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Emergency Plan of Action Final Report

Kyrgyzstan: Earthquake



DREF Operation Final Report	DREF n° MDRKG011
Date of issue: 20 June 2016	Glide n° EQ-2015-000158-KGZ
Date of disaster: 17-18 November 2015	Operation end date: 19 March 2016
Operation start date: 18 November 2015	Operation budget: CHF 128,359
<p>Host National Society: The Red Crescent Society of Kyrgyzstan (RCSK) is the largest local humanitarian organization in the country with over 150 staff and more than 2,000 active volunteers across Kyrgyzstan. The RCSK has its headquarters in Bishkek, 1 city and 7 regional branches in respective provinces, including in the affected Osh province. The National Society has its strategic core programs in disaster preparedness and response, health, social care and organizational development, and has extensive experience in responding to local disasters. The RCSK Osh branch has 16 staff and over 100 active volunteers, out of which 7 staff and 12 volunteers were involved in the earthquake response operation.</p>	
<p>Number of people affected: 3,300 families¹</p>	<p>Number of people assisted: 510 families (2,550 people) in total, out of them 300 families (1,500 people) received cash grants besides NFIs</p>
<p>Red Cross Red Crescent partners involved in the operation: American Red Cross, German Red Cross, Qatar Red Crescent, Saudi Arabia Red Crescent, Spanish Red Cross, Swiss Red Cross and Turkish Red Crescent as well as the International Federation of Red Cross and Red Crescent (IFRC) and the International Committee of the Red Cross (ICRC).</p>	
<p>Other partner organizations involved in the operation: The Ministry of Emergency Situations of the Kyrgyz Republic, United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UNICEF and other members.</p>	

A. Situation analysis

Description of the disaster

An earthquake with 6.7 magnitude struck the Osh Province/Oblast of Kyrgyzstan on 17 November 2015, causing a wide range of damage in six districts of the province – Kara-Suu, Alay, Ozgon, Kara-Kulja, Aravan and Chong-Alay. During the night on 17-18 November, several aftershocks followed. According to the Ministry of Emergency Situations (MoES) of the Kyrgyz Republic, no human casualties occurred, but different levels of damage were sustained by houses, education facilities, mosques, community centers, health posts, and other infrastructure. The total number of affected communities in the six districts reached 39.

The number of the affected residents exceeded 15,000 people (which is about 3,300 families). Over 200 families were reported to have lost their houses while over 800 houses were reported to have been severely damaged². The Red Crescent Society of Kyrgyzstan deployed its experienced disaster response staff and volunteers to support the local authorities and the MoES in rapid assessments and was in the process of organizing emergency items distributions in the affected areas. The MoES set up tents in the worst-affected communities (Chaichi village of Kara-Suu District) and attended to the immediate needs of the population. The affected residents were in need of emergency shelter, warm clothes and other essential household items.



Rapid needs assessment in Chaychi village, Kara-Suu district.
Photo: Kyrgyzstan RC

¹ Source: Ministry of Emergency Situation of the Kyrgyz Republic and RCSK assessments

² Please refer to Table 1 for more details.

Table 1: Summary of the earthquake's impact in the affected districts of Osh Oblast
(Source: MoES, 19 November 2015)

#	district/ayil okmotyu	# of examined households	# of slightly damaged houses	# of partially damaged houses	# of severely damaged houses	# of completely destroyed houses	# of other damaged facilities
1	Kara-Suu	686	355	124	178	29	8
2	Alay	2,120	171	1,223	580	146	67
3	Ozgon	411	251	42	74	44	29
4	Kara-Kulja	132	120	12	0	0	4
5	Aravan	7	0	0	4	3	5
6	Chon-Alay	0	0	0	0	0	2
	Total	3,356	897	1,401	836	222	115

Summary of the response

Immediate response

Following the earthquake, the Red Crescent Society of Kyrgyzstan (RCSK) deployed its National Disaster Response Team (NDRT) members and experienced disaster management volunteers to the affected communities to conduct rapid needs assessments in Kara-Suu district. Additional assessments were done in other affected districts. At the same time, in coordination with the Ministry of Emergency Situations and local administrations, the National Society dispatched essential non-food items from its prepositioned stocks and the distribution process was organized in the affected areas of Kara-Suu district. The RCSK distributed hygiene kits, blankets and kitchen sets to 510 affected families. Hygiene kits were provided by the UNICEF.



Emergency relief distribution in Alay district.
Photo: Kyrgyzstan RC

Overview of the National Society

The Red Crescent Society of Kyrgyzstan is the country's largest local humanitarian organization, established in 1926, and a member of the International Red Cross and Red Crescent Movement. The National Society plays an important role in delivering essential services to the most vulnerable groups of population in the country, complementing the government's and other stakeholders' efforts in serving the most-in-need. The National Society has seven regional, one city level and 34 district level representations throughout Kyrgyzstan, with its headquarters based in Bishkek employing over 150 staff and working with over 2,000 volunteers across the country.

The Red Crescent Society of Kyrgyzstan, as anywhere else in the country, is an important stakeholder in Osh in addressing the acute needs of the vulnerable population, including disaster situations. The RCSK Osh Branch developed strong partnerships with local administrations and relevant government agencies, such as the local departments of the Ministries of Emergency Situations, Education, Health, Social Welfare, and others. In the framework of disaster relief, the RCSK Osh branch has a solid experience, including response to large-scale disasters such as the massive earthquake in Nura village in October 2008, public disorders and ethnic clashes (civil unrest) in June 2010, and small to medium scale disasters, such as mudflows and landslides that are consistent for this region.

Overview of the 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, American Red Cross, German Red Cross, Qatar Red Crescent, Saudi Arabia Red Crescent, Spanish Red Cross, Swiss Red Cross, Turkish Red Crescent and other Red Cross Red Crescent Societies. The current partnership projects, supported by various RCRC partners, are in line with the organization's Strategy 2010-2018 and involve disaster risk reduction, public health care, social assistance, youth support, and organizational development. The RCSK's total program portfolio in 2015 consisted of 20 projects that served over 95,000 direct and 350,000 indirect beneficiaries with an overall budget of 72 million Kyrgyz Soms (equivalent to USD 1.1 million as of May 2016).

Movement Coordination

The RCSK organizes regular coordination meetings with its RCRC partners to streamline their activities and review progress and priorities. During emergency situations, the RCSK Disaster Management Department takes the lead in updating all partners (RCRC and non-RCRC) on the National Society's response activities and planned measures.

Overview of non-RCRC actors in country

The RCSK is coordinating its assessment and response activities with other actors, including governmental and non-governmental agencies, through the relevant established coordination mechanisms, including coordination meetings organized by the Ministry of Emergency Situations and through the Disaster Response Coordination Unit (DRCU). The DRCU is chaired by the UN OCHA Office representing 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, local and international NGOs and the Kyrgyz Government in disaster response. The DRCU is a member of the Inter-Ministerial Commission on Disaster Management and works closely with the MoES.

Needs analysis and scenario planning

RCSK's pre-positioned stocks of relief items played a crucial role in supporting the affected population in the early days. While other agencies (including the MoES) were mobilizing resources/items from other regions, the RCSK's warehouse in Osh had sufficient stocks for the first wave of distributions within the first 48 – 72 hours. RCSK reached 510 families within the first two weeks following the earthquake. The affected families received blankets, kitchen sets, and hygiene kits/items (300 of which were provided by UNICEF).

Trained staff and volunteers conducted preliminary / rapid needs assessments, using established RCSK assessment forms. Close coordination took place with the MoES and local administrations for a triangulation of the collected data. The RCSK's assessment results/data fed into the overall joint situational analyses in the early days. Following the activation of the Southern REACT (Rapid Emergency Assessment and Coordination Teams) at the DRCU meeting on 20 November 2015 (within the established procedures), the RCSK took part in multi-agency multi-sectorial assessments of REACT, and the trained RCSK staff and volunteers played an important role due to their extensive experience and strong competencies in conducting assessments.



Distribution of cash grants (debit cards) for the affected families.
Photo: Kyrgyzstan RC

Human resources for conducting assessments – quantity and competence – were adequate. The training of NDRT members will continue on an annual basis so as to build up additional capacities of relevant staff and volunteers on different aspects, including needs assessments, data analysis, first aid and psycho-social support during first visits while conducting assessments (through specific training, refreshers).

The beneficiary selection was conducted in collaboration with the local administrations and the Ministry of Emergency Situations. Upon the selection of 300 target families, beneficiary verification took place. The selection criteria included the following:

The beneficiary selection was conducted in collaboration with the local administrations and the Ministry of Emergency Situations. Upon the selection of 300 target families, beneficiary verification took place. The selection criteria included the following:

- Severity of damage of houses (families with completely destroyed – category 5 – and extremely damaged houses – category 4);
- Families with members with disabilities;
- Families with a single parent;
- Families with more than five children and with low income.

RCSK collected the necessary documents from the beneficiaries to open bank accounts on their behalf at the RSK Bank. RCSK and RSK Bank worked closely on opening accounts and issuing debit cards (provided by RSK Bank for free due to the humanitarian nature of the transactions) for the selected beneficiary families.

The distribution of debit cards was conducted jointly by RCSK, the RSK Bank's representatives and the local administrations in February 2016 for 300 affected families in 4 districts.

Districts	Kara-Suu	Alay	Ozgon	Aravan	Total
Number of families reached with RCSK cash grants (CHF 220)	154	100	42	4	300

Beneficiary Satisfaction Survey (BSS)

2-4 weeks after the cash grants distribution, the RCSK conducted beneficiary satisfaction surveys in the operational areas to consult the beneficiaries on the effectiveness of the RCSK's response activities in order to receive feedback

for improvement. Overall, the beneficiaries expressed their appreciation about the RCSK's response both at the early stages as well as in the following months, highlighting the timeliness and appropriateness of the provided support.

In addition, RCSK staff and volunteers collected information on how the surveyed beneficiaries spent their cash. The majority of the surveyed residents spent those funds on construction materials and food items.

Most of the beneficiaries were acquainted with the chosen bank partner due to its wide network in the country. It was convenient for the beneficiaries to have cash withdrawal facilities (ATMs) in every location.

B. Operational strategy and plan

Overall objective

The operation was aimed to provide immediate assistance to the most affected 300 families (1,500 people) through the distribution of essential non-food items as well as the distribution of cash grants. However, the National Society had enough capacities to provide the necessary assistance to 510 families (2,550 persons) in total instead of the originally planned 300. Out of the 510 households, 300 received cash assistance.

Initially it was planned to focus on the most affected areas with the biggest number of earthquake-affected families. After negotiating with partners and the state authorities it was decided to provide humanitarian assistance in four affected districts in Osh province (Alay, Kara-Suu, Ozgon and Aravan).

Implemented strategy

With the support of this DREF operation, the Red Crescent Society of Kyrgyzstan assisted the 300 most-affected families (1,500 people) with essential non-food items (blankets, kitchen sets and hygiene kits) from the RCSK's pre-positioned stocks. Besides this the National Society provided cash grants to 300 families in the amount of CHF 220 per family to enable them to meet their immediate cash needs for buying firewood and fuel for heating, food and household items, warm clothes, repair materials for their houses, etc.

Table 2: NFI distributions in the affected districts of Osh Oblast (Source: Kyrgyzstan RC, 1 December 2015)

No	District name	Number of households reached	Blankets	Kitchen sets	Hygiene kits	Soap (pieces)	Jerry cans (10 L)
1	Alay	183	915	183	103	488	61
2	Kara-Suu	192	870	174	190	0	126
3	Ozgon	135	255	51	113	204	113
Total		510	2,040	408	406	692	300

The RCSK non-food items (NFI) sets included the following:

- Blankets (5 pieces per family);
- Kitchen sets (1 set per family);
- Hygiene kits (1 set per family).



RCSK is distributing blankets for the affected families in Kara-Suu district. Photo: Kyrgyzstan RC

The contents of a standard hygiene kit were as follows:

#	Item	Quantity per family
1.	Toilet soap	4 pieces
2.	Laundry soap	4 pieces
3.	Washing powder	2 packs
4.	Bath towel	2 pieces
5.	Facial tissue	4 packs
6.	Tooth paste	2 tubes
7.	Toothbrush	5 pieces
8.	Shampoo	2 pieces
9.	Feminine pad	4 packs
10.	Disposable razor	5 pieces (1 pack)
11.	Shaving gel	1 piece
12.	Toilet paper	4 rolls
13.	Liquid soap	1 pieces
14.	Dishwashing powder	2 packs
15.	Dishwashing liquid	2 pieces

Cash grants: The use of cash in emergencies was proved to be as one of the most effective tools of assistance due to its flexibility in usage as well as preserving the dignity of beneficiaries in making their choices. The RCSK had already provided cash (commodity vouchers) in the past, during the floods response operation of 2012, and received a positive feedback from the beneficiaries on this tool. RCSK distributed CHF 220 per target family for their immediate and early recovery needs. The selection of beneficiaries for the cash grants and other activities was carefully coordinated with other stakeholders, including the MoES, in order to reach out to the most-in-need residents and to avoid a duplication of assistance. In total, 300 families received cash grants, thus reaching approx. 1,500 people.

Operational support services

Human resources (HR)

RCSK deployed seven experienced disaster management staff (NDRT members) and 12 well-trained volunteers during the first days of the response operation in the affected areas. New volunteers were also mobilized. In total, 50 volunteers were involved in the operation in Bishkek and Osh, all of them covered with accident insurance (IFRC insurance) during the operation.

Logistics and supply chain

All non-food items were procured locally in accordance with the RCSK-IFRC procurement guidelines and in coherence with the DREF guidelines and were distributed to the affected population. The RCSK's prepositioned stocks were replenished. The National Society has a central warehouse for the southern regions located in Osh City which has the sufficient capacity to store all procured goods. The RCSK has two vehicles operational in Osh. An additional transport fleet was rented for delivering goods to the affected areas. Regarding the unconditional cash grants, the National Society used the available financial structures in place that were fully functional at the time (banks, other financial institutions, as needed). The RCSK headquarters and its Osh branch have extensive financial and programme management experience, with established systems and SOPs.

Communications and media relations

The Red Crescent Society of Kyrgyzstan has a well-established and experienced communications unit at its headquarters in Bishkek, which was sharing information on the disaster, its impact and the actions planned and undertaken by the National Society and other stakeholders through various media sources, including the social media. Situation reports were provided for stakeholders and partners. Stories and photographs depicting the situation and response as well as challenges were shared both locally and internationally on different platforms, including the local mass media, Facebook and Twitter, RCSK and IFRC websites. The operation's communications strategy was focused on beneficiaries, their needs and challenges, as well as on risk reduction measures that can help the earthquake-prone communities to prepare for future disasters.

Security

No security or safety biases occurred during this operation. The RCSK has solid working relationships with the respective government authorities, including the MoES, the local administrations and others. The National Society also has the capacity to activate its strong volunteer network to respond to the needs of additional disaster-struck communities if needed, thus preserving the majority of its human resources for its ongoing operations.

Planning, monitoring, evaluation, & reporting (PMER)

PMER formed an integral part of the operation out involving beneficiaries and other stakeholders utilizing participatory approaches throughout the operation's timeframe. The RCSK teams were regularly visiting the affected areas to monitor the implementation of the planned activities and to do market research and a beneficiary satisfaction survey.

The RCSK's administration and finance units were closely involved to support the operation. The RCSK ensured the proper use of financial resources in accordance with the IFRC standards and DREF guidelines. The full allocated amount was spent for the operation, and the balance was closed. The final financial report is attached to this report.

C. DETAILED OPERATIONAL PLAN

Quality programming / Areas common to all sectors

<p>Outcome 1: The quality of this operation and future operations is improved</p> <p>Output 1.1 The RCSK will be monitoring and deploying the team based on the situation, as well as analyses the situation from assessments and performs further monitoring.</p> <p>Output 1.2: A Beneficiary Satisfaction Survey and a lessons learned workshop are organized at the end of the operation.</p>
<p>Activities</p> <ul style="list-style-type: none"> • Detailed assessments and beneficiary selection criteria development in collaboration with other stakeholders, including community members, local administrations, MoES, and others. • Mobilize volunteers for the implementation of activities upon the information • Monitoring visits • Coordination meetings at provincial and national levels • Beneficiary satisfaction survey • DREF Operation Lessons Learned Workshop to review achievements, challenges and develop recommendations for future operations • Situation/progress updates (regular: weekly, monthly) and final report

Non-food items/Emergency household item

<p>Outcome 1: Immediate needs of the affected families are met.</p> <p>Output 1.1: Essential household items (NFIs) are provided to the target population.</p>
<p>Activities</p> <ul style="list-style-type: none"> • Detailed needs assessment • Beneficiary selection in collaboration with local communities, administrations and other stakeholders • Procurement of NFIs, transport (supply-chain control) • Mobilization of volunteers • Beneficiary registration • Relief distributions (from pre-positioned stocks and following procurement, as needed) • Monitoring of progress and reporting • Beneficiary satisfaction surveys
<p>Outcome 2: Emergency stocks of the RCSK that were used to provide immediate assistance to affected families are replenished.</p> <p>Output 2.1: NFI stocks procured and delivered to RCSK Osh Warehouse.</p>
<p>Activities</p> <ul style="list-style-type: none"> • Procurement of NFIs, transport (supply-chain control)

- Monitoring of progress and reporting

Outcome 3: Immediate and early recovery needs of the affected families are met.

Output 3.1: Cash grants are provided to the target population.

Activities

- Detailed needs assessment and market analysis
- Beneficiary selection in collaboration with local communities, administrations and other stakeholders
- Setting up cash distribution system per available financial structures
- Beneficiary registration
- Cash distributions
- Monitoring of progress and reporting
- Beneficiary satisfaction surveys

Table 3: Market Research Analysis

	Kara-Suu District		Alai District		Uzgen District	
	Income in KGS	Income in CHF	Income in KGS	Income in CHF	Income in KGS	Income in CHF
Average income of a household per month	7,500	102	5,000	68	6,500	88
Food Items						
	Price in KGS	Price in CHF	Price in KGS	Price in CHF	Price in KGS	Price in CHF
Flour (50 kg)	1,250	17	1,400	19	1,250	17
Vegetable oil (5 litres)	425	6	480	7	455	6
Sugar (50 kg)	2,450	33	3,000	41	2,250	30
Rice (50 kg)	4,500	61	5,500	75	5,000	68
Non-Food Items						
	Price in KGS	Price in CHF	Price in KGS	Price in CHF	Price in KGS	Price in CHF
Coal (50 kg)	250	3	250	3	250	3
Coal (1,000 kg)	5,000	68	5,000	68	5,000	68
Cement (50 kg)	400	5	350	5	400	5
Cement (1,000 kg)	8,000	108	7,000	95	8,000	108
Average public transport cost to Osh City	50.0	0.7	200.0	2.7	100.0	1.4

Source of information: RCSK Osh branch team collected data in 3 most affected districts.

General achievements

NFI distributions:

- Preparedness for response: The RCSK's pre-positioned stocks of relief items played a crucial role in supporting the affected population in the early days. While other agencies, including the MoES, were mobilizing resources/items from other regions, the RCSK's warehouse in Osh had sufficient stocks for first distributions that took place within 48 – 72 hours. RCSK reached a total of 510 families within the first two weeks following the earthquake. The affected families received blankets, kitchen sets, and hygiene kits/items (300 of which were provided by UNICEF).
- Partnerships with other agencies: Distributions took place in close coordination with the MoES and in collaboration with other agencies. As such, UNICEF approached RCSK with their suggestion to distribute additional hygiene kits (that included jerry cans) from UNICEF stocks. Due to the joint decision-making procedures, the process slowed down a bit, but overall, working in partnerships with other agencies was rewarding due to an experience exchange and leveraging/optimizing resources for the benefit of the affected population.
- Clear RCSK standard operating procedures (SOPs) in case of emergencies, i.e. the division of roles and responsibilities between regional branches and HQ, lines of communication, coordination mechanisms, etc., helped to facilitate timely and effective distributions and other activities. The preparedness level of the RCSK Osh branch

with experienced staff and trained volunteers was also a key contributing factor to the operation's effectiveness.

Cash grants distributions:

- Within the DREF operation RCSK distributed unconditional cash grants for 300 targeted households to enable the worst-affected families to meet their immediate needs including coal, food items, and other essential household items.
- Market analysis was conducted to assess/confirm the functionality of local markets and the availability of key items in sufficient quantities and at reasonable prices. Following the analysis, the cash amount was set at CHF 220 = KGS 16,232 per affected household. The amount was identified as sufficient for beneficiary families to purchase staple food for their families (in average 5 members per family) for at least two months or essential non-food items in adequate quantity (e.g. three tons of coal, sufficient construction materials)
- Cash flow mechanisms were assessed to understand the most appropriate cash transfer modality for the grants distributions. The functionality of the post offices and various banks was reviewed, and conclusions were drawn based on the outreach of a particular cash transfer mechanism, coverage in the affected districts, liquidity / availability of cash, associated risks, security issues, the comfort of the beneficiaries, and other factors. Additional consultations were held with the beneficiaries and the local administrations. As a result, a particular local bank (RSK) was selected, and further discussions were held with the Bank's representatives.

General challenges

The following challenges were faced by the National Society during the implementation of the operation:

- The selection process took more time than it was planned, due to the MoES's decision to conduct a secondary analysis of the houses damages and the recommendations to cover the most affected households (damage category 4 and 5).
- The challenges during the process of issuing debit cards were related to the poor quality of the documents provided. Therefore the opening of the bank accounts required more time and resources for additional follow-up / communication with beneficiary families, change of main recipient in a beneficiary family for various reasons (e.g. travel abroad, due to sickness of an initial main recipient, and other reasons). The good collaboration between RCSK and RSK Bank facilitated the speedy processing of the needed documentation.
- Not clear information on gaps and response activities of the MoES as well as plans of other organizations at the early stages (within the first days and the first weeks following the disaster). Constant coordination at provincial and national levels helped to clarify and to take well-informed decisions.
- Challenges during preparations for cash grants distributions, such as poor quality of beneficiary ID copies for opening bank accounts, lengthy process of beneficiary list verification in coordination with other agencies – these all required additional time and adaptability of plans/schedules.

Lessons learned

The RCSK's Disaster Management Department held a "lessons learned" workshop at the end of the operation to evaluate key achievements and challenges in order to improve the NS response operations in the future.

The following are the main recommendations of the participants to improve preparedness and future response initiatives of the RCSK:

- Pre-disaster agreements with relevant stakeholders (such as UNICEF) to expedite implementation of activities during disasters, if feasible.
- Renew relevant agreements / MoUs with respective government agencies.
- Exploring the possibilities of setting up a RCSK National Emergency Response Reserves and Funds (NERRF) to mobilize resources before and during disasters.
- Exploring the setting up of psychological counselling services for RCSK staff and volunteers during and after emergency response missions. Strengthen PSS training for staff and volunteers.
- Exploring procedures for systemic rotational deployment of HR from other Branches/regions of the country for large-scale disasters.
- Continue simulation exercises / practical hands-on training for staff and volunteers.
- Continue investing in institutional preparedness of RCSK (HR, other resources) and community-based disaster risk management initiatives to build up capacities of RCSK regional branches, community volunteers, and to strengthen partnerships with relevant stakeholders on the ground.
- Exploring staff insurance issues.

A summary on the "lessons learned" workshop has been attached (please see the annex).

D. BUDGET

The DREF allocation of CHF 128,359 has been spent in accordance with the approved budget and in line with the planned activities. After finalizing the operation, there is a balance of CHF 356 which will be returned to the DREF account.

The Red Crescent Society of Kyrgyzstan and the IFRC wish to express their gratitude to the European Union's DG ECHO and the Netherlands Red Cross / SEF for their generous contributions to replenish the DREF allocations that were spent during the operation.

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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 (NGO's) 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.





Национальное Общество
Красного Полумесяца
Кыргызской Республики



Lessons Learned Workshop: RCSK Earthquake Response Operation in Osh Province (with support of DREF MDRKG011)

Background:

An earthquake with 6.7 magnitude struck the Osh Province of Kyrgyzstan at 23:29 local time on 17 November 2015, causing a wide range of damage in 6 districts of the province – Kara-Suu, Alay, Ozgon, Kara-Kulja, Aravan and Chong-Alay. Several aftershocks followed the same night and next day, with the earthquake affecting over 3,400 families in the region. The Red Crescent Society of Kyrgyzstan (RCSK) Osh Branch staff and volunteers were among the first ones on the ground, conducting needs assessments in the earthquake-struck communities, providing psychological first aid to the affected people and distributing essential household items (NFIs) within the first 24 hours after the disaster. Following the preliminary assessments and considering other partners (Ministry of Emergency Situations, other governmental organizations, local and international NGOs) response plans, the RCSK requested the IFRC's support from the Disaster Relief Emergency Fund. The National Society's request for CHF 128,359 to support 1,500 the most-affected people through NFI and cash distributions was approved on 20 November 2015, with an operation framework for 4 months (until 20 March 2016).

Upon completion of the RCSK's earthquake response operation in Osh, the National Society's Disaster Management Department (DMD) initiated a lessons learned workshop in March to review the achievements of the operation as well as to discuss challenges, adopted solutions, and to develop recommendations for improvement of the RCSK's disaster preparedness and response systems and processes.

Dates: 10 – 11 March 2016

Participants (Please see Annex 1 for the complete list of participants):

- RCSK Osh Branch representatives (staff, volunteers)
- RCSK HQ Disaster Management (DM) Department
- RCSK HQ other departments (Health, Social Care)
- Other Regional Branch Directors and DM focal points (from Talas, Chui, Naryn, Issyk-Kul, Jalal-Abad and Batken provinces)

Overall objective of the workshop:

- To review the effectiveness of the RCSK earthquake response operation and to identify best practices and aspects for improvement for future RCSK emergency response operations.

Expected results:

ER1: The quality of the response operation's various aspects reviewed (needs assessment – timeliness and quality; NFI and cash distributions – effectiveness, relevance to needs, speed; coordination – within the RCSK and with external partners; communication – within the RCSK and outside; beneficiary participation in decision-making, financial management and cost-effectiveness, monitoring and reporting) and discussed by the workshop participants;

ER2: Underlying factors of success (best practices) and/or failure (lessons learned / aspects to improve) identified and recommendations developed for further reinforcement of best practices and dissemination of lessons learned within the organization.

Agenda:

Day 1

Session 1: Overview of the operation since the start, key achievements and challenges (led by RCSK Osh Regional Branch and RCSK Head of DM).

Session 2: Needs assessments: Rapid RCSK assessment, detailed multi-agency multi-sectoral assessments, processes and challenges (led by RCSK Osh and Batken NDRT team members).

Session 3: Distributions: Beneficiary selection, verification, NFI and cash distributions, and beneficiary satisfaction surveys.

Session 4: Coordination and communication in emergencies: What worked well? What should be improved?

Day 2

Session 5: Aspects for improvement: Detailed analysis.

Session 6: Aspects to replicate / maintain in the RCSK's preparedness/contingency plans and community-based risk reduction programming

Session 7: Summary of recommendations and next steps: Detailed analysis.

Section 1 - Summary of key discussion points¹:

Early response (within 24 – 72 hours and first week):

- RCSK Osh Branch trained National Disaster Response Team (NDRT) members – staff and volunteers – were deployed within 24 hours following the earthquake, who conducted rapid needs assessments and provided psychological first aid to the affected families.
- RCSK dispatched NFIs from prepositioned stocks, reaching the most-affected Kara-Suu district within 48 – 72 hours, distributing essential household items to 160 families.
- Within five days following the disaster, in close collaboration with local administrations and the Ministry of Emergency Situations (MoES), RCSK reached 333 affected families with humanitarian aid in 3 most-affected districts.

No	District Name / Date of Distribution	Number of households reached with RCSK humanitarian aid	Blankets	Kitchen Sets	Hygiene Kits	Soap (pieces)
1	Alai / 21.11.2015	122	610	122	42	488
2	Kara-Suu / 19-20.11.2015	160	810	160	64	0
3	Uzgen / 22.11.2015	51	255	51	-	204
Total		333	1,675	333	106	692

- Coordination with external partners took place starting from Day 1 at both provincial and national levels (by RCSK Osh Branch and HQ DMD respectively) within the established coordination mechanisms.
- Communication (external): Updates for IFRC DMIS were submitted online within 24 hours following the earthquake. Daily DMIS updates continued until publication of DREF bulletin/EPoA. In addition, daily updates were submitted to OCHA – Secretariat of the Disaster Response Coordination Unit (coordination mechanism at national level). Additional regular email updates on the situation and the RCSK response were provided to RCRC partners and relevant non-Movement partners / donor organizations (such as ECHO, private sector partners, and others).
- Based on preliminary needs assessments and considering other agencies' plans, RCSK decided on requesting DREF and initiated communication with IFRC counterparts in Central Asia (based in Dushanbe, Tajikistan) within 48 hours following the disaster. Within 48 hours, RCSK submitted the relevant EPoA and budget to IFRC for review and approval. Within 72 hours, IFRC approved the RCSK's DREF request.

Needs assessments:

- Trained staff and volunteers conducted preliminary / rapid needs assessments, using established RCSK assessment forms. Close coordination took place with the Ministry of Emergency Situations and local administrations for triangulation of data. The RCSK assessment results/data fed into the overall joint situational analyses in the early days.

¹ The notes in this section summarize the main highlights of / reflections on the RCSK activities at different stages and/or of specific components as well as relevant challenges that were reviewed by the workshop participants and analyzed/discussed in detail. The overall best practices, lessons learned and recommendations are summarized under Section 2.

- Following the activation of Southern REACT (Rapid Emergency Assessment and Coordination Teams) at DRCU meeting on 20 November 2015 (within the established procedures), the RCSK took part in multi-agency multi-sectoral assessments of REACT and the trained RCSK staff and volunteers played an important role / were an added value due to their extensive experience / strong competencies in conducting assessments.
- Human resources for conducting assessments – quantity and competence – were adequate. *Reflection:* Continue training NDRT members on a yearly basis and build up additional capacities of relevant staff and volunteers on different aspects, including needs assessments, data analysis, and psychological first aid during first visits / while conducting assessments (through specific training, refreshers).

NFI distributions:

- Preparedness for response: RCSK pre-positioned stocks of relief items played a crucial role in supporting the affected population in the early days. While other agencies, including the MoES, were mobilizing resources/items from other regions, the RCSK's warehouse in Osh had sufficient stocks for first distributions that took place within 48 – 72 hours. RCSK reached a total of 510 families within the first two weeks following the earthquake. The affected families received blankets, kitchen sets, and hygiene kits/items (300 of which provided by UNICEF).

No	District Name	Number of households reached with NFIs by RCSK	Blankets	Kitchen Sets	Hygiene Kits	Soap (pieces)	Jerry Cans (10 l)
1	Alai	183	915	183	103	488	61
2	Kara-Suu	192	870	174	190	0	126
3	Uzgen	135	255	51	113	204	113
Total		510	2,040	408	406	692	300

- Partnerships with other agencies: Distributions took place in close coordination with the MoES and in collaboration with other agencies. As such, UNICEF approached RCSK with their suggestion to distribute additional hygiene kits (that included jerry cans) from UNICEF's stocks. *Challenges:* At times, due to other agencies' speed in decision-making / procedures, the process slowed down a bit, but overall, working in partnerships with other agencies was rewarding due to experience exchange and leveraging/optimizing resources for the benefit of the affected population. *Reflection:* If feasible, look into having a pre-emergency agreement with possible partners, such as UNICEF (suggestion came from UNICEF representatives).
- Clear RCSK SOPs in case of emergencies, i.e. division of roles and responsibilities between regional branches and HQ, lines of communication, coordination mechanisms, etc., helped to facilitate timely and effective decision-making on distributions and implementation of other activities. Preparedness level of the RCSK Osh Branch, experienced staff, trained volunteers were also a key contributing factor to the operation's effectiveness. *Reflection:* Continue enhancing the RCSK's institutional preparedness for response and building up regional branches capacities (through relevant training, simulation exercises, testing SOPs, and others) and prepositioning sufficient reserves / stocks.

Cash grants distributions:

- Within the DREF EPoA, RCSK planned the distribution of unconditional cash grants for 300 target households to enable the worst-affected families to meet their immediate needs (including for heating materials during winter such as coal, food items, and other essential household items).

- Market analysis was conducted to assess/confirm the functionality of local markets and availability of key items in sufficient quantities and reasonable prices. Following the analysis, the cash amount was confirmed at CHF 220 = KGS 16,232.04 (x-rate CHF 1 = KGS 73.782) per affected household. The amount was identified as sufficient for beneficiary families to purchase staple food for their families (average a 5-member family) for at least 2 months or essential non-food items in adequate quantity (e.g. 3000 kg of coal, sufficient construction materials)

	Kara-Suu District		Alai District		Uzgen District	
	Price in KGS	Price in CHF	Price in KGS	Price in CHF	Price in KGS	Price in CHF
Average income of a household per month	7,500	102	5,000	68	6,500	88
Food Items						
	Price in KGS	Price in CHF	Price in KGS	Price in CHF	Price in KGS	Price in CHF
Flour (50 kg)	1,250	17	1,400	19	1,250	17
Vegetable Oil (5 liters)	425	6	480	7	455	6
Sugar (50 kg)	2,450	33	3,000	41	2,250	30
Rice (50 kg)	4,500	61	5,500	75	5,000	68
Non-Food Items						
	Price in KGS	Price in CHF	Price in KGS	Price in CHF	Price in KGS	Price in CHF
Coal (50 kg)	250	3	250	3	250	3
Coal (1000 kg)	5,000	68	5,000	68	5,000	68
Cement (50 kg)	400	5	350	5	400	5
Cement (1000 kg)	8,000	108	7,000	95	8,000	108
Average public transport cost to Osh City	50.0	0.7	200.0	2.7	100.0	1.4

- Cash flow mechanisms were assessed to understand the most appropriate cash transfer modality for the RCSK grants distributions. Functionality of post offices and various banks were reviewed, and conclusions drawn based on the outreach of a particular cash transfer mechanism, coverage in the affected districts, liquidity / availability of cash, associated risks, security issues, convenience for beneficiaries, and other factors. Additional consultations were made with beneficiaries, local administrations. As a result, a particular local bank (RSK) was selected and further discussions held with the Bank representatives on implementation of the activities.
- Beneficiary selection was conducted in collaboration with local administrations and the Ministry of Emergency Situations. *Challenges*: The process was lengthier than initially anticipated, since the MoES decided to conduct secondary analysis of the damages sustained by houses and to provide recommendations on the most-affected households (damage category 4 and 5). Upon selection of 300 target families, beneficiary verification took place. The selection criteria included the following:
 - Severity of damage of houses (families with completely destroyed – category 5 –and severely damaged houses – category 4 – prioritized);
 - Families with members with disabilities prioritized;
 - Families with a single parent prioritized;
 - Families with more than five children and with low income prioritized.
- RCSK compiled documents from beneficiaries to open bank accounts at RSK Bank. RCSK and RSK Bank worked closely on opening accounts and processing banking cards (provided by RSK Bank for free due to humanitarian nature of the RCSK transactions) for the selected beneficiary families. *Challenges* during the process included poor quality of documents provided, requiring more time and resources for additional follow-ups/communication with beneficiary families, changing of a

main recipient in a beneficiary family for various reasons (e.g. travel overseas, due to sickness of an initial main recipient, and other reasons). *Reflection*: Good collaboration between RCSK and RSK Bank facilitated speedy processing of needed documentations.

- Distributions of banking cards were conducted jointly by RCSK, RSK Bank representatives and local administrations in February 2016 for 300 affected families in 4 districts.

	Kara-Suu	Alai	Uzgen	Aravan	Total
Families reached with RCSK cash grants of CHF 220	154	100	42	4	300

Beneficiary Satisfaction Survey (BSS):

- At the end of February and beginning of March, RCSK conducted beneficiary satisfaction surveys in the operational areas to consult beneficiaries on the effectiveness of the RCSK response activities and to receive feedback for improvement. Overall, the beneficiaries expressed positive opinion about the RCSK response both at early stages as well as in the following months, highlighting the timeliness and appropriateness of the provided support.
- In addition, the RCSK staff and volunteers collected information on how the surveyed beneficiaries spent their cash. The majority of the surveyed spent on construction materials and food items.

Section 2 - Summary of lessons learned, best practices and recommendations (condensed):

OVERALL OPERATIONAL MANAGEMENT

What Worked Well

Challenges and Lessons Learned

- ✓ Team work and good cooperation between RCSK Osh Branch and RCSK HQ with clear division of roles and good understanding of responsibilities due to clear SOPs.
- ✓ Adequate level of preparedness of RCSK at the time of disaster: sufficient resources - HR (quantity and competency), NFIs.
- ✓ Timely deployments for needs assessments, NFI distributions, and other response activities.
- ✓ Appropriateness of the carried-out response activities to the needs of beneficiaries.
- ✓ Strategic management of available resources, attracting other Branch's staff and volunteers for appropriate time-frame as needed (Batken supporting Osh with needs assessment);
- ✓ Good partnerships established pre-disaster with key stakeholders, including community leaders, local administrations, Regional Departments of MoES, other government agencies. I.e. established competency of the RCSK as an emergency response and DRR actor.
- ✓ Effective internal and external communication and coordination.
- ✓ Adaptability of the RCSK team (Osh, HQ) to evolving situation, needs; flexibility to review the plan and change per needs on the ground (adaptive/situational leadership);
- ✓ Partnerships established with additional organizations, such as RSK Bank, UNICEF, and other agencies.

- ✓ Not clear information on gaps and response activities of the MoES as well as plans of other organizations at the early stages (within the first days and the first weeks following the disaster). Constant coordination at provincial and national levels helped to clarify and to take well-informed decisions.
- ✓ Challenges during preparations for cash grants distributions, such as poor quality of beneficiary ID copies for opening bank accounts, lengthy process of beneficiary list verification in coordination with other agencies – these all required additional time and adaptability of plans/schedules.
- ✓ Continue investing in institutional preparedness of RCSK (HR, other resources) and community-based disaster risk management initiatives to build up capacities of RCSK regional branches, community volunteers, and to strengthen partnerships with relevant stakeholders on the ground.

- ✓ Clear beneficiary selection criteria helped to focus on the most-affected families in organizing distributions, particularly, cash distributions.
- ✓ Market analysis and beneficiary satisfaction surveys provided valuable information for decision-making and drawing recommendations.

FINANCIAL MANAGEMENT

What Worked Well

- ✓ Speedy review and approval of DREF request by IFRC.
- ✓ Collaboration with RSK Bank during cash distributions was productive.
- ✓ Timely procurement of NFIs / replenishment of prepositioned stocks conducted.

Challenges and Lessons Learned

- ✓ While the review and approval process of the DREF request by IFRC was very swift, the transfer of funds from IFRC to RSK took more than expected due to the lengthy review and signage process of the MoU. This created challenges in availing much-needed funds to the RSK Osh Branch. RSK
- ✓ While resource mobilization (RM) was adequate to respond to the needs of the affected population, look into additional opportunities for RM during non-disaster time, e.g. through setting up a National Emergency Response Reserves Fund (NERRF) and involving regional branches for active RM before and during disasters.

RECOMMENDATIONS

The following are the main recommendations to improve preparedness and future response initiatives of the RSK:

- ✓ Pre-disaster agreements with relevant stakeholders (such as UNICEF) to expedite implementation of activities during disasters, if feasible.
- ✓ Renew relevant agreements / MoUs with respective government agencies.
- ✓ Look into the possibilities of setting up a RSK National Emergency Response Reserves and Funds (NERRF) to mobilize resources before and during disasters.
- ✓ Look into setting up psychological counseling services for RSK staff and volunteers during and after emergency response missions. Strengthen PSS training for staff and volunteers.
- ✓ Look at procedures for systemic rotational deployment of HR from other Branches/regions of the country for large-scale disasters.
- ✓ Continue simulation exercises / practical hands-on training for staff and volunteers.
- ✓ Look at staff insurance issues.

DREF was replenished significantly by NLRC/SEF and DGECHO:

Netherlands RC/ SEF - 53 127 CHF.

DG ECHO - 77 015 CHF.



List of Participants

Event: Lessons Learned Workshop: RCSK Earthquake Response Operation in Osh Oblast
(DREF MDRKG011)
Dates: 10 – 11 March 2016
Place: Ak-Tash, Kyrgyzstan

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23			
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Disaster Response Financial Report

MDRKG011 - Kyrgyzstan - Earthquake

Timeframe: 20 Nov 15 to 20 Mar 16

Appeal Launch Date: 20 Nov 15

Final Report

Selected Parameters

Reporting Timeframe	2015/11-2016/5	Programme	MDRKG011
Budget Timeframe	2015/11-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		128,359				128,359	
B. Opening Balance							
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>		128,359				128,359	
C4. Other Income		128,359				128,359	
C. Total Income = SUM(C1..C4)		128,359				128,359	
D. Total Funding = B + C		128,359				128,359	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		128,359				128,359	
E. Expenditure		-128,003				-128,003	
F. Closing Balance = (B + C + E)		356				356	

Disaster Response Financial Report

MDRKG011 - Kyrgyzstan - Earthquake

Timeframe: 20 Nov 15 to 20 Mar 16

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Final Report

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Budget Timeframe	2015/11-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			128,359			128,359		
Relief items, Construction, Supplies								
Clothing & Textiles	7,500		7,421			7,421	79	
Water, Sanitation & Hygiene	8,700		8,681			8,681	19	
Utensils & Tools	12,000		11,995			11,995	5	
Cash Disbursement	66,000		66,000			66,000	0	
Total Relief items, Construction, Sup	94,200		94,096			94,096	104	
Logistics, Transport & Storage								
Storage	1,400		1,200			1,200	200	
Distribution & Monitoring	7,000		6,384			6,384	616	
Transport & Vehicles Costs	1,900		2,825			2,825	-925	
Total Logistics, Transport & Storage	10,300		10,409			10,409	-109	
Personnel								
National Staff	2,000						2,000	
National Society Staff			1,959			1,959	-1,959	
Volunteers	3,825		3,787			3,787	38	
Total Personnel	5,825		5,747			5,747	78	
Workshops & Training								
Workshops & Training	4,000		5,888			5,888	-1,888	
Total Workshops & Training	4,000		5,888			5,888	-1,888	
General Expenditure								
Travel	2,400		54			54	2,346	
Information & Public Relations	2,000						2,000	
Office Costs	1,200		1,699			1,699	-499	
Communications	600		594			594	6	
Financial Charges			1,703			1,703	-1,703	
Total General Expenditure	6,200		4,050			4,050	2,150	
Indirect Costs								
Programme & Services Support Recove	7,834		7,812			7,812	22	
Total Indirect Costs	7,834		7,812			7,812	22	
TOTAL EXPENDITURE (D)	128,359		128,003			128,003	356	
VARIANCE (C - D)			356			356		

Disaster Response Financial Report**MDRKG011 - Kyrgyzstan - Earthquake**

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Reporting Timeframe	2015/11-2016/5	Programme	MDRKG011
Budget Timeframe	2015/11-2016/3	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

IV. Breakdown by subsector

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
BL2 - Grow RC/RC services for vulnerable people							
Shelter	128,359		128,359	128,359	128,003	356	
Subtotal BL2	128,359		128,359	128,359	128,003	356	
GRAND TOTAL	128,359		128,359	128,359	128,003	356	