

TAJIKISTAN INTER-AGENCY CONTINGENCY PLAN

2014-2015



Participants	ACTED, Caritas Switzerland, Committee of Emergency Situations and Civil Defense of the Government of the Republic of Tajikistan, FOCUS Humanitarian Assistance, German Embassy, German Red Cross, IOM, Mercy Corps, Ministry of Health of the Republic of Tajikistan, NGO "Good Heart", Red Crescent Society of Tajikistan, Swiss Agency for Development and Cooperation (SDC), Save the Children, UNDP Disaster Risk Management Program, UNHCR, UNFPA, UNICEF, UN OCHA, Welthungerhilfe (German Agro Action), WFP
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List of acronyms

APA – Advanced Preparedness Actions

CAP – Consolidated Appeal Process

CCG – Crisis Communication Group

CERF – Central Emergency Response Fund

CIS – Commonwealth of Independent States

DO – Designated Official

ECD – Early Childhood Development

ERP – Emergency Response Preparedness

ERC – Emergency Relief Coordinator

GBV – Gender-based Violence

GDP – Gross Domestic Product

HC – Humanitarian Coordinator

IASC – Inter-agency Standing Committee

INSARAG – International Search and Rescue Advisory Group

ISAF – International Security Assistance Force

MPA- Minimum Preparedness Actions

NFI – Non-food Items

OMT – Operations Management Team

REACT – Rapid Emergency Assessment and Coordination Team

RC – Resident Coordinator

RCO – Office of the Resident Coordinator

SOP – Standard Operating Procedures

SMT – Security Management Team

UNDSS – UN Department for Safety and Security

UNDAC – United Nations Disaster Assessment and Coordination

UNERT – United Nations Emergency Reserve for Tajikistan

USAR – Urban Search and Rescue

WASH – Water, Sanitation, Hygiene

3W – Who, What, Where

Authority

This plan was originally prepared in **2008** through a consultative process by Rapid Emergency Assessment and Coordination Team (REACT) in collaboration with the Tajik Committee of Emergency Situations and Civil Defense (CoES) and endorsed by United Nations Resident Coordinator in Tajikistan (UNRC).

In **2010**, it was updated under the facilitation of United Nations Development Programme (UNDP) in Tajikistan with close collaboration with REACT and Government of Tajikistan.

The plan was again updated in **2012** by REACT with facilitation of UN Office for the Coordination of Humanitarian Affairs (UN OCHA) Head of Regional Office for Caucasus and Central Asia (ROCCA) and Tajikistan National Disaster Response Advisor under the authority of UNRC. During the consultations, the partners agreed to update the plan on an annual basis to ensure convergence with rapidly changing and volatile disaster risk management environment in Tajikistan.

Thus, the plan was revised in 2013 under the facilitation of Head of OCHA ROCCA and Tajikistan National Disaster Response Advisor, in close collaboration with REACT and the Government of Tajikistan.

Current updating process was launched on 4 December **2014** through a joint workshop facilitated by OCHA ROCCA National Disaster Response Advisors for Armenia/Georgia and Tajikistan, REACT Secretariat and CoES under the authority of UNRC in Tajikistan.

FOREWORD

In accordance with General Assembly Resolution 46/182, the UN and partners recognize that the Government of Tajikistan has “the primary role in the initiation, organization, coordination and implementation of humanitarian assistance within its territory” and is thus fully responsible for the protection and well-being of its people, including all activities related to emergency preparedness and disaster risk reduction. The humanitarian partners in Tajikistan support the Government in these efforts and maintain a permanent link to agree on strategies, priorities and response mechanisms. This Plan is based on the principles and guidance by the Inter-Agency Standing Committee (IASC) [Emergency Response Preparedness](#) – ERP (launched for field testing in October 2014). Since the ERP Guidelines are to be finalized in 2015, REACT partners agreed at the December 2014 Updating Workshop to adhere to the 2007 [Inter-Agency Contingency Planning Guidelines for Humanitarian Assistance](#) by IASC and update the plan in accordance with ERP in 2015.

The objective of this Inter-Agency Contingency Plan (IACP) is to increase level of preparedness and enhance ability of in-country humanitarian community to support the Government of Tajikistan in effective emergency response through provision of relief and recovery assistance. The process of consultations resulted in identification of two scenarios that in-country humanitarian community agreed to be prepared for:

1. Small/medium natural disaster in rural area(s) of Tajikistan (e.g.: mudflow/floods)
2. Large-scale natural calamity hitting one of the densely populated areas of Tajikistan (e.g.: high magnitude earthquake)

This IACP does not replace the need for contingency planning at sectoral and organizational/agency levels. In fact, some REACT partners (e.g., WHO, Red Crescent Society of Tajikistan) have their individual agency-specific contingency plans. Moreover, WASH and Education sectors (led by UNICEF) have developed their Sector-specific contingency plans, while WFP are leading the process for Food Security and Nutrition sectoral group contingency planning and preparedness. The IACP builds upon those agency-led and sector-specific contingency plans to ensure harmonized and coordinated humanitarian action.

Contingency planning is the process of:

- Analyzing potential emergencies, including assessing their risk given their likelihood and humanitarian impact;
- Prioritizing potential emergencies;
- Developing appropriate plans: establishing clear goals, setting objectives, policies and procedures to deal with emergencies;
- Ensuring necessary preparedness measures and follow-up actions are taken.

Contingency planning is an exercise aimed at planning for events that will hopefully never occur and indeed in all likelihood will not happen. However, as a matter of precaution and in learning from where the humanitarian community has been initially ill prepared for emergencies, inter-agency contingency planning should be based on different scenarios. If there is an emergency scenario, it will probably only partly resemble the one developed, however it is the preparedness actions that humanitarian actors should focus on, and where relevant, begin implementation.

The plan is guided by the international humanitarian law, legal international instruments defining human rights, and the guiding principles on internal displacements.

EXECUTIVE SUMMARY

The Tajikistan IACP consists of the following sections: hazards and risks analysis, scenarios and planning assumptions, overall management and coordination arrangements, and preparedness and maintenance actions.

The **hazards and risks analysis** section provides a brief overview of the country's context and a short narrative description of the key hazards and risks and their characteristics. The most frequent hazards occurring in Tajikistan are avalanches, mudflows, floods and small-scale earthquakes. The potential risks of medium- and large-scale emergencies identified includes high-magnitude earthquakes, protracted severe weather, slow-onset economic and financial crisis, epidemics and instability in neighboring countries (e.g. Afghanistan), potentially resulting in refugee influx to the country.

The IACP includes **two disaster scenarios** that could occur in Tajikistan and require concerted action from the international humanitarian community. A flash flood/mudflow hitting several rural communities and a devastating earthquake in Dushanbe were deemed as two factors with the highest seriousness (impact multiplied by likelihood) for Tajikistan. The scenarios describe scope and features of the disasters, such as number of people affected, areas most likely affected and amount of damage. Each scenario outlines the response objective, priority needs and response strategies. Finally, the scenarios outline potential constraints and existing gaps for effective and efficient response.

The IACP captures the **overall management and coordination** mechanisms for disaster preparedness and response. The plan briefly describes the primary role of the Government of Tajikistan in responding to disasters and the mechanism for overall coordination through the Commission of Emergency Situations and Civil Defense.

The Plan outlines mechanisms for international humanitarian assistance in Tajikistan, including REACT and established sectoral coordination groups for small-to medium-scale disasters. Standing arrangements for large-scale emergencies describe key roles and responsibilities of the UN Resident Coordinator/Humanitarian Coordinator, Humanitarian Country Team (HCT) and the Cluster Lead Agencies, as well as introduction of the global cluster approach during a large-scale emergency.

Finally, the plan sets priority **preparedness actions**, including the terms and responsibilities for updating inter-agency contingency plans, cluster/sector specific plans and other follow-up actions.

Attached to the plan are 17 annexes, including REACT Statement of Common Understanding, sector-specific contingency plans (WASH, Education, Child Protection), Assessment and Information management, Emergency Communication SOPs, List of Essential emergency supplies, List of emergency focal points, sector-level 3Ws and others.

HAZARDS AND RISK ANALYSIS

Situation analysis

Tajikistan is a landlocked, mountainous country with a population of over 8.2 million people¹. Its gross domestic product (GDP) per capita is \$1,966 at purchasing power parity². 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. Almost half the population lives below the poverty line (46.7%)³. 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 0.622—in the medium human development category, positioning the country at 125 out of 187 countries and territories⁴.

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 1 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.

Tajikistan is highly prone to various types of disasters. The country experiences natural hazards like floods, mudflows and landslides. It is also situated in a seismically high-risk zone. According to Tajik CoES, between 1997 and 2013, approximately 200 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.

Types of hazards

The main natural hazards affecting Tajikistan are of two categories: **geophysical hazards**, a function of the geological make up, and **meteorological hazards**, which are the result of weather conditions. Geophysical hazards include natural hazards where the principal causal agent is geological and geomorphological (e.g. landslides and earthquakes). Examples of meteorological hazards include flooding and mudslides (could be also geophysical).

According to CoES, the most frequent natural hazards in Tajikistan are avalanches (960 events over the last 16 years) and mudflows (928 events), followed by small-scale earthquakes (436 events), landslides and rock falls (223 events) and floods (183 events). These natural hazards typically happen several times a year and their impact is local, affecting a few households, communities, villages and occasionally a larger part of a district. Taking into account limited coping mechanisms and vulnerability of communities, the consequences of these events overburden the

¹ World Bank 2013 report.

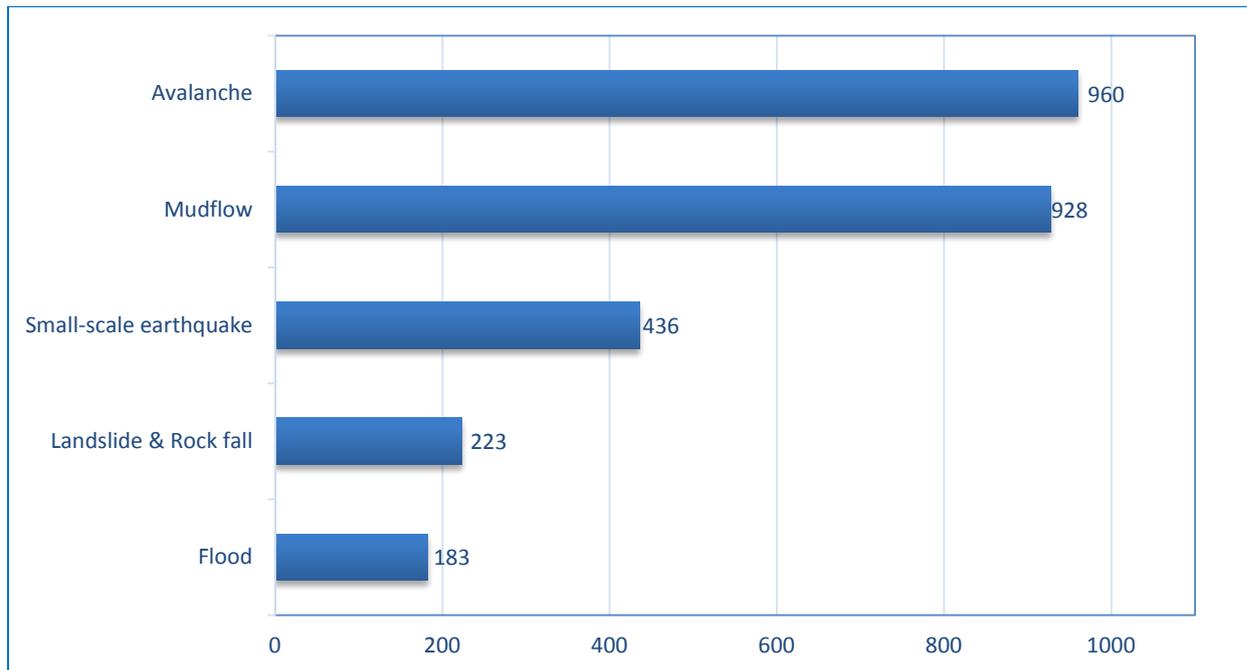
² Ibid

³ World Bank 2009 report.

⁴ Human Development Index, UDNP 2013.

already stretched local economy providing significant hurdles to social wellbeing and development.

Figure 1: Number and types of main disasters (1997-2013)⁵



Many of these disasters are linked to spring thaw and precipitation and, therefore, occur mostly between March and June. Minor events also comprise rock falls, hail, wind, heavy snowfall, and high ground water. In any given year, an average of 1,500 families (i.e. 7,500 people) is affected by such small- to medium-scale events. Though the loss of human lives is usually relatively small, the damage to infrastructure, family assets and livelihoods can be significant.

A **severe earthquake** hitting capital city of Dushanbe or another major urban center is a permanent threat. With few residential and public buildings being resistant to high intensity earthquake, a high magnitude earthquake would result in the devastating destruction in the city. Based on research and observations, seismologists warn that the time for a major earthquake is overdue.

Long-term severe weather, **drought or severe cold**, occur less frequently but, when they do, have grave consequences for large parts of the population. For instance, an estimated 2 million people were affected by the extreme cold in the first weeks of 2008, while another 800,000 suffered from the consequences of the drought in October of the same year. Matters are further complicated by the impact of severe weather on the country's hydro-powered energy production and agricultural output, thereby increasing **food insecurity** and interfering with livelihoods.

Another slow-onset hazard is an **economic and financial crisis**: over 1 million Tajiks earn their living abroad, mostly in Russia, and their remittances constitute up to half of the country's income. A dramatic decrease or collapse of this money flow would severely impact livelihoods, access to basic services and food security, as well as national security due to increased criminal activities and social tensions.

⁵ CoES report 2014

Since August 2014, flow of remittances by Tajik migrants working in Russian Federation has dropped due to economic crisis in Russian Federation.

Recent geopolitical disputes between in the region and consequent economic sanctions have significantly impacted economy in the region. Direct and indirect impacts maybe seen in Tajikistan, as the flow of remittances, as well as the value of Russian Ruble may decrease, further increasing the susceptibility of households to food-security and social wellbeing.

Epidemics are one of the most deadly hazards in Tajikistan, with an average of 12 human fatalities per event over the last 11 years. The 2010 polio epidemic took 12 lives, while hundreds more fell ill and remained permanently disabled as a consequence (see IACP Tajikistan 2010).

Instability and conflict-related hazards include the current relatively low probability of a spill-over or refugee influx from the potential internal conflicts in neighboring countries. The risk may increase following the withdrawal of ISAF troops from Afghanistan in 2014.

[NOTE: This contingency plan does not oversee preparedness measures for refugee influx-specific scenarios. United Nations High Commissioner for Refugees (UNHCR) is leading the preparedness and contingency planning for refugee scenarios on behalf of humanitarian community with the Government of Tajikistan. The agreement by REACT partners during the IACP update process was to complement UNHCR's work in case the scenario materializes through applying relevant preparedness measures mentioned in this plan].

The **long-standing disputes** with downstream countries of Central Asia's major rivers, especially Uzbekistan, over the use of water resources constitute another hazard. At the same time, local cross-border ethnic conflicts in bordering areas with Kyrgyzstan over the use of natural resources and on the basis of ethnic backgrounds (Tajik enclaves) are source of another cross-border humanitarian situation. In 2014 alone, at least four cases of local clashes between the border guards of two countries involving local population could be recorded, where, according to local media, at least three have been killed and several wounded.

Tajikistan is listed within the top 30 countries globally in the [Environmental Emergency Risk Index \(EERI\)](#) by UNEP/OCHA. Environmental hazards in the country include dam failure, **hazardous industrial and biological waste**, unplanned chemical releases, transport accidents and accidents affecting gas, fuel and heating pipelines or life support systems.

The updated Tajikistan IACP 2014-2015 considers two different potential disaster scenarios. Both scenarios are sudden onset natural disasters. The first scenario is a medium-scale event and can be used as a sample scenario for each type of disaster of small-medium scale. The second scenario is a rapid-onset large-scale, which can be used as a sample scenario for large-scale events.

These scenarios were based on prioritization of risks according to disaster seriousness (potential impact multiplied by likelihood [IASC \(2014\) Emergency Response Preparedness..](#) 16.)

Table 1: Risk ranking table

Impact	Likelihood	Seriousness
<p>Negligible (1) Minimal impact on the overall population and existing beneficiaries. Humanitarian actors are still able to carry out their programmes, with almost no delays/losses. National response capabilities and those of in-country stakeholders are high. Minimal impact on staff and assets.</p>	<p>Very unlikely (1) The event has a remote chance of arising — up to a 20% chance within the current year — and/or has occurred very infrequently, if ever, in the past.</p>	<p>The seriousness rating is the multiplication of the impact risk ranking with the likelihood risk</p> <p>Low Average Score: 1–7</p> <p>Medium Average Score: 8-14</p> <p>High Average Score: 15-25</p>
<p>Minor (2) Minor impact on the overall population and existing beneficiaries. Humanitarian actors are still able to carry out their programmes, though with some delays/losses. National response capabilities and those of in-country stakeholders are fairly high.</p>	<p>Unlikely (2) The event has a low chance of arising — between a 20% and 40% chance within the current year — or has occurred a couple of times in the past.</p>	
<p>Moderate (3) Moderate impact on the overall population and existing beneficiaries. Programme delivery may be hampered. Additional resources and activities within on-going programmes will be required to attend to system disruptions and heightened humanitarian needs. National response capabilities and those of in-country stakeholders are medium. Some impact on staff and assets.</p>	<p>Moderately likely (3) The event has a possible chance of arising — between a 40% and 60% chance within the current year — or has occurred a few times in the past.</p>	
<p>Severe (4) Severe impact on the overall population and existing beneficiaries. Programme delivery will significantly be hampered. Substantial additional and activities within on-going programmes will be required to attend heightened humanitarian needs. National response capabilities and those of in-country stakeholders are low. Considerable impact on staff and assets.</p>	<p>Likely (4) The event has a probable chance of arising — between a 60% and 80% chance within the current year — or has occurred several times in the past.</p>	
<p>Critical (5) Major impact on the overall population and existing beneficiaries. Programmes and humanitarian activities could be blocked. The event may require a massive humanitarian response. National response capabilities and those of in-country stakeholders are extremely low. Critical impact on staff and assets.</p>	<p>Very Likely (5) The event has a significant chance of arising — over 80% chance within the current year — or has occurred frequently in the past.</p>	

Partners during the consultation process have agreed that flash flood/mudflow hitting a rural district in April –May ranks nine (moderate impact and likelihood) according to table above, with medium seriousness –first scenario, while an earthquake occurring in mid-winter in Dushanbe ranks 12 (severe impact with moderate likelihood) with medium seriousness – second scenario (see figure 2 for list of ranking by partners during IACP update workshop).

Figure 2: List of ranking of different risks

IMPACT	Critical (5)					
	Severe (4)		Epidemics (8)	Earthquake (12)		
	Moderate (3)		Locust invasion (6)	Mudflow/Floods/Landslides (9)		
	Minor (2)			Strong Wind (6)	Avalanche (6)	
	Negligible (1)					
		Very unlikely (1)	Unlikely (2)	Moderate (3)	Likely (4)	Very likely (5)
Likelihood						

SCENARIOS AND PLANNING ASSUMPTIONS

Scenario 1 (medium impact)	
Contingency	A flash flood/mudflow hitting a rural district in April-May
Humanitarian Impact (planning assumptions)	<ul style="list-style-type: none"> ▪ 20,000 people affected (many of them displaced) ▪ 40 deaths, 200 injured ▪ 400 houses destroyed ▪ 2,000 houses partially damaged ▪ 14 medical points/centres and six schools destroyed/damaged ▪ Access to drinking water is hampered. Irrigation channels are damaged. ▪ Physical access is limited (due to damages to bridges and roads) ▪ Local power distribution system destroyed (affecting all social aspects and infrastructure) ▪ Livelihoods (agricultural lands, livestock and most of food and NFI) are destroyed/lost ▪ The affected population includes a high proportion of women and children (up to 70%) taking into account labor migration rates
Response Objective	<i>Provide relief and recovery assistance to the disaster-affected population and their communities to reduce suffering and restore access to basic services in an effective and timely manner.</i>
Priority Needs⁶	<ul style="list-style-type: none"> ▪ Provision of shelter, including establishment of camp, emergency/temporary shelters (along with relevant NFIs) and then support in relocation and construction of permanent shelters ▪ Access to drinking water, sanitation and hygiene, including provision of water tanks, chlorine tablets, water filters, temporary toilets/construction of pit latrines, hygiene kits and oral rehydration solution, taking into account most vulnerable groups ▪ Access to food, including kitchen utensils, fuel for cooking. ▪ Access to health care, including first aid, sexual and reproductive health services, establishment of temporary medical points, sanitary disposal of health care waste (including GBV/HIV specific health care tools) ▪ Management of severe/chronic acute malnutrition and promotion of infant and young child feeding ▪ Access to education, including tents for schools, education kits, teaching and learning

⁶ Not listed in any particular order.

	<p>materials; early childhood development kits</p> <ul style="list-style-type: none"> ▪ Separation prevention, identification, documentation, family tracing and reunification ▪ Psychosocial support for affected population, including building the capacity of the local staff and direct support to affected population ▪ Address protection, including Gender-Based Violence, abuse, exploitation, security and safety issues
<p><i>Response Strategies</i></p>	<ul style="list-style-type: none"> ▪ Activate in-country coordination mechanisms (REACT and sector coordination groups) ▪ Liaise with Government (CoES) on identification of damage and needs ▪ Multi-sector rapid needs assessment ▪ Develop Response Strategy and Plan (based on IACP and results of rapid assessments) ▪ Provide relief, based on specific needs of different social groups (using in-country existing emergency stockpiles such as United Nations Emergency Reserve for Tajikistan (UNERT) and other stockpiles by partners such as WFP, INGOs and others) ▪ In case of need, seek for relief support through regional and global funding mechanisms and technical support such as the ECHO CPM Emergency Response Centre, OCHA Cash Grant, IFRC's Disaster Relief Emergency Fund, etc. ▪ Ensure adequate communication between all humanitarian partners and the Government ▪ Ensure logistics support for response activities ▪ Ensure safety for response teams ▪ Develop recovery strategies⁷ ▪ Ensure communication means (regular meetings, established channels for exchange of information, etc) between REACT partners, the Government and community leaders ▪ Ensure that cross-cutting issues integrated into response strategy (e.g. protection, gender, etc) ▪ Ensure the team of psycho- social service providers are in place for deployment ▪ Ensure that specific needs of the most vulnerable groups (e.g. women-headed households, children, etc) are met ▪ Ensure minimum international standards in all critical sectors/clusters are met ▪ Provision of health service including SRH, GBV and HIV prevention are available, especially for women and girls

⁷ Please refer to Annex 12 for REACT Recovery Framework

<p>Constraints and Gaps</p>	<ul style="list-style-type: none"> ▪ Response capacity of the Government is not clearly determined or communicated (e.g. existing stocks/reserves) ▪ Limited resources (financial, human, material, pre positioned supplies) available by REACT members for effective response to disasters of such scale ▪ Access to the affected populations is likely to be difficult in the immediate aftermath of the disaster ▪ Limited communication with the field and lack of information during first hours/days following the disaster ▪ Limited to no presence of partners with focus on shelter preparedness and response ▪ Tajikistan Monitoring and Warning System and response mechanisms do not include Standard Operating Procedures determining actions and responsibilities when thresholds are reached. Thresholds need to be quantified. ▪ Limited number of psycho-social service providers in place for immediate coverage of affected population ▪ Restrictions imposed by the national security forces in control of the work / operational area. Unavailability / shortage of communications means. Movement restrictions imposed by local authorities. ▪ Limited capacity of in-country humanitarian community to develop joint and harmonized response strategies.
<p>EW Indicators & Triggers</p>	<p style="text-align: center;"><i>Indicators:</i></p> <ul style="list-style-type: none"> ▪ Prolonged abnormal rainfall ▪ Water levels in rivers <p style="text-align: center;"><i>Triggers:</i></p> <ul style="list-style-type: none"> ▪ Weather forecast predict above normal precipitation for 2 to 3 consecutive days ▪ Water levels in river above normal and rising ▪ Above normal snow pack in river source mountain ranges combined with high temperatures in early spring

Scenario 2 (high impact)	
Contingency	<i>A high-magnitude earthquake (7 (MMI)) strikes Dushanbe at mid-winter night</i>
<i>Humanitarian Impact (planning assumptions)</i>	<ul style="list-style-type: none"> ▪ > 200,000 people affected ▪ > 10,000 deaths ▪ >50,000 injured ▪ Centralized power/water/heating system collapsed ▪ Breakdown of law and order (looting) ▪ Health system damaged and unable to provide first aid to survivors ▪ Up to 20% of education facilities destroyed ▪ Dushanbe airport is not operational (but Kurgan-Tube and Kulyab airports function) ▪ Limited or no communication ▪ No road access to Dushanbe from the North, at least 50% of in-city roads blocked hampering the access for rescue teams. Road access from the South could be open. ▪ UN/NGOs operations are significantly compromised due to staff losses.
<i>Response Objective</i>	<i>Providing timely life-saving relief assistance to the affected population</i>
<i>Priority Needs⁸</i>	<ul style="list-style-type: none"> ▪ Establishment of earthquake proof communication and meeting locations for humanitarian agencies (UNDSS) ▪ Support Government in search and rescue operations (if necessary through request for INSARAG/USAR and UNDAC teams – facilitation of receipt and mobilization of teams) ▪ Provision of first aid and establishment of health points where access to sexual and reproductive health services, including GBV and HIV prevention is available as well (Health cluster) ▪ Provision of emergency shelter – winterized (Emergency Shelter and Camp Coordination/Management cluster) ▪ Emergency Food Aid (Food Security cluster including nutrition) ▪ Management of severe acute malnutrition and promotion of infant and young child feeding (Health and Food Security clusters (including nutrition)) ▪ Ensuring access to drinking water and sanitation facilities and provision of hygiene kits, oral rehydration solution, and chlorine tablets; (WASH cluster)

⁸ Not listed in any particular order.

	<ul style="list-style-type: none"> ▪ Access to education, including temporary learning spaces, winterized tents for schools, deployment/recruitment and training of teachers, education kits teaching and learning materials (Education Cluster) ▪ Provision of support in early childhood development, including temporary learning spaces, tents, ECD kits (Education Cluster) ▪ Provision of psychosocial support (Health cluster) ▪ Support in debris removal (UNDP) ▪ Protection, with priority given to child protection to prevent abuse, neglect, exploitation and violence (Protection cluster) ▪ Separation prevention, identification, documentation, family tracing and reunification ▪ Identify and ensure protection rights of the most vulnerable groups (unaccompanied children, pregnant and lactating women, the elderly, people with disabilities, the displaced) are met and adequate access to basic services (Protection cluster); ▪ Ensure timely and appropriate NFIs, winter clothes, sleeping mats, blankets, etc.
<p><i>Response Strategies</i></p>	<ul style="list-style-type: none"> ▪ Ensuring welfare of UN/NGOs staff (plan for moving staff out of country as necessary and plan for influx of new staff in increased numbers) ▪ Support in establishment of humanitarian operations centre and activation of Humanitarian Country Team and Cluster Approach (Humanitarian Coordinator/HCT/Cluster System) ▪ Ensure Crisis Communication Mechanisms in place and SOPs are implemented (Key messages, situation reports, humanitarian dashboards) ▪ Support international search and rescue teams (with assistance of Logistics cluster and UN OCHA (UNDAC)) ▪ Launch Multi-Cluster Initial Rapid Assessment, followed by cluster in-depth assessments (all clusters) and follow all Cycles of Humanitarian Programme Cycle ▪ Development of Strategic Statement, Response Plan and Appeals, CERF Application) ▪ Ensuring that specific needs of the most vulnerable groups (e.g. women headed households, children, etc.) are met ▪ Ensure the team of psycho-social service providers are in place for deployment ▪ Ensure protection of affected and displaced (taking into account specific needs of most vulnerable groups). ▪ Ensure minimum international standards in all critical sectors/clusters are met ▪ Provision of health services including SRH, GBV and HIV prevention are available,

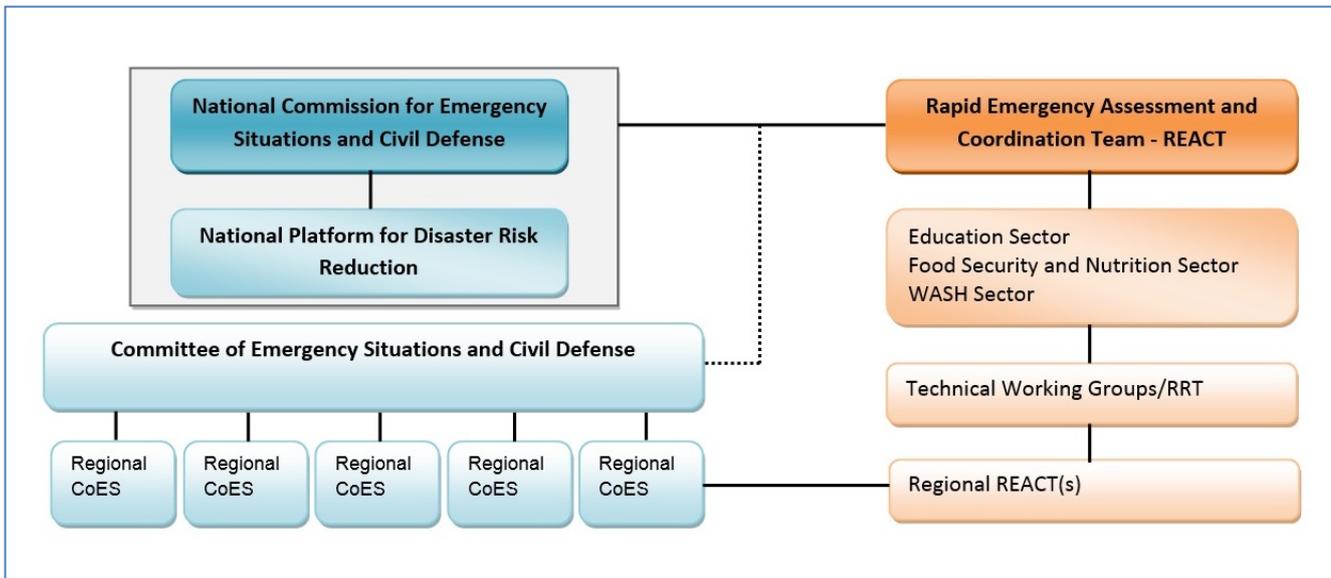
	especially for women and girls
<i>Constraints and Gaps</i>	<ul style="list-style-type: none"> ▪ Domestic search and rescue capacity is very limited ▪ Government, UN Agencies and NGOs' emergency capacity hampered due to staff losses ▪ Limited information about existing emergency supplies (stocks) in the country (both in relation to the Government's stocks and stocks of REACT partners) ▪ Government and REACT partners' capacity to respond to a disaster of such scale is largely insufficient ▪ Limited to no presence of partners with focus on shelter preparedness and response ▪ Potential legal problems for international rescue and humanitarian teams, specifically medical personnel and medicines entering the country⁹ ▪ Aftershocks may further impede search and rescue and relief operations ▪ Gate- keeping system is understaffed to address the need of children without parental care and their placement in family based care alternatives ▪ Limited number of psycho-social service providers in place for immediate coverage of affected population
<i>EW Indicators & Triggers</i>	None

⁹ Although Tajikistan has ratified several bilateral and regional agreements concerning the provision of cross-border assistance, there are no clear operational rules for incoming international assistance.

OVERALL MANAGEMENT AND COORDINATION

Figure 2 below depicts coordination for disaster risk reduction, emergency preparedness and response between the Government of Tajikistan and the Humanitarian Community – REACT.

Figure 2: Coordination Architecture



Government

The Government of Tajikistan assumes the first responsibility for responding to disasters in the country, with the international community playing a supporting role. Tajikistan Disaster Risk Management Strategy and Action Plan 2010-2015, adopted in early 2010, guides the overall disaster risk management in the country and has specific references to the emergency response. Overall coordination for the implementation of the strategy and of emergency responses is delegated to the Commission of Emergency Situations and Civil Defense.

The Commission incorporates most 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 and Civil Defense (CoES) supports the Commission. 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.

As part of the Disaster Management Strategy and Action Plan, the National Platform for Disaster Risk Reduction was established on 1 March 2012, with an inter-Government coordination role. The platform will be responsible for the development of effective policies and recommendations for disaster risk reduction.

International and national humanitarian partners

International humanitarian assistance to small and medium-scale emergencies in Tajikistan is provided through the Rapid Emergency Assessment and Coordination Team - REACT. The structure is composed of the Government of Tajikistan (represented by CoES and other governmental agencies where appropriate), donors, the United Nations and other international organizations, as well as local and international NGOs involved in early warning, mitigation and risk reduction, preparedness, response and recovery.

REACT is co-chaired by CoES at the national level together with the UN Resident Coordinator as Co-chair, and by the Committee of Emergency Situations at sub-national level (by end of 2014, only Sughd regional REACT is functional. The REACT in Sughd province is chaired by regional CoES and secretariat functions carried out by Youth Group for Protection of Environment, YGPE). REACT operates through sector coordination groups and regionally based REACTs.

The **sector coordination groups** are supposed to coordinate relevant response and preparedness activities (with focus in development in pre-crisis) within their sectors. Three Sector Coordination Groups, led by the following agencies, are functioning at the moment:

1. **Education** (lead agency UNICEF)
2. **Food Security and Nutrition** (lead agency WFP)
3. **WASH** (lead agency UNICEF)

REACT members recognize the need to integrate the Global Cluster Approach (as endorsed by IASC) into REACT operations at the on-set of an emergency and/or where there is a recognized need in doing so. When the Cluster Approach is activated in Tajikistan, the Sector Coordination Groups become “Clusters” for the purposes of the Cluster Approach.

A large-scale emergency requiring the assistance of the wider international community would trigger the appointment of a Humanitarian Coordinator and the active involvement of UNOCHA in coordinating the emergency response. Under the leadership of the Humanitarian Coordinator and in direct coordination with the Government of Tajikistan and IASC, the international humanitarian community in Tajikistan would create a Humanitarian Country Team¹⁰ (HCT). HCT would comprise the heads of the UN resident member agencies with a humanitarian mandate and representatives of the local and international NGO community, IFRC and Red Crescent, Red Cross movements, donor community and the Cluster approach would be activated (see more under ‘Cluster Approach’ section below).

Cluster Approach

In the event of a major emergency, the HCT would trigger the activation of the global cluster approach for Tajikistan in accordance with recommendations made by IASC. Agencies in-country (and when applicable from the relevant regional delegations and IASC Inter-agency Rapid Response Mechanism) will assume the cluster lead responsibilities¹¹ accepted in the framework of the global humanitarian response review arrangement.

These responsibilities are to:

- Ensure that adequate preparedness measures are taken prior to the crisis

¹⁰ For Terms of Reference for Humanitarian Country Team, please, see Annex 8

¹¹ For Terms of References for cluster leads please see Annex 9.

- Assume the leadership role in coordination arrangements during the response to the crisis
- Ensure that gaps in the response are properly identified and addressed
- Act as provider of last resort in case no other partner has the capacity to address the identified gaps

Cluster and Area of Responsibility	Global Cluster Leads
Service Provision Clusters	
Logistics	WFP
Emergency Telecommunication	WFP
Relief and Assistance Clusters	
Shelter and Non-Food Items	UNHCR (man-made disasters)/IFRC (natural disasters)-other organizations would take this lead through IASC and HCT agreement
Water, Sanitation and Hygiene	UNICEF
Health	WHO
Early Recovery	UNDP
Camp Coordination and Management	IOM(natural disasters)/UNHCR (man-made)
Nutrition	UNICEF
Protection	UNHCR
Food Security	FAO/WFP
Education	UNICEF/Save the Children
Cross-Cutting Issues	
Age	Help Age International
Environment	UNEP
Gender	WHO and UNFPA
HIV/AIDS	UNAIDS and IFRC
Mental Health and Psychological Support	UNICEF

Standing arrangements during large-scale emergencies (Scenario 2)

Below is the table with indication of all actions to be taken by Humanitarian Coordinator, Humanitarian Country Team and the clusters at the onset of a large-scale emergency.

Position	Roles & Responsibilities
UN Resident Coordinator (or Humanitarian Coordinator)¹²	<p>The UN RC, or his/her designated official, is responsible for overall leadership of disaster preparedness and response activities of UN Agencies and coordinating the humanitarian response on the request of the Government, including:</p> <ul style="list-style-type: none"> - Convene meetings of all relevant humanitarian partners to form HCT, including, whenever possible, national authorities; - Based on the preliminary scenario and the Government's capacity, assess if an international response is warranted; - Decide to activate Inter-Agency Contingency Plan; - Decide to request international assistance/support mechanisms from UN System's headquarters; - Overall coordination of international humanitarian response; - Communications and collaboration with the Government of Tajikistan (when applicable).

¹² Detailed description of UN RC/HC roles and responsibilities for emergency preparedness and response is provided in the Checklist for RCs and HCs on Emergency Preparedness and Response (IASC).

<p style="text-align: center;">Humanitarian Country Team</p>	<ul style="list-style-type: none"> - Agreeing on common strategic issues related to humanitarian action in-country, in particular: - Setting common objectives and priorities; - Developing strategic plans (contingency planning); - Agreeing on the establishment of clusters and the designation of cluster lead agencies; - Providing guidance to cluster lead agencies; - Activating resource mobilization mechanisms (CAP, Flash Appeal, CERF grant applications); - Advising the HC on allocation of resources from in-country humanitarian pooled funds, where they exist; - Agreeing on common policies related to humanitarian action in-country; - Promoting adherence by organizations that undertake humanitarian action in-country with humanitarian principles, IASC guidelines, Principles of Partnership, and policies and strategies adopted by the HCT.
<p style="text-align: center;">Cluster lead agencies and coordinators</p>	<ul style="list-style-type: none"> - Ensure inclusion of key humanitarian actors in response/early recovery, including Government at all levels; - Ensure the functioning of the cluster or another appropriate humanitarian coordination mechanisms at national and, if needed, regional level; - Ensure adequate contingency planning and preparedness for new emergencies; - Conduct a participatory and coherent sector needs assessment and analysis or participate in a multi-sector assessment when required; - Integrate agreed priority cross-cutting issues into all aspects of the humanitarian response; - Develop or update sector response strategies and action plans; - Ensure that responses are in line with existing policy guidance, technical standards and Government human rights obligations; - Ensure adequate monitoring to review the cluster impact and progress against action plans; - Contribute to the advocacy and resource mobilization efforts of the UN RC and other actors; - Support the training of staff and capacity-building of humanitarian partners, including government and local civil society; - Act as provider of last resort to meet agreed priority needs.

Immediate Response Actions

The following actions will be taken between the onset of the emergency and the first 72 hours by Humanitarian Community (and REACT partners), in order to ensure the best possible response:

TASK AREAS	ACTIVITY	BY WHOM	WHEN
Initial Info Exchange	<ul style="list-style-type: none"> ○ Verify information (CoES, Crisis Management Centre, other relevant state/non-state agencies) 	DSS	Immediately
	<ul style="list-style-type: none"> ○ Inform OCHA ROCCA, advise on deployment ○ Share information within UNCT, REACT ○ Initial HQs contact/report ○ Activate Crisis Communications Group (CCG) 	DSS/RC/RC O RC RC/REACT Secretariat	Immediately ASAP ASAP
Safety & Security	<ul style="list-style-type: none"> ○ Convene SMT ○ Review/activate security plan ○ Staff tracking ○ Assess operational capacity 	DO SMT Wardens/ DSS	ASAP
Media/Communications	<ul style="list-style-type: none"> ○ Assign spokesperson(s) – UNRC or RC a.i. ○ CCG convenes, activates SOP for crisis communications ○ CCG briefs RC/ REACT on key communications issues and products to be developed jointly by REACT 	CCG REACT or designated coordinator	Within 24 hours
	<ul style="list-style-type: none"> ○ CCG to act according to SOP, revise/update ○ Develop inter-agency information products: <ul style="list-style-type: none"> ○ Key messages ○ Inter-agency press releases ○ Situation reports 	CCG, RCO, OCHA	Within 48- 72 hours
Coordination	<ul style="list-style-type: none"> ○ ERC appoints HC: HCT & cluster approach activation 	ERC, RC HCT, HC	Max 24 hrs after initial information
	<ul style="list-style-type: none"> ○ Convene extended HCT ○ Revise management arrangements as necessary ○ Establish meeting regime ○ Collect/collate/disseminate information from agencies and partners ○ Ensure regular liaison with the Government 	RC Unit (HCT Secretariat) HCT Secretariat RC/HCT OCHA, HCT	Max 24 hrs after initial information

	<ul style="list-style-type: none"> ○ Produce Strategic Statement 	HC, HCT	Within 72 hours
Preparation for Rapid Needs Assessment	<ul style="list-style-type: none"> ○ Obtain latest available information from CoES and Commission for Emergency Situations ○ Collect information from other government counterparts and partners ○ Prepare MIRA situation analysis 	HC, OCHA, HCT HCT Clusters, OCHA	Within 48 hours
	<ul style="list-style-type: none"> ○ Planning for deployment (security, logistics, team composition [should include gender expert], assessment check-lists) ○ Agree on joint ToRs, revise as needed assessment checklists, and ensure multi-sectoral focus of needs assessments 	HCT, OCHA, Clusters	Within 72 hours
External Support and Funding	<ul style="list-style-type: none"> ○ Assess initial/immediate needs for external support (UNDAC, INSARAG, OSOCC, UNJLC, others) 	HCT, OCHA	Within 72 hours
	<ul style="list-style-type: none"> ○ Mobilize emergency resources (CERF, cash, equipment, stocks, staff) available from the agencies involved and donors (ECHO, SDC, etc) ○ Prepare Flash Appeal if required 	RC Unit, OCHA	Within 72 hours
Operational/common services	<ul style="list-style-type: none"> ○ Review existing capacity and plan for surge as necessary in terms of: <ul style="list-style-type: none"> ● Human Resources ● Supplies ● Logistics ● IT/Telecommunications ● Finance Administration 	OMT	Within 72

PREPAREDNESS AND MAINTENANCE ACTIONS

The Inter-Agency Contingency Plan will be updated at least once a year or whenever there are significant changes to the situation, in order to ensure adequate preparedness levels.

Below are the actions to ensure adequate preparedness for IACP 2014-2015:

1. Review and adaptation of **Inter-Agency Minimum Preparedness Actions** (MPA)
2. **Agree upon** and **implementation** of preparedness actions (based on adapted MPA)
3. Monitoring of **early warning systems** and **sharing of information** related to triggers
4. Regular **updating** and **fine-tuning** of the developed risk scenarios
5. Development and regular update of **sector response plans**
6. Establishment and regular update of **sectors' 3W** (Who, What, Where)
7. Establishment of **Inter-agency 3Ws**
8. Inventory of emergency stockpiling.

REACT partners have agreed to implement above agreed actions throughout 2015 to ensure practicality of preparedness measures discussed and agreed during the planning process. OCHA and REACT Secretariat will coordinate and facilitate implementation of agreed actions in close consultation with the Government of Tajikistan.

Following annexes have been integrated into the current IACP based on the discussions held and agreements reached during the planning process. It is also necessary to note annexes are an integral part of the current plan.

1. Key emergency focal points
2. Overview of financial and technical resources available by REACT partners
3. List of Emergency supplies/stockpiles
4. Key hazards in Tajikistan
5. REACT Statement of Common Understanding
6. SOPs for Emergency Communication (including communication templates)
7. Inter-agency Minimum Preparedness Actions (MPAs)
8. ToR for Humanitarian Country Team
9. Generic ToR for Clusters leads at country level
10. Inter-agency 3W (Who, What, Where), (to be developed throughout 2015)
11. Sector-specific contingency plans (WASH, Education, Food Security/Nutrition, Child Protection)
12. REACT Recovery Framework
13. Tajikistan population projection (2014)
14. ToR for REACT Assessment and Information Management Working Group
15. Guidelines on Emergency Response Preparedness (2014)
<http://www.humanitarianresponse.info/programme-cycle/space/page/preparedness>
16. Guidelines and templates for CERF application available at:
<http://www.unocha.org/cerf/resources/guidance-and-templates>
17. Humanitarian Programme Cycle:
<http://www.humanitarianresponse.info/programme-cycle/space>