

www.ifrc.org
Saving lives,
changing minds.

Emergency appeal operation update

Kenya: Mall Attack

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRKE027

Operation update n°2

19 December, 2013

Period covered by this Ops Update: 22 October to 8 December, 2013.

Appeal target (current): CHF 3,581,308

Appeal coverage: 1%. [<click here to go directly to the updated donor response report, or here to link to contact details >](#)

Donor contributions to the appeal are encouraged in order to enable sustainable psychosocial support and psychosocial education (raising awareness on the potential psychological reactions to an emergency context) to the affected persons and families of the Westgate mall attack.

Appeal history:

- This [Emergency Appeal](#) was launched on 22 October, 2013 for CHF 3,581,308 to support the Kenya Red Cross Society (KRCS) to assist up to 25,000 people affected by the Westgate hostage crisis in Nairobi, for 12 months.
- Disaster Relief Emergency Fund (DREF): CHF 204,841 was initially allocated from the Federation's DREF to support the National Society to respond.
- An [operations update n°1](#) was issued on 17 December 2013 providing a brief overview of the situation and to request for support for this appeal from donors
- This operations update n°2 provides detailed information of the activities undertaken and operational challenges faced by the KRCS to date.



Red Cross staff managing the donations from Kenyans at Uhuru park in Nairobi during the Westgate crisis. Photo/Riccardo Gangale/IFRC.

Summary: On Saturday 21 September 2013, the Westgate shopping mall was attacked by an armed group. The Kenya Red Cross was among the first responders, assisting with ambulance services, triage, life support, tracing and restoration of family links, psychosocial support and evacuation as people were released from the building. Within the first hour, KRCS deployed 12 Advanced Life Support Ambulances supported by an additional team of paramedics from Emergency Medical Services (E-Plus) and a fleet of service Land Cruisers. It is reported that the attack left approximately 194 casualties who survived various injuries, and over 67 lives were lost.

A DREF operation was launched to cover the immediate response that included emergency response, first aid and rescue efforts, including efforts to reduce the number of deaths from the Westgate Shopping Mall attack, reduce delays in blood donation services and for referrals to secondary and tertiary care centres providing emergency care to victims. The initial activities also aimed to reduce the psychosocial effects of the attack among those directly affected and among the general public.

KRCS also launched a one-week countrywide blood donation drive, psychosocial support services across various hospitals within the city, and set up a 24-hour command centre in the vicinity of the Westgate Shopping Mall.

This Emergency Appeal responded to a request from the Kenya National Society to prevent long term psychological consequences for those affected and to promote resilience in the form of improved disaster preparedness and risk reduction. The activities intended to enhance healing, readjustment and reintegration of those directly and indirectly affected by the disaster. The specific activities planned include: setting up of drop-in centres to facilitate referrals, provision of individual and group psychosocial support (including lay-counselling), recreational play centres for children, crisis hotline, setting up of call centres, provision of professional assistance awareness creation sensitization and psycho education, and tracing and restoration of family links.

The appeal also aims to strengthen the KRCS response capacity, in particular focus will be put on equipping the KRCS Emergency Medical Services (EMS) ambulances.

So far only the activities under the DREF operation have been carried out, due to the low level of funding towards the appeal. Other activities carried out by KRCS have been undertaken with funds from other sources in country.

There is still a need to cater for the longer term needs of trauma counselling for affected persons, as well as ensuring sufficient capacity and equipment in place for saving lives during crisis situations.

The Canadian Red Cross contributed to the replenishment of the DREF allocated for this operation and subsequently agreed to transfer this contribution towards the Emergency Appeal. Other donors are encouraged to support the activities under this appeal.

The situation

On Saturday 21 September 2013 at 1230Hrs, an armed group entered Westgate Shopping Mall and attacked members of the public with hand grenades and automatic rifles. Westgate Shopping Mall is a popular shopping center with the diplomatic community, Kenyans and foreign visitors. It was a multi-storey building with a basement and rooftop parking that housed mainstream department stores, banks, phone centers and electronic shops, boutiques, coffee shops, movie theatres and party/amusement areas.

On an average weekend, the mall has an estimated 10,000 shoppers at lunchtime peak. According to the eye witness reports, the attack started with a grenade explosion at a cooking contest taking place at the rooftop followed by heavy gunfire inside the building which lasted for several minutes leaving scores of people dead or injured.

Coordination and partnerships

The overall level of coordination of the emergency response was in partnership with various government departments, agencies, organizations, media and groupings. The University of Nairobi pathologists coordinated the viewing of bodies at the City Mortuary, while Kenya National Blood Transfusion services (Ministry of Health) and Kenya Psychological Association supported the blood donation campaign and psychosocial activities respectively.

Since the attack KRCS has continued to work with the relevant organizations and agencies such as St John's ambulance, hospitals, and Military Disaster Response Units. Others include the Blood Link Foundation, Hope Worldwide Kenya, Blood Life Initiative Kenya, Save the Children, and Child Welfare Society of Kenya. KRCS is the lead organization mandated by the Government of Kenya for emergency response, and as a result it was delegated to coordinate various interventions after the attack both to the public and the affected victims directly.

Following a national appeal by the National Society, KRCS and Safaricom Ltd initiated a cooperation under "We are One", to fundraise for supporting emergency response to the affected by the attack in Westgate and mobilized up to 102,331,349 Kenya Shillings (approximately CHF 1.07 million). The funds were allocated for various activities including 15 percent of the funds being allocated for trauma counselling. Other activities to which the funds were allocated included medical emergency, ambulance services, blood donations, and longer term medical services. With the funds raised through the national appeal, KRCS supported hospitals that had admitted casualties of the Westgate Shopping Mall attack.

This money was raised through the M-pesa¹ platform that Safaricom set up following an appeal by the KRCS. A task force has been set up to ensure that the money raised is properly accounted for, and an audit firm Deloitte Touché Tohmatsu Limited is appointed to review and vet all claims by the hospitals that were involved in treating the victims of the Westgate Shopping Mall attack. The taskforce comprised of the National Disaster Operations Centre, all the hospitals that provided assistance, ambulance service providers, Safaricom and the KRCS amongst others.

Red Cross and Red Crescent action

KRCS immediately responded to the needs of injured persons, through its prepositioned ambulance that had been placed at the Westgate Mall rooftop parking, due to the cultural event taking place. Additionally, within the first hour, KRCS deployed 12 Advanced Life Support Ambulances supported by a team of paramedics from Emergency Medical Services (E-Plus) and a fleet of service Land Cruisers. The services provided by the KRCS respond team were triage, life support, tracing, psychosocial support and evacuation as those trapped in the building were rescued or escaped. After the immediate response and in carrying out the long term interventions, the main activities after the attack were provision of Psychosocial Support Services (PSS) and tracing.

Following the need for mid to long term intervention in psychosocial support and trauma care as well as enhancing the preparedness capacity for KRCS to handle such disaster in future, KRCS, through IFRC, launched an Emergency Appeal for supporting this emergency.

The interventions through this appeal intends to enhance healing, readjustment and reintegration of those directly and indirectly affected by the disaster. The interventions will incorporate supportive communication on trauma healing and peace building and strengthening the response capacity of KRCS. Attention will be given to sufficiently equip the KRCS Emergency Medical Services (EMS) ambulances that were in the frontline during and responded to the needs of the persons that needed resuscitation, in transit oxygen supply and cardiac support.

The widespread effects of the Westgate Shopping Mall incident will continue for some time with different facets of the community affected, including responders, families and communities of victims, as well as members of the general public. The incident underscored multiple new challenges in addressing terrorist attacks characterized by mass casualties, prolonged suffering and anxiety and high demands on response resources. In order to create an enabling social and physical environment, the psychosocial support component will contribute to resilience and reduction in vulnerability for those who were affected either directly or indirectly.

It is envisaged that restoration of social structures through support groups, recreational activities and referral linkages will enhance stability and permit people to cope with the effects of the terror attack and return to their normal day to day activities, family life and supportive roles for each other. Amongst other activities, KRCS plans to set up call in centres, static sites, mobile sites, outreach programs and use of media. There will be a strong linkage and referrals created with counselling institutions for continued care and support for those that will require the services.

During this reporting period, the ongoing interventions funded by Safaricom M-pesa funds were to ensure that individuals who received physical and psychological injuries were not denied treatment at hospitals due to inability to pay for the medical services. The activities undertaken included group therapy and debriefing, individual counselling sessions, child counseling through recreational activities and awareness creation.

There is a critical need to sustain psychosocial support and psychological education raising awareness on the potential psychological reactions as well as for service providers to always have capacity for quality lifesaving timely response through:

- Enhanced institutional capacities in terms of hardware/infrastructure, and software/skilled personnel.
- Ensuring sustainable ambulance services are equipped and upgraded, with consumables replaced.
- Referrals pathways, linkages, collaboration and networking for continued support.
- Continued follow up for the selected cases by the social workers and volunteer psychologists and lay-counsellors.

¹ M-Pesa (M for mobile, pesa is Swahili for money) is a mobile-phone based money transfer and micro financing service for Safaricom and Vodacom, the largest mobile network operators in Kenya and Tanzania.

- Capacity building initiatives for National Disaster Response Team and County Disaster Response Team on Advanced Trauma Life Support (ATLS) and Advance Cardiac Life Support (ACLS) and management of dead bodies.
- Upgrading advance life support ambulances.

In its role as auxiliary to Government, KRCS is committed to ensure that blood service is adequate to respond to emergencies of a similar scale.

Progress towards outcomes

The DREF operation initially launched, that was transferred into an emergency appeal, covered the immediate response including emergency response, first aid and rescue efforts. The support from the DREF enabled referrals of injured persons to secondary and tertiary care centres providing emergency care. The initial activities also aimed to reduce the psychosocial effects of the attack among those directly affected and among the general public.

The lack of donor response so far towards the appeal has limited the possibilities of the KRCS to carry out its planned activities and most activities have been carried out outside the appeal with funds from the national appeal and other sources.

Emergency Health Care

Outcome: Promote the restoration of community networks and coping mechanisms	
Outputs (expected results)	Activities planned
<ul style="list-style-type: none"> • Increase awareness of psychological reactions (Psycho education) during and following disasters and or social disruptions to a population of 25,000. 	<ul style="list-style-type: none"> • Carry out a needs assessment to establish the number and extent of psychosocial needs • Mass media campaigns; Production and airing of radio Spots and television (TV) advertisement. • Creation of awareness through sensitization and psycho education. • Production of Information Education and Communication (IEC) materials. • Commemoration event.
<ul style="list-style-type: none"> • Facilitate Psychosocial support to 11,850 people and 650 staff and volunteers of the KRCS as needed 	<ul style="list-style-type: none"> • Provide post deployment psychosocial support including lay-counselling to the 500 law enforcers and security personnel • Provide Psychosocial support to 68 bereaved families • Psychosocial support activities for children involved and or exposed to the crisis (this will be done through schools ten schools under this Emergency Appeal). • Provision of psychosocial support including professional mental health interventions to 200 survivors. • Provide psychosocial support to 1,000 people directly affected by the emergency. • Provide psychosocial support to 10,000 friends and relatives of the people directly affected by the emergency. • Psychological support for the Responders (Ambulance staff, media). • Referrals and linkages for rehabilitative care. • Provide psychological support to 150 staff and 500 volunteers of KRCS engaged in emergency response.

Progress: Detailed progress on the operation will be shared in subsequent updates.

Disaster Preparedness and Risk Reduction

Outcome: KRCS preparedness and capacity to respond to disasters and emergency situations is enhanced.	
Outputs (expected results)	Activities planned
<ul style="list-style-type: none"> • Strengthening the response 	<ul style="list-style-type: none"> • Training of KRCS management on PSS programming in

<p>capacity and coordination KRCS with Government Ministries, and other stakeholders.</p>	<p>emergencies.</p> <ul style="list-style-type: none"> • Training of KRCS National Disaster Response Teams (NDRTs) and County Disaster Response Teams (CDRTs) on PSS response. • Training of KRCS NDRTs and CDRTs on Advanced Trauma Life Support (ATLS) and Advance Cardiac Life Support (ACLS) and management of dead bodies. • Development of National contingency plans for sudden onset disaster. • Documentation and dissemination of lessons learnt and best practices. • Establishment of a reference center. • Project management (Financial Management, Monitoring and Evaluation, supervision, reporting and overall project administration).
<ul style="list-style-type: none"> • Provide support to the Kenya National Blood Transfusion Service. 	<ul style="list-style-type: none"> • Procurement of assorted equipment/items and materials such as blood bags, alcohol swabs etc. (E plus, Kenya National Blood Transfusion Services [KNBTS]). • Support biannual National Blood drives. • Training of relevant Government Ministries on disaster response and psychosocial interventions (KNBTS, Ministry of Health (MOH) – Emergency Centre).
<ul style="list-style-type: none"> • Upgrade the number of advance life support ambulances from the current 12 units to 33 units in preparedness to handle future mass casualty incidences. 	<ul style="list-style-type: none"> • Lease sufficient ambulances to ensure sufficient coverage. • Procure and install upgraded equipment for 33 vehicles (including lifesaving equipment such as ventilators, cardio monitors and defibrillators and radio equipment). • Monitor the use and maintain the equipment as required.

Progress: Progress: Detailed progress on the operation will be shared in subsequent updates.

Communications – Advocacy and Public Information

Through the External Relation and the Public Relations Office, KRCS aims to coordinate various awareness and publicity activities, to sensitize the public and media on the psychosocial needs of the victims, family members, friends and community of the Westgate Mall. Project beneficiaries and the public in general will be updated on assessments and programme activity plans and necessary feedback received through meetings, committees and Information Education and Communication materials.

Planned Activities:

- Produce regular information bulletins and share with relevant stakeholders.
- Facilitate media field trips to activity sites.
- Monitor media coverage on the psychosocial support and other programme activities.
- Produce IEC materials on psychosocial support.
- Produce and air radio, print adverts/supplements on KRCS interventions.
- Social media monitoring and updates.
- The launch of this appeal and other major milestones throughout the operation will be highlighted on the IFRC website.
- KRCS will jointly work with IFRC to implement humanitarian diplomacy and advocacy activities on behalf of the Westgate victims, their friends and families.

Progress: A communication plan is being initiated.

Contact information

For further information specifically related to this operation please contact:

- **Kenya:** Abbas Gullet, Secretary General, Kenya Red Cross Society, Phone 254.20.60.35.93;254.20.60.86.81/13; email: gullet.abbas@kenyaredcross.org
- **IFRC Regional Representation:** Finnjarle Rode, Regional Representative for East Africa; Nairobi; phone: +254 20 283 5000; email: finnjarle.rode@ifrc.org
- **IFRC Africa Zone:** Daniel Bolaños, Disaster Management Coordinator for Africa; Nairobi; phone: +254 (0)731 067 489; email: daniel.bolanos@ifrc.org
- **IFRC Geneva:** Christine South, Operations Quality Assurance Senior Officer; phone: +41.22.730.45 29; email: christine.south@ifrc.org
- **IFRC Zone Logistics Unit (ZLU):** Rishi Ramrakha, Head of zone logistics unit; Tel: +254 733 888 022/ Fax +254 20 271 2777; email: rishi.ramrakha@ifrc.org

For Resource Mobilization and Pledges:

- **In IFRC regional representation:** Diana Ongiti, Senior RM Officer; phone +254 20 2835 276; email: diana.ongiti@ifrc.org

For Performance and Accountability (planning, monitoring, evaluation and reporting enquiries):

- **In IFRC Zone:** Robert Ondrusek, PMER/QA Delegate, phone: +254 731 067277; email: robert.ondrusek@ifrc.org

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 Disaster 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.

www.ifrc.org
Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
 2. Enable healthy and safe living.
 3. Promote social inclusion and a culture of non-violence and peace.
-