

# Appeal 2001-2002



International Federation  
of Red Cross and Red Crescent Societies

## Turkey (Appeal 01.57/2001)

*Click on programme title or figures to go to the text or budget*

*In CHF*

1. Disaster Response	18,197,326
2. Disaster Preparedness	1,063,597
3. Health and Care	369,722
4. Coordination & Management	1,928,189
<b>Total</b>	<b>21,558,834</b>



## Introduction

### National Context

In the second half of 1999, north-western Turkey, the country's most densely populated region and industrial heartland, was struck by two massive earthquakes in less than three months. The first, on 17 August 1999 at 03h02 local time, measured between 7.4 and 7.8 on the Richter scale and lasted 45 seconds. Izmit, an industrial city of one million residents in western Turkey, was nearest the epicentre. The official death toll stands at over 17,225, with some 44,000 people injured, nearly 300,000 homes either damaged or collapsed, and more than 40,000 business premises similarly affected. On the day of the catastrophe, the Turkish government declared a state of emergency and requested international assistance. The International Federation immediately launched a preliminary appeal, followed by a full appeal for CHF 65 million on 8 September 1999.

The disaster was followed by more than 1,300 aftershocks, culminating in the second quake at 18h57 on 12 November 1999 which rated 7.2 on the Richter scale and shook Düzce and Kaynasli counties in the north-western province of Bolu, some 100 kilometres to the east of Izmit. The jolt was felt both in Istanbul (some 260 km to the west) and Ankara, the nation's capital, 300 km to the east. According to the official casualty figures, the confirmed death toll was 845, with 4,948 people injured.

The socio-economic impact of the 1999 earthquakes will be felt in Turkey for years to come. The disasters have left a long-term legacy, severely damaging the country's infrastructure and having a devastating effect on the lives of the affected population. Unemployment, physical disabilities and psychological trauma are among the most common problems still faced by the victims in Turkey, more than one year after the first earthquake.

Thousands of aftershocks and moderate tremors have occurred since August 1999, not only in north-western Turkey but in all quake-prone regions of the country, which have caused panic and concern among the local population. In addition, predictions by seismologists and Turkish media reports that Istanbul will face a major earthquake within 30 years are adding to the psychological trauma of the city's population of more than nine million.

### National Society Context

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The Turkish Red Crescent Society (TRCS) was founded in 1868. It was recognized by the ICRC the same year and joined the International Federation in 1930. Its statutes were last updated by cabinet decision in April 1993 and the last general assembly took place in April 2000.

The National Society is composed of local committees, each with at least 100 volunteers. There are 648 branches spread across the country and directly controlled by the central committee. Some of the branches are active, particularly in the fields of health and social welfare services, while others need to be developed. The TRCS employs approximately 3,000 staff and there are approximately 400,000 registered volunteers.

The TRCS has partnership relations with international organizations and NGOs working in Turkey including the UN's High Commissioner for Refugees and the UN's Development Programme. The TRCS initiated a plan with the Turkish national productivity centre in order to start the computerization of headquarters in 1997. The society is also a member of the Balkans, Mediterranean, Arab Red Cross and Red Crescent and Black Sea conferences, and participates in the International Crescent of Islamic Committee. The TRCS contributes in cash and in kind to various international relief operations. During the most recent Balkan crisis, the society organized and managed refugee camps in Macedonia, Albania and Kosovo.

### **Priority Programmes for Federation Assistance**

To support the Turkish Red Crescent, the Federation will focus on:

- **Disaster Response:** construction, water and sanitation and social welfare activities to address the medium and long-term needs of the earthquake victims.
- **Disaster Preparedness:** improving the disaster preparedness capacity of the National Society especially through restructuring, logistics and emergency communications activities.
- **Health and Care:** enhancing its disaster preparedness capabilities to enable an appropriate level of health care provision. Also, affected communities will be aided to heal themselves with the creation of internal psycho-social support networks.
- **Coordination and Management:** coordinating all International Red Cross and Red Crescent Movement support to the TRCS, and building its capacity to assume full programme management responsibility.

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# 1. Disaster Response

- **Construction**
- **Water and Sanitation**
- **Social Welfare**

## Background and progress to date

### *Construction*

The northern Anatolian fault line runs from Izmit in north-west Turkey to Erzincan, nearly 700 kilometres to the east and beyond. There were approximately 14 geological plate movements in the last century.

In all earthquakes, the structural collapse of buildings and infrastructure is the largest single cause of deaths and injuries. Buildings can become “killers” during an earthquake unless they are properly designed, procured, and constructed. Alternatively, buildings and infrastructure that respect construction codes and quality practices have protected vulnerable communities during and after earthquakes. The importance of high competence and professionalism in undertaking construction projects in a seismically active area cannot be emphasised enough. Despite widespread destruction of buildings and infrastructure, there is sufficient proof within the disaster areas supporting the fact that adequately designed and constructed buildings and infrastructure withstood the 1999 earthquakes, saving lives and preventing economic loss.

The proposed reconstruction programme is not only to serve the rehabilitation needs. The aseismic techniques used in this reconstruction process can be disseminated to local practitioners. The exchange of information with appropriate authorities and institutions could significantly enhance the seismic structural stability of buildings and infrastructure. This is of paramount importance for protecting vulnerable communities in the event of future disasters.

Since the start of the operation, two projects have been completed: the Kocaeli University hospital in February and the Izmit state hospital in June. There are currently nine ongoing construction projects in the earthquake affected regions.

### *Water and Sanitation*

After the August and November 1999 earthquakes, in-depth needs evaluations were made across the entire affected area, enabling the distribution of critical water-sanitation equipment to more than 35 tent cities, hosting some 60,000 persons. During the relief phase of the operation, over 50 water tanks, 570 washing machines, 320 chemical WC cabins, 100 WC containers, 110 shower containers, 1,200 garbage containers and 26 metric tons of chlorine were delivered by the Federation in Turkey. In addition to this, an Austrian Emergency Response Unit (ERU) team spent twelve weeks in Golcük, producing and distributing over eight million litres of purified water.

As part of the rehabilitation phase of the water and sanitation programme, the Federation is implementing a water pipeline project near the town of Kandira, located 40 km north of Izmit. The thirty year old pipeline, 16 km long and 300 mm in diameter, mainly cast iron pipe was damaged by the earthquake. Repair work was performed several times a month since the August 1999 earthquake. It is now functioning at only 50 per cent of its capacity. The system feeds three networks, which provide water to approximately 140 units (small villages), where the estimated population, following the post earthquake influx, is 34,000 persons.

On 20 July 2000, a Memorandum of Understanding (MOU) was signed by the Federation, the rural authority, Köy Hizmetleri, and the Turkish Red Crescent Society (TRCS). The offers from the contracting firms invited to tender were submitted during the third week of September, and work began in early October 2000.

### *Social Welfare*

Over one year passed since the first of the two earthquakes struck, and more than 180,000 people are still living in tents or prefabricated settlements. A Federation survey carried out in the disaster areas in June indicates that over 50 per cent of the active population is still unemployed.

The survey also revealed that there is an insufficient number of social facilities. The earthquake fractured existing communities and currently new communities are in the process of being formed. Sensitive to the needs expressed by beneficiaries, local authorities, and the TRCS, the social welfare programme is trying to introduce opportunities that will facilitate bonding within these newly forming communities. People do not have a place to gather for social occasions and there is a lack of children's playgrounds and sports playing areas. Without these types of constructive recreational outlets, unharnessed energy can foster dependency and delinquency, especially in communities with such a high rate of unemployment.

The social welfare programme is addressing some of the needs identified by the Federation for social facilities and activities. For example in the coming months, there are plans to begin work on three social welfare centres throughout the earthquake affected areas after MOUs are finalized. These centres will be designed with a large hall that can be used for cultural events or large social gatherings. There will also be spaces provided for workshops and computers. Two of the centres will feature multi-functional sports grounds and playgrounds for younger children. There are also plans to introduce vocational training courses for adults, expanding the potential and competitiveness of community members in the job market.

The social welfare programme is being developed in close cooperation with the TRCS which will assume full responsibility for sustaining, maintaining and developing the programme as of mid-2002.

### **Goal(s)**

- **Construction:** to provide the communities with much needed longer term building facilities for health, educational and social services that will protect and mitigate the losses. Also, for these facilities to serve currently existing needs and withstand future disasters.
- **Water and Sanitation:** provide cost-free potable water, and eliminate the risk of waterborne diseases in the affected region, by rehabilitating and improving a water system which was damaged by the earthquake yet must meet new needs following the increase in population after the earthquakes.
- **Social Welfare:** to aid the affected population, many of whom are still living in temporary housing, by giving them back an essential part of their normal lives.

### **Objectives and Activities planned**

#### **Construction**

**Objective 1** to address more sustainable and longer term needs of affected vulnerable communities in the areas of health and education. Activities to achieve this objective will include: (1) identification of projects that communities and local authorities have recognised as necessary; (2) identifying projects where existing staff and operational structures are in place prior to the commencement of reconstruction activities; (3) working within the plans of ministries and local authorities for reconstruction; (4) working proactively with local authorities in developing conceptual designs that are appropriate and have sustainable post-construction operation and maintenance; (5) ensuring that the local authorities are owners of the project from conceptual design to the operation and maintenance of these schools and hospitals.

**Objective 2** to establish four hospitals, five schools and a child psychology centre by December 2001. The process for each construction project involves: (1) negotiating and agreeing upon MOUs with respective local authorities and the host National Society (NS); (2) obtaining tripartite signatures on each of the respective documents; (3) working with local authorities while they develop detail designs, specifications, bills of quantities and other relevant documentation, and to define each and every project using an agreed external firm of designers/consultants; (4) pre-qualification of contractors; (5) tendering of contractors based on fully prepared information and documentation; (6) evaluation of contractors and contract awards by local authorities; (7) site construction with supervision by local authorities and monitoring by the Federation's delegation; (8) interim evaluation of the construction works; (9) completion of the works; (10) latent defects liability period; (11) releasing retention money, as appropriate.

**Objective 3** to develop a "Safe Buildings" workshop in order to promote the process of achieving safe buildings for the protection of vulnerable communities. Activities will include:

- raising awareness of the need for "safe buildings" as part of disaster mitigation;
- workshops including participants from the affected communities, TRCS and its local branches, Participating National Societies working in the country, engineering institutions, universities and local authorities.

### *Water and Sanitation*

**Objective 1** to provide a longer term and sustainable source of potable water for the Kandira area to meet the increased needs of the population. In order to achieve this objective the Federation is working in line with the plans of the rural water authority, Köy Hizmetleri, to ensure its ownership of the project from design to operation and maintenance.

**Objective 2** to rehabilitate the water and sanitation system by February 2001. Rehabilitation of the system will be accomplished by:

- ongoing monitoring of the implementation of the works;
- maintaining regular contact with local authorities;
- ensuring that payments are made and received on time;
- programme tracking of suppliers of materials.

**Objective 3** to put the system into commission by March 2001. In March, testing will be undertaken to measure pressure and flow, check for leaks and quality of the water.

### *Social Welfare*

**Objective 1** to provide multi-purpose social halls, sports grounds and play grounds in three different locations based on the needs and profiles of these communities. The first step towards achieving this objective is to choose suitable locations for the programme in co-operation with TRCS and local authorities. The Federation will then identify the suppliers and initiate the tendering process for construction and equipment.

**Objective 2** identify, in close co-operation with the local branches of the TRCS, useful activities and the personnel needed to run the respective activities, providing them with training and support during the two-year management period while developing needs based programming which can be sustained and maintained by the NS. The Federation and the TRCS will identify and develop activities identified by the communities such as workshops for women, computer and English courses, libraries, and crèches. These activities will then be developed in collaboration with TRCS and the community to assure the sustainability of the programmes and to satisfy the interests of the programme participants. After the initial two-year period, TRCS will be responsible for developing and adapting the programmes to suit the changing needs of the community.

**Objective 3** to hand over a well-suited and well-managed programme to the TRCS branches by the middle of 2002. Over the next two years the Federation will work together with TRCS branches preparing them to assume responsibility for the social welfare programme.

**Objective 4** to raise awareness among the population, the TRCS and the local authorities about how social support can be used for long term disaster response. It is important that people have the opportunity to engage in the types of activities which permit both personal growth and community spirit. The ability to take one's child to the playground, or play a game of basketball with some friends, are precisely the details missing from their daily existence which need to be restored to reduce the trauma and boredom felt throughout these affected communities, and to prevent juvenile delinquency. The success and development of these programmes will result in an increased awareness that social welfare programmes are a fundamental element of a successful disaster response programme.

## Expected results

### *Construction*

#### CONSTRUCTION PROJECTS - INTENDED COMPLETION DATES

PROJECT	DATE OF MoU SIGNING	DESIGN AND DOCUMENTATION COMPLETED	TENDER EVALUATION/ AWARD	PROJECT COMPLETE
1. Construction of Sakarya State Hospital	July 2000	October 2000	Nov. 2000	Sep. 2001
2. Construction of Korfez Hospital	July 2000	November 2000	Dec. 2000	June 2001
3. Renovation of Kandira State Hospital	July 2000	September 2000	Oct. 2000	Dec. 2000
4. Construction of Duzce State Hospital	July 2000	October 2000	Nov. 2000	Sept. 2001
5. Construction of Inkilap Primary School	Sept. 2000	November 2000	Dec. 2000	June 2001
6. Construction of Cubuklu Primary School	Sept. 2000	November 2000	Dec. 2000	April 2001
7. Completion of Derince Teachers Primary School	Sept. 2000	N/A	N/A	Jan 2001
8. Construction of Samat Primary School	Sept. 2000	November 2000	Dec. 2000	April 2001
9. Renovation of Macarlar Primary School	Sept. 2000	October 2000	Nov. 2000	March 2001
10. Yalova Child Psychology Centre	Dec. 2000 /Jan 2001	March 2001	April 2001	Dec. 2001
11. Safe Building workshops: Intended to commence in April 2001 and be completed by June 2001.				

### *Water and Sanitation*

The contracting firm hired in September 2000 is expected to be close to completion by February 2001. The system will then be tested and operational by the end of March 2001, restoring 100 per cent of the water supply for the approximately 34,000 people living in the region.

### *Social Welfare*

The three centres, the playgrounds and the programmes will function as a catalyst for both personal and community development. Everything changed for people living in the earthquake affected areas, their old communities no longer exist and now they will need to start again. The centres will facilitate bonding among the members of these newly formed communities. Shared activities will serve as a basis for forming new friendships. The opportunity to participate in basic daily activities will aid in healing the psychological trauma created by the earthquakes. By providing different activities and occupations for children the potential for juvenile delinquency is lessened. The social welfare programme was developed in coordination with TRCS and it is expected that by the middle of 2002, the local branches will have the capacity to unilaterally sustain and maintain the programme's activities. Courses and workshops will be available to increase the cultural and educational level of youth. A variety of training opportunities and workshops for the public will increase the community's potential to generate income. A peer support system will be created throughout the population based on the common places and activities. In addition, TRCS branches will have a suitable building which, in the event of an emergency, can be used temporarily as an operational centre.

## **Indicators**

### ***Construction***

Suitably designed construction/rehabilitation projects complying with construction codes and laws, especially those related to seismic resistance. Timely procurement of services and construction work. Adherence to the respective MOUs signed by the Federation, the TRCS and respective authorities.

### ***Water and Sanitation***

Timely procurement of materials needed for the project. Full restoration of potable water supplies to 34,000 people living in the Kandira area.

### ***Social Welfare***

Increased number of cultural events and community gatherings at the social welfare centres. A renewed sense of community among earthquake survivors. Reduced risk for the incidence of juvenile delinquency.

## **Monitoring and Evaluation arrangements**

### ***Construction***

It is important to understand that the respective local authorities, including the Ministry of Health will act as client and owner of the projects, and the role of the Federation will be a funder with rights, as outlined in the respective MOUs.

Monitoring and co-ordination from the Federation's perspective will be a daily exercise by the construction delegate and his team reporting to the field coordinator. Monitoring will include: (1) design of projects, drawings, bills of quantities and specifications to be carried out by external consultants procured by the respective authorities; (2) pre-qualification, tender and tender evaluation process; (3) the site construction process including quality management, time management, the valuation of works, verification of bills and payments.

Evaluation will be carried out at each stage of the project and post-completion: (1) design and documentation stage; (2) tender and tender evaluation stage; and, (3) construction stage.

### ***Water and Sanitation***

Monitoring will be carried out regularly by the Federation's water and sanitation delegate and the Köy Hizmetleri engineers throughout the duration of the project. The contracting firm will have pre-set their working schedule which they will be asked to follow as closely as possible depending on the weather conditions. At the end of each month, the Köy Hizmetleri and the Federation will have two weeks to verify that work is up to standards. Once both have agreed they will sign the invoice and payment will be due in the following two weeks. In addition to this, a monthly project update will be written up by the delegate.

### ***Social Welfare***

Monitoring will be facilitated by the Federation's social welfare delegate and staff. Evaluations will be made every six months after the programme's start. Recommendations from these evaluations will be used to improve the programme. A final evaluation will be conducted before the hand over to TRCS in 2002.

## **Critical assumptions**

- Coherent understanding at the different stages of the projects, particularly in ensuring that the technical seismic aspects, prequalification of contractors and tendering process are in compliance with both governmental and Federation procedures.
- Sufficient staff and continued interest from the TRCS to take over the programme.
- Availability of fully budgeted funds.
- Weather conditions allow for work to take place at least part of the months of December and January.
- Possible earthquakes may disrupt programme implementation.

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## 2. DISASTER PREPAREDNESS

- **Support for Turkish Red Crescent**
- **Logistics**
- **Emergency Communications**

### **Background and progress to date**

#### *Support for Turkish Red Crescent*

More than a year has passed since north-western Turkey, the country's most densely populated region and industrial heartland, was struck by two massive earthquakes. The Turkish Red Crescent Society's (TRCS) financial and material resources were depleted during the relief efforts following the quakes. The magnitude of the earthquakes' effect on Turkey drained the available resources and revealed an immediate need for upgrading and improving TRCS services. The host National Society (NS), recognising the importance of defining its role in disaster relief and preparedness on both an institutional and national level, resolved to enhance its institutional capacity and improve its programming in regard to: (1) disaster response planning, management, training, monitoring and evaluation; (2) warehouse and fleet management; and (3) volunteer programmes, development and training. TRCS is also in the process of restocking its emergency response supplies, so that in the event of an emergency there will be enough on hand for immediate distribution to up to 300,000 people.

Although the international media publicised the work of dozens of international search and rescue teams lifting injured survivors out of the rubble, these images disguised the reality that most of the rescue work, in the first crucial hours after the disaster, was done by neighbours, often digging with bare hands. This fact underscored the importance of developing a national first aid training programme as part of the disaster preparedness programme. The TRCS, with the assistance and support of the Federation and sister National Societies, has since conducted several first aid workshops. As a result, the TRCS is presently developing a standardised first aid training programme. In addition, the TRCS is planning to set up its own search and rescue teams within the framework of the disaster preparedness programme.

Over the next two years the Federation will continue to support the TRCS restructuring programme. In addition, some sister RC/RC societies, through bilateral arrangements, are already supporting the process in various ways.

#### *Logistics*

A fundamental element of TRCS's improvement plan is to revise its logistics system and procedures. A system analysis for automating the warehouses is in progress, and the system design is expected to be completed by the end of 2000. The cost of the hardware will be covered by Participating National Societies (PNSs) through bilateral arrangements.

#### *Emergency Communications*

Telephone networks and cellular phone networks are well established in Turkey. Unfortunately, experience showed that major earthquakes, such as those in the second half of 1999, make them inoperable because of network failure and overload during the first hours following an earthquake, and often for days thereafter. During these first hours and days, however, communication is critical for proper planning, mobilisation, and implementation of relief operations.

An essential component to upgrading the National Society's disaster preparedness is to create a communication system which is resistant to disaster or overload. Creating such a system not only requires hardware, but depends on having properly trained technical personnel and effective standard operation procedures in place.

**Goal** The Federation's goal is to improve the quality of the TRCS's disaster preparedness programme enabling it to respond effectively and professionally to natural and man-made disasters.

## **Objectives and Activities planned**

### ***Support for Turkish Red Crescent***

**Objective 1** to support the TRCS in defining disaster preparedness and response capacities at the headquarters and branch levels. The Federation will assist the TRCS with defining mandates and roles in the area of disaster response and management. The NS will be given advice about revising its organizational structure and be encouraged to create a task-oriented Disaster Preparedness and Response department using job descriptions, and incorporating vertical and lateral relations into the new structure.

**Objective 2** to assist the TRCS with defining stronger policies and guidelines in DP and response, and promote the creation of a clear mandate for the society in the national disaster management plan. The Federation will assist the TRCS with the review of its existing DP and response policy, systems and procedures. The approved policy, systems and procedures will then be introduced to the headquarters and branches. One of the criteria of this review will be to make sure that ongoing activities are in line with the Federation's *Strategy 2010*.

**Objective 3** to support the TRCS with developing a disaster management training curriculum and materials, relevant to Turkey, in consultation with relevant institutions. The first step will be to work with the TRCS on developing an overall training strategy. Once a strategy is established, the Federation will assist with the preparation of training materials by providing reference materials from the Federation, PNSs and experts. The materials will cover topics such as: DP and response principles and rules; needs assessment/response; first aid; community preparedness; logistics; distribution/reporting; psychological support; and site selection/camp management. There will then be an assessment of training needs, and the selection process for training participants (staff and volunteers at the headquarters and branch levels) will be determined. Training seminars will be conducted by facilitators and experts on topics such as first aid and DP and response.

**Objective 4** to promote and support the establishment of a standardized first aid training curriculum for the TRCS. Activities will include:

- supporting the development and printing of first aid training manuals, books and handouts;
- providing train the trainers workshops in first aid and DP and response topics;
- ensuring that first aid training is part of branch development in disaster prone areas.

**Objective 5** to coordinate assistance and sister National Societies' support of the Turkish Red Crescent Society's disaster response and preparedness programme. The Federation and TRCS will ensure that planned DP and response activities are compatible and closely coordinated with the PNSs' activities.

**Objective 6** to support the TRCS in creating a consolidated nationwide disaster profile, and conduct a Vulnerability and Capacity Assessment (VCA) in order to give priority to DP and response programmes in the localities (branches) with a higher risk of impending hazards. The TRCS will be given assistance with identifying the locations of major hazards, and preparing a disaster profile for the country.

**Objective 7** to support the TRCS with designing and producing hazard-specific public education materials that will promote disaster awareness at the community level. A base line survey will be taken on the public's knowledge and attitude about disasters. Public education materials on the common hazards will then be prepared based on the needs expressed in the survey. At the end of two years, a public opinion survey or an evaluation will be made measuring the effectiveness or impact of the public education programme.

**Objective 8** to promote coordination and collaboration between the TRCS and governmental, UN, and other agencies engaged in disaster preparedness and response programme activities. The Federation will continue to participate in the established international working group in Ankara together with the TRCS and thereby promote a close coordination and collaboration with government agencies such as TEAM (the governmental entity for DP and relief), UN agencies and international NGOs.

### ***Logistics***

**Objective 1** to ensure compliance of the newly introduced logistics system with Federation standards. The Federation will work closely with a leading Turkish consultancy firm to ensure that the system introduced is

compatible with the Federation's warehousing, control and tracking systems, and that a back-up system (card) is in place should the automation system fail;

**Objective 2** to support training about the Federation's Fleet Maintenance and Management System and its procurement procedures. The Federation's logistics delegate will initiate the training process and specialized Federation facilitators will conduct training sessions. Topics for the training sessions with TRCS will include:

- the fleet management system;
- the Federation's warehousing, control and tracking systems; and
- the Federation's procurement process and procedures.

### *Emergency Communications*

**Objective 1** to provide technical support and advice until June 2001 when the first phase of the TRCS's emergency telecommunication system is expected to be in place. There will be a review of the current communication system. The Federation will, together with the TRCS:

- analyse current critical path, hardware and software resources;
- make a basic plan for a refined system; and
- set up a proper priority schedule to avoid risk during restructuring.

**Objective 2** to provide technical training courses to TRCS counterparts in order to enable them to maintain, expand, and improve the emergency communications system. Training courses will be developed for end users, core instructors, and technical managers. The costs for the training courses are expected to be covered by bilateral agreements between PNSs and TRCS. Hence, the Federation will provide the technical personnel/facilitators for the trainings.

Attendance	Number of persons	Schedule	Duration
Telecom Technician	6	Jan/2001	30 days
Telecom Instructor	10x2	Feb/2001	7 days
Telecom Operator	20x3	May/2001	3 days

**Objective 3** to provide technical advice for the preparation of standard emergency communication procedures. There will be an analysis of the back-up hardware system and the flow of information, and the system will be tested by conducting disaster simulation exercises. New hardware will be dispatched step-by-step and properly installed. The new system will then be evaluated and there will be ongoing tuning and improvements made to the system.

### **Expected results**

#### *Support for Turkish Red Crescent*

By the end of the two year period, the TRCS will have clearly defined mandates and roles in the national DP and response programme. The DP and response policy, guidelines, procedures, standard forms/formats will be adjusted accordingly and there will be good coordination/collaboration with governmental, UN and other agencies. Staff and volunteers will have improved skills in activities, planning and management. Standardized disaster preparedness and response tools will be in place, and the TRCS will be able to apply its experience to maintain and/or further elaborate upon the new procedures to meet national expectations. The TRCS's first aid and DP and response training curriculum and training materials for pre-and post-disaster activities will be prepared in Turkish and published in 2001. Training of the trainers modules will be held for the identified staff from headquarters and branches and the TRCS will organise at least three training for trainers sessions on first aid in 2001. Training of core staff and volunteers at headquarters and branch levels will be completed.

#### *Logistics*

A training schedule will be agreed upon, and appropriate personnel will be identified for attendance. Appropriate procurement procedures will be used during the restocking process. The status of warehouses, transport and communication facilities will be in line with the Federation's standard procedures. A survey of the TRCS' present vehicle fleet will be completed.

***Emergency Communications***

The first phase will occur at a moderate pace on account of the restructuring. By the end of 2000 the superseded basic telecommunication plan will be completed. By May 2001, hardware will be installed and end users, core instructors and technical managers will have finished their training courses. By June 2001, the first phase of a well functioning emergency telecommunication system will be dispatched to: headquarters and warehouses, blood centres, branches in disaster prone areas, relief delivery vehicles, and throughout the disaster affected areas.

**Indicators*****Support for Turkish Red Crescent***

The TRCS's mandate and role in national disaster preparedness and response established. Trainers and volunteers fully trained in first aid and disaster preparedness and response policy and procedures. Effective and continued collaboration with governmental and nongovernmental agencies involved in DP and response.

***Logistics***

A well structured and functioning logistics programme with efficient systems and clear procedures for fleet management, warehousing, and procurement. Firm understanding of Federation procedures by the National Society's management and logistics personnel.

***Emergency Communications***

Hardware in place to allow uninterrupted access to information and needs during times of disaster. End users, core instructors and technical managers fully trained in use of emergency communications equipment.

**Monitoring and Evaluation arrangements*****Support for Turkish Red Crescent***

The DP delegate, together with counterparts, will monitor assistance and coordinate DP-related activities of PNSs. The DP delegate and interested PNSs will attend the regular Disaster Response Preparedness and Management planning meetings with the TRCS. The DP delegate will be in close contact with the consultants working on the restructuring process of the TRCS.

***Logistics***

The Federation's logistics delegate, or a specifically appointed facilitator, will work closely with the TRCS-appointed consultant. Evaluations by the Federation's logistics delegate, or the facilitator, will then be used during each training session.

***Emergency Communications***

Evaluations will be made at each of the project's programme stages and post-completion. Design of projects and specifications will be done by the TRCS and an external consulting company, with input from the Federation's delegate. Monitoring and co-ordination will be a daily exercise of the telecom delegate and his team. Quality management, time management, testing and tuning will be checked during the equipment installation process.

**Critical assumptions**

- The TRCS will win the confidence of the government and the public; continue to receive support from the donor community and PNSs; and closely coordinate its activities with the other agencies.
- There will be no large-scale disaster in the country during this period.
- The change process in the TRCS will progress as scheduled, and proposed organizational and structural changes, currently under review, will be implemented.
- The board of the TRCS formally approves the incorporation of Federation systems and procedures into the new systems.
- Bilateral pledges are kept and budgeted funds are available.
- The TRCS can employ a sufficient number of skilled technical personnel and the Federation's Secretariat is able to identify and provide facilitators.
- Gaining permission for installation of repeater stations at appropriate locations.
- Procurement of hardware is not delayed.

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## 3. HEALTH AND CARE PROGRAMME

- **Blood Bank and Field Hospitals**
- **Psycho-Social Support**

### Background and progress to date

#### *Blood Bank and Field Hospitals*

The sheer scale of destruction caused by the two earthquakes of 1999 caught everyone off guard and prompted the Turkish government to declare a state of emergency. Initial fears that epidemics of cholera would be spread by dead bodies beneath the rubble, proved unfounded. Emergency public health activities focused on: surveillance of communicable diseases; providing clean water and sanitation equipment to survivors living in tent cities and prefabricated settlements; and distributing medicines and medical equipment to hospitals, clinics and rehabilitation centres. The Federation deployed a surveillance team to assess the outstanding needs of the affected population living in temporary settlements. In addition, eight mobile clinics were donated to facilitate the provision of basic health care to rural communities and earthquake affected areas.

As health facilities were badly affected by the earthquakes, temporary clinics and hospitals were needed to provide emergency and routine health care for victims. Several sister Red Cross and Red Crescent Societies provided field hospitals for this purpose. As part of its preparedness efforts, the Turkish Red Crescent Society (TRCS) is now in need of support to complement parts and equipment of its stored field hospitals, donated earlier by the Norwegian Red Cross. Similarly, training on how to set up these hospitals and utilisation of the equipment will be necessary. Meanwhile, training to erect the five prefabricated hospitals and thirty small clinic structures, provided by the Federation, was recently completed.

A number of quake survivors are suffering from spinal-cord injuries, peripheral nerve lesions, multiple bone fractures and extremity amputations. The majority of these victims received emergency treatment immediately after the earthquakes. However, due to the limited capacity of local health institutions, many patients may be deprived of crucial treatment. The Federation has, however in a limited way, supported physiotherapy and rehabilitation centres to treat more earthquake victims.

While the Federation was very active in the health sector during the emergency and recovery phases of the disaster, apart from the psycho-social support programme, health and care activities will be scaled down during 2001. Support for first aid activities is included as part of the disaster preparedness programme.

#### *Psycho-Social Support*

The devastating earthquakes in 1999 left several million people homeless in Turkey, or otherwise affected by the trauma. In the aftermath of a large scale natural disaster it is normal for the majority of the affected population to develop adverse psychological reactions. A large portion of the earthquake-affected population have symptoms of trauma-related distress. Sleep disorders, irritability, hyper-arousal, anxiety, depression and psychosomatic disorders continue to be widespread. For example, in Istanbul during an tremor with a Richter scale magnitude of 4.2, people panicked and jumped from their windows resulting in 22 injuries and one death. It was fear and not the quake itself that caused these casualties. The purpose of this programme is to help communities heal themselves and create community driven support networks for coping with the psychological repercussions of the earthquakes.

Following the recommendations made by a consultant during an initial assessment mission carried out in November 1999, the Federation and the TRCS agreed to work closely together in the planning and implementation of a broad community-based psycho-social support programme, covering the whole earthquake affected area in north-western Turkey. The programme is designed to prevent an increase of mental health problems by advocating a participatory approach authorizing volunteers and professionals to identify the psycho-social needs and activities within their own communities.

To date, the programme has commenced with the pilot project in Avcilar, the most heavily affected area of Istanbul. In the aftermath of the 1999 earthquakes, this disaster prone part of the city was overlooked by national and international humanitarian organizations. The psycho-social support programme was introduced in this area in April 2000. A secure two-story house with a garden, located in the town's centre, was rented and serves as the first centre of the programme.

A community based introductory training programme on targeted psycho-social issues was organized for caregivers and volunteers working in the earthquake area. Psychologists, social workers and the TRCS were among the participants in these training sessions. Training so far took place in both temporary and permanent psycho-social centres; a total of five in both of the regions, created with the aim to provide and develop psycho-social support within the affected communities.

Four other centres are scheduled to open by early 2001. Psycho-social support centres are now being established in Izmit and Düzce, and plans are underway for centres in Karamürsel and Yalova.

**Goals** To support the TRCS in its capacity building process in regard to blood activities and to enhance its disaster preparedness capabilities to enable an appropriate level of health care provision. Also, to aid affected communities to heal themselves using existing community leaders and networks to create internal psycho-social support networks.

## **Objectives and Activities planned**

### *Blood Bank and Field Hospitals*

**Objective 1** to assist with providing technical training to the TRCS blood bank programme. The Federation will support training abroad of blood bank managers and staff to develop advanced skills and knowledge. The Federation organized training sessions in various European cities to expose members of TRCS to the latest techniques which serve as models of the European standard in blood bank management.

**Objective 2** to enhance the logistics capacity of the blood stations. The Federation has plans to replace seven outdated mobile blood units with new models according to the specifications provided by the TRCS.

**Objective 3** to increase blood donor recruitment. Activities will include sponsoring a training session on techniques for blood volunteer recruitment.

**Objective 4** to support the Norwegian Red Cross managed programme to have the three field hospitals donated by this society in the 1990s, ready and prepared for deployment in a disaster situation. Activities will include:

- assisting the Norwegian Red Cross with the procurement of missing components for the three donated field hospitals, if this is not completed already by the end of 2000;
- training to operate and set up the field hospitals, conducted by the Norwegian Red Cross; and
- providing sufficient training to the TRCS to permit it to create, maintain and run the field hospitals.

### *Psycho -Social Support*

**Objective 1** to provide the identified communities and TRCS with the knowledge and ability and thus develop their capacity to offer psychological support and stress management, in anticipation of TRCS' assumption of full responsibility for the psycho-social support programme by early 2003. Training is the cornerstone for making this programme work. One of the key functions of the Federation is to design new and original training programmes on psycho-social issues for motivated caregivers and volunteers. The dissemination of the knowledge of psycho-social skills is designed to work like a domino effect from the trainers to trained professionals and community leaders, and from trained professionals and community leaders to the members of the community. Awareness of the resources within their own community and strategies for discovering self-help will broaden the coping systems of the individuals who are faced with similar difficulties as a group.

Once the training has started in all of the five centres, a residential course for all the centres on psychological first aid and dissemination of fundamental Red Cross and Red Crescent Movement principles will be arranged by the Federation's Reference Centre for Psychological Support. National Society representatives, and the organizational committee of the psycho-social support centres will also be invited to participate, strengthening the connection with the TRCS and ensuring team-building and networking between the five centres.

Training courses are conducted by senior trainers from a Swiss NGO experienced in community psychology, and by senior trainers from the Turkish Psychologists Association, which was very active in the field immediately after the earthquakes. There are four modules and two follow-up courses offered to the participants covering psychological aspects of disaster management and primary psycho-social intervention in the community:

- Module 1: cohesion and group identity are strongly developed in the beginning of the training in order to guarantee the commitment of the participants. A symbolic contract is signed between participants, trainers and organizers committing them to regular participation at all the training modules and refresher courses;
- Module 2: basic knowledge on psychological reactions to loss and grief in general is provided, focusing particularly on natural disasters;
- Modules 3 and 4: how to identify psycho-social needs within the community; how to help people in formulating and elaborating their own psycho-social projects; how to work through existing networks; and, how to build up shattered community resources;
- Refresher courses 1 and 2: the booster sessions guarantee the supervision of the activities defined according to the identified psycho-social needs of the community. The aim here is to evaluate together with the participants if their psycho-social projects are consistent with the programme's goals.

Throughout the modules and the refresher courses, it is emphasized through theoretical contributions and practical exercises how caregivers may take care of themselves when working with their traumatized communities. Indeed, care for caregiver skills are extremely important in order to prevent burn out reactions and to avoid vicarious traumatization among caregivers. In this sense, peer support is also developed and encouraged through all the training modules and refresher courses. The participants are invited to meet frequently between the modules in order to support each other in their work.

The Federation's delegate is in close contact with PNSs operating in Turkey, particularly the German Red Cross which is currently implementing a psychological support programme in Yeniköy/Izmit. Several international humanitarian organizations (UNDP, UNICEF) have also been contacted in order to coordinate efforts and to make sure that the Federation's programme is complementary to other programmes in the region.

**Objective 2** open five psycho-social centres in the earthquake affected areas. The project is premised on the opening of five psycho-social centres within the communities of the affected areas by early 2001. These will be focal points for providing community based psychological support to the earthquake victims on a individual level, as well as for all kind of social groups. When planning a centre, local authorities are contacted, as well as the local NGOs working with humanitarian, psycho-social and health issues. The programme recognizes the importance of existing local networks, favours exchanges and disseminates the objectives of the programme on a local level.

Each centre will employ one social worker and one psychologist recommended by the organization committee which includes representatives of TRCS, the Administration of the Children's Society of Protection and Social Services, and the Turkish Psychologists Association. The centre will also employ one receptionist from the community. The staff at the centre will participate in training courses and are supervised by the programme managers and the committee. The social worker and the psychologist will be supervised by Turkish members of their own profession, connected to the organization committee. The task of the social workers and the psychologists employed at the centres is to provide counselling in the centres and to coordinate the psycho-social activities recommended by the volunteers.

Skills learned during training modules will permit the trained volunteers and professionals to organize a variety of activities reflecting the psycho-social needs of the communities in the centres. The psycho-social centres provide a conducive space to perform these activities on behalf of the community and include: social activities; psychological and social counselling; training; providing information on all kinds of disaster-related issues to various social groups of the community and, in a later stage of the project, providing psychological first aid.

## **Expected results**

### ***Blood Bank and Field Hospitals***

Improved efficiency of TRCS blood donor promotion activities by 2001. The TRCS will work in co-ordination with PNSs who are supporting the blood services. The quality of health interventions by the TRCS in times of disaster will be improved as a result of training initiatives and proper equipping of staff and volunteers. The field

hospitals provided by the Norwegian Red Cross will be replenished and ready for use in the event of future disaster.

### ***Psycho-Social Support***

Widespread community participation in the psycho-social support programme. Affected communities relying on their own local capacities, coping mechanisms, and problem solving resources present in their own families and social groups for psycho-social support. The TRCS will have the capacity to assume complete control over the maintenance and management of all of the centres and programmes (initiated by the Federation) at the beginning of 2003.

## **Indicators**

### ***Blood Bank and Field Hospitals***

Properly trained and equipped TRCS blood department staff. Increased number of voluntary blood donations. Ability of the TRCS to provide a high level of emergency medical care in the event of future disasters in several locations.

### ***Psycho -Social Support***

Improved psychological well being of earthquake victims who are able to cope and solve their own problems. Increased sense of community and number of community and educational activities benefiting the victims.

## **Monitoring and Evaluation arrangements**

### ***Blood Bank and Field Hospitals***

As of 2001, the DP delegate will assume the responsibility for monitoring health activities together with local staff.

### ***Psycho-Social Support***

The management of the psycho-social centres is supervised by the Federation and the programme's organization committee who closely follow the progress of implementation of psycho-social support in the field. A general evaluation of the impact of the programme is scheduled for the beginning of 2001. Frequency of programme attendance, diversity of the activities and interviews with the users of the centre will be used as assessment tools. This evaluation will cover: (1) identification of the different needs and stages of the process; (2) lessons learned so far, including adjustments of the programme and developments of further guidelines for future psycho-social support operations; (3) handing over of the programme to TRCS; (4) assessing possibility of expanding programme to other disaster prone areas.

## **Critical assumptions**

- Suitable seminar/workshops on blood related matters are available during 2001.
- The TRCS incorporates the field hospitals into their DP programme.
- The TRCS maintains support to the psycho-social support programme through the hand over in early 2003.
- Funding will be available.
- The TRCS agrees to support appropriate training for the field hospital.

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## 4. COORDINATION AND MANAGEMENT

### Background and progress to date

On 17 August 1999, the day north-western Turkey was struck by a devastating earthquake, the Federation immediately deployed delegates to assist with the huge and complex relief operations. By the end of August 1999, the Federation established an office in Istanbul as the operational centre for its relief activities. The needs in Turkey increased after the earthquake on 12 November 1999 and at the end of April 2000, the Federation formally reopened its office in Ankara, reversing its closure in March 1999. Following the emergency phase of the relief operations, the Federation in association with the TRCS and several sister National Societies, embarked upon various reconstruction and rehabilitation programmes in the earthquake stricken regions.

To date, Federation activities in Turkey have been operationally focused on the earthquake affected areas. The delegation, however, now plans to increase its assistance to TRCS with capacity building. The Federation will provide TRCS with technical and financial support, and assist with co-ordinating the support provided by sister Red Cross and Red Crescent Societies.

Initially, the Federation's support of TRCS capacity building will focus on its disaster programme, specifically in disaster response, preparedness and management, logistics and telecommunications.

Other programmes currently under consideration by the Federation are intended to assist the institutional development (ID) of the TRCS by introducing orientation programmes and workshops focusing on governance/management in the Movement - thus ensuring that programmes are following through with *Strategy 2010* - and providing support for branch development. The details of these potential programmes will depend on the finalizing of the TRCS structure and strategies, which are currently under review. Therefore, descriptions of intended ID support are not included in this document.

**Goal** For the TRCS to become a well-functioning National Society.

### Objectives and Activities planned

**Objective 1** work with the TRCS and the local authorities to assist vulnerable communities in earthquake-stricken areas for the medium and longer term. Activities will include:

- extensive construction work, in co-operation with the Ministry of Health and local education authorities, is scheduled for hospitals and schools located throughout the earthquake affected regions;
- reconstruction of a water supply line in Kandira township, in co-operation with local authorities, to increase its present output of 50 per cent to 100 per cent of needs.

**Objective 2** to assist the TRCS with developing strong programmes fulfilling the society's needs in disaster response, preparedness and management, health, social welfare and psycho-social support, assuring the quality of all of the programmes in Turkey that are managed by the Federation, disseminating Red Cross Red Crescent principles, rules and procedures to TRCS and co-ordinating the support provided by PNSs. Federation delegates are working closely with the TRCS and the communities to develop strong sustainable programmes in the aforementioned areas which meet the communities' needs. All the programmes on which the Federation is currently working are being designed on the basis that TRCS 'takes ownership' over a two or three year time-scale, and that by the end of the period the TRCS will have the ability to sustain and maintain its own programmes without Federation assistance. Each of the individual programmes incorporates cooperation with local authorities and/or the TRCS into the respective plans of action to promote a sense of project ownership.

Federation programmes are based out of either its delegation in Ankara or the field office in Istanbul. Each of the respective offices are centrally and conveniently located to reach ongoing projects in the field, PNS field offices, TRCS and local authorities, enabling staff and delegates to easily attend meetings and visit relevant sites.

Technical delegates currently based in Ankara are responsible for disaster response, preparedness and management, telecommunications, logistics, reporting/information and finance. With the exception of the latter two, these delegates report to the programme coordinator delegate in Ankara. The Istanbul field office-based delegates include construction, water/sanitation, social welfare and psycho-social, all of whom report to the head of the Istanbul field office. The number of technical delegates responsible for the implementation of programmes will be adjusted according to need.

Line Management is as follows:

- The head of the Istanbul field office reports directly to the head of delegation in Ankara.
- The finance/administration delegate, supported by assistants in Istanbul, is based in Ankara and reports directly to the head of delegation.
- The programme coordinator delegate based in Ankara reports directly to the head of delegation.
- The reporting delegate is based in Ankara and reports directly to the head of delegation.

### **Expected results**

Over the course of the next three years, programmes and construction currently involving the Federation and PNSs will be handed over to the TRCS or local authorities to sustain, develop, and maintain. Permanent hospitals, schools, and the water pipeline in Kandira will be sustained and maintained by local authorities. After spending the upcoming year participating in Federation-sponsored training programmes, the TRCS will manage community based programmes and maintain and sustain psycho-social and social welfare programmes.

Expected results also include:

- construction of permanent schools, hospitals, the water-pipeline in Kandira, social welfare centres and centres for the psycho-social programme will be completed;
- integrated programming in disaster response and preparedness, health, social welfare and psycho-social support at the headquarters and branch levels of the TRCS;
- assured quality of all of the programmes in Turkey that are managed by the Federation;
- the TRCS will have a clear understanding of Red Cross Red Crescent principles, rules and procedures;
- sustainability of projects and programmes attained.

### **Indicators**

A well-functioning Turkish Red Crescent Society, having the capacity to take on increasing programme management responsibility, and maintain and sustain those programmes.

### **Monitoring and Evaluation arrangements**

Programmes and projects will be monitored by delegates and local staff, who themselves will be evaluated every six months by line managers.

### **Critical assumptions**

- Delegates can be recruited according to needs.
- Good relations with the TRCS and local authorities are maintained.
- Funds are available.

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<b>DELEGATION: TURKEY</b>					
<b>PROGRAMME</b>	<b>Disaster response</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	13,353,725	0	0	0	<b>13,353,725</b>
Clothing & textiles	0	0	0	0	<b>0</b>
Food & seeds	0	0	0	0	<b>0</b>
Water	757,711	0	0	0	<b>757,711</b>
Medical & first aid	0	0	0	0	<b>0</b>
Teaching materials	7,500	0	0	0	<b>7,500</b>
Utensils & tools	0	0	0	0	<b>0</b>
Other relief supplies	122,961	0	0	0	<b>122,961</b>
<b>Sub total supplies</b>	<b>14,241,897</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14,241,897</b>
Land & Buildings	0	0	0	0	<b>0</b>
Vehicles	0	0	286,916	0	<b>286,916</b>
Computers & telecom	5,000	32,790	0	44,760	<b>82,550</b>
Medical equipment	0	0	0	0	<b>0</b>
Other capital expenses	15,000	0	0	30,000	<b>45,000</b>
<b>Sub total capital</b>	<b>20,000</b>	<b>32,790</b>	<b>286,916</b>	<b>74,760</b>	<b>414,466</b>
Programme management	1,227,046	71,718	24,930	130,018	<b>1,453,712</b>
Technical services	367,313	21,469	7,463	38,920	<b>435,165</b>
Professional services	407,347	23,809	8,276	43,163	<b>482,595</b>
<b>Sub total programme support</b>	<b>2,001,706</b>	<b>116,996</b>	<b>40,669</b>	<b>212,101</b>	<b>2,371,472</b>
<b>Transport &amp; storage</b>	<b>67,200</b>	<b>41,030</b>	<b>0</b>	<b>98,560</b>	<b>206,790</b>
Personnel (delegates & expatriates)	362,700	272,800	0	561,600	<b>1,197,100</b>
Personnel (local staff)	895,171	76,239	0	428,168	<b>1,399,578</b>
<b>Sub total personnel</b>	<b>1,257,871</b>	<b>349,039</b>	<b>0</b>	<b>989,768</b>	<b>2,596,678</b>
Travel & related expenses	55,300	16,800	0	88,000	<b>160,100</b>
Information expenses	40,837	281,666	0	25,000	<b>347,503</b>
Expert fees	66,180	68,859	0	85,000	<b>220,039</b>
Admin. - general expenses	21,700	0	0	355,000	<b>376,700</b>
Training workshops / seminars	424,635	156,417	42,137	0	<b>623,189</b>
<b>Sub total travel, training, general exp.</b>	<b>608,652</b>	<b>523,742</b>	<b>42,137</b>	<b>553,000</b>	<b>1,727,531</b>
<b>Total budget</b>	<b>18,197,326</b>	<b>1,063,597</b>	<b>369,722</b>	<b>1,928,189</b>	<b>21,558,834</b>