

## Mid-term Review Report

### Comprehensive Disaster and Risk Reduction Project, Afghanistan

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Afghanistan has always been prone to natural disasters. Floods, drought, and earthquakes have been the most common disasters in the country, causing loss of lives and property, and displacing people. Extreme winter conditions and avalanches too are recurrent in the mountainous areas of the country. Years of conflict, high levels of poverty and unemployment, environmental degradation and poor infrastructure have increased the vulnerability of the people. The institutional framework for disaster risk management in Afghanistan remains weak. It is against this backdrop that UNDP supported the Government of Afghanistan in developing and implementing the Comprehensive Disaster Risk Reduction Project (CDRRP).

The CDRRP has been developed in response to the benchmarks and timelines developed in the London Conference in early 2006, which stated that “by end-2010, an effective system of disaster preparedness and response will be in place.” The project also 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 ANDS has committed the Government to increase its capacity to effectively implement the National Disaster Management Plan. It also assigns this responsibility to the Afghan National Disaster Management Authority (ANDMA), which coordinates the Government’s preparedness for natural disasters and humanitarian assistance.

Afghanistan is also a signatory country to the Hyogo Framework for Action (HFA), through which it has undertaken to implement the priorities as laid down by the HFA. Within the ANDMA, there is strong awareness of the need to implement the HFA’s priorities. The CDRRP reflects these priorities to a certain extent.

The CDRRP 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 CDRRP began in 2007, and is scheduled to be completed in 2011. The total cost of the project is US \$9,811,515. The funding for the project has been provided by UNDP’s Bureau for Crisis Prevention and Recovery (BCPR) and ECHO. The total funding available for the project through these sources is US \$1,680,445, out of which the total expenditure incurred at the time of review is US \$1,107,178, leaving a balance of US \$573,267. The project has been implemented through the DEX modality.

Though the funds available are presently adequate to continue the project, it is clear that the project requires more funding to sustain its activities for the remaining project period and to achieve its objectives. More effort is also required to develop new proposals. However, the new proposals that

have been reviewed by the mission are broadly -speaking a reiteration of the original project document, and donors' response to these proposals has not been encouraging.

As the project has almost reached the mid-point of its total duration, UNDP Afghanistan has decided to conduct a mid-term review of the project. Such a review has 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 is to critically assess the project's design, activities, outputs, and collaboration with Government counterparts as well as resource mobilization efforts, and make appropriate recommendations for improving and strengthening the project in the remaining period of implementation. The review was conducted by Krishna S. Vatsa, Regional Disaster Reduction Advisor (RDRA), BCPR S&SW Asia, New Delhi, from May 4 to May 11, 2009.

The review mission sincerely appreciates the assistance provided by Mushtaq Rahim, Assistant Country Director, and his team members from the CPR unit in conducting the review. The mission is also very thankful to the CDRRP team for arranging all the meetings during the mission, and providing the logistical support during the mission's stay in Kabul.

### **Methodology for Mid-term Review**

The review was conducted through an appraisal of the original project document and a number of progress reports. A number of meetings were organized with the key stakeholders including ANDMA officials, the UNDP senior management team, and the CDRRP team. The review also benefitted from interviews with officials from OCHA and the UN Assistance Mission in Afghanistan (UNAMA). The preliminary results of the review were presented to the Country Director, Senior Deputy Country Director, and the project team. At the end of the review mission, a meeting was also held with the General Director, ANDMA, to apprise him of the key findings of the mission. The findings on several aspects of project management and implementation are presented below.

### **CDRRP: Project Implementation Arrangements**

UNDP decided to follow the DEX modality for implementing the CDRRP in view of a lack of institutional capacity and experience in this sector. ANDMA was only recently set up and is still trying to emerge as the national institution responsible for disaster risk management in Afghanistan. The CDRRP represented an opportunity through which ANDMA could strengthen its capacity for implementing DRM initiatives in the country.

The CDRRP has an independent project management unit. At present, it consists of four national staff, led by the Deputy Project Manager.<sup>1</sup> The project was earlier led by a Project Manager, Seeta Giri, from June 2007 to September 2008. However, the position of Project Manager has been vacant since then, despite having been advertised several times. The position was classified as national and

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<sup>1</sup> The four Project Staff are: 1. Maiwant Rohani, Deputy Project Manager; 2. Mohammad Aslam Khan, Project Coordinator; 3. Afzal Safi, National Training Expert; and 4. Ajmal Himat, Administrative and Finance Officer

international at different points in time, which has also not helped in identifying the right candidate for this job.

Though the Project Manager was an effective team leader, a lack of technical capacity and expertise within the project team has had an adverse impact on its implementation. Such a deficiency was evident when developing and implementing the project components, and providing technical support to ANDMA. Though the project team secured external support through short-term consultants, their technical inputs did not benefit from extensive consultations or the participation of ANDMA staff. The technical quality and appropriateness of these products was generally uneven. There was little acceptance and ownership of these technical products within the ANDMA.

The project team is located in the ANDMA office. This enables the project team to work closely with ANDMA, and to provide it with the necessary support on a day-to-day basis. It has also helped the project team to coordinate closely with the General Director and other senior officials of ANDMA. However, it has also created problems in the relationship between the project team and ANDMA. The project team mentioned that they were expected to provide administrative support to ANDMA on a day-to-day basis, which is beyond their capacity or line of duty. Further, the ANDMA has not always complied with the procurement and financial procedures of UNDP, which has created problems for the project management. On the other hand, ANDMA officials complained that the project management team tended to work independently, and did not function as part of ANDMA's extended team. The project team did not take the ANDMA into confidence when planning the project's activities', delayed approval of expenditures incurred by ANDMA, and showed a lack of trust in ANDMA. The relationship between ANDMA and the project management team showed visible signs of strain.

The project team is supported by the Crisis Prevention and Recovery (CPR) unit, which has come into existence as an outcome of recent reorganization within UNDP Afghanistan. The CPR unit has the potential to develop a more strategic approach to national and local capacity-building in DRM, and provide qualitative support to the DRM programme. The CPR unit would also be better placed to draw upon the collective resources of BCPR, and support the programme through the organization's global expertise. Setting up a CPR unit within the CO is a step in the right direction; however, it needs to be a more substantive set-up in terms of skills and expertise.

### **Project Partnerships**

In addition to working with ANDMA, the CDRRP has provided support to the provincial Governors in Kunduz, Nangahar and Herat. Most of this support has been extended for activities such as the preparation of provincial disaster preparedness and response plans, training of government officials, and public awareness. The project management team provides such support through its office in Kabul. These activities are conducted when the team visits these provincial headquarters as there are no project staff at the provincial level. Considering the size of the project, it would not be feasible to expand the project team at the regional level. Yet the project needs to have a better strategy to provide regular support to the provincial authorities.

One of the strategies adopted to provide such support to the provincial administration has been to prepare master trainers. About 30 master trainers have been prepared through the Trainers'

Workshop on Provincial Disaster Preparedness and Response Planning conducted over a period of five days. Though it is an important activity, it needs to be pointed out that fully effective master trainers cannot be prepared with such minimal training alone. It requires a more intensive process of education and real work experience to prepare master trainers, and really a national strategy for training.

The project management team works with a number of other ministries too: Ministry of Rural Rehabilitation and Development (MRRD), Ministry of Refugees and Repatriation (MoRR), Ministry of Higher Education (MoHE), and Ministry of Women Affairs (MOWA). It also has partnerships with the Afghanistan Information Management Service (AIMS), National Solidarity Programme (NSP), Geo-Sciences Department of the University of Kabul, and NGOs. Most of the work relates to training, workshops, and the development of specific activities such as a Disaster Management Information System (DMIS). The CDRRP has also established partnerships with UNAMA Regional Offices in a few provinces for implementing the project.

However, the partnerships that the CDRRP has established are generally organized around specific activities of a one-off nature, and mostly in the form of events. The partnership strategy should have a larger framework of capacity-building and technical assistance. It requires bringing together a number of ministries and agencies to support the provincial and district administration in strengthening local capacity in DRM. It needs to focus on well-defined activities such as risk assessment, disaster preparedness and response, and mitigation with the objective of making these systems more nationally owned and sustainable. For example, a partnership needs to be established with the Afghanistan Red Crescent Society for implementing community-based DRM programmes, rather than just one workshop. Some of these proposals have been discussed in a subsequent part of the report.

## **Project Outputs**

The project has four outputs: 1. Capacity-building and professional/ organizational development; 2. Strengthening Community Capacity; 3. Strengthening Risk Management Information Systems; and 4. Development of Response Systems. The design and implementation of these project outputs must be analyzed in greater detail to appraise their relevance and appropriateness for the country:

1. **Capacity-building and professional/ organizational development:** Under this output, a work practices manual for ANDMA was developed in 2007. The manual is aimed at clarifying and advocating the mandate, functions and role of ANDMA for DRM in Afghanistan. It is not clear how the work practices manual has improved the functioning of ANDMA. No roadmap has been developed for internalizing the manual in the functioning of ANDMA.

A number of training activities for ANDMA staff have been conducted. These include a review of training needs assessments, the design of formal training curricula for ANDMA and key ministries' staff, and how training programmes are implemented. It is not clear how training needs assessments have been followed up with the design of training courses for different groups of professionals, how training material appropriate for Afghanistan has been developed, and how the activity has been institutionalized. Though there is an agreement on identifying a university

or government training institution which can develop and organize training programmes, there is no formal arrangement with any Afghan institution for supporting this activity.

Another activity supported under this output is the development of ANDMA's business plan. The business plan would help ANDMA to improve delivery of its planned activities and strengthen its overall capacity to coordinate disasters in the country. However, a business plan needs to be implemented through management support. It is clear that the project management team, entrusted with the technical aspects of CDRRP implementation, cannot support these capacity-building activities on a continuous basis. As suggested above, a different initiative is required.

A capacity-building initiative need not be pursued as an independent component. It is a process that needs to be supported through all the other project components and activities. In fact, every component of the CDRRP should have a capacity-building aspect. The ANDMA needs to focus on its basic functions such as relief, recovery, and risk reduction for building its own capacity. If the CDRRP supports the ANDMA in carrying out these functions, the ANDMA would develop substantial DRM capacity.

- 2. Strengthening Community Capacity:** This component requires the implementation of a community-based DRM programme, which has not been articulated properly in the project proposal. Such a programme requires developing preparedness and mitigation measures at the community-level, to be implemented and maintained at a small expenditure. The component could be implemented with the help of NGOs and community-based institutions such as Community Development Councils. The project review has not shown successful initiatives in developing such interventions at the local level. Also, the potential of local-level development programmes being implemented through the National Area-based Development Programmes (NABDP) and National Solidarity Programme (NSP) has not been explored.

The project proposes establishing local risk reduction funds. Though it is an excellent idea which has been tried elsewhere with positive results, the sustainability of such a mechanism is an issue. Risk reduction funds require budgetary support to sustain them, but given the present situation of Afghanistan, operating and sustaining such funds on a long-term basis could be very difficult. It is an idea which seems a little ahead of its time.

The project has produced a lot of public awareness posters. The message, quality, and production of these posters need significant qualitative improvements. 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.

- 3. Strengthening Risk Management Information Systems:** This is a component which requires the collection of data on a continuous basis, updating databases, and developing their applications for DRM planning. It involves a decentralized system of data collection and transmission. It also requires a strong connectivity through communication/ computer networks. In the current situation in Afghanistan, where local governments deal with a different set of priorities arising from conflict and insurgency, and are also constrained by resources, it is not feasible to expect

the existence of databases and communication networks. It would also be difficult to recruit and train people who have the necessary computer skills to support the information system on a wider basis. While some kind of information management system needs to be developed, it needs to be based in the context of the current situation in Afghanistan. For instance, it is more important that information on the distribution of humanitarian assistance is widely available.

The proposal mentions conducting a national risk analysis to identify and analyze hazards and vulnerabilities, and conduct more detailed regional risk analyses for geographical regions of Afghanistan. This activity is important from the point of view of planning different activities related to disaster response and mitigation. However, no risk assessment at the national level has been undertaken.

Risk management information systems, though important for building DRM systems and capabilities cannot constitute an independent component, particularly in the context of Afghanistan. This is a knowledge-intensive component, and would largely depend upon the availability of expertise. In Afghanistan, it is difficult to identify such expertise. International experts cannot really sustain such efforts. So while such activities could be supported at some scale, they could not be conceived and implemented as an independent component.

4. **Development of Response Systems:** This is one of the most important priorities for Afghanistan, as the Government needs to intervene in various natural disaster events and organize rescue and relief support to the people. The component has largely been implemented through the development of provincial disaster management plans. Guidelines for the formulation of such plans have been developed, and the plans have been prepared for provinces of Herat and Kunduz. However, the development of response systems requires several other components to be developed and implemented. These include setting up emergency operations centers, search and rescue teams, communication equipment and networks, provision of relief supplies, and medical assistance. National and provincial disaster management plans need to be supported through these essential components. Though the project document mentions the need for emergency support systems in Afghanistan, these have not been taken up in the implementation of these components. As the response capacity would very much depend upon the existence of these facilities, there is an urgent need to include the provision of these facilities.

As part of this component, a capacity-building manual for emergency response, disaster preparedness and mitigation, has been prepared. It is essentially a training manual, which needs to be strengthened in terms of content. The objective of this manual is to prepare master trainers. However, the development of a meaningful emergency response capacity requires institutional training, supported by the provision of specialized skills and equipment.

The analysis of all four project outputs shows 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. The larger vision for disaster management in Afghanistan, as articulated in the project document, states that the “strategic focus of the CDRRP 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 CDRRP 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 taken its toll on the relationship between ANDMA and UNDP. The project therefore is overdue for a major revision in terms of components, implementation strategy, and funding. The report suggests the following changes in the project components, followed by recommendations for improved project implementation.

### **Revised CDRRP: New Components**

A revised CDRRP needs to include a number of components which are relevant to the immediate needs of Afghanistan. These components need to be finalized in consultation with the Government of Afghanistan, particularly ANDMA.

#### **a. Develop laws/ policy frameworks/ guidelines for essential disaster management functions:**

ANDMA and other government agencies need to develop laws, policy frameworks and guidelines for the essential functions of DRM, which should be the focus of the revised CDRRP. **Relief** is a very important area of disaster management, and an immediate and well-targeted relief disbursement is an important indicator of effective governance. **Recovery** is a critical function of the Government, which needs access to tools, expertise, and financial resources. The Government needs to undertake recovery preparedness to deal with different kinds of disaster and crisis situations. **Damage, loss and needs assessments** are the foundation on which relief and recovery are organized, and they require certain expertise and capacity within the Government to be effectively conducted. **Emergency/ calamity funds** are a standard mechanism adopted by most countries for addressing critical needs on an immediate basis following a disaster. The Government of Afghanistan needs to augment/ replenish such a funding mechanism and devise guidelines for its operation.

UNDP needs to assist ANDMA to develop forums for **NGOs’ coordination**. NGOs are important stakeholders in DRM, and an institutional mechanism for collaboration with NGOs would be

useful and productive. The government of Afghanistan will depend upon international assistance for a long time for meeting their humanitarian and post-disaster recovery needs, which requires an organized effort through the project to **coordinate international assistance** and achieve greater transparency in its utilization. Essential DRM policies and activities need to be disseminated and practiced through various Government ministries and agencies, and therefore the project needs to **support DRM focal points** in these ministries and agencies.

#### **b. Disaster Management Plans, Facilities and Services**

An important part of the revised CDRRP needs to consist of disaster management plans, facilities, and services. **Disaster management plans** need to be prepared at the national, provincial, and district levels. CDRRP needs to prepare a few plans on a demonstration basis through its own efforts and resources, and then work with the Government to cover all the other provinces and districts. During the project period, CDRRP should cover all 34 provinces in the country. Wherever necessary, the CDRRP should assist the Government in developing hazard-specific contingency plans.

**Disaster management facilities** need to include setting up essential facilities such as search and rescue teams, EOCs and control rooms, and communication networks wherever feasible. These facilities empower ANDMA and provincial Governments to carry out the urgent duties and functions of a disaster management system. Setting up these facilities would require some external assistance.

**Disaster management services** would include information management support and hazard and vulnerability mapping. These services need to take into account the ground realities that exist in Afghanistan and the extent to which such services could be supported. It needs to provide basic maps and information in an easy to interpret format. It would not be possible to sustain complex applications in Afghanistan in view of the lack of communication infrastructure and trained people in the provinces.

#### **c. Training Programmes**

Training in DRM at all levels is an essential input for human resource development and institutional strengthening. This activity therefore requires a strong impetus under the revised CDRRP. It should begin with a **training needs assessment** of different categories of professionals. The activity should identify an institution or university where a **national-level training facility** could be set up. Based on a training needs assessment, appropriate **training courses** need to be developed for DRM professionals, and relevant training literature prepared for these courses. The training programme needs to be supported on a sustained basis, which would require the participation of organizations such as the Asian Disaster Preparedness Centre and SAARC Disaster Management Centres in these activities.

In addition to training programmes, the project could also support higher education in DRM. It could lead to a tie-up with a university or engineering college for an academic programme in DRM, which would award graduates with degrees or diplomas.



#### **d. Community-based Disaster Risk Management**

A community-based DRM project needs to be re-oriented to increase its focus on communities in the most hazard-prone areas of Afghanistan. It should develop feasible **preparedness and mitigation measures at the community level**. The project needs to be implemented on a demonstration basis in about 20 to 30 villages and towns in different parts of Afghanistan. The project's implementation should take place in partnership with Community Development Councils (CDCs) and District Development Assemblies (DDAs). In the course of implementing the project, the members of CDCs and DDAs need to be provided with training.

A **school and hospital safety programme** can be implemented in the country as part of the community-based initiatives. The objective of such a programme would be to demonstrate all the structural and non-structural steps involved in its implementation. The programme would work with the communities in implementing these activities and it would have a select coverage in view of limited resource availability.

In addition, project resources would be used for **training community volunteers** and female members. The project should provide a special focus on the **participation of women in all community-led DRM projects**, and develop institutions and procedures which respond to the special needs of women.

#### **e. Disaster Risk Assessment**

The revised project should consider developing a largely technical component, which would support the implementation of all the other project components. As one of the activities, it should use existing data to prepare a **national hazard and vulnerability assessment**. On the basis of the assessment, **hazard-specific maps** would be prepared.

Although Afghanistan has developed a building code, the project should review the application and enforcement of building codes and by-laws. It should focus on the application of these regulations in one or two municipal jurisdictions which are most earthquake-prone. Such building codes and by-laws need to be made mandatory for the construction of school and hospital buildings.

The project should provide support in augmenting the capacity of scientific institutions in Afghanistan for carrying out specialized functions. One such institution is the Afghanistan Meteorological Department, which is responsible for early warning in respect to hydro-meteorological hazards. Another institution which could be supported for earthquake monitoring in the country is the Afghan Geological Survey. The revised CDRRP needs to develop strong partnerships with these scientific institutions.

## **Improved CDRRP Implementation**

In addition to the revision of the project document, there are a number of areas which require careful attention for better results. A number of recommendations have been provided for these areas, with the objective of improving project implementation, finding more resources and partners, and developing capacity within government agencies and other institutions. These areas are as follows:

### **Provide Greater Support to ANDMA and other Stakeholders**

ANDMA is the designated national agency for setting up and maintaining the disaster management system in the country. At present, there is a serious mismatch between ANDMA's objectives and its capacity. The ANDMA has a current strength of 170 employees. It is setting up provincial offices throughout Afghanistan, and it has requested that its staff be increased to 329. However, it has a budget of approximately US\$1.5 million, which is just sufficient for paying the salaries of its staff. It has little development budget for supporting disaster management activities. It suffers from a lack of critical disaster management facilities such as early warning systems, control rooms, search and rescue teams, and the absence of an inventory of food and non-food items for relief etc. Its coordination mechanisms for working with international agencies and NGOs are not well-established. In view of the fiscal situation in Afghanistan, it would be unrealistic to expect enhanced Government support for building DRM systems in the short-term. ANDMA would have to depend upon external assistance as the most realistic source of support in this sector.

As an emerging specialized agency with an ambitious mandate, ANDMA faces several challenges. It needs financial and technical assistance for its DRM-related activities. At the same time, it needs to develop robust administrative and financial systems for managing the institution. The CDRRP team can provide some technical support related to the DRM systems, but it cannot contribute to building its administrative and financial systems. The team has little resources or expertise for such capacity-building efforts. Such a task needs to be assigned to the Capacity for the Afghan Public Service (CAP), which is mandated to work with the ministries and Government agencies for strengthening governance. Unfortunately, the support that was extended to ANDMA through CAP has been discontinued. ANDMA tends to look at the CDRRP for filling up this gap, which is not a feasible alternative.

While it is beyond the scope of this review to suggest how ANDMA should be strengthened, it needs to be pointed out that ANDMA needs to consolidate its position before expanding further. ANDMA at present runs the risk of spreading itself too thin on the ground. Such a process of consolidation needs to include developing its own disaster management cadre, training its staff more systematically, seeking external assistance, and establishing partnerships with other national institutions. Such capacity-building support requires more organized support through the renewal of CAP support along with some budgetary provisions through the CDRRP, specifically for capacity-building activities.

There are other institutions and ministries that require more support for capacity-building. One of the most important institutions to be addressed through the CDRRP is the National Commission for Emergency and Disaster Management, headed by the Second Vice-President. It is an apex-level body, which coordinates with ANDMA, other ministries, and international agencies for disaster management and humanitarian needs. All policy-level initiatives would have greater force if they were supported by the CDRRP. However, the project has not included any component for strengthening the NEC's functioning. UNDP needs to engage with the NEC to provide better strategic direction to the DRM efforts in Afghanistan. Such an engagement could be facilitated by some advisory, policy and coordination support.

Another important ministry that needs to be supported through the CDRRP is the Ministry of Rural Rehabilitation and Development (MRRD). MRRD implements a large number of important programmes in districts and plays a crucial role in recovery. Its programmes related to water and sanitation, emergency rural roads, and other rural infrastructure provide it with a unique role in the provision of relief and recovery. Some of the programmes, particularly in the infrastructure sector, could be influenced in a way that reduces risk at the local level, and helps the process of recovery. As the ministry responsible for implementing the National Area-Based Development Program (NABDP) and the National Solidarity Programme (NSP), it has access to resources which could be used positively for risk reduction. The CDRRP needs to support the MRRD, both at the policy and programme levels, through consultation on advisory and capacity-building support.

### **Develop New Proposals**

The revised CDRRP would require that new proposals are developed and additional funds are mobilized. These proposals need to be developed in those areas which are critical to Afghanistan's immediate needs, and for which it would be easier to garner support from the donor community.

One such proposal could be developed for strengthening emergency response including search and rescue, fire services, and trauma care. This component would develop a very essential part of Afghanistan's DRM needs. The proposal could be submitted to the Swedish International Development Cooperation Agency (SIDA), which has supported the development of emergency response systems in many other countries.

Since Afghanistan is highly earthquake-prone, another proposal could be developed for an earthquake risk preparedness and mitigation programme. Such a proposal could include the development of building codes, building by-laws, and land use planning. It could also include a component of earthquake preparedness in terms of evacuation, search and rescue, and trauma care. The proposal could be submitted to the Government of Japan which has supported a number of earthquake risk reduction programmes in other countries, based on their national experiences.

Another technical proposal could be submitted for national risk assessment and hazard-specific maps. All risk reduction activities in Afghanistan need to be pursued on the basis of risk assessment. The proposal would therefore focus on such technical outputs which could be used for developing DRM systems and capabilities in Afghanistan. The proposal could be submitted to USAID or the Canadian International Development Agency (CIDA).



### **Establish New Partnerships**

It is important that the CO develops new partnerships for implementing the CDRRP. Building partnerships diversifies the project and makes more resources and expertise available for implementation. An important partnership could be developed with OCHA, which has recently set up its office in Afghanistan. A partnership with OCHA could be developed to strengthen disaster response systems and damage and loss assessments. The mobilization and coordination of international assistance is another area where OCHA could make an important contribution. Another partnership could be established with the Afghanistan Red Crescent Society for community-based DRM. In the course of implementing the project, the Society's geographical spread of operations could be widened.

UNAMA is engaged in advocating for and coordinating humanitarian assistance in Afghanistan. A number of areas related to the distribution of relief assistance in a post-disaster situation could be improved through a closer partnership with UNAMA.

A large number of international and national NGOs are working in the area of DRM in Afghanistan. The CDRRP should take the lead in developing an active network of Afghan NGOs for DRM. Certain components of the CDRRP, particularly those which involve local governments and communities, could be implemented through NGOs. There is a strongly felt need to train people working with NGOs and improve their level of services. The CDRRP's resources could be used to provide and support these activities which strengthen NGOs' work in the area of DRM.

### **Strengthen UNDP's Support to CDRRP**

The implementation of CDRRP would receive further support by developing in-house technical capacity within UNDP's CPR Unit. As mentioned earlier, the CPR unit needs to provide strategic support to the CDRRP and other initiatives related to recovery and rehabilitation. A certain level of technical support from the CPR unit would keep the project on course.

The objectives of CDRRP could be achieved better if an early recovery network is set up in Afghanistan, as suggested earlier in the BCPR mission report. As the lead agency for the ER network, UNDP can support and develop a number of activities such as damage and loss assessments, mobilization of resources, coordination of humanitarian assistance, etc. It would allow UNDP to play a critical role in coordinating with UN agencies, Government, and NGOs for helping communities to recover from disasters and other humanitarian situations.

UNDP can utilize the CDRRP to develop coordination mechanisms for NGOs' and international agencies to support DRM. Several agencies are keen to support DRM initiatives in Afghanistan in view of its vulnerability, and a certain level of coordination would help UNDP to make suitable adjustments in terms of strategy and programming.

UNDP needs to use its global resources and expertise to strengthen the DRM programme portfolio in Afghanistan. UNDP is implementing DRM programmes in almost all the countries in South Asia on a

significant scale. Afghanistan could gain considerably from the sharing of regional experiences. It could also be supported through the Disaster Risk Reduction and Recovery Team (DRT) in the BCPR, Geneva, and the BCPR regional teams in Bangkok and Delhi.

### **Develop Linkages with Other UNDP Programmes**

In order to develop a stronger and integrated DRM portfolio, UNDP needs to utilize its existing programmes in other sectors. As mentioned above, the resources available through CAP should be used for strengthening ANDMA. CAP should designate a small team of advisors who can support ANDMA in strengthening its administrative and financial systems.

ANDMA is increasing its national presence by setting up zonal offices. The existing zonal offices could be strengthened by the Afghanistan Sub-national Governance Programme (ASGP). It would provide training to staff, develop office procedures, and devise financial and administrative rules.

UNDP can access the resources available through the Afghanistan's New Beginnings Programme (ANBP) for strengthening emergency response facilities. It could mobilize and train ex-combatants to deploy in search and rescue teams at the local level, develop a team of community volunteers, and set up coordination facilities.

One of the programmes which UNDP needs to extensively rely upon for implementing community-level mitigation programmes is the National Area-based Development Program (NABDP) of the MRRD. NABDP is implementing a number of development initiatives which could mitigate hazards and risks. Such programmes include irrigation and flood protection structures, roads and bridges, and community facilities such as shelters and storehouses. Programme resources could also be effectively used for recovery and reconstruction in post-disaster situations. The NABDP also provides an opportunity for involving the District Development Assemblies (DDAs) and Community Development Councils (CDCs) in the implementation of these initiatives.

UNDP is implementing the Gender for Equality (GEP) project, which is important as it aims to increase the participation of women in governance and development. The project could be used to enhance women's roles in DRM, in particular by training them as community workers and educating them about women's issues during disaster situations, and carrying out protection functions for other women and children.

### **Seek Changes in the CDRRP Management Practices**

A number of measures need to be introduced to improve the project management of CDRRP. These changes include the nature of support to ANDMA, increasing the national ownership of the project, and instituting stronger monitoring and evaluation systems. It is important that CDRRP's revision is undertaken in consultation with ANDMA. An approval of the revised CDRRP by ANDMA will renew its commitment to the project.

While the project management team cannot support ANDMA on a day-to-day basis, such support could be provided by National UN Volunteers. As a part of UNDP, UNV could place young, educated people within ANDMA who would provide it with the necessary administrative and technical support.

Though CDRRP has provided equipment support to ANDMA, such support could also be extended to the zonal offices of ANDMA. This would increase the capacity of newly set up zonal offices to attend to their duties and improve their interaction with headquarters, and in general contribute to the professional capacity of the organization.

UNDP should consider providing a lump sum/ percentage financial support to ANDMA. Such support would cover ANDMA's travel and office expenses. UNDP need not administer small expenses of ANDMA, and the complete responsibility for utilizing UNDP's assistance should lie with ANDMA.

UNDP needs to assign the implementation of a few activities *completely* to ANDMA. This would increase ANDMA's ownership of CDRRP, and in turn would lead to more accountability for the success of the project. At present, ANDMA resents its marginal role in the project's implementation. It needs to be changed by ANDMA playing a more active role. Such a change in strategy may have some risks, but these risks need to be taken in order to develop stronger national capacity.

UNDP should consider setting up an independent office for the project management of CDRRP. At present, this office is located in the ANDMA office. Working through the ANDMA office has its advantages, but it has also created problems on account of different working conditions and organizational practices. Often comparisons are drawn which are not conducive to a healthy working relationship. An independent office would also give more space to UNDP to work and collaborate with other partners in DRM.

The relationship with ANDMA could be improved through regular interaction. On a weekly basis, meetings could be organized between the project management and ANDMA. The ACD could have a meeting with ANDMA on a monthly basis. The Project Management Board meetings need to be organized on a quarterly basis. Every six months, the CD should brief the Second Vice-President and Chairman of the National Commission for Emergency and Disaster Preparedness. These regular interactions would improve the level of understanding between UNDP and the Government of Afghanistan, in particular, ANDMA.

Monitoring and oversight of CDRRP needs to be improved. This could occur through improved project assurance through the CPR unit. Other monitoring mechanisms include quarterly progress reports and annual progress reports. The quality of these progress reports needs considerable improvement. Except for a few details of the activities, the annual report for 2008 is a repetition of the 2007 annual report. Such reports need to be a little more analytical and provide a better perspective on the progress made. The project also needs systematic evaluation on a periodic basis.

The Comprehensive Disaster and Risk Reduction Project could gain considerably from regular BCPR support. BCPR could support the CO in raising resources for the unfunded part of CDRRP through the preparation of technical proposals, as well as providing technical assistance for different

components of CDRRP. In addition to this, BCPR could identify relevant HR personnel as well as support training and capacity-building programmes by arranging collaborations with organizations like ADPC and SAARC Disaster Management Center. BCPR could also invite the Afghanistan CO to various regional and global forums through which it could benefit.

To conclude, the CDRRP's project components suffer from a lack of internal connections, and do not necessarily reinforce each other. They have been conceived with little reference to the hazard risk assessment of Afghanistan, and inadequately respond to the pressing needs of a country emerging from decades of conflict. ANDMA needs to be strengthened in terms of resources and capacities, but it would require more than the CDRRP to achieve this organizational objective.

The CDRRP needs to be revised and revamped. It would require changes in the project components, development of new proposals, mobilization of additional funds, stronger leadership, better technical support for the project, and improved coordination with ANDMA. The review has suggested new components that need to be included in the CDRRP. It has also provided broad recommendations on these programmatic issues.

Finally, UNDP needs to take a more broad-based approach to utilizing its portfolio of projects and promoting disaster risk reduction in Afghanistan. It needs to draw upon the lessons of similar projects in other South Asian countries, and harness its global expertise in this area. UNDP also needs to establish stronger linkages with other agencies and ministries such as the National Commission on Emergency and Disaster Management and the Ministry of Rural Rehabilitation and Development (MRRD) for more effective policy-level and programmatic interventions. It is equally important for UNDP to actively seek the participation of civil society, NGOs, and academia in developing national capacity in DRM and leading an effective advocacy and awareness campaign.