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Emergency Plan of Action (EPoA) Russia: Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation n° MDRRU023	Glide n° FL-2018-000046-RUS
Date of issue: 27 April 2018	Date of disaster: 23 March 2018 (gradual onset)
Category allocated to the disaster or crisis: yellow	
Expected timeframe: 4 months 26 April 2018 – 26 August 2018	
DREF allocated: CHF 341,916	
Total number of people affected: approx. 33,000	Number of people to be assisted: 11,616 (5,120 families)
Host National Society presence (n° of volunteers, staff, branches): The Russian Red Cross Society (RRCS) with 200 volunteers, 15 staff, and three regional branches	
Other partner organisations actively involved in the operation: Ministry of Emergency Situations (EMERCOM), regional government offices	

A. Situation analysis

Description of the disaster

In South Siberia (Tyva Republic and Altai Krai Region) and in the southern part of European Russia (Volgograd Region), as a result of rapid snow thaw and runoff of meltwater into riverbeds, water levels rose significantly from late March 2018 onwards. As of 16 April, there were 11,550 worst-affected people in these regions in need of help from the Russian Red Cross Society (RRCS).

Altai Krai Region

The floods began in late March, and, on 25 March, a local disaster was officially declared. Within 10 days, the number of affected people grew to 1,500 (or approximately 600 families). In total, 199 settlements were affected by the flood. As of 13 April, a total of 19,452 people have been affected, out of which 4,863 are children. The spread of the disaster continues in present day, with about 7,000 people (or 3,200 families) being in need of help from the Red Cross.



Image 1. Flooded area in Altai Krai region 13 April 2018.
Photo: RRCS

Volgograd Region

Extensive flooding starting in late March has affected 81 settlements in 12 districts of the Volgograd Region: Kumylzhensky, Mikhailovsky, Kikvidzensky, Frolovsky, Rudnyansky, Elansky, Novoannensky, Kletsky, Olkhovsky, Alekseevsky, Ilovinsky, Uryupinsky – with about 750 people initially affected. A disaster was declared on 4 April, with the flood-affected areas continuing to expand until about 13 April. According to early estimates, the water entering buildings damaged over 1,120 homes in residential areas.

Collecting information about the victims has been highly challenging due to roads being blocked by flood water. As of 16 April, the regional office of RRCS had information on approximately 10,000 people being affected, out of which 3,627 people (1,420 families) were in need of RRCS assistance. The most vulnerable categories of people selected for support include: low-income families, disabled people, older people living alone, and people ineligible for state aid (for example, because they are registered in neighbouring countries).



Image 2. Flooded residential area in Volgograd region, 13 April 2018. Photo: RRCS

Tyva Republic

Flooding affecting several villages in Tyva began in late March, with a local disaster officially declared on 23 March. Rapid warming continued to increase rates of snow thaw, and extensive amounts of water came down from the mountains, as well as from swampy areas. The disaster continued to expand, prompting the declaration of an emergency situation in Kaa-Khem village (Kyzyl Region), where, in the beginning of April, a water dam was partially destroyed by flood water, and local attempts to cope with the situation remained unsuccessful. The water overflowing the dam inundated sewage treatment plants, mixing sewage with thawed water, and resulting in a severe epidemiological situation. EMERCOM carries out the cleaning of the area. Water came down the waterfall, quickly flooded, broke the dam, since these are private houses, all sewage treatment plants were on the street resulting in an extreme epidemiological situation. Water flooded more than ten streets with a length of 3.4 km each, affecting about 453 families.

The procedure for legalising a private home in Russia is quite complex and expensive, and, in many poor areas, remains incomplete. In some of these poor regions, houses are often registered as dachas (holiday homes), which require less complex procedures with local authorities. Sometimes, houses are not registered at all, which is a common practice in villages across Tyva, where a significant portion of the local population is traditionally nomadic – many of them having very limited information regarding the procedures put in place by local authorities. Residents in the areas are generally poor, and some people struggle to meet basic needs, and cannot afford to pay administrative costs.

The area is also faced with many infrastructural challenges. Tyva does not have a direct connection with the capital of the country, and the population density is around two people per square kilometre, spread over a territory that is larger than Greece. Therefore, targeting beneficiaries is fraught with extreme difficulties. According to the most up-to-date lists compiled by RRCS, 989 people (or approx. 500 families) are currently in need of support in Tyva.



Image 3. Yard flooded in Kaa-Khem village, Tyva Republic, 9 April 2018. Photo: RRCS

Summary of the current response

On 5 April, RRCS issued a [field report](#) to the Disaster Management Information System (DMIS). The further expansion of the disaster led to a 10 April [update](#) being posted to the DMIS, indicating the need for a DREF operation.

The floods peaked on 13 April in most of the affected areas. RRCS has continuously monitored the situation since the end of March, and the regional branches of RRCS began to provide assistance from their reserves almost immediately. The collection of donations with money, food and hygiene items was organised, with information and an [appeal for assistance](#) posted on the official website of the RRCS on 9 April. The collection of funds from the headquarters of RRCS was organised. In regional offices of RRCS (Altai Krai, Volgograd, Tyva, Khakassia), clothes and products for the victims have been collected. On-site assessment is being carried out on a continual basis. The regional branches of RRCS in affected areas have a close cooperation with the local EMERCOM offices, based on an agreement between the EMERCOM and RRCS.

In Altai Krai Region, RRCS distributed 600 food parcels, 5 tons of clothing and 100 sets of hygiene items. 20 tons of water from Coca-Cola have also been distributed. A team of 80 RRCS volunteers was created – with groups of 4–5 people in each of the 18 territories. Emergency consultations were held with the government of Altai Krai and the head of the DM department of RRCS, and any possible help has been offered by the state to facilitate the Red Cross operation in the area.

In the Tyva Republic, RRCS helped in the cleaning of houses and plots after the water receded. 60 sets of hygiene items were collected from charity and distributed. One ton of food was collected and distributed (mainly potatoes), and 20 tons of water from Coca-Cola is on the road – with arrival expected in the coming days.

In Volgograd Region, the regional office of the RRCS sent humanitarian aid to Kumylzhensky, Alekseevsky and Novoanninsky districts. Cargo has been compiled from the donations of Volgogradians, in a total value of over 300,000 rubles. Three groups of youth volunteers (32 people) were trained to assist in the assessment of damage and the removal of debris from, and establishment of order in damaged households.

Overview of Red Cross Red Crescent Movement in country

The IFRC Country Cluster Support Team (CCST) for Russia, Belarus and Moldova (based in Moscow) provides technical and advisory support to RRCS HQ in disaster response and capacity-building. The CCST also ensures overall coordination with RRCS and ICRC to deliver effective and coordinated assistance to affected populations. ICRC's Regional Delegation in Moscow provides capacity-building support to RRCS in emergency preparedness and response, first aid and dissemination of humanitarian values and fundamental principles.

Red Cross Red Crescent Movement Coordination is ensured by a Movement Coordination Agreement concluded by RRCS, IFRC and ICRC. The agreement provides a solid base for overall coordination in case of disasters and delegates the coordination lead role to RRCS. The Movement Coordination mechanism functions at the leadership level through ad-hoc meetings between RRCS, IFRC and ICRC. There are annual joint planning meetings organised by IFRC and ICRC with participation of RRCS's HQ and branches, as relevant.



Image 4. RRCS volunteers assisting residents in Altai Krai Region. *Photo: RRCS*



Image 5. Emergency consultations in Altai Krai Region. *Photo: Government of Russia*

Overview of non-RCRC actors in country

There are no international agencies or UN organisations operating in Russia apart from the RCRC Movement actors. EMERCOM is the leading state agency that provides complex response in case of disasters and other emergency situations. Material assistance to the victims is provided through local social protection agencies, with which RRCS works in constant contact. In floods, EMERCOM deals primarily with engineering tasks, such as pumping water or building temporary dams.

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. Members of the 'Centrospas' and the 'Lider' unit are currently working in the affected areas. RRCS distributes assistance with the support of local authorities, including through provision of warehouses and sharing of lists of beneficiaries.

EMERCOM deals with pumping out water and cleaning public areas. Drinking water is provided by Coca-Cola to the affected people. Temporary shelters have been set up in Volgograd Altai Krai regions, but victims prefer to live with relatives or even stay in the flooded houses. In this situation, accurately accounting for people who have left their homes is extremely challenging.

Needs analysis, beneficiary selection, risk assessment and scenario planning

Representatives of the local RRCS branches and the local authorities conducted a rapid joint assessment in the disaster-affected areas. In the coming two weeks, a more detailed assessment will be conducted involving representatives of beneficiaries and other stakeholders.

The number of affected people can be seen in the table below (data as of 18 April 2018):

Region	People affected
Altai Krai Region	20,000
Tyva Republic	3,000
Volgograd Region	10,000
TOTAL	33,000

Since the peak of the flood is over in all regions, the data above is not likely to change. Based on the assessments, the RRC branches and authorities will prepare a list of beneficiaries as per the mutually agreed selection criteria.

Affected people have received some basic assistance from local authorities in terms of means of living. However, authorities' focus will be mostly on the rehabilitation of destroyed houses and payment of compensations, which may take approximately two to three months to be fully implemented.

In the meantime, the unmet needs of the affected need to be addressed urgently. RRCS's support in meeting the immediate needs of affected populations in terms of food, non-food, and hygiene remains vital to alleviate human suffering. Due to the risk of water-borne and infectious diseases, as well as the stressor effects of such disaster events, particularly, on most vulnerable groups of the population (such as children, older people or women), the hygiene promotion, first aid and psychosocial support remain highly-needed services in all three regions.

Volgograd Region is a relatively richer area compared to the other areas targeted by this DREF operation, which is why only a portion of the affected population needs additional assistance from RRCS. In this region, providing cash vouchers in lieu of food parcels and hygiene kits is necessary because the needs of the population are very diverse, and finding appropriate products for a wide range of different beneficiaries (a lot of people living alone and large families with special needs) is highly challenging.

Selection of beneficiaries

The operation will focus on elderly people, women and children, low-income and large families, and disabled people – all of whom belong to the most-at-risk groups when a disaster strikes. More specifically, the beneficiaries within the local populations have been identified based on their level of vulnerability. Socio-economic factors have been given due consideration in the beneficiary selection, and female-headed households and large families have been prioritised. An upcoming beneficiary assessment will fine-tune the selection of households.

Risk assessment

Currently, according to EMERCOM's forecast, it is not expected that further flooding would affect these three regions. So far, there are no significant risks or security concerns that have been identified as potentially affecting the implementation of the operation. The only risk factor is the difficulty of access to the affected areas as many of the road links have been destroyed. Altai Krai Region is located over 3,000 km from Moscow, and Volgograd Region over 1,500 km. RRCS is expecting EMERCOM's assistance in accessing the affected areas, and the deployment of its relief assistance including human power.

B. Operational strategy

Overall objective

The overall objective of this DREF operation is to meet the immediate needs of 11,616 people (5,120 families) affected by the massive flooding in Altai Krai Region, Tyva Republic and Volgograd Region¹ of the Russian Federation, through the provision of basic food items and hygiene kits, as well as hygiene promotion.

Region	People affected	People targeted	Families
Altai Krai Region	20,000	7,000	3,200
Tyva Republic	3,000	989	500
Volgograd Region	10,000	3,627	1,420
TOTAL	33,000	11,616	5,120

Proposed strategy

The operation will have a strong relief focus providing the affected population with items of basic needs. RRCS staff and volunteers mobilised will continue to actively participate in the response, supporting the activities of the local authorities and EMERCOM units while implementing RRCS activities. All distributions are and will continue to be undertaken in close on-the-ground coordination among all actors involved. According to the forecast of local authorities, most of the victims will return to their homes in the coming weeks. Thus, the distribution will be carried out at their place of residence by RRCS volunteers and with the participation of local authorities.

The main actions will include the following:

Altai Krai Region and Tyva Republic

These regions are not well-served by trade networks, therefore relief distribution will take place in the following items:

- supplementary food parcels based on the minimal requirements SPHERE standards (1 per family);
- hygiene kits (1 per family);
- means for cleaning and disinfection at home (5 litres 'Progress' or similar per family);
- diapers for children and adults (if needed) (2 packs per person);
- a small booklet for beneficiaries on hygiene promotion.

Volgograd Region

The Volgograd branch of RRCS has experience in using vouchers for migrants from Ukraine. The branch has accrued the necessary experience and good practices, and preliminary consultations and market research has already been conducted. The distribution will be implemented through vouchers in an amount of CHF 45 per family. The Volgograd region has a developed commercial system: there are several large retail chains present throughout the region. The usage of vouchers will be restricted to purchasing food, hygiene items, bedding, and children's goods, and there will be an absolute ban on alcohol and tobacco and durable goods.

¹ In Volgograd Region, food parcels and hygiene kits will be provided through vouchers to stores.

Operational support services

Human resources

Local volunteers from each branch are supporting the relief operation in the affected areas. They provide direct assistance to victims in home cleaning, in collecting documents, in the participation and verification of lists of beneficiaries, in the distribution, and in monitoring the satisfaction of beneficiaries. Volunteers receive full insurance coverage as per IFRC standards.

One dedicated disaster management coordinator and one finance officer are engaged in the Altai Krai Region and Tyva Regional RRCS branch. In the Volgograd regional branch, a disaster management coordinator and finance officer are present. At HQ level, a disaster management operations coordinator, a logistics assistant and a financial officer are supporting the operation.

A Regional Disaster Response Team will also be deployed to assist RRCS with the distributions and post-distribution monitoring visits. The IFRC CCST in Moscow is providing technical support with the implementation, including with human resources.

Logistics and supply chain

The relief items will be purchased locally, subject to availability of markets and in accordance with the standard procurement procedures of RRCS and IFRC. All accompanying documentation (at least three quotes approved by LSRs, a comparative analysis of rates and contracts) will be properly stored and archived. All purchase files are equal to or exceed CHF 50,000, must be technically approved by the IFRC Regional Office for Europe (ROE) logistics. IFRC ROE as well as the Regional Logistics and Procurement Coordinator will provide the necessary technical support.

It is reasonable to conduct procurement for Siberia in one place (Altai territory), since RRCS can receive a discount on the volume and prices, while the delivery time can be kept within seven days.

Information technologies (IT)

RRCS HQ continues to maintain regular communication with its field branches through mobile network, and via internet.

Communications

RRCS is carrying out active communications to provide up-to-date information about the flood situation, the forecasts as well as relief activities undertaken. News articles, press releases, photos and fundraising announcements are being uploaded on the RRCS website and shared with the media. RRCS field staff and volunteers are also available for media interviews as required and with prior coordination with the RRCS communications focal point. The IFRC CCST continues to support RRCS in building its communications capacities and developing compelling communications tools. IFRC will feature media stories and key messages related to RRCS flood relief response and needs on its international website.

Planning, monitoring, evaluation, & reporting (PMER)

There is a regular reporting scheme in place, with RRCS regional branches submitting a weekly report on each Friday to the RRCS HQ in Moscow about the activities implemented and the flood situation in their respective region.

Administration and finance

RRCS will ensure the proper use of financial resources in accordance with the conditions set out in the Memorandum of Understanding signed between RRCS and IFRC. IFRC will ensure that all allocated financial resources are managed in full compliance with respective IFRC standards and DREF guidelines.



Water, sanitation and hygiene

People targeted: 7,989

Requirements CHF 95,300

Population to be assisted: This DREF operation seeks to meet the immediate needs of 11,616 people (approx. 5,120 families) affected by the massive flooding in Tyva Republic, and the Altai Krai and Volgograd regions of Russia through the provision of basic food and hygiene kits as well as hygiene promotion. Food parcels and hygiene kits will be provided through vouchers to stores of Volgograd Region.

WASH Outcome1: Immediate reduction in risk of waterborne and water related diseases in targeted communities

P&B Output Code	WASH Output 1.4: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population	7,989 people will receive WASH assistance															
		Activities planned / Weeks															
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP030	Conduct needs assessment: define hygiene issues and assess capacity to address the problem	■	■	■	■												
AP030	Select target groups, key messages, and methods of communicating with beneficiaries (mass media and interpersonal communication)					■	■	■	■								
AP030	Develop a hygiene communication plan: train volunteers to implement activities from communication plan		■	■	■	■											
AP030	Design/Print IEC materials		■	■	■	■	■										
AP030	Assess progress and evaluate results												■	■	■	■	■
AP030	Engage community on design and acceptability of water and sanitation facilities together with the distributions					■	■	■	■								
P&B Output Code	WASH Output 1.5: Hygiene-related goods (NFIs) which meet Sphere standards and training on how to use those goods is provided to the target population	7,989 people will receive hygiene kits and material															
		Activities planned / Weeks															
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP030	Determine the needs for hygiene NFIs, including soap, water storage, and menstrual hygiene for each community based on health risks and user preference in targeted communities	■	■	■	■												
AP030	Distribute 3,700 hygiene kits in Altai Krai and Tyva				■	■	■	■	■	■	■	■					
AP030	Distribute 3,700 units for cleaning and disinfection at home 5 litres ('Progress' or similar - 1 per family) in Altai Krai and Tyva				■	■	■	■	■	■	■	■					
AP030	Distribute 1,000 diapers for children and adults (if needed) (2 packs per person) in Altai Krai and Tyva				■	■	■	■	■	■	■	■					
AP030	Determine whether additional distributions are required and whether changes should be made										■	■					
AP030	Monitor use of hygiene kits and user satisfaction through household surveys									■	■	■	■				

Budget

The total budget of this DREF operation is CHF 341,916. (Click [here](#) for details.)

Contact information

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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.

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.



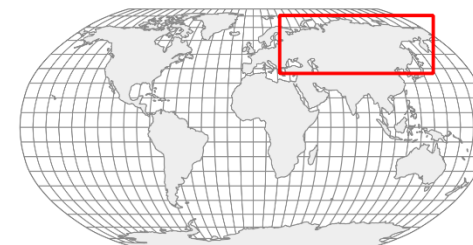
Enable **healthy**
and **safe** living.



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



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, Floods - DREF Operation

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The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities. Map data sources: OCHA, OSM Contributors, ICRC, IFRC. DREF = Disaster Relief Emergency Fund.

0 200 400 600 800 km



DREF Operation

Flood Russia 2018

Date: 05.04.2018

Budget Group	Multilateral Response	Appeal Budget CHF
500	Shelter - Relief	0
501	Shelter - Transitional	0
502	Construction - Housing	0
503	Construction - Facilities	0
505	Construction - Materials	0
510	Clothing & Textiles	0
520	Food	81,400
523	Seeds & Plants	0
530	Water, Sanitation & Hygiene	0
540	Medical & First Aid	0
550	Teaching Materials	0
560	Ustensils & Tools	0
570	Other Supplies & Services	76,600
571	Emergency Response Units	0
578	Cash Disbursements	63,900
	Total RELIEF ITEMS, CONSTRUCTION AND	221,900
580	Land & Buildings	0
581	Vehicles	0
582	Computer & Telecom Equipment	0
584	Office/Household Furniture & Equipment	0
587	Medical Equipment	0
589	Other Machinery & Equipment	0
	Total LAND, VEHICLES AND EQUIPMENT	0
590	Storage, Warehousing	0
592	Distribution & Monitoring	6,000
593	Transport & Vehicle Costs	2,400
594	Logistics Services	0
	Total LOGISTICS, TRANSPORT AND STORAGE	8,400
600	International Staff	10,000
661	National Staff	0
662	National Society Staff	31,000
667	Volunteers	10,300
669	Other Staff Benefits	0
	Total PERSONNEL	51,300
670	Consultants	0
750	Professional Fees	0
	Total CONSULTANTS & PROFESSIONAL FEES	0
680	Workshops & Training	12,000
	Total WORKSHOP & TRAINING	12,000
700	Travel	17,400
710	Information & Public Relations	6,700
730	Office Costs	1,200
740	Communications	2,148
760	Financial Charges	0
790	Other General Expenses	0
799	Shared Office and Services Costs	0

	Total GENERAL EXPENDITURES	27,448	27,448
		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	20,868	20,868
	Total INDIRECT COSTS	20,868	20,868
	TOTAL BUDGET	341,916	341,916
	Available Resources		
	Multilateral Contributions		0
	Bilateral Contributions		0
	TOTAL AVAILABLE RESOURCES	0	0
	NET DREF OPERATION NEEDS	341,916	341,916