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# Emergency appeal operations update

## Belarus: Population Movement

 International Federation  
of Red Cross and Red Crescent Societies

<b>Emergency appeal n° MDRBY006</b> <b>Operations update n° 1</b>		<b>GLIDE n° OT-2014-000146-BLR</b>
<b>Date of issue:</b> 29 January 2016		<b>Timeframe covered by this update:</b> 3 June 2015 – 25 January 2016
<b>Emergency Appeal operation start date:</b> 3 June 2015		<b>Original timeframe of the emergency appeal:</b> 3 June 2015 - 3 February 2016 <b>Extension of the operation:</b> until 3 August 2016
<b>Appeal budget:</b> CHF 742,931	<b>Appeal coverage:</b> 59%	<b>Total estimated Red Cross and Red Crescent response to date:</b> CHF 436,336
<b>Number of people being assisted:</b> 2,400 families (some 10,000 beneficiaries) identified as the most vulnerable among the displaced people arriving in Belarus from Ukraine		
<b>Host National Society presence:</b> Belarus Red Cross Society with 250 volunteers, 52 staff members, 6 regional branches and the Minsk City organisation		
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> Since 2014, IFRC, ICRC and the Swiss Red Cross have been the major supporters of the Belarus Red Cross in addressing the acute humanitarian needs of the displaced population arriving in Belarus from Ukraine.  A total of nine donors, including seven Partner National Societies, have contributed to the appeal in the value of CHF 436,336. The following Movement partners have supported this operation through the emergency appeal: Austrian Red Cross, Canadian Red Cross, Icelandic Red Cross, Japanese Red Cross, Red Crescent Society of Azerbaijan, Red Cross of Monaco, and Spanish Red Cross. In addition, ICRC and Danish Red Cross have supported the operation bilaterally. Swiss Red Cross is seeking to mobilise support for 1,300 beneficiaries (approximately 310 households) through the Swiss Solidarity foundation. These funds are channelled through the IFRC Emergency Appeal.		
<b>Other donors contributing to the Appeal:</b> ECHO and the Government of Canada		
<b>Other partner organizations actively involved in Belarus in assisting the displaced population from Ukraine:</b> Belarus state authorities including the Citizenship and Migration Office; Labour, Employment and Social Protection Committee; Ministry of Health; Ministry of Education; local authorities. Assistance has been also provided in Belarus to the displaced population from Ukraine by UNHCR, IOM, and the Orthodox Church of Belarus.		

### Summary of major revisions made to the Emergency Plan of Action:

The operation's implementation has been delayed by a slow initial international donor response (see news story published on the IFRC's website: <http://www.ifrc.org/en/news-and-media/news-stories/europe-central-asia/belarus/belarus-appeal-needs-more-funding-69526/>). Until late November 2015 only CHF 47,188 was received, which came from Austrian RC, Azerbaijan RC, Japanese RC and Monaco RC.

A contribution of EUR 300,000 from ECHO as well as contributions from the Canadian, Icelandic and Spanish RC Societies totalling CHF 61,843 made it possible for IFRC and Belarus Red Cross to start preparations for the operation in November 2015. A grant agreement between IFRC and Belarus RC was signed on 3 December. The first cash transfer reached the National Society's bank account on 13 December and is currently being cleared by the Humanitarian Aid Department of Belarus. The procedure usually takes about four to six weeks. However, due to the Christmas holidays, a few weeks' delay is expected in the procedure. Therefore the emergency appeal has been extended by six months, i.e. until 3 August 2016, in order to carry out all planned activities.

In the meantime, Belarus Red Cross was able to provide valuable assistance with ICRC support to the displaced population from Ukraine in November and December 2015.

## Summary

The armed conflict in the southern-eastern regions of Ukraine, Donetsk and Luhansk oblasts, has triggered a massive movement of civilians in search of refuge and security to other parts of Ukraine and beyond, into neighbouring Belarus and the Russian Federation, which are now hosting the majority of displaced people from eastern Ukraine. Belarus is a practical choice for Ukrainians due to its location and cultural affinity. The overall number of forced migrants is estimated at more than 150,000 people<sup>1</sup>. The migrants represent a 1.6 percent addition to the total Belarusian population of 9.3 million people, and that is a substantial burden for a country with one of the lowest GDP per capita in Europe (USD 7,575).

The displaced people from eastern Ukraine who fled to safer areas have been traumatized, and many are struggling to integrate. Despite the welcoming attitude and generosity shown by most local citizens, some negative attitudes were also observed where the displaced people from Ukraine were perceived as people being favoured and as competitors in employment, accommodation, social services, social benefits and humanitarian assistance. Furthermore, not all displaced people are in a position to take up employment. Mothers with young children, pregnant women, people with disabilities and older people are among this vulnerable group and therefore require urgent support with their daily subsistence needs. Persons with chronic diseases fall under a special risk group because health services and medicines are not available for free to foreign citizens in Belarus. Most of the enquiries received through the Belarus RC help line, “201”, are related to temporary accommodation, employment, social benefits, medical assistance, legal advice and psychosocial support.

According to the latest data provided by Belarus Red Cross branches there are at least 5,000 severely vulnerable people from earlier arrivals who require continuous support. These are (1) elderly people without any source of income (pensioners who lost access to their regular pension allowances and saving accounts in Ukraine); (2) disabled persons who do not have access to health care services in Belarus; (3) pregnant women and mothers with small children (without social benefits or income). Some 500 Ukrainian displaced women have already given birth to their children in Belarus.

## Coordination and partnerships

### Overview of the Host National Society

Belarus Red Cross has a clearly defined mandate and scope of activities, as well as substantial experience of handling multilaterally supported humanitarian activities and social services to address the needs of the most vulnerable. Present in all regions of the country, Belarus RC is the biggest humanitarian organization in Belarus which plays an important role in communities. It consists of eight regional organizations (including those for Minsk City and the Railway Company), 160 district/town branches and more than 8,000 primary units (grass-root organizations). With a total of 360 paid staff and 22,000 volunteers, Belarus Red Cross is well prepared to effectively run this relief operation for displaced people from Ukraine.

As an auxiliary to the public authorities in the humanitarian field, the National Society provides high quality services within its core Red Cross mandate and plays an essential role in advocating humanitarian needs of the vulnerable people and the communities. Belarus Red Cross’s programmes specifically focus on marginalized or excluded groups to reduce the existing discrimination and exclusion.



This single mother from Kramatorsk, Ukraine, pins her hopes for survival with the Red Cross: “No place to return to.” Photo: IFRC

<sup>1</sup> People who have come to Belarus from Ukraine since June 2014 as estimated by the United Nations High Commission for Refugees.

As an example, integration assistance to refugees, victims of trafficking and ex-offenders is ensured by Belarus Red Cross through referrals for health examinations, medical, legal and psychological treatment, counselling and assistance in vocational training. The help line "201", operated by Belarus Red Cross volunteers on weekdays from 7 PM to 9 PM, receives calls from Ukrainian citizens in need of advice or emergency assistance. Trained Red Cross volunteers ensure counselling, support and referrals as needed.

Since the arrival of the first groups of forced migrants from Ukraine in June 2014, Belarus Red Cross has been responding to the needs of the most vulnerable displaced people by its emergency cash fund and distributing household items from its disaster preparedness stocks. The distribution of essential food and non-food items has been effected through the well-established voucher distribution system. In addition to one-off humanitarian assistance, Belarus Red Cross has provided referral, counselling and psychological support services, temporary accommodation, and subsistence to travel and medication



Distribution of vouchers to the most vulnerable displaced families in Kalinkovichi, Gomel region, Belarus. Photo: Belarus Red Cross

### **Movement Coordination**

Within the Red Cross Red Crescent Movement, close coordination is maintained with the ICRC on different levels in the countries affected by the Ukrainian crisis. The IFRC Country Office in Belarus keeps contact with the ICRC Delegate in Belarus, the IFRC Representatives in Ukraine cooperate with the ICRC Delegations in Kyiv and other cities in Ukraine, while the IFRC Regional Office for Europe coordinates with the ICRC Regional Office in Moscow.

IFRC, ICRC, Swiss and Danish Red Cross Societies have continued to assess the most acute humanitarian needs of the displaced people from Ukraine arriving in Belarus for safe refuge. Technical advice was provided to Belarus Red Cross for the establishment of a voucher-based humanitarian aid distribution system, psychosocial support training, and improvement of the monitoring and reporting systems. ICRC has also supported Belarus Red Cross in developing a database for the electronic registration of beneficiaries taking into account the number of family members and their financial situation. This database was successfully tested in November and December during the ICRC-supported distributions.

Coordination among Movement and other partners is ensured by Belarus Red Cross with the support of the IFRC Regional Office for Europe and the IFRC Country Representation in Minsk. Movement partners and other stakeholders cooperate closely on the provision of assistance to the displaced people from Ukraine. Through regular email exchange and face-to-face meetings, the partners jointly look for opportunities to provide adequate support to the displaced people.

### **Overview of non-RCRC actors in country**

There are no development projects and programmes, including the UN system, which would work extensively in favour of the Ukrainian displaced people in Belarus. Thus there are no coordination challenges, and there is no overlapping. Even so, IFRC, Belarus Red Cross and other humanitarian actors cooperate closely on the provision of assistance to the displaced people from Ukraine. Together with UNHCR, IOM and other partners, the Red Cross jointly looks for opportunities to provide adequate support to the displaced people taking into account the challenges they face. In the second half of 2015, IOM assisted eight Ukrainian citizens in returning to some safer parts in Ukraine. All partners recognize Belarus Red Cross's role as the main coordinator in relation to the assistance to the forced migrants from Ukraine.

Belarus Red Cross headquarters and branches have been in close contact with the relevant state and non-state actors, who are providing the National Society with hands-on information on the evolving situation. Regular operational contacts are maintained by the National Society with the Citizenship and Migration Office, the Labour, Employment and Social Protection Committees, the Education and Health Departments, and local authorities. The Belarusian Government's attitude towards the displaced people is in general positive despite the existing legal and financial barriers. The State is helping, within its limits, with registration, employment, housing, medical and social assistance. The Ministry of Health is providing *emergency* medical care to the citizens of Ukraine free of charge as well as medical check-ups and health certificates *required for employment*. The provision of vital medicines for the

displaced with chronic diseases (e.g. insulin) remains a critical issue, and Belarus Red Cross is trying to address it on an individual basis with the support of the Ministry of Health and local authorities.

## Operational implementation

### Overall objective

To provide life-saving assistance in Belarus to 2,400 displaced families (some 10,000 beneficiaries) from Ukraine who clearly meet the criteria of acute vulnerability defined by the Belarus Red Cross and IFRC.

Food security, nutrition and livelihoods	
Outcome(s)	Output(s)
<b>Outcome 1:</b> Emergency assistance is provided to 2,400 families of displaced people from Ukraine	<b>Output 1.1</b> The nutritional and health needs of 2,400 displaced families from Ukraine are met through the distribution of vouchers for food and household items and direct payments to medical service providers and vendors.

### Progress towards outcomes

With ICRC's financial support of EUR 371,236 Belarus Red Cross supplied 6,224 vouchers for food and household items in two distribution rounds to 4,273 most vulnerable families in November and December 2015. Prior to the operation, ICRC/ IFRC delegates assessed beneficiary needs and helped Belarus Red Cross with the development of the system of distribution, monitoring, reporting, and a complaint mechanism. Vouchers have been distributed among the following categories of displaced people from Donetsk and Lugansk oblasts of Ukraine: pregnant and nursing women (with children under 3 years old), large households with three or more children under 18 years, single-headed households with children under 18 years, pensioners and disabled people. Distribution was carried out according to the family size (1-2 members – one voucher, 3-4 members – two vouchers, 5 members and more – three vouchers). The value of one voucher was BYR 1,000,000 (CHF 50). The voucher was divided into notes of BYR 200,000 so that beneficiaries could go shopping several times.



A family from Gorlovka, Donetsk region, is awaiting Red Cross assistance to cover the surgical operation of a disabled daughter so that she could walk again by herself. Photo: IFRC

Danish Red Cross provided EUR 10,000 on a bilateral basis. The Danish Red Cross's funds are awaiting the approval from the Humanitarian Aid Department. 200 vouchers will be provided to 60-70 families in Borisov district, Minsk region (approximately 120-200 beneficiaries).

The beneficiary lists have already been established through the electronic database, which enables Belarus Red Cross to focus on the most critical cases and to provide assistance immediately once the use of funds has been approved by the Humanitarian Aid Department. Access to medical services and supplies is highlighted as the most acute and so far uncovered need. A total of 49 health-related cases are currently registered with Belarus Red Cross, including the treatment of 10 cancer patients (consultations, chemotherapy and painkillers), 20 surgical operations for children and the elderly (arms, legs, and hip replacement), as well as requests for vital medications. In the meantime, Belarus Red Cross's advocacy efforts helped reduce the fees of medical treatment in five cases, and in two cases services were provided free of charge. At the same time, with funds raised locally in the period from September 2015 to January 2016, the National Society paid for four surgical operations and one chemotherapy treatment course for the most urgent cases in the value of CHF 5,000.

Cash assistance will be provided to the targeted beneficiaries in the form of (conditional) vouchers of a specific provider, to be able to cover their basic needs in hygiene and food, while the health needs of the affected people related to medicine and health care will be covered through direct payment to the service providers and vendors. The number of vouchers distributed to a family will depend on the size of the family, providing higher amounts for the bigger families.

<b>National Society capacity building</b>	
<b>Outcome(s)</b>	<b>Output(s)</b>
<b>Outcome 1:</b> The capacity of the Belarus Red Cross to respond to the target beneficiaries and wide public enquiries is strengthened	<b>Output 1.1</b> The National Society's hot line "201" is upgraded to provide efficient communication and information to the vulnerable people and the wider public.

### **Progress towards outcomes**

The project includes measures to build the local capacities of the Belarus Red Cross Society to provide efficient communication and information to the vulnerable people and the wider public.

The help line "201" operated by BRC volunteers on weekdays from 7 PM to 9 PM continues to take calls from Ukrainian citizens in need of advice or emergency assistance. During the period from September 2015 to January 2016, the help line received 350 calls and 410 messages from Ukrainian migrants. Over 70 percent of questions were related to the requests for vouchers, enquires on the rules of voucher use as well as suggestions on the implementation of voucher programme. New volunteers were recruited and trained in order to further improve help line performance.

Through further strengthening its help line capacity, Belarus Red Cross aims to increase the outreach to the target audience, not only providing information on services and support available, but also strengthening the beneficiary communication component of the action by ensuring a platform for feedback.

## **Operational support services**

### **Human resources**

The number of professional Belarus Red Cross staff members engaged in the action is 52 at the moment, while some 250 volunteers have been mobilized to support the operation.

The required technical support, monitoring and reporting, adherence to standard IFRC procedures and financial management is ensured by the IFRC Country Office in Minsk with the support of the relevant structures of the IFRC Regional Office for Europe.

### **Logistics and supply chain**

Cash assistance, specifically through the distribution of pre-paid debit cards, has been initially identified for the action as the most efficient and effective means of ensuring that the basic needs of the target groups in terms of food, hygiene items and medicines are met. However, in July 2015 after consultations with the Humanitarian Aid Department<sup>2</sup> Belarus Red Cross was informed that financial support through personal bank cards would not be supported as this modality does not ensure the transparent use of funds and does not make good reporting easy. Therefore, it was decided to use the voucher mechanism already tested by Belarus Red Cross in 2014 in the operation supported by IFRC, ICRC and Swiss Red Cross. Belarus has a number of supermarket chains, with shops of various sizes and profiles in each region of Belarus. Three supermarket chains covering all six regions of the country have already been selected in a tender.

### **Information technologies (IT)**

IT and telecommunications equipment such as computers and printers will be provided by Belarus Red Cross. In this operation, Belarus Red Cross will also increase the capacity of its help line "201" established with the equipment procured in the 2014 DREF operation and managed by 15 volunteers.

Help line IT capacity will be strengthened through the provision of an LCD screen and printer in order to improve the monitoring of the incoming calls, the registration of needs and the referral to services. The printer will also be used for printing out instructions, rules, and information updates for the hot line volunteer operators. The help line will be also upgraded with 2 sound-proof cabins, 2 desks and 2 chairs.

<sup>2</sup> In Belarus, all funds and supplies received from abroad must be registered as humanitarian cargo with the Humanitarian Aid Department reporting to the President of the Republic.

## Communications

The work of Red Cross volunteers in response to the emergency needs of displaced people has been highlighted by Belarus Red Cross throughout the duration of this operation. Visual material and written contents are shared with the national media (electronic, printed, etc.), as well as through the National Society's website and social media platforms. In addition, the leadership of the National Society informs the relevant authorities and the general public on the progress of the operation towards its objectives.

The IFRC will contribute to the visibility of the National Society and its partners' work through its respective communication channels. Where necessary, support will be provided to the National Society by the IFRC Secretariat's Europe Region communication team.

Regular operation updates will be provided by IFRC Secretariat's Country Office in Minsk to the IFRC Secretariat's Regional Office for Europe, Disaster Management Unit.

## Planning, monitoring, evaluation, & reporting (PMER)

In the course of the preparation for the operation, monitoring visits were carried out by the National Society to Grodno, Brest, Vitebsk and Mogilev regions so as to assess the current needs of the families who have arrived in Belarus since the beginning of the conflict in Ukraine.

The ECHO joint monitoring visit with IFRC and Belarus Red Cross to Minsk region in November 2015 concluded that the selection of beneficiaries under the Emergency Appeal was done properly according to the vulnerability criteria and the methodology of implementation of the voucher assistance was correct based on best practices and guidelines.

## Administration and Finance

The operation relies on the existing management, financial and administration systems in Belarus Red Cross. The IFRC Country Office's financial staff in Minsk will provide all required technical support and ensure that the use of the available financial resources is in line with the standard IFRC procedures.

## Contact information

**For further information specifically related to this operation please contact:**

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## How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace.**

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**Disaster Response Financial Report****MDRBY006 - Belarus - Population Movement**

Timeframe: 03 Jun 15 to 03 Feb 16

Appeal Launch Date: 03 Jun 15

Interim Report

**Selected Parameters**

Reporting Timeframe	2015/6-2015/12	Programme	MDRBY006
Budget Timeframe	2015/6-2016/02	Budget	Approved
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

**I. Funding**

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>A. Budget</b>		<b>742,931</b>				<b>742,931</b>	
<b>B. Opening Balance</b>							
<b>Income</b>							
<b>Cash contributions</b>							
<i>Austrian Red Cross</i>		10,893				10,893	
<i>Canadian Red Cross (from Canadian Government*)</i>		24,672				24,672	
<i>European Commission - DG ECHO</i>		325,351				325,351	
<i>Icelandic Red Cross</i>		15,000				15,000	
<i>Japanese Red Cross Society</i>		24,500				24,500	
<i>Red Crescent Society of Azerbaijan</i>		1,890				1,890	
<i>Red Cross of Monaco</i>		10,610				10,610	
<i>Spanish Red Cross</i>		21,760				21,760	
<b>C1. Cash contributions</b>		<b>434,675</b>				<b>434,675</b>	
<b>C. Total Income = SUM(C1..C4)</b>		<b>434,675</b>				<b>434,675</b>	
<b>D. Total Funding = B + C</b>		<b>434,675</b>				<b>434,675</b>	

\* Funding source data based on information provided by the donor

**II. Movement of Funds**

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
<b>B. Opening Balance</b>							
<b>C. Income</b>		434,675				434,675	
<b>E. Expenditure</b>		-325,890				-325,890	
<b>F. Closing Balance = (B + C + E)</b>		108,785				108,785	

## Disaster Response Financial Report

### MDRBY006 - Belarus - Population Movement

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## III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
<b>BUDGET (C)</b>						<b>742,931</b>	<b>742,931</b>	
<b>Relief items, Construction, Supplies</b>								
Cash Disbursement	576,000						576,000	
<b>Total Relief items, Construction, Sup</b>	<b>576,000</b>						<b>576,000</b>	
<b>Land, vehicles &amp; equipment</b>								
Office & Household Equipment	4,000						4,000	
<b>Total Land, vehicles &amp; equipment</b>	<b>4,000</b>						<b>4,000</b>	
<b>Logistics, Transport &amp; Storage</b>								
Transport & Vehicles Costs	3,500						3,500	
<b>Total Logistics, Transport &amp; Storage</b>	<b>3,500</b>						<b>3,500</b>	
<b>Personnel</b>								
National Staff	8,000						8,000	
National Society Staff	14,214						14,214	
Volunteers	240						240	
<b>Total Personnel</b>	<b>22,454</b>						<b>22,454</b>	
<b>Consultants &amp; Professional Fees</b>								
Professional Fees	25,000		6,000			6,000	19,000	
<b>Total Consultants &amp; Professional Fees</b>	<b>25,000</b>		<b>6,000</b>			<b>6,000</b>	<b>19,000</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	7,000						7,000	
<b>Total Workshops &amp; Training</b>	<b>7,000</b>						<b>7,000</b>	
<b>General Expenditure</b>								
Travel	16,160						16,160	
Information & Public Relations	2,900						2,900	
Office Costs	400						400	
Communications	2,900						2,900	
Financial Charges	17,280						17,280	
Other General Expenses	2,880						2,880	
Shared Office and Services Costs	13,827						13,827	
<b>Total General Expenditure</b>	<b>56,347</b>						<b>56,347</b>	
<b>Contributions &amp; Transfers</b>								
Cash Transfers National Societies			300,000			300,000	-300,000	
<b>Total Contributions &amp; Transfers</b>			<b>300,000</b>			<b>300,000</b>	<b>-300,000</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recover	45,130		19,890			19,890	25,240	
<b>Total Indirect Costs</b>	<b>45,130</b>		<b>19,890</b>			<b>19,890</b>	<b>25,240</b>	
<b>Pledge Specific Costs</b>								
Pledge Reporting Fees	3,500						3,500	
<b>Total Pledge Specific Costs</b>	<b>3,500</b>						<b>3,500</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>742,931</b>		<b>325,890</b>			<b>325,890</b>	<b>417,041</b>	
<b>VARIANCE (C - D)</b>			<b>417,041</b>			<b>417,041</b>		

**Disaster Response Financial Report**

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**IV. Breakdown by subsector**

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
<b>BL2 - Grow RC/RC services for vulnerable people</b>							
Disaster response	742,931		434,675	434,675	325,890	108,785	
Subtotal BL2	742,931		434,675	434,675	325,890	108,785	
<b>GRAND TOTAL</b>	<b>742,931</b>		<b>434,675</b>	<b>434,675</b>	<b>325,890</b>	<b>108,785</b>	