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## Emergency Plan of Action (EPoA) Russia: Population Movement



<b>DREF n° MDRRU018</b>	<b>Glide n° OT-2014-000146-RUS</b>
<b>Date of issue: 27 November 2014</b>	<b>Expected timeframe: 4 months</b> <b>Expected end date: 26 March 2015</b>
<b>DREF allocated: CHF 375,212</b>	
<b>Total number of people affected: approx. 1,000,000</b>	<b>Number of people to be assisted: 5,000 persons</b>
<b>Host National Society(ies) presence (n° of volunteers, staff, branches):</b> Four regional branches of the Russian Red Cross with 250 Russian Red Cross volunteers and over 40 Russian Red Cross staff involved	
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> ICRC	
<b>Other partner organizations actively involved in the operation:</b> Russian federal and regional state authorities in the operation areas.	

### A. Situation analysis

#### Description of the disaster

The situation in the south-eastern parts of Ukraine is causing a massive flow of Ukrainian citizens into the territory of the Russian Federation. According to data from the Russian Federal Migration Service, confirmed by UNHCR, more than several hundred thousand Ukrainian citizens have entered and stayed in Russia since the beginning of 2014. **369,229** people have crossed the Ukrainian-Russian border due to military actions, and they are seeking a legal status in the territory of Russian Federation. Out of the latter category, more than 177,637 people from Ukraine have applied to the Federal Migration Service of Russia for asylum. As of 15 November 2014, 272,666 people have applied to the local authorities and the Russian Red Cross, asking for possible relief assistance.

Currently, over 45 regions of Russia are receiving refugees from Ukraine. The largest concentration of displaced persons, around 40,000 people, is observed in the Rostov region which has the most extended border with Ukraine, about 660 km long. The respective numbers of displaced persons in the 12 most exposed regions of Russia is shown in the following table.

Regions most heavily affected	Number of displaced persons
Rostov	48,900
Krasnodar	43,000
Volgograd	14,712
Orel	10,873
Kaliningrad	10,576
Lipetsk	10,271
Belgorod	10,600
Stavropol	8,884
Samara	5,913
Nizhni Novgorod	5,282
Bashkortostan	5,081
Voronezh	4,700

The majority of displaced people are staying with host families or in the homes of their relatives. Around 32,000 displaced people are accommodated in the temporary shelters operated by the local authorities and the Federal Ministry of Emergency Situations (EMERCOM). By 15 November 2014, the Russian authorities had opened 800 temporary shelters in 50 regions of Russia where around 32,000 Ukrainians are accommodated. In the Rostov region, 44 temporary shelters have received about 3,500 displaced people.

## Summary of the current response

### Overview of Host National Society

The crisis in Ukraine resulting in a massive population movement to Russia has continued to deteriorate seriously, and the Russian Red Cross Society (Russian Red Cross) responded immediately. In March 2014, the Russian Red Cross activated a special task force set up at the Russian Red Cross at the Headquarters` level to lead the humanitarian activities and to ensure a proper and coordinated response to the needs related to the massive flow of displaced people from Ukraine to Russia.

The Russian Red Cross has mobilized its volunteers and staff to provide immediate humanitarian assistance, working in close coordination with the Russian state authorities. More than 250 trained Red Cross volunteers and 43 branches are involved in the provision of assistance to the displaced people.

From the beginning of the operation until middle of November the following humanitarian actions were provided by the Russian Red Cross` s regional branches:

Type of assistance	Total number of beneficiaries
Legal	5,959
Psychosocial	12,826
Relief	106,839
Restoring family links (RFL)	290
<b>Total</b>	<b>124,217</b>

Taking into account that the volume of donations by the Russian population for the Russian Red Cross has significantly reduced due the continuation of the Ukrainian crisis, and considering the growing number of the displaced people as well as the needs of the most vulnerable groups particularly in winter time, the IFRC Secretariat` s Regional Representation in Russia is working closely with the Russian Red Cross HQ team, with the support of the Secretariat` s Europe Zone Office, to support and design a response support action plan which will start in the form of a DREF request to support the needs of the displaced persons during the upcoming winter.

The Russian Red Cross branches operating in the crisis areas have a long- term experience in the core activity of the National Society that is mostly focused on health and care as well as disaster response. Most of the branches have a solid experience in render humanitarian assistance to the most vulnerable beneficiaries affected by floods and other natural and man-made disasters.

At federal and regional levels, the Russian Red Cross is closely collaborating with the Federal Ministry of Emergency Situations (EMERCOM) based on the Memorandum of Understanding (MoU) signed between Russian Red Cross and EMERCOM as well as with local migration and social welfare authorities. That institutional framework has allowed to conduct a wide range of activities from the first days of the on-going massive population movement.

### Overview of Red Cross Red Crescent Movement in country

The IFRC Secretariat has its Regional Representation in Russia, based in Moscow, that is providing technical and advisory support to the Russian Red Cross at HQ level in its capacity building programs. In emergency situations, IFRC Moscow ensures overall coordination with the Russian Red Cross and ICRC to provide effective assistance to the affected population. Under an integration agreement with IFRC Moscow, two partner National Societies are operating in Russia, namely the American Red Cross that is cooperating with Russian Red Cross on the implementation of an HIV prevention program in four regions, Irkutsk, Tula, Sochi and Belorechensk, and the Norwegian Red Cross that is implementing a child welfare program in the north--west of Russia.

The ICRC has a Regional Delegation in Russia, covering Belarus and Moldova as well. In addition to its office in Moscow, ICRC has operational offices in Northern Caucasus and in Rostov as well as in Crimea.

A joint Russian Red Cross / IFRC assessment team involving the IFRC Moscow Regional Representative and the DM Coordinator from the Budapest-based Europe Zone Office visited the Lipetsk region in November 2014 so as to conduct an assessment of the humanitarian situation related to the massive population movement from Ukraine and to prepare for this DREF-supported winterization action.

## Movement Coordination

In June 2014, the RCRC movement coordination mechanism was activated. The Russian Red Cross is operating in close collaboration with the IFRC Regional Representation in Russia and the ICRC Regional Delegation for in Russia, covering Belarus and Moldova as well. On 19-20 June 2014, the joint RRC/IFRC/ICRC assessment team visited the Rostov region to conduct an assessment of the humanitarian situation related to the massive population movement from Ukraine. Based on the results of that assessment, ICRC started to provide immediate assistance to the Rostov regional branch and provided transport facilities, incentives for the volunteers and salary support to the administrative staff of the branch. In October 2014, ICRC opened a field office in the Rostov region with the aim to cooperate with the Russian Red Cross` branches in the West and South of Russia in their response to the humanitarian needs of the displaced people from Ukraine Rostov branch. Currently ICRC, jointly with the Russian Red Cross, are considering possible planning relief assistance to the most vulnerable displaced people in the Krasnodar region where also a massive number of Ukrainian citizens, 4443,000 people, are reportedly present. In addition, assistance is also being considered for the Republic of Adygea which received nearly 5,000 displaced from Ukraine.



Food distribution in a collective centre.  
Photo: Russian Red Cross

The ICRC-Russian Red Cross assistance operation will target the Ukrainian displaced people accommodated in the private sector (relatives, friends and in rented accommodations). In the Northern Caucasus, the Russian Red Cross branches together with the ICRC have organized cash assistance to several hundred of Ukrainian displaced accommodated in Dagestan and Chechnya to cover essential needs. In Crimea, the Russian Red Cross branches with support of the ICRC distributed food and non-food items to some 9,000 displaced on a monthly basis. In order to organize the process of providing assistance, the Russian Red Cross has prepared, jointly with the IFRC Regional Representation in Russia and with the support of the Disaster Management team at the Europe Zone Office in Budapest, a manual for Russian Red Cross regional branches under the title, *"The Issues of Rendering Support to Displaced People"* that contains basic Russian and international legal information on forced migration with contact details both of Russian Red Cross counselling offices for migrants in Moscow and Saint Petersburg and the responsible state authorities and organizations acting in the sphere of migration and definite recommendations for support. This manual is being widely distributed now among Russian Red Cross regional branches and other interested stakeholders.

Coordination meetings between ICRC, Russian Red Cross and IFRC are organized on a regular basis to ensure the synergies and to coordinate the response to avoid a duplication of efforts and provide a coherent approach to this emergency.

### Overview of non-RCRC actors in country

By 14 November 2014 the Russian authorities, i.e. the local administrations and the Russian EMERCOM, have opened 968 temporary shelters in 50 regions of Russia where around 35,000 Ukrainians are accommodated.

The Russian Federal Government has allocated around 2,000,000,000 roubles, the equivalent of 50,000,000 CHF, to cover the urgent needs (food, health, shelter) of the displaced population from Ukraine, but those funds (180 CHF per person) are not enough to cover their urgent food and health needs during their stay in Russia that has already exceeded six months.

### Needs analysis, beneficiary selection, risk assessment and scenario planning

In accordance with its auxiliary role, the Russian Red Cross is supporting the Russian Government in the humanitarian aspects of the action through the distribution of food and non-food items, such as ready-to-eat meals, hygiene kits, washing materials, blankets, bed linen, recreational and psychosocial support care since the beginning of the crisis.

The fast approaching winter season, which is expected to bring cold waves, heavy snowfall and snowstorms when daily temperatures normally sink below zero, is a major concern for the Ukrainian refugees and the host communities. The climatic conditions prevailing in that part of Europe are posing a severe threat to the health and lives of the affected population if they are not provided adequate shelter, warm clothes and nutritious food.

The joint Russian Red Cross/IFRC assessment shows that the refugees do not need food assistance from the Red Cross at the moment as the Russian federal authorities are providing food to all the persons accommodated in the

collective centres. The displaced Ukrainian people who are put up with host families are covering their food needs from their own resources.

However, due to the cold winter, most refugees (especially the ones who arrived during the summer time) are in need of Red Cross assistance in terms of warm clothes and shoes, blankets, as well as hygiene and sanitary items as their priority needs, especially for infants.

Based on the assessment of needs, the Russian Red Cross decided to apply for DREF assistance to provide warm clothes and shoes, hygiene and sanitary items to the most vulnerable refugee families. Through this operation, the Russian Red Cross intends to support 5,000 vulnerable people accommodated in collective centres or with host families.

According to the assessment, the most affected of the displaced population are the following vulnerable groups, which will be targeted by the proposed operation.

- Single parent families arriving in the Russian Federation without male members with working ability. These can be pensioners or young mothers with small children. Upon arrival, these families face extreme situations due to the absence of regular income and social benefits.
- Families with many children (at least three minors) face particular challenges related to meeting their nutritional, hygienic and clothing needs, as all this becomes completely unaffordable under the given circumstances.
- Expectant mothers even though they are receive free prenatal medical care cannot find employment, and the payment of social benefits to them is only possible after childbirth. Extreme poverty, the stress of displacement and uncertainty about their future may affect their own health and the health of their children.
- Elderly pensioners are face difficulties related to the transfer of their pensions to the Russian Federation.
- Disabled people have also similar problems related to the receipt of their social benefits, care and medication while their employment is impossible due to their disability.



Visit to refugees staying with host families in a residential complex.  
Photo: Russian Red Cross

## Risk Assessment

The influx of displaced people arriving from Ukraine may not continue with the same pattern. At the moment, only few people are reportedly going back to Ukraine while more and more Ukrainian citizens are arriving in Russia. Also there are reports of some displaced people moving from Russia to Belarus but they are not registered at the border due to a visa-free uncontrolled traffic of people between Russia and Belarus.

More and more Russian citizens are calling the Russian Red Cross's help line to get information on behalf of their friends or relatives planning to move to Russia. The Russian Red Cross and the IFRC Secretariat will be constantly monitoring the situation, and they will mobilise additional means of assistance if needed both in country and internationally.

## B. Operational strategy and plan

### Overall objective

5,000 refugees, accommodated in collective centres or with host families in four regions of the Russian Federation (Belgorod, Volgograd, Lipetsk, Voronezh) are assisted to increase their resilience to cope with the winter conditions.

### Proposed strategy

In order to achieve the overall objective, the following actions will be prioritized: provision of warm clothes and shoes to withstand cold weather, as well as hygiene and sanitary items (focus on the needs of infants) to insure minimum living conditions and to increase the resilience of the vulnerable population affected by displacement and the extreme winter conditions.

The operation will provide assistance to the affected population under a voucher scheme for commodities conditionally fulfilling the needs of winter items and hygiene items.

The market analysis is being started at the moment, and the preliminary results show that the needed items are available in the local market, and the markets are able to respond to the quantities and the needs in all the four

selected regions. The vouchers will be conditionally given only for items needed to cope with the winter conditions. The vouchers will be distributed based on assessment and clear beneficiary selection criteria and in agreement with local authorities to avoid a duplication of efforts in the value of approx. CHF 63 per person. The vouchers will be used for example to buy warm clothes and shoes and hygiene products for infants). The voucher scheme for commodities will be applied by selecting, in a tender process, one of the commercially available established voucher systems of the various shopping malls and supermarket chains in the Russian Federation. Particularly at this time of the year due to holiday shopping, there is an abundance of such voucher schemes in the Russian market, and people are familiar with its usage.

In addition to the above mentioned activities, the Russian Red Cross is developing and printing a material for a public awareness campaign related to the registration process of the refugees.

The Russian Red Cross will, in close cooperation with the IFRC Regional Representation in Moscow and the Disaster Management team in the IFRC Europe Zone Office in Budapest, monitor the implementation of the activities and provide the necessary technical advice for all stakeholders.

## **Operational support services**

### **Human resources**

The Russian Red Cross staff, at the regional branch level, is generally well prepared for responding to critical situations, but in order to ensure the proper reaction to this crisis, their capacity will be reinforced through additional on-the-job trainings and activities.

More than 250 Russian Red Cross volunteers and over 40 Russian Red Cross staff members have been closely involved with the issues of the Ukrainian refugees. Presently all the mentioned volunteers and staff members are engaged with the on-going projects and will further support the DREF operation with their knowledge and skills.

In addition, eight staff members (two for each region) will be contracted for the initiated DREF operation, who will work full time for the operation and will be in charge of managing all required practical arrangements and reporting. They will be supported by the Russian Red Cross HQ's Accounting Unit in terms of financial management issues and reporting at HQ level. Also the operation of this unit will be supported by the DREF allocation.

The IFRC Europe Zone Disaster Management coordinator was deployed in Russia for carry out an assessment together with Russian RC for the preparation of the DREF request. The DM team in Budapest is providing technical support to Russian RC during the complete implementation phase of the DREF operation.

### **Logistics and supply chain**

The procurement of the vouchers and the logistics procedures are in accordance with the national legislation in the country, Russian Red Cross regulations and also the procurement procedures of the IFRC.

### **Communications**

The visibility of Russian Red Cross' activities and the strengthening of the National Society's image will be ensured through presenting the National Society during voucher distribution, visits to the affected people, monitoring and evaluation by Russian Red Cross volunteers. Operation-related articles will be posted in the web media, newspapers and on the Russian Red Cross's own website.

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

Monitoring will be undertaken by the Russian Red Cross's Headquarters in conjunction with branch directors of the Russian Red Cross and their partners. Field visits will be undertaken to verify the receipt of the vouchers by the affected population. Distribution will be made exclusively by Red Cross staff who will be reaching the final beneficiaries personally. The operation report will contain accurate data on the distribution.

Throughout the distribution of the vouchers to the beneficiaries, an ongoing evaluation of the activities will be undertaken and reported on at regular Russia Red Cross meetings. It is planned to hold a beneficiary satisfaction survey when the operations will be ended.

The Russian Red Cross is planning evaluation and monitoring visits and workshops for all the stakeholders of the organization in order to guarantee a smooth and clear flow of the operation. A final training for evaluation, shared findings and lessons learned is also planned.

Narrative and financial reports will be produced according to the IFRC's requirements and weekly operation updates will be sent to the IFRC Europe Zone Office.

### **Administration and Finance**

The Russian Red Cross has well-functioning financial and logistics systems for procurement procedures. An internal audit system is also in place, and the finance department is constantly monitored and analyzed. Russian Red Cross

will conclude contracts with local traders, and the traders will be given lists with the names of the eligible beneficiaries. Payments will be executed on a monthly basis to the traders against submitted vouchers and verification documents. Monthly monitoring visits will be organized to the field of operation.

## Contact information

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

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# DREF OPERATION

RUSSIA (MDRRU018)

<b>Budget Group</b>	<b>DREF Grant Budget CHF</b>
Shelter - Relief	
Shelter - Transitional	
Construction - Housing	
Construction - Facilities	
Construction - Materials	
Clothing & Textiles	
Food	
Seeds & Plants	
Water, Sanitation & Hygiene	
Medical & First Aid	
Teaching Materials	
Ustensils & Tools	
Other Supplies & Services	
Emergency Response Units	
Cash Disbursements	315,000
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>315,000</b>
Land & Buildings	
Vehicles Purchase	
Computer & Telecom Equipment	
Office/Household Furniture & Equipment	
Medical Equipment	
Other Machiney & Equipment	
<b>Total LAND, VEHICLES AND EQUIPMENT</b>	<b>0</b>
Storage, Warehousing	
Dsitribution & Monitoring	
Transport & Vehicle Costs	4,000
Logistics Services	
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>4,000</b>
International Staff	
National Staff	
National Society Staff	8,800
Volunteers	1,500
<b>Total PERSONNEL</b>	<b>10,300</b>
Consultants	
Professional Fees	
<b>Total CONSULTANTS &amp; PROFESSIONAL FEES</b>	<b>0</b>
Workshops & Training	8,000
<b>Total WORKSHOP &amp; TRAINING</b>	<b>8,000</b>
Travel	8,000
Information & Public Relations	4,000
Office Costs	500
Communications	2,000
Financial Charges	512
Other General Expenses	
Shared Support Services	
<b>Total GENERAL EXPENDITURES</b>	<b>15,012</b>
Programme and Supplementary Services Recovery	22,900
<b>Total INDIRECT COSTS</b>	<b>22,900</b>

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**TOTAL BUDGET**

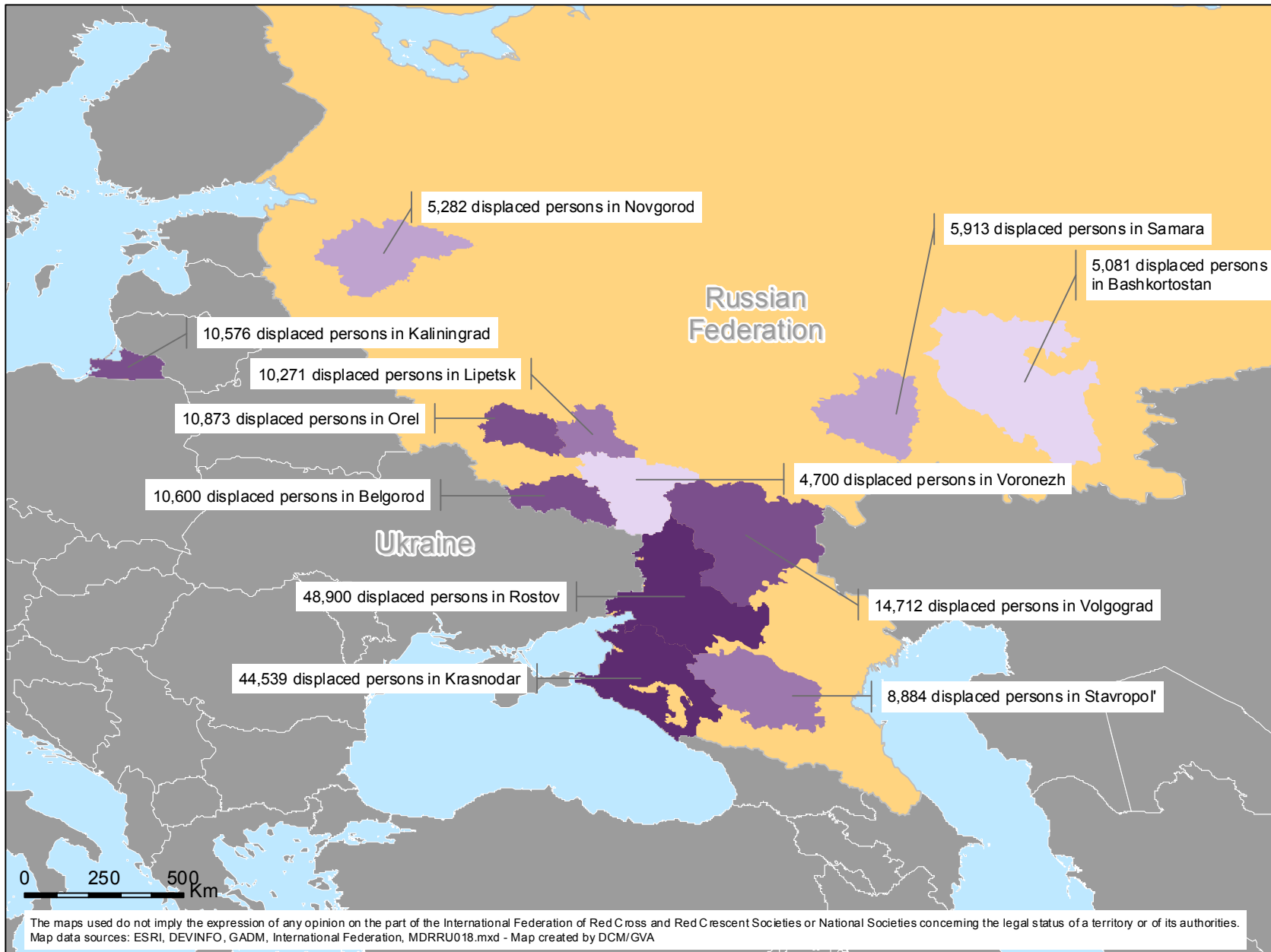
**375,212**

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# Russian Federation: Population movements



## Displaced as Percent of Total

