

MOSCOW (regional)

COVERING: Belarus, Republic of Moldova, Russian Federation, Ukraine



EXPENDITURE (IN KCHF)

Protection	3,433
Assistance	4,681
Prevention	4,987
Cooperation with National Societies	2,360
General	-

► **15,461**

of which: Overheads 944

IMPLEMENTATION RATE

Expenditure/yearly budget	94%
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PERSONNEL

Expatriates	22
National staff (daily workers not included)	247

KEY POINTS

In 2010, the ICRC:

- in the northern Caucasus, helped 5,243 vulnerable people to join income-generating schemes and over 1,000 elderly people and relatives of missing persons to receive support provided by Russian Red Cross nurses
- encouraged the Russian authorities to establish mechanisms to clarify the fate of missing persons in the northern Caucasus, providing forensic training for national experts
- organized 3 meetings of a new tripartite coordination mechanism aimed at clarifying the fate of people unaccounted for from the 2008 armed conflict with Georgia
- helped 348 families to visit detained relatives and others to send 340 parcels to detainees
- in the northern Caucasus, provided emergency-surgery training to specialists and assistance to 11 hospitals, enabling them to treat 11,541 patients, including 200 victims of explosions and suicide bombings
- welcomed the ratification by the Republic of Moldova of the Convention on Cluster Munitions and the Rome Statute and Ukraine's deposit of the instrument of ratification for Additional Protocol III

Opened in 1992, the Moscow delegation combines operational functions in the Russian Federation with regional functions. It supports families of missing persons and, with the Russian Red Cross Society, works to protect and assist vulnerable conflict-affected populations in the northern Caucasus. It helps build the capacities of the region's National Societies, particularly in the field of emergency preparedness and restoring family links. In all the countries covered, it runs communication programmes to promote an environment conducive to the respect of IHL and other norms relevant to the use of force and fosters understanding of the ICRC's mandate and work.

CONTEXT

A new northern Caucasus federal district was created in January to better address the region's social and economic problems. Tensions and insecurity nonetheless persisted, leading to ad hoc "special operations". Mines and explosive remnants of war (ERW) continued to affect rural inhabitants. Occasionally the violence spread further afield, as shown by a suicide attack on the Moscow underground system in March.

Relations between the Russian Federation and Georgia remained tense following the 2008 hostilities. Russian border guards continued to patrol the Abkhaz and South Ossetian administrative boundaries.

The Russian Federation continued to emphasize its interests in the "near abroad" of former Soviet republics, including through regional mechanisms such as the Commonwealth of Independent States (CIS) and the Collective Security Treaty Organization (CSTO).

In Belarus, over 600 opposition supporters were reportedly arrested following protests in connection with December's presidential election, which was brought forward from the originally planned date in 2011. The incumbent president remained in office. Some people were still in detention by year-end.

After the election of a new president early in the year, Ukraine consolidated relations with the Russian Federation, signing agreements on energy and prolonging the presence of the Russian Black Sea Fleet on the Crimean Peninsula until 2042.

In the Republic of Moldova, the pro-European coalition was still unable to elect a head of State after more than 18 months. Negotiations between the Republic of Moldova and the breakaway Transnistria region continued but made no significant progress.

MAIN FIGURES AND INDICATORS

PROTECTION

CIVILIANS (residents, IDPs, returnees, etc.)			
Red Cross messages	Total	UAMs/SCs*	
RCMs collected	30		
RCMs distributed	26		
Phone calls facilitated between family members	2		
Reunifications, transfers and repatriations	Total		
People reunited with their families	1		
Tracing requests, including cases of missing persons	Total	Women	Minors
People for whom a tracing request was newly registered	435	17	19
People located (tracing cases closed positively)	21		
Tracing cases still being handled at 31 December 2010 (people)	2,256	81	83
Documents			
People to whom travel documents were issued	52		
Official documents relayed between family members across borders/front lines	5		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)			
ICRC visits¹	Total	Women	Minors
Detainees visited	4		
Detainees visited and monitored individually	4		
Detainees newly registered	4		
Number of visits carried out	2		
Number of places of detention visited	1		
Restoring family links	Total		
RCMs collected	12		
RCMs distributed	32		
Detainees visited by their relatives with ICRC/National Society support	359		
People to whom a detention attestation was issued	9		

* Unaccompanied minors/separated children

1. Republic of Moldova only

ASSISTANCE

CIVILIANS (residents, IDPs, returnees, etc.) ²				
Economic security, water and habitat		Total	Women	Children
Food	Beneficiaries	1,566	70%	8%
	<i>of whom IDPs</i>	392		
Essential household items	Beneficiaries	8,028	40%	39%
	<i>of whom IDPs</i>	2,007		
Agricultural, veterinary and other micro-economic initiatives	Beneficiaries	5,243	36%	39%
	<i>of whom IDPs</i>	1,311		

2. Russian Federation only

MAIN FIGURES AND INDICATORS				
ASSISTANCE				
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses) ²				
Economic security, water and habitat		Total	Women	Children
Food	Beneficiaries	340		
Essential household items	Beneficiaries	340		
WOUNDED AND SICK ²				
Hospitals				
Hospitals supported	Structures	11		
	<i>of which provided data</i>	Structures	11	
Admissions	Patients	11,541	4,579	4,293
	<i>of whom weapon-wounded</i>	Patients	200	12
	<i>(including by mines or explosive remnants of war)</i>	Patients	76	1
	<i>of whom other surgical cases</i>	Patients	5,183	
	<i>of whom medical cases</i>	Patients	3,759	
	<i>of whom gynaecological/obstetric cases</i>	Patients	2,399	
Operations	Operations performed	5,745		

2. Russian Federation only

ICRC ACTION AND RESULTS

In the northern Caucasus, the ICRC focused on helping vulnerable populations recover from the effects of the past conflict, as well as of the ongoing insecurity. It implemented micro-economic initiatives to boost self-sufficiency, targeting mainly IDPs, families of the missing and detainees, patients of the Grozny Prosthetic/Orthotic Centre, including mine victims, and residents of rural mine-affected areas. It supported health structures by donating emergency surgical supplies, promoted the training of health personnel, monitored the functioning of the Grozny Prosthetic/Orthotic Centre and enabled a few disabled patients from South Ossetia to receive treatment at the Vladikavkaz Orthopaedic Centre. In Chechnya, it assisted the Russian Red Cross branch in increasing the number of elderly people it could reach through its home visiting nurses programme.

The ICRC continued to promote a comprehensive and systematic approach to addressing the issue of missing persons in the northern Caucasus, including through discussions with government and civil society representatives. It reminded federal and republican authorities of the need to intensify efforts to resolve outstanding cases and to provide answers to the families. Government officials and specialists in the management of human remains received training in forensics and data management, while families benefited from psychological and social support from the ICRC and the Russian Red Cross Society. To resolve the cases of persons missing as a result of the 2008 hostilities, the ICRC convened tripartite meetings of the parties.

The ICRC enabled family members to stay in touch with detained relatives through visits and RCMs and to send them parcels. Delegates visited four detainees held in Transnistria. The ICRC did not gain access to people detained in connection with the Belarus presidential election. It continued to express its interest to the Russian federal authorities in resuming visits, according to its standard procedures, to people detained in connection with the situation in the northern Caucasus.

The ICRC pursued cooperation with the CIS Inter-Parliamentary Assembly (IPA) and the CSTO secretariat to encourage the integration of IHL and the promotion of other relevant norms at regional level and itself promoted the ratification and implementation of IHL treaties in all the countries covered. It supported national IHL committees in developing or implementing legislation protecting missing persons and their families and cultural property. The ICRC and the Ministry of Justice of Belarus strengthened regional cooperation on IHL implementation by co-organizing a regional seminar on the subject. IHL continued to be integrated into the education systems and operations of the region's armed forces.

The ICRC worked with universities, secondary schools and the media to boost IHL dissemination and teaching efforts and with National Societies to publicize family-links and other services. It promoted humanitarian principles widely through photo exhibitions and held a regional competition to familiarize journalism students with IHL and humanitarian issues. In Ukraine, the ICRC helped the Ukrainian Red Cross to strengthen its capacities to administer first aid in Crimea and provide family-links services, particularly to migrants. The ICRC's Moscow-based regional communication centre supported long-term communication and prevention programmes in the countries covered by the delegation, as well as in other Russian-speaking countries.

CIVILIANS

Vulnerable people receive assistance and regain some economic security

As confirmed by an assessment conducted in April, the worst-off people in Chechnya, Dagestan and Ingushetia, in particular those who had lost a breadwinner, were able to increase their income and cover subsistence costs through ICRC micro-economic initiatives carried out in 2009. In 2010, 5,243 people (982 households), of whom about a quarter were IDPs, benefited from such initiatives. They comprised 334 families of missing persons,

161 families of victims of weapon contamination (see below), and 487 households whose breadwinner was detained or was a patient of the Grozny Prosthetic-Orthotic Centre.

In addition, to help people cope with the immediate aftermath of an emergency, some 8,028 people received essential household items and 490 one-off food rations provided by the local branches of the Russian Red Cross.

Civilians' protection concerns shared with the authorities

The humanitarian consequences for civilians of the deteriorating security situation in Chechnya, Dagestan and Ingushetia continued to be monitored by the ICRC. Although reforms at the Interior Ministry and the creation of the northern Caucasus federal district constrained dialogue with the authorities, they were reminded of their obligations under IHL and other relevant norms to respect and protect people not or no longer participating in armed conflict or other situations of violence, with reference to specific incidents when necessary. The authorities were also encouraged, where relevant, to ensure that people received State-guaranteed entitlements and were adequately compensated for loss or damage to property. The people concerned were informed by the ICRC – via a referral system – of the steps they had to follow to receive compensation.

The authorities and the ICRC regularly discussed the situation of IDPs in the northern Caucasus, particularly those living in temporary accommodation in Ingushetia.

Missing persons' families get counselling and experts build forensic capacities

In the northern Caucasus, families continued to approach the ICRC to register missing relatives; 435 requests were registered, bringing to 2,256 the total number of cases followed by the ICRC. Representations on behalf of relatives whose family members had disappeared recently were made to the authorities. During regular discussions, the Russian federal and republican authorities were reminded by the ICRC of their responsibilities to the families of the missing and the need to establish relevant mechanisms, including a legal framework (see *Authorities*) and a federal commission to coordinate lists of missing persons. Representatives of the federal authorities attended three tripartite meetings of the parties to the August 2008 conflict with Georgia, convened by the ICRC to address the issue of persons missing in relation to that conflict (see *Georgia*).

To assist the authorities in providing answers to families of the missing, a government representative was sponsored to attend an ICRC international training course on the management of human remains, while experts from the northern Caucasus underwent training in the use of ICRC ante/post-mortem data management software. The Grozny morgue received forensic equipment enabling it to strengthen its capacity to conduct exhumations and identifications of human remains.

At the same time, national organizations working on the issue of missing persons and associations of families of the missing received ICRC support for their activities. Four organizations were equipped with computers, and one association got office

supplies. For the first time, family associations were coached in working with relatives of missing persons at a three-day training course run by an ICRC psychologist.

In Chechnya and Ingushetia, families of the missing benefited directly from ICRC-funded micro-economic initiatives (see above). In Chechnya, elderly relatives of missing persons also received home care, sometimes including essential items or supplementary food (1,076 beneficiaries), from ICRC-supported Russian Red Cross nurses (see *Red Cross and Red Crescent Movement*). After further training, including that provided by an ICRC psychologist in accompanying relatives of the missing through active listening, they were able to increase the number of people helped.

As in past years, a small number of relatives separated by conflict communicated through the Russian Red Cross family-links service (see *Red Cross and Red Crescent Movement*). In coordination with the authorities concerned, 52 refugees and asylum seekers were provided with travel documents to facilitate their resettlement in third countries.

Civilians access safe water supplies and get help to overcome mine/ERW risks

The population in rural Chechnya continued to have access to safe drinking water thanks to rehabilitation projects completed in 2009 by the Chechen rural water board, in partnership with the ICRC, and monitored by the delegation in 2010. Their needs in terms of access to safe water and adequate sanitation facilities were further assessed, and the authorities were urged to prioritize investment in rural water infrastructure.

Despite regular dialogue and advocacy with the Chechen authorities, little progress was achieved in stepping up demining efforts and in establishing a relevant coordination mechanism. However, 161 families in villages where fields were suspected of mine/ERW contamination participated in ICRC micro-economic initiatives reducing their exposure to risky income-generating activities (see above). As part of longstanding cooperation between the education authorities and the ICRC (see *Civil society*), teachers were encouraged to teach mine-risk education in schools, with technical support from the ICRC.

PEOPLE DEPRIVED OF THEIR FREEDOM

The ICRC reiterated its interest in resuming its visits, according to its standard procedures, to monitor the treatment and living conditions of people detained in connection with the situation in the northern Caucasus.

Families were able to keep in touch with relatives detained in penal colonies across the Russian Federation through RCMs and 359 ICRC-supported visits, while those unable to visit could send parcels via the ICRC; 340 parcels, containing food and essentials such as hygiene items, were delivered to detainees. The most vulnerable families had access to ICRC-funded micro-economic initiatives (see *Civilians*).

Four Moldovan detainees held in Transnistria were visited by delegates, according to standard ICRC procedures. The findings and recommendations were shared with the authorities in a confidential dialogue.

In Belarus, the ICRC did not obtain access to people detained following opposition rallies in connection with presidential elections.

WOUNDED AND SICK

In Chechnya, Dagestan and Ingushetia, 200 victims of explosions and suicide bombings were treated with the help of surgical materials provided by the ICRC to 11 hospitals. Six hospitals in Chechnya, along with the Grozny central blood bank, were twice supplied with drugs and consumables to bolster their contingency stocks.

The authorities in the northern Caucasus were given further support to train health personnel, thereby improving the quality of emergency medical care, with 10 nurses participating in advanced trauma, surgery and anaesthesia courses co-organized by the Rostov-on-Don nursing training centre and the ICRC. The North Ossetian State Medical Academy and the ICRC developed their partnership to strengthen training, including through two emergency-room trauma courses attended by 40 specialists from Belarus, the Russian Federation and the southern Caucasus.

The Grozny Prosthetic-Orthotic Centre continued to be fully financed by the authorities. Its work was monitored by the ICRC following the cessation of its direct support in 2008. Disabled people, including mine victims, in Chechnya received appropriate physical rehabilitation services, which were extended to patients from Ingushetia following an agreement concluded in 2010 between the centre and the Ingush Social Insurance Fund. Staff included orthotic technicians and a physiotherapy nurse who had undergone ICRC-supported training; four orthotic technicians from Grozny upgraded their skills at seminars in Moscow, thanks to ICRC sponsorship.

With ICRC assistance, five disabled patients from South Ossetia were fitted with prosthetic/orthotic appliances at the Vladikavkaz Orthopaedic Centre, under a partnership agreement between the centre and the ICRC.

AUTHORITIES

The Russian authorities and the ICRC maintained dialogue on ICRC operations in the northern Caucasus, including ICRC access to victims and staff safety, and on humanitarian and IHL-related issues, for example missing persons and their families.

The CIS IPA, as well as the region's authorities, including their national IHL committees, and the ICRC discussed the promotion, ratification and implementation of IHL treaties bilaterally and in regional and international fora. This contributed to the Republic of Moldova's ratification of the Convention on Cluster Munitions

and the Rome Statute and to Ukraine's sending the instrument of ratification for Additional Protocol III to the depositary. Belarus made headway in implementing the Hague Convention on Cultural Property, while in the Russian Federation a study comparing national and international law on missing persons was completed. In Ukraine, work began on updating the 2006 study on the same topic.

Representatives from Belarus, the Republic of Moldova and Ukraine attended the third Universal Meeting of National IHL Committees, held in Switzerland (see *International Law and Cooperation*). In Belarus, the Ministry of Justice and the ICRC co-organized the third Regional Seminar on the Implementation of IHL for countries of the former Soviet Union. These events helped create a new dynamic for both regional and international cooperation on IHL promotion, prompting Belarus to propose the establishment of an international association of national IHL committees and to draft its statutes.

The CIS IPA reviewed recommendations on implementing the Hague Convention on Cultural Property and the Biological and Chemical Weapons Conventions. The IPA Council addressed CIS parliaments and governments, making recommendations on IHL teaching in universities.

ARMED FORCES AND OTHER BEARERS OF WEAPONS

Ongoing reforms in the Russian Federation reduced interaction between the Defence and Interior Ministries and the ICRC. However, the Defence Ministry continued to integrate IHL into the operational, educational and legal systems of the Russian armed forces. Notably, the ministry included draft instructions on its cooperation with the ICRC during hostilities in the revision of IHL regulations for the armed forces. Some 110 lecturers from military education establishments attended IHL instructor training co-organized by the Ministry of Defence and the ICRC. Teachers and pupils of military academies and schools participated in ICRC sessions on IHL. The Russian Federation sent a representative to the fourth Senior Workshop on International Rules governing Military Operations, held in Switzerland (see *International Law and Cooperation*), and training of Russian-speaking officers resumed in San Remo after a four-year break. Armed forces members destined for peacekeeping operations or service in the northern and southern Caucasus were briefed on the ICRC's humanitarian activities and basic IHL norms.

In the northern Caucasus, particularly in Chechnya, Dagestan and Ingushetia, law enforcement agents participating in "special operations", and representatives of the local Interior Ministries were briefed on international law enforcement standards and the ICRC's activities in the region.

Elsewhere in the region, dialogue on the integration of IHL into armed forces' doctrine, training and operations continued, and the ICRC contributed regularly to officer training in IHL. As a result of the creation of a working group comprising the CSTO secretariat

and Joint Staff representatives and the ICRC, IHL-related topics were included in pre-deployment briefings and training of Joint Staff officers. High-ranking military officials were involved in ICRC regional and supra-regional activities.

CIVIL SOCIETY

The Russian media covered humanitarian and IHL-related issues, including ICRC activities regarding missing persons and their families and visits by International Tracing Service representatives (see *International Tracing Service*). A regional ICRC competition for journalism students from 12 universities helped build IHL awareness among future reporters.

The “Humanity in War” and “The Road to Peace” photo exhibitions highlighting humanitarian issues and ICRC action attracted over 3,700 viewers in Belarus, the northern Caucasus and Ukraine.

The Russian Association of International Law and leading universities in the region were encouraged to provide input for CIS deliberations (see *Authorities*). To stimulate interest in IHL teaching and research, students and lecturers received IHL materials, and lecturers from the region and from Central Asia attended ICRC seminars on IHL, including a course held in Switzerland, an international conference co-organized with Kazan State University and IHL-related events organized by Moscow academic establishments. Student teams tested their skills at IHL competitions, with ICRC sponsorship. These included the de Martens regional IHL competition in Moscow, the international Jean-Pictet Competition on IHL, held in Canada, and the International Olympiad on IHL in Belarus.

The ongoing Russian education reform process provided opportunities to lobby for the further integration of IHL into student and teacher-training curricula. The authorities received a draft report on the completion of the ICRC programme to promote humanitarian principles in schools, conducted jointly with the Education Ministry and the Russian Red Cross over 15 years, aimed at promoting the sustainability of such teaching.

RED CROSS AND RED CRESCENT MOVEMENT

The region’s National Societies continued work to improve their legal base, management and performance and to provide family-links services, with ICRC and International Federation support. At a meeting in Kyiv, the leadership of Red Cross and Red Crescent Societies from countries of the former Soviet Union pledged to revise their statutes according to ICRC/International Federation recommendations.

The tracing service of the Ukrainian Red Cross received funding to pursue its family-links programme for detained migrants. Its first-aid capacity-building programme continued, with further volunteer training and first-aid competitions offered by the Crimean branch.

The Belarus Red Cross worked with the ICRC on dissemination and planned activities for migrants similar to those in Ukraine.

Russian Red Cross branches in the northern Caucasus consolidated their emergency preparedness and assistance programmes, with ICRC support. The home visiting nurses programme focused on chronically ill people in remote areas, as well as on the elderly and families of missing persons (see *Civilians*). In North Ossetia, IDPs, children and vulnerable people benefited from psychological and social support provided through Red Cross playrooms and a psychosocial centre in Beslan. In the tension-prone Prigorodny district, the North Ossetian branch built a playroom for both Ingush and Ossetian youngsters. The Ingush branch worked with the ICRC to launch a psychological and social support project for vulnerable groups in 2011.