

DREF Final report

Tajikistan: Civil Unrest

DREF operation n° MDRTJ015 GLIDE n° OT-2012-000131-TJK 5th February 2013

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of unearmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

Summary: CHF 185,162 was allocated from the IFRC's Disaster Relief Emergency Fund (DREF) to support the Red Crescent Society of Tajikistan (RCST) in delivering immediate assistance to some 9,720 beneficiaries (1,620 families) and rendering psychosocial support for some 7,000 people.

At least 78 people were killed during armed clashes between governmental forces and military groups in Khorugh City, the administrative centre of Badakhshan Province in the east of Tajikistan.

A special military operation of Tajik governmental forces on 24 July 2012 against armed groups in Khorugh City left 30 civilians, 18 soldiers and 30 militants dead, injured dozens and compelled almost half of the city's population to leave their houses and make for safe places far away from the violence.

The next day, on 25 July 2012, the sides announced ceasefire and started negotiations, which ended up with turning over the weapons by the armed groups.

The civilians were seriously affected by the clashes: in addition to the high number of killed and injured civilians, almost 50% of the 28,000 residents of the city had to flee the area of fights, leaving their houses and properties back home and seeking shelter in nearby districts. A lot of houses and public buildings were seriously damaged. The population started returning to their homes in periods from one week up to one month after the clashes.

In the first days, the Red Crescent Society of Tajikistan (RCST) was the only organization authorized officially by the government to provide humanitarian assistance to the affected population. The RCST was active since the beginning of the operation rendering first aid, distributing mattresses, blankets, cooking sets and hygiene kits.

According to the assessment conducted by RCST in Roshtqala and Shughnon Districts and Khorugh City, some 51,960 people (10,392 families) were economically and psychologically affected by the fights. RCST staff and volunteers in the city were deployed immediately in delivering first aid to the injured people and disseminated first aid and hygiene kits from the very beginning of the clashes.

Under this DREF operation, basic supplementary food parcels and hygiene kits were provided to 1,620 most affected families (9,720 people). In addition, some 7,000 people, especially elderly people, women and



RCST food parcel distribution point in Khorugh in August 2012. Photo: RCST

children, received psychosocial support by RCST's trained specialists.

The major donors and partners of the International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) include the Australian, American and Belgian Governments, the Austrian Red Cross, the Canadian Red Cross and the Canadian Government, the Danish Red Cross and the Danish Government, the European Commission Humanitarian Aid and Civil Protection (ECHO), the Irish and the Italian Governments, the Japanese Red Cross Society, the Luxembourg Government, the Monaco Red Cross and the Monaco Government, the Netherlands Red Cross and the Netherlands Government, the Norwegian Red Cross and the Norwegian Government, the Spanish Government, the Swedish Red Cross and the Swedish Government, the United Kingdom Department for International Development (DFID), the Medtronic and Z Zurich Foundations, and other corporate and private donors. [Click here](#) for the details of all donors. On behalf of the Red Crescent Society of Tajikistan, the IFRC would like to extend their thanks to all of them for their generous contributions.

CHF185,162 was allocated for the implementation of the project activities. Utilisation rate is 100%. There is no balance left.

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The situation

Early in the morning of 24 July 2012 Tajik governmental forces launched a special military operation in Khorugh City, the administrative centre of Badakhshan Province in the east of the country to detain people accused of the assassination of General Nazarov, head of the Committee of National Security in Badakhshan Province. As the operation was launched in the residential areas of the city, civilians were heavily affected and up to 50% of the city's population had to flee the city and to be relocated in neighbouring Porshnev and Roshtqala Districts, as well as in the village of Tem. The homes and public buildings along the city's main routes belonging to the road maintenance authority of UPD¹, BarKhorugh and Khlebzavod were heavily damaged, and the fleeing residents of these districts left their houses, home properties, clothes and foodstuff stocks behind.

According to different sources, at least 30 civilians, 18 soldiers and 30 militants were killed during the one-day clashes.

From the start of the governmental operation, all phone and internet lines in the region were reportedly cut off, surface and air communications to the province were suspended. On 25 July 2012 a ceasefire was announced and the sides reached an agreement. A governmental commission consisting of experienced law enforcement officers was deployed to the area to assess the situation. According to this commission, more than 500 residential houses and governmental structures were affected in Khorugh during the events. The commission expressed their concern over the situation of children and teenagers in need of psychological support.



A destroyed governmental building in Khorugh city, 24 July 2012. Photo by Reuters

Coordination and partnerships

An assessment conducted jointly by the Red Crescent Society of Tajikistan, the State Committee of Emergency Situations (CoES), World Food Programme and an international NGO, FOCUS Humanitarian Assistance, showed that some 10,392 households (51,960 people) were affected physically, financially and psychologically in Khorugh City, Shughnon and Roshtqala Districts. The results of the assessment showed that the majority of families were faced with food shortage. According to the results of this assessment, some 68% of the population had food available only for 3 days and were in urgent need to be assisted. The population had limited or no cash available to purchase the food, partly due to banks still being closed and ATMs not working due to a total blockage of internet access in the province. It is to be noted that most of the population depends to a high

¹ Acronym of Upravleniye Pamirskikh Dorog

degree on remittances from Tajik workers abroad. At the same time, the assessment showed that many of the affected families had no assets to sell for food in exchange. The local bazaar and shops also had a limited supply of food. The prices soared by 40-60%. The situation was bad not only in Khorugh City being the centre of the military clashes, but also in the neighbouring districts of Shughnon, Rushon, Ishkoshim, and Roshtqala, which hosted refugees from Khorugh City, but had no access to imported food via the usual main marketplace in Khorugh City. The blocked roads did not allow transporting food to these districts from Dushanbe and other parts of Tajikistan.

The Red Crescent Society of Tajikistan (RCST) was the only non-governmental organization that was allowed officially to respond to the humanitarian needs of the affected population in the conflict area in the first days. Other humanitarian actors were allowed to start their activities later, but in the beginning of the military operation, all international organizations, including ICRC, had to work and to deliver any assistance through the RCST.

Several coordination meetings involving governmental agencies, international organizations and Red Cross Red Crescent Movement partners were conducted during the period. The main topic of all meetings was the coordination



Vehicles full of RCST humanitarian assistance to the affected population are arriving in Khorugh. August 2012.
Photo: RCST

of overall activities, including situation assessments and response activities by different agencies to avoid a duplication of the efforts and to optimize the assistance to the most affected population.

Accordingly, the Government of Tajikistan projected a huge humanitarian assistance campaign to the vulnerable population, and on 2 August 2012 a convoy consisting of 82 trucks with 427 tons of flour, 158 tons of sugar, 198 tons of rice, 158 tons of cooking oil, and 80 tons of pasta was sent to Badakhshan. The food and clothing were distributed among 8,000 families throughout the province. FOCUS Humanitarian Assistance distributed food to 60 most vulnerable families in Khorugh city. The World Food Programme provided food supplies to four hospitals in Khorugh. Three kits for war wounded (for 150 people)² and 522 bed-linen sets were delivered from Dushanbe to Khorugh with ICRC support and disseminated by RCST.

The Red Crescent Society of Tajikistan was in charge of the delivery of food items, hygiene kits and the rendering of psychosocial support (PSP). All partners from the government and international organizations were timely informed about all activities, including the PSP support. The Red Crescent was the only organization providing PSP to the affected population.

All RCST activities were closely coordinated with the governmental agencies and were implemented jointly with the authorities in the places. The RCST coordinated all activities with the IFRC Country Representation in Tajikistan, which provided technical and financial support for carrying out the planned operation.

All Movement partners active in Tajikistan – the Red Crescent Society of Tajikistan, IFRC, ICRC, and the German and Finnish Red Cross Societies, respectively, were closely and jointly monitoring the situation from the very first day of the clashes. The first Movement coordination meeting was conducted on the very day the clashes started– on 24 July 2012. After that, almost every day IFRC hosted Movement partners to exchange situation updates and to discuss the possible response by the Red Cross / Red Crescent Movement. The division of roles and the focusing on RCST capacities in the area and its authorization by the Government were coordinated through these meetings. The Memorandum for Partnership and Coordination that was concluded in 2010 among RCST, ICRC and the IFRC was applied as the base for regular movement coordination and the coordination of operations in this emergency situation.

Red Cross and Red Crescent action

The Red Crescent Society of Tajikistan was active since the beginning of the events. In the beginning of the conflict the RCST branches in Khorugh city, Roshtqala and Shughnon districts mobilized their staff and volunteers to respond to the needs of the affected population. A National Disaster Response Team (with 12

² One kit contained the following: plastic garbage bag - 2pcs, iodine 10% - 2 fl., elastic bandage 10cm x 5m = 60 pcs, gauze bandage 0.8cm x 5m - 60 pcs, triangular kerchief 236 cm x 96 cm - 10 pcs, gauze bandage 10cm x 10cm - 250 pcs, hydrophilic 100% wool - 2pcs, dressings adhesive plaster 6cm x 5m - 1rulon, bandage scissors 18 cm - 1 piece, adhesive plaster paper tape 2.5cm x 10m - 6 roll, adhesive plaster paper tape 5cm x 10m - 3 roll, sterile gloves - 200 pairs, forceps 14cm - 1 pc, bowl round 80mm x 35mm - 1pc.

NDRT members consisting of staff and volunteers) and some 48 volunteers from the Local Disaster Committees' members were deployed to respond to the situation.

The deployed staff and volunteers rendered first aid, provided psychosocial support and later conducted needs assessment. In the first day of the clashes, first aid and psychosocial support were provided to more than 170 people. Eight households, whose houses were destroyed by the weapons, were provided with shelter and non-food items, 50 most affected households received non-food items (mattresses, quilts, bed-linen sets, blankets, pillows, hygiene kits, cooking sets, water cans, and gas stoves) from the pre-positioned disaster preparedness stock from the Red Crescent Society of Tajikistan province branch warehouse. Some 120 first aid kits meant to be distributed to local disaster committees were used during the Khorugh events. The distributed non-food items and first aid kits were replenished under this DREF operation.

With the support of the ICRC, 50 first aid kits for RCST volunteers, one medical kit for war wounded (1,100 kg of dressing materials and specialized drugs for 50 injured patients) and 522 bed-linens were transported from Dushanbe to the Khorugh city branch and donated to the regional hospital of Badakhshan on 03 August 2012. The RCST HQ Health Coordinator was sent to Khorugh City to reinforce the capacity of provincial branch related to the health issues.

Assessment Table (conducted by RCST)				
Khorugh city: visited households and targeted population				
Micro-district	Total # of households	Total # of population	# of identified households to be supported	Total # of population to be provided with PSS
Khlebzavod	348	1,422	130	7,000
UPD	1,084	4,424	700	
Selkhoztehnika	279	1,296	180	
Barkhorugh	936	4,129	320	
Toshmuhammadov	130	800	90	
Gulaken	866	4,308	200	
Total:	3,643	16,379	1,620	

Considering the huge amount of the affected population and their needs, the Red Crescent Society of Tajikistan requested the IFRC for DREF support. The DREF support targeted some 1,620 most affected households (9,720 people) identified during the assessment to be provided with supplementary family food parcels and hygiene kits, as well as to render psychosocial support to 7,000 people shocked and stressed by the events. The beneficiaries' selection criteria were elaborated and agreed with local authorities, beneficiary representatives and responding agencies, and the following categories of the affected population were selected: families, who lost a member of family in the clashes or got a member injured; families who lost their homes and/or properties; families with many children; women-headed households; and host families who shared their homes with the fleeing residents.

The operation was successfully completed by 6 November 2012 as it was scheduled. All planned actions under the DREF operation and the implemented activities including rapid and detailed assessment, monitoring, beneficiary selection criteria and registration, transportation and distribution were coordinated and agreed with the local authorities and the responding agencies.

Achievements against outcomes

Relief distributions (food and basic non-food items)
Outcome 1: Assist 1,620 most affected families in Khorugh city with humanitarian aid consisting of supplementary food parcels
Output 1: 1,620 households received food parcel of buckwheat (2 kg), sugar (2 kg), vegetable oil (2 litres), rice (2 kg), pasta (2 kg), iodized salt (1 kg), milk (1 kg) and tea (0.5 kg) to complement their diet. <ul style="list-style-type: none"> ✓ Develop beneficiary identification and targeting strategy and registration system to deliver the intended assistance; ✓ Procurement in the Tajik capital city Dushanbe of the buckwheat (3,240kg), sugar (3,240kg), vegetable oil (3,240 litres), rice (3,240 kg), macaroni (3,240 kg), iodized salt (1,620 kg), milk (1,620 kg), tea leaves (810 kg) as well as storage, transportation, and distribution of food items; ✓ Monitor of supplementary food parcels and hygiene kits distribution to 1,620 families, as well as

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| control supply movements from point of dispatch to end user;
✓ Monitor and evaluate the relief activities and provide reporting on relief distributions. |
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Impact: With this DREF support, the Red Crescent Society of Tajikistan met the needs of 1,620 most affected households in Khorugh City by the provision of supplementary food parcels.

Each household received a food parcel consisting of buckwheat (2 kg), sugar (2 kg), vegetable oil (2 litres), rice (2 kg), pasta (2 kg), iodized salt (1 kg), milk (1 kg) and tea (0.5 kg).

The distributions were implemented on the basis of the assessment conducted by RCST in collaboration with the governmental officials, local authorities, international organizations such as WFP and Focus Humanitarian Assistance.

All items were procured in the capital city of Dushanbe adhering to IFRC logistics procurement procedures and requirements. The transportation of the stocks to the distribution points was implemented by RCST according to the plan and schedule while it was being controlled all the way from the point of dispatch to the end user. The distributions were conducted by RCST national disaster response team members and other responsible staff jointly with the local authorities and CoES representatives.

Water and Sanitation
Outcome: Assist 1,620 most affected families in Khorugh city with hygiene kits
Output: 1,620 families will be provided with hygiene kits <ul style="list-style-type: none"> ✓ Develop beneficiary identification and targeting strategy and registration system to deliver the intended assistance; ✓ Procurement in the Tajik capital city Dushanbe of the 1,620 hygiene kits and 300 kg of personal hygiene and disinfection products, storage, transportation, and distribution of the items; ✓ Monitor of hygiene kits distribution to 1,620 families as well as control supply movements from point of dispatch to end user; ✓ Monitor and evaluate the relief activities and provide reporting on relief distributions.

Impact: Under this outcome, the DREF support was used by the Red Crescent Society of Tajikistan to provide hygiene kits to 1,620 households in the affected city. The hygiene kits were part of the humanitarian assistance to the affected population of Khorugh city, who also received supplementary food parcels from RCST.

Each hygiene kit consisted of the following: packaged beauty soap (6pcs), laundry soap (4pcs), towels (5 pcs – 3 bigger and 2 small size), washing powder (1 pc), shampoo (1 pc), disinfection powder (chlorine) (1 pc), liquid soap (1 pc), toothpaste (2 pcs), toothbrush (5 pcs), toilet paper (6pcs), plastic bag (1pc), cardboard box for packing with RCST and IFRC logos (1pc). The items were procured in Dushanbe and transported to Khorugh City. The Red Crescent Society of Tajikistan staff and volunteers distributed the hygiene kits in coordination with local authorities.

Emergency Health
Outcome: 7,000 people have benefited from psychosocial support to recover from the effects of the events
Output: 7,000 people have benefited from psychosocial support to recover from the effects of the civil unrest. <ul style="list-style-type: none"> ✓ Complete the detailed psychosocial support needs assessment; ✓ Develop community and beneficiary targeting strategy in coordination with local and health authorities; ✓ Prioritize beneficiaries (children, women and old people); ✓ Establish a psychosocial support team from RCST trained volunteers and staff who will provide psychosocial support (PSS) to the population and technical support training to 10 Red Crescent staff and volunteers; ✓ Deliver psychosocial support to prioritized beneficiaries; ✓ Conduct a beneficiary satisfaction survey among the people reached.

Impact: The provision of psychosocial support to 7,000 people was one of the main parts of the operation.

The Red Crescent Society of Tajikistan had been highly acknowledged for its provision of psychosocial support (PSS) to the people affected from an earlier earthquake in Rasht valley of Tajikistan in the spring and summer

of 2012 and therefore, the governmental authorities asked RCST to plan a similar operation with psychosocial support to the affected population in Khorugh City too. A team of trained RCST staff (7 people) and volunteers (83 people) were involved in the provision of psychosocial support to 7,000 people, mostly women and children, who were heavily scared by the military clashes and most of them saw dead bodies and injured people with their own eyes. Although, the intensive clashes lasted only for two days, small accidents and the presence of armed people in the city continued for about one more month - making people to live under the pressure of fear. The deaths of 15 city inhabitants after the events were connected by the doctors to blood pressure, suicide, body slackness, etc – diseases connected to fear.

In addition to the special centre for provision of PSS support, the RCST was approaching the public in advertisements via TV; also volunteers and staff were visiting people and reached them through organizing special entertaining events, as well as round-tables, talks, camps, etc. Mostly, women and young girls were seeking support, as they also participated in the protests and were very vulnerable to psychological attacks. RCST also focused on youth and teenagers. The Red Crescent Society of Tajikistan was a co-organizer of camps for youth run by the Aga Khan Development Network, an international organization active in Tajikistan with focus to Badakhshan, where psychosocial talks were conducted.

The average number of visitors to the specialized RCST psychosocial centre was 15-20 people per day, and the average number of external psychosocial events participants was up to 150. By the end of the operation 1,890 people (989 above the age of 17; 266 males and 635 females) visited the centre and 889 households were visited by our specialists. The total number of beneficiaries provided with psychosocial support is more than 7,000. The psychosocial support was provided by using three methods: *psychological defusing*; *psychological debriefing*; and *psychological art therapy* for children. The results of the beneficiary satisfaction survey conducted among the beneficiaries are the evidence of the importance of the psychosocial support to the affected families. The survey also contained some recommendations by the beneficiaries, such as more involvement of beneficiaries and the local leaders into the psychosocial support activities.

During the whole operation the visibility of RCST and IFRC was promoted through banners with Red Crescent / International Federation logos at the distribution points.

A one-day “Lessons learned” workshop was conducted on 3 October 2012 in Dushanbe city. IFRC and ICRC representatives joined RCST leadership and disaster management coordinators to discuss the achievements of this DREF operation, the impact on beneficiaries, as well as challenges and possible solutions. The participants shared experiences, obstacles, problems and mistakes in order to avoid them during future activities. Among the recommendations was the developing of a strategy or response plan in case of military emergencies, the training of the volunteers and branches on assessment methods, more active involvement of volunteers, better coordination between the branches through regional and central headquarter, the improvement of reporting, etc.

Contact information

For further information specifically related to this operation please contact:

- **Red Crescent Society of Tajikistan:** Shukhrat Sangov, Head of Disaster Management Department, phone: +992 372 24 03 74, email: sshukhrat@mail.ru
- **IFRC Country Representation:** Eric Michel-Sellier, Country Representative in Dushanbe, phone: +992 372 24 42 96, email: eric.michelsellier@ifrc.org
- **IFRC Zone Office:** Alberto Monguzzi, Disaster Management Coordinator; phone:+36 1 8884500, email: alberto.monguzzi@ifrc.org
- **In Geneva:** Christine South, Operations Support, Phone: +41.22.730.4529, email: christine.south@ifrc.org

DREF history:

This DREF was initially allocated on 7 August 2012 for CHF 185,162 to assist 1,620 households (9,720 beneficiaries).



[Click here](#)

1. [Click here](#) for the final financial report
 2. [Click here](#) to return to the title page
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How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
 2. Enable healthy and safe living.
 3. Promote social inclusion and a culture of non-violence and peace.
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Selected Parameters	
Reporting Timeframe	2012/8-12
Budget Timeframe	2012/8-11
Appeal	MDRTJ015
Budget	APPROVED

All figures are in Swiss Francs (CHF)

I. Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
A. Budget	185,162					185,162	
B. Opening Balance	0					0	
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>	185,162					185,162	
C4. Other Income	185,162					185,162	
C. Total Income = SUM(C1..C4)	185,162					185,162	
D. Total Funding = B +C	185,162					185,162	
Coverage = D/A	100%					100%	

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL	Deferred Income
B. Opening Balance	0					0	
C. Income	185,162					185,162	
E. Expenditure	-185,162					-185,162	
F. Closing Balance = (B + C + E)	0					0	

Selected Parameters	
Reporting Timeframe	2012/8-12
Budget Timeframe	2012/8-11
Appeal	MDRTJ015
Budget	APPROVED

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)		185,162					185,162	
Relief items, Construction, Supplies								
Clothing & Textiles	23,965	23,274					23,274	691
Food	40,500	40,491					40,491	9
Water, Sanitation & Hygiene	50,124	50,014					50,014	109
Medical & First Aid	5,544	5,441					5,441	103
Utensils & Tools	3,417	3,394					3,394	23
Total Relief items, Construction, Supplies	123,549	122,614					122,614	935
Logistics, Transport & Storage								
Storage	800	626					626	174
Distribution & Monitoring	5,600	4,478					4,478	1,122
Transport & Vehicles Costs	20,750	19,902					19,902	848
Total Logistics, Transport & Storage	27,150	25,006					25,006	2,144
Personnel								
International Staff		24					24	-24
National Staff		101					101	-101
National Society Staff	9,234	6,019					6,019	3,214
Volunteers	4,728	12,900					12,900	-8,172
Total Personnel	13,962	19,045					19,045	-5,083
Workshops & Training								
Workshops & Training	5,000	3,307					3,307	1,693
Total Workshops & Training	5,000	3,307					3,307	1,693
General Expenditure								
Travel	2,700	717					717	1,984
Office Costs		207					207	-207
Communications	1,500	50					50	1,450
Financial Charges		2,917					2,917	-2,917
Total General Expenditure	4,200	3,890					3,890	310
Indirect Costs								
Programme & Services Support Recov	11,301	11,301					11,301	-0
Total Indirect Costs	11,301	11,301					11,301	-0
TOTAL EXPENDITURE (D)	185,162	185,162					185,162	-0
VARIANCE (C - D)		-0					-0	