cent of the beneficiaries identified above report that they are able to use those services.
- Sixty per cent of beneficiaries illustrate improvement in at least 3 daily living skills (house maintenance, school performance, hygiene, family communication).
- At least three branches are running a Community Resource Centre full-time by the end of 2002

Critical assumptions

Health and care

- Full co-operation between Federation, YRC, SRC, MRC and local branches to develop a relationship based on trust and respect, recognizing each other's role and responsibilities.
- Branches are ready for a shift in the Federation's support away from developing and implementing activities to advising and supporting activities, understanding and accepting the need for local branches to become sustainable entities.
- Ongoing donor support for 2002-2003, which should be viewed as a transition period.
- Government and community interest in Red Cross health activities resulting in both personal and financial support to local branches.

Kosovo first aid

- Regional crises, such as very large scale influxes of refugees, internal displacement, natural or human caused disasters, do not occur.
- The electoral processes in the country do not cause significant disruptions or delays.
- Good co-ordination between all the members of the Red Cross Movement continues.

Kosovo psycho-social programme

- The majority of planned Community Mental Health Centres are open and providing services to both psychiatric patients and those with serious psychological disturbances in towns and rural areas.

- The Department of Health and Social Welfare (DHSW) increases the capacity of the Centres for Social Work to manage child abuse and neglect cases, child abandonment, elderly health care, services to disabled, and others falling within their mandate.
- The DHSW increases access to health care and medicine to the most needy in Kosovo.
- Organizational development initiatives result in better Red Cross systems and programmes.
- The UN interim administration and peacekeeping forces maintain authority given in UN SR 1244.

Monitoring and evaluation arrangements

Health and care

- Comprehensive monthly reports, both narrative and statistical, will be completed by local branches for health activities and reviewed by the co-ordinators within SRC/MRC.
- Local co-ordinators for health activities will carry out satisfaction surveys with participants of health activities to gain feedback on what we are doing well and what we need to improve.
- Republic co-ordinators will conduct regular site visits in which they will review documentation of beneficiary/volunteer information, satisfaction surveys, resolve questions about monthly reports, make unscheduled visits to the activities and speak with participants and volunteers to ensure that criteria, policies and procedures are being followed.

Kosovo first aid

- A monthly evaluation form will be completed by each branch first aid co-ordinator. The programme implementation will be monitored by the Red Cross and the Federation sub-delegation through the first aid delegate.
- In addition to providing quality first aid education, a system to ensure that the student attended and passed the required tests and a method of documenting the financial trail will be established and used.

Kosovo psycho-social programme

- Beneficiary, staff and volunteer knowledge changes will be measured through pre and post tests; such monitoring will also include client satisfaction with the training so that immediate adjustments to training curricula can be made.
- Output targets will be adjusted following a detailed implementation plan and baseline survey of key knowledge and behavior indicators; a final survey will be carried out late in 2002 to determine progress made toward objectives; the Federation will work with a technical service provider such as the Centres for Disease Control to collect and analyze baseline and final survey information.
- An external evaluation will be conducted to determine the effectiveness and efficiency of the PSP.

[click here to return to the top](#)

4. Humanitarian Values

Background and achievements / lessons to date

The legacy of war in the Balkans is not only the largest number of refugees and internally displaced people (IDPs) in Europe, but also a deterioration in ethnic and cultural tolerance in civil society. The integration of vulnerable refugees and IDPs into a society hardened by years of conflict, ethnic tension and socio-economic hardship remains a very difficult process. In addition to coping with being far from their homes in desperate circumstances many people have to also deal with ethnic and inter-ethnic intolerance. The YRC recognises the vital need to raise public understanding about the problems encountered by refugees, IDPs and the economically and socially vulnerable, and to raise awareness of humanitarian values.

However, in reacting to the humanitarian crisis the YRC has had to emphasize its relief activities, and has struggled with limited human and financial resources; raising public awareness and promoting humanitarian values has not always been the priority. Additionally the YRC is in a post socialist transitional environment where it is no longer a state organization but has to define and promote itself as a neutral and non-political volunteer-based non-governmental organization.

The promotion of humanitarian values has been addressed through nation-wide media campaigns such as 'give some time to others'. This was a week long campaign to recruit volunteers and promote humanitarian values. The campaign was launched around World Red Cross and Red Crescent day, 8th May 2001. This campaign was also supported technically and financially by both the Federation and the ICRC. Billboards, posters, stickers, video and radio clips were produced, with the video and radio clips being regularly broadcast by much of the country's media.

Other successful YRC information activities have included the co-ordination of regular fund-raising events such as the 'race for a happier childhood' fund-raising run and 'one parcel - a lot of love' gifts for vulnerable children. The national society also continued to develop its web-site <<<http://jck.org.yu>>> in both Serbian and English. The YRC annual report was produced with Federation assistance. The report was also translated and published in English. In order to effectively disseminate humanitarian values, materials and information are routinely included in training courses for youth, social welfare and health staff and volunteers of the YRC.

The YRC supported the publication of two refugee and one children's magazine:

- **Pravi Odgovor (Real Response)** is published weekly by journalist refugees from Bosnia and Herzegovina and Croatia. The magazine is supported by the Yugoslav/Serbian Red Cross, UNHCR and various NGOs. 15,000 copies are distributed, free of charge, to refugees in collective centres and others living in private accommodation through Red Cross social welfare clubs, refugee associations, local, national and international NGOs and the YRC, SRC and MRC. The magazine focuses on repatriation and reintegration issues and provides much appreciated information on refugees' home countries by featuring stories from Bosnia and Herzegovina and Croatia.
- **Povratak (Return)** was created in 1998 by refugee self-help groups, NGOs and associations from FRY, Bosnia and Herzegovina and Croatia. It is published on a bimonthly basis and also has a distribution of 15,000 copies which are distributed throughout the former Yugoslavia region with the aim of improving information sharing between the various refugee associations concerned with the organized repatriation and spontaneous return of the displaced.
- **Suncokret (Sunflower)** is a children's magazine which has been published for the last two years. This magazine benefits from financial support from the Federation and Save the Children. It is distributed to all collective centres and YRC children's clubs and workshops.

From mid-2001 these magazines were financed by the regional population movement programme covering Croatia, Bosnia and Herzegovina, and FRY. For further information please see the Federation Budapest Regional Delegation appeal; the link between the population movement programme and the information and humanitarian values activities in Yugoslavia are particularly dynamic.

In mid-2001 the YRC faced a major crisis in donor confidence. While the crisis was handled appropriately by the YRC, the disproportionately damaging effect on the YRC image and credibility cannot be underestimated. Therefore efforts must be redoubled to assist the YRC to develop a communications strategy to promote the improved accountability of the relief distribution system.

The promotion of humanitarian values is intrinsically linked to the need for the YRC to clearly define in their strategy, and then implement, a core of national voluntary based services (see the organizational development section). The information department could then promote these flagship services, the values of humanitarianism and voluntarism and in turn recruit volunteers, attract funding and clarify their role to the public. The developing communications strategy should encompass a number of co-ordinated initiatives which will range from cheap and simple volunteer recruitment posters for local branches, to media training and advocacy.

Unfortunately no information training courses have been held due to the demands in reacting to negative and often inaccurate media reports, and co-ordination problems between the YRC, Federation and the ICRC. Improved co-ordination and training will be a priority for 2002.

Goal To support the YRC in its efforts of promoting humanitarian values, volunteering, tolerance, reconciliation, non-violence and the fundamental principles of the Red Cross and Red Crescent Movement throughout Yugoslavia.

Objectives and activities planned

Objective 1

To work with the Red Cross structures to develop and implement a communications strategy and operational plan to improve their image, recruit volunteers, raise public awareness, promote humanitarian values and the fundamental principles of the Red Cross and Red Crescent.

Activities to achieve objective 1 are:

- Work closely with the ICRC and the Federation regional delegation to assist the national society to develop a communications strategy with a plan of action.
- Run public awareness campaigns promoting humanitarian values, tolerance, reconciliation and the Red Cross Movement's fundamental principles. The campaigns will also aim to clarify the YRC mission and role as a non-governmental, volunteer-based organization, and to recruit volunteers.
- Common activities will be identified to increase co-operation with local and international NGOs involved in the promotion of humanitarian values and civil society.
- With support from the regional delegation, the Federation will continue to encourage the exchange of information with National Societies in the region and the participation of YRC communicators in regional information activities.
- Two training workshops will be held to improve the communication skills and methods of Red Cross staff members. The training will be for the leadership of the Red Cross organizations and local Red Cross branch staff who have most contact with the media and the public.

Expected results by the end of 2002

- A clear strategy, plan and vision for the image of the Red Cross. Evidence of well planned and co-ordinated promotion activities. YRC publications and their content will be of a higher quality. The YRC will take a proactive involvement in projects and campaigns promoting civil society and

humanitarian values, in co-ordination with well-respected local and international humanitarian organizations.

- There is a measurable increase in the public's respect for and understanding of the YRC, its role and mission in civil society, through its efforts to promote humanitarian values and advocate on behalf of the most vulnerable.

Indicators

- The development of a realistic communications strategy and plan. The systematic incorporation of humanitarian values and fundamental principles in all YRC publications, documents and training events. National society partnerships with other non-governmental organizations in campaigns and projects promoting tolerance and non-discrimination. The public perception of the YRC as a promoter and defender of humanitarian values. A key measurement tool could be another YRC image survey, following the first which was held in late 2000, the data of which could serve as a base for comparison.

Critical assumptions

- The renewed YRC management and relief distribution system leads to re-established donor and public confidence.
- Ongoing commitment of the YRC leadership, staff and volunteers to the programme and their increased openness and transparency.
- The national society finalizes its strategy, identifying core voluntary activities that can in turn be promoted (see organizational development section).

Monitoring and evaluation arrangements

- Regular reports against agreed plans, including accurate justification for all financial support, will be produced during each phase of the programme by the implementing Red Cross organizations.
- Regular co-ordination and progress meetings will be held by the national society, the ICRC and the Federation.
- The Federation regional delegation information department will visit to review progress against the communication strategy and plan towards the end of the year.

[click here to return to the top](#)

5. Organizational Development (OD)

- **YRC organizational and resource development**
- **YRC finance development**
- **YRC youth development**
- **Kosovo organizational and resource development**

Background and achievements/lessons to date

YRC organizational and resource development

OD is perhaps the key area of focus for the Federation's support to YRC in 2002-3, and it will be essential to take advantage of a unique window of opportunity to make progress during the coming year. The recent crisis of confidence in the YRC relief system has given rise to opportunities for change; it allowed the YRC leadership to acknowledge the need for a new beginning. New leadership and new senior management in Serbian and Yugoslav Red Cross give great cause for optimism that change and renewal will be possible. Even the decline in relief activities, though a financial challenge to YRC, is allowing the leadership to focus more on the development of long-term, sustainable, volunteer-based health and social welfare programmes and other core focussed activities delivered at branch level by volunteers.

The delegation in FRY is also undergoing a period of renewal under its new management. Consultancy reports by Chris Hurford and in particular by Peter Wiles emphasized the need for a fresh approach, moving away from a large, operational, relief-based delegation to a smaller team more focussed on supporting the national society as it repositions itself within the changing framework and the new opportunities arising in Yugoslav society. An advisory approach and better use of regional resources will be key as we move towards the development of a new YRC strategic plan and new country and regional level Co-operation Agreement Strategies. Key areas to be addressed include governance, legal base, organizational structure, management issues and further clarification of the roles of the federal Yugoslav Red Cross and its constituent republican parts, the Serbian and Montenegrin Red Cross as they take more responsibility for programme implementation.

This process, which has recently taken on a new energy, first began in 1998, when YRC recognized the need to modify its organizational structure, by drawing up a plan of action (PoA) for organizational and resource development based on a self-assessment process. It focussed on improving the national society's structures, thereby strengthening its capacity to respond to the most vulnerable, giving a particular focus to governance, management structures, revision of the statutes and of the national society's legal base, branch strengthening, fund-raising, public relations, human resources, information/reporting systems and programme activities within the national society.

Recently, in order to strengthen the YRC branches and communication function a total of 172 computers, 102 faxes and 30 photocopiers have been made available to SRC/MRC branches. Income generating projects started in 1998 in FRY. Currently 124 branches are running 153 projects with 162 grants at about a 50% success rate. The branch co-operation project has twinned ten strong branches with ten less developed ones, and has proved to be very useful for the participating branches. A total of 35 branches have been assisted to improve their physical infrastructure and office facilities. 32 have new offices, enabling them to further implement and develop community-based activities.

YRC finance development

One particular opportunity which arose out of the needs identified by Ernst and Young's review of YRC in 2001 was the need for a new financial management and information system; this has been accepted by YRC and the development of a transparent, high-quality system of financial management and accounting systems and procedures has begun.

This will involve the development of an integrated computerized accounting system in compliance with FRY legislation; clear and unified guidelines, policies and financial procedures; standardized information flow and the development of skills to analyze and use the information.

YRC youth development

The instability and depreciating socio-economic and political situation of the nineties has had a negative impact on the children and adolescents in FRY and the medium-term future remains bleak. In recent years successful youth activities were implemented at the YRC branch level, but the national society lacked a structured approach in its youth work. During 2001, special attention was given to strengthening the Yugoslav Red Cross youth department, which now has competent staff.

Capacity Assessment and Performance Indicators (CAPI), a self assessment tool, were used to assess the youth situation in FRY during the first half of 2001. Based on these findings, the YRC has developed through a highly consultative process a "Yugoslav Red Cross youth development strategy 2005" and related PoA, with the mission statement "To upgrade programmes of the Yugoslav Red Cross by increasing the involvement of young people". This has been incorporated into the YRC strategy. The YRC has established a training system and designed education kits, created a youth visual identity concept and trained 2,100 youngsters through summer schools and camps.

Kosovo organizational and resource development

Of the two Red Cross organizations in Kosovo, Red Cross of Kosova (RCK) is locally registered as an indigenous humanitarian organization. The Red Cross of Kosovo and Metohija (KMRC) remains part of the Serbian Red Cross, with 6 branches based mostly in the north of Kosovo. Dual branches exist in two municipalities, but with poor or no coordination of activities.

Since the re-establishment of the sub-delegation in June 1999, the Federation has provided support to both Red Cross organizations with the aim of strengthening operational capacities. A branch assessment carried out in July 1999 showed the different developmental stages of the two RC organizations, and the focus for technical support was adapted accordingly. The KMRC is also receiving technical and financial support directly from the YRC and from the Federation's Belgrade delegation, in close co-ordination with the sub-delegation in Pristina.

The complex situation with two RC organizations reflecting the ethnic polarization in Kosovo has in many aspects hampered the developmental work. Joint Federation and ICRC efforts to open a working dialogue between the leadership of the two organizations has so far not been successful.

In spite of these challenges, the implementation of the youth programme started successfully in spring 2001. The first workshops have been carried out together with RCK about income-generating projects and OD seminars have been implemented together with KMRC.

Goal(s)

- **FRY organizational and resource development**
- **FRY finance development**
- **FRY youth development**

A well functioning Red Cross, with an improved structural, legal, financial, managerial and programme capacity, at both the federal and republican headquarters and branch levels, with a particular focus on

responsive and focused strategic branch-level volunteer-based programmes. The development of the YRC strategy which will enable the YRC to provide quality services to beneficiaries, to rejuvenate the organization by implementing the youth strategy and to be seen as an accountable partner to all stakeholders in civil society.

Objectives and activities planned

YRC organizational and resource development

Objective 1 To support the legal, organizational and resource development of the YRC and its constituencies including the possible restructuring and expansion of its managerial and human resource capacities as an integral part of all core programmes. Simultaneously, to encourage the emergence of one Red Cross organization that both reflects and serves the multicultural composition of Kosovo.

Activities to achieve objective 1 are:

- The Red Cross legal base will be reviewed to ensure that the statutes, mission and other legal documents are revised and adopted by the newly elected governance.
- Administrative restructuring (e.g. regionalization) of the YRC will be reviewed and a suitable organizational model proposed.
- In the area of human resource development, professional advice will be provided, enabling the production and dissemination of a YRC human resource strategy, recruitment guidelines, standard performance assessment and career planning systems.
- Procedures for board processes to include setting agendas, conducting sessions, decision making, monitoring the implementation of decisions and communication will be modernized by using best practices from the RC/RC Movement.
- Training courses will include five project cycle management (PCM) training workshops for 125 participants; governance training for 150 newly elected board members; advanced computer training in YRC programme applications for 200 key staff members; English language courses for 50 participants; OD training of 20 trainers as a continuation of a 2001 programme; and 11 training workshops for strengthening the reporting function. Management skills training will be emphasized.
- The leadership of the republican bodies will be offered regional exchange opportunities, management skills development and on-the-job training.

Objective 2 To encourage and assist YRC and its republican constituents in strategic planning to ensure that programmes and activities are based on the national society's strategy.

Activities to achieve objective 2 are:

- Technical support will be provided to YRC to finalize the national society strategy based on a preliminary plan which defines core YRC programmes and strategic directions for the next three years. A plan of action for its implementation including division of responsibilities and deadlines for execution of tasks will be developed and adopted by governance bodies.
- The strategy will be disseminated within the YRC at all training workshops and meetings.
- The document will be printed in Serbian and English and circulated within and outside the Red Cross.

Objective 3 To further strengthen the YRC's branch capacity, ensuring a coherent and integrated approach in the development and implementation of programmes and activities addressing local community vulnerabilities by mobilizing volunteers in line with the national society's strategy;

Activities to achieve objective 3 are:

- Training needs analysis for branch staff and volunteers will be carried out and used to address training needs at branch level.
- Support will be given to an additional 10 weaker branches to benefit from their inclusion in the branch twinning project.
- PRA (Participatory Rapid Appraisal) methodology, used to address food security issues in three communities in Vojvodina, will result in three community based projects. Branches will be assisted to develop a community-based approach by using PRA methodology and based on the result specific projects will be developed to address the needs of the Roma population and others.

Objective 4 To develop YRC funding sources which will gradually decrease its dependency on international funding for the implementation of programmes and the maintenance of its structure.

Activities to achieve objective 4 are:

- A fund-raising department and function at YRC/SRC/MRC will be established and a funding strategy and plan to support the implementation of the national society's strategy will be developed.
- Three resource development training workshops will be carried out.
- A review of the branch income generating projects will be carried out. Further support will be provided to increase among branches knowledge of business opportunities for their income generation projects (IGPs) and ten additional branch IGPs will be selected and implemented.

YRC finance development

Objective 1 To establish an effective financial and management information system (FIS/MIS) in accordance with local legislation and international community requirements, to improve the financial management capacity of the national society in order to better serve all stakeholders, increase sustainability at headquarters and branch levels and assist the national society in moving towards self-sufficiency.

Activities to achieve objective 1 are:

- Design, adopt and implement clear financial accounting guidelines, policies and procedures that comply both with current local legislation as well as specific donor requirements.
- Establish an internal control function.
- Conduct training and financial management workshops for finance accountants and project managers, to implement updated procedures and financial project cycle management leading to more realistic budgeting, planning and mapping of resources. Promote staff exchange programmes and knowledge sharing between national societies in the region and use expertise from the regional delegation.

Objective 2 To implement new business procedures to reflect organizational changes in the national society.

Activities to achieve objective 2 are:

- Conduct workshops at all levels to help define clear financial functions for all national society levels.
- Amend the existing financial procedures in accordance with the new structure.
- Establish new regional administrative centres with clearly defined roles in the new FIS/MIS.
- Assessment, purchase and installation of software for an integrated financial management package.
- Assessment, purchase and installation of computer hardware.

YRC youth development

Objective 1 To ensure full ownership of the ‘Yugoslav Red Cross youth development strategy 2005’ at all levels of the national society and increase understanding of the aims of the YRC youth programme among stakeholders and the general public

Activities to achieve objective 1 are:

- To disseminate the ‘Yugoslav Red Cross youth development strategy 2005’ by organizing four workshops for branch secretaries and youth volunteers.
- To define tasks and responsibilities based on the priorities of each organizational level related to youth and improve co-ordination mechanisms to ensure full integration of youth into the organization.
- To support the YRC youth programme in collecting information about human resources, planned activities and support needed; to ensure that this information has been regularly and accurately imported into the national society volunteer data base.
- To assist the YRC in establishing and organizing the first annual youth conference, to evaluate progress in the implementation of the youth strategy, identify constraints or new trends and to encourage knowledge and sharing best practice.

Objective 2 To further raise the profile of the youth programme and attract and retain youth members in the local community.

Activities to achieve objective 2:

- To support the YRC to run three Project Cycle Management (PCM) and fund-raising training seminars for youth members, enhancing their skills and stimulating their dissemination potential.
- To provide assistance to ensure that the YRC runs youth training sessions, through youth camps and summer school projects, thus increasing its number of trained youth members.
- To support co-operation between YRC youth and the youth of other National Societies, particularly in Europe, by organizing an international camp in summer 2002 in Yugoslavia.
- To provide support to three practical pilot projects, targeting vulnerable people, which will be designed and implemented by youth members.
- To facilitate and encourage establishment of the partnerships with other youth NGO’s in Yugoslavia and the Balkans.

Kosovo organizational and resource development

Objective 1 Strengthen management, governance and human resources in headquarters and branches.

Activities to achieve objective 1 are:

- Training for governance at all levels through workshops in financial management, evaluation, monitoring, reporting, and information technology.
- Continued support will be given to the ‘better programming initiative’, which will facilitate the process of creating one Red Cross organization.
- Dissemination courses will be carried out at all levels in collaboration with ICRC. Dissemination will also be included in all programme training.
- The self-assessment process, started in 2000 with the KMRC, will continue in close co-operation with the YRC.

Objective 2 Ensure the recruitment, retention and recognition of volunteers and members.

Activities to achieve objective 2 are:

- Priorities for recruiting, maintaining and recognizing volunteers and members will be assessed and new thinking incorporated into the volunteer (activists) and membership systems.

- Current volunteers will be registered and new ones recruited. Printed promotional/informative material will support the process.
- A database will be established to manage the volunteer and membership rosters within the overall human resources system.
- Motivation of volunteers through proper training/refresher courses and involvement in programmes and activities; competitions and recognitions will be provided.

Objective 3 Assist the Red Cross to move towards self-sufficiency, recognizing that this is a long-term process, and ensure adequate financial and technical support.

Activities to achieve objective 3 are:

- The process to establish headquarters, branches and overall budgets will continue during 2002. Based on an analysis of needs and priorities, a financial resource development plan will be established.
- Training of key staff in revenue generation will take place, followed by development and implementation of guidelines for income-generating projects.

Objective 4 Improve communication with the public and donors.

Activities to achieve objective 4 are:

- An adequately equipped public relations and communications unit will be established and personnel trained.
- Relevant Red Cross documents will be translated into Albanian, Serbian and Turkish to reach all community members. Community campaigns will be held, supported by brochures and posters.

Objective 5 Continue the implementation of the youth programme.

Activities to achieve objective 5 are:

- A Kosovo-wide youth structure will be established.
- A standard model for all Red Cross youth training will be created to ensure that both present and future youth volunteers will have equal possibilities to proceed as volunteers.
- A plan for further youth activities will be finalized with headquarters, branches and youth volunteers.

Expected results by 2003

YRC organizational and resource development

- YRC/SRC/MRC statutes, mission and other legal documents will have been revised and adopted. The new YRC structure will have been designed and the restructuring will be underway. OD training will have been provided to 20 key YRC staff to become future trainers to 150 newly elected YRC board members in governance issues; to 125 staff/volunteers in PCM; to 200 YRC staff/volunteers in advanced computer literacy; and to 50 staff/volunteers in English language skills.
- All YRC staff members and active volunteers will be familiar with the YRC strategy.
- Ten weaker branches will be in the branch twinning project. A participatory approach in designing and implementing community based projects will have improved the YRC image in the field.
- The YRC will have identified sources of funding, a funding strategy and plan. It will offer services, products and expertise to the local community through its fund-raising department. Ten income generating projects will have been successfully implemented.

YRC finance development

- A modernized YRC finance management system will exist with centralized control over bookkeeping, based on improved and updated accounting and financial procedures in compliance with local legislation as well as international requirements.
- There will be an established and functional internal audit function.
- Improved programme management and financial transparency will ensure YRC credibility in the international community and its future partnership with national and international organizations.

YRC youth development

- An increased number of trained youth members will be familiar with and committed to the YRC's strategy and related PoA. The YRC youth programme will be able to evaluate and measure the impact of the strategy. The first YRC youth conference will have been organized for youth members and volunteers.
- 120 youth volunteers and staff in charge of youth at branch level will have been trained in fund-raising for youth projects. The YRC will have designed and implemented three pilot youth projects within their local communities. Thirty participants will have attended an international youth camp in Yugoslavia and co-operation with other National Societies in the region will have improved.

Kosovo organizational and resource development

- The RCK elections will have brought in new people in accordance with the new statutes, strengthening the governance at headquarters and in branches. Training courses, workshops and technical guidance will have reinforced their performance and created a better understanding for actions in favour of all people of Kosovo. Professional staff will benefit from further training. Similar developments will take place in KMRC. Through an interim body, supported by the Federation and the ICRC, both RC organizations will open a dialogue regarding the co-ordination of activities for the most vulnerable and the future creation of one Red Cross organization in Kosovo.
- A new volunteers' structure will have been established with trained members involved in programmes based on the four core areas. Qualified Red Cross branch trainers will recruit new volunteers. Volunteer and membership systems will be promoted and managed through a database.
- The Red Cross will have obtained more self-sufficiency. Core staff will have been trained in income-generating activities, implemented in accordance with a financial resource development plan, resulting in increased financial and operational support.
- A RCK public relations department with trained personnel will be in place. Communication with the public, authorities and donors will be improved and the image of and trust in the Red Cross will be enhanced. Sharing of experience with the KMRC will be improved.
- A Kosovo-wide youth structure and a long term training plan will be in place and youth volunteers will have a clear, acknowledged role and participation in its activities.

Indicators

YRC organizational and resource development

- The positive revision/adoption of the YRC/SRC/MRC's statutes, mission and other legal documents. A stronger, updated legal base is adopted. An improved YRC structure, governance and management enables it to provide more responsive and focused programmes and activities based on the national society's strategy. Twenty key YRC staff and 150 newly elected YRC board members using new management/communication skills. 200 staff/volunteers with increased effectiveness in using computers and YRC standard software, enhancing the communication/reporting systems. The expanded reporting group has increased operational efficiency, beneficiary and donor accountability.
- The YRC owns its Strategy 2002-2005 and core programmes are running in 50% of its branches.
- 70% of the YRC branches reach agreed operational and managerial standards.

- Participatory methodology in needs assessment and project design has been used by municipal branches in addressing local vulnerability.
- The YRC funding plan has resulted in decreased dependency on external donors by twenty percent over two years, due in part to the newly created YRC fund-raising department. The YRC branch staff have a greater understanding of fund-raising issues. 60% of IGPs create an independent source of income. Ten income generating projects have been selected for funding, using lessons learnt from evaluations and profitability reports.

YRC finance development

- Fully implemented new financial procedures at all levels.
- Effective annual budget cycle in place reflecting decentralized decision making and resulting in improved programme management.
- Staff exchange and knowledge sharing undertaken, training organized and reports issued. More effective management and regular, transparent and timely donor reporting.
- Established and functional internal control function.
- Effectively functioning hardware and software in the new integrated networked system.
- Transparent and complete financial data output and improved quality of financial reporting.

YRC youth development

- Activities are planned on time according to the 'YRC Youth development Strategy 2005' PoA. The number of young people in the decision making and management bodies increased by 10%. Unified, recognized and integrated management structure of RC youth at all levels is established. Structured meetings and gatherings of the YRC youth are regularly organized.
- International and national camps have been organized. The number of youth members educated in project writing and fund-raising at the SRC/MRC branch level has increased. The visibility of YRC youth activities is increased and co-operation with other youth NGO's has resulted in signing of co-operation agreements. Additional support for vulnerable people in the local community provided by three new youth pilot projects. Increased participation of youth in other programmes.

Kosovo organizational and resource development

- Staff become better managers in programme planning and implementation, finance and human resources, with the headquarters staff as technical advisors to the branches. Both RC organizations adopt their strategic plans of action. The RC contributes to a reduction of ethnic tension through proper representation of all ethnic groups in staff, membership and beneficiaries served. Co-ordination between the RCK and other Movement components reach the objective of one RC in Kosovo. The authorities and the public have increasing trust in the RC as reliable service provider.
- Positive response of the community to the RC is seen in an increased number of volunteers and members and increased participation in programme implementation and fund-raising.
- A revenue generation plan is designed and implemented. External funding is gradually replaced by indigenous funding sources through first aid training, basic community health and social services, corporate supporters and membership fees.
- The RCK public relations department is equipped, staffed and functional. Timely and satisfactory progress, financial and donor reports are produced. Relations and co-operation with local authorities, Movement components and other organizations are fluent and trustful.
- The youth programme is extensive with activities, based on core areas, in all branches under proper youth management, promoting humanitarian values and addressing youth problems.

Critical assumptions

- Regional crises, such as rapid influx of refugees, natural or human caused disasters, do not occur.
- No major socio-economic or political deterioration will occur in FRY, including Kosovo.
- FRY will not split up into separate states.

- New national society governance and management at all levels take full ownership and are actively involved in the implementation of the development process.
- Co-ordination with ICRC and PNSs will be maintained or exceed the current level. Continued support from the Federation and a timely and appropriate national society donor response will be provided.
- UNMIK will maintain authority given in UN resolution 1244.

Monitoring and evaluation arrangements

- The YRC's OD/RD steering group will hold regular meetings, to ensure that all work is strategically co-ordinated. The Federation sub-delegations and field offices will monitor activities.
- Every project supported by the Federation will be subject to and monitored against development agreements with YRC. Periodic evaluations and audit will be carried out.
- The finance development project will be monitored by a YRC, Federation, Ernst & Young and computer team. Setting up the new financial system and new software will be monitored and necessary adjustments made. A joint team will monitor the training of national staff during the implementation of the new software and financial systems. The programme will be evaluated through feedback from YRC headquarters and branches.
- Programmes are monitored based on funding plans, expected results, indicators and partner/donor expectations. Working partners will be involved, and this will maintain transparency and credibility. A process of adjustments, based on findings and lessons learnt, will be carried out in consultation with branch secretaries and other field personnel.

[click here to return to the top](#)

6. Co-ordination and Management

Background and achievements/lessons to date

As a result of the new approach indicated in the preceding sections, the FRY delegation is undergoing significant changes. The Peter Wiles report emphasized the need for a fresh approach, moving away from a large, operational, relief-based delegation to a smaller, more specialized team, focussed on supporting the national society as it repositions itself within the changing framework and the new opportunities arising in Yugoslav society. An advisory approach and better use of regional resources will be key as we move towards the development of a new YRC strategic plan and new country and regional level Co-operation Agreement Strategies during 2002. Increased emphasis will be given to organizational development and support to the YRC as it develops a package of core, sustainable, integrated, volunteer-based services to vulnerable people through its branches. Support will be specially tailored to the needs of the YRC at federal level, with its focus on policy and strategy issues, and to the republican-level Red Cross bodies as they focus increasingly on programme development and implementation.

The Federation delegation was first established in 1992, and has its main delegation in Belgrade, sub-delegations in Montenegro and Kosovo, and four field offices in Belgrade, Kraljevo, Nis and Novi Sad. This infrastructure will be significantly down sized as a result of the new approach. Additionally, the delegation provides support to a number of PNSs operating in FRY, and is working towards signing a series of Memoranda of Co-operation and an approach of co-ordinated bilateralism.

The delegation has commissioned and co-ordinated several assessments to review programme achievements in order to help develop future policy and programme direction, beneficiary targeting and co-ordination for the Red Cross and other agencies. The delegation assisted in the recent WFP and UNHCR joint food needs assessment mission. There have been major reviews of the Red Cross social welfare programme, the distribution of relief items for elderly homes, the YRC and Federation relief system, the psycho-social programme in Kosovo, the home care programme and the Federation's general support to the YRC.

As more embassies and donor offices reopen in Belgrade, the delegation will work with the YRC to increase local fund-raising and contacts. In co-operation with the ICRC, the delegation will lobby both local and central authorities to help the YRC to reposition itself as an auxiliary to government. The delegation will help to build government confidence in the YRC and will engage in social policy and advocacy debate at the federal and republican level. While the YRC's auxiliary role to government will be promoted, the national society's independence will be emphasized.

Goal To provide high-quality, timely technical advice and developmental support to the national society, as it manages its transition from relief distribution towards sustainable development. To assist in the development of clear, realistic strategies that enable the Red Cross to deliver a of core high quality services that are well supported by a co-ordinated Red Cross Movement.

Objectives and activities planned

Objective 1 To operate an efficient delegation that works in accordance with the regulations, procedures and standards of the Federation Secretariat to help fulfill the goals of Federation supported YRC/RCK programmes and the national society's strategy.

Activities to achieve objective 1 are:

- To manage the staff, equipment and activities of the delegation to ensure the high-quality support to the national society and the vulnerable people of FRY.
- To manage the finances of the delegation to Federation standards in order to ensure the efficient use of donor funds and the credibility of the delegation as a recipient of funding.
- To promote the YRC, RCK and the Federation to the international community, the media, the government and the people of FRY.

Objective 2 To co-ordinate with all the components of the International Red Cross and Red Crescent Movement, other agencies and governments to ensure adequately-funded, effective and consistent support to the national society.

Activities to achieve objective 2 are:

- To establish regular Red Cross planning and co-operation meetings.
- To lead in the development of inclusive country and regional Co-operation Agreement Strategies which will result in an agreed plan with broad ownership from the YRC/RCK, ICRC, Federation and participating societies with a clear, unified direction.
- To market the Federation-supported programmes of the YRC/RCK to ensure sufficient donor support, including holding a donor conference.
- To co-ordinate with the wide number of participating national societies and their programmes to ensure assistance to the YRC/RCK which is appropriate to their resources and strategy.
- To work closely with the ICRC to ensure good co-operation and the joint provision of consistent and appropriate support to the YRC/RCK.
- To work closely with the Federation regional delegation in Budapest to promote regional co-operation and knowledge sharing.
- To ensure that high-quality planning, budgeting and reporting is carried out in a timely manner.

Expected results

- A high-profile, respected Federation delegation that adheres to standards, rules and procedures of the Federation Secretariat and is perceived as a credible partner by the YRC/RCK, governments and international donors.
- Co-operation Agreement Strategies (CAS) that have the input, understanding and commitment of all partners.
- Adequate funding for Federation-supported programmes.
- A national society which is being effectively assisted in its process of transition.

Indicators

- Effective and motivated staff.
- Well managed funds, using donations within the planned timeframe and budget of the programmes.
- 3. Good representation in the national and international media.
- The production of high quality CAS with broad ownership.
- Funding levels; the numbers of donors; the numbers of new donors and of previous donors who have returned to support the Federation and YRC/RCK.

Critical assumptions

- Continued commitment from the YRC/RCK leadership, staff and volunteers.
- Co-operation from donors and partners with the new leadership of the delegation, YRC and SRC.

Monitoring and evaluation arrangements

- Federation finance and systems internal audit.

- Support to the CAS, funding and informal feedback from the donors and other agencies will indicate that the delegation is credible and trusted.
- Staff reviews, delegate performance evaluations and final mission reports.

[click here to return to the top](#)

PROGRAMME BUDGETS - 2002								
Delegation FRY								
PROGRAMME	Disaster Resp	Disaster Prepared	Health & Care	Human Values	IDRD	Reg. Co-operation	Co-ord. & Mgmt	TOTAL
Shelter & Construction	0	60'000	12'535	0	20'000	0	0	92'535
Clothing & Textiles	0	70'000	39'814	0	0	0	0	109'814
Food & Seeds	0	0	185'031	0	0	0	0	185'031
Water	0	60'000	897	0	0	0	0	60'897
Medical & 1st Aid	0	43'000	8'177	0	0	0	0	51'177
Teaching Materials	0	202'250	146'660	0	20'823	0	0	369'733
Utensils & Tools	0	12'000	35'948	0	0	0	0	47'948
Other Relief Supplies	412'000	29'000	929'649	0	124'131	0	0	1'494'780
Subtotal Supplies	412'000	476'250	1'358'711	0	164'954	0	0	2'411'915
Land & Buildings	0	0	0	0	0	0	0	0
Vehicles	0	0	39'140	0	0	0	0	39'140
Computer & Telecom	0	0	16'550	0	68'510	0	0	85'060
Medical Equipment	0	10'000	0	0	0	0	0	10'000
Other Capital Equipment	0	5'740	24'461	0	11'850	0	0	42'051
Subtotal Capital	0	15'740	80'151	0	80'360	0	0	176'251
Programme Management	38'025	57'467	297'456	25'280	121'590	0	34'473	574'291
Technical Services	11'383	17'202	89'043	7'568	36'398	0	10'319	171'912
Professional Services	12'623	19'077	98'748	8'392	40'365	0	11'444	190'650
Subtotal Programme Support	62'031	93'746	485'247	41'240	198'352	0	56'236	936'853
Warehousing/Inspection	2'000	0	945	0	2'400	0	0	5'345
Transport & Vehicles	48'000	19'980	290'886	13'320	53'700	0	0	425'886
Subtotal Transport & Storage	50'000	19'980	291'831	13'320	56'100	0	0	431'231
Delegates & Expatriates	10'000	0	478'732	96'290	116'600		455'000	1'156'622
National Societies and Local Staff	20'000	48'285	830'623	21'139	255'813	0	0	1'175'860
Subtotal Personnel	30'000	48'285	1'309'355	117'429	372'413	0	455'000	2'332'482
Travel & Related Expenses	0	6'300	56'454	1'800	31'920	0	0	96'474
Information	0	21'888	157'214	148'980	139'761	0	0	467'843
Consultants	0	400	73'566	3'771	75'403	0	0	153'140
General Expenses	9'886	52'906	304'230	8'373	300'573	0	0	675'967
Training Workshops & Seminars	0	86'120	294'576	40'000	383'366	0	0	804'062
Security	0	30'625	0	0	0	0	0	30'625
Subtotal Training, Information & General	9'886	198'239	886'040	202'924	931'023	0	0	2'228'111
TOTAL BUDGET	563'917	852'240	4'411'334	374'913	1'803'202	0	511'236	8'516'843