

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Communities in Tajikistan

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Article 2 and Article 13 thereof,

Whereas:

- (1) Like most of Central Asia and parts of China and Afghanistan, Tajikistan is experiencing an atypical and severe winter, reportedly the coldest in 25 years, with a great impact on the Tajik population. As mentioned by UNDP in its appeal of 18 February 2008, 2 million people have been affected by this cold wave. In addition to suffering from the cold, a large part of the population no longer has access to drinkable water and electricity supply. Moreover, large quantities of seeds and agricultural assets have been destroyed by the frost.
- (2) Since the beginning of 2008, temperatures across the country have been unusually low, at times no more than -8°C during the day and -15°C during the night in Dushanbe and as low as -25°C in rural areas. This colder-than-normal weather has been forecasted to last at least until the end of February 2008.
- (3) Already short, Tajikistan's energy deficit has been worsened by the cold wave which has both increased the demand (in particular due to reliance on electric heating in urban areas) and reduced the supply (reduced production capacity of hydroelectric power plant). The country's supply of electricity comes primarily from the Nurek hydroelectric dam (approximately 60% of supply), several thermal electric and small hydroelectric plants, and imports.
- (4) The cold weather combined with the energy crisis has generated the following emergency needs among the population:
 - Due to the energy crisis and cold weather, only around 20% of population presently receives piped water instead of 55%. A large part of the population is now using sources of water that are unsafe. The energy crisis has also limited the means available to boil water, which is what many urban households have been relying upon to reduce water-borne diseases. It is therefore necessary to urgently repair the damaged water systems and to provide water purification pills to the affected population.
 - Many community centres, such as hospitals, are not able to function properly because of the electricity shortage. In some cases, electrical generators will be required to allow these infrastructures to function.

¹- OJ L 163, 2.7.1996, p. 1-6
[ECHO/TJK/BUD/2008/01000](#)

- A significant proportion of agricultural assets has been damaged or destroyed by the cold wave. Amongst others, seeds were frozen and animals have died, putting at risk the food security of vulnerable rural households.
- (5) The assessment made by our experts on the field has recommended providing assistance to the most affected vulnerable population of Tajikistan with the provision of non food items, water supply, livestock and agriculture inputs.
 - (6) It is estimated that an amount of EUR 750,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to over 60,000 vulnerable people most affected by the cold wave, taking into account the available budget, other donors' contributions and other factors.
 - (7) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
 - (8) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the Internal Rules on the Implementation of the general budget of the European Communities⁴.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 750,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to the vulnerable population in both rural and urban areas affected by the cold wave in Tajikistan, by using line 23 02 01 of the 2008 general budget of the European Communities.
2. In accordance with Article 2(a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective :
 - to preserve life of the most affected population with the supply of non food items, the rehabilitation of water and sanitation facilities and the provision of seed and livestock inputs

The total amount of this Decision is allocated to this objective.

2- OJ L 248, 16.9.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1 and by Regulation (EC, Euratom) No 1525/2007 of 17 December 2007, OJ L 343 of 27.12.2007, p. 9.

3-OJ L 357, 31.12.2002, p.1 Regulation as last amended by Commission Regulation (EC Euratom) No. 478/2007, OJ L 111 of 28.4.2007, P. 13

4-Commission Decision of 5.03.2008, C/2008/773

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months starting on 18 February 2008.
2. Expenditure under this Decision shall be eligible from 18 February 2008.
3. If the operations envisaged in this Decision are suspended owing to force majeure or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. The actions supported by this Decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

Article 4

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission



Emergency Humanitarian Aid Decision

23 02 01

Title: Provision of humanitarian aid to vulnerable populations in Tajikistan affected by the cold wave in early 2008

Location of operation: Tajikistan

Amount of Decision: EUR 750,000

Decision reference number: ECHO/TJK/BUD/2008/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale :

Like most of Central Asia and parts of China, Tajikistan is experiencing an atypical and severe winter, reportedly the coldest in 25 years. Heavier-than-normal snowfall has occurred across the country and has isolated many communities.

At Tajikistan's lower elevations, the average temperature range is -1° to 3°C in January. But temperatures in January this year are averaging around -15°C, with some even wider variation within the country. Rural areas have experienced lows of -25°C, whilst Dushanbe has experienced ranges of - 8°C during the day to -15°C at night. This colder-than-normal weather has continued and has been forecast to last until the end of February.

The effects and impact of these conditions on vulnerable populations is particularly acute. Young children and the elderly are most prone to be affected by cold weather. Women, already shouldering the heaviest work load within the household economy, have additional burdens in accessing alternative fuel and water, trying to provide adequate sanitation, looking after sick or elderly family members etc.

The severe energy deficit currently faced by Tajikistan is both a consequence and a compounding effect of the on-going cold wave. Tajikistan's electricity supply comes primarily from the Nurek hydroelectric reservoir in west-central Tajikistan, (currently

providing approximately 60% of supply), several thermo-electric and small hydroelectric plants, and imports. The severe and long-lasting cold weather, in conjunction with the reliance on electrical heating in urban areas and an aging electrical supply infrastructure, has put more pressure than usual on these already stretched electricity supply sources. As a consequence, the country is experiencing extraordinarily severe electricity rationing, with urban areas receiving as little as two hours of electricity per day and many rural areas being totally cut-off from central electrical supplies.

The consequences of this compound crisis on the Tajik population, which have been estimated by the REACT⁵ group and other experts, mainly concern:

- Reduced quality and availability of drinking water due to irregular pumping;
- Increased morbidity, due to poor water quality and to prolonged exposure to cold temperatures;
- Increased cost of heating in rural areas and lack of access to heating sources, especially for the poorest families;
- Reduced access to basic health care, with many hospitals and health centres closing or restricting hours, or discharging patients due to the forced restriction in services that the extreme cold weather has brought;
- Difficulty in assuring adequate sanitation in the absence of water, assuring vaccine and essential medicine supplies in the absence of electricity;
- Increased difficulty in sustaining minimum levels of service in mass care facilities such as orphanages;
- Economic disruption and losses, including medium and long term disruption of livelihoods.
- Damage caused to agricultural and livestock assets (crops and seed frozen, death of animals) and malnutrition (due to a lack of feed).

On 18 February 2008, the UNDP launched a flash appeal⁶ to the international community to provide assistance to Tajikistan for a total of USD 25,000,000 in the following sectors: emergency energy sector, water sanitation and hygiene, health sector, non food items, education, food security, coordination and preparedness.

1.2. - Identified needs :

Based on the assessment made by our experts and the REACT group, the needs which will be addressed by the current Decision concern:

Protection of the vulnerable population against the cold wave and electricity black outs

Vulnerable populations in both rural and urban areas have been the most affected by the cold wave as they do not have the necessary financial resources to cover the large increase in basic commodities prices (food and energy) and the additional cost of heating. They are also forced to ration their food, heating and medicines purchases. In addition to that, they are not able to purchase the necessary items to protect their family and themselves against the cold.

⁵ Information on the REACT (Rapid Emergency Assessment Coordination Team) group is available on the internet site <http://www.unhj.org/?c=7&id=49>

⁶ The full text of this appeal is available on <http://www.reliefweb.int/rw/RWB.NSF/db900SID/EDIS-7BUPZV?OpenDocument>
[ECHO/TJK/BUD/2008/01000](#)

Schools and hospitals suffer from operating problems due to the lack of water in part associated with the unusual cold and lack of regular power supplies for heating, lighting and the functioning of vital equipment.

It is therefore necessary to provide electrical generators to hospitals which are prone to electricity shortage, blankets and warm clothes to the poorest population and, if necessary, other non food items such as coal or plastic sheeting.

Access to drinkable water

As mentioned above, only 20% of the total population have, for the time being, access to piped water, instead of 55% in normal times. The remaining population is now using sources that are not secure and safe. The energy crisis has also limited the means available to boil water, which is what many urban households rely on to reduce waterborne diseases.

The lack of potable water, or access to any water, is increasing the risk of waterborne and other communicable diseases including diarrhoeal diseases.

It is therefore necessary to increase the reliable supply of water to urban residents in Tajikistan, prioritising hospitals, mass care facilities and schools. The use of potable water through water treatment at the source should also be assured. Promotion of use of safe water and sanitation and hygiene should also be developed.

Food security

Agriculture represents 24% of GDP, 26% of exports and 39% of the tax revenue. 64% of the population depends on agriculture for their livelihoods. Agricultural production losses in 2006 and 2007 as a result of natural disasters, combined with increases in costs for food, have stretched rural coping capacities to the limit. The current food security crisis in Tajikistan arises from a combination of events, notably increases in prices for basic commodities compounded by poor harvests, and damage to crops, trees and other productive resources.

The general picture generated by food security assessments indicates that most people surveyed are spending more money on food but eating less. The last detailed food security vulnerability study conducted in Tajikistan identified that 54% of the population is in a very unfavourable food security situation, and highly vulnerable to shocks.

Damage to agricultural assets as a result of the unusually cold winter has further marginalised the most vulnerable farmers. Reports indicate the extremely cold weather has caused significant damage to crops, livestock, and fisheries. Farmers have lost standing crops and recently sown seeds for winter crops. There has also been widespread loss of horticulture and other crops. As a result, landless labourers have been deprived of normal seasonal employment. Recent surveys indicate that most private livestock owners have inadequate access to fodder, reducing productivity of livestock and putting at risk their very survival. Weather conditions and a lack of fodder may force the sale of livestock as a coping mechanism to avert starvation. The shortage is also causing an immediate environmental impact in the massive wood cutting for fuel and heating and a reduction in agro biodiversity (animals and crops).

At present, there are sufficient quantities of food on the local markets in most parts of the country. However, there have been reports of difficulties encountered by some local traders in importing wheat flour and diesel from Kazakhstan. The seriousness and scope of problems with imports is not yet clear and requires close monitoring.

The needs identified for this sector concern emergency provision of agricultural and livestock inputs in order to allow farmers to properly cultivate during the 2008 agricultural season.

1.3. - Target population and regions concerned :

Under the current decision over 60,000 people will be targeted in different areas of the country, such as Sugd, Rasht, Khatlon, Region of Republican Subordination (RRS) and Dushanbe city.

1.4. - Risk assessment and possible constraints :

As the snowfall was very high during this winter, it is possible that the number of floods, flash floods, mudflows and landslides would be higher than usual this spring and could, therefore, make the implementation of financial decision activities more difficult.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective: To address the consequences of the 2008 cold wave on the most affected vulnerable population in Tajikistan.

Specific objective :

- to preserve life amongst of the most affected population with the supply of non food items, the rehabilitation of water and sanitation facilities and the provision of seed and livestock inputs

2.2. - Components :

Under the present decision, the following activities will be implemented by selected FPA or FAFA partner organizations working in Tajikistan:

Non Food Items

The main activity of this component will be the provision of generators and fuel to psychiatric hospitals with a capacity to host about 1000 patients, and the key information collection centre of the Committee of Emergency Situation in Dushanbe city. The main activities will be the procurement, transportation and installation of the generators by the partner organisation in facilities that have already been identified.

Water and Sanitation

Activities will concern the repairing of selected drinking water systems in Khatlon region that were damaged by the cold. The main activities will consist of the identification of damaged water systems, evaluation of the level of damages, the procurement of needed materials and their installation.

Food Security

Two main activities are envisaged:

The first activity will consist of immediate provision of potato seed to selected most vulnerable households to enable them to farm their kitchen gardens in spring.

The second activity will be the distribution of animals feed to the most affected vulnerable farming households.

It is expected that the project beneficiaries will be able to save their livestock. This will lead to improved food security, livelihood opportunities and improved nutritional status through increased production of milk and milk products.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months
Expenditure under this Decision shall be eligible from 18 February 2008

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

5 - Overview of donors' contributions

Donors in TAJIKISTAN the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	0		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	281,501				
Estonia					
Finland					
France	85,000				
Germany	2,980,000				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg	81,600				
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	1,065,984				
United kingdom					
Subtotal	4,494,085	Subtotal	0	Subtotal	0
		Grand total	4,494,085		

Dated : 19 February 2008

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>

Empty cells means either no information is available or no contribution.

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 750,000

6.2. - Budget breakdown by specific objective

Principal objective: <i>To address the consequences of the 2008 cold wave on the most affected vulnerable population</i>			
Specific objective	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners⁷
Specific objective 1: To preserve life amongst the most affected population with the supply of non food items, the rehabilitation of water and sanitation facilities and the provision of seed and livestock inputs	750,000	Sugd, Rasht, Khatlon, Region of Republican Subordination (RRS) and Dushanbe city	- CR - NLD - FAO - GERMAN AGRO ACTION - UNICEF
TOTAL:750,000			

⁷ DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), HET NEDERLANDSE RODE KRUIS (NLD), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION

7 - Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://ec.europa.eu/echo/evaluation/index_en.htm.

8 - Budget Impact article 23 02 01

	CE (EUR)
Initial Available Appropriations for 2008	486.095.000,00
Supplementary Budgets	
Transfers	
Total Available Credits	486.095.000,00
Total executed to date (by 19 February 2008)	302.100.000,00
Available remaining	183.995.000,00
Total amount of the Decision	750,000

9. MANAGEMENT ISSUES

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/partners/index_en.htm.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.