

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

AZERBAIJAN: FLOODS

DREF operation n° MDRAZ001
GLIDE n° FL-2009-000208-AZE

31 March 2010

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

CHF 124,836 (USD 120,977 or EUR 82,665) has been allocated from the International Federation's Disaster Relief Emergency Fund (DREF) to support the National Society in delivering assistance to some 1,200 beneficiaries. Unearmarked funds to repay DREF are encouraged.

Summary: On 21 September 2009 heavy rainfall caused flooding of hundreds of houses and roads in the central parts of Azerbaijan. The Hajigabul district has been the most affected and some 70 per cent of the territory was flooded and more than 5,000 people were affected, 2,300 houses were damaged or destroyed. The Azerbaijan Red Crescent provided food and non-food relief items to 300 families or 1,200 persons in the village of Navahi. Following the distribution, a beneficiary satisfaction survey was conducted and revealed that the National Society's response was relevant to people's needs and that due to the Red Crescent support people could cope with the situation and prepare food and heat their houses.



Azerbaijan Red Crescent Society provides affected people with food and non-food items. **Azerbaijan Red**

The operation was extended by one month as logistic procedures took more time than expected.¹ This caused delays in the distributions. The operation was thus completed by 31 December, 2009. In total 86 per cent of the operation expenses were related to supplies, transport and storage. Other expenses were mainly related to personnel and travel.

The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments and ECHO. Details of all donors can be found on: <http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

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¹ Finding companies, preparing *Comparative Bid Analysis* including requesting and gathering bids, signing contracts with chosen companies, procuring and packing relief items, and organizing transport to points of distribution.

The situation

On 21 September 2009 heavy rainfall caused flooding of hundreds of houses and roads in the central parts of Azerbaijan. Cars and other materials as well as the opportunity for growing food were also affected. The Hajigabul district was the most affected area with some 70 per cent of the territory flooded.

Some 5,000 people were affected and more than 2,300 houses damaged, out of which 2,000 were flooded. Totally 40 houses were completely destroyed, while another 350 houses had cracks. More than 40 families were evacuated to temporarily shelter solutions. The water masses also destroyed household items such as kitchen utensils, electric gear and bedding equipment.

In Navahi, which was the most affected village, 436 out of 475 houses were flooded. The downpour led to closure of most of the roads in the area. Railways and power lines were damaged, and cars, roadside facilities, outhouses and auxiliary buildings were either moved or knocked down by river-like flows from the mountains. In addition, the territories of the Hajigabul district centre remained under water for several weeks.

In Navahi water was pumped out of basements, but houses remained humid due to continuing rains. At some stage this created concerns among people who feared that water would once again accumulate in their basements. Moreover due to lower temperatures, freezing water cracked the foundations of 30 houses making them inappropriate for accommodation and in need of reconstruction. Many of the older villagers are suffering from rheumatism and the increased humidity caused distress. Limited and interrupted provision of electricity, which becomes more acute during winter, created additional vulnerabilities and led to difficulties in terms of heating and cooking. In the period the operation was implemented the population was receiving electricity for merely about 12 hours a day.

The heavy rains led to vast amounts of salt amassing in the ground due to insufficient drainage systems. This affected people's ability to grow foodstuff. As the main source of income among people in the affected area is cattle breeding and poultry keeping, the difficulties in growing food to feed the animals created additional hardship for them. Moreover, most of the fruit trees in the area were destroyed and one could not start growing new ones. This adversely affected the economic situation of the population as selling of the fruits is another important source of income.

In addition to the Hajigabul district, the northern, southern and western parts of Azerbaijan were also flooded. Heavy rains and flooding seriously affected the Neftchala and Shirvan regions where several farmers' cattle was killed and families' food supplies and livestock destroyed; in Khachmaz region seven villages were affected; in Massalli region 20 houses were under water; and in Salyan and Sheki regions houses were damaged, streets flooded and electricity supplies interrupted. In Salyan the pipe system broke down due to old pipes and lack of maintenance.

Red Cross and Red Crescent action

Following the heavy rains and the subsequent flooding local authorities requested assistance from the Azerbaijan Red Crescent to address the needs of 1,200 people.

In responding to the authorities' request the National Society's regional centre in Sabirabad and the branch in Hajigabul carried out a preliminary assessment on 22 September. Mobile volunteer teams² from the centre as well as the disaster management programme coordinator and chairman from the branch took active part in the process. Close working relations were maintained with central and local authorities in the Hajigabul district and Navahi village. The cooperation included information sharing on actions taken to avoid duplication as well as to ensure that further support was offered to especially affected and vulnerable families.

In terms of direct support the National Society immediately distributed relief items to 100 families in Navahi from its own stock on 25 September. Items included 600 blankets, 300 mattresses, 200 bedding sets and 100 hygiene kits. Totally 50 tents were provided by the Ministry of Emergency Situations. In order to address the remaining and acute needs among the affected population, based on the assessment and lists of

² The National Society has managed to establish, train and maintain mobile volunteer teams ready to act at short notice owing to support through the annual Federation appeals, especially from the Norwegian Red Cross. The teams are an essential part of the National Society's disaster response capacity.

affected people, a DREF operation was launched on 29 September. The operation aimed to provide assistance to some 300 families or 1,200 people.

The Azerbaijan Red Crescent coordinated its work with the Ministry of Emergency Situations. The ministry assessed the humanitarian needs and material damages caused by the flooding and sent special vehicles and personnel to help people restore normal life. More than 20 fire-fighting cars and 200 employees from the ministry as well as technical equipment for water pumping were deployed. The ministry focused on restoring vital infrastructure and houses. Hitherto 30 new houses have been raised and 60 have been repaired. This work is still going on.

Achievements against objectives

The operation addressed the needs of the 300 most affected families in Navahi village in the Hajigabul district with food and non-food relief items. In doing so the National Society pursued the highest degree of visibility, accountability and performance. The society was implementing the operation from October 2009 to January 2010.

Azerbaijan Floods 2009

MDRAZ001 at glance

21 to 25 September

Heavy rainfall hits the central parts of Azerbaijan; assessment and provision of non-food items to 100 families.

29 September

Launch of DREF operation

5 to 23 October

Plan of action; field visits; organization and logistics; purchase of items.

30 October to 1 November

First distribution.

3 to 7 November

Additional purchase of items and second distribution.

16 to 23 November

Third and last distribution.

Relief distributions (food and basic non-food items)

Objective: The Azerbaijan Red Crescent has distributed food and non-food items to 300 families in the village over a period of two months to alleviate needs among the most affected people.

Activities planned:

- Conduct emergency needs and capacity assessment including identifying the most vulnerable.
- Develop targeting strategy and registration system to deliver intended assistance to the most affected.
- Procure relief supplies in a transparent and efficient manner following logistics procedures.
- Distribute relief supplies and control supply movements from point of dispatch to end user according to Federation standards.
- Monitor and evaluate the relief activities and provide reporting on relief distributions.
- Develop an exit strategy.

Following the DREF allocation the National Society developed a detailed plan of action for procuring relief items in line with standard logistics procedures. The plan included renting of trucks; visiting the affected region; mobilizing National Society staff and volunteers including mobile volunteer teams; determining distribution points; carrying out pre-distribution and post-distribution; and finally carrying out a survey among people reached to find out whether they were satisfied with the goods and services they received.

The operation was implemented through organizational, logistics and distribution phases and was based on Federation disaster management and logistics standards and procedures. As part of the operation the International Federation and the Azerbaijan Red Crescent signed a grant agreement on 6 October 2009.

The National Society made several visits to the region to monitor the previously given support, met with local authorities and shared information for providing additional support. The National Society and municipal representatives distributed coupons to the targeted families corresponding to the distribution lists. This prepared the ground for transparent and well-organized distributions. Food and non-food items were procured and packed. In addition to the parcels, rubber boots, plastic covering, jerry cans, gas and electric stoves, bedding and mattresses were procured. Distributions were carried out through three rounds. See *table 2* for information on distributed items.

The type, specifics and amount of items distributed through the *DREF allocation* included:

Item	Item specification	From NS stock	Through DREF	Put in NS stock
Blankets	Two per family	600		
Food parcels	One per family (content: rice, flour, granulated sugar, vegetable oil, dried milk, black beans, melted butter, salt, tea and pasta).		300	
Hygiene parcels	One per family (content: detergent, shampoo, toilet and laundry soap, toothpaste and brush, shaving set, sanitary towel, towel).	100	200	
Mattresses	Three per family	300	600	
Bedding set	Two per family	200	400	800
Gas stoves	One per family		300	
Electric stoves	One per family		300	
Plastic covering	14 meters per family		300	
Jerry cans	Two per family		600	300
Rubber boots (pairs)	One per family		300	442

Table 1: Distributed relief items to affected families following the floods. All items from own stock were distributed on 25 September. As for hygiene parcels and bedding sets, 100 families were covered by the items from the National Society's own stock, while the needs of the remaining 200 families were covered by the DREF allocation.



Federation representatives meet affected man in Navahi. **Azerbaijan Red Crescent Society.**

A part of the DREF allocation was used for replenishing and adding additional relief items to the National Society's relief stock. Hence 442 pairs of rubber boots, 800 bedding and 300 jerry cans were procured and placed in stock.

Affected people also requested building materials from the National Society. However, this was not covered by the DREF allocation, and the society was not able to cover such demands. Nevertheless, through meetings with local authorities, surveying satisfaction among people (outlined below), and dialogue with the affected population, the National Society gained a more accurate picture of people's needs and was better prepared to raise people's concerns in front of decision-makers. Hence the National Society did and still does play an important advocacy role on behalf of vulnerable people in the affected area as well as nation-wide.

The overall outcome in terms of the distributions is that relief items met the needs of the affected population. It enabled people to cope with their immediate needs, especially during cold winter months. People emphasized that being able to prepare food and to heat houses, and having clean bedding and blankets, were vital to handling the situation. Moreover the support from the Red Crescent contributed to reducing the potential of additional expenses among the affected population in Navahi. It also had a notably positive psychological effect as people were not left alone to cope with the human consequences caused by the floods and were reached within reasonable time.

The operation, including the items placed in stock, had positive effects in terms of developing the response capacity of the Azerbaijan Red Crescent. The stored relief items will enable the society to respond quickly to meet immediate humanitarian needs in case of new disasters. This will also minimize the likelihood of initial needs generating more serious and potentially more damaging effects of a disaster as the society will be able to initiate prompt response. Moreover staff and volunteers were able to put into practice their skills as well as to analyse their own work in order to improve the methodology of relief support in future. The National Society managed to coordinate its work with governmental structures, local authorities and the affected population well. The opportunity to share experiences was well used between all partners.

Challenges:

Some challenges occurred in connection to the distribution of relief items. However, the National Society dealt with these accordingly. Challenges included:

- The logistics process took more time than planned. This meant that the first distribution was somehow delayed. A one-month extension of the operation was thus required. The first distribution started in the second month of the operation.
- Costs for trucks and fuel, and temporary workers were somewhat higher than expected.
- Some complaints were registered from people not covered by the operation. However, the National Society managed to convey the message that the limited resources available meant that all people affected could not be covered by the Azerbaijan Red Crescent Society.

Visibility, accountability and performance management

Objective: The Azerbaijan Red Crescent has promoted its relief activities, strengthened its image and ensured that the voices of affected people have been heard.

Activities planned:

- Maximise the visibility of the National Society through relief distributions, visits to the affected people, and monitoring and evaluation by volunteers of Red Crescent branches.
- Procure and utilize Red Crescent T-shirts, caps, ID cards for volunteers and staff of the Azerbaijan Red Crescent.
- Conduct a satisfaction survey to verify the appropriateness of the operation and get feedback from people reached in order to help in the analysis of the operation and to draw lessons to improve future operations.

In order to ensure a transparent procurement process, the Azerbaijan Red Crescent requested quotations from interested companies to obtain comparable offers for the relief items. The National Society received offers from nine companies. The tender commission³ examined and selected three companies for procuring supplies. The prices and conditions offered by the companies were considered as reasonable. Accepted standards for bank transfer and certification of goods were followed.

The distributions were covered by the Azerbaijan Red Crescent information department and the main local TV channel ATV. The operation was followed up by the leadership and management of the National Society as well as the head of the Federation office in Baku. The society's disaster management team was in charge of all organizational and operational actions. Representatives from the Ministry of Emergencies were regularly informed.

The National Society puts much emphasis on ensuring the quality of its work and its accountability to people reached. In December the National Society in close cooperation with the International Federation carried out a survey to find out if people's needs were met and to assess their satisfaction. A preliminary questionnaire was translated to the local language and nine mobile volunteer team members from the Sabirabad regional centre were trained. Totally 45 families affected by the floods and receiving assistance from the National Society were interviewed. The survey helped the National Society assess current conditions in Navahi and contributed to the society once again being in contact with the affected population. Furthermore it directed attention to people's challenges and the effectiveness of the operation.

The survey showed that the response was relevant and timely. People were satisfied with the goods and services provided. People stated that due to the support from the National Society they could cope with the situation and prepare food and heat their houses. The survey also boosted the visibility of the National Society among the population and government structures. The regular training that staff and volunteers have received on emergency need assessment and logistics in recent years is considered as a key element contributing to the relevant and timely response to the floods, and hence people's overall satisfaction.

Challenges:

With a view to learn from its humanitarian undertakings, the National Society recognized the importance of identifying challenges. In terms of visibility, accountability and performance management the National Society as well as the International Federation learned that:

³ From the National Society the secretary general, the deputy secretary, the disaster management coordinator, the chief accountant, the head of logistics department, the head of dissemination sector, as well as the meeting secretary. The head of the Federation office in Baku and the Azerbaijan Red Crescent lawyer observed the meeting.

- The National Society recognizes the need for training and maintaining highly skilled volunteers at regional, branch and community level, especially in disaster prone areas. During the operation volunteers from the Sabirabad regional centre were deployed to the Hajigabul district as there were no volunteers with appropriate disaster management in Hajigabul. Hence training of volunteers in disaster management needs to take place nation-wide in order to enhance Red Crescent response capacity and to reduce the response time, as well as to be able to make use of valuable local expertise. Owing to the likely increase of small to medium-scale disasters in the future as well as increasing expenditures related to human resources, this is vital both in terms of effectiveness and efficiency.
- The operation showed that local communities need to be mobilized and involved in preparing, implementing and evaluating operations and need to receive training to better be able to cope with disasters.
- The establishment of several points of distribution is, if feasible, preferable as to bring services closer to disaster affected people. During the operation transport to and from distribution points and bringing relief items back added an additional burden for some of the affected people. Owing to the fact that there were only two distribution points volunteers were mobilized to transport and deliver the relief items to disaster affected locations.

In sum the successful implementation of the operation can be attributed to the Azerbaijan Red Crescent's efforts to develop and steadily expand its network of trained staff and volunteers since 2000. Moreover its efforts to strengthen regional cooperation and relationships with governmental structures, to increase communities' risk awareness, and to build-up and maintain emergency stocks are essential components of the society's capacity in disaster response. During the operation the society strived to fulfil its commitments outlined in the Memorandum of Understanding with the Ministry of Emergency Situations. The practice of distributing coupons to targeted families prepared the ground for transparent and well-organized distributions. In terms of disaster management and capacity-building looking forward the society aims to:

- Promote, and when possible facilitate training at regional, branch and community level;
- Improve logistics procedures to speed up procurement and distribution processes to ensure timely disaster responses;
- Ensure transparent distributions according to predetermined and unambiguous criteria;
- Establish several points of distribution when feasible as to be closer to the affected populations;
- Target local authorities and advocate for intensified work with disaster-affected populations.

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The International Federation's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

MDRAZ001 - Azerbaijan - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2009/9-2009/12
Budget Timeframe	2009/9-2009/11
Appeal	MDRAZ001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	124,836					124,836
B. Opening Balance	0					0
Income						
<u>Other Income</u>						
<i>Voluntary Income</i>	124,836					124,836
C5. Other Income	124,836					124,836
C. Total Income = SUM(C1..C5)	124,836					124,836
D. Total Funding = B + C	124,836					124,836
Appeal Coverage	100%					100%

II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	124,836					124,836
E. Expenditure	-124,836					-124,836
F. Closing Balance = (B + C + E)	0					0

International Federation of Red Cross and Red Crescent Societies

MDRAZ001 - Azerbaijan - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2009/9-2009/12
Budget Timeframe	2009/9-2009/11
Appeal	MDRAZ001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)		124,836					124,836	
Supplies								
Shelter - Relief	5,530	5,281				5,281	249	
Clothing & textiles	38,200	44,275				44,275	-6,075	
Food	25,200	24,054				24,054	1,146	
Utensils & Tools		14,711				14,711	-14,711	
Other Supplies & Services	28,800	6,413				6,413	22,387	
Total Supplies	97,730	94,735				94,735	2,995	
Transport & Storage								
Storage	3,280	5,382				5,382	-2,102	
Distribution & Monitoring	3,000	408				408	2,592	
Transport & Vehicle Costs	5,268	7,130				7,130	-1,862	
Total Transport & Storage	11,548	12,920				12,920	-1,372	
Personnel								
National Staff	340	451				451	-111	
National Society Staff	4,220	4,954				4,954	-734	
Total Personnel	4,560	5,405				5,405	-845	
Workshops & Training								
Workshops & Training		812				812	-812	
Total Workshops & Training		812				812	-812	
General Expenditure								
Travel	1,500	1,624				1,624	-124	
Information & Public Relation	300	356				356	-56	
Financial Charges	586	416				416	170	
Other General Expenses	497	453				453	44	
Total General Expenditure	2,884	2,850				2,850	34	
Programme Support								
Program Support	8,114	8,114				8,114	0	
Total Programme Support	8,114	8,114				8,114	0	
TOTAL EXPENDITURE (D)	124,836	124,836				124,836	-0	
VARIANCE (C - D)		0					-0	