



MOSCOW (regional)

The Moscow delegation, which opened in 1992, combines operational functions in the Russian Federation with regional functions for other members of the Commonwealth of Independent States. In the Russian Federation, the ICRC assists vulnerable populations affected by the conflict in Chechnya, in cooperation with the National Society, and supports capacity building of the National Society in the northern Caucasus. The ICRC seeks to gain access, in accordance with its standard procedures, to all persons detained in connection with the conflict in Chechnya. In all the countries covered, it runs long-term communication programmes to promote IHL and foster understanding of the ICRC's mandate and work.

COVERING

Russian Federation, with specialized services for Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova, Ukraine and parts of Central Asia

EXPENDITURE (IN KCHF)

Protection	1,999
Assistance	12,702
Prevention	5,564
Cooperation with National Societies	2,342
General	-

► **22,608**

of which: Overheads 1,380

IMPLEMENTATION RATE

Expenditure/yearly budget	81%
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PERSONNEL

25 expatriates

309 national staff (daily workers not included)

KEY POINTS

In 2007, the ICRC:

- was still unable to resume visits to detainees in the Russian Federation
- enhanced its dialogue on missing persons with the federal and Chechen authorities after submitting a position paper on the topic to them
- ended its emergency relief programme in the northern Caucasus and its assistance to medical facilities in Chechnya
- supported an increased number of micro-economic initiatives in the northern Caucasus to boost the self-sufficiency of particularly vulnerable people
- provided expertise and equipment for the rehabilitation of water infrastructure in the northern Caucasus
- supported the Russian Defence Ministry in making IHL a compulsory component of its civic training programme

CONTEXT

On the international scene, President Vladimir Putin continued to affirm the Russian Federation's position. Topics such as the status of Kosovo, the planned US anti-missile shield in Central and Eastern Europe, relations with Iran, gas price increases and global energy issues caused disagreements and raised tensions between the Russian Federation and other countries of the Commonwealth of Independent States (CIS), as well as with the European Union (EU) and the United States.

In Chechnya, Ramzan Kadyrov was appointed president. Reconstruction gathered pace, investments were made in the health sector, cooperation was discussed with several foreign countries and regular air and rail traffic resumed, all with positive effects on the local economy. Many people who had been displaced by the hostilities returned to Chechnya or found new homes within the republic. Nonetheless, many vulnerable people remained without income and some lacked adequate shelter or sufficient access to water, gas and electricity.

While the "counter-terrorism operation" was declared over, there were still skirmishes, armed attacks on law enforcement agencies, and "special operations" by the security forces. Although the number of accidents declined, mines and explosive remnants of war continued to pose a risk to the civilian population, especially in farm and forest areas.

In neighbouring Dagestan and Ingushetia, attacks by armed elements and counter-strikes by the security forces increased in the second half of the year, perpetuating a feeling of instability. Incidents also occurred in Kabardino-Balkaria, and sporadic intercommunal unrest flared up in southern Russia. The Prigorodny district remained a bone of contention between North Ossetia and Ingushetia, and passions over the 2004 Beslan school hostage crisis resurfaced.

MAIN FIGURES AND INDICATORS

	Total		Total	Women	Children	
RESTORING FAMILY LINKS		CIVILIANS AND PEOPLE DEPRIVED OF THEIR FREEDOM				
<i>Red Cross messages (RCMs) and reunifications</i>		<i>Economic security, water and habitat</i>				
RCMs collected	116	Food	Beneficiaries	26,299	32%	45%
RCMs distributed	174	Essential household items	Beneficiaries	38,075	34%	42%
<i>Tracing requests, including cases of missing persons</i>		Agricultural inputs and micro-economic initiatives	Beneficiaries	4,937	30%	37%
People for whom a tracing request was newly registered	176	Water, sanitation and habitat projects	Beneficiaries	1,210,450	30%	40%
<i>of whom females</i>	14	WOUNDED AND SICK				
<i>of whom minors at the time of disappearance</i>	4	Hospitals supported	Structures	7		
Tracing cases closed positively (persons located)	30	Admissions	Patients	39,425	18,259	15,971
Tracing cases still being handled at 31 December 2007 (people)	1,428	Operations	Operations performed	8,545		
<i>of which for females</i>	52	<i>Physical rehabilitation</i>				
<i>of which for minors at the time of disappearance</i>	42	Patients receiving services	Patients	799	122	285
DOCUMENTS ISSUED		Prostheses delivered	Units	206	40	19
People to whom travel documents were issued	42	Orthoses delivered	Units	349	65	223

ICRC ACTION

In addition to its regional delegation in Moscow, the ICRC maintained offices in seven locations in the northern Caucasus and southern Russia. With the gradual return of ICRC expatriates made possible since June 2006 by improved security, the organization decided to maintain a permanent presence of expatriates in Grozny. This placed the ICRC in a better position to monitor the situation and needs of the civilian population, particularly in remote areas of Chechnya.

As the federal authorities had still not agreed to the ICRC's standard visiting procedures, the organization was unable to resume visits to people arrested in connection with the situation in Chechnya, suspended since September 2004. However, the ICRC's family visits programme to places of detention across the Russian Federation continued.

With the federal and Chechen authorities showing some interest in tackling the problem of the missing and providing answers to the families, the ICRC pursued its dialogue with them on this vital humanitarian issue. It provided them with detailed allegations of arrest and disappearances and submitted a position paper highlighting the issue of missing persons.

As reconstruction picked up, the ICRC moved from the provision of emergency assistance to the implementation of programmes promoting recovery and self-sufficiency. Following the screening of all of its beneficiaries, the ICRC concentrated its last distributions of direct assistance on the destitute and launched micro-economic projects to help boost the incomes of an increasing number of beneficiaries in Chechnya, Daghestan and Ingushetia.

Support to water boards shifted from Grozny to rural Chechnya, while a limited number of water and habitat projects were carried out at temporary accommodation centres and collective centres housing IDPs in the three republics.

As the Chechen health system was increasingly funded by the federal and local authorities, the ICRC gradually reduced its deliveries of medical supplies to hospitals, ending them altogether at the end

of the year. Support to the Grozny prosthetic/orthotic centre and training of Chechen technicians continued.

The ICRC further developed mine-risk education throughout Chechnya and continued to build safe play areas in mine-affected communities.

The ICRC's Moscow-based regional communication centre supported long-term communication and preventive action programmes in the Russian Federation and elsewhere in the CIS.

In the Russian Federation, the ICRC pursued its long-term programme of disseminating IHL to the authorities and the armed and security forces and promoted the implementation of IHL treaties. It also targeted secondary schools, universities, military academies, and NGOs and think-tanks concerned with IHL and humanitarian issues, aiming to influence leaders and decision-makers and encourage the establishment of regional IHL centres.

The Russian Red Cross Society continued to receive support in strengthening its capacities, both at headquarters and in the northern Caucasus.

The ICRC maintained a dialogue with the authorities regarding the enquiry into the assassination of six of its delegates in Novye Atagi (Chechnya) in December 1996. A film was produced to commemorate the 10th anniversary of the incident. The organization still had no news of its Grozny staff member, Usman Saidaliev, abducted by unidentified armed men at his home in Chechnya in August 2003.

CIVILIANS

Restoring family links

In Chechnya, Daghestan, Ingushetia and North Ossetia, allegations of arrest and disappearances were collected by the ICRC, which urged the authorities to investigate the incidents and provide answers to the relatives. The families of 7 people who went missing in 2007 and of 20 who had gone missing in previous years were informed of the fate of their relatives. In addition, the federal and Chechen authorities received a detailed report on persons

unaccounted for after arrest or presumed dead, describing the phenomenon of enforced disappearances and listing 1,267 cases documented by the ICRC since 1999 (this figure does not reflect the total number of persons unaccounted for but the number of cases submitted to the ICRC by the families concerned). An update on persons unaccounted for in Daghestan since 1999 was prepared for the Daghestani authorities upon their request.

The various stakeholders maintained a dialogue with the ICRC on missing persons. In Moscow and Grozny authorities concerned took part in two high-level round-tables following the submission of an ICRC position paper on the topic which, together with the above-mentioned report, served as the basis for discussions. The aim was to achieve a constructive and meaningful dialogue on the issue and to find a way forward in resolving the remaining cases of missing persons, primarily to relieve the anguish of the families.

Family members separated by conflict continued to use the RCM network. On request, refugees and asylum seekers received documents to facilitate their resettlement in host countries.

- ▶ 66 RCMs collected from and 100 RCMs distributed to civilians
- ▶ new tracing requests registered for 176 people (including 14 females and 4 minors at the time of disappearance); 30 people located; 1,428 people (including 52 females and 42 minors at the time of disappearance) still being sought
- ▶ 42 people issued with an ICRC travel document

Protection of the civilian population

The situation of civilians, especially IDPs living in temporary accommodation centres in Chechnya and Daghestan, which the authorities started to close in the latter half of the year, was monitored by the ICRC. Dialogue on the issues was maintained with the local authorities and UNHCR.

The humanitarian consequences for the civilian population of “special operations” by security forces in populated areas were assessed by the ICRC. In Daghestan seven families in Khasavyurt whose houses and property were damaged during one such operation received emergency material assistance, and the protection needs of civilians were raised with the relevant authorities. Monitoring of the situation of the civilian population in southern regions of Chechnya, which had previously been off-limits to the ICRC, also took place.

Assistance to the most vulnerable

With stability returning to Chechnya and job prospects improving, the ICRC’s entire caseload of beneficiaries was screened to determine the extent of remaining needs. As a result, their number dropped by more than half, leaving about 16,800 individuals (approximately 3,700 households) assisted in Chechnya, Daghestan and Ingushetia. The number decreased further between the two rounds of distributions following further screening and the participation of more beneficiaries in micro-economic projects. This meant that the relief programme could be wound up by the end of the year.

Vulnerable people increased their self-sufficiency thanks to micro-economic projects initiated in Chechnya, Daghestan and Ingushetia. On average, beneficiaries of these projects saw a 50% rise in their monthly incomes.

In Chechnya, Daghestan, Ingushetia, Kabardino-Balkaria and North Ossetia, thousands of vulnerable individuals who were not regular ICRC beneficiaries received clothing, food and essential

household items in one-off distributions organized, *inter alia*, through the Russian Red Cross.

- ▶ 26,299 people (4,934 households), of whom 5,263 IDPs (1,045 households), received food
- ▶ 38,075 people (7,629 households), of whom 5,263 IDPs (1,045 households), received essential household items
- ▶ 4,937 people (853 households) benefited from micro-economic initiatives, of whom 3,229 people (542 households) in Chechnya, 555 IDPs (118 households) in Daghestan and 1,153 IDPs (193 households) in Ingushetia

Improving general living conditions

In Chechnya, with the water boards in Grozny and rural areas still struggling to maintain and restore the water and sewage infrastructure, 42 villages were assessed by the ICRC and seven water supply projects were initiated, targeting 9,300 people. As planned, the PS-1 water pumping station in Grozny, operated by the ICRC since 1995, was handed back to the water board. The Grozny prosthetic/orthotic centre was reconnected to the municipal water supply system, after being cut off for three years, and the sewage network was rehabilitated. Water supply systems were renovated in the central blood bank, a home for the deaf, a home for the blind, a diagnosis centre and a kindergarten. In anticipation of winter, social institutions and medical facilities in remote villages received gas heaters.

In Daghestan, some 5,400 IDPs, enjoyed access to cleaner water following rehabilitation work on water distribution networks in three remote villages. The living conditions of some IDPs accommodated in collective centres or living in the vicinity of Khasavyurt were improved by rehabilitation work.

In Ingushetia, some 3,000 IDPs benefited from improved access to safe water following completion of the second phase of the Karabulak water supply project. Some 1,300 IDPs in Gamurzhevo and Nesterovskaya benefited from two projects to improve the water supply. About 300 IDPs benefited from renovations to water supply systems in six temporary centres.

- ▶ 1,210,450 people benefited from water/sanitation/shelter/habitat projects, including:
 - 1,200,000 people in Chechnya
 - some 5,400 IDPs in Daghestan
 - some 5,000 IDPs in Ingushetia

Mine action

In Chechnya, mines continued to pose a risk to the civilian population, with 26 incidents recorded in 2007. The Chechen authorities made the issue a priority, conducting mine clearance and establishing a coordination centre involving the relevant ministries. ICRC technical advice and financial support were given to the mine-risk education activities conducted by the Chechen branch of the Russian Red Cross, schools and children’s clubs.

- ▶ 15 safe play areas established
- ▶ 20 rural schools participated in the “Danger: mines” murals project
- ▶ 25 journalists attended a seminar on mine-risk education
- ▶ 19 representatives of district and village administrations attended two round-tables on mine-risk education
- ▶ 4 children’s publications and 31 media items published on mine-related topics

PEOPLE DEPRIVED OF THEIR FREEDOM

Having suspended visits to detainees in September 2004, the ICRC made written representations to the authorities on behalf of people detained in relation to the situation in Chechnya, especially regarding their health, and received some favourable replies. With the ICRC family visits programme and RCM service still in operation, families were able to maintain contact with relatives detained in penal colonies across the Russian Federation. Information sessions to promote the family visits programme took place in villages in Chechnya.

- 50 RCMs collected from and 74 RCMs distributed to detainees
- 337 detainees visited by their relatives with ICRC support

WOUNDED AND SICK

As health services were overhauled as part of Chechnya's national health programme, the number of hospitals assisted by the ICRC decreased to seven. The Grozny central blood bank continued to receive quarterly supplies of tests and materials. At end-2007, assistance to medical facilities in Chechnya ceased. An agreement between a Nalchik medical equipment company and the ICRC was extended, enabling four technical support tours to be made to 13 Chechen health facilities.

Training support was maintained to all of Chechnya's health facilities. Eighteen head nurses upgraded their management skills at a training course in Rostov-on-Don. Twenty-five surgeons from around the Caucasus attended a war and emergency surgery seminar in Nalchik.

In the 7 ICRC-supported hospitals that provided data:

- 39,425 patients (including 18,259 women and 15,971 children) admitted: of whom 25 weapon-wounded (including 1 woman, 4 children, and 6 people injured by mines or explosive remnants of war), 11,496 other surgical cases, and 14,331 medical and 13,573 gynaecological/obstetric patients
- 8,545 surgical operations performed

Disabled people, including mine victims, received physical rehabilitation services at the Grozny prosthetic/orthotic centre. Three workshops on the production of better-quality appliances were held for technicians. Four ICRC-sponsored Chechen students completed their second year of training in physical rehabilitation.

- 799 patients (including 122 women and 285 children) received services at 1 ICRC-supported physical rehabilitation centre
- 69 new patients (including 11 women and 9 children) fitted with prostheses and 236 (including 44 women and 141 children) fitted with orthoses
- 206 prostheses (including 40 for women, 19 for children and 155 for mine victims) and 349 orthoses (including 65 for women and 223 for children) delivered

AUTHORITIES

The federal authorities maintained a high-level dialogue with the ICRC. Although no progress was made on detention matters, some progress was achieved on the issue of missing persons. A representative of the Russian Foreign Ministry participated as an observer in the Second Universal Meeting of National IHL Committees in Geneva, Switzerland, in March, which focused on legal measures to prevent disappearances, to clarify the fate of missing persons and to assist their families. Representatives of the federal authorities, NGOs and the Russian Red Cross participated in two round-tables on the missing held in Moscow and Grozny in December. Discussions centred on the ICRC's position paper and on means to respond to families with missing relatives.

The CIS Interparliamentary Assembly continued to cooperate with the ICRC and to receive ICRC support in finalizing a draft law on the missing, which it was due to adopt early in 2008. Other areas of cooperation included preparatory work for the organization of a first CIS regional seminar on the implementation of IHL to be held under the Assembly's auspices, as well as for the 140th anniversary of the 1868 St Petersburg Declaration.

Stronger contacts were forged between the Collective Security Treaty Organization (CSTO) and the ICRC, with both organizations expressing the wish to formalize relations within a structured framework of cooperation, allowing the ICRC to disseminate IHL to a future peacekeeping force. The CSTO submitted a draft agreement to the ICRC at the end of 2007.

ARMED FORCES AND OTHER BEARERS OF WEAPONS

Cooperation with the armed forces

Cooperation between the Russian Defence Ministry and the ICRC continued in the areas of training and IHL integration, and there was an increased level of IHL integration within the Ministry. The Ministry invited the ICRC to participate in the meetings of its working group on IHL integration, included compulsory IHL instruction in its civic training curriculum and received support for both centralized and decentralized IHL train-the-trainer activities.

- military instructors attended 6 Senezh IHL train-the-trainer courses
- 33 officers attended an IHL train-the-trainer course at the headquarters of the Russian armed forces in the Siberian military district in Chita
- 37 senior military officers and representatives of the Russian Defence and Foreign Ministries and National Society attended a seminar entitled "IHL and the armed forces in the 21st century" in Moscow

Cooperation with the police and security forces

Despite the ICRC's persistent efforts, no structured dialogue could be established with the Russian Interior Ministry at the central level in Moscow. However, contacts were pursued with training units deployed in the field, and representatives of the federal interior troops and police militia attended IHL dissemination sessions organized by the ICRC in the northern Caucasus.

- 19 officers from the interior troops and militia attended Senezh IHL train-the-trainer courses

CIVIL SOCIETY

Raising awareness of IHL among the general public

Specific media coverage of ICRC activities was promoted by the Moscow-based regional communication centre. Contacts were maintained with the media at both federal and local levels and journalists attended five press conferences on the ICRC's activities in the Russian Federation and the northern Caucasus.

- ▶ 2,000 visitors attended the "Apotheosis of war" photo exhibition touring the northern Caucasus
- ▶ 10 university teams participated in an IHL competition for journalism students
- ▶ local branches of the Russian Red Cross held "Play by the rules!" football championships in Chechnya and Ingushetia
- ▶ a "From the field" film produced in Chechnya

Teaching humanitarian values to schoolchildren

The reform process launched by the Russian Education Ministry advanced, with the ICRC lobbying for the integration of IHL into teacher training, education standards and school curricula. An electronic version of the IHL course books for 5th to 8th grades was distributed and a CD-ROM entitled "IHL: self-education" produced for teachers. IHL teaching materials for 9th grade were distributed in the northern Caucasus.

- ▶ 600 pupils took part in 5 IHL events organized by local education authorities
- ▶ 23,837 teachers attended IHL teacher-training courses
- ▶ 53 Education Ministry regional coordinators attended 2 seminars on IHL in Moscow

Promoting IHL among students

Cooperation was pursued with the Russian Association of International Law and with leading universities in the Russian Federation with a view to integrating IHL into third-level teaching.

- ▶ a national IHL essay competition for university students held
- ▶ 70 students in 18 teams participated in the 10th Martens IHL competition in Moscow
- ▶ 35 students and assistant lecturers attended an IHL summer school in Moscow

RED CROSS AND RED CRESCENT MOVEMENT

The headquarters of the Russian Red Cross, its tracing service and the capacity-building programmes of 19 branches, including 13 in the northern Caucasus, continued to receive ICRC support. In order to increase their effectiveness, a review of all programmes supported by the delegation was undertaken. Thirty-two branch leaders participated in two IHL dissemination workshops, focusing on Additional Protocol III and the Fundamental Principles.

In the northern Caucasus, the National Society's home-visiting nurses programme was one of those reviewed. As IDPs in Chechnya returned home, some of the 18 children's playrooms started to be closed down.

Pending a review of the psychological support programme for IDPs, the ICRC's financial support to this activity was suspended. Youth recreation centres in Chechnya and Ingushetia continued to operate with ICRC support. The Chechen branch of the Russian Red Cross launched an income-generating project targeting young women to be trained in tailoring and initiated a computer training scheme for unemployed young people, while other branches started recruiting young volunteers.

- ▶ 2,784 elderly housebound people received home care administered by 219 Red Cross nurses
- ▶ 37,648 young people involved in dissemination programmes in 17 regions of the Russian Federation
- ▶ 5,814 food and hygiene parcels distributed among the most needy elderly in Chechnya and Ingushetia