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Kyrgyzstan: Heatwave

Early Action Protocol summary

 International Federation
of Red Cross and Red Crescent Societies

EAP approved 7 September 2021 Population to be assisted 13,850 people

EAP timeframe 5 Years

EAP number EAP2021KG01

Budget: 349,991 Swiss francs

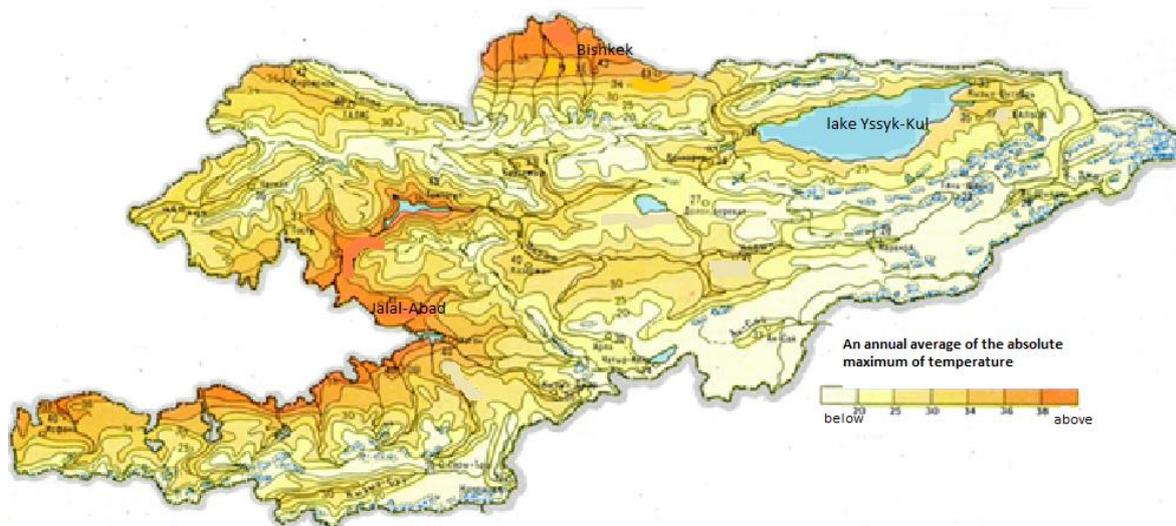
Early action timeframe 2 Month

The IFRC Disaster Relief Emergency Fund (DREF) has approved a total allocation of CHF **349,991** from its Forecast based Action (FbA) mechanism for the Kyrgyzstan Red Crescent Society. The approved amount consists of an immediate allocation of CHF **74,083** for readiness and CHF **68,152** for pre-positioning and CHF **207,757** automatically allocated to implement early actions once the defined triggers are met.

The FbA by the DREF is a Forecast-based Financing funding mechanism managed by the DREF. Allocations for the FbA by the DREF are made from a separate financial component of the DREF (MDR00004) and do not affect the reserves of the DREF appeal code MDR00001. Unearmarked contributions to the FbA by the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

SUMMARY OF THE EARLY ACTION PROTOCOL

Kyrgyzstan is recognized as a “high disaster-prone” country. Due to its mountainous topography, Kyrgyzstan is inherently vulnerable to many of the natural hazards, including earthquakes, floods, mudflows, avalanches, droughts, and heat and cold waves. As a country with highly mountainous terrain and high poverty levels, Kyrgyzstan experiences significant vulnerability to natural disasters and climate-driven hazard events. The ‘hazard and exposure’ dimension of the INFORM Global Risk Index 2019 has mapped Kyrgyzstan as ‘high exposure’ to both natural and human-induced hazards. Further, Kyrgyzstan is one of the most vulnerable countries to climate change in Central Asia, and according to the most pessimistic estimates, the average temperature in Kyrgyzstan could increase by 8°C during this century.



Average of an absolute annual maximum of temperature over the territory of Kyrgyzstan

Source: Kygyzhydromet

Before choosing heatwave as a priority hazard for this Early Action Protocol (EAP), a feasibility study on the potential use of the FbF mechanism in Kyrgyzstan was conducted by an independent consultant from Red Cross Red Crescent Climate Centre (RCCC) in September 2018¹. This EAP also builds on international studies on the impact of heatwaves, which taken into consideration the select of early action activities for heatwave. Heatwaves occur in Kyrgyzstan during the summer months (between June to August). Early actions will be activated based on seven-day weather forecasts provided by the Agency on Hydrometeorology under the State Committee on Ecology and Climate of the Kyrgyz Republic (Kyrgyzhydromet), giving the Red Crescent Society of Kyrgyzstan adequate time to act in advance of the extreme event occurs.

The Early Action Protocol (EAP) has been designed by the FbF project team in Kyrgyzstan, which includes RCSR and German Red Cross (GRC) local staff, as well as a permanent consultant from Kyrgyzhydromet. Everyone involved in this EAP has a key role during the preparation and activation of the FbF mechanism in Kyrgyzstan.

The early actions listed in this EAP, have been selected based on the analysis of the impact of a heatwave, exposure elements and vulnerability of the susceptible population and these interventions can minimize the impact and can be implemented within a short time (4 days), available between the forecast and the occurrence of the event.

The operational strategy – How the EAP will be implemented

1) Who will implement the EAP – The National Society

The **Red Crescent Society of Kyrgyzstan (RCSR)**, established on 6 October 1926, is auxiliary to the Government of the Kyrgyz Republic in the humanitarian area based on the RCSR Law of the Kyrgyz Republic No. 19 of 3 February 2018. It supports Government institutions in humanitarian activities and closely co-operates with key ministries within the frame of signed MoUs (e.g., MES KR, MoH KR and MLSD KR) and works in collaboration with Non-Government National and International organizations.

The RCSR humanitarian activities being carried out in the entire country with the assistance of all seven provincial and 38 district branches along with Headquarters in the capital city of Bishkek. The National Society has 80 primary organizations and more than 100 functional local disaster management committees (LDMC) (as of January 2019) in various locations of the country. LDMC teams are ready for immediate activation/deployment and provision of emergency needs assessment. Besides, there are 140 active and trained National Disaster Response Team (NDRT) members (as of January 2019) based in 7 provincial branches and Headquarters. Each team consist out of 10 members and includes at least one Disaster Management (DM) expert, a first-aid specialist, a psychosocial support specialist, and experienced volunteers ready to be deployed within few hours after a disaster strikes. On the HQ level, there are also several FACT, ETL, RDRT, PECT trained staff and volunteers. Overall, there are over 2 500 active volunteers and more than 200 staff members in the RCSR.

RCSR is familiar with the IFRC Global Response Tools (GRT) such as an Emergency Appeal which was launched in 2010 (civil unrest). Disaster Relief Emergency Funds (DREF) were requested several times in 2012 (floods), 2012-2013 (coldwave), 2013 (bubonic plague), 2015 (earthquake), 2017 (earthquake). Besides DREF operations, the RCSR responded to other emergencies with the support of the PNSs or local resource mobilization.

2) How will the EAP be activated - The Trigger

Kyrgyzhydromet is the only official agency responsible for monitoring, analyzing and issuing forecast information, including warning messages in the country. As of today, there is no system in place to automatically monitor the forecasts and send an automatic alert message to relevant actors as soon as a trigger is reached. Thus, this is done manually by shift responsible forecaster and further disseminated to all relevant partners, including RCSR. Alerts on heatwaves will be sent via e-mail, Fax and telephone. Within this EAP, this process is conducted based on the pre-signed MoU between RCSR and MES KR. Based on the communication protocol, this EAP will be activated by the RCSR Director-General as soon as the alert has been received.

¹ "A feasibility study on the potential use of Forecast-Based Financing (FbF) in Kyrgyzstan and Tajikistan". Yolanda Clatworthy, Independent Consultant with Red Cross Red Crescent Climate Centre, November 2018.

The heatwave trigger for Kyrgyzstan was developed in collaboration with which was set by the government of Kyrgyzstan, first of all, is one for the entire country (40 C° for 5 consecutive days²), secondly, very high for the region and lastly, never been officially registered since it was set.

Based on a comprehensive work, ***the trigger for the EAP was identified and it will be triggered if the 7-day forecast of Kyrgyzhydromet indicates that temperature will exceed the 80th percentile for 3 and more consecutive days during June – August throughout the life cycle of the EAP.*** The trigger will be monitored according to the official weather bulletin which is released by Kyrgyzhydromet in a range of 2 degrees

Having the local and regional models with high resolution, the forecast for 72 hours will be used as a confirmation of heatwave occurrence. If the probability of the occurrence of a heatwave with a lead time of 72 hours is less than 75 %, **The Stop Mechanism** will be activated by the RCSK Head of the Disaster Management Department upon receiving the corresponding message from Kyrgyzhydromet. Following the activation of the stop mechanism, the implementation of early actions will be stopped accordingly.

This will include the following actions:

- Distribution process
- Air conditioners and information board installation
- Registration/verification of beneficiaries for interventions
- Publication of press releases

The stop mechanism will have a cost equal to 6.5% of the total budget (**approximately CHF 20,561**) and includes the initial cost for mobilizing the RCSK FbF team and volunteers.

During the heatwave warning period, the RCSK FbF team will be informed of the updated forecast twice a day (8:00 and 12:00 local time) by the responsible Kyrgyzhydromet staff. Based on this, if the later forecast (after the activation of the stop mechanism) confirms the upcoming heatwave, then the early actions should be continued accordingly.

3) How will the EAP reduce the impact on the population – The early actions

The early action activities have been selected based on the analysis of the impact of a heatwave, exposure elements and vulnerability of the susceptible population and these interventions can minimize the impact and can be implemented within a short time (4 days), available between the forecast and the occurrence of the hazard.

The early actions have been selected taking into account the following information:

- The type of hazard (no measures have been taken in the country ever to reduce the impact of heatwaves);
- The geographical scope (urban and rural areas);
- The available capacity of RCSK;
- The recommendations from the local and international reputable organizations (Ministry of Health and Social Development, WHO, etc.);
- The results of conducted surveys and focus group meetings, as well as the results of the international studies, have been done in this area.

The selection process was carried out in several stages using the following **methods**:

- Conducting surveys and focus group discussions with at risk communities;
- Recommendations from local and international reputable organizations working in the health sector,
- Analysing existing reports and studies on heatwaves.

The main criteria for the selection of early actions were easiness of use, efficiency, and accessibility for the general population. RCSK carried out several activities from proposed early actions and tested their viability in summer 2019 and 2020.

The financial capacity of the RCSK to advance funds in case of the EAP activation is mainly based on agreements signed with pre-selected suppliers of goods and services (e.g. supermarket chains, transportation companies). Thus, selected early actions such as food parcels, hygiene kits and air conditioners do not require pre-stocking and will be delivered to target communities by pre-selected suppliers upon EAP activation. Other items (e.g. Visibility materials, IEC, PPE and sets of colouring books and pencils) will be pre-stocked in RCSK warehouses. The RCSK will be able to cover necessary expenses to initiate the implementation of early actions until the FbF funds arrive (e.g. information campaigns, deployment of the RCSK staff and volunteers to target province/communities, etc.).

² <http://cbd.minjust.gov.kg/act/view/ru-ru/12747?cl=ru-ru>

Intervention Sectors

Overall objective: Proposed early actions will be focused on the prevention and reduction of heatwave impact on the health of a vulnerable population.



Disaster Risk Reduction

People targeted: 13,850
 Male: 6,717
 Female: 7,133
Requirements (CHF): 62,853

Needs analysis: Proposed interventions focus on changing populations behaviour concerning heatwave impact perception and increasing heatwave protection knowledge, including first aid skills as well as ensuring the protection of elderly persons in care homes, children living at Residential institutions for orphans and children with disabilities, living at Orphanages and boarding schools.

Population to be assisted: 13850 people will be targeted directly by activities listed in the table below, which includes the following groups of the population: 2500 poor families (11250 people) with 3 and more children under the age of 16, living below the poverty line in urban and rural areas; 600 elderly living in care homes; 700 orphans under the age of 16; 1300 children with disabilities living in municipal residential institutions. Intervention area(s) will purely depend on a weather forecast provided by Kyrgyzhydromet.

Programme standards/benchmarks: Heat-health action plan of World Health Organisation (WHO)²

P&B Output Code	DRR Outcome 1: Communities in high-risk areas are prepared for and able to respond to disaster	13850 people are prepared and responded to disaster									
	DRR Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters.	11250 people reached with information regarding heatwave 2600 people reached with air conditioning									
	Activities planned	Timeframe (years)									
	Readiness activities	1	2	3	4	5	6	7	8	9	10
AP001	Heatwave awareness campaigns (Annual)	x	x	x	x	x					
	Pre-positioning activities	Timeframe (years)									
AP001	Production of information boards for care homes and orphanages and boarding schools for children with disabilities. (General protection measures against heatwave)	x									
AP001	Production of heatwave brochures for beneficiary/general public (15 packs of 500 each)	x									
AP004	Incentives in form of hats for active participation in annual heatwave awareness campaigns (among general public)	x									
	Early action activities	Timeframe (days)									
AP001	Deploy staff/volunteers from HQ to province branch (land and/or Air)	x			x						

AP001	Distribution of relief items for 7 provinces (transport costs)	x	x	x	x						
AP001	Distribution of relief items (HR transport costs - team of 30 people for branch)	x	x	x	x						
AP001	Accommodation and per diems for RCSK HQ staff/volunteers for 3 nights	x	x	x	x						
AP001	Heatwave awareness campaign (Early Action)	x	x	x	x						
AP001	Provision of air conditioners in elderly care homes and orphanages and boarding schools for children with disabilities	x									
AP001	Installation work of air conditioners in elderly care homes	x	x	x	x						
AP001	Monitoring of distribution process on field level	x	x	x	x						



Livelihoods and basic needs

People targeted: 11,250

Male: 5,456

Female: 5,794

Requirements (CHF): 86,505

Needs analysis: According to the results of the heatwave sectoral impact analysis, livelihood and basic needs were identified as one of the aspects to include in the early actions within Kyrgyzstan Heatwave EAP. Comprehensive work done towards the identification of a group of population and their vulnerability to heatwave showed that poor families may result in food insecurity during extremely hot days due to an inability to attend their work. Assistance in form of food parcels will prevent breadwinners of poor families from work during a disaster and provide them with minimum HHs expenditures on food during heatwave days.

Population to be assisted: Based on historical analysis of weather anomalies over the entire territory of Kyrgyzstan for the past 40 years, heatwave commonly appeared in the south region, Chuy valley and Bishkek city. However, intervention area(s) will purely depend on a weather forecast provided by Kyrgyzhydromet. Overall, RCSK will cover 2500 HH or 11250 people in one or more locations. The selection process will be closely coordinated with community leaders and representatives of local social care departments. Families with low socioeconomic status and with 3 and more children will be assisted. Verification of families will be done during the distribution process by RCSK staff/volunteers.

Programme standards/benchmarks: The calculations were based on the official data of the National Statistics Committee of KR (Per capita daily calorie content by chemical composition).

P&B Output Code	Livelihoods and basic needs Outcome 1: At-risk communities have resources to protect them from the heat wave	<i>2500 targeted households that have enough food to meet their survival threshold</i>									
	Livelihoods and basic needs Output 1: Targeted families receive adequate food rations to meet basic needs	<i>11250 people reached with food assistance for basic needs</i>									
	Activities planned	Timeframe (years)									
	Readiness activities	1	2	3	4	5	6	7	8	9	10
	N/a										
	Pre-positioning activities	Timeframe (years)									

	N/a										
	Early action activities	Timeframe (days)									
AP008	Procure and distribute food parcels for 2500 most vulnerable families	x	x	x	x						



Health

People targeted: 9,500

Male: 4,656

Female: 4,944

Requirements (CHF): 26,067

Needs analysis: Colouring books are distributed to parents so they can keep their children indoors during the hottest hours of the day and thus, minimize the risk of heat-related health issues. The fact that children are vulnerable to heatwave is described in the EAP (section 3.4, page 27).

Population to be assisted: 9500 children, out of which 7500 children living in poor families (minimum 3 children in a family, with a total of 2500 families), and 2000 children living in municipal residential institutions (orphans and children with disabilities). Intervention area(s) will purely depend on a weather forecast provided by Kyrgyzhydromet. The selection process will be closely coordinated with community leaders and representatives of local social care departments in respected locations/communities. Residential institutions will be selected based on the forecast and data provided by relevant ministries.

Programme standards/benchmarks: UNICEF - Early Childhood Development Kit Guidance³

P&B Output Code	Health Outcome 1: Communities are reached by NS with services to reduce relevant health risk factors	<i>9500 people reached by NS with services to reduce relevant health risk factors</i>									
	Health output 1.1: Communities are supported by NS to effectively respond to health and psychosocial needs during an emergency	<i>9500 colouring sets distributed to vulnerable children (target 9500)</i>									
	Activities planned	Timeframe (years)									
	Readiness activities	1	2	3	4	5	6	7	8	9	10
APXXX	N/a										
	Pre-positioning activities	Timeframe (years)									
AP011	Procure coloring books and pencils for children (to prevent children from playing outdoors during heatwave) – 9,500 sets	x									
AP021	PPE for 4 days (face masks, gloves, hand sanitizers) – two times purchase 100 sets each)	x		x							
	Early action activities	Timeframe (days)									
AP011	Distribute coloring books and pencils for children (to prevent children from playing outdoors during heatwave)	x	x	x	x						



Water, sanitation and hygiene

People targeted: 11,250

Male: 3,443

Female: 3,657

Requirements (CHF): 72,087

Needs analysis: As per the EAP, one of the impacts of a heatwave in Kyrgyzstan is Acute Enteric Infections (AEI) in children and the most cause of it is poor hygiene, especially in poor families as they are already a socially vulnerable group of the population and struggle to maintain good hygiene due to financial challenges. The distribution of hygiene kits to those families will help to minimize the risk of AEI among children within those families during a heatwave period. It is worth noting that each family will also receive a brochure with information on proper hygiene rules to make sure they have the knowledge of how to maintain good hygiene.

Population to be assisted: Hygiene kits will be distributed among 2500 poor families (11250 people) and selection criteria will be as in the EAP- Theory of Change table – a poor family with 3 and more children under 16. The selection process will be closely coordinated with community leaders and representatives of local social care departments. Area(s) of intervention(s) will purely depend on the actual weather forecast provided by Kyrgyzhydromet.

Programme standards/benchmarks: Distribution of hygiene kits adheres to Sphere standards.

P&B Output Code	WASH Outcome 1: Vulnerable people have increased access to appropriate and sustainable water, sanitation and hygiene services	2500 families that receive hygiene kits									
	WASH Output 1: Communities are provided with hygiene material	2500 families who report usefulness of hygiene items received									
	Activities planned	Timeframe (years)									
	Readiness activities	1	2	3	4	5	6	7	8	9	10
APXXX	N/a										
	Pre-positioning activities	Timeframe (years)									
APXXX	N/A										
	Early action activities	Timeframe (days)									
AP030	Procure and distribute hygiene kits (soap, antiseptic hand spray, wet wipes, diapers, etc.) for 2500 most vulnerable families	x	x	x	x						

Strategies for Implementation

Requirements (CHF): 96,182

P&B Output	S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and	120 of RCSK staff and volunteers trained
		100 of RCSK staff and volunteers engaged in the early actions

Code	financial foundations, systems and structures, competences and capacities to plan and perform										
	Output S1.1.1: The National Society has effective and motivated HQ and Branch Disaster Response Team members and volunteers at local level										
	Activities planned	Timeframe (years)									
	Readiness activities	1	2	3	4	5	6	7	8	9	10
AP002	Annual FbF refresher workshop for RCSK staff/volunteers	x	x	x	x	x					
AP002	Kyrgyzhydromet consultant involvement (5 month per year)	x	x	x	x	x					
AP002	RCSK FbF focal point salary (for 6 months per year)	x	x	x	x	x					
AP002	RCSK FbF focal point communications expenses (for 6 months per a year)	x	x	x	x	x					
AP002	RCSK FbF focal point office cost (for 6 months per a year)	x	x	x	x	x					
AP002	RCSK FbF focal point equipment and maintenance cost (for 6 months per a year)	x	x	x	x	x					
AP002	Annual working group meeting with FbF relevant partners to update on possible changes in the EAP		x	x	x	x					
AP002	Annual meeting with suppliers to extend existing contracts/re-select suppliers		x	x	x	x					
	Pre-positioning activities	Timeframe (years)									
AP002	Roll up banners with FbF/Implementing partners/NS logos	x									
AP002	Stickers with FbF/Implementing partners/NS logos	x									
AP002	Banners with FbF/Implementing partners/NS logos	x									
AP040	Visibility items for staff/volunteers (set of T-shirts and Hats) – 750 sets	x									
	Early action activities	Timeframe (days)									
AP045	Post-distribution M&E (RCSK staff Land/Air travel cost) – post activation										
AP045	Post-distribution M&E (RCSK staff accommodation) – post activation										
AP045	Post-distribution M&E (RCSK staff per diems) – post activation										
AP045	Lessons Learned Workshop for RCSK FbF team and Partners – post activation										

Budget

To implement the Early Action Protocol (EAP) **349,991 CHF** have been allocated split between readiness*, pre-positioning of stock and early action costs as per below summary by area of intervention.

Budget by Area of Intervention

Area of Intervention	READINESS	PRE-POSITION STOCK	EARLY ACTION	EAP Budget CHF
AOF1 Disaster Risk Reduction	16'609	12'497	33'747	62'853
AOF2 Shelter				0
AOF3 Livelihoods and Basic Needs			86'505	86'505
AOF4 Health		26'067		26'067
AOF5 Water, Sanitation and Hygiene			72'087	72'087
AOF6 Inclusion, Gender and Protection				0
AOF7 Migration				0
SF11 Strengthen NS Capacities	53'172	29'588	13'423	96'182
SF12 Ensure effective int'l disaster mgmt	1'995		1'995	3'991
SF13 Influence others as leading strategic part				0
SF14 Ensure a strong IFRC	2'307			2'307
TOTAL	74'083	68'152	207'757	349'991

**The activities for readiness and pre-positioning of stock will be captured in the IFRC Country Operational Plan (COP), reporting on annual basis. In case of an Early Action trigger, the annual readiness funding allocation is terminated with a 12-month notice, allowing the National Society to conclude its 3rd party financial and legal commitments and liabilities under the Early Action Protocol.*

Contact information

For further information, specifically related to this Early Action Protocol please contact:

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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.