

FINAL REPORT



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

GEORGIA: FLOODS

Appeal No. 05EA011
1 June 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 183 countries.

In Brief

Final Report; Period covered: 24 May 2005 to 31 March 2006; Final appeal coverage: 85.4 % [<click here to link directly to the attached Final Financial Report>](#)

Appeal history:

- Appeal was launched on 24 May 2005 for CHF 467,007 (USD 386,405 or EUR 301,170) for 7 months to assist 16,000 beneficiaries.
- Original Appeal budget was revised to CHF 403,725 (USD 334,225 or EUR 260,370). Operation was extended by three months to 31 March, 2006. Final Report is therefore due on 30 June 2006.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 50,000 (USD 41,380 or EUR 32,230).

This operation is aligned with the International Federation's Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

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All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

For longer-term programmes, please refer to the Federation's Annual Appeal.

Background and Summary

Torrential rainfall and subsequent rapid melting of abnormally high levels of snow resulted in severe flooding and landslides in the Eastern and Western Georgian regions of Kvemo Kartli, Racha-Lechkumi, Lower (Kvemo) Svaneti, Imereti and Samegrelo-Upper (Zemo) Svaneti on 25-30 April, 2005. While there has been no loss of human lives, basic infrastructure (roads, electricity lines and communication) were seriously damaged because of the rising water levels and resulting landslides. The Oni water headwork and trunk pipeline system in Racha-Lechkumi region demolished. As a result, the majority of the population had been forced to use natural springs. Populations from a number of villages were relocated due to fears for their safety. Families from damaged and destroyed houses found temporary shelter with their relatives or friends. Heavy landslides blocked the roads to Mestia district for several weeks.

To respond to the needs of the population in flood-affected areas, on 28 April 2005, the Georgian government appealed for international assistance. On the same day, the Federation launched a minor emergency alert to inform the international community of the disaster. CHF 50,000 was allocated from the Federation's Disaster Relief Emergency Fund (DREF). A Field Assessment and Coordination Team (FACT) was deployed to collect information on the scale of damage and identify the needs. Based on the findings, on 24 May 2005, the Federation launched an emergency appeal to assist 16,000 people in Mestia district (16 villages), Oni, Akhmeta and Khulo for seven months [<please click here to read the emergency appeal and the full report of FACT team>](#).

Donor response to the emergency appeal has been adequate. In total, the income was CHF 344,894 (USD 285,575 or EUR 222,420), which was 73.9% of the initial appeal budget and 85.4% of the revised appeal budget. Additionally, CHF 58,831 (USD 48,430 or EUR 37,980) was required to enable the International Federation to achieve all set objectives. But not all planned activities were implemented because the initial appeal target was not achieved as well as the problems with the state tax regulations.

The first contribution from the Finnish Red Cross (CHF 49,408) and the Swedish Red Cross (CHF 67,320) arrived within a week after the appeal was launched. In addition, CHF 90,400 was donated by the British Red Cross (funding arrived at the beginning of June 2005). In July 2005, the German Red Cross donated further CHF 82,672 and in September, the Icelandic Red Cross contributed CHF 5,093.

Supported by the Federation Country Delegation, the Red Cross Society of Georgia has responded to the needs of the population in the floods-affected regions and distributed food and non-food items in Kvemo Kartli (east Georgia), Mestia, Khulo and Oni regions (west Georgia) donated by the Iranian and Turkish Red Crescent Societies. The items were distributed to 240 persons in Kvemo Kartli region. In July 2005, 800 food parcels donated by the Turkish Red Crescent Society and also 5,600 hygiene kits were distributed among the most affected population in Mestia, Oni and Khulo regions (4,800 hygiene kits were delivered to Mestia, 750 kits were distributed in Khulo and two kindergartens of Oni region received the remaining 50 kits).

In addition, the Red Cross Society of Georgia distributed jerry cans donated by the International Committee of the Red Cross (ICRC) to some 950 households in Oni, so that the population collected and stored water from the natural spring sources located several kilometres away from the town. The Red Cross Society of Georgia also conducted three public health and hygiene campaigns through a network of community volunteers. The volunteers participated in the Training of Trainers (ToT) sessions held in their regions (Akhmeta, Khulo, Mestia and Oni). The first part of Knowledge, Attitude and Practices (KAP) survey has also been filled out. It has revealed knowledge, attitude and practice habit of the trained participants related to the hygiene and HIV/AIDS fields. Moreover, based on this KAP survey, the abstract on HIV/AIDS stigma has been selected for the poster exhibition in the XVI International AIDS Conference in Canada.

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Additionally, the Federation started to build a new water supply system in Oni, which lasted about five months. The shortage of funds prevented the Federation to complete the construction works on the whole and as some activities of the project have not completed yet, it is too early to talk about the impact.

The implemented activities, though, has been productive. In spite of the fact that Georgia is a disaster prone country and the mechanisms to cope with the effects of natural hazards are weak and preparedness to a large-scale disaster is poor, the Red Cross reached the success in advocating to the government on importance of examining how the best to address the situation of persons living at high risk. Moreover, public education campaigns and training sessions arranged by the National Society reduced the epidemic risk.

Coordination

While responding to the disaster, the Federation Delegation in Georgia had close cooperation with a number of government and non-governmental organizations involving in the response operation to help the floods-affected population. The government-working group, with the membership of Ministry of Finance, Ministry of Foreign Affairs, Ministry of Internal Affairs, was formed under the leadership of the Prime Minister to assess the flood damage as well as coordinate receipt and distribution of international humanitarian assistance. The Federation and the ICRC regularly attended the DMT meetings together with other international organizations involved in disaster management.

The main function of the DMT meetings was to help ensure adequate and effective international assistance to complement the actions of the Government. The FACT team was regularly attending the DMT meetings to share findings and coordination action. Other actors involved in the floods operation were: World Food Program (WFP), Food and Agriculture Organisation, CHF International - Georgia, World Vision, Accion Contra el Hambre (ACH), United Methodist Committee on Relief (UMCOR), Adventist Development and Relief Agency International and United Nations Children's Fund (UNICEF). WFP has been working in Georgia for a long time and has been focusing primarily on food distribution programmes implemented through ACH and World Vision. They distributed food commodities from their contingency stocks to 28,000 worst flood-affected people to cover their daily food requirements for two months. Therefore, to avoid competition and duplication of efforts with WFP, the Federation did not appeal for food.

The Food and Agricultural Organization (FAO) procured 150 tonnes of potato seeds, a variety that rapidly yields to maturity to distribute to 1,500 families of Mestia region. CHF International - Georgia, supported the procurement and distribution of additional 35 tonnes of potato seeds and least 29,200 litre of diesel for Upper Svaneti region and a total 138 tonnes of potato seeds, 2,6 tonnes of maize seeds and one tonne of beans for Lower Svaneti/Racha-Lechkhumi regions. UNICEF covered immunization and distribution of medical kits to floods affected families.

Based on the bilateral contract between the Red Cross Society of Georgia and OXFAM, the sewage and water supply systems were rehabilitated in Khulo for 4 villages.

Through the DMT, the Federation was collaborating with the Government on the emergency related actions. The FACT team members had a regular contact with the Emergency Situations and Civil Safety Service (ESCSS) of the Ministry of Interior, Local Governance and Regional Policy Service under the President's Administration to share information collected from the regions.

Analysis of the operation - objectives, achievements, impact

Emergency relief

Water

Objective: 3,300 people (950 families) in Oni town (Racha-Lechkhumi region) have access to sufficient quantity of safe water for drinking, cooking, personal and domestic hygiene.

Achievements: To respond to the immediate needs of the population, the Red Cross Society of Georgia, supported by the Federation Secretariat, distributed food and non-food items donated by the Iranian and Turkish Red Crescent Societies. 60 families (240 people) who lost their farmland received the assistance in Kvemo Kartli region in east Georgia. At the same time, 1,900 jerry cans were distributed to 950 households in Oni (west Georgia) so that the population could collect and store water from natural spring sources several kilometers away from the town. In addition, the Red Cross provided the most affected 800 families in Mestia with seven-month supply of basic hygiene items. Within the frame of the planned activities, water purification tablets would be also distributed among the residents of Oni. Nevertheless, chlorine powder was received instead of purification tablets due to the State Sanitary Department advice. According to it, the chlorine powder would not be distributed, as it needed a very precise dosage for proper use, which could not be done by the population. Currently, the chlorine powder has been stored up in the National Society (NS) warehouse until the final answer on its distribution is received from the Ministry of Health.



Headwork system and trunk pipeline constructions in Oni

To ensure the population in Oni has access to safe potable water, the Federation supported the construction of the town's main water supply system. The Federation employed a technical consultant to establish the feasibility of rehabilitation of the water supply system in Oni. The consultant, together with a local geologist and an engineer from the state-planning agency, visited Oni to assess the condition of the water supply system there. Their findings concluded that it was more durable to invest into building a new water supply system instead of repairing the old one, which was demolished by repeated heavy rains and floods in June 2005. The plan for construction was developed and a company named "Mshenebeli - XXI" was selected to carry out the works. The preliminary phase took about three months. The Federation started to build the new water supply system in October 2005. The contract agreement with "Georgia Water Project" planning agency was signed for the project preparation activities. GEL 15,000 (CHF 107,30) was paid to the "Georgia Water Project" company

for the project preparation. GEL 144,700 (CHF 103,517) was to be spent for headwork construction and GEL 19,270 (CHF 13,786) was needed for trunk pipeline. The Federation technical consultant visited Oni several times to monitor the building process and how it was proceeding against the plan. Construction works were divided in two parts: headwork system and trunk pipeline constructions. 5 wells of 34 meters depth were excavated and tested. The testing results were positive. 840-meter pipelines were set in the excavated grounds and all necessary building materials were purchased. The horizontal reservoir, chlorine construction tank and water pipe channel were built. At the same time, the temporary buildings, security booth and a single-seated lavatory were constructed, which was surrounded by the sanitary defense fence. The water supply territory communications were also established.

In parallel, Oni government provided necessary amount of pipes (in total 844) for the construction free of charge. Nevertheless, 2240 meter pipelines still should be set in the grounds. Insufficient coverage of the appeal prevented the Federation to complete the construction works on the whole. In addition, state tax requirements arose financial difficulties. Although, the Federation is direct tax exempt,¹ the tax exemptions do not apply to the third party, namely the Federation contracted company. The State Tax Department demanded the contracted company ("Mshenebeli - XXI") to pay all official taxes (including Value Added Tax - VAT). The total tax payment was resulting in the substantial increase of the project cost for up to GEL 62,297 (USD 34,308; CHF 44,566; EUR

¹ According to the Agreement (Article 6) between the Government of Georgia and the International Federation of Red Cross and Red Crescent Societies, "the Government of Georgia shall make appropriate administrative arrangements for the remission or return of the amount of excise duties or taxes on the sale movable and immovable property which form part of the price to be paid (such as Value Added Tax), when the Delegation is making important purchase for official use of property or relief supplies on which such duties and taxes have been charged or are chargeable."

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28,242). Taking into account that donor response to the revised appeal was 85.4 %; the additional expenses arouse financial problems for the project implementation. CHF 58,831 was required to enable the Federation to accomplish the project.

Meanwhile, implementation of the project was delayed due to the weather in October and November 2005. The construction company implementing works in Oni wrote to the Federation Delegation in Georgia informing of the unavoidable delays. As a result, the delegation sent a project extension request to the Regional Delegation in Ankara and the Federation Secretariat in Geneva. In accordance with their approval, the programme implementation period was extended 3 months.

Overall, financial and time-constraints hampered the progress of the project. As a result, building of the water supply system is incomplete. Therefore, it is difficult to assess the impact at this stage, but once it is built, it will be possible to provide the population of Oni and the neighboring villages with safe potable water (in total some 1,100 families or 3,300 people).

Health



Meeting with health officials and community leaders to discuss evaluation of hygiene behavior

Objective: The affected communities in Mestia district, Khulo, Akhmeta and Oni have reduced vulnerability to health related risks.

Achievements: The Red Cross Society of Georgia delivered 4,800 hygiene kits from the National Society's warehouse to Mestia and 750 kits to Khulo regions and distributed among the flood affected households. Two representatives of the Red Cross Society of Georgia joined the Federation Field Officer to monitor the distribution process. In addition, The Red Cross conducted consultations with the Khulo local authorities and the population to build sample latrines so that villagers could replicate the models in their homes.

As the communities indicated that latrines were not a priority, the Red Cross was considering building a lavatory in a school in Mestia, destroyed by June 2005 floods. Accordingly, the Red Cross supported the local authorities to rebuild the school toilets in Khulo.

Moreover, in close cooperation with the local health authorities, a total of 20 Red Cross volunteers trained as trainers in basic hygiene promotion and First Aid carried out public health campaigns in their communities through the network of 100 community volunteers. The campaigns covered the prevention of water-borne diseases, safe use of water, as well as hygiene and sanitation practices. The educational materials were also developed and three booklets, in total 3,000, have been published on fundamentals of hygiene; prevention of diseases caused by water and food, diarrhea; acute respiratory diseases, sexually transmitted diseases (STD), viral hepatitis; states of emergency and first aid. The booklets were distributed in flood affected regions - Khulo, Oni, Akhmeta and Mestia. The evaluation of hygiene behavior level was monitored over the time.

Food

Objective: Distribute food parcels to 800 floods-affected families in Mestia region.



Distribution of food parcels to the most affected families in Mestia region

Achievements: As the World Food Programme (WFP) is a leading international agency in food distribution in Georgia, an agreement was reached between the Federation and WFP on distribution of food parcels. To avoid duplication of the efforts, the distribution was conducted during the gap of WFP activities in the region.

800 food parcels, donated by the Turkish Red Crescent, were distributed by the volunteers of Red Cross Society of Georgia to the most affected families in Mestia region. The list of beneficiaries was established by the Red Cross Society of Georgia Mestia branch in coordination with the local government. The Red Cross activities contributed to food security in the floods affected region, where many families lost the agricultural land, pastures land, fodder livestock and seeds.

Advocacy

Objective: The Red Cross has worked with the government to revitalise the dialogue with the local population living in geologically high risk areas to ensure their safety.

Achievements: The FACT team findings were shared with all key actors in Georgia, including the United Nations, the United State Agency for International Development, the Swiss Development and Cooperation and the Embassy of the United Kingdom. The Red Cross also called for a press conference and communicated through media its concerns about the population living in the high risk areas, such as the Becho village in the Mestia region of Upper Svaneti and parts of Khulo in Ajara region.

While the Appeal revision was being prepared, floods and landslides occurred in western Georgia. The evacuation process of population took place spontaneously. Consequently, the purpose of the international organizations' cooperation meetings was to involve the local government bodies in turning evacuation of population into a more controllable process during such cases.

The issue was complex and highly sensitive but it was important that the dialogue between the government and the population was conducted. The relevant branches of the Red Cross Society of Georgia were engaged in the negotiations with the local governments on highlighting the problems and level of the risk, which the population in the affected regions is facing. The campaign was deemed to be significant since most people while acknowledging the threat did not realize its potential and force. In view of the risk of landslides, the first aid courses were also initiated to strengthen the population's disaster response capacity.

National Society Capacity Building

Objective: The Georgian Red Cross Society's capacity to manage the programmes in order to meet the needs of the vulnerable communities is strengthened.

Achievements: Over the last three years the National Society supported by the Federation, ICRC and other International Red Cross and Red Crescent Movement partners, made a significant progress in strengthening its organisational capacity to be able to help the people most in need in the country. In addition, the National Society engaged at the local level through a participatory community development approach to help target branches strengthen their capacities to respond to the most pressing humanitarian challenges. The approach helped the Red Cross reconnect with the most vulnerable people as well as with potential actors at the community level. With the coordination of the Federation, the National Society was deeply involved in the implementation of activities aimed

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at improving life of the flood-affected population, which was a good possibility to test their planning and management skills.

Lessons learned

The emergency operation has offered a tremendous learning opportunity for the Red Cross Society of Georgia. All activities were implemented primarily by the National Society, helping to test its planning and management skills. The Federation Secretariat, through its country delegation in Tbilisi, was providing technical support and guidance. In addition, a number of training sessions on Project Planning Process (the Federation's main planning tool), financial management, participatory approaches and training methodology were conducted for the Red Cross branch staff and volunteers involved in the implementation of the emergency operation.

Moreover, the Red Cross gained good experience in advocating to the government on the importance of examining how best to address the situation of persons living at high risk. This was combined with a risk awareness campaign for the population. First aid courses were also organized as an intermediary measure to strengthen the population's capacity to respond to accidents in view of the risks of landslides. Although the Red Cross is better prepared now for disasters, challenges remain. The most acute measure to take is to develop effective disaster preparedness and response mechanisms; ensuring health care and social welfare for the most vulnerable groups of the population. The Federation is committed to support the Georgian Red Cross in achieving its objectives.

[Final financial report below ; please click here to return to the title page](#)

Selected Parameters	
Year/Period	2005/04-2006/05
Appeal	M05EA011
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		403'725				403'725
B. Opening Balance		0				0
Income						
Cash contributions						
British Red Cross		90'400				90'400
Finnish Red Cross		49'408				49'408
German Red Cross		82'672				82'672
Icelandic Red Cross		5'093				5'093
Swedish Red Cross		67'320				67'320
C1. Cash contributions		294'894				294'894
Reallocations (within appeal or from/to another appeal)						
DREF		50'000				50'000
C3. Reallocations (within appeal)		50'000				50'000
C. Total Income = SUM(C1..C6)		344'894				344'894
D. Total Funding = B + C		344'894				344'894

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		344'894				344'894
E. Expenditure		-341'267				-341'267
F. Closing Balance = (B + C + E)		3'627				3'627

Selected Parameters	
Year/Period	2005/04-2006/05
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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
	A					B	A - B	
BUDGET (C)						403'725	403'725	
Supplies								
Construction	170'000							170'000
Water & Sanitation			129'768			129'768		-129'768
Medical & First Aid	4'269		4'299			4'299		-30
Teaching Materials	3'852		2'834			2'834		1'018
Other Supplies & Services	38'669		38'669			38'669		0
Total Supplies	216'790		175'571			175'571		41'219
Land, vehicles & equipment								
Computers & Telecom	638		32			32		605
Total Land, vehicles & equipment	638		32			32		605
Transport & Storage								
Storage	1'481		720			720		761
Distribution & Monitoring			751			751		-751
Transport & Vehicle Costs	12'991		13'429			13'429		-438
Total Transport & Storage	14'472		14'900			14'900		-428
Personnel Expenditures								
Delegates Payroll	21'074		21'074			21'074		1
Delegate Benefits	700		700			700		0
National Staff	37'423		39'629			39'629		-2'206
National Society Staff	4'193		6'161			6'161		-1'968
Consultants	5'300		4'748			4'748		552
Total Personnel Expenditures	68'691		72'312			72'312		-3'621
Workshops & Training								
Workshops & Training	31'327		11'034			11'034		20'293
Total Workshops & Training	31'327		11'034			11'034		20'293
General Expenditure								
Travel	31'277		31'119			31'119		158
Information & Public Relation	23		230			230		-206
Office Costs	7'313		8'157			8'157		-844
Communications	4'653		4'845			4'845		-191
Professional Fees	10		10			10		0
Financial Charges	2'289		398			398		1'891
Other General Expenses			476			476		-476
Total General Expenditure	45'566		45'236			45'236		330
Program Support								
Program Support	26'242		22'182			22'182		4'060
Total Program Support	26'242		22'182			22'182		4'060
TOTAL EXPENDITURE (D)	403'725		341'267			341'267		62'459
VARIANCE (C - D)			62'459			62'459		