

# FINAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## **RUSSIAN FEDERATION: FLOODS IN THE NORTHERN CAUCASUS AND SOUTH OF RUSSIA** 16 October 2003

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries. For more information: [www.ifrc.org](http://www.ifrc.org)*

*Appeal N° 20/2002; Launched on: 19 July 2002 for 8 months for CHF 397,000 (revised from CHF 1,267,000) to assist 12,500 beneficiaries.*

*Disaster Relief Emergency Fund (DREF) Allocated: CHF 50,000*

*Period covered: 19 July 2002 – 31 May 2003;*

*Last Operations Update (no. 4) issued 24 April 2003.*

*The financial report attached, at the end, shows a small negative balance, which is expected to be covered under an existing donor contract.*



*Devastating: the flooding affected thousands of vulnerable people in several areas.*

### **Summary •**

Heavy rains in the second half of June 2002 and August 2002 - the worst in 70 years - resulted in floods that caused landslides in nine regions (Adygea, Kabardino-Balkaria, Karachaevo-Cherkessia, Ingushetia, North Ossetia, Chechnya, Dagestan Republics, Stavropol region, and Krasnodar Krai) in the South of Russia. The disaster killed 231, according to Emercom (Russian Federation Ministry of Emergencies), and affected more than 335,000 people in over 370 settlements. Over 30,000 homes were destroyed or damaged. Local infrastructure was severely affected. Material loss was estimated at 19,405 million Russian Roubles (over USD 515 million). Another disaster in North Ossetia in September 2002 exacerbated the

situation. An avalanche sent ice, rocks and mud showering on nearby settlements that were already struggling to recover from the floods. The Russian President criticised local authorities for their insufficient prevention measures, slow reaction and inability to meet essential needs.

On 19 July 2002, the Russian Red Cross, with International Federation support, launched an appeal for assistance to flood victims in affected areas. In October 2002, due to lack of donor interest, the budget (CHF 1,267,000 to CHF 397,000) - and consequently the operation - was revised. Assistance was provided only to the three most affected regions: Krasnodar Krai, Adygea Republic and Dagestan.

Procurement and distribution of relief goods was completed. Interviews with beneficiaries in May 2003 (please see **Assessment and lessons learned** section below for further details) indicated the success of the operation. However, needs remain great, and the number of vulnerable people is much greater than those who benefited from this operation.



*Fast and focused: Red Cross staff unload relief items at a Moscow warehouse that are destined for the flood area.*

### **Coordination •**

The Russian Red Cross and the Federation worked with Emercom (Russian Federation Ministry of Emergencies), Ministry of Health and social welfare departments at the regional and central levels. The Russian government/ Emercom established an Executive Commission in Moscow in June 2002 to lead and coordinate state and non government post-disaster assistance, including the repair of critical infrastructure. At the regional level Russian Red Cross joined the Floods Commissions with representatives from Emercom, regional welfare departments, technical services, local administrations. Emercom provided up-to-date data throughout the operation. Russian Red Cross headquarters provided regular operation updates to the government. Locally, the Russian Red Cross confirmed beneficiary lists with social welfare departments.

Local administrations assisted it to deliver and distribute relief. UN OCHA also played a key role in coordinating international assistance. The Head of Federation Delegation (Russia) met the UN representative in the region in the initial stages of the operation to provide an update on Red Cross action and ensure coordination. Although needs in the region remain high, coordination between state and non government organisations ensured that aid reached beneficiaries effectively.

### **Objectives, activities and results •**

#### **Health and care •**

State organisations assumed responsibility for maintaining public health levels in the affected regions. Free vaccination programmes against infectious diseases were conducted and the epidemiological level was stabilised. In addition, incidence of infectious diseases decreased 3% in spite of the disaster.

#### **Relief distribution of food and basic non-food items •**

**ECHO:**

Russian Red Cross provided ECHO-funded support in Dagestan Republic. Needs were identified and relief items formulated after joint assessments by ICRC/Russian Red Cross and International Federation/ Russian Red Cross in June 2002. Tender and procurement of relief was conducted in Moscow during October and November 2002. Relief was distributed in February/ March 2003 to 6,899 beneficiaries (lonely elders, large and single-parent families, invalids) as detailed in **Table 1**.

The number of beneficiaries reached was greater than planned (1,200 families/5,500 beneficiaries). At the initiative of Russian Red Cross Dagestan branch distribution per household was reduced to enable more people to benefit. There were concerns of stress resulting from unequal distributions in the same neighbourhoods.

The Federation's relief and senior field officers in Russia monitored implementation throughout the operation. Please see **Assessment and lessons learnt** section below for details.

**Table 1: distribution of ECHO - funded relief items in Dagestan Republic**

Rayon (administrative district)	Population	Medical kits for FAF	Warm blankets	Bed linen sets	Hygiene parcels	Multi fuel stoves	Children's clothes sets	Schoolchildren equipment sets	N° of families	N° of beneficiaries
Dakhadaevsky	35'300	1	165	165	500	35	165	165	297	1'754
Kayakensky	43'400	1	135	135	390	25	135	135	337	1'365
Sergokalensky	24'700	1	135	135	420	25	135	135	382	1'418
Akhvakhsky	14'200	1	90	90	300	20	90	90	77	382
Gunibsky rayon	16'800	1	135	135	390	25	135	135	238	948
Kurakhsky rayon	13'500	-	90	90	250	20	90	90	208	1'032
<b>Total</b>	<b>147'900</b>	<b>5</b>	<b>750</b>	<b>750</b>	<b>2'250</b>	<b>150</b>	<b>750</b>	<b>750</b>	<b>1'549</b>	<b>6'899</b>

#### DREF assistance:

After an urgent request for assistance to Krasnodar Krai region from the Russian Red Cross, CHF 50,000 was immediately allocated from the International Federation's Disaster Response Emergency Fund (DREF). The funds enabled the purchase and distribution of 7,250 bed linen sets. A local supplier transported goods to targeted districts. Distribution was supervised by the local Russian Red Cross branch, with the help of local administrations. Bed linen sets were distributed in July/ August 2002 as detailed in **table 2** below, in eight districts of Krasnodar Krai and one in Adygea Republic. A family of 1-3 people received one bed linen set, while a family of 4-8 people received two. Beneficiary lists were prepared in coordination with the local social welfare departments. Japanese Red Cross contributed USD 28,000, which was used to reimburse the DREF allocation.

**Table 2. Distribution of DREF-funded relief items in Krasnodar Krai and Adygea**

Rayon	No. of bed linen sets	No. of beneficiary families
Mostovskoy	250	210
Kurganinsky	500	500
Upsenskoye	300	256

<b>Otradnaya</b>	500	416
<b>Novokubansk</b>	1,500	1,357
<b>Ust-Labinsky</b>	200	191
<b>Gulgevichsky</b>	500	386
<b>Armavir</b>	1,000	842
<b>Adygea</b>	2,500	1,478
<b>TOTAL</b>	<b>7,250</b>	<b>5,636</b>

#### **Bilateral support:**

The US Embassy, via the American Red Cross, contributed USD 50,000 for the procurement of 2,100 mattresses, 2,100 food parcels and 2,100 detergent packs for approximately 8,500 beneficiaries in eight regions of Dagestan. Food stuffs and mattresses were procured in Moscow and transported to the region by the supplier. Detergents were procured in the region because a local supplier offered a significant discount to the Red Cross. Transport costs were also lower. A family of 1-3 people received one item of each component, and families of over four people received two of each. Distributions took place during November 2002 in eight regions of Dagestan according to **table 3** below:

**Table 3. Distribution of relief items in Dagestan Republic funded by American government/ American Red Cross**

<b>Rayon</b>	<b>No. of beneficiary families</b>	<b>No. of people</b>
<b>Botlikhsky</b>	223	848
<b>Tsuntinsky</b>	142	1,063
<b>Tsumadinsky</b>	281	1,297
<b>Gergebelsky</b>	228	1,217
<b>Levashinsky</b>	144	657
<b>Kizlyarsky</b>	13	59
<b>Babayurtovsky</b>	140	363
<b>Buynaksky</b>	34	325
<b>TOTAL</b>	<b>1,205</b>	<b>5,829</b>

- The Swiss Department for Development and Cooperation donated bilateral funds to Russian Red Cross for purchasing of the following relief items: 11,000 bed linen sets; 11,000 blankets; 11,000 pillows; 4,000 mattresses; 1,335 kitchen sets; 5,200 hygiene kits; 200 jackets; 800 pairs of boots. The items were distributed according to the plan in Krimsky rayon and Novorossesk.

#### **Objective 1. To provide the beneficiaries with medium to long-term relief assistance, support them during the most difficult autumn and winter period and help them return to a normal life.**

It was planned to provide 1,000 families with multi-fuel stoves, and 2,500 families with bedding, including mattresses, blankets and bed linen.

After joint ICRC/Russian Red Cross and International Federation/ Russian Red Cross assessments, distributions in Krasnodar Krai were as follows:

**Table 4. Distribution of relief items in Krasnodar Krai**

<b>Rayon</b>	<b>No. of beneficiaries</b>	<b>Stoves</b>	<b>Hygiene kits</b>	<b>Children's clothes</b>	<b>First aid kits</b>
<b>Gulkevichsky</b>	1112	100	800	200	3
<b>Uspensky</b>	-	-	-	-	7
<b>Novokubansky</b>	2982	100	1,000	200	3
<b>Novorossiysky</b>	-	-	-	-	1

<b>Kurganinsky</b>	1891	100	700	200	-
<b>Armavirsky</b>	1594	100	1,000	200	1
<b>Total</b>	<b>7579</b>	<b>400</b>	<b>3,500</b>	<b>800</b>	<b>15</b>

Distribution was completed with the assistance of local RRC volunteers and representatives of the local authorities and social welfare services. Assistance was provided to 2,450 families (total 7,579 persons). Full distribution reports were submitted to the Red Cross Krasnodar Krai branch. Russian Red Cross decided not to distribute goods in Uspensky and Novorossiysky rayons because of the humanitarian assistance provided by the Government, Emercom, Ministry of Social Welfare and other non-state organisations.

In Adygea, distribution and reports were completed as in Krasnodar. Assistance was provided to 627 families (total 2,528 persons), as follows:

**Table 5. Distribution of relief items in Adygea Republic**

<b>Rayon</b>	<b>No. of beneficiaries</b>	<b>Stoves</b>	<b>Hygienic kits</b>	<b>Children's clothes</b>	<b>First aid kits</b>
<b>Krasnogvardeisky</b>	1256	50	1,100	100	6
<b>Shovgenovsky</b>	169	10	50	20	2
<b>Koshekhabsky</b>	789	15	250	30	4
<b>Maikopsky</b>	169	15	70	30	3
<b>Maikop</b>	145	10	30	20	-
<b>Total</b>	<b>2528</b>	<b>100</b>	<b>1,500</b>	<b>200</b>	<b>15</b>

Some regions received less Russian Red Cross aid because other actors were already present there. Russian Red Cross concentrated on regions less within reach of others to avoid duplication.

In addition, Russian Red Cross initiated several local and national fund-raising efforts, demonstrating National Society capacity to respond to disasters. Moscow city, Astrakhan, Taimyr, Vologda and Sochi Russian Red Cross branch committees and Russian Red Cross headquarters appealed to the general population, various organisations and enterprises for assistance to those affected by the floods. A telephone hotline and a special account for donations were established by the Russian Red Cross Central Committee. The mass media were engaged in the campaign.

In total, 50 tonnes of relief items - food stuffs, sweets and toys for children, clothes, footwear, rubber boots, blankets, pillows, bed linen, mattresses, kitchen sets, clean water, medicaments, hygienic parcels, detergents, school items, plastic basins, buckets and dishes, irons and radios - were distributed in Krasnodar Krai, Adygea and Stavropol region. The Red Cross zonal officer for the Northern Caucasus and South of Russia supervised distribution. RRC volunteers helped sort in kind donations, load and unload relief items and distribute items.

The following took place:

- Dagestan Red Cross Rescue centre participated in initial rescue operations in the Republic.
- In June RRC Central Committee dispatched 600 hygiene parcels; 300 blankets; 300 bed linen sets; 300 pairs of rubber boots; 300 sets of plastic cups and plates from its emergency stocks to flood victims in Stavropol region. Similar supplies collected locally in Moscow and Vologda were sent to the zonal RRC office in Stavropol.
- Regional Red Cross committees received 270 tonnes of relief items from the ICRC, worth USD 400,000, including food and hygiene parcels, tents, plastic sheeting, kitchen sets, blankets, jerry cans, stoves and second hand clothes.



*Aftermath: a woman surveys the ruins of her home destroyed by floods.*

### **Objective 2. Provision of children's clothes and stationery for schoolchildren.**

It was planned to provide 2,500 children, aged 6-10 year old, with stationery by the beginning of the school year in September as well as with warm clothes and footwear for winter. A lack of external donations slowed procurement. However 1,750 sets of clothing (each containing a warm jacket, shoes and underwear) and 750 school kits were distributed as detailed in **tables 1, 4 and 5**. Because of lack of funds, distribution of school kits took place only in Dagestan.

### **Objective 3. Medium-term provisions of family food parcels (FFPs) and hygiene kits.**

It was planned to provide 5,000 affected families with FFPs and hygiene kits three times - in October, December and February - with a focus on lone elderly, large and single-parent families. 7,250 hygiene kits were distributed as detailed in **tables 1, 4 and 5**. Because of a lack of funds and existing ICRC food distributions in the area, Family Food Parcels were not distributed.

### **Objective 4. To provide medical aid to the rural population affected by floods**

It was planned to provide 25 medical kits to first aid points destroyed or damaged by the floods. 35 medical kits were purchased and distributed according to **tables 1, 4 and 5**. The number of medical kits distributed was increased after a request from the regional Red Cross branches.

### **Objective 5. Rehabilitation of flood victims**

It was planned to provide qualified psychological support and professional legal counselling to 2,000 flood victims who lost their homes. Because of a lack of funding, psychological support was provided in Krasnodar Krai region only. Two Krasnodar Red Cross branch psychologists regularly visited affected areas, contacting almost 1,000 people, including over 600 children. Psychologists concentrated on relief of stress and negative emotions as well as problems related to increased fear and anxiety after the floods. Work was carried out in the schools and children's rehabilitation centres. Activities included puppet shows and the reading of fairy tales. Teachers and heads of rehabilitation centres noted the following problems among children: decreased motivation to study; increased aggressiveness and a feeling of being socially outcast. Regional Red Cross branches said that beneficiaries mentioned that even one time support was helpful and produced a noticeable difference in children's behaviour.

### **National Society Capacity Building**

The Russian Red Cross operation was widely publicised in the affected regions, in particular in Dagestan. There, local television broadcast a programme on Red Cross distributions, with commentary

from the Federation explaining the operation. All relief distributed was marked with the Russian Red Cross and International Federation emblems, increasing Red Cross visibility.

Russian Red Cross demonstrated capacity at headquarters and regional level to conduct large scale distributions independently as well as in collaboration with the International Federation. In addition to receiving international support, local and national funding was secured at the initiative of the National Society. Interviews with beneficiaries revealed satisfaction with goods received. Please see **Assessment and lessons learned** section below for details.

### **Assessment and lessons learned**

There were complications in Dagestan Republic because of the lack of preparation of the local Red Cross branch to receive relief items, ICRC security regulations and poor weather. However, the operation was implemented and objectives met, where funding allowed. Reports and registration journals were collected from local rayons in a timely manner; relief items were tendered and procured according to the needs assessment results; monitoring reports show that aid distribution was timely and effective.

The Federation carried out monitoring trips throughout the operation. Interviews with beneficiaries in May 2003 revealed satisfaction with aid distribution. Relief items met essential needs and lessened financial pressure to meet expenses of replacing possessions and covering reconstruction costs in regions that have traditionally high unemployment levels and dependency on state allowances. Interviews revealed beneficiary satisfaction that urgent needs were met. Many goods were often direct replacements for those lost or damaged.

Continuing shortages of children's clothes and footwear and bed linen were apparent among the affected population. Monitoring revealed that although many homes were damaged, only a few families received satisfactory compensation from the local administration to cover reconstruction costs. As a result, the local population is struggling to meet costs of restructuring in addition to replacing possessions lost in the floods (clothes, bed linen, furniture etc.) Many people still live in damaged and dangerous living spaces. The greatest problem at present identified by beneficiaries is a lack of reconstruction materials.

The floods also caused severe damage to kitchen gardens, crops and livestock. As a result there is additional pressure on people affected to cover food expenses. Immediately after the floods, the local administration / state provided RUR2000 (USD 54) per person to meet needs (food expenses etc.) However, according to beneficiaries interviewed, this compensation was not received in all regions.

Levels of hygiene remain low throughout the affected region. Access to clean water is traditionally poor in the region. The floods complicated the problem. There is no sewage or waste disposal system.

Exacerbating the situation is the traditionally high level of unemployment (70-85%). The majority of people affected are dependent on either pensions or state allowances, and on produce and money earned from kitchen gardens and livestock breeding.

*For further details please contact: Russian Red Cross Phone: 7 095 126 5731; Fax: 7 095 126 4266; email: [mail@redcross.ru](mailto:mail@redcross.ru)*

*Geneva regional department: Miro Modrusan, email: [miro.modrusan@ifrc.org](mailto:miro.modrusan@ifrc.org), phone: +41 22 7304324*

*All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable. The procurement for this*

*operation was carried out in full compliance and conformity with the Federation's standard for international and local procurement.*

*For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at **<http://www.ifrc.org>**.*

*This operation sought to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or long-term capacity building will require additional support, and these programmes are outlined on the Federation's website.*

**INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES**

Interim report	
Annual report	
Final report	X

**Appeal No & title: 20/2002 Russian Federation floods in Northern Caucasus**

**Period: 2002, 2003 up to 22/09**

**Project(s): PRU554, 555**

**Currency: CHF**

**I - CONSOLIDATED RESPONSE TO APPEAL**

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget less Cash brought forward	397,000				
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>397,000</b>				
<u>Contributions from Donors</u>					
British Red Cross (DNGB)	23,072				23,072
Canadian Red Cross (DNCA)	24,018				24,018
Donor - Disaster Relief Emergency Fu (DREF)	41,902				41,902
ECHO/NLRC Floods in North.Caucasus (DERU0	135,562				135,562
Finnish Red Cross (DNFI)	58,490				58,490
France - Private Donors (DPFR)	220				220
Swedish Govt.via Swedish Red Cross (DGNSE)	128,400				128,400
 <b>TOTAL</b>	 <b>411,664</b>				 <b>411,664</b>

**II - Balance of funds**

<b>OPENING</b>	
<b>CASH INCOME Rcv'd</b>	411,664
<b>CASH EXPENDITURE</b>	-415,693
	-----
<b>CASH BALANCE</b>	<b>-4,030</b>

**Appeal No & title: 20/2002 Russian Federation floods in Northern Caucasus**

**Period: 2002, 2003 up to 22/09**

**Project(s): PRU554, 555**

**Currency: CHF**

**III - Budget analysis / Breakdown of expenditures**

Description	APPEAL Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction	12,000					12,000
Clothing & Textiles	68,000	120,412			120,412	-52,412
Food & Seeds						
Water & sanitation						
Medical & First Aid	21,000	21,602			21,602	-602
Teaching materials	19,000	17,616			17,616	1,384
Utensils & Tools	40,000	39,415			39,415	585
Other relief supplies	46,000	42,702			42,702	3,298
<b>Sub-Total</b>	<b>206,000</b>	<b>241,746</b>			<b>241,746</b>	<b>-35,746</b>
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles	10,000	10,142			10,142	-142
Computers & Telecom equip.	4,000	3,059			3,059	941
Medical equipment						
Other capital expenditures						
<b>Sub-Total</b>	<b>14,000</b>	<b>13,201</b>			<b>13,201</b>	<b>799</b>
<u>TRANSPORT &amp; STORAGE</u>	36,000	25,244			25,244	10,756
<b>Sub-Total</b>	<b>36,000</b>	<b>25,244</b>			<b>25,244</b>	<b>10,756</b>
<u>PERSONNEL</u>						
Personnel (delegates)	7,000	6,712			6,712	288
Personnel (national staff)	49,000	47,784			47,784	1,216
<b>Sub-Total</b>	<b>56,000</b>	<b>54,496</b>			<b>54,496</b>	<b>1,504</b>
<u>GENERAL &amp; ADMINISTRATION</u>						
Assessment/Monitoring/experts		8,340			8,340	-8,340
Travel & related expenses	3,000	2,613			2,613	387
Information expenses	5,000	4,446			4,446	554
Admin./general expenses	31,000	28,349			28,349	2,651
External workshops & Seminars	2,000	1,478			1,478	522
<b>Sub-Total</b>	<b>41,000</b>	<b>45,226</b>			<b>45,226</b>	<b>-4,226</b>
<u>PROGRAMME SUPPORT</u>						
Programme management	27,000	24,059			24,059	2,941
Technical services	8,000	5,557			5,557	2,443
Professional services	9,000	6,164			6,164	2,836
<b>Sub-Total</b>	<b>44,000</b>	<b>35,781</b>			<b>35,781</b>	<b>8,219</b>
Operational provisions						
Transfers to National Societies						
<b>TOTAL BUDGET</b>	<b>397,000</b>	<b>415,693</b>			<b>415,693</b>	<b>-18,693</b>