



Refresher First Aid Training for RCST branch staff and volunteers, Lakhsh district, 22 December 2025. Photo credit: RCST

EAP №: <b>EAP2022TJ02</b>	Operation №: <b>MDRTJ033</b>	Period covered by this annual report: <b>01/01/2025- 31/12/2025</b>
EAP approved: <b>01/12/2022</b>	EAP timeframe: <b>5 Years</b>	

**Revised budget: 244,083 CHF**  
**To assist: 1,233 households**  
**[6565 people]**

# SUMMARY OF THE EARLY ACTION PROTOCOL



Location of Red Crescent Society of Tajikistan regional branches and HQ

The IFRC The Disaster Response Emergency Fund (DREF) has approved a total of CHF 274,969 CHF for the Red Crescent Society of Tajikistan. The approved amount consists of an immediate allocation of CHF 77,227 for readiness, CHF 110,361 for prepositioning and CHF 87,381 to implement early actions once the defined triggers are met. Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDRTJ033. Unearmarked contributions to DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

## Overview and summary

Tajikistan is one of the most disaster-prone countries in Central Asia, with approximately 93 per cent of its territory covered by mountains. The country is exposed to multiple natural hazards, including mudflows, landslides, floods, droughts, avalanches, earthquakes, and extreme temperatures. Limited infrastructure, poverty, and remoteness increase vulnerability, particularly in mountainous areas.

Cold waves represent a recurrent seasonal hazard with severe humanitarian consequences. In recent years, extremely cold winters have significantly affected vulnerable populations, especially in rural and high-altitude communities. Demand for heating, electricity, and thermal insulation increases sharply during cold periods, yet many households cannot afford adequate protection due to high poverty levels.

Cold waves also disrupt essential services and livelihoods:

- Snowfall blocks roads, isolating communities and restricting access to health facilities, schools, and markets
- Drinking water sources freeze, causing shortages
- Livestock losses threaten household food security and income
- Vulnerable groups face heightened health risks, including hypothermia and respiratory illness

The Cold Wave Early Action Protocol (EAP) was developed by RCST with technical and financial support from the International Federation of Red Cross and Red Crescent Societies (IFRC), the German Red Cross (GRC), the Committee of Emergency Situations and Civil Defense (CoES), and the Agency for Hydrometeorology of Tajikistan (Hydromet), in consultation with national disaster risk reduction actors, including members of the Rapid Emergency Assessment and Coordination Team (REACT). It is in line with the FbF practitioners' manual, and IFRC standards, using historical data analysis, outcomes of the bilateral meetings with the key ministries/agencies results of the workshops, focus groups discussions, household surveys and with the consideration of feedback provided by partners. Also, information is based on rounds of consultations with the local authorities and communities as well as with the local RCST branches across the country.

## Targeting Strategy

The EAP prioritizes the most vulnerable households living in remote and disaster-prone areas with high poverty levels across five districts which were selected for intervention:

- Lakhsh and Rasht (DRS)
- Murghob (GBAO)
- Kuhistoni Mastchoh (Sughd)
- Khovaling (Khatlon)

No changes are proposed to the geographical focus areas.

#### **Target beneficiary groups include:**

- Single-parent households with three or more members
- Elderly persons living alone (63+ men; 58+ women)
- Poor households with persons with disabilities
- Households with members suffering from non-communicable diseases
- Poor households receiving state social assistance

The planned reach is approximately **6,565 people (1233HHs)**

#### **Triger statement**

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

#### **Operational Implementation**

The primary changes following the budget review relate to budget adjustments and procurement management, which will now be handled by the IFRC. Due to challenges within RCST re-structuring, activities were not completed in Year 1 and Year 2 of the EAP, and the Prepositioning Stock activities from Year 1 and Year 2 were shifted to Year 3. Despite the challenges, several foundational activities were completed. These included the review and revision of the project budget, engagement with consultants from Committee of Emergency Situations (CoES) and HydroMet, including the regular receipt of weather forecasts from the Hydromet Agency.

In November 2025, the Red Crescent Society of Tajikistan (RCST) enhanced its collaboration with key national partners to strengthen disaster readiness and anticipatory action under the Forecast-based Action (FbA) project. The RCST FbA coordinator conducted bilateral coordination meetings with representatives of the Hydrometeorological Service (Hydromet) and the Committee of Emergency Situations and Civil Defense (CoES) to clarify roles and enhance institutional collaboration in project implementation. During the consultation, the Hydromet representative confirmed their willingness to provide regular and timely meteorological forecasts, early warnings on emerging weather patterns, and relevant updates through official communication channels. This support is essential for ensuring evidence-based decision-making and timely activation of anticipatory actions. Similarly, the CoES consultant expressed readiness to support the initiative by providing technical guidance and facilitating coordination with CoES departments at the district level. This engagement will help strengthen operational preparedness and ensure smoother implementation in targeted areas. These coordinated efforts are expected to enhance the overall effectiveness of the project by promoting information sharing, technical alignment, and resource mobilization among key stakeholders. The strengthened collaboration between RCST and CoES further contributes to reinforcing national disaster risk management systems and improving the efficiency and impact of humanitarian response mechanisms in Tajikistan.

For the cold season, the Red Crescent Society of Tajikistan (RCST), under the Forecast-based Action (FbA) framework, has developed a comprehensive plan to strengthen readiness and enhance its anticipatory response to heatwave risks in vulnerable communities. Key activities include the organization of an annual workshop to train RCST staff and volunteers on heatwave preparedness, community engagement, and response strategies. A working group meeting with FbF partners will also be conducted to review project progress, align strategies, and set collective objectives. Coordination with the Hydromet Agency and the Committee of Emergency Situations (CoES) remains central, ensuring timely access to weather forecasts and the identification of at-risk populations in target districts.

In anticipation of a possible activation of the Early Action Protocol (EAP), the FbA focal point prepared a comprehensive list of priority relief and preparedness items. These included visibility materials for RCST headquarters staff, branch members, and volunteers; window insulation materials; floor thermal insulation; electric oil heaters; and cold wave awareness flyers for five target communities. The list, together with detailed technical specifications, was submitted to the IFRC procurement team for action. The IFRC procurement team successfully supplied the cold wave awareness flyers and visibility items, which were subsequently transported to the target districts and utilized for community awareness-raising activities. However, other critical items specifically floor thermal insulation materials and electric oil heaters—were delivered only after the end of the cold season. These items have since been stored in the RCST central warehouse for future use.

During the reporting period the following activities were implemented:

**Coordination Meeting with Hydromet Consultant:** On November 10, 2025, a coordination meeting was held with the Hydromet consultant to strengthen collaboration on weather forecasting and early warning support. Discussions focused on ensuring the timely and regular provision of hydro-meteorological forecast information, particularly in relation to potential cold wave conditions. The consultant shared updated seasonal outlooks and confirmed their availability to provide daily forecast updates, which will support evidence-based decision-making and potential activation of anticipatory actions.

**Meeting with CoES Consultant on Preparedness and Cooperation:** On November 18, 2025, A meeting was conducted with the Committee of Emergency Situations (CoES) consultant to discuss coordination mechanisms, technical support, and preparedness measures for the upcoming cold wave season. The discussion covered potential roles and contributions of CoES in the event of cold wave activation, including technical advice, field-level support, and coordination in target districts. The meeting reinforced inter-agency cooperation for effective preparedness and response.

**Preparing ToR and LR for procurement of food commodities:** The Terms of Reference (ToR) and Logistics Requisition (LR) for the procurement of food commodities under the Early Action Protocol (EAP) for Cold Waves within the Forecast-Based Action (FbA) programme were developed and submitted to the IFRC Country Office in Dushanbe. To facilitate the timely and effective implementation of anticipatory actions, the establishment of a framework agreement with a qualified food supplier is required. Such a pre-arranged agreement is essential to ensure rapid mobilization, streamlined procurement procedures, and immediate distribution of assistance upon activation of the EAP trigger thresholds. The IFRC Country Office in Tajikistan is leading the procurement process for all IFC related projects.

**Updating Vulnerable Beneficiary Lists in Target Districts:** RCST target district managers in the target district were contacted to initiate the update of vulnerable beneficiary lists. This process is being carried out in close coordination with local jamoats and primary healthcare clinics to ensure the identification of the most at-risk households, including elderly people, persons with disabilities, households with chronic illnesses, and families with limited coping capacity. The updated lists will be used to inform targeting and planning for potential anticipatory or emergency interventions.



*Refresher First Aid Training, Lakhsh district,  
Photo credit by RCST*

**Annual Refresher First Aid Training:** An Annual Refresher First Aid Training was conducted on 22

December 2025 in Lakhsh District, one of the identified target districts under the Cold Wave EAP. The training was attended by 11 RCST branch staff and volunteers, with the objective of strengthening their practical skills and

effectively to cold-related emergencies. The training contributed to maintaining a trained and ready pool of RCST volunteers capable of providing immediate assistance during cold wave events.


**Participation in ICRC meeting for imams:** On December 10, 2025 the FbA Coordinator participated in a meeting organized by ICRC for religious leaders, including khatibs from Rasht, Lakhsh, and Khovaling districts. During the meeting, a presentation was delivered on the mandate and activities of the Red Crescent Society of Tajikistan (RCST), with a focus on its role in emergency preparedness and response. The Coordinator highlighted RCST's response actions during past emergencies and ongoing humanitarian support to vulnerable communities. Particular emphasis was placed on the Early Action Protocol (EAP), especially the cold wave EAP, including its objectives, trigger mechanisms, and early actions. The role of religious leaders in disseminating early warning messages and promoting community preparedness was discussed. The meeting concluded with a brief exchange of views and interest in future cooperation.

**Annual Cold Wave Awareness Campaign:** An annual cold wave awareness campaign was implemented in February 2025 in Lakhsh and Murghob districts, in December 2025 in Rasht and Khovaling districts. The total targeted people by the campaign in four districts consisted 800 people (425 female and 375 male). The campaign aimed to enhance public knowledge and promote preventive behaviors to reduce cold-related risks, with particular attention to vulnerable groups such as children, the elderly, and individuals with chronic illnesses. Awareness sessions were conducted in secondary schools, health clinics, and local jamoat offices, targeting both schoolchildren and community members. During these sessions, participants received informational materials, including flyers, which provided practical guidance on cold wave preparedness. Key topics included recognizing hypothermia symptoms, selecting appropriate winter clothing, practicing safe heating methods, and seeking timely medical attention.

Although the Early Action Protocol (EAP) was not activated during the reporting period, substantial progress was achieved in strengthening cold wave preparedness. Key improvements included enhanced coordination with national partners, updated targeting of vulnerable households, capacity-building for RCST staff and volunteers, and community awareness initiatives. Pre-positioned supplies and reinforced partnerships have further increased RCST's ability to respond efficiently to future cold wave events.


During the cold season, forecasts occasionally met trigger thresholds for a few consecutive days but fell below on subsequent days. While actual temperatures in some areas may have warranted action, EAP activation relies solely on official Hydromet forecasts. This experience suggests that future review of the trigger thresholds and mechanism could improve alignment with observed climate patterns, enhancing the timeliness and effectiveness of anticipatory actions for vulnerable populations.

## SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 <p><b>Shelter, Housing and Settlements</b></p>	<b>CHF preposition budget: 97,219</b>	<b>CHF preposition actual: 97,219</b>
	(only complete if applicable)	(only complete if applicable)
	<b>CHF readiness budget: 22,604</b>	<b>CHF readiness actual: 22,604</b>
	(include annual readiness budget)	(include annual readiness actual)

### Narrative description of plan vs achievements


- Procured and prepositioned windows insulation materials [1 set per family, 1,233 HH] in the RCST central warehouse.
- Procured and prepositioned floor thermal insulation material [20 sq.m. per family, 1,233 HH] in the RCST central warehouse.
- Procured and prepositioned electric oil heaters [1 per family, 1,233 HH] in the RCST central warehouse.
- Procured and prepositioned thermos flask 3L [1 per family, 1,233 HH] in the RCST central warehouse.

 <p><b>Risk Reduction, climate adaptation and Recovery</b></p>	<b>CHF preposition budget: 8,144</b>	<b>CHF preposition actual:</b>
	(only complete if applicable)	(only complete if applicable)
	<b>CHF readiness budget: 1,670</b>	<b>CHF readiness actual: 1,670</b>
	(include annual readiness budget)	(include annual readiness actual)

### Narrative description of plan vs achievements

- Flyers [Cold wave awareness raising materials] were developed, printed and sent to 5 districts for the purpose of awareness raising.
- Four annual cold wave awareness campaigns were conducted in February 2025 in Lakhsh and Murghob districts, in December 2025 in Rasht and Khovaling districts.
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## Enabling approaches

 <p><b>Coordination and Partnerships</b></p>	<b>CHF preposition budget: 4,181</b>	<b>CHF preposition actual: 4,181</b>
	(only complete if applicable)	(only complete if applicable)
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	(include annual readiness budget)	(include annual readiness actual)

### Narrative description of plan vs achievements

- Two consultants, one from Committee of Emergency Situations (CoES) and one from Hydromet Agency, were engaged under service contracts for three months to provide technical support and coordination for the implementation of EAP activities
- Committee of Emergency Situations [CoES] salary support [3 months per year]
- Agency for Hydrometeorology Consultant salary support [3 months per year]



**Secretariat Services**

**CHF preposition budget:**

(only complete if applicable)

**CHF preposition actual:**

(only complete if applicable)

**CHF readiness budget:**

(include annual readiness budget)

**CHF readiness actual:**

(include annual readiness actual)

**Narrative description of plan vs achievements**

The IFRC Country Delegation (CA) continued to provide regular technical and operational support to the National Society (NS). Whenever program-related issues arose, IFRC colleagues provided timely guidance and assistance to NS staff.

As IFRC is responsible for procurement under IFRC-supported programs, it successfully initiated the tendering and procurement process for key EAP Cold Wave items, including window insulation materials, floor thermal insulation materials, electric oil heaters, and 3L thermos flasks. This support contributed to strengthening the NS's preparedness for potential cold wave activations.



**National Society Strengthening**

**CHF preposition budget: 30,339**

(only complete if applicable)

**CHF preposition actual: 30,339**

(only complete if applicable)

**CHF readiness budget:**

(include annual readiness budget)

**CHF readiness actual: 7,203**

(include annual readiness actual)

**Narrative description of plan vs achievements**

- RCST Focal Point salary support [6 months per year]
- Refresher First Aid Training in Lakhsh District for RCST staff and volunteers

## CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

**Challenges:**

- Variability and short-term fluctuations in weather forecasts, affecting the consistency of trigger thresholds;

**Suggestions:**

- Need for continuous refresher training for RCST staff and volunteers in all target districts to maintain operational readiness and technical understanding of EAP procedures

# FINANCIAL REPORT



## Early Action Protocol Summary

EAPcode - Tajikistan Red Crescent  
Cold Wave

<u>Operating Budget</u>	Readiness	Pre-Pos Stock	Early Action	TOTAL
<b>Planned Operations</b>	<b>1,670</b>	<b>103,693</b>	<b>70,642</b>	<b>176,005</b>
Shelter and Basic Household Items	0	97,219	22,604	119,823
Livelihoods	0	0	48,037	48,037
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	1,670	6,475	0	8,144
Community Engagement and Accountability	0	0	0	0
Environmental Sustainability	0	0	0	0
<b>Enabling Approaches</b>	<b>54,389</b>	<b>5,559</b>	<b>8,130</b>	<b>68,079</b>
Coordination and Partnerships	4,181	0	0	4,181
Secretariat Services	19,870	3,834	928	24,631
National Society Strengthening	30,339	1,725	7,203	39,267
<b>TOTAL BUDGET</b>	<b>56,059</b>	<b>109,253</b>	<b>78,772</b>	<b>244,083</b>

*all amounts in Swiss Francs (CHF)*

## Contact information

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

### National Society contact

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- **Operational coordination:** Rahmatsho Mustafo, FbA coordinator, [mustafo.surkhov@gmail.com](mailto:mustafo.surkhov@gmail.com), +992 931 300300

### In the IFRC

- **IFRC Country Cluster Support Team:** Shamsuddin Muhiddinov, Operations Coordinator, [shamsudin.muhammadinov@ifrc.org](mailto:shamsudin.muhammadinov@ifrc.org), +992938390000

## Reference



Click here for:

- EAP Summary and budget
- Annual reports from previous years (*delete if not applicable*)