

EARLY ACTION PROTOCOL SUMMARY

Tajikistan | EAP Cold wave

24 November 2022



People affected by historical cold waves in Tajikistan. Photo credit: RCST

EAP No:
EAP2022TJ02 / MDRTJ033

EAP timeframe:
5 Years

EAP approved:
24/11/2022

Early action timeframe:
96 Hours/4 Days

Budget: 274,969 CHF
To assist: 6,565 people

SUMMARY OF THE EARLY ACTION PROTOCOL



Location of Red Crescent Society of Tajikistan regional branches and HQ¹

The IFRC The Disaster Response Emergency Fund (DREF) has approved a total of CHF 274,969 CHF for the Red Crescent Society of Tajikistan. The approved amount consists of an immediate allocation of CHF 77,227 for readiness, CHF 110,361 for prepositioning and CHF 87,381 to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDRTJ033. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

Tajikistan, with 93% of its territory covered with mountains, is a highly disaster-prone country. Mudflows, landslides, droughts and floods are the most frequent, followed by avalanches, earthquakes and extreme temperatures. The impact of these disasters is often aggravated by inadequate financial capacity of the national government to prepare for and respond to emergencies as well as by low awareness of local population about disaster preparedness and management.

The official CoES data indicates that 3,340 natural disasters have hit areas of the country between 1997 and 20162. Between 1992 and 2016, natural and climate-related disasters led to GDP losses of roughly US\$1.8 billion, affecting almost 7 million people3. In terms of climate change, Tajikistan is ranked 22nd globally and highest among Central Asian countries4.

The selection of a cold wave as the hazard in the present EAP is based on the analysis of the historical data on extremely cold winters over the past decades and their severe impact on the vulnerable population in the urban and rural areas of Tajikistan.

In recent years, Tajikistan has faced repeated extremely cold winters, that had a severe impact on vulnerable population living in the mountainous terrain. The cold waves have pushed demand for electricity, heating and thermal insulation of the households that rural population can't afford due to high poverty level. This has been

¹ The maps used do not imply the expression of any opinion on part of the IFRC or National Societies concerning the legal status of territory or of its authorities.

² <https://www.tj.undp.org/content/tajikistan/en/home/risk-reduction-and-resilience.html>

³ <https://www.worldbank.org/en/country/tajikistan/overview>

⁴ German Watch. 2017. Global Climate Risk Index 2017. Bonn.

worsened by the transport suspension and isolation of people that are already at risk due to living in the remote areas. In the context of contemporary Tajikistan with majority of men being on migration out of country, population living in poverty includes elderly, people with disabilities, women, children and people with chronic diseases.

Schools, hospitals and other public places become inaccessible as the roads are usually blocked with the snow. Drinking water sources get frozen and people experience shortages in water supply. Livestock – the main income source for local population – also suffers.

The present EAP has been developed by RCST with the support from key partners: IFRC in Tajikistan, German Red Cross in Tajikistan [GRC], CoES, Hydromet and in consultation with the key disaster risk reduction [DRR] actors in the country, especially with the Rapid Emergency and Coordination Team [REACT] members. It is based on data of Hydromet of Tajikistan and analysis from the Committee on Emergency Situations [CoES] available for the last 40 years of cold wave forecast data, as well as on information from different official sources and similar projects on cold wave that the RCST has been implementing in previous years. It is in line with the FbF practitioners' manual, and IFRC standards, using historical data analysis, outcomes of the bilateral meetings with the key ministries/agencies results of the workshops, focus groups discussions, household surveys and with the consideration of feedback provided by partners. Also, information is based on rounds of consultations with the local authorities and communities as well as with the local RCST branches across the country

The target beneficiaries of the present EAP are: [a] single parent responsible for family of 3 and more; [b] lone elderly people at the age of 63 + for men and 58 + for women; [c] families living in poverty with one or more members with disabilities; [d] families living in poverty with members suffering from NCDs [the information is provided by the District Health Departments]; [e] families living in poverty receiving social allowance from the state that in total will make 6,565 people. The vulnerability factors used in identifying the intervention area included living in the remote, disaster-prone areas with the highest poverty level in the country, which are Gorno-Badakhshan Autonomous Oblast [GBAO], Districts of Republican Subordination [DRS], Sughd and Kahlton provinces. The activities include spread of awareness messages and alerts, provision of NFIs [electric oil heaters, materials for windows and floor thermal insulation, thermos flasks], and essential food commodities for a family of 5 persons to cover first seven days. It is expected that the humanitarian supplies provided as part of this EAP will strengthen local family solutions and will remain suitable for use during the extreme event.

This EAP will be triggered based on forecast to be provided by the Hydromet of Tajikistan and CoES alert, if temperatures in GBAO exceed the 1 percentile/PCTL [at temperature of below -39.0°C] and in all other areas of DRS, Sughd and Khalton exceed 2 percentile/PCTL [at temperature of below -21.1°C] for 3 or more consecutive days based on the 4-days [96 hours] weather forecast with the 4 days of lead-time that the RCST will have to prepare for an extreme cold wave before it strikes. Feasibility of actions proposed are based on assumptions that: [a] in the days before the event there will be access to vulnerable communities [road accessibility over time, road conditions or absence of strikes and other socio-political disruptions]; [b] the transfer of funds for activation can be accessible on site [Based on that RCST has no capacity to advance their own funds in the time of activation, IFRC and RCST agreed on activation cost availability]; [c] NDRTs are accessible for mobilization and coordination 7 days a week and respond quickly in case of emergency.

OPERATIONAL STRATEGY

Who will implement the EAP - The National Society

Established in 1927, the RCST has 69 branches [65 in districts and 4 regional branches] around the country with 149 staff members and 9,000 volunteers. Local Disaster Management Committees [LDMCs] comprising of mainly community leaders and volunteers' structures were established by RCST to strengthen its capacity on the ground and were trained in DRR, FbF, planning, needs assessment, relief, WASH, First Aid, psycho-social support and other topics.

The RCST has extensive experience in disaster response using the IFRC DREF tool countrywide. By October 2021, the RCST had requested 30 times funds from DREF and responded mainly to cold waves, floods, earthquakes, mudflows, mudslides and polio outbreak.

Capacity of the RCST NDRT members in all 10 ERCs are strengthened on a regular basis through the dedicated trainings on CBDRR, Disaster Response, WASH, Food Security, Shelter and Climate Change Adaptation. In the beginning of 2022, they received training on FbA thus being prepared for participation in the activation of the present EAP.

There is a strong inter-agency collaboration between the RC movement [IFRC, German Red Cross, Finnish Red Cross, Italian Red Cross, Red Cross Society of China] and government agencies [particularly Hydromet of Tajikistan, CoES], which is based on National Disaster Response Contingency Plan for natural disasters for 2019-2023, DRR Strategy Plan covering the period of 2020-2024, and the National DRR Strategy of Tajikistan 2019-2030. Through various projects RC Movement partners have been building capacity and supporting activities of the RCST. With the in-country presence IFRC is supporting the RCST on disaster management, disaster risk reduction, health, finance and administration themes, and also extending support from other country offices on humanitarian diplomacy, community engagement and accountability, cash and vouchers assistance and disaster law. The Red Cross Society of China support the RCST to increase the resilience of the most disaster-prone communities in south part of Tajikistan, through its active engagement in comprehensive disaster risk reduction (DRR) measures. Starting in 2018, the GRC has been assisting the RCST with new and innovative trends in humanitarian assistance programming such as financial (cash/voucher) assistance projects and Forecast-based Actions. Cooperation between the Finnish Red Cross and the RCST is focused on the areas of health, WASH, and disaster management. Italian Red Cross has been supporting the RCST in developing its volunteers' mobilization capacities through youth engagement and development; migration, aiming at enhancing cooperation among countries of origin, transit and destination as well as migrants' access to health and social services; and HIV/Harm Reduction, overall aiming at reducing HIV infection rates, reducing stigma and guaranteeing access to social, health and psychological services.

The RCST due to lack of own funds raised from income generating activities cannot advance funds for an EAP activation. RCST however has sufficient capacity on finance management.

1. How the EAP will be activated – The Trigger

This EAP will be triggered, if temperatures in GBAO exceed the 1 percentile/PCTL[-39°C] and in all other areas exceed 2 percentile [-21.1°C] in 3 consecutive days, the Red Crescent Society of Tajikistan [RCST] triggers activate the EAs with a lead-time of 4 days.

The assigned staff of Hydromet sends an email to RCST Head of DM department and FbF Project Coordinator informing them on the forecast that is supposed to activate the trigger. The FbF project coordinator further informs RCST Head of DM department who informs IFRC that the trigger is reached, and that the EAP should be activated. Then all relevant branches get activated, as well as coordination with the national partner CoES and local authorities.

The Stop mechanism will be activated if the probability of the occurrence of a cold wave is less than 85% with a lead-time of 48 hours. The FbF coordinator will propose to activate stop mechanism based on the consultations with Hydromet and the RCST Head of DM department shall endorse it.

While developing the present EAP, the FbF team in consultation with the RCST and local authorities, have identified a total of 1,233 households comprising of 6,565 vulnerable people from the poorest areas that are most prone to the extreme colds across the country. Those are: [a] single parent responsible for family of 3 and more; [b] lone elderly people at the age of 63 + for men and 58 + for women; [c] families living in poverty with one or more members with disabilities; [d] families living in poverty with members suffering from NCDs [the information is provided by the District Health Departments]; [e] families living in poverty receiving social allowance from the state. These vulnerable people reside in different remote areas, including in GBAO (eastern part), Sughd (northern part), Khatlon (southern part) and DRS (north-east part).

Risk map includes: [a] inaccessibility to vulnerable communities due to road blockage, bad road conditions or strikes and other socio-political disruptions; [b] delay of fund transfers that makes any activity impossible as the RCST has not capacity to advance its own funds in time of activation; [c] NDRT being inaccessible for mobilization and coordination during all 7 days a week to respond quickly in case of emergency.

Intervention area include both soft and hard components. A soft component includes spread of awareness messages and alerts, while hard components are provision of NFIs [electric oil heaters, materials for windows


and floor thermal insulation, thermos flasks], and essential food commodities for a family of 5 persons to cover first seven days based on calculations of the Ministry of Health and Social Provision of Tajikistan.

2. How the EAP will reduce the impact on the population – The Early Actions


The Early Action priority is given to the actions that are relatively not costly and at the same time rapid and ready to address the immediate needs of affected people. Affected people, under the impact of disaster when it occurs, will first of all require warm houses heated by electric oil heaters, essential food and hot water. In case of hypothermia or frostbite, RCST LDMCs will provide First aid support. In severe cases RCST LDMCs will escort suffered people to the nearest available emergency medical point. This will have a longer-term impact as, once the immediate needs are addressed, people will be better able to cope with other effects of the cold wave at their own.


Three actions are envisaged under the current EAP, which are: awareness messages and alerts; provision of NFIs and essential food commodities. The RCST staff and volunteers will be in the forefront during the dissemination of the EWM, but that will be done with strong partnership and collaboration with CoES. Regarding the heating appliances, beneficiaries expressed the need for electric oil heaters in the feasibility study and in previous responses to cold wave of 2019, 2021 and 2022. Also, in the feasibility study and monitoring after cold wave simulations of 2019, 2021 and 2022 to keep adequate temperature in houses beneficiaries expressed the need for insulation materials, and need for thermos flasks to keep food and water warm. Nourishment is usually one of the outmost importance when the cold wave strikes because in extremely cold weather/ snow it is difficult for vulnerable groups to physically move around, therefore essential food items must be pre-positioned and distributed during Cold wave that is intended to last seven days.

PLANNED OPERATIONS


 Shelter, Housing and Settlements	Female: 3,939 (60%)	Male: 2,626 (40%)	133,648 CHF
	Total: 1,233 households [6,565 people]		AP Code: 005
Indicator:	Number of people reached with shelter, housing and settlement interventions in advance of a hazard		
Readiness Activities:	<ol style="list-style-type: none"> 1. Selection of targeted people on an annual basis, i.e. prevalidated list generated as part of the annual readiness activity [RCST FbF Focal Point] 2. Volunteer Training for installation of window insulation, floor thermal insulation and electric oil heaters, as part of volunteer refresher training [60 volunteers in 5 target communities] [The volunteer refresher training is included under National Society Strengthening] 		
Pre-positioning Activities:	<ol style="list-style-type: none"> 1. Procure and preposition windows insulation materials [1 set per family, 1,233 HH] 2. Procure and preposition floor thermal insulation material [20 sq.m. per family, 1,233 HH] 3. Procure and preposition electric oil heaters [1 per family, 1,233 HH] 		


Priority Early Actions:	1. Distribution of the prepositioned windows insulation, floor thermal insulation and electric oil heaters
	2. Volunteers assist in installation of insulation and electric oil heaters [60 volunteers for 5 target communities]
	3. Pre-signed agreement between RCST and supplier for thermos flasks [3L]. They will be delivered within 4 days of lead-time.


 Livelihoods	Female: 3,939 (60%)	Male: 2,626 (40%)	53,580 CHF
	Total: 1,233 households [6,565 people]		AP Code: 007
Total: 1,233 households [6,565 people]			
Indicator:	Number of people reached with livelihoods interventions in advance of a hazard		
Readiness Activities	1. Pre-signed agreement between RCST and supplier for essential food commodities. They will be delivered within 4 days of lead-time.		
Priority Early Actions:	1. Distribution of essential food commodities [20kg wheat flour, 5L vegetable oil, 2kg salt, 5kg sugar, 5kg rice, 2kg macaroni, 1kg red beans, 0,5kg tea – per family, 1,233 HH]		
	2. Distribution of thermos flask 3L [1 per family, 1,233 HH]		

 Risk Reduction, climate adaptation and recovery	Female: 3,939 (60%)	Male: 2,626 (40%)	8,676 CHF
	Total: 1,233 households [6,565 people]		AP Code: 101, 103, 105,106
Total: 1,233 households [6,565 people]			
Indicator:	Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		
Readiness Activities:	1. Annual cold wave awareness campaign [15 persons in 5 districts [3 person in each district] for 2 days]		
	1. Banners with FbA/IFRC/RCST logos for 5 districts and 1 for RCST HQ		
	2. Roll-up banners with FbA/IFRC/RCST logos for RCST HQ		
	3. Production of Billboards for 5 regions, 2 per region [Cold wave awareness raising materials]		
	4. Production of Flyers for 5 regions and 5 target communities [Cold wave awareness raising materials]		
Priority Early Actions:	-		

Enabling approaches

 Coordination and Partnerships	Female: 3,939 (60%)	Male: 2,626 (40%)	5,370 CHF
	Total: 1,233 households [6,565 people]		AP Code: 118, 119, 127, 128
Indicator:	Strengthening connections and gathering information, holding meetings, seminars and trainings for RCST staff at various levels		
Readiness Activities:	<ol style="list-style-type: none"> 1. Committee of Emergency Situation (CoES) Consultant salary [3 months per year] 		
	<ol style="list-style-type: none"> 1. Annual WG meeting with FbA implementing partners to update the possible changes in the EAP on cold wave 		
	<ol style="list-style-type: none"> 2. Annual meeting with Suppliers to extend an existing contract/re-select suppliers 		
	<ol style="list-style-type: none"> 3. Agency for Hydrometeorology Consultant salary [3 months per year] 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. 		

 Secretariat Services	Female: 3,939 (60%)	Male: 2,626 (40%)	24,997 CHF
	Total: 1,233 households [6,565 people]		AP Code: 122
Objective:	To get support from the DM Coordinator based in the IFRC Secretariat with the current EAP monitoring and travel.		
Readiness Activities:	<ol style="list-style-type: none"> 1. To get support from the DM Coordinator based in the IFRC Secretariat with the current EAP 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Visit of the DM Coordinator to Tajikistan for a brief training and monitoring purposes 		

 National Society Strengthening	Female: 3,939 (60%)	Male: 2,626 (40%)	48,697 CHF
	Total: 1,233 households [6,565 people]		AP Code: 124, 125, 126

Readiness Activities:	1. Volunteer Refresher Training on FbF EA, registering people, distribution, community engagement and accountability [60 volunteers in 5 target communities]
	2. RCST Focal Point salary [6 months per year]
	3. Annual Refresher Workshop for RCST HQ staff and branch coordinators
	4. Social Tax
	5. Communication [Internet, Telephone etc for RCST Focal Point and 5 RCST branch members]
	6. Office costs - Stationary [for RCST Focal Point and 5 RCST branches]
	7. Banners with FbA/IFRC/RCST logos for 5 districts and 1 for RCST HQ
	8. Roll-up banners with FbA/IFRC/RCST logos for RCST HQ
	9. Production of Billboards for 5 regions, 2 per region [Cold wave awareness raising materials]
	10. Production of Flyers for 5 regions and 5 target communities [Cold wave awareness raising materials]
	11. Annual Refresher First Aid Training for RCST branch staff and volunteers
Priority Early Actions:	1. RCST Indirect administrative cost
	2. Lessons Learned Workshop for RCST FbF team and implementing partners
	3. Post-distribution M&E

Contact information

For further information, specifically related to this operation please contact:

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Early Action Protocol Summary

EAPcode - Red Crescent Society of Tajikistan
Cold wave

Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	8,676	108,436	78,793	195,904
Shelter and Basic Household Items	0	108,436	25,212	133,648
Livelihoods	0	0	53,580	53,580
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	8,676	0	0	8,676
Community Engagement and Accountability	0	0	0	0
Environmental Sustainability	0	0	0	0
Enabling Approaches	68,552	1,924	8,588	79,064
Coordination and Partnerships	5,370	0	0	5,370
Secretariat Services	23,962	0	1,035	24,997
National Society Strengthening	39,219	1,924	7,554	48,697
TOTAL BUDGET	77,227	110,361	87,381	274,969

all amounts in Swiss Francs (CHF)