

Appeal 2001-2002

 International Federation
of Red Cross and Red Crescent Societies

Russian Federation

(Appeal 01.59/2001)

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

	<i>In CHF</i>
1. Disaster Response	1,412,380
2. Health and Care	2,702,044
3. Humanitarian Values	352,145
4. Institutional & Resource Development	413,771
5. Coordination & Management	415,085
Total	5,295,425



Introduction

National Context

Russia, the world's largest country covers one sixth of the world's land surface. It has an extremely heterogeneous population of over 140 million people spread across 12 time zones. Following the break up of the Soviet Union in 1991, the Russian Federation embraced a policy of economic reform which included price liberalization, privatization, and currency convertibility. This policy has had a catastrophic effect on the nation's economy, social infrastructure and population.

This transition from a command to a market economy was disastrous for millions of Russians. There was growth in poverty to such an extent that now over 40 million Russians are living on less than USD 1 per day. Life expectancy is falling and now stands at 65.5, and the population is falling by up to one million per year. An abrupt decline in health care and public health formed the catalyst for a return of diseases such as tuberculosis, diphtheria and sexually transmitted diseases. HIV is becoming rampant. Other social consequences such as alcoholism, drug abuse, increasing domestic violence, rising divorce rate, falling birth rates, unemployment and an explosion of crime manifest themselves everywhere.

Russia's previous economic system initiated a strategy of development of the Far North and Far North East regions based on the centrally managed transfer of resources to the Northern territories for geopolitical reasons. This resulted in a large population attracted by government subsidies, incentives and privileges who worked in state supported industries. Times have changed. Almost all commercial and state enterprises collapsed leaving behind the results of gross environmental mismanagement. The few remaining enterprises are faced with massive restructuring, including plant closings and layoffs.

Official unemployment rates are virtually meaningless when many salaries were not paid for years. The long winter nights, short growing season and permafrost prevents any growing of food in much of the region. The home garden or *dacha*, the usual coping mechanism in Russia, is not an option for most people in these regions.

National Society Context

The Russian Red Cross Society, supported by the Federation has, during the last year, provided humanitarian assistance to five million of Russia's most vulnerable citizens under internationally-funded emergency programmes. The challenge was immense. Working within an infrastructure which was poor even in Soviet times and is now almost non-existent, results are impressive. The remote areas in which the RRCS operates precluded any opportunity to work with partners on the ground as in many of the regions the only NGO able to operate is the RRCS. However programmes implemented so far have forged strong partnerships and close cooperation between the RRCS and regional authorities.

The National Society has 100 regional and 1,321 district committees or branches, as well as over 18,000 grass-roots organizations. A total of 1,293 people are employed by the RRCS throughout the country.

Priority Programmes for Federation assistance

To support the Russian Red Cross, the Federation will focus on:

- **Disaster Response:** supporting adaptation of refugees, asylum seekers, forced migrants and internally displaced persons into Russian society and increasing public awareness of their needs.
- **Health and Care:** improving the health, quality of life and life expectancy for the most vulnerable segments of the Russian population, particularly the elderly, TB and HIV/AIDS patients.
- **Institutional Development:** strengthening the legal basis and developing plans of action to provide more assistance, of higher quality, with greater impact and relevance, to more vulnerable people in each of the communities it serves.
- **Humanitarian values:** raising public awareness of Red Cross activities through information campaigns, the RRCS museum and the RRCS magazine, and attracting volunteers and potential staff.
- **Coordination and Management:** maintaining its delegation in Moscow to continue promoting the reform process of the National Society.

1. Disaster Response

- **Population Movement (PM) programme**

Background and progress to date

According to the UN High Commissioner for Refugees' global report (1999), between three and five million people migrated to, in or from Russia, either as a refugee, an involuntarily relocated person (IRP), internally displaced person (IDP) or formally deported person since 1991. In 2000, there were 116,000 refugees, 12,500 asylum seekers, 965,000 IRPs, 200,000 IDPs (from Chechnya) and 15,000 deported persons in Russia.

The refugees originate mainly from Commonwealth of Independent States (CIS) countries and smaller numbers are from Africa and Asia. The IRPs (the majority of them are ethnic Russians) are from Kazakhstan, Chechnya, Uzbekistan, Tadjikistan or Azerbaijan. This group includes 30,000 formerly deported Meskhetians living in the Krasnodar region, who are considered stateless. UNHCR noted a 30 per cent increase in the number of newly arriving asylum seekers during 1999, with Afghans accounting for the greatest increase.

Eligibility procedures continue to be implemented at a slow pace and refugee status is still granted in a restrictive manner. Federal and regional authorities lack the resources and the capacity to implement adequate procedures for the determination of refugee status. Despite the acquisition of refugee status, many refugees from CIS countries are not permanently registered and cannot therefore obtain Russian citizenship. This lack of registration also results in discrimination, including housing evictions and lack of access to employment, social benefits or pensions.

A wide application of the concept of "safe third country", and restrictive interpretation of the term "persecution" resulted in the rejection of asylum applications. Asylum seekers from non-CIS and non-Baltic States remain in a particularly precarious situation.

Military action in Daghestan and later in Chechnya resulted in a massive influx of IDPs into the neighbouring republics of Ingushetia, North Ossetia, Daghestan, and other regions in the Russian Federation, concluded the UNHCR report.

The Law of the Russian Federation on Refugees of 1993, was significantly amended in 1997. (the *Russian Federation's Law on Refugees*). This law should enable a practical implementation of the 1951 Convention of Refugees and the 1967 Protocol. In addition, the Law of the Russian Federation on Forced Migrants of 1993 was revised and amended in 1995 (the *Russian Federation's Law on Forced Migrants*), which applies to involuntary relocated persons with Russian citizenship who were displaced within the country or came to Russia from a CIS or Baltic country.

The Population Movement (PM) programme commenced in early 1998 in 14 National Red Cross and Red Crescent Societies in the CIS and Baltic countries. The programme was adopted by the region's National Societies (NSs) on the basis of the 1996 *Almaty Declaration* which identified PM as one of the four key areas to reinforce International Federation mandates for technical support.

The purpose of the PM programme in the CIS and Baltic countries is to expand on governmental assistance provided to refugees, asylum seekers, internally displaced persons, persons in a refugee like situation, formerly deported persons, involuntary relocated persons, undocumented forced migrants and ecological migrants.

A range of projects, designed by NS PM co-ordinators, were set up to enable durable solutions to the settlement of refugees in the society. Types of project support include: emergency relief distributions; health projects; psycho-social support; legal counselling; public awareness campaigns; and seminars to raise awareness of refugee issues.

The CIS and Baltic PM conference *Beyond 2000*, held in Gudauri, Georgia, during 23-25 May 2000, facilitated a forum for representatives of 14 Red Cross and Red Crescent Societies and participating governments. Strategic directions for the purpose of implementation of the programme were defined as:

- improving identification of the most vulnerable groups among displaced populations;
- legal protection of displaced populations;
- psycho-social rehabilitation and adaptation of displaced populations;
- community based approach;
- capacity building through training of National Society staff and volunteers;
- public relations; and,
- public awareness;

In order to define the ways and means for developing the programme beyond 2000, the participants of the conference recommended possible modalities of regional co-operation among the NSs be studied and proposals on PM programme development be established.

Programme development and proposals by the NSs will be discussed at the Kiev Conference in January 2001, which succeeds the 1996 Almaty conference for CIS and Baltic NSs. The following specific activities were undertaken through the PM programme of the RRCS:

RRC Reception points

Between July 1999 and May 2000, assistance provided to 2,700 beneficiaries in seven regions (Orenburg, Omsk, Sochi, Voronez, Tambov, Oryol and Kirov) including: food coupons; food parcels; medical prescriptions; medical kits; hygiene parcels; legal consultations; psychological consultations; and clothing sets. Similar assistance was provided to 2,000 beneficiaries in five regions (Belgorod, Kaliningrad, Novosibirsk, V. Novgorod and Kursk). Food coupons, food parcels, medicines/vitamins, hygiene parcels, legal consultations and clothing sets were provided through the reception point in Moscow to 2,615 beneficiaries between January and June 2000. Supplementary to the PM programme, eight regions in south Russia (48 distribution points) supported 15,000 IDPs from the most recent clashes in Chechnya as part of the Movement's North Caucasus appeal.

Health support will be provided through two city committees of the RRCS in Moscow (2,632 visits in 1999), and 2,035 medical visits will be undertaken between January and May 2000 for 380 persons in the Pskov settlement.

Psycho-social rehabilitation Psychological consultations will be provided to 300 refugees (including children) per year through the Moscow city committee of the Red Cross, a RRC psycho-social rehabilitation network will be created for forced migrants in co-operation with the Moscow State University, two informative booklets will be published in 2000, and psycho-social assistance will be provided through 12 RRC regional reception points.

Summer camps In 2000, five summer camps were organized for 705 refugee, forced migrant and local children in Pskov, Ivanova, Oryol, Vologda and St. Petersburg.

Legal counselling will be provided at three railway stations: Chita, Orenburg and Kuybishev (Samara region) and through five regional committees (St. Petersburg, N. Novgorod, Pskov, Ivanovo and Stavropol). It will also be provided at the RRC regional reception points, and assisting forced migrants in obtaining documents, pension rights, social security and education for children.

Capacity building support Seminars and training provided on population movement matters to relevant RRC committees involved in assisting programme beneficiaries.

Partners The NS PM coordinator and the programme staff are active in making needs assessments, liaison with respective governmental representatives and international humanitarian agencies such as the International Organization for Migration and UNHCR. Other partners include the Netherlands and Swedish Red Cross Societies, Moscow State University, Medicine Sans Frontiers.

From October 1999, the International Committee of the Red Cross, the RRC and the International Federation stepped up relief operations for thousands of people affected by renewed fighting in Chechnya.

Goal To alleviate the suffering among most vulnerable refugees, asylum seekers, forced migrants and internally displaced persons by providing social and humanitarian support for their adaptation into Russian society. Also,

creating awareness of refugees' needs, internally in the RRC, and thereby strengthening the society's response capacities to them.

Objectives and Activities planned

RRC Reception points

Objective 1 to facilitate adaptation of 30,000 forced migrants and refugees into the society through emergency response and counselling support.

Objective 2 to establish three new reception points at the Chelyabinsk, Ekaterinaburg and Krasnoyarsk railway stations.

Objective 3 to reduce the emergency support component (food/hygiene parcels) to 10 items per month for the reception points once these points are in function for 18 months.

To achieve these objectives the RRCS and Federation will:

- continue the service in 12 reception points, and integrate the Moscow reception point in the regional support structure;
- gradually alter the function of emergency support in 12 reception points and increase the focus to counselling (workshops will be conducted throughout this transition period);
- train and instruct staff and management of three regional committees, which will be established in 2001 at railway stations in areas on the border between Central Asia and Russia; and
- carry out emergency relief activities according to the fundamental principles and the Code of Conduct of the International Red Cross and Red Crescent Movement.

Health support

Objective 1 to provide health care for 5,000 forced migrants, refugees and local population through targeted health care projects.

Objective 2 to have established by the end of 2001, socialisation activities for up to 500 beneficiaries in the Pskov project run by a social worker and psycho-social counsellor. These objective will be achieved through the continuation of existing services in medical points as well as further extension of the service to community services and continuation of training and support to migrant communities.

Psycho-social rehabilitation

Objective 1 to strengthen the network of RRC psycho-social counsellors who support rehabilitation for forced migrants and refugees at reception points and other PM activities.

Objective 2 to analyse and respond to possible needs for psycho-social support of RRC non-professional activists in the regions who work in the PM programme as support staff,

Objective 3 to establish a relationship with the Reference Centre for Psychological Support (in Copenhagen) and the RC/RC Psychological Support Programme (in Geneva).

The following activities will be undertaken to achieve these objectives:

- organisation of three seminars for 48 RRC psycho-social counsellors and assistants in 2001 (possibly including exchange of experiences with other RC/RC societies);
- organisation of two seminars for RRC staff who work with forced migrants during 2001; and
- publishing of two booklets on experiences related to specific subjects.

Summer Camps

Objective to promote the socialisation and integration of around 800 forced migrant and refugee children. To achieve this objective, the RRCS/Federation will organize six RRC summer camps during 2001 and continue to cooperate with local administrations for shared funding.

Legal Counselling

Objective 1 to expand the number of legal counselling points at railway stations from three to five.

Objective 2 to strengthen the existing legal counselling points in the regions.

To achieve these objectives, the RRCS/Federation will:

- organize three legal counselling workshops for 48 RRC legal counselling staff in 2001;

- continuing guiding of the project by three staff members at the RRC central committee who will provide technical advice and project co-ordination;
- liaise with the Ministry on Federation National and Migration Policy, and actively involve the regional structures for co-operation purposes, fine-tuning the RC auxiliary role in this process.

Capacity Building

Objective 1 to raise awareness about the PM programme internally in the RRC.

Objective 2 to make dissemination of the fundamental principles and humanitarian values an integral part of the disaster response PM programme to guide the RRC activities and ensure protection and assistance to the most vulnerable.

Objective 3 to analyse needs and identify new target groups in Russia, related to the PM programme.

Objective 4 to prepare for possible increased migration movements from Central Asia to Russia.

To achieve these objectives, the RRCS and Federation will:

- need to highlight, wherever possible, the principles and humanitarian values of the Movement as a determining factor in the way the Red Cross is organized and carries out its work;
- continue co-operation with governmental structures, notably with the successor of FMS (the Ministry on Federation National and Migration Policy), and have an agreement and work plan signed with it;
- carry out up to three assessment missions on needs analyses and target group identification in 2001, with participation of the Federal Migration Service, Moscow State University and IOM in three temporary accommodation centres and three RRC reception centres;
- organize in early 2001, a sub-regional workshop among RRC and Central Asian RC/RC societies (PM departments and management), and discuss RC/RC responses in the PM programme framework.

Expected results

The tailor made service of counselling will impact the rehabilitation status of forced migrants and refugees into the society. The legal and psycho-social counselling services, built up from 1999 onwards, will grow in professionalism and be expanded to activities other than those of the PM programme.

Services provided through reception points for forced migrants and refugees at regional committees will gradually be integrated into existing Red Cross mechanisms for response to needs of the most vulnerable. An improved general health situation among 5,000 forced migrants and refugees. Increased communication and better understanding among local and refugee children during summer camps will facilitate better awareness and adaptation of the youth into the society. Also, better knowledge among refugees and forced migrants about citizenship rights and registration procedures will facilitate their adaptation and integration into society.

Dissemination activities are expected to trigger off small-scale (emergency) refugee projects at the branch level, to be co-ordinated by the PM department at the RRC central committee. Promotion of fundamental principles will provide a strengthening of the activities and image of the RRC. The PM programme will, in general, strengthen the operational capacity of the Russian Red Cross Society to work on behalf of refugees and asylum seekers.

Indicators

Refugees, asylum seekers, forced migrants and internally displaced persons successfully adapted into Russian society. Increased awareness and acceptance of their social, humanitarian and legal needs by the RRC and the general public.

Monitoring and Evaluation arrangements

Monitoring visits are planned throughout 2000 and 2001. The PM department assistants of the RRC are scheduled to visit and assess project developments through monitoring visits to a number of facilities once every two months. Analysing the reports of the monitoring visits will constantly allow adaptation of the current project activities to reach objectives most efficiently.

An extensive assessment mission planned in 2001, will analyse and (re)define needs among forced migrants and refugees, and aims to map out updated statistics on population movements and integration.

Critical assumptions

The unstable security situation in Central Asia might trigger off new population movements during 2001. Reference to this can be seen in reports from Russian security leaders who express concern about guerilla

movements across the former Soviet republics of Central Asia (Interfax). In addition, a recent report by the High Commissioner on National Minorities of the Organization for Security and Cooperation in Europe further acknowledges the concern.

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2. Health and Care

- **Visiting Nurses Training Centres**
- **Blood Donor Recruitment**
- **HIV/AIDS youth Peer Education**
- **Visiting Nurses Service/Tuberculosis/HIV/AIDS**

Background and progress to date

The profile of the programme's activities is identified by the major health and social problems existing in the Russian Federation today. Among them there are the problems of lonely elderly and invalids who need care at home, socially important communicable diseases, such as tuberculosis and HIV/AIDS, and blood donorship. All these spheres are closely inter linked and the programme activities of the Red Cross are inter-linked as well.

Visiting Nurses Service (VNS) Training Centres

Supporting the Russian Red Cross' Visiting Nurses Service (which was established in 1960) is a consistent part of the overall country assistance strategy for Russia. It is also one of the four core activities of the Commonwealth of Independent States (CIS) National Societies identified by the Almaty Declaration (1996) and confirmed by the Copenhagen Declaration (1998) as priorities.

The problem of lonely and elderly from vulnerable segments of the Russian population is extremely acute today, as the state has no resources to cover their growing needs. In many territories, the RRCS VNS is still the only source of qualified medical and social care to these categories of people.

After the dissolution of the Soviet Union, the RRCS experienced difficult times which influenced all types of activities and resulted in reduction of VNS staff to 2,000 nurses. Also, the number of RRCS branches carrying out the VNS was reduced from 89 to 79.

Throughout the 1990s there were different types of Federation projects supporting the VNS starting with direct salary support and providing care materials (from funding by the Canadian, Swedish, Japanese and German Red Cross Societies) and ending with the Home Care methodology transferred by the American Red Cross and the TB/VNS programme funded by ECHO (through the British and Danish Red Cross Societies).

Today 2,150 nurses work for the VNS at 79 regional branches, serving 180,000 patients at home, Red Cross hospital wards and 194 medico-social rooms. As a result of the American Red Cross supported programme on the "Basics of Homecare" the unique methodology of providing care at home was transferred to the RRCS and four training centres were initially established. Later, three more training centres were established. To date, the RRCS trained about 300 RRCS visiting nurses, 143 state social staff, 192 health service staff, 840 community representatives and 57 VNS trainers.

Blood Donor Recruitment

Blood donorship in Russia, besides economical problems decreasing the number of reliable non-remunerated donors, faces the problem of HIV/AIDS and blood safety, as well as the need to involve more young people as potential donors.

Historically, health education activities and non-remunerated donorship promotion provided at the national level was the domain of the Russian Red Cross Society. Blood donor recruitment activities of the RRCS at the federal level diminished during the last decade, mainly because in 1993 the Ministry of Health announced its monopoly for this type of activity. At the regional level, the RRCS branches continued their collaboration with the state Blood Transfusion Services. In 1997, the Ministry of Health requested the Red Cross assist it in non-remunerated

donor recruitment and donorship promotion, and confirmed the National Society's role through passage of the Law on Blood Donorship.

Within a project supported by the Finnish Red Cross (between October 1999 and April 2000), new information materials on non-remunerated blood donorship were developed and tested in five regions, and the new blood donor recruitment methodology was presented to local Red Cross recruiters at a workshop in Moscow.

HIV/AIDS youth Peer Education

The first HIV/AIDS case was reported in 1985. During the last two years, the rate of HIV infections showed exponential growth. As of 1 September 2000, the Ministry of Health reported 56,978 confirmed cases of HIV (in a population of 146 million). It is estimated that the real figure is eight to ten times higher. The majority of those infected are hypodermic needle drug users (70 per cent), although sexual transmission is steadily rising. The highest prevalence is in the 20-40 age group, although incidence is highest among 17-23 year olds.

youth activities are oriented at primary prevention of HIV/AIDS, sexually transmitted diseases (STDs) and drug abuse among youth, promoting the values of a healthy life style through health education.

The Russian Red Cross first turned its attention on HIV/AIDS prevention in 1993, when a special training manual for youth on HIV/AIDS Prevention and Peer Education was translated into Russian and training workshops took place for youth leaders with support from UNICEF. The Federation/RRCS HIV/AIDS Prevention and Peer Education project was developed on the basis of results from an evaluation mission that took place in May 1997. Project activities began in December 1998 with the support of the Swedish Red Cross and later with the support of the Norwegian Red Cross.

To date, six youth Red Cross centres involved in HIV/AIDS prevention are established, equipped and began their activities in Moscow, Kaliningrad, Krasnodar, Sochi, Murmansk and Arkhangelsk. Also, the new edition of the youth Manual on HIV/AIDS was developed in Russian.

Visiting Nurses Service/Tuberculosis/HIV/AIDS

Health and care-related activities have been traditional for the Russian Red Cross for many decades. There is significant institutional and individual experience and memory of successful implementation. Playing an auxiliary role to activities of the Ministry of Health and the Ministry of Social Protection, the RRCS had its own well recognized niche in this sphere.

During the past decade, tuberculosis (TB) quickly became one of the most significant and urgent public health problems for the Russian Federation. According to the World Health Organization's *Global Tuberculosis Control Report 2000*, Russia ranks eleventh on the list of high-burden TB countries in the world. The incidence rate (new cases) of TB increased 2.5 times since 1990 from 34.2 (in 1990) to 85.2 (in 1999) per 100,000 people. The death rate from TB also increased 2.5 times. About 24,000 Russians died in 1999 from TB (according to the WHO). The TB rate in Russian prisons is over 50 times higher than among the civilian population, and its mortality rate is estimated to be nearly 30 times higher. Six out of 1,000 prisoners die of TB every year. The use of non-standardized and sub-optimal drug therapies resulted in high numbers of drug-resistant TB, both in the civilian and prison populations.

Among the special problems associated with controlling the spread of TB are a lack of awareness of the general population and TB patients about the disease, related health issues, and poor compliance to the long treatment course, especially by socially vulnerable persons, and lack of outpatient follow up care. As these problems cannot be solved with medical interventions alone, the potential Red Cross role in TB control was identified.

As a barometer of the social and economic downturn in Russia's fortunes over the last ten years, tuberculosis has proved to be very accurate. The majority of TB patients belong to the most vulnerable segments of population (the unemployed, the homeless). TB doctors in cooperation with the international community identify treatment compliance as a major problem. Responding to the requests of its member societies and after careful assessments, the International Federation launched a TB Appeal for Russia, Ukraine, Belarus and Moldova in March 1999. With ECHO funding, the programme began in seven pilot regions in September 1999 (applications were submitted by British Red Cross for three Siberian regions and by Danish Red Cross for four European regions).

The Red Cross' programme plays an auxiliary role to activities of the health/TB authorities and provides technical expertise in the field of diagnostics and management. It works in coordination with the international technical agencies involved in TB control in Russia and follows the WHO-approved TB Control principles.

There are four main components within the tuberculosis programme:

- **Ensuring treatment compliance of targeted TB patients** - The RRCS responds to the deteriorating health situation in Russia by providing social assistance and home care to TB patients through the Visiting Nurses Service, while at the same time ensuring treatment compliance to recommended standards by those patients on the programme. Red Cross involvement is limited to the outpatient, or ambulatory, stage and complements existing in-patient services, but it is an essential role. The Visiting Nurse will directly observe the patient taking their regular treatment, and only if satisfied that the patient has swallowed the medication will the nurse issue the voucher that entitles the patient to a hot meal. Further assistance to the particularly vulnerable is provided in the form of food parcels, hygiene kits and used clothing. Improved treatment compliance among the targeted groups was noted. Early estimates for the drop-out rate within the programme range between two and seven per cent, compared to figures of 15-20 per cent recorded prior to the involvement of the Red Cross.
- **Informing the public about the causes and consequences of tuberculosis** - Due to declining local budgets, there is lack of health education work at present, and the Russian Red Cross, with its network of branches, volunteers and Visiting Nurses is ideally placed to deliver key messages and information to marginalized and vulnerable sections of the community. During the first round of the programme, a manual for RRCS Nurses on TB was developed in cooperation with Central Tuberculosis Research Institute (CTRI). Seven types of leaflets and three types of posters on TB/HIV risks were developed and printed, and radio and TV materials were developed. The regional branches arranged the information campaigns locally as well.
- **Development of the RRCS Visiting Nurses Service** - Providing a service to TB patients in the pilot regions for the programme is intended to complement the existing, traditional services provided by Visiting Nurses, such as home care and running the medical-social centres which give easier access to basic care for the elderly, handicapped, and multi-children families. The RRCS VNS was strengthened with 70 nurses and nine medico-social rooms.
- **Support for health services** - Aimed at strengthening the diagnostic capacities of regional TB services, the Red Cross provided 119 binocular microscopes and stains for smear microscopy, 15 centrifuges and 12 autoclaves. In cooperation with the WHO, five training workshops for laboratory staff in five regions and two workshops on Directly Observed Treatment Short Course (DOTS) for regional TB service leadership were arranged.

The RRCS strengthened its contacts and coordination with the international and UN agencies working in Russia in the health sphere, such as WHO, UNAIDS, MSF, Merlin, and others. There are special cooperation agreements between the RRCS and WHO, and MSF. The Federation, together with the RRCS, initiated the interagency TB coordination meetings and hosted the first one. Currently, these meetings take place at the WHO office in Moscow.

Health and Care activities of the RRCS are recognized and supported by the Ministry of Health, local administrations and health authorities and the population. The RRCS has official invitations for cooperation from the ministry in the fields of blood donors recruitment (confirmed by law), TB control, and social welfare. At the regional level, the result of the National Society's advocacy role is governmental commitment and support to the RRCS health-related activities (including local financial support).

The difficulties in implementation of the programme were related to unstable funding which made further planning complicated. In the beginning of the programme, there was lack of support and understanding at times by health authorities and local administrations for RRCS health activities.

Among the main lessons learned: the need of prospective and strategic planning for further programme development, including work with external and internal donors; the important role of the programme's consultants was confirmed; the need of planning local support to the programmes is necessary for providing the real programme sustainability; involvement of RRCS personnel in the programme development and monitoring from the very early stages is important to strengthen their ownership and capacities to run the programme without external support in the future.

Goal To complement the efforts of state authorities in improving the health, quality of life and life expectancy for the most vulnerable segments of the Russian population.

Objectives and Activities planned

Visiting Nurses Training Centres

Objective 1 to improve the quality and availability of medical and social care for 17,000 beneficiaries from the most vulnerable segments of the population (lonely elderly, invalids, TB and HIV/AIDS patients) provided by the RRCS Visiting Nurses through improved services, home visits and the expansion of the institutional network through 10 new medico-social rooms (see below for component within TB programme involving strengthening of VNS in TB pilot regions).

Objective 2 to improve the professional level of the RRCS Visiting Nurses by training 25 per cent of the nurses in the *Basics of Care at Home* methodology.

Objective 3 to improve the knowledge of the population in *Care at Home* services.

Objective 4 to achieve sustainability of the VNS training system and programme through training, advocacy work with the regional authorities, marketing and local fundraising activities.

To achieve these objectives the RRCS/Federation will: establish and equip three new VNS training centres (in the Central, Volga and East-Siberian regions); establish and equip 10 medico-social rooms; arrange one conference for top and mid-level VNS leadership to share experiences; arrange five seminars on *Basics of Care at Home* (for 80 nurses) and three training seminars for training and retraining instructors (30 participants) on the basis of eight existing and three newly developed training centres; printing information materials and documentation related to VNS activities (information leaflets, instructions for VNS, log sheets, legal documentation on VNS); assess the service's status and the social market needs to develop a strategy for VNS development.

Blood Donor Recruitment

Objective 1 to develop a strategy of non-remunerated blood donor recruitment among youth through high schools and colleges.

Objective 2 to promote increased non-remunerated blood donations, blood safety and HIV/AIDS prevention among youth, especially high school and college students.

Objective 3 to upgrade the capacities and knowledge of RRCS staff in recruiting and retaining non-remunerated donors.

Activities to achieve these objectives will include: receiving and translating the donor recruitment methodologies developed by the Federation's Blood department; arranging one management meeting and three training workshops for blood donor recruiters; developing the appropriate information materials based on the recommendations of the Federation's Blood department and national needs; arranging blood recruitment activities at the regional level using the technologies proposed in five targeted territories; identifying motivating factors among youth through a survey for better targeting; developing and printing information and educational materials for youth on blood donorship; identifying strong and weak points of the proposed methodologies and submitting the information both to the Federation's Blood department and to the National Society's central committee in order to develop the national policy on blood recruitment for use by all RRCS regional branches.

HIV/AIDS Youth Peer Education

Objective 1 to raise awareness of HIV/AIDS and STDs among youth and to influence their avoidance of risky behaviour.

Objective 2 to involve youth in RRCS activities and strengthen their capacities to work efficiently on HIV/AIDS prevention in collaboration with state health authorities.

Objective 3 to develop guidelines on organization of efficient HIV/AIDS prevention activities for regional committees and to achieve self-sustainability of the RC youth centres.

To achieve these objectives, the RRCS/Federation will: continue support of the existing youth centres; establish and equip two new youth centres in Moscow and Irkutsk; arrange three workshops for the regional programme managers on programme goals, specifics, dynamics and results; arrange training of trainers workshops on Peer Education in AIDS Prevention for the core group of youth Red Cross leaders (15 per region); arrange weekly information seminars on HIV/AIDS, STDs and drug abuse for youth, parents and teachers; arrange regular dissemination on HIV/AIDS prevention among youth within the existing network of the RC youth centres and other HIV-service agencies with development of guidelines for Red Cross youth leaders.

Visiting Nurses Service/Tuberculosis/HIV/AIDS

Objective 1 to improve the levels of treatment compliance and care of targeted TB patients in the ambulatory stage over a five to ten year period.

Objective 2 to raise levels of awareness and understanding of TB/HIV/AIDS among key target groups within the Russian population over a five to ten year period and to develop accurate means of measuring such progress.

Objective 3 to strengthen the RRCS branches, and in particular the Visiting Nurses Service, in the pilot regions and for the VNS to further develop and define its role as a complementary agency to the work already carried out by health authorities.

Objective 4 to develop the programme model in a sustainable, replicable way over the next three to five years.

To achieve these objectives, the RRCS/Federation will continue to develop working partnerships with local health authorities/TB dispensaries/prison authorities and NGOs at local and national levels and ensure continued development of a standardized and computerized TB dispensary and Red Cross patient records system. Nutritional support will be given to a monthly average of 1,490 adult category 1 and 2 TB patients (across seven target regions) in the form of hot meals or small daily food parcels as both a dietary supplement and an incentive to ensure continued treatment compliance. Resources permitting, nutritional support in the form of hot meals will be provided to socially vulnerable children in contact with adult TB patients while additional humanitarian assistance will be given to the most vulnerable adults within the target group in the form of a total of 75 tonnes of second-hand clothes, and 700 food and 700 hygiene kits distributed on a bi-monthly basis to TB patients in all seven regions.

Homecare support to TB patients will be provided by Red Cross visiting nurses when access to medical social rooms is not possible. There will be cautious expansion into other regions based on established criteria, with three regions, (Kamchatka, Chita and the Jewish Autonomous *Oblast*) under consideration for 2000.

Continued development and refinement of existing public health information materials (booklets and posters) will be undertaken, highlighting the causes, consequences and treatment of TB, raising awareness of HIV/AIDS, as well as promoting a healthier lifestyle. New approaches to communicating key messages about TB and its treatment to marginalized social groups will be developed and at least ten fully-trained visiting nurses will be placed in each of the pilot regions. Finally, there will be increased involvement of Red Cross volunteers and youth in the programme in the seven pilot regions.

Expected results

Visiting Nurses Training Centres

The quality of the care provided by RRCS Visiting Nurses at homes and at medico-social rooms will be improved and available for 20,000 beneficiaries. The RRCS training methodology will be expanded within the RRCS VNS and beyond - more than 25 per cent of the RRCS Visiting nurses (80 new nurses and 30 instructors) will be trained in the advanced methodology of providing Care at Home by the end of 2001. Also, three new VNS training centres will be established, equipped and operational by the end of 2001.

The new health information and education materials printed and distributed within the VNS programme. Recognition and support for the VNS by local and federal authorities will be achieved. The current situation with the VNS role and capacities will be evaluated. Needs and market preparedness as well as the RRCS capacities for VNS development will be studied. The strategy and programme proposal on further development of the VNS will be developed and presented to the RRCS leadership and donors by the end of 2001.

Blood Donor Recruitment

The new international methodologies on blood donor recruitment will be translated, adapted and tested in five pilot territories by the end of 2001. The blood recruitment strategy of the NS will be developed on the basis of international methodologies, national and the programme experience and presented to all RRCS branches. The relationship of the RRCS with health and state authorities will be strengthened both at the federal and regional levels. The number of non-remunerated blood donors among the high school and college students in the pilot territories will increase by at least 15 per cent by the end of 2002. The information and education materials on blood donorship targeting youth will be developed. Awareness of non-remunerated blood donorship, blood safety and HIV/AIDS prevention and other Red Cross activities will be raised among high school and college youth and the general population.

HIV/AIDS Youth Peer Education

Four (Moscow, Kalinigrad, Kransodar, Sochi) existing and two (Moscow, Irkutsk) new youth Red Cross centres will be functioning. The core group of youth leaders (15 persons per region) will be trained in Peer Education and HIV/AIDS prevention. The awareness of the young people will be raised and attitudes about risky behaviour will start changing. About 10,000 young people will get information at the seminars arranged at the RC youth centres. The relationship with the state HIV/AIDS services and NGOs will be strengthened and a database to be used for the information/dissemination and educational activities will be established. The attitude of parents and school teachers will change through 200 informative meetings with the RC youth leaders and volunteers.

Visiting Nurses Service/Tuberculosis/HIV/AIDS

Improved health and more effective treatment of those patients involved in the programme across all seven pilot regions. Development of more effective means of measuring the impact of Red Cross information and an increased percentage of patients entering the treatment cycle coming from marginalized social groups most at risk from tuberculosis. Improved links at the regional level between VNS home care and TB activities, and between VNS and Red Cross youth and volunteers. Also, increased level of training and awareness of TB/HIV/AIDS by all involved. At least two nurses per region, plus some of the social support costs, to be covered by local funding, without detriment to the programme objectives. Also, the RRCS will develop ways of sharing costs over a number of programmes.

Indicators

Visiting Nurses Training Centres

Well trained network of instructors and Visiting Nurses providing improved quality of care to RRCS programme beneficiaries. Sustainability of established and new, equipped VNS training centres.

Blood Donor Recruitment

New guidelines for non-remunerated blood donorship recruitment translated, adapted and presented to the regions. Increased public awareness of blood donorship, blood safety, and HIV/AIDS issues. Increased number of blood donors among youth, especially in pilot territories.

HIV/AIDS Youth Peer Education

Increased awareness and involvement of youth in HIV/AIDS peer education activities. Decreased incidence of HIV/AIDS, STDs and drug abuse among youth.

Visiting Nurses Service/Tuberculosis/HIV/AIDS

Increased treatment compliance by socially marginalized TB patient groups. Annual increase in the number of patients receiving treatment. Increased involvement of Red Cross youth in the programme. Increased percentage of funding for the programme being secured locally or nationally by the RRCS.

Monitoring and Evaluation arrangements

Regular reports on the project activities from the regions to the central committee of the RRCS and further submitting the integrated narrative reports to the Federation delegation's health department. Regular visits to pilot regions by the RRCS programme team and the Federation's health department staff. Bi-annual visits by Federation programme consultants from Geneva and independent consultants from Finland and England to provide ongoing external monitoring of programme progress and also continuity in the technical support provided to the programme by the Federation.

At the end of the first year of project implementation, an evaluation team including a RRCS representative, Federation representatives (from the delegation's health department, the regional health delegate, and from the Secretariat's health department) and representatives of any interested party will perform a formal interim evaluation with the final external evaluation at the end of the second year.

Critical assumptions

- Adequate funds are available during the programme's implementation.
- The political and social-economical situation in the country will be stable or improving.
- The health authorities are interested in collaborating with the RRCS.
- For the TB programme, continued and uninterrupted support from international donors until the point when the programme becomes sustainable.
- No political or financial crises will affecting the banking system or regional economies.

- Commitment of the federal and local health authorities to international cooperation and recommendations within the health sector.
- The regional authorities recognize the federal legislation on Red Cross and blood donorship.
- Within the TB programme, commitment of local health authorities in pilot regions towards implementation of internationally recommended treatment strategies.

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3. Humanitarian Values

- **Red Cross Public Information Campaign**
- **Red Cross Museum**
- **Support to the Russian Red Cross Magazine**

Background and progress to date

Information Campaign

During recent years, the Russian Red Cross (RRCS) has struggled to meet basic objectives, defined in the Strategic Work Plan, to establish a new structure and create new information protocols within the organisation through organising prompt and qualified coverage of RRCS, International Federation's and joint Participating National Society activities regarding the assistance to the most vulnerable.

In 1992, a Press and Information Unit with its publishing department and press centre was established. Four people were originally employed but due to a financial crisis the same year and extremely low salaries, only two staff employees stayed in the Press and Information Unit - experts in PR and publishing activities. In 1998, the Unit was reorganised into a Press Service. Three people work there currently.

Close contacts were established with various mass media, including electronic sources, news agencies (ITAR-TASS, RIA, Interfax, ASI, etc.); informational coverage of different RRCS/International Federation's programmes is taking place (posters, leaflets, and booklets are published; souvenirs are produced, including stickers, flags, badges, pens, notepads, folders, etc.); an informational bulletin, *Red Cross News*, distributed throughout Russia, is issued every month.

Since 1992, a significant experience of working with international organisations has been gained in co-operation with the International Federation and National Societies of donor-countries. The presence of a Federation information delegate is seen as a vital part of RRCS information activities, providing a link to international media and a standard bearer towards Federation headquarters.

The main activities of the Press Service and the delegation's information department are: joint PR campaigns on RRCS/Federation's humanitarian activities in Russia; collaboration on information materials, and preparation of joint TV/Radio projects.

The Press Service of the RRCS could do a lot more to attract volunteers, particularly youth, to the Movement through targeted information campaigns addressing issues that appeal to youth, and using well-known personalities.

A lot of work was conducted in the RRCS, but unfortunately it gets little promotion, and if it does, it is not always done professionally. And as a result, the change in the image and recognition of the RRCS across the country is very small. Greater resources, financial, technical and human, would enable RRCS to organise properly its public relations work and give the RRCS greater profile both in Russia and abroad, thus contributing to the building of civil society as set out in *Strategy 2010*.

Red Cross Museum

Currently, the Russian population is not adequately knowledgeable on matters relating to Russian Red Cross activities and the Red Cross and Red Crescent Movement as a whole. According to an opinion poll conducted in 1996, only 10 per cent out of 1,600 people knew about the Movement. This troubles implementation of Red Cross activities in Russia and prevents volunteers from joining the RRCS. The lack of volunteers prevents strengthening of the RRCS and makes it difficult for it to take its place as a builder of civil society as set out in *Strategy 2010*.

For the several past years the RRCS has been trying to develop its youth movement. The RRCS museum conducted a survey on youth awareness about the Movement and their intentions to join the Red Cross. The results of the survey showed that 95 per cent of 8,000 young people, who attended RRCS seminars in the museum, think that they have received valuable information and that they've previously heard only the name "Red Cross". Youth showed a desire to learn about the Movement and its principles. Some 20 per cent of the participants decided to become RC members and volunteers.

The idea of the project is to use available resources for training and promotional activities among youth and disseminate information about the Movement in schools, colleges and institutes.

Russian Red Cross Magazine

The Russian Red Cross magazine has been published since 1923 covering and informing on its activities. The circulation of the magazine during the Soviet times was over 1,500,000 copies per month; now it is only 10,000 copies once every two months. The magazine is distributed across Russia, to 725 RRCS branches, 175 regional administrations and 20 mass media offices. There are also 2,000 subscribers to the magazine, including some in the Commonwealth of Independent States' countries. The price of one copy is RUR 10 (USD 0.4). Currently, three permanent staff work on the magazine and there are five free-lancers. Its yearly budget is USD 110,000, including USD 58,000 for printing and distribution.

Since 1997 the magazine was funded by the International Committee of the Red Cross (ICRC) which decided to decrease its support in 2001. This will cause financial difficulties and several editions might not go into print, so the magazine will not be able to fulfil its obligations to the readers and subscribers.

The magazine is a specialised edition and it is not interesting for advertisers. Therefore, it can not raise funds through advertisement, and has to apply to outside donors. Additional funding is needed to produce three issues, pay designer's salary and monthly field trip expenses. The magazine is as an integral part of the National Society's development, as it is a primary vehicle for advocacy work. Promotion of the Movement's fundamental principles and of humanitarian values has a great impact on changing behaviour and thus contributing to the building of a civil society.

Goal To raise public awareness of Red Cross activities through information campaigns, the RRCS museum and the RRCS magazine. Also, to attract youth and more people to RRCS programmes both as volunteers and as potential staff whilst raising the profile of the National Society.

Objectives and Activities planned

Information Campaign

Objective 1 to work actively with electronic mass media for attracting public, potential donor and mass media attention to RRCS/Federation activities. Four TV programmes in a series called *Under the Red Cross Sign* will be developed and the Press Service will increase the effectiveness of its work with TV and radio companies through establishing a network of correspondents to cover RRCS activities.

Objective 2 to hold public relations campaigns for creating a new RRCS image, widen contacts and establish new ones with ministries, governmental agencies, NGOs, and commercial structures, which assist the vulnerable. Video and photo coverage will be produced and media coverage of RRCS/Federation events and programmes will be secured on a regular basis. Also, 12 information bulletins entitled *Red Cross News* on joint programmes will be published.

Objective 3 to raise the image of RRCS regional committees to attract volunteers and members and assist with capacity building. To achieve this a training seminar for information employees and media representatives in the regions will be held. Information activities will be used to promote volunteerism, complementary to the UN year for volunteers campaign.

Objective 4 to develop new forms of fund-raising for support to joint programmes. Regular communication with potential donors will be established and the public will be regularly informed about RRCS programmes. The National Society's Press Service will be equipped with necessary equipment and computers. RRCS donation boxes will be produced and placed in public places with prominent placement of Red Cross emblems.

Red Cross Museum

Objective 1 to provide school children and students in Moscow and its region with information on Red Cross activities, the emblem and fundamental principles. Young people (school children, college and institute students from Moscow and the region) will gain an early appreciation of the work and importance of the National Society in contemporary Russia and its place in Russian history through seminars, lectures and talks at the RRCS museum on RC activities, the emblem and principles.

Objective 2 to establish an information and dissemination system among youth through trained instructor volunteers. This will be accomplished by attracting and training volunteers through the RRCS museum which will conduct seminars for youth from Moscow and its region. Permanent methodological and information support will be supplied to volunteer instructors.

Objective 3 to increase the effectiveness of the RRCS museum and strengthen the National Society's capacities in the field of information and promotion. A mobile exhibition on Movement activities will be created and used during training seminars in schools, colleges and institutes. Additionally, information materials on the Movement will be printed and distributed. The new CD-ROM, *From Principles to Action*, will be useful in this regard.

Red Cross Magazine

Objective 1 to increase the quality of publications in terms of appearance and advocacy-building content. Eight field trips will be organised to cover humanitarian activities of the Federation, ICRC and RRCS throughout Russia. More articles will be published on International Humanitarian Law and materials from training seminars in order to increase the qualification of local RC staff and thus contribute to the building of civil society. A special issue on the RRCS congress will be prepared, and the magazine will be used as a vehicle to attract volunteers. Space will be made available for using information from the new *From Principles to Action* CD-ROM in the magazine.

Objective 2 to increase magazine production staff. This will be achieved by developing good management structure for the magazine and hiring several journalists on a permanent basis.

Objective 3 to find ways of income generation. A comprehensive income-generation plan will be developed from scratch.

Objective 4 to attract more subscribers. This will be done by inserting subscription forms in the magazine, giving free insurance with RRCS membership cards, and carrying out surveys among readers as to the quality of the magazine's content.

Expected results

Information Campaign

Professional TV equipment purchased for the RRCS television studio. Media specialists will be attracted. Six TV programmes, *Under the Red Cross Sign*, will be produced and screened on two or three channels. Filming and exhibitions in the regions will be conducted every month. A correspondent network will be established. At least six PR campaigns will be organised. Twelve information bulletins will be produced and six or eight press conferences will be conducted. Regular press releases will be released to local and international media. Office equipment and computers will be purchased. A training seminar for regional information employees and media representatives will be conducted. Financial resources will be sought. New members will be recruited.

Red Cross Museum

During eight months, four facilitators will conduct two-hour seminars on Red Cross activities for 1,000 participants; 10-15 individuals will be chosen to become instructor volunteers and provided with further training. Information and methodological materials will be developed for instructor volunteers who will conduct at least five seminars on peer education for 10-15 young people (some 500 people in total). In 2002, some of them will form a larger group of instructor volunteers to disseminate RC information. A mobile exhibition will be created to demonstrate Red Cross activities in educational institutions. A booklet and a leaflet will be issued with a circulation of 10,000 copies for distribution among the general population.

Red Cross Magazine

Over the next two years regional RC committees, RRCS members, subscribers and the general public will receive reliable information on Red Cross humanitarian activities in Russia, which will raised the National Society's

image. The magazine will assist in exchanging experiences and information among regional RRCS committees, the Federation and ICRC. The project will gain increased recognition of the RRCS and attract new members, volunteers and donors. Subscriptions will increase by 30 per cent.

Indicators

Information Campaign

Activities of the RRCS recognised among the public and new RRCS members and volunteers. More positive attitude of the mass media towards RRCS. Improved financial situation in the National Society. Increased number and updated information materials.

Red Cross Museum

Increased knowledge of the Movement and its activities in Russia by Moscow area students. Higher number of volunteers and instructor volunteers. More of the general public exposed to the RRCS through the mobile exhibition and distribution of information materials.

Red Cross Magazine

Full complement of issues published with relevant articles advocating humanitarian values and fundamental principles. Increased number of subscribers and better feedback from readership. Increased number of RRCS members and volunteers.

Monitoring and Evaluation arrangements

Information Campaign

The RRCS will hire an expert for the Press Service and a specialist to fulfil video work. The programme will be managed by the RRCS chairperson and the head of the Press Service. Several field trips will be conducted to facilitate monitoring. Once every six months, narrative and financial reports will be presented to the central committee of the RRCS, the Federation and donors.

Red Cross Museum

Narrative and financial reports will be submitted at least twice a year to the central committee of the RRCS. The questionnaires on seminars' effectiveness will be given to all participants, and analysed with a view to providing internal peer education. An internal evaluation will be conducted in June 2001. The final evaluation will take place in January 2002.

Red Cross Magazine

Narrative and financial reports will be submitted to the RRCS and the Federation after each project period. When preparing evaluations the opportunity to provide internal peer education will be exploited.

Critical assumptions

- Political stability in the country and in the region.
- The support of the Federation and PNSs.
- Continued commitment of NS staff and volunteers.
- Financial support of donors.
- Cooperation with authorities and the public in general.
- Identification of appropriate volunteers for instructors.

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4. Institutional and Resource Development

Background and progress to date

In 1996 the Russian Red Cross Society (RRCS) was still severely affected by the break-up of the Alliance of Soviet Red Cross and Red Crescent Societies, which happened shortly after the break-up of the Soviet Union itself. There were no fund-raising events, no membership fees, no activities and no programmes. The thinking in 1996 was to initiate a reform process to build a new work model with a focus on establishing a strong executive branch of power and becoming a self-sustainable organisation. At that point, the RRCS started work on a Strategic Work Plan (SWP 2001) that would cover the three-year period 1998-2000. Within two years, local income resources formed 20 per cent of the National Society's total income (the rest coming from international donors). Within ten years, RRCS hopes to generate at least 50 per cent, and possibly as much as 75 per cent of its resources locally.

The RRCS reform process included three main priorities: zonal division, decentralisation of regional politics and establishment of three levels of management (federal, regional and local). The same concept of zonal division was adopted by the government of the Russian Federation (with the only difference that the government divided the country into seven zones, while RRCS is looking for eight).

The experience of implementing the SWP 2001 showed that it is necessary to modify it each year. The social, political and economic situation in Russia and the RRCS changed drastically over the last three years, and showed a need for a modern legal base to adapt to new working conditions. Further improvement of the structure of the RRCS, its management and interaction is needed. This could be achieved partially by using local resources, however, additional means and professional consultants will allow for the preparation of a new legal base in a shorter time frame and at a higher technical level.

At the end of 2000 a new plan, to run to the end of 2003, will be drawn up, as will a SWP to run until 2010. Each year the SWP will be updated to carry it forward one more year, including the lessons learned and achievements made in the year gone by. Preparational seminars are currently being held. The size of the overall task facing RRCS cannot be overstated - achieving consensus in a country which spans 11 time zones (dawn in Kaliningrad means dusk in Kamchatka), covers one-fifth of the world's surface, and is undergoing profound political change.

RRCS estimates that some 25 per cent of the organisation is committed to the reform process, and work to disseminate the importance of reform is ongoing. External support is vital, not only from a morale-raising point of view, but also to fund seminars, travel and so forth.

Goal The goal of the programme is to develop a legal base (new RRCS statutes and legal documents), a strategic work plan (SWP) until 2010, an operational plan of action until 2004, and evaluation criteria for RRCS regional departments' work.

Objectives and Activities planned

Objective 1 to develop a SWP until 2010, which will determine a basic concept of RRCS activities. To achieve this objective, advice on strategic planning will be provided by the International Federation, National Societies (NSs) and NGOs. The basic points of the SWP 2010 will be determined and take into consideration: the RRCS today, and the RRCS in 10 years; how to make the RRCS a strong national society; priorities in humanitarian activities; improvement of humanitarian activities; interaction within the RRCS; improvement of resource development; improvement of disaster preparedness and response; strengthening public relations; professional upgrade of staff; improving communication between zones and the central committee; co-operation with other NGOs and state authorities). A questionnaire will be developed for the National Society's central committee and regional branches employees on basic RRCS activities, possible imperfections, and their vision of the society in 10 years. Results will be collected and analysed.

Objective 2 to adopt new statutes of the RRCS at the 13th congress, which will legally consolidate basic changes in its structure and functions. This will be achieved by seeking advice on building a legal base provided by the

Federation, NSs and NGOs; analysing statutes of the RRCS vis-à-vis Russian legislation; determining the statutes' global concept as well as basic chapters (general positions; goals, objectives and basic activities; rights and responsibilities; management and control; RRCS structure; international activities; RRCS property and its management; resources; modification of the statutes; liquidation and reorganisation of the RRCS).

A questionnaire will be developed on changes in the statutes of the RRCS and distributed among its central committee members and regional employees. The results will be collected and analysed. A draft of changes to the society's statutes, will be prepared, evaluated, and sent to the regions. After adoption, the new statutes will be and sent to the regions.

Objective 3 to adopt an operational plan of action until 2004, which will determine the most urgent and important objectives and activities for the next three years, necessary to achieve the goals set in SWP 2010. Activities to achieve this objective will include:

- determining a general concept for the operational plan of action, by developing a questionnaire for central committee and regional RRCS employees on activities necessary to improve the work in all of the branches;
- collecting and analysing the results;
- preparing a draft of the operational plan of action and sending it to the regions;
- adopting the operational plan of action, publishing it and sending it to the regions.

Objective 4 to prepare and approve legal documents, which will consolidate structural changes in the RRCS and its interactions and relationships with state agencies and NGOs. A working group for approving basic types of activities will be created and an initial list of legal documents developed, as will questionnaires on legal documentation which should be distributed among central committee and regional branches' employees. Working meetings will be held with the leadership and central committee representatives of the RRCS, and drafts of documents will be sent to the regions. Also, a handbook for chairpersons will be developed, published and sent to the regions.

Objective 5 to develop evaluation criteria for work of the National Society's regional departments, which will serve for better co-ordination of their activities. To achieve this objective, the RRCS will: develop a global concept; determine indicators; develop a draft of evaluation criteria for the work of RRCS regional departments; discuss it and consult experts in the field of statistics; develop a system of coefficients; select 12 pilot regional committees; put evaluation criteria into practice; evaluate findings and send results to the regions.

There are also some activities common to all objectives such as: development of a detailed plan of action for the whole project, which will include several operational phases and to set time frames for each phase; attracting independent consultants; establishing two working groups; and holding meetings to discuss project implementation; conducting eight regional and one final seminar to discuss the changes in the statutes, SWP 2010, operational plan of action and evaluation criteria, and preparing a final report on the project.

Expected results

The development of new statutes and legal documents will help to bring the legal base of the RRCS in line with new Russian legislation, and will provide a legal base for stable development, effective activities, and better co-operation with other NGOs and state organisations, as well as improved co-ordination within the NS.

The SWP 2010 will set directions and priorities in development of the RRCS and strengthen it to provide effective assistance to the most vulnerable. Concomitant with *Strategy 2010*, the Strategic Work Plan aims to see Russian Red Cross as a well-functioning National Society, doing its part to build a civil society in the Russian Federation.

The operational plan of action until 2004 will set concrete steps for implementing the most urgent and important activities in RRCS transition. Evaluation criteria for regional departments' work will standardise expected requirements and increase the effectiveness of their activities.

The first year of the action plan will see an improvement in communication between the central and regional committees of the RRCS, and also among the regional committees themselves. In the second stage, expected to begin at the start of 2002, the central committee will be able to delegate some of its duties and responsibilities to zonal representatives. And by the beginning of 2003, zonal representatives will be given the responsibility of elaborating and undertaking their own regional strategies.

RRCS's statutes, SWP 2010, operational plan of action, legal documents and evaluation criteria for regional departments' work will be adopted. These will strengthen the RRCS legally, internally and externally. The legal base of the RRCS will be developed as well as its structure, which will have led to the most effective distribution of rights and responsibilities within the NS. Improvements in its humanitarian activities will be observed and priorities in support to the vulnerable will be set. The most urgent and important activities will be implemented. Legal mistakes will decrease. A common standard for NS activities will be found. Management of the RRCS will be improved. Strengths and weaknesses in regional departments' work will be revealed. The image of the RRCS will be raised.

Indicators

The RRCS exhibits more and more characteristics of a well-functioning National Society. Increase in membership and local income resources. Authority transferred to zonal representatives.

Monitoring and Evaluation arrangements

Working meetings will be held after each period of project implementation. Reports will be prepared and submitted to the leadership and donors.

Critical assumptions

RRCS maintains the momentum to carry out reforms and is able to communicate the rationale for these reforms to all Red Cross committees in Russia.

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5. Co-ordination and Management

Background and progress to date

The International Federation established its delegation in Russia in the autumn of 1991, just prior to the dissolution of the Soviet Union. The history of the delegation has been chequered with widely varying shifts in its objectives, available human and financial resources, and consistency on the part of the Russian Red Cross (RRCS) in articulating its goals and objectives to make an effective transition from the Soviet era. However, in 1998, the RRCS prepared a three-year strategic work plan that, for the first time, incorporated a clear set of objectives and needed action plans that, if well implemented, will set the RRCS firmly on the path of once again taking its place as a strong and self-sufficient National Society (NS). This progressive step, in turn, served to provide both the impetus and a supportable rationale for the Federation's renewed commitment to strongly support the RRCS.

The strategic work plan sets out a number of critical objectives for the RRCS reform process, focusing on the need to establish a proper legal base, to dramatically revise its constitution and statutes (to include separation of governance and management) and to effect appropriate decentralization to better empower regional and local components. Similarly, key RRCS leadership recently showed willingness to embrace and implement key elements of other initiatives (such as the Almaty Conference declaration and *Strategy 2010*).

The delegation provided an increasing amount of technical and financial support to the RRCS in the last several years due to an increase in its scope of responsibilities arising from both the high levels of relief operations undertaken as well as the increased support to the society's institutional development and capacity building needs. The delegation, in addition to its in country responsibilities, is responsible for providing technical/coordination support on a regional basis to Moldova, Ukraine and Belarus in the areas of health, population movement, information and financial management.

During the year 2000, the delegation comprised 11 delegates and 35 professional and administrative national staff in Moscow. Approximately one half of these resources are dedicated to various relief programmes, a third have largely regional responsibilities and the balance are in the administrative/technical support areas.

Progress by the RRCS during the last several years was impressive but less than conclusive. While support to several large-scale relief appeals was substantial and although much planning and preliminary steps were taken to implement organizational shifts within the RRCS, much is left to do. Within the RRCS there is a commitment by leadership to make needed changes; but, the impediments of the country's and organization's own history, severe financial/human resource limitations and the magnitude of the country itself posed important challenges that will require continued attention.

The delegation, however, made significant progress in its ability to provide timely and effective support to the RRCS during this period. It can be assumed that increased levels of mutual planning, counterpart and donor confidence, more clarity on respective roles and a discernible improvement in the overall quality of professional inputs all made a positive impact, which needs to be maintained.

Goal(s) The main goal is to continue working assertively and transparently with the RRCS, at the central committee level and at the zonal/community level in order to move the reform process ahead as quickly and effectively as possible. A complementary goal is to more effectively utilize the potential for ongoing relief activities as a catalyst for improving the National Society's image within Russia as well as to improve its internal resource management capacity.

Objectives and Activities planned

Objective 1 to ensure effective general management of the delegation;

Activities to achieve this objective will include: ensuring consistent and appropriate administrative systems are in place; promulgating effective inter-delegation information sharing mechanisms; promoting disciplined reporting of activities by all departments; and, reducing operating costs as feasible.

Objective 2 to promote the development of the delegation's human resource base;

Activities will include: ensuring feedback/appraisal systems are consistently and appropriately applied; planning and budgeting for formal/informal training of all personnel; promoting staff on-loan opportunities for local personnel; and, counselling local personnel on career planning.

Objective 3 to provide timely, consistent and competent technical support to the RRCS;

Activities will include: ensuring that counterparts of the RRCS are technically/organizationally competent; holding regular and comprehensive dialogues with RRCS leadership on key issues, periodically examining progress to date with RRCS on strategies, programmes, etc.

Objective 4 to effect productive collaboration with external partners;

Activities will include: prioritizing key organizations and cultivating relationships with them; consistently sharing written documents, e.g. reports, appeals, media releases, etc.; inviting key partners to participate in appropriate internal RRCS/Federation activities; ensuring RRCS leadership participate, as appropriate, with this audience, and promote efficient and mutually effective relationships with the Secretariat in Geneva (through collaborative versus hierarchical communications and utilizing available information technology).

Expected results

The delegation will be managed within a objective structure that meets or exceeds accepted standards for organizational planning, general organization and human/financial resource management as well as demonstrating the existence of good control and reporting mechanisms.

The delegation's national and expatriate staff will increase their competency and effectiveness in terms of their immediate responsibilities but also in their personal and organizational potential for future application within, or beyond, the Movement.

The RRCS and each of its supported components will be able to demonstrate increased capacity in its ability to effectively manage, as well as to further develop, available resources in the context of its own objectives; but, also show greater congruence with the generally accepted standards for each activity.

Success in this arena will produce a variety of objective and subjective benefits through enhanced financial/political support of different types, a heightened profile for the Red Cross, access to important issues/dialogues and the creation of critical linkages within the larger community.

Practical benefits of "matrix" collaboration will include the integration and widening of the pool of participants in all aspects of the work, increased trust of the Federation by donors, increased access to subjective as well as objective resources, increased openness and enhanced support for the objectives of the delegation and the RRCS.

Indicators

Appropriate and positive physical work environment. Regular and broad based information sharing takes place. Programme outcomes consistent with plans and budgets. Audits reflect adherence to management standards of the organization.

Staff are well-motivated with good morale. Staff demonstrate increased confidence and technical competence. Staff turnover is lessened or due to promotion to better positions. Delegate to national staff ratio improved.

Enhanced confidence, capacity, efficiency and effectiveness in planning, implementation and reporting by the RRCS. Decisions by RRCS management reflects improved understanding of the benefits of transparency and accountability.

Positive cooperation with external partners and increased confidence by donors. Appropriate flows of information and media clippings demonstrating increased visibility for the RRCS.

Monitoring and Evaluation arrangements

Ongoing discussions within the delegation and with the RRCS will continue to be the basis of general monitoring capacity - supplemented in key areas such as relief, institutional development, and population movement with specific assessment efforts. Control mechanisms already in place will ensure standards for accountability in financial resource management are maintained. Individual assessment of all programme and management staff on a six-month basis will serve to examine leadership responsiveness to stated objectives, plans and effectiveness of resource management. Quarterly reporting on all delegation components will provide objective tracking data at both the programme and general management levels. A management review of the Russian Red Cross' progress to date, by an international consult, will provide substantial data to evaluate the effectiveness of both the RRCS and the delegation in all key areas.

Critical assumptions

Critical assumptions focus on the two, predictable, areas of available funding and the RRCS's ability to implement both its strategic work plan and demonstrate an increased capacity to independently manage its own programmes. If present or near-present funding levels cannot be maintained there will be a corresponding and deplorable lag in the ability of the RRCS to make progress on its difficult reform process. It is assumed that expected revision of the National Society's statutes in 2001 and progress in obtaining a proper legal basis will take place and form the basis for further reform activities.

It is also assumed that the donor community recognizes the need to strongly support the RRCS/Federation activities for reasons that go beyond the specific objective of supporting a single National Society. Russia continues to be the regional focal point on many levels, i.e. politically, economically and culturally. This has a follow-on effect for the RRCS and the resulting assumption is that the delegation will have access to appropriate resources to assist it and other components of the Movement in this role.

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DELEGATION: RUSSIAN FEDERATION						
PROGRAMME	Disaster response	Health & services	Human. values	IDRD	Coord. & mgt	TOTAL
Shelter & construction	0	0	0	0	0	0
Clothing & textiles	81,747	40,988	0	0	0	122,735
Food & seeds	211,696	704,216	0	0	0	915,912
Water	0	0	0	0	0	0
Medical & first aid	101,736	131,233	0	0	0	232,969
Teaching materials	4,916	20,400	1,968	0	0	27,284
Utensils & tools	0	12,621	0	0	0	12,621
Other relief supplies	55,875	20,664	0	0	0	76,539
Sub total supplies	455,970	930,122	1,968	0	0	1,388,060
Land & Buildings	0	0	0	0	0	0
Vehicles	28,691	0	0	0	0	28,691
Computers & telecom	27,221	92,398	4,919	32,688	0	157,225
Medical equipment	0	0	0	0	0	0
Other capital expenses	35,741	2,780	4,099	0	0	42,620
Sub total capital	91,653	95,178	9,017	32,688	0	228,536
Programme management	95,237	182,199	23,745	27,901	27,989	357,071
Technical services	28,509	54,541	7,108	8,352	8,379	106,888
Professional services	31,616	60,485	7,883	9,262	9,292	118,538
Sub total programme support	155,362	297,225	38,736	45,515	45,659	582,497
Transport & storage	73,281	91,344	492	0	18,400	183,517
Personnel (delegates & expatriates)	101,400	112,600	112,559	90,178	212,050	628,787
Personnel (local staff)	402,667	834,327	85,593	178,721	69,896	1,571,204
Sub total personnel	504,067	946,927	198,152	268,900	281,946	2,199,992
Travel & related expenses	16,723	85,972	7,340	12,198	5,200	127,433
Information expenses	49,533	126,028	85,238	27,386	5,800	293,984
Expert fees	4,099	14,839	328	19,674	2,800	41,740
Admin. - general expenses	61,693	96,509	6,876	7,411	51,280	223,768
Training workshops / seminars	0	17,900	4,000	0	4,000	25,900
Sub total travel, training, general exp.	132,048	341,248	103,781	66,668	69,080	712,825
Total budget	1,412,380	2,702,044	352,145	413,771	415,085	5,295,425