

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

Ukraine: Storm

DREF operation n° MDRUA002
GLIDE n° ST-2007-000118-UKR
21 February 2008

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of national societies to respond to disasters.

Period covered by this Final Report:

3 August – 2 November 2007

Summary:

CHF 80,000 (USD 65,041 or EUR 48,280) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 3 August 2007 to support the Red Cross Society of Ukraine in delivering immediate assistance to some 1,460 affected families and to replenish disaster preparedness stocks.

This operation supported the Ukrainian Red Cross in providing immediate relief to the affected population in the north-western part of the country where houses were destroyed and families lost their homes and possessions as a result of a massive storm on 22-24 July 2007. Almost 5,000 affected people received relief items and cash assistance to improve their living conditions and help them repair the damage done to their properties. This operation was implemented over three months and completed by 30 October 2007.



Red Cross staff gives cash grants to a family that lost its house after the storm in Turii'sky district of the Volyn region in Ukraine.

Photo by the Ukrainian Red Cross.

[<click here for the final financial report,](#)
[or here to view contact details>](#)

The situation

A strong storm with gusts of wind ranging from 15 to 20 meters per second and torrential rains hit 14 regions of Ukraine, or 56 per cent of the state territory, from 22 to 24 July 2007. The assessment carried out by the governmental Emergency Committee¹ and the Ukrainian Red Cross's disaster response team (DRT) identified Volyn region in the north-west of the country as being the most affected by the disaster. In its seven districts 1,827 houses and households in 176 settlements were severely damaged (181 houses were totally destroyed). Food stores and infrastructure, such as telephone and electric lines were cut. Also, 295 hectares of forest were uprooted and a further 4,500 hectares were partially damaged. Agricultural areas suffered heavy damage with 9,200 hectares of crops hit by the storm, out of which 3,800 hectares were lost.

¹ This is a temporary committee set up in case of an emergency.



Houses destroyed by the storm in the village of Lovitse, Turiis'ky district of Volyn region. Photo by the Ukrainian Red Cross.

Seventeen people were injured, five of them hospitalized, by flying debris such as uprooted trees or parts of roofs. Totally, in the Volyn region 6,268 people including 156 elderly, 232 multi-child families and 1,183 low-income families were directly affected by the disaster. The overall damage to the region is estimated at 2.5-5 million Swiss francs.

Rescue teams from the Ministry of Emergency and local authorities restored electricity links, cleared the roads and renovated the damaged public buildings, as well as rebuilt the houses entirely destroyed by the storm. Two months after the storm, all families were able to return to their houses. In

addition, the government of Ukraine paid compensation to each affected family, depending on the extent of the damage sustained. Even though building materials (sand, cement and roof slate) were provided by the government in order to restore the exterior of the damaged houses, all interior repairs were left

to the families themselves.

Red Cross and Red Crescent action

The Volyn regional branch of the Ukrainian Red Cross was the first organization responding to the storm. Within the first week after the disaster, using its pre-positioned stock in Lutsk (capital of the Volyn region) it provided immediate assistance to the affected population. At the same time, the Ukrainian Red Cross started a fund-raising campaign to collect resources at the local level.

The needs assessment carried out by the Red Cross identified 72 rural settlements in the five most affected districts of Volyn region as target areas for the emergency relief operation. The National Society decided to concentrate its efforts on providing assistance to the most vulnerable groups affected by the storm: the elderly, people with disabilities, low income and multi-child families.

Progress towards objectives

Relief distributions (food and basic non-food items)

Objectives:

- 1) To assist the most vulnerable people in the affected areas by providing necessary survival conditions for the affected families and individuals through:
 - the distribution of blankets, bed linen, mattresses, hygiene parcels, basins and buckets
 - cash distribution for 45 families
- 2) To pilot mechanisms for the distribution of cash as a response to natural disasters focusing on the design and learning of best practice approaches to selection, distribution and monitoring, through:
 - the establishment of distribution mechanisms
 - the design of monitoring questionnaires to track the usage of funds and analyse lessons learned
- 3) To replenish emergency stocks of the Ukrainian Red Cross branch.

Activities carried out:

Following the needs assessment performed in the first days after the disaster, the Ukrainian Red Cross requested the DREF to assist at least 1,000 families with some essentials until the local government completed the restoration of people's houses. However, as a result of collecting an additional amount of nearly 23,500 Swiss francs at the local level and using its own emergency stock, the Ukrainian Red Cross was able to extend the assistance to 1,460 most vulnerable families (4,951 beneficiaries).

DREF funds were used for the procurement, transportation and distribution of disaster response items to the affected population and for the replenishment of the regional Red Cross branch's emergency stock. The relief items were purchased in Lutsk through the International Federation's standard tendering procedures. In

total, 1,950 food parcels, 1,000 woollen blankets, 1,500 sets of bed linen, 1,273 hygiene packets, 200 plastic buckets, 200 plastic basins, 373 units of household items (including kitchen sets), 7,780 units of second-hand clothes and 570 pairs of footwear were procured. Due to the effective bargaining some funds were saved that were used to purchase 390 mattresses. DREF funds were also used to replenish the regional disaster preparedness stock in Lutsk with 96 blankets.

Assistance was provided to the most vulnerable families and individuals, whose houses were seriously damaged and who had lost their domestic possessions. The target groups included 269 elderly people living alone (this is considered to amount to 247 families as some were living together as couples); 243 families with a disabled member of the family (787 people); 224 multi-child families (1,485 people); and 746 low-income families (2,410 people, including one-parent families).

It should be noted that the majority of beneficiaries were not able to get assistance at the distribution points because of poor public transportation or personal physical limitations. Thus, goods were delivered directly to the homes of more than 70 per cent of the beneficiaries. This effective mechanism of distribution was ensured by 33 local Red Cross nurses and 60 volunteers involved in all 5 affected districts.

In addition to the goods distribution, the Ukrainian Red Cross decided to provide financial subsidies in the form of cash grants. This is the first time such an initiative has been undertaken in the Europe zone of the International Federation as an emergency relief component. It was planned that the cash grants would facilitate restoration work in the homes of the affected people, who were not able to do it by their own means because of their physical condition or the lack of finances to pay the workers. The cash distribution component of the operation made up around a third of the overall allocation to the beneficiaries. In the attached financial report it is reflected in "Other supplies and services".

According to the Ukrainian Red Cross's plan of action, a special mechanism of cash distribution was elaborated by the Volyn branch and the Ukrainian Red Cross's headquarters with the assistance of the International Federation's regional representative in Moscow. A beneficiary list for cash distribution was developed according to the following steps:

1. The most affected families were included in an interim list of beneficiaries, according to the estimation of the damage.

2. This list was compared with another list of the most vulnerable families (elderly, multi-child and low-income families, single parents with small children) prepared by the National Society. Those appearing on both lists were selected as beneficiaries.

3. Candidates for the cash distribution, indicated in this list, were discussed together with the local authorities, community leaders and the affected population. This step included an obligatory visit to the house of the vulnerable family in order to perform a detailed needs assessment and complete a personal questionnaire. The questionnaire inquired about the assistance already provided, the current needs and the affected persons' personal capabilities (21 questions). Needs which could be met by cash assistance were identified together with the beneficiaries.

4. The final list of the recipients of monetary subsidies was locally approved by a special committee which included a representative of the local authorities and the Red Cross branch. This list was subsequently verified by the Ukrainian Red Cross's headquarters and the International Federation according to the results of the steps described above. Thus, target groups for cash distribution were chosen according to the following criteria:

- those whose houses were not fully destroyed, but in need of considerable repair
- those already being assisted by the Ukrainian Red Cross prior to the disaster
- those having additional needs not covered by the Red Cross operation or government relief
- those not having any support from relatives, friends or neighbours

In order to select and approve the beneficiary list for cash distribution, the Ukrainian Red Cross conducted a detailed investigation of living conditions of the 75 most affected families. In compliance with the above mentioned mechanism, 45 families in 14 villages of Manevits'ky, Rozhits'ky and Turiis'ky districts were chosen to receive cash grants of 500 Swiss francs each. However, the preliminary cash distribution list outlined in the DREF request was modified when a close investigation of households was made. The final list of the 45 recipient families (102 people) included 24 elderly people living alone, 6 families having a disabled member of the family, 7 multi-child and 8 low-income families.

The procedure of cash distribution was carried out by the finance manager of the local Red Cross branch. In order to provide the necessary security conditions and control of the distribution the finance manager was accompanied by the local Red Cross chairman, a representative from the local government and a local security officer when visiting the homes of the beneficiaries. The confirmation of the receipt of cash followed the same procedure as the one used for goods distribution (receipt with signature, address and passport

details). In order to avoid inappropriate spending of the grants, the money distributed to families was given to the mothers as traditionally it was felt they can best identify the needs of the household.

After the cash distribution a monitoring system was set up to track how the financial assistance was used by the recipients. Several visits to the households of beneficiaries demonstrated that cash grants were used according to their initial plans and improved their living conditions.

It should be noted that elderly people living alone, while receiving financial assistance, were provided with individual social support from special *public guardians* selected from among members of the Ukrainian Red Cross's local branches, social security workers or community members. Candidates had to be approved by the beneficiaries. The task of the public guardians was to assist beneficiaries in assessing the necessary restoration work to be done, purchasing construction materials, hiring workers and controlling the quality of the restoration work.



An individual cash grant is given to an elderly person in Turiis'ky district of Volyn region, Ukraine. Photo by the Ukrainian Red Cross.

Recommendations:

The following advantages of the cash grants vis-à-vis goods supply were revealed:

- Personal wishes of a recipient regarding his/her immediate needs are taken into consideration; therefore the assistance better reflects the expressed needs of the beneficiary.
- Recipients receive necessary support much faster due to the absence of a tender procedure.
- Goods and services can be purchased at the lowest market price.

However, direct financial assistance raised some concerns among the recipients. For instance, older people receiving a large amount of money worried about the security of their money. Thus, it is recommended to avoid any publicity that could disclose the names of the beneficiaries. In addition, it would be better to agree with the beneficiaries in advance on the goods and services to be purchased, so financial assistance could be spent much faster.

Impact:

The operation provided an opportunity for the Red Cross Society of Ukraine to strengthen its disaster response capacity and to improve the coordination and cooperation with governmental and non-governmental organizations. It also had a positive impact on the visibility of the National Society. While contributing to the restoration process in the communities affected by the disaster, it significantly reinforced its own profile and the community perception of the work done by the Red Cross.

Challenges:

The delivery of goods and cash grants to the remote settlements and households was complicated due to poor public transport connections. The problem was solved thanks to the effective partnership with local authorities and medical institutions that provided the Ukrainian Red Cross members with their own means of transport.

Conclusion

Lessons learned:

The DREF funds received through the International Federation enabled the Ukrainian Red Cross to adequately respond to the needs of the affected population. The National Society achieved the objective of providing immediate relief assistance to the people in need by distributing a substantial quantity of relief items. The auxiliary role the Ukrainian Red Cross played vis-à-vis the emergency response of the government was maintained thanks to the large, nationwide network of volunteers and their access to vulnerable communities.

The quick response was achieved by having effective communication and cooperation between the National Society's headquarters and the local branches, the regional and country representations of the International Federation and other partners involved in the operation.

The Ukrainian Red Cross gained substantial experience in the design and implementation of the cash distribution mechanism, as a new element of the International Federation's emergency relief operations in

Europe. Recipients of the financial support were selected through a multi-stage process which involved the beneficiaries in the identification of their needs. Their participation in the programme implementation was also ensured when adjusting the assistance to certain vulnerable groups' specific requirements. The monitoring of the cash distribution showed the effectiveness of this financial assistance to the beneficiaries, identified its potential drawbacks, and provided practical recommendations on how to overcome them.

The remaining balance of 92 Swiss francs was returned to the Disaster Relief Emergency Fund.

How we work

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

The International Federation's activities are aligned with its 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.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

MDRUA002 - Ukraine - Storm

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/8-2007/12
Budget Timeframe	2007/8-2007/12
Appeal	MDRUA002
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		80,000				80,000
B. Opening Balance		0				0
Income						
<u>Other Income</u>						
<i>DREF Allocations</i>		79,908				79,908
C5. Other Income		79,908				79,908
C. Total Income = SUM(C1..C5)		79,908				79,908
D. Total Funding = B + C		79,908				79,908
Appeal Coverage		100%				100%

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		79,908				79,908
E. Expenditure		-79,908				-79,908
F. Closing Balance = (B + C + E)		0				0

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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)		80,000					80,000	
Supplies								
Clothing & textiles	28,500		35,988			35,988	-7,488	
Utensils & Tools	5,000						5,000	
Other Supplies & Services	27,500		24,814			24,814	2,686	
Total Supplies	61,000		60,802			60,802	198	
Transport & Storage								
Storage	500		469			469	31	
Transport & Vehicle Costs	2,100		2,507			2,507	-407	
Total Transport & Storage	2,600		2,976			2,976	-376	
Personnel								
National Staff	3,400		3,811			3,811	-411	
National Society Staff	3,230		2,895			2,895	335	
Total Personnel	6,631		6,706			6,706	-75	
General Expenditure								
Travel	3,460		2,833			2,833	626	
Information & Public Relation	150						150	
Office Costs	330		1,208			1,208	-878	
Communications	630		967			967	-337	
Financial Charges			-777			-777	777	
Total General Expenditure	4,570		4,230			4,230	339	
Programme Support								
Program Support	5,200		5,194			5,194	6	
Total Programme Support	5,200		5,194			5,194	6	
TOTAL EXPENDITURE (D)	80,000		79,908			79,908	92	
VARIANCE (C - D)			92			92		