

# DREF operation final report



International Federation  
of Red Cross and Red Crescent Societies

## Montenegro: Floods

DREF operation n° MDRME002  
GLIDE n°: FL-2009-00026-SRB  
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The International Federation of Red Cross and Red Crescent (IFRC) 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 83,930 (USD 82,400 or EUR 56,870) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the Red Cross of Montenegro in delivering immediate assistance to some 1,100 beneficiaries.**

**Summary:** Heavy and continuing rainfalls in January 2010 caused flooding in several municipalities in Montenegro leading to property damage and partial evacuation of the affected population. Some 1,100 persons or 245 households in the municipalities Podgorica, Tuzi, Golubovci, Cetinje, Ulcinj and Bar were seriously affected by the floods.

The damage was exacerbated due to electricity and water cuts while cattle and crops were killed or destroyed cutting the main source of food for the affected population.



Distribution of food and hygiene items in Ulcinj, Montenegro. Photo: Red Cross of Montenegro

In order to cope with the severe situation the affected population received assistance including food, hygiene items, clothes and shoes, blankets and jerry cans. The Red Cross of Montenegro immediately began responding at national and local level, and offered supplies from its own warehouse. Since this was not enough to cover all the identified needs, the National Society applied for DREF support.

A balance of CHF 4,801 will be reimbursed to the Disaster Relief Emergency Fund. The Netherlands Red Cross contributed CHF 29,538 and ECHO CHF 51,654 to the DREF in replenishment of the allocation made for this operation. Details of all donors to the Disaster Relief Emergency Fund can be found on <http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

[<click here for the final financial report, or here to view contact details](#)

## The situation

Heavy and continuous rainfall in January, lasting for several days, led to a dramatic increase in the level of water in the Skadar lake and Bojana river. This resulted in vast problems for people living nearby the river in the municipality of Ulcinj and in the surrounding areas of the lake including the municipalities of Bar, Cetinje and Golubovci.

Owing to the situation the inhabitants of Kurilo, Rijeka Crnojevica, Ada Bojana villages and several neighbouring villages had to be evacuated together with their livestock and possessions. In only 24 hours the level of water from Lake Skadar in Rijeka Crnojevica rose by more than 100 cm, flooding many households. The rapidly increasing water levels also threatened people living in the municipality of Golubovci where the level of River Moraca was also rising.

Heavy rain falls occurred in other towns as well, notably in the continental part of Montenegro in the municipality of Niksic and Danilovgrad where many villages were endangered and actually flooded.

The floods situation caused significant material damage in the affected areas and endangered some 20 settlements with an estimated number of some 250 households, or 1,100 persons.

The floods affected people were in a very difficult situation since there was no electricity or water in the settlements, which resulted in food shortage and poor hygienic conditions. Also, household possessions were destroyed.

#### Affected population:

- **1,100 beneficiaries from 245 households.**
- **30% older persons; 50% adults; 20% minors.**
- **50% beneficiaries at the territory of Ulcinj municipality; 20% beneficiaries at the territory of Cetinje municipality; 20% beneficiaries at the territory of Golubovci municipality; and 10% beneficiaries at the territory of Niksic and Danilovgrad municipality.**
- **Out of the affected population 3% persons had disabilities while 7% were chronically ill persons.**

After the water masses normalized subsequent assessments estimated the damages to buildings to several hundred thousands of Euros.

People in the affected areas mainly breed livestock, but due to the flooding many of the cattle wandered away or drowned. The urgent needs in the affected areas therefore included food, hygiene and sanitary items and portable water.

The flooding also affected the wider region and the situation was especially grave in the border areas between Montenegro and Albania. The water was flowing from Albania to Montenegro and the Adriatic Sea, adding to the already difficult situation in Montenegro. Owing to the seriousness of the situation in the region as such triggered the launch of a simultaneous operation in Albania.<sup>1</sup>

## Coordination and partnerships

Since the beginning of the floods the Red Cross of Montenegro was part of the rescue and protection system, following predefined roles for every stakeholder within the system.

The Red Cross of Montenegro coordinated its activities throughout local Red Cross branches, through its volunteers and local and regional disaster response teams comprised of trained volunteers. Red Cross representatives, in most cases secretaries of local branches worked alongside Municipal Crisis Headquarters in carrying out rescue activities, information exchange and assessment among the affected population. The secretaries were present in every affected municipality including Golubovci, Tuzi, Cetinje, Bar and Ulcinj.

A second and more detailed field assessment, conducted by the Red Cross together with relevant stakeholders was done after a week. The number of affected households was found to be somewhat 50 per cent higher compared to initial estimates. Representatives of local communities, together with the affected population and Red Cross volunteers provided great support while assessing the situation. An additional assessment conducted by municipal crisis headquarters identified hygiene items as a requirement to help prevent possible disease outbreaks after the water level decreased.

It should be emphasized that the government-backed Commission for Assessment included the Red Cross in this activity, demonstrating their trust in the National Society as a partner in emergencies.

<sup>1</sup> The preliminary final DREF report for the Albania operation can be found at: <http://www.ifrc.org/where/country/cn6.asp?countryid=15>

The Red Cross of Montenegro managed to establish good cooperation with affected people in local communities. Red Cross representatives were distributing relief items with the assistance of local communities. Moreover, supported by and addressing local community members, a survey was carried out in order to find out if people reached were satisfied with the operation and the performance of the National Society.

## Red Cross and Red Crescent action

According to its mandate and own capacities the Red Cross of Montenegro promptly reacted to the situation. From the outset the National Society was been part of the protection system for the affected areas, in line with its mandate, and was responding at both local and national levels.

At the local level, Red Cross branches were participating in the work of Municipal Crisis Headquarters, monitoring the situation in the field, assessing consequences and communicating with other stakeholders. Representatives of local branches were fully participating in all the actions taken in cooperation with the local rescue teams.

At the national level, the disaster management department of the Red Cross of Montenegro was constantly communicating with the government and the bodies coordinating the operation. Governmental institutions demonstrated their trust in the National Society which enabled it to conduct its activities and provide support to the affected population through the mechanism of international assistance.

Communication within the Red Cross and Red Crescent Movement was very good, with regular reporting mechanisms established. The IFRC assisted the National Society with suggestions and coordination in relation to the situation.

The Red Cross of Montenegro distributed relief support from its own stock in order to provide urgent necessary assistance to the affected population. See table 1 for distributed items which were later replenished through the DREF allocation.

The response was conducted in two stages. According to the assessed needs, relief items were distributed in two instalments covering the same people.

Item	Amount
Jacket (winter)	251
Vest (winter)	251
Jerry can	29
Rubber boot	130
Rain coat	120
Blanket	40

**Table 1:** Distributed relief items from the National Society's disaster preparedness stock

## Achievements against outcomes

Relief distributions (food and basic non-food items)
<p><b>Objective: To distribute food parcels, blankets, candles, clothes, rubber boots and rain coats for 1,100 persons.</b></p> <p><b>Activities carried out:</b></p> <ul style="list-style-type: none"> <li>• Collect precise and accurate data of the affected population;</li> <li>• Activate procurement mechanisms;</li> <li>• Send requests for offers to the potential suppliers;</li> <li>• Select the best offers and procure;</li> <li>• Packing;</li> <li>• Locate the place for distribution, time frame of the activity;</li> <li>• Develop a plan of relief distribution;</li> <li>• Distribute the relief;</li> <li>• Evaluate and monitor, including a survey of people reached satisfaction;</li> <li>• Coordinate media coverage</li> <li>• Reporting.</li> </ul>

### Impact:

The relief support from the National Society significantly helped the affected population to cope with the floods. Adding to the difficult situation, due to the economic crisis the support from the government and other stakeholders was limited. Red Cross thus resumed an important role since it was able to rely on international

support and prove its role as an auxiliary to the government. Since the relief needed to be distributed quickly time was a significant factor which triggered a fast activation of funds and procurement of the necessary items.

The National Society had previous experience with disasters, which enabled it to make rapid needs assessment. This was not an easy process since the number of affected households changed constantly. After the needs assessment, the process of procurement, selection and distribution of relief was done.

When selecting the households the Red Cross was supported by local communities and their representatives who participated in the work of Municipal Crisis Headquarters. After the selection of the households, which was done following clearly defined criteria including level of vulnerability and social situation, suppliers were identified, as well as points of distribution. This was altogether conducted very efficiently, with the participation of local Red Cross branches and local stakeholders.

Finally, the relief items were distributed to 1,100 beneficiaries, or 245 households. The distributions targeted affected people in the municipalities of Golubovci, Virpazar, Ulcinj, Cetinje, Tuzi and some 20 local communities within these municipalities. The items were distributed through two stages. See table 2 for a complete overview over distributions.

Owing to a well organized operation the National Society managed to generate great public interest and media coverage. The public expressed interest to learn more about Red Cross activities within the integrated disaster response mechanism. This contributed to an improved image of the organization, and the general public perceived the organization as a reliable, efficient and effective stakeholder. Visibility of the organization was very well, since all the teams present on the field wore the Red Cross emblem and all the relief items were marked with the logos of the National Society and the International Federation.

#### Challenges:

- Bad weather conditions affected the planned distributions in terms of time. However all the goods were delivered within acceptable timeframes (48 hours).
- Unapproachable terrain meant that distribution points were not at ideal locations for all of the affected people. This did not prevent any from receiving goods though.
- Variable prices meant that more careful financial management had to be put in place in order to stay within the approved budget and procure the required items.

#### Water, sanitation, and hygiene promotion

**Objective: To provide the affected population with sanitary conditions and drinking water by distributing hygiene parcels and drinking water directly to 1,100 affected persons.**

##### Activities carried out:

- Provide drinking water
- Purchase the hygiene items;
- Purchase the jerry cans, for the affected population
- Evaluation and monitoring, including a survey of people reached satisfaction;
- Coordinate media coverage;
- Reporting

#### Impact:

The collapse of water systems resulted in water shortage for many people. Also, there was a problem of deteriorated hygiene conditions after the water level decreased.

In response, the Red Cross of Montenegro distributed hygiene parcels and jerry cans in the municipalities of Golubovci, Virpazar, Ulcinj, Cetinje and Tuzi, altogether covering some 20 local communities within these municipalities. Totally 1,100 persons were reached. This enabled the affected population to collect water from distribution points provided by the government, until the regular water supply was established.

Similar to the distribution of food and non-food items the National Society managed to create media and public interest. Again, the public was informed about every activity which improved the image of the organization.

Owing to the fact that the prices of certain items were significantly lower than expected enabled the Red Cross to conduct a second round of distributions, and to store the remaining items as emergency stock.

### Challenges:

- Variable prices of hygiene parcels, combined with needs among affected people for additional hygiene parcels, meant that ultimately more parcels were purchased than necessary so the surplus items were stored in the National Society's stock;
- The National Society considered the deployment of water purification equipment, but the idea was rejected since the society's equipment was not complete and did not meet the criteria for providing portable water. Missing parts of the equipment included laboratory for water analysis and chemicals necessary for purification. This is very expensive and due to the current financial situation within the National Society, this could not be purchased.

### Overview of relief distribution

According to the assessed needs, the relief items were distributed through two rounds to the same people and in the same quantities. Please see table 2 for the total figures for distributions including replenishment, items added to stock and the total amount of items procured.

ITEM	REGION					Total distribut-ion*	Added as new items in stock	Total procure-ment
	Ulcinj	Cetinje	Tuzi	Virpazar	Golubovci			
Food parcel	174	90	14	10	202	490	-	490
Flour 25 kg pack	174	90	14	10	202	490	-	490
Hygiene parcel	174	90	14	10	202	490	454	944
Rubber boot (pairs)	349	211	58	20	342	980 (130)	-	980
Rain coat	324	150	44	30	250	980 (120)	-	980
Jerry can	224	100	37	34	124	519 (29)	-	519
Blanket	410	170	80	20	300	980 (40)	-	980
Candle	500	-	-	-	500	1,000	5,000	6,000
Plastic sheet (m2)	-	-	-	-	-	-	2,450	2,450

**Table 2:** Food and non-food items distributed through DREF \*Figures in brackets indicate the number of items distributed from the National Society's own stock and which was replenished by the DREF allocation. Please see table 1 for items distributed from the NS Own stock.

### Satisfaction survey

A survey among people reached was conducted to find out about people's level of satisfaction with the services provided. This was the first time the National Society carried out such a survey and signals a greater focus and acknowledgement of the involvement of people reached in emergency operations to ensure downward accountability and as a means for performance improvement in the future.

During the survey data collection was conducted through structured interview which at the same time allowed the targeted people to provide additional comments and voice their opinions. The preparation for the survey included capacity building as team members were guided about how to interview people and do data analysis. The survey was conducted in the municipalities of Zeta, Ulcinj and Cetinje, and covered affected people from several local communities. An equal number of women and men were interviewed. Moreover, in selecting people for interviews explicit focus was put on reaching different parts of the affected population as to examine people's satisfaction from different angles.

The main conclusions and recommendations regarding the floods operation were:

- Overall the survey confirmed that the involvement of affected people in preparing and implementing operations is crucial. Asking affected people about their needs and required support clearly increase the likelihood that people's real needs are reached. The National Society will still look into additional mechanisms for involving stakeholders and affected people at different stages of relief operations, enabling them to contribute with their own capacities and local knowledge.
- Conducting distributions in two rounds appeared as a good practice since people reached was provided with some sort of continuity in the support.

- The cooperation with other stakeholders providing support to the affected population proved beneficial, and ensured that all needs were covered and that duplication was avoided.
- People reached stated that representatives of local communities provided important information about the relief operation which made the distribution easier. However, the survey also showed that this cooperation could improve to ensure that people receive *all* the necessary information.
- In terms of the speed of the operation the National Society recognizes that it needs to speed up decision-making processes and improve the overall performance of the organization in order to react promptly to the needs of disaster affected populations
- Promotion of the National Society through transparent work processes and advocacy on behalf of affected people resulted in citizens and companies covering some of the needs among the affected people.

## 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

MDRME002 - Montenegro - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2010/1-2010/5
Budget Timeframe	2010/1-2010/4
Appeal	MDRME002
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
<b>A. Budget</b>	83,930					83,930
<b>B. Opening Balance</b>	0					0
<b>Income</b>						
<u>Other Income</u>						
<i>Voluntary Income</i>	83,930					83,930
<b>C6. Other Income</b>	83,930					83,930
<b>C. Total Income = SUM(C1..C6)</b>	83,930					83,930
<b>D. Total Funding = B + C</b>	83,930					83,930
<b>Appeal Coverage</b>	100%					100%

## II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>B. Opening Balance</b>	0					0
<b>C. Income</b>	83,930					83,930
<b>E. Expenditure</b>	-79,129					-79,129
<b>F. Closing Balance = (B + C + E)</b>	4,801					4,801

Selected Parameters	
Reporting Timeframe	2010/1-2010/5
Budget Timeframe	2010/1-2010/4
Appeal	MDRME002
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	
<b>BUDGET (C)</b>		<b>83,930</b>					<b>83,930</b>	
<b>Supplies</b>								
Shelter - Relief	2,901	986				986	1,915	
Clothing & textiles	42,269	36,396				36,396	5,873	
Food	14,504	14,035				14,035	469	
Utensils & Tools	2,538	1,634				1,634	904	
Other Supplies & Services	5,254	12,206				12,206	-6,952	
<b>Total Supplies</b>	<b>67,466</b>	<b>65,257</b>				<b>65,257</b>	<b>2,208</b>	
<b>Transport &amp; Storage</b>								
Storage	6,882						6,882	
Distribution & Monitoring		5,115				5,115	-5,115	
Transport & Vehicle Costs		729				729	-729	
<b>Total Transport &amp; Storage</b>	<b>6,882</b>	<b>5,844</b>				<b>5,844</b>	<b>1,038</b>	
<b>Personnel</b>								
Regionally Deployed Staff	1,000						1,000	
National Staff	1,110						1,110	
National Society Staff		511				511	-511	
<b>Total Personnel</b>	<b>2,110</b>	<b>511</b>				<b>511</b>	<b>1,599</b>	
<b>General Expenditure</b>								
Travel	800	199				199	601	
Information & Public Relation	300						300	
Communications	750	524				524	226	
Financial Charges		1,964				1,964	-1,964	
Other General Expenses	500						500	
<b>Total General Expenditure</b>	<b>2,350</b>	<b>2,687</b>				<b>2,687</b>	<b>-337</b>	
<b>Programme Support</b>								
Program Support	5,122	4,829				4,829	293	
<b>Total Programme Support</b>	<b>5,122</b>	<b>4,829</b>				<b>4,829</b>	<b>293</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>83,930</b>	<b>79,129</b>				<b>79,129</b>	<b>4,801</b>	
<b>VARIANCE (C - D)</b>		<b>4,801</b>				<b>4,801</b>		