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# Emergency Plan of Action (EPoA) Kyrgyzstan: Earthquakes

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF n° MDRKG012</b>	<b>Glide n° <a href="#">EQ-2017-000050-KGZ</a></b>
<b>Date of issue: 16 May 2017</b>	<b>Expected timeframe: 3 months 10 May - 10 August 2017</b>
<b>DREF allocated: CHF 205 918</b>	
<b>Total number of people affected: 1000 families (5,000 people)</b>	<b>Number of people to be assisted: 550 families (2,750 people)</b>
<b>Host National Society's presence (n° of volunteers, staff, and branches):</b> The National Disaster Response Team (NDRT) of the Red Crescent Society of Kyrgyzstan (RCSK) has over 90 experienced and trained disaster response members. The RCSK Osh Branch has over 20 staff and over 150 active volunteers, out of which 6 staff and 17 volunteers are currently involved in the earthquake response operation.	
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> The RCSK has been actively liaising with in-country partner national societies (PNSs) on the situation and identified needs following the earthquakes, including American, Austrian, German, Swiss Red Cross Societies, as well as the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC).	
<b>Other partner organizations actively involved in the operation:</b> The Ministry of Emergency Situation of the Kyrgyz Republic, United Nations Office for the Coordination of Humanitarian Affairs (OCHA), United Nations Children Fund (UNICEF), World Food Programme (WFP).	

## A. Situation analysis

### Description of the disaster

On **3 May 2017**, an **earthquake of 5.9** magnitude occurred in northern and central-northern Tajikistan near the border with Kyrgyzstan (at a depth of 10 kms), with the epicenter being 120 kilometers away from the city of Batken and 192 kilometers from the city of Osh in southern Kyrgyzstan. Several aftershocks occurred on the same and the following days, with **another strong earthquake of 5.8 magnitude** registered in the same area on **5 May 2017** (at a depth of 10 kms). While there were, fortunately, no human fatalities in Kyrgyzstan, the earthquakes resulted in **severe damages of infrastructure**, including **educational and health facilities and houses** in the **district of Chong Alay** of Osh province as well as the **district of Kadamjai** in Batken province.

According to the Ministry of Emergency Situations of the Kyrgyz Republic (MoES) and local administrations' assessments, **five villages** of Chong Alay district – **Kara-Myk, Jekendi, Kara-Teyit, Chuluk and Shabee** – suffered major damages. As of 8 May 2017, about **1,000 families** (including some **5,000 people**) were reported to have been affected by the quakes in these villages, with **537 houses destroyed** and **237 houses severely damaged** (refer to Table 1 below for more details). **Three local clinics, one school and a mosque** were also damaged. In addition, some **100 livestock (of sheep)** were reported to have been killed as a result of rockfalls in pastures following the earthquakes.

The MoES already distributed 550 summer tents to ensure that affected families whose houses had been destroyed had emergency shelter while governmental plans were underway to address longer-term needs. Twelve medical staff were also deployed to provide mobile emergency health services.

The Red Crescent Society of Kyrgyzstan deployed its **National Disaster Response Team** members from Osh Branch to the affected villages to **support the ongoing rapid assessment of priority needs and gaps started by the MoES**. The affected residents were found to be in immediate need of non-food items and construction materials for repairing their houses.

Table 1: Summary of damages in the assessed affected villages in Chong Alay district (Source: MoES, 8 May 2017).

#	Village	# of examined households	I category <sup>1</sup> / houses with minor damage	II category / houses with moderate damage	III category / houses needing major repairs	IV category / partially destroyed houses	V category / completely destroyed houses
1	Kara-Myk	394	21	44	104	218	7
2	Kara-Teyit	160	-	9	27	123	1
3	Shibee	124	11	23	36	54	
4	Jekendi	194	49	35	37	73	
5	Chuluk	127	-	33	33	61	
	<b>TOTAL</b>	<b>999</b>	<b>81</b>	<b>144</b>	<b>237</b>	<b>529</b>	<b>8</b>

Kyrgyzstan is highly prone to natural disasters due to its mountainous terrain and the impacts of climate change affecting the region. The country experiences more than 200 small-to-medium level disasters annually. The majority of them and the most frequent ones are flash floods, floods, mudflows, and landslides, which have a seasonal nature and tend to result in significant economic losses. Earthquakes are one of the major threats to the country's population and economy. While the frequency of earthquakes is less than floods and mudflows, they pose the greatest risk and have a high impact. The average number of population affected by earthquakes annually is estimated at 200,000 people and the average amount of GDP loss annually is some 200 million US dollars, according to recent World Bank analyses.

## Summary of the current response

### Overview of Host National Society

Following the earthquakes, the Red Crescent Society of Kyrgyzstan deployed its **National Disaster Response Team members from its Osh Branch** to the affected villages to support the ongoing needs assessments in Chong Alay district. The RCSK team also provided **psychosocial first aid services (PSSFA)** to people affected by the traumatic events. At the same time, in coordination with the MoES and local administrations, the National Society is currently in the process of dispatching **essential non-food items** from its prepositioned stocks. The RCSK will be distributing **hygiene kits, blankets and kitchen sets to 550 affected families** who are currently residing in the summer tents distributed by the MoES.

The Red Crescent Society of Kyrgyzstan (RCSK), established in 1926, is the largest local humanitarian organization in the country with nearly 200 staff and 2,000 active volunteers. The RCSK has its headquarters office in Bishkek, 1 Bishkek City branch and 7 regional branches in respective provinces. The National Society's Strategy 2017-2020 adopted in September 2016 outlines the key priorities in disaster preparedness and response, health, social care and organizational development. The RCSK's Disaster Management Department (DMD) is responsible for enhancing preparedness and response capacities of the National Society's NDRTs, provision of technical support to regional branches in their community-based disaster risk reduction initiatives, updating and testing national and regional contingency plans, early warning mechanisms, and ensuring that the implemented relevant activities are in line with the RCSK's community-based disaster risk reduction strategy. The RCSK DMD actively liaises with other stakeholders in the country, including with governmental and non-governmental organizations.

In the spring of 2017, the RCSK already effectively responded to some local disasters, including landslides in Jalal-Abad and Osh provinces, and mudflows in Talas. It was one of the active responders following the airplane crash near



A National Disaster Response Team member is carrying out a rapid needs assessment in one of the affected five villages.  
Photo: Red Crescent Society of Kyrgyzstan

<sup>1</sup> Classification of extent of damages sustained by houses is provided per the MoES' established system / level (Categories I, II, III, IV, and V).

Bishkek City in January 2017, mobilizing local resources and responding with psychosocial support and unconditional cash grants support.

### Overview of Red Cross Red Crescent Movement in country

The Red Crescent Society of Kyrgyzstan has ongoing partnerships with various Movement partners, including the IFRC, the ICRC and other National Societies in the areas of disaster risk reduction, public health care, social assistance, youth support, and organizational development. The RCSK has ongoing disaster risk reduction initiatives in Batken province (in partnership with German Red Cross), in Naryn and Jalal-Abad provinces (in partnership with German and Austrian Red Cross Societies), in Talas province (in partnership with Swiss Red Cross), in Osh City (in partnership with Austrian and American Red Cross Societies), and in Bishkek City (in partnership with American Red Cross). It also partners with the Italian and Spanish Red Cross and the Saudi Red Crescent Authority.

### Movement Coordination

The RCSK organizes regular coordination meetings among the RCRC partners to streamline the various ongoing activities and review progress and priorities. During emergency situations, the RCSK Disaster Management Department takes the lead in updating all RCRC and non-RCRC partners on the National Society's response activities and planned measures. Similar mechanism is established for this response operation as well.

### Overview of non-RCRC actors in country

The RCSK is coordinating its assessment and response activities with other non-RCRC actors, including governmental and non-governmental agencies, through the relevant established coordination mechanisms, such as coordination meetings organized by the Ministry of Emergency Situations and the Disaster Response Coordination Unit (DRCU). The DRCU is chaired by the UN OCHA and is a high-level coordination mechanism, established in 2008, with a mandate to coordinate the efforts of UN Organizations, the Red Cross and Red Crescent Movement, and local and international NGOs with the Government in disaster response. The DRCU is a member of the Inter-Ministerial Commission on Disaster Management and works closely with the MoES. The DRCU holds regular meetings to review the needs and planned and ongoing response of key stakeholders in case of disasters, such as the current one.

### Needs analysis, beneficiary selection, risk assessment and scenario planning

According to the rapid assessment results provided by the RCSK Osh Branch and data presented by the Ministry of Emergency Situations as of 8 May 2017, the majority of the affected people either lost their homes or suffered major damages in their houses and are in need of **essential non-food items, hygiene items, and construction materials**. The government started providing **emergency shelter** (out of which 550 tents already reached the affected villages) and is planning to deliver **additional support to meet longer-term shelter needs**. Meanwhile, the immediate needs to be met include essential household items.

The needs assessment conducted by the RCSK Osh Branch's NDRT – which involved consultations with local authorities, local MoES representatives and affected families from the five villages, doctors from local medical units and private entrepreneurs from local markets – concluded the following:

#### Shelter:

- 550 tents were distributed by the MoES.
- Some of the families live in yurts (i.e. traditional Kyrgyz mobile tents/nomad houses).
- Construction materials remain a first priority as the summer time is very short, reparation can only be done in the period from June till August until the cold season sets in).

#### Health:

- Local medical facilities are operational.
- Additionally, a mobile clinic (of the Ministry of Health) is operating in the affected area.

#### Water and hygiene:

- Water infrastructure is functioning.
- There is access to clean drinking water.

#### Food security:

- 16 small shops are operating in the affected areas.
- Every Monday, a bazaar (market) operates near Daroot-Korgon in the center of Chong Alay district.

**For this proposed DREF operation, the RCSK plans to provide the following relief services to the most-affected 550 families:**

- Provision of **essential-non-food (NFI) items** - including blankets, kitchen sets and hygiene kits from the RCSK pre-positioned stocks;
- Provision of **unconditional cash grants** to meet other immediate needs (including for recovering/replacing essential household items, and other items that are not included in the overall assistance).

The RCSK has sufficient pre-positioned stocks of NFI in southern Kyrgyzstan, and the NS stocks will be replenished from the support of this DREF allocation. For unconditional cash grants, the RCSK will continue analysing the market capacities and fund transfer modalities that would be the most efficient for target beneficiaries. Preliminary assessments indicate that the local markets are functional. In addition, the government is looking into supporting the local market capacities and attracting suppliers of various items, with focus on construction materials. In the past (following the Osh earthquake in November 2015), the RCSK used bank debit cards as the cash delivery mechanism. The National Society is considering the same mechanism again as an option since there are sufficient financial facilities existing and functioning in the affected area.

**Beneficiary selection:** Assistance will be provided to the most-affected families in close coordination with all other involved actors. The operation will **prioritize families with destroyed** (Category VI per MoES classification) **and completely destroyed houses** (Category V), equalling to **537 families** out of the total of 550 (assessed as of 8 November 2017). More detailed selection criteria will be developed at the early stage of the operation in close coordination with the MoES, social authorities, local administrations and other partners. The RCSK and the IFRC, guided by the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, will continue to provide services under this operation to the disaster-affected populations based on the prevailing needs and target the most vulnerable families (such as families with members with disabilities, single- and/or female-headed households, families with multi-children and others). Beneficiary selection will be done in consultation and close coordination with local communities, administrations, affected families, the MoES, and other stakeholders. Recognizing disaster victims as dignified human beings, the RCSK and its partners will ensure community participation during the process of beneficiary selection and identification of needs and options to meet needs. Guided by the IFRC's Gender Policy and pledge on non-discrimination and respect for diversity, the operation's beneficiary selection process will be sensitive to socially or economically-disadvantaged and excluded groups and will consider the issues of disability, gender, age, and minority. The operation is also committed to ensuring that all SPHERE Humanitarian Charter and Minimum Standards are met.

### **Risk Assessment**

The security situation in the country and affected areas are stable. **No major risks** are foreseen which would hinder the timely implementation of the operation, except **potential delays in implementation in two cases:** 1) if the spring season and related precipitation causes mudflows, landslides and consequent road blockages or 2) another major earthquake strikes the region. The RCSK has solid working relationships with respective government authorities, including the MoES, local administrations, and others, and can leverage joint resources in order to ensure timely access to the affected areas, should such challenges occur. The National Society also has the capacity to activate its strong volunteer network to respond to the needs of additional disaster-struck communities, as needed, therefore retaining the majority of its human resources for this ongoing relief operation.

## **B. Operational strategy and plan**

### **Overall objective**

The operation aims: ***to provide immediate assistance to 550 most-affected families through the distribution of essential non-food items as well as distribution of cash support.***

### **Proposed strategy**

With the support of this DREF operation, the Red Crescent Society of Kyrgyzstan aims to assist **550 most-affected families (including approx. 2,750 people)** through the distribution of essential non-food items (blankets, kitchen sets and hygiene kits) from the RCSK's pre-positioned stocks as well as through the provision of cash grants to enable the families to meet their immediate needs, such as other household items, reparation materials for their houses, family communication costs, etc.

**NFIs:** the NFI sets will include the following as per standard content:

- Blankets (five per family);
- Kitchen set (one set per family; standard IFRC-RCSK content);
- Hygiene kit (one kit per family; standard IFRC-RCSK content).

**Cash Grants:** The use of cash in emergencies have proved to be one of the most effective tools of assistance due to its flexibility in usage as well as ability to preserve the dignity of beneficiaries in making their own choice on how to best meet their immediate needs. The RCSK provided cash in the past on a number of occasions (e.g. in the 2015 earthquake-response operation in Osh, in the January 2017 airplane-crash response operation in Bishkek and in the 2012 floods response operation) and received positive feedback from the beneficiaries on this modality of support. In the mentioned response operations, the RCSK used various delivery mechanisms, including commodity vouchers (in 2012) and bank debit cards (in 2015 and 2017). The National Society is considering the same delivery mechanism as the one used in the 2015 Osh earthquake response operation (i.e. bank cards) since there are sufficient and functioning financial facilities in the affected area. Final decision on the selected mechanism will be made based on the further analysis of capacities which the RCSK is currently conducting. The RCSK plans to distribute **CHF 200 per target family** to enable them to meet their immediate needs. CHF 200 proposed to ensure coverage of immediate needs during 2 months, based on the average income in the country. The selection of beneficiaries for the cash grants and other activities will be carefully coordinated with other stakeholders, including the MoES to reach those most in need and avoid duplication of assistance.

**Beneficiary and community engagement and accountability:** Community engagement and accountability (CEA) is given a special consideration in all of RCSK's programmes. RCSK regularly collects feedback from target beneficiaries and integrates beneficiaries' and other stakeholders' suggestions for improvements in its programme activities. The National Society's headquarters and regional branches actively use social media for the provision of relevant and timely information to affected communities, and actively seek inputs from them to voice their concerns and report relevant issues through various channels, including from its first-line responders and volunteers.

For this operation, RCSK will implement the following CEA activities:

- Set up **suggestion boxes and information boards** and other feedback mechanisms at distribution points in the affected villages;
- Produce and distribute **information materials** on the RCSK's services (e.g. on unconditional cash grants, NFIs, and others as appropriate);
- Conduct **beneficiary satisfaction surveys** and age- and gender-sensitive **focus group discussions** (FGDs) among a sample of the affected population (as part of the post-distribution monitoring) to learn their opinion, needs and suggestions for improvements for RCSK's services.

## Operational support services

### Human resources

The Red Crescent Society of Kyrgyzstan has so far involved **seven experienced disaster management staff** from the headquarters and the Osh branch – including NDRT members as well as two Regional Disaster Response Team (RDRT) members with deployment experience in Ukraine, Armenia and Russia in 2016 for cash transfer programming support – and **17 volunteers**. Additional volunteers are being mobilized and **a total of at least 30 volunteers** are planned to be involved in the operation. All deployed volunteers are covered with accident insurance while participating in the operation.

### Logistics and supply chain

All non-food items to be distributed to the affected population and to replenish the RCSK prepositioned stocks will be procured locally in accordance with the RCSK-IFRC procurement guidelines and in adherence to the DREF guidelines. The National Society has its central warehouse for the southern regions located in Osh City which has sufficient capacity to store and dispatch procured goods. The RCSK has two cars operational in Osh. Additional fleet/transport will be rented for the delivery of goods to the affected areas. For the distribution of unconditional cash to affected families, the National Society will use financial structures in place that are fully-functional at the moment (banks and other financial institutions, as needed). The RCSK headquarters and its Osh Branch has extensive financial and programme management experience with established systems and Standard Operating Procedures.

### Information technologies (IT)

The RCSK's HQ and Osh branch will fully use the available IT technology (landlines, mobile phone network, internet, satellite, if needed) to ensure regular communication among the operation team members.

### Communications

The Red Crescent Society of Kyrgyzstan has a well-established and experienced communications unit at its headquarters in Bishkek, which has been sharing information on the disaster, its impact and actions undertaken and planned by the National Society and other stakeholders through various media outlets, including social media. The RCSK will continue, with support from the IFRC communications team as needed, to update population and stakeholders on the operational progress. Stories and photographs that depict the situation and response as well as

challenges will continue to be shared both locally and internationally on different platforms, including through local mass media, Facebook and Twitter, the RCSK and IFRC websites among others. The operation's communications strategy will focus on beneficiaries, their needs and challenges, as well as on preparation and risk reduction measures that can help earthquake prone communities to prepare for future disasters.

### **Security**

No potential security or safety issues are foreseen for this operation, except potential delays in implementation in two cases which are detailed above under Risk Assessment.

### **Planning, monitoring, evaluation, & reporting (PMER)**

Ongoing monitoring and evaluation will be an integral part of the operation, and will be carried out involving beneficiaries and other stakeholders in participatory approaches throughout the operation's timeframe. Weekly internal operation updates will be developed by the implementing team of the RCSK Osh Branch, feeding to the RCSK headquarters and further distributed to key stakeholders as necessary. Monthly financial and operational progress reports on key operational achievements and the planned activities for the next period will be submitted to the IFRC. The reports will reflect the numbers of beneficiaries disaggregated by gender. In addition, meetings with key stakeholders, performance reporting and field visits to track implementation progress will be carried out as required. Beneficiary satisfaction surveys and age- and gender-sensitive focus group discussions will be conducted in line with IFRC standards to evaluate beneficiaries' satisfaction towards the services received from the RCSK through this DREF operation. In addition, the RCSK Disaster Management Department will hold a 'lessons learnt workshop' at the end of the operation to evaluate key achievements and challenges and to improve the NS's response operations in the future.

This operation is expected to be implemented over three months, and will therefore be completed by 10 August 2017; a final report will be published on the IFRC website three months after the end of the operation, by 10 November 2017.

### **Administration and Finance**

The RCSK has extensive experience in the financial administration of DREF funds in compliance with IFRC's established financial procedures and DREF guidelines. The National Society's Finance Department at Headquarters and the RCSK Osh Branch have experienced and qualified financial officers. The RCSK undergoes an annual auditing process of its programmes, projects, conducted by an independent auditing firm every year.





## Budget

The operational budget (detailed below) reflects all planned relevant operational and administrative costs related to this response.

### Contact information

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## 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 (NGOs) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Humanitarian 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:



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace**.

# DREF OPERATION

12/05/2017

## MDRKG012 Kyrgyzstan: Earthquake

Budget Group	DREF grant budget
Shelter - Relief	0
Shelter - Transitional	0
Construction - Housing	0
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	13,750
Food	0
Seeds & Plants	0
Water, Sanitation & Hygiene	16,500
Medical & First Aid	0
Teaching Materials	0
Utensils & Tools	27,500
Other Supplies & Services	0
Emergency Response Units	0
Cash Disbursements	110,000
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>167,750</b>
Land & Buildings	0
Vehicles Purchase	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
<b>Total LAND, VEHICLES AND EQUIPMENT</b>	<b>0</b>
Storage, Warehousing	2,000
Distribution & Monitoring	7,600
Transport & Vehicle Costs	2,000
Logistics Services	0
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>11,600</b>
International Staff	0
National Staff	0
National Society Staff	2,000
Volunteers	3,300
<b>Total PERSONNEL</b>	<b>5,300</b>
Consultants	0
Professional Fees	0
<b>Total CONSULTANTS &amp; PROFESSIONAL FEES</b>	<b>0</b>
Workshops & Training	3,000
<b>Total WORKSHOP &amp; TRAINING</b>	<b>3,000</b>
Travel	0
Information & Public Relations	4,500
Office Costs	600
Communications	600
Financial Charges	0
Other General Expenses	0
Shared Support Services	0
<b>Total GENERAL EXPENDITURES</b>	<b>5,700</b>
Programme and Supplementary Services Recovery	12,568
<b>Total INDIRECT COSTS</b>	<b>12,568</b>
<b>TOTAL BUDGET</b>	<b>205,918</b>



# Kyrgyzstan, Earthquake: DREF Operation

