

# DREF operation final report



International Federation  
of Red Cross and Red Crescent Societies

## Montenegro: Floods

DREF operation n° MDRME004  
GLIDE n° FL-2010-00239-MNE  
14 June 2011

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of unearmarked 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.

**Summary:** CHF 111,031 has been allocated from the IFRC's Disaster Relief Emergency Fund (DREF) to support the Red Cross of Montenegro in delivering immediate assistance to some 1,600 families or 6,630 beneficiaries. Unearmarked funds to repay DREF are encouraged.

**Summary:** Heavy rains over almost a month caused floods all over Montenegro, with eleven municipalities being seriously affected: Ulcinj, Bar, Cetinje, Golubovci, Tuzi, Danilovgrad, Nikšić, Kolasin, Andrijevića, Berane and Plav. In total 6,630 persons (1,600 families) were evacuated from their houses and were residing in temporary accommodation for more than two weeks. The Red Cross of Montenegro distributed all of its emergency stock to the affected population within the first 24 hours of the floods and upon receiving funds from DREF, another round of distribution was provided. The evacuated population was assisted by distributing food, hygiene items, safe drinking water and rubber boots. The National Society also took part in the needs assessment coordinated by the authorities and it was made responsible for the overall coordination of all the relief assistance from all the sources to the affected population.



Flooded houses in Tuzi. Photo: Red Cross of Montenegro

The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian Governments and ECHO. The Canadian Government contributed CHF 18,942 to this operation. Details of all donors can be found at

<http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

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

## The situation

During November 2010 massive rainfalls struck Montenegro causing floods over a large area of the country. The most affected municipalities were **Ulcinj, Bar, Cetinje, Golubovci, Tuzi, Danilovgrad, Niksic, Kolasin, Andrijevisa, Berane and Plav** where 6,630 persons/ 1,600 families were evacuated. In Golubovci 6 villages with 1,200 households were evacuated. The residents were accommodated in collective shelters or with relatives.

In Danilovgrad 14 families with 150 persons were evacuated and sheltered in army facilities or with their relatives.

In Cetinje, 32 families were evacuated and accommodated with their relatives.

In Niksic, 24 families were evacuated and sheltered in schools.

In Bar (Virpazar) 10 families were evacuated and sheltered in schools.

In Tuzi, 15 households were evacuated and the families were accommodated in the military facilities which had been emptied for this purpose.

In Kolašin, 5 families were evacuated and went to reside with relatives. In Berane, where one settlement had already been evacuated after the first floods some two weeks earlier, 160 families were evacuated and accommodated in collective shelters (sports halls, the local stadium and a factory).



Relief Distribution in Golubovci. Photo: Red Cross of Montenegro

In Plav, a settlement that was seriously affected by the previous flood two weeks ago suffered even worse – 170 families had been evacuated and were residing in collective shelters at different premises owned by the Municipality.

Numerous local roads were closed and many villages got cut off from the rest of their municipalities. Several bridges (in Bijelo Polje, in Berane, in Andrijevisa) were damaged and closed for traffic. The highway Podgorica – Niksic was closed on December 03<sup>th</sup> and 04<sup>th</sup> since the road was completely flooded near Orja Luka. On December 05<sup>th</sup> the road was closed again, since a large portion of it had been under water near

Nikšić.

The highway Podgorica-Bar was closed for two days, parts of it in Golubovci and near Skadar Lake being under water. In Nikšić, the lake Vrtac used by the power plant “Perućica” threatened to flood its surroundings.

Water springs at the territory of municipality Golubovci were polluted and forbidden for use for several weeks. Thus bottled water was needed.

Electricity supply was interrupted in many of the affected municipalities for several days, the food reserves of many families were washed away along with the cattle, and the agricultural land was heavily covered with mud, creating future problems for farming.

The total damage was subsequently assessed at more than one million Euros.

This was the second major flood in Montenegro in two weeks` time. The National Society responded to the previous floods with an emergency operation supported by the International Federation through Disaster Relief Emergency Fund (DREF) and it included the distribution of basic food and non food items. For details please refer to the appropriate bulletin: <http://www.ifrc.org/docs/appeals/10/MDRME003do.pdf>

The above mentioned operation had exhausted the emergency stock of the Red Cross of Montenegro. Even though the stock had been replenished through the DREF funds, the additional needs that appeared after the new wave of flooding demanded additional procurement. The needs of the affected population were identified through assessment in relation to the latest flood in order to avoid overlapping with the needs identified in the previous operation. Subsequently the two operations were handled separately.

## Coordination and partnerships

Local Crisis headquarters were established in all affected municipalities involving representatives of local Red Cross branches. An operational team was established at national level, in Podgorica, consisting of all relevant ministers and directors of institutions who normally are part of the disaster response system in Montenegro. The Red Cross of Montenegro was also part of the team and was given a mandate by the authorities to be responsible for coordinating all donations related to floods response in terms of distribution and logistics. The team met twice a day in order to discuss the situation and make daily plans of action. The police and the army of Montenegro assisted in the evacuation of the population. A certain number of local donors offered their support in providing relief items but due to the severity of situation, this was not sufficient to cover all the identified needs.

The Red Cross of Montenegro participated in the needs assessment as part of the government-lead activity that identified the needs at a much higher level than the initial estimation, increasing the number of families eligible for assistance by 50%.

## Red Cross and Red Crescent action

Following its legal mandate and priorities, the Red Cross of Montenegro acted at local and national level, participating in local Crisis Headquarters (monitoring, assessment, coordination) as well as the National Damage Assessment Commission. Its main responsibility during the crisis was to coordinate the distribution of all relief assistance on behalf of the authorities at national and local level.



Red Cross relief distribution in Berane. Photo: Red Cross of Montenegro

The National Society responded to the immediate needs of the evacuated population on the first day of their displacement, by releasing its complete emergency stock. 1,600 families (approximately 6,630 people) in temporary accommodation across all eleven municipalities were assisted through the initial intervention, as well as with the second distribution instalment that followed several weeks later upon the receipt of DREF funds and the purchase of relief items. This provided the affected population with safe drinking water, hygiene parcels and rubber boots. Here is the breakdown of goods distributed immediately:

Items	Amount
Hygiene parcels	540
Jerry cans	210
Rubber boots	210
Bottled water	10,000 litres

Table 1: Emergency items, first distribution

DREF funds were used to replenish the stocks released in the initial distribution and also to provide the evacuated families with further assistance. Some food had to be provided due to the fact that families in temporary accommodations in many cases had their food reserves washed away. Here is the breakdown of the second phase of distribution.

Municipality	Food	Hygiene parcels	Water	Jerry cans	Disinfectant	Rubber boots
Plav	240	240	700	100	170	
Andrijevića	20	20	60		10	
Berane	320	320	960	100	160	130
Kolašin	10	10	30			
Nikšić	48	48	150	50	24	50
Danilovgrad	28	28	90		14	10
Cetinje	64	64	400		32	20
Golubovci	2200	1660	3760	1554	765	150
Tuzi	30	30	290	10	15	20
Bar	20	20	60		10	10
Ulcinj	20	20	100			50
NS stock replenishment	0	540	0	210	0	0
<b>Total</b>	<b>3000</b>	<b>2460</b>	<b>6600</b>	<b>1814</b>	<b>1200</b>	<b>440</b>

Table 2: Stock replenishment and secondary distribution to the evacuated population

## Achievements against outcomes

Relief distribution (food)
<p><b>Outcome: Evacuated population from the 11 municipalities most affected by the floods is provided with food items according to the needs assessment from the field: 3,000 cans of food.</b></p>
<p><b>Outputs (expected results) and activities planned:</b></p> <p><b>Output: Members of 1,600 families from the most affected areas (approximately 6,630 people) have their nutritional needs fulfilled through provision of food.</b></p> <p><b>Activities</b></p> <ul style="list-style-type: none"> <li>All of the evacuated population is provided with the necessary food items in two instalments over two months.</li> <li>Continuous cooperation with local crisis headquarters and other partners at the field.</li> <li>Rapid emergency needs and capacity assessments.</li> <li>Beneficiary targeting strategy is developed as well as a registration system to deliver assistance.</li> <li>The relief activities are monitored and evaluated, and appropriate reports prepared.</li> <li>Exit strategy is developed.</li> </ul>

**Impact:** The 6,630 affected people, who were displaced from their flooded houses, were supported in staying in temporary accommodation through the provision of canned food.

The food assistance was important due to the fact that for almost half of the population food reserves were destroyed so the assistance with canned food was much appreciated. As a result, the population in temporary accommodation was well nourished and stayed healthy.

Water, sanitation, and hygiene promotion
<p><b>Outcome: The evacuated population from the 11 municipalities worst affected by the floods is provided with emergency relief items according to the needs assessment from the field: 3,000 hygiene parcels, 2,000 jerry cans, 5,000 gallons of bottled water and 3,000 litres of disinfectant.</b></p>
<p><b>Outputs (expected results) and activities planned:</b></p> <p><b>Output: Members of 1,600 families from the most affected areas (approximately 6,630 people) have their hygiene needs fulfilled through provision of non-food items and safe drinking water.</b></p> <p><b>Activities</b></p> <ul style="list-style-type: none"> <li>All of the evacuated population is provided with the necessary non-food items (rubber boots, jerry cans and water immediately; hygiene parcels and disinfectants over two months)</li> <li>The disinfectant will be used in assisting the evacuated families to return to their houses – to ensure</li> </ul>

that living and storage quarters are hygienically safe for use after the water and mud have been drained, and eliminate the risks of water borne diseases after the return

- Continuous cooperation with local crisis headquarters and other partners at the field.
- Rapid emergency needs and capacity assessments.
- Beneficiary targeting strategy is developed as well as a registration system to deliver the planned assistance.
- Relief activities are monitored and evaluated and appropriate reports prepared.
- Exit strategy is developed.

**Impact:** The 6,630 affected people, who were displaced from their flooded houses, were supported in staying in temporary accommodation through provision of safe water, hygiene items and other non-food items. Jerry cans were especially important due to the inability to use the waterworks for several days, so all of the families could carry their own water from distribution points provided by the authorities. The provision of rubber boots was important to help the population to return to their homes prior to the water receding and salvaging some of the possessions.

The health, safety and some of the personal possessions of the 6,630 affected people were preserved through adequate provision of non food items. No epidemics of water borne diseases were registered.

## Satisfaction survey

A satisfaction survey among people reached in the municipalities of Berane, Andrijevica, Plav, Cetinje, Nikšić, Danilovgrad, Kolašin, Bar, Ulcinj, Tuzi and Golubovci was conducted by the Red Cross of Montenegro. The survey aimed to find out whether the operation met the needs among the affected people, the people's satisfaction with the Red Cross response as well as their involvement in needs assessment, planning and implementation. The interviewed population was gender balanced, mostly from larger families (although some of them were one or two member households) and for the most part socially vulnerable (older people, single mothers, people living with disabilities). The following findings emerged during the survey.

- Ensuring that the actual beneficiaries were included in the needs assessment contributed significantly to the appropriate response. Despite the Red Cross experience in Disaster Response, the best way to properly target the response is having the target population on board from the very beginning. 85% of the interviewed population confirmed they were consulted by the Red Cross in relation to their needs.
- Coordination between the responders was good, with no overlapping, although it was noted that the information flow towards the end users/ beneficiaries might have been better. Most of the information about the distribution was provided to the population via the Red Cross representatives (70%). 75% were well informed about the time and place of the distribution however only 40% were aware in advance what the contents of the distributed packages will be.
- Approximately half of the population received assistance within the first 12 hours of their displacement, whereas the rest received it in the next 24-48 hours. 77.8% were satisfied with the timely distribution.
- Visibility of the Red Cross was good. 95% of the interviewed population confirmed that the Red Cross volunteers and staff wore visible Red Cross emblems, and that their conduct was appropriate.

## 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 Disaster 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:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

## Contact information

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

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MDRME004 - Montenegro

Appeal Launch Date: 07 dec 10

Appeal Timeframe: 07 dec 10 to 07 mar 11

Final Report

Selected Parameters	
Reporting Timeframe	2010/12-2011/4
Budget Timeframe	2010/12-2011/3
Appeal	MDRME004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>A. Budget</b>	111,031					111,031
<b>B. Opening Balance</b>	0					0
<b>Income</b>						
<u>Other Income</u>						
<i>DREF Allocations</i>	111,031					111,031
<b>C4. Other Income</b>	111,031					111,031
<b>C. Total Income = SUM(C1..C4)</b>	111,031					111,031
<b>D. Total Funding = B + C</b>	111,031					111,031
<b>Appeal Coverage</b>	100%					100%

## II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>B. Opening Balance</b>	0					0
<b>C. Income</b>	111,031					111,031
<b>E. Expenditure</b>	-111,031					-111,031
<b>F. Closing Balance = (B + C + E)</b>	0					0

## III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
<b>BUDGET (C)</b>		111,031					111,031	
<b>Contributions &amp; Transfers</b>								
Cash Transfers National Societies	104,254	104,254					104,254	0
<b>Total Contributions &amp; Transfers</b>	104,254	104,254					104,254	0
<b>Indirect Costs</b>								
Programme & Service Support	6,777	6,777					6,777	0
<b>Total Indirect Costs</b>	6,777	6,777					6,777	0
<b>TOTAL EXPENDITURE (D)</b>	111,031	111,031					111,031	0
<b>VARIANCE (C - D)</b>		0					0	