



# Europe Zone Tajikistan DREF Operations Evaluation

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## **ABBREVIATIONS AND ACRONYMS**

CoES (Tajik)	Committee of Emergency Situations and Civil Defence
CR (IFRC)	Country Representation
DFID (UK)	Department for International Development
DIPECHO	Disaster Preparedness ECHO
ERC	Emergency Response Center
LDC (RCST)	Local Disaster Committee
NDRT (RCST)	National Disaster Response Team
RCST	Red Crescent Society of Tajikistan
UN DRMP	United Nation Disaster Risk Management Project
REACT (Tajikistan)	Rapid Emergency Assessment and Coordination Team: Coordination Mechanism in Tajikistan <a href="http://www.untj.org/coordination-mechanisms/disaster-management">http://www.untj.org/coordination-mechanisms/disaster-management</a>

## **1. EXECUTIVE SUMMARY**

### **1.1. Purpose**

Since 2003, when the obligation to reimburse DREF allocations for small-scale disaster response operations was removed, the number of grants allocated by the DREF worldwide has been steadily growing. Financial support from the DREF in the form of grants for small-scale operations totaled 17.4 million Swiss francs in 2010 and it is therefore now a major area of IFRC support and funding, which requires a similarly increased level of monitoring and evaluation.

A total of CHF 420,448 was allocated from the IFRC's Disaster Relief Emergency Fund (DREF) in the period from 13<sup>th</sup> March through 22<sup>nd</sup> May 2012 to support the Red Crescent Society of Tajikistan in delivering immediate assistance to some 7,300 beneficiaries. In March, 3,000 beneficiaries were targeted for provision of food assistance (in six administrative centres (Jamoats) of Murgab District); in April DREF funds were requested for assistance to some 936 people and replenishment of stocks after a series of floods and avalanches after a snowy winter (in Kulob region, Temurmaliq district and Roshtkala districts of Badakhshon Province); and in May a DREF operation was focused on the distribution of non-food items and provision of psychosocial support to 3,348 beneficiaries affected by an earthquake (in three districts of Nurobod, Rasht and Tavildara). The end dates for the completion of the operations are 30<sup>th</sup> June, 10<sup>th</sup> August and 18<sup>th</sup> September 2012, respectively.

A fourth DREF operation for the total amount of CHF 197,622.17 focusing at delivering immediate assistance to some 9,720 beneficiaries (1,620 families) and rendering psychosocial support for some 7,000 people after civil unrest in Khorugh city, the administrative centre of Badakhshan was launched in August this year, and has not become part of the subject review.

In order to provide assurance that the funds claimed for the implementation of these operations have been used in accordance with the initial plan of action and in compliance with DREF procedures; as well as assess the results of response to the disasters that the National Society has ensured, IFRC Secretariat Europe Zone office DM Team has agreed with the Red Crescent Society of Tajikistan on an evaluation mission to take place. It was expected that special emphasis will be placed on the overall management and performance of the response and related preparedness actions, and how effective they were in delivering services throughout the operation.

### **1.2. Scope and Methodology**

The evaluation took place in the period between August and September, 2012 and included: a desk review of the operations related documentation provided by the IFRC Europe Zone Office and the National Society in Tajikistan; qualitative interviews with stakeholders in the Red Crescent Society of Tajikistan Headquarters; observations during site visits; and beneficiary satisfaction survey on one of the sites in the form of a focus group discussion, all of the above having provided triangulation of data collected.

The team of evaluators was composed of a representative of the IFRC PMER Europe Zone and a Disaster Management Expert from the Partner National Society (Netherlands Red Cross, as one of the DREF donors and a member of the DREF Advisory Group). In addition to that, a representative of the ECHO Office in Dushanbe joined the mission to

Nurobad/Rasht/Tavildara. The mission schedule was promptly developed by the IFRC Country Representation and RCST and discussed by all parties involved.

Due to the security reasons, no site visits were possible for the food assistance operation in Gorno-Badakhshan Autonomous region, which has limited the scope of reviewed activities to two operations in (1) Kulyab region, and (2) Nurobod, Rasht and Tavildara districts of republican subordination.

### **1.3. Key findings and conclusions**

- According to all interviewed stakeholders, including local government authorities and REACT Secretariat (UN DRMP) representative, without DREF support during operations to address consequences of floods in Kulyab and earthquake in Nurobad, Rasht and Tavildara regions, these disasters would not have received adequate response.
- The information flow between the Federation Tajikistan Country Representation (IFRC) and Secretariat and the NS was effective to ensure timeliness and adequateness of the response: in the case of earthquake the National Society was on site within from 3 to 24 hours, and the DREF request was submitted to Federation Zone within 72 hours and to Geneva five days later; average time between DREF request submission and funds transfer to the NS was 5-6 days; in both cases the operation started straight upon approval of the DREF request, not waiting for funds to be transferred to the NS (it should be taken into consideration that the NS starts its response activities in first hours of the disaster using its own recourses and DREF operations mainly reimburse expenditures and replenish stocks).
- The NS's activities have effectively coordinated and complemented the work done by the other stakeholders; the relief was timely and very much needed.
- Beneficiary selection process was done in close cooperation with the local authorities, yet the NS focused on targeting the most vulnerable families in the affected areas.
- In certain cases (e.g. Tavildara), the NS has become the sole organization, which has provided immediate relief to the affected population and was the first one to assess the situation on the disaster sites.
- According to the beneficiaries' feedback, the relief provided by the NS (non-food items, psycho-social support) was adequate and according to the needs of the affected communities and has significantly contributed to the reduction of their vulnerability straight after the disaster.

### **1.4. Recommendations**

#### **Operations level:**

- Organization of beneficiary satisfaction surveys upon completion of DREF operations is of core importance for assessing the viewpoint of the beneficiaries on the support provided by the NS, provision of factual data for the reports to donors, and ensuring visibility of the NS efforts in disaster response. This should become a routine procedure and be adequately reflected in the operation's budget.
- It is important to continue the tradition of organization of lessons learned sessions upon completion of operations, making it an open discussion about the team's successes

and possible areas for improvement, rather than a formal gathering. For the efficiency and effectiveness raising purposes, they could be combined with training activities for the volunteers.

- The RCST should build up the capacity of its staff and volunteers in this sphere, which might require additional funding for the training activities. Taking into consideration that Tajikistan hosts a whole range of international organizations working in this sphere (ACTED, German Agro Action, Aga Khan Foundation, etc), this task seems feasible
- Continuation of efforts in the sphere of development of framework agreements with suppliers would also be beneficial. Though such an agreement would most probably not fix the price of the procured stocks, it would significantly reduce the time that is now needed to follow all the procurement procedures, including tender announcement, bids review etc.
- Overall strengthening of capacity of the NS staff and volunteers remains of key importance. Though the staff is relatively stable (especially in the regions) volunteer turnover remains a challenge. It is important to develop new approaches to their motivation and involvement, and the experience of several NS branches (e.g. Kulyab, where the local LDC is composed of several volunteers who have worked over 6 years) should become an example to follow. Experience sharing sessions, exchange visits at least between branches could be a relatively modest but effective investment into the volunteers' support. Capacity building in specific areas, demanded by volunteers (PSP, water sanitation etc.) would be more expensive, but also more rewarding in terms of professional development for them as part of Movement.
- Continuation of efforts in the sphere of development of framework agreements with suppliers would also be beneficial. Though such an agreement would most probably not fix the price of the procured stocks, it would significantly reduce the time that is now needed to follow all the procurement procedures, including tender announcement, bids review etc. At the same time, it would indirectly support the local business, provided that the partners selection process is transparent and standardized.

### **Programme level:**

- Advocacy efforts to support disaster preparedness activities are of strategic importance and should be included into DM programmes submitted for donors' funding. It is important to strive that pre-stocking, along with awareness raising and training activities among the local population becomes an integral part of the local disaster preparedness activities. Leading interagency coordination for effective resource mobilization, regular mapping of stocks available at other key stakeholders should also be considered. Organization of local fundraising campaigns focusing at stocks replenishment is crucial in the situation of international donors phasing out or reducing the level of their funding.

## **2. METHODOLOGY**

The Terms of Reference for the subject evaluation was developed and discussed between the IFRC Disaster Management Europe Zone Office and IFRC Secretariat in Geneva and agreed upon by the IFRC Country Representation in Tajikistan and the Red Crescent Society of Tajikistan. In order to ensure transparency of the process of evaluation as well as to ensure maximum of its effectiveness, it was agreed that the evaluation team would comprise a

representative of the IFRC PMER Europe Zone office and a Disaster Management Expert from the Partner National Society (Netherlands Red Cross), In addition to that, a representative of the ECHO Office in Dushanbe joined the mission to Nurobad/Rasht/Tavildara to review the progress on the operation the 80% of cost of which the ECHO has replenished to DREF. IFRC Country Representation took the leading role in the overall mission organization, and the National Society has been very supportive, open and cooperative during the whole evaluation process.

The methodology included

- desk review of the operations- and local DM programme-related documentation before the mission;
- unstructured interviews with the stakeholders (please see the list of interviewees in the Annex 1 attached);
- review of the operations-related financial documentation;
- missions to five sites, where operations took place (please see sections 3.2.1 and 3.2.2 for details) including on-site interviews with local NS representatives, government officials and beneficiaries;
- De-briefing session with the representatives of the Country Representation and National Society to share and discuss the preliminary findings of the evaluation mission with all parties involved in the process.

Unfortunately, the evaluation team has not got an opportunity to meet with the CoES representatives at the national level, which was mostly caused by time constraints to receive official approval for such a meeting. This was compensated with interviewing representatives of local CoESes who have been actively involved in the DM activities of the National Society at the regional level. During the site visits the team was at all times accompanied by the representative of the HQ of the National Society, representative of the local (regional/district) branch of the NS, representative of the local khukumat and/or representative of the local CoES, which has provided an opportunity to review how the relief provided in the framework of the DREF operations has contributed to the overall disaster response efforts in the country.



Building destroyed by an earthquake in Rasht region.  
Photo: IFRC

The Final report was developed jointly by the evaluation team over the three-week period following the mission.

### 3. FINDINGS

#### 3.1. Context

##### 3.1.1. Key Trends in the Disaster Management Environment

Tajikistan has one of the lowest per capita GDPs among the 15 former Soviet republics. Because of a lack of employment opportunities in Tajikistan, as many as a million Tajik citizens work abroad, almost all of them in Russia, supporting families in Tajikistan through remittances<sup>1</sup>. As a result it is mostly women who are exposed to the consequences of the natural disasters regularly occurring in the country.

Tajikistan is one of the countries least responsible for causing climate change. It ranks around 109th in the world for all greenhouse gas emissions and 129th in emissions per person. Despite this, the people of Tajikistan are already experiencing the impacts of climate change. More frequent droughts and heightened extreme weather conditions are hitting poor communities and eroding their resilience.<sup>2</sup>

According to seismologists, around 3,000 earthquakes happen in Tajikistan every year, most of them unnoticed by people. With Tajikistan being a mountainous country, such seismic activity leads to its being extremely prone to mudslides, rock falls, avalanches, landslides and floods. According to the Committee of Emergency Situations and Civil Defense (CoES) of Tajikistan, more than 155 natural disasters were registered during the first four months of the current year. Many communities are located in the remote areas with weak or no road connectivity which makes disaster relief activities challenging.

Since historically many of the villages in Tajikistan are built in earthquake- and floods-prone territories without official permission for construction and not following the safety regulations in construction, the government has a strong focus on rehabilitation after disaster, re-settling the affected villages to safer territories. However, these territories often lack infrastructure (e.g. water), which creates new challenges for people and



Rehabilitation in Nurobad region. Photo: IFRC

requires better planning of relief operations in order to be able to foresee the immediate needs of beneficiaries at their new place of living.

##### 3.1.2. Government and Inter-Governmental Capacities

During the past decade, the National Disaster Management structure has undergone significant changes, which has strengthened the Government capacity in this field. The Government is strongly committed to provide immediate response to disasters and is well aware of the existing risks. The National Committee of Emergency Situations and Civil Defence

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<sup>1</sup> Index Mundi [http://www.indexmundi.com/tajikistan/economy\\_profile.html](http://www.indexmundi.com/tajikistan/economy_profile.html)

<sup>2</sup> OXFAM <http://www.oxfam.org/en/campaigns/climate-change-poverty-tajikistan-slideshow>

(CoES) being the key coordinating mechanism involves all relevant parts of the government and is present at all administrative levels of the country (region/province, district/khukumat, jamoat). Its work is supported with the set of national laws, regulations and procedures, developed taking into consideration country specifics and delegating authorities and responsibilities accordingly.

With support of the international community and in cooperation with the state ministries and agencies in 2010 Tajikistan CoES developed the National Disaster Risk Management Strategy (NDRMS) for the period of 2010-2015, which comprises an Action Plan with Government focal points identified for each of its five components (Institutional Mandates and Legal Issues; Disaster Risk Assessment; Risk Management and Development; Disaster Preparedness and Response; and Knowledge Management: Education, Training and Public Awareness). At the same time, though significant achievements have been made in the sphere of these mechanisms' development, their real effectiveness should be measured on the impact they have on lives and wellbeing of the country citizens that they are focused on.

The Government often relies on an international donor community in responding to disasters due to limitations of funding. The assessments conducted by the CoESes are normally of the structural damage assessment character, while the National Society focuses more on needs of those affected by the disaster. In this regard, work of the assessment teams of the NS and CoESes complement each other rather well and the data collected by the National Society is normally well demanded by the government and other actors.

### **3.1.3. National/International Coordination Mechanisms**

In order to coordinate the disaster response in the country, in 2001 the Rapid Emergency Assessment and Coordination Team (REACT) was created and led by the Office for Coordination of the Humanitarian Affairs (OCHA). Chaired by the CoES, this mechanism now focuses not only on response, but prevention and preparedness as well as overall cooperation within the Disaster Management sector. The overall strategic goal of the REACT is to establish ownership of DM coordination process among the local organizations.

REACT currently joins around 60 organizations and is divided into five sectoral clusters comprising organizations working in the respective sector and lead by the UN Agency:

1. NFI and shelter – UNHCR/IFRC (in emergency case of Natural disaster)
2. Food aid – WFP
3. Health – WHO
4. Education – UNICEF
5. Water and sanitation - UNICEF

RCRC Movement is represented in the 1<sup>st</sup> cluster of REACT by the IFRC and Red Crescent Society of Tajikistan. CoES is represented in each of the clusters by the CoES Focal Point. At the moment four REACT regional groups are operational in Sugd (with exception of Zeravshan valley), Kurgan-Tyube, Kulyab and Rasht respectively, acting as implementing mechanism and info source, chaired by the representatives of local CoES, and having a secretariat run by organizations of various types (NGOs, PIOs). The latter, together with the REACT's acknowledgement of the quality and professionalism of disaster response operations implemented by the Movement and NS's community based origin of action, makes REACT suggest RCST to act as a its secretariat at the regional level.

The National Society, having strong working relationships with local government authorities (administrations and CoESs at all levels) as well as NGOs and international organizations, Another reason for the REACT advocating for it is that the Movement is currently considered almost the sole stable partner in the country in this sphere, while the rest of organizations are strongly depending on the international funding, which is shrinking.

When a disaster occurs, REACT normally:

- 1) Deploys a rapid assessment group composed of various organizations' representatives (thus, experts in various fields) trained to perform rapid needs assessments, well equipped for deployment on site of the disaster, who provide detailed analysis of the situation. They are authorized to act on behalf of REACT and provide aid distribution/provide first aid when/if needed. Though this group of professionals is very effective, its composition is not always stable, due to the experts' representing their respective organizations on a volunteer basis.
- 2) At the same time, calls for an emergency meeting of its members to coordinate the response activities and avoid overlapping of relief provision. Often the data used for discussion at this stage is that provided by the National Society, which usually has preliminary data of its rapid assessment by that moment.

During the periods when no disasters occur in the country, REACT meets regularly to discuss ongoing issues, such as general coordination, legislation and law enforcement.

### **3.2. Disaster Response Capacities of the NS of Tajikistan**

To date, the Red Crescent Society of Tajikistan is setting up Emergency Response Centres (ERC) in 11 of 69 of its branches, located strategically around the country, including all the capitals of the three regions and Dushanbe. In 2003, the RCST signed its first memorandum of understanding with CoES, which was updated in 2007 and now serves as a solid base for the NS's disaster response activities. In 2008 the RCST joined the International Federation's Global Alliance for Disaster Risk Reduction (GADRR), and in 2011 a National Disaster Response and Contingency Plan ("the DRCP") was published which, having set a course for DM until 2014 and established new operating procedures for collaboration with the government disaster response infrastructure and other partners.<sup>3</sup>

The mechanism of the response to the large-scale disasters includes the following steps: when the large-scale disaster requiring NS immediate intervention occurs, the RCST deploys an LDC to perform a rapid assessment jointly with the local CoES and forward its results to the RCST HQ. At the same time the CoES analyzes the data collected and submits the request for provision of assistance in disaster response to the National Society. Supported with this request the National Society applies for DREF funds. Though the needs assessment is conducted jointly, the National Society independently develops the lists of potential beneficiaries of the operation, which are later approved and endorsed by the local government authorities at the khukumat (region) head's level. To a certain extent this is caused by the diversities in the selection criteria between the NS and the CoES: according to the CoES

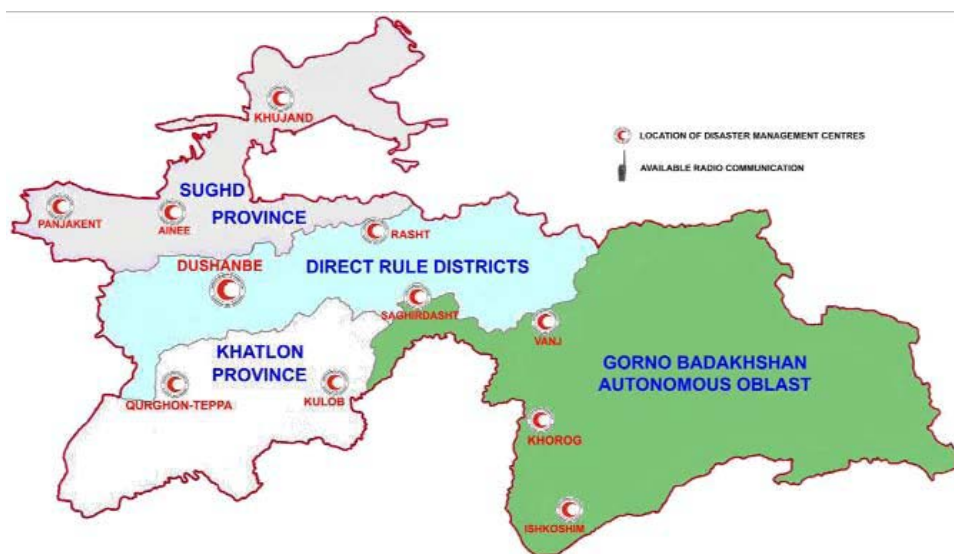
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<sup>3</sup> External evaluation of the disaster-management capacity of the Red Crescent Society of Tajikistan, Alex Wynter, 2011

procedures, only totally destroyed houses are considered 100% damaged, while the NS considers a total loss also flooded, but not completely ruined houses.

In the majority of cases the NS starts relief distribution from its prepositioned stocks before the DREF operation is launched. Upon receipt of funds the relief is distributed among the rest of potential beneficiaries and the stocks get replenished. Also, since the recent large-scale disasters (e.g. floods in Kulyab in 2010) have revealed the strong need for the psycho-social support (PSP) for the affected population, the NS staff trained by the specialists from the National University provides this type of support along with first aid. It is being organized in the form of individual interviews of NS volunteers and staff with the affected community representatives, group talks to reduce stress and tension of families if they prefer this way of communication, and art-therapy sessions for children.

Once the operation is started the NS submits weekly updates on its progress to the IFRC Country Representation.



Since the National Society has to respond to frequent small and medium scale disasters, gradually emptying its stocks, it limits its response capacities during large disasters. In particular, in 2012 The Red Crescent Society of Tajikistan responded to the 16 medium scale disasters through its branches by deploying National Disaster Response Teams and Local Disaster Committees (NDRTs and LDCs) to conduct assessment, render first aid and provision of humanitarian aid to the most affected and vulnerable households from its prepositioned disaster preparedness stocks in Emergency Response Centers (ERCs). This, together with frequent response to house fires and road incidents, that cumulatively adds up to another small scale disaster, has significantly affected the state of stocks. Since the beginning of the year DREF operations have become the sole source of stocks replenishment for the National Society since the RCST 2012 DM programme (totaling around CHF 278,000) could not secure enough DP stocks due to limitations of funding and specific back-donor requirements (Norwegian RC, Finnish RC).

### 3.2.1 Case 1: Earthquake in Nurobod, Rasht and Tavildara

On the 13<sup>th</sup> of May, 2012 a 5.7 Richter scale earthquake struck Rasht valley, having affected three districts of Nurobod, Rasht and Tavildara (at least 33 villages), killing 2 and affecting

more than 2,531 people. According to information received from the NS volunteers and CoES in affected region, 80 households out of 276 damaged households were inhabitable or in emergency condition. The rest 196 were damaged (through-thickness cracks, drop of plaster layers, and etc.). Due to the road blockage and the problems with communication line for a number of days, some 114 families were completely cut off. This has challenged the assessment of needs immediately after the disaster, and the National Society has once again proved its effectiveness: e.g. Rasht ERC member visited the affected area on foot and submitted data to the NS headquarter only hours after the disaster.

As a result, already on the 13<sup>th</sup> May relief provision (non-food items) for the 110 most affected households started in Nurabad and Rasht and two tents were erected at National Society operational and first aid points. The distributed non-food items were transported from Saghirdash (20 sets), Rasht (11 sets) and Dushanbe city (79 sets) Emergency Response Center warehouses. In Tavildara relief was stocked in the storage place provided by the local khukumat and distribution started two days later according to the CoES request, which had to finalize the results of needs assessment.

Upon receipt of DREF funds 86 more families have received non-food assistance, and after immediate threat to people's lives was gone, the National Society started distribution of construction kits among all 198 households in all three regions (Nurobad, Rasht and Tavildara) – 98 kits, one kit per two families – to help them to re-build their homes. This has well complemented the efforts undertaken by the local government authorities that have provided families with construction materials. Moreover, in order to use best of the relief provided and build back better, the families receiving assistance from the government had to commit themselves to build their houses in accordance with construction plans distributed along with the materials, which aimed at ensuring their seismic resistance. Both National Society and government representatives during monitoring of the rehabilitation process put special stress at the importance of the latter. Though such an approach has delayed provision of materials (in the case of Tavildara they were provided two months after the distribution of immediate relief and plans, which made it impossible for families to complete construction before rainy season in fall), this has definitely become an important step forward in planning for more effective and efficient support provision and sustainability of the results achieved.

In order to provide psycho-social support to the people affected by the disaster, the National Society has mobilized five trained NDRT members each of whom has trained two more volunteers. During the operation they have provided PSP to 2,500 inhabitants (including children 16 schools) of 33 affected villages in all three regions of the operation (a session per village).

The monitoring mission has visited Rubotnol (Tavildara region), Langar (Nurabad region) and Khazorchashma, Langar (Rasht) villages accompanied by:

- Dzhomiev Mukhammadazim, DM Coordinator of the Rasht ERC
- Muminov Sadridin, Head of the Nurabad regional CoES
- Muborakov Gayur, Executive secretary of the Nurobad regional branch
- Saiduniev Umed, NS HQ DM Project Coordinator

### 3.2.2 Case 2: Floods and avalanches in Kulyab region

Heavy snowfalls and unusual low temperatures in the beginning of 2012 have resulted in more than 155 natural disasters in the form of floods, earthquakes and avalanches, having affected 926 (5,556 people) all over the country. During the first four months of the year the Red Crescent Society of Tajikistan responded to 16 medium scale disasters through its branches by deploying national disaster response teams and local disaster committees (NDRT and LDCs) to conduct assessment, render first aid and provide humanitarian aid to the most affected and vulnerable households from its prepositioned disaster preparedness stocks in Emergency Response Centers (ERC). Total of 156 households were targeted by the National Society as most affected in all regions where disasters were registered and needs of 105 of them (630 people) were covered by the stocks already at disposal of the NS. For 51 more families (306 people) in Baroj and Kiblay villages of Kulyab region support was provided upon receipt of DREF funds.

Upon completion of relief distribution on the 20<sup>th</sup> of April another strong flood took place in Muminobad region having severely affected Tibalay village. After needs assessment organized by the NS, 26 more families were provided with relief items from previously replenished stocks. 16 of them were provided with a full set of non-food items, 10 more – with a limited set, which includes tent, water can, bucket, hygiene set and a kitchen set.

The monitoring mission has visited Tibalay and Kiblay villages accompanied by:

- Aminov Umed, NS HQ DM Project Coordinator
- Dzhamatov Neymat, Head of the regional CoES
- Esanov Abdudjalil, Executive secretary of the Temurmalik district branch
- Olimov Zainiddin, Executive secretary of the Kulyab regional branch

In addition to observation of the affected area and interviewing the stakeholders, the team with support from the NS has organized a brief assessment of beneficiary satisfaction in the form of a focus group discussion with representatives of Kiblay village moved to the new location for permanent residence. The discussion was facilitated by a needed minimum of officials, which aimed at collecting unbiased data. However, the group comprised only women, which affected slightly the results of the survey (they



Village in Kulyab region, destroyed by floods. Photo: IFRC

claimed they were not asked about their needs prior to the relief distribution, which, to a certain extent can be explained with that the needs assessment interviews are usually conducted with a male family head in this area). The results of the survey have demonstrated that (a) relief was provided timely (the day after disaster), on-site and the quality of support was at a high professional level; (b) operation met the needs of the community to the best possible extent, though there are still needs that should be covered; (c) the calculation of relief sets was made on a household basis, while many households comprise two or even three families living

together; (d) if they knew more about the place they are now moved to in advance, they would have asked for a slightly different set of relief (larger water cans, for instance).

During the interviews in Kulyab, the representatives of the local government authorities and the communities have clearly articulated that the disaster preparedness activities conducted in the region by the National Society by the time the disaster took place, have significantly contributed to that no deaths were registered. At the same time, early warning efforts of the National Society which took place in the beginning of the year did not bring significant fruit and did not visibly help NS to mobilize resources for disaster response beforehand.

General observation: Kulyab regional DM team is a group of strongly motivated professionals headed by the charismatic leader. Though the branch lacks infrastructure important for the effective disaster response, they use best of what they have, reacting timely and effective to the challenges they face in their region. Their work is visible and acknowledged by the local DM structures (the post of DM coordinator of the branch is financed by the khukumat as per the agreement of cooperation signed with the NS branch), and they have good potential in further developing their cooperation with the local authorities.

### 3.3 IFRC Secretariat Support to Tajikistan

During the DREF operations in discussion the IFRC Country Representation has provided adequate support to the National Society having effectively facilitated its request for funds. Being well aware of the local situation, the CR was able to ensure substantiated advocacy for the NS request and timeliness of the funds transfer (the average time of processing the NS request for funds was 1-3 days).

#### Timeline:

	<b>Earthquake</b>	<b>Floods</b>
<b>Date of the disaster</b>	13/05/2012	February-April 2012
<b>DREF request submitted</b>	18/05/2012	05/04/2012
<b>DREF operation approved</b>	21/05/2012	10/04/2012
<b>Funds transferred to the NS</b>	24/05/2012	12/04/2012
<b>Operation started</b>	19/05/2012	10/04/2012
<b>Operation updates</b>	Weekly, every Tuesdays	Weekly, every Tuesdays
<b>Operation completed</b>	18/09/2012	10/08/2012

### 3.4 Other Movement Response

To date, the only two Partner National Societies have their local representations in Dushanbe (German and Finnish Red Crosses). Though they were not directly involved into the disaster response in this particular case, along with ICRC they were involved into the regular updates distribution list.

Also, in April 2012, the German Red Cross Launched an Emergency Food Assistance Project in Zarafshon Valley, Funded by the German Federal Ministry of Economic Cooperation and Development to assist 600 families (3,600 people) most affected by food insecurity in Ayni,

Panjakent and Kuhistoni Mastchoh districts of Zarafshon valley in Sughd Province, Tajikistan. These activities were focused on relief food distribution (four months ration) and distribution of seeds and fertilizers. All planned activities were implemented using the capacity of RCST branches in the targeted area.

#### **4. CONCLUSIONS AND RECOMMENDATIONS**

*“There would not be an adequate substitution to the Movement’s disaster response in the region in case its funding stops.” UNDP DRMP Programme Manager*

##### **At operation level:**

##### **Conclusions:**

- According to all interviewed stakeholders, including local government authorities and REACT representative, without DREF support during operations to address consequences of floods in Kulyab and earthquake in Nurobad, Rasht and Tavildara regions, these disasters would not have received adequate response.
- The NS’s activities have effectively complemented the work done by the other stakeholders; the relief was timely and very much needed.
- In certain cases (e.g. Tavildara), the NS has become the sole organization, which has provided immediate relief to the affected population and was the first one to assess the situation on the disaster sites.
- The information flow between the IFRC Country Representation and Secretariat and the NS was effective to ensure timeliness and adequateness of the response.
- Beneficiary selection process was done in close cooperation with the local authorities, yet the NS focused on targeting the most vulnerable families in the affected areas.

##### **Recommendations:**

- Organization of beneficiary satisfaction surveys upon completion of DREF operations is of core importance for assessing the viewpoint of the beneficiaries on the support provided by the NS, provision of factual data for the reports to donors, and ensuring visibility of the NS efforts in disaster response. This should become a routine procedure and be adequately reflected in the operation’s budget.
- It is important to continue the tradition of organization of lessons learned sessions upon completion of operations, making it an open discussion about the team’s successes and possible areas for improvement, rather than a formal gathering. For the efficiency and effectiveness raising purposes, they could be combined with training activities for the volunteers.
- The RCST should build up the capacity of its staff and volunteers in this sphere, which might require additional funding for the training activities. Taking into consideration that Tajikistan hosts a whole range of international organizations working in this sphere (ACTED, German Agro Action, Aga Khan Foundation, etc), this task seems feasible
- Continuation of efforts in the sphere of development of framework agreements with suppliers would also be beneficial. Though such an agreement would most probably not fix the price of the procured stocks, it would significantly reduce the time that is now needed to follow all the procurement procedures, including tender announcement, bids review etc.
- Overall strengthening of capacity of the NS staff and volunteers remains of key importance. Though the staff is relatively stable (especially in the regions) volunteer turnover remains a challenge. It is important to develop new approaches to their motivation and involvement, and the experience of several NS branches (e.g. Kulyab,

where the local LDC is composed of several volunteers who have worked over 6 years) should become an example to follow. Experience sharing sessions, exchange visits at least between branches could be a relatively modest but effective investment into the volunteers' support. Capacity building in specific areas, demanded by volunteers (PSP, water sanitation etc.) would be more expensive, but also more rewarding in terms of professional development for them as part of Movement.

- Continuation of efforts in the sphere of development of framework agreements with suppliers would also be beneficial. Though such an agreement would most probably not fix the price of the procured stocks, it would significantly reduce the time that is now needed to follow all the procurement procedures, including tender announcement, bids review etc. At the same time, it would indirectly support the local business, provided that the partners selection process is transparent and standardized.

Although the primary task of the mission in the field was to evaluate the DREF operations in accordance with the developed ToR, upon request from the National Society the team has identified several areas for the RCST to consider in order to strengthen its Disaster Management capacities in response:

#### **At programme level:**

DREF operations are an important and valuable part of the overall NS programme in the sphere of DM. However, focusing solely at the immediate response to the disasters, they don't contribute to strengthening the disaster preparedness capacities of the NS to the extent needed at the current stage of the NS DM programme development. The efficiency of response is lower when the stocks are procured during or straight after the disaster, since the prices grow proportionally to the number of the international organizations working in the field. Moreover, DREF operations would not have been needed in case the NS had the prepositioned stocks. (Please see Annex 4 for details on stocks movement). *This together speaks for that the **advocacy efforts to support disaster preparedness activities** are of strategic importance and should be included into DM programmes submitted for donors' funding. It is important to strive that **pre-stocking**, along with awareness raising and training activities among the local population **becomes an integral part of the local disaster preparedness activities. Leading interagency coordination for effective resource mobilization**, regular mapping of stocks available at other key stakeholders should also be considered. Organization of **local fundraising campaigns focusing at stocks replenishment** is crucial in the situation of international donors phasing out or reducing the level of their funding.*

## **ANNEX 1: List of Interviewees**

- Aminov Umed, NS HQ DM Project Coordinator
- Boltaboeva Rafoat, IFRC Finance manager
- Dzhamatov Neymat, Head of the regional CoES
- Dzhomiev Mukhammadazim, DM Coordinator of the Rasht ERC
- Esanov Abdudjalil, Executive secretary of the Temurmalik district branch
- Mirova Dilorom, RCST Deputy Secretary General
- Mukhiddinov Shamsiddin, IFRC DM Project Manager
- Muminov Sadriddin, Head of the Nurabad regional CoES
- Murobakov Gayur, Executive secretary of the Nurobad regional branch
- Olimov Zainiddin, Executive secretary of the Kulyab regional branch
- Rakhimova Shakhlo, UNDP DRMP Programme Manager
- Saiduniev Umed, NS HQ DM Project Coordinator
- Sangov Shukhrat, the RCST's Head of DM Department

## **ANNEX 2: List of documents reviewed:**

- RCST disaster situation reports
- Letters for assistance (from Govt. structures, CoES to RCST; from RCST to IFRC CR)
- Memoranda of Understanding between IFRC CR and RCST on DREF implementation
- RCST and IFRC CR situation updates (on DMIS, other channels)
- RCST operation updates
- RCST field reports
- Monitoring reports
- Distribution List to Beneficiaries
- Workshops and training reports
- PSP activities reports
- Visibility/Photos (highlights in mass-media; posts; etc.)
- Logistics/ Procurements
  - Copies of tender notices (e.g. a newspaper advert)
  - Comparatives Bids Analysis (CBA)
  - Copies of failed bids
  - The evaluation of bids received
  - Notification sent to the successful and failed bidders
  - Logistic Requisition
  - Purchase Orders
  - Procurement Evidence
  - Shipping Documents
  - Original or certified copies of orders, invoices
  - Bank Statement OR Receipts from supplier
  - Delivery Notes / Good Received Notes

**ANNEX 3: Mission schedule****Evaluation\Monitoring schedule  
27.08 - 02.09.2012**

<b>Date</b>	<b>Time</b>	<b>Event</b>	<b>Location</b>	<b>Responsible person</b>
27.08.2012	18.30	Arrival to Dushanbe	Airport – Hotel	Payrav Imomov Umed Aminov
28.08.2012	08: 30	Meeting with Federation CR staff	Federation CR Office	Shamsiddin Muhiddinov Rafoat Boltaboeva
	09.30	Meeting with RCST leadership, Secretary General and Deputy Secretary General	RCST HQ office	Zafar Muhabbatov Dilorom Mirova
	10.30	Meeting with Federation CR Coordinators (evaluation of the documentation under DREFs)	Federation office	Shamsiddin Muhiddinov Farrukh Kasimov
	14.30	Meeting with RCST DMD staff (evaluation of the documentation under DREFs)	RCST DMD office	Shuhrat Sangov Umed Saiduniev Umed Aminov
29.08.2012	07.30	Evaluation\Monitoring DREF EQ	Rasht valley, Nurabad and Rasht districts	Umed Saiduniev Jomiev Muhammadazim
30.08.2012	09.00	Evaluation\Monitoring DREF- EQ	Rasht valley, Tavildara district	Umed Saiduniev Gafurov Saimudin
	18.00	Back to Dushanbe		
31.08.2012	08.30	Evaluation\Monitoring DREF- Floods	Kulyab region, Temurmalik district	Umed Aminov OlimovZainiddin MirzoevHabibullo
01.09.2012	09.00	Evaluation\Monitoring DREF Floods	Kulyab region, Muminobod district	Umed Aminov OlimovZainiddin MirzoevHabibullo
	18.00	Back to Dushanbe		
02.09.2012	08.30	Departure from Dushanbe	Hotel – Airport	Umed Saiduniev Umed Aminov PayravImomov

#### ANNEX 4: Analysis of stocks movement in 2012

Donor	Item	Unit	Opening Balance	Total out	Khatlon	Sughd	GBAO	DRD	Central warehouse	Closing balance
NorwRC	NFI set	Pcs	50	50	10	10	10	20	0	0
Floods and avalanches DREF	NFI Set	Pcs	156	80	20	20	20	20	76	76
Earthquake DREF	NFI set	pcs	110	0	0	0	0	110	0	0

#### Stock/items:

- Plastic buckets
- Woolen blankets
- Hygienic packets
- Mattresses
- Pillows
- Plastic sheeting
- Bed-linen
- Shovel with handle
- Hoe with handle
- Tents
- Quilt
- Cooking sets
- Kerosene stoves
- Construction tools
- Gas stoves