

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

KYRGYZSTAN: EARTHQUAKE

Appeal No. MDRKG001
2 October 2007

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 185 countries.

In Brief

Final Report; Period covered: 11 January to 11 June, 2007; Final appeal coverage: 70 %¹.
[<click here to link directly to the attached Final Financial Report>](#).

Appeal history:

- **Launched on 11 January 2007 for CHF 487,745 (USD 391,474 or EUR 301,872) for five months to assist 6,660 beneficiaries.**
- **Appeal target revised to CHF 657,055 (USD 540,725 or EUR 406,670) with Operations Update no.2.**
- **Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000 (USD 80,855 or EUR 62,143) in December 2006.**

Operational summary

The Kyrgyzstan Red Crescent Society earthquake response operation, with support from the International Federation, assisted the affected communities in meeting their immediate needs of food and non-food relief items. In total, 1,200 families (6,979 people) received food parcels and hygiene kits. In addition, 862 families (3,246 people) were provided with used clothing and 400 families with mattresses, blankets and bed linen.

As the government took over the responsibility of reconstructing the damaged school in Semiz Bel village, this objective was replaced in order to provide cement to support the reconstruction of houses for 250 families. This was successfully achieved and valued by the beneficiaries due to cement being broadly used in seismic building construction, but difficult to afford for most people in Kochkor district.

During the operation, close collaboration was maintained with the International Federation's Central Asia regional representation based in Almaty, the Ministry of Emergencies, United Nations agencies, non-governmental organizations, foreign and local organizations, and local authorities. Also, specifically in the rehabilitation area, relations were established with the Central Asian Mountain Partnership and the Habitat Foundation.

With this operation, the National Society has been strengthened at the branch level, the positive image of the Red Crescent Society has been empowered, and the number of volunteers has increased. In addition, the areas for improvement have been noted and will be incorporated into future capacity building.

This operation is aligned with the International Federation's Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

¹ In the operations update no.3 posted in June 2007, an expected in-kind contribution in the amount of CHF 158,982 was stated. Nevertheless, as per the attached final financial report, the actual contribution is CHF 86,161.

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

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All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

Background and Summary

An earthquake of 26 December 2006 affected over 34,000 people in Kochkor district of Kyrgyzstan. The earthquake measured 5-6 on the Richter scale and caused damages to more than 6,800 residential buildings, of them 1,332 households have lost their houses completely.

The Kyrgyzstan Red Crescent Society (KRCS) responded immediately after the disaster and, with the support of the International Federation (partly based on the CHF 100,000 released from the Federation's Disaster Relief Emergency Fund), began providing immediate assistance to affected communities. The immediate operational priority need was to provide food and non-food relief items (hygiene kits) for the worst affected population who completely lost their houses. The reconstruction of a damaged school in Semiz Bel village was the initial objective under the rehabilitation section of the Emergency Appeal. However, with the government taking the responsibility over the school reconstruction, this objective was revised so as to support affected communities in building safer households to the extent possible, namely by providing cement to reconstruct houses for 250 families.

During household visits by Red Crescent staff and volunteers some families falling under the initial key selection criterion (loss of house) refused humanitarian relief in favor of their less privileged neighbors. Therefore, in the list of target beneficiaries were included not only those whose houses fell under the first category (destroyed or severely damaged), but also those with houses falling under other categories. The revised criteria applied during beneficiary selection under each objective of the Appeal were as follows:

- Families whose houses fell under 1-4 category of damage according to the emergency ministry's assessment
- Families with disabled children
- Families with disabled parents
- Families with no provider and with children under 16 years old
- Families with five and more children under 16 years old.

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Over the period, 6,979 people (1,200 families) received food parcels and hygiene kits. As local families often have many children, the number of actual beneficiaries targeted makes fewer families than was initially planned. In addition, 862 families received used clothing that was part of donor contributions to the Emergency Appeal and 400 families received mattresses, blankets and bed linen. In the closing stage of the operation, cement was distributed among the most vulnerable 250 families who had to rebuild their houses. Food assistance was acceptable in quality, fit the local habit and was nearly the only source of nutrition to most of the affected families. Hygiene items met the needs of local communities and were utilized properly.

With funds attracted through the Emergency Appeal arriving in parts it was difficult to plan relief activities in advance and the exact number of beneficiaries to be covered by the next distributions. Given the poor living conditions of the population in this region and overall political instability in the country, the situation around humanitarian relief was sometimes tense which presented certain challenge for the National Society when compiling the lists of beneficiaries and registering for distribution. Also, public demonstrations in spring delayed some Red Crescent activities related to the rehabilitation phase.

Coordination

Red Crescent response planning has been done in close collaboration with the International Federation's Central Asia regional representation based in Almaty. The International Federation's regional representation has been also providing technical support and assisted with resources mobilization and monitoring of the operation.

At the headquarters level of the National Society, the operation was coordinated by a group headed by the Secretary General of the Kyrgyzstan Red Crescent. The disaster management department was responsible for implementing the disaster relief operation and worked directly with Naryn oblast branch. The disaster response team of Naryn branch supported the response on the disaster site from the first days of the operation. Members of the teams from neighbouring branches – Chui, Issyk-Kul and Talas – were also involved in the operation at different stages.

The KRCS has a Memorandum of Understanding (MoU) with the Ministry of Emergencies (MoE) stipulating the auxiliary role of the National Society to the government in disaster response. The MoU sets out its responsibility for humanitarian relief; it also covers information exchange, and overall responsibilities related to coordination. Accordingly, the National Society cooperated with the MoE at both national and local level – Red Crescent staff was present at the regular meetings of the disaster commission, set by the government, and participated in information exchange. The National Society also built links with other organizations (United Nations agencies, non-governmental organizations, foreign and local organizations and businesses) involved in the response operation, so as to avoid overlapping or duplication. During local coordination meetings, conducted on the disaster site, the Red Crescent shared its experience in distribution with other stakeholders.

In the beginning of the operation the KRCS, as a leader of the response operation, hosted a press-conference for local non-governmental organizations and mass media to advocate for beneficiaries' needs, align actions and maintain the profile of the response operation.

Over the course of the operation and when most organizations that had been providing support to affected communities on the disaster site withdrew, the National Society continued staying in close contact with local authorities whose actions were oriented towards the reconstruction of buildings.

In rehabilitation area the Red Crescent cooperated with the Central Asian Mountain Partnership (CAMP)². Namely, joint actions have been developed and carried out to build community capacities in terms of disaster risk management. Also, to achieve its objective in the rehabilitation sector of the Appeal, the National Society worked in partnership with the Habitat Foundation³. Thus, after receiving cement from the Red Crescent, target families have been supported by Habitat Foundation in actual reconstruction of their houses.

² Central Asian Mountain Partnership website <http://www.camp.kg/eng/index.html>

³ Habitat Foundation website www.habitat.elcat.kg

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In February 2007, debates over coordination issues took place among local authorities and non-governmental organizations, including the Red Crescent, MoE and some others at a state TV programme that discussed lessons learnt from the Kochkor response operation. As a result, it was decided to develop a proper coordination plan for future disaster response activities. On the initiative from the United Nations Development Programme (UNDP) a joint project called enhancing coordination for disaster response in the Kyrgyz Republic has been developed. It stipulates, among other objectives, the establishment of a Disaster Response Coordination Unit, its integration into the country National Disaster Preparedness and Response Plan, compilation of a comprehensive database on available emergency stocks etc. The National Society is part of the project based on the project agreement.

Analysis of the operation - objectives, achievements, impact

Emergency relief

Objective 1: Provide an emergency food ration for 4 months consisting of rice, flour, sugar and vegetable oil for approximately 1,332 families (6,660 people).

Food parcels have been distributed by the Red Crescent Society among affected families in a series of distributions. Each time the content of the food parcel was the same:

- Flour (50 kg)
- Rice (25 kg)
- Sugar (25 kg)
- Vegetable oil (10 litres)

Food items have been chosen by taking into consideration local food habits and easiness of storage and use. Food products were familiar to beneficiaries and matched their traditional dietary habits, they were reasonably easy to store, including at a household level, and cooked with minimum fuel.

The table below gives the number of people assisted with food items under the Emergency Appeal:

Type of relief	Number of families covered	Number of people covered			
		Female	Male	Children under 18	Total
Food parcels	1,200	2,078	2,587	2,314	6,979

Objective 2: Provide immediate non-food relief items consisting of hygiene kits for 1,332 families (6,660 people).

Hygiene kits have been distributed by the Red Crescent Society among affected families in a series of distributions. Each hygiene kit included:

- Detergent (5 kg)
- Soap (25 pieces)
- Tooth paste (25 pieces)
- Tooth brush (5 pieces)
- Shampoo (2 bottles)

Over the time of operation, mattresses, blankets and bed linen were procured that were initially meant to replenish and extend contingency stocks of the National Society. However, the Red Crescent later distributed these relief items to households who needed them basically due to considerable damage to their houses and cold weather. Each target family received two mattresses, two blankets and two sets of bed linen.

The table below gives the number of people assisted with non-food items under the Emergency Appeal:

Type of relief	Number of families covered	Number of people covered			
		Female	Male	Children under 18	Total
Hygiene kits	1,200	2,078	2,587	2,314	6,979
Mattresses, blankets, bed linen	400				

The National Society also received 16,217 kg of second hand clothing as a contribution to the Appeal. Used clothing was distributed among people from the worst affected village councils in the area – Kochkor, Cholpon, Ak-Kyia, Talaa-Bulak, Kokzhar and Semizbel – with regard to family composition and gender needs. The data is presented in the table below:

Type of relief	Number of families covered	Number of people covered			
		Female	Male	Children under 18	Total
Used clothing	862	651	611	1,984	3,246

Rehabilitation

As the government took over responsibility of rebuilding the damaged school in Semiz Bel village, the objective under this section of the Appeal, which initially was to *reconstruct a damaged school in Semiz Bel village*, was revised. Responding to existing needs of affected population, the National Society set a new objective: *to provide cement to support the reconstruction of houses for 250 families*.

Cement is one of the construction materials broadly used in seismic building but is also expensive and hardly affordable for most people in Kochkor. At the same time government allocations for the reconstruction of houses to affected families were not enough to construct seismically reinforced houses. Following the seismic building codes for safer house would have been a real challenge, especially for those most vulnerable. It was in these circumstances that the National Society decided to support affected communities in building safer households to the extent possible.

Objective 3: Provide cement to support the reconstruction of houses for 250 families.

In June, the cement was delivered to the affected areas and distributed by Red Crescent staff and volunteers to affected families. The number of people and villages covered are provided below:

Village	Number of families covered	Number of people covered			
		Female	Male	Children under 18	Total
Cholpon	18	28	32	102	162
Epkin	7	21	28	62	111
Kochkor	150	224	305	568	1,097
Isakeevo	75	104	110	468	682
Total	250	377	475	1,200	2,052

Impact

Food parcels distributed in the course of the Red Crescent response operation improved the food security of vulnerable families affected by the disaster. Non-food relief built the supply of basic hygiene items in target households. Used clothing, mattresses, blankets and bed linen that have been distributed to the poorest of the poor met the needs of people throughout the cold season. Cement that was made available by the National Society for the most disadvantaged families allowed them to reconstruct their houses with consideration to the building codes applied in earthquake prone areas.

Monitoring revealed that food assistance was acceptable in quality and fit the local habit. The distributed food supply was nearly the only source of nutrition to most of the affected families. Hygiene items met the needs of local communities and were utilized properly. Also, the support rendered by Kyrgyzstan Red Crescent has been qualified by target households as timely.

Furthermore, the earthquake response operation fostered women's initiative in Kochkor. Women have become much more active in rebuilding their lives after the disaster. Traditionally in charge of well-being and safety of their families, they demanded that standards of seismic building were observed during the reconstruction to ensure proper housing conditions for future, and even set up a non-governmental organization (NGO) in order to lead and monitor proper reconstruction of their houses.

The NGO joined the Red Crescent and made a plan of joint actions. After the operation a local disaster preparedness committee was established within the NGO and a joint workshop on disaster preparedness was arranged by the Red Crescent Society for 25 community members who will further promote the disaster preparedness work in their village. Discussions on gender issues in the disaster context were included in the workshop agenda. The National Society also equipped the committee with a minimum set of tools for community disaster response.

Red Cross and Red Crescent Movement -- Principles and initiatives

The earthquake response operation was guided by Kyrgyzstan Red Crescent's mission and the Movement principles. Red Crescent relief distributions have been carried out according to the International Federation standards and National Society rules and procedures. Addressing the gender issue, the National Society prioritized humanitarian assistance to families where the only provider is a woman who has under age children, or is a widow or a single mother.

National Society Capacity Building

The Red Crescent response operation in Kochkor district has built the response capacity of the National Society at branch level. The operation served as a test for the branch team who had to apply the knowledge it gained at the training in practice. It also tested the mechanisms of interaction between the branch and the headquarters in time of the disaster. Based on lessons learned, the National Society standard operation procedures in disasters have been updated, namely the terms of situation reports for the headquarters, security rules and conditions of volunteer mobilization have been revised.

The response operation also facilitated National Society partnerships with local authorities and helped strengthen the positive image of the Red Crescent in the country. Local authorities, emergency committee and community members referred to the Red Crescent as the only organization that provided a highly professional response among those present on the disaster site.

Also, in the period following the earthquake, the number of Red Crescent volunteers in Kochkor area has increased from 2 to 60. New volunteers are community members who were involved in the Red Crescent relief distributions and who wished to continue volunteering for the National Society. Currently, they actively support the Red Crescent tuberculosis prevention programme in the area. The relief operation attracted new Red Crescent members as well – seven collective members joined.

No disaster management activities had been implemented in Kochkor area before the earthquake struck as according to the official data, the area was not classified as highly disaster prone (no disasters have been registered over the past five years). Following the response operation, the National Society initiated a community-based disaster preparedness (CBDP) project on the site. There have been seven local disaster committees comprising 140

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volunteers established in seven villages of the district. Further work with communities includes disaster preparedness training for a group of community members who will be spreading the knowledge among their fellow villagers, information campaigns, disaster risk mapping, development of village contingency plans and simulation exercises.

Lessons learnt

During the response operation, members of the disaster response teams of the National Society realized that they lack basic psychological skills. The skills on how to give comfort and communicate to people in distress related to disasters need to be included in future trainings of the disaster response teams.

[Final financial report below; click here to return to the title page.](#)

International Federation of Red Cross and Red Crescent Societies

MDRKG001 - KYRGYZSTAN EARTHQUAKE

Final Financial Report

Selected Parameters	
Reporting Timeframe	2006/12-2007/07
Budget Timeframe	2006/12-2007/06
Appeal	MDRKG001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		657,055				657,055
B. Opening Balance		0				0
Income						
<u>Cash contributions</u>						
<i>British Red Cross</i>		36,150				36,150
<i>Finnish Red Cross</i>		8,840				8,840
<i>Japanese Red Cross</i>		15,732				15,732
<i>Monaco Red Cross</i>		8,100				8,100
<i>Netherlands Government</i>		40,500				40,500
<i>Netherlands Red Cross</i>		64,800				64,800
<i>Swedish Red Cross</i>		52,230				52,230
<i>Swiss Red Cross</i>		48,500				48,500
C1. Cash contributions		274,852				274,852
<u>Reallocations (within appeal or from/to another appeal)</u>						
<i>DREF</i>		100,000				100,000
C3. Reallocations (within appeal or		100,000				100,000
<u>Inkind Goods & Transport</u>						
<i>Finnish Red Cross</i>		86,161				86,161
C4. Inkind Goods & Transport		86,161				86,161
C. Total Income = SUM(C1..C6)		461,013				461,013
D. Total Funding = B + C		461,013				461,013

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		461,013				461,013
E. Expenditure		-461,013				-461,013
F. Closing Balance = (B + C + E)		0				0

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Final Financial Report

Selected Parameters	
Reporting Timeframe	2006/12-2007/07
Budget Timeframe	2006/12-2007/06
Appeal	MDRKG001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		657,055					657,055	
Supplies								
Construction Materials	91,500		32,547				32,547	58,953
Clothing & textiles	197,888		122,319				122,319	75,569
Food	133,200		121,358				121,358	11,842
Other Supplies & Services	127,836		109,473				109,473	18,363
Total Supplies	550,424		385,696				385,696	164,728
Land, vehicles & equipment								
Computers & Telecom	1,000							1,000
Total Land, vehicles & equipment	1,000							1,000
Transport & Storage								
Storage	500							500
Distribution & Monitoring	5,000		1,719				1,719	3,281
Transport & Vehicle Costs	25,000		11,877				11,877	13,123
Total Transport & Storage	30,500		13,596				13,596	16,904
Personnel Expenditures								
International Staff Payroll Benefits			3,592				3,592	-3,592
National Staff			2,431				2,431	-2,431
National Society Staff	10,000		9,269				9,269	731
Total Personnel Expenditures	10,000		15,292				15,292	-5,292
Workshops & Training								
Workshops & Training			6,101				6,101	-6,101
Total Workshops & Training			6,101				6,101	-6,101
General Expenditure								
Travel	10,000		5,048				5,048	4,952
Information & Public Relation	5,000		1,149				1,149	3,851
Office Costs	4,100		68				68	4,032
Communications	3,000		3,462				3,462	-462
Financial Charges	1,000		1,000				1,000	0
Total General Expenditure	23,100		10,727				10,727	12,374
Program Support								
Program Support	42,031		29,602				29,602	12,430
Total Program Support	42,031		29,602				29,602	12,430
TOTAL EXPENDITURE (D)	657,055		461,013				461,013	196,042
VARIANCE (C - D)			196,042				196,042	