



Islamic Republic of Afghanistan

United Nations Development Programme

**National Disaster Management Project**  
(2009 to 2011)

**Project Document**

**United Nations Development Programme  
Country: Afghanistan  
Project Document**

**Project Title** **National Disaster Management Project (NDMP)**

**UNDAF Outcome(s):** Area of Co-operation – Sustainable Livelihoods: Agriculture, Food Security & Income Opportunities.  
Output 5 – Improved capacity to manage natural resources to support poverty reduction and dispute resolution, and reduce vulnerability to natural disasters.  
Outcome 5.3. – National and local institutions have enhanced capacities to manage disaster risks.

**Expected CPD/CPAP Outcome(s):** Outcome 5. – Capacities of national and local governance bodies are improved for better natural resource and disaster risk management.

**Expected Output(s):** CPAP Output 5.4. – Government and communities have better capacity for disaster risk reduction.

**Implementing Partner:** Afghanistan National Disaster Management Authority (ANDMA)

**Responsible Parties:** ANDMA and UNDP

**Brief Description**

UNDP supported the Government of Afghanistan in developing the National Disaster Management Project (NDMP) 2006-2011. This revised NDMP project 2010-2011 sets for itself the vision to “reduce the level of community vulnerability to natural and human induced hazards to manageable and humanitarian levels”. The initial project which began implementation in 2007 is revised to further strengthen its suitability to the Afghan context and conditions. It is set to achieve this goal by strengthening the capacity of the Afghanistan disaster management system to reduce risks and improve response and recovery management at the national, provincial and community levels.

Programme Period: 2010-2011

Key Result Area (Strategic Plan): Sustainable Livelihoods: Agriculture, Food, Security and Income opportunities

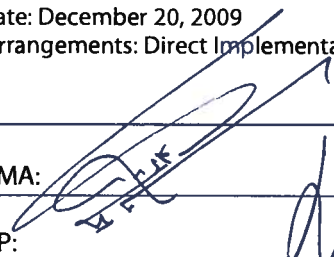
Atlas Award ID: 00073939  
Start date: January 1, 2010  
End Date: December 31, 2011  
PAC Meeting Date: December 20, 2009  
Management Arrangements: Direct Implementation

**Budget: US\$ 2,199,700**

Total resources required: USD 2,199,700\$  
Total allocated resources: USD 1,711,761 \$

- Regular \_\_\_\_\_
- Other:
  - Donor BCPR \_\_\_\_\_
  - Donor \_\_\_\_\_
  - Donor \_\_\_\_\_
  - Government \_\_\_\_\_

Unfunded budget: USD 487,939\$  
In-kind Contributions: \_\_\_\_\_

Agreed by ANDMA: 

Agreed by UNDP: \_\_\_\_\_

*23.06.2010*

## Executive Summary

Afghanistan has always been prone to natural disasters. Floods, drought, sandstorms and earthquakes as well as extreme winters have been the most common disasters in the country, causing loss of lives and property, and wide spread displacing people. Years of conflict, high levels of poverty and unemployment, environmental degradation and poor infrastructure have increased the vulnerability of the people.

UNDP supported the Government of Afghanistan in developing the National Disaster Management Project (NDMP) 2006-2011, formerly known as Comprehensive Disaster Risk Reduction Project (CDRRP). The NDMP set for itself the vision to "reduce the level of community vulnerability to natural and human induced hazards to manageable and humanitarian levels". The project which began implementation in 2007 seeks to achieve this goal by strengthening the capacity of the Afghanistan disaster management system to reduce risks and improve response and recovery management at the national, provincial and community levels.

A mid-term review of the NDMP project was conducted in May 2009 which had become necessary in light of the limited progress the project has achieved in the course of its implementation to date. An analysis of the project outputs of NDMP showed that they need to be improved considerably in terms of a more focused content and implementation plan, taking into account that the country has suffered from decades of conflict and the system of governance is at its basic level. The NDMP needs to have a more simplified approach focusing on certain core DM components related to relief and recovery.

The revised NDMP would continue to implement several components included in the original proposal, though these components are now more well-defined. The revised NDMP for the remaining period of 2009 till December 2011 will seek to strengthen the administration of relief assistance as well as cluster coordination and recovery. Further it will continue to support the preparation of disaster management plans and strengthen DM facilities and services coupled with a strong focus on training and capacity building in disaster management of government staff. To ensure that the most vulnerable communities benefit from the program a strong and augmented Community Based DRM component will be required. In addition, NDMP would introduce a simpler version of certain technical components in the area of risk reduction, with the objective of bringing innovation and knowledge to the practice of disaster risk management in Afghanistan.

The project will be implemented by UNDP under Direct Implementation Modality (DIM) in partnership with ANDMA.

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## Situation Analysis/Background

Afghanistan has always been prone to natural disasters. Floods, drought, sandstorms and earthquakes have been the most common disasters in the country, causing loss of lives and property, and displacing people.<sup>1</sup> According to the UNISDR, Afghanistan ranked 4<sup>th</sup> in 2005 and 5<sup>th</sup> in 2006 amongst the top 10 countries most frequently hit by natural disasters. According to the Global Seismic Hazard Assessment Program (GSHAP), the north-eastern parts of Afghanistan are most vulnerable to earthquakes, occurring in the Hindu Kush Mountains with the southeastern part of the country also located in a high seismic zone. These areas are prone to a high probability of damage during an earthquake.

For floods and landslides, the sources of most rivers lie in the northerly mountains and are fed by snowmelt. The flow is thus highest in spring and early summer. During other seasons the river flow is greatly reduced or may disappear entirely. This seasonal nature of rivers and streams make the areas through which they flow highly vulnerable to flooding, particularly flash floods and landslides, which often destroy bridges, cultivated lands and crops, and impede road access.

Extreme winter is another phenomenon which has a large-scale human and livestock impact due to very low coping capacities. Many parts of the country face bitterly cold winters with high snowfalls. Erratic rainfall characterizes Afghanistan's biophysical environment. According to an analysis of climate and drought records by the Asian Development Bank, localized droughts in parts of the country have a return period of three to five years, while drought covering large areas recurs every 9 to 11 years.

**Table 1: Natural Disasters from 1980 – 2008 Overview**

No of events:	118
No of people killed:	19,186
Average killed per year:	662
No of people affected:	6,427,631
Average affected per year:	221,642
Economic Damage (US\$ X 1,000):	358,120
Economic Damage per year (US\$ X 1,000):	12,349

Source: EM-DAT

### Vulnerability in Afghanistan

Years of conflict, high levels of poverty and unemployment, environmental degradation and poor infrastructure have increased the vulnerability of the people. The two most vulnerable groups in Afghanistan are women and people with disabilities. Vulnerability of women to disasters manifests itself in restriction of mobility and employment, denied access to information and basic services, and inability to voice their concerns and needs publicly. However, women also have a specific role to play as managers of the households and caregivers. With regards to search and rescue and health care, only women would be able to help women in an event of a crisis. Women are increasingly taking on leadership roles in Community Development Councils (CDC) in Afghanistan which provides a new

<sup>1</sup> Hazard analysis presented here is based on Humanitarian Action Plan for Afghanistan, released in 2009.

opportunity to work with them for community outreach and gender sensitive risk / needs assessment.<sup>2</sup>

Another specifically vulnerable group with regards to disaster preparedness and response are the people with disabilities. People with disabilities (PWD) are currently estimated to comprise from nearly 7 percent of the Afghan population. Mobility in times of disaster and access to basic services and relief are the key challenges for PWD. Because more than 8 in 10 people with disabilities are unemployed, most rely on the beneficence of their families; few opportunities exist for training or retraining for employment. Children with disabilities are subject to severe inequities and have limited access to educational opportunities.<sup>3</sup>

### **DRM Institutional and Legal System, Policy Frameworks, and Facilities**

Afghanistan is a signatory country to the Hyogo Framework for Action (HFA) and remains committed to implement the priorities as laid down by the HFA. The Afghan National Disaster Management Authority (ANDMA) is mandated to manage and coordinate all disaster-related activities in Afghanistan. ANDMA acts as the secretariat of the National Disaster Management Commission. Ministries, departments, aid organisations, provincial and district administrations and people are obliged to provide the necessary support to ANDMA in its effort to mitigate likely natural and human induced disasters. At present, the focal authorities for province and sub-province level disaster management are the provincial governors and the provincial commissions. ANDMA through its seven zonal offices, interface with the provincial authorities to provide support for disaster risk management and coordinate support depending on situations.

ANDMA was only recently set up and is still trying to emerge as the national institution responsible for disaster risk management in Afghanistan. It suffers from a lack of capacity, both in terms of human capital and physical resources. A number of activities have been undertaken to develop DM frameworks, institutional strategies and functional guidelines for ANDMA. Some introductory level or generic training in disaster management issues have been provided, but most ANDMA staff and key support personnel have received little professional and contemporary management skills training. Overall, the capacity of the government and the institutional framework for disaster risk management in Afghanistan remains weak.

The United Nations Assistance Mission in Afghanistan (UNAMA) and the Asian Development Bank have collaborated with the Government of Afghanistan and other partners to develop a National Plan for Disaster Management in 2004 and a Strategy for Institutional Strengthening in Risk Management. In the Afghanistan National Development Strategy (ANDS), the Government has made a commitment to increase its capacity to effectively implement the National Disaster Management Plan. The DM Plan outlines the guiding principles and procedures to be followed by ANDMA and its seven zonal offices on preparedness as well as on the decisions to be made, directions to be issued, and appropriate coordination mechanisms during post disaster phases. Similar plans at other levels are being prepared. Guidelines for Provincial Disaster Management Plan have been developed and nine provincial disaster management plans have been prepared to date.

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<sup>2</sup> Gender Awareness and Development Manual, MOWA and UNDP Afghanistan, May 2007

<sup>3</sup> Common Country Assessment Afghanistan, 2005.

A National Emergency Operations Centre has been established at ANDMA since September 2005 but remains poorly equipped. The Ministry of Defence has a Disaster Response Department with a cadre of trained personnel and some basic equipment for search and rescue activities. Institutional arrangements for a National Emergency Commission and the Provincial Emergency Response Commissions exist, but they are activated only as and when a disaster situation presents itself. Planning and preparedness for disasters have not received adequate attention at the national level. An emergency fund (25,000,000 Afs. = \$500,000) has been set up, managed by MRRD and ANDMA and allocated by the central government. However, the amount is far too less for a fund of this nature. A disaster management information system (DMIS) has been established and operationalized on a pilot basis in two regions (Kudoz and Nangarhar) but the utility of the DMIS is hampered by a lack of basic infrastructure and equipment in remote areas.

There has been a general increase of awareness on disaster risk management at the political and policy-making levels (including government, NGOs and external agencies); however as regards specific hazards and their impacts, no specific strategy is in place to integrate risk management practices into development planning and post-conflict reconstruction activities.

### **UNDP's Support for the National Disaster Management Project (NDMP)**

UNDP supported the Government of Afghanistan in developing the National Disaster Management Project (NDMP) 2006-2011 in accordance with the benchmarks set by the London Conference of 2006. The project seeks to accomplish one of the objectives of the Afghanistan National Development Strategy (ANDS), 2008-2013, which is to lay down an "effective system of disaster preparedness and response". The NDMP has set for itself a vision to "reduce the level of community vulnerability to natural and human induced hazards to manageable and humanitarian levels". The project seeks to achieve this goal by strengthening the capacity of the Afghanistan disaster management system to reduce risks and improve response and recovery management at the national, provincial and community levels.

Implementation of the NDMP began in 2007 under DIM modality, and is scheduled to be completed in 2011. The total budget for the very ambitious original project document was US \$9,811,515, which remained seriously under-funded. The total resources available through UNDP's Bureau for Crisis Prevention and Recovery (BCPR) and ECHO is US\$ 2,057,219, out of which US\$ 1,214,444 has been delivered at the time of the mid-term review in 2009, leaving a balance of US\$ 1,211,761.

### **NDMP: Mid-term Review Findings**

A mid-term review of the NDMP project was conducted in May 2009 which had become necessary in light of the limited progress the project has achieved in the course of its implementation to date. The objective of the mid-term review was to critically assess the project's design, activities, outputs, and collaboration with Government counterparts, and make appropriate recommendations for improving and strengthening the project in the remaining period of implementation.

An analysis of NDMP project outputs showed that they need to be improved considerably in terms of content and implementation plans. These outputs need to take into account that the country has suffered from decades of conflict and the system of governance is at its basic level. The resource base of the government is narrow and weak, and disaster risk

management programme could only be incrementally supported and internalized within the country. The priorities of disaster management need to be guided by ensuring the essentials of disaster management, rather than pursuing broader ideas and themes. These essentials include immediate response, relief, and recovery capacity. The larger vision for disaster management in Afghanistan, as articulated in the project document, states that the "strategic focus of the NDMP is to shift the Afghanistan disaster management emphasis from a response/ relief focus to an overall disaster risk reduction model in which risk reduction is incorporated into development, and potential risk resulting from development is reduced". However, this vision seems unrealistic in the current situation of Afghanistan.

Implementation of the NDMP over the last two years has not yielded a clear roadmap for strengthening disaster management systems in Afghanistan. It has led to a number of disconnected activities being implemented with inadequate technical support. There are no clear indicators of technical and institutional capacity-building. The project outputs—manuals and plans—are of uneven quality. They need to be improved further and made more relevant and user-friendly. It has also failed to create opportunities which enrich the human resource support for DRM. The project is under-funded, and requires the mobilization of additional resources. However, the proposals being generated to mobilize funds from new donors lack fresh ideas and imperatives. A lack of progress and performance has had its impact on the partnerships and institutional relationships. The project therefore is overdue for a major revision in terms of components, implementation strategy, and funding. The mid-term review suggested a number of changes in the project components, followed by recommendations for improved project implementation.

Following the mid-term review, a decision has been taken to carry out mid-course correction and revise the project. Regional Disaster Reduction Advisor, BCPR, based in New Delhi carried out a mission to Afghanistan during 9-14 August 2009 for revising the project. During the mission, the RDRA met the project team, ANDMA officials, and the other stakeholders. Based on deliberations during the mission, a revised project proposal has been developed for approval by the ANDMA and UNDP.

#### Project Approach/ Strategy

On the basis of the mid-term review, a change in the project approach / strategy is necessary to make it more relevant in the context of Afghanistan. Such a change needs to be reflected not merely in the project design and implementation, but also in the way the project seeks new partners and funding. There is a need to recognize that the governance in Afghanistan is still very weak, the institutions are fragile, and the dissemination of technology and knowledge is shallow. The project needs to pursue the following approach / strategy to make a substantive impact on disaster risk management in Afghanistan:

- A revised NDMP needs to include simpler project components. It should aim at strengthening the foundations of disaster management in Afghanistan. The project should help national government, provincial, and district administration in setting up essential facilities, train the government officials, and set up the necessary funding mechanisms so that these address the basic objectives of disaster management system. It should be able to provide immediate and direct support to the people.

- A revised NDMP needs to focus on community-based disaster risk management. It should develop a few community-level projects, helping the people with preparedness and mitigation for different types of hazards. The project should be able to link with other programmes, supported by UNDP and other international agencies, for strengthening community-level preparedness and mitigation.
- ANDMA is the designated national agency for disaster risk management. The project needs to focus on strengthening ANDMA, training its staff, and making it a professional agency. It would require working closely with ANDMA, providing it continuous technical and training support, and helping it develop more projects, with national and international support.
- A revised NDMP should broaden its partnerships. It should involve NGOs, academic institutions, and specialized agencies in implementing the programme. It would result into the programme being supported through several stakeholders, and provide it greater depth.
- There is a need to connect the NDMP with the existing humanitarian context of Afghanistan. The NDMP therefore needs to strengthen the cluster system which has been set up in the country. A large number of agencies could participate in disaster risk management through the cluster system, providing greater support to local governments and the people.
- The NDMP has a limited funding. While it is very useful for strengthening the existing disaster management system in the country and supporting certain basic components, it needs to develop new proposals and secure more funding for the specialized components. The NDMP needs to identify areas in which it would develop new proposals, and seek donors' support for these proposals. At least two to three new proposals could be developed and submitted to the donors.
- The NDMP needs to have stronger linkages with the Ministry of Rural Rehabilitation and Development (MRRD). The MRRD has a strong outreach in the country in terms of programmes and personnel. The NDMP could utilize the MRRD's resources for expanding its interventions, and develop its outreach strategy through the MRRD's programmes.
- The NDMP needs to emphasize gender issues in the programme. It should support women's participation in the programme implementation, develop interventions across the programme components which empower women, and include gender components in the training programmes.
- The NDMP should recognize disability as an important issue in developing disaster risk management programmes. A large number of people suffer from physical disability due to years of conflict, which is an important factor of vulnerability. The NDMP needs to include the concerns of disability in all its components.

## Project Description

The revised NDMP would continue to implement several components included in the original project document, though these components are now more well-defined. For example, a programme for building community capacity has been included in the revised document as a community-based disaster risk management programme. The project components should be initiated under the NDMP, though the resources available under the project would not be adequate for all of them. In such cases, the NDMP should consider developing new proposals and seek donor support for these proposals.

## ***Output #1: National Institutional Disaster Management Capacity Enhanced***

### **Activity Result 1: Relief Administration strengthened**

The Humanitarian Action Plan (HAP) released in 2009 identifies some of the immediate humanitarian needs following a natural disaster. In a country where level of poverty and low levels of development are widespread, the HAP acknowledges the need to provide humanitarian assistance to the people affected by natural disasters. The revised NDMP should assist the Government and other stakeholders to respond to these humanitarian requirements.

One of the important factors to improve relief administration in the country is to overcome constraints on humanitarian access. As per the HAP, nearly 40% of the country, including much of the South, remains inaccessible for humanitarian organizations. It is important that the local government institutions are assisted by humanitarian organizations to reach the people affected by natural disasters and provide necessary relief.

The NDMP should therefore strengthen ANDMA's capacity to coordinate relief and humanitarian assistance following natural disasters. It is important to underscore that the ANDMA coordinates relief operations with the Ministries, local governments, and NGOs; it does not distribute relief and humanitarian assistance directly.

In order to strengthen ANDMA's role in coordination of relief and humanitarian assistance, the project should implement the following activities:

- 1.1 Rapid Assessment of Relief and Humanitarian Needs Strengthened:** The NDMP would help the ANDMA and other agencies responsible for humanitarian assistance to conduct rapid assessment of relief and humanitarian needs following a natural disaster. ANDMA should be able to assemble and deploy a rapid response team, which assesses the losses, damages, and needs in the wake of a disaster and submits its recommendations for assistance to the National Disaster Management Commission. The NDMP would help ANDMA prepare a list of officials / experts who could be trained in rapid assessment of relief needs.
- 1.2 Guidelines for Relief Assistance Improved:** The NDMP would review the existing system of relief assistance and make recommendations for improvement in relief norms as feasible. These norms would include financial assistance for the families of deceased and injured persons, distribution of food grains and other essential

commodities, and provision of emergency shelter. While developing the norms, special needs of women and specific requirements of the people with disabilities during a disaster needs to be taken into consideration. The NDMP would help develop a consensus around these norms and guidelines. The guidelines would also suggest a system for the distribution of relief. It would describe the eligibility for relief assistance, and designate the officials responsible for the distribution of relief which should involve women officials as well. The new guidelines for relief assistance could be made applicable for the entire country.

- 1.3 Strengthen Relief Distribution System:** The NDMP would help ANDMA in decentralizing the system of relief distribution. The Government needs to assign more authority and resources to the provincial and district administration to disburse relief. In case of a disaster, the local governments should be able to provide immediate assistance to the disaster-affected people. NGOs and humanitarian agencies should also work closely with the local government in providing relief. In the distribution of relief, women also need to participate and get an equitable access.

The NDMP would therefore recommend a more systematized process of relief distribution, accompanied with documentation and record-keeping. It would improve transparency in relief distribution. The NDMP would orient and train the line ministry officials and relevant NGO representatives in the distribution of relief assistance.

- 1.4 Guidelines for National Emergency Fund Developed:** At present, the office of Vice-President administers the National Emergency Fund. Disbursements are made to the disaster-affected people through the Fund. The NDMP would review the functioning of this Fund and make recommendations for technically strengthening the effective and transparent utilization of the Fund. It would also make recommendations for the utilization of the fund.

## **Activity Result 2: Cluster Coordination and Recovery Preparedness strengthened:**

The NDMP would strengthen cluster coordination and recovery preparedness in Afghanistan. In view of recurrences of disasters and other humanitarian situations and a very high level of vulnerability in Afghanistan, there is a pressing need for sector-specific clusters to intervene. Similarly, the Government and humanitarian organizations should have early recovery preparedness. The following steps may be taken for improving cluster coordination and early recovery in Afghanistan:

- 2.1 Strengthen Cluster Coordination and Prepare Cluster Preparedness Plans:** A number of humanitarian clusters for different sectors have been set up in Afghanistan in 2008. In coordination with OCHA, the NDMP through ANDMA will work towards strengthening these clusters and developing their preparedness and contingency plans. All the relevant agencies need to participate in these clusters and make them a permanent mechanism for humanitarian interventions in Afghanistan. These clusters are extremely important in Afghanistan, as they provide the opportunity for greater coordination among the humanitarian agencies.

**2.2 Set up a Recovery Unit in ANDMA:** The NDMP will assist ANDMA to set up / strengthen a recovery unit within ANDMA. The main responsibility of recovery unit is to coordinate with the National Ministries, international agencies, NGOs, and local governments in pursuing recovery activities in the areas which are affected by disasters. Moreover, the Recovery Unit will also organize lessons learned workshop or meeting after completion of any major disaster operation. So the recovery activities can be improved. The officials posted in the recovery unit would be oriented and trained in recovery issues.

**2.3 Set up an Early Recovery Network:** As part of the NDMP, UNDP will take the initiative of setting up the Early Recovery Network in Afghanistan. The Network would seek the membership of the National Ministries, international agencies, humanitarian organizations, donors, and NGOs. It would also be important to include women's groups in the early recovery network; so that the issues related to gender and recovery are adequately covered.

The Early Recovery Network would mobilize resources and develop early recovery plans, which cut across sectors, and provide necessary help to the communities for recovery, in both the disaster and conflict situations.

The UNDP BCPR has developed early recovery policies and guidelines at the corporate level. UNDP should convene the meetings of the Network members to discuss the early recovery policy and guidelines, and suitably adapt them to the context of Afghanistan. These plans are relevant not just for natural disasters, but for all the humanitarian crises. In view of the conflict situation in Afghanistan, the Early Recovery Network assumes a special importance in leading the process of recovery. The NDMP could also seek some technical and financial support from the BCPR and other sources to activate the Early Recovery Network. The Early Recovery network will work closely with similar networks established in the country and complement the activities.

**2.4 Support Post-Disaster Needs Assessment (PDNA):** PDNA has emerged as an important tool for assessing recovery needs following a disaster. It uses various assessment tools to analyze losses and damages, and ascertain recovery needs for the community. The NDMP in close consultation with ANDMA will use the Early Recovery Network for training the members in PDNA and conducting PDNA exercises. The NDMP could also seek external support in conducting trainings and orientations on PDNA, and take the initiative of conducting an inter-agency PDNA.

### **Activity Result 3: Disaster management plans, facilities and service improved at National level**

A number of disaster management plans have been prepared, and certain facilities and services have been set up in course of implementing the NDMP. The revised project would continue these activities, and ensure that the institutions dealing with disaster management in Afghanistan are well-equipped and prepared for responding to natural disasters. The following activities will be carried out under this component:

**3.1 Preparation of Disaster Management Plans:** A National Disaster Management Plan has been prepared for Afghanistan in 2003. In the intervening six years, a lot has been changed in the country, which needs to be reflected in the National Plan. The National Disaster Management Plan therefore needs to be revised.

At present, nine provincial disaster management plans have been prepared. There are 25 provinces which need to prepare their own provincial disaster management plans. The NDMP would support the preparation of these provincial plans to the extent feasible. A provincial disaster management plan could prove to be a useful guide for disaster preparedness and response. However, it needs to be a participatory exercise in which different departments and local NGOs need to participate, own and implement.

All the national ministries / agencies need to prepare sectoral disaster management plans for their own ministry/ department / sector. The NDMP would support these ministries / agencies to develop their own sectoral disaster management plans.

**3.2 Support for Disaster Management Facilities:** At present, the ANDMA has a National Emergency Operations Center (NEOC). However, it is not well-equipped. The NDMP would adequately equip the NEOC and make it functional. It would also support setting up a few provincial EOCs. While identifying the provinces for setting up EOCs, the NDMP should take into consideration where the EOCs are more likely to be maintained by the local administration.

The NDMP would also consider supporting national and provincial Search and Rescue (S & R) teams. It would identify a team of first responders at the national level to be trained in S & R. Similarly, the first responders in the provinces, drawn from the police or fire brigade, would be trained in S & R functions. The NDMP would seek the help of specialized agencies for the S & R training. If the resources are inadequate for implementing this component, the NDMP would consider developing a new proposal for DM facilities and S & R teams, and submit it to donors interested in supporting this area.

**3.3 Strengthen National Emergency Response Commission:** The Government of Afghanistan has set up a National Emergency Response Commission under the Chairmanship of Vice-President of Afghanistan. A number of ministries / departments including ANDMA are members of the Commission. The Commission is convened in a disaster situation, and it provides policy directions to the ANDMA.

However, the NERC is not a very effective organization. Apart from meeting occasionally, it has no structure to monitor any situation closely, nor does it review how its decisions are implemented. It is, therefore, necessary that the NERC should be strengthened. The NDMP would provide some support to the NERC for setting up its own Secretariat. It can also provide certain facilities and equipments through which the NERC could become a more effective stakeholder in disaster management in the country.

**Activity Result 4: Training and Capacity-building for DRM conducted**

In Afghanistan, the Asian Disaster Preparedness Center (ADPC) and InWEnt (Capacity Building International, Germany) implemented the Training and Capacity Building Project (TCBP), a national capacity-building project in 2005. Under this project, a DRM curriculum was developed with the participation of Afghan officials. The curriculum also emphasized the need for integrating local knowledge, translating materials into the Pashtu and Dari languages and encouraging the participation of women officials and staff in training. It highlighted the need for an exercise-based curriculum and recommended the participation of multiple Afghan government agencies in each course to avoid over- or under-representation of any department or agency.

Based on the achievements of the earlier programme, the NDMP would set up a full-fledged permanent training programme, which addresses the training needs of ANDMA and other agencies, and assists officials and staff in their professional development. Along with formal training programmes, the NDMP would also develop training / orientation courses which meet the training needs of civil society organizations, NGOs, and other field-level officials. It would review the training literature developed under the programme, and adapt them to the new training courses developed under this programme. The NDMP would support the following activities:

**4.1 Establish Training Unit within ANDMA:** In close consultation with ANDMA, the NDMP will assist ANDMA to set up a Training Unit within ANDMA. The Training Unit would consist of two to three officials who can work as trainers, and can provide training support to the ANDMA. The NDMP would develop a partnership through which it would collaborate with academic institutions / universities in developing training programmes addressing diverse professional needs.

**4.2 Set up Training Programmes and Develop Training Materials:** The NDMP needs to develop training programmes for different groups of professionals. It would help the ANDMA to organize an orientation courses for all the officials and staff of ANDMA, introducing them to the patterns of risks and vulnerability in Afghanistan, disaster management institutions and functions, and coordination tasks which ANDMA is required to perform. Such orientation courses would help ANDMA in developing its professional capacity.

The NDMP would develop two training programmes which address the training needs of government officials. One programme would meet the training needs of the national-level officials, while the other programme would be targeted towards field-level officials. Such training programmes would focus on relief, recovery, and preparedness in Afghanistan. It could address specific hazards such as earthquakes and floods, and disaster preparedness requirements for these hazards. A specific training programme could be organized on developing winterization plan.

These training programmes would include a special emphasis on gender and disability. The government officials at the central and district levels need to be trained and sensitized in gender and disability issues with the objective of addressing special needs of the most vulnerable groups in Afghanistan.

The NDMP can develop training materials for these courses. A consultant could be hired for developing and organizing training materials. The NDMP would also seek the

assistance of regional training centers such as the SAARC Disaster Management Centre and ADPC for preparing the training materials and literatures.

**4.3 Design and Organize Training programs for NGO and Civil Society Organizations:**

The NDMP will design and organize at least one training programme for NGOs and civil society organizations. The training programme would cover the local-level preparedness and mitigation programmes. The NDMP would arrange these training programmes through local NGOs or any other local institution. The NDMP would also seek the support and participation of the District Development Assemblies (DDAs) and Community Development Councils (CDCs) in these training programmes. Special efforts would be made to address gender and disability issues through the training programme.

**4.4 Set up a Specialized Training Program for the First Responders (Fire Brigade, Search and Rescue Teams):**

The CDPPR will design and organize training programme for the first responders in disasters in collaboration with the OCHA and Afghanistan Red Crescent Society. The programme would cover the fire brigade personnel, Afghanistan Police, and search and rescue teams. It would be a specialized training programme, and needs to be developed with the assistance of agencies specializing in first response. The component could also be addressed through a new proposal developed for strengthening the first response capacity in Afghanistan.

**4.5 Support DRM in Higher Education:**

In 2008, disaster management was introduced as a subject through the Faculty of Geo-sciences at the Kabul University. The NDMP would review the curriculum and strengthen the academic programme through introducing a diploma or degree programme.

**Activity Result 5: Technical assistance for risk identification and application of risk reduction measures**

Through its earlier components, the NDMP has focused on strengthening the foundation of disaster management system in Afghanistan. At this stage, many advanced concepts in disaster risk management cannot feasibly be implemented in Afghanistan. However, the NDMP would introduce a simpler version of certain technical components, with the objective of bringing innovation and knowledge to the practice of disaster risk management in Afghanistan. The following components would be implemented under the NDMP:

**5.1 Conduct a Pilot Risk Assessment for one Province:**

The NDMP will pursue a multi-hazard and comprehensive risk assessment of one province on a pilot basis. The exercise will be conducted in a way that provides a demonstrable model for other provinces in the country. As part of this exercise, the data will be collected on hazards, vulnerability (social, economical, physical and environment) and capacity. These information will be applied in a composite way to develop an integrated risk profile of the province. The exercise will be conducted through a team of technical professional drawn from different ministries, Kabul University and other appropriate agencies. The activity could be also conducted with the assistance of Afghanistan Information

Management System (AIMS), a project which maintains a lot of data on risk and vulnerability in Afghanistan.

**5.2 Improved Coordination between Afghanistan Meteorological Authority (AMA) and ANDMA:** AMA is the national agency for weather forecasting and early warning, which lost its database during the years of conflict. The Agro-Meteorological Project funded by USAID has set up new databases on rain, snow, and crops through a network of 113 observation sites. It is also providing technical support to the AMA. The NDMP would seek to improve coordination between the AMA / Agromet and ANDMA with the objective of improving early warning systems. Such coordination could be improved through organizing workshops, and sharing of advisories and databases.

## ***Output #2: Provincial Disaster Management Capacity built***

**Activity Result 1: Disaster management plans, facilities and service improved at Sub-National level**

### **1.2 Preparation of Provincial Disaster Management Plans:**

At present, 6 provincial disaster management plans have been prepared. There are 28 provinces which need to prepare their own provincial disaster management plans. The NDMP in close partnership with ANDMA will support the preparation of these provincial plans to the extent feasible. A provincial disaster management plan could prove to be a useful guide for disaster preparedness and response. However, it needs to be a participatory exercise in which different departments and local NGOs need to participate.

All the national ministries / agencies need to prepare disaster management plans for their own departments / sectors. The NDMP would support these ministries / agencies to develop their own plans.

### **1.2 Support for Disaster Management Facilities at province level:**

The NDMP would also consider supporting provincial Search and Rescue (S & R) teams. It would identify a team of first responders at the national level to be trained in S & R. Similarly, the first responders in the provinces, drawn from the police or fire brigade, would be trained in S & R functions. The NDMP would seek the help of specialized agencies for the S & R training. If the resources are inadequate for implementing this component, the NDMP would consider developing a new proposal for DM facilities and S & R teams, and submit it to donors interested in supporting this area.

### **Activity Result 2: Community Based Disaster Risk Management Strengthened**

Community vulnerability to hazards is generally high throughout Afghanistan, and any significant efforts to reduce overall disaster risk in this country must include efforts at the community level. The NDMP seeks to strengthen community capacity for disaster prevention, mitigation, preparedness and response. Over 70% of the Afghan population lives in rural areas practicing agricultural and related rural activities that rely heavily on use

of natural resources and are thus very vulnerable to the impacts of drought and floods and a high poverty rate. Particularly affected are the poor, women-headed households, and households of the landless or near-landless and the people with disabilities.

Many remote settlements are located in mountainous areas, vulnerable to earthquakes, landslides, extremely harsh winters and avalanches without adequate road connections to the provincial capitals, access to health facilities, and communication facilities. Low literacy rate and low awareness levels are a challenge. Nevertheless the remoteness of the areas also means that communities have learnt to be self-reliant, are well aware of hazards and vulnerabilities that confront them and have developed traditional coping mechanisms. These situations do not however, remain static. Hazards and vulnerabilities change because of many factors including climate change, environmental degradation, competing land and resource usage, population growth or decline, urbanization and decades of conflict posing new risk and increasing vulnerabilities.

Under the first phase of NDMP, communities benefited from the development of district disaster management plans for 7 districts of Daikundi which were developed with their active involvement. Community awareness on disaster mitigation, preparedness and response was increased through radio and TV spots and 50,000 hazard specific posters that were distributed, posted in public places and explained to CDCs by ANDMA master trainers. In addition, a CBDRM project worth USD 300,000 was supposed to be implemented through NGO partners in the Provinces of Daikundi, Takhar and Kunduz (two districts per province). The project was announced three times but no competent NGO partner could be identified as implementation partner. Hence, under the revised NDMP it has been recommended that the CBDRM component should be implemented through the Ministry of Rural Rehabilitation and Development, capitalizing on the structure and activities being carried out under the large- scale UNDP supported National Area-based Development Programmes (NABDP) and National Solidarity Programme (NSP).

The CBDRM activities will be carried out by Community Development Councils (CDCs), Community volunteer (including women volunteers) and local NGOs under the overall implementation support of the Ministry of Rural Rehabilitation and Development. The CBDRM project would be implemented on a pilot basis in 2-3 settlements with a budget of 20-30,000 for each location. The CBDRM component would support the following activities:

**2.1 Conduct (gender sensitive) Risk Assessments:** The project will develop / improve area-specific and gender-sensitive local community risk assessment (CRA) methodologies, train CDCs and local NGOs on conducting inclusive CRAs, and conduct pilot CRAs in the selected high risk rural, or semi-urban communities. Women and other vulnerable groups will be specifically consulted. The project will thus support the preparation of local multi-hazard maps, mapping of vulnerabilities and local capacities. The comprehensive risk maps will be disseminated to the Community Development Councils, CBOs and communities as a whole (through easily accessible public displays) with a view to utilize the assessments in the preparation of local and district development plans. The process of how to conduct CRAs should be documented so it can be replicated in other programmes.

**2.2 Implement Structural and Non-structural DRR Measures under the CBDRM:** The project will support a number of structural and non-structural risk reduction and mitigation measures in collaboration with the activities being undertaken under the National Area Based Development Programme (NABDP) III and the National Solidarity Programme (NSP). Eligible mitigation activities could include disaster resistant construction / retrofitting of community infrastructure, establishing community-managed small scale risk reduction structures (e.g. river bank protection, slope protection through vegetation, watershed management and irrigation works, emergency shelters, grain banks etc.), and the promotion of small grants for mitigation, with special arrangements for the poorest of the poor. The project will provide support for livelihood diversification and food for work / cash for work programmes as vulnerability reduction measures for the poor households during high risk seasons.

**2.3 Conduct Training and Drills for Disaster Preparedness:** The project will work with the CDCs to prepare disaster preparedness plans by planning evacuation routes, establishing warning dissemination systems, preparing resource inventories and emergency stocks, and strengthening coordination with district level authorities with regards to this information. A volunteer programme will be developed and implemented, providing training on first aid and light search and rescue (LSAR) to volunteers (including female volunteers) and conduct mock drills. All preparedness activities should take into consideration the specific concerns and needs of vulnerable groups such as the people with disabilities. Gender training for mullahs, CDCs members, and volunteers would be part of the training to increase awareness on the vulnerabilities as well as rights and roles of women in the context of disasters. Other activities will include coordination with schools in conducting disaster-drills, and propagating, and ensuring the immediate mobilization of the social service sectors and rescue organizations such as the Afghan Red Crescent at the local level.

**2.4 School Safety (Structural and Non-structural):** School safety is an important issue in Afghanistan, both structurally and non-structurally. The NDMP would support a school safety programme on a demonstration basis. Under this component, at least one (1) schools located in earthquake-prone areas would be undertaken for repairs and retrofitting, using seismic-resistant technology. Certain basic fire safety equipments too would be installed in these schools. A safety awareness programme and mock-drills would also be organized as part of this component. The NDMP would prepare technical guidelines, both for new construction as well as for retrofitting of old schools. As this programme would be implemented on a demonstration basis, it needs to be scaled up through a new project. A new proposal for school safety would be developed and donor support would be sought for this component.

**2.5 IEC Material about Community and Household-level Risks:** Under the first phase of the NDMP, the project produced lots of public awareness material which needs significant qualitative improvements in terms of message, quality, and production. UNDP has published a large number of public awareness materials related to DRM in

many other countries in the region, particularly India and Bangladesh, and the entire advocacy and awareness component can benefit from the experience of these campaigns. Some community awareness and training material on different hazards have also been developed by UN-Habitat under UNAMA project and disseminated through NSP. The information campaign should not duplicate but augment these experiences. The material should include information on local specific hazards and risk as well as suggest possible community and household level preparedness and mitigation measures (incl. hazard resistant construction techniques for non-engineered rural housing). The information will need to be passed in a gender sensitive fashion, using modes of communication that are accessible for women. A recent survey showed that women and girls of Afghanistan rely on radios the most as a means of receiving outside information.

Result and Resource Framework

<b>Intended Outcome as stated in the Country Programme Results and Resource Framework:</b>				
Outcome 5. – Capacities of national and local governance bodies are improved for better natural resource and disaster risk management.				
Outcome indicators: CPAP Output 5.4. – Government and communities have better capacity for disaster risk reduction				
Applicable Key Result Area (from 2008-11 Strategic Plan): Sustainable Livelihoods: Agriculture, Food, Security and Income opportunities				
Partnership Strategy: Afghanistan National Disaster Management Authority				
Project title and ID (ATLAS Award ID): 00052355				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<b>Output #1: National Institutional Disaster Management Capacity Enhanced</b>  <b>Baseline:</b> - A weak post disaster assessment team and system exists, weak coordination between ANDMA and stake holder and no early recovery network and planning exists. - Provincial disaster management plan are formulated for 6 provinces and besides a team of master trainers have been established	1.5 Relief Administration strengthened.	1.5.1 Rapid Assessment of Relief and Humanitarian Needs Strengthened: 1.5.2 Guidelines for Relief Assistance Improved: 1.5.3 Strengthen Relief Distribution System: 1.5.4 Guidelines for National Emergency Fund Developed:	UNDP/ANDMA	148,000
	1.2 Cluster Coordination and Recovery Preparedness strengthened.	1.2.1 Strengthen Cluster Coordination and Prepare Cluster Preparedness Plans: 1.2.2 Set up a Recovery Unit in ANDMA: 1.2.3 Set up an Early Recovery Network: 1.2.4 Support Post-Disaster Needs Assessment (PDNA):	UNDP/ANDMA	54,500
	1.3 Disaster management plans, facilities and service	1.3.1 Preparation of Disaster Management Plans: 1.3.2 Support for Disaster Management Facilities: 1.3.3 Strengthen National Emergency Response	UNDP/ANDMA	241,700

<p>and trained on PDMP formulation.</p> <ul style="list-style-type: none"> <li>- ANDMA has no capacity to lead NGOs and provide technical support on DRM to line ministries and NGOs</li> <li>- Strengthen ANDMA capacity to provide technical support to NGOs and line ministries and institutionalize DRM through strengthening DRM in higher education.</li> <li>-</li> </ul>	<p>improved at National level.</p> <p>1.4 Training and Capacity-building for DRM conducted.</p>	<p>Commission:</p> <p>1.4.1 Establish Training Unit within ANDMA: 1.4.2 Set up Training Programmes and Develop Training Materials: 1.4.3 Design and organize Training programs for NGO and Civil Society Organizations: 1.4.4 Set up a Specialized Training Program for the First Responders (Fire Brigade, Search and Rescue Teams): 1.4.6 Support DRM in Higher Education</p>	<p>UNDP/ANDMA</p>	<p>271,000</p>
<ul style="list-style-type: none"> <li>- <b>Indicators:</b></li> <li>- Relief administration system strengthened and capacity developed to implement the guidelines and tools</li> <li>- Strengthen the current coordination and assessment system and establish early recovery network.</li> <li>- Strengthen a response and coordination system through proper planning and capacity building.</li> </ul>	<p>1.5 Technical assistance for risk identification and application of risk reduction measures.</p>	<p>1.5.1 Conduct a Pilot Risk Assessment for one Province: 1.5.2 Improved Coordination between Afghanistan Meteorological Authority (AMA) and ANDMA:</p>	<p>UNDP/ANDMA</p>	<p>41,500</p>

<p>Output #2: Provincial Disaster Management Capacity built</p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>- Communities are more vulnerable due to their low coping capacity.</li> <li>- Vulnerability assessment is conducted in 6 provinces of by NDMP and UNAMA has conducted vulnerability assessment of some southeast provinces.</li> </ul> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>- Communities are better able to mitigate and be prepared for natural hazards.</li> <li>- A model project of risk assessment to be piloted and based on the success will conduct a detailed risk assessment of the county.</li> </ul>	<p>2.1 Community Based Disaster Risk Management Strengthened</p> <p>2.2 Disaster management plans, facilities and service improved at Sub-National level</p>	<p>2.1.1 Preparation of Provincial Disaster Management Plans:</p> <p>2.1.2 Support for Disaster Management Facilities at province level:</p>	<p>2.2.1 Conduct (gender sensitive) Risk and Vulnerability Assessments:</p> <p>2.2.2 Implement Structural and Non-structural DRM Measures under the CBDRM</p> <p>2.2.3 Conduct Training and Drills for Disaster Preparedness:</p> <p>2.2.4 School Safety (Structural and Non-structural):</p> <p>2.2.5 IEC Material about Community and Household-level Risks:</p>	<p>UNDP/ANDMA</p> <p>UNDP/ANDMA</p>	<p>104,000</p> <p>439,000</p>
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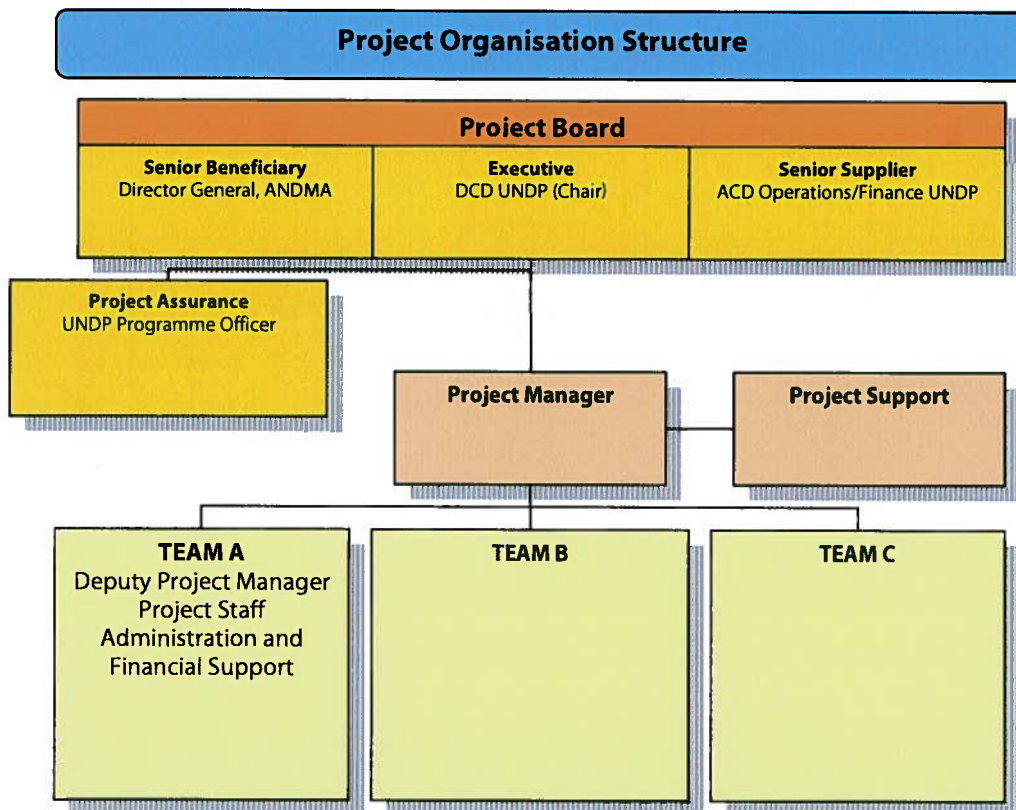
**AWP Budget Sheets**

The annual work plan with budget is attached herewith.

## Management arrangements

The National Disaster Management Project (NDMP) will be implemented through Direct Implementation Modality (DIM).

The management structure described in the chart below is the structure specifically designed for managing the NDMP project to its completion. It consists of roles and responsibilities that bring together various interests and skills involved in and required by the project. The management structure chart will be as follows:



*Note: The Project Management Structure is aligned with the Result Based Management Approach*

### **Project Board:**

Composition of the Project Board: The composition of the Project Board will be as follows:

1. Deputy Country Director, UNDP: Executive (Chair)
2. Director General, ANDMA: Senior Beneficiary
3. Senior Supplier: ACD Operations UNDP
4. Members: Representatives from key Government departments, technical agencies etc.

Roles and Responsibilities: A Project Board (PB) will be established for leading and guiding the implementation and successful conclusion of the NDMP. The Project Board will

provide strategic and policy guidance to include partnership and coordination aspects, to guide the project, and to assess progress towards achieving its objectives and outcomes. Specifically, the Project Board will perform the following functions:

- i. Provide regular oversight, supervision, and direction to the project team.
- ii. Provide strategic guidance on partnership and coordination arrangements.
- iii. Finalize and approve the Annual Work Plans.
- iv. Monitor the project activities and ensure that these are designed to meet the overall objectives of the project and are in accordance with the RRF.
- v. Conduct periodic project reviews in accordance with key reporting requirements and assess the progress and achievements both on a quarterly and annual basis.
- vi. Review Quarterly Reports submitted by the Project Management Team/Project Manager.
- vii. Provide policy guidance and advice to the Project Management Team (PMT) and delegate appropriate tasks.
- viii. Endorse the selection criteria for sub-project proposals.
- ix. Keep the Government apprised of the project progress.
- x. Determine the NDMP programmatic priorities in respect of funding and resources.
- xi. The PB will meet on quarterly basis.

The Country Director, UNDP will apprise the Vice-President, the ex-officio Chairman of the National Emergency Commission, on the NDMP implementation once in six months, and brief him on different steps being taken to improve disaster preparedness, response, and recovery in Afghanistan.

**Project Steering Committee:**

Composition of the Project Steering Committee: The composition of the Project Steering Committee shall be as follows:

1. ACD UNDP:Chair
2. Programme Officer, UNDP
3. Deputy DG, ANDMA
4. Project Manager

Roles and Responsibilities: The Project Steering Committee (PSC) will provide regular guidance to the Project Support Team. It will help formulate the Work Plan and provide inputs on implementation strategy including prioritization of activities and initiatives. PSC will provide week-to-week guidance and monitor the implementation process. It will guide the Project Manager on a continuous basis. It will address and resolve inter-departmental or inter-agency issues and identify risks external to the project.

The PSC will review the project outputs (deliverables) and ensure their timely and qualitative delivery. PSC will also ensure achievement of the outputs and objectives and provision of adequate resources to the project support team for implementation of activities.

PSC will be responsible for overall financial management and coordination of activities including timely submission of narrative and financial reports. The reports submitted to the Project Board will be supervised and scrutinized by the PSC before being presented. It will identify and raise policy issues for consideration and resolution by the Project Board.

**Afghanistan National Disaster Management Authority (ANDMA):** The ANDMA will be the Government counterpart agency for the NDMP. It will be actively associated with all aspects related to project management and implementation. It will have the key responsibility for the project implementation and in ensuring the sustainability of the project results. Recognizing that ANDMA has been constituted recently, it might require external support in the form of international consultants/advisors to assist with departmental capacity building on DRM issues. This capacity building support will be in addition to the inputs and support provided by the Project Support Team under the NDMP.

ANDMA will actively participate in the project implementation process. ANDMA will be designated for implementation tasks as appropriate and requisite for the conduct of activities. ANDMA will also provide office space for the project staff and other activities. Except rental, the project will support operation cost of the management unit.

In addition, ANDMA will be provided with certain financial allocations with the approval of the Project Board to incur expenditure on project related activities, including hardware, software and training support. This will provide flexibility to ANDMA to implement certain activities and will help improve its ability to manage projects and identify key priorities for DRM on its own.

ANDMA will be supported by a DRM Specialist, recruited as an IUNV, to assist and advise ANDMA on DRM related issues and activities and to help build its internal capacity for addressing risk reduction, mitigation, preparedness, response and recovery issues as well as strengthen its capacity to formulate policies, projects and initiatives for long-term disaster risk mitigation in the country.

**Project Support Team (PST):**

The Project Support Team (PST) will be comprised of the Project Manager, a Deputy Project Manager, one DRM Specialist who will be an IUNV, and a Training Specialist. In addition, the team will be supported by project staff consisting of a Programme Associate and an Administration and Finance Assistant along with one Messenger and a Driver. The staffing requirements shall be assessed from time to time to increase or decrease the overall capacity of the project team depending on the needs and priorities.

The Project Support Team will be responsible for practical management aspects of the project on a day-to-day basis. The PST will prepare the Quarterly and Annual technical and financial reports and submit them to UNDP. The PST shall follow the standard UNDP requirements for DIM projects for reporting and financial management, including audit. Overall the roles and responsibilities of PST shall include:

- i. Prepare and finalize the Work Plan
- ii. Assist the process of establishment, staffing and resourcing of the NDMP project team

- iii. Review staffing requirements and assist with organizing additional staffing and short-term consultancy services
- iv. Assist review and revision of functional systems and roles and responsibilities of ANDMA staff to reflect their broader ownership of disaster risk management activities in the country
- v. Develop and implement a professional skill enhancement programme for key ANDMA staff and other key agency staff at national and provincial levels
- vi. Assist with establishment of key programme institutional support mechanisms such as NDMP Project Board and project coordination committees.
- vii. Implement and undertake other responsibilities assigned by the Project Board from time to time.

The Project Support Team will provide advice, guidance and technical inputs to the ANDMA staff and other key administrative functionaries with regard to programmatic activities. They will also provide mentoring and capacity building for ANDMA executive staff and the organization itself. The PST will encourage and ensure active involvement of ANDMA and other line ministries and technical agencies and their personnel in implementation activities and build their capacity to assume overall responsibility for the project.

In order that the Project Support Team carries out these tasks professionally, it is necessary that the Team is trained and motivated. The PST members should be provided with training, and encouraged to pursue specialization in certain areas. They should also be encouraged to participate in a few workshops on disaster risk management which will improve their understanding of the subject.

The UNDP Country Office will be responsible for project management and support activities related to the implementation of the project. UNDP will also provide programme support, project assurance and advice to the project team through the designation of a Programme Officer or a focal point for the project.

***Project Implementation:*** The project is implemented under Direct Implementation Modality (DIM). The overall responsibility for implementation of activities under the NDMP shall vest with ANDMA. The NDMP Project Office will be located within the ANDMA premises. UNDP and the Project Management Team shall provide technical inputs and training and capacity building support to the ANDMA to ensure long-term sustainability and ownership of the disaster risk management agenda.

## **Monitoring Framework and Evaluation**

The NDMP Management team will develop and implement specific monitoring and evaluation plans for those sub-components that are to be discrete activities with external (to the project personnel) assistance from other stakeholders in the area. . UNDP will be responsible for developing and implementing monitoring and evaluation plans for the overall project.

The NDMP Management Team will provide quarterly and annual reports to UNDP based on results achieved against the work plan. The Project Manager will liaise regularly with UNDP on publicity for the project and its activities, and provide appropriate input to UNDP publications.

### **Monitoring**

The NDMP Management Team is responsible for all internal monitoring and follow-up actions to ensure that activities are conducted as planned. Project and ANDMA staff will conduct field visits and also seek related quarterly activity reports from provincial authorities. The UNDP programme focal point will accompany project staff to provinces to monitor overall progress on a basis of six provinces each year; concentrating on provinces where most practical activity has taken place. On these visits, provincial and district officials, as well as key agencies and NGOs, will be interviewed in relation to activities and direct beneficiary impact. UNDP will also use the quarterly reports/work plans Project Board meetings to assess progress. Project Assurance will meet with the NDMP Management Team on at least a bi-monthly basis.

### **Evaluation**

The project staff will organise an independent final evaluation of the project once 50% over all progress is made to the project document. This evaluation will be used by UNDP, the Steering Committee, and the NDMP Management team to review and accordingly revise the remaining project work plan activities. This mid-term evaluation will also be used to adjust exit strategies and design in outline project follow-up activities. It will also suggest re-applicability and up scaling options of field pilot activities. The evaluation will assess the impact of the project by field visits to at least ten provinces, including those that have had most project activity and those that have had the least. Provincial officials, key agencies and NGOs, as well as district officials will be interviewed to determine what difference to disaster risk reduction capacity the project has been made to that date. Evaluation field visits will include a one-day demonstration exercise of response arrangements. Towards the end of the final Year, project staff will organize final independent evaluation, designed on the results of the out come of the project.

### Quality Management for Project Activity Results

<b>OUTPUT 1: Strengthening Relief Administration</b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	<i>Strengthening Relief Administration</i>	Start Date: 2010 End Date: 2011
<b>Purpose</b>	<i>Strengthen ANDMA's capacity to coordinate relief and humanitarian assistance following natural disasters. It is important to underscore that the ANDMA coordinates relief operations with the Ministries, local governments, and NGOs; it does not distribute relief and humanitarian assistance directly.</i>	
<b>Description</b>	<ol style="list-style-type: none"> <li>1. <i>Rapid Assessment of Relief and Humanitarian Needs:</i></li> <li>2. <i>Guidelines for Relief Assistance:</i></li> <li>3. <i>Strengthen Relief Distribution System:</i></li> <li>4. <i>Develop Guidelines for National Emergency Fund:</i></li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Relief administration system strengthen and capacity developed to implement the guidelines and tools	Monitoring visits	2 <sup>nd</sup> quarter 2010
	Evaluation	1 <sup>st</sup> quarter 2011

<b>OUTPUT 2: Cluster Coordination and Recovery Preparedness strengthened</b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	<i>CC &amp; Preparedness Strengthened</i>	Start Date: 2010 End Date: 2011
<b>Purpose</b>	The NDMP would strengthen cluster coordination and recovery preparedness in Afghanistan. In view of recurrences of disasters and other humanitarian situations and a very high level of vulnerability in Afghanistan, there is a pressing need for sector-specific clusters to intervene. Similarly, the Government and humanitarian organizations should have early recovery preparedness. The following steps may be taken for improving cluster coordination and early recovery in Afghanistan:	
<b>Description</b>	<ol style="list-style-type: none"> <li>1. <i>Strengthen Cluster Coordination and Prepare Cluster Preparedness Plans:</i></li> <li>2. <i>Set up a Recovery Unit in ANDMA:</i></li> <li>3. <i>Set up an Early Recovery Network:</i></li> <li>4. <i>Support Post-Disaster Needs Assessment (PDNA):</i></li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Strengthen the current coordination and assessment system and establish early recovery network.	Monitoring and assessment of the impact	3 <sup>rd</sup> quarter 2011

<b>OUTPUT 3: Disaster management plans, facilities and services</b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	<i>DM plans, facilities and services</i>	Start Date: 2010 End Date: 2011

<b>ID)</b>		
<b>Purpose</b>	A number of disaster management plans have been prepared, and certain facilities and services have been set up in course of implementing the NDMP. The revised project would continue these activities, and ensure that the institutions dealing with disaster management in Afghanistan are well-equipped and prepared for responding to natural disasters.	
<b>Description</b>	<ol style="list-style-type: none"> <li>1. <i>Preparation of Disaster Management Plans:</i></li> <li>2. <i>Support for Disaster Management Facilities:</i></li> <li>3. <i>Strengthen National Emergency Response Commission:</i></li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Strengthening a response and coordination system through proper planning and capacity building.	Monitoring visits of the provinces and disaster management commissions	4 <sup>th</sup> quarter 2010

<b>OUTPUT 4: Training and capacity building for DRM</b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	<i>Training &amp; capacity building for DRM</i>	Start Date: 2010 End Date: 2011
<b>Purpose</b>	Based on the achievements of the earlier programme, the NDMP would set up a full-fledged permanent training programme, which addresses the training needs of ANDMA and other agencies, and assists officials and staff in their professional development. Along with formal training programmes, the NDMP would also develop training / orientation courses which meet the training needs of civil society organizations, NGOs, and other field-level officials. It would review the training literature developed under the programme, and adapt them to the new training courses developed under this programme.	
<b>Description</b>	<ol style="list-style-type: none"> <li>1. Establish Training Unit within ANDMA:</li> <li>2. Set up Training Programmes and Develop Training Literature:</li> <li>3. Set up Training programs for NGO and Civil Society Organizations:</li> <li>4. Set up a Specialized Training Program for the First Responders (Fire Brigade, Search and Rescue Teams):</li> <li>5. Support DRM in Higher Education:</li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Strengthen ANDMA capacity to provide technical support to NGOs and line ministries and institutionalize DRM through strengthening DRM in higher education.	Direct monitoring and assessment of the achievements and its impact	Regularly

<b>OUTPUT 5: Community based Disaster Risk Management</b>
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<b>Activity Result 1 (Atlas Activity ID)</b>	<i>CBDRM</i>	Start Date: 2010 End Date: 2011
<b>Purpose</b>	<p>Under the first phase of NDMP, communities benefited from the development of district disaster management plans for 7 districts of Daikundi which were developed with their active involvement. Community awareness on disaster mitigation, preparedness and response was increased through radio and TV spots and 50,000 hazard specific posters that were distributed, posted in public places and explained to CDCs by ANDMA master trainers. In addition, a CBDRM project worth USD 300,000 was supposed to be implemented through NGO partners in the Provinces of Daikundi, Takhar and Kunduz (two districts per province). The project was announced three times but no competent NGO partner could be identified as implementation partner. Hence, under the revised NDMP it has been recommended that the CBDRM component should be implemented through the Ministry of Rural Rehabilitation and Development, capitalizing on the structure and activities being carried out under the large- scale UNDP supported National Area-based Development Programmes (NABDP) and National Solidarity Programme (NSP).</p> <p>The CBDRM project would be carried out by Community Development Councils (CDCs), Community volunteer (including women volunteers) and local NGOs under the overall implementation support of the Ministry of Rural Rehabilitation and Development. The CBDRM project would be implemented on a pilot basis in 2-3 settlements with a budget of 20-30,000 for each location.</p>	
<b>Description</b>	<ol style="list-style-type: none"> <li>1. Conduct (gender sensitive) Risk and Vulnerability Assessments:</li> <li>2. Implement Structural and Non-structural DRR Measures under the CBDRM: Conduct Training and Drills for Disaster Preparedness:</li> <li>3. School Safety (Structural and Non-structural):</li> <li>4. IEC Material about Community and Household-level Risks:</li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Communities are better able to mitigate and be prepared for natural hazards.	Monitoring visits from the communities and evaluation of the pilot project	2 <sup>nd</sup> quarter 2010

<b>OUTPUT 6: Technical assistance for risk identification and application of risk reduction measures</b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	<i>TA for risk identification &amp; application of RR</i>	Start Date: 2010 End Date: 2011
<b>Purpose</b>	<p>Through its earlier components, the NDMP has focused on strengthening the foundation of disaster management system in Afghanistan. At this stage, many advanced concepts in disaster risk management cannot feasibly be implemented in Afghanistan. However, the NDMP would introduce a simpler version of certain technical components, with the objective of bringing innovation and knowledge to the practice of disaster risk management in Afghanistan. The following components would be implemented under the NDMP:</p>	

<b>Description</b>	<ol style="list-style-type: none"> <li>1. Conduct a Pilot Risk Assessment for one Province:</li> <li>2. Improved Coordination between Afghanistan Meteorological Authority (AMA)</li> </ol>	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
A model project of risk assessment to be piloted and based on the success will conduct a detailed risk assessment of the county.	Evaluation of the assessment being carried out	2 <sup>nd</sup> quarter 2011

## Legal Context

### General responsibilities of the Government, UNDP and the executing agency (when applicable)

1. All phases and aspects of UNDP assistance to this project shall be governed by and carried out in accordance with the relevant and applicable resolutions and decisions of the competent United Nations organs and in accordance with UNDP's policies and procedures for such projects, and subject to the requirements of the UNDP Monitoring, Evaluation and Reporting System.
  2. The Government shall remain responsible for this UNDP-assisted development project and the realisation of its objectives as described in this Project Document.
  3. Assistance under this Project Document being provided for the benefit of the Government and the people of Afghanistan, the Government shall bear all risks of operations in respect of this project.
  4. The Government shall provide to the project the national counterpart personnel, training facilities, land, buildings, equipment and other required services and facilities. It shall designate the Government Co-operating Agency (hereinafter referred to as the "Co-operating Agency"), which shall be directly responsible for the implementation of the Government contribution to the project.
  5. The UNDP undertakes to complement and supplement the Government participation and will provide the required expert services, training, equipment and other services within the funds available to the project.
  6. Upon commencement of the project, the Executing Agency (UNDP) shall assume primary responsibility for project execution and shall have the status of an independent contractor for this purpose. However, that primary responsibility shall be exercised in consultation with UNDP and in agreement with the Co-operating Agency. Arrangements to this effect shall be stipulated in the Project Document as well as for the transfer of this responsibility to the Government or to an entity designated by the Government during the execution of the project.
- (a) Participation of the Government
7. The Government shall provide to the project the services, equipment and facilities in the quantities and at the time specified in the Project Document. Budgetary provision, either in kind or in cash, for the Government's participation so specified shall be set forth in the Project Budgets.
  8. The Co-operating Agency shall, as appropriate and in consultation with the Executing Agency (UNDP), assign a director for the project on a full-time basis. He shall carry out such responsibilities in the project as are assigned to him by the Co-operating Agency.
  9. The estimated cost of items included in the Government contribution, as detailed in the Project Budget, shall be based on the best information available at the time of drafting the project proposal. It is understood that price fluctuations during the period of execution of the project may necessitate an adjustment of said contribution in monetary terms; the latter shall at all times be determined by the value of the services, equipment and facilities required for the proper execution of the project.
  10. Within the given number of person-months of personnel services described in the Project Document, minor adjustments of individual assignments of project personnel provided by the Government may be made by the Government in consultation with the Executing Agency, if this is found to be in the best interest of the project. UNDP shall be so informed in all instances where such minor adjustments involve financial implications.

11. The Government shall continue to pay the local salaries and appropriate allowances of national counterpart personnel during the period of their absence from the project while on UNDP fellowships.
12. The Government shall defray any customs duties and other charges related to the clearance of project equipment, its transportation, handling, storage and related expenses within the country. It shall be responsible for its installation and maintenance, insurance, and replacement, if necessary, after delivery to the project site.
13. The Government shall make available to the project - subject to existing security provisions - any published and unpublished reports, maps, records and other data, which are considered necessary to the implementation of the project.
14. Patent rights, copyright rights and other similar rights to any discoveries or work resulting from UNDP assistance in respect of this project shall belong to the UNDP. Unless otherwise agreed by the Parties in each case, however, the Government shall have the right to use any such discoveries or work within the country free of royalty and any charge of similar nature.
15. The Government shall assist all project personnel in finding suitable housing accommodation at reasonable rents.
16. The services and facilities specified in the Project Document which are to be provided to the project by the Government by means of a contribution in cash shall be set forth in the Project Budget. The Government shall make payment of this amount to the UNDP in accordance with the Schedule of Payments.
17. Payment of the above-mentioned contribution to the UNDP on or before the dates specified in the Schedule of Payments by the Government is a prerequisite to commencement or continuation of project operations.
- (b) Participation of the UNDP - the executing agency
18. The UNDP shall provide to the project the services, equipment and facilities described in the Project Document. Budgetary provision for the UNDP contribution as specified shall be set forth in the Project Budget.
19. The Executing Agency shall consult with the Government and UNDP on the candidature of the Project Coordinator who, under the direction of the Executing Agency, will be responsible in the country for the Executing Agency's participation in the project. The Project Manager shall supervise the experts and other agency personnel assigned to the project, and the on-the-job training of national counterpart personnel. He shall be responsible for the management and efficient utilization of all UNDP-financed inputs, including equipment provided to the project.
20. The Executing Agency, in consultation with the Government, shall assign international staff and other personnel to the project as specified in the Project Document, select candidates for fellowships and determine standards for the training of national counterpart personnel.
21. Fellowships shall be administered in accordance with the fellowships regulations of the Executing Agency.
22. The Executing Agency may, in agreement with the Government, execute part or the entire project by subcontract. The selection of subcontractors shall be made, after consultation with the Government, in accordance with the Executing Agency's procedures.
23. All material, equipment and supplies which are purchased from UNDP resources will be used exclusively for the execution of the project, and will remain the property of the UNDP in whose name it will be held. Equipment supplied by the UNDP shall be marked with the insignia of the UNDP.

24. Arrangements may be made, if necessary, for a temporary transfer of custody of equipment to local authorities during the life of the project, without prejudice to the final transfer.
25. Prior to completion of UNDP assistance to the project, the Government, the UNDP shall consult as to the disposition of all project equipment provided by the UNDP. Title to such equipment shall normally be transferred to the Government, or to an entity nominated by the Government, when it is required for continued operation of the project or for activities following directly there from. The UNDP may, however, at its discretion, retain title to part or all of such equipment.
26. At an agreed time after the completion of UNDP assistance to the project, the Government and the UNDP shall review the activities continuing from or consequent upon the project with a view to evaluating its results.
27. UNDP may release information relating to any investment oriented project to potential investors, unless and until the Government has requested the UNDP in writing to restrict the release of information relating to such project.

#### Rights, Facilities, Privileges and Immunities

28. In accordance with the Agreement concluded by the United Nations (UNDP) and the Government concerning the provision of assistance by UNDP, the personnel of UNDP and other United Nations organisations associated with the project shall be accorded rights, facilities, privileges and immunities specified in said Agreement.
29. The Government shall grant UN volunteers, if such services are requested by the Government, the same rights, facilities, privileges and immunities as are granted to the personnel of UNDP.
30. The Executing Agency's contractors and their personnel (except nationals of the host country employed locally) shall:
  - a) Be immune from legal process in respect of all acts performed by them in their official capacity in the execution of the project;
  - b) Be immune from national service obligations;
  - c) Be immune together with their spouses and relatives dependent on them from immigration restrictions;
  - d) Be accorded the privileges of bringing into the country reasonable amounts of foreign currency for the purposes of the project or for personal use of such personnel, and of withdrawing any such amounts brought into the country, or in accordance with the relevant foreign exchange regulations, such amounts as may be earned therein by such personnel in the execution of the project;
  - e) Be accorded together with their spouses and relatives dependent on them the same repatriation facilities in the event of international crisis as diplomatic envoys.
31. All personnel of the Executing Agency's contractors shall enjoy inviolability for all papers and documents relating to the project.
32. The Government shall either exempt from or bear the cost of any taxes, duties, fees or levies which it may impose on any firm or organisation which may be retained by the Executing Agency and on the personnel of any such firm or organisation, except for nationals of the host country employed locally, in respect of:
  - a) The salaries or wages earned by such personnel in the execution of the project;
  - b) Any equipment, materials and supplies brought into the country for the purposes of the project or which, after having been brought into the country, may be subsequently withdrawn there from;
  - c) Any substantial quantities of equipment, materials and supplies obtained locally for the execution of the project, such as, for example, petrol and spare parts for the

operation and maintenance of equipment mentioned under (b), above, with the provision that the types and approximate quantities to be exempted and relevant procedures to be followed shall be agreed upon with the Government and, as appropriate, recorded in the Project Document; and

- d) As in the case of concessions currently granted to UNDP's personnel, any property brought, including one privately owned automobile per employee, by the firm or organisation or its personnel for their personal use or consumption or which after having been brought into the country, may subsequently be withdrawn there from upon departure of such personnel.

33. The Government shall ensure:

(a) Prompt clearance of experts and other persons performing services in respect of this project; and

(b) The prompt release from customs of:

(i) Equipment, materials and supplies required in connection with this project; and

(ii) Property belonging to and intended for the personal use or consumption of the personnel of the UNDP, its Executing Agencies, or other persons performing services on their behalf in respect of this project, except for locally recruited personnel.

34. The privileges and immunities referred to in the paragraphs above, to which such firm or organisation and its personnel may be entitled, may be waived by the Executing Agency where, in its opinion, the immunity would impede the course of justice and can be waived without prejudice to the successful completion of the project or to the interest of the UNDP.

35. The Executing Agency shall provide the Government through the resident representative with the list of personnel to whom the privileges and immunities enumerated above shall apply.

36. Nothing in this Project Document or Annex shall be construed to limit the rights, facilities, privileges or immunities conferred in any other instrument upon any person, natural or juridical, referred to hereunder.

#### Suspension or termination of assistance

37. The UNDP may by written notice to the Government suspend its assistance to any project if in the judgment of the UNDP any circumstance arises which interferes with or threatens to interfere with the successful completion of the project or the accomplishment of its purposes. The UNDP may, in the same or a subsequent written notice, indicate the conditions under which it is prepared to resume its assistance to the project. Any such suspension shall continue until such time as such conditions are accepted by the Government and as the UNDP shall give written notice to the Government that it is prepared to resume its assistance.

38. If any situation referred to in paragraph 1, above, shall continue for a period of fourteen days after notice thereof and of suspension shall have been given by the UNDP to the Government and the Executing Agency, then at any time thereafter during the continuance thereof, the UNDP may by written notice to the Government and the Executing Agency terminate the project.

The provisions of this paragraph shall be without prejudice to any other rights or remedies the UNDP may have in the circumstances, whether under general principles of law or otherwise

## RISK LOG



Project Title: National Disaster Management Project		Award ID: 00052355		Date: 2007					
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted , updated by	Last Update	Status
1	<p><b>Failure to gain political and policy support:</b></p> <p>The current perception of disaster management in respect to its association with relief is the greatest threat to the expansion of a more comprehensive approach. If there is insufficient political and policy support for a more comprehensive approach in which disaster management is mainstreamed into development approaches, the focus of participants will stay mainly on response issues.</p>	2007	Political	<p>This can result in a disaster management system out-of-step with contemporary thinking and Afghanistan development will be more affected by disaster than otherwise.</p> <p>P=3 I=3</p>	<p>Changing perceptions among political and policy officials is therefore an important task, and high level advocacy is going to play a significant role. The strategy of mainstreaming disaster management into development includes regular briefings to the National Emergency Commission (NEC), including advocacy briefings on disaster/development links and the MDG/ANDS relationship to comprehensive disaster management. Individual visits/briefings for Ministries will follow up the NEC briefings to show how each Ministry can be affected by disaster in its development programmes. It also includes education/awareness</p>	Project Manager	Project Manager	2008	reducing,

2	<p>NGOs are active at community level and some are involved in community based disaster management related activities. Generally, strong partnerships have not yet been established between government and NGOs and therefore there may be some doubts from both sides as to the level of commitment to a comprehensive approach. It is also very likely that many NGOs or Government Departments do not have a good understanding of the broader disaster management issues or</p>	2007	Organizational	<p>As NGOs are seen as key players, especially at community level, this can result in mixed messages about disaster management to communities, possible duplication and/or gaps in some activities.</p> <p>P=3 I=3</p>	<p>NGOs in Afghanistan are in the process of developing a forum for exchanging information about disaster management related activities. This project will aim to involve this forum as much as possible so that NGOs are aware of all project activities, and that the Management Team will be aware of all related NGO activities. Whenever the project holds a training or workshop activity at whatever level, NGOs will be invited to participate as a matter of course. In addition, the project will seek to use appropriate NGOs as sub-contracting partners of some activities, either in their own right or in partnership with project</p>	Project Manager	Project Manager	2009	reducing,
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	two years of the programme, activities will have to be reduced. As the comprehensive approach must be maintained, this will result in the programme being reduced to perhaps a regional, rather than national programme.				result in the programme being reduced to perhaps a regional, rather than national programme. P=3 I=3	Compact benchmark.				
5	A serious disaster during the programme, such as a major earthquake with widespread effects, is a real possibility. Such a disaster would completely disrupt the programme as ANDMA, many provincial officials and a large number of communities would be both affected and involved in response and recovery.	2007	Environmental	Disaster would completely disrupt the programme as ANDMA, many provincial officials and a large number of communities would be both affected and involved in response and recovery.	The programme would need to be adjusted by project staff, but delays would be inevitable. The project staff will assist ANDMA staff, and through them provincial officials and NGOs, to conduct response and recovery activities. These activities, while focusing on humanitarian concerns will be used as learning experiences for future programme activities. Thus this will also be an opportunity to use as case study and count as on job training of the government officials. Depending on the circumstances, it is possible that such	Project Manager	Project Manager	2010	Reducing	



**Annex 2: Signed CPAP**

Annex 3: Multiyear budget framework

## **Annual Work Plan**