

CONTINGENCY PLAN

Tajikistan: Floods/Mudflows

[February 2018]



Prepared by the Rapid Emergency Assessment and Coordination Team

Strategic summary.....	1
Situation & risk analysis.....	3
Response strategy.....	8
Operational delivery.....	9
Coordination & management arrangements.....	12
Operational support arrangements.....	13
Preparedness gaps & actions.....	14
Funding requirements.....	14
Annex I: Cluster operational delivery plans.....	17

STRATEGIC SUMMARY

Tajikistan is a landlocked, mountainous country with a population of over 8.4 million people. The country experiences wide range of natural disasters on an annual basis. The Government estimates from 70 to 150 natural disasters occurring yearly, many of which cause devastating impacts to livelihoods, local and national development. According to the analysis of the Tajik Committee of Emergency Situations (CoES), in the period from January 2010 to November 2016, the country experienced an average of 130 disasters annually, ranging from avalanches, earthquakes to floods and mudflows. The analysis further indicates that floods/mudflows were the major hazards, having occurred at least 370 times over the mentioned period, killing at least 79 and causing an estimated economic damage of \$125 million.

In May 2016 alone, several districts of the country experienced floods and mudflows that displaced thousands, killed seven people and caused economic damage of more than \$20 million (CoES).

The Rapid Emergency Assessment and Coordination Team (REACT), for planning purposes, together with the Government of Tajikistan conducted thorough analysis of risks, of experience related to likelihood of occurrence and impact of risks and agreed on a scenario of a large-scale flood/mudflows occurring because of melting of heavy snowpack accumulated throughout the winter in two districts of Zarafshon Valley (Aini and Panjakent). The scenario estimates 150,000 people affected and 20,000 people displaced with close to total collapse of local social and housing infrastructure.

This contingency plan focuses at providing the right and timely support to the Government of Tajikistan through supporting the relief and early recovery operations to address the most critical life-saving needs of the people affected in case of a large-scale floods/mudflow in Zarafshon Valley through:

- 1. Building the basis for a joint inter-sector REACT response plan (Flash Appeal) to meet the needs of the most vulnerable people affected from 1 to 6 weeks of onset of floods/mudflow**
- 2. Defining considerations for a detailed relief and recovery response interventions.**

150,000

Est. number of people in need of humanitarian assistance



of total population

55,000

Preliminary number of people targeted by this plan

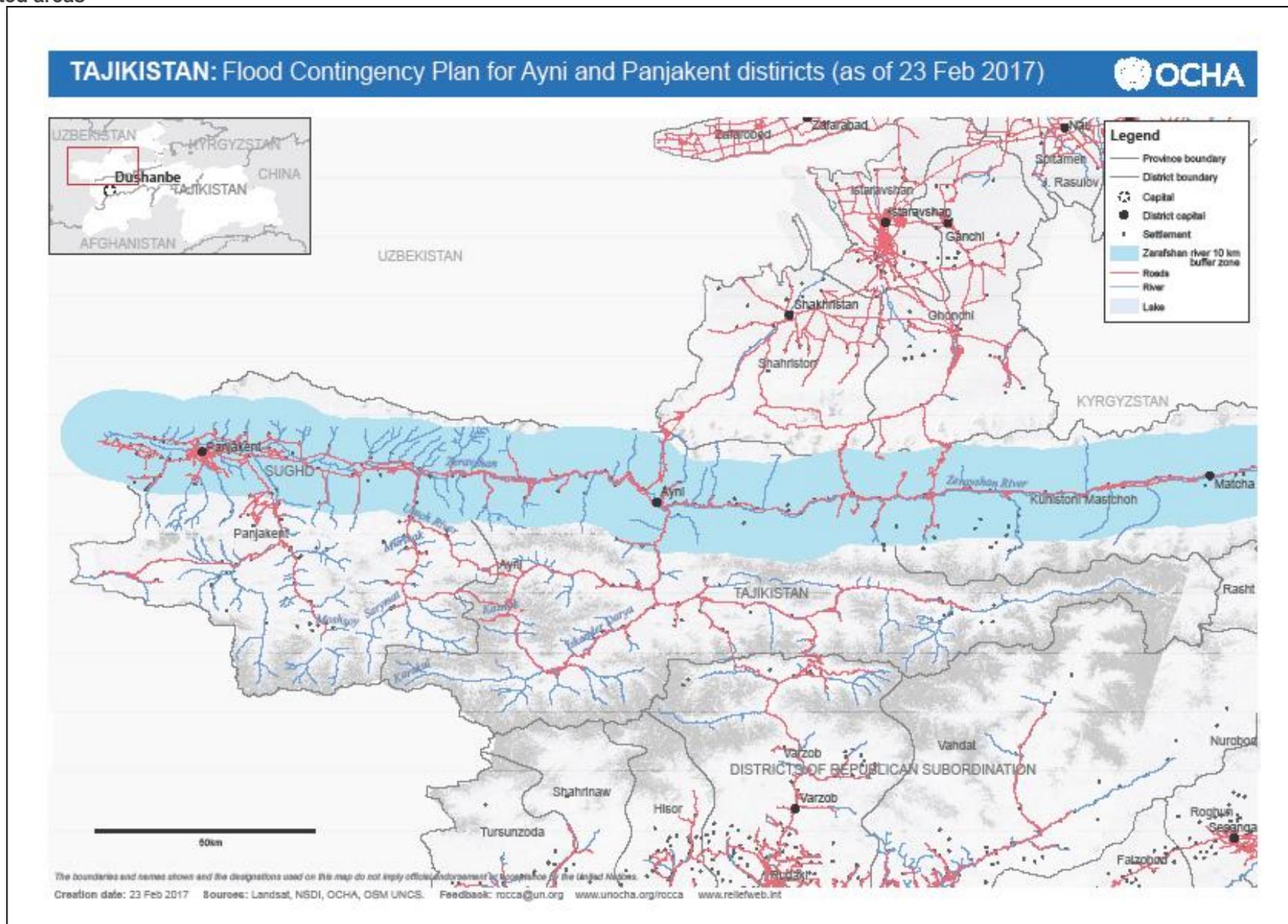


of total affected population

\$10,960,126

estimated funding required

Map of affected areas



SITUATION & RISK ANALYSIS

1. Country information

Tajikistan is a landlocked, mountainous country with a population of over 8.4 million people (WB, 2015). Its gross domestic product (GDP) per capita is \$1,280 (Atlas method) and rank 179 (WB, 2015). Tajikistan is the poorest country within the Commonwealth of Independent States. The country faces significant challenges in the areas of food security, health, water and sanitation, education, and economic development. 31% of total population lives below the poverty line (WB, 2015). Many women and children are undernourished (Tajikistan Fact Sheet, Feed the Future, The U.S. Government's Global Hunger & Food Security Initiative). Tajikistan's Human Development Index value for 2012 is 0.624—in the medium human development category, positioning the country at 129 out of 187 countries and territories.

Seventy-three percent of Tajikistan's population lives in rural areas. Agriculture accounts for 75% of total employment and 23% of GDP. At the same time, only about 7% of Tajikistan's land surface is arable. With limited employment opportunities, the country is extremely dependent on remittances generated by over one million Tajiks working in Russia and other CIS countries.

The high dependency on limited land for agriculture means the country faces a significant food security challenge. The country is heavily dependent on food imports (>60% of wheat, a basic commodity, is imported) and rural and many urban residents have been significantly affected by the increase in global food prices since late 2014. Limited access to safe water and related poor sanitation compounds the effects of poor nutrition.

2. Summary of risk and scenario

Tajikistan is highly prone to various types of disasters. The country experiences natural hazards such as avalanches, earthquakes, floods, mudflows and landslides. It is also situated in a seismically high-risk zone. According to Tajik CoES, between 1997 and 2016, approximately 150 natural disasters occurred each year. These disasters resulted in significant damage to livelihoods and the economy, as well as acted as a break on developmental outcomes. Whilst most natural disasters have a local, limited impact, their cumulative effect on livelihoods is considerable. One of the main tasks ahead for Tajikistan is to strengthen the resilience of its economy and its population, by reducing, managing, and responding to the many such risks it faces.

According to the statistics, the seasonal weather-related hazards and disasters occur on regular basis, in the same geographic areas and/or in the similar landscape. The economic loss inflicted by such events is significant, as is the number of human losses. The disasters undermine the achievements in development, negatively affect development programs, and the impact on the household economy is especially strong.

The data provided by the Committee of Emergency Situations for the period of 2010-2016 with analysis of major types of hazards (earthquakes, floods, mudflow) in Tajikistan (Figure 1 below), indicates the devastating impacts of floods and mudflow, killing tens of people and causing an economic damage of almost a billion TJS.

Year	Type	Number	Killed	Financial loss (\$US mln)
2010	Earthquake	26	0	2.825
	Floods	6	0	14.6
	Mudflow	93	27	105.15
2011	Earthquake	47	0	7.5
	Floods	7	0	0.037
	Mudflow	36	7	7.925
2012	Earthquake	31	1	2.5
	Floods	6	0	0.071
	Mudflow	91	7	11.8
2013	Earthquake	25	0	0.285
	Floods	6	0	0.61
	Mudflow	20	0	13.2
2014	Earthquake	11	0	0
	Floods	2	0	0.14
	Mudflow	19	22	5.85
2015	Earthquake	15	3	0.64
	Floods	9	0	0.77
	Mudflow	42	9	17.14
2016	Earthquake	2	0	0.35
	Floods	0	0	0
	Mudflow	34	7	8.38

Based on the risk analysis conducted in 2015 through a consultative workshop with participation of UN agencies, national and international NGOs and relevant government agencies and the analysis of the natural disasters in Tajikistan since 2010 to 2016, for the purpose of the current planning, the REACT partners have agreed to a scenario of a large-scale mudflow/flooding that could occur following heavy snowfalls throughout the country (figure 2, below). Major trigger for such flooding/mudflow, would be the rapid melting of snowpack accumulated high in the mountains.

IMPACT	Critical (5)				Earthquake (20)	
	Severe (4)			Landslide (12)		Floods/mudflow (20)
	Moderate (3)					
	Minor (2)					Avalanches (10)
	Negligible (1)					
		Very unlikely (1)	Unlikely (2)	Moderate (3)	Likely (4)	Very likely (5)
Likelihood						

The disaster, according to the scenario, would happen in late spring, following snow melting and possible floods and mudflows. It will affect the Aini and Panjakent districts of Zarafshon Valley (Sughd region), affecting roughly **150,000** people and resulting in displacement of potentially **20,000** people. As of 1 January 2016, the Aini district population is 78,300; Panjakent district 237,200 (total in two districts – 315,500).

Area(s) Affected	Two most affected districts: Aini and Panjakent
Deaths	700
Injured	1,200
Displaced	20,000 people, including: <ul style="list-style-type: none"> - 11,270 women, including 4,200 adults, 2,800 children between 0 and 14 years of age, 3,700 people above 65 years of age, and 570 people with disabilities. - 8,730 men, including 2,000 adults, 1,800 children between 0 and 14 years of age, 3,400 people above 65 years of age, and 630 people with disabilities.
Planning Assumptions	<ul style="list-style-type: none"> - Most of the population will not get assistance for 1-15 days as areas will likely not be accessible - The only assistance available will be "<i>whatever is in country at the time</i>" - Normal logistics supply routes will not function because of the damaged in main road connecting with Dushanbe and Khujand - Internal road movement will be impossible for 4 – 6 days, then very restricted and localized for another week - Air transport will be limited to helicopters - Family separation may lead to unaccompanied and separated children, while women and children may be at heightened risk to exploitation and gender based violence. - Specific groups of people, especially those with pre-existing vulnerabilities (e.g. the elderly, persons with disabilities) may be more adversely affected while access or benefit from humanitarian assistance may be unequal because of these vulnerabilities. - There may be loss/destruction of personal documentation and further difficulties to replace them, in particular due to inadequate birth registration mechanisms.

	<ul style="list-style-type: none"> - Local aid providers might not have understanding of the rights and vulnerabilities of different groups affected by the disaster. - Local authorities might not have adequate capacity and knowledge to carry out a vulnerability assessment to understand the specific vulnerabilities of and within a population group to risks they face as well as the existing capacities to cope in the face of these risks. - Where people are at the time of the mud flow is largely where they will stay for several weeks - Access to/from neighboring country opposite the affected area is badly damaged and blocked - Responses within Tajikistan will be on national level (state of emergency at "Regional" level) - International flights can reach only Dushanbe and Khujand
Seasonal factors	<ul style="list-style-type: none"> - Late spring/early summer (late March to June)

In accordance with the Decree of Government of Republic of Tajikistan #367 of 1 August 2006 "On classification of emergency situations", the situation is categorized as "regional" (geographic coverage does not exceed the province boundaries). At the same time, the number of affected population with disrupted normal activities corresponds to the "republican/national" category. Under these circumstances, and according to the above Decree, Government of Tajikistan will request international humanitarian organizations for assistance to the affected population.

3. Humanitarian consequences

The Aini and Panjakent districts would be the worst affected. The two districts are predominantly rural, with most population scattered in small villages along river Zarafshon and in many side valleys.

Displacement in urban and rural areas would have an immense impact on daily life. Many houses in the villages in both districts will be partially or fully destroyed, or covered with mud, and will not be safe. Many people will be afraid or unable of returning to their homes and would stay in informal settlements, in the houses of neighbors, or in communal settings (including collective centres).

Based on the scenario, secondary data analysis and the intensity of the mud flow and flooding, over 2,000 houses would be rendered not fit for further use and roughly 20,000 people would be displaced. The Government has identified 10 safe spaces in the Zarafshon Valley for the establishment of planned displacement camps and the accommodation of incoming assistance, including urban search and rescue team of CoES. More open spaces within the valley would be needed to cater for the displaced communities. The continuing strong rain and rising level of water in the Zarafshon river and smaller tributary rivers may exacerbate the existing risks and vulnerabilities faced in particular by especially vulnerable groups of population. The situation may prompt outflux of people from the Zarafshon valley to other cities in the Sughd and other provinces, should the road conditions get better some 10 days after the emergency.

Mudflows and floods would damage infrastructure, including bridges and main and internal roads. Removal of debris would be required to enable access to affected areas so that search and rescue activities could continue and relief supplies could be delivered. In the early days, airlifts would be required to access and deliver aid both in urban and rural areas. The season and temperature would have significant impact on the possibility of airlift. Telecommunications systems and services would have been severely damaged throughout the affected area.

The scenario suggests that over 2,000 houses would be badly damaged or fully destroyed. On the assumption that schools and medical sites would not collapse, they become the facilities that host the people who lost their houses, and the centers for information, registration, and distribution of relief aid. Among the over 20,000 displaced people are approximately 1,100 pregnant women, 60% of whom would need obstetric care within three months.

Many private homes would have been damaged and destroyed across a large geographic area. Communication with several remote villages in the side valleys would be disrupted. Information on the scale of damage from those villages is still to be received.

As these areas are considered vulnerable to food insecurity, in case of natural disasters it is expected that food insecurity would rise. Displaced people would be in need of food assistance. Impact on agriculture-based livelihoods and on food security would be extremely high. Farmers would have to receive seeds and planting material before the next planting season to avoid further food insecurity. This would be aggravated by the large loss of livestock. The local water supply systems would be destroyed by mudflows; the wells in the villages would be either destroyed or damaged and contaminated, leading to the risk of water borne diseases.

Fuel would be running low in both Aini and Panjakent districts. Many of the local roads would be covered with mud and rocks, or badly damaged. Bridges and access roads would be also damaged, and therefore several villages would be cut off. Fuel would be urgently needed to transport the population, pump ground water and to provide electricity to the hospitals and schools. Power would be limited throughout the affected area, with most houses and facilities relying on generators.

Overall, population displacement, temporary weakened law enforcement and the breakdown of social safety mechanisms can heighten the risks of looting, gender-based violence and child trafficking. If such issues are not addressed in the initial stages of a humanitarian response, violations are more likely to occur and more likely to continue after the emergency is over. Ensuring safe, culturally appropriate and non-discriminatory access to assistance and services, prevention and response to GBV, psychosocial support, family tracing and reunification and distribution of protection materials will need to be prioritized for immediate response.

It would thus be of vital importance to engage with and serve the affected communities. Affected people would need to be kept informed about available services and aid, ensuring that all segments of the population are reached, taking into account differences in age, gender and diversity. Without access to reliable timely, accurate information, the affected population would have less possibility for receiving assistance.

4. Response & national operational capacity

In accordance with the Law of Republic of Tajikistan “On protection of population and territory in emergency situations of natural and technogenic nature”, the Unified State System of the Republic of Tajikistan for prevention and response to emergency situations is authorized and responsible system for management of emergency situations. The State System shall prevent emergency situations, and organize activities to respond to such situations, for eliminating the consequences, ensuring safety and security of the population, and for minimizing economic losses. The System unites managements structures, resources and means of ministries and organizations, local executive authorities, local self-governed bodies, and of organizations authorized to protect population and territories under emergency situations, and acts in accordance with the Law on protection of population and territories in emergency situations of natural and technogenic nature.

The State Commission of the Government of the Republic of Tajikistan for emergency situations (the Commission) is a permanent body of the Government of Tajikistan and the coordinating body of the Unified State System of the Republic of Tajikistan for prevention and response to emergency situations. The Commission acts in accordance with the Law on “Protection of population and territory in emergency situations of natural and technogenic nature” and other normative acts of Republic of Tajikistan. The Commission's objectives include: formation and implementation of common state policy in protection of population and territories in emergency situations; strengthening resilience of the national economy and the preparedness of republican administration on all levels for rapid and efficient action in emergency situations.

The Committee for Emergency Situations and Civil Defense at Government of Republic of Tajikistan is the central structure in executive system, authorized to implement state policy, legal regulation, provision of state service and management of state property in the area of management of emergency situations and protection of population and national economy in emergency situations of natural and technogenic character and in armed conflicts.

In case of a disaster of such magnitude, all available resources will be utilized. According to the Government of Tajikistan capacities and resources are sufficient to cover the immediate needs of 95,000 affected out of the total 150,000. The assistance would include food, tents, non-food items, and would be delivered and distributed by the

local (district) and national authorities. Considering disruption of road link between Zarafshon valley and other cities of the country, the local authorities would rely on the resources available in Aini and Zarafshon districts within the first 24 hours.

5. Gaps and constraints

The prepositioned supplies for the emergency are quite limited, and most of the stock is in the warehouses of the State Material Reserve in larger centers such as Dushanbe and Khujand. The amount, components, and volumes of the government supplies are not known by international humanitarian community, as the legislation defines the information as confidential. The stock available in Zarafshon Valley is expected to be very limited.

In 2016, the Government of Tajikistan has signed the Agreement with the United Nations on facilitation of import, export and transit of relief consignments in the event of disasters and emergencies. However, effective implementation of the law needs to be supported, through training for the senior and technical staff of relevant government organizations.

The road access to the valley is through the Dushanbe – Khujand highway, where the road is frequently blocked by snow avalanches and mudflows. The airports of both Aini and Panjakent are capable of serving small aircraft, although they are not regularly used. The south-western part of the Valley exits into neighboring Uzbekistan; the border checkpoint between Tajikistan and Uzbekistan has recently resumed its operations after an eight-year break. The functionality and appropriate implementation of agreements on cross-border cooperation in emergency situations signed within Commonwealth of Independent States (CIS) and between countries of Central Asia are to be verified on the government level. In addition to above, below are some of the key expected challenges and gaps, that could hinder initial humanitarian response to the situation:

- Lack of predictability in Government internal coordination mechanisms and coordination between the Government and the international humanitarian partners.
- Lack of agreed and up-to-date damage and needs assessment tools will hinder identification of immediate and long-term humanitarian and recovery needs.
- Lack of information on Government's emergency stockpiles, in-kind and financial reserves.
- Gaps in the legislation and/or implementation of the legislation related on provision of assistance by humanitarian actors.
- Lack of information on capacity and experience of government officials in the provision of protection sensitive assistance, which safeguards the rights of affected people and takes into account specific vulnerabilities of certain groups.
- Inadequate capacity to collect disaggregated data on gender, age and health status during a needs assessment in order to better coordinate and prioritise assistance while delivering appropriate targeted response to all categories of people.
- Limited staffing capacity to provide psychosocial care.
- Preserving the humanitarian space within civil-military coordination activities.
- Lack of mapping of available information on response capacities of both the Government and the international humanitarian partners will delay process of coordination of immediate assistance.
- In view of the high cost of airlifting assistance and destruction of main and local roads, other modes of transportation should be explored, and preliminary agreements with local service providers made (e.g. transportation by horses, donkeys).
- Lack of agreed procedures for processing assistance from neighboring Uzbekistan (customs, visa procedures, etc.).
- Bureaucratic impediments, such as the decision-making process by all actors, including the Government for request of assistance, needs assessment and distribution of assistance.
- Urgent calls for assistance without systematic and justified needs assessment at all levels (local, national, regional, headquarters) – lack of agreed protocols for request for assistance, coupled with lack of information on international humanitarian system.

6. Planning figures for humanitarian assistance

The total number of affected is calculated at around 150,000 people in both Aini and Panjakent districts. While immediate life-saving assistance, including immediate search and rescue activities will be undertaken by the Government of Tajikistan, the international humanitarian partners will support Government in its relief efforts from

the onset. For planning, the current plan identifies that out of 150,000 people, in support of Government, the plan will support with delivery of life-saving assistance to around 55,000 people, who are considered the most vulnerable and needing urgent multi-sectoral assistance.

Total affected in two districts	150,000, including 74,200 children under 18 y.o.	Age and sex to be clarified
Killed	700	As of 72 hours of the onset
Injured	1,200	As of 72 hours of the onset
Displaced	20,000	As of 72 hours of the onset
Immediate life-saving support provided by Government	95,000, including 46,550 children under 18 y.o.	Through the national and local means. The Government will declare the state of emergency of “Republican” level and request all districts support the affected population through diversion of existing reserves.
Immediate life-saving assistance provided by international partners	55,000, including 27,250 children under 18 y.o.	Multi-sectoral immediate assistance in support of Government and focusing on the most vulnerable.

RESPONSE STRATEGY

1. Objectives & Response Activities

The Contingency Plan is designed to support the Government of Tajikistan’s response to the immediate humanitarian needs of the people affected by the emergency with the below overarching objectives:

1. *Provide accountable, dignified, predictable and coordinated emergency response to meet the critical needs of the most vulnerable affected population within the first weeks of onset*
2. *Ensure swift transition and flexible transition from relief to recovery of damaged livelihoods and critical infrastructure.*

At sector levels, the plan will be supported by sector objectives and activities aimed at contributing the achieving the strategic objectives of the plan. Below is the summary of key sector level activities (in-depth sector response plans are annexed to the current plan¹).

- **Camp Coordination and Camp Management:** *Ensure equitable delivery of humanitarian assistance and protection to internally displaced persons in communal settings.*
- **Early Recovery:** *Establish key road communication through debris removal processes and ensure recovery of critical social and livelihoods infrastructure.*
- **Education:** *Ensure immediate and continued access to quality education of all affected children in a safe environment necessary to develop, protect and facilitate a return to normality and stability.*
- **Health:** *Ensure timely and adequate emergency life-saving health care services, psychosocial and sexual and reproductive health support.*
- **Food Security and Nutrition:** *Ensure immediate food needs of the most vulnerable are met and avoid deterioration of the nutritional status of the most vulnerable groups.*

¹ Alphabetical order

- **Logistic:** Strengthen the overall response capacities as well as the effectiveness of the response through provision of timely services to operational partners.
- **Protection:** Promote inclusive access to humanitarian assistance aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law and address other protection gaps of the most vulnerable groups (separated or unaccompanied children, pregnant and lactating women, the elderly, people with disabilities, the displaced, minorities).
- **Shelter and NFI:** Provide adequate emergency shelter support in all types of settlement and appropriate support in addressing the various needs of the most vulnerable in non-food items.
- **Water, Sanitation and Hygiene (WASH):** Reduce risks of WASH related diseases and maintain dignity of affected population through access to basic WASH services and facilities.

OPERATIONAL DELIVERY

1. Sector Operational Delivery Plan Summary

The Sector Operational Plans detail immediate response actions. Below is a summary of key activities by the sectors to undertake immediate multi-sectoral relief and early recovery operations.

Sector	Main activity	Indicator	Target
CCCM	Ensure equitable delivery of humanitarian assistance and protection to internally displaced persons in communal settings.	Number of people residing in displacement settings and out of camps receiving protection and international assistance	CCCM assistance provided to 10,000 people in displacement settings and 10,000 displaced people out of camps
Early Recovery	Establish key road communication through debris removal processes. Ensure recovery of critical social and livelihoods infrastructure.	% of roads and social infrastructure made accessible % of most vulnerable people, who re-established their livelihoods and generate income	90 km of roads 250 pcs of social infrastructure made accessible (both in Ayni and Penjikent districts) 55,000 affected people re-established their livelihoods and able to generate income
Education	Ensure continuity of quality education to children and teachers affected provide them with safe teaching-learning environment.	% of affected of children and teachers having adequate access to quality and dignified education	27,250 children under 18 y. o. provided with safe teaching-learning environment
Food Security & Nutrition	Provide immediate life-saving food assistance in the relief phase. Prevent deterioration of nutritional status for young children and lactating/pregnant women. Protect and preserve livestock assets, as well as restore food security and livelihoods. Prevent potential increase in acute malnutrition. Implement micronutrient supplementation and supplementary and therapeutic feeding as needed.	Number of people provided with immediate life-saving food assistance	55,000 affected people are provided with immediate life - saving food assistance
Health	Ensure that the displaced population has access to primary and emergency health care services [or has access to clinical, emergency and primary health care services].	Mortality $\leq 0.30/10,000$ per day ($\leq 0.60/10,000$ indicating a significant public emergency) Camp medical clinic operates full time for the duration of the	85,000 affected people are provided with immediate lifesaving health care, psychosocial support, and protection support and

	<p>Ensure that affected families and individuals have access to psycho-social support [or Ensure that mechanisms are in place to control non-communicable diseases (Injury, Reproductive Health, Psychosocial)].</p> <p>Prevent infectious disease outbreaks through surveillance and monitoring of communicable and water-borne diseases [or Ensure measures to control communicable diseases are in place].</p> <p>Government authorities and the population have the necessary information and resources to provide for good health.</p>	<p>camp with sufficient staff and supplies</p> <p>SES follow accepted guidelines while implementing surveillance programs in affected</p> <p>Areas and links are established to facilitate Early Warning</p> <p># of affected households or individuals that receive psychosocial support services</p> <p>4,500 sheltered people have access to integrated protection actions, including those</p>	<p>prevented form disease transmission.</p>
Protection (cross – cutting sector)	<p>Address (past, present or future) harm inflicted on or caused by neglect of people in contravention of human rights guarantees.</p> <p>Ensure people in need have access to goods and services protected by human rights e.g. adequate food, water and sanitation, shelter, health services, education, etc., and that obstacles impeding or hindering access are removed.</p> <p>Ensure vulnerable groups are involved and consulted in planning and response processes.</p> <p>Ensure people can exercise their rights themselves and assert them in case of violations, This includes the provision of timely and accurate information to affected population.</p> <p>Ensure that people are not singled out for harm, denied access, unable to assert their rights, or otherwise disadvantaged on the basis of their race, colour, sex, language, religion, political or other opinion, national or social origin, property, disability, birth, age or other status.</p> <p>Ensure safe, culturally appropriate, non-discriminatory access to assistance.</p>	TBC	TBC
Shelter and NFI	<p>Provision of emergency shelter items such as tents and NFI.</p> <p>Support the most vulnerable households through the early stage of owner-driven recovery.</p> <p>Provide education information and technical trainings on safer construction principles building back safer houses.</p>	<p>Number of displaced people provided with emergency shelter</p>	<p>44, 000 affected people are provided with emergency shelter</p>
WASH	<p>Access to safe water, hygiene education, ORS, Zinc, handwashing facilities with soap, temporary/semi-permanent sanitation facilities, bathing facility, solid and liquid waste facilities have been ensured for the affected population, particularly the vulnerable (women, children, disabled, with HIV/AIDS).</p> <p>Ensure that populations affected and outbreak of diseases (especially cholera) are properly equipped with knowledge and informed on improved hygiene behavior practices related to WASH in the context of the emergency.</p>	<p>Number of people have adequate access to drinking water</p> <p>Number of people have adequate access to water for personal and hygiene uses</p> <p>Number of people have adequate knowledge about outbreaks of water-borne deceases and other risks related to water and hygiene</p>	<p>55,000 of affected people are provided with safe water, hygiene and sanitation facilities</p>

2. Addressing cross-cutting and context-specific issues

To understand the specific needs of the most vulnerable, including affected population of different age, gender, ethnic and religious minority, people living with disabilities and to ensure that response is guided by the “do-no harm” approach, the REACT will ensure that protection and gender related strategies are well mainstreamed into the response operations. To do this, REACT will call for support from respective Government agencies (Committee for Women’s Affairs, Ministry of Social Protection, local authorities) and the REACT partners (UNFPA, UNHCR, UNWOMEN, UNDP and international and local NGOs) active in protection and gender related issues.

REACT will ensure that protection and gender aspects are mainstreamed at both strategic and cluster-level response efforts, and advocate for protection to take an overarching approach in overall inter-agency response efforts.

REACT will also establish initial discussions with the local authorities of the district and jamoats to advocate for establishment and availability of age and sex data of the local population, while it will also advocate for availability of information on the statelessness, ethnic minority, people with disabilities and other minority groups. Once available, such information will guide the REACT partners to undertake relevant response operations in a dignified manner, reaching the most vulnerable with the appropriate assistance.

In addition, the humanitarian actors should be prepared to consider cash transfer programming, particularly multi-purpose grants, as a key element of the initial response, while laying the groundwork for sector-specific programming based on subsequent needs assessments. The specific modalities used (e.g. cash in envelopes, cash for assets, mobile money, branchless banking, etc.) and priority districts should be based on best available analysis of cash feasibility and the impact of the disaster, including sex disaggregated data and gender analysis. Where markets are not functioning, plans should be considered to allow a rapid transition to cash transfer programming as they are re-established.

All actors and responders should apply the human rights-based approach which provides the framework and necessary standards for humanitarian assistance activities. It grounds the basis for humanitarian action in universal principles, such as human dignity and non-discrimination, as well as a set of universally accepted human rights. Those affected by the disaster thus become individual rights holders who can claim rights from particular duty bearers rather than simply being passive beneficiaries and recipients of charity.

3. National response strategy

In accordance with the national legislation, the Government of Tajikistan, upon the occurrence of emergency, will convene the State Commission for Emergency Situations. The Commission is the coordinating structure of the Unified State System for prevention and elimination of consequences of emergency situations. The Commission coordinates the search and rescue works, activities for liquidation of consequences of emergencies, evacuation and consecutive resettlement of population as needed, decides on establishment of territorial commissions, provision of assistance to the affected population. The State Commission also coordinates the cooperation and assistance activities of international organizations.

Local government authorities will conduct the assessment of immediate needs of the population, and will determine the amount and volume of assistance. The immediate and mid-term assistance by Government includes provision of food, non-food items, tents, fuel, construction materials for repair of damaged houses, construction of housing, repair of local infrastructure (roads, bridges, water and electricity supply systems, etc.). The information on volume of resources available for emergency situations on national and local levels is confidential and is not disclosed to international humanitarian organizations.

COORDINATION & MANAGEMENT ARRANGEMENTS

1. Coordination with Government/REACT

The Government of Tajikistan assumes the first responsibility for responding to disasters in the country, with the international community playing a supporting role. Overall coordination for the implementation of the emergency responses is delegated to the Commission of Emergency Situations (Commission). The Commission incorporates all relevant government agencies (ministries and their departments at district levels, agencies and committees). It is chaired by the Head of the Government who can delegate this role to the Prime Minister or his deputy. The Department of Defense and Legal Affairs, Office of the President, is the Secretariat for the Commission. The Committee of Emergency Situations supports the Commission through provision of technical consultations. The National Commission, like CoES, is replicated at the regional and district levels, with the head of the Commission being replaced by the Governor or district head, as appropriate. CoES is the major point-of-contact with the Government for the humanitarian community.

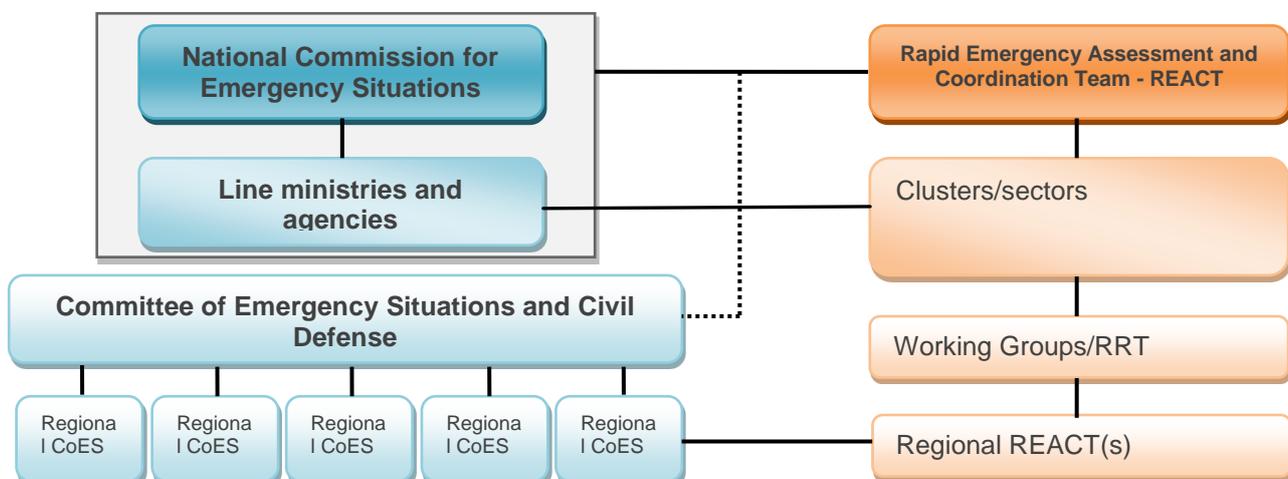
Day-to-day disaster management, including coordination and implementation of disaster response, is vested in CoES. The main role of CoES is to protect people, economic infrastructure and territories from disasters, organize and carry out activities to prepare the population, and to prevent and mitigate natural and technological disasters.

International humanitarian community support Commission through direct interaction with the national and local level representatives of CoES. Such coordination is undertaken through the REACT, co-chaired by the CoES and the UN. On a daily basis, disaster related information is shared between CoES and REACT Secretariat and with the wider REACT partners, and where relevant, decisions on deployment of REACT assessment teams, teams of distribution of assistance is made jointly with the representatives of CoES as part of the REACT (refer to figure 3 below).

However, in the recent emergencies in 2015 and 2016 in addition to CoES, other Governmental departments, mainly the Ministry of Economic Development and the State Agency for Material Reserves have also directly approached the development and humanitarian partners to coordinate joint response efforts. Depending on the scale of emergency and its humanitarian impact, these additional entities are requested to support CoES in coordination. Such decisions are made on an ad-hoc manner, at central Government.

Both REACT and the wider development and donor partners under the umbrella of Development Coordination Council (DCC) are aiming to agree on systematic and predictable coordination arrangements for joint response, to avoid duplications and ensure aid-effectiveness.

Local NGOs, the civil society and the community leaders often join the response operations (based on their mandate and capacity) in affected areas, wherever these NGOs or civil society organizations are present.



2. Public Outreach and Advocacy

Both the Government and the REACT undertake relevant public outreach initiatives before, during and after emergencies. The Government often issues daily situation updates (“operational svodka”) that are published on local and national news agencies, TVs and radios. At the same time, depending on the scale of the emergency, the REACT Secretariat issues daily situation updates, situation reports, relevant snapshots and infographics. Where required, relevant press releases and media outreach (through key statements by the CoES and the UNRC (as REACT co-chairs) and media briefings) to provide as clear and relevant information as possible on the ongoing response, state of affected population and the planned relief and recovery operations.

The REACT will also use the venue of Government and donor meetings to provide information on the key pressing advocacy related issues of humanitarian response to call for effective and systematic response efforts and to address the emerging challenges (e.g.: access, funding). Where necessary, key statements and advocacy level meeting at both inter-agency and bi-lateral levels will be held to advocate for the needs of the people affected. In addition, as required, meetings at capital levels and HQs will be arranged by the Government representatives and the UN System (e.g.: Permanent missions, UNRC) in efforts to advocate for the most pressing issues, including funding needs.

OPERATIONAL SUPPORT ARRANGEMENTS

1. Needs assessments

In 2012, REACT revised their needs assessment process, which was set-up in 2008, based on the Multi-Sector/Cluster Initial Rapid Assessment (MIRA) guidance issued by the Inter-Agency Standing Committee (IASC). International humanitarian partners agreed on an inter-agency rapid needs assessment questionnaire and accompanying Standard Operating Procedures looking at a variety of areas, such as WASH, Health, Food Security, Nutrition, Education, Protection, Agriculture, etc. Based on these agreements, inter-agency rapid needs assessments in emergencies in Tajikistan are usually conducted by the Rapid Response Team (RRT) of REACT. These assessments provide a general overview of the impact of the disaster and the priority humanitarian needs. The initial assessment could be followed-up by in-depth sectoral assessments, conducted by relevant sectors, such as Education, Food Security, and Water, Sanitation and Hygiene (WASH). Depending on the context, availability of information and access to disaster-affected areas, REACT assessments are completed between several weeks (rapid assessment) and months (in-depth assessment) after a disaster.

In 2015, the IASC updated the MIRA guidance according to global good practices in applying MIRA. In September 2016, CoES initiated discussions with REACT to provide support in reviewing Government’s damage and needs assessment processes in order to better respond and address the needs of affected population. This process will be harmonized with the inter-agency needs assessment approach in Tajikistan, undertaken by REACT. By the decision of REACT, a REACT working group has been formed that is expected to coordinate with the similar working group from Government (to be formed) to analyze the existing Government damage and needs assessment process and include within this process elements from international good practices, including MIRA and Post Disaster Needs Assessment (PDNA). The review process will also include an analysis of the existing Government legislation related to damage assessments. The process would require involvement of an external expert and is expected to last more than 12 months. At the moment, the current process is ongoing.

In early 2017, REACT has started finalizing an assessment guidance, based on MIRA to conduct initial rapid assessment and further on, decide on detailed sector level assessments. The guidance (attached) provides detailed information for assessment experts (regional REACT, Rapid Response teams) to conduct situational analysis and field-level data collection using the agreed multi-sectoral questionnaires.

2. Information management

The Assessment and Information Management working group (AIMWG) composed of REACT assessment and information management experts is functional at national level. The main objective of the working group is preparing baseline information and facilitating information management and exchange before and during disasters. However, Information Management capacity in the country in general is very limited.

Within first 24 hours of the emergency, Information Management Unit of OCHA Regional Office is to support AIMWG, where available, and Humanitarian Country Teams in developing the Situational Analysis (as the first output of MIRA process) by consolidating available data.

3. Response monitoring

The overall response monitoring will be under the responsibility of the REACT. Sector monitoring will be under the responsibility of the sector lead in collaboration with all partners. Sector leads will facilitate adequate reporting and information sharing to help monitor the response. Sector leads will also monitor routinely their sector needs, response and gaps and introduce any required adjustments. Monitoring findings will be reflected in reporting documents, including snapshots, situation reports.

4. Safety & security

The UN humanitarian workers in the country will be guided by the recommendations of UNDSS. The Security Management Team (SMT) in the country level is headed by the Designated Official (UN Resident Coordinator), and comprises the Heads of United Nations Agencies, Funds and Programs present in country, and the Security Adviser.

The Government, through the Ministry of Internal Affairs, ensures law and order in the affected territories, provides for safety of the population and state assets, including safety of humanitarian stock and convoys. The humanitarian organizations acting in the affected territory are to coordinate their activities with the Government, and maintain communication and exchange of information including on the security aspects.

PREPAREDNESS GAPS & ACTIONS

1. Gaps

- Resource mapping – identification of resources (human, material, logistical, communication, transportation, etc.) available with international humanitarian organizations (REACT), that could be used in meeting the immediate needs by such organizations and/or could be shared for facilitating assessments and delivery of priority relief aid.
- Division of responsibility between Government and REACT in providing assistance should be clearly defined.
- Alternative means of transportation in view of blocked roads should be explored (e.g. transportation by horses, donkeys). The preliminary arrangements for such services may be made with local population, with commercial service providers, etc.
- Detailed maps showing local roads, trails, infrastructure, water streams and reservoirs, etc. should be developed, for distribution to the humanitarian agencies and organizations
- Coordination among Government structures is weak, and therefore the decision making process in provision of humanitarian aid is long.
- Inter-cluster coordination procedures should be clarified and adopted, to avoid hampering of joint analysis and development of CERF and flash appeal.
- Coordination with Government on needs assessment should be continued (mechanism, mode of work and communication, approaches and methodologies).

2. Preparedness actions

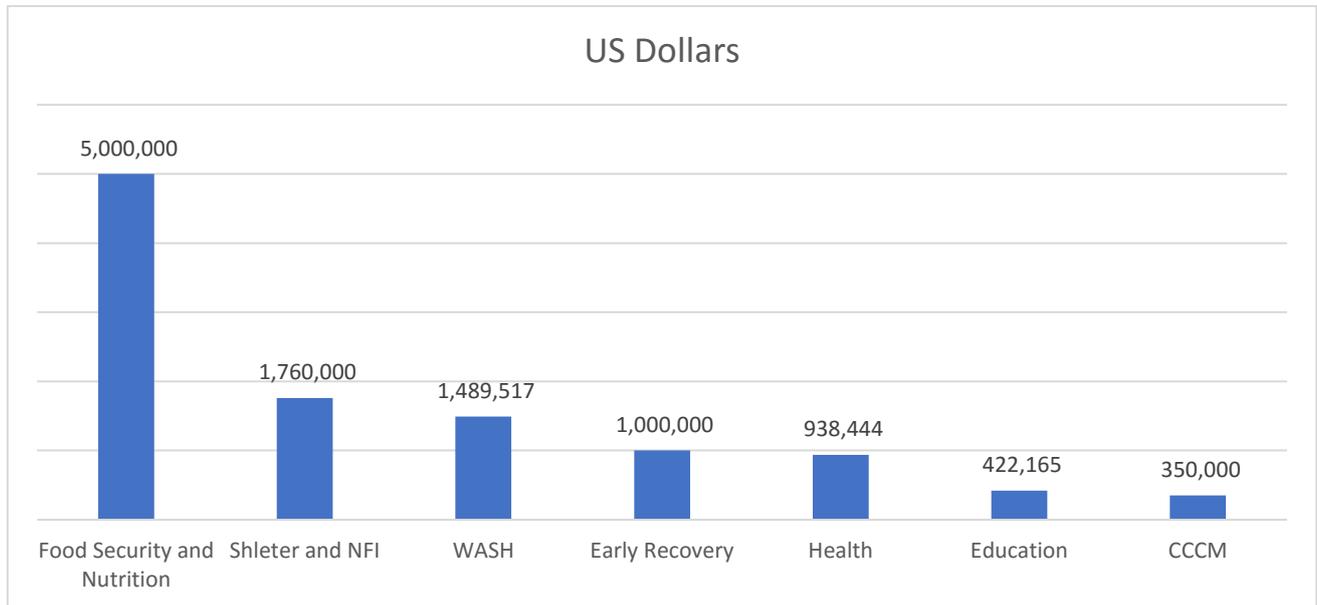
Tajikistan launched the Inter-Agency Standing Committee (IASC) emergency response preparedness (ERP) process in December 2015 following a two-day workshop with participation of a wide range of REACT partners. ERP has three main elements, namely: risk analysis and monitoring, minimum preparedness actions (MPA) and advanced preparedness actions (APA)/contingency planning. The launch workshop identified the risks that are pertinent in Tajikistan and relevant risk monitoring mechanisms, and agreed on prioritizing MPAs/APAs for implementation based on the risk analysis outcomes. The workshop then identified lead agencies for implementation of each preparedness activity, where possible also agreeing on a timeframe for implementation.

Throughout 2016, OCHA, as part of the REACT Secretariat facilitated a number of workshops, roundtables and consultations to monitor implementation progress of the prioritized MPAs and APAs (list of MPA/APA is attached as

annex). Where necessary, relevant REACT partners have taken collective efforts to implement some of the agreed preparedness actions, such as risk monitoring, information sharing, simulation exercise, awareness raising events, etc. On 7 December 2016, OCHA conducted a follow-up workshop for REACT partners to update on the implementation progress of these critical MPA/APAs. The workshop analysis revealed that less than 26 per cent of combined and agreed minimum and advanced preparedness actions were implemented in Tajikistan, indicating to a potential shortfall in required emergency response preparedness in the country (see below figure 4).

ERP Element	Status			
	Total	Done	Deadline set	To be initiated
Minimum Preparedness Actions				
Risk monitoring	4	3	1	
Coordination and management arrangements	8	5	3	
Needs assessment / information management / response monitoring	2		2	
Operational capacity and arrangements to deliver relief and protection	9		9	
Total	23	8	15	
Advanced Preparedness Actions				
Risk monitoring	2	1	1	
Coordination and management arrangements	8	4		4
Needs assessment / information management / response monitoring	5	1	2	2
Operational capacity and arrangements to deliver relief and protection	14		3	11
Total	29	6	6	17

FUNDING REQUIREMENTS



KEY CONTACTS

FOLLOWING A DISASTER IMMEDIATELY CONTACT

1	If there is no OCHA presence, contact the OCHA Emergency Relief Coordination Center (ERCC) 24/7, Geneva	Tel: +41 22 917 2010
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OTHER KEY CONTACTS

1	<p>OCHA Regional Office for the Caucasus, Central Asia and Ukraine</p> <p>Mr. Abdurahim Muhidov, a.i Head of Office – Almaty</p> <p>Ms. Shahlo Rahimova, National Disaster Response - Dushanbe</p>	<p>Tel: +7 777 780 90 73 Email: muhidov@un.org</p> <p>Tel: +992 93 9999 451 Email: rahimova@un.org</p>
2	<p>Emergency Relief Coordinator (ERC) –New York</p> <p>Mr. Mark Lowcock</p>	<p>Tel: +1 212 963 2738 Email: lowcock@un.org</p>
2	<p>OCHA Coordination and Response Division – New York</p> <p>John Ging, Director</p> <p>Edem Wosornu, Chief, Asia Pacific Section</p>	<p>Tel. +1 212 963 1522 Fax. +1 212 963 3630 Cell : +1 917 288 2913 Email: ging@un.org</p> <p>Tel.: +1 212 963 3653 Email: wosornu@un.org</p>
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5	OCHA Programme Support Branch (PSB), Strategic Response Planning, Geneva	<p>Tel: +41 22 917 1636 Email: wylie@un.org</p>
6	UNDSS – New York	<p>Tel: +1 917 367-9438/9439; Fax: +1 212 963 9053 Email: UNDSSComscen@un.org</p>