

EARLY ACTION PROTOCOL SUMMARY

Kyrgyzstan | Cold Wave

13 August 2024

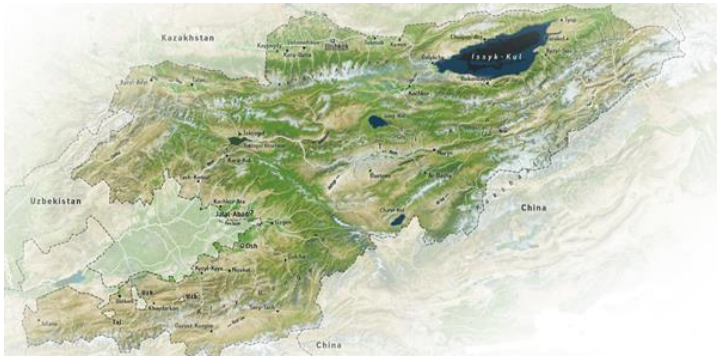


Testing an early action protocol for cold waves in Naryn province in 2020. Photo credit: RCSK

<p>EAP №: EAP2024KG03</p>	<p>Early action lead time: with confirmation at 72 hours before the event ("stop-mechanism")</p>	<p>Operation №: MDRKG020</p>
<p>EAP approved: 13/08/2024</p>	<p>EAP timeframe: 5 Years</p>	<p>Operational timeframe: 3 Months</p>

Budget: 526,049 CHF
To assist: 10,000 people

SUMMARY OF THE EARLY ACTION PROTOCOL



The IFRC Disaster Response Emergency Fund (DREF) has approved a total of CHF 526,049 for the implementation of the (Red Crescent Society of Kyrgyzstan, Cold Wave) EAP. The approved amount consists of an allocation of CHF 413,165 for readiness and prepositioning and CHF 112,884 allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDR00001. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

The Early Action Protocol (EAP) for the Red Crescent Society of Kyrgyzstan (RCSK) is a tool to guide the timely and effective implementation of early actions based on specific weather or climate forecasts predicting events that if they materialize and no proper actions are in place have a high likelihood of generating a humanitarian crisis. These crises could be avoided or minimized by the joint and timely action of the Government of Kyrgyzstan, communities at risk, stakeholders and the RCSK.

This EAP has been designed and will be implemented by several organizations: the Ministry of Emergency of the Kyrgyz Republic (MES KR), the Ministry of Health of the Kyrgyz Republic (MoH KR), and Kyrgyzhydromet, which is the agency for hydrometeorology under the Ministry of Emergency Situations of the Kyrgyz Republic. Everyone involved in this plan has a key role during the preparation and activation of the Forecast-based Financing (FbF) mechanism.

The EAP presented in this plan targets a cold wave and is triggered by a forecast provided by Kyrgyzhydromet with a lead time of four days. This EAP explains the rationale of the prioritization of early actions and provides step-by-step instructions for the selected actions to be implemented in a particular fashion and order when activated. The EAP defines clearly: who takes what action when, where, and with what resources. The EAP does not work in isolation. It needs to be connected to existing disaster risk reduction and management and contingency Plans. It ensures that early actions planned to be implemented in the window of time between the given forecast and the potential disaster event are carried out in a timely and successful manner.

This Early Action Protocol (EAP) will guide the implementation of early actions under the Forecast-based Financing (FbF) mechanism for the Red Crescent Society of Kyrgyzstan (RCSK) when the hydro-meteorological forecasts show a high probability of having an impact on people. The EAP focuses on the cold waves that usually occur in Kyrgyzstan during the winter season (December – January – February). Early actions will be activated based on seven-day weather forecasts provided by the Hydrometeorological Service under the Ministry of Emergency Situations of the Kyrgyz Republic (Kyrgyzhydromet), giving the RCSK an adequate number of days to act before the extreme event occurs.

This protocol has been designed by the FbF focal point and National Disaster Response team in Kyrgyzstan, which includes RCSK and German Red Cross (GRC) local staff, as well as a permanent consultant from Kyrgyzhydromet.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

RCSK has an auxiliary role to the Government of the Kyrgyz Republic in the humanitarian area based on the RCSK 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 Memorandum of Understandings (MoUs) - e.g. with MES KR and MoH KR - and works in collaboration with national and international non-governmental organizations.

The RCSK humanitarian activities are being carried out in the entire country with the assistance of all 7 provincial and 38 district branches along with the headquarters (HQ) in the capital city of Bishkek. The National Society has 80 primary organizations and more than 140 functional local disaster management committees (LDMC)¹ in various locations of the country. LDMC teams are ready for immediate activation/deployment and provision of emergency needs assessment. In addition, there are 140 active and trained National Disaster Response Team (NDRT) members (as of January 2023), based in 7 provincial branches and HQ. Each team consists 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 a few hours after a disaster strikes. On the HQ level, there are also several trained staff and volunteers on different surge roles including coordination, assessment and planning (CAP), emergency team leader (ETL) and cash and voucher assistance. Overall, there are over 2,500 active volunteers and more than 200 staff members in the RCSK.

As for the operative capacity, the RCSK is responsible for emergency needs assessment within the first 24 hours after an emergency has been announced. Also, it provides relief assistance, first aid, and psychosocial support and runs tracing services. The RCSK staff and volunteers will be deployed to target provinces/communities to be involved in the EAP implementation under the leadership of the Head of the DM department (on the HQ level) and the leadership of branch directors (on the province and community levels). All staff and volunteers will be briefed on EAP implementation procedures before involvement in the entire process at the National and provincial levels. In case the demand for the local RCSK branch support exceeds its the capacity, additional human support will be provided from other RCSK branches (including HQ) respectively. The RCSK is also an active member of the Disaster Response Coordination Unit (DRCU) in the Kyrgyz Republic.

A feasibility study on the potential use of the FbF mechanism in Kyrgyzstan was conducted by GRC in cooperation with the Red Cross Red Crescent Climate Center Climate Centre (RCCC) in September 2018. During this study, first-hand information was collected through interviews, focus groups, and attending stakeholder meetings and workshops. Efforts were made to ensure that there was representation from a broad range of voices and sectors. This included multiple governance levels (from the community up to national), as well as speaking with representatives from government, technical, scientific, humanitarian, civil society, private, and community backgrounds. In total, more than 125 stakeholders were interviewed and consulted. A secondary analysis was conducted by reviewing disaster risk profiles, strategy documents, contingency plans, legislation (i.e. budgets, laws) and other relevant documents. As a result of the feasibility study, the extreme natural hazards in Kyrgyzstan have been further classified under the Recommended for FbF/Non-Recommended for FbF categories to facilitate the operationalization of the FbF pilot project in Kyrgyzstan.

¹ As of January 2023

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, and transportation companies). Thus, selected early actions such as food parcels do not require pre-stocking and will be delivered to target communities by pre-selected suppliers upon EAP activation. Other non-food items (NFIs) - such as electrical heaters, blankets, mattresses and floor-mats window insulation films, visibility materials, information, education and communication (IEC) material and personal protective equipment (PPE) - 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. awareness raising, deployment of the RCSK staff and volunteers to target provinces/communities, etc.).

The RCSK will implement the proposed early actions within this EAP on the cold wave scenario in Kyrgyzstan. The IFRC and RCCC will provide technical assistance and support to RCSK in the areas of DRM, strategic relationships, early warning/early action, monitoring and evaluation, and financial accountability within the framework of the FbF mechanism.

Kyrgyzhydromet is responsible for producing comprehensive weather forecasts including air temperature forecasts in Kyrgyzstan. One of the main activities of Kyrgyzhydromet is issuing and distributing early warnings on hazardous phenomena and severe (extreme) weather conditions. The FbF program will be coordinated with Kyrgyzhydromet through the permanent consultant (Head of Weather Forecasting Division) to set up the FbF mechanism in the country by providing the best-estimated lead time for the EAP activation and a better spatial resolution and verification of weather forecast.

The Ministry of Emergency Situations of the Kyrgyz Republic (MES KR) is the main actor in disaster management as a government organization with strong capacity and present at all levels in the country (Central, Provincial, District and local) and thus, it will be involved in the preparation, activation, and monitoring activities of the EAP in Kyrgyzstan.

Ministry of Health of the Kyrgyz Republic (MoH KR) is a central authority of the state administration which implements a policy in the sphere of public health care in the Kyrgyz Republic. Thus, the MoH KR will be involved in the preparation, activation, and monitoring activities of the EAP with a special focus on the cold wave impact in the public health sector.

Community leaders will convene the local population to organize and coordinate awareness campaigns. In addition, the community leaders will identify permanent residents of the community for distributions and will liaise with the NDRT to identify people affected by cold wave in the community.

2. How the EAP will 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 the shift responsible forecaster and further disseminated to all relevant partners, including RCSK. Alerts on cold waves will be sent via e-mail, fax and telephone. Within this EAP, this process is conducted based on the pre-signed MoU between RCSK and MES KR. Based on the communication protocol², this EAP will be activated by the RCSK president as soon as the alert has been received. The mechanism to activate the cold wave EAP includes the development of an intervention map which indicates the districts where the actions will eventually

² As developed in the Cold Wave EAP for Kyrgyzstan (full version, internal)

take place. This process starts with displaying cold wave-prone areas across the country as well as the regions affected by the cold wave alert/warning. Following this, the RCSK determines communities for further selection and social facilities for intervention. RCSK will use the list of vulnerable families defined by the Ministry of Labor, Social Provision and Migration of the Kyrgyz Republic. Out of that list and with the help of the community leaders and RCSK staff & volunteers, the identification and registration of the most vulnerable target groups will be done. Preference will be given to vulnerable families with the highest number of children and children with disabilities. When the EAP is activated, the RCSK will request a list of vulnerable families living in the target communities from the local authorities (e.g., the Department of Social Welfare).

The following vulnerability factors have been taken into consideration while selecting the target population:

- Single parent responsible for a family of three and more dependents.
- Families living in poverty with one or more members with disabilities.
- Families living in poverty receiving social allowance from the state.

RCSK staff and volunteers will call potential beneficiaries for verification and to inform them of the date, time and location of the distribution. If RCSK cannot reach people on the list (e.g. someone does not answer the phone), RCSK will contact the social worker/community leader to contact the potential beneficiary and conduct the verification process. If this does not work, RCSK will replace this potential beneficiary with the next one on the list and so on.

As beneficiary mapping and registration can take some time, it may not be possible to carry out pre-identification in all communities before the onset of the cold wave. If the RCSK has not been able to map beneficiaries in selected communities, it will rely on local authorities to assist in the selection of beneficiaries within the target communities.

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

Having the local and regional models with high resolution, the forecast for 72 hours will be used as a confirmation of cold wave occurrence. If the probability of the occurrence of a cold wave with a lead time of 72 hours is less than 75 per cent, the Stop Mechanism will be activated by the RCSK Head of the DM 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
- Registration/verification of beneficiaries for interventions
- Publication of press releases

The stop mechanism will have a cost equal to 6.5 per cent of the total budget (approximately 30,868 CHF) and this will include the initial cost for mobilizing the RCSK FbF focal points, NDRT members and volunteers.

During the cold wave warning period, the RCSK NDR team will be informed of the updated forecast twice a day (8:00 and 14:00 local time) by the responsible Kyrgyzhydromet staff. Based on this, if the later forecast (after the activation of the stop mechanism) confirms the upcoming cold wave, then the early actions should be continued accordingly.

The following provinces/districts/cities are potential high-risk areas where the FbF mechanism could be activated:

- Chuy province (Bishkek, Jany-Jer, Tokmok, and Suusamyr);
- Naryn province (Naryn, At-Bashy and Ak-Talaa districts);
- Osh province (Gulcho, Kara-Suu);
- Talas province (Kyzyl-Adyr);
- Jalal-Abad province (Jalal-Abad, Pacha-Ata);
- Batken province (Isfana);
- Issyk-Kul province (Kyzyl-Suu, Balbay - Tyup).

3. How the EAP will reduce the impact on the population – The Early Actions



Cold waves, or periods of cold weather lasting several days, can have a significant impact on society, including an increase in cold-related illnesses and deaths. Cold waves are among the most dangerous natural hazards, but they rarely receive adequate attention because their death toll and destruction are not always immediately apparent. Cold waves can overwhelm health and emergency services and increase the strain on heat and power supplies, as well as transport communications, leading to power shortages or even blackouts. Food and livelihood security can also be affected when people lose crops or livestock to extreme cold.

Based on the above information, the general population is exposed to cold waves and Kyrgyzstan is no exception due to its poor economy, current development status, lack of awareness of the population about cold selection and limited government action against this disaster. Thus, while the entire population is exposed to cold waves, there are specific groups that are most vulnerable to this extreme hazard. Some of them are low-income families living either in the suburbs of big cities or in the provinces. Low-income families are vulnerable in two ways: first, the breadwinners of poor families have to work during cold days and put their health at risk; second, the breadwinners cannot go to work due to extreme cold and lose their daily income, leading to food insecurity in the family. Also, many of these populations live in areas prone to cold waves, which automatically exposes them to this disaster.

When activating and implementing the EAP, the following result can be achieved as per the theory of change:

- Improving the living conditions of vulnerable families by providing their houses with sustainable heat for a longer period during a severe cold weather.
- Preventing illnesses (flu, respiratory infections, colds, etc.) that are common during winter season and saving money on hospital admissions and further treatment.
- Insulation of the windows by using insulation film to conserve heat within the houses and prevent drafts under doors.
- Low-income families (living on social allowances) can relocate their resources/money for other essential needs during extremely cold days.
- Providing vulnerable families with the necessary amount of high-calorie food to increase their body's resistance to extreme cold conditions.
- Increased awareness of the impact of extreme cold on human life among people living in areas prone to extreme cold.
- Possible reduction in winter hospital admissions and morbidity/mortality statistics due to severe cold.
- Preventing the development of chronic cold-related illness and, in some cases, even death caused by severe hypothermia.
- Increased public awareness of natural anomalies.


PLANNED OPERATIONS

 Shelter, Housing and Settlements	Female:	5,200	299,104 CHF
	Male:	4,800	AP Code: 005
Indicator:	10,000 people reached with interventions to provide the necessary means to mitigate the negative effects of extreme low temperatures before the hazard occurs		
Readiness Activities:	1. N/A		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Procurement and preposition of electrical heaters 2. Procurement and preposition of floor and window insulation materials 3. Procurement and preposition of blankets, mattresses, floormats 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Distributions of electrical heaters 2. Distribution of insulation material for floors and windows 3. Distribution of blankets, mattresses and floormats 4. Transportation services for distribution of relief items for seven provinces 		
 Livelihoods	Female:	5,200	66,468 CHF
	Male:	4,800	AP Code: 007
Indicator:	10,000 people reached with livelihoods interventions in advance of a hazard		
Readiness Activities	1. N/A		
Prepositioning Activities	1. N/A		
Priority Early Actions:	1. Provision of food parcels for 2,000 most vulnerable families (10,000 people approx.).		
 Risk Reduction, climate adaptation and recovery	Female:	5,200	14,988 CHF
	Male:	4,800	AP Code: 103
Indicator:	10,000 people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		

Readiness Activities:	1. N/A
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Production and pre-positioning of IEC materials on cold wave, e.g. brochures (8 packs of 500 each), boards etc. 2. Roll up banners with FbF/Implementing partners/NS logos 3. Stickers with FbF/Implementing partners/NS logos 4. Banners with FbF/Implementing partners/NS logos
Priority Early Actions:	<ol style="list-style-type: none"> 1. Travel cost for RCSK staff/volunteers from HQ to province branch (Land/Air) 2. Provision of information on cold wave protection measures via IEC materials (e.g. brochures, leaflets, etc.) during distribution processes 3. Transportation cost of staff/volunteers for distribution of relief items (team of 30 people for branch) 4. Per diems for RCSK staff/volunteers during distribution 5. Accommodations for RCSK HQ staff/volunteers for three nights 6. Accommodation and per diem for members of NDRT for three nights 7. Communication (mobile, internet, etc.) 8. Encouraging volunteers who participate during the cold response 9. Monitoring of distribution process on field level

Enabling approaches

 Secretariat Services			51,158 CHF
			AP Code: 122
Readiness Activities:	<ol style="list-style-type: none"> 1. DM Coordinator payroll and SOCS- 10% (July 24 – June 28) 2. DM Coordinator monitoring 3. International travel 4. IFRC Financial charges & FX 		
Prepositioning Activities:	<ol style="list-style-type: none"> 1. Procurement Delegate - 20% (August 24) 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. IFRC participation at LLW (Local+Intl) 2. DM Coordinator monitoring 3. DM Coordinator payroll and SOCS - 10% (EA) 4. IFRC Financial charges & FX 		

 National Society Strengthening	Female:	n/a	94,330 CHF
	Male:	n/a	AP Codes: 124, 126
Readiness Activities:	<ol style="list-style-type: none"> 1. Annual FbF refresher workshop for RCSK staff/volunteers 2. Kyrgyzhydromet consultant involvement (5 month per year) 3. RCSK FbF focal point salary (for 6 months per year) 4. RCSK FbF focal point communications expenses (for 6 months per a year) 5. RCSK FbF focal point office cost (for 6 months per a year) 6. RCSK financier salary (for 6 months per a year 0,5 part work time) 7. RCSK indirect administrative costs 8. Annual working group meeting with FbF relevant partners to update on possible changes in the EAP 9. RCSK Bank fee 10. Annual meeting with suppliers to extend existing contracts/re-select suppliers 		
Prepositioning activities:	<ol style="list-style-type: none"> 1. Visibility items for staff/volunteers (set of hat and scarf) 2. Visibility items for staff/volunteers (warm sweatshirt) 3. Visibility items for staff/volunteers (winter gloves) 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. RCSK indirect administrative costs 2. RCSK financier salary (for 3 month full work time) 3. RCSK logistician salary (for 3 month 0,5 part work time) 4. RCSK PR specialist salary (for 3 month 0,25 part work time) 5. Post-distribution M&E (RCSK staff Land/Air travel cost) 6. Post-distribution M&E (RCSK staff accommodation) 7. Post-distribution M&E (RCSK staff per diems) 8. Lessons Learned Workshop for RCSK FbF team and Partners 9. RCSK Bank fee 		



Early Action Protocol Summary

**EAP2024KG03 - Red Crescent Society of Kyrgyzstan (RCSK)
Cold Wave**

Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	0	298.340	82.220	380.560
Shelter and Basic Household Items	0	293.565	5.539	299.104
Livelihoods	0	0	66.468	66.468
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	0	4.775	10.214	14.988
Community Engagement and Accountability	0	0	0	0
Environmental Sustainability	0	0	0	0
Enabling Approaches	109.230	5.594	30.664	145.488
Coordination and Partnerships	0	0	0	0
Secretariat Services	35.144	1.717	14.297	51.158
National Society Strengthening	74.087	3.877	16.366	94.330
TOTAL BUDGET	109.230	303.934	112.884	526.049

all amounts in Swiss Francs (CHF)

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