

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: WINTER SUPPORT FOR SIBERIAN NORTHERN TERRITORIES

22 April 2003

Final Report

Appeal No. 29/99

Launched on: 2 November 1999 for 10 months for CHF 47,500,000.

Extended by seven months to 31 March 2001.

Beneficiaries: 770,000.

Operations Update No. 8 (Final). Period covered: 2 November 1999 - 31 March 2001

Last Ops. Update issued: No.7 on 24 January 2001

Operational Developments:

In June 2000, the Russian Red Cross Society (RRCS) and participating national societies (PNS) at a donor conference agreed that co-operation between the RRCS, the International Federation and PNS had entered a new stage of development. It marked a new phase of raising relations between the three parties to a higher level.

A process has been developed to establish eight zonal representative offices across the Russian Federation, geographically combining a number of regional and republican RRCS committees. The eight zones - Far East, East Siberia, West Siberia, Urals, Volga, North Caucasus, Central and North West - coincide territorially with the Russian Federation federal okrugs established by the Russian President as basic components of the country's administrative division.

The Far East zone is supported by the Canadian Red Cross Society with a delegate in the region. East Siberia zone is sponsored by the American Red Cross. Negotiations are in process for providing support to the West Siberia zone and North West zone with the British RC and Nordic Group, respectively. Zonal departments aim to provide both consistency in core areas of RRCS activity and quality of services to beneficiaries throughout the Russian Federation, while utilising available resources in the most effective and accountable manner and strengthening the Russian Red Cross executive branch.

Some positive steps have been taken by the Russian government, such as an out migration policy in some of the Northern and Far Eastern regions. Pensions and children allowances are now paid more regularly. However, the experience of this programme proved that the situation in many remote places remains unacceptable and the local population continue to live in atrocious condition. As a result a Severe Poverty Appeal (24/2000) was launched by the International Federation and the RRCS in September 2000, which aimed to alleviate this situation through community canteens, seeds, hot meals and fishing projects.

Red Cross and Red Crescent Society w

One of the major initiatives undertaken by the Russian Red Cross was the convening of the Kamchatka Conference at the end of August 2000. This high profile international conference was held in Kamchatka, one of Russia's most remote regions, to highlight the difficulties of the far north of Russia.

The conference was attended by members of the donor community, Federal Government representatives, Regional Governors, senior members of the Russian Red Cross Central Committee and representatives of the indigenous populations. Advocating on behalf of the vulnerable population the conference issued a widely publicised declaration. This called upon the Federal Government, private sector, Russian Red Cross and International Red Cross Red Crescent Movement to further expand existing partnerships and improve the Russian Red Cross's country assistance strategy.

Red Cross Red Crescent action w

Health w

Objective 1: To prioritise healthy lifestyles focusing on nutritional support, sanitation, personal hygiene and health education.

Nutritional support in the form of family food parcels, bulk food for children's institutions and soup kitchens (that were opened in eight targeted regions only) were provided to over 290,000 beneficiaries in all 22 regions. The target groups were mainly vulnerable families and lone elderly although local chairpersons were allowed discretion to step outside of these guidelines.

Hygienic kits totalling 100,157 were supplied to beneficiaries in nine regions. These packs contained information leaflets with basic hygienic information, information about the local Red Cross and also about the donors.

First Aid kits were supplied to the Arctic territories where the local population is deprived of the primary health care due to a collapse in the health and social infrastructure. These territories have a large indigenous population in isolated communities leading a nomadic way of life. As well as the first aid kits which were primarily issued to families and vulnerable individuals, 50 field hospital kits were distributed to rural medical centres in the Republic of Yakurtia.

Supplementary food programmes were carried out in children's institutions in Nenetsk, Taimyr, Tuva, Koryak, Kamchatka, Yakutia and Komi-Permatski regions. This support included food, hygienic, medical and household supplies distributed to the most vulnerable institutions. The choice of type of support was made by the local Red Cross Committees in co-operation with the administration of the orphanages.

In addition to the food and seeds distributed through the multilateral donations, an additional 24.5 thousand tonnes of food were distributed by the American Red Cross in six Siberian regions (the value

of the commodities was approximately CHF 24 million). This pledge was not recorded as a contribution to the Appeals but has been carried out in addition to what was appealed for.

Table 1. Distributions under Appeal 29/99

Region	Nenetsk	Taimyr	Yakutia	Evenk	Chukotka	Magadan	Kamchatka	Koryak	Altay Kray	Altay Republic	Tyva	Kirov	Komi-Perm	Komi Republic	Total
Food parcels	6'995	10'922	13'876			13'480	10'500			35'000	44'400	16'500	4'900	10'593	167'166
Bulk food, kg					10'350			8'625							18'975
Hot meals	45'608	8'251		26'250		126'000	127'275		221'123	234'652	151'721				940'880
Warm suits	2'276	3'594	4'092												9'962
Children's clothes	2'285	3'582	6'040												11'907
Rubber boots	839	1'327	1'820												3'986
Fishermen boots	2'285	3'582	4'115												9'982
Felt boots	840	1'328	1'830												3'998
Hygiene parcels	6'999	10'925	13'883			15'850	15'000	3'000	10'500	12'000	12'000				100'157
School sets	2'285	3'598	6'110												11'993
Seed sets				3'000		14'000	13'900		33'000	18'000	18'000				99'900
FAP kits			50												50
Family FA kits	3'480	5'420	6'940												15'840
No. children's institutions	4	3	4				2	3			3		6		25
Total No. beneficiaries	9'077	14'189	39'600	10'550	3'895	58'083	66'152	9'308	107'946	81'863	97'029	17'900	6'561	11'310	533'463

Development w

Objective 1: To protect and nurture indigenous coping mechanisms through initiating ten pilot small-scale community development/income-generation programmes in order to achieve self-sufficiency.

Due to a shortfall in funding this component of the appeal was not implemented. However during this period, detailed assessments followed by the fielding of two delegates funded by the Canadian Red

Cross has been undertaken and suitable development projects in the Far North East are ready to be implemented.

Suitable projects emerging from the above initiative will be adapted and incorporated into the next country appeal.

However, 100,000 seed sets were purchased and distributed to around 300,000 beneficiaries in six regions. This was a substantial development programme with seeds being harvested and retained by the beneficiaries for planting again in future seasons.

Relief distributions w

Objective 1: To provide humanitarian assistance to 770,000 of Russia's most isolated and vulnerable, primarily focusing on children and elderly living alone.

The population of the targeted regions includes significant groups of indigenous peoples, as well as Europeans (Russians, Ukrainians, etc.). Some people are very resourceful, surviving by supplementing their limited incomes by hunting, fishing and gathering mushrooms, berries, etc. Others are on the edge of poverty. The problem here is not of sudden-onset poverty as the result of an isolated disaster, but one of persistent poverty, exacerbated by the current transition from centrally-planned to market economy.

The Russian Red Cross has used data from assessment missions, monitoring reports and state statistics to target the demand in regions. A major refinement of distribution lists took place, with only the most vulnerable five per cent considered as beneficiaries. Due to considerable savings on certain budget lines and in particular local transportation costs, the objective of bringing relief to 770,000 beneficiaries was exceeded with a total of some 100,000,000 beneficiaries reached.

Local Red Cross committees in co-operation with local authorities organised distribution in urban areas and remote settlements. Prior to distribution, agreements between the Red Cross and local authorities were signed outlining responsibilities for local distributions. Beneficiary lists of multi-child and single parent families, invalids and lone pensioners were compiled for the urban regions and population figures for the remoter settlements were drawn up. In these isolated settlements the settlement as a whole was targeted. It was not possible to distinguish the most vulnerable in this situation and to try to do so may have caused severe social unrest.

Please, refer to Table 1 for details on distribution of all commodities by region.

The programme also included the distribution of second-hand clothes and footwear donated by the Swedish Red Cross. These supplies started back in 1994 and continued till the end of 2000. At this time the State Humanitarian Aid Commission banned the importation of second hand clothes into Russia allegedly due to the lack of appropriate control and low quality of the clothes. The RRC and Federation continue their efforts to be granted exception from the decision.

The distribution of second hand clothes (SHC) in 2000/2001 was carried out in 15 regions. The decision was taken not to distribute to the more remote regions due to extremely prohibitive transportation costs. The first consignment of SHC arrived to Irkutsk in January 2000, and up until April 2001 the RRC regional branches have received 32 wagons, containing 627,698 kg of clothing that was distributed among 499,065 beneficiaries, except Komi Republic.

According to the reports there were some complaints of non-proportional supplies of children/adults clothes, but all reports noted that SHC and footwear was a substantial long-term support for the needy

people, especially so for the elderly and multi-child families. The quality of clothing and shoes was excellent in all cases.

Table 2. Distribution of second hand clothes under Appeal 29/99

Region	Altay Kray	Altay Republic	Evenk AO	Tyva Republic	Komi Republic	Komi- Perm AO	Perm region	Kirov region
Clothes, kg	77'514	60'334	20'115	20'088	40'176	19'013	37'460	75'240
No. beneficiaries	49'144	69'244	2'586	20'010	-	20'938	29'355	67'032

Region	Tyumen region	Kurgan region	Khakassia Republic	Buriatia Republic	Chita region	Kemerovo region	Irkuts k region	GRAN D TOTA L
Clothes, kg	20'154	20'088	58'368	40'246	18'750	60'264	59'888	627'698
No. beneficiaries	12'631	10'747	65'637	30'180	23'037	48'029	50'495	499'065

Objective 2: To procure, transport, deliver and monitor emergency aid (food parcels, bulk food, hygienic items, seeds and soup kitchens) to lone elderly, multi-child families, single-headed families, bedridden invalids, residents in elderly homes, abandoned or orphaned children and specialised hospitals.

Although adding to the logistics difficulties, the decision to purchase the majority of relief items in Moscow ensured control over quality. Subsequent investigation showed that items were not readily available in the regions. However, where possible local production and procurement was undertaken, that is in Altay Republic, Tuva Republic, Magadan, Kamchatka, Komi, Perm and Kirov. All procurements and supplies for the Arctic territories were made in Moscow. It is an anomaly, but items proved cheaper to produce and purchase in Moscow and then transport to the Arctic regions than if they had been available and purchased locally.

Logistics w

The full implementation of the programme by the RRCS can be seen as an extraordinary achievement. The logistical challenge of delivering aid across eight time zones, almost all well within the Arctic circle, cannot be underestimated.

Methods of transportation included the use of helicopters, fixed wing aircraft and cargo ships requiring icebreaker escorts. River barge journeys of over 5,000 km via the Yenisei and Lena rivers were undertaken and, as well as rail transportation, the frequent use of helicopters and tracked vehicles became commonplace. This complex operation also involved numerous reloading and cross loading procedures.

In the Urals and Southern Siberia it was possible to make use of existing transport infrastructure, automobile and rail roads. However, in the Polar regions and the Far North East transportation was solely by water and within a short three month navigation time. This narrow and ever moving logistics window was one of the programme's major challenges. Some settlements could only be reached on winter roads, others only in spring or early summer when rivers were high and navigable. All polar region settlements are critically isolated having no roads or rail access due to the marshy terrain.

Despite this achievement, one should never overestimate the time needed to carry out local distribution in these regions. Despite conservative time frames and clearly stated difficulties, donors and implementing partners need to be better prepared for drawn-out local disbursement.

Telecommunications w

Throughout the regions the telephone network has worked extremely well and almost all regional committees now have phone and fax lines. As a direct result of this programme six committees were able to purchase fax machines and 14 committees received a computer. Following a training period for chairpersons held in Moscow there has been an increase in the use of email resulting in a much improved response time for reporting.

National Society Capacity Building w

With one of the objectives to promote the development of the Russian Red Cross, in general terms the programmes run under this appeal have boosted the local and national Red Cross image and credibility. Below is a short overview of the strengthened capacity of the RRCS as direct result of this appeal.

Organisation. Two regional (in Taymyr and Komi-Permyatsky regions) and 35 district committees have been set up and started their activities. 47,000 new members joined the organisation within the framework of the programme and over 2,400 volunteers participated in its implementation, helping in distribution, monitoring, loading and unloading as well as many other areas.

Within the RRC the programme has reinforced the relations of the Headquarters with its branches and local administrations. The programme has actively encouraged and supported a closer relationship between the Central committee and the regions. This was mainly achieved by giving the RRC headquarters a greater responsibility for co-ordination and implementation at regional level. The Central Committee was strongly represented at all training seminars.

Logistics. All regional committees involved have developed their logistics and communication capacities. They are now equipped with modern technologies that permitted proper and timely reporting and good communication. Also, importantly for the future, they are developing or starting their own data bases addressing the issue of vulnerability assessment in the respective regions. This data base has been supported by the Federation data base officer in Moscow.

Publicity/Image building. The programme drew the frequent attention of the mass media both National and International. Through numerous publications and broadcasts the Red Cross has improved its image and popularity amongst the local population, government and other agencies.

Relations with local authorities. The impact of the programme ensured that local governments and authorities realised its value and acceptance of the Red Cross as a professional partner capable to supplement their social work. This acknowledgement was manifested in the many agreements on cooperation now in place in the regions. The administrations undertook the provision of transportation for the local supplies and deliveries, and in some regions included the RC activities in the local welfare plans. In some regions the administrations have provided new offices and/or agreed to cover the rent and utility costs.

However, these improvements are in direct proportion to the amount of aid distributed in the region. For example following the DFID funded programme in the far north of Nenetsk, Taymyr and Yakutia local authorities and private sectors have responded with funding, premises and help with transportation. Whereas areas where the appeal had little impact such as Evenkia, the regional committees are not receiving such a level of support.

The programme drew attention of the Federal Government and prompted the Russian Vice-President V. Matvienko to remind the regional administrations to follow the President's order "On State Support for the RRC" issued on 20 July 1996.

Training. Apart from acquiring valuable experience in implementing and reporting on International programmes, eight members of the Red Cross attended a logistics workshop in Moscow. This workshop was run by staff from Geneva and has ensured a strong logistics base for the Russian Red Cross. Four of the participants were from the Headquarters and the other four were from the regions.

Two workshops were held in Moscow for chairpersons from the regions. These workshops, held at the beginning of the appeal and near its end were invaluable components ensuring a professional implementation of the programme. The workshops covered such diverse topics as, reporting, volunteer support, computer skills, move from relief to development and relations with the media.

Regional committee bookkeepers from seven regions attended a seminar in Moscow undertaking training aimed at standardising finance reports from the field more closely along Federation lines. Financial training was also undertaken in the field in Nenetsk, Tyva, and Altay.

In Moscow, training was given to RRCS monitors from Tyv, Altay, Nenetsk, Kamchatka, Chukotka, Magadan, Taimyr, and Yakutia. This training was carried out by the Federation monitoring officer over a four day period. These monitors were employed full time to monitor the selection of beneficiaries, distribution of aid and also to gain a clearer social picture from the ground.

Last Objective - Coordination

Throughout the programme, the Federation relief department has worked alongside the RRCS with the representative of the Central Committee co-located with the relief co-ordinator. However, transference of skills has not been as good as it may have been partly due to language difficulty. However, the RRCS capacity has now grown to an extent that they have now taken over the logistics function for all Federation/RRCS programmes.

Field visits were conducted by representatives from ECHO's Moscow office, and independent evaluations were undertaken by the German Red Cross and also by DFID. Frequent meetings were held in Moscow with PNS desk officers, ECHO and DFID.

For further details please contact: Miro Modrusan at email: miro.modrusan@ifrc.org, Phone : 41 22 7304324; Fax: 41 22 733 03 95;

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.

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.

John Horekens
Director
External Relations

Lynette Lowndes
Head
Europe Department

APPEAL No. 29/99

PLEDGES RECEIVED

15/04/03

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL----->				47,500,000	01/01/99	38.71%
AMERICAN - PRIVATE		1,000	USD	1,665	10.04.00	
AUSTRALIAN - RC		11,635	AUD	11,675	05/11/99	
AUSTRALIAN - RC		110	AUD	108	23.05.00	
AUSTRIA - RC		50,000	EUR	78,625	02/05/00	
BRITISH - GOVT/RC		1,455,639	GBP	3,770,105	21/03/00	DFID FUNDS
BRITISH - RC		25,000	GBP	62,500	08/12/99	
CANADA - GOVT		1,250,000	CAD	1,355,875	23/03/00	FOR VARIOUS ITEMS
CANADA - GOVT		23,895	USD	42,677	15.11.00	ADDITIONAL
DANISH - RC		500,000	DKK	107,460	10/12/99	
ECHO/GERMAN RC		817,650	EUR	1,296,059	15/01/00	
FINNISH - GOVT/RC		508,263	EUR	750,959	21.06.00	37'300 FOOD PARCELS FOR SIBERIAN NORTHERN TERRITORIES
JAPANESE - RC		3,000,000	JPY	47,184	15.08.00	WINTER SUPPOORT SIBERIAN NORTH. TERRITORIES
SWEDEN - RC		5,000,000	SEK	931,500	06/12/99	
SWEDEN - RC		1,500,000	SEK	280,050	17/03/00	
SUB/TOTAL RECEIVED IN CASH				8,736,442	CHF	18.39%

KIND AND SERVICES (INCL. PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CANADA - RC		300,000	CAD	335,940	21/06/99	delegates, assessment & evaluation
SWEDEN - RC		50,000,000	SEK	9,315,000	02/12/99	SECOND HAND CLOTHING AND SH
SUB/TOTAL RECEIVED IN KIND/SERVICES				9,650,940	CHF	20.32%

NOT REQUESTED IN APPEAL

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	

Project Summary Financial Statement by Appeal

All Donors.
All CODA transaction types.

Project	Opening	INCOME					EXPENDITURE								Closing	
		Voluntary Contributions.		Transfers	Other Income	Total Income	Supplies	Capital Transport	PS Personnel	General Expenditure	Transfers	Provisions	Total Expenditure			
		Selected Donors	Others													
Appeal: 29/99 - RUSSIAN FEDERATION: WINTER SUPPORT FOR SIBERIAN NORT																
<i>Transactions recorded during the period January of 1999 through December of 2009 for project(s) relating to 29/99 - RUSSIAN FEDERATION: WINTER SUPPORT FOR SIBERIAN NORT</i>																
Europe																
Europe B.R.U.M.																
Europe Russia																
PRU010 - Russia - Winter Emergency-1999/2000	0	7,581,934	0	-1,426,934	0	6,155,000	4,669,833	62,937	405,701	358,396	407,972	250,158	0	0	6,155,000	0
PRU011 - Russia - WEA Siberia/Echo DERU04	0	1,331,827	0	0	18,218	1,350,045	1,164,338	14,380	20,197	33,146	68,344	49,637	0	0	1,350,045	0
PRU012 - Russia - WEA Siberia/DGNCA	0	0	0	1,117,843	0	1,117,843	901,214	4,391	66,759	65,788	19,538	60,151	0	0	1,117,843	0
PRU021 - Russia - Community Dev. Fund/DGNCA	0	120,388	0	308,043	3,408	431,839	142,194	21,263	27,775	24,872	107,407	109,566	0	0	433,080	-1,240
Europe Russia	0	9,034,149	0	-1,046	21,626	9,054,729	6,877,581	102,972	520,435	482,204	603,262	469,513	0	0	9,055,970	-1,240
Europe B.R.U.M.	0	9,034,149	0	-1,046	21,626	9,054,729	6,877,581	102,972	520,435	482,204	603,262	469,513	0	0	9,055,970	-1,240
Europe	0	9,034,149	0	-1,046	21,626	9,054,729	6,877,581	102,972	520,435	482,204	603,262	469,513	0	0	9,055,970	-1,240
29/99 - RUSSIAN FEDERATION: WINTER SUPPORT FOR SIBERIAN NORT	0	9,034,149	0	-1,046	21,626	9,054,729	6,877,581	102,972	520,435	482,204	603,262	469,513	0	0	9,055,970	-1,240
Grand Totals	0	9,034,149	0	-1,046	21,626	9,054,729	6,877,581	102,972	520,435	482,204	603,262	469,513	0	0	9,055,970	-1,240

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