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Emergency Plan of Action (EPoA) Russia: Fire

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRRU022	Glide n° FR-2018-000038-RUS
Date of issue: 10 April 2018	Expected timeframe: 4 months Expected end date: 9 August 2018
Date of the disaster: 25 March 2018	
Category allocated to the of the disaster or crisis: Yellow / Orange / Red	
DREF allocated: CHF 56,704	
Total number of people affected: About 150 families (1,000 people)	Number of people to be assisted: 150 families (1,000 people)
Host National Society presence: The Russian Red Cross Society (RRCS), Kemerovo Regional RRCS Branch (30 volunteers, 10 local PSS-trained workers/volunteers, 3 Kemerovo RRCS PSS specialists, 2 PSS experts of RRCS HQ – RRCS project coordinator, RRCS PSS consultant)	
Red Cross Red Crescent Movement partners actively involved in the operation: IFRC	
Other partner organisations actively involved in the operation: Ministry of Emergency Situations (EMERCOM), Ministry of Health, Kemerovo regional social and psychological services, regional and local administration	

A. Situation analysis

Description of the disaster

On 25 March 2018, a fire broke out on the fourth floor of the shopping and entertainment centre Zimnyaya Vishnya in Kemerovo, Russia. The area of the fire was reported to be approximately 1,600 square metres. According to the latest official data, 64 people died in the fire, including 41 children. 79 people were injured, 12 of them were hospitalised.

To carry out search and rescue operations and fire extinguishing, 549 people and 86 units of equipment, including two aircrafts, were deployed by the Ministry of Emergency Situations (EMERCOM) of Russia. 129 people were supported by the search and rescue teams. Approximately 30 people were stuck in the building, with no chance of survival. The situation was complicated by the combustible plastic on the walls, which became a trap to those trying to escape.

On 26 March 2018, the authorities of the Kemerovo region announced a three-day mourning. The authorities of a number of regions, in particular Primorsky Krai, Ingushetia, Buryatia and the Ryazan region, as well as the mayors of Yekaterinburg and Yakutsk, Eugene Roizman and Aisen Nikolaev, in solidarity with Kemerovo, announced mourning as well. On 27 March, the president of the Russian Federation declared 28 March a day of all-Russian mourning. The Government of the Russian Federation adopted a decision to allocate 76 million roubles to the families of victims.¹

¹ 200,000 roubles to people who suffered light health damage; 400,000 roubles to people with medium to severe health damage.

Summary of the current response

Overview of Host National Society

The Russian Red Cross Society (RRCS) has experience in mid-term and long-term psychosocial support (PSS) from various mass emergencies (including explosions in mines, accidents at nuclear power plants, terrorist attacks, armed incidents, ship accidents, fires, etc.). RRCS resources include trained personnel, a concept of PSS and an effective model of a multifunctional centre for long-term social and psychological support to affected populations, and methods and tools for providing preventive psychological assistance to a wide range of people. The PSS methodology of RRCS received international recognition and was presented at the fora of the European Network of Red Cross Red Crescent National Societies on PSS several times.

From the first day of the fire accident, the Kemerovo branch of RRCS has been involved to assist the most affected people and families of victims:

- A representative of RRCS Kemerovo branch conducted a situation analysis and initial needs assessment as a part of Emergency Response Task Force established by the local authorities. The Kemerovo RRCS Branch compiled the list of affected people (with addresses and other crucial data).
- The branch has launched a donation campaign to provide urgent and mid-term support to the most vulnerable people affected by the fire accident.²
- Volunteers have provided accompaniment during the funerals of the people lost in fire, and have provided care to the relatives of victims in churches and cemeteries.

Overview of Red Cross Red Crescent Movement in country

The IFRC Secretariat operates a Country Cluster Support Team in Moscow, which provides technical and advisory support to RRCS at HQ-level in its capacity-building programmes and in disaster situations. The CCST ensures overall coordination with RRCS and ICRC to render effective assistance to the affected populations. ICRC runs a Regional Delegation in Moscow and also provides capacity-building support in the field of emergency preparedness and response, first aid and dissemination of humanitarian values and fundamental principles.

RRCS carries out PSS in compliance with the [IFRC Psychological support policy](#), and is committed to strengthening psychosocial well-being, resilience and coping mechanisms among the affected people. Through psychosocial support, passive victims can turn into active survivors capable of managing their own lives, caring for those around them and rebuilding social ties and their communities. The Sphere Humanitarian Charter and Minimum Standards in Disaster Response, 2004, and the IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings, 2007, which focus on mental and social support in emergency responses, shall be used as a guide for operational field activities. IFRC has assumed an active role in strengthening the capacities of RRCS branches in PSS provision, with several training sessions on PSS conducted 2013–2017.

Overview of non-RCRC actors in country

There are no UN organisations or other International Organisations operating in Russia apart from the RCRC Movement actors. EMERCOM of Russia is the leading state agency providing complex response to disasters and other emergency situations. RRCS cooperates with EMERCOM based on a cooperation agreement that identifies the role of parties in case of disaster events. The representatives of RRCS branches are members of the State Emergency Commissions at federal and regional levels and coordinate their disaster response activities with the relevant regional divisions of EMERCOM. Since the day of fire, Kemerovo Regional Branch has been actively participating in the work of the Disaster Operating Headquarters led by EMERCOM.

Coordination and partnership

The government of the Russian Federation began to work to save people and alleviate the consequences of the disaster immediately after the fire. More than 60 PSS specialists of EMERCOM and other operational services have rendered assistance and support to the relatives of the people killed, injured or gone missing in the fire. PSS specialists have worked at a temporary accommodation facility, located near the scene of the fire. PSS specialists have provided emergency assistance, accompanied people during investigations, and provided information (face-to-face as well as through an emergency hotline³) about the current situation and the progress of the search and rescue.

A group of mental health experts from the Centre of Psychological Support (EMERCOM) and the Centre of Emergency Psychiatry (Ministry of Health) has been deployed for a period of one month to provide psychological support and basic training for local mental health specialists, focusing mainly in mental health and care in hospital.

² The donations collected up to 4 April have reached the amount of RUB 110,226,943.

³ By the time of writing, the hotline has received 325 calls.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

According to official data, 64 people have died in the fire (44 females and 20 males) – 41 of them children. 79 people have been injured – out of which 12 have been hospitalised and 67 provided outpatient care. For the identification of the needs, PSS workers will carry out first home visits and needs assessment of the families in two locations: Kemerovo City and Topkinsky District.

The existing state system for overcoming the consequences of emergency situations is capable of addressing the most important and immediate needs of eliminating the consequences of natural disasters and crisis situations but is faced with a shortage of resources and specialists. Many people, after they have been helped, continue to experience psychological suffering. Socially and economically vulnerable groups are particularly badly affected. State structures are not yet sufficiently prepared to engage in such work, and therefore they need special training, after which they will develop prevention of mental health conditions, educational and information work with wider groups of the population independently and / or together with the regional branch of RRCS. Pain, frustration, loss, death, grief are virtually ubiquitous among the affected population, therefore work after the emergency has focused heavily on the psychosocial rehabilitation of victims.

Often, such support has been provided and continues to be provided intuitively by Red Cross volunteers alongside other tasks. As there are no other NGOs or agencies that provide PSS interventions, RRCS activities are in high demand and welcomed by the beneficiaries and local authorities. Continued involvement of RRCS 1–4 months following the disaster will ensure the transition of the PSS intervention from emergency-phase to the short and medium term.

Targeting

Information provided by EMERCOM and Ministry of Health suggests that people directly affected by the tragedy are at an increased risk of psychological disorders, mental disorders and antisocial behaviours. The following target groups have been identified by RRCS staff and volunteers to be provided with assistance:

Group 1 – specific vulnerable groups of the population, individuals, community:

- 41 families who lost children and are in need of PSS at home
- 64 families who lost their loved ones and need home care
- About 150 families with people who have experienced stress, trauma or crisis and have temporarily lost their orientation in events and the ability to adequately assess the situation, which poses a safety threat to themselves and to others

Group 2 – classmates and teachers of the children who died in the fire:

- 20–30 classmates and 20 teachers / school psychologists in Treshchinsky and Topkinsky districts, Kemerovo region

Group 3 – PSS specialists and RRCS personnel implementing the project activities:

- Kemerovo RRCS Branch staff and volunteers to be trained for PSS provision and supervised (11 PSS workers and 30 volunteers)
- Employees of the Kemerovo regional and local branches of RRCS
- PSS specialist consultants

Justification of the need for intervention

- Providing psychosocial care at an early stage can help to significantly alleviate stress, as well as to arrange referrals of people with significant mental health disorders to qualified mental health institutions.
- Development of self-help skills and restoration of self-confidence helps to accelerate the process of overcoming feelings of helplessness and despair which can otherwise lead to deep depression.
- In addition, it is necessary to ensure the conditions for preserving the professional mental health of specialists who remain in place (prevention of burn-out).

Operation Risk Assessment

- There is sufficient political support for disaster risk management in the regional administration and district municipality.
- No major emergency is affecting the project implementation.
- RRCS will seek to establish contacts and agreements with the regional Crisis Centre, Regional and local social and psychological services in order to achieve the objectives of the project and make help more effective.

Scenario planning

Psychosocial support for vulnerable people in response to the fire is aimed at:

1. Relieving emotional suffering in grief, so that people can use their own strength to overcome the crisis, and embark on a process of recovery.
2. Reducing the risk of excessive levels of stress and grief connected to severe mental and physical disorders.
3. Promoting self-confidence and resilience to prevent dependence on extraneous unskilled help.
4. Preventing the emergence of antisocial behaviours in family and social life. Helping to restore the value of cultural and spiritual values.
5. Implementing stress prevention measures for possible emergencies. Interaction in the framework of mobile teams prepared for emergency.
6. Training in skills of preventing burnout for people that participate in the operation.

B. Operational strategy

Overall operational objective: The overall objective of the DREF operation is to reduce the psychological impact of the consequences of the fire in the shopping and entertainment complex Zimnyaya Vishnya by providing psychosocial support to about 150 affected families (approximately 1,000 people).

Through cooperation and coordination with local authorities and families of victims, Kemerovo regional RRCS branch has prepared a plan of action to provide PSS to victims and families. RRCS HQ supports the actions of the Kemerovo regional branch in responding to the situation.

The following five priorities have been determined for the DREF operation:

1. **To conduct training** for volunteer-workers from among local experts to provide psychosocial support (PSS) to the beneficiaries. (*Note: Kemerovo RRCS Branch is in close contact with local psychologists who are acquainted with the affected families, aiming to select 20 candidates for the PSS training, from which 10 PSS workers will be chosen.*)
2. **To carry out psychosocial patronage** of about 150 families (by trained PSS staff of RRCS Kemerovo regional branch) to help meeting the needs of people and improve their psychosocial well-being. First home visits to the affected people with PSS support will start after the PSS training (last week of April).
3. **To provide information leaflets** during individual meetings and social events, to improve the knowledge of victims and their families about ways of grieving.
4. **To advise on the implementation of the project** and on the supervision of difficult cases by the RRCS PSS specialists.
5. **To advocate for the interests of victims** with the local authorities and the media.

	support by the consultants-PSS specialists of RRCS Kemerovo regional branch (three people) regularly. Twice per week.																
AP023	Psychological consultants of the RRCS Kemerovo regional branch conduct classes with the project team to prevent burnout (monthly).							x				x			x		
AP023	Skype consultations with RRCS consultant PSS specialist for reviewing difficult cases (weekly).					x	x	x	x	x	x	x	x	x	x	x	x
AP023	Conducting preventive PSS workshops on grieving at schools which lost children in the fire, for school PSS specialists and teachers. Two groups of ten people.												x				
Priority 5: To advocate for the interests of victims with the local authorities and the media.																	
AP023	Informing local authorities, emergency services and interested services in the regions about the tasks of the RRCS PSS project and establishing contact with them for interaction		x														
AP023	Providing information support for the project (press release, TV interviews, articles in the media).					x		x		x		x		x		x	
AP023	Organising a lessons-learned workshop for staff and volunteers involved in the project.																x
AP023	Organising a round-table with the participation of Kemerovo city Administration and interested organisations to summarise the results of work with the population in the regions.														x		

Budget

The total budget of this DREF operation is CHF 56,704.

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DREF OPERATION

Date: 10.04.2018

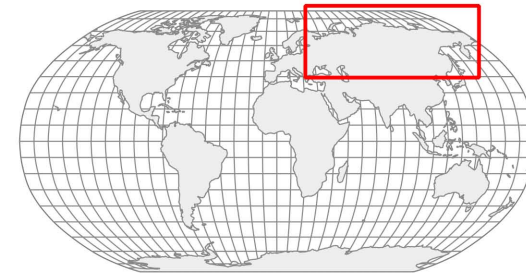
Fire in Kemerovo

Budget Group		Multilateral Response	Appeal Budget CHF
500	Shelter - Relief	0	0
501	Shelter - Transitional	0	0
502	Construction - Housing	0	0
503	Construction - Facilities	0	0
505	Construction - Materials	0	0
510	Clothing & Textiles	0	0
520	Food	0	0
523	Seeds & Plants	0	0
530	Water, Sanitation & Hygiene	0	0
540	Medical & First Aid	0	0
550	Teaching Materials	0	0
560	Ustensils & Tools	0	0
570	Other Supplies & Services	0	0
571	Emergency Response Units	0	0
578	Cash Disbursements	0	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES		0	0
580	Land & Buildings	0	0
581	Vehicles	0	0
582	Computer & Telecom Equipment	0	0
584	Office/Household Furniture & Equipment	0	0
587	Medical Equipment	0	0
589	Other Machinery & Equipment	0	0
Total LAND, VEHICLES AND EQUIPMENT		0	0
590	Storage, Warehousing	0	0
592	Distribution & Monitoring	0	0
593	Transport & Vehicle Costs	2,400	2,400
594	Logistics Services	0	0
Total LOGISTICS, TRANSPORT AND STORAGE		2,400	2,400
600	International Staff	0	0
661	National Staff	0	0
662	National Society Staff	28,800	28,800
667	Volunteers	3,045	3,045
669	Other Staff Benefits	0	0
Total PERSONNEL		31,845	31,845
670	Consultants	800	800
750	Professional Fees	0	0
Total CONSULTANTS & PROFESSIONAL FEES		800	800
680	Workshops & Training	8,000	8,000
Total WORKSHOP & TRAINING		8,000	8,000
700	Travel	5,800	5,800
710	Information & Public Relations	2,500	2,500
730	Office Costs	400	400
740	Communications	1,348	1,348

760	Financial Charges	150	150
790	Other General Expenses	0	0
799	Shared Office and Services Costs	0	0
Total GENERAL EXPENDITURES		10,198	10,198
		0	0
830	Partner National Societies	0	0
831	Other Partners (NGOs, UN, other)	0	0
Total TRANSFER TO PARTNERS		0	0
599	Programme and Services Support Recovery	3,461	3,461
Total INDIRECT COSTS		3,461	3,461
TOTAL BUDGET		56,704	56,704
Available Resources			
	Multilateral Contributions		0
	Bilateral Contributions		0
TOTAL AVAILABLE RESOURCES		0	0
NET DREF OPERATION NEEDS		56,704	56,704

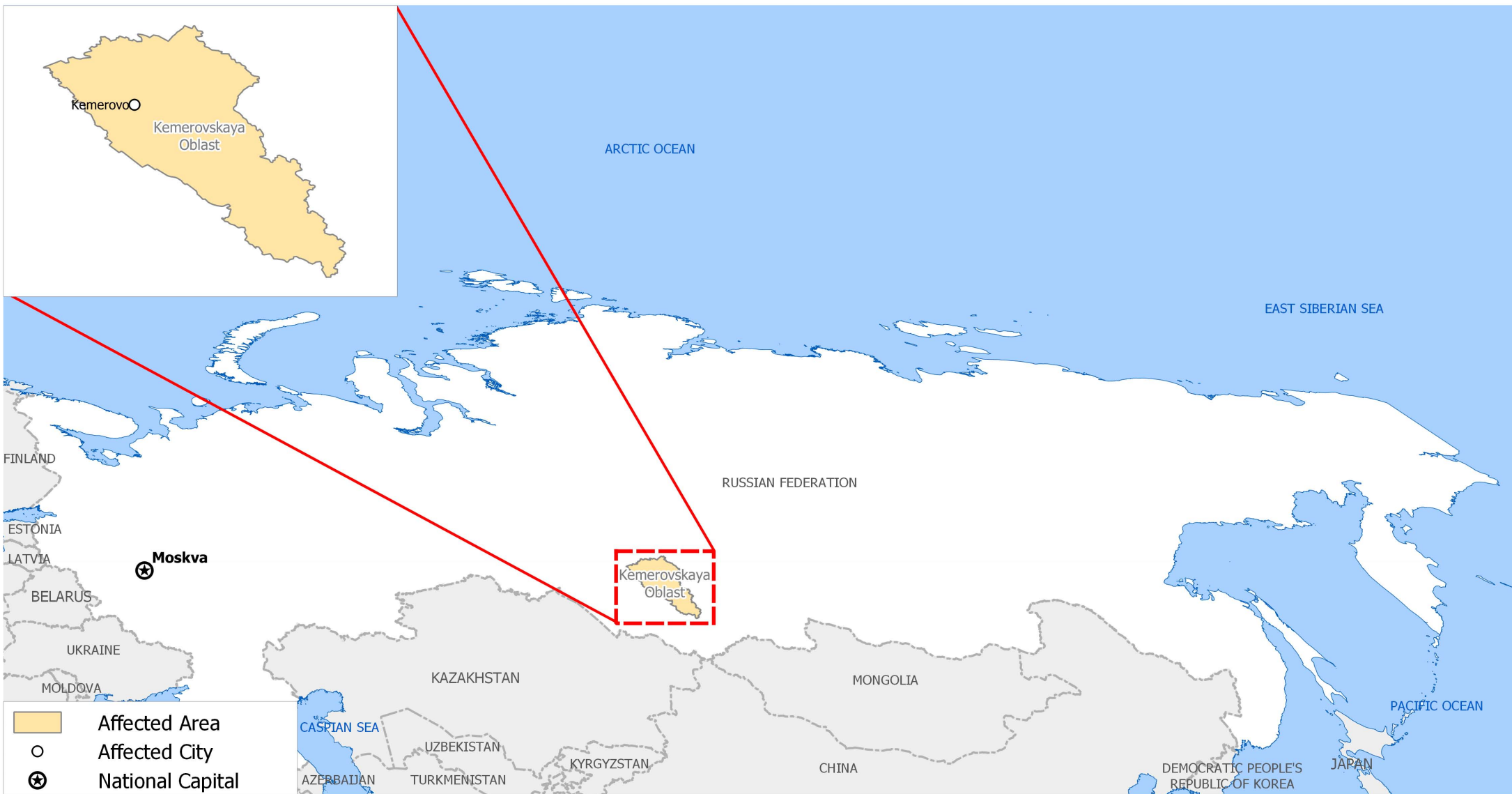


International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر



Russia, Fire Accident in Kemerovo: DREF Operation

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