SIMPLIFIED EARLY ACTION PROTOCOL

Kazakhstan, Europe & Central Asia | Cold wave

Kazakhstan Red Crescent volunteers mobilise to provide assistance to stranded drivers and passengers stuck on the roads during extreme cold wave. Photo credit: Kazakhstan Red Crescent

EAP №: **EAP2022KZ01 / MDRTJ033**	Total Budget **CHF 219,998**	Readiness: **CHF 48,762**	Prepositioning: **CHF 95,644**	Early Action: **CHF 75,592**
People to be assisted: **82,000 People** **2,000 - direct** **80,000 – indirect**	Simplified EAP Approved: **29/09/2022**	EAP timeframe: **2 Years**	EAP lead time: **7 days**	Operational timeframe: **3 months**

Prioritized geographical areas: **Northern Kazakhstan, Pavlodar, Kostanay, Eastern Kazakhstan, Abay, Akmola, Karaganda regions, Astana city.**

RISK ANALYSIS

Prioritized hazard and its historical impact.

Due to its remoteness from the ocean, Kazakhstan experiences an extreme continental climate, with long, hot summers and cold winters. Winter in the north of the country is long and cold – in some years temperatures reached - 52°C (Astana)) – but there are also thaws up to +5°C. The shortest season in the north is spring, which lasts for 1.5 months, while summer lasts for 3 months and winter extends from October to April. Snow primarily falls in November but can continue through April.

The worst cold waves with serious consequences happened in December 2012-January 2013 as freezing temperatures reaching minus 40-46 degrees Celsius hit Kazakhstan. As a result of low temperatures and heavy snowfall there were power and hot-water supply disruptions in various localities of northern, eastern and central parts of the country. Over 5,000 people – stranded truck drivers, residents, homeless people and street children – were affected by severe frosts and resulting hot-water pipe and electricity systems breakdowns and heating interruptions in these geographic areas.[1]

In January 2018 the temperature in several regions of Kazakhstan went below -29C during the daytime and -34C at night and was accompanied with blizzards, high winds and heavy snowstorms. According to the Ministry of Health, 223 people were registered with the hyperthermia by the health facilities, among which 73 people were hospitalized. Highways in 8 regions were closed, MoES rescue teams evacuated 338 people from snowdrifts, including 15 children. About 30 homeless people were delivered to the shelters[2]. About 30 houses in the Northern Kazakhstan oblast, Petropavlovsk left without drinking water due to the frozen water pipes.[3]

In January 2021, 11 people received frostbites and hyperthermia and were hospitalized in Semey due to the cold wave (temperature went down up to -42 C).[4]

In the beginning of February 2021, in Kostanay region, two people became victims of low temperatures (below -35 C) - two women received severe frostbite and died in Denisovsky and Auliekolsky districts, 14 people were hospitalized (12 through with the ambulance) in Astana city, several trains and flights were cancelled.[5]

Extreme winters in Kazakhstan are not only characterized by low temperatures but also by heavy snowstorms and strong winds that obstruct access to food and health services for the most vulnerable groups of population such as homeless people (including street children), people with special needs, older people living alone and single parents. Sometimes entire communities in remote rural areas are cut from major towns and cities because of snow wreaths that block roads.

Every winter about 3,000 people need rescue from snowstorms on the roads, hundreds of trucks and passenger vehicles, means of public transport are dug out and towed. Early actions are required in order to prevent hypothermia that can lead to health problems.

Prioritized risks to be addressed by the early actions and their link to the hazard:

1**. Risk of Hypothermia** or dangerous overcooling is one the main health risks during extreme cold weather conditions that leads to weakening of immune system, cold/respiratory diseases or other serious health issues.

2. **Increased risk of food insecurity** exists among the most vulnerable because of limited or no access to food items (no money for food, severe weather conditions). Many homeless do not have regular income source, their

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[1] https://reliefweb.int/disaster/cw-2012-000204-kaz

[2] https://informburo.kz/novosti/morozy-v-kazahstane-223-obmorozheniya-zakrytye-trassy-i-holod-na-yuge.html

[3] https://www.caravan.kz/news/v-petropavlovske-okolo-30-mnogoehtazhek-ostalis-bez-vody-izza-morozov-411736/

[4] https://ru.sputnik.kz/20210103/morozy-semey-obmorozhenie-15915465.html

[5] https://vlast.kz/novosti/31592-morozy-v-kazahstane-ostanovleno-zd-soobsenie-zaderzivautsa-aviarejsy-14-slucaev-obmorozenia-v-astane.html

daily income depends on soliciting money, collecting bottles and iron staff, loading/unloading of goods and other physical job. During the cold waves those opportunities are not available because of absence of proper warm clothes, shoes and there is no need in their services due to the low activities. Lack of access to a proper diet increases a chance of sickness and may lead to the death.

3. **Risk of injuries or death**. Strong wind and slippery roads present a threat to health of older people living alone and single mothers with little children, people with special needs: many winter-weather injuries result from falls on ice-covered sidewalks, steps, driveways and porches. Delivering the hot meal to the most vulnerable will prevent them from injuries they might receive getting outside as well as improve their diet. During the winter months, people increase utilities expenditures for heating which leads to the reduced food expenditures.

4. Every winter about 3,000 people need **rescue** from snowstorms on the roads, hundreds of trucks and passenger vehicles, public transport are dug out and towed. All vehicles (long trucks, public interregional transportation, cars) which use diesel are very often get stuck on the roads in the steppes because of the frozen fuel. Drivers and passengers will be informed about road safety, possible cold weather injuries, FA and warm-up shelters. The information will be disseminated through the social media, leaflets at the gas stations and at the exits from the cities when the alerts are received. To prevent transit drivers and passengers from hyperthermia and other accidents on the roads, they will be offered to overcome extreme temperatures at the warm-up shelters where they will be provided with hot meal. Facilities for the warm-up shelters are provided by the local authorities, drivers of the long-distance vehicles stay it the private shelters on their own money.

EARLY ACTION INTERVENTION

Overall objective of the intervention	The operation aims to mitigate the impact of severe cold wave on vulnerable populations groups, drivers and passengers by protecting them from cold exposure, providing them with food, shelter, heating equipment and awareness raising activities on road safety & first aid in advance to mitigate the risks of hypothermia, injuries that result in health issues/death and loss of income.
Potential geographical high-risk areas that the EAP would target	High risk areas in the North (Northern Kazakhstan, Pavlodar, Kostanay regions), in the East (Eastern Kazakhstan, Abay regions) and in the Central part (Astana city, Akmola, Karaganda regions). The cold wave can hit all the regions or several regions at once. The numbers identified for assistance were agreed with the RC branches and respective local authorities. Only the most in need people from the selected vulnerable groups will be assisted in the most affected areas and those who are not covered by any other services.
	These regions were selected because they register the most frequent and lowest (-43˚C and below) absolute minimal temperatures. See Annex 1.
Who will be assisted through this operation and what criteria will be used for their selection?	Homeless people (including street children) Older people living alone, people with special needs, low-income single mothers Transit drivers and passengers on the roads (long vehicle drivers, drivers and passenger of international routes (from neighboring countries Kyrgyzstan, Uzbekistan travelling to Russian Federation), drivers and passengers of interregional routes
	Homeless and street children will be identified through the police and social welfare departments of the regions. Street homeless people evacuated to the social adaptation centres and those who stay in the warm places (basements, abandoned houses). Most vulnerable older people living alone, people with special needs and low income single mothers will be selected from the Red Crescent databases and the list of the social welfare departments.

	Drivers and passengers evacuated to warm-up shelters due to the cold wave alert and road closure (priority is given to children, older people and women).
Trigger(s) statement	State clear and precise criteria that will have to be met for the simplified EAP to be activated Orange level of weather or higher threat according to the Kazhydromet[6], which means: If the 7-day temperature forecast of Kazhydromet shows the minimum temperature will go below -40˚C (-35 ˚C in Karaganada region) with precipitation and increased speed of wind and such conditions persist for at least two days in any district. (https://www.kazhydromet.kz/ru/weather/in_city_7_days) the simplified EAP will be activated. When the trigger is met, the National Society starts preparation for the activation and continues monitoring the situation to activate early action activities. If the 3-day map alert of Kazhydromet forecast temperatures consistent with the table below in any targeted district the early action activities will be initiated. (https://www.kazhydromet.kz/ru/meteoalert).

Orange level in the selected regions identifies when the temperature is the following[7]:

Region	Temperature
Northern Kazakhstan	-40 ˚C
Akmola region	-40 ˚C
Kostanay region	-40 ˚C
Pavlodar region	-40 ˚C
Eastern Kazakhstan (incl. Abay region)	-40 ˚C
Karaganda region	-35 ˚C

Monthly and decade forecast from Kazhydromet will be used for the general weather conditions predictions.

PLANNED INTERVENTION

	Livelihoods	**Budget**	**CHF 145,350**
		People targeted	**2,000**

Indicator:	2,000 people provided with hot meal 1,500 people provided with non-food item (warm clothes, shoes, blankets, heaters)
Readiness activities:	1. Pre-contracting of food service providers 2. Mapping of places where homeless people are gathering and their place of living during winter. 3. Awareness raising about food distribution points and social adaptation centers run by the government. 4. Agreements with the local police and social services about transportation of the homeless people to the food distribution point and centers.

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[6] https://www.kazhydromet.kz/ru/meteoalert
[7] https://www.kazhydromet.kz/ru/weather/terminologiya-prognoza-pogody

	5. Preparing the database/list of the most vulnerable elderly people who live along, low-income single mothers, people with special needs. 6. Mapping the bus stations, trucks' parking, gas stations, cafes at the city exits and on the highways.
Prepositioning activities:	1. Procurement of non-food items (warm gloves, socks, caps, shoes, blankets). 2. Procurement of food thermoses, tea pots, microwave ovens, heaters.
Prioritized Early Actions:	1. Mobilization of homeless to the social adaptation centers with support of the local authorities. 2. Provision of hot meals to homeless people (including street children), older people, low-income single mothers, people with special needs. 3. Provision of hot meal to drivers and passengers who postpone further travel due to the cold wave alert and are evacuated to the shelters because of the road closure. 4. Distribution of non-food items (winter clothes and shoes, warm blankets) to homeless people (including children). 5. Distribution of the heaters to the elderly people (living in the private houses, those who do not have central heating).

	Risk Reduction, climate adaptation and Recovery	**Budget**	**CHF 16,868**
		People targeted	**80,000**
Indicator:	• 80,000 people are informed about the extreme weather conditions and provided with information about how to recognize symptoms of hypothermia and frostbite and first aid actions when symptoms appear via IEC materials, social media. • 40 First Aid kits are prepositioned in the targeted branches.		
Readiness activities:	1. Awareness raising activities (distribution of IEC materials, key messages in social media) about prevention measures during the extreme winter weather conditions. (annual activities). 2. Awareness raising activities (distribution of IEC materials, key messages in social media) about the symptoms of hypothermia and frostbite and FA actions. (annual activities). 3. Conducting First Aid training on cold weather causalities and injures to the road police officers and representatives of Emergency department.		
Prepositioning activities:	1. Design and printing of IEC materials (leaflets). 2. Procurement of First Aid kits.		
Prioritized Early Actions:	1. Awareness raising activities on cold weather safety and FA during cold weather causalities and injures to the drivers at the city exits, gas stations, local radio, social media. (Early		

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		actions, to prevent those drivers and passengers who can't avoid traveling). 2. Provision of First Aid to the affected people at the warm-up shelters.

ENABLING APPROACHES

	Secretariat services	**Budget**	**CHF 19,997**
		People targeted	-
Indicator:	2 accompaniment missions by the IFRC delegation		
Readiness activities:	1. Support the National Society to complete readiness activities through regular missions by the IFRC Delegation.		
Prepositioning activities:	None		
Prioritized Early Actions:	1. Support implementation of early action 2. Support operation reporting and learning		

	National Society Strengthening	**Budget**	**37,782 CHF**
		People targeted	**40 volunteers**
Indicator:	• 40 volunteers are trained in FA for cold weather causalities and injuries • 8 branches participated in the National Disaster Preparedness Training "Winter 2022" • Lessons Learned Workshop conducted		
Readiness activities:	1. Organize FA training for volunteers with emphasis on cold weather-related injuries/ consequences. 2. Conduct monitoring visits to the project sites		
Prepositioning activities:	None		
Prioritized Early Actions:	1. Conduct lessons learned workshop to provide recommendations for future response operations.		

CONDITIONS TO DELIVER THE EARLY ACTION

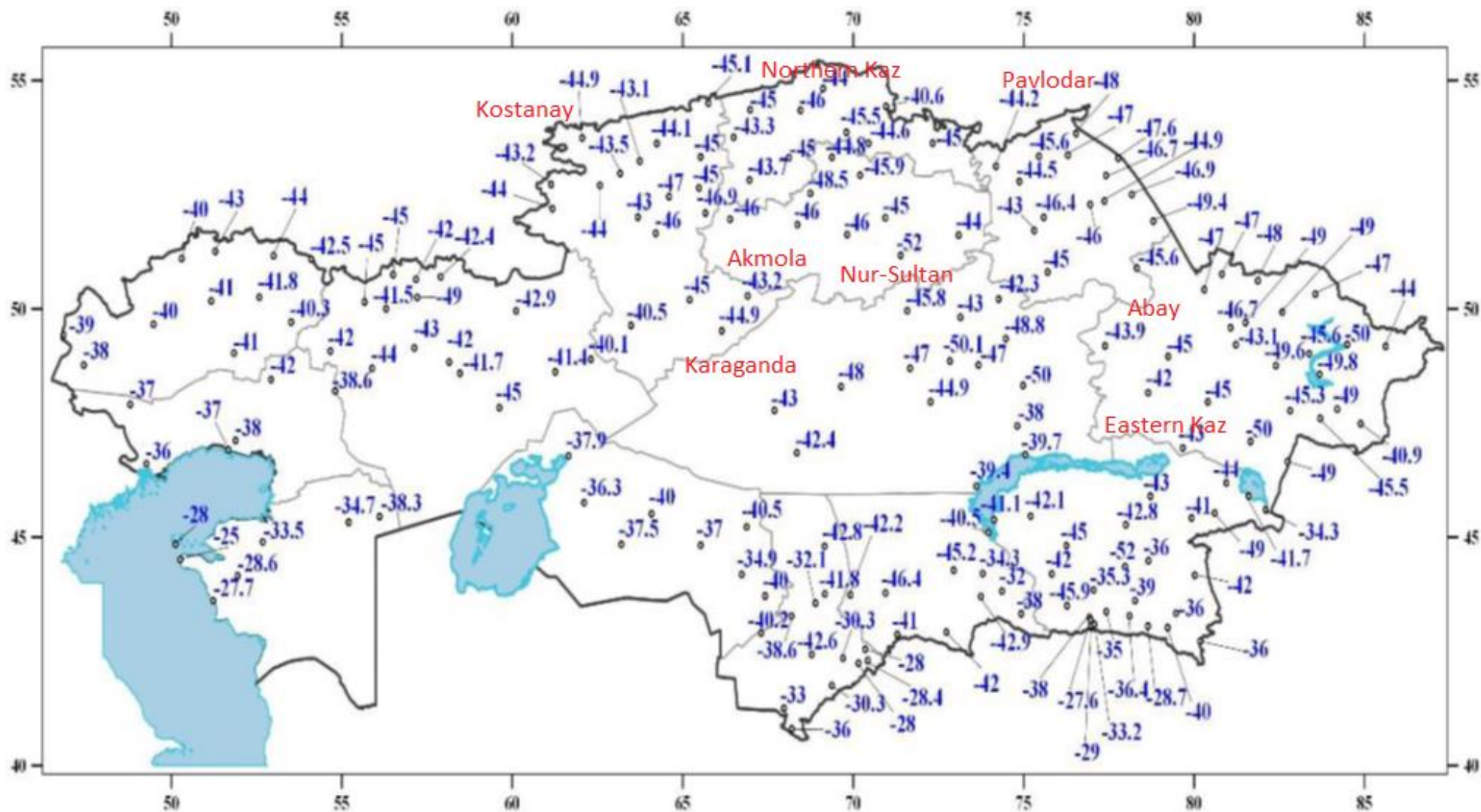|	
Experience and/or capacity to implement the early actions. Assumptions or minimum conditions needed to deliver on the early actions (including issues to be resolved)	The National Society has considerable experience in responding to emergencies through the network of staff and volunteers in 18 branches across the country. Staff and volunteers of regional branches will carry out preparedness and early action activities. Each branch has a well-developed partnership with local authorities: disaster management agency and local administration will provide administrative and technical support as well as help with access to target groups and at risk areas. Media will provide informational support. One of the issues that require attention is warehouse space, especially for storage of the major volume of goods. To resolve this issue procurement non-food items will be done locally by each branch. Advantages of decentralized procurement procedures are: • saving on transportation expenses; • no need for storage facility for major volume of goods; • it is easier to find suppliers as sufficient volume of goods is not always available from one supplier; • adequate storage facilities for lesser volume of goods is easier to find at local branch partners. The simplified EAP consists of several activities that have to be coordinated and implemented on time. The EAP Coordinator will be responsible for coordination of preparedness and early action activities, following up the weather forecast and alerts, developing the key messages, managing the activities in the branches, coordinating the procurement process and organizing training and workshop. Despite the decentralised procurement, all the branches have to submit procurement documents (CBA, contracts etc.) for review to the NHQ Logistics and receive his approval. NHQ Logistics service will be also necessary for procurement of some items which are not available in the region and have to be delivered to the field offices. NHQ Logistics consults branch representatives on the required IFRC procurement standards. Financial support will be will be hired quarterly for consolidation of financial reporting from the branches. Current accounting staff is not able to take on additional workload because they have a very high volume of work due centralised accounting system which includes 17 branches and NHQ. Finance officer will be responsible for preparing IFRC reports. The PMER officer has the primary task to support operational planning, monitoring and reporting for the planned operation. This includes all actions to ensure quality and timely delivery of early action protocol reporting documents, as well as monitoring of implementation process and target indicators. Together with the EAP Coordinator organizes lessons learned workshop.
Red Cross Red Crescent Movement partners, Governmental / other agencies consulted for this simplified EAP	The National Society had several consultations with the Ministry of the Emergency Situations on the Republic of Kazakhstan about cold wave triggers. Local administrative police has information about all locations where homeless people live during winter season. During the cold waves they refer or transport homeless to the social adaptation centers. Social adaptation centers have special rules, which most homeless people do not like to follow and therefore avoid staying at the facility. During the cold waves the centers has increased number of homeless and unfortunately, not always have capacity to provide proper services to everyone. The Red Crescent will work together with police encouraging

	homeless to stay at the center, organize transportation and coordinate with the center food distribution.
	When the cold wave hits, the roads are closed and monitored by the departments of emergency situations and police. Nobody, except rescue and special road maintenance services, is allowed to enter the closed roads. For many years, Red Crescent staff works in close collaboration with the MoES that evacuates the drivers and passenger from the roads to the warm-up shelters where Red Crescent provides food and FA to the people.
	Red Crescent staff and volunteers annually participate in the field training "Winter" organized by the MoES during which early actions and response activities are practised and algorithms are developed.
	Social protection departments of the local authorities (Akimats) has a partnership with the Red Crescent branches and provides the list of the most vulnerable elderly people, people with special needs and low income single mothers.

Contact information

For further information, specifically related to this simplified EAP please contact:
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Appendix 1. Values of the absolute minimum air temperatures (□C) recorded since the opening of the weather station till 2020.[8]

[8] https://www.kazhydromet.kz/ru/klimat/ezhegodnyy-byulleten-monitoringa-sostoyaniya-i-izmeneniya-klimata-kazahstana

Early Action Protocol Summary

EAP2022KZ01/MDRKZ012 - Red Crescent of Kazakhstan Cold Wave

Operating Budget	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	**1,627**	**91,235**	**69,357**	**162,218**
Shelter and Basic Household Items	0	0	0	**0**
Livelihoods	0	81,131	64,220	**145,350**
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	1,627	10,104	5,138	**16,868**
Community Engagement and Accountability	0	0	0	**0**
Environmental Sustainability	0	0	0	**0**
Enabling Approaches	**47,734**	**3,810**	**6,235**	**57,779**
Coordination and Partnerships	0	0	0	**0**
Secretariat Services	16,802	0	3,195	**19,997**
National Society Strengthening	30,932	3,810	3,040	**37,782**
TOTAL BUDGET	**49,361**	**95,045**	**75,592**	**219,998**

all amounts in Swiss Francs (CHF)